



# Maintaining, Ensuring and Demonstrating Competency in the Teaching Profession

*A Response to the Request  
from the Minister of Education  
re a Teacher Testing Program*

Ontario College  
of Teachers

Ordre des  
enseignantes et  
des enseignants  
de l'Ontario

April 2000



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## Executive Summary

### ***Maintaining, Ensuring and Demonstrating Competency in the Teaching Profession: A Response to the Request from the Minister of Education re a Teacher Testing Program***

Teachers who are knowledgeable, skilled and committed to motivating their students to learn are essential to a first-rate educational system. Since the establishment of the Ontario public education systems, organizations, commissions, the teaching profession itself and innumerable academic researchers have tried to determine a procedure for maintaining, ensuring and demonstrating competency in the teaching profession. This work has led to more questions than answers.

Teachers and the public across Ontario are presently engaged in an intense discussion about teacher competency. The Ontario College of Teachers was asked by Minister of Education Janet Ecker to provide advice on how to implement a program of teacher testing. In attempting to respond to this request, the College has examined how other professions in Ontario measure and maintain competence, has conducted an exacting review of programs in other jurisdictions for ensuring teacher competence, has consulted with a wide range of education stakeholders and members of the College and public in Ontario on options based on that review and has prepared an analysis of the information gathered during the process.

### **The Research**

The College began with a review of best practices for maintaining professional competence. The research found that many other jurisdictions have developed ways to ensure that new teachers meet professional standards and that working teachers keep their skills and knowledge-base current. However, no jurisdiction has been able to effectively implement a written test that accurately and comprehensively measures the professional knowledge and skills of experienced teachers.

Instead, regulatory bodies have made effective quality assurance programs an integral part of the process of educating, training and certifying members. These processes are often complemented by ongoing professional learning that ensures qualified people remain up to date with the latest developments in their profession.

The Ontario College of Teachers, since its inception in 1996, has adopted the standards-based approach that other jurisdictions are following. The College has developed standards of practice, ethical standards and a proposed professional learning framework that sets out very clearly the high standard of competence that teachers must maintain.

In the College review of professional self-regulatory bodies in Ontario, it was found that virtually all those that conduct testing do so at the end of a program of training, as a requirement for registration or, in a few cases, after a period of supervised practice.



However, no organization requires current members to be tested to maintain certification or a licence.

In the review of similar international organizations, the College found that in Australia, New Zealand, France, Scotland, England and Wales, teacher regulatory bodies are adopting a standards-based approach to promoting teacher competence. In the United States, there is a clear trend away from attempts made in the 1970s and 1980s to develop standardized teacher testing. A written test is commonly used only as part of the initial certification process for teachers and most states have standards in place that define ongoing professional learning.

## **The Consultation**

A consultation paper entitled *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* was prepared in English and French for consultation with educational stakeholders identified by the Minister of Education and the College with members of the College and with members of the public.

In the consultation paper, the College proposed 22 options based on what the research had shown to be effective. These options were considered to be administratively feasible, publicly credible, professionally acceptable, legally defensible and economically feasible. The College invited education stakeholders and other respondents to the document to comment on these options and to propose additional options.

Ministry of Education staff were briefed on the paper and the consultation process. The paper was also forwarded to all directors of education and members of the Ontario legislature. The paper was posted on the College web site and members of the College and the public were invited to comment. Public and institutional libraries in Ontario, chambers of commerce, independent schools, subject associations and Ministry of Education regional offices were sent a letter and poster on the consultation and were invited to respond.

Consensus was not an objective of the consultation. Rather the intent was to gather data in a consistent way from all of the sources being used. In collating the data, the College used a format that identified where there was agreement on the options, where opinions varied and where additional options for consideration were identified.

Information was gathered from three sources:

- structured consultation sessions with education stakeholder groups
- position papers from designated education stakeholder groups and responses from other interested organizations
- web site, fax, e-mail and hand-delivered responses.

The three sources of data, collected and analyzed by senior staff of the College, provided an opportunity to identify trends, emerging insights and issues of concern. The multiple



sources also gave an opportunity to triangulate evidence and to define early perceptions and ultimately led to reasonable conclusions and generalizations based on a preponderance of the data.

## **Recommendations**

Based on a review of the research and on consultation data, the following recommendations were formulated and adopted as advice to the Minister of Education by the Council of the College of Teachers at its meeting of April 10, 2000. This advice forms the basis of *Maintaining, Ensuring and Demonstrating Competency in the Teaching Profession: A Response to the Request from the Minister of Education re a Teacher Testing Program*.

### **Recommendation 1**

That the Ontario College of Teachers, in consultation with educational partners and the public, continue to refine the policies and processes for the accreditation of pre-service and in-service teacher education programs to ensure that such programs meet both the regulatory requirements outlined in the *Ontario College of Teachers Act* and the standards of practice and ethical standards for the teaching profession approved by the College Council.

### **Recommendation 2**

That Ontario faculties of education be required to demonstrate during the accreditation process conducted by the Ontario College of Teachers that policies and processes are in place both to support teacher candidates experiencing difficulty meeting program assessment requirements, including fluency and skill in the language of instruction and to provide for the exit from the program of candidates who continue to experience difficulty.

### **Recommendation 3**

That applicants for membership in the Ontario College of Teachers, in addition to program and practicum requirements, be required to complete successfully a written assessment of knowledge related to Ontario curriculum and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.

### **Recommendation 4**

That employers be required to provide a two-year induction program, the core components of which would be defined by the College, to beginning teachers employed on a regular basis to ensure that they continue to develop and to refine the knowledge and skills required by members of the teaching profession.



## **Recommendation 5**

That an orientation program be established for members of the Ontario College of Teachers who completed their teacher education program outside of Ontario and successful completion of the program be reported for inclusion on the Certificate of Qualification.

## **Recommendation 6**

That a return to practice program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the provider to the College for inclusion on the Certificate of Qualification.

## **Recommendation 7**

That all providers of in-service programs accredited by the Ontario College of Teachers be required to demonstrate during the accreditation process conducted by the College that policies and processes are in place both to support candidates experiencing difficulty meeting assessment requirements and to provide for the exit from the program of candidates who continue to experience difficulty.

## **Recommendation 8**

That the requirements for the accreditation of ongoing professional certification courses listed in Regulation 184/97 made under the *Ontario College of Teachers Act* include a well-defined provision for the assessment of candidates based upon criteria developed and approved by the Ontario College of Teachers.

## **Recommendation 9**

That the Minister of Education, in consultation with educational partners and the public, review the usage of and revise, where appropriate, those aspects of Regulation 298 made under the *Education Act* that relate to the assignment of teachers to programs/subjects/positions for which they do not hold additional qualifications as outlined in Regulation 184 made under the *Ontario College of Teachers Act*.

## **Recommendation 10**

That the Minister of Education, in consultation with educational partners and the public, review and revise the aspects of the *Education Act* and/or Regulation 298 made under the *Education Act* that relate to the performance appraisal/practice review of members of the Ontario College of Teachers such that the core components of performance appraisal be defined by the Ministry of Education.



### **Recommendation 11**

That members of the Ontario College of Teachers prepare a professional growth plan which would form a part of the performance appraisal process conducted under Regulation 298 made under the *Education Act*.

### **Recommendation 12**

That members of the Ontario College of Teachers maintain a professional portfolio, the components of which would be defined by the College and would highlight ongoing professional learning and achievements in their area of professional responsibility and that the currency of the portfolio is reported to the College every five years for inclusion on the Certificate of Qualification.

### **Recommendation 13**

That the Minister of Education, in consultation with educational partners and the public, review and revise Regulation 298 made under the *Education Act* to ensure that the performance appraisal process includes the regular review of the professional portfolio.

### **Recommendation 14**

That the Minister of Education ensure that employers provide support and remediation for members of the Ontario College of Teachers when issues of competency arise as part of the performance appraisal process.

### **Recommendation 15**

That the *Ontario College of Teachers Act* be amended to ensure that employers of the members of the College be required to notify the Ontario College of Teachers following the termination of employment of a member for reasons of incompetence.



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## **STAKEHOLDER GROUPS THAT RECEIVED A COPY OF THE MINISTER'S LETTER OF NOVEMBER 10, 1999**

Association canadienne-française de l'Ontario (ACFO)  
Association des agentes et agents de supervision franco-ontariens (ASFO)  
Association des conseillères et des conseillers des écoles publiques de l'Ontario (ACEPO)  
Association des directions et des directions adjointes franco-ontariennes (ADFO)  
Association franco-ontarienne des conseils scolaires catholiques (AFOCSC)  
Association interculturelle franco-ontarienne (AIFO)  
Board of Trade of Metropolitan Toronto (BTMT)  
Canadian Federation of Independent Business (CFIB)  
Catholic Principals' Council of Ontario (CPCO)  
Council of Ontario Directors of Education (CODE)  
Education Improvement Commission (EIC)  
Education Quality and Accountability Office (EQAO)  
Fédération de la jeunesse franco-ontarienne (FESFO)  
Minister's Advisory Council on Special Education  
Ontario Association of Deans of Education (OADE)  
Ontario Association of Parents in Catholic Education (OAPCE)  
Ontario Association of School Business Officials (OASBO)  
Ontario Catholic School Business Officials' Association (OCSBOA)  
Ontario Catholic School Trustees' Association (OCSTA)  
Ontario Catholic Student Council Federation (OCSCF)  
Ontario Catholic Supervisory Officers' Associations (OCSOA)  
Ontario Chamber of Commerce (OCC)  
Ontario Coalition for Education Reform (OCER)  
Ontario Federation of Home and School Associations (OFHSA)  
Ontario Parent Council (OPC)  
Ontario Principals' Council (OPC)  
Ontario Public School Board Association (OPSBA)  
Ontario Public Supervisory Officials' Association (OPSOA)  
Ontario Secondary School Students' Association (OSSSA)  
Ontario Teachers' Federation (OTF)  
Organization for Quality Education (OQE)  
Parent Network Ontario  
Parents partenaires en éducation  
People for Education  
Teachers for Excellence (TFE)





# Introduction

**Ontario College  
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## Introduction

### Teacher Testing

In April 1999, the words *teacher testing* entered the lexicon of the Ontario teaching profession. A news release from the Office of the Premier, dated April 19, 1999 stated: "To ensure that every child has a teacher that is up-to-date and well qualified, all Ontario teachers will be required to participate in a testing program. Teachers will be required to take and pass regular re-certification examinations." This news release initiated questions, debate and controversy in both the public and education sectors.

Premier Harris reiterated his support for teacher testing in a May 1999 news release issued by the Ontario Progressive Conservative Party during the provincial election campaign underway in Ontario. Mr. Harris said that teacher testing is the logical next step of his many reforms to improve quality and accountability in the education system. He also indicated in this release that "One of our first priorities following the election will be to ask the College of Teachers to prepare a workplan to move ahead with implementation of teacher testing."

On May 28<sup>th</sup>, the Premier provided specific information regarding the administration of the teacher tests. He indicated in a speech at Sheridan College in Oakville that "The tests, administered by the Ontario College of Teachers, are to begin in June of next year and be fully implemented by September 2001." Once again the reference to teacher testing served as a lightning rod for media attention and public debate. What would be on a teacher test? How would the test actually be administered and graded? What would be required of those who fail? From the College of Teachers perspective, the question was: What would be the College role, if any, in this regard?

Another news release, dated September 2, 1999, highlighted the determination of the government to pursue the testing initiative:

Over the summer, MPPs confirmed that testing the competency of our children's teachers remains important to parents and Education Minister Janet Ecker is consulting with teachers about how to implement this commitment, Harris said. The Premier announced that Ecker will seek advice and recommendations from the Ontario College of Teachers with the goal of starting the initial phase of testing in June 2000.

The Chair of the College of Teachers, Donna Marie Kennedy, indicated in a news release issued by the College the same day, that the College "will consult members of the College, the public and other education stakeholders concerning the teacher re-certification process announced by Premier Mike Harris." She went on to indicate that the College will "also want to look at what is done in other provinces, in the U.S. and around the world." Questions regarding the nature and success of teacher testing in other jurisdictions needed answering. Questions relating to the implications of teacher testing in the context of Ontario needed exploring. Kennedy reaffirmed that the College commitment to consultation with its members and the public, and to thorough research, would continue.



A letter to the College of Teachers from Education Minister Janet Ecker arrived November 10, 1999. In her letter, Minister Ecker reaffirmed the "Ontario government commitment to require teachers to participate in a teacher testing program." She wrote:

Therefore, as one of the important steps in proceeding with this commitment, I am seeking the advice of the College on how to implement a program for teacher testing which is cost effective and within the following parameters:

- regular assessment of teachers' knowledge and skills
- methodologies which include both written and other assessment techniques
- a link to re-certification
- remediation for those who fail assessments
- de-certification as a consequence if remediation is unsuccessful.

The letter from the Minister also noted that June 2000 was the target date for the first phase of implementation and encouraged the College to consult with other organizations such as faculties of education and teacher federations as it formulated advice. She requested that the College provide its advice to her by December 31, 1999.

The letter from the Minister was considered by the Council of the College of Teachers at its meeting of November 18-19, 1999. As a result of its deliberations, Council directed the Executive to create an ad hoc committee of the Council to study and report to the Executive and Council on issues raised by the Minister. During the Council meeting, both elected and appointed members expressed concern that the advice sought by the Minister could not be provided by December 31, 1999 as requested in her letter.

The Ad hoc Committee, composed of four appointed and five elected members of the College Council, held an initial meeting on November 26, 1999. As part of its agenda, the committee established a timeframe during which the issues raised by the Minister could be considered and a consultation process involving the stakeholders identified by the Minister could take place. The timeline is as follows:

|                |  |
|----------------|--|
| November 26    | Ad hoc Committee meeting                   |
| November 26    | Letter to Minister                         |
| November 29    | Letter to education stakeholders           |
|                | College web site postings                  |
| December 16    | Research briefing session for stakeholders |
| December 21    | Ad hoc Committee meeting                   |
| January 10 -11 | Ad hoc Committee meeting                   |
| January 27     | Report to Executive Committee meeting      |
| February 9     | Report to special meeting of Council       |
|                | Ad hoc Committee meeting                   |



|                        |   |
|------------------------|---|
| February 14 - March 3  | Consultation with members of the College and stakeholder groups |
| February 28 - March 17 | Data analysis and prioritization of issues                      |
| March 25               | Ad hoc Committee meeting  |
| March 30               | Report to special Executive Committee meeting                   |
| April 10               | Report to special Council meeting                               |
| Week of April 10       | First response to Minister                                      |

\*The Ad hoc Committee added meetings on January 22-23 and on March 26, 2000.

In a letter of response to the Minister, dated November 26, 1999, Chair Kennedy indicated that the College timeframe recognized "...the complexity of the issues outlined by you and ensures that the advice provided by the College is thoroughly researched, is the result of meaningful consultation and is realistic with regard to the expenditure of human and financial resources."

### **A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program**

Following a series of meetings and working sessions and a research briefing session for education stakeholders on December 16, 1999, the Ad hoc Committee reported to the Executive Committee and the College Council. Release of *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* was unanimously recommended to the Executive Committee which, in turn, unanimously endorsed and forwarded the recommendation to the College Council. On February 9, 2000, with the unanimous endorsement of the College Council, the document was released for consultation.

*A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* set the stage for the provision of what Kennedy called "complete, accurate and reliable advice." It contained not only a summary of the extensive research carried out by the College but also provided a wide range of options which emerged from the research. It acknowledged the value of consultation and invited input from members of the College, from education stakeholders and from the public. It laid the foundation for the development of recommendations for consideration by the College as it formulated the advice that would be forwarded to the Minister.

### ***Maintaining, Ensuring and Demonstrating Competency in the Teaching Profession: A Response to the Request from the Minister of Education re a Teacher Testing Program***

Incorporating work previously outlined in *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program*,



this paper presents the advice requested by the Minister in her letter of November 10, 1999. Based upon exhaustive research and extensive consultation, this paper demonstrates conclusively that the advice is, indeed, complete, accurate and reliable.

The paper consists of six main sections:

### **Section A - Maintaining Competency: Survey of Programs and Practices of Ontario Self-Regulatory Bodies**

Following the April 19<sup>th</sup> announcement by Premier Harris, the Registrar of the College of Teachers addressed correspondence to her counterparts in the other Ontario self-regulated professions requesting “information on testing and re-certification in your profession.” As a follow-up to the request, College staff contacted the self-regulated professions directly, seeking answers to a survey questionnaire on tools and programs in place that addressed maintaining competence, including testing and re-certification. This section of the paper summarizes the results of this undertaking.

### **Section B - Ensuring Competency: Survey of International Programs and Practices in the Teaching Profession**

This section of the paper summarizes a review of initiatives established in other jurisdictions to address the issue of teacher competency. The review focuses on current initiatives underway in the United States, Australia, New Zealand, England, Wales, Scotland and France, as well as on recent initiatives in the provinces of Quebec and Alberta. This section also explores issues relating to teacher testing and the relationship between teacher testing and quality education.

### **Section C - Demonstrating Competency in the Teaching Profession: The Ontario Context**

This section of the paper establishes that the regular assessment of the knowledge and skills of College members occurs within two distinct, yet connected, contexts. The first, under the authority of the *Ontario College of Teachers Act*, includes licensing and ongoing professional certification. The second, under Regulation 298 of the *Education Act*, includes the assignment and performance appraisal/practice review of members of the College. The latter is the responsibility of the government of Ontario as the policy-maker for education. The former, delegated to the teaching profession by the government, is the responsibility of the Ontario College of Teachers.

Given these two contexts, and acknowledging the authority of the government to prescribe that the College ensure that its members meet their obligation as professionals to maintain competency, this section attempts to reason why the government would prescribe, without any apparent precedent, the very tools by which a self-regulatory profession will record and assess how its members maintain their competence.



Finally, this section acknowledges that ensuring competency is not the task of the College alone. Rather, it reasons that a systemic approach is required with all education partners assuming lead roles in their respective areas of jurisdiction.

## **Section D - The Range of Options Emerging from the Research**

The summaries of the extensive research carried out by the College of Teachers and outlined in the first three sections of this paper presented a wide range of options related to professional competency which would be taken into account in providing the advice requested by the Minister. These options are outlined in this section of the paper. Along with the research outlined in Sections A, B and C, these options were released for consultation in a paper entitled *Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program*.

## **Section E - Consultation Report: *Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program***

With respect to the provision of any advice to the Minister, the College remained committed to open and transparent consultation. This commitment follows the tradition established very early in the short history of the College and evidenced in its work on the *Standards of Practice for the Teaching Profession*, adopted by the College in 1999, and in its work on the *Ethical Standards for the Teaching Profession* and the *Professional Learning Framework*.

This section of the paper reports on the consultation process undertaken as a result of the release of *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program*. Further, it presents the data analysis and the data summaries resulting from the consultation and sets the stage for the development of recommendations for consideration by the College Council as it formulates the advice requested by the Minister.

## **Section F - Advice to the Minister**

Based on a review of the research included in Sections A, B and C of this paper and on the consultation data outlined in Sections D and E, formal recommendations were formulated as advice to the Minister of Education. This section of the paper includes these recommendations.

## **Summary**

Public concern about teacher competency is not a new issue. Since the establishment of the Ontario public education system, organizations, commissions, the teaching profession itself and innumerable researchers from a variety of academic institutions have tried to determine a procedure for defining what constitutes quality teaching. This work has led to more questions than answers.



What are the characteristics of competent teachers? What personal characteristics lead people to become competent teachers? How do we train people to be competent teachers? How do we identify mastery of competent teaching during the training period? How is the process of identifying standards for teachers during the certification process linked to competency in the role? To what degree does the public and the profession determine the criteria for defining the standards and competency levels for the profession? Should the competencies determined for the profession represent a consensus of the research and values? If so, whose research and whose values? The questions are endless. The answers are elusive. The relevance rests in the trust Ontario society places in education as the hope for our future.

The Ontario College of Teachers was founded in 1996 to license and regulate, in the public interest, the practice of teaching. The College recognizes that students, parents and the Ontario public-at-large benefit from a publicly accountable profession. The eleven objects of the *Ontario College of Teachers Act* delineate the responsibility that the College holds to ensure this public confidence. The mandate of the College to govern the teaching profession in the public interest may be viewed to be linked in some fashion to the commitment of the government to the implementation of a teacher-testing program. The challenge has been to determine the nature of that link, to determine what constitutes teacher testing in the context of Ontario and to determine how a process can be enacted in a way that is meaningful to the profession and accountable to the Ontario public.





# Introduction

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## A. Introduction

This section gives an overview of programs and approaches in place in self-regulated professions in Ontario aimed at maintaining competence. The effectiveness of the various tools and approaches used by self-regulated professions to record and assess the efforts of their members to maintain competence is discussed only in broad terms. However, where it is useful to do so and where information has been obtained in the course of the survey conducted by the College of Teachers, the programs are described, a context is given for the policy issues raised and these are linked to a broad framework for decision-making. For clarity and comparison, an appendix to this section outlines each of the self-regulatory bodies surveyed, how they are referred to in this section and their membership totals when available.

In describing the programs, it became necessary to simplify the text by adopting one term where several other terms with similar meaning are used.

The various colleges, institutes and associations which regulate their members are referred to in this paper as **self-regulated professions** or SRPs.

**Quality Assurance Programs (QAP)** refer to the maintenance of competence programs that have been implemented in health professions governed by the *Regulated Health Professions Act, 1991* (RHPA).

**Ongoing professional learning** signifies programs of continuing education or professional development, which may include components such as professional portfolios, courses for credits, reflective practice, etc.

**Practice review** is used uniformly throughout this section to name portions of programs involving the visit to the place of practice of the member for the purpose of assessing one or all of the following: quality of care, clinical or professional knowledge and physical facilities, including record keeping. These assessments may be carried out by peers or by SRP staff and are referred to in various SRPs as peer assessment, peer assisted review, practice assessment, etc.

**Testing** is the word used to name the process by which potential registrants have to participate in an evaluation of their knowledge and skill in order to fulfill a requirement for exiting a professional program of training or for registration in a self-regulated profession. The paper also describes the **testing** that takes place as part of a quality assurance or maintenance of competence program, in discussing evaluation instruments and strategies otherwise referred to as case-based assessment, core-competencies evaluation, standard assessment, etc.

**Re-certification** refers to the process where a registrant must meet requirements for the renewal of his or her professional certificate over a certain period of time, often three years to five years. In Ontario, both re-certification and maintenance of certification appear to be used to convey the same meaning.



## **B. Self-Regulation and Ongoing Competence of Members of Self-Regulated Professions**

Self-regulation, as stated over 30 years ago by Mr. Justice James McRuer, Chair of the Ontario Royal Commission of Inquiry into Civil Rights (1968), involves the delegation of government regulatory functions to a professional body outside government. The profession must be prepared to fulfill its mandate in an open and accountable manner in order to maintain public confidence in its ability to regulate its members in the public interest. Self-regulation is a privilege that is conferred only on professions meeting certain criteria. Professional qualifications that are grounded in a specialized body of knowledge and the readiness of the profession to address incompetence and misconduct while maintaining competence, are fundamental attributes of a profession that is self-regulated (Brockman, 1998, p. 588).

The obligation of a member of a self-regulated profession to maintain his or her competence is, in theory at least, a direct function of belonging to a profession. Professionals consider it their duty to maintain competence.

While most SRPs have in place a professional code of ethics and/or standards of practice that refer to the maintenance of the knowledge and skill necessary to maintain an effective practice, accountability is expressed in different ways.

Some SRPs make it a requirement for their members to take part in programs aimed at maintaining their competence through ongoing professional learning and/or participation in practice reviews. Others do not.

Among those SRPs that have implemented or are planning to deliver a program with prescribed elements, the recording and assessment of efforts by members to maintain competence is conducted using a variety of tools or approaches. The philosophy behind most of these approaches favours the protection of the public by way of the education and remediation of members, rather than the more punitive aspects of the disciplinary role of self-regulated bodies.

## **C. Competence and Accountability**

Professional regulatory activity has traditionally focused on two areas: how one becomes a licensed professional and how one loses that licence. Self-regulated professions are created with a clear mandate and rules of procedure to stop or limit the practice of incompetent members and members found guilty of professional misconduct.

Work on programs aimed at maintaining competence has often evolved from the recognition that competence issues cannot be dealt strictly within a discipline context. A task force of the Law Society of Upper Canada concluded that as it is “designed to deal more with dishonesty and lack of integrity than with competence issues, the discipline



approach has proven to be an ineffective tool for introducing remedial measures to improve poor lawyer performance. (Law Society of Upper Canada, 1998, p. 6)

In order to record and assess their members' efforts at maintaining competence, Ontario SRPs have had to define how competence is expressed within their particular professional setting.

In 1997, the Law Society set up a Competence Task Force with a broad mandate to address "the need for change recognized in the Law Society Amendment Act, 1998." (Ibid, p. 5) Outlined in the task force report, as well as in documents from other SRPs on this topic, are some of the questions that SRPs have been asking when addressing competence issues:

- What is a competent professional?
- What kind of regulatory authority does the self-regulatory body have over competence or the quality of the practice?
- How is that regulatory authority turned into action?
- What program of activity will best enable the profession to record and assess efforts by a member to remain competent and also to support efforts by the member to seek remediation when deficiencies are identified?
- How does the role of the employer (where there is one) intersect with the regulated profession's role with regard to maintaining competence?

The context of practice is an important factor in the professional expression of competence and quality of practice, in particular when it comes to determining accountability for professional competence and differentiating the role of the regulatory body from that of the employer in assessing performance and competence.

The College of Nurses of Ontario defines competence as the "ability of a nurse to integrate the professional attributes required to perform in a given role, situation and practice setting." (College of Nurses of Ontario, 1999, p. 11) In developing their definition, the College chose to recognize both "the influence the nurse's role and position plays in influencing competence and the practice setting within which the nurse is practising." (Ibid, p. 12) The profession has taken the broad legislative framework that gives it authority to run programs to ensure quality and promote ongoing competence of its members and has made the assumption that "a competent nurse practising in a quality practice setting will provide the best possible outcome for the client." (Ibid, p. 12)

As SRPs develop the tools that comprise a quality assurance program or any approach to maintaining competence, further work may be done to identify competencies, elements that describe what the professional needs to know to do his or her job effectively. Some SRPs, such as pharmacists and respiratory therapists, have chosen to test members directly on those competencies, often as part of a practice review. In comparison, at the College of Physicians and Surgeons of Ontario, there is a firm belief that maintenance of competence is tied to performance assessment in a clinical setting,



rather than to the testing of competencies through a formal test process. (College of Physicians and Surgeons, [Correspondence] June 25, 1999)

## **D. Testing**

Tests are administered prior to entry to a profession in order that a candidate may show that he/she has the skills and knowledge needed to perform professional tasks without risk to the public.

Chart A, entitled *Testing*, groups all SRPs surveyed according to when tests are administered, that is, upon exit from a professional program of training, upon entry into the profession as part of the requirements for registration and once a person becomes a practising member of the SRP (this is explored further in the subsection entitled Overview of Maintenance of Competence Programs.)

The larger group is by far comprised of SRPs that have a test as part of a series of requirements for registration. Among those, a majority of SRPs has adopted a test developed by a national association or group of self-regulatory bodies for a given profession; the others have developed their own. Two SRPs, Dental Hygienists and Veterinarians, administer their own test to out-of-country/out-of-province applicants, while Ontario-trained applicants take the national test.

SRPs employing tests to measure competence for entry to the profession generally test applicants using two or more examination tools, such as tests with a mix of multiple choice and essay questions or clinical setting assessments with oral interviews. Test content may also determine the choice of a testing tool. The Professional Engineers of Ontario made a decision to retain their paper/pencil, essay question test because they felt that the content of the test (ethics, professional practice, engineering law and liability) did not lend itself well to a computerized, multiple-choice test.

Some professions add another knowledge component, which links to the responsibilities of professional membership. For example, College of Veterinarians candidates have to pass two tests: a first that measures competency and a second administered by the College itself, which tests knowledge in law and ethics. The focus of the test administered by the Professional Engineers of Ontario to all applicants is mainly on law and professional ethics. Tests administered for registration as a pharmacist, land surveyor and optometrist measure both competence and knowledge of law.

Entry to practice examinations are generally taken once the candidate has fulfilled the education requirements of the profession. Dental technicians, pharmacists and dietitians place the testing requirement after a period of supervised practice where the candidate practises on a temporary licence. A passing grade on the test enables the candidate to become eligible for certification.



## CHART A

### Testing

#### Test on Exit from the Professional Program of Training

**Midwives** (all Ontario-trained applicants)\* | **Opticians** | **Optometrists** | **Respiratory Therapists\***

(\*Also have a test as part of requirements for registration)

#### Test as Part of Requirements for Registration

##### SRPs developed and administer their own test:

**Agrologists** (for applicants who did not complete an accredited degree program)

**Chiropodists**

**Dental Hygienists** (for persons trained OOC/OOP)\*\*

**Engineers** (Laws and Ethics)\*\*

**Land Surveyors**

**Law Society** (for Ontario-trained applicants)\*\*

**Massage Therapists**

**Midwives** (for persons trained OOC/OOP, as part of The Prior Learning Experience Assessment)\*

**Respiratory Therapists** (Core Competency Evaluation administered as a registration requirement)

**Social Workers** (planned)

**Veterinarians** (Laws and Ethics)\*\*

(\*Also have a test as part of requirements for registration)

(\*\*SRPs who also use a test developed by a national professional association)

##### Use test developed by a national professional association or group of regulatory bodies:

**Architects**

**Chartered Accountants**

**Certified General Accountants of Ontario**

**Dental Hygienists** (for Ontario-trained applicants)\*\*

**Dental Surgeons** (in January 2000, persons trained OOC/OOPs will be required to complete a 2-year qualifying program instead of the registration test)

**Dental Technicians**

**Dietitians**

**Engineers** (may be administered to persons trained OOC)

**Law Society** (for applicants trained in Quebec or out of country)\*\*

**Medical Laboratory Technologists**

**Nurses**

**Occupational Therapists**

**Pharmacists**

**Management Accountants**

**Medical Radiation Technologists**

**Physicians and Surgeons**

**Physiotherapists**

**Psychologists**

**Veterinarians\*\***

(\*\*SRPs who also administer their own test)

#### Test Administered to Members

##### As part of a quality assurance or maintenance of competence program

*Test in place:*

**Pharmacist**

**Respiratory Therapists**

*Test in development:*

**Occupational Therapist**

**Optometrist**

**Nurses**

**Midwives** (test planned – starting in January 2001, all members will have to take the Emergency Skills Assessment every three years)

##### For the purpose of maintaining certification/licence:

**NIL**

OOC/OOP – Out of country / Out of province



## **Ontario-trained candidates and others**

Many professions argue that there is an inherent fairness to having a universal entry to a practice test requirement based on standards of competence for the profession. Still, in some SRPs that have entry exams, the path to entrance to practise for candidates trained out-of-province and out-of-country differs from that of Ontario-trained candidates.

In 1989, the Task Force on Access to Professions and Trades in Ontario addressed the issue of the universality of licensure testing by stating that “it is desirable and preferable that, in any specific occupation, all candidates for licensure who have been assessed as qualified to attempt the licensure examination be required to write the same examination.” It further concluded that it was “inappropriate to rule out entirely any additional examination of foreign-trained candidates where it is not required of Ontario-trained candidates,” provided development of the test was in keeping with recognized standards of test development and that the candidate was informed of the standard being required relative to performance. (Task Force on Access to Professions and Trades, 1989, p. 178)

## **E. Quality Assurance or Maintenance of Competence**

### **Quality assurance and the regulated health professions**

Twenty of the 29 SRPs surveyed by the College of Teachers are governed by the *Regulated Health Professions Act, 1991* (RHPA). The RHPA requires every health profession governed by the Act to have a Quality Assurance Committee.

A key component of quality assurance, as it was originally envisaged, was the peer assessment program, similar to the program administered by the College of Physicians and Surgeons since 1980. In addition, as reported by Bohnen (1994, p.102), by the end of the 1980s the Ministry of Health was interested in quality assurance in a “broader sense.” The quality care provided by the health professional was seen as an integral part of an overall quality improvement or systems improvement approach to health care delivery.

The provisions contained in section 80 of the RHPA’s Procedural Code call for the regulated health professions to make regulations “prescribing a quality assurance program.” It provides no more direction for College programs but confirms in subsection 95 (2) that mandatory continuing education “may” be part of the program. The Ministry of Health eventually provided broad guidelines to the health professions on the objectives of quality assurance programs. It recommended that quality assurance programs contain three components:

- 1) a component to identify, and to address through remediation, members who are incompetent or unfit to practice,



- 2) a component to ensure the maintenance and improvement of individual members' competence (this may include continuing education programs), and
- 3) a component aimed at raising the collective performance of the profession, by focusing on improving patient outcomes.  
(Harry Cummings and Associates, 1997, p. i)

Currently, 18 health professions out of 21 have quality assurance regulations published in the Ontario Gazette.

Another feature of the quality assurance programs put in place under the *RHPA* is the means by which they deal with non-compliance. Participation in a quality assurance program is linked conceptually to professional education, maintenance of competence and public protection. The identification of deficiencies in the course of participation in those programs leads generally to an agreement between the committee and the member on a remediation plan and further reviews to verify that deficiencies have been corrected. It does not lead to the immediate removal of the certificate of the member.

Amendments to the Code in 1993 did give health SRPs the power to make regulation authorizing the Quality Assurance Committee to require a member to participate in a continuing education program. If the member fails to participate in the program or to complete it successfully, the QA Committee, if regulations exist to this effect, may "direct the Registrar to impose terms, conditions or limitations on the member's certificate of registration for a period of up to six months." (*RHPA*, Procedural Code, s. 95 (2.1), a to c)

Should the Quality Assurance Committee be of the opinion that the member has committed an act of professional misconduct or that he or she may be incompetent or incapacitated, the procedural code enables the committee to disclose the name of the member and the allegations against him or her to the executive committee. The latter initiates a process that could lead the member to be referred to the fitness to practise committee or discipline committee after an investigation of the allegations. It is important to note that severe restrictions limit the use of information given by the member as part of a quality assurance program in a discipline or fitness to practise hearing.

## **Overview of maintenance of competence programs**

Among the professions surveyed by the College (see Chart B – Approaches in Maintaining Competence), five general approaches to maintaining competence were identified. These include, in the case of professional engineers and veterinarians, the decision not to require participation in such a program.

The majority of health professions have adopted both ongoing professional learning and practice reviews as the tools for tracking their members' efforts at maintaining competence. Architects and general accountants have done so as well, although the



efforts of the latter in the area of practice reviews are mostly focused on members whose practices are governed by the *Public Accountancy Act*.

Many have adopted ongoing professional learning programs in which members are required to assess their own learning needs, keep a portfolio and report regularly to their SRP on ongoing professional learning activities, without accumulating points or credits for those activities. A smaller number of SRPs require members to accumulate a certain number of points or credits for ongoing professional learning activities within a set period of time. Generally, when a credit or point system is applied, ongoing professional learning becomes the key part of a QA or maintenance of competence program. The member reports on his or her ongoing professional learning activities to the SRP. Staff members then track the course hours or points or credits gained. Practice reviews sometimes co-exist with a points-for-learning system, but the practice review then is used mostly for the purpose of remediation.

It is interesting to note that both the pharmacists and the respiratory therapists have dropped their credit program recently. Others, such as the opticians, are considering doing so. The latter estimate that the tracking of credits requires a minimum of one staff per thousand members to administer and may be prohibitive for many SRPs. For their part, respiratory therapists concluded that there was no evidence to support the efficacy of a credit system as a mechanism for maintaining competency within their profession.

When they are used together, ongoing professional learning and practice review programs tend to be philosophically and operationally linked, as part of an integrated approach, with a professional learning requirement (such as self-assessment with required reporting of learning activities and maintenance of a portfolio) and a multi-level practice review component. Practice reviews of a random percentage of members represent an opportunity to verify the content of the ongoing professional learning program of the member, with remediation for those showing deficiencies in their practice or refusing to participate in ongoing professional learning.

The following three SRPs have each proceeded with quality assurance programs that include features that are both common to and distinct from the type of program described in this subsection. Part of the Quality Assurance Program of the respiratory therapists is a Core Competencies Evaluation. Physicians and surgeons favour peer assessment. Medical laboratory technologists give their members a choice of program options to consider.

### **Respiratory Therapists**

The respiratory therapists may have dropped their credit system, but ongoing professional learning is still a key component of their Quality Assurance Program. In fact, since 1999, ongoing professional learning has co-existed with a testing component called the Core Competencies Evaluation.



## CHART B

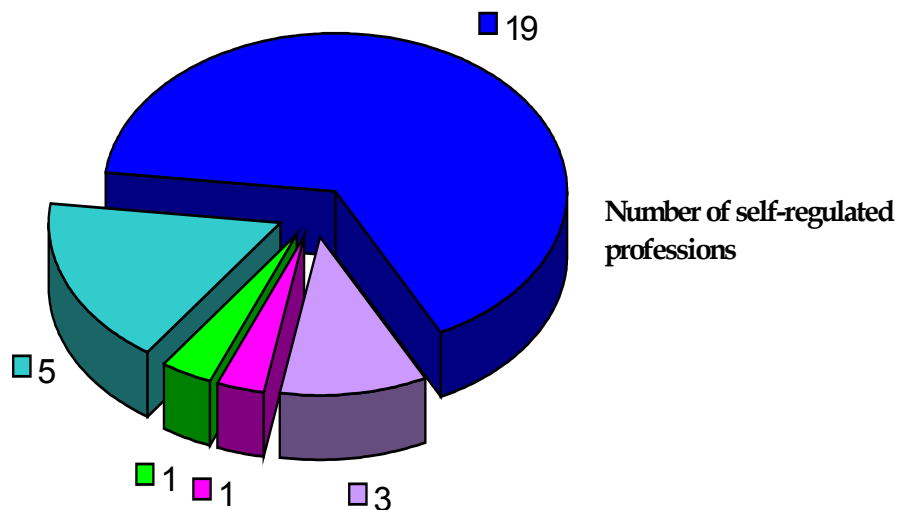
### Approaches in Maintaining Competence

| <b>No Program in Place</b><br><br><b>Engineers</b> (will be reviewing options for a voluntary ongoing professional learning in 2000)  | <b>Voluntary Ongoing Professional Learning</b><br><br><b>Veterinarians</b>  |   |  |   |   |
|---|---|---|--|---|---|
| <b>Ongoing Professional Learning* Requirement Only</b><br><br><b>Agrologists</b> (prescribed program beginning in 2000)<br><b>Chiropodists</b><br><b>Land Surveyors</b><br><b>Midwives</b><br><b>Social Workers</b> (with re-certification)   |   |   |  |   |   |
| <table border="1"> <thead> <tr> <th data-bbox="142 831 586 873">Ongoing Professional Learning* and Practice Review</th><th data-bbox="586 831 1487 873"></th></tr> </thead> <tbody> <tr> <td data-bbox="142 873 586 1392"> <b><u>Practice Review in Development</u></b><br/><br/> <b>Architects</b><br/> <b>Audiologists and Speech Language Pathologists</b><br/> <b>Dental Hygienists</b><br/> <b>Dental Surgeons of Ontario</b><br/> <b>Dietitians</b><br/> <b>Medical Laboratory Technologists</b><br/> <b>Nurses</b><br/> <b>Occupational Therapists</b><br/> <b>Optometrists</b><br/> <b>Psychologists</b><br/> <b>Respiratory Therapists</b> </td><td data-bbox="586 873 1487 1392"> <b><u>Practice Review Implemented</u></b><br/><br/> <b>Certified General Accountants</b> (practice review for members in public practice only)<br/> <b>Dental Technologists</b><br/> <b>Law Society</b> (practice review component for members "at risk" only)<br/> <b>Massage Therapists</b><br/> <b>Medical Radiation Technologists</b><br/> <b>Opticians</b><br/> <b>Pharmacists</b><br/> <b>Physiotherapists</b> </td></tr> </tbody> </table> |   | Ongoing Professional Learning* and Practice Review  |  | <b><u>Practice Review in Development</u></b><br><br><b>Architects</b><br><b>Audiologists and Speech Language Pathologists</b><br><b>Dental Hygienists</b><br><b>Dental Surgeons of Ontario</b><br><b>Dietitians</b><br><b>Medical Laboratory Technologists</b><br><b>Nurses</b><br><b>Occupational Therapists</b><br><b>Optometrists</b><br><b>Psychologists</b><br><b>Respiratory Therapists</b> | <b><u>Practice Review Implemented</u></b><br><br><b>Certified General Accountants</b> (practice review for members in public practice only)<br><b>Dental Technologists</b><br><b>Law Society</b> (practice review component for members "at risk" only)<br><b>Massage Therapists</b><br><b>Medical Radiation Technologists</b><br><b>Opticians</b><br><b>Pharmacists</b><br><b>Physiotherapists</b> |
| Ongoing Professional Learning* and Practice Review  |   |   |  |   |   |
| <b><u>Practice Review in Development</u></b><br><br><b>Architects</b><br><b>Audiologists and Speech Language Pathologists</b><br><b>Dental Hygienists</b><br><b>Dental Surgeons of Ontario</b><br><b>Dietitians</b><br><b>Medical Laboratory Technologists</b><br><b>Nurses</b><br><b>Occupational Therapists</b><br><b>Optometrists</b><br><b>Psychologists</b><br><b>Respiratory Therapists</b>   | <b><u>Practice Review Implemented</u></b><br><br><b>Certified General Accountants</b> (practice review for members in public practice only)<br><b>Dental Technologists</b><br><b>Law Society</b> (practice review component for members "at risk" only)<br><b>Massage Therapists</b><br><b>Medical Radiation Technologists</b><br><b>Opticians</b><br><b>Pharmacists</b><br><b>Physiotherapists</b> |   |  |   |   |
| <b>Practice Review Only</b><br>- <b>Chartered Accountants</b> (practice review for members in public practice only)<br>- <b>Physicians and Surgeons</b><br>- <b>Management Accountants</b> (practice review for members in public practice only)  |   |   |  |   |   |
| <b>Self-Regulated Professions Using Ongoing Professional Learning Credits or Points System</b><br><table border="1"> <tbody> <tr> <td data-bbox="142 1619 781 1816"> <b>Agrologists</b><br/> <b>Architects</b><br/> <b>Audiologists and Speech Language Pathologists</b><br/> <b>Certified General Accountants</b><br/> <b>Dental Surgeons (planned)</b> </td><td data-bbox="781 1619 1487 1816"> <b>Dental Technologists</b><br/> <b>Lawyers</b> (for certified specialists only - with re-certification)<br/> <b>Medical Laboratory Technologists</b><br/> <b>Opticians</b><br/> <b>Social Workers</b> </td></tr> </tbody> </table>   |   | <b>Agrologists</b><br><b>Architects</b><br><b>Audiologists and Speech Language Pathologists</b><br><b>Certified General Accountants</b><br><b>Dental Surgeons (planned)</b> | <b>Dental Technologists</b><br><b>Lawyers</b> (for certified specialists only - with re-certification)<br><b>Medical Laboratory Technologists</b><br><b>Opticians</b><br><b>Social Workers</b> |   |   |
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\*Included under ongoing professional learning are all SRPs that require their members to at least report on their ongoing professional learning activities.



## Approaches in Maintaining Competence



- No Program in Place
- Voluntary Professional Ongoing Learning
- Ongoing Professional Learning Requirement Only
- Ongoing Professional Learning and Practice Review
- Practice Review Only

Developed as the first phase of the Competency Assessment Module of the QA program, and based on the basic competencies for the profession, the Core Competency Evaluation is used to supplement the information submitted as part of the member self-assessment for quality improvement activities. The core competencies in the assessment module refer to competencies that are common to all respiratory therapists regardless of their specific area of practice. The evaluation tests the minimum knowledge, skills, abilities and judgements that anyone permitted to use the title Respiratory Therapist must possess and be able to demonstrate. It consists of four components, or tests, which measure general knowledge and knowledge of professional issues, application of knowledge, communication issues and ability to demonstrate specific behaviours in a simulated work environment, using a mix of multiple choice questions, case studies, essays and simulations.



The evaluation is scheduled over two days. All practising respiratory therapists will undergo the evaluation within a period of 10 years at the rate of 10 per cent of the 1,849 members each year, selected at random. Members who are unsuccessful may be required to undergo a further assessment of their competence in their practice setting. It is hoped that the tool will be helpful in identifying high-risk registrants and assist in focusing resources, through further in-depth assessments, on practices where there may be risk of harm to the public.

A partial version of the Core Competency Evaluation has been used since March 1998 for registration purposes, making it both a requirement for entry and a tool for assessing and maintaining competence.

Other modules to address issues such as remediation, peer review, on-site practice visits, etc. will be added to the Quality Assurance Program as they are developed.

### **Physicians and Surgeons**

In place since 1980, the peer assessment and quality assurance activities of the College of Physicians and Surgeons of Ontario focus on the assessment of performance rather than the monitoring of ongoing professional learning or the testing of competencies. These activities include:

- a. Peer Assessment Program (since 1980):
  - assesses over 400 physicians a year, by random selection and all physicians who reach 70 years of age. Assessment includes a review of physical facilities, medical records and the clinical care provided to patients.
- b. Out-of-hospital facility assessments specified by the *Independent Facilities Act* (since April 1990).
- c. Quality Assurance Program:
  - assesses physicians “who need help to improve, and who would have previously been subjected to disciplinary proceedings for clinical errors, omissions or commissions.”
  - the Complaints Committee may give a direction that a physician be referred to a QA program for assessment and remediation of particular clinical and practice deficiency.
  - physician may be identified if he/she has been non-compliant with recommendations made by the Peer Assessment Committee or a physician review program.



- d. In-depth comprehensive needs assessment of physicians:
  - for physicians who have gone through Peer Assessment or Quality Assurance – to zero in on specific area of clinical deficiency – prescribes specific educational/remediation program.(College of Physicians and Surgeons, [Correspondence] June 25, 1999)

The assessment programs are mandatory for physicians who have been identified as requiring an assessment because of random selection or age or a decision by the QA Committee or a decision by the Complaints Committee following a review of clinical concerns expressed. While the College requires participation in a continuing education program prescribed as a result of a needs assessment, it does not require all members to inform the College of their ongoing professional learning activities.

On average, 1.5 per cent of physicians participate in the Peer Assessment Program each year.

In August 1999, the College announced that it would move to conduct peer assessment of all its members over a 10-year cycle. All practising physicians over 70 years of age may expect to be assessed over a cycle of five years.

The Peer Assessment Program is unique in Ontario as it has been the subject of a long-term evaluation to follow up on the physicians who had been assessed. The evaluation project was jointly funded by the Sunnybrook Research Foundation and the College of Physicians and Surgeons of Ontario. Its authors concluded the following:

Data suggest that the Peer Assessment Committee's approach, which balances an education technique with very real authority, has produced a sustained improvement in practice in the group of revisit physicians. This group was in the bottom 10 per cent-15 per cent of performers at initial review. After intervention, they moved up in rank and stayed at least at the average level of performance. Moreover, there was a trend for them to be more likely to be rated in the highest group. The literature suggests that such a dramatic change in performance is rare.  
(Becket, R., Dunn, E.V., [www.cpso.on.ca/articles.asp?ArticleId=912540323](http://www.cpso.on.ca/articles.asp?ArticleId=912540323), 1998)

### **Medical Laboratory Technologists**

The Quality Assurance Program developed by the medical laboratory technologists is designed to promote quality laboratory service, personal growth and development, professional competence and professional excellence. It consists of four components:

- a) Completion of a professional portfolio, which includes for all members:
  - a career summary
  - self-assessment and
  - a professional development plan.



- b) Practice review which involves pre-planned, on-site visits conducted by members for members.
- c) Technical competence evaluations which are conducted by the QA committee and involve a detailed assessment of the competence of a member.
- d) Program to address behaviour and remarks of a sexual nature.

At first glance, this QA program appears to be a good example of the global approach to quality assurance described earlier. Where the program differs from most others is in the choice that is given to members to select one of three options for completing the prescribed professional portfolio component of the Quality Assurance Program.

Members may choose to participate in:

- self-directed learning
- a professional enhancement program with a formal credit system
- an assessment of technical skills that includes a bench-side peer assessment in which a peer in a workplace setting completes a checklist to determine compliance with established procedures.

Part of the professional learning option includes access to the Quality Improvement Opportunity System (QIOS), which gives on line access to competency profiles based on professional standards and job requirements. The member may elect to do the technical assessment evaluation for two two-year cycles after which he or she must provide proof of participation in ongoing professional learning.

College staff indicated that the program was built for maximum flexibility. Members with young families, for example, tend to take advantage of the technical assessment option because the time commitment is more concentrated than with the more formal credit-based professional learning option.

## **F. The Link Between Maintenance of Certification and Maintenance of Competence**

The language of self-regulation is not always standardized, even within Ontario. Terms such as licensure, certification and re-certification may carry different meanings depending on jurisdiction and/or professional context. In its 1995 report, the Pew Commission recommended that the U.S. regulated health professions use standardized and understandable language to clearly describe their regulatory functions for consumers, provider organizations, businesses and the professions.

Organizations that re-certify set requirements for the renewal of the professional certificate. These requirements must be met over a certain period of time, often three to five years. In Ontario, re-certification and maintenance of certification appear to be used to convey the same meaning.



Among those surveyed, two Ontario SRPs have a re-certification program for all members. These SRPs are voluntary bodies where membership gives the right to use a professional designation or title. Failure to meet re-certification requirements means the loss of the right to use the professional designation. This, however, does not necessarily remove the ability of a person to continue in his or her chosen profession under another title. In comparison, the majority of SRPs surveyed by the College for this paper are licensing bodies that keep a public register and have a form of monopoly over the hiring of their members by employers, thus preventing non-licensed individuals from working in a regulated profession. By definition, for members of licensing bodies, failure to meet re-certification requirements may mean the loss of the ability to continue to work in a given profession.

### **Re-certification programs for all members**

The Ontario College of Certified Social Workers and the Ontario Institute of Agrologists operate as voluntary self-regulated bodies under administrative law. They both tie maintenance of certification for all of their members to the participation and fulfilment of ongoing professional learning requirements. Currently, only those who choose to obtain certification can use the designation Certified Social Workers or, in the case of the Agrologists, the designation Professional Agrologist or P.Ag. in Ontario.

As part of the Ontario Institute of Agrologists' program to maintain competence, members must complete a minimum of 60 hours over five years, which is recorded in a professional development log. The program is currently administered on a voluntary basis but, after 2000, it will become a compulsory requirement for keeping the professional designation and maintaining membership in the Ontario Institute of Agrologists.

Among the SRPs surveyed for this report, the College of Certified Social Workers is the only one referring to its credit-based ongoing-learning program as a re-certification program. Certified Social Workers have to accumulate 75 hours of ongoing professional learning credits over a 5-year period to re-certify. The program was phased in between 1994 and 1999 using a prorated credit system with a maximum of 75 hours for five years of certification.

College staff explained that the program grew from the desire to protect the public from delivery of incompetent, unethical or unprofessional practice. The program was very much in line with the continuing competence programs based on ongoing professional learning activities run by the social workers' certification bodies in the United States. The program was further refined using the results of surveys and consultations that confirmed members were already involved in ongoing professional learning activities such as attending lectures, courses, workshops, seminars, conferences, etc.

Currently, the College's Continuing Competency Committee reviews the submissions and determines the consequences, if any, of non-compliance. The Committee may direct the Registrar to renew the certificate or issue it with conditions, in which case the qualifications of the member are reviewed and completion of required courses is



delineated. The Committee may make recommendations to the College Council about terminating a member's membership. An individual has the right to appeal a decision of Council.

The Ontario College of Certified Social Workers will end and be replaced by the structure created by the passing of Bill 76, *An Act to Establish the Ontario College of Social Workers and Social Service Workers*. A transitional Council was set up in June 1999 and elections should be called in June of 2000. It is expected that the new College will review the Ontario College of Certified Social Workers' re-certification program along with other policies and practices, but it will be under no obligation to adopt them.

On the national front, the Royal College of Physicians and Surgeons of Canada (RCPSC) is a private voluntary national body that certifies physicians and surgeons, including those in Ontario, and sets standards of practice and education but does not discipline its members. The RCPSC has recently launched a maintenance of certification program where all members will be required to earn 400 credits during five years of active practice.

It is a program that recognizes that the learning needs and sources will differ with the many roles that physicians may be called to play. The College has identified a variety of learning options, such as teaching and research activities, group learning in workshops or through distance education and self-assessment, which are assigned a credit/hour value. The Royal College of Physicians and Surgeons will keep a register of specialists who have completed the maintenance of competence program. Failure to complete the program requirement will lead to removal of the name of the member from the register and the loss of the use of Fellowship designation. An appeal process will also be implemented.

### **Re-certification for a group of members only**

The Law Society considered but very recently decided not to adopt a credit-based program. While all members must provide information on their continuing legal education activities, participation is not actively tracked except in specific circumstances such as when a member is required to participate in continuing legal education as a result of a practice review or undertaking arising from a discipline hearing.

For a portion of its membership, however, the Law Society has in place what amounts to a re-certification program. Lawyers who are certified as specialists (e.g., in immigration law, labour law, family law, etc.) are required to demonstrate that they have participated in continuing legal education for 12 hours a year when they re-apply for specialist certification at the end of a five-year cycle.

The role statement of the Law Society, adopted in 1994, states that the Law Society will govern the legal profession in the public interest by ensuring that people in Ontario are served by lawyers who meet high standards of learning, competence and professional conduct. The Rules of Professional Conduct also impose a duty on lawyers to be competent.



It is worth noting that none of the four groups referenced – certified social workers, agrologists, Royal College of Physicians and Surgeons and Law Society – has adopted a multi-tiered certification system where meeting ongoing professional learning requirements leads to a higher or advanced level of certification. Rather, participation in these programs permits one to maintain his/her certification.

### **Testing for the purpose of re-certification**

Testing or formal examinations are used extensively by SRPs as a requirement for entry to practise and, to a lesser extent, to ascertain that practitioners returning to their profession after a long absence have kept their skills and knowledge current. Tests are sometimes administered to active practitioners as part of a quality assurance program with other components. No examples were found of testing being used as a tool for ensuring ongoing competence as part of a re-certification program.

## **G. Implementation**

Most SRPs describe the implementation of their programs in several phases, namely a design and development phase, which includes active consultation with members, followed by a pilot phase and validation or feedback sessions and final adjustments. Throughout all of this activity, there is communication with the members. SRPs communicate program requirements in the course of various outreach activities, including letters to all members, regional information sessions and articles in the SRP newsletter or magazine.

Since programs are usually phased in one component at a time, often starting with the ongoing professional learning component and moving on to practice reviews, the components themselves have their own implementation schedule.

Respiratory Therapists are generally considered by other SRPs to be further along in the implementation of their program. The Competency Assessment Module component of their QA program began in September 1996 with a project to identify the core competencies for the safe and effective practice of respiratory therapy in Ontario. That segment was completed in March 1997. This was followed by a comprehensive survey distributed to over 1,600 members of the profession and work in small groups of practitioners representative of a diverse range of practice to further define the knowledge, skills, ability and judgement which comprise the core competencies. Following a decision to develop the Core Competency Evaluation in August 1997, the College hired a firm selected from 10 test-developers who responded to a call for proposals. More work occurred with groups of practitioners to “develop and validate the evaluation specifications; develop and provide ongoing item writing and review; and participate in pre-testing, standard setting and translation.” (College of Respiratory Therapists, 1998, p. 2) A pre-test or trial run of the evaluation took place in May 1998 for validation purposes. The first sitting of the test was held in August 1998 for registration candidates and in June 1999 for current members, three years after the beginning the work on core competencies.



Beginning with the planning phase, it seems to take SRPs on average between three and six years to arrive at full implementation with an enabling regulation, where one is required, firmly in place.

## **Issues in implementation**

Implementation of a new requirement affecting all members of a profession is never an easy task, and once decision-makers agree on an approach, a SRP still has to have enabling legislation in place before the program can begin. Implementation of QA in some health SRPs was affected by delays in the approval of quality assurance regulations. One council, soon after an election, decided to recall the regulation that had been approved by the previous council and sent to the Ministry of Health in order to change components of the program, thus setting back implementation even further.

Some implementation issues described in the course of the Ontario College of Teachers survey such as resistance from some longer-serving members of the profession and problems with access to ongoing learning programs for professionals practising outside the larger centres were somewhat predictable. Architects adopted a requirement for continuing education in 1999 with a three-year implementation time frame. They describe their way of communicating the new program to their members as gentle with letters to all members explaining the policy, follow up articles in their newsletter and future plans to organize activities that target specific groups within the membership, such as more senior members.

Sometimes, outreach efforts and implementation strategies are instrumental in building support for a program. For example, once members of the College of Psychologists were made aware of the advantages of the practice review component of their QA program through pilot programs, enthusiasm for the program grew. Many independent practitioners appreciate the opportunity for feedback on their practice and some SRPs offer to carry out voluntary practice reviews along side the programs involving randomly selected participants.

For their part, audiologists, speech language pathologists, dietitians, medical laboratory technologists, midwives, occupational therapists, respiratory therapists all became self-regulated with the adoption of the RHPA. They had to face the challenge of setting up the infrastructure that would enable them to meet all aspects of their legislated mandate and implement quality assurance.

Other broader contextual issues may also impact on the implementation schedule. The challenge of implementing quality assurance at a time when the health care sector was undergoing funding cuts was particularly felt by the nurses. College of Nurses staff mentioned that while the QA program emphasized quality and accountability, nurses were finding it hard to deliver quality care. Their Practice Setting Consultation Program, with its emphasis on a “competent nurse in a quality setting,” was a way of recognizing contextual issues within their Quality Assurance Program.



## **Who pays for maintaining competence?**

Generally, members are responsible for their own professional learning, whether it is voluntary or part of a legislated requirement, and the SRP pays for the initial practice review or peer assessments. Members who participate in a practice review resulting in a committee prescribing continuing education or a full-fledged remediation program are sometimes expected to shoulder the cost of their next review.

SRPs offering voluntary peer assessment usually charge a fee to the participating member, as do those that have a testing component as part of their practice review component.

Several SRPs attributed a planned or recent increase in membership fees to the introduction of a quality assurance program or ongoing competence initiative (i.e., optometrist, nurses, physicians and surgeons). Control of costs is raised as the reason that only a percentage of members can be included in a peer assessment or practice review program in a given year in some of the larger SRPs, although per-member costs can vary. With approximately 7,000 members, dental surgeons are planning to complete 300 randomly selected practice reviews annually at a cost of \$70 per member. It has been reported that the College of Physicians and Surgeons plan to conduct on-site peer assessments of all its members (approximately 26,000) over a 10-year cycle would cost \$28 million, which amounts to a little over \$1000 per member.

None of the five health professions that have a credit-based ongoing professional learning program, which is known to require a significant amount of staff time, has more than 10,000 members. This could point to the existence of an optimal number of members that enables the organization to sustain a program that requires auditing materials sent by all members.

## **H. Maintenance of Currency**

The implementation of a quality assurance or maintenance of competence program naturally brings to the forefront the issue of how to ensure ongoing competence of those professionals who either leave their profession, practice it infrequently or want to maintain their membership but are not working directly in their field.

In this area, the privilege of membership is generally balanced with the public interest. In a number of SRPs (Chart C – Maintaining Currency), explicit requirements imposed on applicants returning to active practice vary with the amount of time that they have been away. Other SRPs, such as opticians and social workers, for example, base their re-entry mechanism on the existing quality assurance or maintenance of competence program, that is, the returning member has a duty to maintain competence through the prescribed program and must have taken steps to maintain competence. If evidence of this is lacking, conditions may be placed on the certificate or participation in a practice review may be required if an individual cannot prove that competence was maintained. In other professions, re-entry requirements are imposed on a case by case basis, by the registrar or a committee of Council.



There is a variety of methods used to assess the currency of a person returning to active practice. They are used alone or in combination. The most common requirements include refresher courses, tests, practice reviews and the obligation to do a practicum or log a certain number of hours under supervision.

### **Issues in maintaining currency**

In many professions where members are sometimes hired based on their professional qualifications for positions that do not require active practice, the issue of currency is the subject of ongoing discussion. In some instances, these members are not subject to the same quality assurance or maintenance of competence requirements. This is the case with the pharmacists who maintain a two-part register. Part A is comprised of pharmacists involved in direct patient care who have a practise requirement of a minimum of 600 hours every 3 years; part B lists the pharmacists involved in non-direct patient care. In order to move from part B to part A, a pharmacist must successfully complete the practice review. Part B members have to do only the ongoing professional learning portion of the QA program.

The search for flexibility in maintaining competence is another concern, primarily for SRPs that have predominantly female memberships. Facilitating re-entry often begins with ensuring a minimum amount of quality assurance activity during the period of non-practice. The College of Nurses, for example, has developed guidelines to assist non-practising nurses to assess the appropriate level of participation in the QA program:

Non-practising nurses are expected to participate in the reflective practice component by assessing their learning needs and developing a learning plan to meet these needs. Members' learning needs will vary depending on a range of factors, such as when they are returning to practice, if they know to what area of practice they will be returning, if they have experience in that practice area, etc. (College of Nurses of Ontario, 1999, p. 58)

Nurses are still exploring what individuals returning to practice would need to demonstrate following a long period of non-practice, beyond the current obligation to self-assess and develop a learning plan. Currently, it is proposed that nurses would participate in a practice review.



## CHART C

### Maintaining Currency - Requirements for Returning to Active Practice

#### Explicit Requirements for Returning to Active Practice

|                                  |  |
|----------------------------------|--|
| Chiropractors:                   | - If away 2 years + ➡ 3 months clinical practice + continuing education log  |
| Dental Technicians:              | - If away 3 years + ➡ required to undergo an approved upgrading course   |
| Dietitians:                      | - If away 3 years + since last academic program/practicum ➡ refresher course   |
| Law Society:                     | - If away 5 years + ➡ write examination  |
| Medical Radiation Technologists: | - If away less than 5 years ➡ declaration of ongoing competence with list of activities undertaken ; if away 5+ ➡ retraining program   |
| Occupational Therapists:         | - If minimum hours of service requirement not met (i.e., 750 hrs over 3 years/1,550 hours over 5 years), applicant must participate in a competency-based clinical review or re-entry practicum; refresher courses or packages are available   |
| Massage Therapists:              | - If minimum hours of service requirement not met (i.e., 500 hours over 3 years), applicant must complete a refresher course   |
| Physiotherapists:                | - If minimum hours of service requirement not met (i.e., 1,550 over 5 years), applicant completes a written screen covering work experience, learning activities or supervised work completed in time away and review of conflict of interest and regulatory issues. Based on results, Registration Committee may require interview and review of clinical skills. |
| Psychologists:                   | - If away 2 years + ➡ re-take written and oral entry tests   |

#### Case by Case Review by a Committee or by the Registrar

|  |  |
|--|--|
| Audiologists/Speech Language Pathologists: | - If away 3 years + ➡ applicant may have to write examination; registrar has discretion  |
| Certified General Accountants:             | - CGAs must maintain up-to-date knowledge; applicants may be required by Assessment Board to update their skills following a review of credentials   |
| Chartered Accountants:                     | - If away 5 years + ➡ completion of course(s) or passing of examination(s) may be prescribed by Council  |
| Dental Hygienists                          | - Depending on time away, and what professional activities took place during that time, a refresher program may be required. Program could include mentorship and academic courses   |
| Dental Surgeons:                           | - If away 3 years +, Registration Committee could require that applicant participate in assessment by the Quality Assurance Committee  |
| Land Surveyors:                            | - If away 2 years + ➡ Academic and Experience Committee reviews case and may require applicant to write statutory component of professional examination and/or additional course work  |
| Medical Laboratory Technologists:          | - Currently, Registration Committee may require refresher course or 900 hours practice under supervision; planning to integrate currency requirement with QAP  |
| Optometrists:                              | - If away more than 3 years ➡ Quality Assurance Committee may require an evaluation similar to the initial licensing examination; if less than 3 years ➡ Committee may require peer review at some stage                                       |
| Pharmacists:                               | - If away 3 years + ➡ Registration Committee may require completion of additional training. If certified before 1975, need to complete a practice review and write entrance to practice exam   |
| Physiotherapists:                          | - Subject to an assessment or work experience and ongoing professional learning from the Registration Committee if completed less than 1,550 hours of active practice over 5 years; may include review of clinical skills and entry level exam |
| Respiratory Therapists:                    | - If away 2 years +, but less than 4 years ➡ Registration Committee may place limits on practice and require some supervision  |



### Currency Requirements Integrated with Quality Assurance Program or Maintenance of Competence program

|                 |  |
|-----------------|--|
| Opticians:      | - Applicants must accumulate ongoing professional learning credits or see terms and conditions applied to certificate                                    |
| Nurses:         | - QA program requires persons returning to the profession to maintain and demonstrate currency upon re-entry; practice review requirement in development |
| Social Workers: | - Applicants must accumulate ongoing professional learning credits or see terms and conditions applied to certificate                                    |

### Policy in Development

|              |  |
|--------------|--|
| Agrologists: | - Policy not yet established   |
| Architects:  | - Members who are returning to the profession may be required to take a national examination although this has not been determined. The length of absence cut-off has not yet been determined. |

### No Data Available

Physicians and Surgeons:  
Society of Management  
Accountants:  
College of Midwives of  
Ontario:  
College of Professional  
Engineers:



## **I. Measuring Effectiveness**

In general, the issue of the effectiveness of programs and approaches is considered both in the development phase of a maintenance of competence program (i.e. in the drafting of program objectives and in choosing which tools will likely be most appropriate), and once the program is implemented, in order to determine if its objectives are being met.

The Health Professions Regulatory Advisory Council (HPRAC), created by the *Regulated Health Professions Act, 1991*, was given the responsibility to report on the effectiveness of each health SRP's quality assurance program. A report is expected in June 2000. As part of the review, health SRPs were encouraged to collect specific data and develop their own evaluation tools and review mechanism. Many have developed programs with built-in yearly review mechanisms. Some health SRPs expressed the view that the 2000 report is perhaps premature in light of the fact that only a minority of health professions has implemented all components of their QA programs.

In their *Framework for Evaluating the Quality Assurance Programs of the Colleges of Health Professions in Ontario*, the consultants hired by HPRAC acknowledged that:

While evaluation of methods are generally built into QAPs, particularly when CQI principles are followed, the evaluation literature stresses that it is important to subject QAPs to program evaluation, to determine whether programs are actually effective in improving the performance of practitioners. Increasingly, the use of outcomes to measure performance is promoted, but there remains a lack of capacity to develop outcome indicators that are clearly linked to performance of health professionals. (Harry Cummings and Associates, 1997, p. iii)

A look at recent studies and task forces on self-regulated professions suggests there is a growing body of work on this topic and widely diverging views on how to best measure competence and quality in performance. In light of the diversity that exists among professions, the effectiveness of programs aimed at maintaining competence would need to be assessed in a variety of professional settings and outcome indicators developed for various groups of professionals.

## **J. Variety and Suitability of Programs**

In drawing a picture of what Ontario SRPs are doing in the area of maintenance of competence programs, it is difficult to ignore the variety of tools used for this purpose and the difference in the degree of stringency applied in setting up accountability measures.

The results of the Ontario College of Teachers survey reflect the fact that ongoing competence is of acute importance for professions where the scientific body of knowledge on which professional knowledge is grounded is growing rapidly and issues of public protection, public health and safety are at play. Ontario professionals also operate in widely different contexts; some are unionized employees in the broader



public sector, while others are independent practitioners paid with public funds and others again operate in private practice with little or no direct peer supervision.

Ontario self-regulatory bodies come in a variety of sizes, relative to the number of members and amount of resources. From the larger groups such as the College of Nurses of Ontario with over 140 000 members, to the smallest, the midwives, with 242 members, SRPs have developed a variety of programs aimed at maintaining competence. The scope and stringency of these programs often depend on what they can afford in terms of human and financial resources. They certainly do not all have the same capacity to interact directly and inexpensively with their members. For a number of SRPs, the implementation of comprehensive programs for maintaining competence had to be balanced with the need to carry out other parts of their mandates while keeping membership fees at a level acceptable to members. The need to keep costs reasonable explains why, for example, the program components that require direct interaction with a member such as practice reviews or testing tend to involve a random number of members over a multi-year cycle, rather than all members in a given year.

Yet, in reviewing the programs put in place by the health professions, or those implemented by SRPs that were not subject to the same government-prescribed deadlines as the health professions, it is noted that there are requirements aimed at ensuring individual and professional accountability for members' ongoing competence. Even where no comprehensive programs have been implemented, the means of ensuring ongoing competence and the effectiveness of those means continue to be the subject of some debate.

## **K. Maintaining Competence in Ontario Self-Regulated Professions**

Programs aimed at maintaining competence have different origins. Some Ontario SRPs led a nation-wide move towards maintenance of competence, while others were encouraged to take that route by changing trends in licensing practices in their respective professions. Several SRPs were created with quality assurance as part of their legislated mandate. Whatever their origins, it is clear that where programs were developed, they were based on research into effective methods of maintaining competence and that SRPs have adapted these methods to their own professional context after much consultation with their members and stakeholders.



## Appendix

| Regulatory Body:  | Referred to as:                               | Number of Members |
|---|---|-------------------|
| Ontario Institute of Agrologists                                    | Agrologists                                   | Not Available     |
| Ontario Association of Architects                                   | Architects                                    | 2800**            |
| College of Audiologists and Speech Language Pathologists of Ontario | Audiologists and Speech Language Pathologists | 2646*             |
| Certified General Accountants Association                           | Certified General Accountants                 | 12000**           |
| Institute of Chartered Accountants                                  | Chartered Accountants                         | 27000**           |
| College of Chiropodists of Ontario                                  | Chiropodists                                  | 486*              |
| College of Dental Hygienists of Ontario                             | Dental Hygienists                             | 6206*             |
| College of Dental Technologists                                     | Dental Technologists                          | 471*              |
| Royal College of Dental Surgeons                                    | Dentists                                      | 6938*             |
| College of Dietitians of Ontario                                    | Dietitians                                    | 2177*             |
| Association of Ontario Land Surveyors                               | Land Surveyors                                | 700**             |
| Law Society of Upper Canada   | Law Society                                   | 23827***          |
| Society of Management Accountants                                   | Management Accountants                        | 16600**           |
| College of Massage Therapists of Ontario                            | Massage Therapists                            | 3569*             |
| College of Medical Laboratory Technologists of Ontario              | Medical Laboratory Technologists              | 7962*             |
| College of Medical Radiation Technologists of Ontario               | Medical Radiation Technologists               | 5464*             |
| College of Midwives of Ontario                                      | Midwives                                      | 242*              |
| College of Nurses of Ontario  | Nurses  | 140708*           |
| College of Occupational Therapists                                  | Occupational Therapists                       | 3002*             |
| College of Opticians of Ontario                                     | Opticians                                     | 1800**            |
| College of Optometrists of Ontario                                  | Optometrists                                  | 1249*             |
| Ontario College of Pharmacists                                      | Pharmacists                                   | 9270*             |
| College of Physicians and Surgeons                                  | Physicians and Surgeons                       | 26000**           |
| College of Physiotherapists of Ontario                              | Physiotherapists                              | 5144*             |
| Professional Engineers of Ontario                                   | Professional Engineers                        | 60000**           |
| College of Psychologists of Ontario                                 | Psychologists                                 | 2478*             |
| College of Respiratory Therapists                                   | Respiratory Therapists                        | 1849*             |
| College of Certified Social Workers                                 | Social Workers                                | 3200**            |
| College of Veterinarians of Ontario                                 | Veterinarians                                 | Not Available     |

**Source:**

\* Federation of Health Regulatory Colleges, *Annual Survey Summary*, 1998.

\*\* Approximate number obtained from SRP staff

\*\*\*Total number of employed members as per Law Society's 1998 Annual Report

**Note:**

The Ontario College of Teachers has a membership of 174,437.





## **Section B**

**Ensuring Competency:  
Survey of International Programs and  
Practices in the Teaching Profession**

**Ontario College  
of Teachers**

**Ordre des  
enseignantes et  
des enseignants  
de l'Ontario**



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## A. Teacher Testing and Professional Certification in Other Jurisdictions

### The United States

The 1970s marked the beginning of a trend toward formalized testing of teachers in the United States. By the mid 1980s all but a few states reported using some form of testing in a continuing effort to ensure quality education. Although the specific purpose of this testing varied from state to state, the purpose of the process was to:

- control the entry of teacher candidates into teacher training programs
- certify successful completion of a teacher training program
- control initial certification or licensure of teachers.

In December, 1998 the Council of Chief State School Officers issued a comprehensive report *Key State Education Policies on K-12 Education: Standards, Graduation, Assessment, Teacher Licensure, Time and Attendance – A 50 State Report*. The report provides a state-by-state profile for work on state standards for teacher licensing, teacher assessment instruments for use in the licensing of new teachers and professional development requirements for teacher license renewal.

Thirty-one states report the use of teacher standards for licensing and six additional states indicate they are in the development stage. The report indicates that 28 states apply their teacher standards to all teaching fields. Twelve states reported specific fields for which teacher standards apply. Of the states using standards as the basis for the licensing process, 17 report that the standards prepared by the Interstate New Teacher Assessment and Standards Consortium (INTASC) provide the foundation for their work.

A written test is commonly used as part of the certification process for new teachers. Many states rely on one of the following examination formats: the Praxis I and/or Praxis II, the National Teacher Exam (NTE), the College Basic Academic Subject Exam or another standardized test of basic skills. A few states use a state exam that is fully customized for use at this initial licensing stage.

The Council of Chief State School Officers report indicates that 38 states reported requiring a written assessment at some point in the certification and licensure of new teachers. Among the states with teacher assessments:

- 36 states assess basic skills
- 27 states assess professional knowledge of teaching
- 22 states assess subject matter knowledge
- A total of 28 states assess teachers with two or more of these components.

The survey also covered state policies on teacher performance assessment. Results for 1998 show eight states use portfolios, with four requiring the portfolio during the first or second year of teaching and several using the portfolio on completion of pre-service education. The



results also showed that 13 states require classroom observation as part of the assessment process for licensure. (Key State Education Policies on K-12 Education, p. 27)

In California, for example, the CBEST (California Basic Education Skills Test) is used to assess and verify proficiency in reading, writing and mathematics in the English language. It is not a measure of teaching skills. Individuals applying for their first teaching credential are required to pass the CBEST. It is also used as a component of the admission requirements to a California Commission on Teacher Credentialing approved teacher preparation program unless the applicant already holds a valid California teaching credential for which a baccalaureate degree is required. California also provides for the administration of the CBEST to individuals who have not taught for a period of 39 months. Passing the CBEST may be a condition of employment in this circumstance.

The state of Massachusetts also requires that new teacher candidates take the Massachusetts Educator Certification Tests. A letter from the state Commissioner of Education to all persons taking the tests scheduled for 1999-2000 academic year states:

The Massachusetts Educator Certification Tests program was initiated by the Department of Education as part of our statewide reform initiative. The law requires candidates for initial educator certification in Massachusetts to meet several requirements, including passing a two-part test of communication and literacy skills and an additional test of the subject knowledge for the certificate area chosen by the candidate. (David P. Driscoll, Commissioner of Education, letter not dated)

The Council of Chief State School Officers report also notes that in the 1990s states established policies that required new teachers to have a degree with an undergraduate or graduate major in their chosen teaching field. The report indicates that states are moving in this direction in order "to prevent a path to teaching through completion of a bachelor's degree with a major in education, and not in a particular subject area." (p. 32)

An increasing number of states are developing state policies specific to ongoing professional learning as a requirement for teacher licence renewal/recertification. These expectations are more directly linked to teacher knowledge and skills while in the job and are often established to support a state-approved set of teaching standards.

The Council of Chief State School Officers' report lists the 47 states with policies defining requirements for continuing professional learning of teachers in order for teachers to be licensed by the state. The authors summarize the state requirements for teacher licence renewal/recertification as follows:

The norm for state requirements is six semester credits every five years, which is the policy in half the states. Several states specify higher requirements – North Carolina requires 15 credits every five years. Oregon requires 24 quarter hours for renewal in the initial three years,



and Rhode Island requires nine credits every five years.

Seven states require from 120 to 180 clock hours of development be completed every five years, while four states said they required continuing education units. Eight states allow for professional development choices, mostly between required credits, required units or required contact hours. (Key State Education Policies on K-12 Education, p. 26)

This emphasis on basing teacher certification on standards and ongoing professional development represents a shift from the 1980s and early 1990s examples of standardized teacher tests that attracted so much media attention and scrutiny from both the profession and the public. The Texas experience is one of the more highly publicized examples of a state attempt to use a written test to assess competency of experienced members of the teaching profession.

The Texas Examination of Current Administrators and Teachers (TECAT) is a basic literacy test that was administered to 202,000 educators in Texas in 1986.

A two-year case study project examining the TECAT experience involved 10 separate data-collection studies including:

- structured interviews with key legislators and aides
- interviews with random samples of educators, personnel directors and Texas citizens
- a compilation of Select Committee and legislative records
- analysis of test results by categories of teachers
- content analysis of newspaper stories
- a survey of study materials
- participant observation at test-population workshops
- cost analysis.

(Shepard, L. Kreitzer, A & Graue, M. A Case Study of the Texas Teacher Test: Technical Report, p. 5)

The study authors indicate that enormous effort went into preparing teachers to take the TECAT. Some teachers reported spending more than 100 hours using prepared resource materials and videos in preparation for the test. Test development and administration cost the Texas public over \$5 million dollars for the 1986 examination period. Data illustrates that 96.7 per cent of teachers passed the test on the first try. By the second try 99 per cent of teachers passed the test.

And what did this test do to ensure public confidence in the quality of teaching? The authors of the study summarize their findings this way:

After the test, the 99 per cent passing rate did little to assure the public that incompetent teachers had been eliminated. Half of the teachers interviewed believed that the public had been disillusioned. They felt personally embarrassed by the portrayal of their profession and they



feared that teaching was now even less desirable a career choice for a young college student. Indeed, public opinion data compared over time showed greater disenchantment with teacher competency testing than with any other educational reform measure. Ironically, then, the TECAT may have had an influence exactly opposite than intended. Negative images associated with the test may discourage the brightest college students from aspiring to become public school teachers.

The TECAT seemed so simple at first; give a test and eliminate the few teachers with indefensibly weak communication skills. The negative side to what happened involves unforeseen consequences: enormous costs, frenetic preparation and worrying about the test, demoralized teachers and a public unimpressed by the extremely high pass rate. Although these outcomes were not intended, they may be inevitable features of a reform that hangs so much importance on a test pitched to the lowest level of performance on the lowest teaching skills. (Shepard, L. et al, p. 105)

It is not surprising that the state of Texas has chosen to discontinue the administration of the Texas Examination of Current Administrators and Teachers (TECAT).

Texas has embarked now on the development of new teacher certification standards and new examinations for the certification of education in Texas (EXCET). The process will involve the development of standards for all content areas of certification. The content areas will be configured by the grade placement levels of students. Rather than describe standards by coursework that must be completed, they will define what a teacher should know (knowledge) and be able to do (skills) for each content area and level. There will be three instructional levels comparable to Ontario divisions: early childhood to Grade 4, Grades 4 to 8 and Grades 8 to 12. Each set of standards will be grounded in the Texas Essential Knowledge and Skills (TEKS), the state's required school curriculum.

Following review, draft test frameworks based on the approved standards will be developed and validated. The test contractor will develop the tests. The decision has already been made, on the advice of subject groups, that some tests will be closed while others will be open-ended. The tests will cover content, pedagogy, classroom management, ethics and proficiencies.

Running parallel to the development of EXCET is a re-designed teacher appraisal system. There is an annual appraisal as a condition of employment. The annual appraisal includes assessment of the individual teachers' professional growth plan. A separate performance assessment system for beginning teachers is under development. It will be congruent with a mandatory new teacher support system in school districts. The appraisal systems cover all staff. Principals, for instance, undergo formal external assessment every five years.

Professional learning is connected to the individual teachers' professional growth plan. There is strong encouragement built into the system to engage in developmental work



where the knowledge acquired may be demonstrably applied in the classroom. Texas has established an ambitious timetable for a complete re-design of its accountability system. It will move, between 1999 and 2006, to develop standards and assessment frameworks by subject, to do job analysis surveys using practising teachers, to begin the new entry to teaching testing regime, to review the functionality and a validity of the new standards and integrate the standards into teacher preparation programs. The four phases of the program involve continuous research and extensive field validation and development.

Many states have been conducting a complete review of their processes to ensure competency in the teaching profession. Several varieties of tests are in current use, most particularly in the pre-service area of teacher education. A review of the types of tests in use in the United States suggests that written tests may be classified in three general categories. Some states use off-the-shelf standardized tests. The contracted agency administers the test as selected. The state has no opportunity to modify the test content. The National Teacher Examination, offered by the Educational Testing Service, is an example of this type of test.

Variations of the off-the-shelf standardized tests are those that combine elements of standardized tests with some customization for a particular state. Several states, including California, Massachusetts, Oklahoma, Alabama, Georgia, South Carolina and Florida have in the past worked in conjunction with the National Evaluation Systems, Inc. to develop this type of test. The tests include questions specific to the curriculum education policies and current priorities of the particular state. These questions are often open-ended essay format.

A state may also contract to have tests developed on a custom basis. This totally customized test format entails a set of test questions that have been designed to match state expectations of teachers. The test includes a unique set of questions for each state developing this form of test.

The issue of teacher testing at both entry to the profession and within the profession remain a topic of research, discussion and debate. Haney (1997) undertook a comprehensive study that attempted to provide answers to the questions surrounding the testing movement. This study, and similar studies reviewed in the literature, suggests that issues related to teacher testing fall into distinct categories:

- The quality of the questions included in the actual tests has been widely criticized. (Haney et al., 1987; Shanker, 1996; Darling-Hammond, 1998)
- There is inadequate evidence to ensure that the tests meet criteria related to validity and reliability. (Haney et al., 1987; Dybdahl et al., 1997; Rebell, in Gorth, 1985)
- The test results discriminate among teacher candidates more on the basis of race than on the basis of any independent measures of teacher quality. (Haney et al., 1987; Dybdahl et al., 1997)
- Available evidence indicates that teacher quality, and practice in other



helping professions, is determined less by professional knowledge than by other less tangible aspects of personality and social skills. (Haney et al., 1987; Wise and Darling-Hammond, 1987 & 1996; Anrig, 1987; Roth, 1999)

- The issues of validity and discrimination have led to legal action. (Dybdahl, 1997; Rebell in Gorth, 1985; Roth, 1996)
- Funding is a political issue – but also a reality in terms of test administration and the cost benefits in terms of outcomes. (Roth, 1996)

In summary, Haney et al write:

Indeed, among the conclusions to which our review leads us is the general point that much of the new testing of teachers, at least if viewed as an instrument for improving education, is of highly doubtful merit, having little to do with teacher competence. (Haney et al, p. 171)

Dybdahl et al are even more blunt in their conclusions:

The fact is that after more than a decade of teacher testing, research has failed to demonstrate any significant relationship between basic competency tests and other measures of program success, including success in teaching. (Dybdahl et al, p. 252)

In the late 1980s and early 1990s issues and concerns surfacing through the research reports and court challenges led policy-makers, educators and the public to begin thinking about alternate approaches to assessing competency in the teaching profession. Wise and Leibbrand (1996) reflect on the previous 13 years of work during the 1980s and early 1990s by describing it as a piecemeal approach grounded in the past.

Thousands of pieces of legislation have been passed, often producing little of the intended effect. Legislators and policy makers now realize that piecemeal attempts at reform will not provide a cure for a system that was designed for America's past. They recognize that the expertise of the teacher is the most important school-based factor in determining student achievement. (Wise and Leibbrand, 1996, p. 202)

Researchers, policy makers, educators and the public began to investigate performance-oriented standards and assessments to better determine what teachers know and are able to do. Others, like Wise and Leibbrand, began to envision teacher growth and development as a continuum that begins in the pre-service teacher training period and spans an entire career. Thinking about the issues related to competency in the teaching profession in this way offered a framework that could guide the creation of new standards and assessments.

Attention in the 1990s began then to shift away from the administration of tests to a more integrated and holistic approach to ensuring competency and public



accountability. The focus of the work of the National Board for Professional Teaching Standards (NBPTS) was on teacher-preparation standards to incorporate outcomes. The National Council for Accreditation of Teacher Education (NCATE), the accrediting organization for schools of education, reviewed its standards and process so that they reflected the changing educational context. NCATE began to lead the way in ensuring that teacher education programs reflected these new realities. The new expectations emphasize “performance, new forms of assessment, collaboration with schools, technology and diversity – all in the context of high-quality programs and continuous program evaluation.” (Wise and Leibbrand, 1996) States began to establish partnerships with accrediting agencies, teacher groups and schools of education to initiate projects to address the area of teacher competency in a coherent fashion. Local policy-makers began to understand that teacher preparation, licensure, and professional development needed to be reviewed and improved as an integrated whole, so that each part was linked and assessment strategies built on and reinforced each other through the career continuum. Policy-makers began to make decisions based on the realization that changes in one area could reinforce reforms made in another area. As a result new models for ensuring competency in the teaching profession began to emerge.

An example of this new approach is the project established in New York State. The state established a Regents’ Task Force to undertake a comprehensive review of teacher licensure and professional certification. In July 1998, the Regents’ Task Force Report outlined a plan to improve and maintain the quality of teaching in New York. The plan in New York is tied very closely to the teacher education programs in the state. As of this year, all prospective teachers must pass the New York State Teacher Certification Examinations (NYSTCE) to be granted an Initial Teaching Certificate. The Task Force Report calls for a process to be initiated in 2003 that will provide for:

...a Professional Teaching Certificate to be issued once a teacher has completed the equivalent of one year of mentored teaching and completed three years of satisfactory teaching experience beyond the mentored experience that will include annual professional reviews. (Regents’ Task Force on Teaching, p. 15)

The report goes on to state:

All teachers receiving a professional certificate on or after September 1, 2000 will be required to successfully complete at least 175 hours of professional development every five years, directly related to student learning needs as identified in the School Report Card, state initiatives and implementation of New York standards and assessments to maintain their certificate in good standing. (Regents’ Task Force on Teaching, p. 30)

In September 1999, the New York State Board of Regents approved a series of state regulations specific to teacher education program approval, profession staff development and annual performance reviews.



The State Board of Regents describes the purpose of the professional development regulation in the following terms:

The purpose of the amendment is to require each school district and BOCES to have a professional development plan, which describes how they will provide all of their teachers with substantial professional development opportunities. For plans covering the time period February 2, 2004 and thereafter, each school district or BOCES is required to describe in their plans how they will provide teachers they employ holding a professional certificate with opportunities to maintain such certificates in good standing based upon successfully completing 175 hours of professional development every five years.

The intent is for school districts and BOCES to offer a menu of professional development opportunities to their teachers. Such opportunities may be in a variety of formats and offered by a variety of providers and includes course work paid for by the school districts or BOCES or the teacher, depending on local arrangements and how professional development offered outside the school day is collectively bargained.

The amendment requires the professional development plan to be developed by September 1, 2000 and annually thereafter. It requires the plan to be developed through collaboration with a professional development team, including the superintendent of schools or district superintendent or their designates, school administrators, teachers, at least one parent and curriculum specialist, a representative of a higher education institution provided that a qualified candidate is available, and others. (Professional Development Plans: The State Board of Regents, p. 1)

In a similar attempt to ensure competency through ongoing professional development, the New Jersey Professional Standards Board in 1999 released a draft set of state standards that will provide the basis for required professional development offered through school districts and other providers. Providers will be required to register with the state and have their programs approved to ensure compliance with state standards and other expectations.

The Chair of the New Jersey Professional Teaching Standards Board inviting feedback on the Draft Standards for the Required Professional Development for Teachers document in a letter dated October 1999 stated:

One of our most important roles as New Jersey's Professional Teaching Standards Board is the development of standards to assure high quality professional development for New Jersey's teachers and educational support personnel. Over the past six months, the board has developed draft professional development standards, as mandated by the required



professional development for teachers' regulations. It is our belief that the specific goals outlined in the standards will result in accomplishing the broader and more far reaching objectives of improved teaching and learning. (Letter, October 20, 1999)

Massachusetts, perhaps in an attempt to alleviate the negative media attention given to its teacher testing project, announced in July 1998 a Framework for Strengthening Massachusetts' Future Teaching Force. The plan included incentives such as a \$20,000 signing bonus spread over the first few years of a teacher's career, loan forgiveness packages, full scholarships to high school students selecting teaching as a career, mentorship programs for new teachers and funds to reimburse and reward master teachers who complete the National Board for Professional Teaching Standards program.

Initiatives such as the New York, New Jersey and recent Massachusetts program reflect a change in thinking about teacher competency. The recognition that teacher growth may be viewed as a continuum that spans a teaching career generates new models of teacher development.

## **Australia and New Zealand**

Australia has assumed a very active role internationally through its efforts to address issues related to the quality of teaching and learning as we enter the new millennium. The state departments of education have elected to address the issue of teacher competency through the articulation of teaching standards.

In 1998, the Senate Employment, Education and Training References Committee published *A Class Act: Inquiry into the Status of the Teaching Profession*. The committee gathered evidence throughout Australia and found major concerns regarding teacher morale and a serious decline in the attractiveness of teaching as a career. It was the position of this national committee that "good teachers lie at the heart of student learning... the teacher is a more significant factor than any other kind of school resource." (*A Class Act*: Senate Employment, Education and Training References Committee, p. 7)

In summary the core messages in *A Class Act* were:

- promote the professionalism of teaching
- redefine the relationship between governments and the teaching profession specific to the issue of accountability
- rethink the assumptions about how educational reform policy makes a difference to what happens in classrooms.

Highly significant to the Senate Committee was the issue of standards for the teaching profession. The Senate report promoted the view that it is the responsibility of the profession to specify the standards that apply to teaching practice. The committee also expressed the view that there was a need to define both the standards for which teachers



would be accountable and those standards for which governments would assume responsibility. The key to the reform strategy proposed in *A Class Act* was a new standards-based professional development system leading to professional certification. (Ingvarson, 1999)

Standards and the role they play in Australia's efforts to ensure quality teaching are the focus of much discussion and debate through the individual states. Three states including Western Australia, Victoria and Queensland have played central roles in this discussion and debate.

In 1993, the government of the state of Victoria established the Standards Council of the Teaching Profession. The Standards Council of the Teaching Profession is a statutory body of the Victorian Government and provides advice to the Minister of Education and the Secretary of Department of Education about matters of professional standards for members of the teaching profession. Specifically the Council provides advice on:

- minimum standards of academic qualifications and teacher training for entry to teaching
- criteria for the initial appointment and probation of teachers
- professional criteria for promotion
- professional development needs
- evaluation of teacher education courses.

The Standards Council of the Teaching Profession in Victoria has recently released two publications: *Professional Standards for Teachers* and *Professional Standards for Teachers of Science*. The document *Professional Standards for the Teaching Profession* describes "what is expected teachers will aspire to at four different levels of their development. In the Victorian Department of Education, these levels are Beginning Teacher, Experienced Teacher, Leading Teacher Level 2 and Leading Teacher Level 3." The *Professional Standards for Teachers of Science* is also "designed to help all teachers of science deliver the best possible science education to their students."

The main purpose of both documents is to provide teachers with a model for professional growth. The use of these documents is not mandated in Victoria. Schools and teachers are encouraged to use them in a variety of contexts. Examples of these contexts might include the design of induction and mentoring programs for new teachers, leadership training programs, curriculum planning and in assessing the quality of teacher education programs.

In New Zealand, the government is currently considering the formation of an independent professional body to take over the role of setting minimum and advanced standards for the teaching profession, as well as establishing a code of ethics and holding some disciplinary powers. The proposed professional body (The New Zealand Council for Teaching) would consist of a majority of members elected from registered teachers together with appointments and elections from government, employer and community groups.

Currently, the Teacher Registration Board maintains a register of teachers and all



teachers in state and private schools must be registered.

The publication, *Information for Newly Registered Teachers*, described the registration process.

Teacher candidates, in New Zealand, graduating from an approved program of teacher education who apply successfully for registration are provisionally registered. Already experienced teachers who have not taught in New Zealand for two out of the last five years are registered either provisionally or subject to confirmation. All overseas teachers, no matter how experienced, are registered either provisionally or subject to confirmation. Both groups work towards full registration with the support of other fully registered teachers. This process of supervised induction, which includes an advice and guidance program, is generally a very positive experience for beginning teachers. (*Information for Newly Registered Teachers*, p .2)

For newly registered teachers there are four conditions that must be met prior to full registration. The conditions include:

- employment as a teacher in New Zealand in the general education system or in institutions approved by the Teacher Registration Board
  - participation in an appropriate advice and guidance program for the period under the supervision of a fully registered teacher
  - an appraisal by a supervising teacher in accordance with the satisfactory teacher dimensions developed by the Teacher Registration Board
  - holding a current practising certificate.
- (*Information for Newly Registered Teachers*, p. 3)

The two-year induction period into the profession and leading to full registration requires that every new teacher engage in an advice and guidance program supervised by a teacher who is already registered. Responsibilities of the role of supervising teacher include:

- welcoming the beginning teacher as a valued colleague with fresh and special skills to offer
- negotiating with the beginning teacher an advice and guidance program that meets his/her own learning needs and is appropriate and realistic for the learning centre
- making sure that the beginning teacher has access to any up to date schemes of work,
- planning or administrative guidelines
- helping the beginning teacher make contact with any relevant subject associations or
- other professional organizations
- arranging for the beginning teacher to make frequent visits to observe their teaching



- giving frequent feedback on the teaching you observe and on the progress relating to
  - all the satisfactory teacher dimensions
  - incorporating the supervising teacher role into your own professional development
- (Information for Newly Registered Teachers, p. 12)

Members of the Teacher Registration Board are required to renew their practising certificate every three years. This renewal process requires affirmation from the member's principal, senior teacher or employer that the member is still satisfactory in accordance with the Teacher Registration Board satisfactory teacher dimensions.

Satisfactory teaching experience means:

- being employed in New Zealand during at least two of the previous five years
- in the general education system or an institution in New Zealand approved by the Teacher Registration Board for this purpose
- as a teacher (or principal) or in a position seen by the Teacher Registration Board as equivalent to a teacher
- satisfactorily completed.

Satisfactorily completed means:

- the teaching must be at a standard determined by the Registration Board to be a satisfactory standard, appropriate to the level of experience and responsibilities of the teacher
- the teacher is actively involved in professional development
- there are no further matters that the Registration Board needs to be satisfied about.

(A Satisfactory Teacher and Renewing a Practising Certificate, pp. 10-11)

The teacher dimensions approved by the Teacher Registration Board to define a satisfactory standard include a series of statements specific to five areas. These areas include professional knowledge, professional practice, teaching, professional relationships and professional leadership.

Both Australia and New Zealand have chosen to address the issue of teacher competence through standards for the teaching profession. An Australian leader in the field of teacher education sums up the approach this way: "The standards-guided system aims to provide teachers with more powerful incentives for professional development, as teachers." (Ingvarson, 1999)

## **England, Wales and Scotland**

The focus in England and Wales is also on standards. Teachers in England and Wales must obtain Qualified Teacher Status to teach in what is termed a maintained school. Qualified Teacher Status is awarded by successfully completing a course of initial



teacher training at an accredited institution in England or Wales. Successful completion of a course or program of initial teacher training must involve the assessment of all teacher candidates with respect to their ability to achieve all standards specified. The standards are delineated in a detailed document. This document outlines specific standards for secondary specialist subjects, primary subjects and additional standards relating to early years. Topics such as planning, teaching, class management, assessment recording and reporting are addressed.

The Teacher Training Agency (TTA) has recently undertaken the task of developing updated training curriculum and standards for new teachers (Qualified Teacher Status), subject leaders, special education needs co-ordinators and head teachers. The Chief Executive Officer of the TTA made the following statement in her letter inviting feedback on the draft documents.

I am pleased to invite views on four consultation documents which aim to guarantee, for all those training to be teachers, high quality professional preparation which equips them with the professional and subject knowledge, understanding and skills they need to become effective teachers. (Letter, February 18, 1997)

The National Standards outlined by the TTA in the documents set out expectations for educators at key points in the profession. The National Standards were designed as part of the national efforts to enhance student achievement, provide for recognition of teachers' expertise and achievements. The standards were also prepared to assist providers with the development and implementation of high quality programs.

The induction program for new teachers is a one-year program provided at the school level and based on a *Career Entry Profile*. The profile is designed to provide information about new teachers' strengths and priorities for their professional learning. This professional learning correlates with the new standards for the award of Qualified Teacher Status.

Preliminary work has begun on the development of computer-based tests for teacher candidates in the areas of literacy and numeracy and is planned to be included in the final assessment data to determine Qualified Teacher Status.

The Scottish Office Education Department released a list of teacher competencies in 1993. These competencies, or standards, form the basis of the approved teacher education programs in Scotland. The Education Department states in the foreword to the document *Teacher Competences (sic)*, that these competencies "will be expected in future of beginning teachers." The Education Office statement also indicates that "the competences (sic) offer a basis of skills and qualities which could be further developed during the probation period and after." The Education Department's document *Teacher Competences*, was released to the teaching profession in Scotland along with a publication prepared by the General Teaching Council of Scotland (GTC) titled *Assessing Probationers*.



Teachers who are new graduates from teacher education programs in Scotland must be assessed as probationary teachers prior to receiving full registration in the General Teaching Council of Scotland. The GTC is responsible for the management of the probation process monitoring of probationary teachers. Head teachers report to the GTC on the progress of probationary teachers at the end of the first probationary year and at the conclusion of the probationary period. A standardized report form is used by the head teacher to report in the probationary teacher at the end of two years and to make a final recommendation regarding full registration in the General Teaching Council of Scotland. The report includes comments related to:

- competence in curricular areas and subjects
- class organization, management and control
- conscientiousness
- relationships with pupils, colleagues and other staff members
- additional relevant comments.

## France

In France, both pre-service teacher education and in-service professional development are the responsibility of *Instituts Universitaires de Formation des Maîtres* (IUFM), or teacher training universities. Pre-service programs last two years, after a *license*, which is the equivalent of an undergraduate degree. The first year focuses on preparation for the competitive examinations, and consists of training in the actual discipline(s), practicums in schools, specialized training and practicum accompaniment. The second year is for candidates who have successfully passed the examination and alternates theoretical and practical training.

There are seven different examinations for the teaching profession. Candidates are advised to select *license* programs that correspond to the disciplines covered in the examination to increase their chances of being admitted to the IUFM of their choice. The examination consists of written eligibility tests on a given discipline, and oral eligibility tests consisting of an *épreuve sur dossier* that includes a paper and an interview. The oral *épreuve sur dossier* gives candidates an opportunity to demonstrate:

- that they are familiar with the teaching content and programs of the discipline(s) they are to teach
- that they have given thought to the objectives and development of the disciplines
- that they possess oral, analytical, synthetic and communications abilities
- that they are familiar with the organization and operation of a school.

After passing the examination, candidates receive a trainee teacher's salary. During the practicum year, they take a one-year professional education program corresponding to the second year of the IUFM. At the end of the second year, they receive a professional school teacher's diploma.

A reference document lists the professional skills that aspiring teachers must acquire and consolidate during the training period. In other words, this is a reference document for the end of the pre-service education program which establishes the minimum that



may be required of a beginner teacher. These skills are perfected, manifested and enhanced with the practice of the profession and the support of in-service education. They fall into four main areas: the disciplines being taught, learning situations, classroom management and recognition of student diversity, educational responsibility and professional ethics. Teacher training clarifies the concepts, knowledge and skills, processes and key tools that trainee teachers must master or incorporate as part of their training. Pre-service teacher education in the IUFMs is based on the idea that there is no real professionalization without a constant striving to acquire new skills, upgrade and update knowledge and challenge habits and procedures.

## Quebec

In the early 1990s, Quebec conducted an exhaustive analysis of the education system with the aim of renewing and upgrading the teaching profession through quality training.

The project report document titled *The Challenge of Teaching Today and Tomorrow*, and published by the government of Quebec defines the project parameters in the following way:

The challenge of teaching today and tomorrow is one that calls for the renewal of the teaching profession and for greater appreciation and recognition of teachers' work. The courses of action suggested here focus on three themes:

- autonomy and responsibility
- teacher training
- entry into the profession and career prospects.

(Government of Quebec, 1993, p. 6)

The project proposed structures and methods for fostering the exchange of ideas among teachers and providing for teacher participation in school and board decisions. It struck a teacher training orientation committee (*Comité d'orientation de la formation du personnel enseignant*) with a mandate to advise the Minister of Education on all matters related to teacher training, and a committee for the certification of teacher training programs (*Comité d'agrément des programmes de formation à l'enseignement*) that recommends teacher training programs to the Minister for certification.

The renewal of teacher education through quality training promotes more stringent admission criteria, more time for practice teaching and a more even balance of preparation in the subject matters and training in the psychopedagogical and social aspects of education. In addition, it proposes more rigorous language requirements (both written and oral) and more extensive general knowledge for candidates, an adequate system for professional integration and a clear definition of the knowledge and skills expected of future teachers.

The 1993 Quebec report also identified the need to support new teachers entering the profession. The report called for a co-operative effort on the part of the ministry, employers and the teacher unions to address needed reforms during the induction



period for new teachers.

Pre-service teacher education is the responsibility of the universities. Teacher training programs require a *diplôme d'études collégiales* (DEC), followed by four years of theoretical and practical training. The practicum is 25 weeks long: three weeks in each of the first three years and 16 weeks in the final year. The program leads to a university degree: the *baccalauréat d'enseignement secondaire* (A degree leading to a teaching certificate enabling a person to teach Grades 7 to 11 and issued in two subject areas), the *baccalauréat d'éducation au préscolaire et d'enseignement au primaire (1er cycle et 2e cycle)* and the *baccalauréat d'enseignement en adaptation scolaire*. Upon request, graduates are awarded a teaching certificate. This is the only legal, permanent accreditation for teaching in Quebec.

Professional development has been the subject of in-depth study by the *Conseil supérieur de l'éducation* which proposes professional development that is integrated with professional activities and strikes an appropriate balance between knowledge of the subject areas, psychopedagogical knowledge and skills and familiarity with new social realities. Professional development is one of the primary responsibilities of the school boards and schools. It draws on peer expertise, is geared to teachers' needs and is offered as close as possible to the school. It is a means of maintaining or improving teaching skills. The *Conseil supérieur de l'éducation* recommends that evaluation be institutional, formative and participatory, and that it be carried out with professional development needs in mind.

As a final aid to professional growth, the Ministry of Education proposes reviewing the probation system with mechanisms to support new teachers during their first few years of teaching.

One of the underlying themes in the proposals for the renewal and recognition of the teaching profession in Quebec has been the premise that the work must involve the active participation of all partners in the educational system.

This project is possible only if the schools and school boards, the union and the universities play an active role in the establishment of local and provincial plans to achieve the pursued goal. That is how they should interpret the many calls for collaboration and concerted action that are made throughout this document. Co-operation is the surest way of implementing all of the courses of action in a coherent and complementary manner. (Government of Quebec, 1993, p. 17)

## Alberta

A new Alberta provincial *Teacher Growth, Supervision and Evaluation Policy* was approved in 1998. The document specifies:

School authorities, early childhood education service operators, superintendents, principals and teachers must work together to achieve



the quality teaching standard. All teachers are expected to practice consistently in keeping with the standard. (Teacher Growth, Supervision and Evaluation Policy, p. 1)

The Teaching Quality Standard is outlined in Ministerial Order #016/97. The Ministerial Order begins with the statement that the Teaching Quality Standard shall “apply to teacher certification, professional development, supervision and evaluation, and which is supported by descriptors of selected knowledge, skills and attributes appropriate to teachers at different stages of their careers.” The document continues to delineate the specific descriptors of the knowledge, skills and attributes for interim certification and permanent certification.

In Alberta, the stages of a teaching career, as defined in legislation, include an Interim Professional Certificate granted to applicants who complete an education degree or a degree other than education and complete a basic professional teacher education program that is approved by the Minister of Education. The second stage is a Permanent Professional Certificate, granted to applicants who complete two successful years of teaching.

A third ongoing requirement for certification is now necessary. In 1998, the requirements for the Annual Professional Growth Plan came into effect. The *Teacher Growth, Supervision, and Evaluation Policy* requires that teachers complete during each school year an annual teacher professional growth plan. The plan is prepared by the individual teacher in the context of the employment setting. The plan must:

- reflect the goals and objectives based on an assessment of learning needs by the individual teacher
- show a demonstrable relationship to the teaching quality standard
- take into consideration the education plans of the school, the school authority and the government, or the program statement of an Early Childhood Services operator.

(Teacher Growth, Supervision, and Evaluation Policy, p. 2)

The requirement that every teacher develop and maintain an annual professional growth plan is a provincially legislated requirement. However, the format to be used for the professional growth plan is established by the principal in the local school setting. The principal may request that a committee of teaching colleagues assist individual teachers in the preparation and review of their personal growth plans. Sharing the knowledge and skills acquired through the experiences referenced in the growth plan with other colleagues is an expectation for all teachers.

The annual professional growth plan is not linked to the ongoing performance review or evaluation of teachers. A senior official with the Alberta Department of Education, during a telephone interview regarding the new Alberta policy, stressed that the annual growth plan was included as part of the provincially mandated *Teacher Growth, Supervision and Evaluation Policy* but that it was not “tied to the process of teacher evaluation.” She did indicate that there was provision for disciplinary action for



teachers who refused to comply with the requirement to prepare a plan. She was not aware of any such action being taken at this time. The Department of Education will be assessing aspects of the implementation the legislation, only introduced at the local school level in September 1999, in the future.

The Alberta initiatives related to both the development of the Teaching Quality Standards and the Teacher Growth, Supervision and Evaluation Policy were developed through the involvement of Alberta Education and the Council on Alberta Teaching Standards. The Council included representatives from stakeholder groups including the Alberta Teachers' Association (ATA). These groups worked collaboratively to address the broad issue of accountability in education. The Alberta Teachers' Association currently offers a workshop to assist teachers develop and implement their annual professional teacher growth plan. The Alberta Teachers' Association also posts development guidelines and other related information on its web site.

## **B. Issues and Complexities: Teaching Standards, Licensure and Certification**

The examples of teacher testing and professional certification described in the previous section of this paper serve to illustrate the diversity of purposes and approaches to ensuring competency in the profession. Some jurisdictions focus on teacher education programs based on teaching standards. Some jurisdictions administer basic skills tests during the recruitment stage prior to teacher candidates actually entering a faculty of education. Some administer tests at the exit phase of a teacher education program. Some administer subject specific tests during a teacher education program. Some licensing bodies require successful completion of a test at the licensing stage. A few states in the United States initiated and then abandoned written tests for experienced teachers. Some organizations assess individual teacher competency on request and for a fee. Some jurisdictions are implementing expectations for ongoing professional learning throughout a teaching career. The purposes vary with the contexts. The descriptions of processes and content vary. The impacts on the profession and on public perceptions vary.

Why do these variations exist? What drives the attention paid to teacher competency? One underlying premise that seems to have universal agreement is that teachers are central to the quality of student learning. A second is that teaching is a highly complex and demanding activity. A third underlying assumption is that the public has a right to expect a quality education system with quality teachers. As long as education depends on the children and tax dollars of the public, this attention to accountability will continue.

It is the debate surrounding the way in which a jurisdiction defines what constitutes a quality education system and what processes it puts in place to ensure that quality teachers support student learning that is a study in contrasts. Central to this debate is the word standards.



## Why standards?

Standards, in whatever form they take, are part of the concept of accountability. The standards prepared by the Australian Standards Council of the Teaching Profession might be best described as direction or momentum standards. The written tests prepared by the National Testing Service or Praxis might be described as performance level standards. The New Zealand Teacher Registration Board standards connote identity, priorities and core values.

The fundamental decisions a jurisdiction makes regarding teaching standards will be the foundation for other decisions such as the policies and practices for recruitment, screening, teacher education programs, licensure and professional certification.

It is important to know the role of standards in the profession. In many respects, standards define the profession. They set the gateways that determine who shall and shall not enter. They provide the parameters of the existence of a profession. The future of a profession depends to a large extent on the consent of the public it serves, particularly in a public profession. For the public to understand how standards function and the degree to which their public interests are protected, the standards must be visible and hold accountable those who practice and those who prepare the practitioners. This builds public trust and confidence in the profession through the vehicle of standards. In effect, standards must be accepted as a necessary part of the profession. (Roth, 1996, p. 245)

The Senate Committee report to the Australian parliament titled *A Class Act* quotes Ingvarson in the chapter titled "Taking Teaching Seriously":

Without standards, a professional body is defenseless. A demonstrated ability to articulate standards for high quality practice is an essential credential if a professional body wishes to be taken seriously by the public and policy makers. When placed on the table in forums with policy makers about reform and accountability, established professional standards are hard to ignore. (Ingvarson, Lawrence 1995, p. 107 as quoted in *A Class Act*, 1998)

This brief discussion of standards leads to questions relevant to the issue of teacher testing, licensure and professional certification. How can standards help ensure that qualified people enter the profession? What qualifications should be required to enter the profession? What should form the basis of the knowledge, skills and values that are inherent to teacher education programs? On what basis should teacher candidates be assessed? What should be the basis for ongoing professional learning in the profession?

Many groups, organizations and institutions will influence the development of standards. Members of the profession, the public, the teacher federations, the trustee organizations, the principal councils, the faculties of education, the government policy-makers, parent organizations, teacher employers as well as special interest groups will



all want a stake in the decision-making process.

## Licensure and certification

Licensure, as a function of a regulating authority, is intended to protect and promote the public good. In New Zealand it is the Teacher Registration Board, a government agency. In the United States it is the state Department of Education or Board of Teacher Registration. As self-regulatory bodies, both the General Teaching Council of Scotland and the Ontario College of Teachers assume this responsibility. Each regulating body will determine the criteria for issuing a licence to teach. No matter what assessment instruments or combination of processes are selected, the public must be assured of the qualifications and quality of the individuals who end up teaching in schools. In most states in the United States one of the instruments used as part of the initial licensing criteria for new teachers is some form of modified standardized test with an open-ended component. A few states such as California, Texas and Massachusetts have experimented with fully customized tests. Pecheone, Tomala and Forgione (1986) writing in *Testing for Teacher Certification* published by the National Evaluation Systems Inc. claim: "Competency examinations, if carefully developed and validated, can be useful measures of the academic knowledge of prospective teachers." (Pecheone, Tomala, and Forgione, 1986, p. 104)

The authors proceed to discuss the merits and disadvantages of the use of standardized and customized tests. In highlighting the advantages of a standardized test the writers point out that through the use of standardized tests:

- the state realizes an economy of both cost and effort
- test administration and test security systems may already be in place
- availability of normative information on a standardized test may be useful to the state.

Advantages of modified standardized tests and fully customized tests, they write, include:

- The match between state objectives and test items can be carefully controlled by using well-conceived test development practices.
  - Test development usually provides greater flexibility in designing the testing program.
  - The method of assessment can be completely determined by the state.
  - Test security and administration are controlled by the state.
- (Pecheone, Tamala and Forgione, 1986, pp. 104-106)

This comparison of issues related to the use of a standardized test, modified standardized tests and fully customized tests is based on the assumption that success on these tests correlates with effective teaching. These authors do not address the fundamental issues regarding the extent to which either form of examination can ensure competency or lead to more effective teaching.

At the very best the use of testing for the certification of new teachers might be described as providing limited information. Haney et al, following an extensive review



of the research on basic competency tests made the following observations:

Indeed, among the conclusion to which our review leads us is the general point that much of the testing of teachers, at least if viewed as an instrument for improving education, is of highly doubtful merit, having little to do with teacher competence. (Haney et al, 1987, p. 171)

Dybdahl et al in a report of a study that examined the relationship between the PPST (Pre-Professional Skills Test) and the four outcomes of the program success for teacher education students cite similar issues of concerns related to the predictive validity.

This study and related research suggest that educators need to reconsider their rationale and policies regarding basic competency testing for teachers. The fact is that after a decade of teacher testing, research has failed to demonstrate any significant relationship between basic competency tests and other measures of program success, including success in teaching. (Dybdahl et al, 1997, p. 252)

Teacher tests, researchers also propose, fail to address the complexities of teaching. A consensus on what defines teacher competence is elusive, if not impossible, to reach. There is more to teaching than a knowledge base. There is the ability to convey knowledge, to create environments where students can learn and support learners in the process of learning. Linda Darling-Hammond reminds us of the challenges in trying to measure these qualities through a standardized test. "No standardized test that I know of can accurately measure human qualities such as dedication, caring perseverance, sensitivity, and integrity." (Darling-Hammond, 1996, p. 194)

The impact of teacher testing on the demographics of the teacher force has been a second consideration. There is little question that in the process of determining cutoff scores during the introductory years of the testing movement in the United States had an impact on the entry of minority candidates to the teaching profession.

The requirement that candidates score above a prespecified cutoff point on a standardized multiple-choice test, such as the NTE score, is also ill advised. The core battery of the NTE includes multiple-choice tests of communication skills, general knowledge, and professional knowledge. The most evident consequence of requiring of specified minimum NTE score is that it dramatically reduces the number of college graduates from minority groups who obtain teaching licenses. (Murnane, 1991, p. 138)

The issues relating to establishing appropriate cutoff scores are both problematic and controversial. Teaching is a profession that provides for few definitive answers. "Recent research", Murnane states, "has shown that the right answer to almost all questions about how an effective teacher should respond in a particular classroom situation is - It depends." (Murnane, 1991, p. 138)

Designing and implementing teacher testing is an expensive proposition. The Texas



taxpayers spent \$5 million for one year of test administration in 1986. The state of Texas allocated \$350,000 for the development of a reading test and now allocates \$200,000 for the development of each subject specific test for assessing teaching competency in a particular curriculum area. Without sufficient financial resources to implement policies and processes to ensure teacher competence, the effectiveness will be limited. An important policy issue for any testing program will be whether or not the costs of the information obtained are justified by the benefits.

Legal cases, arising out of the teacher-testing milieu, are well documented in the United States. The cases have been focused in five areas:

- the arbitrary and capricious development or implementation of a test or employee selection procedure
- the statistical and conceptual validity of a test or procedure
- the adverse or disproportionate impact of a testing program or selection procedure on a protected group
- the relevancy of a test or procedure to the identified requirements of the job
- the use of tests or selection procedures to violate an individual's or group's civil rights.

(McDonough and Wolf, 1988, p. 37)

McDonough and Wolf (1988) acknowledge that the presence of the courts brought about much constructive action. They report that psychometricians have worked to resolve both technical and social problems associated with testing. Minority groups participated in both test construction and test interpretation.

Haney et al (1987) concluded that the process of administering basic competency tests for would-be teachers makes little sense in light of the available evidence for the following reasons:

- The quality of the questions of the tests has been widely criticized.
- There is inadequate validity evidence to support the use of such tests.
- Available evidence indicates that teacher quality, and practice in the helping professions is determined less by professional knowledge than by other less tangible aspects of personality and social skills.
- The way in which tests are being used with statewide cut-scores is discriminating among teacher candidates more on the basis of race than on the basis of any independent measures of teacher quality.
- The history of teacher testing in America clearly warns us against over-reliance on examinations as a primary means of selecting teachers.

(Haney et al, 1987, p. 227)

It is not surprising that in the late 1980s and early 1990s jurisdictions in the United States began to take a more serious look at the issue of teacher testing. Many members of the profession, the research community and the public began to ask serious questions about the tests and the testing process.



In March 2000, the National Research Council released the interim report of the Committee on Assessment and Teaching Quality. This committee, set up at the request of the U.S. Department of Education, is in the process of undertaking a twenty month investigation of the technical, educational, and legal issues surrounding the use of tests for licensing teachers. The interim report summarizes the committee work during the first nine months and focuses on existing tests and their uses.

This preliminary report highlights five conclusions:

- Licensure tests are designed to provide useful information about the extent to which prospective teachers possess the literacy and mathematics skills and/or the subject-matter and pedagogical knowledge that states consider necessary for beginning teaching.
- Teacher licensure tests assess only some of the characteristics that are deemed to be important for effective practice. They are not designed to predict who will become effective teachers.
- There is currently little evidence available about the extent to which widely used teacher licensure tests distinguish between candidates who are minimally competent to teach and those who are not.
- Comparisons of passing rates among states are not useful for policy purposes because of the diversity of testing and licensure practices.
- Test instruments, pass/fail rules, and other licensing requirements and policies that result in large differences in eventual passing rates among racial/ethnic groups pose problems for schools that seek to have a diverse teaching force.

(National Research Council, pp. 26-27)

The debate that surrounds testing for licensure requirements remains. Even though relevance, validity and legal issues continue to be a focus for concern, most states in the United States retain a written test or tests as part of the initial teacher licensure requirement. Clearly there must be more than a professional rationale that underlies the decision-making process. "Licensing in other professions would hardly be characterized by the same type of rhetoric. Teaching is in the public service domain, and thus the dialogue moves out of the professional into the political arena." (Roth, 1996, p. 252)

## **Professional certification**

Much of the early literature on teacher competency appears to use the words licensure and certification interchangeably. It is commonly understood in the Ontario context that this is the case. The research indicates that the term professional certification is taking on a different meaning, that is, to describe the policies and procedures to ensure competency once a teacher is licensed to teach. The question of how a member of the teaching profession should be held accountable for continuing competency beyond that required for licensure is also the centre of much discussion and debate.

In the United States, many states have moved to a performance-based assessment



particularly for beginning teachers. These performance-based examinations deal with both subject expertise and knowledge of pedagogical theory. A number of states have implemented an evaluation system for beginning teachers. Several states use the Praxis series of tests administered through the Educational Testing Services, a private company. The Praxis I series, the Pre-Professional Skills Tests, deal with basic academic skills and is used as part of the licensing process. The Praxis II series of tests assesses subject matter knowledge. The Praxis III series may be used with practising teachers. It has three components. These include a framework of knowledge and skills for beginning teachers, a variety of instruments such as classroom observation schedules and class profiles and a form to analyze and score teaching performance.

Another organization, the National Board for Professional Teaching Standards (NBPTS) was created in 1987 to establish standards for accomplished teachers. Unlike state-mandated processes, the NBPTS is a national voluntary system used to assess and certify teachers. The NBPTS now has over 40 published statements of standards and expectations for teachers in a variety of subjects and levels. The NBPTS has also established a process for the assessment of school administrators.

The NBPTS began its process of certifying teachers in 1994. At the end of the 1998/99 school year, a senior staff person from the NBPTS reported during a telephone interview, that the organization had certified 4,803 teachers between 1994 and 1999. When asked about the budget for an operating year the official responded that for the current year the operating budget was approximately \$48 million.

The representative from NBPTS indicated that the NBPTS obtained their revenue from four sources. The US Congress, in the current year, has provided \$16.5 million for research and development. The Congress has also provided an additional \$2.5 million to be used to provide fee subsidies for teacher candidates who apply to the NBPTS for certification. This funding is equitably distributed across all states on a percentage basis.

A second source of funding is the administration fee required to engage in the certification process. The current fee is \$2,000 per teacher. This fee will increase to \$2,300 next year. The official from the NBPTS indicated that in almost all cases the fee was paid for by a third party. The third party was identified as most often being the state legislature or other employing authority. He stressed that it was seen by employing authorities to be very positive to be able to report that there were significant numbers of NBPTS certified teachers on staff. The organization now sees an increase in the number of teachers applying to undergo the certification process. He expected that in the year 2001 between 12,000 and 15,000 teachers would apply.

A third funding source, reported to be substantive by the NBPTS representative, is the corporate sector. The Proctor and Gamble Company was cited as being a current contributor of significance.

Foundation money, as the fourth source, was particularly important in the first few years of development. Large grants were made available to the NBPTS as seed money. The foundation grants, the NBPTS representative reported, have now declined as other



sources of revenue have become available.

The NBPTS assessment process involves the applicant preparing a portfolio of teaching accomplishments and contributions and a series of exercises to be completed at a NBPTS assessment centre. The assessment centre component consists of structured interviews, simulations and an examination of the teacher's knowledge of subject content and pedagogy.

The 1998 Australian Senate Committee report *A Class Act* addresses the issue of competency through ongoing professional development in Chapter 7. The Committee included in its final list of recommendations the development of "induction programs nationally and guidelines to assist schools and governments and non-government systems in implementing them." (Recommendation 15)

On the basis of the evidence presented to the Senate Committee, the Committee also recommended the creation of a National Professional Development Program. (Recommendation 16) Based on the Committee review of the literature on effective professional development and its observation of examples of best practice throughout the Commonwealth of Australia, the Committee articulated a vision of successful professional development programs.

These programs would incorporate a number of the following features:

- Teachers have significant input in all aspects of the program.
  - Each component is part of a well-structured, long-term, comprehensive program.
  - Programs link university education departments, teachers and (where appropriate) other interested parties including parents, community members and non-teaching staff.
  - Programs include evaluation, feedback, follow-up and modification as appropriate.
  - The costs of professional development are shared between governments (Commonwealth and State) schools and participants.
  - Courses are accredited where feasible, and/or otherwise recognized in professional teaching career structures.
  - Strong links are established between pre-service, induction and continuing professional development.
  - Courses meet national standards.
- (*A Class Act*, Chapter 7B, p. 11)

The Senate Committee also recommended that professional development providers and courses be accredited by a national body (Recommendation 17) and that teachers' participation in professional development be a prerequisite for their continued registration, or for re-registration. (Recommendation 18)

The approaches to ongoing professional certification highlighted here serve to illustrate a number of approaches to ensuring ongoing competency in the teaching profession.



This concern is not unique to the teaching profession. Recognition of the need for professionals to continue learning throughout their careers is an accepted assumption for all professions.

In 1994, Queeney and English undertook a study of mandatory continuing education in a range of professions in the United States. The study was sponsored by the Washington D.C.-based Center on Education and Training and Improvement. They write:

Standards delineating expectations for each of the aspects of a continuing education program can have a major impact on the quality of education offered. Standards that are sufficiently high to force thoughtful program developments can encourage elevation of the quality of continuing education across professions, heightening the likelihood that participation in educational activities will contribute to the maintenance and enhancement of practitioner competence. (Queeney and English, 1994, p. 24)

They see the challenge for professions to be the identification and implementation of effective professional learning opportunities that build capacity in the membership of the profession. "It is time for adult and continuing educators to move beyond the mandatory continuing education debate and rise to the challenge of providing practice-oriented continuing professional education of the highest quality." (Queeney and English, 1994, p. 37)

The debate surrounding appropriate measures for ongoing professional certification continues. Different jurisdictions have adapted different measures to address different needs and expectations. Policies and practices that will absolutely guarantee competency in a profession in any circumstance simply do not exist. There is no Holy Grail in the world of ongoing professional certification.

What does appear to be evident is the need for an integrated approach to teacher education and development that begins in the recruitment for entry to faculties of education, the pre-service teacher education period and continues through induction and is ongoing during the profession.

Linda Darling-Hammond summarizes the report of the National Commission on Teaching and America's Future this way:

The Commission urges a complete overhaul in the systems of teacher preparation and professional development to ensure that they reflect current knowledge and practice. This redesign should create a continuum of teacher learning based on compatible standards that operate from recruitment and pre-service education through licensing, hiring and induction into the profession, to advanced certification and ongoing professional development. (Darling-Hammond, 1996,p. 196)



The Commission identified several changes specific to teacher preparation and professional learning that were deemed to be essential. The Commission made the following recommendations:

- Organize teacher education and professional development around standards for students and teachers.
- Institute extended, graduate-level teacher-preparation programs that provide year long internships in a professional development school.
- Create and fund mentoring programs for beginning teachers that provide support and evaluate teaching skills.
- Create stable, high-quality sources of professional development-then allocate one per cent of state and local spending to support them along with additional matching funds to school districts.
- Organize new sources of professional development such as teacher academies, school-university partnerships and learning networks that transcend school boundaries.
- Make professional development an ongoing part of teachers' daily work through joint planning, study groups, peer coaching and research.

(Report of the National Commission on Teaching and America's Future, Summary Report, 1996, p. 20)

### **C. An Integrated Approach to Ensuring Competency in the Teaching Profession**

The continuum of teacher learning envisioned by Linda Darling-Hammond, the Australian Senate Committee report and others calls for a framework for professional learning that is based on a consistent set of principles, purposes and standards. This framework provides for an integrated approach to ensuring competency in the teaching profession. The framework consists of separate and distinct phases marking various stages throughout a teaching career.

However, to be most effective, the continuum must be based on a common set of principles, purposes and standards. These elements should form the basis of a coherent and integrated system. Like all systems, when functioning effectively, it creates a whole that is greater than the sum of its individual parts. With standards as the central focus, the framework has the potential to generate systemic synergy. They provide a sense of direction, a common understanding that would allow for the alignment of policies, procedures and individuals within the system.

All elements in the system would have the potential to reinforce and build upon each other throughout the stages of a teaching career. Roth (1996) proposes a standards-capacity model that provides for a systemic approach to ensuring competency. His image includes three components: standards, assessment and what he terms capacity building.

Describing the role of standards in this model, Roth writes:



Standards alone cannot constitute a system, and this is a shortcoming in much of the standards movement. Standards are not the core of the model: they represent the vision and provide a conception of teacher and teaching. They are part of the accountability factor in the system because programs are held accountable for the outcomes or elements of the standards. Standards also guide program design. (Roth, 1996, p. 269)

Roth believes that the assessment of the teacher education programs offered by faculties of education is an integral part of the standards-capacity model. He sees assessment as the way in which achievement of the standards can be measured. Assessment, he believes, will reflect to what degree teacher education programs are able to prepare individuals to meet the standards. The assessment processes at faculties will also highlight components of teacher education programs that are problematic and where modifications and improvements are necessary.

Roth describes capacity as the ability of a teacher education program to meet the standards. Capacity would include program resources, design, implementation and evaluation factors.

This standards-capacity model, to be most effective must be applied through the teacher education continuum. This continuum, in broad terms, Roth proposes would include pre-service induction and advanced certification. Roth describes the inter-relationship of the components of the model and the continuum of teacher education. "The linkage among standards, assessment and capacity, as well as the sequence across the continuum, creates mutually supportive elements and a total system." (Roth, 1996, p. 270).

Roth, like the Australian Standards Council of the Teaching Profession, proposes that the standards should describe the increasing complexities of teacher development from pre-service through induction and throughout advanced certification during a teaching career. The sequence of assessment should parallel the increasing complex image of the standards at each stage. Similarly the capacity required to prepare teachers for each stage of the continuum should also be sequenced. A pre-service teacher education program should not be identical to a program offered for advanced certification.

Roth's notion of a systemic approach to teacher competency is not unique. In 1992 the Scottish Education Department issued a report outlining "a comprehensive approach which is predicated on the assertion that staff development has to be approached in a systematic way to be successful." Earlier, in 1989, the Scottish Secretary of State in a consultation paper suggested that there should be national guidelines for staff development and appraisal, with appraisal being defined as the assessment of the performance of individual teachers. The guidelines as they were later established were designed to:

Ensure a planned and systematic approach to staff development and appraisal and a degree of consistency across the country. The approach adopted recognizes that there are a number of purposes that can be seen in an individual appraisal system operating within the broader context of staff development. These are:



- motivation and communication, including the opportunity to discuss the aims and objectives of current school policies and practices and to influence future developments
- review, evaluation and development of professional performance, including formal evaluation of all aspects of an individual's contribution to the team. Managers explore how performance in some aspect of the individual's work could be enhanced and what steps could help achieve this.
- identification of personal staff development needs, providing an opportunity to identify personal development needs and to discuss how they can be met
- career review, giving advice and support in relation to career development. It both indicates suitability for future promotion and identifies performance below acceptable standards.  
(National Guidelines for Staff Development and Appraisal as quoted in Centre for Educational Research and Innovation, (1994) *Quality in Teaching*, p. 82)

In somewhat similar fashion, the 1996 Report of the National Commission on Teaching and America's Future uses the metaphor of the three-legged stool to describe a systematic approach to ensuring teacher quality. The three-legged stool is described this way:

The three-legged stool of quality assurance-teacher education program accreditation, initial teacher licensing, and advanced professional certification is becoming more sturdy as a continuum of standards has been developed to guide teacher learning across the career. When these standards have been enacted in policy, teacher preparation and professional development should be focused on a set of shared knowledge, skills and commitments. (Report of the National Commission on Teaching and America's Future: Summary Report, p. 19)

A research study commissioned by the Organization for Economic Co-operation and Development (OECD) identified three sources of quality in teaching. Initiatives to improve teacher quality the report states "spring from individuals, individual schools and external policies enacted by local, regional, or national authorities." The report also identifies the challenge as "how to arrange these initiatives to complement and reinforce one another, not conflict and compete." The authors of the study report go on to suggest the policy implications for addressing each of the sources of teacher quality.

Source 1: the individual teacher quality springs from individual teachers' motivations and capacities.

To the extent that teacher quality rests on individual initiative and skill, the policy implications include:



- rigorous selection procedures which admit only high-quality entrants to the profession
- pre-service teacher education that is short, challenging, and as much as possible practice-based
- a relatively high level of financial remuneration
- career progression that rewards excellence in teaching and keeps good teachers in the classroom
- an array of challenging professional development opportunities that allow individual choice
- a school organization that fosters individual autonomy
- a policy environment that is enabling rather than constraining.

Source 2: The individual school. Teacher quality springs from schools organized with infrastructures that support good teaching and collaboration among teachers. Within the school, conditions have been created specifically to support the teaching and learning process; and more generally at an organizational level to establish frameworks, create roles, allocate responsibilities and generate ways of working that reflect the shared education values of the school.

To the extent that teacher quality rests on school-level factors, the policy implications are:

- pre-service education of new teachers that is to a large extent school-based
- decentralization of management and budget to the school level
- an education of control over school governance by the local (district) level
- specificity in policy directives yet with high levels of support and the opportunity to adapt and experiment
- a responsive system of external support surrounding the school that includes both inspection and advice
- creation of networks of like-minded schools to exchange information and support
- opportunities for schools to have a say in curriculum decision-making and to adapt mandated curricula to the local situation
- the encouragement of self evaluation and planning at the school level
- flexibility in provision of INSET (in-service teacher education) and staff development.

Source 3: The external policy environment. Teacher quality is the result of coherent and well-tested policies relating pre-service and in-service teacher education, curriculum, student assessment and teacher appraisal. Educational excellence depends on faithful implementation of these policies, not on independent initiatives of individual teachers or schools:

- a clear public mandate for executive action
- consultative procedures in formation of policy



- a broad and coherent range of complementary policy options
- a central inspectorate to monitor the progress of individual schools
- a central system of teacher evaluation
- teacher education that complements the direction of the reforms
- central support to assist in implementation
- an information system and vocabulary to generate public debate on education.

(Centre for Educational Research and Innovation, *Quality in Teaching* (1994) pp. 113-117)

In order to be effective, these models depend on the systemic synergy that results when institutions and organizations offering teacher education programs, licensing and regulatory bodies, employers, members of the teaching profession and the public have a common understanding of what defines the teaching profession.





## **Section C**

### **Demonstrating Competency in the Teaching Profession: The Ontario Context**

**Ontario College  
of Teachers**

**Ordre des  
enseignantes et  
des enseignants  
de l'Ontario**



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## The Ontario Context

Ontario has the potential to construct an integrated system to ensure competency in the teaching profession. At present, however, the various components of the Ontario system designed to ensure competence remain unconnected and disparate. As a result, even with the best intentions and efforts on the part of all stakeholders, systemic dysfunction results. In such a system, the whole is actually less than the sum of its parts.

What are the parts related to the concept of ensuring competency in the Ontario education system? One component will be the image held by the profession and the public about what it means to me to be a competent teacher. Individuals, organizations, institutions and employers have generated lists of expectations expressed through mission statements, employment performance review policies and a wealth of published articles.

A second component has been the provisions in the *Education Act* and Regulation 298 made under that Act that place responsibility for performance appraisal in publicly funded systems with the employer. Each employer has the obligation to develop a performance appraisal system that, while operating within legislation, is unique to that particular employment situation. There are no standards or set of common expectations underlying the performance review system.

Most recently, the Ontario College of Teachers provided for a third component. The objects of the *Ontario College of Teacher Act* outline the power of the College to:

- regulate the profession of teaching and to govern its members
- develop, establish and maintain qualifications for membership in the College
- accredit professional teacher education programs offered by post-secondary institutions
- accredit ongoing education programs for teachers offered by post-secondary institutions and other bodies
- issue, renew, amend, suspend, cancel, revoke and reinstate certificates of qualification and registration
- provide for the ongoing education of members of the College
- establish and enforce profession standards and ethical standards applicable to members of the College
- receive and investigate complaints against members of the College and to deal with discipline and fitness to practice issues
- develop, provide and accredit programs leading to certificates of qualification required for membership, including but not limited to certificates of qualification as a supervisory officer, and to issue, renew, amend, suspend, cancel, revoke and reinstate such additional certificates
- communicate with the public on behalf of the members of the College



- perform such additional functions as are prescribed by the regulations.  
(*Ontario College of Teachers Act*, Section 3)

For three years the College has worked toward setting the policies and procedures in place to accomplish the mandate outlined in legislation. The Council of the College approved the *Standards of Practice for the Teaching Profession* in November 1999. This approval followed a process of research and consultation that involved thousands of members of the College and the public. The Council has approved, in principle, the *Ethical Standards for the Teaching Profession*. A validation period for this document will extend through to May 2000. The *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*, along with the regulatory requirements for teacher education programs, now provide the foundation for the accreditation of pre-service teacher education and ongoing education programs in the province of Ontario. For the first time in the history of Ontario teacher education, there exists a common foundation for the design, implementation and review of teacher education programs.

The Ontario College of Teachers has begun the process of defining the teaching profession. All accredited teacher education programs in Ontario, from pre-service teacher education to supervisory official certification, will now contribute to supporting this image of the profession. The College has provided, in Roth's terms, the standard that will "represent the vision and provide a conception of teacher and teaching." The College, through the standards of practice and ethical standards, has articulated the first component necessary for the construction of an integrated approach to ensuring competency in the teaching profession. The profession and the public, through the consultation process, have generated an image of what constitutes a competent teacher in Ontario.

As outlined in Section B of this paper, the Council of Chief State School Officers in the United States reported that policies were being put in place to require new teachers to hold a degree with an undergraduate or graduate major in their chosen field. In fact, this has been the reality in Ontario for over 20 years. Teacher candidates must hold an undergraduate degree or equivalent and successfully complete at least one year of teacher training at an Ontario faculty of education.

All pre-service and in-service programs leading to licensure or professional certification in the province of Ontario must demonstrate that they support the standards of practice and ethical standards. The Ontario College of Teachers, as it works toward meeting its mandate to ensure the public that pre-service programs at faculties of education adequately prepare beginning teachers for Ontario classrooms, requires these programs to be accountable. They must support the standards of practice and the ethical standards in order to be accredited by the College.

By the fall of the year 2000, the Council of the Ontario College of Teachers will have received the panel reports for the initial accreditation reviews for all pre-service teacher education programs in Ontario. With an accreditation regulation in place, the College



will then begin its accreditation review cycle for all faculty programs.

Accreditation is a status granted to an educational program that has been found to meet or exceed the criteria developed for the profession by the profession. Accreditation of pre-service teacher education programs by the College will:

- ensure that programs are reflecting changes in knowledge and practice
- assure that the indicators established in support of the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession* are demonstrated in the programs
- assist in the continuous improvement of the programs
- provide a means for the participation of practitioners in setting the requirements to enter the profession
- provide public accountability of the programs.

Accreditation is an ongoing, cyclical process designed to facilitate the continuous improvement of pre-service teacher education programs. Any program, however excellent, is capable of improvement which must come from the program's own clear identification and understanding of its strengths and weaknesses. Accordingly, the College pre-service teacher education accreditation process consists of these parts:

- the preparation by the faculty of education of an internal appraisal
- the collection of documentation to support the standards of practice and ethical standards
- an on-site visit by the Accreditation Panel.

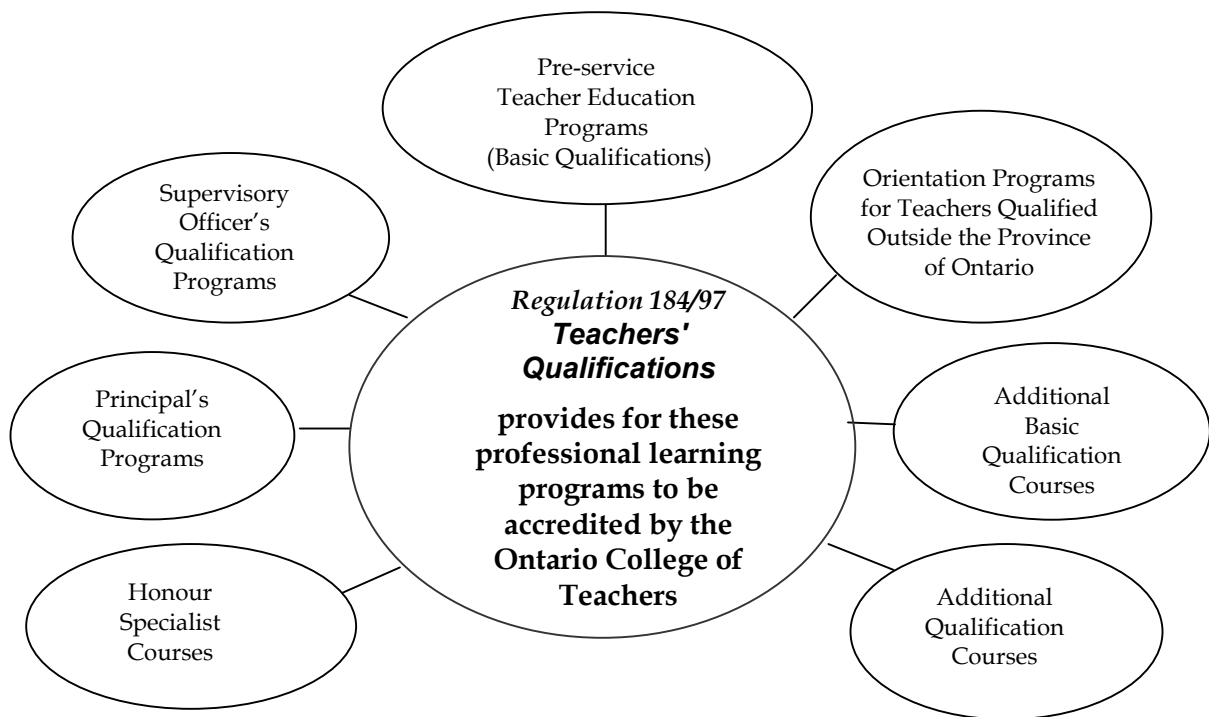
All professional certification programs referenced in Regulation 184/97 of the *Ontario College of Teachers Act* will, in future, also be accredited on the basis of the support they provide for the standards of practice and ethical standards. The College shall also hold the providers of these programs accountable for the content and quality of these programs. Currently, the in-service teacher education programs are reviewed to ensure that they meet the basic requirements outlined in Regulation 184/97. A handbook outlining the policies and procedures for the accreditation of in-service teacher education programs listed in Regulation 184/97 is currently in development. This handbook will indicate that providers must ensure that in-service teacher education programs meet the regulatory requirements listed in Regulation 184/97 and support the standards of practice and ethical standards.

Members of the Ontario College of Teachers acquire the knowledge, skills and values that are part of these standards of practice and ethical standards through ongoing professional learning. The College has a mandate, in legislation, to identify and accredit professional learning programs that support the standards of practice and ethical standards. These programs constitute the core of a professional learning framework.

The College is currently seeking feedback from the profession and the public on this framework through a document titled *Consultation: The Professional Learning Framework*. The framework begins with the accredited professional learning offered through pre-service teacher education programs in Ontario. Options for ongoing accredited



professional learning continue throughout the careers of all members on the Ontario College of Teachers. Both the pre-service teacher education programs and the accredited programs for in-service are made available only through organizations and institutions that have met criteria established by the College. Regulation 184/97 under the *Ontario College of Teachers Act* identifies those programs now formally recognized by the Ontario College of Teachers. The Orientation Programs referenced in the graphic that follows are not currently operational. All other programs are underway.



***Regulation 184/97 Certification Programs***

Confirmed once again in the August 1999 *Professional Learning: A Survey by the Ontario College of Teachers*, members of the College continue to engage in professional learning. The survey found that 92 per cent of the respondents confirmed their participation in at least one formal professional learning program during the previous two years. The College survey, conducted by the Institute for Social Research at York University, reported findings similar to those reported by the Canadian Teachers' Federation/Network for New Approaches to Lifelong Learning in the spring of 1999. In its cross-Canada survey, the CTF/NALL survey results confirmed that the teachers continue to be active learners.

Members of the College of Teachers engage in professional learning in order to improve their practice through their careers. They do this in a variety of ways. Some teaching assignments require specific academic credits. Some roles, such as the principalship, require professional certification courses. Teaching in a new division (primary, junior,



intermediate, senior) may require an Additional Basic Qualification course. Placement in a special education assignment will require a course leading to an Additional Qualification in Special Education.

Members of the College of Teachers also engage in professional learning through their daily practice. Teachers learn every day in the classroom, in school and in whatever work environment in which they work. Learning is part of the teaching.

The College has the authority to develop ways to formally recognize forms of professional learning beyond those listed in *Regulation 184/97* made under the *Ontario College of Teachers Act*. These opportunities might include activities such as:

- enrolment in programs or courses offered through universities, colleges or other institutions that do not necessarily lead to an academic degree
- participation in subject specific professional organizations or councils
- involvement with local school council or community/school committees
- serving as an associate teacher
- mentoring teachers new to the profession
- developing and implementing new curriculum resources
- conducting action research on some aspect of their practice
- visiting other educational settings
- engaging in professional reading
- maintaining a professional portfolio
- contributing to a professional journal
- using technology for accessing information or structured distance education programs.

Professional learning is at the heart of teacher professionalism. The content of the professional learning may vary. The rationale and resources for professional learning may vary. The way in which members of the College engage in professional learning may vary. The constant will be that these programs included in the professional learning framework directly support the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*. Through the professional learning framework, the Ontario College of Teachers meets its legislated mandate to “provide for the ongoing education of members of the College.”

As indicated earlier, members of the profession and the public have been invited to provide feedback to a document, *Consultation: Professional Learning Framework for the Teaching Profession*. The development and consultation processes have involved hundreds of members of the College and the public in structured focus groups, writing teams and presentations. A feedback response form was included in the document. This document was mailed to all education stakeholder groups and other interested individuals and groups directly involved in the development process. The text of the consultation document is also posted on the College web site. Data gathered through this consultation process will inform decisions relating to the revision of the professional learning framework. Once endorsed in principle by Council, a validation period will follow.



Once established, the professional learning framework will provide Ontario's first coherent structure for professional licensure and certification. The impact of this coherent structure, over time, will be profound.

The College is proceeding to meet its mandate to ensure teacher competency through other means such as the provision for a language proficiency test. In May 1999, Council adopted a policy requiring applicants trained in a language other than English or French to provide proof of proficiency in either language by submitting results of a language proficiency test with their application to the College. In July and August 1999, at the request of Council, the College set up Test Score Review Panels comprised of College members, education stakeholders and experts in the field of language-proficiency testing. These panels made recommendations to the Registrar of the College on passing scores on four language proficiency tests. The Registrar has accepted their recommendations and the passing scores have been included in the text of the policy. Implementation of the policy has been delayed pending the provincial government response to the enabling regulation proposed by Council in May 1999.

The College is also investigating the establishment of an Orientation Program requirement for all teachers who obtain their certification outside the province of Ontario and who seek membership in the Ontario College of Teachers. Provision for an Orientation program does currently exist in Regulation 184/97 but no program has been available or required in recent years. The College is currently considering a variety of options related to the design, development and implementation of an Orientation Program. The purpose of this program would be to ensure that teachers qualified in jurisdictions outside the province of Ontario are knowledgeable about, and supportive of, the curriculum policy, legislative requirements and cultural values specific to the Ontario context.

The College, by defining the teaching profession through the standards of practice, ethical standards and other provisions that set standards for the profession, such as the language proficiency test, sets high expectations for public accountability. It has the potential to build capacity in the profession through the provision of pre-service and ongoing teacher education programs based on these standards. It has the capacity to ensure, through the review, assessment and accreditation process, that these programs are of high quality and that they prepare Ontario educators for today's classrooms, schools and systems.

Ensuring competency in the teaching profession is not the task of the Ontario College of Teachers alone. Other education stakeholders have defined roles. The government has responsibility for Regulation 298 made under the *Education Act*. Section 11 of the regulation outlines the responsibility of principals with regard to conducting performance appraisals of teaching staff. This section establishes no basic requirements for such appraisals. Section 19 of the regulation outlines the qualifications of teachers required to teach in specific subject areas, educational settings, and programs. This section of the regulation also permits the assignment of a member of the College "...with due regard for the safety and welfare of the pupils and the provision of the best



program, ... by mutual agreement of the teacher and the principal and with the approval of the appropriate supervisory officer..." to be assigned to teach in a subject area or program for which he/she does not have the proper qualification as indicated on the Certification of Qualification (subsections 4 and 5). The appropriateness of performance reviews conducted in such instances could be open to question. For the most part, such appraisals or practice reviews are carried out at the school level. Employers may work with teacher federations and principal and supervisory officer organizations to review local policies and procedures to ensure that they are designed to build capacity in the teaching profession.

This integrated approach to ensuring competency in the teaching profession has the potential to lead to a whole that is greater than any of its parts. The Ontario College of Teachers is putting the pieces together for the kind of systemic reform envisioned by others before it in Ontario, the United States and Australia. The process for this systemic reform is based on research and consultation. Any effort to construct an integrated approach to ensuring competency in the teaching profession, for best results, must find its way into the mandate already set in motion by the College.

The College will make a significant contribution to building this integrated approach to ensuring competency in the teaching profession. Other organizations and institutions must make their contribution. The College recognizes the important contribution in developing professional competency already made by district school boards, teacher federations, faculties of education and the Ministry of Education. Systemic reform requires the willing cooperation of the major stakeholders – the College of Teachers, the Ministry of Education, the faculties of education, district school boards, teacher federations, the public and all members of the profession. An integrated approach to ensuring competency in the teaching profession is in the best interest of the profession. It is in the best interest of the public. Most importantly, it is in the best interest of the students in Ontario classrooms.





## **Section D**

### **The Range of Options Emerging from the Research**

**Ontario College  
of Teachers**

**Ordre des  
enseignantes et  
des enseignants  
de l'Ontario**



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The Minister of Education writes in her letter dated November 10, 1999 to the Chair of the Ontario College of Teachers: "In a rapidly changing world, we have an obligation to ensure that students receive the highest quality education and that teachers maintain their certification by having current skills and knowledge." The delivery of quality education is dependent on quality teachers. The College has a mandate to ensure that the programs that lead to licensure and the maintenance of ongoing professional certification are of the highest quality. As has been demonstrated, the College is not only ready and willing but also able to carry out this mandate. However, as the research summarized in this paper confirms, the regular assessment of teachers' skills and knowledge requires an integrated approach if there is to be success.

The Minister of Education, in her address to the College Council on November 18, 1999 recognized that the challenge to provide high quality education requires a collaborative effort.

...And it's certainly one of the reasons I am here today because the Ontario College of Teachers is a key partner in a collaborative effort to provide the best quality education system we can for our children. I need your advice, I need your support, I need your skills, I need your expertise ... if we are going to jointly equip Ontario's youth with the learning tools and the knowledge that they're going to need to succeed in a very rapidly changing world. (Minister Ecker, Address to Council, November 18, 1999)

Indeed, the College is a partner in this collaboration and any integrated approach will require all education partners also to assume lead roles in their respective areas of jurisdiction.

In her address to Council, the Minister also reminded members that past education approaches have cried out for "fresh ideas and new directions." For its part, in fact, the College is establishing new directions and generating fresh ideas as it establishes policies and procedures within its mandate to ensure quality teacher education programs and licensing practices. Through this paper, the College encourages other education partners, including the government, within their respective mandates, to do the same.

In order to provide to the Minister advice that reflects "fresh ideas and new directions," the College of Teachers presented the options that follow as the basis for consultation with members of the College, with the public and with education stakeholders. What is presented is a range of some possible options to generate thought and discussion. These options emerge from the extensive research review undertaken by the College with regard to professional competency. This research has been summarized in earlier sections of this paper.

The options are organized as outlined in the letter from the Minister dated November 10, 1999:



I am seeking the advice of the College on how to implement a teacher-testing program that is cost-effective and within the following parameters:

- regular assessment of the teachers' knowledge and skills
- methodologies which include both written and other assessment techniques
- a link to recertification
- remediation for those who fail assessments, and
- de-certification as a consequence if remediation is unsuccessful.

Recognizing the Minister's request for cost-effectiveness, the College will incorporate cost implications as it formulates its advice to the Minister. In this regard, the APPLE principle developed by the National Council of State Boards of Nursing and utilized by the College of Nurses of Ontario was a good guide as the options were developed.

A = Administratively feasible

P = Publicly credible

P = Professionally acceptable

L = Legally defensible

E = Economically feasible



## A. Minister's Parameter: Regular assessment of teachers' knowledge and skills

### Option A1

The Ontario College of Teachers will continue to refine the policies and processes for the accreditation of pre-service and in-service teacher education programs to ensure that such programs meet both the regulatory requirements outlined in the *Ontario College of Teachers Act* and the standards of practice and ethical standards approved by the Council of the College.

#### Background

Expectations regarding measures to assess and evaluate teacher candidates and members of the College of Teachers in both pre-service and in-service teacher education programs offered under the authority of Regulation 184/97 made under the *Ontario College of Teachers Act* will be a requirement of the revised guidelines for all teacher education courses. These revisions are underway. Evidence of assessment and evaluation policies and practices must be provided to the Accreditation Committee and College staff as part of the accreditation process.

The College must be assured that those who are engaging in these programs are being granted certification that is based on evaluation criteria that reflect the demands of students, school boards and the teaching profession. Assessment instruments for candidates enrolled in these licensing and certification programs may involve tools such as written tests and assignments.

Under the regulatory powers of the College, teacher education providers that do not provide evidence of effective policies and practices in regard to candidate assessment risk the loss of accredited status. Teacher candidates and members of the College who do not fulfill the requirements to successfully complete teacher education pre-service or in-service programs are not granted appropriate professional certification.

### Option A2

The Minister of Education be requested to review and revise those aspects of Regulation 298 made under the *Education Act* that relate to the performance appraisal of members of the Ontario College of Teachers such that the components of performance appraisal be set by the government.

#### Background

Performance appraisal and professional certification are both linked to professional competency. The basis upon which the profession is licensed and



certified must have some relationship to the ongoing performance appraisal process. In assuming an integrated approach to the issue of competency in the profession, both areas must be addressed. To all intents and purposes, the performance appraisal is, in fact, a practice review. The components for performance appraisal, set by the government, would be implemented consistently by employers across the province. A provincial policy directive of what is to be included in the performance appraisal or practice review of all members of the College would be required. Local employers of members of the College, working in concert with principal and supervisory officer organizations and teacher federations, can adapt provincial components to the local employment setting but the provincial expectations must be respected.

### Option A3

The Minister of Education be requested to review and revise, where appropriate, those aspects of Regulation 298 made under the *Education Act* that relate to the assignment of teachers to programs/subjects for which they do not hold additional qualifications as outlined in Regulation 184 made under the *Ontario College of Teachers Act*.

### Background

Regulation 298 assumes that quality assurance is provided through the duty of principals to conduct regular performance appraisals of teaching staff. While the underlying assumption of the Regulation is that teachers, under Section 19(1), are assigned or appointed according to the qualifications recorded on their certificates, Sections 19(4) and 19(5) allow teachers to be assigned outside of their qualifications. The section permits assignment "... with due regard for the safety and welfare of the pupils and the provision of the best program, ... by mutual agreement of the teacher and the principal and with approval of the appropriate supervisory officer..." For example, a secondary teacher may be assigned to the primary division, a primary teacher to secondary physical education, a secondary English teacher to any one of the general studies subjects listed in Schedule A of Regulation 184/97 under the *College of Teachers Act/96*. If guarantees of teaching quality are to be given to the Ontario public, teacher assignments should be consistent with the registered qualifications of the teachers. The performance appraisal system should demonstrate both rigour and fairness; teachers should be assessed within their area of qualification.



## **B. Minister's Parameter: Methodologies which include both written and other assessment techniques**

### **Option B1**

In addition to possession of an undergraduate university degree or other qualifications appropriate to the division/subject area of concentration, applicants to a teacher education program at an Ontario faculty of education be required to complete successfully a written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to the program.

#### **Background**

Currently, the two French-language faculties of education in Ontario do test for fluency in the language of instruction, i.e., French. The English-language faculties have no standard process. No faculties test for numeracy skills as a pre-requisite for admission. While there is research on the issue, there is little research evidence of a correlation between scores on tests for basic knowledge and skills and teacher competency. A written assessment at entry to a teacher education program may provide some assurance that prospective teachers possess at least minimum standards with respect to literacy and numeracy. Success on the assessment would be a pre-requisite for entry to the teacher education program and administration of the test could be a condition of accreditation of the faculty of education program by the College of Teachers. A standardized test, norm-referenced for the Ontario population and designed to be administered in a variety of locations by Ontario faculties of education or their agent(s), could serve this purpose.

### **Option B2**

Teacher candidates enrolled in a teacher education program in Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.

#### **Background**

While there is research on the issue, there is little research evidence of a correlation between successful completion of a customized assessment of this nature and teacher competency. A written assessment may provide some assurance that the teacher candidate has acquired a minimum standard with respect to a knowledge of Ontario curriculum, pedagogy and appropriate education legislation and policy. The assessment, administered either upon exit from the faculty of education or at the time of entry to registration, should demonstrate the ability of the prospective teacher to enter the teaching



profession with the knowledge and skills articulated in the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*, as approved by the Ontario College of Teachers. Success on the assessment would be a pre-requisite for entry to the teaching profession in Ontario and membership in the College. Appropriate standardized tests, norm-referenced for the Ontario population and designed to be administered in a variety of locations by Ontario faculties of education or their agent(s), could serve this purpose.

### **Option B3**

Applicants for membership in the Ontario College of Teachers who completed their teacher education program outside Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.

### **Background**

While there is research on this matter, there is little research evidence of a correlation between successful completion of a customized assessment of this nature and teacher competency. A written assessment may provide some assurance that the applicant has acquired a minimum standard with respect to a knowledge of Ontario curriculum, pedagogy and appropriate education legislation and policy. The assessment, administered at the time of entry to registration, should demonstrate the ability of the applicant to enter the teaching profession in Ontario with the knowledge and skills articulated in the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*, as approved by the Ontario College of Teachers. Success on the assessment would be a pre-requisite for entry to the teaching profession in Ontario and membership in the College. Appropriate standardized tests, norm-referenced for the Ontario population and designed to be administered in a variety of locations by Ontario faculties of education or their agent(s), could serve this purpose.

### **Option B4**

Employers be required to provide a two-year induction program to newly-graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher for inclusion on the Certificate of Qualification.



## Background

The first two years of a teaching career are challenging. An induction program could include a range of options such as an orientation program, mentoring by experienced teachers and principals/vice-principals, reflective journal writing, on-line support through discussion groups consisting of new and experienced teachers, formal in-service sessions offered locally and enrolment in courses outlined in Regulation 184/97 made under the *Ontario College of Teachers Act*. The College would establish the parameters for the induction program. Successful completion of the induction program, as determined by the supervising principal, could be noted on the Certificate of Qualification and this information made available on the public register of the College.

## Option B5

Employers be required to provide a two-year induction program to newly-graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the Ontario College of Teachers be converted to a Certificate of Qualification.

## Background

The first two years of a teaching career are challenging. An induction program could include a full range of options such as an orientation program, mentoring by experienced teachers and principals/vice-principals, reflective journal writing, on-line support through discussion groups consisting of new and experienced teachers, formal in-service sessions offered locally and enrolment in courses outlined in Regulation 184/97 made under the *Ontario College of Teachers Act*. The College would establish the parameters for the induction program. Newly-graduated teachers first would be issued an Interim Certificate of Qualification which would be converted to a Certificate of Qualification upon successful completion of the induction program. This information would be available on the public register of the College.

## Option B6

Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher for inclusion on the Certificate of Qualification.



## Background

For a member of the College who completed his or her teacher education program outside of Ontario, the first two years teaching in Ontario are challenging. An induction program could include a range of options such as an orientation program, mentoring by experienced teachers and principals/vice-principals, reflective journal writing, on-line support through discussion groups consisting of new and experienced teachers, formal in-service sessions offered locally and enrolment in courses outlined in Regulation 184/97 made under the *Ontario College of Teachers Act*. The College would establish the parameters for the induction program. Successful completion of the induction program, as determined by the supervising principal, could be noted on the Certificate of Qualification and this information made available on the public register of the College.

## Option B7

Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the College be converted to a Certificate of Qualification.

## Background

For a member of the College who completed his or her teacher education program outside Ontario, the first two years teaching in Ontario are challenging. An induction program could include a range of options such as an orientation program, mentoring by experienced teachers and principals/vice-principals, reflective journal writing, on-line support through discussion groups consisting of new and experienced teachers, formal in-service sessions offered locally and enrolment in courses outlined in Regulation 184/97 made under the *Ontario College of Teachers Act*. The College would establish the parameters for the induction program. Members of the College who completed their teacher education program outside Ontario first would be issued an Interim Certificate of Qualification which would be converted to a Certificate of Qualification upon successful completion of the induction program and any other certification requirements. This information would be available on the public register.



## Option B8

The requirements for the accreditation of ongoing professional certification courses listed in Regulation 184/97 made under the *Ontario College of Teachers Act* will include a well-defined provision for the assessment of candidates based upon criteria developed and approved by the Ontario College of Teachers.

### Background

Successful completion of additional qualifications programs and courses outlined in Regulation 184/97 provides evidence of enhanced professional capacity. This evidence must be based upon criteria that demonstrate that the program has been designed to enhance the standards of the profession and that the candidate has successfully met these criteria. Assessment instruments for course participants could include examples of written assignments and written tests. The College of Teachers is currently involved in an extensive review designed to enhance the effectiveness of the Regulation 184/97 programs.

## Option B9

All members of the Ontario College of Teachers retain a professional portfolio highlighting their ongoing professional learning and achievements that is reported to the College periodically by employers, perhaps once every three to five years.

### Background

Ongoing professional learning is included in the *Standards of Practice for the Teaching Profession* and is part of what it means to be a teacher. A portfolio record of professional learning and achievements provides evidence of continued growth and commitment to professional competency by both new and experienced members of the College. Organized around both the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*, a standardized electronic format portfolio, with an optional hard-copy component, would be developed by the College of Teachers for use by all members. The *Professional Learning Framework* of the College would determine general expectations of the portfolio and the professional learning recorded in the portfolio would reflect the actual work assignment of the member. In the case of a teacher assigned to a classroom, the portfolio would include professional learning relevant to the specific classroom assignment. Because the portfolio would reflect actual work assignments of members of the College, employers could report periodically, perhaps once every three to five years, on the currency of the portfolio. This report could be noted on the Certificate of Qualification and information would be available to the public through the public register of the College. This may demonstrate the commitment of the member to ongoing professional learning and the maintenance of competency.



## Option B10

All members of the Ontario College of Teachers be required to prepare an annual professional growth plan.

### Background

A professional growth plan would provide a 'road map' for the ongoing professional learning of the College member in any given year. The plan could outline and define the exemplars to be included in a professional portfolio maintained by the member of the College.

## Option B11

All members of the Ontario College of Teachers be required to participate in prescribed ongoing education and to submit evidence of such participation to the College.

### Background

Under Section 40 (24-26) of the *Ontario College of Teachers Act*, the College can direct that all members participate in prescribed education. Presently, prescribed learning is mandated for members of the College of Teachers who wish to acquire additional qualifications as outlined in Regulation 184 made under the *Ontario College of Teachers Act*. This issue is currently included in the *Professional Learning Framework* consultation process. Ongoing professional learning is included in the *Standards of Practice for the Teaching Profession*. Evidence of participation could be forwarded to the College at regular intervals, perhaps every three to five years, and be recorded on the Certificate of Qualification and be available to the public through the College register. The *Professional Learning Framework* developed by the College would determine the general expectations of the prescribed learning which could be supported by a portfolio retained by the member. Prescribed learning would include programs accredited by the College and presented by providers registered with the College. Also included may be other forms of in-practice learning identified by the member of the College and included in the *Professional Learning Framework*. Prescribed learning may provide assurance that members of the College are knowledgeable about aspects such as Ontario curriculum, student assessment, and effective pedagogy.



## C. Minister's Parameter: A link to recertification

### Option C1

Processes be established for the ongoing performance appraisal process outlined in Regulation 298 made under the *Education Act* to include the regular review of the teacher's professional portfolio developed by the Ontario College of Teachers and organized around both the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*.

#### Background

Currently, employers retain the right to establish the specifics of a local performance appraisal process for members of the Ontario College of Teachers. This process should include a range of ways of assessing the ongoing competence and professional learning of members of the College. One of the assessment tools could be a professional portfolio highlighting the professional learning and achievements of College members. Organized around both the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*, the portfolio format would be developed by the College of Teachers for use by all members.

### Option C2

An orientation program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the employer for inclusion on the Certificate of Qualification.

#### Background

The context of the teaching profession is constantly evolving and a member of the College must have current knowledge and skills to be competent. The College of Teachers would develop the parameters for the orientation program. Successful completion of the program be noted on the Certificate of Qualification and this information made available on the public register of the College.

### Option C3

An orientation program be established for members of the Ontario College of Teachers who completed their teacher education program outside of Ontario, and successful completion of the program be reported for inclusion on the Certificate of Qualification.



## **Background**

The context of the teaching profession is constantly evolving and a member of the College must have current knowledge and skills to be competent. The College of Teachers would develop the parameters for the orientation program. Successful completion of the program would be noted on the Certificate of Qualification and this information made available on the public register of the College.

## **D. Minister's Parameter: Remediation for those who fail assessments**

### **Option D1**

The process for written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to a teacher education program in Ontario include a provision for remediation for unsuccessful candidates.

## **Background**

The remediation process could be identified as part of the selection criteria when determining what standardized test or tests would be employed. It must be understood that there would need to be an identified threshold below which candidates would be denied admission to the program.

### **Option D2**

Ontario faculties of education be required to demonstrate during the accreditation process conducted by the Ontario College of Teachers that there are policies and processes in place to support and remediate teacher candidates experiencing difficulty meeting program assessment requirements and to provide for the exit from the program of candidates who continue to experience difficulty.

## **Background**

Policies and processes to support teacher candidates experiencing difficulty could be part of the teacher education program offered through all Ontario faculties of education. Measures to record evidence of this support and remediation may be made available to members of the accreditation panel during the College accreditation process. Also, faculties of education must be prepared to demonstrate the exit procedures from the program of candidates who continue to experience difficulty.



### Option D3

All providers of in-service programs accredited by the Ontario College of Teachers will be required to demonstrate through the accreditation process that policies and processes are in place to support and remediate candidates experiencing difficulty in meeting program assessment requirements.

#### Background

Policies and processes to support candidates experiencing difficulty will be a part of in-service programs offered by all providers. This will be reviewed during the College accreditation process established for ongoing professional learning programs included in the *Professional Learning Framework* of the College.

### Option D4

The Minister of Education be requested to ensure that employers provide support and remediation for members of the Ontario College of Teachers when issues of teacher competency arise as part of the performance appraisal process required by Regulation 298 made under the *Education Act*.

#### Background

Under Section 11 (4) of Regulation 298 made under the *Education Act*, assistance and reasonable time to improve must be included in any performance appraisal process administered by employers for members of the Ontario College of Teachers.

## E. Minister's Parameter: De-certification as a consequence if remediation is unsuccessful

### Option E1

Legislation be introduced to ensure that employers be required to notify the Ontario College of Teachers where there are members whose ongoing performance appraisals, after the provision to the members of appropriate support and remediation, cause the employer to be concerned about the members' possible incompetence, in accordance with Section 30 (3) of the *Ontario College of Teachers Act*, incapacity, in accordance with Section 31 (2), or professional misconduct, in accordance with Regulation 437/97.



## Background

Employers are required to conduct ongoing performance appraisals or practice reviews of members of the Ontario College of Teachers as outlined in Regulation 298 made under the *Education Act*. In cases of difficulty, the employer is required by regulation to provide support to the member in order to facilitate improvement in practice. In those circumstances where support does not lead to improved performance, the employer should be required to notify the College in accordance with Section 47 (3) of the *Ontario College of Teachers Act*. These notifications would then lead to a determination by the Investigation Committee as to whether the matter should be forwarded to the Discipline Committee or the Fitness to Practice Committee, or be dismissed. The Discipline Committee and the Fitness to Practice Committee have the authority under the *Ontario College of Teachers Act* to suspend or revoke a member's certificate to teach, to impose terms, conditions or limitations on a certificate or to require that specified terms are met by the member.





## **Section E**

**Consultation Report:  
*Formulating a Response to  
the Letter of November 10, 1999  
from the Minister of Education  
re a Teacher Testing Program***

**Ontario College  
of Teachers**

**Ordre des  
enseignantes et  
des enseignants  
de l'Ontario**



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## Introduction

As outlined in the timeframe presented to the Minister of Education on November 26, 1999 and included in the Introduction of this paper, the College scheduled a formal consultation process from February 14 through March 3, 2000. The process was outlined at the research briefing session held on December 16, 1999 at the College for the education stakeholders identified by the Minister and the College. At that meeting, in addition to inviting stakeholder groups to submit position papers, the College confirmed that it would make a consultation paper available after February 9, 2000. This commitment to a paper and to a consultation process was confirmed in *Professionally Speaking/Pour parler profession* and on the College web site.

On January 23, 2000 the Ad hoc Committee unanimously recommended to the Executive Committee and the Council that *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* be released. This recommendation was supported unanimously by the Executive Committee on January 28, 2000 and unanimously by the College Council meeting in special session on February 9, 2000. The paper was made available in both French and English.

*A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* was distributed to the identified education stakeholders on February 9-10, 2000 with an invitation to participate in a series of structured consultation sessions at the College, February 28 and 29 and March 1 and 2, 2000.

Staff from the Ministry of Education, including the Assistant Deputy Minister responsible for Strategic Planning and Elementary/Secondary Programs, and from the Minister's office, were briefed on the paper and on the consultation process on February 11, 2000. This followed a similar briefing on the research data held on November 29, 1999.

On February 14, 2000, the paper was forwarded to all Directors of Education and to all members of the Ontario legislature. The paper was posted on the College web site with an invitation to members of the College and the public to provide input. The same day, a letter and a poster inviting response via the web site were forwarded to public and institutional libraries in Ontario, Ontario chambers of commerce, independent schools, subject associations and Ministry of Education regional offices.

## Purpose of the Consultation

The Ontario College of Teachers has demonstrated a commitment to making decisions based on sound research and full and meaningful consultation. The consultation process supporting *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program* continued to model this commitment.



The process ensured that every stakeholder group, members of the College and members of the public had an opportunity to provide input and that the opinion of each was carried forward. Input specific to the options prepared by the College for the five parameters set by the Minister in her letter of November 10, 1999 was obtained from education stakeholder groups, members of the College and the public. The process was designed to encourage new insights, concerns to be articulated, and areas where clarification could be required. In addition, participants in the process were invited to propose additional options.

The consultation process was not designed to bring the educational stakeholder groups and other respondents to consensus on the options or to modify the options using an approval rating system. Rather, the process involved a data-gathering format suitable for multiple sources of data, including consultation sessions, position papers and web site communication. The data-gathering process was consistent for all sources and was designed to lead to ready and valid data collation and analysis.

In collating the data, a consistent format was used to identify where agreement existed on the options and where opinions varied and to identify additional options for consideration. Data was displayed in a format that could be shared readily with the Ad hoc Committee, the Executive Committee, the College Council, the participants in the process and the Minister.

## **Sources of Data**

Three sources of data were considered:

- structured consultation session responses
- position papers from designated education stakeholder groups and responses from organizations other than designated stakeholder groups
- web site, fax and e-mail responses.

The data-gathering template was the same for all sources; the analysis and synthesis processes identical. Separate summaries of each data source are provided.

## **Structured Consultation Sessions**

The structured consultation sessions took place over a period of four days at the College, February 28, 29, March 1 and 2, 2000. Stakeholder groups were invited to send up to two representatives to one session. If two people represented a stakeholder group, they were asked to stay together through the day and provide input as one voice. One day of the consultation series, March 1, was reserved for francophone participants and was conducted in French.

The response by education stakeholder groups to participate was high. Eighty-two per cent of the invited English-language groups and 67 per cent of the French-language



groups chose to attend. Of the groups participating, 62 per cent represented organizations in the education sector and 38 per cent in the public sector.

The following chart lists the participating groups and the days they attended:

| <b>Stakeholder Group</b>  | <b>Regrets</b> | <b>Date Attended</b> |
|---|----------------|----------------------|
| Association canadienne-française de l'Ontario - ACFO                                      |                | March 1              |
| Association des agentes et des agents de supervision franco-ontariens - ASFO              |                | March 1              |
| Association des conseillères et des conseillers des écoles publiques de l'Ontario - ACEPO |                | March 1              |
| Association des directions et des directions adjointes franco-ontariens - ADFO            |                | March 1              |
| Association des enseignantes et des enseignants franco-ontariens - AEFO                   |                | March 1              |
| Association franco-ontarienne des conseils scolaires catholiques - AFOCSC                 |                | March 1              |
| Association interculturelle franco-ontarienne - AIFO                                      |                |                      |
| Board of Trade of Metropolitan Toronto - BTMT   | ✓              |                      |
| Canadian Federation of Independent Business - CFIB  |                |                      |
| Catholic Principals' Council of Ontario CPCO  |                | February 29          |
| Council of Ontario Directors of Education - CODE  |                | March 2              |
| Education Improvement Commission - EIC  | ✓              |                      |
| Education Quality and Accountability Office - EQAO  |                | February 29          |
| Elementary Teachers' Federation of Ontario - ETFO   |                | March 2              |
| Fédération de la jeunesse franco-ontarienne - FESFO                                       |                |                      |
| Independent School Association of Ontario - ISAO  |                | March 2              |
| Institute for Catholic Education - ICE  |                | February 28          |



| <b>Stakeholder Group</b>   | <b>Regrets</b> | <b>Date Attended</b> |
|--|----------------|----------------------|
| Minister's Advisory Council on Special Education - MACSE         |                | February 28          |
| Ontario Association of Deans of Education - OADE                 |                | February 29          |
| Ontario Association of Parents in Catholic Education - OAPCE     |                | March 2              |
| Ontario Association of School Business Officials - OASBO         |                | February 29          |
| Ontario Catholic School Business Officials' Association - OCSBOA |                | March 2              |
| Ontario Catholic School Trustees' Association - OCSTA            |                | February 28          |
| Ontario Catholic Student Council Federation - OCSCF              |                | February 29          |
| Ontario Catholic Supervisory Officers' Association - OCSOA       |                | February 29          |
| Ontario Chamber of Commerce - OCC                                |                | February 28          |
| Ontario Coalition for Education Reform - OCER                    |                | February 28          |
| Ontario Education Alliance - OEA                                 |                | February 28          |
| Ontario English Catholic Teachers' Association - OECTA           |                | February 28          |
| Ontario Federation of Home and School Associations - OFHSA       |                | March 2              |
| Ontario Parent Council - OPC                                     | ✓              |                      |
| Ontario Principals' Council - OPC                                |                | February 28          |
| Ontario Public School Boards' Association - OPSBA                |                | March 2              |
| Ontario Public Supervisory Officials' Association - OPSOA        |                | February 28          |
| Ontario Secondary School Students' Association - OSSSA           |                | March 2              |
| Ontario Secondary School Teachers' Federation - OSSTF            |                | March 2              |
| Ontario Teachers' Federation - OTF                               |                | March 2              |
| Organization for Quality Education - OQE                         |                | February 28          |



| Stakeholder Group                      | Regrets | Date Attended |
|--|---------|---------------|
| Parent Network Ontario - PNO           | ✓       |               |
| Parents partenaires en éducation - PPE | ✓       |               |
| People for Education - PFE             |         | February 29   |
| Teachers for Excellence - TFE          | ✓       |               |

Participants were provided with materials in advance of the sessions, both in hard copy and on disk. They were asked to arrive at the session ready to provide input on the position of their group and were encouraged to bring hard copies and disks with their prepared responses. Participants were asked to sign an acknowledgement form indicating that education stakeholder group responses could be referenced in the College report on the consultation sessions.

To facilitate the accurate recording of stakeholder group positions, a maximum of three stakeholder groups worked together at each 'data input centre'. A program officer or manager from the College Professional Affairs Department entered their data via computer using the same response template provided in the materials sent to the groups prior to the session. The program officer or manager facilitated the collection and input of data ensuring an opportunity with each option to register areas of agreement, areas where opinions varied and other issues, concerns, questions and comments. New options were also added if brought forward. The data entry included a reference to which stakeholder group or groups provided the data. The staff members brought no personal input or opinion to the session.

In the morning session of each day, groups worked through Minister parameters A and B. The stakeholders reconvened as a whole group and reported the input provided at each data input centre for each option. Staff made corrections and inserted clarifications and additions to the data as directed by stakeholders. The afternoon session continued the process for Minister parameters C, D and E and was followed by a full-group meeting similar to the morning.

Many of the participating groups arrived for the consultation with well-prepared response forms. They understood that the purpose of the session was to provide an opportunity for education stakeholder groups to ensure that their positions were recorded at the data input centres. They also appeared to appreciate the opportunity to hear the positions and issues that the other organizations raised. Each session was chaired by one of the stakeholder group representatives. The responsibility of the chair was to ensure that all groups had an opportunity to provide input and to ensure that all options were addressed during the allocated time. The chair also provided a summary of the input for all participants during the two data synthesis periods. The participants at each data input centre assumed responsibility for ensuring that data entered by the College staff member was accurate and complete.



The work throughout the sessions during all four days can be best described as intense. All participants seemed to view the sessions as important. They put their views forward in concise and clearly articulated ways. They listened with respect to the views of others. They asked questions for clarification but understood that the purpose of this day was not to debate.

One outcome of each day that was not anticipated was that several groups chose to refine their response after listening to the points brought forward at the data input centre. Provision was made for these groups to forward their revised responses to the College later the same week.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Stakeholder Groups**

The following organizations chose to submit position papers. Those organizations included in the College list of identified education stakeholders groups are highlighted with an asterisk (\*).

Assessment Training Consortium - ATC  
Catholic Community Position - CCP  
Catholic Principals' Council of Ontario - CPCO \*  
Education Network of Ontario/Réseau éducatif de l'Ontario - ENO/REO  
Elementary Teachers' Federation of Ontario - ETFO \*  
Hamilton Secondary Unit, Ontario English Catholic Teachers' Association - HOECTA  
Learning Disabilities Association of Ontario - LDAO  
Ontario Association of Deans of Education - OADE \*  
Ontario Association of Parents in Catholic Education - OAPCE \*  
Ontario Chamber of Commerce - OCC \*  
Ontario Federation of Home and School Associations - OFHSA \*  
Ontario Secondary School Students' Association - OSSSA \*  
Ontario Secondary School Teachers' Federation - OSSTF \*  
Ottawa-Carleton Catholic School Board - OCCSB  
Parent Network Ontario - PNO \*  
Parents partenaires en éducation - PPE \*  
Supervisory Officers - Peel District School Board - SOPDSB  
Taxpayers Coalition Halton Inc. - TCH  
Thames Valley District School Board - TVDSB  
University of Western Ontario: Graduate Education Course

The position papers and responses were prepared for submission to the College in a variety of formats and highlighted a range of issues related to teacher testing. College staff used the 22 options outlined in the Consultation Paper as a coding mechanism as they reviewed each paper or response. Statements relating to each option were highlighted and were entered in the standard response chart format. In those instances



where positions put forward could not be assigned to an option, provision was made to include these positions in the 'Other' section of the appropriate parameter.

The response chart entries for all groups were examined for each of the 22 options. Staff members identified recurring regularities in the data noting both convergence and divergence of opinion. Notation was also made of the frequency of items as well as the degree of agreement or support for an option. Notations were made for issues of concern that may have been unique to a particular organization.

## **Web Site, Fax and E-Mail Responses and Hand-Delivered Responses**

The document, *A Consultation Paper: Formulating a Response to the Letter of November 10, 1999 from the Minister of Education re a Teacher Testing Program*, was posted on the College web site on February 14, 2000 in both English and French. A response form on the web site allowed members of the College and the public to provide input on each option until the end of the day on March 3, 2000. All respondents were asked to identify themselves by name and to indicate if they were a member of the College or the public. Respondents were notified on the web site that anonymous responses would not be accepted. Not all respondents provided input to all 22 options. In most cases, it appears that respondents were selective with regard to which options they wished to provide input. Many electronic responses included comments on only three or four of the options.

Fifty-eight people responded to the invitation posted on the College web site to provide input on the 22 options. The distribution of these responses was as follows:

- fifty of the respondents identified themselves as members of the College
- six respondents indicated that they were members of the public
- two anonymous submissions were also received.

Although the web site posting was available in both English and French, all responses were in English.

In addition to the postings in response to the College web site, the College also received input from individuals by e-mail, fax, or in a hand-delivered written format. The distribution of these responses was as follows:

- fifty e-mail responses (46 members of the College and four members of the public)
- thirty-two individuals responding by fax (all members of the College)
- two responses hand-delivered (one member of the College and one member of the public).

Two of the responses listed in these categories were received in French.

Three responses were received with the names of individuals but no data entries were included with the response. Another 19 responses were received after the deadline date



of March 3, 2000. Although the content of these responses was reviewed, this feedback was not included in the data analysis process.

In summary, 142 members of the College and members of the public chose to provide input on the options within the designated timelines.

A similar data analysis process was used to identify areas of agreement, areas where opinions vary and issues and concerns related to each option.

## **Data Analysis**

The three sources of data were collected and analyzed by senior staff members assigned to the Professional Affairs Department of the College. The process for data collection in all three instances provided for simultaneous data collection and data analysis. The multiple sources of data provided an opportunity to identify trends, emerging insights, and issues of concern. The multiple sources also provided the opportunity to triangulate evidence and to bring definition to early perceptions and ultimately led to reasonable conclusions and generalizations based on a preponderance of the data.

Summary comments for each source of data were prepared to provide an indication of the level of agreement with the proposed option and to identify those areas where opinions varied. Issues and concerns were noted. Selected statements that were representative of these general issues or concerns were highlighted. Individual responses that brought a unique perspective to the discussion were also noted.

### **A. Minister's Parameter: Regular assessment of teachers' knowledge and skills**

#### **Option A1**

The Ontario College of Teachers will continue to refine the policies and processes for the accreditation of pre-service and in-service teacher education programs to ensure that such programs meet both the regulatory requirements outlined in the *Ontario College of Teachers Act* and the standards of practice and ethical standards approved by the Council of the College.

## **Consultation Session Responses**

Nineteen education stakeholder groups indicated clear support for this option. Eleven other groups expressed qualified support. Issues of concern for the 11 groups centred on governance. Examples of these concerns included:

- The Ontario Association of Deans of Education highlighted “consultation with OADE is crucial to this process” and stressed the importance of preserving university autonomy.
- The Ontario Public Supervisory Officials' Association stated that local boards should not require approval by the Ontario College of Teachers for district board in-service.



- The Institute for Catholic Education, the Ontario Catholic Supervisory Officers' Association and the Ontario Catholic School Business Officials' Association raised issues related to Catholic aspects of teacher education in the accreditation of pre-service and in-service programs.

Three groups indicated that they had no position on this option.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Eight submissions supported continuation of the College accreditation of teacher education programs. The Learning Disabilities Association of Ontario suggested that the ministry, together with the College and faculties, review and revise the pre-service training of teachers.

Parents partenaires en éducation noted: “Il est essentiel d'inclure des normes différentes pour l'enseignement en milieu minoritaire, ainsi que pour l'enseignement dans les écoles des systèmes catholique.” (It is essential to include different standards for teachers working in the minority context and teachers in the catholic school system.)

There was no evidence in the papers of opposition to this option.

### **Web Site, Fax and E-Mail Responses**

Most respondents commented on this option. All supported the College accreditation of pre-service and in-service programs. A small number stressed teacher input in this process and to the standards. A few mentioned the need for high standards for teacher education programs and courses.

This was the first item in the response form. Several comments submitted in this section did not relate to the accreditation issue. These comments are included in the analysis of the more appropriate option.

### **Data Summary**

Option A1 had clear support across the three sources of data. Issues relating to governance and implementation were raised by respondents.

#### **Option A2**

The Minister of Education be requested to review and revise those aspects of Regulation 298 made under the *Education Act* that relate to the performance appraisal of members of the Ontario College of Teachers such that the components of performance appraisal be set by the government.



## Consultation Session Responses

Twelve of the participating stakeholder groups expressed support for this option. Qualified support was added by an additional 16 organizations. The 16 organizations believed that some additional assurance was required:

- to ensure that all stakeholder groups would be involved in the development of a performance appraisal process
- to avoid a government-determined performance appraisal process that reflected a political agenda
- to guarantee that employers would retain prime responsibility for performance appraisal.

Seven groups disagreed with Option A2 and expressed concerns about governance issues. Others strongly believed that employers must retain total responsibility with no input from government on the process.

Throughout the four consultation days, most groups discussed what was termed by the Elementary Teachers' Federation of Ontario a Supervision for Growth model. Several groups felt that a model could be developed for province-wide use in a collaborative fashion using exemplars of successful practice. The Ontario English Catholic Teachers' Association introduced the notion of a template that might be developed that would reflect expectations for the performance appraisal process in publicly funded systems. The Ontario Public School Supervisory Officials' Association suggested that the ministry should be "in dialogue and consultation with the education community (faculties of education, the Ontario College of Teachers, boards of education, federations) ...consistent criteria must be developed which appraise key elements of teaching."

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

All submissions addressed the issue of teacher evaluation. Support for a provincial model was expressed in many different ways. There was no opposition to a provincial model that would include a variety of components. All but one group supported a lead role for the government in establishing the components of the performance appraisal model in collaboration with education stakeholders. The Ontario Association of Parents in Catholic Education suggested that it is the role of the College to establish both the minimum standard and the methods used to establish that standard. Most groups suggested various components of a performance appraisal process. Four submissions recommended board policies based on provincial guidelines.

The Ontario Secondary School Students' Association submitted a model for student appraisal of teachers but stressed that this process was for the voluntary use of the individual teacher only.

The Learning Disabilities Association of Ontario suggested that, should the ministry introduce teacher testing, the test results should be used as one small part of



determining the continued employment of a teacher. The Ontario Chamber of Commerce suggested that testing should be one small element in an overall education quality strategy. The Assessment Training Consortium endorsed teacher competency tests as one of six methods to be used.

### **Web Site, Fax and E-Mail Responses**

A majority of responses supported this option. Three were clearly opposed. Almost all respondents encouraged a process for revision that would involve all education stakeholders. A multi-faceted approach to performance appraisal that would include rapport with students, classroom management, ongoing professional development, communication with parents and overall effectiveness was advised. Three responses proposed that it should be the College rather than the government that have the lead in this process. One respondent to the web site suggested that the evaluation of teachers include private school teachers with a view to their being compulsory members of the College.

A number of comments pointed to the limitations of tests in assessing teacher competence and to the cost of such an approach. Others were very cynical about the intentions of the government in the issue of teacher competence.

### **Data Summary**

Substantial support for a provincial model of performance approval was identified in all three data sources of Option A2. Respondents wanted assurance that all stakeholder groups would be involved in the process and that employers would retain responsibility for performance appraisal.

#### **Option A3**

The Minister of Education be requested to review and revise, where appropriate, those aspects of Regulation 298 made under the *Education Act* that relate to the assignment of teachers to programs/subjects for which they do not hold additional qualifications as outlined in Regulation 184 made under the *Ontario College of Teachers Act*.

### **Consultation Session Responses**

Reaction to Option A3 was affected by the realities of the current teacher shortage in many subject areas. Many organizations emphasized the need for flexibility at the school board level. Seven groups indicated that they were in full agreement with the option. Twenty indicated qualified support if the flexibility to assign teachers to areas for which they do not hold additional qualifications remained. Five groups registered their disagreement with the option.

L'Association des enseignantes et des enseignants franco-ontariens and l'Association des conseillères et des conseillers des écoles publiques de l'Ontario stressed that "Les enseignantes et les enseignants devraient être évaluées en fonction de leurs qualification." (Teachers should only be evaluated in their area(s) of qualification.) Concern was



expressed consistently through the four days about the impact of the teacher shortage on hiring practices. The Independent School Association of Ontario stated that the lack of flexibility in assigning teachers could be particularly problematic for smaller employers.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Very divergent opinions were expressed with regard to the assignment of qualified teachers. Three groups suggested a review of the Regulation. Most groups that addressed this issue spoke to the need for flexibility, especially in light of smaller schools and teacher shortages.

The Ontario Federation of Home and School Associations noted a “disturbing trend” in secondary schools where teachers are being required to teach subjects outside their specialty. The Learning Disabilities Association of Ontario suggested that the ministry hold boards accountable for compliance with the Regulation.

### **Web Site, Fax and E-Mail Responses**

Many respondents supported the review of the Regulation but stressed the need for flexibility. Some pointed out that some teachers have developed a qualification to teach through self-study or personal interest. While a small number indicated that teachers should have the appropriate recognized qualification, only one suggested that teachers should be specifically certified in all areas in which they are teaching. Remote areas, small schools, teacher shortages and new curriculum were all cited as factors requiring flexibility in teacher assignments.

### **Data Summary**

While supported in principle, Option A3 drew expressions of concern from within the three data sources. The need for flexibility in assigning teachers was a consistent theme.

|   |
|---|
| <b>Other Option(s) – Expansion of Additional Qualification Programs</b> |
|---|

One respondent proposed an expansion of Additional Qualification courses or programs to permit teachers to qualify for a greater variety of teaching assignments. These could be evening, weekend and/or summer programs so that teachers could obtain qualification in alternative subject areas relatively quickly.



## **B. Minister's Parameter: Methodologies which include both written and other assessment**

### **Option B1**

In addition to possession of an undergraduate university degree or other qualifications appropriate to the division/subject area of concentration, applicants to a teacher education program at an Ontario faculty of education be required to complete successfully a written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to the program.

### **Consultation Session Responses**

Views on Option B1 were varied. Four groups indicated clear support for this option. Seventeen provided qualified support. Issues raised by these groups included:

- there is a lack of clarity about the need for literacy and numeracy testing as bluntly described by the Ontario Secondary School Students' Association: "Teachers who have successfully completed high school and university obviously have a basic knowledge of literacy and numeracy. Testing basic skills would be a waste of money."
- testing of this nature should be the responsibility of faculties of education
- unsuccessful results on a test of this nature should not prevent entry to a faculty.

Ten groups registered their disagreement with this option and referenced the lack of correlation between success on this type of test and effective teaching.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Support for Option B1 was extremely limited. The Ontario Association of Parents in Catholic Education did suggest that the Ontario College of Teachers should "establish an objective and reproducible process of evaluation for all candidates for entry to a faculty of education to ensure that only candidates with appropriate potential be admitted to training." Parent Network Ontario indicated that there should be clear teacher assessments but stressed that the content must be "relevant to all aspects of the teaching profession." Parent Network Ontario also indicated that the teacher tests should be "diagnostic and used as a tool to aid teachers in their ongoing pursuit of life-long learning." The Elementary Teachers' Federation of Ontario, the Ontario Association of Deans of Education, the Ontario Secondary School Teachers' Federation and the Thames Valley District School Board pointed out that research does not support this type of testing as a prediction for teacher competency. Other issues raised in the position papers and responses related to questions around the cost for value of this type of testing initiative and the difficulty in ensuring that issues important to the Catholic community would be reflected in a standardized test of this nature.



## Web Site, Fax and E-Mail Responses

Nine individuals and a group response of eight supported this option. Some of the Francophone responses pointed out that language proficiency testing is in place in both French-language faculties of education. Most, however, disagreed strongly suggesting that university graduation was sufficient proof of acceptable levels of literacy and numeracy. Some pointed to the lack of correlation between literacy and numeracy and good teaching. One respondent supported testing for candidates from countries where English or French is not the language of instruction. A few others pointed to equity issues in this kind of testing.

## Data Summary

Support for Option B1 was very limited. Groups and individuals pointed out that the research does not support the correlation between the type of testing and effective teaching. Most who disagreed suggested that university graduation was adequate proof of literacy and numeracy. This option was not considered cost effective.

### Option B2

Teacher candidates enrolled in a teacher education program in Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.

## Consultation Session Responses

Group reaction to Option B2 was mixed. Twelve groups agreed with the option. Ten stakeholder groups indicated qualified support and eleven opposed the implementation of a written assessment of this nature. The Ontario Teachers' Federation, the Ontario Secondary School Teachers' Federation, the Elementary Teachers' Federation of Ontario and the Ontario Public Supervisory Officials' Association opposed this type of test. The Ontario English Catholic Teachers' Association indicated qualified support. The Ontario Principals' Council, the Education Quality and Accountability Office, the Ontario Federation of Home and School Associations and the Minister's Advisory Council on Special Education supported the intent of Option B2.

Issues of concern included:

- the nature of the exam: Was it a graduating exam or a licensing exam?
- the need for constant revisions to the exam to reflect changes in policy
- the lack of evidence between success on the exam and competency on the job.



## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Many of the same concerns brought forward in the discussions relating to Option B1 also applied to this option. The Ontario Association of Parents in Catholic Education and the Ottawa-Carleton Catholic School Board did indicate support for a testing program of this nature. The Supervisory Officers - Peel District School Board believed that a “consistent exit examination for certification is appropriate.” The Supervisory Officers - Peel District School Board added that it should be administered by the College at no cost to the membership and that the candidates should pay for all costs.

The Ontario Federation of Home and School Associations and Parent Network Ontario stressed once again that any assessment program must be directly linked to the teaching profession. The Thames Valley District School Board, although not supportive of a standardized testing program, did point out that if such a program was to be implemented, it must be planned in consultation with district school boards. The Education Network of Ontario/Réseau éducatif de l'Ontario suggested that if such a written test existed, that teachers should have access to online support to assist them to prepare for the test.

Parents partenaires en éducation did support this option. The organization stressed, however: “Les exigences pour les enseignants et enseignantes qui travailleront en milieu minoritaire doivent faire partie des compétences de base.” (The demands on teachers working in the minority context should be part of the basic competencies.)

### **Web Site, Fax and E-Mail Responses**

Most respondents pointed out that faculties of education evaluate these areas already and that this should continue. Most agreed that assessment in this area was important but only four supported the option of an additional written test. Many pointed out that research shows no relationship between written tests and teacher competency and suggested that this initiative would be time-consuming and costly.

### **Data Summary**

Support for this option was varied within each of the three data sources. Feedback ranged from clear support to adamant opposition. A number of education stakeholder groups and other organizations suggested that if testing was introduced, an examination at the entry to the teaching profession would be the most appropriate approach.

#### **Option B3**

Applicants for membership in the Ontario College of Teachers who completed their teacher education program outside Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.



## Consultation Session Responses

Support for this option was very limited. Even the six stakeholder groups that agreed with the option thought the test should be more of an orientation program looking at aspects of teacher performance on the job. Eight groups offered qualified support. Responses included stipulating that this test:

- should only be administered to applicants from out of country
- be a part of a licensing exam.

Thirteen organizations expressed strong disagreement. These groups felt that the test would be insulting to qualified teachers, would discourage potential applicants to Ontario and would jeopardize reciprocal labour agreements with other provinces. Some of the groups that strongly disagreed with Option B3 did, however, suggest that an orientation or induction program might be appropriate.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Many of the papers and responses highlighted similar concerns and issues as outlined in Options B1 and B2. The Ottawa-Carleton Catholic School Board response specifically addressed the expectation that teachers who received their qualifications from outside Ontario should meet a “minimum standard with respect to a knowledge of Ontario curriculum, pedagogy, legislation and policy.”

## Web Site, Fax and E-Mail Responses

Eleven respondents supported this option although one of these was for “some form of assessment” as part of a training course. A number of others supported an orientation program or board or school-based assistance in these areas. Others suggested that measures be taken to facilitate the hiring of teachers trained in other Canadian provinces.

## Data Summary

Support for Option B3 was mixed within the three data sources. Many groups and individuals suggested that a written assessment should not be necessary for experienced teachers. Some respondents, however, did recognize that out-of-province Canadian teachers newly hired in Ontario should receive an orientation to the Ontario context.

### Option B4

Employers be required to provide a two-year induction program to newly graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher for inclusion on the Certificate of Qualification.



## Consultation Session Responses

Twenty-seven participating organizations expressed support for this option. Eleven organizations, including the teacher affiliates, recorded their agreement with the concept of an induction program. The Elementary Teachers' Federation of Ontario stated that it “supports the concept of an induction program for beginning teachers especially one that includes a well-developed and resourced mentoring program.” Sixteen of the 27 organizations expressed qualified support only because of concerns related to staffing and funding issues. The Ontario Public Supervisory Officials' Association stated, “This model will require extensive resource consideration for school boards to provide both people and professional development as well as extensive training for mentors.” Three organizations disagreed with Option B4.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

The position papers and other responses, in general, addressed as a block the four options relating to the implementation of an induction program for newly hired teachers.

Many organizations acknowledged the need for induction and/or formal mentoring programs for new teachers. The Catholic Principals' Council of Ontario called for “formal mentoring programs in all schools supported by boards.” The Elementary Teachers' Federation of Ontario, in addition to supporting a mentoring program, suggested a two-year probationary period during which at least two in-depth evaluations would be undertaken to gauge mastery of the curriculum, student assessment, rapport with students, interest in professional development and the ability to make accommodations for multiple intelligence and learning style. The Ottawa-Carleton Catholic School Board strongly suggested that any induction program established by the College of Teachers and the completion of the program by candidates be determined by local supervising personnel.

Candidates in a graduate education course offered by the University of Western Ontario prepared a paper titled *Peeling the Apple: Getting to the Core of Teacher Testing*. They acknowledge that “more emphasis on mentoring new/and experienced teachers to reduce isolation could be beneficial.” The creation of master-teacher/new teacher pairs and mentoring pairs/groups for experienced teachers would offer valuable opportunities for peer evaluation. Training in mentoring would have to be provided for this to be effective.”

The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association registered its opposition to a standardized induction program. The Unit stated that employers should provide assistance as required and should be compelled to report annually to the College or to the ministry on the assistance they provide to recent graduates who are employed on a regular basis.



The Catholic Community Position reaffirmed its position that appraisal of entry-level teachers is important.

### **Web Site, Fax and E-Mail Responses**

There was very strong support for this option. Almost all respondents addressed and supported this issue. Several pointed out that many school boards already provide such a program. Mentoring with supportive workshops was strongly supported. Those respondents who assumed that the program would involve or include taking courses were concerned about the time and cost for new teachers. Suggestions were made for additional funding for release time for new teachers and their mentors. Two respondents suggested that a one-year program should be sufficient.

### **Data Summary**

Consistently, respondents in the three sources of data expressed strong support for this option. Employers, however, did raise concerns related to funding, staffing and in-service issues.

#### **Option B5**

Employers be required to provide a two-year induction program to newly-graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the Ontario College of Teachers be converted to a Certificate of Qualification.

### **Consultation Session Responses**

The education stakeholder groups that had indicated support for Option B4 reaffirmed their positions in regard to Option B5. Three organizations expressed disagreement with what they saw as a two-step process for certification.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

(See Option B4)

### **Web Site, Fax and E-Mail Responses**

Half the respondents opposed the re-introduction of an interim certificate pointing out that the probationary contract period serves this purpose. Nine supported the option as written. Strong support for the induction program was reiterated.



## **Data Summary**

Support for the concept of an induction program was reiterated in the data. Some concern was expressed regarding the fact that an Interim Certificate of Qualification would add a second step to the certification process and that provision for interim status was currently a reality through probationary contracts.

### **Option B6**

Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher for inclusion on the Certificate of Qualification.

## **Consultation Session Responses**

The response pattern for Option B6 mirrored the responses to Options B4 and B5. Participating groups brought no additional issues forward.

## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

(See Option B4)

## **Web Site, Fax and E-Mail Responses**

Again, most responses supported this option although several suggested that if the teacher had prior teaching experience, a one-year program should be sufficient.

## **Data Summary**

While continued support for the induction concept was evident, some concern was expressed regarding the need for a two-year program for teachers who had previous employment experience.

### **Option B7**

Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the College be converted to a Certificate of Qualification.



## Consultation Session Responses

The education stakeholder groups took the opportunity during the time allocated to this option to also discuss the nuances among Options B4-B7. Response distribution for Option B7 was consistent with responses to Options B4, B5 and B6. The same pattern of concerns emerged during the discussions over the four days of the consultation sessions and, on each day, the stakeholder groups consistently took the opportunity to summarize these during the discussion time allocated to Option 7.

Issues and concerns discussed included:

- length of the induction program, several organizations suggesting that two years was too long
- need for a distinction between novices and newly hired teachers who are experienced in other jurisdictions
- importance of ensuring that teachers trained outside Ontario meet the same requirements as those trained in Ontario
- labour mobility policies in Canada
- impact of induction program and Interim Certificate status on attracting applicants for teaching positions in Ontario
- governance and funding matters.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

(See Option B4)

## Web Site, Fax and E-Mail Responses

As with Option B5, nine responses favoured this option.

## Data Summary

Response distribution for Option B7 was consistent with responses to Options B4, B5 and B6.

### Option B8

The requirements for the accreditation of ongoing professional certification courses listed in Regulation 184/97 made under the *Ontario College of Teachers Act* will include a well-defined provision for the assessment of candidates based upon criteria developed and approved by the Ontario College of Teachers.

## Consultation Session Responses

Fifteen stakeholder groups indicated substantial agreement for this option with seventeen groups adding qualified support. No groups registered disagreement. Respondents stipulated a condition of full and extensive consultation with all



stakeholders in developing guidelines for assessment of professional certification courses. Stakeholders believed that the College should not have sole responsibility in this area and that providers should have substantial input to the development of assessment tools. Specific examples were given. While the Ontario Association of Deans of Education supported the need for rigorous and careful assessment of candidates, it stressed the need for “minimal impairment to be observed in criteria development.” The Ontario Catholic School Business Officials' Association pointed out that there are specific religion courses that fall outside of the Ontario College of Teachers mandate but are recognized by the Catholic system.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association, the Ottawa-Carleton Catholic School Board, the Supervisory Officers - Peel District School Board and the Thames Valley District School Board supported this option. A number of issues were raised relating to the need for flexibility in designing assessment instruments that would be able to reflect the complexities of teaching.

The Education Network of Ontario/Réseau éducatif de l'Ontario suggested that ongoing professional certification courses could be supported by online pre-course readings and activities and be followed-up by online post-course consultation, collaboration and activities.

### **Web Site, Fax and E-Mail Responses**

Fifteen responses supported this option. One suggested that common expectations should be developed but assessment strategies should be left up to individual instructors with guidelines from their governing bodies. A few recommended that other providers of these courses and/or other formats for professional development be recognized.

### **Data Summary**

Substantial agreement for this option was indicated by all three data sources. A consistent theme was the need for a full and extensive consultation with all stakeholder groups in developing the guidelines for the assessment of professional certification courses. Potential providers stressed that the Ontario College of Teachers should not assume sole responsibility in this process.

#### **Option B9**

All members of the Ontario College of Teachers retain a professional portfolio highlighting their ongoing professional learning and achievements that is reported to the College periodically by employers, perhaps once every three to five years.



## Consultation Session Responses

The concept of professional portfolios within this option was endorsed in principle with 14 stakeholders in agreement and 12 groups supporting the option with qualifications. Six groups opposed the option expressing concern for the involvement of the Ontario College of Teachers. Stakeholders in agreement:

- stressed the personal nature of a portfolio which they positioned within a broader performance appraisal plan
- agreed in principle with the idea of a portfolio but had reservations about its use in evaluation
- wanted a provincial template developed with a variety of design options including opportunities for local flexibility in terms of content. For example, the Independent School Association of Ontario requested that the varying philosophies of independent schools be reflected.
- required more clarification about the roles of the College and the employer. As the Council of Ontario Directors of Education put it, “Who signs off?” Administrative problems were predicted.

Those opposed included the Ontario Teachers' Federation and school board associations. As the Ontario Teachers' Federation stated: “The portfolio should not be used for evaluation purposes and should therefore not have a reporting imperative attached to it.” The Ontario Public School Boards' Association suggested that individual members of the College be responsible for submitting a portfolio.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Several groups supported the concept of a professional portfolio. The Ontario Association of Parents in Catholic Education suggested that the College audit one per cent of teachers annually and that individuals should not need to submit a portfolio more than once every five years. The Catholic Community Position stresses that teachers should determine their needs, design a learning plan and maintain a record of their learning. Boards, the Catholic Community Position proposed, should report annually to the College concerning local teacher involvement in ongoing professional growth activities.

The Ontario Chamber of Commerce indicated that part of the professional learning plan should focus on improving areas of weakness identified in the performance review process.

Both the Supervisory Officers - Peel District School Board and the Thames Valley District School Board expressed concerns about the value of a portfolio model determined by the College. The Thames Valley District School Board suggested that there would be difficulty determining criteria for the measurement of ongoing learning and that the local immediate supervisor should retain the responsibility to monitor the process of professional learning.



## Web Site, Fax and E-Mail Responses

About half the total number of respondents addressed this issue in support of a teacher portfolio although not all of these supported reporting to the College. For some, the portfolio was considered a personal record that should not be a formal part of assessment; one suggested that it be included in the regular supervisory process. Some suggested that a portfolio would encourage involvement in professional development and recognition of a breadth of ongoing learning experiences.

## Data Summary

The concept of professional portfolios was endorsed in principle within this option if the portfolio was positioned within a broader performance appraisal plan. Most groups and individuals requested clarification about the roles of the employer and the Ontario College of Teachers in the submission process. There was some concern about a personal portfolio being used for evaluation.

### Option B10

All members of the Ontario College of Teachers be required to prepare an annual professional growth plan.

## Consultation Session Responses

Positive support was shown for this option if the professional growth plan was integrated into existing professional development or appraisal structures. There was a strong message that growth plans could not stand alone. Twelve stakeholders indicated support with an additional 12 adding qualifications. The qualifications put forward by the Ontario Secondary School Teachers' Federation, the Council of Ontario Directors of Education, the Ontario Catholic Supervisory Officers' Association, l'Association des enseignantes et des enseignants franco-ontariens and the Elementary Teachers' Federation of Ontario included a need for the growth plan to be clearly linked to the previously suggested Supervision for Growth Plan. The Ontario English Catholic Teachers' Association supported the use of the plan to demonstrate self-directed learning. Several groups specified support if there was clear definition of what was to be assessed and measured through the growth plan. The Ontario Public Supervisory Officers' Association felt the plan was premature: "It is difficult to define the assessment tool prior to identifying what is to be measured." The Ontario Association for Parents in Catholic Education suggested changing the word "required" to "encouraged".

Three organizations opposed the option with four others stating that the option needed clarification. The Institute for Catholic Education and the Ontario Catholic School Trustees' Association, for example, supported the idea that all members of the College be required to prepare an annual growth plan but asked for more information about the components and the requirements of the plan.



## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

The Ontario Federation of Home and School Associations stated that ongoing professional learning must be a requirement for all teachers. The Learning Disabilities Association of Ontario called for the ministry, in collaboration with the College and boards, to introduce, pilot and implement a life long learning plan. The Ontario Chamber of Commerce suggested that all teachers prepare a three to five year professional development plan and the Ottawa-Carleton Catholic School Board called for evidence of professional learning to be provided to the College at regular intervals.

The candidates in the University of Western Ontario graduate class highlighted the need for ongoing professional development in the publication *Peeling the Apple: Getting to the Core of Teacher Testing*. They stated: "There is no doubt that teachers need to remain abreast of advances in educational methods, and in issues surrounding education and students."

A number of organizations indicated that growth plans currently are integrated into performance appraisal processes. The Catholic Community Position supported the option but only as part of the performance appraisal process. The Elementary Teachers' Federation of Ontario identified growth plans as a component of a local board Supervision for Growth model. The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association also thought that a provincially mandated growth plan would be a duplication of already existing expectations with regard to performance appraisal.

The Ottawa-Carleton Catholic School Board raised issues related to the management of tracking prescribed learning on a yearly basis, the pedagogical soundness of a yearly plan and the importance of linking the plan to performance appraisal.

The Ontario Secondary School Teachers' Federation stressed that any professional growth plan should remain confidential to the teacher and should not be used as evidence in any proceedings to suspend or revoke a certificate.

The Education Network of Ontario/Réseau éducatif de l'Ontario proposed that the plan should be retained in an electronic format and a database of successful practice kept as a basis for consultation and collaboration.

### **Web Site, Fax and E-Mail Responses**

Responses were similar to those to the portfolio issue. Most pointed out that many performance appraisal processes already require such a plan. There was divided opinion on the value of an annual, as opposed to a multi-year, plan.

### **Data Summary**

Support for this option was clearly linked to the professional growth plan being integrated into existing appraisal structures. Respondents in all three data categories



suggested clearly defining the purpose of the growth plan as well as its components. Data from the position papers indicated that professional growth plans currently existed with local boards and that a provincial plan could be a duplication.

**Option B11**

All members of the Ontario College of Teachers be required to participate in prescribed ongoing education and to submit evidence of such participation to the College.

**Consultation Session Responses**

There was general disagreement with this option in terms of learning prescribed by the Ontario College of Teachers and the idea of reporting such learning to the College. Four stakeholder groups expressed agreement. The Ontario Federation of Home and School Associations stressed the inclusion of administrators and superintendents in prescribed learning. As well, it supported a shift in the focus of professional learning away from gaining additional qualifications to those which help to maintain and enhance effective learning. Eight organizations supported the idea of prescribed learning with qualification. For example, the Ontario Catholic School Business Officials' Association pointed out that the roles of the College and the employer be separated. "The role of the College is to ensure the knowledge base. The role of the board is to ensure the knowledge is delivered effectively." In addition, those with qualified support felt that the option needed further clarification and development. Thirteen groups disagreed with the option citing the following reasons:

- professionalism of members
- too many nuances in the option
- no need for mandated learning that may degenerate into a point system
- prescribed learning is the employer's responsibility
- many unanswered questions: Who? What?
- the consequences of non-compliance
- more information needed
- program expense.

**Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Support for this option was varied depending often on the interpretation each organization had for the term prescribed learning.

The Ontario Chamber of Commerce and the Ontario Secondary School Teachers' Federation maintained that teachers should be responsible for selecting professional learning programs that are consistent with their needs. The Ontario Chamber of Commerce stated that professional development should be pursued during out-of-class periods.

The Elementary Teachers' Federation of Ontario recognized that prescribed learning is necessary in the areas of curriculum implementation, student assessment and effective



pedagogy. The Federation strongly believes that those professional learning opportunities should be provided by school boards, during the instructional day, with adequate resources.

The Learning Disabilities Association of Ontario called on the ministry, in collaboration with boards and with the support of the College, to develop a more effective process for funding professional development initiatives.

The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association believes the proper place for prescribed learning is learning in order to add qualifications to certification for assignment to special teaching duties, to the principalship or to a supervisory official position.

The Thames Valley District School Board supported the principle of ongoing staff development as a preferred method for ensuring teachers' knowledge and skills are continually updated. The Thames Valley District School Board thought that prescribed learning should be organized and delivered by boards in compliance with the standards of practice and that boards should apply to have the professional learning programs accredited.

Parent Network Ontario stated that any testing program should allow teachers to set formal, personal, developmental and professional goals that can be measured on a regular basis.

### **Web Site, Fax and E-Mail Responses**

Eight respondents supported this option. Most of these assumed that it was ongoing education in general that was to be prescribed rather than specific courses or learning activities. Several respondents objected to specific professional development being required and supported options and self-direction for teachers. Two suggested that the reinstatement of Professional Development Days and Curriculum Implementation Days would provide much of the needed information, training and updating of teachers. Some respondents feared that this option meant required Additional Qualification courses or university courses that would place an undue financial burden on new teachers paying off student loans. Accessibility and family responsibilities were also mentioned as concerns.

### **Data Summary**

There was general disagreement with this option in terms of learning prescribed by the Ontario College of Teachers and the idea of reporting such learning to the College. Many groups and individuals maintained that teachers should be responsible for determining their professional learning needs. Others believed any prescribed learning should be related only to areas of curriculum, student assessment and effective teaching and should remain the responsibility of the employer. It was pointed out that prescribed learning already exists as courses leading to additional qualifications for



specific teaching roles. Many unanswered questions contributed to the level of concern about this option.

#### **Other Option(s) – Tests for Practising Teachers**

Five members of the Taxpayers' Coalition Halton Inc. expressed the view that teachers should be required to undergo some form of written testing but did express concerns about how a test could be designed to assess teaching competency, the frequency of test administration and the potential cost to the taxpayer related to the administration of such a program.

The Ontario Coalition for Education Reform also proposed that tests be administered to those teachers with 10 years or less experience. This test, the Coalition proposed, should be in the form of a mandatory skills test that is in a standardized and written format.

The Organization for Quality Education also referenced the need for subject mastery tests for teachers assigned to positions outside their area of qualification.

#### **Other Option(s) - Audits**

The Organization for Quality Education proposed that there is a need for “an external spot-auditing process to review performance appraisal and training records, to identify area for improvement, and to recommend corrective appropriate actions.”

### **C. Minister’s Parameter: A link to re-certification**

#### **Option C1**

Processes be established for the ongoing performance appraisal process outlined in Regulation 298 made under the *Education Act* to include the regular review of the teacher's professional portfolio developed by the Ontario College of Teachers and organized around both the *Standards of Practice for the Teaching Profession* and the *Ethical Standards for the Teaching Profession*.

### **Consultation Session Responses**

Nine of the participating stakeholder groups expressed support for this option. Supporting this option was the Ontario Public Supervisory Officials' Association that stipulated, “Use of portfolios is congruent with current research. However, it would be premature to define the instrument of measurement prior to classifying and determining the provincial expectations and teaching standards.”

An additional seven organizations stated qualified support for this option. Governance issues were among their concerns. The Ontario English Catholic Teachers' Association “opposes the use of Standards of Practice for the Teaching Profession as criteria for evaluation.” The People for Education group specified that “If the ongoing performance



appraisal is a form of testing linked to re-certification, this seems to us indefensibly costly and punitive.”

Fourteen organizations disagreed with the option and put forward the following points:

- L’Association des enseignantes et des enseignants franco-ontariens asserted “Le portfolio n’est pas un instrument d’évaluation mais un outil personnel pour le professionnel.” (The portfolio is not an evaluation instrument but rather a personal tool for the professional.)
- L’Association des directions et directions adjointes des écoles franco-ontariennes emphasized, “Il est difficile de rattacher l’évaluation au Code de déontologie quand celui-ci est encore à l’état d’ébauche.” (It is difficult to link evaluation to the Code of Ethics as this document is still in draft.)

Respondents found it difficult to see the link to re-certification. They felt that all stakeholders should design provincial expectations and there was confusion about Board roles and College roles within this option.

### **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Seven submissions supported the teacher portfolio as part of performance appraisal or supervision for growth process. There was general agreement that the portfolio should be organized around the standards developed by the College. One of these groups and an eighth group that did not address the portfolio expressed strong opposition to re-certification either through a portfolio or through examinations. A ninth group suggested that re-certification could be automatic except when there have been complaints about a teacher’s performance.

### **Web Site, Fax and E-Mail Responses**

Five respondents agreed with this option; four expressed opposition. Some support was expressed for teacher portfolios and for employer review of portfolios. Others suggested that the portfolio alone was not the best way to assess competence. One suggested that the board reporting as outlined in Option B9 was already a re-certification process.

### **Data Summary**

Feedback on Option C1 varied within the three data sources. Concerns about the nature and purpose of the portfolio were prevalent in many responses.

#### **Option C2**

An orientation program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the employer for inclusion on the Certificate of Qualification.



## Consultation Session Responses

Sixteen stakeholder groups agreed with this option but had questions about who would design and provide this program.

Thirteen associations offered qualified support:

- L'Association des directions et directions adjointes des écoles franco-ontariennes: "Quels sont les critères qui déterminent la réussite, qui est responsable du programme d'orientation et quelles ressources seront consacrées à ce programme?" (What is the criteria that will determine success, who is responsible for the program and what resources will be devoted to it?)
- L'Association franco-ontarienne des conseils scolaires catholiques: "Si les conseils gèrent le programme, il faut un financement adéquat." (If boards are to manage this program, there must be adequate financing.)
- The Ontario Association of Parents in Catholic Education: "We have concerns about the impact it would have on rural and northern areas."
- L'Association des agentes et agents de supervision franco-ontariens: "Il y a trop de responsabilités données aux conseils et les ressources n'y sont pas." (Too many responsibilities, that were not supported with the necessary resources, were being given to boards.)

None of the stakeholders disagreed with the option.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Five submissions supported this option. The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association suggested that this should remain an employment matter. The Elementary Teachers' Federation of Ontario suggested that teachers who have left the profession for an extended period of time, have allowed their membership in the College to lapse or have failed to remain current in their teaching practice be required to take a re-certification program. Two groups suggested that the orientation program be offered by boards and reflect local needs and/or teaching assignment. The Education Network of Ontario/Réseau éducatif de l'Ontario suggested that orientation programs include an online conferencing component.

## Web Site, Fax and E-Mail Responses

Nine people supported this option; one disagreed and two suggested that such a program be available but voluntary. Other suggestions included a board-based program, mentoring or growth plans. A number of respondents pointed to the burden this would place on women returning from family leave.



## Data Summary

Support for Option C2 was evident within the three data sources. Support by some organizations and individuals was qualified by concerns regarding assessment criteria for participants, funding support, program governance and perceived inequities in who would be required to take an orientation program.

### Option C3

An orientation program be established for members of the Ontario College of Teachers who completed their teacher education program outside of Ontario, and successful completion of the program be reported for inclusion on the Certificate of Qualification.

## Consultation Session Responses

Six groups expressed agreement with the option while another 13 groups offered qualified support. Those offering qualified support expressed the following points:

- The Ontario Catholic Supervisory Officers' Association: "They will need a program but it must not be used as a condition for re-certification."
- The Institute for Catholic Education: "Clarification is needed for what is implied by the expression (outside of Ontario)."

Nine groups disagreed with this option.

- The Ontario Public School Boards' Association: "Why should orientation to those new to the province not be part of the licensing exam? This is not re-certification. Out-of-province applicants are covered in Options B6 and B7."
- The Ontario Federation of Home and School Associations: "We are concerned that this particular parameter is unnecessary or becomes redundant if Options B6 and B7 are in place."

There were questions in this option concerning its connection to re-certification as well as its necessity as a parameter.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Two submissions supported this option. The Thames Valley District School Board did not see the necessity for an orientation program for experienced teachers but supported induction for teachers new to teaching. This induction program should be required for new teachers and assigned by the appropriate supervisory officer.

## Web Site, Fax and E-Mail Responses

Eleven respondents supported this option. Two disagreed. A number of people suggested a voluntary program or employer-provided program.



## Data Summary

Support for this option was limited. Concerns centred on the fact that an orientation program, although helpful or necessary, should not be viewed as a re-certification requirement.

### D. Minister's Parameter: Remediation for those who fail assessments

#### Option D1

The process for written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to a teacher education program in Ontario include a provision for remediation for unsuccessful candidates.

## Consultation Session Responses

Participating education stakeholder groups were divided on this option. Seven organizations agreed with the option. Eight, including the Ontario Secondary School Teachers' Federation and l'Association des enseignantes et des enseignants franco-ontariens expressed qualified support. Groups that offered qualified support were opposed to Option B1 that suggested a test of literacy and numeracy but indicated that if a test was administered, then remediation opportunities must be made available. L'Association des directions et des directions adjointes franco-ontariens suggested that "L'évaluation mentionnée devrait faire partie du programme de formation initiale." (The evaluation mentioned should be part of the pre-service program.) Fourteen groups registered their disagreement with this option. The Ontario Coalition for Education Reform asked, "How do they get this far if they do not have competency in literacy and numeracy?" The Organization for Quality Education stressed that remediation should not occur concurrently with candidates proceeding through the teacher education program.

### Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Although three groups expressed opposition to such a written test, there was some conditional support for this option. The Thames Valley District School Board, though opposed to such a test, suggested that, should there be a test, a second opportunity to write the test be permitted after a 6-month period but did not support remediation. The Ottawa-Carleton Catholic School Board submission favoured written assessment of basic knowledge and skills for candidates prior to entrance to teacher education programs and this group suggested that faculties might offer a course to be taken prior to testing and questioned who would provide the remediation. The Education Network of Ontario/Réseau éducatif de l'Ontario expressed an interest in involvement in the planning and provision of remediation through electronic and telecommunications support for all the remediation options.



## **Web Site, Fax and E-Mail Responses**

Five respondents supported this option, another with limitations. Five noted their disagreement. Three supported remediation for English as a Second Language students. Several others commented that remediation for an entrance requirement was not the responsibility of the College, the faculty and/or the government.

## **Data Summary**

Responses were divided equally on this option. Groups agreed that if Option B1 was implemented, Option D1 would necessarily follow. However, those opposed rejected remediation for faculty entrance requirements. There was some support for second-language remediation.

### **Option D2**

Ontario faculties of education be required to demonstrate during the accreditation process conducted by the Ontario College of Teachers that there are policies and processes in place to support and remediate teacher candidates experiencing difficulty meeting program assessment requirements and to provide for the exit from the program of candidates who continue to experience difficulty.

## **Consultation Session Responses**

Twenty-one education stakeholder groups expressed agreement with or qualified support for this option. The Ontario Catholic School Business Officials' Association stressed that it was important that "faculties and lead teachers are honest with all the candidates who are not proving to be effective." The main concern expressed by the seven groups offering qualified support focused on the provision of exit processes for unsuccessful candidates. Seven groups disagreed with this option. The Ontario Association of Deans of Education stated that these supports are already in place and asked, "What does remediate mean in this context?"

## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Four groups supported this option in its entirety; none opposed it. The Thames Valley District School Board suggested that literacy, numeracy and oral proficiency should be considered with or without a test. The Ottawa-Carleton Catholic School Board pointed out that some opportunities for remediation are provided by the associate teachers in the schools and that the recommendations of associate teachers should continue to be considered in the evaluation of candidates.

## **Web Site, Fax and E-Mail Responses**

Fifteen respondents agreed with this option. Others, including a single but large group of respondents suggested that it is the responsibility of faculties to determine remediation and exit procedures, in consultation with associate teachers.



## Data Summary

Agreement in principle with Option D2 was expressed throughout the three data sources. Positive support for providing exit processes for unsuccessful teacher education candidates was indicated. There was general agreement that supports were already in place for teacher candidates experiencing difficulty with the program.

### Option D3

All providers of in-service programs accredited by the Ontario College of Teachers will be required to demonstrate through the accreditation process that policies and processes are in place to support and remediate candidates experiencing difficulty in meeting program assessment requirements.

## Consultation Session Responses

Eleven stakeholder groups agreed with this option and another eight groups offered qualified support. Concerns of those groups offering qualified support were:

- The Ontario Public Supervisory Officials' Association: "There also needs to be a point at which the provider no longer has an obligation and success lies with the adult learner."
- The Education Quality and Accountability Office: "It is very difficult to do this if the program providers are responsible for remediation as well as instruction."

Eight groups disagreed with this option and shared the following:

- The Ontario Association of Deans of Education: "This option seems inappropriate. Where is the responsibility of the individual who takes the program?"
- The Ontario Teachers' Federation: "While support can and should be offered to candidates experiencing difficulty, remediation for candidates who have failed to meet program requirements probably is not an achievable goal within the AQ course structure."

There is agreement in principle but there is also recognition of the reality of short focussed programs. Groups believed that this type of strategy was already in place in in-service programs.

## Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups

Three groups, the Hamilton Secondary Unit, Ontario English Catholic Teachers' Association, the Ottawa-Carleton Catholic School Board and the Supervisory Officers - Peel District School Board, supported this option. The Thames Valley District School Board disagreed with a requirement to provide remediation without a time frame.



## Web Site, Fax and E-Mail Responses

Twelve respondents agreed with this option, one of these with limitations. Another likened this option to an individual educational plan similar to those in place for school students. Two respondents suggested that this provision would be unworkable for workshops, conferences and other in-services programs.

## Data Summary

Although there was agreement in principle with Option D3, most groups recognized the logistical problems inherent in offering remediation within the qualification course structure. Responsibility for success was seen to rest with the individual teacher learner.

### Option D4

The Minister of Education be requested to ensure that employers provide support and remediation for members of the Ontario College of Teachers when issues of teacher competency arise as part of the performance appraisal process required by Regulation 298 made under the *Education Act*.

## Consultation Session Responses

Seventeen groups agreed with Option D4. Qualified support was expressed by nine groups. Three groups were opposed. The Elementary Teachers' Federation of Ontario, in supporting this option, agreed that support and remediation are integral to a performance appraisal process that is based on professional growth. The Ontario Chamber of Commerce agreed while questioning the difference in costs between remediation and hiring new staff. The Ontario Coalition for Education Reform also agreed but felt that remediation should only be an option for a specific one-year period before dismissal could be warranted. L'Association des conseillères et des conseillers des écoles publiques de l'Ontario, l'Association des enseignantes et des enseignants franco-ontariens and l'Association franco-ontarienne des conseils scolaires catholiques were among those giving qualified support. Their concerns covered:

- financing the option
- autonomy of the district boards
- the need for a clear process
- The Ontario Federation of Home and School Associations said that the concern for teachers and providing assistance to them must not outweigh the needs and welfare of the students.
- The Council of Ontario Directors of Education reminded the consultation that providing support for remediation is labor intensive.
- The Minister's Advisory Council on Special Education offered qualified support. It recommended reviewing long-term occasional teachers and obtaining input from peers, students and parents re the development of criteria for teacher evaluation.



## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Ten submissions addressed this issue and all supported it, most pointing out that this is current practice and part of the appraisal process. The Ontario Association of Parents in Catholic Education suggested that remedial action must be defined by the College. Another group recommended that current practices could be consolidated across boards with the development of a remediation plan. Key aspects of this plan would be established by the College. The Hamilton Secondary Unit, Ontario English Catholic Teachers' Association suggested that employers be required to report to the ministry on their support and remediation policies and practices. One other group suggested that the length of time for remediation needs to be shortened. Another group recommended the involvement of the department head in the remediation process in secondary schools.

### **Web Site, Fax and E-Mail Responses**

There were 48 responses to this option. All supported the option and pointed out that this is already in place. Several of these respondents questioned how this might be regulated, what resources might be provided, the consistency of support provided, the role of the federation and the length of time for remediation.

### **Data Summary**

Support for this option was substantial. However, concerns were raised about financing the option, staffing support, the specifics of the relationship between remediation and local performance appraisal policies and procedures and the period of time over which the remediation should extend.

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| <b>Other Option(s) – Testing and Remediation</b> |
|--|

Parent Network Ontario proposed that there be testing for subject-area competence with a requirement for remedial instruction. This group suggested that poor performance on the test should be a signal to look more closely at overall performance.

### **E. Minister's Parameter: De-certification as a consequence if remediation is unsuccessful**

|                  |
|------------------|
| <b>Option E1</b> |
|------------------|

|   |
|---|
| Legislation be introduced to ensure that employers be required to notify the Ontario College of Teachers where there are members whose ongoing performance appraisals, after the provision of support and remediation, cause the employer to be concerned about the members' possible incompetence, in accordance with Section 30(3) of the <i>Ontario College of Teachers Act</i> , incapacity in accordance with Section 31(2), or professional misconduct, in accordance with Regulation 437/97. |
|---|



## **Consultation Session Responses**

Reaction to Option E1 was evenly divided. Fourteen supported in full or in part the option. Fourteen disagreed with the option. The six francophone organizations who agreed recommended that the wording of this option be clarified to define roles clearly. Opposing the option, the Catholic Principals' Council of Ontario expressed the need for specific exit procedures with the board retaining the responsibility for terminating the contract. Many participants were in agreement with this position. The Ontario English Catholic Teachers Association pointed out that legislation is already in place under the College's Discipline Regulation Section 47(3). The Ontario Teachers' Federation perceives "an overlap inherent in this option between the legitimate role of the employer and that of the College."

## **Position Papers from Designated Education Stakeholder Groups and Responses from Organizations other than Designated Education Stakeholder Groups**

Seven submissions addressed this issue. Most of these supported the option. The Elementary Teachers' Federation of Ontario and the Hamilton Secondary Unit, Ontario English Catholic Teachers Association favoured the present situation in which boards may but are not required to report incompetence to the College. Parent Network Ontario stated that poor performance on the written test should not be grounds for dismissal or for revoking the Certificate.

## **Web Site, Fax and E-Mail Responses**

Twelve respondents supported this option. Twenty-four, including a large group response, suggested that there are already sufficient protections in place with the current legislation and regulations.

## **Data Summary**

Feedback within the three data sources was evenly divided. Many respondents did not appear to recognize the difference between termination of an employment contract and the College role related to suspending or revoking a certificate.





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter A: Regular assessment of teachers' knowledge and skills  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option A1</b><br>The Ontario College of Teachers will continue to refine the policies and processes for the accreditation of pre-service and in-service teacher education programs to ensure that such programs meet both the regulatory requirements outlined in the <i>Ontario College of Teachers Act</i> and the standards of practice and ethical standards approved by the Council of the College. |  |   |                               |                                   |
| <b>Option A2</b><br>The Minister of Education be requested to review and revise those aspects of Regulation 298 made under the <i>Education Act</i> that relate to the performance appraisal of members of the Ontario College of Teachers such that the components of performance appraisal be set by the government.  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter A: Regular assessment of teachers' knowledge and skills  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option A3</b><br>The Minister of Education be requested to review and revise, where appropriate, those aspects of Regulation 298 made under the <i>Education Act</i> that relate to the assignment of teachers to programs/subjects for which they do not hold additional qualifications as outlined in Regulation 184 made under the <i>Ontario College of Teachers Act</i> . |  |   |                               |                                   |
| <b>Other Option(s)</b>  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option B1</b><br>In addition to possession of an undergraduate university degree or other qualifications appropriate to the division/subject area of concentration, applicants to a teacher education program at an Ontario faculty of education be required to complete successfully a written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to the program. |  |   |                               |                                   |
| <b>Option B2</b><br>Teacher candidates enrolled in a teacher education program in Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.                                |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option B3</b><br>Applicants for membership in the Ontario College of Teachers who completed their teacher education program outside Ontario, in addition to program and practicum requirements, be required to complete a written assessment of knowledge and skills related to Ontario curriculum, pedagogy, and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario. |  |   |                               |                                   |
| <b>Option B4</b><br>Employers be required to provide a two-year induction program to newly-graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher for inclusion on the Certificate of Qualification.                                  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter C: A link to re-certification   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option C1</b><br>Processes be established for the ongoing performance appraisal process outlined in Regulation 298 made under the <i>Education Act</i> to include the regular review of the teacher's professional portfolio developed by the Ontario College of Teachers and organized around both the <i>Standards of Practice for the Teaching Profession</i> and the <i>Ethical Standards for the Teaching Profession</i> . |  |   |                               |                                   |
| <b>Option C2</b><br>An orientation program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the employer for inclusion on the Certificate of Qualification.   |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option B5</b><br>Employers be required to provide a two-year induction program to newly-graduated teachers employed on a regular basis to ensure that beginning teachers continue to develop and to refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the Ontario College of Teachers be converted to a Certificate of Qualification. |  |   |                               |                                   |
| <b>Option B6</b><br>Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be   |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| required to report successful completion by the teacher for inclusion on the Certificate of Qualification.   |  |   |                               |                                   |
| <b>Option B7</b><br>Employers be required to provide a two-year induction program to members of the Ontario College of Teachers who completed their teacher education program outside Ontario and are employed on a regular basis for the first time in Ontario to ensure that they develop and refine the knowledge and skills required by members of the teaching profession and be required to report successful completion by the teacher in order that an Interim Certificate of Qualification issued at entry to registration with the College be converted to a Certificate of Qualification. |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option B8</b><br>The requirements for the accreditation of ongoing professional certification courses listed in Regulation 184/97 made under the <i>Ontario College of Teachers Act/96</i> will include a well-defined provision for the assessment of candidates based upon criteria developed and approved by the Ontario College of Teachers. |  |   |                               |                                   |
| <b>Option B9</b><br>All members of the Ontario College of Teachers retain a professional portfolio highlighting their ongoing professional learning and achievements that is reported to the College periodically by employers, perhaps once every three to five years.   |  |   |                               |                                   |
| <b>Option B10</b><br>All members of the Ontario College of Teachers be required to prepare an annual professional growth plan.  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter B: Methodologies which include both written and other assessment techniques  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option B11</b><br>All members of the Ontario<br>College of Teachers be<br>required to participate in<br>prescribed ongoing<br>education and to submit<br>evidence of such<br>participation to the College. |  |   |                               |                                   |
| <b>Other Option(s)</b>  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter C: A link to re-certification   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option C1</b><br>Processes be established for the ongoing performance appraisal process outlined in Regulation 298 made under the <i>Education Act</i> to include the regular review of the teacher's professional portfolio developed by the Ontario College of Teachers and organized around both the <i>Standards of Practice for the Teaching Profession</i> and the <i>Ethical Standards for the Teaching Profession</i> . |  |   |                               |                                   |
| <b>Option C2</b><br>An orientation program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the employer for inclusion on the Certificate of Qualification.   |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter C: A link to re-certification   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option C3</b><br>An orientation program be established for members of the Ontario College of Teachers who completed their teacher education program outside of Ontario, and successful completion of the program be reported for inclusion on the Certificate of Qualification. |  |   |                               |                                   |
| <b>Other Option(s)</b>   |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter D: Remediation for those who fail assessments   |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option D1</b><br>The process for written assessment of basic knowledge and skills with regard to literacy and numeracy prior to entrance to a teacher education program in Ontario include a provision for remediation for unsuccessful candidates.   |  |   |                               |                                   |
| <b>Option D2</b><br>Ontario faculties of education be required to demonstrate during the accreditation process conducted by the Ontario College of Teachers that there are policies and processes in place to support and remediate teacher candidates experiencing difficulty meeting program assessment requirements and to provide for the exit from the program of candidates who continue to experience difficulty. |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter D: Remediation for those who fail assessments  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Options  | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option D3</b><br>All providers of in-service programs accredited by the Ontario College of Teachers will be required to demonstrate through the accreditation process that policies and processes are in place to support and remediate candidates experiencing difficulty in meeting program assessment requirements. |  |   |                               |                                   |
| <b>Option D4</b><br>The Minister of Education be requested to ensure that employers provide support and remediation for members of the Ontario College of Teachers when issues of teacher competency arise as part of the performance appraisal process required by Regulation 298 made under the <i>Education Act</i> .  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter D: Remediation for those who fail assessments |  |   |                               |                                   |
|--|--|---|-------------------------------|-----------------------------------|
| Proposed Options   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|  | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| Other Option(s)  |  |   |                               |                                   |





## Stakeholder Group Preparation and Synthesis Chart

| Minister's Parameter E: De-certification as a consequence if remediation is unsuccessful  |  |   |                               |                                   |
|---|--|---|-------------------------------|-----------------------------------|
| Proposed Option   | Stakeholder Organization Response (Position) |   | Issues/Concerns/<br>Questions | Additional Comments/<br>Rationale |
|   | Areas of Agreement with<br>Proposed Option   | Variations of Opinion<br>Regarding Proposed<br>Option |                               |                                   |
| <b>Option E1</b><br>Legislation be introduced to ensure that employers be required to notify the Ontario College of Teachers where there are members whose ongoing performance appraisals, after the provision of support and remediation, cause the employer to be concerned about the members' possible incompetence, in accordance with Section 30(3) of the <i>Ontario College of Teachers Act</i> , incapacity in accordance with Section 31(2), or professional misconduct, in accordance with Regulation 437/97. |  |   |                               |                                   |
| <b>Other Option(s)</b>  |  |   |                               |                                   |





## Section F

### Advice to the Minister of Education

Ontario College  
of Teachers

Ordre des  
enseignantes et  
des enseignants  
de l'Ontario



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Based on a review of the research included in Sections A, B, and C of this paper and on the consultation data outlined in Sections D and E, formal recommendations were formulated as advice to the Minister of Education. With cost implications included, this section of the paper outlines this advice.

## **Recommendation 1**

That the Ontario College of Teachers, in consultation with educational partners and the public, continue to refine the policies and processes for the accreditation of pre-service and in-service teacher education programs to ensure that such programs meet both the regulatory requirements outlined in the *Ontario College of Teachers Act* and the standards of practice and ethical standards for the teaching profession approved by the College Council.

### **Cost Implications**

Budget allocations to fulfil the College mandates outlined are incorporated in the ongoing work of the Standards of Practice and Education Committee, the Accreditation Committee, and the Professional Affairs Department of the College.

## **Recommendation 2**

That Ontario faculties of education be required to demonstrate during the accreditation process conducted by the Ontario College of Teachers that policies and processes are in place both to support teacher candidates experiencing difficulty meeting program assessment requirements, including fluency and skill in the language of instruction, and to provide for the exit from the program of candidates who continue to experience difficulty.

### **Cost Implications**

Minimal

## **Recommendation 3**

That applicants for membership in the Ontario College of Teachers, in addition to program and practicum requirements, be required to complete successfully a written assessment of knowledge related to Ontario curriculum and education legislation and policy appropriate for beginning teachers prior to entrance to the profession in Ontario.

### **Cost Implications**

All costs incurred through the development and administration of the written assessment, either by the providers or their agent(s), could be reflected in the fee charged to the candidates.



## **Recommendation 4**

That employers be required to provide a two-year induction program, the core components of which would be defined by the College, to beginning teachers employed on a regular basis to ensure that they continue to develop and to refine the knowledge and skills required by members of the teaching profession.

### **Cost Implications**

The College is already dedicating research and development funding to the establishment of the parameters and expectations for an induction program and ongoing costs will be included in future budgets of the Standards of Practice and Education Committee, the Accreditation Committee, and the Professional Affairs Department of the College. There would be additional costs to the employer which must be recognized in the Ministry of Education funding formula, that is, the ministry would be required to provide additional funds.

## **Recommendation 5**

That an orientation program be established for members of the Ontario College of Teachers who completed their teacher education program outside of Ontario, and successful completion of the program be reported for inclusion on the Certificate of Qualification.

### **Cost Implications**

The College is already dedicating research and development funding to this initiative and ongoing costs will be included in future budgets of the Standards of Practice and Education Committee, the Accreditation Committee, and the Professional Affairs Department of the College. There would be additional costs to the employer that must be recognized in the Ministry of Education funding formula, that is, the ministry would be required to provide additional funds.

## **Recommendation 6**

That a return to practice program be established for members of the Ontario College of Teachers who return to the profession following a break in employment in education in Ontario for a period of five years or more and successful completion of the program be reported by the provider to the College for inclusion on the Certificate of Qualification.

### **Cost Implications**

The College is already dedicating research and development funding to this initiative and ongoing costs will be included in future budgets of the Standards of Practice and Education Committee, the Accreditation Committee, and the Professional Affairs Department of the College. There would be additional costs to the employer that must



be recognized in the Ministry of Education funding formula, that is, the ministry would be required to provide additional funds.

## **Recommendation 7**

That all providers of in-service programs accredited by the Ontario College of Teachers be required to demonstrate during the accreditation process conducted by the College that policies and processes are in place both to support candidates experiencing difficulty meeting assessment requirements and to provide for the exit from the program of candidates who continue to experience difficulty.

### **Cost Implications**

Costs would be recovered through the fee charged for the accredited program by the registered provider.

## **Recommendation 8**

That the requirements for the accreditation of ongoing professional certification courses listed in Regulation 184/97 made under the *Ontario College of Teachers Act* include a well-defined provision for the assessment of candidates based upon criteria developed and approved by the Ontario College of Teachers.

### **Cost Implication**

Costs incurred for written assessments would be included within existing fees charged by the program provider.

## **Recommendation 9**

That the Minister of Education, in consultation with educational partners and the public, review the usage of and revise, where appropriate, those aspects of Regulation 298 made under the *Education Act* that relate to the assignment of teachers to programs/subjects/positions for which they do not hold additional qualifications as outlined in Regulation 184 made under the *Ontario College of Teachers Act*.

### **Cost Implications**

Minimal



## Recommendation 10

That the Minister of Education, in consultation with educational partners and the public, review and revise the aspects of the *Education Act* and/or Regulation 298 made under the *Education Act* that relate to the performance appraisal/practice review of members of the Ontario College of Teachers such that the core components of performance appraisal be defined by the Ministry of Education.

### Cost Implications

Minimal

## Recommendation 11

That members of the Ontario College of Teachers prepare a professional growth plan which would form a part of the performance appraisal process conducted under Regulation 298 made under the *Education Act*.

### Cost Implications

Minimal

## Recommendation 12

That members of the Ontario College of Teachers maintain a professional portfolio, the components of which would be defined by the College and would highlight ongoing professional learning and achievements in their area of professional responsibility and that the currency of the portfolio is reported to the College every five years for inclusion on the Certificate of Qualification.

### Cost Implications

Minimal

## Recommendation 13

That the Minister of Education, in consultation with educational partners and the public, review and revise Regulation 298 made under the *Education Act* to ensure that the performance appraisal process includes the regular review of the professional portfolio.

### Cost Implications

The College is already dedicating research and development funding to this initiative and ongoing costs will be included in future budgets of the Standards of Practice and Education Committee, the Accreditation Committee, and the Professional Affairs



Department of the College. There would be additional costs to the employer that must be recognized in the Ministry of Education funding formula, that is, the ministry would be required to provide additional funds.

## **Recommendation 14**

That the Minister of Education ensure that employers provide support and remediation for members of the Ontario College of Teachers when issues of competency arise as part of the performance appraisal process.

### **Cost Implications**

Costs related to staff time and support mechanisms should already be allocated in employer budgets.

## **Recommendation 15**

That the *Ontario College of Teachers Act* be amended to ensure that employers of the members of the College be required to notify the Ontario College of Teachers following the termination of employment of a member for reasons of incompetence.

### **Cost Implications**

Costs incurred by the College with respect to Investigations and Hearings would increase if incompetence complaints increase.





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**Ontario College  
of Teachers**

**Ordre des  
enseignantes et  
des enseignants  
de l'Ontario**



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