Equity in Education: Policy and Implementation – Examining Ontario’s Anti-racism Education Guidelines and their Application in the Peel District School Board

Yolande Davidson

Abstract: Changing demographics have challenged policy practitioners to implement diverse services and programs to meet the needs of urban populations. This is especially true in the area of equity in education in the Ontario public school system with regard to race and ethnicity. When reflecting on statistics that show that minority students, particularly those of African descent, are falling between the cracks, one wonders what policies and/or initiatives the Ontario Ministry of Education has put forth to positively affect years of negative trends. This article examines two areas of one such policy document, Antiracism and Ethnocultural Equity in School Boards: Guidelines for Policy Development and Implementation, and its effectiveness in implementing anti-racist and ethnoculturally equitable education in Ontario schools: the discretionary rather than mandated nature of the policy and the resources allotted for implementation.

Changing demographics have challenged policy practitioners to develop and implement diverse services and programs to meet the needs of urban populations. This is especially true in the area of equity in education in the Ontario public school system with regard to race and ethnicity. Statistics consistently show that minority students, particularly those of African descent, are at risk of leaving school early. It has been well documented that those who leave school early face difficulty finding stable employment, are at greater risk of becoming involved in criminal activity or becoming dependent on social services due to lack of opportunity and access to resources. This poses the question, what policies and/or initiatives has the Ontario Ministry of Education put forth to positively affect years of negative trends? This article examines one such policy document, Antiracism and Ethnocultural Equity in School Boards: Guidelines for Policy Development and Implementation (hereafter Antiracism and Ethnocultural Equity). I will specifically focus on two aspects of the document’s effectiveness in implementing anti-racist and ethnoculturally equitable education in Ontario schools: the discretionary rather than mandated nature of the policy and the resources allotted for implementation. I will analyse, as a case study, the Peel District School Board and its curricular equity in the subject area of history.

I begin with a discussion of anti-racism and ethnocultural education, including its definition and the prevailing perspectives of those in favour of its implementation. I then look at the ministry’s recommendations in Antiracism and Ethnocultural Equity in terms of the two aforementioned aspects. The discussion focuses on the availability of inclusive courses in the Ontario secondary school curriculum, giving specific attention to senior-level history courses in the Canadian and World Studies category and the mandated topics that must be covered to achieve inclusivity. Following that, I present a case study of the number of offerings by the Peel District School Board in inclusive curriculum across their secondary schools – specifically in the subject of history – to assess the level of success in implementing curriculum recommendations outlined in Antiracism and Ethnocultural Equity. The final portion of this article summarizes
findings and looks at possible barriers to the implementation of anti-racism and ethnocultural education in secondary schools.

**The Meaning of Anti-racism and Ethnocultural Equity**

The Ontario Ministry of Education defines anti-racism and ethnocultural equity in education as “an approach to education that integrates the perspectives of Aboriginal and racial minority groups into an educational system and its practices.” The *Antiracism and Ethnocultural Equity* document further elaborates that “the aim of anti-racism education is the elimination of racism in all its forms” (Ontario, Ministry of Education 1993: 40). The essence of anti-racism and ethnocultural education is that all students are provided with a learning environment that is free of bias, discrimination, and different levels of advantage for some groups versus others, both at the micro- and macro-levels.

The relative homogeneity of the population prior to increases in immigration from the developing world in the 1940s and onward meant that the educational curricula in Ontario, and Canada as a whole, had a Eurocentric perspective and reflected the experiences of those descended from European stock. While the curriculum in Ontario has been revised and adapted to address new concerns as they arise, lack of inclusion of the experiences and viewpoints of racial and ethnic minority groups has been the consistent subject of criticism from those who cite this as the main reason for the disengagement and poor results of some minority youth. As such, anti-racism and ethnocultural education has often been viewed as something that is needed by minority students to address their challenges and to encourage their success in the school system. This situation is compounded by the fact that, from the inception of discussion on equity in education to the present, “the pressure for policy has tended to be the result of advocacy from parents and community groups” (Chan 2007: 140) rather than the result of board initiative.

While it is fair to argue that inclusive education would be most meaningful to the minority groups towards whom it is aimed and therefore should receive a good degree of advocacy from minority communities, it would be difficult to assert that responsibility for the advocacy of inclusive education should lie exclusively in the hands of minority communities. Rather, all citizens of Ontario are invested in the public education system by virtue of the fact that this system helps create future employees, leaders, activists, and policy-makers. As George Dei points out, “Making the transition from mere acknowledgement to action is not easy. Indeed, it demands that each of us leave the confines of the ‘gated community’ mentality of education – the thinking that difficult issues and challenges facing education can be hidden from our view in classrooms, whether in academia or the local elementary or secondary school – to engage these issues” (2005: 34).

Moreover, an inclusive curriculum can be beneficial for students from the dominant culture because of “their ideologically self-inflicted relative isolation from issues of diversity, and, in a longer-term social sense, the fact that there is probably a greater than average likelihood for them than for their ‘minority’ peers that they will end up in positions of power and social responsibility” (Kalantzis and Cope 1999: 246). Teaching young people to value difference through anti-racist and ethnoculturally equitable education from an early age enables them to not only better understand the perspectives of their peers but also to act as positive change-agents in the areas of diversity and tolerance as they move into the adult world.
Anti-racism and Ethnocultural Equity: The Policy

The Education Act of Ontario (R.S.O. 1990, c. E.2), the legal document that governs public education in the province, was amended in 1992 to require all school boards to develop and implement anti-racism and ethnocultural equity policies. Coupled with the amendment, the ministry published *Antiracism and Ethnocultural Equity* in 1993 as a resource for boards to aid them in the implementation of said policies. The document provides instruction on how to develop frameworks for anti-racism and ethnocultural equity policies, as well as guidelines on implementation. It mandates that these policies and their implementation should address ten key areas: board policies, guidelines and practices; leadership; school-community partnership; curriculum; student languages; student evaluation, assessment and placement; guidance and counselling; racial and ethnocultural harassment; employment practices; and staff development (Ontario, Ministry of Education 1993: 7).

In addition to providing frameworks for implementation, the document addresses monitoring of implementation and provides an overall vision of what anti-racism and ethnocultural equity policies should address – namely, the identification and altering of institutional policies, and procedures and behaviour at the individual level that have the potential to be racist in their effects (Ontario, Ministry of Education 1993). Additionally, the sample frameworks guidelines are supplemented by examples of procedures that boards can use to develop the required policy, with steps ranging from establishing community partnerships to allocating responsibility and resources for implementation.

Examining the document’s discussion of curriculum, however, reveals a lack of specific or mandated initiatives. The ministry defines curriculum as “[encompassing] all learning experiences the student will have ... [including] such aspects of school life as the general school environment interactions among students, staff, and the community, and the values, attitudes and behaviours conveyed by the school” (Ontario, Ministry of Education 1993: 12). *Antiracism and Ethnocultural Equity* lists the core objectives that board policy-makers must bear in mind when developing their anti-racism and ethnocultural equity policy. Among its recommendations, it encourages boards to develop or create equitable curricula that speak to the cultural and racial diversity of society, to ensure the affirmation of the racial and cultural identities of students through learning experiences, to point out biased and discriminatory practices and procedures, to further develop the ability of teachers to use biased course materials constructively to encourage critical thinking about racism on the part of students, and, lastly, to “reflect the diversity of staff, students, parents, and the community in all areas of curriculum development, implementation and evaluation, and in the membership of curriculum committees” (13). After reviewing these objectives, it becomes evident that implementation of policies is more discretionary in nature than mandatory or compulsory. While implementation contains mandatory elements, such as the ten focus areas and core objectives, the document provides no expectations for achieving these mandated segments nor does it provide insight into the specific indicators for measuring achievement of objectives and overall implementation. It is true that policy documents such as this one are “intended, directly, or indirectly, to encourage inclusivity ... [but] implementation is often left to the discretion of individual school boards or school principals, who often complain about the lack of resources to effect government policies” (Dei 1996: 170). To be clear, because student needs and interests vary, school boards cannot be painted with one brush and therefore cannot be expected to rigidly follow the same explicit guidelines in every area of operation and implementation. Even so, the vague nature of this document and the lack of specific directives leave the policy open to individualized interpretation, consequently increasing the risk of
inconsistent implementation. Furthermore, discussion surrounding the monitoring of this mandated policy implementation revolves around the school boards’ role and makes no mention of the nature of monitoring to be carried out by the ministry (Ontario, Ministry of Education 1993).

Each year, the public education system must adapt to the realities of increased population and decreasing budgets, all while fulfilling public expectation that education will be of the highest quality. The equity policy’s legal requirements necessitate greater expenditures for Ontario school boards in myriad areas including, but not limited to, increased hiring of racially diverse teaching staff, the procurement of anti-racism advisers and consultants to aid in policy development and implementation, and professional development activities for staff, especially teachers, in order to strengthen their understanding of how to effectively implement anti-racist and ethnoculturally equitable practices in the classroom. As such, it would be reasonable to assume that if the ministry has placed expectations on school boards to develop and fulfil the policy’s legal requirements, it should also provide additional funds to assist in the policy’s development and implementation.

I analysed ministry transfers to Ontario school boards over the five-year period between 2003 and 2008 to ascertain whether annual budget increases for Ontario school boards by the ministry were real increases or simply increases for projected inflation. I chose this time-span because of the uniformity of the financial documents and the level of detail they contained. Figure 1 summarizes ministry transfers to school boards over the stated fiscal years.

![Figure 1: Ministry of Education Transfers to Ontario School Boards, 2003 to 2008](image)

The graph illustrates that there were real increases in funding for school boards beyond what inflation dictated in each year, with some fiscal years such as 2005/2006 and 2007/2008 showing more pronounced increases. Thus, an argument could be made that if educational equity policies were not consistently implemented during the 1990s – possibly due to economic constraints and the fiscal conservatism of the Harris government – implementation should have become easier between the 1990s and the present day, since funding has grown steadily for much of the current decade. To be fair, there could very well be, and likely are, others factors (such as regional population growth and program demands in other areas) that affected the available funds for anti-racist initiatives within boards. That said, boards are not absolved of the
responsibility of ensuring that anti-racist initiatives continue to be consistently implemented, particularly in the crucial areas of employment practices and staff development. While the hiring of teachers from minority groups has increased, the overwhelming majority of teachers in the public education system are of European ancestry. That there are more teachers of European ancestry than any other group also speaks to the need for steady funding, from boards to individual schools, for staff professional development activities centring around anti-racism and ethnocultural equity education practices and techniques.

**Anti-racism and the Ontario Secondary School Curriculum: Selected Courses**

Training staff to use anti-racist tools is not only necessary for fostering general tolerance and inclusivity in course materials and the school environment but it also creates a group of individuals who can successfully teach curriculum with anti-racist and ethnocultural elements and who can find ways of incorporating such elements into subject-matter that does not contain these components. At first glance, inclusive approaches may seem more applicable to some subject areas than others, but there is room for diverse perspectives in all subject-matter. As Kirk Mark notes,

Anti-racism education is not an “add on” to curricula. One can teach anti-racism education in math, for example, by studying the origins of the subject. Finding out that the one, two, three numbers system of arithmetic has nothing to do with Eurocentric notions of knowledge … assists in reducing stereotypes about the origin of knowledge and about minoritized groups. Connections can also be made with the evolution of the pyramids and about the mathematical design and construction. These ‘pearls of wisdom’ are powerful tools for inclusive classroom teaching (2003: 5).

There are, however, secondary school courses, particularly history – which fall under the category of Canadian and World Studies – whose specific mandate is the inclusion of minority perspectives and experiences from other parts of the world. To its credit, the Ministry of Education has taken the initiative in this respect by providing course selections that more deeply consider the *effects* of inclusive course topics and materials. For example, part of the expectations for Canadian and World Studies subjects is that students who complete these courses should “demonstrate an understanding of the rights, privileges, and responsibilities of citizenship, as well as willingness to show respect, tolerance, and understanding towards individuals, groups, and cultures in the global community” (Ontario, Ministry of Education 2005a and 2005b: 24). Furthermore, courses under this umbrella aim to “strengthen students’ ability to recognize bias and stereotypes in contemporary as well as historical portrayals, viewpoints, representations, and images” (24). Three courses in particular, “World History to the Sixteenth Century” (Grade 11, University/College Preparation1), “World History since 1900: Global and Regional Perspectives” (Grade 11, Open), and two sections of “World History: The West and the World” (Grade 12, University and College Preparation), provide a significant forum for the implementation of inclusive education.

“World History to the Sixteenth Century” covers topics ranging from the varying types of social organization found throughout the world at that time, including the Indian caste system and Japanese feudalism, to societal characteristics such as religious beliefs, cultural expression and leadership in different world societies (Ontario, Ministry of Education 2005b: 145). “World

---

1 Please see the appendix for a detailed explanation of Ontario secondary school course-streaming categories.
History since 1900” focuses on important world events that took place in the twentieth century and facilitates learning about imperialism and decolonization and their impact, the World Wars, the Vietnam War, the Cuban Missile Crisis, and the more recent rise to influence of Asian nations (Ontario, Ministry of Education 2005b: 172). The last course category, two sections of “World History: The West and the World,” is offered at both the university- and college-preparation levels, both sections containing analysis of the history of a variety of communities, such as Buddhists, Jesuits and Sikhs, the impact of Western colonization on the developing world and more (Ontario, Ministry of Education 2005b: 205).

These courses from the Canadian and World Studies category of the secondary curriculum provide a sampling of the platform the ministry has prepared for the equitable implementation of its anti-racist and ethnocultural policy. I now turn to a case study of the Peel District School Board’s curriculum options to examine the degree to which the above courses are made available to Grade 11 and Grade 12 students in order to promote the inclusivity mandated by the ministry.

The Peel District School Board and Inclusive Education – A Case Study

Peel Region is one of the fastest growing communities in Canada and the second largest municipal region in Ontario after Toronto. Peel comprises three municipalities – Brampton, Caledon, and Mississauga – and, according to the 2006 census, has a population of 1,159,405, of which nearly fifty per cent (561,240) identify themselves as immigrants. Approximately 536,950 of Peel Region residents indicate that their mother tongue is a language other than English or French, and 314,610 respondents indicate that a language other than one of the official languages is most often spoken at home (Statistics Canada 2006). In light of these statistics, diverse and inclusionary perspectives are essential for local service-delivery organizations, including the Peel District School Board. The Peel Board is one of Canada’s largest public boards, and, based on projections for September 2009, it serves 148,815 students, 44,755 of those being secondary school students. Of Peel Board’s 14,101 teaching staff, 9,901 are academic-based, with the remainder falling under the business category (see the Peel District School Board web site http://www.peel.edu.on.ca/facts/facts/general.htm).

It is not surprising that the Peel Board would want to place great emphasis on creating inclusive learning environments. In 1996, the board’s vision vis-à-vis diversity, anti-racism, and equity in its school resulted in the formulation of the policy document The Future We Want: Building an Inclusive Curriculum (Peel District School Board 1996). The achievement of equity for students and staff was identified as one of the board’s seven planning goals for student success. The Peel Board promotes The Future We Want as a resource for staff who would like to take a more inclusive approach to education and who understand the importance of social justice and human rights when providing curriculum options for diverse communities. The document also outlines the board’s approaches for an inclusive curriculum, such as adding diverse heroes and heroines, varied content, transforming the actual structure of the curriculum, and allowing students to be socially active in decision-making. The Future We Want also details the five dimensions of an inclusive curriculum: content integration, knowledge construction, prejudice reduction, equity pedagogy, and an empowering school culture (Peel District School Board, 1996). In keeping with the Ministry of Education’s requirement that all boards develop and implement anti-racism and ethnocultural policies for equity in education and its own stated commitment to inclusive education, Peel District School Board Policy #54 “Antiracism and Ethnocultural Equity Policy” outlines the board’s stance on issues of diversity and inclusion in
the priority areas outlined by the ministry. This policy re-affirms the board’s commitment to anti-racist education policies where curriculum is concerned and promotes the ideals of respect for and appreciation of all cultures and rejects discriminatory practices and behaviour (see this policy at the Peel District School Board web site http://www.peel.edu.on.ca/departments/diroff/policies/policy_54.htm).

The Peel Board’s firm stance on inclusiveness and anti-racism in educational policy and its diverse demographics are the main reasons for my selection of the Peel District School Board as a case study. Given the board’s stated commitments, this case study will analyse the availability of diverse curriculum options across all Peel Board secondary schools – with specific reference to the aforementioned history courses in the category of Canadian and World Studies – and, based on the results, evaluate how widely the board has implemented its equity policy.

I analysed the distribution of these history courses by examining course offerings at twenty-nine of its thirty-two secondary schools (three schools provide alternative programming based on the students’ specific needs and challenges) in the common course calendar, Chart Your Course – Explore Your Future Direction 2008—2009 (Peel District School Board 2008). The available course offerings at each school were then tallied and tabulated to visually illustrate trends in availability (see Table 1). Aside from the fact that these particular courses incorporate anti-racist measures, history was chosen as the focus subject because it is a requirement for the Ontario Secondary School Diploma (OSSD). All Ontario secondary school students must complete thirty credits (eighteen compulsory, twelve elective) in order to graduate. Grade 10 “Canadian History” is a required course for graduation and also serves as the prerequisite for subjects such as law and politics, and the senior level history courses examined here. As an additional graduation requirement, students are required to complete one other course in the category Canadian and World Studies as part of their compulsory credits and may potentially enrol in even more courses under this umbrella in order to complete some of their elective credits. In essence, every student graduating from a Peel Board (and Ontario) school will have been exposed to history through Canadian and World Studies at least twice in their high school careers. As such, any anti-racism education programming done in this subject area by the ministry and, consequently, the board, will touch the academic life of every student before he or she graduates.

To provide insight into the distribution pattern of course availabilities, I analysed the amount of grant money received by the Peel Board from the Ministry of Education, from 2003 to 2008, as indicated by Ontario’s Public Accounts. This analysis includes adjustments based on inflation to determine the real increase in transfers versus increases based on inflation projections. Both the tabulation of course distribution across Peel secondary schools and the summary of findings on transfer payments can be found in Figure 2.
Table 1: Availability of History Courses at Peel District School Board, by Secondary School
As detailed in the calendar *Chart Your Course – Explore Your Future Direction 2008—2009* (Peel District School Board 2008)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>B</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>C</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
</tr>
<tr>
<td>D</td>
<td>✓</td>
<td>✓ **</td>
<td>✗</td>
<td>√</td>
</tr>
<tr>
<td>E</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
<td>✗</td>
</tr>
<tr>
<td>F</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
</tr>
<tr>
<td>G</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>H</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>I</td>
<td>✓</td>
<td>✓</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>J</td>
<td>✓</td>
<td>✓</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>K</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>L</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>M</td>
<td>✓</td>
<td>✓</td>
<td>√</td>
<td>✗</td>
</tr>
<tr>
<td>N</td>
<td>✓</td>
<td>✓</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>O</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>P</td>
<td>✗</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
</tr>
<tr>
<td>Q</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>R</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>S</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
</tr>
<tr>
<td>T</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>U</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
</tr>
<tr>
<td>V</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>W</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>X</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>Y</td>
<td>✓</td>
<td>✗</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>Z</td>
<td>✓</td>
<td>✓</td>
<td>√</td>
<td>✓</td>
</tr>
<tr>
<td>AA</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>BB</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>CC</td>
<td>✓</td>
<td>✓</td>
<td>✗</td>
<td>✓</td>
</tr>
</tbody>
</table>

*Explanation of course-level coding can be found in the appendix at the end of this article.
✓ **Course offered in alternate years beginning in the 2006/2007 school year.
Table 1 illustrates that schools analysed offer at least two of the four chosen courses. “The West and the World” [CHY4U] is offered by nearly all schools except School E, which offers only a college-preparation course. Schools offering a course with both university- and college-preparation [CHY4C] levels of study are in the minority, with nine of twenty-nine schools offering both options during the 2008/2009 academic year. Less than half (thirty-four per cent) of schools offer “The West and the World” at the college-preparation level, as compared to nearly uniform availability at the university-preparation level. Similarly, all but one school (School P) offers “World History to the Sixteenth Century” [CHW3M], while twelve of twenty-nine offer “World History since 1900” [CHT3O], and eleven schools offer both. Results of the analysis show that, in line with its stance on anti-racist education, the Peel District School Board does provide a fairly even distribution of the course options at both the grades 11 and 12 levels, with the majority of schools enabling students to take at least one of the two Grade 11 courses and, to a lesser extent, their relevant stream in Grade 12. To provide clarification here, the intent of this case study is not to examine whether or not students are enrolling in these courses at Peel Board secondary schools – availability of these courses does not guarantee students will take them – rather, the intent is to examine the degree to which students in Peel secondary schools can exercise choice in selecting courses that address perspectives other than the dominant Eurocentric experience in this subject area at the senior level if they are so inclined.

That said, it is interesting to note that nineteen schools (sixty-five per cent) do not offer “The West and the World” [CHY4C] at the college-preparation level, despite the fact that the course is essentially a continuation of “World History to the Sixteenth Century.” This enables students in either the college and university streams to pursue the latter in Grade 11 but only allows students in the university stream to learn about the remaining pieces of the puzzle in Grade 12. While these findings do not conclusively indicate poor levels of implementation of inclusive curriculum options across Peel Board in this subject area, they reveal that the distribution of availability indicates a bias towards offering courses with a university component. This means that courses with a university/college and university stream are offered at a higher rate than courses with a college or open stream. Data indicate that “World History to the Sixteenth Century” (University/College Preparation) and “The West and the World” (University
Preparation) have a ninety-six-per-cent availability rate as compared to a forty-one-per-cent availability rate for “World History since 1900” and a thirty-four-per-cent rate for “The West and the World” at the college-preparation level.

We might ask if these results indicate an underlying stereotype, one that suggests that students pursuing college-stream courses do not require greater availability of theoretically grounded courses because of the emphasis placed on practical linkages and experiences in the college stream. If so, is this also implying that these students do not have the ability or the need to enrol in inclusive courses of this nature because of an assumption that they will pursue post-secondary programs that require less critical thinking? While it is true that college-stream courses tend to emphasize practical learning in concert with a lesser degree of theoretical learning – while university courses tend to emphasize the opposite – these are not absolutes. Not all college-stream students will pursue a trade or apprenticeship upon graduating from secondary school, and not all university-stream graduates will pursue highly theoretical post-secondary programs. It may be generally true that universities offer more theory-based learning than colleges do, but they certainly do not have a monopoly on it. On the contrary, programs such as child and youth worker, community and justice services, paralegal education, and social service worker integrate large theoretical components through courses like sociology, psychology and professional ethics. Moreover, there has been an increase in the prevalence of college-university partnerships that make it possible for college students to utilize their education to obtain a university degree. The college and university streams in the secondary school system are not meant to highlight only the practical or theoretical aspect of education; instead, they can provide students with a mixture of both aspects that complements the course in which they are enrolled. Further, the essence of inclusive education is to provide young people with opportunities to learn more about others and themselves, whatever their post-secondary plans may be.

While the distribution of courses across streams is uneven, the distribution of courses across grades is more uniform. The pattern of real increases in the amount of money transferred from the ministry to the board from 2003 to present day, shown in Figure 2, supports findings that the Peel Board has indeed implemented diverse curriculum options in this subject area, per ministry recommendations. Again, there likely are other priorities and needs that require monetary support, but, at the very least, Peel Board has maintained grade-level consistency with their offerings in history to correspond to the increases they have received in each fiscal year with the exception of 2006/2007.

Conclusions

In summary, the reach and potential impact of inclusive education mandated through anti-racism and ethnocultural equity education policies is limitless. Committing to and implementing such policies has the capability of effecting positive changes for minority students as well as their European-descended counterparts, both in the school setting and beyond. However, mandates for policy development and implementation without clear directives on how they ought to be achieved may create a broad spectrum of interpretations that hinder, rather than help, implementation. While implementation may take place because of factors such as legal requirements, as is the case with the recommendations in Antiracism and Ethnocultural Equity, the extent to which implementation is consistent and universally monitored is left to the discretion of the implementing body. In the case of school boards and inclusive education, there are many barriers that may inhibit the sound application of anti-racist principles in the school setting. Lack of support from staff, resistance from parents who might support more traditional
curricula, the absence of sufficient professional development experiences, or simply the absence of the sense that professional development in this area is important are huge roadblocks to the future success of anti-racism and ethnocultural equity policies in the education system (Carr and Klassen 1996). Compounding these difficulties are concerns about resource allocation and individual interpretation of guidelines, which can lead to a potentially damaging avoidance of implementing board equity policies. Even when facing vague policy directives from government ministries, it is still possible to forge ahead and deliver worthwhile, and largely fair programming, as evidenced by the Peel District School Board. However, without clear indicators to guide policy-makers, the risk of further marginalizing or disenfranchising vulnerable groups is a harsh reality, even for those with the best of intentions.

Appendix: Some Course Descriptions from *The Ontario Curriculum – Grades 11 and 12: Canadian and World Studies* (Ontario, Ministry of Education 2005b)

“World History to the Sixteenth Century” – Grade 11, University/College Preparation*
Course code: CHW3M
“This course investigates the history of humanity from earliest times to the sixteenth century. Students will analyse diverse societies from around the world, with an emphasis on the political, cultural, and economic structures and historical forces that have shaped the modern world. They will apply historical inquiry, critical-thinking, and communication skills to evaluate the influence of selected individuals, groups, and innovations and to present their own conclusions” (p. 144).

“World History since 1900: Global and Regional Perspectives” – Grade 11, Open**
Course code: CHT3O
“This course focuses on the major events and issues in world history from 1900 to the present. Students will investigate the causes and effects of global and regional conflicts and the responses of individuals and governments to social, economic, and political changes. Students will use critical-thinking and communication skills to formulate and test points of view, draw conclusions, and present their findings about the challenges that have faced and continue to face the people in various parts of the world” (p. 171).

“World History: The West and the World” – Grade 12, University Preparation***
Course Code: CHY4U
“This course investigates the major trends in Western civilization and world history from the sixteenth century to the present. Students will learn about the interaction between the emerging West and other regions of the world and about the development of modern social, political, and economic systems. They will use critical-thinking and communication skills to investigate the historical roots of contemporary issues and present their conclusions” (p. 193).

“World History: The West and the World” – Grade 12, College Preparation****
Course Code: CHY4C
“This course explores the history of the world since the sixteenth century, emphasizing the interaction between the emerging West and other regions of the world. Students will learn about a variety of economic, social, and political systems and the changes they have undergone over time. Students will apply their developing skills of historical inquiry to understand and communicate ideas about the forces that have formed our modern world” (p. 204).
Codes for course levels:
*University/College Preparation: courses that were developed in close collaboration with both universities and colleges and that include content that is relevant for both university and college programs. They are designed to equip students with the knowledge and skills they need to meet the entrance requirements for specific university and college programs and emphasize both theoretical aspects and related concrete applications of the course content.

**Open: courses that are appropriate for all students, regardless of their post-secondary destination, and that are designed to provide students with a broad educational base. They prepare students for active and rewarding participation in society.

***University Preparation: courses that were developed in close collaboration with universities and are designed to equip students with the knowledge and skills needed to meet entrance requirements for university programs. They emphasize theoretical aspects of the course content, but also include concrete applications. Please note that courses corresponding with the University Stream at the Grade 9 and 10 levels are labelled as Academic, while the term University is used to refer to Grade 11 and 12 courses of the same category.

****College Preparation: courses that were developed in close collaboration with colleges and are designed to equip students with the knowledge and skills needed to meet entrance requirements for college programs and some apprenticeship programs. They emphasize concrete applications of the theoretical material covered in the course and also emphasize the development of critical thinking and problem-solving skills. Please note that courses corresponding with the College Stream at the Grade 9 and 10 levels are labelled as Applied, while the term College is used to refer to Grade 11 and 12 courses of the same category.

Source: Peel District School Board 2008

References


