

Council Information Note

Item: Leadership Pathway

Public Interest Rationale: Expanding leadership pathways to technological education, Indigenous ancestry, and Indigenous languages teachers would resolve a longstanding inequity, increase the pool and diversity of qualified candidates to pursue school leadership opportunities, and support the College's ongoing commitment to removing barriers.

Strategic Alignment: A regulatory model that strives to be free from barriers to truth and reconciliation, and equity, diversity, inclusion, and access.

Submitted By: Saran Ragnathan, OCT, JD - Director, Policy, Governance and Tribunals

Issue – At its March 21, 2024 meeting, Council addressed a longstanding barrier among technological education, Indigenous ancestry, and Indigenous language teachers who enter the profession without an undergraduate degree and are unable to pursue leadership positions in the education system as a result. At this meeting, Council approved a motion to remove the degree requirement to be granted the Principal's Qualification Program (PQP) Part 1 for these identified groups of teachers, and create a supporting equivalency pathway to leadership.

The purpose of the briefing note is to update Council on the proposed framework of the new leadership pathway for technological education, Indigenous ancestry, and Indigenous language teachers.

Background – On March 21, 2024, and in response to the education partner feedback received, Council requested that the Minister of Education make the following amendment to the *Teachers' Qualifications Regulation*:

Removal of the post-secondary degree requirement to be granted the PQP Part 1 qualification. This would include the creation of equivalency pathways for divisional qualifications, specialist qualifications and graduate post-secondary credit requirements.

Additional background information is also provided in Appendix "A".

Following Council's March 21, 2024 meeting, Council sent a request to the Minister on April 4, 2024 requesting that College staff work with Ministry staff to develop regulations resulting from Council's motion.

Engagement - Education Partners

Following Council's decision to remove the degree requirement and create an equivalency leadership pathway, the College hosted several focus groups with education partners for the purpose of assisting in the development of said pathway.

Representatives from the Council of Ontario Directors of Education (CODE), the Ontario Principals Council (OPC), the Catholic Principals' Council of Ontario (CPCO), l'association des directions et directions adjointes des écoles de langue française de l'Ontario (ADFO), collectively (the Principals' Associations), First Nations, Métis, and Inuit educators, technology teachers and the Ontario Council for Technology Education (OCTE) provided feedback during several focus group sessions hosted by the College. Below is a summary of the feedback the College received from education partners.

Based on the feedback received in these consultations, the Principals Development Course (PDC) was recommended as central to any equivalency pathway for teachers who pursue leadership without a degree. The PDC is an online modular program currently taken by existing principals. The PDC was identified by most education partners as a viable alternative to existing subject specific AQ training as its content, which includes among other things creating inclusive school and system cultures, student well-being and learning, and leadership was seen as more relevant to aspiring principals than qualified principals. Completion of the PDC will result in a qualification granted by the College which will appear on a member's certificate and public register page.

While still supportive of the overall initiative, CODE's feedback was the most cautionary, recommending among other things that:

- Additional Qualifications (AQ) coursework may need to be supported by administrator focused coursework such as the PDC as well as the PDC program being expanded to make certain modules compulsory;
- direct leadership opportunities should be made available by school boards; and,
- there needs to be recognition of the rich leadership experiences already obtained by a candidate.

The three principals' associations were very supportive of the initiative and emphasized the following:

- focusing on the importance of leadership training and pedagogical foundations for principal candidates rather than subject-specific AQ courses;
- expanding opportunities to take AQ courses with a focus on leadership; and,
- fully endorsed candidates taking Principals' Development Course (PDC) module training indicating that the PDC is the best training currently available for principals, going as far as recommending it for all principal candidates including those in the general leadership pathway stream.

OCTE and First Nations, Métis, and Inuit educators were also very supportive of the initiative and emphasized the following:

- the new leadership pathway should maintain divisional requirements for all three teaching groups – it was also recommended that supervisory attestations be accepted where obtaining a division was not possible due to the absence of requisite subject-specific undergraduate studies;

- bundle and/or recognize alternative AQ courses as equivalent to specialist qualifications; and,
- identify equivalency opportunities within AQ course guidelines to identify alignments as well as gaps in content with Additional Basic Qualifications (ABQs) and the Schedule D course.

Leadership Pathway Framework

Relying on feedback from education partners as well as conducting an additional gap analysis on Additional Qualification course guidelines to identify alignment and gaps in content for Additional Basic Qualification courses and Schedule D courses¹, the College developed an alternative leadership pathway framework to operationalize Council’s March 2024 direction, as described below:

1. The new leadership pathway would only be available to technological, Indigenous ancestry, and Indigenous languages teachers who do not hold an undergraduate degree.
2. The undergraduate degree requirement is removed.
3. While two specialists credits would still be accepted, candidates have the option to take one specialist credit and the PDC.
4. To satisfy the three divisional requirements, candidates would take Part 1 of Schedule D: Primary Education, Junior Education and/or Intermediate Education respectively, and depending on the division for which the candidate had not obtained a qualification.
5. For Indigenous language teachers exclusively, given that they hold no divisional qualifications upon licensure, an attestation by a supervisory officer that the candidate’s experience is equivalent to two divisions, with the candidate obtaining their third division through the process described in number 4.

Visual graphics of the existing leadership pathway and the proposed pathway that illustrates the difference between the two pathways for each of the three teaching groups is provided for at Appendix “B”.

Risks and Mitigating Factors – There are some identifiable risks in removing leadership barriers and expanding the pool of PQP qualified members that were identified by a few education partners including:

- the perceived degradation of the role of school administrator;
- the potential for candidates to not have the requisite opportunities to develop foundational knowledge and apply critical skills associated with undergraduate education critical thinking skills; and,
- the possibility of negative student outcomes, such as those arising from further reducing the pool of qualified technological education, Indigenous ancestry, and Indigenous languages teachers in the classroom.

¹ Results from the GAP analysis comparing “ABQ: Primary Division” and “Part 1 of Schedule D: Primary Education” revealed a strong alignment with additional learning outcomes in “Part 1, Schedule D: Primary Education”. Similarly, results from the GAP analysis comparing “ABQ: Junior Division” and “Part 1 of Schedule D: Junior Education” revealed a strong alignment with additional learning outcomes in “Part 1, Schedule D: Junior Education”.

However, most education partners are supportive of the expanded pathway and noted that many teachers in the affected group have previous and/or have recently gained leadership experience through their practice, as well as still satisfying the equivalency PQP pathway criteria and be selected for a principal position by a school board. These risks and mitigating factors were previously considered by Council in their decision to remove the degree requirement to allow these teachers to pursue leadership.

Next Steps - Council should expect to receive at an upcoming meeting draft regulations for its consideration that reflect the leadership framework outlined in this Information Note.



Briefing Note

Proposed Regulatory Amendment – Leadership Pathways

Issue

The College is requesting that Ontario Regulation 176/10 (Teachers' Qualifications Regulation) be amended to remove the requirement that teachers must hold "an acceptable post-secondary degree" as a prerequisite for being granted the Principal's Qualification Program (PQP) Part 1 qualification, and to develop corresponding equivalency pathways to allow other PQP Part 1 requirements predicated on holding a post-secondary degree to be satisfied.

Background

Responding to the need in the education system for a diversified pool of qualified leaders in education, in fall 2021, the College initiated a review of qualification requirements for principal candidates.

The primary pathway to an administrative position (e.g., a principal or vice-principal) in the public education system is by obtaining both the PQP Part 1 and Part 2 qualifications. The current requirements for being granted the PQP Part 1 qualification include:

- holding a post-secondary degree;
- completing an initial teacher education program;

- completing an accredited PQP Part 1 program;
- having five years of successful teaching experience verified by a supervisory official;
- holding specialist qualifications and/or graduate post-secondary credits; and
- holding qualifications in grades 9 and 10 in a technological education subject (Schedule B) or in the intermediate division in a general education subject (Schedule A), and two additional qualifications (Primary division, Junior division, and either Senior division in a general education subject (Schedule A) or grades 11 and 12 technological education subject listed in Schedule B).

In order to obtain the PQP Part 2 qualification, a teacher must complete the necessary accredited PQP Part 2 program and complete a leadership practicum. A comprehensive list of requirements for PQP Parts 1 and 2 is set out in an Appendix to this Briefing Note.

Issue

A historical challenge posed by the post-secondary degree requirement noted above is that certain specialized teachers licensed under sections 11 of the Regulation are not required to hold a post-secondary degree, namely technological education teachers, Indigenous language teachers and teachers who have entered the profession via the completion of a teacher education program designed specifically to prepare teachers who are of First Nation, Métis or Inuit ancestry. Despite possessing unique experiences and skills that are needed in the current education system, and holding the qualifications necessary for entry into the profession through specialized pathways, these teachers face a barrier to leadership. In fact, various principals' associations highlighted the importance of removing this barrier.

In February 2023, a College staff working group began developing a series of proposed regulatory amendments to the Teachers' Qualifications Regulation. To inform this work, the working group administered a survey and received responses from more than 80 education stakeholders, including education administrators. The following proposed amendments are based on survey responses from the Council of Ontario Directors of Education, Ontario Principals' Council, Ontario Teachers' Federation and its affiliates, school boards, Faculties of Education, education administrators including independent school administrators, and technological education additional qualification course providers.

Proposed Amendment

The proposed removal of the requirement that teachers must hold "an acceptable post-secondary degree" as a prerequisite for being granted the PQP Part 1

qualification had strong support among respondents, who noted that the removal of this requirement would lead to increased equity, visibility, variety of experience, and legitimacy, among other benefits.

A few respondents indicated that the risks associated with adopting the proposal included the degradation of the role of school administrators and a negative impact on student learning outcomes. The working group noted, however, that possessing an undergraduate degree is not the sole requirement for a PQP. Other educational requirements, such as completion of the corresponding PQP leadership program, will be maintained as will the requirement for verified successful classroom experience, which are both critical indicators and supports for a teacher's ability to succeed as an administrator.

Granting the PQP Part 1 qualification also requires the possession of other qualifications, such as an additional teaching division and a combination of post-graduate credits and/or specialist qualifications. Equivalencies for these qualifications will be required as teachers without post-secondary degrees are not currently eligible to pursue these divisional and/or specialist qualifications. Equivalency pathways would be based on completion of leadership and content courses from Schedule C of the Teachers' Qualifications Regulation that would provide for necessary learning about assessment, student transitions, leadership skills, and other content beneficial for aspiring administrators.

Recommendation

In view of the stakeholder feedback received, the College is recommending that Council request that the Minister of Education make the following amendment to the Teachers' Qualifications Regulation:

Removal of the post-secondary degree requirement to be granted the PQP Part 1 qualification. This would include the creation of equivalency pathways for divisional qualifications, specialist qualifications and graduate post-secondary credit requirements.

Next Steps

If Council approves this recommendation, College staff will work with Ministry of Education staff to develop amendments for Council's approval at a future Council meeting.



APPENDIX

Part 1 principal's qualification

32. (1) The Registrar shall record on a candidate's general certificate of qualification and registration an entry for the part 1 principal's qualification if the Registrar has satisfactory evidence that the candidate has successfully completed an accredited program leading to the qualification, or a program the Registrar considers to be equivalent, and that at the time he or she was admitted to the program,

- (a) the candidate held an acceptable post-secondary degree or qualifications the Registrar considers to be equivalent to such a degree;
- (b) the candidate had an entry on his or her general certificate of qualification and registration for qualification in grades 9 and 10 in a technological education subject listed in Schedule B or in the intermediate division in a general education subject listed in Schedule A, and entries for qualification in any two of,
 - (i) the primary division,
 - (ii) the junior division, and
 - (iii) either grades 11 and 12 in a technological education subject listed in Schedule B or the senior division in a general education subject listed in Schedule A;
- (c) the candidate had at least five school years of successful classroom teaching experience in a school providing elementary or secondary education, verified by the appropriate supervisory officer or the appropriate supervisory official; and
- (d) the candidate had any one of,
 - (i) two specialist or honour specialist qualifications,
 - (ii) one specialist or honour specialist qualification and successful completion of at least one-half the number of graduate post-secondary credits required to qualify for a master's degree granted by an institution identified in clause (a) or (b) of the definition of "acceptable post-secondary degree" in subsection 1 (1),
 - (iii) master's degree for which the candidate was required to complete at least 30 graduate post-secondary credits or their equivalent, or a doctorate, where the master's degree or doctorate was granted by an institution identified in clause (a) or (b) of the definition of "acceptable post-secondary degree" in subsection 1 (1), or
 - (iv) successful completion of at least 30 graduate post-secondary credits or their equivalent, completed at an institution identified in clause (a) or (b) of the definition of "acceptable post-secondary degree" in subsection 1 (1). O. Reg. 176/10, s. 32 (1).



(1.1) An entry on a candidate's general certificate of qualification and registration indicating that he or she has qualifications in three subjects listed in Schedule F is deemed to be equivalent to one specialist or honour specialist qualification for the purposes of subclause (1) (d) (i). O. Reg. 176/10, s. 49 (4).

(2) To fulfil a requirement in subclause (1) (d) (ii), (iii) or (iv) relating to the completion of graduate post-secondary credits or their equivalent, the credits or their equivalent must have been completed by the candidate in addition to any credits that he or she was required to complete to be granted a general certificate of qualification and registration.

Part 2 principal's qualification

33. (1) The Registrar shall record on a candidate's general certificate of qualification and registration an entry for the part 2 principal's qualification if the Registrar has satisfactory evidence that the candidate has successfully completed an accredited program leading to the qualification, or a program the Registrar considers to be equivalent, and a leadership practicum acceptable to the Registrar, and that at the time he or she was admitted to the program,

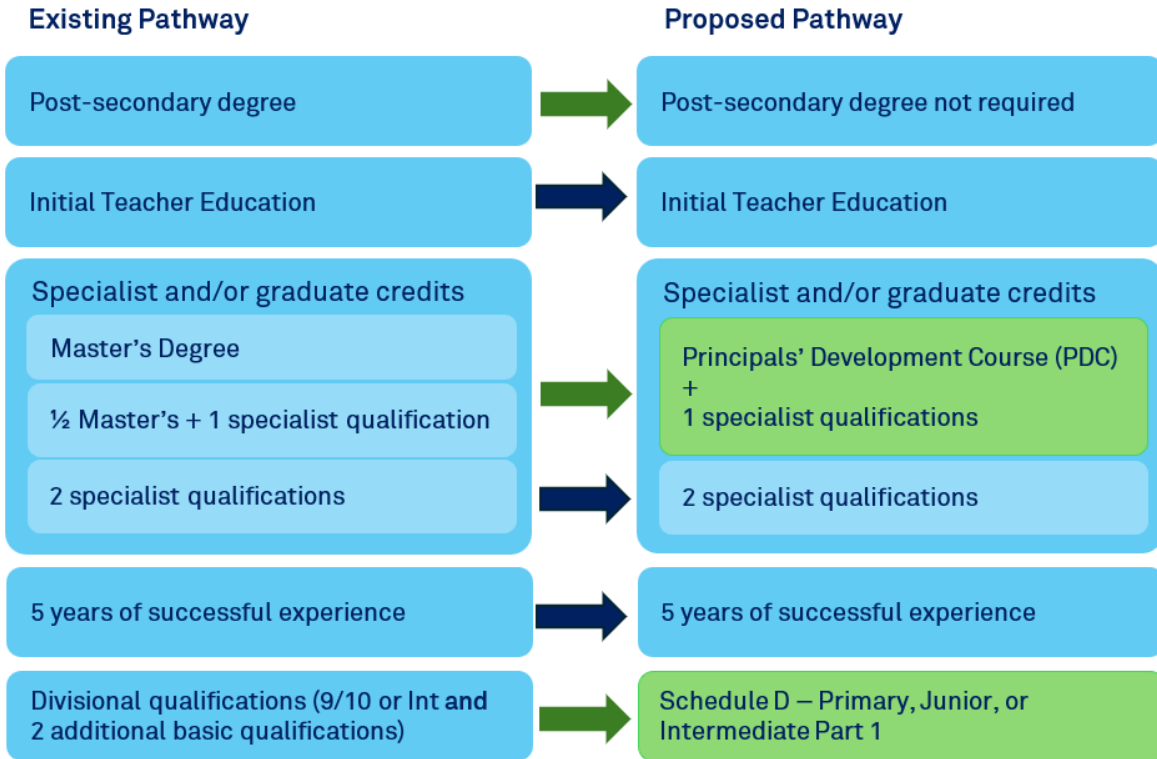
- (a) the candidate's general certificate of qualification and registration had an entry for the part 1 principal's qualification; or
- (b) the candidate held or was deemed to hold,
 - (i) an interim or permanent Elementary School Principal's Certificate,
 - (ii) an interim or permanent Secondary School Principal's Certificate, Type B,
 - (iii) an interim or permanent Vocational School Principal's Certificate,
 - (iv) an interim Secondary School Principal's Certificate, or
 - (v) an interim Secondary School Principal's Certificate, Type A. O. Reg. 176/10, s. 33 (1).

(2) A person holds principal's qualifications if the person's general certificate of qualification and registration indicates the part 2 principal's qualification. O. Reg. 176/10, s. 33 (2).

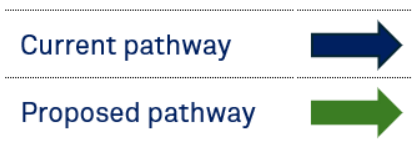


Appendix B:

Appendix B – Conceptual Leadership Pathway Framework



Key





Specialized Pathways to PQP 1

