

Advisory Board  
on English Education



BRIEF TO THE MINISTER OF EDUCATION,  
RECREATION AND SPORTS

March 2009

High-quality teachers and administrators  
for English-language schools in Québec:  
**preparation, induction and support**



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The mandate of the Advisory Board on English Education (ABEE) is to advise the Minister of Education, Recreation and Sports on all matters affecting the educational services offered in English elementary and secondary schools. The Minister may also ask the Board for advice on a specific topic.

The Minister names the members to the Advisory Board. The term of office is normally three years. Candidates are nominated by the various English education associations and organizations that represent, among others, teachers, parents, school and board administrators and commissioners, as well as individuals involved in postsecondary education. Nominations can be received at any time.

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# High-quality teachers and administrators for English-language schools in Québec: preparation, induction and support

## INTRODUCTION

The Advisory Board on English Education begins by commending the teachers and principals of the English-language schools of the province for the crucial work they do in educating the future citizens of Québec, Canada, and the world. Education has always been an important preoccupation of English-speaking Quebecers. Graduates of English-language schools have contributed greatly to the institutions of the province, and the schoolhouse has traditionally provided a focal point for rural populations of the community.

Worldwide, there is a recognition that education must change to accommodate the needs of twenty-first-century graduates, and that therefore the curriculum and teachers must also change. Many countries have developed initiatives that aim to prepare, support, and retain teachers more effectively than in the past, and to encourage young people to become teachers, especially in disciplines such as science and mathematics, seen as necessary for living in contemporary society.

Our goal in this brief is to respond to the preoccupation that the English-language schools of Québec need even more good teachers and principals who, in turn, need more appropriate preparation and more support so that they do not leave the profession but continue to develop within it.

Various factors make educational issues for the English-speaking community of Québec different from those for the French-speaking community. Some of these have been noted by the Québec English School Boards Association's Advisory Council in 2006 (QESBA,<sup>1</sup> 2006).

First, the English-speaking community—although it acts in some ways as a virtual region and is often regarded as a coherent entity—has a much smaller student population than its French-language counterpart (about 11%

of the attendance in school boards and private schools<sup>2</sup>) and is widely dispersed across an area as big as France, Spain, Portugal and the United Kingdom combined.

Second, the English-speaking community consists of urban, suburban and rural residents, whose needs and concerns are different.

Third, while there are large secondary schools in urban settings, English-language schools, especially in rural areas, are usually smaller and have fewer teachers, who therefore have more demands placed on them. Rural principals have less flexibility in staffing their schools. Indeed, some rural English-language schools do not have a principal, but share a head teacher with one or more other schools.

Fourth, the urban areas of the province, especially Montréal, are attractive to people from the rest of Canada, many of whom could become useful additions to the pool of teachers in Québec.

Fifth, and related to the fourth point, teachers educated in Québec are attractive (and attracted) to jurisdictions in the rest of Canada and elsewhere. Additionally, English speakers have cultural and historical ties that can make mobility attractive. Thus they may not stay in the province after graduation; their greater mobility can lead to teacher shortages in key subject areas.

All these issues have implications for the teaching profession in English schools in Québec.

What has caused the shortage of teachers in some disciplines? Teaching is no longer perceived as being as attractive or as valued a profession as it used to be. In mathematics and science, the intake into teaching programs is low because education does not bring the same respect as professions such as medicine or engineering. The hiring of unqualified teachers to fill shortages is compromising the status, integrity and respect for

<sup>1</sup> A list of abbreviations and acronyms appears in Appendix 3.

<sup>2</sup> Québec, Ministère de l'Éducation, du Loisir et du Sport, Secteur de l'information, des communications et de l'administration (2007), *Education Indicators – 2007 edition*, [http://www.mels.gouv.qc.ca/sections/publications/publications/SICA/DRSI/Indicators\\_2007a.pdf](http://www.mels.gouv.qc.ca/sections/publications/publications/SICA/DRSI/Indicators_2007a.pdf), "Full-time and part-time enrollment, by category of institution, language of instruction, level of education and sector, 2005-2006," Table 2, p. 127/136.

the profession. In this context, what can the English-language education community do to attract and retain high-quality teachers?

Furthermore, the Advisory Board observes that it is difficult to persuade teachers to become in-school administrators because they are deterred by the time commitment and stresses of the job; this generates its own set of problems. How can the educational system best encourage and prepare high-quality administrators?

While there are more questions than answers in this brief, the Advisory Board hopes that it will promote reflection on the issues and suggest some strategies for action.

This brief consists of four interrelated sections on teachers and a fifth on administrators:

**1 Recruitment and selection**

**2. Pre-service preparation**

**3 In-service professional development**

**4 Retention of teachers**

**5. Administrators**

# 1. RECRUITMENT AND SELECTION

## 1.1 Supply and demand

*According to the global data of the Ministère de l'Éducation, Québec neither has nor expects a general scarcity of teachers. . . . At the present time, however, a number of school boards, French and English, as well as private schools, are finding it difficult to hire teachers in certain subjects, and supply teachers in general. (Québec, MEQ, 2003, p.28)*

This report to the Organisation for Economic Co-operation and Development (OECD), *Attracting, Developing, and Retaining Effective Teachers in Québec*, provided overall figures for both French-speaking and English-speaking teachers. More recent figures provided by the Direction de la recherche, des statistiques et de l'information (DRSI)<sup>3</sup> of the Ministère de l'Éducation, du Loisir et du Sport (MELS) have separated the data for the two language groups; they show that between 2007 and 2012, the English-language sector will need to hire between 424 and 553 teachers each year in the youth sector (kindergarten – Secondary V). Since Québec's three English-language teacher education programs, at Bishop's, Concordia, and McGill Universities, graduate approximately 430 teachers each year<sup>4</sup> in the programs of interest to English-language school boards, some of whom leave the province after graduation, it is clear that there will continue to be a shortage of teachers unless there is an in-migration from elsewhere.

In addition, the Ministère figures do not provide a detailed portrait of the reality of staffing at the individual school level. Who are the teachers currently employed? How many retired teachers have been persuaded to return to fill vacancies? How many teachers have a provisional teaching authorization (on *tolérance*) but no approved qualification and no tenure? How many teachers are qualified in the disciplines they are assigned to teach, especially mathematics and science?

**Recommendation 1: That MELS require school boards to report on the number of teachers on *tolérance* and the justification for each of them on an annual basis so that a central registry of teachers on *tolérance* can be established.**

**Recommendation 2: That MELS make available to the universities data from the central registry of teachers on *tolérance* to help the universities develop appropriate programs to enable them to become fully qualified.**

The DRSI figures projected a deficit of 149 secondary mathematics and science teachers in the English-language public system in 2007-2008. Two of Québec's English-language universities have a secondary education program. Of the four students who graduated from McGill with a qualification in secondary mathematics education in June 2007, one moved to teach in Ottawa, one is teaching in England, one was hired in a private school in Montréal and one entered a Master's degree program in Mathematics. Of Bishop's University's two mathematics graduates in the same year, one was hired by a school board and the other moved overseas. How was the deficit filled?

While issues such as erratic retirement rates, curriculum changes or national and provincial economic variations make predictions difficult, there is nonetheless a need for detailed data, especially concerning the supply and demand of teachers in different disciplines. It is important to know how the Ministère derives its forecasts: are they based on the most up-to-date numbers provided by the schools boards or are they generated from information that the Ministère already has on file from other sources?

Of particular concern are the qualifications of teachers in the disciplines they are teaching. The goal is not simply to have one teacher in front of every class of students, but to have a teacher who is qualified, both in pedagogy and in the subject matter. Typically (and this may be especially true in smaller English-language schools), a teacher's workload may be completed with classes in

<sup>3</sup> Internal MELS documents. For earlier published figures, see Annexe 2 in [http://www.mels.gouv.qc.ca/DFTPS/interieur/PDF/pers\\_emploi\\_previson\\_nov04.pdf](http://www.mels.gouv.qc.ca/DFTPS/interieur/PDF/pers_emploi_previson_nov04.pdf) (in French only).

<sup>4</sup> CREPUQ, unpublished document

an out-of-field subject.<sup>5</sup> As an example, in a secondary school, a teacher qualified to teach mathematics or science and technology might be assigned to the upper grades, while in lower grades, where a strong foundation should be formed by someone well qualified in the subject, courses might be assigned to a teacher with no special qualifications who has an empty slot in the timetable. To compound this situation, these lower grades of secondary school are often taught by less experienced teachers because the senior teachers have already expressed their preference and been assigned to senior classes, while junior teachers are often hired late in the process. In rural boards, many Secondary Cycle One teachers are actually elementary school generalists placed into a secondary school post to alleviate a staffing shortage. Furthermore, rural English-language schools are usually small, implying the need for considerable versatility and flexibility among their teachers.

When the teacher education program in Québec universities was revised in 1994, graduation quotas were set for the universities by the Ministère. While the universities have made minor adjustments to these quotas, there has been no analysis by the Ministère to consider whether they are still pertinent.<sup>6</sup> The projections of school boards' teacher needs made by the Ministère's Direction de la formation et de la titularisation du personnel scolaire (DFPTS) cover a four-year period and form an excellent basis for the universities to decide how many applicants to admit each year to programs in each teaching field.

The Advisory Board would like to emphasize that while good planning is important, both for meeting the educational system's need for teachers and for organizing the universities' offer of services, even more important is the need to attract the best and the brightest candidates into teacher education programs, especially in disciplines in which there are teacher shortages.

<sup>5</sup> *Agreement between the Management Negotiating Committee for English-language School Boards (CPNCA) and the Quebec Provincial Association of Teachers (QPAT)*, <http://www.cpn.gouv.qc.ca/CPNCA/en/Files/250/E5-eng.pdf>, Appendix III, 3c): "The fact that a teacher is classified in a given category or subcategory shall not prevent him or her from teaching in more than one category or subcategory," p. 169/232.

<sup>6</sup> See Jean-Claude Bousquet and Renaud Martel, *Quebec's 1992 Teacher Training Program Reform: Assessing an attempt to regulate the supply of newly qualified teachers and to improve access to the profession* (2001), [http://www.cesc.ca/pceradocs/2001/papers/01Bousquet\\_e.pdf](http://www.cesc.ca/pceradocs/2001/papers/01Bousquet_e.pdf).

**Recommendation 3: That MELS undertake a detailed analysis of teacher demographics, going beyond data on birth rates, retirements, etc., and survey school boards on actual hiring and staffing situations.**

**Recommendation 4: That, if necessary, MELS use these data to revise graduation quotas for universities' faculties of education.**

## 1.2 Shortages in particular disciplines

The English-speaking community in Québec appears to be experiencing the shortage of science and mathematics teachers more acutely than its French-speaking counterpart, perhaps because of its relatively small size, which results in reduced flexibility in staffing assignments and less availability of qualified substitute teachers, etc. Some shortages in science and mathematics posts are filled by people with appropriate disciplinary qualifications but no preparation in pedagogy. This will be addressed in section 1.7.2.

However, the shortage of mathematics and science teachers is a worldwide phenomenon. In describing the situation in Queensland, Australia, the National Education Convener of the Australian Association of University Women described "shortages of trained classroom teachers, particularly in the mathematics, science fields."

The author identified as reasons for the shortage:

*inadequate remuneration to attract students to teaching, particularly against the high worth accorded to bright students by commerce and industry . . . the lack of incentives for students to enter some university disciplines . . . lack of rewards for dedicated, well informed teaching performance, irrespective of seniority . . . lack of teacher retraining and discipline update opportunities. . . .*

*The unattractiveness of teaching as a career is exacerbated by the increasing burden of nonteaching demands—the expectation of teacher acceptance of responsibilities in and out of the classroom for behaviour problems / accidents / etc., and the media attention such incidences attract. . . .*



*Promotion of teaching as a career needs to be more active—e.g. highlighting hours, holidays, the community appreciation and personal satisfactions.*

*It is heartening to see that the media has at last started to concentrate on the basic needs of the education sector—the lack of incentives to become a teacher and the lack of rewards for good teachers.” (Buckley, 2008)*

**Recommendation 5: That MELS survey the English-language school boards in Québec to measure teacher shortages and surpluses in each disciplinary field in order to gauge accurately the number and kinds of teachers that will be needed.**

### 1.3 Valuing the teaching profession

*I'm a teacher. It's a profession I loved and still love. It's been my ambition since I was eight years old. I have been teaching since 1937. Dedication was the thing in my day. I adored teaching. I used to think that teachers had golden toilets. (Laughs) They didn't do anything we common people did. (Quoted in Terkel, 1974).*

We have come a long way from the days when teachers were highly regarded members of society and, among the few educated members of a community, were ascribed the same mystique as doctors or lawyers. This change in respect is a worldwide phenomenon, with many causes and no simple solutions. Despite the fact that pay equity policies have recognized the professionalism of teachers, it is clear that society no longer perceives teaching to be a knowledge-laden, skilled occupation, and that the notion of a vocation attracts fewer candidates to the profession. Teachers have the perception that the curriculum and teaching materials are mandated by MELS and that they exercise little professional discretion concerning what is to be taught.

Asian countries have traditionally attached considerable value and respect to teaching and education and continue to do so today. In Singapore, while 4% of the GDP is assigned to education (less than in Québec), beginning teachers earn a higher starting salary than beginning doctors or bankers; only high school graduates who have placed in the top one-third of their class are accepted into teacher education programs, and

there are eight candidates for every place at university.<sup>7</sup> Yet there is a concern that the high pay may attract the wrong people.

At a time when there is a need for wider public recognition of the teaching profession and of good individual teachers, the media usually focus on negative stories and do little to promote the work teachers do outside of classroom activities, such as science fairs, in-school tutoring, coaching, theatrical productions. But teachers themselves also have a responsibility for promoting the profession. Teachers need to find opportunities to present themselves to the community as professionals. They have a responsibility to demonstrate pride in their profession, and development and expression of this pride should start while they are still in university.

**Recommendation 6: That educational institutions and MELS provide information to facilitate media coverage of teachers' successes and their professional autonomy as well as to encourage teachers themselves to project a spirit of professionalism.**

**Recommendation 7: That more high-quality resources, including textbooks, be made available to teachers at all levels and that there be fewer restrictions on the choice and purchase of teaching materials.**

**Recommendation 8: That the starting salary of teachers be improved to be competitive with that in jobs in the private sector requiring comparable qualifications.**

### 1.4 Promoting the teaching profession as an attractive option

The attractiveness of the teaching profession is waning: fewer ambitious people are interested in becoming teachers, especially in secondary schools, since there are alternate careers that are perceived to be less demanding. In the past, intelligent young women traditionally chose teaching or nursing as a career. For example, women who once were not admitted to the faculties of

<sup>7</sup> Personal communication by an official of the National Institute of Education, Singapore, to the Chair of the Advisory Board.

engineering, science or medicine might have chosen to become science or mathematics teachers. Now, as there are fewer restrictions on their career choices, women outnumber men in almost all university faculties; this has affected the intake into education faculties.

Potential teaching candidates hear of problems: aggressive parents; a lack of support in areas of need, such as classrooms that include special-needs students; a lack of high-quality and appropriate teaching materials.<sup>8</sup> Yet, apart from the altruistic satisfaction of teaching students, the profession can offer job security, good working conditions, a strong collective agreement, a pension plan and salary equity.

What can we learn from the young people who have chosen to become teachers that might help us attract others? A survey conducted in Québec in 2000 (Montgomery, Legault, Gauthier and Bujold, 2000, quoted in Québec, MEQ, 2003) showed that teaching was the first choice for 90% of the elementary education candidates and 82% of the secondary education candidates who responded. Elementary education candidates tended to cite social status and the desire to work with children as their reasons for choosing teaching, while secondary candidates emphasized intellectual self-fulfillment. In decreasing order of importance the reasons cited were: self-fulfillment through contact with young people, continuing to learn, the desire to convey knowledge, establishing helping relationships and improving the quality of teaching, continuity, the wish to exercise competencies, to draw on prior experience in their teaching and to pursue a vocation. Only 30.1% of respondents cited the financial and workplace benefits offered by the teaching profession. (Montgomery, Legault, Gauthier and Bujold, 2000, p. 108).

**Recommendation 9: That more aggressive campaigns by the Québec English School Boards Association (QESBA), MELS, and faculties of education be used to present the benefits of teaching careers to secondary school and CEGEP students, especially those studying in disciplines in which there are teacher shortages.**

<sup>8</sup> In the United Kingdom teachers are permitted great autonomy in the selection of teaching materials, and the Training and Development Agency for Schools (TDA) gives a bursary to students enrolling in education programs in subject areas where there are shortages; see TDA, *Funding for training in England*, <http://www.tda.gov.uk/Recruit/thetrainingprocess/fundinginengland.aspx>.

**Recommendation 10: That students entering Bachelor of Education (B.Ed.) programs in disciplines where there is a teacher shortage be offered scholarships, as are students in other countries and in other disciplines.**

**Recommendation 11: That MELS refund tuition fees or forgive student debts to students in B.Ed. programs in disciplines in which there is a teacher shortage, in exchange for a commitment to teach in the province for a predetermined time.**

## 1.5 Teaching in the adult and vocational sectors

The adult and vocational sectors differ from the youth sector: student enrollment is variable, content is often industry-driven (albeit approved by the Ministère), and instructors are required to demonstrate a variety of skills. The Advisory Board notes the changes in recent years in the training of adult and vocational teachers. Adult education is no longer recognized as a distinct discipline for purposes of teacher certification;<sup>9</sup> students preparing for secondary-level teaching in mother-tongue and mathematics exit profiles are exposed to some course material pertinent to adult education and must be offered the opportunity to complete one practicum in an adult education centre.

Part of the reason for the shortage of legally qualified vocational teachers is the recent requirement that vocational teacher candidates follow a similar path to those in the youth sector and obtain a 120-credit B.Ed. degree. This has been compounded in the English-language sector by McGill's retirement of the former 90-credit vocational education program and its decision not to offer the new 120-credit program.<sup>10</sup> Now the Université de Sherbrooke

<sup>9</sup> See Québec, MELS, *Liste des programmes universitaires reconnus par le ministre de l'Éducation, du Loisir et du Sport pour l'obtention d'une autorisation d'enseigner*, [http://www.mels.gouv.qc.ca/dftps/interieur/prog\\_rec.html](http://www.mels.gouv.qc.ca/dftps/interieur/prog_rec.html). As well, in Québec, MELS, *Teacher Training: Orientations, Professional Competencies*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation\\_ens\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation_ens_a.pdf), adult education is only mentioned in passing.

<sup>10</sup> See McGill University, *Undergraduate Programs*, <http://www.mcgill.ca/edu-sao/undergraduateprograms/>.

offers a program<sup>11</sup> in which English-speaking vocational teachers can obtain their degree. While there is no doubt that all teachers should reach as high an educational standard as is compatible with their role, the prior experience of teachers in the vocational sector is often as important as the academic courses taken. If the 120-credit requirement is to continue (and this should be reexamined), much more emphasis should be placed by the universities on assessing and crediting relevant previous experience, to shorten the time required for certification.

Some school boards prefer to hire adult and vocational sector teachers by the hour rather than offer them contracts. This practice may avoid the generation of permanent teaching positions—as required by the teachers' collective agreement—when future student enrollment may be uncertain. As well, since noncertified teachers can be hired by the hour, some boards see this as a means of saving money on fringe benefits (although in some cases, teachers hired on an hourly rate can earn more money than contract teachers by accumulating a greater number of teaching hours). This strategy can dissuade competent candidates from entering the field of adult and vocational education owing to the precarious nature of the employment and it can have a demoralizing and deprofessionalizing effect on the teaching profession as a whole.<sup>12</sup>

**Recommendation 12: That measures be taken to develop appropriate programs in English to prepare teachers in vocational training, and that universities be encouraged to combine their resources to do so.**

<sup>11</sup> See Université de Sherbrooke, *Baccalauréat en enseignement professionnel*, <http://www.usherbrooke.ca/programmes/bacc/ensprof.html>.

<sup>12</sup> The collective agreement covering teachers of the English-language school boards states:

APPENDIX XXXI TEACHERS COVERED BY CHAPTER 11-0.00 (ADULT EDUCATION) OR CHAPTER 13-0.00 (VOCATIONAL EDUCATION) WHO ARE ELIGIBLE FOR A PART-TIME CONTRACT BUT WHO DO NOT HAVE A TEACHING LICENCE

... The following provision applies: if the teacher in question cannot, by law, be exempted from the obligation to have a teaching licence, he or she may nonetheless be hired by the hour to provide the hours of teaching he or she would have provided, had he or she a part-time contract under the terms of the agreement, were it not for the fact that he or she does not have a teaching licence.

**Recommendation 13: That the universities and MELS recognize the prior experience of vocational training teachers for academic credit.**

**Recommendation 14: That school boards be encouraged by MELS and the teachers' unions to hire certified vocational training and adult education teachers in full-time positions.**

**Recommendation 15: That MELS reexamine the 120-credit requirement for teachers in the vocational sector.**

## 1.6 The need for versatile teachers

*In the early 1990s, there was an outcry [by the universities] against the implementation of bidisciplinarity in secondary schools, in the fear that new teachers would not have sufficient training in each of their disciplines. (Québec, MEQ, 2003, p. 62)*

The need for bidisciplinarity for all teachers in Québec was acknowledged elsewhere in the above-mentioned document, but the Comité d'agrément des programmes de formation à l'enseignement (CAPFE) recommended to the Minister that students be certified to teach in only one discipline. The English-language universities responded to the needs expressed by English-language schools for secondary school teachers prepared in more than one discipline by offering secondary education students the opportunity to study two related academic subjects if they chose, although they are certified in only one subject.

In spite of the ongoing need for versatile teachers to facilitate staffing flexibility in smaller schools, the Advisory Board does not suggest sacrificing specialized subject-matter knowledge, but is advocating preparation in a limited range of related disciplines. This would also be compatible with the reformed curriculum's requirement for cross-curricular competencies and would assist the required cooperation among teachers of different disciplines. The universities are best placed to decide the balance between disciplinary knowledge and pedagogical knowledge, following consultation with partners in the field.

**Recommendation 16: That the curriculum for education students learning to become secondary school teachers prepare them to be able to teach in two related disciplines.**

**Recommendation 17: That the universities continue to be allowed to determine the content of the Bachelor of Education programs, in consultation with other partners.**

## 1.7 Pathways into the profession

In May 2006, an ad hoc committee of the Conseil supérieur de l'éducation sent a brief<sup>13</sup> to the Minister regarding the proposed regulation on teaching permits. It posited that a disciplinary degree did not necessarily qualify someone to teach, and recommended that unlicensed teachers should be required to take education courses and should be evaluated regularly.

The Advisory Board is in agreement with the position of the Conseil supérieur that shortages in teaching personnel should not be addressed by throwing open the doors to the teaching profession to people who have no preparation in education, even though they might have degrees in relevant disciplines. While such a strategy may bring short-term relief—and may be the only solution in shortage areas, or in emergencies—in the long term, it devalues the profession; it is impossible to imagine the same thing occurring in any other profession. Furthermore, deans of education across Canada whose universities have a one-year, consecutive teacher education program have commended Québec's four-year concurrent model.

Yet the Advisory Board believes in the value of attracting candidates with diverse experiences, such as older candidates or teachers from elsewhere in Canada and other countries, and in the need to provide alternative routes towards teacher certification. These routes include courses offered by Québec universities and the recognition of appropriate courses taken out of province.

In June 2006, the DFPTS proposed alternative routes for teacher certification,<sup>14</sup> shown in Appendix 7 of this document. Here, the Advisory Board will comment on the relevance of the six pathways into the profession for English-speaking teachers.

### 1.7.1 The six possible paths to certification

**For students enrolled in a regular teacher training program of 120 credits in a Québec university:**

**Path 1**, a four-year bachelor's program, including 4 practicums, is the usual route for certification. The four years may be reduced to a minimum of two years of full-time study if candidates have previous academic courses for which they receive "advanced standing." While many students take advantage of this advanced standing opportunity, it is not an attractive alternative for many older students who cannot study full-time for two years because of the financial burden, nor will they choose to study full-time to follow their bachelor's degree in another discipline with a second bachelor's degree in education.

**Path 2**, which allows a fourth-year education student to obtain a provisional teaching authorization (PTA), has not been adopted by the English-language universities for a number of reasons: for example, the small numbers of potential candidates make it impossible to offer the required range of courses on a part-time basis in parallel to full-time courses; there are problems involving the evaluation of students who are concurrently contract teachers; there are legal implications stemming from being an employee and a student at the same time; the authorization of students to teach in a classroom further adds to the perception that anyone can be hired to teach, whether or not they are qualified.

**For candidates holding a bachelor's degree (not in teaching) or equivalent training:**

**Path 3** also allows a PTA under certain conditions, and gives rise to some of the problems mentioned under Path 2, notably the paradox that a candidate would be evaluated on a practicum while also being a paid employee on contract with a school.

**Path 4** allows a Teaching Permit valid for 5 years, and the requirement to take only 15 credits of education courses for a Teaching Diploma, about half what a student would be required to take in Path 1, although the candidate may

<sup>13</sup> Conseil supérieur de l'éducation, 2006.

<sup>14</sup> See Québec, MELS, *Different Paths Leading To The Teaching Profession*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/VoieAccesProfEnsFG\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/VoieAccesProfEnsFG_a.pdf).

be credited for experience teaching at the college level. Nevertheless, this Path also creates the need for part-time courses to complete all the diploma requirements.

**For candidates holding a teaching authorization obtained in another Canadian province or outside Canada:**

**Paths 5 and 6** describe two categories of candidates commonly found in the English-speaking sector, that is, teachers licensed outside of Québec. Of the 15 credits required of them in these paths, candidates who have been licensed in other jurisdictions would most likely have taken a course in the assessment of learning and in the teaching of exceptional children, for a probable total of six credits; the Advisory Board questions the need for the candidate to repeat these courses, rather than having their equivalency recognized by the university. The remaining nine credits, in the Québec education system and didactics, would be easier to accommodate by a combination of strategies involving the universities, the school boards and in-school colleagues.

The English-language universities do not have the resources to offer parallel part-time face-to-face courses for small numbers of teachers, but other delivery mechanisms may be possible. For teachers in western or eastern Québec, it may be easier to take courses in Ontario or New Brunswick respectively, although the cost of doing so is higher. The Advisory Board was told that, after lobbying from the Franco-Ontarian population, the Ontario government has heavily subsidized the development at the Université d'Ottawa of a French-language, alternative, part-time B.Ed. leading to full teacher certification, which makes large use of videoconferences and Web-based learning.<sup>15</sup>

<sup>15</sup> Université d'Ottawa, *Programme de Formation à l'enseignement en mode alternatif*, [http://www.education.uottawa.ca/affaires\\_scolaires\\_premier\\_cycle\\_bed\\_temps\\_partiel/index.html](http://www.education.uottawa.ca/affaires_scolaires_premier_cycle_bed_temps_partiel/index.html). See also CAPFE, *Teacher Education Programs Delivered in Whole or in Part Through Distance Education*, [http://www.mels.gouv.qc.ca/sections/publications/publications/EPEPS/Form\\_titul\\_pers\\_scolaire/ProgOffertsCompPartielTeleappren\\_a.pdf](http://www.mels.gouv.qc.ca/sections/publications/publications/EPEPS/Form_titul_pers_scolaire/ProgOffertsCompPartielTeleappren_a.pdf).

### 1.7.2 Midcareer entry into teaching

In the United States, an increasing number of teachers, called midcareer teachers, or lateral-entry teachers, come into the profession after some years in another career. They have the advantage of having made a mature career choice and they bring wider experience to their work than does the typical young graduate. In Québec, starting at the bottom of the salary scale and experiencing the difficulties associated with the six alternative paths into teaching can discourage candidates with higher degrees from entering teaching. Many industries finance the upgrading of their employees' skills during working hours while education does not, and a teacher's absence from school for part-time studies creates a burden on the school. If candidates choose to take courses on a full-time basis, there are financial consequences, and their previous professional and life experience can make it difficult for them to relate to the much younger students in their classes.

All the issues of providing courses for teachers with provisional licenses are complicated by the small numbers of potential candidates and by the variety of their needs, as well as by the rigidity of the six possible paths.

**Recommendation 18: That the universities investigate and implement alternative ways of delivering required courses to teachers with a provisional teaching authorization.**

**Recommendation 19: That MELS adjust the six paths to teacher certification to provide more openness to candidates with different backgrounds and to allow for more flexibility to recognize their academic backgrounds.**

**Recommendation 20: That MELS recognize and allow the universities to allot credit for academic equivalence and pertinent job experience outside the teaching field.**

**Recommendation 21: That MELS recognize and subsidize teachers for appropriate courses taken in other provinces while they are working with a provisional teaching authorization.**

**Recommendation 22: That MELS allow the universities to decide on the equivalency of courses taken out of province towards teacher certification by uncertified teachers, as they do in other cases where students take courses elsewhere.**

**Recommendation 23: That MELS identify, in a central registry, the noncertified teachers who might benefit from following paths 2-6 as well as their particular profiles.**

## 2. PRE-SERVICE PREPARATION

### 2.1 Bachelor of Education programs

Under the *Education Act*, CAPFE has a mandate<sup>16</sup> to accredit teacher education programs. CAPFE analyzes and evaluates programs before recommending to the Minister that they be included on the list of programs leading to teacher certification.<sup>17</sup> The accreditation process is clearly stated and well implemented, but the need to undergo an accreditation process means that the faculties of education must serve several masters: they must follow the requirements of a standardized government-approved professional program while meeting their own university's academic and budgetary requirements, while still serving the student teachers and the teaching profession to the best degree possible. Obtaining the 120 credits (including 700 hours of practicum experience) needed for a B.Ed. degree involves four years of highly structured full-time study; because of the requirement that graduates learn to work together to prepare them for the teamwork needed to teach the QEP, on-campus, face-to-face classes become the most desirable modality. Possibly for these reasons, Bachelor of Education programs are often seen as rigid, difficult to change and difficult to deliver if using innovative technologies; the universities, however, must be open to alternatives in the content and the delivery of their programs. The proposed Canadian Consortium of Technology Support Providers for Adult Basic Education may provide useful ideas for alternative delivery methods.<sup>18</sup>

Universities have a responsibility for setting standards for admission and determining, at an early stage before the student has invested too much in the program, whether he or she is a suitable candidate. In this, they are helped

<sup>16</sup> 477.15 "The mission of the committee is to advise the Minister on any matter relating to the accreditation of teacher training programs for the elementary and secondary levels.

The committee shall, in the pursuit of its mission,

1. examine and approve teacher training programs for the preschool, elementary and secondary levels;
2. make recommendations to the Minister concerning teacher training programs required for the issue of teaching licences;
3. advise the Minister on the determination of the qualifications required of teachers at the elementary and secondary levels."

<sup>17</sup> See <http://www.capfe.gouv.qc.ca/accreditation.htm>.

<sup>18</sup> See <http://on.alphaplus.ca/consortium/>.

by the twelve competencies<sup>19</sup> on which CAPFE bases its accreditation decisions and by having the freedom to sequence the programs as they choose.

Some Québec universities have already conducted satisfaction surveys of their graduating students or of recent graduates, which support the considerable amount of research on teacher preparation, but this needs to be done on a regular basis to obtain enough data to assess the accredited programs. In general, student teachers find education programs too long and less than pertinent in their content, but they value the in-school practicum experience. Upon graduation and during their first year of teaching, they continue to question the relevance of the training they have received, but in the second and third years of practice, they begin to make positive reference to their university coursework. (See, for example, Gauthier, Bidjang, Mellouki and Desbiens, 2005, and Le Maistre, Boudreau and Paré, 2001, for provincewide studies).

**Recommendation 24: That English-language universities in Québec offer courses by distance education and other alternative delivery methods when this is pedagogically appropriate, possibly in cooperation with each other, and supported by funding from sources such as the Canada-Québec Agreement for Minority-Language Education and Second-Language Instruction.**

**Recommendation 25: That university programs in teacher education be structured so that an assessment of the student's suitability may be made early in the program.**

**Recommendation 26: That recent graduates of teacher education programs be surveyed by the universities for several consecutive years to assess their satisfaction regarding the programs they have taken.**

<sup>19</sup> See Québec, MEQ, *Teacher Training: Orientations, Professional Competencies*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation\\_ens\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation_ens_a.pdf). See Appendix 4 for a summary of these competencies.

## 2.2 The practicum

*Practicums in a school setting are an important stage in the continuum, “an essential stage in the professional development of teachers.” A valuable opportunity for learning, practicums in a school setting “provide students with a realistic idea of the workplace and the profession and enable them to gradually develop professional competencies by mobilizing various resources, including knowledge acquired at university and in the classroom. (Québec, MELS, 2008, p. 6)<sup>20</sup>*

Since 1994, the 120-credit B.Ed. program has required student teachers to carry out a minimum of 700 hours of practicum<sup>21</sup> in a school setting,<sup>22</sup> distributed through the four years of the program, under the supervision of a qualified teacher, usually referred to as a “cooperating teacher.” This cooperating teacher, having worked most closely with the student teacher, has the prime responsibility for evaluating the student’s performance, supplemented by the input of the supervisor from the university faculty of education. However, the university has the ultimate authority for assessing the student teacher, since the practicum is a university course, and if a student fails a practicum, he or she must leave the program. This shared responsibility could lead to misunderstanding and possible disagreement in evaluation; the cooperating teachers should not face any pressure (from the university or elsewhere) as to how to evaluate the student teachers. On the other hand, the cooperating teacher must be prepared to accept the responsibility of failing a student teacher.

School administrators must find a suitable cooperating teacher for each student teacher. The ideal candidate should have considerable teaching experience, though still be able to empathize with the problems confronting a beginner. It is sometimes necessary for a principal to refuse a teacher who volunteers to be a cooperating teacher; a good classroom teacher does not necessarily have all the required aptitudes to be a cooperating teacher. Since there are so many young teachers in the

schools and since many older teachers are reluctant to take on the extra work of accepting a student teacher into their classrooms, it sometimes proves difficult to find cooperating teachers with the stipulated minimum of five years of experience. Recent experience has shown that placing a student teacher with a young cooperating teacher has often been valuable for both of them, especially when a senior teacher is available to provide counsel. This team approach shares the responsibility for mentoring a student teacher, allows the older teacher to be exposed to new ideas, gives the younger teacher a new experience and exposes the student teacher to more than one type of expertise.

Good cooperating teachers do not regard the presence of a student teacher as a welcome escape from their classrooms, and most cooperating teachers are serious about passing on aspects of their craft. The presence of student teachers is valued, and good cooperating teachers acknowledge that they learn from the student teachers and appreciate the energy they bring to the classroom.

**Recommendation 27: That the universities and the schools cooperate closely in the assessment of student teachers and in developing clear understandings of the competencies on which student teachers are to be assessed.**

**Recommendation 28: That principals continue to organize the placement of student teachers to the mutual benefit of the student teacher and the cooperating teacher.**

### 2.2.1 Preparing the student teacher

Practicums are organized so that, over the course of their training, student teachers are placed in a variety of schools so as to broaden their experience as much as possible. The universities have encountered problems placing their student teachers; for example, one English-language school board no longer has any English-language kindergarten classes, reducing the possibility of placing English-speaking student teachers in a kindergarten setting.

<sup>20</sup> See also Francine Lacroix-Roy, Michel Lessard and Céline Garant, *Étude sur les programmes de formation à l’accompagnement des stagiaires*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/Etude\\_MEQ\\_Universite.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/Etude_MEQ_Universite.pdf), and Québec, MEQ, *Encadrement des stagiaires de la formation à l’enseignement*, 2002, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/enc\\_stagiaires.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/enc_stagiaires.pdf).

<sup>21</sup> Québec, MELS, *Teacher Training: Orientations for practicums in a school setting*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique_a.pdf).

<sup>22</sup> Québec, MELS, *Encadrement des stagiaires de la formation à l’enseignement*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/enc\\_stagiaires.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/enc_stagiaires.pdf), p. 11/92.



Early practicums are often short-term observations; the later ones involve the student teacher in more extensive and continuous teaching and participation in the school, resulting in as close an approximation as possible of a teacher's workload. There is an argument for intense practicums early in the education program, to expose the student teachers to real tasks and allow for an early assessment of their aptitude for teaching, as long as they have enough preparation so that their presence in the classroom does not hinder its functioning.

A principal who was a guest of the Advisory Board described how she met the student teachers before the beginning of the practicum, invited them for breakfast on their first day, and talked about the school's success plan, its orientation, the physical plant, rules, etc. She emphasized the need to make the student teacher feel safe, and made it clear that if there was a conflict with the cooperating teacher, the student teacher should feel free to talk to the principal. It is important to make sure the cooperating teacher and the student teacher have time to get to know each other so that they can develop trust in each other, and that the student teacher is gradually introduced to teaching activity.

The practicum should not limit the student teachers to experience in one classroom, but should introduce them to a whole school environment: being a teacher is more than just being in the classroom—it is membership in a professional community. It is the responsibility of the whole school staff to provide a meaningful, welcoming environment for the student teachers if they are to be retained as teachers. For example, the staff room should be a friendly environment; student teachers need to be invited to participate in staff meetings, parent-teacher interviews, union meetings, and school council meetings.

**Recommendation 29: That universities continue to ensure that in-school experiences of student teachers cover as broad a range as possible.**

**Recommendation 30: That practicums early in the program include a variety of in-school experiences, both inside and outside the classroom, to allow for an informed assessment of the student's suitability for teaching.**

**Recommendation 31: That school boards share and distribute examples of best practices in the schools' organization of practicums.**

**Recommendation 32: That school staff be encouraged to involve student teachers as much as possible in the life of the school as a first step towards integrating them into the community of practice.**

### 2.2.2 Preparing the cooperating teacher

Section 22, paragraph 6.1, of the *Education Act* stipulates that teachers must "collaborate in the training of future teachers and in the mentoring of newly qualified teachers." Similarly, Appendix XXXII of the 2005-2010 provincial agreement concerning the teachers of English-language school boards<sup>23</sup> sets out a framework for the support and supervision of student teachers and says:

*A teacher who accepts the responsibility of providing support and supervision to a student teacher contributes to the training of the future members of the teaching profession.*

*Acceptance of this responsibility is recognized as an individual contribution on behalf of all the teachers with regard to those entering the profession.*

The Ministère explains:

*In short, to play the demanding role of mentor, cooperating teachers must be qualified, competent in their field, experienced and well trained. They must also demonstrate cooperative and creative skills. They must have critical judgment and reflective analysis skills, and must be up to date on the education reform. They must be able to give concrete meaning to the cultural approach to teaching.<sup>24</sup>*

Traditionally, little training was provided for cooperating teachers, but CAPFE now insists that all cooperating teachers be well prepared, notably in the competencies that are required of student teachers. Formalized univer-

<sup>23</sup> Agreement between the Management Negotiating Committee for English-language School Boards (CPNCA) and the Quebec Provincial Association of Teachers (QPAT), [http://www.cpn.gouv.qc.ca/CPNCA\\_en/Files/250/E5-eng.pdf](http://www.cpn.gouv.qc.ca/CPNCA_en/Files/250/E5-eng.pdf).

<sup>24</sup> Québec, MELS, *Teacher Training: Orientations for Practicums in a School Setting*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique_a.pdf), p. 16.

city training is needed, but local support within the school and the school board is also a valuable component of the preparation. Existing programs such as the Collaborative Associate Student Teacher (CAST) program developed by Bishop's University or the Pearson Teachers' Union program provide good models for this practice.

It is crucial to provide the cooperating teachers with appropriate amounts of release time to give them adequate time for their mentoring, and to ensure that funding is available for this to occur. Also, while the need for a positive relationship between the cooperating teacher and the student teacher cannot be overemphasized, it is also important that the cooperating teacher have a good, open relationship with the university supervisor.

**Recommendation 33: That cooperating teachers receive preparation, training and support from a variety of providers, such as universities, school boards, and unions who are working together to best meet their needs, based on existing best practices.**

**Recommendation 34: That short meetings and workshops to help cooperating teachers be replaced by comprehensive training sessions lasting several days.**

**Recommendation 35: That cooperating teachers who receive student teachers into their classrooms be prepared, supported and acknowledged, and be allowed enough time to devote to the extra burden of supporting a student teacher.**

### 3. IN-SERVICE PROFESSIONAL DEVELOPMENT

*Choosing to be a teacher requires engaging in a training continuum that ranges from initial training to lifetime professional development.*<sup>25</sup>

*Compensation, working conditions, and opportunities to grow are key to building and maintaining a quality teacher workforce. (Center for the Study of Teaching and Policy, 2003)<sup>26</sup>*

*A professional development plan must focus on needs in the same areas as those targeted in initial teacher training:*

- a solid general education;
- interpersonal skills, attitudes of openness and tolerance toward all students;
- mastery of subject disciplines and of the related programs of study; teaching, classroom management and evaluation skills;
- knowledge of the history of the profession (awareness of its social role and ethical dimension), a sense of belonging to the profession, and a desire to contribute to the profession;
- skills related to action research and innovation;
- autonomy, creativity and a capacity for critical thought and reflective practice.<sup>27</sup>

It is ironic that after graduating into the teaching profession, the very people charged with the responsibility of educating children and inculcating in them a sense of lifelong learning have no contractual requirement to take part in any further training to improve their own knowledge and skills as educators, nor is there any financial benefit in doing so once teachers have reached the maximum salary. Certification is permanent and remains in force even in the case of a teacher's years of absence from the classroom. Equally ironic, the only route to promotion open to a teacher leads completely or partially

out of the classroom to an administrative post. This contrasts with the type of progression typical of professions such as law or medicine. Teachers who choose to take formal courses must do so on their own time, which is not true in many professions.

Some of these issues are addressed in an initiative of the Central Québec School Board, where each school has a "Key Person" to foster the implementation of the Québec Education Program (QEP) in the school, to mentor new teachers and to insure that all teachers are made aware of any new board initiatives. Key People are given some release time, but without enough money in the budgets targeted to cover substitution for the other teachers—namely, monies designated to implement the QEP and the principal's discretionary fund—much of the in-service work is done during teachers' "free" time. Assignment as a Key Person acknowledges the expertise of the teacher and constitutes a "promotion;" it provides him or her with some professional development, and allows expertise to be distributed among the school staff. Yet limited funding means much goodwill is needed from both partners in the professional development dyad.

Current literature on professional development for teachers is broadening the concept from one of upgrading to one of lifelong learning (Fenwick, 2001; Groundwater-Smith, Deer, Sharp and March, 1996). This learning may consist of formal courses or more informal learning. While some topics (for example, the QEP) are appropriate in professional development activities for teachers at all stages of their careers, some (such as classroom management strategies) may be more appropriate for beginning teachers, while others (such as the incorporation of new technologies) may be more valuable for older teachers. This implies the need for targeted strategies and for the recognition of extra-curricular learning, as long as it relates to the teacher's professional activities. It also suggests that the various teacher performance enhancement programs present in some school boards be strengthened and encouraged.

Professional development is expensive, but it is important enough to support high levels of teacher knowledge, skills, and effectiveness that new models need to be explored. For example, while face-to-face meetings are possible—and preferable—in an urban or suburban environment, they are expensive in the regions and alternative delivery methods are needed. Some existing strategies are listed in Appendix 5.

<sup>25</sup> See Québec, MELS, *Teacher Training: Orientations for Practicums in a School Setting*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/FormationEnsFormMilieuPratique_a.pdf), p. 23.

<sup>26</sup> See also Reichardt, 2001.

<sup>27</sup> Québec, MEQ, *Orientations for the Professional Development of Teachers: Taking an Active Approach*, [http://www.mels.gouv.qc.ca/REFORME/publications/choisir\\_a.pdf](http://www.mels.gouv.qc.ca/REFORME/publications/choisir_a.pdf), p. 10.

**Recommendation 36:** That MELS increase the professional development allocation to school boards to encourage continuous professional growth and development.

**Recommendation 37:** That the definition of teacher professional development be broadened to include monitored informal learning as well as formal courses.

**Recommendation 38:** That professional development address each stage of a teacher's career as the best strategy for improving teacher quality.

**Recommendation 39:** That school boards promote the use of in-school expertise in professional development and allocate sufficient funds for release time for teachers to meet.

**Recommendation 40:** That school boards help all teachers to develop personal professional development plans, and provide monitoring and support for teachers experiencing difficulties.

**Recommendation 41:** That universities develop on-line professional development opportunities for teachers in cooperation with other partners for subjects that are appropriate to on-line delivery.

## 4. RETENTION OF TEACHERS

### 4.1 Teacher attrition

*The data suggest that after just five years, between 40 and 50% of all beginning teachers have left teaching altogether.* (Center for the Study of Teaching and Policy, 2003, p. 13)

Figures such as these are commonly heard, without specification of the jurisdictions they refer to. In the US, there has been considerable interest and subsequent data collection by federal agencies since the 1980s about teacher supply, demand and quality; thus much of the available data on retention of teachers comes from the US.

It is difficult to extrapolate from these figures to describe the situation in Canada because of differences amongst the many jurisdictions in the two countries in the organization of teaching, the preparation of teachers, working conditions of teachers and social issues. The interest in collecting retention and attrition data has not been mirrored in Canada, where it is difficult to find statistics to support the considerable anecdotal evidence about teacher shortages,<sup>28</sup> and no current data specific to English-speaking teachers in Québec have been found (although see Table 1 below), but the Canadian Teachers' Federation has collected some data (Staple, 2008) that, given the mobility of English-speaking graduates of Québec universities, are certainly relevant to this brief, even if they are not absolutely precise:

- In 2000, 61% of graduates from elementary/secondary teacher training programs were still full-time teachers five years after graduation.
- Statistics Canada's National Graduate Survey<sup>29</sup> shows that 24% of 1995 bachelor graduates in elementary/secondary education training never went into teaching at all.
- Canadian data are limited, but it is likely that 25-30% of beginning teachers leave in the first five years.

<sup>28</sup> FSE, *Insertion professionnelle* (2008) includes an interesting bibliography, [http://www.fse.qc.net/fileadmin/user\\_upload/documents/PE/INSERProf-Bilan\\_final\\_01.pdf](http://www.fse.qc.net/fileadmin/user_upload/documents/PE/INSERProf-Bilan_final_01.pdf).

<sup>29</sup> <http://www.statcan.ca/bsolc/english/bsolc?catno=81M0011X>.

- Approximately 45% of elementary/secondary teachers in the 2001 census were 45 years of age or over, compared to the Canadian labour force overall, where 35% are over 45 years old.
- Education has the highest rate of retirement (121 per 10,000 employees), more than double the all-industry average.
- Approximately 45% of the 2002 teaching force will have retired by 2008.
- 50% of the current teaching force is expected to retire within 12 years.
- 45% of teachers retired at 54 or younger in 1998-99 compared to 18% in 1990-91. In 2005, 50% of teacher retirees were between 55 and 59 years of age.
- As a result of these retirement statistics, there has been a significant increase in the proportion of teachers between 25 and 35 years of age over the past decade.

These statistics suggest a scenario where a quarter of the beginning teachers—whose numbers have increased to replace retiring teachers and must continue to increase—leave the teaching profession within five years. This constitutes a waste of a valuable resource, and paints a bleak picture for the renewal of the profession.

Figures for Québec are not as current, and are aggregated across both language groups. In Québec, teacher retention may be more of an issue in the regions than in the urban areas, or it may simply have more impact on small, rural, typically stable communities, and be compounded by the relative difficulty of attracting specialized teachers to the rural areas in the first place.

**Table 1. Attrition among novice teachers in Québec**

	1998-1999	1999-2000	2000-2001
With permanent status	201	193	231
Before obtaining permanent status	44	35	26

(From Québec, MEQ, 2003, pp. 72-73, para.192.)

The text of this document continues: “Added to these numbers are those that leave even before getting their first contract” (p. 73). In order to deal with the issues that these data raise, the Advisory Board is making recommendations concerning specific issues outlined in the following sections.

## 4.2 The first years of teaching

*“You’re expected to be good on the first day.”*

*“There’s so much information in the first year!”* (Guest teachers to the ABEE)

*Sadly, however, despite the best intentions of teacher educators, the pressures associated with becoming a full-time teacher often conspire to make it difficult for **beginning** teachers to adequately balance their developing understandings and expectations of teaching and learning with their actual practice. Hence, socialization into the profession (Zeichner and Gore, 1990) can be somewhat inhibiting. (Loughran, Brown and Doecke, 2001)*

What conditions do young teachers find when they enter their first classrooms? While the same problems face all teachers, beginners feel them more acutely. They are typically hired late in the hiring process, when all other teaching assignments in the school have been decided or after the beginning of the year, or as substitute teachers to replace other teachers. They are often assigned to classes that other teachers do not want to teach and, in secondary schools, they may be assigned to teach a variety of subjects for which they have had no preparation.

They report that their classrooms are lacking supplies, that senior colleagues are too absorbed with their own classes at the beginning of the year to be able to help them, and that they are left to their own devices in their classrooms. Further, they are expected to have the same skills in classroom management and teaching methodology as their experienced colleagues.

In no other profession are the most complex tasks assigned to novices or the same expectations placed on novices as on veterans; given these conditions, some people question whether teaching can even be called a profession. It is essential to retain these beginning teachers, who are newly trained, energetic, and idealistic. They are the future of the profession.

**Recommendation 42: That administrators not assign new teachers to a class known to be challenging without the support of a senior teacher.**

**Recommendation 43: That administrators not assign new teachers to teach out of their field.**

**Recommendation 44: That all stakeholders (MELS, universities, unions, school boards, school administrators, professional organizations) cooperate to develop initiatives in the support of new teachers, rather than leaving this to the goodwill of individual school boards, schools or teachers.**

## 4.3 Induction

*COFPE considers that the reform will not be complete, and will not produce all the expected results, unless a procedure is established for induction into the teaching profession that is adapted to the characteristics of beginning teachers, their students and the schools in which they teach.*<sup>30</sup>

England and France both have a clearly defined induction phase for beginning teachers. After the initial teacher training, trainee teachers are given a provisional qualification. During the next two years (in France) or one year (in England) the beginning teachers can work at a school and receive additional supervision and instruction for which they are given release time. In Britain this includes a reduced timetable, formal assessment meetings, lesson observations and provision of an induction tutor and a named contact external to the school. In Germany, forms of in-service training during a teacher’s career are possible, but this training is not compulsory and has no consequences for qualification. Sweden has similar in-service training courses, but there every teacher is obliged to take one of these training courses for at least five days each year. (Maandag, Deinum, Hofman and Buitink, 2007). Australia and New Zealand also have

<sup>30</sup> COFPE (2002), *Inheriting a teaching tradition: Brief On Induction Into The Teaching Profession*, <http://www.cofpe.gouv.qc.ca/pdf/69-2124-ABriefevandproofed.pdf>, p. 13/81.

well-developed and active induction programs, and there are many examples in the literature of strategies used in the United States.

The provincial agreement<sup>31</sup> clarifies the role of “supporting teachers” in the schools:

*Accompanies new teachers or teachers requiring support in performing their duties, such as classroom management, creation of adapted material, adaptation of teaching methods, prevention and early intervention. (8-11.04)*

Since the probationary system for teachers in Québec ended in 1998, teacher induction has become the responsibility of the school boards. Initially, the Ministère provided funding for induction, but this is no longer the case. But school boards have many priorities competing for funds and they must be ingenious if they are to include induction in the list. The Advisory Board has heard of induction initiatives for new teachers in English-language school boards ranging from a one-hour information session or a welcome package or a lunch to situations where larger-scale induction is supported by professional development funds.

Central Québec School Board has attached induction to the professional development in the QEP, starting with a four-day induction period for new teachers in August before the standard week of professional days for all teachers. This consists of three days at the school board office, and one day with the new teacher’s principal. This is followed up by in-school support by the Key People in the school and includes release time for the two to meet several times throughout the year.

For the past five years, the New Frontiers School Board has had an induction program for its early career teachers: Professional Orientation and Induction of New Teachers (POINT). Lester-B.-Pearson School Board offers induction on two days before the beginning of the school year, and two pedagogical days and one release day paid from the professional development budget.

The Carrefour national de l’insertion professionnelle en enseignement (CNIPE<sup>32</sup>) is financed by the DFPTS of MELS to help school boards set up support systems, and currently has nine Francophone partner school boards. The mission and services of CNIPE as presented on their

Web site are listed in Appendix 6. An informal survey showed that English-language school boards seem to be unaware of the activities of CNIPE, although visitors to the Advisory Board from CNIPE issued a strong invitation for English-language participation.

**Recommendation 45: That principals assign first-year teachers a reduced workload, as is the case in other countries.**

**Recommendation 46: That MELS fund an induction program for beginning teachers in addition to the funded professional development of all teachers.**

**Recommendation 47: That MELS establish an induction program that is compulsory for first-year teachers and open to second-year teachers and to teachers new to the province.**

**Recommendation 48: That induction programs be developed by the collaboration of all the stakeholders (MELS, universities, unions, school boards) and based on existing best practices.**

**Recommendation 49: That CNIPE promote its function and opportunities to English-language school boards.**

<sup>31</sup> *Agreement between the Management Negotiating Committee for English-language School Boards (CPNCA) and the Quebec Provincial Association of Teachers (QPAT)*, [http://www.cpn.gouv.qc.ca/CPNCA\\_en/Files/250/E5-eng.pdf](http://www.cpn.gouv.qc.ca/CPNCA_en/Files/250/E5-eng.pdf).

<sup>32</sup> <http://www.insertion.qc.ca/>.

## 4.4 Mentoring

*In the U.S., “mentoring” has come to stand for a prevalent remedy to a problem that tends to remain unexamined.* (Cullingford, 2006, p. 111)

The term “mentor” has become a popular concept in education, especially in relation to the induction of beginning teachers. In Québec law, the *Education Act* (section 22, paragraph 6.1) specifically states that teachers shall “collaborate in the training of future teachers and in the mentoring of newly qualified teachers.” In general terms, mentoring refers to the support given to ease the transition of new workers into the workplace and prevent them from dropping out. Some activities, such as providing information on general school board policies, union policies and procedures are suitably carried out at the board level, but the most effective mentoring occurs within the school. In the words of one of the Advisory Board’s visitors: “There is so much information in the first year!” implying the need for mentoring to continue in the second year.

There is much anecdotal evidence in the research literature of the positive effects of mentoring on teacher retention, although concrete evidence of the effectiveness of induction programs in preventing attrition is scarce. The California Beginning Teacher Support and Assessment program<sup>33</sup> has been shown to result in a first-year retention rate of up to 94% (Reichardt, 2001). Locally, one school in Montréal that has had an organized mentoring program for four years reports that it has lost only one or two teachers during that time.

**Recommendation 50: That MELS provide money to be dedicated to organized mentoring activities.**

**Recommendation 51: That MELS, school boards, schools, and universities collaborate to develop organized mentoring programs based on the available research and tailored to suit local needs.**

**Recommendation 52: That mentoring should be a required activity for all first-year teachers and an option for second-year teachers.**

Mentoring is usually intended for newly qualified teachers, but can also be appropriate for experienced teachers who come from other jurisdictions or another school, or teachers assigned new workloads within the same school. In each of these cases, the mentee’s needs are different, and different types of mentoring are needed. A newcomer might need practical support to understand the routines specific to the particular school, pedagogical support to deal with teaching techniques or classroom management issues, disciplinary support to help with understanding new subject matter, or pastoral support to deal with personal issues that arise, including the “reality shock” (Veenman, 1984) of the first year of teaching.

It would be difficult to find one person capable of filling all the possible roles of a mentor, and it would also be wrong to think that a good classroom teacher is necessarily a good mentor. Clearly, experienced teachers who demonstrate bitterness, negativity or apathy are poor candidates as mentors. Desirable attributes for a mentor include openness, positive outlook, positive influence, involvement, a broad skill set, the respect of colleagues, a willingness both to take risks and to be wrong. But even with some or all of these qualities, the ability to mentor is not automatic:

*In most cases, “mentors are thrust into the new role of mentoring with only the most meagre guidance” (Edwards and Collison, 1996, p. 11). Those who receive training on effective mentoring practices have a greater impact on the mentee’s development than those who do not (Giebelhaus and Bowman, 2000). (Quoted in Hudson, 2007)*

Time and money are needed to train mentors in their interactions with newcomers. Ideally, the beginning teacher should choose a mentor, but a teacher new to the school will not know whom to approach until he or she has come to know his or her colleagues for a while. In most cases, the in-school administrator pairs the mentor with the mentee.

<sup>33</sup> See [http://www.btsa.ca.gov/BTSA\\_basics.html](http://www.btsa.ca.gov/BTSA_basics.html).



**Recommendation 53: That school boards and schools develop strategies to train mentors.**

**Recommendation 54: That an administrator or in-school committee assign mentors to new teachers as an initial step, and that new teachers later choose their own mentors.**

What is the motivation for experienced teachers to take on the responsibility of helping a new colleague? Mentors report that having a newcomer ask questions is challenging and energizing, forcing the mentor to reflect on his or her own practice; newcomers bring new techniques. A mentoring dyad should be beneficial to both members. The presence of a mentoring program in a school increases the level of professionalism in the school as it develops into a learning community. There is a multiplier effect, as students continue to be affected by better teachers.

Being asked to mentor newcomers is a recognition of the expertise of the mentors and gives them an opportunity to demonstrate leadership. While some teachers may initially be reluctant to take part in mentoring, the fact that there is little turnover among mentors is evidence of the benefits to them. But mentoring is time-consuming, and mentoring activities often take place at lunchtime or outside school hours. Small, rural schools face challenges: not only are there fewer potential mentors, but also it is desirable to keep them in their own classrooms.

**Recommendation 55: That mentors be given release time to receive training and to meet mentees.**

**Recommendation 56: That when there are not enough active teachers to serve as mentors, school boards hire local retired teachers on a part-time basis to support new teachers.**

The Advisory Board heard of initiatives in six English-language school boards, of individual projects in school boards and schools, and of interest from two universities in mentoring beginning teachers, but there is at present no coherence among the projects.

**Recommendation 57: That existing projects to train mentors be networked and supported by MELS funding, in order to deliver mentoring programs effectively and efficiently.**

## 5. ADMINISTRATORS

Guests invited to speak to the Advisory Board described a large turnover of school administrators because of retirement; in one English-language school board, eight out of twelve principals are in their first or second year of practice. The selection of administrators is also difficult, as many midcareer teachers are reluctant to take on administrative roles, resulting in younger teachers being recruited.

When new administrators are young, with little classroom experience, they may lack credibility with teachers and children's parents. Their lack of experience in the classroom often makes it difficult for them to evaluate neophyte teachers with any authority or validity, and their lack of experience in a range of schools makes it difficult for them to take a large-scale view. In rural school boards, a principal often teaches as well, or travels between two or more schools.

When department heads in secondary schools or teacher leaders in elementary schools were no longer appointed, their responsibilities were either devolved to individual—and uncompensated—teachers, or taken up as an extra task by school administrators. Department heads provide pedagogical leadership and support in schools, and an appointment as a department head is an alternative form of promotion and recognition for teachers. Experience in this role may also encourage teachers to become administrators.

School administrators are required to have a 30-credit leadership certificate from a university, but because of the shortage of candidates or because of distance from the university, they are often hired before it is completed. The Advisory Board does not believe that a master's degree will guarantee that an administrator will be an effective leader, and it should not be a requirement, although all educators should be encouraged to further their knowledge. Specifically, school administrators should enroll in courses dealing with issues such as leadership and management.

**Recommendation 58: That department heads in secondary schools and teacher leaders in elementary schools be reinstated to reduce some of the principals' pedagogical responsibilities and to begin the process of preparing future administrators (a "farm team" approach).**

**Recommendation 59: That the leadership certificate, with content targeted to the actual needs of a new administrator, be completed in advance of appointment to administration.**

Administrators express the wish to spend more time on pedagogy, but daily demands on them also have them acting as plant manager, local director of human resources, nurse, parent, social worker and security manager. There is a higher percentage of students with special needs than in the past and an increasing number of clients expressing a sense of entitlement. Yet with all these pressures, a recent AAESQ<sup>34</sup> survey found a high degree of satisfaction among practicing administrators, and estimates that 95% of teachers who become administrators stay in the job and do not take advantage of the opportunity to return to the classroom after one year. It seems that administrators enjoy their work despite the pressures they describe once they are on the job. The challenge is to make this multifaceted, demanding job attractive enough to encourage renewal.

**Recommendation 60: That school boards assign building managers and budget officers, paid from the central budget, to support principals in these aspects of school administration in order to reduce the pressure on them and to avoid downloading responsibilities to them that may be better served centrally.**

**Recommendation 61: That school boards establish a mechanism for principals to be able to visit and exchange with management personnel in sectors outside of education.**

<sup>34</sup> The Association of Administrators of English Schools of Québec (AAESQ) is the provincial body representing in-school and centre administrators and board-level administrators in the English-language sector; <http://www.aaesq.ca/>.

**Recommendation 62:** That a provincewide mentoring program be implemented for principals, possibly including the reactivation of the MELS-funded Partnership for School Improvement (the provincial committee that was established to tour the province and mentor principals and targeted to the local needs of school boards).

**Recommendation 63:** That in-school time be allocated to principals for professional development activities and networking with colleagues, with funding for replacements for them.

## CONCLUSION

Throughout the Advisory Board's discussions and from the presentations made by guests this year, some themes emerged that relate to education in general and some that are specific to the English-speaking population.

- The Advisory Board affirms that **teaching is a profession** and that teachers are professionals, even though there has been a devaluing of the teaching profession over the years. Two contributing factors are the evolving nature of the student population, meaning that teachers' roles have expanded beyond pedagogy, and the changing expectations of parents, ironically, because they are better educated. Society in general and educational stakeholders—including teachers in particular—have a responsibility to advocate for teaching as a profession.
- The **reformed curriculum** (QEP) has had an impact on all aspects of this brief. Teacher education programs have been modified; student teachers need preparation for the changes, as well as for the changing curriculum in general; cooperating teachers need preparation for supporting and evaluating student teachers' abilities in delivering the QEP; all teachers need ongoing professional development in the QEP, guided by administrators who have also been given in-service training. Thus the QEP has put pressure on the system, but has also provided the impetus for change. The support received by the English-speaking sector, whether in professional development or teaching materials, appears to be less than that received by the French-speaking sector.
- There are systemic problems with the preparation of teachers that imply the need for **flexibility** in the routes to certification. Given the mobility of English-speaking teachers, there is more need for such flexibility to fill the staffing needs of English-language schools. Yet the Advisory Board notes and deplores the presence of uncertified and unqualified teachers, especially in the adult and vocational sectors and recommends that measures be taken to correct this.
- The **small size and low density of the English-speaking population** mean that all stakeholders must cooperate, rather than work in isolation from each other, to serve the population more efficiently and effectively. Collaboration and dialogue among the stakeholders is needed to identify clearly mutual problems and to identify or provide the appropriate agencies to solve the problems. Further, the list of partners needs to be lengthened to include such bodies as the Treasury Board and social service agencies.
- Finally, **technology** is noted as a theme, more by its absence than its inclusion. The wise use of technology can be an important means of delivering professional development, and one with great potential for bringing together a widely dispersed and isolated population.

# APPENDIX 1

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## APPENDIX 2

### Guests

Spencer Boudreau, Associate Dean, Teaching, Learning and Students, Faculty of Education, McGill University

Edward Collister, Secrétaire-coordonnateur, Comité d'agrément des programmes de formation à l'enseignement (CAPFE)

Sandra Furfaro, President, Association of Administrators of English Schools of Québec (AAESQ)

Jim McKinnon, former principal, Lester-B.-Pearson School Board, board representative to the New Teacher Committee, and mentor to principals for LBPSB

Lorraine Lamoureux, Carrefour national de l'insertion professionnelle en enseignement (CNIPE)

Thérèse Nault, Carrefour national de l'insertion professionnelle en enseignement (CNIPE)

Jean-Francois Quirion, teacher and mentor trainer, John Rennie High School

Ron Silverstone, Executive Director, Association of Administrators of English Schools of Québec (AAESQ)

Joanne Simoneau-Polenz, former principal, St. Paul School, Assistant Director of Student Services, Lester-B.-Pearson School Board

Michael Stirrup, Executive Assistant, Association of Administrators of English Schools of Québec (AAESQ)

Sylvie Turcotte, Direction de la formation et de la titularisation du personnel scolaire, DFTPS, MELS

Julie Young, teacher, Lindsay Place High School

# APPENDIX 3

## Abbreviations and acronyms

<b>AAESQ</b>	Association of Administrators of English Schools of Québec
<b>ABEE</b>	Advisory Board on English Education
<b>CAPFE</b>	Comité d'agrément des programmes de formation à l'enseignement
<b>CAST</b>	Collaborative Associate Student Teacher program (Bishop's University)
<b>CEFRIO</b>	Centre francophone d'informatisation des organisations
<b>CNIPE</b>	Carrefour national de l'insertion professionnelle en enseignement
<b>COFPE</b>	Comité d'orientation de la formation du personnel enseignant
<b>CREPUQ</b>	Conférence des recteurs et des principaux des universités du Québec
<b>CSQ</b>	Centrale des syndicats du Québec
<b>DFTPS</b>	Direction de la formation et de la titularisation
<b>DRSI</b>	Direction de la recherche, des statistiques et de l'information
<b>FSE</b>	Fédération des syndicats de l'enseignement (CSQ)
<b>GDP</b>	Gross domestic product
<b>LEARN</b>	Leading English Education and Resource Network
<b>MELS</b>	Ministère de l'Éducation, du Loisir et du Sport
<b>MEQ</b>	Ministère de l'Éducation du Québec
<b>OECD</b>	Organisation for Economic Co-operation Development
<b>POINT</b>	Professional Orientation and Induction of New Teachers (New Frontiers School Board)
<b>QEP</b>	Québec Education Program
<b>QESBA</b>	Québec English School Boards Association
<b>SOFAD</b>	Société de formation à distance des commissions scolaires du Québec



# APPENDIX 4

## Core professional competencies for the teaching profession

Extract from:

*Teacher training: Orientations, Professional Competencies*, [http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation\\_ens\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/formation_ens_a.pdf), p. 55

1. To act as a professional inheritor, critic and interpreter of knowledge or culture when teaching students.
2. To communicate clearly in the language of instruction, both orally and in writing, using correct grammar, in various contexts related to teaching.
3. To develop teaching/learning situations that are appropriate to the students concerned and the subject content with a view to developing the competencies targeted in the programs of study.
4. To pilot teaching/learning situations that are appropriate to the students concerned and to the subject content with a view to developing the competencies targeted in the programs of study.
5. To evaluate student progress in learning the subject content and mastering the related competencies.
6. To plan, organize and supervise a class in such a way as to promote students' learning and social development.
7. To adapt his or her teaching to the needs and characteristics of students with learning disabilities, social maladjustments or handicaps.
8. To integrate information and communications technologies (ICT) in the preparation and delivery of teaching/learning activities and for instructional management and professional development purposes.
9. To cooperate with school staff, parents, partners in the community and students in pursuing the educational objectives of the school.
10. To cooperate with members of the teaching team in carrying out tasks involving the development and evaluation of the competencies targeted in the programs of study, taking into account the students concerned.
11. To engage in professional development individually and with others.
12. To demonstrate ethical and responsible professional behaviour in the performance of his or her duties.

## APPENDIX 5

### Alternatives to face-to-face professional development meetings

E-learning and distance education are areas with potential for alternative delivery methods:

- SOFAD is starting to offer on-line courses (<http://edusofad.com/public/en/default.php>).
- LEARN's mandate (<http://www.learnQuébec.ca/en/about/>) includes production and delivery of e-learning resources so that small groups or individuals do not require an on-site teacher.
- E-learning experiences at Concordia (<http://www.econcordia.com/en/html/>) have shown that videotaping and post-production of lectures is expensive and that it is simpler to use podcasting of audio only.
- CEFRIO, the Centre francophone d'informatisation des organisations (<http://www.cefrio.qc.ca/>), recently organized a project for teachers in the Gaspé with teachers in two locations splitting the course. Such videoconferencing allows for interaction, not just listening.
- 22 Community Learning Centers ([http://www.pch.qc.ca/progs/lo-ol/entente-agreement/education/qc/2005-2007/index\\_e.cfm](http://www.pch.qc.ca/progs/lo-ol/entente-agreement/education/qc/2005-2007/index_e.cfm)), present in all the English school boards, have full videoconferencing capacity and are accessible to nearly all the English-speaking population.

## APPENDIX 6

### The mission and services of the Carrefour national de l'insertion professionnelle en enseignement (CNIPE)

Extract from :

*Objectifs du CNIPE*, <http://www.insertion.qc.ca/spip.php?article2>:

#### **Sa mission:**

Le CNIPE vise à offrir une structure de soutien et d'accompagnement aux enseignants en début de carrière ainsi qu'aux intervenants dans le domaine de l'insertion professionnelle en enseignement à l'échelle nationale en devenant un lieu de convergence, de partage et d'accès rapide à l'information.

#### **Les services offerts par le CNIPE:**

- Un forum de discussion en ligne pour les enseignants débutants.
- Une liste de diffusion pour recevoir automatiquement les nouveautés sur le site.
- Un bottin d'utilisateurs disponibles pour accompagner ou soutenir d'autres collègues.
- Une personne-ressource pour répondre aux interrogations ou aux besoins plus spécifiques.
- Un mentorat virtuel.
- Un soutien en formation pour des exemples d'animation, des ateliers et des informations sur les cours crédités offerts par les universités.
- Une liste d'experts pour un soutien de qualité adapté aux besoins du demandeur.
- Un lieu de ressources documentaires autant de vidéos que de livres ou d'articles traitant d'insertion professionnelle.
- Une foire aux questions avec archivage pour une consultation rapide.
- Un soutien technique pour naviguer sans souci sur notre site.
- Un point de contact, une adresse pour que nos efforts soient davantage efficaces en unissant nos forces vers un accompagnement de qualité de la relève en enseignement du Québec.
- Un blogue pour partager, réagir, poser des questions ou poursuivre une réflexion.

# APPENDIX 7

## Different paths leading to the teaching profession

[http://www.mels.gouv.qc.ca/dftps/interieur/PDF/VoieAccesProfEnsFG\\_a.pdf](http://www.mels.gouv.qc.ca/dftps/interieur/PDF/VoieAccesProfEnsFG_a.pdf)

To teach in General Education, according to the 2001 Orientations and the Regulation respecting teaching licences<sup>35</sup> as of 29 June 2006

*Preschool, elementary, secondary and adult education*

### A For students enrolled in a regular teacher training program of 120 credits in a Québec university

#### Path 1 Student in a teacher training program leading to a B.Ed.

- Four-year bachelor's program including 4 practicums in teacher training
  - **Teaching diploma** (sec. 5)<sup>36</sup> *Teacher training completed*

#### Path 2 Fourth-year student in a teacher training program leading to a B.Ed. (interim measure until 31 August 2010)

- Obtains a **provisional teaching authorization** (sec. 48)
  - on condition that an employer offers a teaching position, directly related to his/her bachelor's degree, for which a teaching licence is required
  - on condition of obtaining permission from the university to hold employment while completing the degree

A provisional teaching authorization is valid for 2 years only. **Non-renewable.**

- **Teaching diploma** (sec. 5) *Teacher training completed*

### B For candidates holding a bachelor's degree or equivalent training

*(including at least 60 credits in subjects specified in the Basic school regulation)*

#### Path 3 *(interim measure until 31 August 2010)*

- Obtains a **provisional teaching authorization** (sec. 46)
  - on condition that an employer offers a teaching position, directly related to his/her bachelor's degree, for which a teaching licence is required
  - on condition that he/she has accumulated 6 credits in education in a university teacher training program

A provisional teaching authorization is valid for 2 years only.

**To be eligible for renewal of a provisional teaching authorization, a candidate must undertake to pursue a teacher training program at the bachelor's or master's\* level.**

**\*These programs are being developed and must be approved by the CAPFE.**

<sup>35</sup> Regulation respecting teaching licences c. I-13.3, r.2. [http://www.mels.gouv.qc.ca/lancement/RegAutorisationEnseigner/RegAutorisationEnseigner\\_a.pdf](http://www.mels.gouv.qc.ca/lancement/RegAutorisationEnseigner/RegAutorisationEnseigner_a.pdf).

<sup>36</sup> Sec. 5 of the Regulation. See footnote 35.

- **Renewals and their validity** (sec. 47)
  - 30% of credits earned = 2 school years
  - 60% of credits earned = 2 school years
  - 90% of credits earned = 1 school year

*Credits are accumulated through courses, equivalences and practicums.*

- **Teaching diploma** (sec. 49) *Teacher training completed*

#### **Path 4** (interim measure until 31 August 2010)

- Obtains a **teaching permit** (sec. 50)
  - on condition of having completed a collegiate university teacher training program of at least 30 credits before 1 September 2007
  - on condition that an employer offers a teaching position, directly related to his/her bachelor's degree, for which a teaching licence is required
  - on condition of having passed the language of instruction examination that will be COMPULSORY as of 1 September 2008 (sec. 28)

***The permit is valid for 5 years and is not renewable.***

- **Requirements for obtaining a teaching diploma**
  - 15 credits in education in a Québec university including:
    - 3 in evaluation of learning
    - 6 in didactics
    - 3 in intervention with handicapped students or students with social maladjustments or learning difficulties
    - 3 in electives
- **Teaching diploma** (sec. 51)

## **C For candidates holding a teaching authorization obtained in another Canadian province or outside Canada**

### **Path 5 For candidates holding a teaching authorization obtained in another Canadian province**

- Obtains a **teaching permit** (sec. 3)
  - after successfully completing a university program equivalent to a bachelor's degree and including a university program equivalent to at least one year of teacher training
  - on condition of having passed the language examination drawn up or recognized by the Minister (sec. 27) or the language of instruction examination that will be COMPULSORY as of 1 September 2008 (sec. 28)

***The permit is valid for 5 years and is renewable under certain conditions.***

- **Requirements for obtaining a teaching diploma**
  - Having passed a course on the Québec education system and, for those whose subject-specific training is not mentioned in the *Basic school regulation*, 12 credits in education, in a Québec university including:
    - 3 in evaluation of learning
    - 6 in didactics
    - 3 in intervention with handicapped students or students with social maladjustments or learning difficulties

*Having successfully completed a probationary period (600 to 900 hours)*

- **Teaching diploma** (sec. 6)

## **Path 6 For candidates holding a teaching authorization obtained outside Canada**

- Obtains a **teaching permit** (sec. 3)
  - after successfully completing a university program equivalent to a bachelor's degree and including a university program equivalent to at least one year of teacher training.
  - on condition of having passed the language of instruction examination, which will be COMPULSORY as of 1 September 2008 (sec. 28)

***The permit is valid for 5 years and is renewable under certain conditions***

- **Requirements for obtaining a teaching diploma**
  - Having passed a course on the Québec education system and 12 credits in education, in a Québec university including:
    - 3 in evaluation of learning
    - 6 in didactics
    - 3 in intervention with handicapped students or students with social maladjustments or learning difficulties

*Having successfully completed a probationary period (600 to 900 hours)*

- **Teaching diploma** (sec. 6)

# APPENDIX 8

## Recommendations

### The recommendations in this report address various groups:

#### MELS:

1, 2, 3, 4, 5, 6, 8, 9, 10, 11, 13, 14, 15, 16, 17, 19, 20, 21, 22, 23, 36, 44, 46, 47, 48, 50, 51, 57, 62.

#### University education faculties:

9, 10, 12, 13, 16, 17, 18, 24, 25, 26, 27, 29, 33, 41, 44, 48, 51.

#### School boards and schools:

6, 7, 8, 9, 14, 27, 28, 30, 31, 32, 33, 34, 35, 37, 38, 39, 40, 42, 43, 44, 45, 48, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63.

#### Teachers' unions:

14, 33, 44, 48.

#### CNIPE:

49.

### Recommendation 1

That MELS require school boards to report on the number of teachers on *tolérance* and the justification for each of them on an annual basis so that a central registry of teachers on *tolérance* can be established.

### Recommendation 2

That MELS make available to the universities data from the central registry of teachers on *tolérance* to help the universities develop appropriate programs to enable them to become fully qualified.

### Recommendation 3

That MELS undertake a detailed analysis of teacher demographics, going beyond data on birth rates, retirements, etc, and survey school boards on actual hiring and staffing situations.

### Recommendation 4

That, if necessary, MELS use these data to revise graduation quotas for universities' faculties of education.

### Recommendation 5

That MELS survey the English-language school boards in Québec to measure teacher shortages and surpluses in each disciplinary field in order to gauge accurately the number and kinds of teachers that will be needed.

**Recommendation 6**

That educational institutions and MELS provide information to facilitate media coverage of teachers' successes and their professional autonomy as well as to encourage teachers themselves to project a spirit of professionalism.

**Recommendation 7**

That more high-quality resources, including textbooks, be made available to teachers at all levels and that there be fewer restrictions on the choice and purchase of teaching materials.

**Recommendation 8**

That the starting salary of teachers be improved to be competitive with that in jobs in the private sector requiring comparable qualifications.

**Recommendation 9**

That more aggressive campaigns by the Québec English School Boards Association (QESBA), MELS, and faculties of education be used to present the benefits of teaching careers to secondary school and CEGEP students, especially those studying in disciplines in which there are teacher shortages.

**Recommendation 10**

That students entering Bachelor of Education (B.Ed.) programs in disciplines where there is a teacher shortage be offered scholarships, as are students in other countries and in other disciplines.

**Recommendation 11**

That MELS refund tuition fees or forgive student debts to students in B.Ed. programs in disciplines in which there is a teacher shortage, in exchange for a commitment to teach in the province for a predetermined time.

**Recommendation 12**

That measures be taken to develop appropriate programs in English to prepare teachers in vocational training, and that universities be encouraged to combine their resources to do so.

**Recommendation 13**

That the universities and MELS recognize the prior experience of vocational training teachers for academic credit.

**Recommendation 14**

That school boards be encouraged by MELS and the teachers' unions to hire certified vocational training and adult education teachers in full-time positions.

**Recommendation 15**

That MELS reexamine the 120-credit requirement for teachers in the vocational sector.

**Recommendation 16**

That the curriculum for education students learning to become secondary school teachers prepare them to be able to teach in two related disciplines.

**Recommendation 17**

That the universities continue to be allowed to determine the content of the Bachelor of Education programs, in consultation with other partners.



**Recommendation 18**

That the universities investigate and implement alternative ways of delivering required courses to teachers with a provisional teaching authorization.

**Recommendation 19**

That MELS adjust the six paths to teacher certification to provide more openness to candidates with different backgrounds and to allow for more flexibility to recognize their academic backgrounds.

**Recommendation 20**

That MELS recognize and allow the universities to allot credit for academic equivalence and pertinent job experience outside the teaching field.

**Recommendation 21**

That MELS recognize and subsidize teachers for appropriate courses taken in other provinces while they are working with a provisional teaching authorization.

**Recommendation 22**

That MELS allow the universities to decide on the equivalency of courses taken out of province towards teacher certification by uncertified teachers, as they do in other cases where students take courses elsewhere.

**Recommendation 23**

That MELS identify, in a central registry, the noncertified teachers who might benefit from following paths 2- 6 as well as their particular profiles.

**Recommendation 24**

That English-language universities in Québec offer courses by distance education and other alternative delivery methods when this is pedagogically appropriate, possibly in cooperation with each other, and supported by funding from sources such as the Canada-Québec Agreement for Minority-Language Education and Second-Language Instruction.

**Recommendation 25**

That university programs in teacher education be structured so that an assessment of the student's suitability may be made early in the program.

**Recommendation 26**

That recent graduates of teacher education programs be surveyed by the universities for several consecutive years to assess their satisfaction regarding the programs they have taken.

**Recommendation 27**

That the universities and the schools cooperate closely in the assessment of student teachers and in developing clear understandings of the competencies on which student teachers are to be assessed.

**Recommendation 28**

That principals continue to organize the placement of student teachers to the mutual benefit of the student teacher and the cooperating teacher.

**Recommendation 29**

That universities continue to ensure that in-school experiences of student teachers cover as broad a range as possible.

**Recommendation 30**

That practicums early in the program include a variety of in-school experiences, both inside and outside the classroom, to allow for an informed assessment of the student's suitability for teaching.

**Recommendation 31**

That school boards share and distribute examples of best practices in the schools' organization of practicums.

**Recommendation 32**

That school staff be encouraged to involve student teachers as much as possible in the life of the school as a first step towards integrating them into the community of practice.

**Recommendation 33**

That cooperating teachers receive preparation, training and support from a variety of providers, such as universities, school boards, and unions who are working together to best meet their needs, based on existing best practices.

**Recommendation 34**

That short meetings and workshops to help cooperating teachers be replaced by comprehensive training sessions lasting several days.

**Recommendation 35**

That cooperating teachers who receive student teachers into their classrooms be prepared, supported and acknowledged, and be allowed enough time to devote to the extra burden of supporting a student teacher.

**Recommendation 36**

That MELS increase the professional development allocation to school boards to encourage continuous professional growth and development.

**Recommendation 37**

That the definition of teacher professional development be broadened to include monitored informal learning as well as formal courses.

**Recommendation 38**

That professional development address each stage of a teacher's career as the best strategy for improving teacher quality.

**Recommendation 39**

That school boards promote the use of in-school expertise in professional development and allocate sufficient funds for release time for teachers to meet.

**Recommendation 40**

That school boards help all teachers to develop personal professional development plans, and provide monitoring and support for teachers experiencing difficulties.

**Recommendation 41**

That universities develop on-line professional development opportunities for teachers in cooperation with other partners for subjects that are appropriate to on-line delivery.

**Recommendation 42**

That administrators not assign new teachers to a class known to be challenging without the support of a senior teacher.

**Recommendation 43**

That administrators not assign new teachers to teach out of their field.

**Recommendation 44**

That all stakeholders (MELS, universities, unions, school boards, school administrators, professional organizations) cooperate to develop initiatives in the support of new teachers, rather than leaving this to the goodwill of individual school boards, schools or teachers.

**Recommendation 45**

That principals assign first-year teachers a reduced workload, as is the case in other countries.

**Recommendation 46**

That MELS fund an induction program for beginning teachers in addition to the funded professional development of all teachers.

**Recommendation 47**

That MELS establish an induction program that is compulsory for first-year teachers and open to second-year teachers and to teachers new to the province.

**Recommendation 48**

That induction programs be developed by the collaboration of all the stakeholders (MELS, universities, unions, school boards) and based on existing best practices.

**Recommendation 49**

That CNIPE promote its function and opportunities to English language school boards.

**Recommendation 50**

That MELS provide money to be dedicated to organized mentoring activities.

**Recommendation 51**

That MELS, school boards, schools, and universities collaborate to develop organized mentoring programs based on the available research and tailored to suit local needs.

**Recommendation 52**

That mentoring should be a required activity for all first-year teachers and an option for second-year teachers.

**Recommendation 53**

That school boards and schools develop strategies to train mentors.

**Recommendation 54**

That an administrator or in-school committee assign mentors to new teachers as an initial step, and that new teachers later choose their own mentors.

**Recommendation 55**

That mentors be given release time to receive training and to meet mentees.

**Recommendation 56**

That when there are not enough active teachers to serve as mentors, school boards hire local retired teachers on a part-time basis to support new teachers.

**Recommendation 57**

That existing projects to train mentors be networked and supported by MELS funding, in order to deliver mentoring programs effectively and efficiently.

**Recommendation 58**

That department heads in secondary schools and teacher leaders elementary schools be reinstated to reduce some of the principals' pedagogical responsibilities and to begin the process of preparing future administrators (a "farm team" approach).

**Recommendation 59**

That the leadership certificate, with content targeted to the actual needs of a new administrator, be completed in advance of appointment to administration.

**Recommendation 60**

That school boards assign building managers and budget officers, paid from the central budget, to support principals in these aspects of school administration in order to reduce the pressure on them and to avoid downloading responsibilities to them that may be better served centrally.

**Recommendation 61**

That school boards establish a mechanism for principals to be able to visit and exchange with management personnel in sectors outside of education.

**Recommendation 62**

That a provincewide mentoring program be implemented for principals, possibly including the reactivation of the MELS-funded Partnership for School Improvement (the provincial committee that was established to tour the province and mentor principals and targeted to the local needs of school boards).

**Recommendation 63**

That in-school time be allocated to principals for professional development activities and networking with colleagues, with funding for replacements for them.

**Ministère  
de l'Éducation,  
du Loisir et du Sport**

**Québec** 