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Attracting, Developing, and Retaining Effective Teachers in Québec



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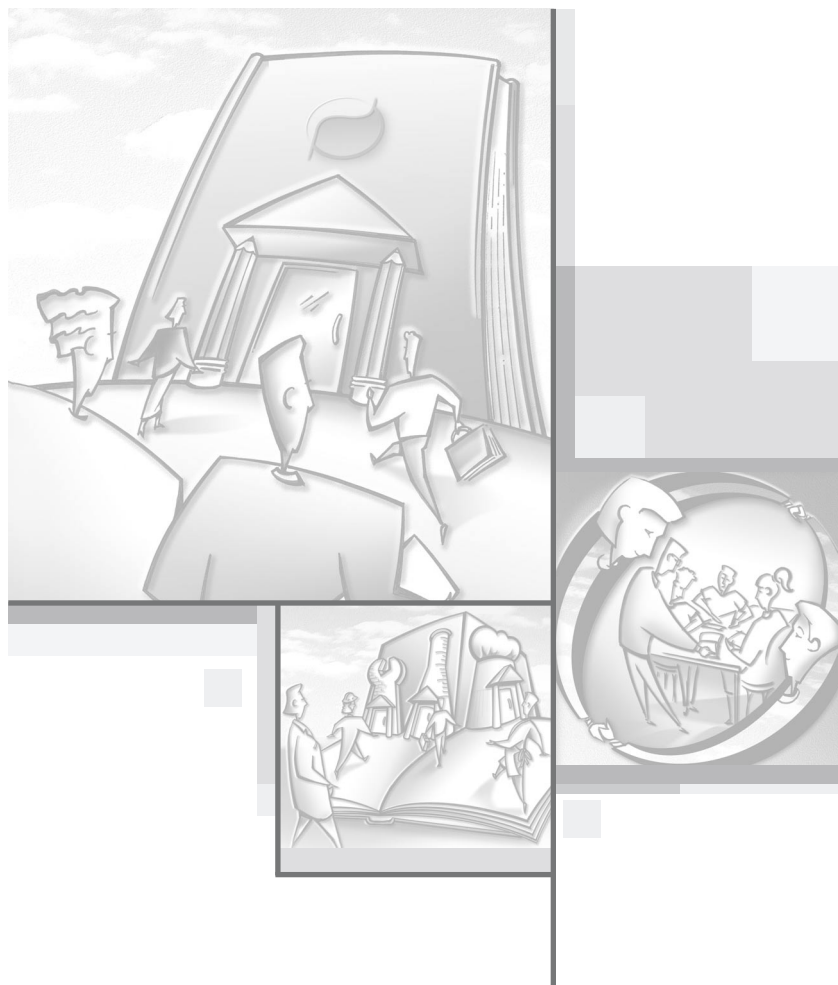
Québec 

Attracting, Developing, and Retaining Effective Teachers in Québec

Report

by the Ministère de L'Éducation du Québec (Canada)

to the Organisation for Economic Co-operation
and Development (OECD)



Research and Text

Clermont Gauthier, Ph.D., and M'hammed Mellouki, Ph.D.
Canada Research Chair in Teacher Training, Université Laval

Under the direction of

Sylvie Turcotte
Directrice de la formation et de la titularisation du personnel scolaire,
Ministère de l'Éducation du Québec

With the collaboration of

Joce-Lyne Biron
Comité d'orientation de la formation du personnel enseignant (COFPE)
Sylvain Croteau
Direction de la formation et de la titularisation du personnel scolaire (MEQ)
Raymond Ouellette
Direction de la recherche, des statistiques et des indicateurs (MEQ)

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PREFACE

This important OECD project is also a timely one. It gives Québec's Ministère de l'Éducation an opportunity to survey the current state of the teaching profession in the midst of a broad process of renewal and reform, and it lays the foundation for an international dialogue, which has already provided valuable insights and which all participants wish to continue.

Throughout the 1990s, the Ministère worked alongside its institutional partners to implement a far-reaching reform of the teacher-training system, whose main focus was on making teaching a true profession. All aspects of teaching, from the content and duration of initial training to program accreditation, recruitment, work organization, professional development, the responsibilities of school teams and teamwork, were reviewed and revamped. This survey describes the reform process, comparing stated objectives with observable facts, and presenting the viewpoints and comments of all the major stakeholders.

I would like to thank the people responsible for bringing this complex undertaking to fruition, including all those who managed the information and databases and the individuals and groups who took part in the consultation process.

I hope you enjoy reading this document!

Pierre Lucier

A handwritten signature in black ink, reading "Pierre Lucier". The signature is written in a cursive style with a horizontal line under the last name.

Deputy Minister

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INITIALISMS AND ACRONYMS

ADIGECS	Association des directrices et des directeurs généraux des commissions scolaires
APEQ/QPAT	Association provinciale des enseignantes et enseignants du Québec, or The Quebec Provincial Association of Teachers (English sector)
BEGSE	B.Ed. in General Secondary Education
BEPEE	B.Ed. in Preschool and Elementary Education
CA	Collective agreement. Agreement between the Québec government and the teachers' unions concerning working conditions, remuneration, the pension plan and so on
CAPFE	Comité d'agrément des programmes de formation à l'enseignement
CEGEP	Collège d'enseignement général et professionnel
CERD	Comité d'évaluation des ressources didactiques
CMEC	Council of Ministers of Education, Canada
COFPE	Comité d'orientation de la formation du personnel enseignant
CPE	Commission des programmes d'études
CPIQ	Conseil pédagogique interdisciplinaire du Québec
CPNCA	Comité patronal de négociation pour les commissions scolaires anglophones
CPNCF	Comité patronal de négociation pour les commissions scolaires francophones
CREPUQ	Conférence des recteurs et des principaux des universités du Québec
CRIFPE	Centre de recherche interuniversitaire sur la formation et la profession enseignante
CSDM	Commission scolaire de Montréal
CSE	Conseil supérieur de l'éducation
CSQ	Centrale des syndicats du Québec
CTF	Canadian Teachers' Federation (Federation of teachers' unions representing the profession at the federal level)
CUP	Commission des universités sur les programmes
DFTPS	Direction de la formation et de la titularisation du personnel scolaire
DSP	Direction de la santé publique
EA	<i>Education Act</i>
FCSQ	Fédération des commissions scolaires du Québec
FQDEE	Fédération québécoise des directeurs et directrices d'établissement d'enseignement
FSE	Fédération des syndicats de l'enseignement (French sector)
FTE	Full-time equivalent (for staff)
ICT	Information and communications technologies (also called NICT)
ISQ	Institut de la statistique du Québec
MEQ	Ministère de l'Éducation du Québec
OPQ	Office des professions du Québec
QEP	Québec Education Program
SHSMLD	Students with handicaps, social maladjustments or learning difficulties

GLOSSARY

Associate school: a school that, under the terms of an agreement with a university, receives and supervises teacher trainees.

Associate teacher: a teacher at an associate school, who receives and supervises future teachers in his or her class during their practicum.

Bachelor's degree: in Québec, an undergraduate university program comprising a minimum of 90 credits. Candidates must generally have 13 years of schooling.

Bidisciplinarity: training in two subjects in the framework of the B.Ed. in General Secondary Program.

Collège d'enseignement général et professionnel (CEGEP): type of educational institution particular to Québec's education system. CEGEPs, which provide both pre-university and technical education, represent the first level of higher education, university being the second.

College-level education: The education provided at CEGEPs. It follows the secondary level and precedes the university level. The duration of college-level education is supposed to be two years for students who choose pre-university programs, and three years for those who choose technical programs.

Comité d'agrément des programmes de formation à l'enseignement (CAPFE): organization under the authority of the Ministère de l'Éducation du Québec. Its mandate is to advise the Minister on matters concerning the accreditation of teacher-training programs for elementary and secondary education. It examines and accredits teacher-training programs for the preschool, elementary and secondary levels, recommends training programs leading to a teaching licence, and advises the Minister on the definition of the competencies elementary and secondary teachers should be expected to have.

Comité d'orientation de la formation du personnel enseignant (COFPE): organization whose mission is to advise the Minister of Education on matters concerning the orientations of teacher training for elementary and secondary teachers. The COFPE can also, at the request of the Minister or on its own initiative, suggest orientations and make recommendations to the Minister on the identification of priorities regarding draft regulations regarding the training of teaching staff, and teacher training, whether it be initial training or continuing education and professional development—in short, any aspect of the teaching profession related to teacher training.

Conférence des recteurs et des principaux des universités du Québec (CREPUQ): private organization to which all the university-level institutions in Québec belong. Membership is voluntary. CREPUQ is a permanent forum for discussion and cooperation dedicated to improving the general effectiveness of Québec's university system.

Conseil supérieur de l'éducation (CSE): autonomous organization, distinct from the Ministère de l'Éducation, whose mission is to advise the government and serve as a link between the Québec population and the government on all matters related to education, from early childhood to adult education.

Direction de la formation et de la titularisation du personnel scolaire (DFTPS): organization under the authority of the Ministère de l'Éducation du Québec. Its mandate is to issue teaching licences.

Elementary education: in Québec, the elementary level represents six years of schooling, divided into three two-year cycles. To enter the first year of elementary school, students must be five to six years old, but children begin attending school one year earlier, when they enter full-time kindergarten.

Estates General on Education: broad public consultation on education carried out in Québec from 1995 to 1996.

Governing board: school management body created in the framework of the 1997 education reform. It is composed of members of school staff, parents, and representatives of the community and the students (for Secondary Cycle Two) and plays a decision-making role in various matters related to the school's educational project and orientations.

Multigrade class: classroom organizational model including two or three education levels. A model chosen by school boards in response to falling enrollments in some elementary schools.

Part-time teacher: a teacher, with a contract exceeding two consecutive months, who is employed to teach an incomplete school day, an incomplete school week, or an incomplete school year.

Preschool education: non-compulsory educational service, usually provided for one year, for all 5-year-olds and, in disadvantaged areas, for children aged both 4 and 5.

Quiet Revolution: expression used to describe the profound political, cultural, educational, economic and social changes that occurred in Québec in the 1960s.

R score: The R score, or college performance score, is the classification and selection method used to admit CEGEP candidates to university programs with quotas. It is used to consider the position of a student within his or her group and compare the relative strength of this group with that of others.

Regular teacher: a teacher who, having completed at least two years of continuous service in a school board, has obtained permanent status.

Royal commissions of inquiry: commissions established by order (decree in Québec) to conduct investigations and study questions of public interest. A commission of inquiry on teaching in the province of Québec was set up in 1961 and produced an important five-volume report known as the "Parent Report," which was published between 1963 and 1966.

School board (SB): public administrative and pedagogical body whose mission is to organize educational services at the elementary and secondary level in its territory. There are presently 72 school boards, organized on a linguistic basis (French and English boards).

Secondary education: The secondary level provides a five-year general education, divided into two cycles. Cycle One, which lasts three years, enables students to consolidate the learning acquired at the elementary level and to begin thinking about a career. In Cycle Two, in addition to general education and various optional subjects, students can take vocational training programs, which prepare them for trades.

Special hiring permission: exceptional permission accorded by the Minister to a school organization, allowing it to hire a teacher who does not have a teaching licence.

Substitute teacher: a teacher who is hired to replace another teacher for a period not exceeding two months.

Table de concertation du MEQ et des universités sur la formation à l'enseignement: group of representatives of Québec universities and the MEQ, which examines issues posed by the reform of teacher training.

Table nationale de suivi de la réforme de l'éducation: committee set up by the Ministère de l'Éducation to monitor and evaluate the implementation of the reform. In addition to the Ministère, it includes representatives of the business community, the Fédération des commissions scolaires, the Fédération des comités de parents, school board and school administrators, and representatives of French and English teachers' unions.

Teacher-by-the-lesson: a teacher whose teaching load does not exceed one third (1/3) of the maximum annual work load of a full-time teacher.

Teaching area: educational sector to which a teacher is assigned. Teachers may teach in more than one area.

Teaching diploma: permanent authorization to teach, issued on completion of a four-year teacher-training program.

Teaching licence: general term referring to authorization by the Ministère de l'Éducation to teach in elementary and secondary schools in the public and private sectors. The authorization may be temporary (see Teaching permit) or permanent (see Teaching diploma).

Teaching permit: a temporary authorization to teach. It may be renewed under certain conditions.

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Attracting, Training and Retaining High-Quality Teachers in Québec Thematic Overview

This report, no doubt like those of many OECD members, was prepared under conditions marked by change—in school organization in general, educational policies, curricula and teacher-training programs—and also in the learning content that educators are expected to share with students and the pedagogical approaches they are urged to adopt.

Chapter 1. Education and teacher training in Québec: the background to the present situation

Québec's school system is currently undergoing major changes that affect its orientations, school programs, personnel, relations with regional and local communities and various partners. In an international and provincial context characterized by scarce resources, declining enrollments, numerous retirements and the demands of competitiveness and partnership, the role of schools has been refocused on the instruction, qualification and socialization of citizens. Ensuring that schools take on more responsibilities and become involved in their community, without losing sight of their social commitment and openness to the world, while giving them highly qualified personnel and providing adequate funding, are the Québec government's major objectives. To attain these objectives, the Ministère de l'Éducation, as well as public school boards and private schools, have developed detailed strategic plans and modes of action and evaluation that will enable them to monitor the reforms, judge whether expected outcomes have been attained and adjust their approach as needed. Surveys show the public is generally satisfied with the education system and the teaching staff.

Chapter 2. The school system and the teaching corps

Québec's school system has three organizational levels: (1) the Ministère de l'Éducation (MEQ) and the consultative bodies attached to it, (2) school boards (and the boards of directors of private schools) and (3) elementary and secondary schools, adult education centres and vocational training centres.

The Ministère de l'Éducation is responsible for defining the aims of education, managing and allocating resources, evaluating the education system, informing the public and advising legislators. The school boards in the public sector and the boards of directors in the private sector are administrative and pedagogical bodies whose mission is to organize, in their territory, the educational services to which citizens are entitled. Québec has nearly 3000 public schools, which receive just over 1 million elementary and secondary general education students every year. These students account for 91% of enrollments. There are also 400 private schools, with 100 000 students. The public sector employs 71 000 teachers, the private sector about 9000. Public schools are funded entirely by the government, which also covers nearly 50% of the budget of private schools. Each public school is administered by a governing board, under the coordination of the principal. Since fall 2000, instruction in the elementary schools has been organized in three two-year learning cycles, and uses a new competency-based approach. To ensure the integration of learning from all school subjects, teachers have to work in teams and combine traditional evaluation methods with an individualized end-of-cycle progress report. This reform of programs and approaches poses new challenges with regard to the evaluation of learning, challenges that the Ministère de l'Éducation, the schools and universities are striving to meet by coordinating their efforts and respective areas of expertise.

About 70% of Québec teachers are women, their average age is close to 44, and they have an average of 17 years of schooling (equivalent to a BA plus four years) and 12 years of teaching experience. With the exception of certain outlying regions and of certain subject areas (mathematics and science), there is no shortage of regular teaching personnel. Québec teachers belong to two main union federations, a French one, with 80 000 members, and an English one with 9000 members. The most recent round of negotiations between the employer and the unions focused on three bargaining issues: obtaining pay equity between men and women and in comparison with similar employment categories, reducing the number of teachers with no job security and reducing the size of classes in preschool and elementary education. These issues have been resolved, or partly resolved, to the satisfaction of both parties. The increased autonomy given to schools is

intended to bring them closer to their communities, to encourage them to draw on the local and regional cultural heritage, to promote community involvement in school life, and, in some cases, to permit the adaptation of training to the needs of businesses. Yet too much decentralization can give rise to disparities among regions with unequal economic and cultural resources. In addition, the pedagogical changes under way cannot increase student success and ensure that training adapts to trends in the job market without appropriate evaluation tools and suitable training and professional development for teaching staff. A large budget has been allocated to professional development for working teachers to help them assimilate and work with changes introduced by the reform. University teacher-training programs have been revamped. However, adjustments are still required both in content and in the approaches and practices used in training and professional development. The nature of these adjustments and the evaluation of their impact must be agreed on by the partners concerned—the Ministère de l'Éducation, the schools and universities.

Chapter 3. Attracting capable individuals to the teaching profession

With the exception of small regional universities, education faculties and departments have no difficulty attracting candidates to their programs. Of the roughly 20 000 applications they receive in a year, only a quarter of the candidates, mainly women, are accepted. Some fields, however, such as mathematics, science and second languages, are unable to attract enough candidates. A Bachelor of Education degree from a faculty or department of education is a prerequisite for obtaining a teaching licence. Students with an honours degree in an academic discipline must take the equivalent of two and a half years of complementary theoretical and practical courses in pedagogy. Young women who take teacher training generally claim they are drawn to the profession for reasons associated with the personal enrichment afforded by contact with children, whereas young men, especially those intending to teach at the secondary level, are motivated more by the desire for intellectual self-fulfillment and social status. It is difficult to establish a direct link between the different reasons given by women and men for entering the profession and current pay levels. Regardless of whether they teach at the elementary or the secondary level, women and men with the same degree and number of years of seniority earn exactly the same amount. Furthermore, Québec teachers, who work fewer hours on average than their colleagues in OECD countries, generally have higher salaries. One hypothesis that might explain this discrepancy is that Québec teachers have more schooling than the average for the OECD countries.

Chapter 4. Providing teachers with training, professional development and certification

Teacher training has changed greatly over the past 40 years. Until the late 1960s, teachers were trained in normal schools. In the early 1970s, the Québec government decided to close these schools and make the universities responsible for training teachers in newly-created faculties and departments of education. The main argument cited to justify this change at the time was that teachers would receive a more scientific training in the universities, and that such training should replace the purely practical training, based on the learning of "recipes" and tricks of the trade. Although the transfer of teacher training to the universities did improve the qualifications of teachers, it also created problems, which resulted in widespread demands in the 1970s and 1980s for changes to the teacher-training system. These changes were not implemented until the early 1990s, when a major reform made professionalization a focus of teacher training. The reform was carried out in two steps. The first increased the duration of training from three to four years and required students to complete a minimum of 700 practicum hours. The second adapted the teacher-training system to the changes that had been made in the elementary and secondary schools and developed a framework of 12 professional competencies.

The reform did not just affect the teacher-training curriculum. It also involved amendments to the *Education Act* and the regulations governing teaching permits* and diplomas, as well as the creation of many decision-making and consultative bodies, including the Comité d'agrément des programmes de formation à l'enseignement and the Comité d'orientation de la formation du personnel enseignant, which were created by amendments to the *Education Act* in 1997. Other new bodies included the Table nationale de concertation, in which the Ministère de l'Éducation and the universities participate, and various regional councils for joint action or the monitoring of the reform, which involve representatives of the Ministère de

l'Éducation, school boards, teachers and the universities. The 1994 reform also made it possible to regulate the labour market by adjusting the supply of graduates to demand from the schools. In addition, it specifically gave the faculties of education overall responsibility for teacher-training programs and for coordinating the contributions made by other university faculties. In other words, the teacher-training system implemented over the past decade is radically different from the one it replaces. However, although some of the changes introduced have had a positive reception in the schools, the achievements of this reform remain fragile. Professionalization entails making the school a full partner in the training process, whereas in fact, the culture of partnership between the schools and the universities has yet to be developed, and this represents the major challenge of the coming years.

Chapter 5. Selecting, hiring and assigning teachers

Between 1975 and 1995, Québec had a surplus of teachers. For young graduates of education faculties, the inevitable result was a long period of part-time work and job insecurity. During this period, the universities trained teachers whose subsequent school-to-work transition was extremely lengthy. This situation obviously did nothing to attract the best candidates or promote the profession. However, the projected retirement of many teachers raised the prospect of strong demand for teachers toward the end of the 1990s and throughout the following decade. For this reason, in the mid-1990s the universities agreed to establish admission quotas for training programs, in order to better control supply and demand and attract exceptional candidates to the teaching profession. These control measures had a certain effect and resulted in two and a half times fewer graduates. Yet despite this major strategy, which reduced the duration of the school-to-work transition for graduates of teaching programs, in the best case scenario it still takes a young graduate at least two years to acquire permanent status as a teacher. Normally, graduates must first clear the hurdle of evaluation before their name is entered on the substitute teacher* list. After that, they will be called from time to time to work as substitutes in various classes and schools, following which they will obtain part-time contracts and will be priority-listed for a full-time contract. The final step is permanent status. The whole process lasts several years, even though the current hiring situation, which will probably come to an end in 2003 for elementary education and 2006 for secondary education, is the best in twenty years.

The scarcity of jobs has made it difficult to apply the procedure introduced in the 1970s, which required new teacher-training graduates to go through a probation period equivalent to two years of full-time teaching. Given the enormous difficulty candidates were having obtaining regular teaching jobs in the early years after graduation, it was decided to withdraw this measure, and to compensate by extending initial teacher training to four years and considerably increasing the amount of time allotted to practical training. Under the 1990s reform, new graduates obtain a permanent teaching diploma,* and not a temporary permit as was the case before, as soon as they complete their training. Given the urgent need for new candidates in the late 1990s, the Ministère de l'Éducation asked the school boards to establish support measures for the induction of new teachers (information days, mentoring, continuing education and training, etc.). However, these measures were not entirely successful because the school boards had other priorities at the time and because their budgets for implementing such measures were extremely limited.

The organization of work in the schools, which is defined by various collective agreements at the provincial, regional or local levels, constitutes a major factor in the professionalization of teaching. The induction of young teachers, which is an important aspect of this issue, remains problematic. New teachers are often assigned heavy work loads and difficult classes. It is not surprising, under the circumstances, if people in this age group show signs of burnout and even, in some cases, leave the teaching profession, since the collective agreements favour seniority and new teachers often have the toughest classes and the most demanding work loads. To foster flexibility in the organization of work and compensate for the inadequate number of teachers, the "ability" clause was defined and included in collective agreements. This clause allows teachers trained in one subject to obtain a teaching licence in another field after a short period of supplementary training. Some observers wonder, however, whether this ability clause, which defines the competencies a teacher must have in order to teach in a new field, reflects the ideals that the profession seeks to promote at the present time. In a period characterized by a shortage of teachers, however, others are

prepared to compromise with regard to the competency of candidates. Indeed, it may not always seem realistic to insist that only properly certified teachers should have the right to teach in the schools. Does this necessarily mean that the doors of the profession should be opened to individuals with scarcely any training in a given area? This is the paradox created by the clash between the actual situation (strong demand for teachers) and the training ideal (professionalization). In other words, should we lower requirements and sacrifice the ideal of professionalization every time there is a scarcity of candidates?

Chapter 6. Retaining quality teachers in the schools

Teachers usually leave the profession for a number of reasons set out in labour legislation and in provincial and regional collective agreements: retirement, either normal retirement at the age of 60 or early retirement (from age 55), sickness and burnout, professional development, parental leave, etc. The Ministère de l'Éducation and the school boards are looking at ways to limit the movement of teachers from less-populated regions to the big cities, from schools in disadvantaged areas to better- or well-off communities, and from classes of at-risk students to classes with high success levels. When teachers enter the profession, they are evaluated. This evaluation usually takes the form of a test of their proficiency in the language of instruction and an interview. After that, practices vary, but teachers who have not yet obtained permanent status may be evaluated again before the renewal of their contract. Evaluation of permanent teachers is not carried out systematically if there is no reason to doubt that they are teaching well and maintaining discipline in their class. By indirect means, which vary from one school board to another, experienced teachers are given responsibility for supervising future colleagues doing practicums in their classrooms. Some of these teachers also participate in research with university staff involved in teacher training. There is, however, no province-wide measure to help teachers with teaching difficulties, which are difficult to identify since teachers are not subject to systematic evaluation throughout their career. In terms of remuneration, a teacher with the usual 17 years of schooling—the equivalent of “bac +4” or four years of university education—has a starting salary of C\$36 196 and reaches a maximum salary level of C\$62 475, with indexing, after 15 years on the job.

Chapter 7. The main challenges and concerns identified by the partners

In preparing this report, the authors met with five major partners in the teacher-training process:

- Members of the Comité d'orientation de la formation du personnel enseignant (COFPE)
- The researchers and university teacher trainers of the Centre de recherche interuniversitaire sur la formation et la profession enseignante (CRIFPE)
- Human resource directors of school boards
- Representatives of the Confédération des syndicats du Québec (CSQ)
- Members of the Fédération québécoise des directeurs et directrices d'établissements d'enseignement (FQDEE)

The aim here is not to repeat or summarize the concerns and suggestions of these partners, but to identify the underlying theme of those concerns, which is borne out by much of the research consulted in the preparation of this report. Overall, the teaching profession in Québec is in good health. If concerns are still voiced, it is because the teaching profession is important to everyone, since it touches on the very foundations of society, the role of every group and the fate of individuals. Another reason is that the profession now has partners who have not generally worked together in the past, and have not yet acquired the habit of doing so. Each of these partners—the Ministère de l'Éducation, the school boards, school administrators, teachers' unions, parents, students—sees and refers to the teaching profession in terms of its own particular interests and needs. Successive waves of changes create anxiety, upset routines, raise questions about teachers' approaches and practices, and threaten their always fragile professional identities. Finally, meddlers unfamiliar with the situation in the schools or the teacher-training process, whether they be irresponsible critics, sensationalist journalists or purveyors of didactic or technological marvels, sometimes deprive teachers of the serenity they need to deal with everyday difficulties in the classroom.

The observations, concerns and suggestions expressed by the various partners and the discussions and controversies that the teaching profession has provoked in the past and will continue to provoke show that it is constantly evolving. Rather than being established, once and for all, the definition, mission, ethic, practical considerations, required training and ways of exercising the profession reflect the development of knowledge about teaching and learning as well as social, economic, technological and ideological change, and the polemics to which they give rise. Teaching is vital to society; it is the lifeblood that provides stability, new growth and continuity over time. It concerns ordinary citizens just as much as prominent ones, politicians and intellectuals. Indeed, it is for this reason that it arouses so much debate and passion. If we listen carefully, and go beyond the different modes of expression used by different partners, what they are saying is that the teaching profession needs two things: more male recruits, and more social recognition. No society should be willing to entrust the education of its members to women or men alone, because it must ensure its equilibrium, its survival and the maintenance of democratic values that can only develop if all citizens receive an education that is independent of their particular characteristics. No society can afford to look down on the teachers who take on this responsibility. Forums for discussion must be created or maintained, and the partners must agree on a shared language and operating rules, so that the training process and the teaching profession continue to be recognized as an institution. The profession's mission, constitution, modes of operation and actors must be defined, so that the teaching profession is not destabilized by the type of heated debate that may discourage promising candidates and discredit the profession. To ensure the well-being and serenity necessary for teaching, one or more discussion forums off the public stage must be found so that debate, controversy and individual viewpoints can be expressed and backed up by ongoing research into teaching, learning and the teacher's work. Some university professors have suggested that such dialogues and research could be conducted, or organized, by an official body such as a research institute on the profession, which would constitute a tangible factor in the institutionalization of the profession. The remarks of the various observers presented here are a call for collaboration and partnership, a positive outcome for the teaching profession whatever the actual form of the partnerships involved.

Foreword

Chapter One of this report presents a general overview of the context of teacher training in Québec, the initiatives taken by the government and the school boards, and the factors underlying those initiatives. Chapter Two describes the school system, the various school populations and certain characteristics of teaching staff and their organizations, and summarizes their most important issues and concerns in this period of change. Teaching is a fairly sought-after profession in Québec, and Chapter Three seeks to establish what attracts or may attract viable candidates. Chapter Four looks at initial teacher training, describing the training programs and the major changes that are under way and the challenges the universities face in this regard. Chapter Five focuses on the recruitment, selection and assignment of new teachers, and on hiring and induction mechanisms. Chapter Six addresses the issue of staff retention, which is not currently a problem in Québec. Chapter Seven presents a synthesis of the results of consultations with the partners and identifies the underlying themes in their concerns and suggestions. Finally, it should be borne in mind that this report focuses on teachers in the youth sector, where school attendance is compulsory. It does not consider teachers in adult education and vocational training.

Chapter 1

Education and teacher training in Québec: the background to the present situation

1. Nearly thirty years after the modernization of its education system, Québec is entering a new phase of reflection, reevaluation and change that concerns aspects as diverse as the aims of education and priorities with regard to training, resource management and the division of responsibilities between the provincial and local levels, school programs, textbooks and pedagogical approaches. As elsewhere, the success of the reforms in Québec depends largely on the quality of the teaching staff, and the interest in the profession, commitment, training and professional development of individual teachers. For a proper understanding of the present situation of Québec's teaching staff and the changes in its education system, some background information is essential.
2. During the 1960s and 1970s, Québec focused primarily—without compromising the quality of teaching and training—on providing universal access to education. It established the Ministère de l'Éducation, which has offices in all the regions, and the Conseil supérieur de l'éducation, created new elementary,* secondary and post-secondary educational institutions, rewrote programs and textbooks, and transferred the training of teachers from normal schools to universities. Once the province had developed an education system with modern administrative, pedagogical and human resource structures and a modern mode of operation, it entered, in the mid-1970s, a long period of discussion, evaluation and adjustment (CSE, 2001, p. 17) which culminated in the holding of two Estates General on Education* (1986 and 1995-1996). In the wake of these consultations, the Ministère de l'Éducation (MEQ, 1997a) introduced measures to improve and rationalize the management of education. It reduced the number of school boards* and reorganized them on a linguistic basis (French and English boards) instead of a religious basis; it increased the autonomy of individual schools by introducing governing boards* presided over by a parent; it carried out a reform of vocational and technical training; and it provided broader access to continuing education and training (CSE, 2001, p. 28). It was in this context, which also corresponded to a period of budgetary restrictions, that the Ministère de l'Éducation redefined the mission of the schools and the role of teachers and developed a strategic plan to attain its objectives.
3. The schools' mission is *to instruct, to provide qualifications and to socialize* young people. However, many adolescents leave school before earning the Secondary School Diploma. Even 50 years ago, this diploma was already seen as the minimum level of cultural and vocational training, without which young people would have difficulty integrating into society and the job market (Mellouki, 1989, p. 192; Commission royale d'enquête sur l'enseignement, 1963). Today's job market has changed so radically and rapidly that it hardly has anything in common with that of the 1950s and 1960s. Today it is subject to the standards of world competition, and knowledge and competency are essential for economic success and individual and collective autonomy. This context helps explain why Québec established five major priorities with regard to education in its strategic plan for 2000-2003: (1) Improving the educational achievement of students by encouraging them to learn as much as they can and to stay in school until they graduate, (2) Providing individuals with qualifications, in keeping with their aptitudes, with a view to helping them enter and stay in the labour force, (3) Ensuring that programs of study are relevant to the realities of today's world and a changing labour market, (4) Improving the efficiency of the education system by focusing on results, accountability and transparency, (5) Improving the performance of universities as regards the quality of teaching, management efficiency and responsiveness to the needs of society (MEQ, 2001c, p. 11; 2001b, p. 9). These priorities, which stakeholders and the public view differently according to their respective visions of the schools and their role, affect teachers quite directly.

* Terms accompanied by an asterisk (*) the first time they appear in the text are defined in the glossary.

The Ministère de l'Éducation has already started carrying out its strategic plan. The programs of study for the elementary level were revised and implemented in September 2000, while those for the secondary level* are being field tested in pilot schools, and their implementation in all schools is scheduled to begin in September 2004. The changes to the pedagogical approaches and teacher-training programs were described in a Ministry document in 2001 (MEQ, 2001a), which enabled the universities to make the necessary adjustments before applying these changes in fall 2003 at the latest.

4. The Ministère's decisions and orientations concerning education must be seen in the context of certain major phenomena that have affected most Western countries: the fall in the birth rate and enrollments since the 1970s, economic recessions and the constraints they have imposed on government budgets; the globalization of industry and trade and the emergence of a knowledge-based society. Although comparisons with other periods are often subject to more than one interpretation, it is safe to say that Québec has fewer students and more teachers than it did 30 years ago. In 1971, more than 1.5 million students attended public elementary and secondary schools, which employed slightly over 70 000 teachers.¹ At the present time, there are just over 1 million students in the youth sector, and 77 000 permanent and non-permanent teachers, as well as 16 000 supply teachers.² Expressed in full-time equivalents, the teaching corps has nearly 1000 more members today, whereas there are nearly 500 000 fewer children in the schools. The decline of enrollment levels is due to the fall in the total fertility rate from 3.42 in 1964, the year of birth of the cohort of children who entered school in 1970-1971, to 1.63 in 1994, the year of birth of the cohort that began school in 1999-2000.³ The rate was 1.43 in 2000. If the demographic decline did not automatically lead to a reduction in the number of teachers, it is mainly because of their acquired rights with regard to job security, a rise in secondary school attendance during the 1970s and the fall in the student-teacher ratio from 22.6 to 14.4 between 1971 and 2000.⁴ Under conditions of globalization and the emergence of a knowledge-based society, this phenomenon—maintenance of employment levels among teachers notwithstanding a major fall in the fertility rate—represents an opportunity for the Ministère de l'Éducation to rethink its policy of replacing retiring teachers with new ones and of investing in the initial training and professional development of teaching staff.
5. This policy is a direct reflection of the view that developing human resources contributes to the progress of the nation. As early as the 1940s and 1950s, Québec intellectuals were maintaining that the future of the Québec people depended on the rational exploitation of the province's human capital, a pool of talent and competencies whose development and management should be entrusted to the state (Dion, 1945; Tremblay, 1943, 1955). The Quiet Revolution* of the 1960s enabled Québec to restructure and reinforce the state apparatus, and to take control of the financing, the organization and the governance of its education system. This period was also marked by recognition of the need to establish cultural and commercial links abroad, notably by establishing delegations in European, African and South American countries, and by signing trade and cooperation agreements. During the 1980s and 1990s, Québec firms carved out a place for themselves on the world scene, partly on the strength of their dynamism and competency and partly because of the strong logistic and financial support they received from their government in areas like land and air transportation, finance, engineering, hydroelectric energy, computer science, medicine, communications, postsecondary education and university research. Along similar lines,

¹ There were 1 523 252 students and 70 364 teachers. See Mellouki and Melançon (1995, p. 300, 313, 329).

² The breakdown of enrollments and teaching staff in elementary and secondary schools in the youth and adult sectors, in general education and vocational training, is as follows: 1 027 047 students, 77 159 permanent and non-permanent teachers and 16 699 supply teachers. Expressed in full-time equivalents, the teaching corps had 71 273 members. These statistics do not include the students and teachers of Aboriginal schools. See MEQ (2001d, p. 49, 177, 182-184).

³ The data on fertility come from the ISQ (2001, table 402).

⁴ The student-teacher ratio is obtained by dividing the number of students by the number of teachers expressed in full-time equivalents. For the student-teacher ratio in 1970-1971, see Mellouki and Melançon, 1995, p. 328. The ratio for 1999-2000 is based on MEQ data (2001d, p. 49, 177, 182-184).

as early as the late 1980s, Québec began equipping its schools and universities with microcomputers, and during the following decade, to connect them with the Internet, giving them a window on the world and access to the most up-to-date knowledge.

6. As part of this effort, three important government measures were taken to hire new teachers and improve the qualifications of teaching staff: (1) in 1994, the duration of initial training was increased from three to four years; (2) in 1997, a voluntary early retirement program was established for teachers who met certain age and seniority conditions and an agreement was reached concerning the mobility of surplus staff, (3) pedagogical orientations were developed, based on international personnel certification standards. In response to these new orientations, which focused on the acquisition of competencies and the use of new information and communications technologies for teaching purposes, university training programs for new teachers were modified and professional development programs on the reform were provided for teaching staff.
7. Apart from the public positions described in the next paragraph, internal surveys carried out by the Ministère de l'Éducation as well as opinion surveys give an idea of the degree of satisfaction of certain stakeholders or the public regarding the education system or certain aspects of the system. For example, according to the August 2002 survey of a representative sample of the Canadian population, over two thirds of Quebecers (68%) were very satisfied or satisfied with their education system, compared with 57% in the rest of Canada. Only in the Prairies is satisfaction with the school system slightly higher (72%) than in Québec (Canadian Press and Léger marketing, 2002). A survey carried out in January 2003 by the Léger Marketing firm for the Canadian Press shows that 88% of citizens have confidence in the teaching staff. Canadians have more confidence in their teachers than in police officers, judges, notaries, bankers, priests or senior civil servants. In addition, the results of a questionnaire sent to 1819 voting members of governing boards, more than half of whom were parents of students, showed an average level of satisfaction with Québec's education system (MEQ, 2002b, p. 50).
8. For the historical reasons mentioned earlier, education has always, and especially since the 1960s, been a priority for the Québec government, which has invested amounts comparable to, or possibly higher than, those invested by the other Canadian provinces, the United States and the OECD countries. Obviously, as elsewhere, the overall budget devoted to education has been influenced by the evolution of the GDP, government revenues and spending, deficits and the effort to attain fiscal balance. In 1981-1982, education as a whole represented 9.6% of the GDP,⁵ which is more than in the rest of Canada (7.0%), Ontario (6.8%), Québec's wealthier neighbour, and the United States (6.9%). Only the Atlantic provinces spent a larger proportion of their GDP on education (10.9%). By 2000-2001, education spending had fallen to 7.4% in Québec, 6.3% in the rest of Canada, 5.9% in Ontario, 6.9% in the United States and 8% in the Atlantic provinces. In 1994 and in 2000, the OECD countries devoted an average of 5.9% and 5.8% of their GDP to education, as compared with 8% and 7.6% in Québec.⁶ Chapter Two of this report will look at the proportion of this budget that is spent on elementary and secondary education.

⁵ Education spending includes the operating expenses and fixed capital expenditures of public and private educational institutions at all levels of education, the MEQ's management expenses, the government's contribution to retirement plans, student financial aid and other expenses related to teaching. See MEQ (2002a, Table 1.1, note 1).

⁶ The 1994 data on OECD countries and Québec come from the Ministère de l'Éducation du Québec (2001e, Tableau contexte 3). The 2000 data on OECD countries are based on an OECD document (2001, p. 66-67). Data on Québec's spending in 1999-2000 come from the MEQ (2002a, p. 17).

9. Because the fundamental mission of education is to train citizens, transmit the heritage of the past to present and future generations and contribute to the development and maintenance of the collective identity, it has always attracted considerable interest. Indeed, during phases of major change, it has aroused passions in some sectors of the population. The attention focused on it also reflects the influence of intellectual fads and ideologies. Some people criticize its prescriptive orientations or its aims, and the values it conveys or is supposed to convey, others its content, its approaches or its effectiveness. Still others inveigh against the qualifications and role of the personnel responsible for education services. The various positions concerning the schools can be broken down into three main tendencies. First, there are neo-liberals, who favour less government intervention, a greater liberalization of the education system and a closer relationship between program content, pedagogical approaches and the needs of the job market.⁷ Second, there are people with a conservative or nostalgic outlook, who would like to see public schools less subject to the influence of business and more focused on the transmission of humanist culture,⁸ as the classical colleges were in the past, and the private schools are, in a sense, today.⁹ These critics do not want the objective of universal access to school to take precedence over the school's traditional role as the trainer of an elite, as though the attainment of this objective ran counter to the fulfillment of that role. If the schools, in their view, have failed to exercise their principal role, the responsibility lies with a badly trained, ageing teaching staff. Finally, there are people who see the school, even if it is not perfect and never will be, as a social institution that must adapt to the democratically defined needs of the community, which entails respecting the right to universal access to education (Mellouki and Gauthier, 1999; Mellouki, 1999). As for the teaching staff, teachers are better educated than before and the age profile of the profession is similar to that of other professional categories (Mellouki and Melançon, 1995, p. 273).

⁷ An example of this current of thought would be the work of Clermont Barnabé, whose most recent publication is *La gestion totale de la qualité en éducation*, 1997.

⁸ See the articles published by Bissonnette in the newspaper *Le Devoir* during the 1990s; those of Larose in *Le Devoir* and in the magazine *Arguments* in 1998 and 1999; and the texts by Nicole Gagnon, Jean Gould, Gilles Gagné and Jean Larose in the collective work *Main basse sur l'éducation*, published in 1999.

⁹ See for example the collective work published under the direction of Gilles Gagné, *Main basse sur l'éducation*, 1999, and Balthazar and Bélanger's *L'école détournée*, 1989.

Chapter 2

The school system and the teaching corps

10. The purpose of this chapter is to present the main characteristics of the school system and the teaching corps. It will discuss school organization and the division of responsibilities between the three management levels, the education reforms, and the profile of the teaching corps and its organizations. The final section of the chapter will identify emerging trends and related concerns.

School organization

11. Québec's education system has three levels (see Appendix 6): preschool* and elementary education, secondary education, and higher education, which includes the college and university levels. School attendance is compulsory until the age of 16 (EA, s. 14). Preschool education is not compulsory and is available to children four to five years of age. The duration of elementary education is six years, organized in three two-year cycles, and attendance is compulsory from the age of six on. Secondary education covers five years and is divided into two cycles: the first, of three years' duration, consists entirely of general education programs, the second, a two-year cycle, offers both general education and vocational training programs. The college level offers two educational options: a three-year technical training program, which generally leads directly to the job market, and a pre-university option, which generally leads to university. The university level is organized into three cycles: the first, of three or four years, prepares students for their bachelor's degree;* the second leads to a master's degree after two years; and the third to a doctorate, after three years of studies and research.
12. Québec's school system has three administrative levels, each with its own pedagogical responsibilities: (1) a central administration consisting of the Ministère de l'Éducation and the decision-making and consultative bodies attached to it, (2) an intermediate administration represented by the school boards and (3) a local administration comprising individual schools. There are two school sectors—public and private—and instruction for both young people and adults is provided in French, English or Aboriginal languages. The private school sector differs from the public schools in organizational terms, as it has no intermediate level comparable to the school boards. The following paragraphs provide a brief description of each administrative level and of the powers attributed to it.

Ministère de l'Éducation

13. Established during the wave of change in the 1960s, the Ministère de l'Éducation is the government body responsible for providing citizens of all social, geographical and ethnic origins *with the educational services required for personal development and to play an active role in society* (MEQ, 2001c, p. 11). The Ministère has five main roles:
 - *It establishes orientations for educational services, plans the services and distributes them within the various educational sectors.*
 - *It manages resources and distributes them within the various educational sectors.*
 - *It evaluates the education system and the extent to which it has attained its objectives.*
 - *It provides the population with information on the performance and development of the education system.*
 - *It shares expertise and advises legislators and political decision makers.* (MEQ, 2001c, p. 11, translation).
14. The Ministère uses various tools and procedures in carrying out its mission: (a) laws and regulations, including the basic regulation for each level of education except the university level, (b) orientations for the education system and rules for the allocation of financial resources to organizations and schools,

(c) programs of study for preschool, elementary, secondary and college education, and province-wide examinations for the certification of secondary studies, (d) data useful for management and (e) success plans (MEQ, 2001c, p. 11-12). The *Public Administration Act* obliges the Ministère de l'Éducation, like other ministries and government organizations, to establish a multiyear strategic plan whose contents and approach must be reflected in the strategic plans of the school boards.

As the organizational chart in Appendix 1 shows, the Ministère de l'Éducation is administered by the Minister, a deputy minister assisted by a secretary-general, six assistant deputy ministers and three directors general.¹⁰ Its field of action covers all educational and training sectors and services, with the exception of college-level and university education. Within this broad field, two major sectors—which are responsible, respectively, for the management of preschool, elementary and secondary education and that of the school systems—are directly relevant to the theme of this report. The preschool, elementary and secondary education sector has authority over general education in the youth and adult sectors, special education and complementary educational services, the certification of studies, didactic resources, the training and certification of school staff and services to cultural communities and the Supporting Montréal Schools program. The school systems sector manages the registries and arbitration boards, labour relations, private and Aboriginal education, funding and educational facilities. The Direction générale des régions supervises the Ministère's eleven regional administrative offices. These offices are responsible for services to the population, the implementation of ministerial orientations and cooperation in all matters related to regional development.

15. Table 2.1 shows that the Ministère de l'Éducation provides most of the funding for preschool, elementary and secondary education and teacher training for the public schools, and approximately 45% of the budget of the private schools. It also defines education policies, develops general education and vocational training programs for students in the youth and adult sectors and approves textbooks and instructional materials. It is also responsible for defining general orientations for the initial training and professional development of teachers, issuing and recalling teaching licenses, and negotiating the content of collective agreements that apply to personnel throughout the province. In most of these areas of action, and following a tradition that goes back to its creation, the Ministère de l'Éducation relies on assistance from province-wide bodies—committees, commissions, and issue tables—generally made up of representatives of the education community, university education, teachers' unions, school administrators and associations of school administrators, governing boards and parents.
16. Among the official organizations that advise the Minister of Education, five play an important role in the areas of elementary and secondary education and teacher training. They are the Conseil supérieur de l'éducation* (CSE), the Commission des programmes d'études (CPE), the Comité d'évaluation des ressources didactiques (CERD), the Comité d'agrément des programmes de formation à l'enseignement* (CAPFE) and the Comité d'orientation de la formation du personnel enseignant* (COFPE). The Conseil supérieur de l'éducation, whose 22 members are appointed by the government, advises the Minister on regulations and draft regulations, which the Minister of Education must submit to it according to the *Act respecting the Conseil supérieur de l'éducation* on the creation of any new college- or university-level institution, and on any matter relating to its mission or question considered relevant by the Minister. With the exception of the CAPFE, which has the power to accredit teacher-training programs, the other bodies advise the Minister of Education in their respective fields of jurisdiction. Although their composition is variable, their members generally come from elementary and secondary schools and, in the case of the CAPFE and COFPE, also include representatives of university education (EA, s. 477.2 to 477.28; MEQ, 2002c, Appendix 1).

¹⁰ The data on the organization of the Ministère de l'Éducation date from March 31, 2002.

TABLE 2.1
Main fields of jurisdiction of the three administrative levels in Québec's public school system

Field of jurisdiction	Administrative level
Funding	Ministère de l'Éducation with the school boards (school tax)
Development of education policies and programs of study, approval of textbooks, pedagogical regulations and instructional materials	Ministère de l'Éducation with the schools
Development of initial teacher training and professional development policies	Ministère de l'Éducation with partners
Authorization to teach <ul style="list-style-type: none"> ▪ Issue of teaching licences ▪ Suspension of teaching licences ▪ Revocation of teaching licences ▪ Special permission to hire 	Ministère de l'Éducation
Negotiation of province-wide collective agreements for school staff	Québec government, Ministère de l'Éducation, school boards, teachers' unions
Hiring of teachers <ul style="list-style-type: none"> ▪ Selection ▪ Recruitment ▪ Assignment Evaluation of teachers Professional development of teachers	School boards
Initial teacher training	Universities

Source: Gouvernement du Québec, 2001; MEQ, 2002b

School boards

17. The school boards are public administrative and pedagogical entities whose mission is to organize the educational services to which citizens are entitled. Established on a denominational basis (Catholic and Protestant) in the mid-19th century, they were reorganized on a linguistic basis (French and English boards) in 1998. Each school board serves a territory whose boundaries and population are defined by the government. The transition to linguistic school boards led to a considerable reduction in the number of boards, from 199 in 1992 to 72 in 2000.
18. School boards are administered by a council of commissioners whose members are either elected (including the two parents' representatives), or appointed in keeping with the *Act respecting school elections* (EA, s. 143). The council establishes an executive committee made up of voting members and including the chairperson of the school board and the commissioners representing the parents' committee, and an advisory committee presided over by the director general of the school board, a majority of whose members must be school principals or directors of vocational training centres or adult education centres (EA, s. 183). The council of commissioners and the executive committee are assisted by a director general and an assistant director general—or two, depending on the size of the organization—who ensure that decisions taken by the Council and committee are implemented and who are responsible for the day-to-day management of the activities and resources of the school board (EA, s. 201 and 203). In private educational institutions, the board of directors has a mandate comparable to that of the school board and the similarity extends to the important role played by parents in these boards.

19. It is the responsibility of the school board to provide the people in its territory with the educational services to which they are entitled (EA, s. 208). To this end, it organizes admission to educational services, ensures that the programs of study and the basic school regulation established by the Minister of Education (EA, s. 221.1 and 245) are implemented in the schools and the vocational training centres and adult education centres under its jurisdiction and that cultural, social and sports services are provided to the community, and contributes to the manpower training and the development of the region and its enterprises (EA, s. 255). In addition, the school board administers its human and material resources, and allocates among its schools and vocational training centres and adult education centres, in an equitable manner and in consideration of the needs expressed by the institutions, the operating subsidies granted by the Minister (EA, s. 275). Finally, the school board may organize school transportation for its students. Since December 2002, every school board is legally required to adopt a strategic plan for the exercise of its powers and functions (EA, s. 209.1) and to prepare an annual report giving an account of the implementation of the strategic plan (EA, s. 220, par. 2).
20. The school board's budget comes largely from the operating subsidy allocated by the Ministère de l'Éducation and also from the school tax—which varies according to the standardized market value of property in its territory and whose rate is set by the commissioners—and, under some circumstances, from equalization grants and investment revenue. Part of the overall budget covers the school board's operating expenses, while the rest is distributed among the schools in proportion to the number of students they have and the particular services they provide.
21. In 1999-2000, the public school boards had an overall budget of C\$7 743 486 000 (MEQ, 2001d, p. 235).¹¹ The government contributed 75% of this overall budget, while school taxes accounted for 12.8%, investments for 5.1% and various other sources for 7.1%. The revenues of private schools amounted to C\$651 200 000. The government subsidy represented 45.6% of this amount, the contribution of parents 28.4% and other sources of revenue, the remaining 26% (MEQ, 2001d, p. 237).
22. In the public sector, annual spending per student (MEQ, 2002b, p. 29, Table 1.7, note 1) came to \$6403 in current Canadian dollars in 1999-2000.¹² This spending grew by 14% between 1998 and 2000 following the pay adjustment obtained by teachers under an agreement on pay equity between the Québec government and the teachers' union. Operating expenses per student were slightly lower than in the rest of Canada (C\$6439) and significantly lower than in the United States (C\$8057) (MEQ, 2002b, p. 23, Table 1.7). In 1999-2000 too, the total cost of educating a graduate with a Secondary School Diploma, calculated on the basis of an average duration of studies of 11.2 years, was C\$83 472 (MEQ, 2001a, p. 23, Table 1.4).

Public schools

23. Section 36 of the *Education Act* states that a school is an educational institution whose object is to provide the educational services provided for by the *Education Act* and prescribed by the basic school regulation established by the Ministère de l'Éducation. The school's mission is to impart knowledge to students, foster their social development and give them qualifications, in keeping with the principle of equal opportunity. The school pursues its mission within the framework of an educational project defined, implemented and periodically evaluated with the participation of the students, the parents, the principal, the teachers and other school staff members, representatives of the community and the school board. The school is administered by a governing board and a principal.

¹¹ This includes operating and investment revenues, and the school boards' debt service, including that of the Cree School Board (Aboriginal board).

¹² The operating expenses do not include debt servicing or capital costs. They do include the Québec government's direct contribution to the retirement plans of school board employees.

24. According to the *Education Act*, the governing board fulfills general functions and has general powers (EA, s. 74 to 83), as well as functions and powers related to educational services (EA, s. 84 to 89) and material and financial resources (EA, s. 93 to 95). Under the coordination of the principal, the governing board, with other people having an interest in the school, analyzes the situation in the school (EA, s. 74). On the basis of the analysis and the strategic plan of the school board, and the school's educational project (EA, s. 74), the governing board adopts the school's educational project, oversees its implementation, periodically evaluates it and reports back to the parents and the community served by the school (EA, s. 83). It also approves the school's success plan and any updated version of the plan (EA, s. 75) proposed by the principal and the school team (EA, s. 77), and distributes a report on the evaluation of the implementation of the success plan to the parents and the school staff (EA, s. 83). It adopts the school's annual budget, proposed by the principal, and submits it to the school board for approval (EA, s. 95).
25. In 1992, taking all languages and sectors into account, Québec had 2979 schools, (MEQ, 1994, p. 10). In 2000, there were 3396 educational institutions (Table 2.2)—14% more than in 1992. This increase may be attributed primarily to the recognition of slightly over 400 vocational training centres and adult education centres as educational institutions since 1998.

TABLE 2.2
Number of preschool, elementary and secondary educational institutions, by sector and language of instruction in 1999-2000

Sector	Language of instruction			Total	
	French	English	French and English	N	%
Public (SB and non-network)	2520	364	107	2991	88.1
Private	300	47	58	405	11.9
Total N	2820	411	165	3396	
%	83	12.1	4.9		100

Source: MEQ, 2001d, p. 27-28

Note: The "French and English" column includes schools where Amerindian and Inuktitut are the languages of instruction. Since 1998, only the Cree and Kativik school boards, the Commission scolaire du Litoral and a few adult education centres and vocational training centres in the Montréal region have bilingual or trilingual schools.

26. In 1999-2000, 90.9% of enrollments in the youth sector were in public schools and 9.1% in private schools. Four and five year-old children¹³ enrolled in preschool represented 9.2% of all enrollments, while elementary school students accounted for 50.6% of enrollments. Secondary students in general education represented 39.6%, and 0.6% were in vocational training (Table 2.3).
27. Over a ten-year period, total enrollment in private schools increased only slightly, from 8.7% of all students in 1989-1990 (MEQ, 1994, p. 22), to 9.1% in 1999-2000 (Table 2.3). For various reasons, the private schools attract students primarily at the secondary level. However, the proportion of these students within the overall secondary-school student population of both the public and private sectors rose by barely 0.3% during this period—from 15.9% in 1990 to 16.2 ten years later.¹⁴

¹³ Preschool is not compulsory. It is available to all 5-year-olds. In addition, the school boards have started classes for 4-year-olds who have severe handicaps or come from disadvantaged areas.

¹⁴ For data on enrollments by sector and level of education in 1989-1990, see MEQ (1994, p. 21).

TABLE 2.3
Full- and part-time student enrollments in the youth sector, by level of education and sector in 1999-2000

Sector	Public	Private	Total	
Level	(SB and non-network)		N	%
Preschool (age 4)	15 113	61	15 174	1.3
Preschool (age 5)	85 305	3 918	89 223	7.9
Elementary	546 161	26 941	573 102	50.6
Secondary:				
General	376 137	72 579	448 716	39.6
Vocational	7 376	56	7432	0.6
Total: N	1 030 092	103 555	1 133 647	
%	90.9	9.1	100	100

Source: MEQ, 2001d, p. 45

28. Mother tongue and place of birth are also useful indicators of the ethnic composition of the school population, although their utility is limited, because not all foreigners speak a foreign language at home and some children whose parents are of foreign birth were born here. Table 2.4 shows that slightly over 82% of students speak French at home, while 8.4% speak English and 8.6% a foreign language. Approximately 79% of students whose mother tongue is neither English, French nor an Aboriginal language attend French schools; the remaining 21% attend English schools.

TABLE 2.4
Full- and part-time student enrollments in the youth sector in the public and private sectors,
by mother tongue and language of instruction, in 1999-2000

Language of instruction	French	English	Aboriginal languages	Total N	%
Mother tongue					
French	914 286	17 153	21	931 460	82.2
English	17 313	77 510	19	94 842	8.4
Aboriginal languages	4488	2376	2688	9552	0.8
Other languages	77 229	20 563	1	97 793	8.6
Total N	1 013 316	117 602	2729	1 133 647	
%	89.4	10.4	0.2		100

Source: MEQ, 2001d, p. 57-58

29. Over 10% of Québec's school students are allophones. These students, or their parents, come from 50 different countries, and have introduced many different languages, cultures and traditions into the Québec school system. Overall, on the island of Montréal, allophones make up 25% of the population and 35.5% of the school population. The ethnic concentration of educational institutions in the Greater Montréal region varies between 10% and 93% (MEQ, 2003). For teachers, this means adopting teaching strategies that take into account the pluriethnic, linguistic, cultural and socioeconomic characteristics and the previous schooling of their students. For allophone students, it entails studying in a language in which they are not always proficient and integrating into a new culture. Two years ago, the Québec government

developed a plan for the regionalization of immigration, which is designed to give an impetus to the workforce, demography and economy of regions far from urban centres, and also to reduce the ethnic concentration of Greater Montréal and facilitate the integration of immigrants in outlying regions. The structures required to implement this plan represent a major challenge for teachers and for the regions concerned.

30. Chapter 1 showed that Québec, like many other regions and countries, has been rethinking its education system over the last two decades. Over time, this process of reflection has allowed the education community to take into account changes under way in the areas of knowledge, communication, culture and the economy and their impact on schools and the education of young people. It was in this context that in 1998, after consulting the social, economic and academic stakeholders on numerous occasions, Québec launched a major education reform, involving a complete overhaul of the preschool, elementary and secondary education programs, and of the teacher-training programs which are their cornerstone.
31. The school programs of the 1980s and 1990s were based on two schools of thought: the Rogerian person-centred approach and behaviourist theory applied to the areas of teaching and learning. Various critics have pointed out the weaknesses of this mixture over the past two decades: on the one hand, the Rogerian approach focuses too much on students' personal growth and values and on individual autonomy (*Reaffirming the Mission of Our Schools. Report of the Task Force on Curriculum Reform*, 1997, p. 22-23), while the behaviourist approach has a mechanistic conception of learning and teaching and leads to a fragmentation of knowledge. The resulting programs have little cultural content and lose sight of the essential mission of the schools, which is to instruct. In 1997, the report of the Task Force on Curriculum Reform, *Reaffirming the Mission of Our Schools*, outlined the path for the education reform and the associated renewal of elementary- and secondary-level programs of study. The same year, in its policy statement, *Québec Schools on Course*, the Ministère de l'Éducation officially confirmed the orientations proposed in *Reaffirming the Mission of Our Schools*: the school's essential mandate is to provide instruction, to socialize and to provide qualifications. This document and the Ministry plan setting out the lines of action it entailed, which was published the same year (MEQ, 1997b), touched off a process that proved to be far more than a simple updating of the programs of study. The implementation of the Québec Education Program for preschool and elementary education began in fall 2000, while the implementation of the program for the secondary level will begin in September 2004.
32. In the new preschool and elementary education program, for example, the subject-time allocation, a key feature of the Basic Regulation, has not changed much, but the subject-related knowledge and other learning have been placed in two important new categories referred to as areas. The *broad areas of learning* comprise five areas of study and action: health and well-being, personal and career planning, environmental responsibility and consumer rights and responsibilities, media literacy, and citizenship and community life. There are five *subject areas*, each encompassing one or several subjects: languages; mathematics, science and technology; social sciences; arts education; and personal development (MEQ, 2001b, p. 7). The aim of comparing the perspectives characteristic of different areas of teaching and learning is to enable students to develop a coherent world view—to achieve a certain consistency between the way they see themselves, their physical, social and cultural environment and the subject-specific knowledge they acquire in the course of their schooling, on the one hand, and the initiatives they take as active agents of their learning, on the other (MEQ, 2001b, p. 6-7).
33. The really new feature of this program is the *competency-based approach* that forms its general orientations, its learning content and its application in the classroom. This approach, which corresponds to a worldwide trend, seeks to ensure that in addition to school learning, students also develop “the complex skills that will permit them to adapt to a changing environment later on. It implies the development of flexible intellectual tools that can be adjusted to changes and be used in the acquisition of new learnings.” (MEQ, 2001b, p. 4). In other words, the program is designed to develop competent individuals, able to

demonstrate “the effective mobilization and use of a range of resources” (MEQ, 2001b, p. 4). To this end, the program introduces a new category of competencies: *cross-curricular* or *generic* competencies. (MEQ, 2001b, p. 12). The acquisition of these intellectual, methodological, personal and social or communication-related competencies (such as the ability to use information, exercise critical judgment, adopt effective work methods, cooperate with others and communicate appropriately) involves all educational activities—the broad areas of learning as well as the subject-specific areas. Other competencies, known as *subject-specific competencies*, involve the mastery and use of the knowledge related to each school subject in a variety of contexts.

34. At a theoretical level, the competency-based approach targets the development of a know-how that transcends or eliminates the boundaries between one subject and another, between students' personal experience and school learning, and between knowledge and action. It considers the student as the repository of different sorts of knowledge, and sees knowledge not as an end in itself, but as something that students should acquire for the purpose of constructing their world-view and their identity and for use in their social and career-oriented actions. In this sense, the class, which brings together students of a given age to complete a prescribed course of learning within a school year, constitutes a framework too limited to allow students to reap the benefits of the competency-based approach. For this reason and for others explained below, Québec's education system, like those in a number of countries, has opted to replace classes with learning cycles. According to the Minister of Education's Basic school regulation for preschool, elementary and secondary education, the cycle “is a period of learning during which students acquire competencies in each subject area and cross-curricular competencies which prepare them for further studies” (MEQ, 2000a, s. 15). In other words, the six years of elementary school have been reorganized into three two-year cycles, while the five years of the secondary level now represent two cycles, the first of two years' duration, and the second of three years.

In the opinion of the Conseil supérieur de l'éducation¹⁵ and of other observers,¹⁶ this reorganization, notwithstanding its undeniable promise, poses many challenges and faces major obstacles: individualistic approaches to teaching and evaluation that are hard to break, not to mention the dearth of scientific studies concerning the effectiveness and impact on students of this form of pedagogical organization (CSE, 2002b, p. 11-15). The brief submitted by the Conseil supérieur de l'éducation on this question nonetheless maintains that “Cycle-based instruction can be used as a tool to meet the challenge of educational success, because it provides a framework for differentiated pedagogy” (CSE, 2002b, p. 6) if political decision-makers, school administrators and teachers take the precautions required for its implementation and provide the conditions necessary to make it work. According to the CSE, the cycle-based organization of learning promotes the emergence of a variety of pedagogical approaches adapted to the socio-affective and cognitive characteristics of the students, and fosters cooperation among teachers, and between teachers and other education personnel. It provides a more flexible time frame within which students can learn at their respective rates, as well as individualized guidance and formative assessment (CSE, 2002b). In the final analysis, the organization in learning cycles should reduce the incidence of failure, grade repeating and dropping out (MEQ, 1997a, p. 31) and the related emotional, social and economic costs.

35. The introduction of the program into the elementary schools has just been completed following its implementation in the third and final cycle. Before and during the implementation of the new program, school principals, teachers and other staff with pedagogical roles had the time and the access to human and material resources they needed to familiarize themselves with the competency-based approach and learning cycles. During this same period, the Ministère de l'Éducation, advisory bodies, school boards, schools and teachers' associations held numerous consultations, seminars and information and training workshops in order to explain or understand pedagogical orientations, translate them into learning content

¹⁵ See the CSE (November 2002).

¹⁶ See, for example, the dossier on learning cycles in the magazine *Vie pédagogique*, no. 114, February-March 2000.

and teaching or evaluation approaches, and develop didactic tools for teachers and information documents for school administrations, school boards, parents and the public. However, various concerns have been raised, and addressing them will take time and require the collection and analysis of data on the implementation of the new program. Some of these concerns relate to the meaning of concepts such as competencies, cross-curricular competencies, essential knowledge and cultural references, and their application in teaching and classroom practices. Others relate to evaluation procedures: how, for example, can subject-specific or cross-curricular competencies be evaluated, if such evaluation, unlike that of simple knowledge, involves placing students in complex, contextualized situations? In evaluating competencies, how much importance should be accorded to traditional examination procedures and the teacher's professional judgment? Some educators believe that abolishing grade repeating, distributing the total learning content over the duration of the elementary level, and doing an *assessment of learning* only at the end of each cycle (MEQ, 1997a, p. 31), as proposed by the cycle-based model, may make it impossible to identify the problems experienced by certain students at an early enough stage, and that as a result, their problems may worsen, which would run counter to the objectives of the cycle-based organization of learning. For this reason, further research is needed regarding the evaluation of competencies and particular—and ongoing—care must be taken to ensure that teachers are properly trained in this area.

36. The document *Competency Levels by Cycle, Elementary School*, recently published by the Ministère de l'Éducation,¹⁷ provides scales comprising between two and ten levels each, which are designed to help teachers decide on a student's level of mastery of each competency in the program at the end of a learning cycle or another point in the student's learning process. Teachers, who are expected to work together on a given learning cycle, may decide to assess the learning of a particular student at a point they consider appropriate, and, if necessary, to identify suitable support measures. The competency levels do not replace the usual evaluation instruments (examinations, periodic tests, or evaluation checklists, for example), but “should be considered as references to be used when interpreting different observations and when forming opinions on the level of competency developed by the student. They should not be used as measuring instruments” (MEQ, 2002a, p. 5). Given that the implementation of the new program has been under way for only a short time, and that there are few empirical data on the development of competencies among elementary-school students, the competency levels can be tested, added to, or rewritten. In addition, “it may be possible to illustrate them with some typical examples based on observation of students” (MEQ, 2002a, p. 7).
37. In short, in a period of major and rapid change such as that which Québec's education system is currently undergoing, it is important to support and guide the participants, identify the problems they encounter and their questions, and respond to these problems and concerns as they arise by holding frequent consultations with the stakeholders and advisory bodies. This explains why the Ministère de l'Éducation, the Conseil supérieur de l'éducation and the various commissions and advisory committees produce so many documents designed to meet the challenges posed by the implementation of the new curriculum and to ensure that teachers learn to work with the competency-based approach and fulfill its requirements with regard to the evaluation of learning.

Teaching staff

38. In 1994-1995, there were 70 518 teachers in public schools,¹⁸ expressed in full-time equivalents. Five years later, the number had increased by 1%, to 71 273 (Table 2.5). Their distribution among the general education programs in the youth and adult sectors and the vocational sectors did not change much during this period.

¹⁷ This document may be consulted at: <http://www.meq.gouv.qc.ca/dfgj/eval/pdf/echellesduprimaire.pdf>

¹⁸ There are no comparable data for teachers in the private sector.

TABLE 2.5

Teaching staff in public schools calculated in full-time equivalents, by sector, from 1994-1995 to 1999-2000 (annual data)

Sector	1995-1996		1999-2000	
	N	%	N	%
General education, youth sector	61 727	87.6	62 729	88
General education, adult sector	3 694	4.2	2 935	4.1
Vocational education	5 097	7.2	5 609	7.9
Total	70 518	100	71 273	100

Source: MEQ, 2001d, p. 177

The slight increase in the number of teachers mentioned earlier reflects primarily a rise in the number of preschool and elementary teachers. As Table 2.6 shows, the number of teachers at these levels grew by 3.7% as a proportion of the overall teaching corps. The factor underlying the increase is the change from part-time to full-time kindergarten attendance for five-year-olds since 1997-1998, which led to the hiring of nearly 2000 new full-time teachers. Teachers employed in all sectors of secondary education except general education in the youth sector declined as a proportion of overall teaching staff.

39. In terms of the sex composition of the permanent teaching corps in the public schools, the proportion of women increased slightly between 1996 and 2000, from 68.4 to 70%. This is most visible in secondary education in the youth sector, where women represented 54.7% of teachers in 2000, as compared with 52% in 1996. This trend toward the feminization of the teaching profession has been under way for nearly 40 years and according to certain forecasts, is likely to continue. Women represented 64% of teachers in 1981; if the forecasts prove accurate, they will account for more than 73% in 2008 (Ouellette, 1999, p. 14-15).¹⁹ Although no one can predict the precise effect of this imbalance on the mind and personality of young people, some people do not hesitate to blame the difficulties experienced by boys at school—delinquency, falling grades, academic delay, failure and dropping out—on the dearth of male role models and the growing predominance of feminine ways of thinking and behaving.²⁰ One thing is clear, though: the preponderance of women and its impact on the definition of the value of teachers' work will be the focus of negotiations between the employer and the teachers' unions on the issue of pay equity.

¹⁹ For data on the period from 1901 to 1992, see Mellouki and Melançon (1995, p. 330).

²⁰ See, for example, Gilly (1980, p. 152-153), Gagnon (1998, p. 24-27) and Bernard (1995).

Table 2.6

Percentage and total number of teachers in public schools, by level of education, sector and sex, all employment statuses combined, from 1995-1996 to 1999-2000 (annual data)

Level of education	Sex	1995-1996	1999-2000
Preschool	M	1.5	2.2
	W	98.5	97.8
% of all teaching staff		3.9	5.8
Elementary	M	15	16
	W	85	84
% of all teaching staff		44.2	46
Secondary			
General education, youth sector	M	48	45.3
	W	52	54.7
% of all teaching staff		38.3	35.4
General education, adult sector	M	26.5	28.6
	W	73.5	71.4
% of all teaching staff		5.8	4.6
Vocational training	M	62.9	62.4
	W	37.1	37.6
% of all teaching staff		7.7	8.2
Total	M	31.6	30
	W	68.4	70
Total men and women		94 721	93 858

Source: MEQ, 2001d, p. 185

Average schooling of teachers

40. In 1995, Québec teachers had an average of 16.9 years of schooling and pedagogical training, and 17 years in 1999 (Table 2.7). This corresponds, in the continental French system, to a university diploma obtained on completion of four years of study beyond the Baccalaureate. In 1970, just one year after the transfer of training programs from the normal schools, which were abolished thereafter, to the universities, teachers had an average of 16 years of schooling. In three decades, they have increased their average level of qualification by one year of schooling. This applies, however, exclusively to women, whatever the level of education at which they teach. Traditionally, lay male teachers were more educated than lay female teachers. It was only after 1954, with the updating of normal school programs, and especially with the major reform of the 1960s, that the same level of training began to be required of women entering the teaching profession. Table 2.7 shows that the gap between the two sexes is disappearing.

TABLE 2.7
Average schooling of permanent teachers employed by school boards in the youth and adult sectors, by level of education and sex, in 1995-1996 and in 1999-2000 (annual data)

Sex	Men		Women		Total	
Level of education	1995-1996	1999-2000	1995-1996	1999-2000	1995-1996	1999-2000
Preschool and elementary	17.6	17.5	16.5	16.7	16.7	16.8
Secondary	17.4	17.4	16.8	17.0	17.2	17.2
Men and women together	17.5	17.4	16.6	16.8	16.9	17.0

Source: MEQ, 2001d, p. 199

Average age of teachers

41. The average age of Québec teachers, taking men and women together, fell by two years over a five-year period, from 45.8 to 43.8 (Table 2.8). It is now half a year less than it was ten years ago²¹ (MEQ, 1994, p. 87). This one-time fall in the age level may be attributed to the arrival of younger people to replace the approximately 8200 teachers who took early retirement. The long-term upward trend is due to the tendency of permanent teachers with job security to remain in their jobs.

TABLE 2.8
Average age of permanent teachers in school boards in the youth and adult sectors, by level of education and sex, in 1995-1996 and in 1999-2000 (annual data)

Sex	Men		Women		Total	
Level of education	1995-1996	1999-2000	1995-1996	1999-2000	1995-1996	1999-2000
Preschool and elementary	45.3	45.4	45.4	42.6	45.4	43.0
Secondary	47.7	47.0	44.3	42.8	46.2	45.0
Men and women together	47.1	46.5	45.1	42.7	45.8	43.8

Source: MEQ, 2001d, p. 197

Teaching experience

42. Teaching experience, like the rise or fall in the average age of teachers, is closely linked to the rate of renewal of the teaching corps. This rhythm has accelerated over the last five years in the wake of the government's early retirement program, which enabled employees to retire as early as age 55 if they had accumulated enough years of work. As Table 2.9 shows, the average number of years of teaching experience fell by 1.1 years—from 13.3 years to 12.2—between 1996 and 2000. The trend was more pronounced among women than men: the average teaching experience of female teachers fell by 1.4 years, from 13.4 years to 11.8 years, while the average for men fell from 13.7 to 13.1 years, only 0.6 of a year. It also affected women teachers more at the preschool and elementary levels, where the average experience of women declined by more than 1.6 years, compared with 0.9 years for men.

²¹ The average age was 44.3 in 1990.

TABLE 2.9

Average number of years of experience of permanent teachers employed by school boards in the youth and adult sectors, by level of education and sex, in 1995-1996 and in 1999-2000 (annual data)

Sex	Men		Women		Total	
Level of education	1995-1996	1999-2000	1995-1996	1999-2000	1995-1996	1999-2000
Preschool and elementary	13.8	12.9	13.4	11.8	13.5	12.0
Secondary	13.7	13.2	12.5	11.7	13.2	12.5
Men and women together	13.7	13.1	13.2	11.8	13.3	12.2

Source: MEQ, 2001d, p. 200

Remuneration

43. The data on remuneration in the other provinces of Canada do not allow us to distinguish between teachers and other categories of school staff, which explains why interprovincial comparisons generally concern all educators. Table 2.10 shows that the gap between the annual income of educators in Québec and those in the other provinces has varied over the past 11 years. Educators in Québec have always earned less than those in the rest of Canada (see the line *Canada without Québec*). The gap was at its smallest in 1991 when the average salary of educators in Québec was C\$4097 less (-9.5%), it nearly doubled in 1995 (-17.7%) but declined steadily thereafter. In 2001 and 2002 it was between -11.3% and -11.4%.

TABLE 2.10

Average salary of educators in school boards, Québec and regions of Canada (in current dollars)

	1990-1991	1994-1995	1999-2000	2000-2001	2001-2002
Québec	42 801	45 610	47 546	49 829	51 262
Canada without Québec	46 898	53 728	55 446	56 167	57 570
Atlantic provinces	44 588	47 104	50 477	50 597	--
Ontario	47 470	55 932	57 055	57 644	--
Western provinces	46 691	52 315	55 065	55 945	--
Canada	45 926	51 772	53 592	54 683	56 081

Source: MEQ, 2003 (forthcoming)

44. There is also a gap between the average salary of teachers in Québec and those in the United States, in favour of the latter (Table 2.11). This gap grew between 1992 and 2002. In current dollars,²² American teachers earned C\$2531 more than Québec teachers in 1991 and C\$7112 more in 2002. In 1991, Québec teachers thus earned 5.9% less than their American counterparts, and in 2002, notwithstanding the salary adjustments obtained since 1999 (see paragraph 58 below, on pay equity) they made 12.8% less. Chapter 6 of this report contains further details concerning the remuneration of teaching staff.

²² For purposes of comparison, the salaries of American teachers have been expressed in Canadian dollars using the purchasing-power parity (PPP) rates established by the OECD.

TABLE 2.11
Average salary of teachers in school boards, Québec and United States (in current dollars), 1991-2001

	1990-1991	1994-1995	1999-2000	2000-2001	2001-2002
Québec	40 478	43 080	45 314	46 992	48 358
United States	43 009	45 844	49 687	52 435	55 470

Source: MEQ, 2003 (forthcoming)

Teachers and other categories of school staff

45. To understand the exact significance of the 1% increase in the number of teachers between 1996 and 2000 mentioned in paragraph 38 above, one must compare the long-term evolution of the teaching corps with that of other categories of personnel working in the schools. Table 2.12 shows that teachers represent approximately two thirds of all school staff, although the proportion has diminished over time. They constituted 69% of school staff in 1991, 66% in 1995 and 65.7% in 2000. The proportion has thus fallen by 3.3% during this period, but much of the decline has been absorbed by massive hiring (Ouellette, 1999, p. 10)—more than 12 500 people in 1997-1998. The numbers of school board administrators, school principals, management staff and non-teaching professionals all declined between 1991 and 2000. The only category that did not decline was support personnel, which grew by 2.9%.

TABLE 2.12
Public school staff calculated in full-time equivalents, youth and adult sectors, by employment category, from 1990-1991 to 1999-2000

Job category		1990-1991	1994-1995	1999-2000
Teaching staff	N	70 867	70 518	71 273
	%	69	66	65.7
Administrative staff	N	1607	1452	1194
	%	1.5	1.3	1.1
School principals	N	3874	3820	3498
	%	3.7	3.6	3.2
Managerial staff	N	822	848	679
	%	0.8	0.7	0.6
Non-teaching professionals	N	4486	4691	3971
	%	4.2	4.4	3.7
Support staff	N	24 165	25 605	27 836
	%	22.8	24	25.7
Total	N	105 821	106 934	108 451
	%	100	100	100

Sources: MEQ, 2000b, p. 135 and MEQ, 2001d, p. 136

Permanent and non-permanent teachers

46. The first generation to earn bachelor's degrees in elementary and secondary education (a 4-year B.A. program) entered the job market in fall 1998. On the one hand, for reasons that will be explained in Chapter 4, people hired from this cohort already had permanent teaching diplomas when they graduated from university; unlike their predecessors, they did not have to work for the equivalent of two years full-time to demonstrate their ability to teach. On the other hand, the teachers' union has demanded for some time now that the number of teachers without job security be reduced and new positions be created, or at the very least, that the number of positions leading to permanent status be maintained. In Québec, as elsewhere in the world, reformers, union militants, and government representatives long believed that job tenure guaranteed personnel stability and peace of mind, and as a result, contributed to the quality of the

pedagogical relationship and students' success. It is therefore important to see whether the hiring of the recent years altered the composition of the teaching corps in terms of its employment status.

TABLE 2.13
Non-permanent teachers (including supply teachers), as a percentage of teaching staff in the school boards, by level of education and sex, in 1994-1995 and 1999-2000 (annual data)

Level of education	Sex	1994-1995	1999-2000
Preschool	M	36.4	26.2
	W	23.3	16.4
	M and W	23.5	16.7
Elementary	M	39.5	32.2
	W	33.8	34.3
	M and W	33.2	33.9
Secondary			
General education, youth sector	M	23.3	26.0
	W	41.0	41.1
	M and W	32.3	34.3
General education, adult sector	M	89.3	84.9
	W	96.0	86.7
	M and W	94.2	86.2
Vocational training	M	67.6	74.1
	W	76.1	77.7
	M and W	70.7	75.4
Total	M	34.6	38.3
	W	40.9	39.1
	M and W	38.9	38.9

Source: Based on MEQ 2000b and 2001d, p. 182-185

47. The composition of the teaching staff by employment status may be viewed in either of two ways. One can consider the *number of people* in each of the two major job categories used for administrative purposes in the school boards: permanent and non-permanent. It must be stressed that this distribution has no connection with the distribution of the teaching load between permanent and non-permanent staff. Table 2.13 shows that the overall structure of employment status remained the same between 1995 and 2000 and that non-permanent teaching staff, including supply teachers, represent exactly the same proportion of the teaching corps: 38.9% compared with 61.1% for the permanent teachers. There is, however, some variation by level of education and sex. The proportion of non-permanent preschool teachers declined from 1995, when they accounted for 23.3% of teaching staff in this sector, to 2000, when they represented 16.4%. But there are so few teachers in this group that changes in their status have little impact on the overall structure of employment. The same phenomenon may be observed among teachers in general education for adults. In this category, which is likewise small, the proportion of non-permanent teachers fell from 94.2% of teachers in 1995, to 86.2% in 2000. It should be pointed out that the great majority of teaching staff in general education for adults and vocational training are non-permanent. The other way to view the composition of the teaching corps is by taking into consideration the distribution of the teaching load. In this case *the number of people must be expressed in terms of full-time equivalents*. Table 2.14 shows that this distribution of the teaching load changed only a little between 1995 and 2000. Full-time teachers performed 74.1% of teaching activity in 1995 and 72.9% in 2000. The rest of the load was handled by part-time staff (16.3% in 1995 and 16.1% in 2000) and employees with reduced workloads (9.6% in 1995 and 11% in 2000). As before, these fluctuations did not modify the overall structure of teachers' employment status in the school boards during the period under observation.

TABLE 2.14
Distribution of teaching staff in school boards in full-time equivalents, by employment status, in 1995 and 2000

Year		1995	2000
Employment status			
Full-time	N	51 610.7	51 833.4
	%	74.1	72.9
Part-time	N	11 357.4	11 420.7
	%	16.3	16.1
Reduced workload	N	6 725.5	7 879.7
	%	9.6	11.0
Total	N	69 693.2	71 133.8
	%	100	100

Source: SIDE, MEQ, 2002-07-15, internal document

Penury or surplus?

48. According to the global data of the Ministère de l'Éducation, Québec neither has nor expects a general scarcity of teachers. On the contrary, there is a surplus: each year, “the supply of qualified teachers exceeds the demand by a larger amount” (Bousquet and Martel, 2001, p. 3, translation). If a fair number of these teachers are approaching retirement age, the regulation of supply and demand will follow what may be called a natural course, according to the demographic evolution of the school-age population. In the reference or moderate scenario (Maheu, 2002, p. 2), with a fertility rate of 1.5 and annual internal migration of 12 000 people, student enrollments will fall by a percentage varying by age category between 2000 and 2016. It will be 15.2% among young people aged 15 and under and 6% among those between the ages of 15 and 34. The school-age population has been declining markedly for some time at the elementary level, which will affect enrollments at the preschool and secondary, postsecondary and university levels (Maheu, 2002, p. 18-20; Lavigne, 2002). The demographic evolution of this population is one of the main indicators used to forecast a scarcity or surplus of teachers at each level of education and in each teaching field or discipline. Other factors that are taken into account include the number of graduates of teacher-training programs, the number of qualified people on waiting lists as part-time teachers,* and the job creation, attrition, promotion and mobility rates.
49. At the present time, however, a number of school boards, French and English, as well as private schools, are finding it difficult to hire teachers in certain subjects, and supply teachers in general.
50. Table 2.15 compares the net hiring rate for new teachers in 1995-1996 and in 2008-2009. Overall, the rate is 10.6% lower in 2009 than in 1996. This fall is slightly greater than that in student enrollments over the same period, which will be 8.9%. In 2009, there will thus be 1341 fewer permanent teachers and 577 fewer non-permanent teachers than in 1996, which represents a decrease of 2.3% for the former and of 3.4% for the latter.

TABLE 2.15
Net hiring rate of teachers in public schools, 1995-1996 and 2008-2009

	1995-1996 A	2008-2009 ^e B	A-B
Student enrolment	1 044 678	951 262	93 416 -8.9%
Permanent teachers	57 509	56 168	-1 341 -2.3%
1. Gross hiring	1 780	2 195	455 25.6%
Non-permanent teachers	17 092	16 515	-577 -3.4%
2. Gross hiring	3015	2345	-670 -22.2%
3. Net promotions	1420	1522	102 8.5%
Net hiring (1+2-3)	3375	3018	-357 -10.6%

Source: Based on Ouellette, 1999, p. 4

^e: Estimate

Note: Does not include non-network schools

51. It is at the elementary level and in the specialist subjects (arts, music, physical education, etc.) that hiring needs will begin to be felt most strongly in 2008-2009. These areas will account for 35.5% and 18.8% of new hiring respectively. After them, by order of importance, will come hiring in special education (9.3%), general education at the secondary level (7.9%), vocational training (7.7%), mathematics and science (7.3%), preschool (7.1%) and lastly, language of instruction (6.5%) (Ouellette, 1999, p. 10). But such hiring needs will normally be met gradually, as they arise. This leads the editor of the issue of the *Education Statistics Bulletin* on projections of teaching staff to conclude that “from 1995-1996 to 2008-2009, there will be significant teacher turnover” (Ouellette, 1999, p. 11). With the recent changes to teaching time at the elementary level, there is a new possibility that these forecasts will prove wrong.
52. In February 2003, the Minister of Education announced that he would increase the number of hours of instruction in elementary school by two hours a week. Total hours of instruction will thus rise gradually from 23.5 to 25.5 hours a week, between 2003 and 2005. The extra teaching time will be devoted to second languages (English or French), physical education and arts education. According to internal forecasts, this will create the need for 2700 more staff, in addition to the 660 already required in the public sector and the 275 in the private sector to teach specialist subjects at the elementary level.²³ Spreading the application of this measure over two years will make it possible to avoid a shortage, according to the authors of the internal forecasts. The number of graduates in these specialist subjects in 2004 and 2005 and the reserve pool of teachers already available are enough to meet needs in these domains.

Teachers' unions

53. All teachers in the public sector are unionized according to the Rand formula. Teachers' federations and unions are generally organized by linguistic sector. In the French sector, teachers are part of the Centrale des syndicats du Québec (CSQ), which has 150 000 members distributed among 14 federations, associations or unions. The CSQ represents the public and private sectors at the elementary, secondary and college levels, as well as health and social services, recreational and cultural services, services to

²³

Direction de la formation et de la titularisation du personnel scolaire and Direction de la recherche, des statistiques et des indicateurs, “Le renouvellement de l’effectif enseignant,” internal memorandum, June 25, 2003.

retired teachers and in part, the university teaching and communications sectors. Obviously there is no organization of a comparable size in the English sector.

54. Local staff unions in French schools belong to the Fédération des syndicats de l'enseignement (FSE), while teachers in English schools are members of the Québec Provincial Association of Teachers (QPAT), the Fee's English counterpart. The FSE is a member of the CSQ, while QPAT is affiliated with the Canadian Teachers' Federation (CTF), a Canada-wide organization. The FSE represents 44 local unions. The vast majority of these are teachers' unions, which total approximately 80 000 members, from 60 school boards. In the English sector, QPAT represents about 9000 teachers from nine school boards.²⁴
55. The mandate of these organizations is essentially to defend the interests and working conditions of their members. They intervene only indirectly in the development of policies related to teaching staff. Teachers participate in various commissions and committees provided for by law to advise the Minister of Education. For example, teachers are represented on the committee on program accreditation (CAPFE)²⁵ and the Comité d'orientation de la formation du personnel enseignant (COFPE), as are university and school administrators. In addition, even if they have no direct say, the teachers' organizations, whether unions or discipline-related, are invited to give their opinions whenever changes are projected in education policies or teacher-training programs. Some of these organizations, such as the Conseil pédagogique interdisciplinaire du Québec (CPIQ), an umbrella group of associations of teachers in specific subjects, have called for a new institutional framework for the teaching profession, one of whose purposes would be to control the professional training of members and access to the teaching profession. This demand for the creation of a professional teachers' order—which the CPIQ submitted to the Office des professions du Québec for the second time in fall 2001—is not new, although it may take on a special significance in the present context.²⁶ The first large-scale teachers' organization, established in 1945, called itself a corporation, a name inspired by professional corporatism advocated at the time by the social doctrine of the Church. During the 1950s and in the early 1960s, *La corporation des instituteurs et institutrices catholiques* advised its members to wear a badge identifying them as teacher training graduates. Today the Conseil pédagogique interdisciplinaire seems to be arguing along similar lines for the identification of *EA*, *enseignants agréés*, or certified teachers.²⁷ After conducting a broad survey of the stakeholders, the Office des professions du Québec recently rejected the CPIQ's demand for the creation of a professional teachers' order (OPQ, 2002).

Three main bargaining issues in the most recent round of negotiations

56. The most recent negotiations between the teachers' unions and the government focused mainly on three issues: pay equity, which is by far the most delicate of the three and the costliest to implement, the lack of job security and measures designed to promote the success of students with handicaps, social maladjustments or learning difficulties (SHSMLD) who are integrated into regular classes.

²⁴ According to the presentation of QPAT representative Pierre Weber during the "special consultations on Bill 35" organized by the Standing Committee on Education. *Journal des débats*, October 17, 2001, p. 29. <<http://www.assnat.qc.ca/fra/publications/débats/journal/ce/011017.htm>>

²⁵ Teachers, like the other members, participate as individuals even if they are nominated by their association and appointed by the Minister.

²⁶ See the various contributions to the collective work under the direction of M. Tardif and C. Gauthier, *Pour ou contre un ordre professionnel des enseignantes et des enseignants au Québec ?* (Québec: Presses de l'Université Laval, 1999).

²⁷ For a historical overview of this issue, see J. Rouillard, *Histoire du syndicalisme québécois*, Montréal, Boréal, 1989, and M. Mellouki, P.-A. Côté and M. L'Hostie, "Le discours syndical sur la formation et le rôle des enseignants au Québec, 1930-1990." *Historical Studies in Education/Revue de l'histoire de l'éducation*, 1993, 5 (1), 3-31.

Pay equity

57. Pay equity was not only an issue in the recent negotiations between representatives of the teachers and the government; in one form or another, this concern has figured in the unions' demands and the government's agenda since 1992. It led to the adoption, on November 21, 1996, of the *Pay Equity Act*, which came into force the following year, and the establishment of a commission on pay equity to monitor its application. This law is intended to eliminate so-called systemic discrimination, which is responsible for the evaluation and remuneration of various aspects of women's work at less than its just value, and thus for the creation of a wage gap between men and women with equivalent training and work.

Since teaching is recognized as a traditionally feminine area of employment, the employer and union bargaining committees had to agree on the duration of teachers' work—which the union considers underestimated—and its value, in order to establish an equitable scale and ranking within the Conseil du trésor's pay categories. This question concerns not just teachers, but all employment categories in the public, paraprofessional and private sectors.

58. As regards teaching, the pay equity issue will be resolved in three steps or by three measures: *the merging of certain pay categories within a single scale, the evaluation of the duration of teachers' work, and the examination of the value of this work compared with different but equivalent employment categories*. The teachers' unions and government have already reached agreement on the first two measures; the first in 2000, the second in 2002. The third, which concerns the relative value of a teacher's work, is under consideration.

Until 2000, teachers were ranked for remuneration purposes in seven categories according to their years of schooling, on a scale from 14 to 20 years. Because teachers with 14, 15 and 16 years of schooling do the same work as their more educated colleagues, the 2000 agreement between the government and union bargaining committees recognized them as having the equivalent of 17 years of schooling. Pay equity has thus been partly achieved by placing the least-educated teachers, who had the lowest pay, in a higher salary scale, that of teachers with 17 years of schooling. The scales for teachers recognized as having 18, 19 and 20 years of schooling have been maintained. This same agreement entrusted the evaluation of the duration of teachers' work to a committee of experts made up of representatives of the unions, the secretariat of the Conseil du trésor and the Ministère de l'Éducation.

Until 2002, the government considered teachers' work load to be 35 hours a week and 40 weeks a year, which comes to 1400 hours a year.²⁸ This put teachers at a disadvantage relative to other employment categories within the public sector, whose salaries are based on 1600 hours a year. The work of the committee of experts and ongoing negotiations made it possible for the government and unions to agree on a higher work load of 40 hours a week, while maintaining a working year of 40 weeks' duration (FSE, 2002, p. 4-5). According to this new definition of the duration of the work week, teachers' presence at school rose from 27 to 32 hours a week. The additional 200 hours this represented annually had a direct impact on remuneration: salaries rose 5.9% on average over three years, or approximately \$256 million overall, according to the Fédération des syndicats de l'enseignement (FSE, 2002, p. 4-5). This agreement also provides for a new consolidation of salary scales. The goal is to move gradually toward a single scale that combines schooling and experience. Thus, the four salary scales established in 2000 have now been reduced to two, with 17 steps each,²⁹ whose implementation will begin in September 2003-2004 and

²⁸ Although both the teachers' representative, Johanne Fortier, and the government representatives, Richard Pouliot and Marcel Lapointe, agree that the teachers' 40-hour work week has been recognized, it was not included in the November 8, 2002, amendment to the collective agreement.

²⁹ See s. 11-10.04 of the elementary and secondary teachers' 2000-2002 collective agreement as amended on November 8, 2002 <<http://www.cpn.gouv.qc.ca>>. For English teachers, see Appendix XXX, section II of the

extend over two years.³⁰ During the first year, the agreement will apply to teachers with 17, 18 and 19 years of schooling, and in the second year, it will cover those with 20 years of schooling or a doctorate. In the special case of teachers who have a Ph.D., a committee including representatives of the Conseil du trésor, the Ministère de l'Éducation and unions is to evaluate their contribution to teaching, to their discipline and to the pedagogical process.

This classification based on the duration of teachers' work remains provisional, pending agreement by the government and the unions on the relative value of teachers' work and ranking. A ranking is a category in the overall structure of evaluation and classification of jobs designed to attribute equal salaries for *equivalent* jobs, whether they are held by men or women.³¹ The teachers' union demanded that its members receive a ranking of 21, which would have placed them in the same salary range as certain groups of engineers in the public service. During the most recent negotiations, the government agreed to give teachers a ranking of 20, which the union saw as a major step forward (FSE, 2002, p. 4-5). Both parties have decided, however, to do a survey of teachers, and this survey, which is now under way, will make it possible to analyze the work of teachers on the basis of certain criteria,³² to compare it with other employment categories in the public sector that are not affected by sexist bias³³ and to determine to what extent teaching is equivalent to them. The results of the survey on the relative value of teachers' work and their interpretation by the two parties in the negotiation process will determine the final ranking in which the teachers' salary scale will be included.³⁴

Lack of job security

59. The lack of job security, as we saw earlier, affects more than a third of teachers. The government and union bargaining committees agreed to call for school boards to convert a number of part-time positions into full-time positions, following the procedures set out in the elementary and secondary teachers' collective agreement.³⁵ Approximately 1500 full-time positions should be created in this way during the period covered by the agreement.³⁶

Reduction of the average size of student groups that include at-risk students

60. Society's evolution toward the recognition of the rights of every person, including the right to education, and pressures exerted by various parents' associations led the Québec government to adopt a policy promoting the integration into regular classes of students with handicaps, social maladjustments or learning difficulties (SHSMLD) (MEQ, 1999b) and to try to identify measures to help these at-risk students, contribute to their success and prevent them from dropping out. The application of these measures, as presented in the Ministère de l'Éducation's plan of action (MEQ, 1999a), was a major focus of the last round of negotiations between the representatives of the government and the teachers. The two parties agreed on a reduction in the number of students per group.³⁷ The number of students per class is

Agreement between the CPNCA for English-Language School Boards (CPNCA) and The Québec Provincial Association of Teachers (QPAT) 2000-2002, p. 242.

³⁰ This change will be introduced gradually: 30 hours in the 2004-2005 school year, 32 in 2005-2006.

³¹ Interview with Richard Pouliot, Direction générale des relations du travail of the Ministère de l'Éducation, November 15, 2002, and with Johanne Fortier, president of the Fédération des syndicats de l'enseignement, November 7, 2002.

³² Similar surveys have been carried out in other sectors, such as nursing.

³³ Interview with Marcel Lapointe, Secrétariat du Conseil du trésor, November 20, 2002.

³⁴ Interview with Marcel Lapointe, Secrétariat du Conseil du trésor, November 20, 2002.

³⁵ See s. 13-7.60 of the French 2000-2002 collective agreement and s.13-19.00 to 13-19.05 of the English (CPNCA-QPAT) 2000-2002 collective agreement.

³⁶ Interviews with Roger Lacasse, Direction générale des relations du travail, Ministère de l'Éducation, November 7, 2002, and Johanne Fortier, president of the Fédération des syndicats de l'enseignement, November 7, 2002.

³⁷ See clauses 8-8.01 to 8-8.04 of the French 2000-2002 collective agreement, and 8-4.01 to 8-4.06 of the English collective agreement, on the rules for the formation of student groups.

determined by a formula that takes into account the degree of difficulty, the academic delay, or the handicap of the mainstreamed students, as well as the socioeconomic area in which the school is located and the presence of students from cultural communities. According to this calculation, the average size of classes with at-risk students is two to five students smaller than that of classes without such students (see Appendix 3A).

The main trends and concerns

61. This is a period of great change for the school system and its various components, including the teaching corps—they have been analyzed here in a moment of effervescence, when action and reflection combine to transform organizational dimensions, program content and pedagogical approaches. It is a moment that involves all participants, whether they be education professionals, parents or observers, and it involves them as individuals or groups with a world view and a concept of citizenship education, whether they seek change or are satisfied with the status quo. In this context, with its abundance of official documents, seminars, workshops, briefs, observations, recommendations and opinions, it is difficult to distinguish clearly what constitutes a well-established trend, which is likely to develop, from a temporary situation, or simply an opinion. However, taking as a trend any current of thought and action with regard to education and training that is decided on and supported by policies, a law or a government regulation, with its course charted by strategic plans and its funding guaranteed, we may observe certain movements whose duration, trajectory and medium- and long-term effects should be analyzed. This distinction, however, risks mistaking for simple expressions of opinion or passing concerns certain phenomena that are not supported by any government action, but which may turn out to be solid, relatively durable trends in thought and action concerning organization or training. Examples of this sort of interpretation are frequent in the history of education. For this reason, it is preferable to consider the distinctions proposed below as hypotheses to be examined over the long term, rather than as either well-grounded trends or ephemeral concerns.

Trends and concerns related to school organization

62. In school organization, there is a trend toward the decentralization of powers and responsibilities with regard to resource management, and the adaptation of the province's educational orientations to regional and local characteristics. This decentralization is intended to bring schools and their communities closer and encourage parents, associations and local businesses and cultural institutions to become involved in the life of the school, while the school becomes involved in the exploitation and development of resources in its environment. This decentralization takes many forms, some of which have been present for a long time, such as the fact that since 1977 each school has to choose its specific educational project. Others concern powers established by the *Education Act*, such as the powers of the governing boards. By virtue of their composition, the financial efforts devoted to training their members and their mission, the governing boards promote socialization and dialogue and provide information for parents, students, members of local communities and school staffs who participate in them. By giving Secondary Cycle Two students the right to vote, they also contribute to civic education—students learn how democracy works and develop a desire to participate—and prepare some students to become future leaders in their community.
63. However, a trend can also be a cause of concern for government representatives or citizens. Thus, we may ask whether the decentralization of powers and greater autonomy for schools, which are honourable intentions, do not risk having negative long-term effects. Seeking to regionalize certain aspects of the training of young people may undermine their sense of belonging to the Québec community as a whole, especially as this sense of belonging is already weakened by globalization, including the globalization of knowledge and culture, and the standardization of identities.³⁸ We know that the schools are in

³⁸

Clothing and musical fashions are also becoming standardized throughout the world. Yet another example of the trend towards the standardization of identities comes from China, where young people increasingly have eyelid

competition with television, Internet, videos, and the entertainment industry; we know that young people are exposed to these mass media every day. Is there not a risk that they will compare their small regional cultural institutions—local museums, historical interpretation centres, and so on³⁹—with the glamour, wealth and diversity of mass culture and find the local heritage wanting?

In addition, depending on the degree, density and wealth of a given regional population, regionalization can become a source of regional disparity as regards access to educational and cultural services. It can increase the gap between the centre and the periphery, the large cities equipped with infrastructures that facilitate access to culture, and towns and villages in which resources are limited and enrollments fluctuate considerably. In a brief presented to the Québec National Assembly's Committee on Education, the Fédération des commissions scolaires du Québec (FCSQ) and the Association des directrices et des directeurs généraux des commissions scolaires (ADIGECS) point out the difficulties posed by regionalization in socioeconomically disadvantaged areas and locations. For such locations, regionalization "makes it difficult, if not impossible, to provide students in each school with the full variety of services generally available in schools, such as drama, choir, music groups or collective sports. Given the number of students in some schools, it is simply not feasible to organize such activities" (FCSQ and ADIGECS, 2002, p. 7).

64. Another, completely unrelated factor is the concern or need, often repeated in MEQ documents and union speeches, for equitable treatment of the most disadvantaged categories of students: students with handicaps or learning difficulties, those from disadvantaged socioeconomic areas and certain cultural communities, and Aboriginal students. Action plans to promote conditions that facilitate the integration and educational success of such students have been adopted in recent years and agreements have been reached with teachers' unions. The measures taken include the generalization of kindergarten for four-year-olds in disadvantaged areas, reductions in class size, and improvements to complementary educational services (provision of specialized teachers, educational technicians).

Trends and concerns related to the pedagogical changes under way

65. Confusion concerning what constitutes a trend and what represents a momentary concern is extremely difficult to avoid. For example, in *Reaffirming the Mission of Our Schools*, which paved the way for the 1997 provincial policy statement, the authors presented culture as an integral part of each and every school subject, and suggested that the learning students achieve in any subject is itself a component of culture. In this view, culture is far more than a simple resource or a few references, among many others. The *Québec Education Program*, which was approved in 2001, does not affirm the same vision as clearly: there is reason to fear that access to culture may now be limited to a few cultural references that are tacked on and are specific to each subject area. Which of these two approaches, the cultural one or the competency-based one, constitutes a trend, and which a passing concern?
66. Based on the criteria used in paragraph 61 to distinguish a trend from a concern or a set of convergent opinions, the competency-based approach certainly seems to be a trend, whose probable duration, interpretation and development merit our analysis. It is, after all, a current of thought and action regarding education and training that is decided on and supported by policies, a law or a government regulation, its achievement and subsequent evaluation charted by strategic plans and its funding guaranteed. All the bodies in the education system—from decision-making organizations such as the Conseil supérieur de l'éducation and the commissions and advisory committees, policy designers and program writers to the

surgery to reduce their Asian fold, and dye their hair blond, in order to look more Western and, they say, improve their chances of finding work or a spouse (TV5 report, November 2002).

³⁹

A survey carried out in a dozen secondary schools in the Québec region shows that young people consider what is provided by this type of institution pretty insipid compared with what major cultural institutions such as the Musée de la civilisation or the Musée du Québec have to offer. See Mellouki and Gauthier (2003).

actors in the field, to teachers and teacher trainers—are expected to contribute to the implementation of educational practices consistent with the competency-based approach. Textbooks, pedagogical and didactic materials, learning evaluation tools and even the reorganization of the elementary schools by learning cycles are intended to bring about this transformation in teachers' pedagogical approaches and to shape the manner in which young people are educated in the near future. It remains to be seen to what point and how teaching and training practices will correspond to the orientations and requirements of the competency-based approach, which has been filtered, interpreted and modified by numerous actors before being introduced into the schools and classrooms, where it will have to overcome structural constraints, pedagogical traditions and psychological resistance to change.

67. The cultural approach to teaching seems, for the moment, to constitute a serious concern, in varying degree at all levels of the education system. But the concept of culture has many interpretations, and therefore may imply different practices. Will the cultural approach applied in a program of study designed to foster the development of cross-curricular and subject-specific competencies provide students with a better education? Will it overcome the structural constraints it faces? Will teachers embrace it? Will it make teaching easier for them? Can it be adapted to teacher-training practices?
68. The competency-based approach, which informed the writing of the QEP and is supposed to guide teacher training and teaching practices, has an indisputable impact on the evaluation of learning, and in consequence, on the teacher's work. This approach requires that knowledge and skills be divided up in a way that makes it possible to verify the degree to which the candidates' master competencies in real or simulated work situations. In some subject areas, it is difficult to create such situations. The learning itself is so complex and interdependent that it is not easy to process and evaluate it in the same way as technical skills, which are relatively simple and observable.
69. As regards evaluation, there are many challenges to be met at both the conception and the application levels. Teachers are supposed to see evaluation as a powerful tool enabling them to monitor and guide the students' learning step by step. Greater integration of evaluation into the learning process is also supposed to lead to the examination of the possible relationship between the ongoing evaluation of learning and the recognition of competencies at strategic points in students' education. Evaluation should take into consideration all the components of the programs, the subject-specific competencies in the various subject areas, the cross-curricular competencies and the broad areas of learning. This will require not only rethinking the role of all those who work closely with the students, but also the role of the students themselves. It will also be necessary to ensure that all those involved in the evaluation of learning work in a complementary manner. These factors and challenges underlay the recent publication by the Ministère de l'Éducation, following a broad consultation, of the Policy on the Evaluation of Learning: General Education in the Youth Sector, General Education in the Adult Sector, Vocational Training.

Trends and concerns related to teachers

70. The most notable trend with regard to elementary- and secondary-level teachers is no doubt the increase in the duration of initial professional training from three to four years since 1994 and the related increase in the length of time (700 hours minimum) devoted to practical training (observation practicums and classroom practice/management). This change will also be considered in Chapter 4 in the discussion of increased qualifications for teachers.
71. As mentioned earlier, this trend is accompanied by a uniformization of the salary scale in which the number of years of schooling no longer seems to be viewed as grounds for different remuneration, except in the case of teachers with doctorates, which is still a bargaining issue between the government and the unions. As there are no other explicit criteria for the hierarchization of teachers, the question may be raised whether this homogenization of the teaching corps, which is to the detriment of the teachers with

the highest levels of schooling, will not weaken healthy competition among teachers, discouraging the most innovative, dynamic and ambitious individuals from entering or remaining in the field. Surely we should seriously consider the implications of this phenomenon for careers in teaching, promotion, emulation and the quality of teaching staff?

72. In addition, even if it is not new, the trend toward the feminization of the teaching corps worries certain observers who establish sometimes facile causal relationships between the strong presence of women and certain behaviour patterns displayed by boys at school: lack of interest in learning, weak academic performance, various types of resistance to the required behavioural models. This question has a basis in social justice, and deserves further consideration. Québec, like many economically advanced parts of the world, has for some time now sought to establish equality between the sexes by adopting positive discrimination policies in the public sector and encouraging them in the parapublic and private sectors, in order to support women's access to employment categories habitually dominated by men. If, however, in the interest of social justice, we want to avoid the emergence of other forms of segregation based on sex, (Gélinas, 2002) it would be more logical to consider the issue of equality in terms of the job market as a whole, and thus to aim for a balance in the proportion of men and women in all fields of activity where there is presently an imbalance. In other words, perhaps we should follow the example of countries such as France, that have adopted legislative measures to encourage men to enter the teaching profession.
73. This is exactly what the Conseil supérieur de l'éducation suggested in 1999, in a brief presented to the Minister of Education that examined the relative academic achievement of boys and girls. Its analysis of research on this question led the Conseil to the conclusion that "the school context favours girls over boys because the behaviours expected from students correspond more to the social sex roles of girls than boys. For the latter, there is a contradiction between the conditions in which they exercise their role as students and the typical social expectations associated with their sex roles" (CSE, 1999, p. 58, translation). Although the rare research studies in this area do not allow the Conseil to establish a solid causal relation between expectations related to social sex roles and success in school, it suggested that the Minister of Education "recognize the impact of social sex roles and socialization" (CSE, 1999, *Improving Boys' and Girls' Academic Achievement*, English Summary of the French brief) and expressed the hope "that more men will choose a career in preschool and elementary teaching and also that more women will hold management positions in elementary and secondary schools" (CSE, 1999, p. 60, translation).

Chapter 3

Attracting capable individuals to the teaching profession

Identification of the main areas of government concern

74. All of the reforms carried out in the last 50 years have sought to promote the teaching profession and draw better candidates to it. The means adopted to promote the profession have varied considerably, but the most important were no doubt the transfer of teacher-training programs to the universities, the increase in the general duration of teacher training and, above all, since 1994, the inclusion of practical training in teacher training programs. To these must be added the recent improvement in the salary scale, measures facilitating early retirement, the establishment of quotas for teacher-training programs and many other measures taken by public authorities working with partners to enhance the prestige of the teaching profession.

Historical background and overview of the situation

Entering the profession

75. Since the reform of the 1960s, the main way to enter the teaching profession has been to acquire a teaching licence. The successful completion of a university teacher-training program accredited by the Ministère de l'Éducation du Québec leads to the issue of a teaching licence by the MEQ. Since 1994, only programs offered by university education faculties and departments automatically lead to teaching licences.* Chapters 2, 4 and 5 provide further information on teacher training options and induction into the profession.

Returning to the profession

76. Teachers may take leaves of various nature and duration, during which they are absent from active classroom teaching. Such leaves are usually taken for personal, family or professional reasons. Guidelines for a teacher's return to the classroom are provided by the provincial or local collective agreements. There is no province-wide protocol for the management of other cases in which teachers return to teaching, such as after resignation or retirement. Some teachers in this situation—and there are not many—may ask to be placed on the school boards' list so that they can do supply work when colleagues are absent or sick. If in this manner they are able to obtain contracts of a certain duration, and if they have the appropriate qualifications, they may gradually join the circuit leading to more regular employment (see also Chapter 6). It should be noted in this connection that economic circumstances, and particularly the poor performance of retirement plans, may oblige a number of retired teachers to return to teaching.

Recent or future changes regarding access to the teaching profession

77. With the exception of vocational training, which is not discussed in this report, there have been no recent changes in the training process that affect access to the profession, and none are foreseen in the near future. The two significant changes in the recent past, mentioned earlier in this report, concern the increase in the level of qualification required and the procedure for obtaining the teaching diploma.
78. There remains, however, the issue of young people trained in fields such as mathematics, science or the social sciences in the various academic faculties. Students who graduate with an honours B.A. in a specific subject, generally after three or four years of study, and who decide on a teaching career must then spend between two and a half to three years, and sometimes more, in a teacher-training program in order to acquire the competencies in pedagogy, psychopedagogy, didactics and classroom practice required for the teaching diploma. By contrast, in Ontario, the neighbouring province, the duration of the transitional period that enables holders of an honours B.A. in an academic discipline to enter the teaching profession is only one year. Certain young Quebecers (Allard, 2002) take advantage of this situation and of their right under an interprovincial agreement on the circulation of labour power to do their teacher training in Ontario universities and then return to teach in Québec. Ontario is, however, the only province

in Canada where the duration of pedagogical training is still only one year. In the other Canadian provinces it is now two years. The Ministère de l'Éducation du Québec intends to apply stricter rules in the future with regard to the pedagogical qualification of teachers from other regions of Canada. Before issuing a teaching diploma, it will ensure that their training is equivalent to that provided in Québec.

Enrollments in initial teacher training

79. Table 3.1 shows that annual enrollments in teacher-training programs fell significantly in the 1990s, from 7670 in 1991 to 6948 in 1996 and 4716 in 2000. This decline may be attributed largely to the 1994 agreement between the Ministère de l'Éducation and the universities on the establishment of admission quotas in teacher-training programs. For example, in 1998, under this agreement, the universities could accept up to 5576 new enrollments in their different programs. As we shall see later in this chapter, for various reasons, the universities do not always reach their quotas.

TABLE 3.1

Evolution of the number and percentage of annual enrollments in initial teacher-training programs, by level of education or area of specialization and year of university enrollment

Year of enrollment		TOTAL	Elementary and secondary (specialists*)	Elementary	Secondary	Special education
2000	N	4716	965	1985	1246	520
	%	100	20.5	42.1	26.4	11.0
1996	N	6948	1368	1740	1498	2342
	%	100	19.7	25.0	21.6	33.7
1991	N	7670	2586	2438	na	2646
	%	100	33.7	31.8		34.5

Source: For the number of enrollments in 2000, Table 1, Appendix 7 of this report; for the years 1991 and 1996, CUP, 1999, p. 185-189

na: Not available

* Second languages, arts education and physical education. At the Université de Montréal, the Université de Sherbrooke and the Université du Québec à Chicoutimi, the number of enrollments for 1991 and 1996 include students not intending to become teachers. At the Université de Sherbrooke, approximately 60% of students enrolled in physical education programs entered teacher training (CUP, 1999, p. 188).

80. Enrollments fell in all programs, but the decline had a different impact on different levels of education and specialties and on special education. With regard to the specialties taught in elementary and secondary school—second language, physical education and arts education—the number of enrollments per year, which represented one third of all graduates in 1990, stabilized at about 20% between 1996 and 2000. Physical education is one of the specialties most affected by the decline in enrollments between 1991 and 1996: there were nearly two and a half times fewer enrollments (CUP, 1999). As for preschool and elementary education, after falling by nearly 7% between 1991 and 1996, enrollments rose by a little over 17% in 2000. The same phenomenon may be observed, to a much lesser degree, among future secondary-level teachers from 1996 to 2000. The largest fall in this period concerned special education programs, in which enrollments as a proportion of total enrollments fell by 23.5%.

Graduates of initial teacher-training programs

81. Table 3.2 illustrates the feminization of the teaching corps, which was discussed in Chapter 2. Taking all educational levels and subjects together, the proportion of male graduates declined progressively. From 30% in 1990, it fell to 21% 10 years later, while the proportion of women rose from 70% to 79%. In elementary and special education, women represent the overwhelming majority of graduates; at the elementary level, 91.3% in 1990 and 95% in 2000; in special education, 87.3% and 94.3%. Even in secondary education, where men were traditionally more numerous, the proportion of women graduates

rose by nearly 9%, from 52.3% to 61.9% in this period. In the specialist subjects—second languages, physical education, arts education—they increased by 3.2% between 1990 and 2000. Only in vocational training, a marginal sector, did the proportion of male graduates increase by 11.2%, but women remained the majority, with 64.3 % of the 51 graduates in 1990 and 53.1% of the 23 graduates in 2000.

TABLE 3.2
Evolution of the total number and percentage of graduates of initial teacher-training programs, by level of education, sex and year of graduation

Sex	Year	Total	Men and women as % of total	Elementary and secondary (specialist subjects)	Elementary	Secondary	Vocational training	Special education (orthopedagogy)
M		N	%	%	%	%	%	%
	2000	711	21	40.9	5.0	38.1	46.9	5.7
	1996	1134	24	38.4	8.7	37.9	44.8	10.5
	1990	1327	30	44.1	8.7	47.7	35.7	12.7
W								
	2000	2644	79	59.1	95.0	61.9	53.1	94.3
	1996	3688	76	61.6	91.3	62.1	55.2	89.5
	1990	3067	70	55.9	91.3	52.3	64.3	87.3
Men and women together								
	2000	3355		514	1351	1017	49	424
	1996	4822		1160	1704	1090	105	763
	1990	4394		1131	1353	1241	143	526

Source: Appendix 7 of this report, Table 2.

Obtaining teaching positions

82. Table 3.3 presents data on graduates of teacher-training programs who found employment in public educational institutions within a year of graduation. These data show that, overall, the ability of new graduates to find teaching jobs improved in this period. At the beginning of the 1990s, slightly over half (57%) of men and women with teaching licences found full- or part-time employment. Midway through the decade, slightly under half (48%) did so. The proportion rose progressively thereafter, reaching 84% in 2000. The employment rate of new teachers varied by region, and the improvement observed during this period was due in part to the decline in the number of graduates of initial teacher-training programs—which, as we have seen, reflected the establishment of admissions quotas—and in part, to early retirement measures for teachers, which led to the hiring of approximately 12 500 people in 1997-1998.

TABLE 3.3

TABLE 3.3 Percentage of graduates who obtained teaching positions in public educational institutions within a year of the end of their initial teacher training, by level of education, sex and year hired

Year	Sex	Total	Elementary and secondary (specialist subjects)	Elementary	Secondary	Secondary Cycle Two general and vocational	Special education (orthopedagogy)
M		%	%	%	%	%	%
	2000	77	75	91	76	74	88
	1996	47	46	57	40	70	60
	1990	56	63	52	49	65	70
W							
	2000	85	67	92	78	65	89
	1996	48	41	55	35	55	54
	1990	57	53	59	47	45	73
Men and women together							
	2000	84	70	92	77	69	89
	1996	48	43	55	37	62	55
	1990	57	57	58	48	52	72

Source: Appendix 7 of this report, Table 3

How future teachers view their teaching careers

83. Very little university-level research has been done so far on the sociodemographic and academic characteristics of students who choose teaching careers and on the way they see the teaching profession. We know of only one survey that sheds light on these questions.
84. This survey was based on a sample of 431 students during their first year of initial teacher training. The respondents were divided into two cohorts. The first group (1994) consisted of 214 students enrolled in programs leading to teaching positions in secondary education (BEGSE); the second cohort (1995) consisted of 217 future preschool and elementary school teachers (BEPEE). Seventy per cent of the respondents were women and the average age of all participants was 20.8 (Montgomery, Legault, Gauthier and Bujold, 2000, p. 102).

The results of this survey show that for 90% of students in the BEPEE program and 82% of those in the BEGSE program, teaching was their first choice when they applied to university. Self-fulfillment—through contact with young people, continuing to learn, and so on—was cited by 87% of the respondents as the main reason for choosing a teaching career. The second most-cited factor, mentioned by 67% of the future teachers, concerned the desire to convey knowledge, establish helping relationships and improve the quality of teaching. Reasons associated with continuity came next in order of frequency: 56.6% of respondents said they hoped to exercise their competencies, draw on prior experience in their teaching, pursue a vocation, and so on. The advantages offered by the teaching profession were cited by 30.1% of respondents. The authors of this survey note that the reasons for entering this field differ considerably according to the target level of teaching and sex: “The reasons given by students in the BEGSE program were more closely related to intellectual self-fulfillment . . . whereas students in the BEPEE program were more concerned with fulfillment derived from working with children and also with obtaining a high social

status” (Montgomery, Legault, Gauthier and Bujold, 2000, p. 108). Whatever the targeted level of teaching, social status was cited more frequently by men than women. The authors concluded, however, that the various differences noted here reflect more “the respective social representations of elementary- and secondary-level teachers” than they do sex-related differences. This correlates with the fact that students planning to teach at the secondary level “emphasize knowledge while those in the BEPEE program stress personal and parental aspects” (Montgomery, Legault, Gauthier and Bujold, 2000, p. 108).

Remuneration: main trends in the last ten years

TABLE 3.4
Basic annual salary of elementary-level teachers in public schools, in Canadian dollars converted to PPP, in 1993-1994, OECD countries and Québec

	Starting salary (in \$)	Salary after 15 years (in \$)	Maximum salary (in \$)
Germany	<u>33 110</u>	42 084	<u>45 450</u>
Austria	23 294	29 804	43 114
Belgium	24 503	33 150	39 493
Denmark	27 520	35 485	35 485
Spain	28 860	34 044	41 251
United States	28 737	38 794	<u>48 173</u>
Finland	20 913	26 244	27 885
France	23 360	31 545	43 673
Greece	15 256	18 877	23 651
Ireland	26 667	40 856	48 231
Italy	22 235	26 831	34 101
Norway	22 529	27 541	27 831
New Zealand	18 652	27 257	27 257
Holland	22 416	33 029	41 275
Portugal	19 621	30 637	<u>50 870</u>
Sweden	18 461	23 681	27 501
Switzerland	<u>38 611</u>	<u>51 722</u>	<u>59 361</u>
Turkey	10 416	10 959	16 201
Average OECD	23 620	31 252	37 822
Québec	29 627	44 498	44 498
Gap:	6007	13 246	6676
%	25	42	18

Sources: MEQ, 1997c, p. 10.

Note: The data in this table are presented in Canadian dollars using the parity-purchasing-power (PPP) rates between Canada and the United States established by the OECD.

85. Table 3.4 shows that the basic annual salary of Québec elementary-school teachers was higher than that of their colleagues in all save a few OECD countries. In 1993-1994, elementary teachers starting their career earned C\$6007 more on average than the average for OECD members. For teachers at this level of education with 15 years seniority, the difference was C\$13 246, while those who had reached their maximum salary earned C\$6676 more than their average counterparts in OECD countries. The situation was similar in 1997-1998, with a 9% fall in the relative advantage of teachers at the top of the salary scale compared with their OECD counterparts (Table 3.5). In 1993-1994, only in Switzerland were teachers better paid than in Québec, and this was true at each phase in the teaching career. Portuguese, German and American teachers all earned slightly more at the end of their career than Québec teachers, whose salaries tend to stagnate beyond their fifteenth year of seniority.

TABLE 3.5
Basic annual salary of elementary-level teachers in public educational institutions, in Canadian dollars converted to PPP, in 1997-1998, OECD countries and Québec

	Starting salary (in \$)	Salary after 15 years (in \$)	Maximum salary (in \$)
Australia	30 136	42 296	42 296
Austria	24 320	31 038	48 503
Belgium (Flemish comm.)	22 238	30 583	36 539
Belgium (Walloon comm.)	24 257	33 318	40 028
Denmark	29 668	36 245	36 245
England	26 182	39 855	59 227
Finland	23 364	27 522	28 314
France	23 478	31 704	47 162
Germany	33 502	44 591	45 647
Greece	22 542	27 703	33 347
Ireland	25 975	41 824	47 152
Italy	22 734	27 439	33 282
Japan	25 604	48 172	61 812
Korea	28 237	46 676	77 482
Netherlands	28 754	34 290	41 500
Norway	22 875	27 920	30 051
New Zealand	23 224	37 719	37 719
Portugal	19 209	30 736	56 092
Scotland	22 984	38 208	38 208
Spain	29 604	34 597	43 821
Sweden	21 015	26 967	na
Switzerland	37 872	49 953	59 054
United States	29 423	39 721	49 323
Average of all countries	24 005	33 254	41 786
Average OECD	25 965	36 047	45 127
Québec	32 305	49 340	49 340
Gap:	6340	13 293	4213
%	24	37	9

Source: MEQ, 2000c, p. 8

Note: The data in this table are presented in Canadian dollars using the parity-purchasing-power (PPP) rates between Canada and the United States established by the OECD.

86. In 1997-1998, the situation was similar to that described above for teachers at the beginning and the midpoint of their careers. At the highest salary level, Québec elementary-school teachers earned as much as their American colleagues, while the Swiss and Germans who earned more than Quebecers in 1993-1994 were joined by the English, Koreans and Dutch. Although it is true that in 1997-1998, the gap between the highest salary levels in Québec and the average for the OECD countries had shrunk by half relative to 1993-1994, Quebecers still earned more than the average at this level (Table 3.5). The differences observed earlier for teachers beginning their career and after fifteen years of experience did not change much in this period.
87. In 1997-1998, the salary of Québec public school teachers in Secondary Cycle One was also higher than the average for OECD countries, including the United States. For teachers in their first year, the gap was 19%, for those with 15 years of experience it was 31% and for those at the top of the salary scale, it was 9% (MEQ, 2000c, p. 9). In Secondary Cycle Two, the corresponding gaps were smaller: 12%, 20% and—the only case in which Québec teachers earned less than the average for OECD countries—5%

respectively (MEQ, 2000c, p. 10). This negative earning gap will probably disappear once the salary adjustments that Québec teaching staff have gradually acquired—which are retroactive to 1995-1996—are factored in. These adjustments have also culminated in the adoption of a single salary scale, which is presented in Table 3.6.

Hours worked at school and salary: Québec and OECD

88. If only the number of hours at school recognized for remuneration purposes is considered, until the end of the 1990s Québec teachers generally worked less and were better paid than their colleagues in the OECD. Elementary-school teachers spent 10% less time teaching than the average for OECD countries, but earned 22% to 52% more per hour. It is possible that part of this difference in salary is due to the higher level of schooling of Québec elementary teachers, but this hypothesis has yet to be examined systematically. In Secondary Cycle One, the gap in Québec's favour varies from 18% to 48%, while in Cycle Two, it ranges from 4%, for teachers at the peak of their salary scale, to 22% for those with 15 years' seniority (MEQ, 2000c, p. 12-14).

As mentioned in Chapter 2 of this report, the definition of hours worked at school has been a bargaining issue in several union negotiations and the process of evaluating the workload is not finished. The teachers have obtained many concessions in these negotiations, but the duration of their time at school has increased by five hours a week. This brings them closer to their OECD counterparts with regard to the duration of their work week, but at the same time, the concessions obtained in terms of remuneration should add to Québec teachers' advantage relative to the average salary in OECD countries. This hypothesis has not been tested.

Single salary scale

89. The single salary scale adopted recently (Table 3.6) constitutes a response to certain union demands related to pay equity. Some observers—particularly the teachers' unions—see this as an achievement that promotes the teaching profession, making it more attractive to young people at university. Others believe that by homogenizing remuneration with little regard for schooling, the profession risks discouraging the men and women with the most schooling from entering it. As the single salary scale is in the first year of its gradual application—which will be complete in 2005-2006—it is difficult to predict its effects on teaching careers. It is clear, however, that in terms of how much they will earn at the end of their career, this salary benefits teachers with the least schooling, because all teachers will reach the same ceiling at a few years' interval. There are few OECD countries in which teachers' salary stagnates after their fifteenth year of seniority, as it does in Québec. Is it possible that the adoption of a single salary scale will encourage the teachers with the most schooling (those with a master's or a doctorate) to leave the classroom early in search of new challenges, in the school administration or elsewhere? To understand the teachers' behaviour and its impact on school performance, surveys must be done and the career paths of teachers must be analyzed according to their degree of schooling.
90. Among the OECD countries there are several practices with regard to salary differentiation by level of education and cycle. Some countries pay secondary teachers more than elementary teachers, and Secondary Cycle Two teachers more than those in Cycle One. Others behave more like Québec, disregarding distinctions among categories of teachers. A comparison between these two groups of countries would shed some light on the impact of differentiation or the lack thereof on the attractiveness of the profession and on its capacity to retain its members.

TABLE 3.6
Single salary scale for preschool, elementary and secondary teachers, applicable beginning in the 2003-2004 school year

Step	Annual salary
1	33 695
2	34 945
3	36 196
4	37 635
5	39 131
6	40 687
7	42 305
8	43 987
9	45 735
10	47 554
11	49 444
12	51 410
13	53 454
14	55 579
15	57 789
16	60 086
17	62 475

Source: CPNCF and CSQ, 2002, p. 6

Note: Step 1 corresponds to less than 17 years of schooling (without experience); Step 3 corresponds to 17 years of schooling (without experience); Step 5 corresponds to 18 years of schooling (without experience); Step 7 corresponds to 19 years of schooling (without experience).

Strong interest in the teaching profession

91. Although there has been no systematic research on admissions to teacher-training programs, comparing the number of applications with the number of students admitted should give us an idea of the drawing capacity of the teaching profession in Québec.

Obviously, candidates usually apply to more than one university, which means that the comments on the data in Table 3.7 can only convey a general impression of the demand for admission to teacher-training programs. But this impression is corroborated by the results of the survey cited earlier (Montgomery, Legault, Gauthier, Bujold, 2000, p. 107), according to which close to nine students out of ten enrolled in teacher-training programs in 1994 and 1995 had chosen teacher training when they first applied to university.

92. Table 3.7 shows that, for the year 1998, while nearly 20 000 young people applied for admission to teacher-training programs in education faculties and departments, only 4769 enrolled. This represents roughly one quarter of the applications and 85.5% of the quota established for that year. It is generally the regional universities that do not reach their quota, mainly because of the limited pool from which they draw students and the departure of young people for the big cities. The specialist subjects and the secondary level attracted only 73.7% and 78.4% respectively of their set quota of candidates, whereas programs for preschool and elementary education very nearly reached their quota (98.6%). This phenomenon may be explained in part by differences inherent in the pool of candidates.

TABLE 3.7
Admission to different initial teacher-training programs and selection of
candidates, by level of education or area of specialization, fall 1998

	Applications (a)	New enrollments (b)	Ratio of applications to enrollments (a/b)	Annual quota (c)	Ratio of enrollments to quota (b/c)
Preschool/Elementary	7761	1851	23.9	1878	98.6
Secondary	5943	1341	22.6	1710	78.4
Special education	3006	661	22.0	745	88.7
Specialist subjects	2956	916	31.0	1243	73.7
Total	19666	4769	24.3	5576	85.5

Source: CUP, 1999, p. 45-69

In fact, if we compare the composition of candidates for admission with the projected composition on which the quotas were based, we can see that the preschool and elementary training programs had a pool of potential candidates that exceeded their assigned quota by slightly over 5%, whereas the number of candidates for training in special education was 8% below the quota, and that for the specialist subjects, 7.3% below (Table 3.8).

TABLE 3.8
Applications and annual quotas, by level of education or area of specialization (in percentages), fall 1998

	Applications (%)	Annual quota (%)	Deviation between applications and quota (%)
Preschool/Elementary	39.5	33.7	+5.8
Secondary	30.2	30.7	0.5
Special education	15.3	23.3	-8.0
Specialist subjects	15.0	22.3	-7.3
Total	100	100	

Source: Table 3.7 above

93. The shortfall in the number of enrollments in training programs in special education and the specialist subjects will obviously give rise to a need for more personnel. So far, it does not seem to have caused a significant problem in terms of hiring, in part because some non-specialist teachers as well as some non-permanent special education teachers are gradually converting to specialties such as science or mathematics in order to obtain a permanent position. This phenomenon remains to be explored, as does the question of the conversion or requalification of these teachers. The Ministère de l'Éducation's periodic information campaigns generally aim only to inform young people about the nature and requirements of teacher training and the teaching profession. They sometimes provide a discrete indication of the teaching areas* and geographical regions with the best short- and medium-term hiring prospects (MEQ, 1996c). In order to avoid scarcity in certain teaching areas and to regulate the flow of new graduates of teacher-training programs, the Ministère de l'Éducation du Québec maintains up-to-date data on the needs of school boards in each region and regularly establishes forecasts of trends in enrollment and teaching staff resources.

Chapter 4

Providing teachers with training, professional development and certification

Identification of the main areas of government concern

Training issues

94. Today's political, social, demographic, economic and cultural realities have forced Québec society to reflect on the mission and organization of education. The Estates General on Education, a large-scale public consultation process launched in the spring of 1995, provided a diagnostic assessment of the state of education in Québec. At the end of its proceedings, the Commission for the Estates General on Education attempted to clarify the aims of the education system and recommended that the mission of the education system be redefined in terms of three main goals: to instruct, to socialize and to provide qualifications. The Commission also identified a number of priority areas for the future of education in Québec.
95. In 1997, the MEQ made public its plan of action for meeting the overall goals of the education reform it was about to undertake. Quebecers were called upon to take the necessary steps toward "A New Direction for Success," at all levels of instruction. "This long-awaited change of direction involves a shift from the goal of access to education for as many as possible to that of educational success for as many as possible." (MEQ, 1997b). Seven lines of action were charted: providing early childhood services, teaching the core subjects, giving more autonomy to schools, supporting Montréal schools, intensifying the reform of vocational and technical education, consolidating and rationalizing postsecondary education and providing better access to continuing education.
96. Some of these actions had a direct impact on the curriculum, elementary and secondary school organization and teacher-training programs. This is why in its educational policy statement *Québec Schools on Course*, the MEQ recommended that mechanisms for initial and ongoing teacher training be adjusted in light of the major changes brought about by the reform (MEQ, 1997a). Even though teacher training had already seen major changes in the 1990s, programs for training future teachers still required adjustment to reflect the transformations under way in the education system and to meet the realities that would define the education world for years to come. The teacher-training orientations needed to be reviewed and updated as needed. In this spirit, the MEQ published a new policy for teacher training entitled *Teacher Training: Orientations, Professional Competencies* (MEQ, 2001).
97. Several issues concerning teacher training were addressed in the policy, affecting the orientations chosen, the competencies retained and the exit profiles determined, as well as the training activities offered by universities. The issues can be grouped into three categories: (1) issues concerning the new social and cultural context; (2) issues concerning the new educational context; and (3) issues concerning institutions providing teacher training, which are responsible for establishing programs and training future teachers.

Social and cultural context

98. On the social and cultural level, the Québec population is becoming increasingly diverse. Immigration, particularly in the Montréal area, has considerably altered the composition of the overall student body, which is now characterized by a plurality of races, languages, religions, customs and traditions. In addition, major changes in the composition of the family unit, and shifts in authority and parents' expectations concerning the roles they would like the schools to play have also placed added pressure on teachers. Rapid changes in the job market, including the increasing implementation of new technologies in many industry sectors, also place demands on today's teachers. The speed at which new knowledge is produced, combined with its specialization and fragmentation, make it impossible to instil encyclopaedic

knowledge in students. It is therefore important for schools and teachers to help students to acquire fundamental cultural points of reference in order to understand the world and play a role in improving it.

New school context

99. Because of the increased autonomy of the schools, teachers must now have a larger network of professional competencies. The new *Education Act* gives more autonomy to the schools, in particular by the creation of governing boards, which take on the new responsibilities and powers. The schools' new powers are based on the recognition of teachers' professional autonomy. Teachers are called upon to actively cooperate with other members of the school team as well as the larger education community. The legislative framework also requires teachers to help analyze the school's situation, develop programs of instruction and the success plan (and plan their implementation and periodic evaluation) and define how the Basic Regulation and general program enrichment and adaptation orientations will be applied. Teachers also help determine rules of conduct and security measures, subject-time allocations, the programming of educational activities and complementary programs and services. They propose local study programs, criteria for implementing new pedagogical methods, evaluation standards and methods, and rules for classifying students and allowing them to move from one cycle to the next in elementary school. Moreover, the teacher's role has been greatly affected by the new training program, the required competencies, the socio-constructive approach to learning, the re-organization of the education system into learning cycles, the addition of students from diverse cultural communities and the integration into regular classrooms of students with handicaps, social maladjustments or learning difficulties.

Institutions providing teacher training

100. The new policy concerning teacher training in Québec entitled *Teacher Training: Orientations, Professional Competencies* (MEQ, 2001a), presents a new approach to training. This new model runs contrary to the subject-based approach and the "Humboldtian" model according to which expertise in a given subject implies the ability to teach it (Perron, 1990). The new model also opposes the simplistic reduction of teaching to its technical and instrumental dimensions. It rather sees teachers as professionals who mobilize their resources (knowledge, techniques, attitudes, etc.) to resolve complex problems in the classroom.
101. This new teacher-training model is defined along two basic orientations. The first, professional training, has the goal of preparing teachers to perform a specific job in the classroom by utilizing appropriate resources. In this approach, teacher training is not reduced to simply learning subject content, but also contains an important practical dimension (a minimum of 700 practicum hours) in which competencies will be put to the test in real-life contexts. The second orientation, cultural education, is aimed at producing teachers with wide cultural knowledge that can be drawn upon to bring learning to life for the students. This cultural knowledge greatly surpasses the subject matter to be taught.
102. These two training orientations are translated more concretely into twelve professional competencies, which are grouped into four categories:

Foundations

1. To act as a professional inheritor, critic and interpreter of knowledge or culture when teaching students
2. To communicate clearly in the language of instruction

Teaching Act

3. To develop teaching/learning situations
4. To guide teaching/learning situations
5. To evaluate teaching/learning situations
6. To properly manage classes

Social and Educational Context

- 7. To adapt teaching techniques to specific student needs
- 8. To integrate information and communications technologies into teaching/learning activities
- 9. To cooperate with partners
- 10. To work as a teaching team

Professional Identity

- 11. To engage in professional development
- 12. To demonstrate ethical behaviour

103. Considering teachers as professionals who implement these competencies in real-life situations presents enormous challenges for teacher training institutions that are not yet very familiar with this type of training. For example: (1) Who is responsible for these programs that incorporate subject matter from multiple faculties? (2) How are competency-based training programs to be constructed? (3) What types of training activities should be used to ensure the development of desired competencies? (4) How are the competencies to be evaluated?
104. Who is responsible for programs that incorporate subject matter from multiple faculties? According to the MEQ's teacher-training policy (MEQ, 2001a), the Minister relies on the *Comité d'agrément des programmes de formation à l'enseignement* (CAPFE) to ensure that the faculties of education have sole overall responsibility for teacher-training programs. This approach should foster dialogue between the faculties or departments of education and the other university faculties, as well as an efficient partnership between the universities and schools. The CAPFE defines this responsibility as follows: "All teacher-training programs within a given institution must be reviewed and approved by a single body responsible for teacher-training programs and consisting of educational experts and representatives of other groups active in teacher training" (CAPFE, 2001, p. 2). Teacher-training programs, unlike other university programs, incorporate subject matter from several subjects areas. This wide array of players creates tension and presents challenges as regards the coordination of goals and actions. According to the CAPFE, this is why it is imperative that the organization be made up of the various players involved in teacher training and that the faculties of education occupy a predominate place.
105. How are competency-based training programs to be constructed? University programs are traditionally composed of a series of juxtaposed activities (three-credit courses) taught in parallel. In contrast, the competency-based training proposed by the MEQ requires a program based more on integrated training activities (projects, for example) that are offered and guided by teams of faculty members working together during a term or longer. The program approach has been in use for about ten years in Québec colleges and in certain professional disciplines at the university level. However, this approach is new in the teacher-training field, and it will take some time for it to be incorporated into the methods of university personnel.
106. What types of training activities should be used to ensure the development of desired competencies? The classical university training model uses lectures to convey knowledge to students. However, a competency-based approach, such as the one outlined in the MEQ's policies, requires training activities that are different from the classical model. While the exercise of a given competency requires the mobilization of resources in response to concrete problems encountered by the teacher, the learning of the competency requires the use of these particular resources, which may be different from those normally used by university professors. Will those responsible for teacher training at the university level know how to modify their pedagogical methods to ensure that the students acquire the necessary competencies?
107. How are competencies to be evaluated? Evaluating competencies in the teacher-training program requires new testing methods besides traditional examinations. Evaluating the mastery of a competency is not the same as evaluating knowledge acquisition. It rather requires concrete simulations of actual classroom situations. Thus, prolonged practicums prove to be the best way to evaluate competencies.

108. In summary, the new teacher-training model is designed to correct certain shortcomings. Teacher training is not reduced to producing specialists in academic fields or simply providing instruction in pedagogical or didactic techniques. It is demanding on training providers, who will have to change their teaching methods to meet the new challenges.

Professional development issues

109. In February 1999, the MEQ published its policy regarding professional development for all Québec schools entitled *Orientations for the Professional Development of Teachers: Taking an Active Approach to Change*. This policy fits within the framework of the *Act to foster the development of manpower training*, adopted in 1995 to support increased investment in professional development by employers. As employers, school boards must implement professional development programs for their personnel. In addition, in accordance with the education reform, the *Education Act* was amended (s. 96.20) to give teachers a central role in determining their professional development needs. The basic idea behind the professional development policy is to respect the professional autonomy of teachers in order to encourage the acquisition of the knowledge and skills necessary for the implementation of the new curriculum. Furthermore, the policy aims to promote an environment that favours a culture of professional development within schools. “The corollary of teachers’ duty to take part in professional development, which is stated in the *Education Act*, is the duty of educational institutions to facilitate access to professional development. Under sections 96.20 and 96.21, principals and centre directors must, after consulting the school staff, inform the school board of the professional development needs of its staff and ‘see to the organization of such professional development activities for the school staff as agreed with the staff, in accordance with the provisions of the applicable collective agreements.’ Professional development is thus a joint venture which requires the participation of the main partners involved, that is the teachers, the school principal or centre director, and the school board” (MEQ, 1999c, p. 13).
110. Today’s teachers have an average of four years more schooling than those in the 1960s (17 years as compared with 13). In the 1960s and the two decades that followed, the MEQ recognized university credits as a basis for salary advancement. “Generalists and subject specialists from preschool to the end of secondary school took part in various in-service activities that were recognized for classification purposes. The overall average number of years of schooling rose as a result” (p. 7). However, many people have pointed out the limits of this type of training, which does not entirely meet the needs of the education reform or translate into real changes in teaching methods. This is why new training mechanisms have been gaining in popularity, such as self-learning, training provided by colleagues, participation in pedagogical productions and participation in information and communications technologies action research projects (p. 10).
111. The MEQ is mandated to define professional development orientations and to allocate funds to support them. In addition to the training budgets provided for in the collective agreements (C\$9 million per year), teachers also receive 20 pedagogical days, some of which can be used for professional development. Moreover, the MEQ supplies additional allocations for training activities of the teaching staff. For example, in June 1999, a budget of C\$10 million, recurrent over a period of five years, was allocated to school boards to provide training to teachers and principals regarding the new curriculum. To this sum, C\$14 million, distributed over four years, was added to free up time for teachers to appropriate the concepts of the reform (DFTPS, 4-03-2002). Requests have been made by members of the *Table nationale de suivi de la réforme de l’éducation** that similar financial measures be applied for implementing the reform in secondary schools while retaining those already in effect in elementary schools.

Certification issues

112. In order to have the right to teach in Québec, whether in the public or private sector (*Act respecting private education*, s. 50), it is necessary to hold a teaching licence. The Direction de la formation et de la titularisation du personnel scolaire* of the MEQ is responsible for issuing teaching licences, teaching permits and teaching diplomas to those who are eligible by virtue of the *Regulation respecting teaching*

licences and the *Regulation respecting teaching permits and teaching diplomas*. According to section 1 of the *Regulation respecting teaching licences*, “a teaching licence for the preschool, elementary or general secondary level is issued in the form of either a teaching diploma or a teaching permit.” Certain particular conditions notwithstanding, *teaching diplomas* are delivered to all persons (Canadian citizens or permanent residents) who have successfully completed a four-year (120-credit) teacher-training program offered in Québec universities since 1994. These programs require a minimum of 700 hours of student teaching. In addition, permanent teaching licences are granted to those who have successfully completed a Bachelor of Education degree. *Teaching permits* are granted to people who successfully completed a teaching program before 1994 or hold teaching permits obtained outside Québec, in which case other stipulations apply (s. 6). Teaching permits are valid for five years and may be renewed under certain circumstances. This probationary period serves to evaluate the person’s teaching abilities with regard to the subject matter (teaching strategies, evaluation of student learning), dealing with student behaviour (classroom management and relationship with the students) and other school-related tasks (relationship with parents, colleagues and the student body). The temporary licence (permit) can become permanent (diploma) once the candidate has successfully completed the probationary period and, in the case of a candidate trained outside Québec, once he or she has successfully completed a course on Québec’s education system.

113. These MEQ rules are consistent with the chapter on labour mobility in the *Agreement on Internal Trade*. The Council of Ministers of Education, Canada (CMEC) has reached an agreement concerning the mobility of teachers. Regarding this issue, the trend is to require teachers from other Canadian provinces or countries to have training equivalent to that required in Québec. This means that candidates holding teaching licences obtained outside Québec must have successfully completed either a university program equivalent to the Québec program of 90 credits plus 30 credit hours of educational psychology training, or an equivalent 90-credit hour university program including 30 educational psychology credits. Currently, additional language requirements only apply to candidates who were trained in a language other than English or French (s. 18). The MEQ is set to review the *Regulation respecting teaching licences* to include a stipulation that the mastery of the language of instruction be verified for all teacher candidates trained outside of Québec.

Historical background and overview of the situation

Structure of initial teacher training

114. An important recommendation of the *Commission royale d’enquête sur l’enseignement dans la province de Québec* (also called the Parent Commission), instituted in 1961, was to abolish normal schools, which up until then were responsible for teacher training, and turn their role over to the universities. At the end of the 1960s, through the faculties and departments of education, universities became responsible for training preschool, elementary and secondary school teachers. The program led to a Bachelor of Education degree, and consisted of 90 credits spread over three years of full-time studies.
115. Throughout the 1970s and 1980s, numerous organizations conducted studies and submitted reports highlighting the importance of reforming the teacher-training process in Québec (Commission d’étude sur les universités, 1979; Conseil supérieur de l’éducation, 1991, 1984; MEQ, 1983; Conseil des universités du Québec, 1987; Fédération des commissions scolaires du Québec, 1988; Centrale de l’enseignement du Québec, 1991, 1988).⁴⁰ The main elements of the diagnosis can be grouped into three themes based on a single underlying concern: *the recognition of the professional character of teaching* (Bussi res, 1995). The three themes are the following: (1) teacher training, its quality and pertinence, recognition of its value, and its integration into the university structure; (2) the role of the MEQ and the sharing of teacher-training responsibilities; (3) certification conditions and career management.

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These reports reflect several other English-language studies published around the same time that address serious issues concerning teacher training: Holmes Group (1986, 1990); Carnegie Forum on Education and Economy (1986).

116. The teacher-training system was criticized for its disparity and splintered nature. This translated into a lack of dialogue between the universities and by a wide range of programs and models often designed without reference to the needs of the education community. The training was also criticized because it was not designed as a true professional training program. Other problems were the lack of integration between the subject-specific content and education psychology training, especially at the secondary level, the lack of emphasis placed on practicums and many shortcomings in education psychology training, notably with regard to classroom management, student learning evaluation, adapted teaching techniques and new technologies. Moreover, it was observed that universities did not accord the teacher-training program the consideration it deserved. As a result teacher training was often considered the poor relation of other university programs. Last, there was a clear lack of partnerships between universities and the education community.
117. To correct these matters, an agreement was reached between the partners concerning the need to regard teacher training as a continuum, beginning with initial training and continuing throughout the teachers' careers once they had begun teaching. It was hoped that initial training would be focused on the needs of the teacher in the classroom. This involved a better balance between theoretical and practical training, a stronger grounding in general culture, a broader knowledge of the teaching subject, longer practicums and better support in partnership with the schools and, finally, a more complete professional training program including a focus on research, professional development, critical thinking and teamwork. To implement these changes, it was necessary to assign clear overall responsibility for teacher training within each university to its faculty or department of education (Bussi res, 1995).
118. Criticisms regarding the sharing of responsibilities were aimed at the MEQ for what was considered invasive actions in this area. Certain players criticized the MEQ for playing the role of both employer and professional order. The solutions proposed, concerning decision-making relative to the teaching profession, tended toward establishing mechanisms favouring the active participation of teachers and other partners.
119. The third theme concerned the exercise of the profession and career paths. The probation system was called into question and it was suggested that it should be replaced by better practical training and a process of induction into the teaching profession. This involved reviewing the orientations of professional development to ensure a better match for the needs of teachers.
120. If two decades of criticism had not brought about major changes in teacher training, this was probably due in part to the fact that other urgent matters had to be dealt with. During the 1980s, there was a great surplus of teachers and few education graduates could find teaching positions. The State had to invest large sums of money to maintain or retrain permanent (tenured) teachers who had been laid off.
121. This is doubtlessly also explained by the nature and magnitude of the changes called for, which necessitated an overall policy requiring players to redefine their roles, powers and responsibilities. In this regard, the ministerial structure probably slowed down the implementation of the proposed reforms. It is important to note that in 1985, the responsibilities of the MEQ were divided between two government departments: the Minist re de l' ducation was given the responsibility for preschool, elementary and secondary education, while the Minist re de l'Enseignement sup rieur, de la Science et de la Technologie was responsible for college and university education. Universities providing teacher training were responsible to the latter department, while the teachers they trained were responsible to the former. This situation made coordination difficult. This parallel structure probably contributed to the postponement by several years of the reform in the teacher-training system, which has been the focus for two decades. It was not until 1993 that a law was adopted reunifying the two departments, creating the Minist re de l' ducation et de la Science. This merger of the two departments was crucial to harmonizing goals and coordinating the many different actions that were subsequently undertaken.

122. The 1991 report by the Conseil supérieur de l'éducation brought together all the criticism directed at teacher training, as well as proposals for improvements. The MEQ echoed this report the following year in its document entitled *Faire l'école aujourd'hui et demain, un défi de maître*, which restated from its viewpoint the criticisms made in numerous previously published reports, highlighted the urgent need for reform and stated that the time had come to take action. Another significant element that helped hasten the implementation of the reform was the increasing average age of teaching staff, which resulted in massive efforts to recruit young teachers starting in the mid 1990s.
123. The document *Faire l'école aujourd'hui et demain, un défi de maître* advocated the establishment of the Comité d'orientation de la formation du personnel enseignant (COFPE) and the Comité d'agrément des programmes de formation à l'enseignement (CAPFE). The mandate, composition and function of these committees were defined in 1993 in a ministerial document entitled *La formation à l'enseignement: Des mécanismes de concertation*. These documents targeted the establishment of the consultative bodies made necessary by changes to the *Education Act* that accorded the MEQ the power to approve teacher-training programs (MEQ, 1992). These bodies are described in Appendix 4.
124. Again in 1992, the MEQ took its teacher-training reform proposal a step further. By publishing *La formation à l'enseignement secondaire général: Orientations et compétences attendues* (MEQ, 1992d) and, two years later, *La formation à l'éducation préscolaire et à l'enseignement primaire: Orientations et compétences attendues* (MEQ, 1994b), it paved the way for a review of teacher-training programs by the universities. It also highlighted the need to accord a professional character to teacher training. To this end, the training program was extended from three years to four, with 700 hours of practicum spread throughout the four years of study (MEQ, 1994c). This resulted (especially in the case of secondary education) in the abandonment of the classical two-stage training model – specialized studies in a specific subject followed by a year of education psychology training – in favour of a model where the two elements are more closely integrated, allowing students in the program to gain a broader understanding, from the outset, of various aspects of their chosen profession. This change did away with the two-year probationary period before a teaching permit could be obtained. Upon successful completion of the four-year Bachelor of Education degree, the students automatically received a permanent teaching licence.
125. This reform also changed the process for approving the teacher-training programs developed by universities. Prior to the change, program approval was the responsibility of the MEQ using quantitative criteria (number of credits in the various subjects, didactics, practicums, etc.) (Gauthier, Bédard, Tardif, 1994). After creating the *Comité d'agrément des programmes de formation à l'enseignement* (CAPFE) in 1992 and by confirming its existence in the *Education Act* in 1997 (s. 477.14), the Québec government gave it responsibility for examining and approving teacher-training programs and for accrediting programs to allow the MEQ to issue teaching licences. Based on orientation documents for elementary and secondary education developed by the MEQ, all universities offering this training had to review their programs in order to obtain CAPFE accreditation.

Financing for teacher training⁴¹

126. Teacher-training programs are governed by the budgetary rules that apply to all Québec universities. The *Québec Policy on University Funding* (MEQ, 2000e) defines the government's orientations and priorities relative to university funding. The financial support formula has two parts: one concerning general funding (85% of the envelope) and the other, specific funding to meet priorities (15%). In turn, general funding is divided into three parts: (1) teaching, (2) support for teaching and research (library, computers, audiovisual equipment, administration) and (3) maintenance of land and buildings.

⁴¹ There is only one study that addresses the question of funding for teacher-training programs directly. It was commissioned by the COFPE and conducted by Lemelin (2000).

127. The calculation method used to determine the total budget is known as a *historical funding base* since the new budget is based on the funding provided the previous year, adjusted for factors such as student enrollment. This factor results in adjustments to subsidies in proportion to enrollment in each institution weighted as a function of discipline and cycle. Adjustments are calculated according to the following formula: $\{(\text{weighted sector factor} \times \text{weighted cycle factor}) + \text{support costs}\} \times \text{funding rate}$. There are eleven *sectors* to which a weighting is assigned on the basis of the statements of revenue and expenditure and the enrollment data provided by the universities. The *weighted cycle factor* varies, depending on whether a student is enrolled at the undergraduate, postgraduate or doctoral level, and on the sector. The *funding rate* is based on the principle of economies of scale, which means that costs decrease as the number of students increases, therefore below 100%. For example, applying the formula to the education, applied and social sciences sectors for year 1999-2000 gives the following results:

- Education: $\{(\text{weighted sector factor} = 3726 \times \text{weighted cycle factor} = 1) + \text{support costs} = 1404\} \times \text{funding rate} = 0.58$. Total = C\$2795
- Applied Sciences: $\{(4728 \times 1) + 1401\} \times 0.58 = \text{C\$}3556$
- Social Sciences: $\{(3627 \times 1) + 1401\} \times 0.58 = \text{C\$}2917$

These figures express the additional subsidy that a university would have received for the year 1999-2000 as a result of enrolling one additional undergraduate student.

128. It is important to note that operational subsidies granted to universities are not earmarked and that the MEQ gives establishments a great amount of leeway as to how these funds are used. Even though the calculation takes sectors, cycles and the number of students into account, the results are only used to determine the subsidy amount to be granted. The university is free to use the money according to its priorities, unless funds are earmarked for a specific purpose, such as to finance internships. If, year after year, universities reduce their costs in a sector, education, for example, the weighting for the education sector will also be reduced relative to the other sectors and this change will be reflected in the calculations for the following year. Weighted sector factors, support costs and weighted cycle factors for the years between 1994 and 2000 (Table 4.1) show that the education sector has a relatively stable weighted sector factor situated within the average (7th out of 10), ahead of the social sciences, literature and languages, law and administration.

TABLE 4.1A

Weighting of various academic sectors and cycles in university spending and support costs, according to budget rules, from 1994-1995 to 1999-2000 (in dollars)

SECTORS	SECTOR WEIGHTING					
	1994-1995	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000
Peri-medical	20 529	17 891	17 605	16 488	13 855	12 933
Medicine	8 662	8 303	7 855	7 357	7 009	6 806
Arts	6 089	6 150	6 260	5 862	5 397	5 161
Paramedical	6 033	5 678	5 579	5 225	4 944	4 816
Science	5 982	6 005	6 104	5 717	5 564	5 258
Applied Science	5 290	5 284	5 509	5 159	4 903	4 728
Education	4 041	4 011	4 085	3 826	3 907	3 726
Social Sciences	3 994	4 007	4 043	3 787	3 787	3 627
Lit. and Lang.	3 913	3 841	3 865	3 620	3 524	3 312
Law	3 606	3 849	3 967	3 715	3 522	3 390
Administration	3 108	3 397	3 524	3 300	3 152	3 010
SUPPORT COST	*	1 634	1 645	1 541	1 396	1 404

* Prior to 1995-96, support costs included expenditures for land and buildings.

TABLE 4.1B

Weighting of various academic sectors and cycles in university spending and support costs, according to budget rules, from 1994-1995 to 1999-2000 (in dollars)

SECTORS	CYCLE WEIGHTING		
	CYCLES		
	First	Second	Third
Peri-medical	1	1.5	1.8
Medicine	1	1.5	1.8
Fine Arts	1	2.1	2.8
Paramedical	1	1.5	1.8
Science	1	2.5	3.5
Applied Science	1	2.5	3.5
Education	1	2.1	2.8
Social Science	1	2.5	3.3
Literature and Languages	1	2.5	3.3
Law	1	2.5	3.3
Administration	1	2.1	2.8

Source: MEQ, 1999

129. In addition to the general subsidy granted to universities, there is a specific subsidy earmarked for priority needs. In this regard, in order to provide better support mechanisms for internships, the MEQ allocated \$4.8 million to be distributed in proportion to the number of Bachelor of Education degrees granted in the new programs (*Québec Policy on University Funding*, p. 16). Furthermore, it is important to mention that the MEQ allocates the education community almost C\$11 million per year for internship support initiatives (*Rapport annuel de gestion 2001-2002*, p. 67).
130. Approximately three quarters of university funds for teaching and research come from government subsidies (Lemelin, 2000). Another source of revenue is the tuition fees paid by students enrolled in Québec's universities. These fees are about the same from one sector to another, and are set at approximately C\$55 per credit, which amounts to C\$1650 for a year of university studies (30 credits) and C\$6600 for a 120-credit Bachelor's degree. In general, tuition fees account for about 18% of a university's operating budget for teaching and research (Lemelin, 2000).

131. As Lemelin (2000) indicates in the study on the funding of the teacher-training sector in universities, contrary to popular belief, this sector is not underfunded. There was indeed a reduction in government subsidies throughout the 1990s; however, this reduction affected all sectors. Education science fared relatively well given that there was a fall in enrollment in this sector. However, a year was added to the training program. According to Lemelin, Education Science occupies an intermediate position (7th out of 11) and, while its ranking has fallen numerically, it has maintained its position relative to the other sectors in the 1990s with regard to total resources per student enrolled in activities for which the sector is responsible (Lemelin, 2000, p. 57).

Entry conditions

132. A college diploma (13 years of schooling) is required to register in teacher-training programs in Québec universities. However, each university can have particular requirements: the R score,* mastery of the language of instruction, prerequisites for teaching in certain teaching areas at the secondary school level (the sciences, for example), etc. Most teacher-training programs for specialist subjects (music, physical education, French or English as a second language) have additional requirements such as admission tests or selection interviews (CREPUQ*, 2002).
133. Prior to the reform in teacher training, there was no limit to the number of students that could be admitted to training programs. However, to increase the value placed on the teaching profession by better regulating the number of graduates in proportion to the needs of the market, and due to the substantial increase in the number of internship hours required by the reform, universities agreed to establish a quota for teacher-training program admissions. This agreement, negotiated with the CREPUQ, constitutes an important element of the reform.
134. The degree of strictness with which selection criteria are applied in light of the quota varies with the number of students desiring admission to a teaching program. In some cases, the admission quota is easily attained and the universities apply strict selection criteria. In other cases, for example in outlying regions or in the areas of secondary level mathematics and science, admission quotas are often hard to reach.

Duration of the degree program

135. A Bachelor of Education degree is granted following the successful completion of a four-year program having a minimum of 120 credits and a maximum of 135.⁴² The practical dimension of the training must include at least 700 practicum hours.

Importance of experience

136. Whereas teaching experience has a definite impact on the salaries of future teachers, it has no impact on the length of required studies. Only university training is recognized by the MEQ under the *Regulation respecting teaching licences*. However, according to the equivalence rules, universities may or may not recognize some internship experience for students who have prior teaching experience.

Certification requirement

137. To obtain the diploma that grants a licence to teach, students must have successfully completed an accredited university program in education.

Roles of employers and unions in defining degree program content and certification

138. A major issue raised in reports and studies on teacher training published since 1970 concerns the need to bring together organizations that have an interest in teacher training: the MEQ, universities, unions, school

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A credit corresponds to 45 hours of formative activities which may include lectures, practical shop or laboratory work, home assignments, research work, seminars, individual readings, etc., recognized or required by the authority responsible for organizing the courses taken (Article 3 of the *Regulation respecting criteria for evaluating years of schooling as a factor in establishing the qualifications of teaching personnel*).

boards. The professionalization of teaching requires organized and systematic dialogue between the players, or in other words, a partnership. Therefore, several permanent mechanisms for dialogue have been established since the early 1990s. These consultative bodies are made up of representatives from the teaching community, universities, school administrations and the MEQ. In this spirit, the Comité d'agrément des programmes de formation à l'enseignement (CAPFE), the Comité d'orientation de la formation du personnel enseignant (COFPE), the Table de concertation du MEQ et des universités sur la formation à l'enseignement* and regional consultative bodies dealing with teacher-training issues have been created. The role and composition of these regional bodies vary from one region to another (MEQ, 2002). Issues relating to the hands-on dimension of teacher training particularly require dialogue between the players involved. While universities are responsible for the initial training of future teachers, the current teaching staff in schools is responsible for supervising student teachers and providing them with counsel and support during their internships in the classroom. When all types of internships are taken together, there are approximately 16 000 interns per year who are supported by 12 000 associate teachers*, out of a total teacher population of 80 000 (FTE).

139. The MEQ, through the Direction de la formation et de la titularisation du personnel scolaire (DFTPS), is mandated to define general orientations, professional competencies and exit profiles for the initial training of future teaching professionals who will work in at the preschool, elementary and secondary levels with children and adults in both general education and vocational training. The new policy on teacher-training orientations and competencies (MEQ, 2001a) was submitted to a broad consultation process during which some fifty reports or opinions were presented by various organizations. The consultative process ended with a meeting of the Table nationale de consultation en formation des maîtres, made up of representatives from universities, teachers' unions, school board administrators and school principals, etc.
140. The responsibility for developing teacher-training programs according to the requirements outlined in the general policy falls to the individual universities. As part of the ongoing reform, draft Bachelor of Education programs were submitted before December 1, 2002, to the Comité d'agrément des programmes de formation à l'enseignement (CAPFE) and will take effect as of the 2003 school year.

Special measures for experienced professionals from other domains who wish to become teachers

141. There is no province-wide standard for recognizing training obtained in another domain. Each university has its own equivalency rules for recognizing a certain number of university credits for candidates who wish to register in a training program.
142. It should be noted that as part of the current reform, a retraining budget (C\$4 million for 2000-2003) was allotted to teachers whose subjects have been removed from the elementary and secondary school curricula (Appendix XI of the *2000-2002 Collective Agreement*). A large retraining budget was also allocated for tenured teachers (who benefit from job security) who were laid off during the period in the late 1970s when there was a surplus of teachers.

Special assistance program or in-service training for novice teachers

143. The probationary system requiring two years of teaching experience before a teaching licence can be obtained has now been abolished. Since the 1992 reform, candidates holding a Bachelor of Education degree are eligible for a teaching licence that gives them a permanent licence to teach in institutions governed by laws and regulations for whose application the MEQ is responsible. In other words, the licence attests to the professional competencies of the person, even if these competencies require perfecting. (COFPE, 2002, p. 12). As in other professions, they must be perfected in the course of the teacher's professional career. This explains the pertinence of a training continuum, proposed by proponents of the reform in the early 1990s, which includes initial training, induction to the profession and professional development.

144. While initial training and professional development have been addressed by official policy, little has been done to improve the induction of new graduates into the teaching profession. Since the end of the probationary system in 1998, induction measures have become the responsibility of the school boards, some of which have implemented mechanisms varying greatly in scope. However, the school-to-work transition for those holding education degrees should not be neglected, because all too often new graduates begin their teaching careers as supply teachers, whether on a per-lesson basis or with part-time contracts. Furthermore, young teachers are often left to fend for themselves while bearing the same responsibilities as experienced teachers (Perron, 1990).
145. Until now, no official document has been published encouraging school boards to adopt a policy or plan of action concerning the induction of new teachers into the profession. Furthermore, no specific budget has been allocated to establish particular support activities in the schools. According to the COFPE: "It is not hard to understand why the school boards, left to their own devices and forced to reorganize following the mergers resulting from the 1997 amendments to the *Education Act*, have paid little attention to the question of induction into the teaching profession, and have either postponed or suspended their actions" (COFPE, 2002, p. 12).

Modes and cycles of professional development for teachers

146. In February 1999, the MEQ announced a professional development policy for all Québec school boards. According to this policy, entitled *Orientations for the Professional Development of Teachers: Taking an Active Approach to Change*, school boards, as employers, must establish professional development plans for their staff members according to their needs. The effectiveness of these professional development activities has not yet been evaluated.
147. Since the early 1970s, continuing education classes taken at university have allowed teachers to increase their level of education and obtain salary increases for every 30 credits acquired. Henceforth, taking continuing education courses will not affect salary levels nor will professional development be a prerequisite for maintaining a teaching certificate. According to the *Regulation respecting teaching licences*, the holder of a teaching licence issued by a university with an accredited program, is granted, *ipso facto*, a permanent teaching diploma.
148. Professional development activities are not directly linked to teachers' career paths. In Québec, there is no professional differentiation within the teaching profession. All teachers have the same status right from the beginning of their careers: a new teacher undertakes the same tasks under the same conditions as experienced teachers. Only experience and level of education impact individual teacher's salaries.
149. While the former professional development system, which was based on earning university credits, received a negative evaluation from teachers, there has not yet been a systematic evaluation or follow-up on the efficiency of the new professional development measures implemented by the school boards.

Government initiatives and their effects

Measures to improve initial teacher training and professional development

150. As mentioned above, numerous measures have been taken to improve initial teacher training and professional development since the early 1990s. These measures were implemented in response to numerous concerns voiced by all stakeholders during the 1970s and 1980s concerning the teacher-training system.
151. The teacher-training reform was implemented in two phases. The first was undertaken in 1992. Then with the reform of elementary and secondary education in 1997, teacher-training policies were adjusted in response to the changes introduced. The second phase began in 2001.

- 152.** The changes introduced as part of the teaching training reform were both broadly based and in-depth. They have had an impact on all the key sectors: initial training, professional development and certification. They have necessitated changes to the *Education Act* and the regulations. Furthermore, the reform has led the creation of new organizations: CAPFE, COFPE, Table de concertation du MEQ et des universités and regional consultative organisms. It has required the universities to place admission quotas on education programs and has led to two revisions of the teacher-training program (in 1992 and 2001). An important effort has been made to create school-university partnerships in order to implement a 700-hour practicum program. Finally, the reform has changed the nature and process of professional development.
- 153.** It is difficult to determine the exact cost of this reform; however, it is clear that major investments have been required. First, by adding a year of schooling to the initial training program, the public cost per graduate is approximately C\$16 100. On the other hand, though, a quota has been placed on the number of education program admissions. In addition, in order to provide better support for internships, the MEQ allocates C\$15 million per year to universities and schools. The universities have made a colossal effort to totally revise their education science programs. To this must be added the operating costs of the numerous committees (CAPFE, COFPE, consultative organisms, etc.).

Effects of the reform

Employer satisfaction

- 154.** In 1999, the employers of the first graduates of the Bachelor of Education in General Secondary Education program (N = 181) were surveyed in their respective schools (Table de concertation du MEQ et des universités, 2000). The objective of this study was to see how the employers perceived the training of their new teachers. The results were very positive concerning the new training program put in place in 1994, and the employers expressed their satisfaction with the job performed by 93% of these program graduates (Table 4.2). According to the employers, over 90% of the graduates were able to master subjects easily, cooperated well with their partners (colleagues and parents) and communicated well with their students both inside and outside the classroom (Table 4.3). However, the practical dimension of the job with which these teachers had the most difficulty was maintaining classroom discipline, notwithstanding the fact that three-quarters of the teachers seemed to be reasonably skilled in this area.

TABLE 4.2
Employer satisfaction with the work accomplished by new teachers at their school

DEGREE OF SATISFACTION	%
Very satisfied	53.9
Satisfied	38.9
Dissatisfied	6.1
Very dissatisfied	1.1
TOTAL	100.0

Source: Table MEQ-universités, 2000, p. 20

TABLE 4.3
Degree of mastery of various aspects of teaching practice, as assessed by employers

ASPECT OF TEACHING PRACTICE	High	Medium	Total
Mastery of subject matter	43.6	51.7	95.3
Cooperation with partners (personnel and parents)	49.4	45.4	94.8
Communication with students (inside and outside the classroom)	42.9	47.7	90.6
Evaluating student learning	28.2	60.0	88.2
Pedagogical approach	31.6	52.9	84.5
Maintaining discipline	25.7	50.9	76.6

Source: MEQ-universités, 2000, p. 19

Graduate satisfaction

- 155.** A second study was conducted on a sample of 472 new teachers, in other words 44.75% of the total cohort having completed a Bachelor of Education in Preschool and Elementary Education (BEPEE) in 12 Québec universities between 1995 and 1999. One of the questions asked related to their degree of satisfaction with various aspects of their initial training (Laforce, 2002). Regarding the types of knowledge acquired in the training program, the degree of general satisfaction varied between 82.1% for the preschool education programs, to 89.6%, concerning didactic and pedagogical resources (Table 4.4). Lesson planning techniques and the history of pedagogical methods were viewed favourably by 83.4% of respondents, while knowledge gained relating to the students' cognitive, social and emotional characteristics received marks between 87.2% and 89.8 %. The subjects with which the respondents were the least satisfied were behaviour management (50%) and students with social maladjustments (38.8%), students with handicaps (40%), students from other ethnic groups or cultures (48.7%) or students with learning difficulties (52.4%). When asked for their opinion on the theoretical and didactic training in six subject areas (French, mathematics, social sciences and natural sciences, arts and religion or moral education), their degree of satisfaction was lower: it varied between 57.7%, the lowest level, in the case of religion and moral education, to 78.8%, the highest level, in the case of natural sciences. Internships received the highest appreciation rating: between 87.0% at the upper elementary school level and 94.1% for preschool education (Table 4.5). Finally, three out of four employers surveyed were very satisfied with their new teachers. Their degree of satisfaction was particularly high when it came to the various dimensions of the teaching act (Table 4.6).

TABLE 4.4
Respondent satisfaction with the knowledge they acquired during the training for their BEPEE

	Very satisfied	Somewhat satisfied	Cumulative	Total
TYPE OF KNOWLEDGE	%	%	%	N
Knowledge Related to Pedagogy				
Didactic and pedagogical resources	24.9	64.7	89.6	470
Lesson planning	42.0	41.4	83.4	471
General knowledge of the preschool education program	35.3	46.8	82.1	470
Teaching methods, strategies or techniques	19.8	54.9	74.7	470
Motivating students to learn	14.9	56.8	71.7	470
Methods specific to preschool education	18.5	50.1	68.6	471
General knowledge of the education program in elementary schools	16.3	49.0	65.4	471
Integrating information and communications technologies (ICT) into teaching/learning activities	18.3	39.8	58.1	470
Knowledge of Student Characteristics				
Cognitive development of children	34.7	55.1	89.8	470
Social development of children	23.8	63.6	87.4	470
Emotional development of children	24.3	63.3	87.2	470
Theories on learning	21.7	64.7	86.4	470
Factors outside the school that affect student success (family, socio-cultural elements, etc.)	20.0	54.8	74.8	469
Characteristics of students with learning disabilities	7.9	44.4	52.4	468
Differences related to students' ethnic or cultural backgrounds	8.3	40.4	48.7	470
Characteristics of students with handicaps	7.2	32.8	40.0	470
Characteristics of students with social maladjustments	5.6	34.3	39.8	467
Classroom Management				
Class organization	78.0	53.0	81.0	468
Behaviour management	8.8	41.2	50.0	468
Evaluating Learning				
Formative evaluation of learning	20.4	50.1	70.5	471
Summative evaluation of learning	13.8	47.1	60.9	471
Other Types of Knowledge				
History of pedagogic trends in education	32.3	61.2	83.4	470
Philosophy of education	16.5	60.8	77.3	467
Sociology of education	12.9	60.9	73.8	465
Epistemology	6.9	66.7	73.6	450
Professional ethics	15.1	51.4	66.5	471
Scholastic resources and services available to students	7.5	41.2	48.7	468

Source: Laforce, 2002, p. 16

TABLE 4.5
Respondents' assessment of practicums done at various levels of education

	Very satisfied	Somewhat satisfied	Cumulative	Total
SCHOOL LEVEL	%	%	%	N
Preschool Education	65.0	28.1	94.1	366
Elementary Cycle One (years 1 to 3)	59.1	34.6	93.7	465
Elementary Cycle Two (years 4 to 6)	49.1	38.8	87.9	464

Source: Laforce, 2002, p. 18

Note: For each level of education, only graduates having completed an internship at the given level were retained.

TABLE 4.6
Teachers whose employers agree with the following statements concerning their teaching practices

	Totally agree	Somewhat agree	Cumulative	Total
<i>The teacher:</i>	%	%	%	%
Knew how to plan teaching/learning activities	57.3	41.3	98.7	75
Knew how to manage teaching/learning activities	57.3	41.3	98.7	75
Knew how to correctly evaluate student learning in the course of a term	42.5	54.8	97.3	73
Knew how to correctly evaluate student learning at the end of a term	46.6	50.7	97.3	73
Adapted to the particular dynamics of the class	58.7	37.4	96.0	75
Knew how to promote student success	54.9	39.4	94.4	71
Respected differences between students (due, for example, to social, cultural, ethnic or religious backgrounds)	65.3	27.8	93.1	72
Knew how to adapt teaching/learning activities to students' characteristics and capabilities	43.8	46.6	90.4	73
Knew how to maintain order in the classroom	51.4	35.1	86.5	74
Knew to step back and evaluate his or her methods	47.1	38.6	85.7	70
Knew how to promote the integration of students with handicaps*	56.8	27.0	83.8	37
Knew how to deal with students with social maladjustments or learning difficulties	42.5	39.7	82.2	73
Knew how to use different pedagogical approaches according to the context (cooperation, projects, strategic methods, etc.)	42.5	35.6	78.1	73

Source: Laforce, 2002, p. 15

*27 people answered "I don't know" to this question.

Fragile partnerships requiring constant attention

156. While the MEQ has a long history of dialogue and negotiations with the elementary and secondary school communities, more systematic dialogue between the school and university communities regarding teacher training is relatively recent and does not necessarily involve all university organizations with interests in this area. Universities are not homogeneous environments. The various faculties that contribute to teacher-training programs sometimes have perceptions that are different from those of the faculty or department of education regarding the responsibility for teacher training and the role of the academic disciplines in this process. For example: in the early 1900s, there was an outcry against the implementation of bidisciplinarity* in secondary schools, in the fear that new teachers would not have sufficient training in each of their disciplines. Certain universities also hold that they are not always considered full partners and would like to be involved in larger numbers in the development of elementary and secondary programs. Although all the players agree that partnership is a necessity, the appropriate level of partnership has yet to be attained and the establishment of partnerships must remain a priority.

Chapter 5

Selecting, hiring and assigning teachers

Identification of the main areas of government concern

157. The reform in teacher training implemented in the 1990s reflected the various concerns voiced by the school community, universities and education system administrators. For many years, the school community had criticized the university system for its handling of teacher-training programs (ill-prepared graduates, insufficient knowledge of programs, difficulties with classroom management, etc.), and the MEQ needed to take action. The universities, for their part, contributed to the emergence and spread of a new concept of professionalization of teaching in the second half of the 1980s, and this concept was to serve as the new basis for teacher training. Finally, education administrators expressed concerns regarding the management of labour flow and work organization in the school community.
158. As early as 1992, the MEQ had indicated the need to regulate the number of student teachers: “Over the next fifteen years, we will have to replace about half the teaching personnel, which amounts to over 30 000 people.” However, it was clear that “recruitment will not exceed 3000 teachers per year, even when the largest age cohorts begin to retire.” In addition, if the trend in education program admissions continued, approximately 60 000 students would register in teacher-training programs in the same period. The data seemed contradictory. Given the context, was there really a shortage of teachers? Was there a need to introduce incentives? In what subjects and geographical areas? Was it time to adopt stricter admission criteria to eliminate the less qualified candidates? How would the thousands of teachers who had yet to find a full-time position react? (MEQ, 1992c, p. 15)
159. The issues regarding the organization of teachers’ work must be considered alongside the student dropout rate at the secondary school level. At the beginning of the 1990s, in its policy statement for the years 1991-1993 (*Notre force d’avenir : l’éducation*), the MEQ set the fundamental objective of ensuring that all actions targeted the success of the greatest number of students possible. Concerned by a dropout rate of about 36% at the secondary school level in 1988-1989, of which 60% were boys, the MEQ instituted a series of measures to fight this growing problem outlined in the *Joining Forces: Plan of Action on Educational Success* (1992). Among these measures, the MEQ recommended that the schools take steps to implement a homeroom system in the three first years of secondary school to establish a closer and more durable bond between teachers and students. Under the proposal, secondary school teachers took responsibility for a group of students and taught them two or three subjects. It is important to note that the homeroom system in secondary school challenged certain practices defined in collective agreements, notably those related to specialization fields and personnel assignment regulations. It also had an important impact on secondary school teacher-training programs. After the 1994 reform, future teachers were trained in two disciplines instead of one.
160. The assignment of teaching personnel depended on Québec-wide and local collective agreements signed between the employer (government and school boards) and the teachers’ unions. Schools needed more versatile teachers (trained in two secondary-level subjects). The teachers’ unions agreed to allow their members to fill their workload by teaching more than one subject; for the government and the school boards, in addition to their objective of countering the dropout problem, this led to substantial savings and more flexible management. While the homeroom system and administrative measures related to the resulting work organization principles succeeded in influencing the nature of teacher training, they also played an important role in the process of inducting graduates into the profession. The MEQ can be considered to play the role of a professional order, since it prescribes the orientations of teacher training and keeps a list of CAPFE-accredited programs leading to a teaching licence; however, it also plays the role of employer. In this respect, the negotiation of collective agreements with teachers involves all manner of requirements (economic, political, administrative) that greatly exceed the pedagogical dimension and, therefore, can influence targeted quality standards for the profession. The challenge lies in

maintaining a balance between the targeted quality criteria and the constraints of managing the teaching staff in the workplace.

Historical background and overview of the situation

161. In the time of normal schools, a licence was granted at the end of the initial teacher-training program. With the responsibility of teacher training passing from normal schools to universities in the late 1960s, a probation system was instituted according to the *Regulation respecting teaching permits and teaching diplomas*, which required two years of teaching service before obtaining a licence. This probationary system was implemented in part because the school community claimed that, while teacher-training institutions knew their students well, they could not really evaluate the students' teaching capacities. It was therefore decided to grant a teaching permit upon completion of a Bachelor of Education degree while reserving the teaching licence until the new teacher had completed two years of service. While the concept was well founded, its practical application caused such problems that the system was abandoned with the education reform implemented in the 1990s. Among the problems encountered with the implementation of the probationary system were the duration and number of jobs required for many novice teachers to acquire the two years of full-time equivalent (FTE) teaching experience required for a licence within five years of receiving a teaching permit. In the 1970s, novice teachers were often hired on a full-time basis upon earning their teaching permits. Thus, it was relatively easy to meet the two-year probationary period requirement. However, the MEQ noted that since the beginning of the 1980s, the maximum period of five years to complete the two years of probationary teaching was insufficient for many candidates, since during the 1980s and 1990s the universities graduated too many candidates and saturated the market. Many of these candidates became substitute teachers, and some took over ten years to become fully inducted into the teaching profession (Chiasson, 1995).

162. That is why in the early 1990s, it was essential to include measures in the education reform to adjust the supply of teachers to the needs of the market. Since the mid-1970s, Québec had experienced a chronic oversupply of teachers. Regular teachers received job security during this time, while the number of students fell by 30% (Bousquet, 2001, p. 3). It is estimated, for example, that no more than one-third of the 1981 graduating class of teachers found full-time work. This market saturation meant that teachers generally had to start their careers with a long period of part-time work and a resulting lack of stability.

163. In this context, it was clear that it was pointless to revise teacher-training programs without introducing measures to control the influx of new teacher candidates. In other words, it was necessary to tie the supply of new teacher candidates to the demand. The framers of the reform defined these measures in a document outlining the basics of the reform entitled *The Challenge of Teaching Today and Tomorrow: Renewal and Recognition of the Teaching Profession* (MEQ, 1992).

164. One of the measures taken to control the influx of education graduates was to close, as of 1995, admission to programs leading to certificates in education psychology, an indirect path to the teaching profession. The new four-year, or 120-credit, Bachelor of Education programs instituted in 1994 for secondary school education and in 1995 for preschool and elementary levels thus became the sole means of entering the teaching profession. Furthermore, the quota placed on university teacher-training program admissions also helped to reduce the supply.

165. To evaluate these regulatory measures, we must compare the annual production of Bachelor of Education graduates with job openings in the schools (Table 5.1). From 1991 to 1995, the number of qualified individuals grew from 5482 to 7455. This increase in supply is disproportionate to the needs of the job market, as indicated by the new graduates-recruitment ratio, which went from 143% in 1991 to 204% in 1996. From 1996 to 1999, the average number of Bachelor of Education graduates decreased to 4500, a level slightly lower than the demand (91%). Without these control mechanisms, there would have been two-and-a-half times the needed number of teacher candidates in 1995.

TABLE 5.1
New graduates of teacher-training programs, graduates hired and new graduates-graduates hired ratio

School year of the new candidate cohort	All training programs		
	New graduates	Recruitment needs	Ratio of new graduates/recruitment needs
1991-1992	5 482	3 825	143%
1992-1993	6 335	3 466	183%
1993-1994	6 522	3 347	195%
1994-1995	6 373	3 496	182%
1995-1996	7 455	3 654	204%
Total 1991-1995	32 167	17 788	181%
1996-1997	5 479	3 351	164%
1997-1998	4 412	9 684	46%
1998-1999	3 811	4 073	94%
1999-2000 ^P	4 500	2 835	159%
Total 1996-1999	18 202	19 943	91%
Total 1991-1999	50 369	37 731	133%

Source: SIDE panorama 300 et 430, version 2000, DSEQ, MEQ

- 166.** New graduates are not the only ones looking for employment. Some graduates from previous years are still looking for full-time teaching positions. To take this situation into account, we must examine the variation in the rate of access to jobs offered by the school boards over several graduating classes (Table 5.2). Qualified jobs are those obtained through full- or part-time contracts and temporary jobs correspond to occasional substitute or by-the-lesson teaching jobs. This table highlights several facts. We observe that the total employment rate peaks in the first two or three years and then falls off. Reading horizontally for a given graduating class, we see that the employment rate for qualified candidates tends to increase while the percentage of temporary employment opportunities decreases. We also note that, since 1989-1990, the employment rate for qualified candidates (full-time and part-time) from a given graduating class is around 30% including figures for 1997, which was an exceptional year for recruitment due to the institution of kindergarten classes for 5-year-olds and a government assisted retirement program. We also observe an increase in the employment rate in favour of the most recent cohorts. For example, the 1989 cohort has a total employment rate of 58% and the 2000 cohort, 80%. This means that fewer individuals are abandoning the profession as employment prospects improve.

TABLE 5.2

Access of selected cohorts of graduates from all training programs to employment in school boards, from 1989 to 1998, by type of employment

Assignment year	1989-1990			1992-1993			1995-1996			1997-1998			1998-1999			2000-2001		
	Employment rate (%)			Employment rate (%)			Employment rate (%)			Employment rate (%)			Employment rate (%)			Employment rate (%)		
Grad. class	qualified	temp.	total	qualified	temp.	total	qualified	temp.	total	qualified	temp.	total	qualified	temp.	total	qualified	temp.	total
2000-2001																28	52	80
1998-1999													28	44	72	60	16	76
1997-1998										29	38	67	55	17	72	63	12	75
1996-1997										52	20	72	58	13	71	57	10	67
1995-1996							16	35	51	54	16	70	56	11	67	60	7	67
1992-1993				28	34	63	47	16	63	54	9	63	54	7	62	55	5	60
1989-1990	23	35	58	50	12	61	49	8	57	53	5	58	53	5	58	53	4	57
1985-1986	37	13	51	42	8	51	42	6	49	44	5	49	45	4	49	45	4	49
1981-1982	34	8	42	37	6	43	37	5	42	39	4	42	39	4	43	39	4	43
Annual new candidates – recruitment needs ratio:				183%			204%			46%			94%					

Source: Bousquet and Martel, 2001

- 167.** While since 1995 the cohorts have benefited from increased recruitment needs, a gap is however observed between subject areas in the teacher-training program. Bousquet (2001) observes that, the shortage notwithstanding, graduates with teaching degrees in mathematics had employment rates lower than those in the special education field. Curiously, candidates who qualified from 1991 to 1997 in special education occupied 900 positions in excess of the jobs available in this field. Bousquet also notes that graduates in the social sciences have a 43% employment rate while for a number of years this field had been saturated.
- 168.** The mismatch between assignment and the qualifications received in initial teacher training merits examination. An analysis of the type of qualification of math teachers reveals that in 1994, 38% of these teachers had initial training in math, 18% in sciences and 44% in other disciplines. The other discipline most represented in this 44% is special education. The explanation lies in employment access regulations, which allow employers without available qualified candidates to hire candidates whose “capacity” in the field is recognized. By virtue of this rule, graduates in the special education field who have training in elementary or secondary math and French have a greater potential to find a position outside of their specialty. By getting experience in the new field, they will be placed on the priority employment list from which full-time positions are filled. Following the 1997 Breault ruling, which established the seniority rules regarding hiring and thus modified provisions of the 1995-1998 collective agreement, school boards have had to systematically use these lists of candidates, even when filling full-time positions. Thus the school boards are deprived of a powerful tool for attracting candidates in fields where personnel is lacking, such as mathematics. This particular qualification and assignment issue will be further examined by the Table de concertation du MEQ et des universités, which is preparing to conduct a study to better understand the employment situation in special education.
- 169.** Regardless of the quotas placed on universities regarding admission to an education program beginning in 1994, the rate of candidate access to qualified positions remains low and the majority of graduates must start their careers with temporary positions. Table 5.3 illustrates well the low employment access rate for qualified positions for 1999 graduates who had to begin their careers as substitute teachers. However, employment prospects have improved when the situation in 1981 is compared to that in the 1990s.

TABLE 5.3

Access of seven graduating cohorts of teacher-training programs to qualified employment in school boards in 1999-2000, by exit profile

	Graduating Classes						
	1981	1991	1995	1996	1997	1998	1999
Preschool and elementary education	49%	57%	71%	70%	54%	63%	12%
Secondary education							
Language of instruction (English and French)	26%	44%	50%	42%	43%	49%	11%
• Mathematics	14%	60%	65%	58%	66%	56%	21%
• Physical sciences	16%	55%	50%	53%	36%	59%	13%
• Biological sciences	20%	59%	47%	38%	32%	42%	10%
• Religious and moral education	34%	57%	57%	51%	60%	41%	28%
• Social sciences	31%	40%	38%	43%	37%	41%	11%
Special education	52%	79%	75%	74%	76%	61%	43%
English as a second language	32%	42%	49%	51%	50%	40%	14%
Physical education	30%	40%	37%	41%	40%	24%	16%
Arts	35%	43%	45%	44%	48%	43%	13%
Total	39%	54%	52%	57%	56%	52%	18%

Source: Bousquet, 1990⁴³

170. Table 5.4 shows that in 2000-2001, 10 717 jobs were offered to supply teachers, of which 43.3% were hired at less than 5% of full-time status and 39.8% were hired between 5% and 25%. Only 16.8% (1800) of these supply teachers were hired at a rate over 25% FTE (full-time equivalence). Teachers working on a per-lesson basis and supply teachers with contracts over 20 days account for 4075 workers. The former have on average a task that is one-third of FTE, while the average task for the later category is 45.1% of FTE. Besides better remuneration, these two employment categories also give access to the priority employment lists. There are, therefore, 5875 temporary jobs that exceed 25% of FTE. Of this number, we must subtract the “professional” supply teachers, who are satisfied with their situation. There are thus about 4000 jobs that for novice teachers constitute the waiting room for full induction into the profession. The fact that candidates must often endure several years of waiting and instability before entering the profession on a full-time basis is a point of weakness for a profession that wishes to attract and retain the best candidates.

⁴³ Access to private school jobs is excluded. A rate of 100% signifies that all graduates obtained a qualified position in 1999-2000.

Table 5.4
Teachers by percentage of full-time employment, for each employment status (in percentages)

2000-2001	Total staff	95% and up	75 to 94 %	50 to 74%	25 to 49%	5 to 25%	less than 5%	Average total FTE
Regular (E1)	57 500	72.3%	14.5%	6.0%	3.3%	0.7%	3.1%	90.0%
Part-time (E3)	16 871	23.3%	18.6%	24.5%	22.2%	10.1%	1.3%	81.9%
Per lesson (E4)	2 809	0.0%	0.3%	1.3%	11.2%	42.0%	45.1%	33.1%
Hourly rate (E5)	5 600	9.6%	4.9%	10.0%	17.9%	33.0%	24.6%	37.9%
Supply: 20 days and over	1 266	0.6%	1.0%	5.0%	29.3%	61.3%	2.8%	45.1%
Supply: occasional (E6)	10 717	0.0%	0.6%	3.8%	12.4%	39.8%	43.3%	13.5%

Source: *SIDE version 2000: panorama 170 pour les activités et 130 pour l'effectif; in preparation*, DSEQ, MEQ

171. The Mukamurera study (1998) of the professional induction of novice teachers in the 1990s shows that the trajectory followed does not conform to a linear logic as in the past. Massive recruitment in the 1960s was the result of an explosion in demand due to an increase in the number of students and enrollment, especially at the secondary level. Resulting professional induction practices were based on ordered steps (graduation, job search, full-time contract, permanence, training-employment correlation) that followed one another within a relatively short period of time. In the 1980s and 1990s, induction into the profession was characterized by non-linearity. The fragmentation of the career path is reflected in a tangle of employment situations ranging from double employment, inactivity and unemployment to a return to full-time education; frequent changes in environment and working conditions (changes of class, subject, school, school board); the fragmentation of task assignments because of seniority practices that sometimes leave novice teachers with tasks beyond their competencies; a professional induction situation that is sometimes less of a finite process and more of a prolonged state lasting several years that slows down the process of learning the profession and requires the novice to constantly adapt to changing situations that are both complex and difficult to the point where some abandon the profession to which they once aspired.

Hiring mechanism

172. The general parameters for recruiting, selecting and assigning candidates are briefly described in the Québec-wide collective agreement. However, hiring practices are decentralized and are the responsibility of individual school boards or private schools (CA, s. 5-1.01). That is why recruitment, selection and assignment practices may vary from one school board to another and are thus the subject of local agreements.

Determining vacant positions

173. The maximum number of students per group is determined by school level and student type (handicapped or with social maladjustments or learning difficulties, for example). These numbers were established in a Québec-wide agreement and indicated in section 8-4.02 of the English-sector agreement. The calculation regarding teacher demand is defined by each school board based on school level, number and type of students and the number of job openings due to retirements, sick leave, etc.

Qualification requirements

174. As previously mentioned, in order for a candidate to be hired to teach at the preschool, elementary or secondary level, he or she must have a teaching licence issued by the MEQ (EA, s. 23). However, to work as a part-time, per-lesson or supply teacher only special authorization from the MEQ (EA, s. 25), is required instead of a licence. Given that school boards are responsible for hiring (CA, s. 5-1.01), they can use the flexibility given them by virtue of these measures to recruit personnel according to the urgency of their needs.

Induction into the profession

175. Once a candidate has received a teaching diploma, the process of induction into the profession is often long, difficult and discouraging. Given the current relative lack of teachers, the length of this process has been shortened; however, it still usually takes an average of three to four years before a candidate finds a full-time position then three more years to reach permanent status. In the 1980s, however, it was not uncommon to see novice teachers wait for 12 years for permanence or even leave the profession. Induction into the teaching profession is a rather unique process. One does not enter the profession by the privileged route of a competitive examination. Except in some remote areas, job offers for full-time teachers never appear in newspapers. When they are announced, there is a current trend to advertise them on school board Internet sites. In any case, teachers are usually recruited by the tortuous process of hiring from the pool of supply teachers. In general the professional induction process has the following steps: (1) registration on the list of supply teachers, (2) occasional supply work, (3) part-time contract, (4) registration on the priority list, (5) full-time contract, (6) permanence.

List of supply teachers

176. In almost all cases, teachers are recruited from the list of available supply teachers. To get onto the list of regular supply teachers, a teacher candidate must send his or her résumé to the school board. The candidate usually must be legally qualified (holding a teaching licence) and pass the school board's language test. School boards may also have specific requirements regarding ICT and may require candidates to take competency tests for certain subjects. However for occasional supply work, section 23 of the *Education Act* states that the legal qualification to teach is not explicitly required. If a candidate passes the school board's tests, he or she will be interviewed and upon a positive outcome, placed on the list of occasional supply teachers. This is the only list school administrators use to find occasional supply teachers. It goes without saying that candidates on the supply list who have completed an internship in the classroom have a better chance of obtaining supply work and eventually being called for a regular teaching position.

Occasional supply

177. School boards hire supply teachers to replace teachers holding contracts who must be absent from the classroom for various reasons. The supply teacher does not have a contract. However, should the supply work exceed two months, the supply teacher is given a part-time contract.

Part-time or per-lesson teaching

178. For part-time or per-lesson contracts, the school board uses the list of supply teachers to find candidates to fulfill their needs. A *part-time* contract is given to an individual who is employed: (1) for one partial school day during the entire school year; (2) for one partial school week in the entire school year; (3) for one partial school year when it is determined that the regular teacher will be absent for more than two consecutive months (CA, s. 5-1.08 and 5-1.09). In addition to teaching tasks, part-time teachers must provide student support and supervision as required. The school board gives a *per-lesson contract* to an individual employed at one-third or less of a full-time teaching task (CA, s. 5-1.07). Teachers-by-the-lesson* do not provide support services or oversee students. Their tasks consist only of teaching the class for which they were hired and their contracts automatically end on June 30 of each school year.

Priority list

179. The selection process has evolved over the past ten years. Before, candidates looking for a position would send their résumés to the school boards, which would keep a list of candidates used to fill positions according to their needs. While this mechanism gave much flexibility to school boards, it was considerably arbitrary and was thus abandoned. In its place, the school boards and unions adopted a better-controlled mechanism called the priority employment list. Candidates for full-time employment are selected from this list. Regulations governing access to this list are negotiated locally. For example, a school board could require that a part-time teacher must have accumulated over 80 teaching days per year over a two-year period in the last three years in order to be placed on the list. The requirement could also be for a period of 1200 or more hours. The priority list is updated at the end of each school year. Teachers added to the list for a given year are placed under those from the preceding year and classified by subject. A teacher can be removed from the list because of a negative evaluation, obtaining a permanent position, loss of his or her teaching licence or, if in the last three years, he or she has not had a contract.⁴⁴

Full-time and permanent contracts

180. A *full-time* teaching contract can be given to a teacher hired between July 1 and December 1. Such a contract would be in force until the end of the school year (CA, s. 5-1.02 and 5-1.07). When a full-time contract is renewed for the third year, the teacher in question becomes *tenured*. School boards often use these three years as an evaluation period.

Assignment

181. The school board assigns teachers to schools according to the needs expressed by school principals in keeping with the applicable measures of the collective agreements (EA, s. 261). Separate assignment procedures have been put in place for preschool, elementary and secondary schools (CSD local agreement, s. 5-3.17.07). Individual teachers are assigned to a field⁴⁵ according to their demonstrated abilities. Teachers are considered able to teach in one or more fields (1) if they have a specialized licence for the subject(s) in question, (2) if they have experience equivalent to at least one complete year in the subject, or (3) if they have acquired 15 specialization credits in the subject in question (CA, s. 5-3.13abc). However, when it comes to assignment, if no candidate meets the requirement, the school board can recognize as capable for the job a candidate who has competencies and particular knowledge of the subject in question or has acquired pertinent experience (CA, s. 5-3.13). This last clause is negotiated locally.

Laid-off teachers

182. Each year prior to April 30, school boards evaluate their needs in terms of teaching staff in each of their schools for the following year according to measures governing teaching tasks and regulations for forming student groups (CA, s. 5-3.12). The list of surplus teachers is sorted by subject, then seniority. Some tenured teachers can find themselves in a surplus position and be placed on availability. In such a case the teacher would be assigned to regular supply work (field 21). When it comes to being called for another regular position, such teachers would have precedence over those on the priority list and they would retain their status as regular teachers.* Such teachers receive 90% of their regular full-time salary while on availability (CA, s. 5-3.22). After being on availability for six years, such teachers are eligible for an intensive retraining program (at least one year of full-time studies).

Government initiatives and their effects

183. For the past decade, the government has been preoccupied with the induction of new candidates into the profession. Since 1992, the MEQ has noted problems regarding this issue. Just before the reform, it noted that “new teachers have particular difficulties. Apart from the probation system, which must be reviewed

⁴⁴ Commission scolaire des Découvreurs local agreement (s. 5-1.14.22).

⁴⁵ Appendix 4 contains a list of the 21 fields established for elementary and secondary schools.

in its entirety, it is a well-known fact that new teachers spend the first few years of their careers in difficult situations (incomplete tasks, difficult student groups, large classes, unstable employment status, part-time work, etc.)” (MEQ, 1992b, p. 15, translation).

184. To improve the situation, the MEQ has instituted three series of measures:
- (1) regulating the supply of new graduates
 - (2) reviewing the probation process
 - (3) giving school boards the responsibility of setting up induction and support mechanisms for new teachers
- These measures have had varying effects.

Regulating the supply of new graduates

185. The MEQ, in cooperation with the universities, attempted to regulate the supply of new graduates according to actual market conditions. To do this, it conducted studies on the employment situation for teachers and established projections for upcoming years taking into account demographic factors and retirement forecasts. It was also necessary to review the admission quotas for teacher-training programs. While the mismatch between teacher supply and demand is a frequent situation in North America, Québec is the only jurisdiction that has attempted to adjust the number of graduates in accordance with the employment opportunities in the education system. However, in order for the regulation to result in the desired balance, two conditions are essential: (1) reduce the number of graduates in subjects posting a surplus; (2) ensure that school boards offer jobs to qualified teachers only, to give them priority access to the jobs for which they have trained. The regulation policy has shown some positive results by reducing the number of graduates by around 12 000 for the 1996-1999 period and facilitating access to the profession for a greater number of novice teachers. However, these effects have attenuated, in part because of hiring measures, such as the use of available teacher lists. While these lists solve certain problems, they create others as mentioned in the COFPE report: “The rules governing priority of employment vary depending on the local agreement involved. In some school boards, only the hours of teaching in a teacher’s main subject, as specified on his or her teaching diploma, are counted, whereas in other school boards, all hours of teaching are taken into account. In this case, if a teacher refuses a workload because it is too heavy or the teacher considers himself or herself unqualified, another teacher who accepts the workload will move ahead on the priority list. Teachers who accept a workload that is unreasonable, when compared with their basic training and inexperience, are not always aware that they may face insurmountable difficulties that will cause stress, burnout or depression, or lead them to leave teaching” (COFPE, 2002, p. 35).

Reviewing the probation process

186. The long-awaited revision of the probation process was received warmly by the education community. Universities added a fourth year to their teacher-training programs (120-credit Bachelor’s degree), the 700 practicum hours eliminating the in-service two-year probationary period once required. These internships give students the opportunity to become familiar with the school community, to exchange with others regarding the profession and to acquire real teaching experience throughout the four-year training period. In addition, intensive internships in the fourth year facilitate induction into the profession as many graduates get their first supply contract in the school or school board in which they did their internship.

Measures for initiating and supporting new teachers

187. The probationary internship was replaced by a mechanism for inducting new teachers into the school community. This third measure, whose aim was to incite school boards to institute induction and support measures for new teachers, has produced mixed results. However, in the wake of its 1992 plan of action entitled *The Challenge of Teaching Today and Tomorrow: Renewal and Recognition of the Teaching Profession*, the MEQ set out certain actions that would result in positive changes. Between 1993 and 1995, the MEQ provided financial support to 13 school boards, in the majority of administrative regions, which conducted action-research projects on the professional induction of new teaching personnel. On the

basis of these projects, in 1995 the MEQ submitted for discussion two working documents at a conference on professional induction practices to which players from the school community were invited. These two documents (MEQ, 1995a, 1995b) were prepared to help school boards establish induction and support measures for new teachers.

188. However, ten years later, an alarm was sounded by one of the MEQ's main partners, the COFPE. The remarks made in its 2002 report on professional induction were of great concern to the government. The COFPE states that "no official document has been published to encourage school boards to establish a policy or plan of action concerning induction into the teaching profession; furthermore, no financial measures have been introduced to support the implementation of training or support activities by the schools or school boards and private schools that have implemented coaching activities" (p. 12). When the funding ran out, certain action-research projects were abandoned while others continued because of the perseverance and commitment of a few players. It is easy to understand that, left to their own devices and faced with other priorities, the school boards paid little attention to the question of induction into the teaching profession, and either postponed or suspended their actions (COFPE, 2002, p. 12). According to the COFPE, this is why individual initiative and sporadic actions cannot substitute for a real system-wide induction policy accompanied by appropriate funding.
189. In 2002, the COFPE reported that about 15 school boards had instituted professional induction measures for new teachers and earmarked modest budgets to support them. These measures usually include new employee initiation and support in undertaking their tasks. These activities can be official (for example, an information day where the services of the school board are explained) or unofficial (for example, a lunch meeting). Welcome packets and documentation on pertinent services may be given to new teachers. While induction support measures are regarded as essential by 97% of school administrators (according to a 2002 COFPE survey of 696 principals and centre directors), without appropriate, stable funding, it is difficult to develop specific activities to meet the needs of novice teachers. School boards offered, for example, training activities for novice teachers on pedagogical days. Some have offered coaching or mentoring options while others have created discussion groups and support forums on the Internet. Various conferences, interviews and workshops have also been offered.
190. Although the framers of the reform insisted on a learning continuum linking initial training, professional induction and professional development, measures ensuring the induction process have been neglected, and the abolition of the probationary period has not brought about the institution of the support measures expected. These evaluations are the result of COFPE consultations held during 2000-2001 with groups of teachers, school and union representatives and players from the university community. "COFPE considers that the reform will not be complete, and will not produce all the expected results, unless a procedure is established for induction into the teaching profession that is adapted to the characteristics of beginning teachers, their students and the schools in which they teach" (p. 13).
191. Some people consider that the teaching profession is one of the sectors where new arrivals receive the least support, and that this state of affairs makes it hard to view it as a true profession. In the law and engineering fields, the most complex tasks are not assigned to novices, whereas inexperienced teachers are often faced with the most difficult classes. Since many enter the profession by way of supply teaching, novices are called upon to replace other teachers in their classrooms, generally at short notice. The first steps in the profession are particularly difficult as the new teachers are often isolated in their classrooms without access to assistance when they need it most.
192. Furthermore, while the inherent responsibilities are learned gradually in other professions, novice teachers must immediately undertake all classroom management tasks. Once a young teacher becomes permanent, tasks are generally assigned according to seniority. Thus the new teachers are not favoured in this process, adding to the difficulties they have experienced since the very beginning of their careers due to seniority issues. According to some MEQ data for recent years, 231 novice teachers having acquired permanent

status left the profession in 2000-2001; 193 teachers left in 1999-2000 and 201 in 1998-1999. Others left before obtaining permanent status in their second full-time year of service: 26 in 2000-2001, 35 in 1999-2000 and 44 in 1998-1999 (COFPE, 2002, p. 31). Added to these numbers are those that leave even before getting their first contract.

193. It is important to note that, after the 1992 reform introduced the notion of bidisciplinarity at the secondary level, student teachers received less training in their main subjects. New graduates had to train in two subjects to facilitate assignment. Many special education graduates were thus able to obtain positions outside their field, and it is worth asking whether they were as capable of teaching mathematics as fully-trained mathematics teachers. We must also consider the quality of the teaching of someone who has barely mastered the rudiments of a subject and is in fact learning the subject as he or she teaches the class (COFPE, 2002, p. 34). As indicated in the MEQ's document on the orientations of teacher training, teachers must have in-depth knowledge of the subjects they teach. "It will be necessary to ensure, though, that the teaching profession itself does not create obstacles by considering beginning teachers as stop-gaps to be assigned leftover courses, but rather as true professionals who will take part in the full range of pedagogical activities with the other members of the teaching team" (p. 34). Are we not running the risk of subjugating professional standards to administrative constraints? According to the COFPE, this is why, if professional induction is to be a priority for the MEQ, the school boards and the teachers' unions, "hiring practices and the conditions for entry into the teaching profession will have to be reviewed" (2002, p. 34) and pedagogical considerations must take precedence over administrative issues. These opinions are shared by the president of the CSQ teachers union, who indicated, during a conference on the 40th anniversary of the Parent report held in April 2003, that "one day the unions must listen to novice teachers stuck with the worst tasks including having several groups, teaching multiple subjects, in short, 'unmanageable and unmotivating task schedules.' However, to touch vested rights such as seniority is difficult given the current collective agreements" (Laferrière, 2003, p. 14, translation).
194. The COFPE holds that a new teacher should not be assigned to a task for which he or she is not properly prepared and that certain regulations in the collective agreements concerning teacher assignment could represent an obstacle to professional induction. Seniority is a notable example, along with regulations regarding the percentage and make-up of part-time tasks and the number of courses required to ensure quality teaching in a given subject.
195. If, in retrospect, we take a look at the process followed by education graduates, we see that the path is long and hard. They must first pass the test of being supply teachers before obtaining a part-time contract and getting their names on the priority list leading to a permanent position. Given the many obstacles in the process, is there any guarantee that the candidates who make it to the end are really the best? Is perseverance really a measure of quality and would it not be time to consider implementing competitive examinations for positions?

Chapter 6

Retaining quality teachers in the schools

Identification of the main areas of government concern

- 196.** Although the recruitment and retention of certain teacher categories are not strictly speaking concerns, they are the subject of discussions within the MEQ and between it and its partners: school boards, union and professional associations, universities, consultative committees and commissions, etc. The MEQ is currently considering ways to recruit more teachers in the science and mathematics fields at the secondary level as well as to keep them in the profession.
- 197.** There is a certain migration of teaching personnel from schools in low-income neighbourhoods to those in more wealthy areas, from remote regions to urban centres, from multigrade* classes to ordinary classes, and from Native establishments to Anglophone or Francophone schools. This type of mobility must be regulated or the instability within the teaching staff could become costly. Investment in the training and professional development of teachers to deal with specific student characteristics only produces a tangible effect when the teachers spend enough time with the target students, experiment with the pedagogical approaches learned and implement the experience and their knowledge to improve teaching techniques. The MEQ and school organizations are working together to find ways to minimize this movement of teaching personnel.

Historical background and overview of the situation

Leaving the profession

- 198.** With the exception of 1997, which saw, for reasons already discussed, a large number of teachers retiring, the rate of teachers who leave the profession is relatively stable from one year to the next. Ignoring 1997, the rate fell from 4.3% in 1995 to 4% in 1999 for full-time teaching personnel (Table 6.1). This constant number of teachers leaving the profession can be observed at all school levels. Elementary and special education teachers are the least likely to quit to undertake other activities. At the secondary level, the percentage for teachers leaving the vocational training sector, which was somewhat higher at the beginning of the period examined, approached that of the other categories, falling from 7.6% in 1995 to 5.5% in 1999.

Table 6.1
Percentage of full-time teachers who leave the profession annually, public schools, 1995-1999

<i>Year</i>	Total	Elementary	Secondary	Vocational Training	Special Education
1999	4.0	3.4	5.0	5.5	3.3
1997	16.0	16.0	16.2	19.0	12.5
1995	4.3	4.1	4.6	7.6	3.6

Source: Appendix 7 of this report, Table 5 (adapted)

- 199.** The situation among part-time teachers is somewhat different. Not having accumulated a sufficient number of years of service to be entitled to the same benefits as full-time personnel, part-time teachers did not leave the profession in massive numbers as did their full-time counterparts in 1997 (Table 6.2). If we compare the two groups for 1995 and 1999 (Tables 6.1 and 6.2), we notice that the proportion of part-time teachers who leave the profession each year is barely higher than the rate for their colleagues with permanent status for all school levels and special education. What is most surprising in this category is its great stability, despite its precarious employment status.

Table 6.2
Percentage of part-time teachers who leave the profession annually, public schools, 1995-1999

Year	Total	Elementary	Secondary	Vocational Training	Special Education
1999	5.3	4.4	6.2	5.9	3.7
1997	5.6	5.0	6.5	5.4	3.7
1995	4.7	3.6	5.8	4.5	5.2

Source: Appendix 7 of this report, Table 5a (adapted)

Reasons for leaving the profession

200. At any time, retirement is the most prominent reason for leaving the teaching profession. As mentioned above, in 1997, retirement numbers increased because of due to government measures favouring early retirement for teachers who met certain age and seniority requirements. As seen in Tables 6.3 and 6.4, at the elementary and secondary levels, retirement or early retirement was the reason indicated by approximately 9 out of 10 individuals who left the profession in 1997. At the elementary level, retirements accounted for 74.6% of departures in 1995 and 68.5% in 1999. The massive number of retirements in 1997 left many administrative, advisory and coordination positions open which were filled by younger teachers. The rate at which teachers left the profession for other professional activities – guidance, school administration, coordination, etc. – more than doubled between 1995 and 1999 (7.1% compared with 15.3%) while the rates corresponding to other reasons fell from 18.3% to 16.2% for this school level over the same time period (Table 6.3).

Table 6.3
Reasons for leaving the profession, public elementary sector, full-time staff only, 1995-1999

Year	Total N	Retirement	Other professional activities	Other reasons
1999	1014	68.5	15.3	16.2
1997	4716	93.2	2.4	4.4
1995	1135	74.6	7.1	18.3

Source: Appendix of this report, Table 8a (adapted)

Table 6.4
Reasons for leaving the teaching profession, public secondary sector, full-time staff only, 1995-1999

Year	Total N	Retirement	Other professional activities	Other reasons
1999	937	64.1	19.6	16.3
1997	3140	87.0	7.2	5.8
1995	956	66.4	15.7	17.9

Source: Appendix 7 of this report, Table 8b (adapted)

The trend seen above also holds at the secondary level, to a lesser degree than at the elementary level (Table 6.4). At the secondary level, we notice that changing careers to go into other professions has always been more prevalent. In 1995, 15.7% of teachers left the profession for other careers, a number twice as large as that at the elementary level (Table 6.4). In 1999, 19.6 % of secondary school teachers opted for this change as compared to 15.3% of their elementary school colleagues. Currently, there is no information available to allow us to properly interpret this difference in behaviour between the two school levels. However, it is probable that the phenomenon of leaving the classroom to enter other professions is more prevalent at the secondary level because of the propensity of teachers in certain subjects, such as mathematics and certain scientific fields, to apply their knowledge to other careers. This hypothesis merits study because of the difficulty often encountered in recruiting and retaining teachers in these fields.

Leave

- 201.** Some data on teachers' leave are available, as seen in Chapters 3 and 5. It is important to remember that leave is subject to regulations negotiated and approved on either the provincial, regional or local level. In brief, teachers can take leave for a limited time for various reasons: death of a family member, marriage, moving, natural disaster, illness or any other reason judged appropriate by the school board.⁴⁶ Teachers who run for public office (Member of Parliament or Member of the National Assembly, mayor, councillor, commissioner, etc.) obtain, upon request, leave equivalent to the duration of their term.⁴⁷ Upon their return, the teachers take up their former positions. Under certain conditions and given their consent, teachers can be loaned to other school boards or institutions requiring their services.⁴⁸ Teachers can also take advantage of a program to defer a percentage of their salary to cover a future sabbatical.⁴⁹ Leave without pay – other than that allocated for parental leave, public office or union activities – is subject to stipulations negotiated and ratified at the local or regional level.

Finally, teachers at all levels of instruction have a legal right to about 20 school days per year that, with the agreement of the school board and the individual school administration, can be used for pedagogical planning, professional development or participation in pedagogical or subject-specific conferences.

Teacher evaluations

- 202.** Evaluating teaching personnel is the responsibility of individual school boards and schools. In general, teachers are evaluated by the school boards that hire them. Before being hired, qualified candidates must prove their aptitude to teach, generally during an interview and, in some cases, by taking a test to evaluate their mastery of the language of instruction. Foreign teachers and those trained outside Québec must obtain a qualification equivalency certificate from the MEQ before they can be employed as a teacher in Québec. Another more pedagogical evaluation is done by the administration of the school when a teacher is given a contract that leads or could lead to tenure. Tenure is obtained upon signing the third full-time contract for a vacant regular position. Finally, a teacher can be evaluated at other times, for example after repeated complaints from students or parents or as a result of a dysfunctional classroom environment.
- 203.** Repeated complaints from students, parents or colleagues and recurrent evidence of a dysfunctional classroom – uproar, frequent discipline problems, poor student performance, failures, repeated absences, stress, sick leave, etc. – are the initial symptoms that allow the school administration to identify an ineffective teacher or one with pedagogical difficulties. Action taken in this area is always a delicate issue and there is no province-wide approach that can be relied upon for assistance. Procedures for firing or not renewing contracts are negotiated and ratified at the local or regional level.⁵⁰ If the ineffective teacher is tenured, the administration is greatly limited in its options. The administration can suggest that the teacher see a pedagogical counsellor, who can help him or her understand the difficulties and devise ways to remedy them. If the teacher is temporary, the school has the option not to renew the contract as long as such action does not contravene a collective agreement or rules governing the priority list of personnel in the category in question.
- 204.** Sometimes a failure to perform up to standard is judged by a grievance committee according to the teachers' collective agreement.⁵¹ According to the Centrale des syndicats du Québec, between 1970 and 1998, the grievances filed resulted in 830 firings and contract non-renewals due to professional inadequacy or misconduct (CSQ, 2002, p. 30). A little over half of these decisions (54%) were upheld by an arbitrator tasked to resolve the litigation. Most of the time teachers are not fired for pedagogical reasons. According to a report of arbitration awards issued by the Office des professions du Québec over a

⁴⁶ 2000-2002 *Collective Agreement*, clauses 5-4.00 to 5-14.06.

⁴⁷ *Ibid.*, s. 5-18.00 to 5-18.05.

⁴⁸ *Ibid.*, s. 5-20.00 to 5-20.04.

⁴⁹ Terms and conditions are defined in Appendix XIII of the 2000-2002 *Collective Agreement*.

⁵⁰ 2000-2002 *Collective Agreement*, clause 9-1.00.

⁵¹ *Ibid.*, s. 9-1.00 to 9-6.01.

12-year period (between 1990 and 2002), “only 25 awards were connected with incompetence, which sometimes, after appeals to superior courts, resulted in a reprimand, change of school and suspension. In addition, in 12 cases, the offending teachers were not rehired the next year and five were fired” (OPQ, 2002, p. 35, translation).

205. Finally, according to section 26 of the *Education Act*, “any natural person may file a complaint with the Minister for a serious fault committed in the exercise of his functions or for an act derogatory to the honour or dignity of the teaching profession.” If the complaint is valid and the gravity does not require immediate attention, the Minister can turn the complaint over to a properly constituted examining committee to decide if sanctions should be placed on the teacher. The teacher can then contest the decision of the Minister before the Administrative Tribunal of Québec.

Promotion and career diversification perspectives

206. Teacher promotions are regulated by a Québec-wide agreement between the union and the State. Teachers automatically advance from one echelon to the next upon completion of one year of full-time or full-time equivalent employment. Legally qualified teachers who enter the profession and work full-time in a normal continuous career path reach the top of the pay scale after 15 years of service. For this category of teachers who have reached the pinnacle of their profession, career options are outside of the classroom. However, the positions are few: school principal, educational advisor, education coordinator or school board administrator.
207. There is, however, another less regimented way of recognizing and rewarding full-time teachers for their competencies, the details of which may vary from one school board or school to the next: appointment as one of the almost 12 000 teachers involved in training student teachers (MEQ, 2002g, p. 13). Students each spend a minimum of 700 hours in the school to learn the different facets of the profession. They are coached and guided by the most experienced of their future colleagues, who, as a benefit, enjoy reduced classroom responsibilities or additional remuneration. Some of these teachers participate as co-researchers with university professors in collaborative studies on subjects such as teaching, learning, classroom management and student success or failure. In the eyes of many, contact with their younger colleagues and participation in research projects constitute opportunities to get out of the classroom and school and keep up with advancements in their fields and innovation in pedagogical and didactic practices. In addition, with the implementation of reforms in study programs, experienced teachers are relieved of their normal duties to mentor and support their less experienced colleagues.
208. Finally, some of these teachers are recruited by universities to coordinate student teaching programs within education departments. This position is very important for the coordination of various components of practical training and very rewarding for the person who holds it. Coordinators are mediators between the schools and the universities for which they work. On the one hand they communicate procedural standards coming from the schools to the university professors, and on the other they explain university requirements concerning training and evaluation to the schools in which interns are to be placed.

Salary scale and advancement

209. In Chapter 2 of this report we described changes to the salary structure of teaching staff as well as changes planned for upcoming years. In Chapter 3, we described the pay scale in effect since September 2003 (see Table 3.6). The scale has 17 levels and teachers are assigned to a starting level that reflects their years of relevant schooling. Those with less than 17 years of schooling start at the first level, with a salary of C\$33 695 as of September 1, 2003. At the end of 17 years of full-time or full-time equivalent service, this category of teachers would reach their maximum level at C\$62 475 (indexed, of course). This is the maximum amount an elementary or secondary school teacher can earn at the top of his or her career

regardless of the degree of schooling.⁵² All candidates trained in the programs put in place as of 1994 – a four-year Bachelor’s degree crowning 17 years of schooling – enter the profession at the third level with a salary of C\$36 196. By virtue of automatic annual promotions for full-time personnel, a great number of teachers in this category will reach the top of the pay scale after 15 years of service. Those with 18 years of schooling begin their career at level 5, with a salary of C\$39 131 and will reach the top in 13 years. Teachers who begin their careers with 19 years of schooling start at level 7, with a salary of C\$42 305. These individuals will reach the top of the pay scale after only 11 years.

- 210. We have just seen that salary is determined by the number of years of schooling and seniority in the profession. Currently in the Québec public school system there is no mechanism for financially rewarding teachers for excellence in their work.
- 211. Québec is currently evaluating the work performed in many occupation categories, including those in the teaching field. As mentioned in Chapter 2 of this report, this evaluation has been undertaken with the goal of establishing pay equity between male and female workers doing equivalent jobs (see Chapter 2).

Student groups and teaching tasks

- 212. Teachers’ tasks and rules for forming student groups are defined in section 8 of Appendix XXV of the Québec-wide agreement signed between the union and the MEQ (2000-2002). Teachers dedicate most of their time to teaching, supervising and evaluating the students in their charge. They collaborate with their colleagues and school professionals to meet the individual needs of students and foster their success. In addition, they organize and supervise internship programs for their future colleagues. They monitor students in their charge, check lateness and absences, attend meetings regarding their work and perform other normal day-to-day tasks common to the teaching profession.⁵³ A teacher’s work year contains 200 days, or 40 weeks. Teachers are expected to be at school 32 hours per week (see also paragraph 58).
- 213. Measures regulating the formation of student groups are defined in section 8-4.00 of the 2000-2002 Collective Agreement. To take into account the requirements of the MEQ’s plan for success, this section was modified by Appendix XXV in order to reduce the size of student groups at the preschool level and in the first cycle of elementary education. Section 8-8.00 indicates the average student group size as well as the maximum number of students normally allowed.
- 214. In preschool, the so-called regular groups of 4-year-olds average 15 students, with a maximum of 18. For 5-year-olds, the average is 20 and the maximum, 22. The rules governing maximum group size are different in the case of groups of students with handicaps or social maladjustments. According to the severity of the handicap or problem, the average can vary between 6 and 8 students, with a maximum of 8 to 12 in the group. Linguistic integration classes for children from linguistic communities other than English or French have between 15 and 18 students.⁵⁴
- 215. In the first year of elementary school, the average group size is 23 students, with a maximum of 25. In the second year, groups have between 25 and 27 students. For the other elementary years, groups are composed of between 27 and 29 students. The average size for groups of students with handicaps or social maladjustments is between 7 and 12, with a maximum between 9 and 14. Linguistic integration classes for children from linguistic communities other than English or French have an average of 16 students and a maximum of 19.⁵⁵

⁵² With the exception of secondary school teachers holding doctorates (20 years of schooling), whose case is currently being studied to determine whether or not they should be included in the single scale described here.

⁵³ 2000-2002 *Collective Agreement*, clause 8-2.01.

⁵⁴ *Ibid.*, s. 8-8.02.

⁵⁵ *Ibid.*, s. 8-8.03.

216. At the secondary level, in general education, the so-called regular groups have between 30 and 32 students, while groups of students with difficulties or in “differentiated paths” have from 18 to 20 students. The average size of groups of students with handicaps, social maladjustments or learning difficulties varies between 8 and 15 with maximums between 11 and 17. Finally, linguistic integration classes for children from linguistic communities other than English or French have between 16 and 19 students.⁵⁶
217. Following the publication of the MEQ’s plan for student success and its decision, announced in 1999, to increase the number of teachers, the size of student groups was decreased at the preschool level and in the first cycle of elementary education. The magnitude of the decrease varies according to the socioeconomic status of individual schools. The average group size was reduced by two to five students (see Appendix 3B). The MEQ and the school boards will periodically evaluate the results of this reduction. The final report on the experiment to be published in 2008-2009 will make recommendations as to whether the measures should remain as they are or if changes are in order.⁵⁷

School security for staff and students

218. Security in school is an issue in all urban centres, particularly in neighbourhoods most exposed to conditions apt to foster violent acts: poverty, prostitution, drugs, delinquency, etc. For some years now, school boards along with such institutions as community organizations, associations for young people, the Ministère de la Santé et des Services sociaux and the Ministère de la Sécurité publique have been multiplying their efforts to identify the forms that violence takes within schools in order to develop prevention programs aimed at teachers, children, adolescents and parents.
219. Regarding violence between students, the best-known phenomenon seems to be “taxing,” a kind of extortion, blackmail and racketeering that some students exercise on others, generally those who are younger and weaker. Certain studies suggest that “taxing” is only the visible face of the more widespread phenomenon of bullying that affects most children and adolescents (ISQ, 2002; Giguère, 2003).
220. Regarding school personnel, as revealed in a study conducted in 1999-2000 in the Québec City region, acts of violence may be physical, psychological or sexual in nature and may be committed by students, parents, colleagues or superiors. The personnel of four schools was studied: one personnel group was from an elementary school and the other three were from secondary schools. Of the 378 cases of violence reported by the 278 individuals surveyed, 57 were physical (9.7% of cases), 300 were psychological (79.4% of cases) and 21 were sexual in nature (4.3% of cases) (Girard, Laliberté and Dompierre, 2002). Teachers seem to be more at risk from psychological than physical violence. Both types of violence are usually perpetrated by users of the system. Students commit 88.6% of physically violent acts and, with their parents, are responsible for six out of ten cases of psychological violence (Girard, Laliberté and Dompierre, 2002, p. 1-2). Finally, sexual violence is primarily directed toward women aged 35 or less and, in two out of three cases, the perpetrator is a colleague.
221. For several years now, government authorities as well as school and community organizations have been closely monitoring the development of violence in schools and have put measures in place to counter it. In 1995, the Table provinciale de concertation sur la violence, les jeunes et la communauté scolaire was created, bringing together representatives from 15 organizations that work with young people in the areas of education, justice, health and social services and public security. In 1997, the provincial roundtable organized a conference that brought together 200 adolescents and 300 adults around the theme of violence in schools. In 1999, the MEQ published a frame of reference entitled *Provincial Consultation Committee on Violence, Youth and the School System – Police Presence in the Schools – Frame of Reference*, also prepared by the Table provinciale de concertation sur la violence, les jeunes et la communauté scolaire.

⁵⁶ *Ibid.*, s. 8-8.04.

⁵⁷ 2000-2002 *Collective Agreement*, Appendix XXV.

Since then, various other initiatives have taken place: studies⁵⁸ and scientific conferences⁵⁹ to define the magnitude of the problem and help us to understand its causes and consequences; training sessions for teachers, social workers and parents; guides concerning appropriate actions to take and Web sites for young people; and, in high-risk areas, the establishment of support and action groups composed of educational psychologists, social workers, public health agents and representatives from the Sûreté du Québec.⁶⁰

Retirement

222. Since July 1, 1973, the legal age at which individuals may retire without actuarial penalties in Québec is 60. However, starting at age 55, teachers can, in certain circumstances, take early retirement. As indicated in Table 13 of Appendix 7, in 1999 the average age for retirement was 56.6 for elementary school teachers, 56.3 for secondary school teachers and 57.9 for those working in vocational training.

Government initiatives and their effects

223. The quota system put in place in 1994 to limit access to teacher-training programs has clearly contributed to the improvement in the balance between the supply of teachers and the number of available positions. As discussed in Chapters 3 and 5, our hypothesis is that by regulating the number of graduates of teacher training programs, more young teachers will have an opportunity to teach in the subjects or subject areas in which they trained. In addition, if novice teachers are able to work in their fields soon after graduation, the risk of them leaving the teaching profession is probably lower. However, studies are necessary to validate this hypothesis.
224. Since the early 1990s, the number of teachers requesting to switch assignments has increased significantly.⁶¹ Couples working in different cities or regions often try to get jobs in the same area. Until recently, the collective agreements did not allow teachers to switch from one school board to another without losing all their rights and benefits. Before this change, a teacher wishing to switch school boards had to resign and start anew as a supply teacher in the school board of his or her choice. This situation did

⁵⁸ For example, in the course of the 2000-2001 school year, the Direction de la santé publique (DSP) for the Québec City region and Université Laval, in cooperation with the Centrale des syndicats du Québec (CSQ) and the Fédération des commissions scolaires du Québec (FCSQ), conducted a study as a part of a pilot project on the prevention of violence in schools.

⁵⁹ Among others, a conference organized by the MEQ in January 2003 and held on May 11-14, 2003, within the framework of the second world conference on violence in schools.

⁶⁰ For more information on these measures, visit, for example, the Web site of the Fédération des commissions scolaires du Québec (FCSQ), heading "Santé et Sécurité" <<http://www.fcsq.qc.ca/Services/SST/index.html>> and that of the Commission scolaire de Montréal (CSDM) for information on violence in schools <<http://www.csdm.qc.ca/pv/Scripts/ReferencesWeb.htm#haut>> or on intervention efforts <<http://www.csdm.qc.ca/pv/Scripts/ReferencesWeb/PreventViolence.htm>>. See also the September 2001 issue of *Savoir* magazine.

⁶¹ According to information supplied by the FSE, 984 teachers requested an assignment change in 2002-2003. Visit http://www.fse.qc.net/public_html/defposte.htm.

not help keep teachers in the profession. On June 14, 2002, an agreement was signed between the Fédération des syndicats de l'enseignement and the Management Negotiating Committee introducing a voluntary mobility clause (Appendix XLVIII). Assignment exchange allows two regular teachers working in two different school boards to switch school boards, with the consent of both boards. Henceforth, in the case of such a switch, teachers retain their tenure and their seniority for salary calculation purposes, but lose their seniority with regard to teaching task assignment.

Chapter 7

The main challenges and concerns identified by the partners

225. Five groups of important partners met and supplied information to the authors of this report:
- members of the Comité d'orientation de la formation du personnel enseignant (COFPE)
 - university instructors and researchers from the Centre de recherche interuniversitaire sur la formation et la profession enseignante (CRIFPE)
 - representatives and directors of human resources for the school boards
 - representatives from the Confédération des syndicats du Québec (CSQ)
 - representatives from the Fédération québécoise des directeurs et directrices d'établissement d'enseignement (FQDEE)

The partners were consulted on the themes discussed in the preceding chapters of this report. We asked them to share their concerns and to suggest solutions for specific problems, as well as other possible improvements in areas where they consider work is needed. The following paragraphs summarize the results of these discussions.

Attract capable individuals to the teaching profession

226. The reform in teacher training has clearly set the profession on the road toward professionalization. Presently, schools have needs that are localized, temporary and relatively well controlled. Needs more acutely felt in large urban centres in the areas of mathematics, sciences and second language are often the result of phenomena that are limited to specific time periods, such as the retirement of massive numbers of teachers in Québec at the end of the 1990s. Initiatives for attracting talented and motivated individuals to the teaching profession must be taken within the scope of professionalization while accounting for current needs. Education faculties and departments must, therefore, attract bright young candidates who are interested in teaching. This career should not, however, be reserved solely for the graduates of teacher-training programs. What means should be used to develop future measures to attract strong candidates to the profession? Various answers are possible, reflecting the concerns of individual stakeholders based on the way they see the profession as well as the image they have formed concerning teaching and preparing individuals to fully participate in society.
227. Contrary to medicine, the archetype of elitist professions, which only admits to its ranks the very best college-level graduates, teaching is open to all. While it may be a profession open to the general public, it is not a market such as that for consumer goods. Since every year schools need a good number of new candidates and given the fact that the salaries and prestige offered these candidates are less than in the elite professions, schools will always have some teachers that are better than others. Initial selection mechanisms upon entry to education university programs can be used, especially in times of surplus, to eliminate less qualified candidates. Thus, universities can raise their student evaluation criteria contributing to the elimination of weaker candidates, and employers can sharpen their mechanisms for admission and induction into the profession. These filter mechanisms, however, have their limits when faced with the massive number of teachers needed, periods of teacher shortages and personnel migration.
228. Since the teaching profession is not some sort of market, it is both logical and desirable that individuals are not trained and then left on their own without oversight like merchandise that must find a buyer or change markets. The cost of training is very high and the risks of losing trained resources because of underemployment, and teachers leaving the profession or losing their qualifications through the passage of time, must drive the State, the MEQ and the school community to provide for a better induction into the profession for new teachers, to closely monitor the movements of those who, having been trained in a field, find themselves forced to change fields to stay within the school system, and to take measures to counter the discouragement of those who, in times of surplus, risk abandoning the profession. In universities, a policy has already been adopted to progressively induct new recruits into the profession. Why not follow this example in elementary and secondary schools and offer new teachers working

conditions in which they would not have to deal with special needs students during their first year of employment, prepare classes in multiple subjects or travel to different schools? These measures would allow them to become more familiar with the requirements of the profession to adapt to them and establish cooperative relationships with their more experienced colleagues.

229. Others, undoubtedly influenced by shortages in certain teaching fields (mathematics, sciences, second language), think that the teaching profession should be opened up to individuals holding specialized bachelor degrees or coming from the industry sector without requiring them to take education science courses. Instead, these individuals would acquire the necessary pedagogic and didactic skills in the course of their teaching work. As is the practice in other sectors, why not give scholarships to deserving CEGEP* students to encourage them to choose a teaching career in key areas? Why not provide for paid internships as is the case in the private sector?
230. In everyone's opinion the profession needs more male candidates. The need is felt most acutely at the elementary level and is becoming more pronounced each year in secondary schools. How can we attract men to the teaching profession? Some say we need to promote the profession to men just as traditionally male-dominated occupations have been promoted to women, and to demonstrate that teaching is a noble profession as teachers help young people form their personal identities. Others believe that we need to reserve a certain percentage of elementary school positions for men, thus adopting a positive discrimination stance toward male candidates. Raising salaries and presenting a more polished image of the profession to the public as well as to the teachers themselves would also help attract more men. CEGEPs draw from the same pool of candidates as do secondary schools; however, they offer better salaries, less classroom time and require little or no pedagogical training. To reduce the inequities between these two school levels, why not require CEGEP teachers to have the same pedagogical training as their secondary school colleagues?
231. The profession's image needs improving. This theme repeats like a leitmotif in all discussions and is the wish of all partners. However it does not mean the same thing to everyone, nor is it seen from the same angle or the same actions deemed necessary. The general opinion is that if the profession was held in high esteem by the public, parents and teaching staff, if images of cooperation and openness were emphasized more than conflicts and strikes during periods of negotiations, young men and women alike would be more likely to proudly commit themselves to teaching as a means of accomplishing a useful mission for society. What concrete steps can be taken to improve the profession's image? There are many ideas on this subject: we must recognize the professional autonomy of teachers; improve working conditions and salaries; reduce the number of teachers in unstable employment situations; promote the culture and knowledge generally depreciated by neo-liberalism and the consumer society; foster a feeling among teachers that they contribute to the betterment of humankind by giving their students access to culture; facilitate their entry into the profession in order to avoid failure and disappointment and their negative impact on the profession's image; introduce the true nature of the profession to media players who project a negative image; and maintain a good balance between men and women in the classroom. Some believe we should lighten the teaching load and modify it in order to allow certain teachers to devote time to other activities such as mentoring interns or participating in research projects with universities; highlight the strong points of the profession; and, finally, "establish a pay scale based on task complexity, thus multiplying the possibilities of a career advancement.

Initial training, professional development and certification

Initial training

232. Are we training enough teachers and are they receiving the proper training? To this question the partners gave answers varying in aspect or time frame according to the angle from which they view teacher training: programs, practicums, preparation for specific contexts, induction into the profession, preparation of trainers and teachers receiving and supervising interns, etc. For some, the new training programs lack coherence, and although they are deemed good in general, the modalities of initial training

are too rigid. The greatest challenge faced by universities is to properly integrate the program approach into initial teacher training by establishing solid links between the program components: subject matter, education psychology, didactics and practicums. Universities should place more emphasis on classroom management and better equip teachers to work with students with special challenges or handicaps. Courses should be oriented toward concrete classroom problems and the socioeconomic, cultural and emotional characteristics of the students. Furthermore, those in teacher-training programs should be able to diversify their practical experience by doing internships in different classes, and working with children of different ages and with different social and scholastic backgrounds. This would require university instructors to regularly visit the schools and would also necessitate the integration of practitioners and experienced teachers into the training team. Students in initial teacher training should be closely monitored and constantly accompanied during internships; evaluation philosophies and mechanisms should be reviewed in light of the new teaching contexts, approaches and practices in today's schools.

Professional development

233. The objectives, content, modalities, financing and supervision of professional development must be reviewed. The responsibility of professional development must lie with the individual schools. Its mechanisms must be made more flexible, it must be anchored in actual classroom realities and teaching personnel must be allowed to determine when to undertake professional development activities according to their needs. In certain cases, training needs to be provided upon hiring: preparing teachers for multigrade classes or to receive a large number of students from diverse cultural backgrounds, with handicaps or other challenges. In other cases, such as when changing programs and pedagogical approaches, the entire teaching staff must be targeted. In the current context of constant change, professional development must help teachers stay up to date in their respective subjects as well as with educational processes, methods and procedures. Furthermore, from the first year of teaching, professional development can supply new teachers with complementary training to help them take their first steps in the profession. Universities have a role to play in professional development. Normally, for example, they need to offer professional development programs geared toward strategic and cooperative teaching as well as mediation techniques, etc. During times of reform, universities should appropriate the new orientations, pedagogical approaches and evaluation methods in the new program and offer training sessions to teaching staff to help them understand the reforms and adapt to new requirements. However, universities cannot fully and effectively fulfill this role without strengthening their ties with the school community and deepening their understanding of the school reality, and by establishing professional development programs addressing concrete problems faced by teachers in the performance of their daily tasks.
234. Many questions concerning initial training and professional development remain unanswered. Is there a link between what teachers learn and what they do or have to do in the classroom? In other words, are they properly prepared to teach, manage a classroom and provide an environment conducive to learning, properly evaluate student progress and efficiently detect students' strong points and weaknesses? Considering another facet of the issue, how are training policies set forth by the MEQ integrated into teaching programs? What happened to the spirit that drove the policies and the recommended approaches and practices? Do teachers agree with the proposed orientations and pedagogical options? Are they open and well prepared to work in a manner in keeping with the perspective of professionalization, to trade approaches oriented toward the transmission and evaluation of knowledge for teaching and evaluation practices geared toward the use of competencies in real or simulated situations? Are they ready to combine their efforts, form teams and work with other school players to provide integrated learning programs adapted to the profession's requirements? Are they familiar with the school community and its requirements, classroom practices and demands? Although there are many partial suggestions, often coloured by a current urgent need, concerning these questions and many more, there is a definite need for serious research that is both systematic and wide in scope. Regular and special surveys of future teachers, new teachers and their employers provide only some of the required data and are thus insufficient to provide an exact measure of the profession, its development and the rhythm at which it is adapting to new

contexts and approaches. This is why research should be done on a continuous basis in the context of an observatory of the profession that brings together university and school authorities.

Recruiting, selecting and assigning teachers

235. On the subject of recruitment and selection, the partners' points of view become more specific, their proposed solutions become more focused, and their concerns more clearly reflect their position in the education field. This question is so important and dealt with in such detail that it merits more space than the others.

Centrale des syndicats du Québec (CSQ)

236. The Centrale des syndicats du Québec holds that several measures should be reviewed or developed to improve teacher recruitment, selection and assignment. Its suggestions are summarized as follows:

- Review and standardize, at least at the regional level, the recruitment mechanisms used by school boards and establish professional induction measures.
- Reduce the professional induction period and the number of unstable employment situations and support new teachers by helping them feel secure in their tasks and providing encouragement so they do not leave the profession.
- Adapt training to correspond to the entry profiles of certain school environments (low-income neighbourhoods, students with difficulties, multi-ethnic classes, etc.).
- Reduce the exclusion rights that school principals can exercise with regard to supply teachers and require that principals respect the clauses of the collective agreements.
- Reduce the number of evaluation steps to which candidates are subject at the beginning of their careers eliminate or, even better, replace the evaluations with permanent support measures for teachers'.
- Increase the human and financial resources for the induction of new teachers.
- Impress upon school boards the validity of initial training and the importance of the role played by universities.
- Include training on union matters (collective agreements) in training programs.

237. The CSQ proposed the following specific changes to the professional induction mechanism:

- Teachers providing support should be volunteers and not be in positions of authority over the novice teachers they are mentoring in the induction process. They should not participate in the evaluation of the novice teachers, otherwise the mentoring mechanism and relationship would be compromised. The work of the coaching teachers should be recognized and compensated. Training programs should be developed by the universities to assist mentors, and training sessions could be held within the schools or school boards.
- Mentoring should be available for all novice teachers as well as for those experiencing difficulties.
- Other measures should be taken to break teacher isolation, favour a feeling of belonging and encourage them to share their experiences, such as annual conferences or periodic meetings.

238. The CSQ suggests the following measures to counter the negative effects of supply teaching and to reduce the instability of initial employment situations:

- Recruit full-time supply teachers, with permanent status. Teachers prepare their work better when they have regular permanent supply teachers.
- Offer supply teachers with unstable work situations equitable assignments. In other words, do not assign them the most difficult tasks or spread their tasks out over several schools.
- Allow students to supply teach during their training.
- Authorize interns to supply teach in the school where they did their student teaching.

Fédération québécoise des directrices et directeurs d'établissement d'enseignement (FQDEE)

239. School administrators must be vigilant in their recruitment, especially since candidates graduate from university with permanent teaching licences and administrators no longer have the right to judge the quality of the candidates' preparation. According to collective agreements, classes are assigned on the

basis of seniority; therefore, the most difficult groups are often left to novice teachers. What should be done to remedy this situation? Administrators should apply the following measures:

- Establish a mentoring program.
- Allow school boards to evaluate candidates before they obtain tenure.
- Evaluate new teachers before their names are placed on the priority list.
- Assign the easier classes to new teachers. The multigrade classes and those in the sixth year are often the most difficult and in many cases are assigned to novice teachers. On the contrary, these teachers should begin with the simplest tasks before progressing to the more complex.

Comité d'orientation de la formation du personnel enseignant (COFPE)

240. To improve hiring mechanisms, the members of the Comité d'orientation de la formation du personnel enseignant (COFPE) suggest that certain clauses of collective and local agreements be reviewed. In their opinion, school board priority lists do not guarantee that the candidates are competent. Many individuals receive teaching assignments in emergency situations and accumulate experience by supply teaching in subjects for which they do not have the minimal qualifications. These teachers are, nonetheless, placed on the school boards' priority lists and, in many cases, they have never been properly evaluated. When the school board has an open full-time position leading to tenure, the candidates on the priority list, even if they were trained in a field other than the one of the open position, have priority over new teachers with the proper training in the field in question. For members of the COFPE, this situation represents an ethical problem that requires debate because, given the priority accorded to supply teachers, school administrators, who are nevertheless responsible for the quality of teaching and the application of the *Education Act* in their schools, often do not have a choice in the teachers who serve under their responsibility. This is, of course, contrary to practice in the private sector. The administrative conveniences provided by the priority lists should not take precedence over pedagogical issues and the quality of services to which students are entitled. To counter the negative effects of the recruitment and assignment mechanisms, the COFPE suggests the "implementation of selection interviews having practical situational testing elements, which could be go so far as to require the candidate to prove his or her capabilities in the classroom." Other avenues may also be explored, such as preparing a list of available education graduates from which school administrators could have flexibility in choosing candidates to form a solid school team or do better pedagogical evaluations of supply teachers. And why not seriously consider reducing the teaching load of novice teachers and completing their full-time load with professional development activities and learning about other aspects of the teaching profession? As in other fields, the administration should gradually increase the complexity of the tasks assigned to new teachers.

In addition to these measures, members of the COFPE ask school boards to standardize hiring regulations and to recognize the value of the university degree of teacher candidates. According to COFPE members, school boards should agree upon and implement a common set of rules (at least at the regional level) for hiring and the induction process, regardless of the decentralization promoted by changes to the *Education Act* in 1997. The rules should recognize the value of the university programs approved by the Comité d'agrément des programmes de formation à l'enseignement (CAPFE) that lead to a teaching licence delivered by the MEQ. School boards must stop their discriminatory practices of requiring graduates in certain fields to take additional courses. To allay any doubts about their quality, new teacher-training programs should be submitted to rigorous evaluation and the content, courses and activities be analyzed for conformity to the 12 reference competencies adopted by the MEQ.

In summary, COFPE members suggest that precise hiring criteria and rigorous selection methods be implemented along with permanent measures for pedagogical supervision as well as measures to detect pedagogical deficiencies. This last measure is important because, at the present time, it is almost impossible, except in serious cases, to dismiss teachers with numerous shortcomings or attitudes that run contrary to the profession's philosophy.

University instructors

241. According to the instructors, universities are concerned with how to train teacher candidates but pay little attention to their induction into the profession. They note, however, that the teaching profession is conceived as somewhat of a market, with each school, like a company, being interested only in its own personnel. This is a market where newcomers have a hard time: they are assigned the most difficult tasks and classes, a situation (priority list based on seniority) that places them on the bottom rung in competition for open positions. A market where the primary concern of the employers, school administrators, is to hire candidates immediately ready to enter the classroom, without paying much attention to the quality of their training and their pedagogical potential. A market where induction into the profession is thought of in simplistic pseudo-economic terms based on ignorance of the requirements of the public interest that governs teaching. Induction into the profession, or more generally put, personnel management, is envisioned as an investment that is only to be made if it results in immediate profits for the school board. Using this logic, why invest time, effort and money on inducting new candidates, providing support as they undertake their initial tasks, encouraging them in difficult times or lightening their task load, if the administrators know there is not a permanent position to offer the candidate or if they know another school board is going to reap the benefits of their investment? This logic is also present in education faculties and departments, which prefer to hire lecturers, who cost much less than permanent professors. It is inherent in the organizational system, inherited from reform measures of the 1960s, from which it would seem that each major player—universities, MEQ, school boards and teacher unions—benefited in one way or another. Impasses revealed in the hiring, selecting and assignment of teachers are, up to a certain point, the product of this professional organization model. A model that has not evolved because the stakeholders point fingers at one another instead of entering into productive discussion. Universities say: “The schools are terrible! They should not assign teachers in that manner.” The schools say: “It’s terrible! Universities can’t provide proper teacher training.” How can the system for recruiting, selecting and assigning teachers be improved?

Recruitment, selection and assignment must be rethought in a more global perspective in terms of induction into the profession, an issue that concerns all teachers, schools and school boards. Taking this road, school boards will combine their efforts, determine human resource needs and reserve a budget for professional induction activities. If each school board assumes its responsibility, in conjunction with others, for induction into the profession, if each school board selects the best candidates and facilitates their first steps in the teaching profession, all schools, regardless of location, will be staffed with quality personnel. Concerning universities, they will pay more attention to professional induction issues, cooperate with schools and school boards, offer training where appropriate, conduct research on the problems faced by new teachers and the constraints placed upon them as well as on factors that would facilitate their commitment to the profession and the determination of their career paths.

School board human resources directors

242. For school board human resources directors, recruiting teachers to serve in remote areas is the number one problem. This problem is, in part, a result of certain universities refusing to let their students do internships in regions far from where the universities are located. In practice, relationships form between interns and the personnel of the school where the internship is done and, once the internship is finished, students often return to the same schools as teachers. Remote regions are often deprived of this possibility.

To improve hiring and professional induction mechanisms, school board human resources directors would like to have more of a hand in the selection and hiring process, notably by replacing the French-language test administered by universities with that of the school board and by grouping the first internship sessions together to allow students to do their internships in the regions and by improving mechanisms of inducting candidates into the profession.

Keeping quality teachers within the system

243. A small number of students leave the profession for periods of time or definitively for various reasons: fatigue and burnout caused by an excessive workload or work with special needs students, the length of time needed to obtain a permanent position, boredom and lack of incentive, difficulties entering the profession, working in regions too far from urban centres, lack of career options and, in a few cases, an opportunity to earn more money, except for mathematics and science teachers, who can easily work in the private sector. In addition, an increasing number of teachers are leaving the classroom to take up pedagogical or administrative positions with their school systems.

To keep such teachers in the classroom, almost all the partners support the suggestions made above: improve the image of the teaching profession in the eyes of society, union organizations and the media; improve working conditions and lighten workloads; diversify the teaching career by offering rewards (certain partners say rewards should be given to the most experienced teachers, others to the most deserving, and still others, to the most competent and those with the most schooling); recognize the value of effort on the part of teachers who are the most involved in the profession; reward them by allowing them to participate in other activities while keeping their status as teachers (participating in university studies and training of novice teachers, taking a sabbatical to renew their competencies, including going abroad, etc.). And to reward the most deserving, the most involved or the most competent, the evaluation process should be re-established with the objective of supporting teachers and helping them master the fine points of the profession, improving all the steps in their careers, and overcoming difficulties resulting from changes in the program, in the administration or classes they normally teach. Even the pedagogical incompetence of certain teachers, a phenomenon that the union considers purely hypothetical, but that is considered real by the other partners, while difficult to identify and which only pertains to a very small portion of the teaching personnel, should not be grounds for termination. Rather the teachers experiencing difficulties should be treated humanely, provided with assistance, retrained or assigned to other tasks within the school system.

Main challenges suggested by the partners

For each of the themes submitted in the consultations, we asked each partner to identify the item each would retain if only one of the proposed measures could be implemented. The lists below contain the measures sorted from the most important to the least according to the partners.

Attracting quality candidates to training programs:

244. Improve the image of the teaching profession.
Attract men to the teaching profession.

Initial training and professional development:

245. Make programs and initial training practices more coherent by adopting an integrated approach (program approach).
Better understand the manner in which training policies are implemented in programs, the attitudes of instructors concerning the policies and the impact on their practices.
Make professional development mandatory throughout teachers' careers, not just following system reforms; give schools total responsibility for professional development; provide adequate financing for development activities; avoid limiting actions to short, highly focused activities; and centre activities around difficulties and needs expressed by the teachers.
Establish more solid and permanent links between the universities and the school community.
Monitor program implementation, induction of new teachers into the profession, teaching, learning and evaluation practices using systematic and broad wide-scope studies conducted by an observatory.
Improve the profession's image and incite men to choose careers in teaching.

Recruiting, selecting and assigning teachers:

246. Rethink and improve mechanisms for inducting new teachers into the profession, extend the mechanisms to supply teachers and interns.
 Improve the quality of the workloads assigned to new teachers, give hiring priority to the best trained candidates, provide new teachers with induction support, and modify certain clauses in collective and local agreements that give precedence to seniority over qualifications.

Keeping quality teachers:

247. Improve the image of the teaching profession in the eyes of all, but particularly of men.
 Diversify the teaching career and establish an incentive system to encourage effort and involvement.
 Support teachers throughout their careers to prevent difficulties and help them stay current in their fields as well as with pedagogical approaches.

Conclusion: Institutionalizing teacher training and the profession

248. The teaching profession in Québec is in good health. It is the subject of debate because it affects all individuals and involves the fundamentals of society, the place occupied by each group of players as well as the development of individuals. It is also because the teaching profession is a focus for the interests of a group of partners that historically are not in the habit of meeting together. Each group (MEQ, school boards, school administrations, teachers' unions, parents, students, journalists, etc.) sees the profession through its own eyes, and describes it using its own language and according to its centres of interest and constraints.
249. The issues raised by the partners, the concerns and suggestions that they expressed, as well as the debates and controversies concerning the teaching profession that have arisen over the years and will continue in the future, show that the profession is in constant development. Moreover, this is a project that is driven by the development of knowledge of teaching and learning as well as social, economic, technological and ideological changes, not to mention the controversy that arises from these issues. However, our aim is to fix, once and for all, the definition, mission, philosophy, professional guidelines, required training, as well as the mode and methods of practising the teaching profession. Teaching is vital to society; it is the lifeblood that provides stability, new growth and continuity over time. It concerns ordinary citizens just as much as prominent ones, politicians and intellectuals. Indeed, it is for this reason that it arouses so much debate and passion. If we listen carefully, and go beyond the different modes of expression used by different partners, what they are saying is that the teaching profession needs two things: more male recruits, and more social recognition. No society should be willing to entrust the education of its members to women or men alone, because it must ensure its equilibrium, its survival and the maintenance of democratic values that can only develop if all citizens receive an education that is independent of their particular characteristics. No society can afford to look down on the teachers who take on this responsibility. Forums for discussion must be created or maintained, and the partners must agree on a shared language and operating rules, so that the training process and the teaching profession continue to be recognized as an institution. The profession's mission, constitution, modes of operation and actors must be defined, so that it is not destabilized by the type of heated debate that may discourage promising candidates and discredit the profession. To ensure the well-being and serenity necessary for teaching, one or more discussion forums off the public stage must be found so that debate, controversy and individual viewpoints can be expressed and backed up by ongoing research into teaching, learning and the teacher's work. Some university professors have suggested that such dialogues and research could be conducted, or organized, by an official body such as a research institute on the profession, which would constitute a tangible factor in the institutionalization of the profession.
250. The institutionalization of teacher training and the teaching profession would not shelter teachers from changes that would modify the school's mission and its relationship with its partners, which teachers must deal with throughout their careers in order to meet society's changing needs with regard to teaching the young. This institutionalization could, however, according to its promoters, constitute a barrier against the

arbitrary, a place where innovation can be decided and controlled and criticisms seriously considered, accepted or rejected according to the requirements of the profession and available data from research. Issues raised by the actors in this regard are calls for cooperation and partnership that cannot find expression except in a recognized institution where all the partners are equally represented.

251. A profession's reputation is a social construction that depends on the efforts and application of those most concerned, the teachers, the quality of the training they receive and the pedagogical and human support they receive within the individual schools. During dialogues, some players questioned the effectiveness of the actions of their colleagues working in other areas, sometimes out of ignorance of what the other actually does. For example, some players think that new teachers are not properly prepared to perform certain tasks, notably classroom management; however, we see by examining new teacher-training university programs that this subject now occupies a larger place in the program than before. Some players hold that schools do very little to facilitate the induction of new teachers into the profession. This is only partially true. As we saw in Chapter 5, situations vary from one school board to another and each tries to find ways to help new teachers as well as those experiencing difficulties in the classroom. We could cite many more examples, but a closer look at this chapter reveals that the problem also lies elsewhere. It resides in the fact that, in spite of the numerous partners surrounding teacher training, certain actors are less present than others in the places where regular dialogue takes place on important teacher-training issues and its evolution in keeping with the current school reality. Participating in these dialogues, which must be supported to ensure their survival, allows each partner to present and explain to their colleagues from other areas what the organization does and how it considers its mission. These are highly appreciated places of dialogue where a common representation of the teaching profession is created and put forth to society.

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APPENDIX 1

ORGANIZATIONAL CHART OF THE MINISTÈRE DE L'ÉDUCATION*

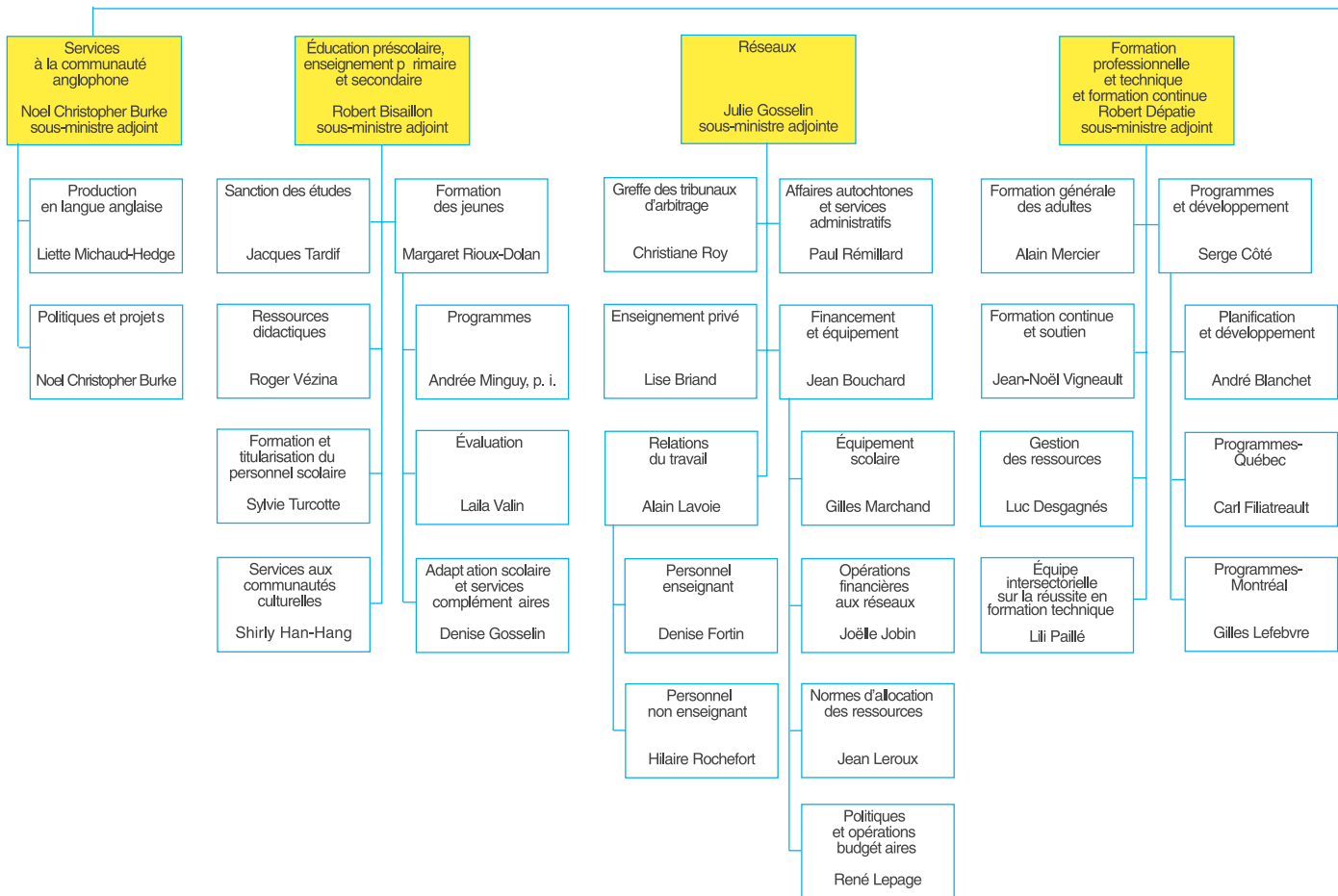
*For reasons pertaining to the *Politique linguistique du ministère de l'Éducation*, most of this organization chart is not translated.

Condition féminine
Raymonde Villemure

Planification
et coordination
Alain Veilleux

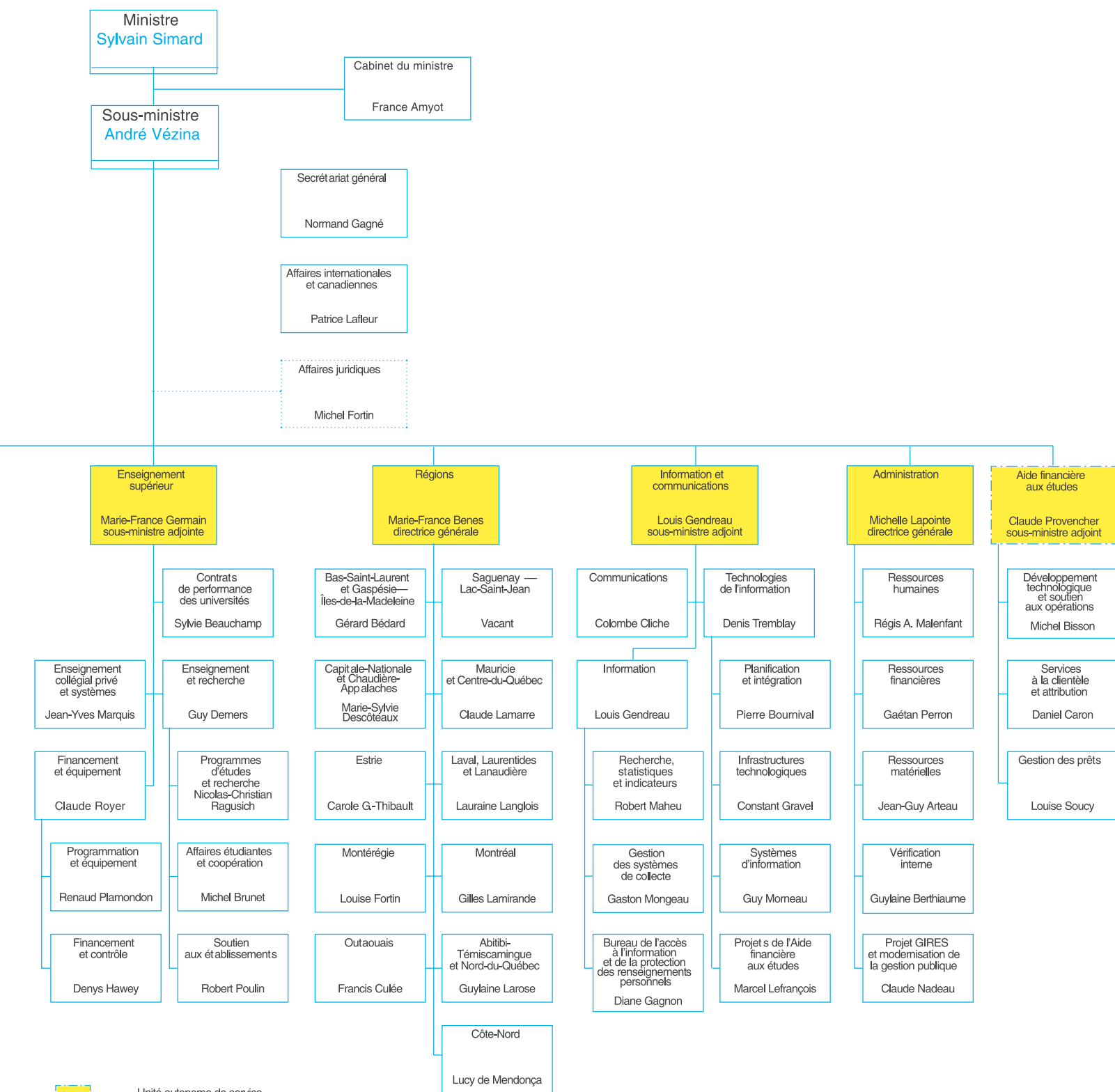
Secrétariat
aux affaires religieuses
Christine Cadrin-Pelletier



Droits de recours
(aide financière
aux études)
Pierre Martin



André Vézina

André Vézina, sous-ministre
31 mars 2003



 — Unité autonome de service
 — Relève du ministère de la Justice
 p. i. : p ar intérim

APPENDIX 2

LIST OF TEACHING AREAS

LIST OF TEACHING AREASArea 1

Teaching students with handicaps and students with social maladjustments or learning disabilities at the preschool, elementary and secondary levels

Area 2

Preschool education, other than the teaching areas specified in 1, 5, 6 and 7

Area 3

Elementary education, other than the teaching areas specified in 1, 4, 5, 6 and 7

Area 4

Specialization in ENGLISH at the elementary level

Area 5

Specialization in PHYSICAL EDUCATION at the preschool and elementary levels

Area 6

Specialization in MUSIC at the preschool and elementary levels

Area 7

Specialization in VISUAL ARTS at the preschool and elementary levels

Area 8

ENGLISH AS A SECOND LANGUAGE in general education at the secondary level

Area 9

PHYSICAL EDUCATION in general education at the secondary level

Area 10

MUSIC in general education at the secondary level

Area 11

VISUAL ARTS in general education at the secondary level

Area 12

FRENCH, LANGUAGE OF INSTRUCTION, in general education at the secondary level

Area 13

MATHEMATICS and SCIENCE in general education at the secondary level

Area 14

RELIGION or MORAL EDUCATION and PERSONAL AND SOCIAL EDUCATION in general education at the secondary level

Area 15

HOME ECONOMICS in general education at the secondary level

Area 16

INTRODUCTION TO TECHNOLOGY and CAREER CHOICE EDUCATION in general education at the secondary level

Area 17

SOCIAL SCIENCE in general education at the secondary level

Area 18

COMPUTER SCIENCE in general education at the secondary level

Area 19

General education at the secondary level, other than the areas 8 to 18 and student activities at the secondary level.

Area 20

Welcoming classes and linguistic support classes for immigrants

Area 21

Regular substitute teaching

APPENDIX 3A

RULES CONCERNING THE FORMATION OF STUDENT GROUPS

RULES CONCERNING THE FORMATION OF STUDENT GROUPS

PRESCHOOL

	AV.	MAX.
A) Regular		
1. Kindergarten (4-year-olds):	15	18
2. Kindergarten (5-year-olds):	20*	22*
B) Students with social maladjustments or learning disabilities:		
1. Kindergarten classes for 5-year-olds with behavioural difficulties:	8	10
C) Students with handicaps:		
1. Kindergarten classes for all 5-year-olds identified as handicapped by mild motor impairments, organic impairments or language disorders:	10	12
1.1 Kindergarten classes for 5-year-olds identified as handicapped by language disorders:	8	12
2. Kindergarten classes for 5-year-olds identified as handicapped by moderate to severe intellectual handicaps or severe developmental disorders:	6	8
3. Kindergarten classes for 5-year-olds identified as handicapped by severe physical handicaps: ..	6	8
D) Students in welcoming classes and linguistic support classes:		
Kindergarten classes for students in welcoming classes and linguistic support classes:	15	18

ELEMENTARY

	AV.	MAX.
A) Regular		
1. Elementary 1:	23*	25*
2. Elementary 2 and 3:	25*	27*
3. Other elementary school grades:	27	29
B) Students with social maladjustments or learning disabilities :		
1. All at-risk students:	12	16
1.1 At-risk students with behavioural difficulties:	10	12
2. Students with severe behavioural difficulties linked to psychosocial disturbances:	7	9

* Subject to the provisions of Appendix 3B of this document.

C) Students with handicaps:

1. Students identified as handicapped by mild motor impairments, organic impairments or language disorders:.....	12	14
1.1 Students identified as handicapped by language disorders:	10	14
2. Students identified as handicapped by moderate to severe intellectual handicaps or severe developmental disorders:.....	7	9
3. Students identified as handicapped by severe physical handicaps:	7	9

D) Students in welcoming classes and linguistic support classes:

Students in welcoming classes and linguistic support classes at the elementary level:	16	19
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SECONDARY**AV. MAX.**

A) Regular:

1. Secondary I to V general education courses with the exception of courses cited in subparagraphs 2) and 3) below:	30	32
2. Secondary III, IV and V technical exploration courses (vocational exploration) and introduction to technology and home economics courses:.....	20	23
3. Courses for students enrolled in a temporary individualized path for learning:	18	20

B) Students with social maladjustments or learning disabilities:

1. All at-risk students:	16	20
1.1 At-risk students with behavioural difficulties:	12	14
2. Students with severe behavioural difficulties linked to psychosocial disturbances:	9	11

C) Students with handicaps:

1. All students identified as handicapped by mild motor impairments, organic impairments or language disorders:.....	15	17
1.1 Students identified as handicapped by language disorders:	13	17
2. Students identified as handicapped by moderate to severe intellectual handicaps or severe developmental disorders:	9	11
3. Students identified as handicapped by a severe physical handicap:	9	11

D) Students in welcoming classes and linguistic support classes at the secondary level:

Secondary I to V general education courses for students in welcoming classes and linguistic support classes:	16	19
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Source: Based on clause 8-4.00 of the *Agreement between The Management Negotiating Committee for English-language School Boards and the Québec Provincial Association of Teachers (QPAT) on Behalf of the Teachers' Unions Which It Represents (2000-2002)*, and including elements pertaining to welcoming and linguistic support classes from clause 8-8.02 of the *Entente intervenue entre le Comité patronal de négociation pour les commissions scolaires francophones et la Centrale de l'enseignement du Québec pour le compte des syndicats d'enseignantes et d'enseignants qu'elle représente (2000-2002)*.

APPENDIX 3B

AGREEMENT ON EDUCATIONAL SUCCESS

AGREEMENT ON EDUCATIONAL SUCCESS

Given the importance of investing in the educational success of students;

Given that studies reveal the importance of early intervention in preschool and at the beginning of elementary school;

Given the new policy on students with handicaps or with social adjustments or learning disabilities (students with special needs);

Given the provisions of this agreement;

Given the decision of the Minister of Education announced December 21, 1999, to add teaching resources;

Given the need to assess this investment program;

The parties agree as follows:

1. As of the 2000-2001 school year, the following rules respecting the formation of student groups apply:

School year	Students	Av.	Max.
As of 2000-2001	Preschool 5-year-olds in economically disadvantaged areas	18	20
As of 2001-2002	Preschool 5-year-olds	18	20
	Elementary 1, schools in economically disadvantaged areas	18	20
As of 2002-2003	Elementary 1, schools elsewhere than in economically disadvantaged areas	20	22
	Elementary 2, schools in economically disadvantaged areas	18	20
As of 2003-2004	Elementary 2, schools elsewhere than in economically disadvantaged areas	22	24

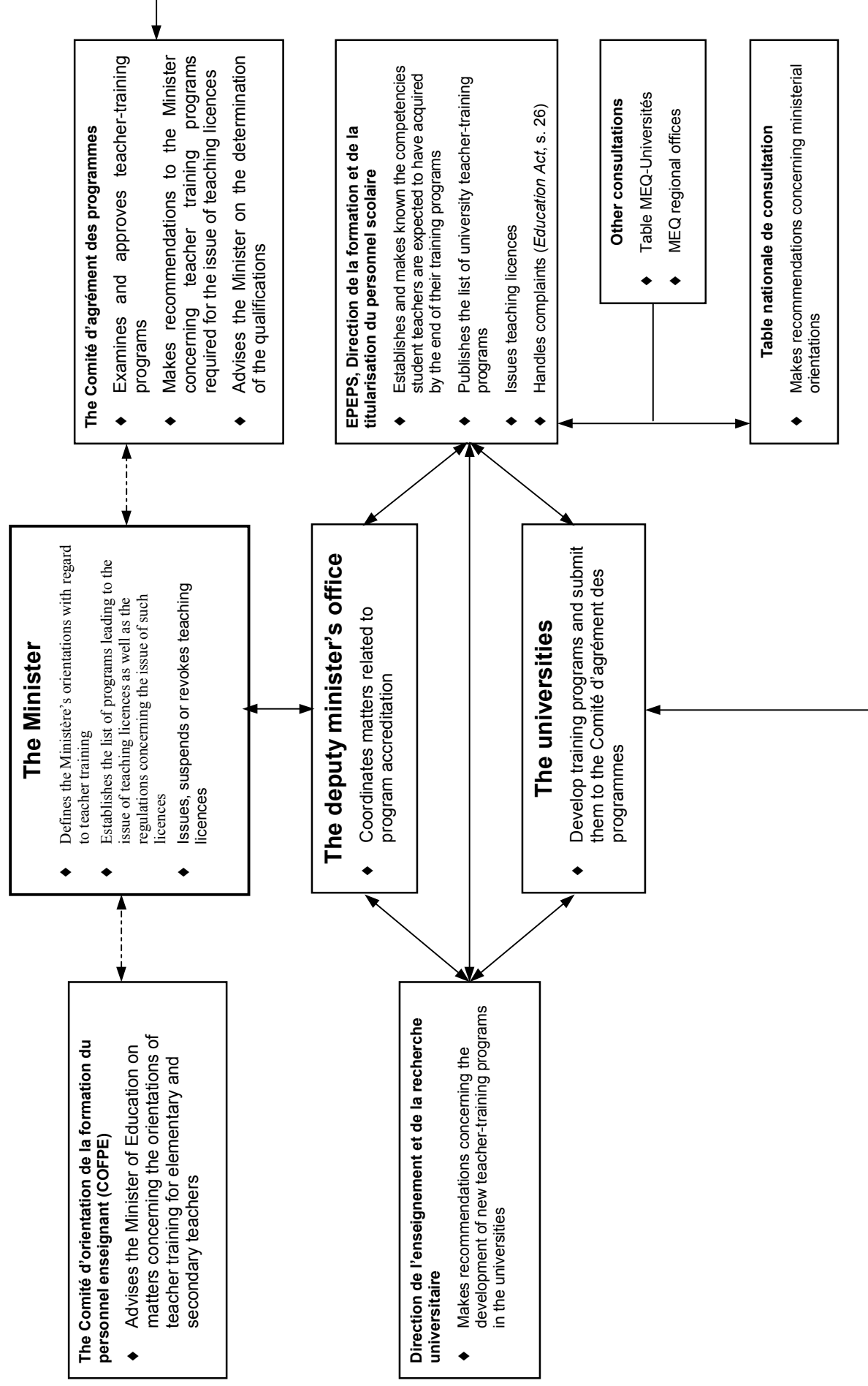
2. The Ministère, in collaboration with the school boards, shall evaluate from time to time the results obtained. During the 2007-2008 school year, the final evaluation report including recommendations shall be submitted to the school boards and the union.
3. The parties shall meet to analyze the results and discuss appropriate measures. The final evaluation of the results obtained shall enable the Ministère to decide whether, as of the 2008-2009 school year, to extend the above measures with or without changes.
4. During the implementation of the program, the rules respecting the formation of groups prevail over those prescribed in clause 8-4.02.

Source: *Agreement between The Management Negotiating Committee for English-language School Boards and the Québec Provincial Association of Teachers (QPAT) on Behalf of the Teachers' Unions Which It Represents (2000-2002).*

APPENDIX 4

RESPONSIBILITIES OF THE MINISTER OF EDUCATION

RESPONSIBILITIES OF THE MINISTER OF EDUCATION: INITIAL TRAINING AND CERTIFICATION



APPENDIX 5

GOVERNING BOARDS

SCHOOL GOVERNING BOARDS

FUNCTIONS AND POWERS (*Education Act*)

GENERAL TERMS	GOVERNING BOARD (GB)	PRINCIPAL	STAFF MEMBERS	SCHOOL BOARD (SB)
Educational project (aims and objectives for improving student success (s. 37)	<p>Analyzes the school's situation</p> <p>Adopts, oversees the implementation of and periodically evaluates (s. 74)</p> <p>May determine actions to promote those aims and objectives and to integrate them into the life of the school (s. 37)</p> <p>Makes it public (s. 83)</p>	Coordinates the analysis of the situation prevailing at the school and the development, implementation and periodical evaluation of the school's educational project (s. 96.13)	Participate (s. 74)	<p>Ensures that each school has adopted an educational project to be implemented by means of a success plan (s. 221.1)</p> <p>Facilitates the implementation by means of the success plan (s. 218)</p>
Success plan	<p>Approves the school's success plan, and any updated version of the plan (s. 75)</p> <p>Makes it public (s. 83)</p>	<p>Coordinates the development, the review and any updating of the school's success plan (s. 96.13)</p> <p>Proposes the plan and any of its updated versions (s. 75)</p>	Participate (s. 77)	
Accountability	<p>Reports each year on the evaluation of the implementation of the success plan (s. 83)</p> <p>Ensures the distribution of a document explaining the educational project and reporting on the evaluation of the implementation of the success plan to the parents and school staff. The governing board shall see to it that the wording of the document is clear and accessible (s. 83)</p>			<p>Informs the population in its territory of the educational and cultural services provided and reports on the quality of such services (s. 220)</p> <p>Makes public the strategic and updated plans (s. 209.1)</p>

GENERAL TERMS	GOVERNING BOARD (GB)	PRINCIPAL	STAFF MEMBERS	SCHOOL BOARD (SB)
Rules of conduct and safety measures	Approves (s. 76)	Ensures that they are prepared (s. 96.13) Proposes (s. 76)	Participate (s. 77)	
Annual activity report	Prepares, adopts and transmits a copy to the school board (s. 82)			
Services provided by the school	Informs the parents and the community served by the school of the services provided by the school and reports on the level of quality of such services (s. 83)			
Amendment or revocation of the deed of establishment	Is consulted (s. 79)			Consults and decides (s. 40 and 217)
Selection criteria for the appointment of the principal	Is consulted (s. 79)			Consults and appoints (s. 79, 96.8 and 217)
Matters pertaining to the proper operation of the school or to the improved organization of the services provided by the school board	Advises the school board (s. 78)			
Approach proposed for the implementation of the basic school regulation	Approves (s. 84)	Ensures that proposals are prepared (s. 96.13) Proposes (s. 84)	Participate (s. 89)	Ensures that the basic school regulation is implemented (s. 222)
Overall approach in terms of the enrichment and adaptation of the objectives and suggested content of the programs	Approves (s. 85)	Ensures that proposals are prepared (s. 96.13) Proposes (s. 85)	Participate (s. 89)	Ensures that the programs of study established by the Minister are implemented (s. 222.1)

GENERAL TERMS	GOVERNING BOARD (GB)	PRINCIPAL	STAFF MEMBERS	SCHOOL BOARD (SB)
Time allocation for each subject	Approves (s. 86)	Ensures that proposals are prepared (s. 96.13) Proposes (s. 86)	Participate (s. 89)	
Local programs of study	Is informed	Approves (s. 96.15)	Propose (s. 96.15)	
Criteria for the introduction of new instructional methods	Is informed	Approves (s. 96.15)	Propose (s. 96.15)	
Textbooks and instructional materials	Is informed	Consults the governing board and approves the selection (s. 96.15)	Propose textbooks and instructional materials (s. 96.15)	Ensures that only the textbooks and instructional materials approved by the Minister are used by schools for the teaching of any program of study established by the Minister (s. 230)
Standards and procedures for the evaluation of student achievement	Is informed	Approves (art. 96.15)	Propose(s. 96.15)	Ensures that each centre evaluates achievement and administers the examinations imposed by the Minister (s. 249) May impose internal examinations at the end of each cycle of the elementary level and at the end of the first cycle of the secondary level (s. 231)
Rules governing the placement of students and their promotion from one cycle to the next at the elementary level, subject to the rules prescribed by the basic school regulation	Is informed	Approves (s. 96.15)	Propose (s. 96.15))	Establishes rules governing promotion from elementary school to secondary school and from Secondary Cycle One to Secondary Cycle Two, subject to the rules prescribed by the basic school regulation (s. 233)

GENERAL TERMS	GOVERNING BOARD (GB)	PRINCIPAL	STAFF MEMBERS	SCHOOL BOARD (SB)
Programming of educational activities which entail changes in the students' regular time of arrival and departure or which require the students to leave school premises	Approves (s. 87)	Ensures that proposals are prepared (s. 96.13)	Participate (s. 89)	
Implementation of the complementary educational services and special educational services programs	Approves (s. 88)	Ensures that proposals are prepared (s. 96.13) Proposes (s. 88)	Participate (s. 89)	Establishes the programs (s. 224)
Student enrollment criteria	Is informed (s. 239)			Sends to governing board at least 15 days before the beginning of the enrolment period (s. 239)
Use of the premises or immovables	Approves (s. 93)	Proposes (s. 93)		Authorizes if term of agreement exceeds one year (s. 93)
Gifts and contributions	May solicit and receive a gift or contribution and supervises the management of the fund (s. 94) Adopts (s. 95)			Creates a designated fund, keeps separate books and accounts (s. 94)
School's annual budget		Prepares Submits the budget to the governing board Administers the budget and renders an account to the governing board (s. 96.24)		Allocates resources among the schools (s. 275) Approves the school's budget (s. 276)

GENERAL TERMS	GOVERNING BOARD (GB)	PRINCIPAL	STAFF MEMBERS	SCHOOL BOARD (SB)
School requirements as regards goods and services, and the premises or immovables	Is consulted (s. 96.22)	Consults the governing board and informs the school board of the school's requirements (s. 96.22)		
Extracurricular services	May organize (s. 90) May conclude a contract on behalf of the school board after having sent a draft of the contract to the school board (s. 91)			May indicate its disagreement (s. 91)
Noon-hour supervision	Comes to an agreement with the school board on the manner in which supervision is ensured (s. 292)			Ensures noon-hour supervision after having agreed upon the manner with the governing boards and on such financial conditions as it may determine (s. 292)
School child-care services	May request (s. 256) Comes to an agreement with the school board on the manner in which services are organized (s. 256)			Must provide childcare (s. 256)

APPENDIX 6

TEACHER TRAINING IN QUÉBEC

TEACHER TRAINING IN QUÉBEC

ELEMENTARY

Preschool		Elem. 1	Elem. 2	Elem. 3	Elem. 4	Elem. 5	Elem. 6
Kindergarten Age 4	Kindergarten Age 5	Age 6	Age 7	Age 8	Age 9	Age 10	Age 11

SECONDARY

Secondary School Diploma SSD	GENERAL EDUCATION				
	V Age 16	IV Age 15	III Age 14	II Age 13	I Age 12

VOCATIONAL TRAINING

AVS Attestation of Vocational Specialization	DVS Diploma of Vocational Studies	AVS Attestation of Vocational Studies
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JOB MARKET

COLLEGE LEVEL

Attestation of
College Studies
ACS*

JOB
MARKET

TECHNICAL PROGRAMS (Age 17, 18 and 19)		D C S	JOB MARKET or
PREUNIVERSITY PROGRAMS (Age 17 and 18)	DCS Diploma of College Studies		

UNIVERSITY LEVEL

PhD 3 years or more	MASTER'S 2 years or more	BACHELOR'S (TEACHER TRAINING) 4 years
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JOB MARKET

Preschool and Elementary Education
Secondary Education
Arts Education
Physical Education and Health
Teaching of English or French as a Second Language
Special Education

APPENDIX 7

ACCREDITATION OF TEACHER TRAINING PROGRAMS

ACCREDITATION OF TEACHER TRAINING PROGRAMS

Introduction

While the Comité d'agrément des programmes de formation à l'enseignement was created in 1992, it was only in 1998 that its mandate and operations were formally recognized under the *Education Act* (R.S.Q., c. I-13.3). CAPFE accredited teacher training programs developed by the universities following the publication of departmental guidelines as they apply to teachers.

Following the publication in 2001 of new guidelines governing teacher training in the general education and vocational training sectors,⁶² CAPFE recalled all programs and, as requested by the Minister of Education, asked the universities to submit new programs for accreditation.

Mandate and Composition of CAPFE

Answering to the Minister of Education, CAPFE has the mission of advising the Minister on any matter relating to the accreditation of teacher training programs for the elementary and secondary levels. In the pursuit of its mission, the Committee:

- (1) examines and approves teacher training programs for the preschool, elementary and secondary levels
- (2) makes recommendations to the Minister concerning teacher training programs required for the issue of teaching licences
- (3) advises the Minister on the determination of the qualifications required of teachers at the elementary and secondary level

CAPFE is made up of nine members appointed by the Minister after consultation with the appropriate organizations:

- (1) the chair, who is alternately an education sector professional and a person from the university education sector
- (2) three elementary- or secondary-level teachers
- (3) a teaching sector professional
- (4) three university-level teachers
- (5) a representative of the university education sector with experience at the preschool, elementary or secondary level

At least two of the members must represent the English-language education sector. In addition, the Minister may appoint two associate members to CAPFE, one chosen from among the employees of the Ministère de l'Éducation, the other from among the managerial staff of the school boards. A secretary-coordinator oversees the management and operations of the Committee.

Accreditation Process

A teacher training program is accredited only if it complies with the orientations and professional competencies issued by the Minister of Education. CAPFE must assure the Minister that the program meets ministerial requirements. Different stages are involved in the accreditation process.

The first stage consists of a preliminary analysis, during which certain basic criteria are evaluated, namely the conformity of the program with the exit profile, the allocation of credits, field experiences, the integration of the competencies, and the means proposed by the university to ensure that the language competency is attained. On completion of the preliminary

⁶² *Teacher Training: Orientations, Professional Competencies* (2001) and *Teacher Training in Vocational Education: Orientations, Professional Competencies* (2001).

analysis, CAPFE can issue a provisional authorization for the starting up of the program; the authorization is valid for a single academic year.

The second stage involves a detailed analysis. First, a descriptive analysis of the program is undertaken to confirm the conformity of the program with the exit profile and to examine the program's objectives and structure, the pedagogical activities proposed under the program, field experiences, and pedagogical and other resources (library, learning materials centre, workshops, computer facilities, etc.). Secondly, CAPFE analyzes the means proposed by the university to attain and integrate each of the competencies. After completing the first two stages, the Committee may submit a list of questions to the university and replace the provisional authorization for start-up with an authorization for start-up. Upon receiving the answers, CAPFE analyzes them and either submits additional questions or accredits the program. The accreditation is granted and is reviewed after the next site visit to the university by the Committee.

The third stage consists of a site visit to the university by CAPFE. During the visit, committee members meet with all stakeholders involved in the program (vice-rector, dean, program director, professors, lecturers, associate teachers, students, school board representatives, recent graduates, etc.). CAPFE verifies the implementation of the program based on the orientations and considers the means used to attain the professional competencies. The Committee also evaluates the adequacy of the conditions needed to implement the program, such as library resources, educational materials, professors, laboratories, computer facilities and workshops. Following the visit, CAPFE may extend the accreditation until the next visit. The extension may be subject to conditions or include areas requiring scrutiny. In rare cases, CAPFE may suspend or revoke an accreditation.

Conclusion

To learn more about CAPFE, its activities and the accredited programs, please consult the Committee's Web site at <<http://www.capfe.gouv.qc.ca>> or contact the secretary-coordinator at the following address:

Comité d'agrément des programmes de formation à l'enseignement

1035, rue de la Chevrotière, 28^e étage
 Québec, Québec G1R 5A5

Telephone: (418) 528-0717
 Fax: (418) 644-3859
 E-mail: capfe@meq.gouv.qc.ca

www.meq.gouv.qc.ca