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English Edition

***Developing English Teacher Competencies***  
***An Integrated Study of Pre-service Training,***  
***Professional Development,***  
***Teacher Evaluation, and Certification Systems***

Edited by

Hisatake Jimbo  
Ken Hisamura  
Leonid Yoffe

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c/o Hisatake Jimbo, School of Commerce, Waseda University  
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Hisatake Jimbo, Leader, Grant-in-Aid for Scientific Research Project  
Ken Hisamura, Head, JACET SIG on English Education

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## Contributors to the English Edition

### **Editors**

Hisatake Jimbo, Professor, Waseda University

Ken Hisamura, Professor, Den-en Chofu University

Leonid Yoffe, Full-time Lecturer, Waseda University

### **Co-authored by:**

Kate Elwood, Associate Professor, Waseda University

Ken Hisamura, Professor, Den-en Chofu University

Hiromi Imamura, Professor, Chubu University

Masachika Ishida, Professor, Seisen University

Mika Ito, Associate Professor, Tokai University

Hisatake Jimbo, Professor, Waseda University

Takako Maeda, Associate Professor, Caritas Junior College

Natsue Nakayama, Associate Professor, Maebashi Kyoai Gakuen College

Satsuki Osaki, Part-time Lecturer, Chuo University

Shien Sakai, Professor, Chiba University of Commerce

Akiko Takagi, Associate Professor, Osaka Kyoiku University

Tsuneo Takanashi, Visiting Professor, Kyoto Notre Dame University

Yoshiko Usui, Associate Professor, Dokkyo University

Leonid Yoffe, Full-time Lecturer, Waseda University

# Executive Summary

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## § 1 . National Survey on the Teacher Certification Renewal System

### I . Overview

#### 1. Objectives

- (1) Regarding the teacher certification renewal system (hereafter TCRS) and teacher education the survey sought to:
  - Identify the preconditions for the successful implementation of TCRS
  - Establish what concept and design of the license renewal training curricula would be accepted by secondary-school teachers of English
  - Suggest the necessary actions prior to the implementation of TCRS and make recommendations for the restructuring of teacher education system in Japan
- (2) Regarding professional competencies of Japanese teachers of English the survey sought to:
  - Synthesize and group the opinions of secondary-school teachers of English about their English ability and their pedagogical competencies
  - Suggest the possibility to standardize their professional competencies

#### 2. Questionnaire survey

- Out of a total of 42 items:
  - I Regarding the TCRS: Preconditions (eight items), Concepts or designs of the license renewal training curricula (16 items)
  - II Regarding the professional competencies of teachers of English: Benchmarks of English ability (10 items), Benchmarks of pedagogical competency (eight items)
- Timeframe: October - December, 2007
- Respondents: Practicing teachers of English at junior and senior high schools nation-wide
- Method: Two sets of the questionnaire were sent to every secondary school in Aomori, Chiba, Tokyo, Gifu, Osaka, and Kagoshima to ensure a representative sample. In the rest of the prefectures, the two sets were sent to one school out of 10.
- Total number of the questionnaires sent: 9458 (4729 schools)

### 3. Respondents' data

- Number of responses: 2897 (response rate: 30.6%)
- Location of respondents' schools: in every prefecture (47 prefectures in total)
- Types of schools: Junior High (53.0%), Senior High (34.4%), Combined Junior and Senior High (11.1%) and the rest (1.4%)
- School categories: Public (80.6%), Private (18.3%), National (0.6%)
- Teaching experiences: Less than 5 years (21.8%), 5-10 years (16.3%), 11-15 years (14.9%), 16-20 years (14.2%), 21-25 years (16.1%), 26-30 years (10.2%), and the rest (6.5%)
- Age of respondents: 20-29 (15.7%), 30-39 (31.1%), 40-49 (33.7%), 50-59 (18.3%), and the rest (1.1%)

### 4. Follow-up survey

On November 14, 2007, when the number of responses reached 2,000, the data was provisionally analyzed. Then, on December 17, 2007, 138 sets of the new questionnaire were sent to the teachers who had written their names and addresses on the return envelopes. In addition, two interview surveys were conducted: one in Aomori and the other in Osaka. The interviewees were in-service teachers at secondary schools, five at each location.

The number of responses to the questionnaire was 48 (response rate: 34.8%). The 10 interviewees were also asked to respond to the questionnaire. As a result, the total number of responses to the follow-up questionnaire survey was 58.

## II. Regarding the implementation of TCRS

### Major findings

(1) Items considered important by the majority of respondents for the implementation of TCRS

- The deliberations of the license renewal evaluation committee should be made public.
- Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.
- Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, past record of professional development and classroom performance.
- Professional competencies or standards for teachers should be concrete.
- Adjustment to the workload should be implemented for those requiring license renewal-related training and have other professional development needs.

(2) Items considered important by the majority of respondents for the concept and curriculum design of license renewal training



- License renewal training should include practical elements useful for the improvement of one's classroom teaching.
- Participants should be able to choose from a variety of courses.
- Completion of license renewal training should be contingent on regular attendance of designated seminars, workshop, etc.

### (3) Results of the Factor Analysis

- Factor 1: Standardizing professional competencies and teacher evaluation based on classroom teaching
- Factor 2: Linking license renewal training with classroom environment.
- Factor 3: Giving greater visibility to the standards of license renewal
- Factor 4: Structuring and implementing a flexible framework of professional development
- Factor 5: Enhancing English teaching skills

### (4) Results of the cross tabulation

- The results of the survey show minor regional variation.
- Teachers in junior high and combined junior and senior high schools are more willing to acquire practical knowledge and skills through demonstration lessons and class observations to improve their teaching techniques than senior high school teachers.
- More teachers in private, as opposed to public, schools demonstrate enthusiasm for engaging in the renewal training courses if related to their classroom environment.
- Younger teachers put more emphasis on the acquisition of hands-on knowledge and skills, and improvement of their English ability.

### (1) Items considered important by the majority of respondents for the implementation of TCRS.

More than 65% of the respondents chose “somewhat important” or “important” for five out of eight items in this category.

### (2) Items considered important by the majority of respondents for the concept and curriculum design of license renewal training.

More than 65% of the respondents chose “strongly agree” or “agree” for three out of 16 items in this category.

### (3) Results of Factor Analysis

The five factors extracted indicate the hidden ideas of in-service teachers. These factors should be taken into consideration before the TCRS is actually implemented and when the program of license renewal training is designed.

### (4) Results of cross tabulation

Except for six items in the category of system design which indicated slight differences among particular regions, almost no significant regional variations were observed (see ‘Attachment’). Thus, the results of the survey are considered to be

representative of the nation at large. Also, with the exception of the three items described above, no major variations were observed among the school types, categories and age brackets of the respondents.

(5) Summary of free comments

① Successful implementation of the TCRS is contingent on:

- establishing a fair sets of standards for teacher evaluation
- establishing an independent institute for teacher appraisal
- reducing teachers' workload to enable them to pursue professional development opportunities
- creating standards of professional competencies
- raising the standards for license accreditation and employment

② Regarding teacher license renewal training, the biggest concern of the respondents was the increase of their workloads. Respondents requested that a system to adjust their professional duties be introduced. Some other comments were as follows:

- opportunities for long-term and overseas training should be provided, and independent or on-site training should be strongly encouraged
- elements of the renewal training curricula should be optional and practical
- renewal training should be provided by people from various backgrounds including practicing secondary-school teachers
- goals of training, fair method of certifying completion of the training program, and selection standards of practicing teachers as lecturers of renewal training should be clearly elaborated

### **III. Regarding professional competencies of Japanese teachers of English**

In this research, English teachers in secondary schools were divided into three categories: novice teachers, veteran teachers, and mentors. In the Japanese educational context, teachers with 10 years or more of classroom experience are usually considered veterans. To investigate the appropriate standards of EFL proficiency for English teachers in each category, 10 question items for English ability and eight question items for pedagogical competence were asked.

#### **1. Results and analyses of English ability of Japanese teachers of English**

##### **Major findings**

(1) Three types of views concerning ability benchmarks based on the results of standardized tests of English proficiency

- Level of English proficiency should correlate with experience in the classroom.
- Level of English proficiency cannot be determined solely as a factor of teaching experience

- It is difficult to measure English ability of teachers of English using standardized tests of English proficiency.
- (2) Regarding benchmarks for classroom English for English teachers
- “Ability to teach English communicatively” was considered by more than one-third of respondents as an appropriate benchmark for veteran teachers.
  - Two items “Ability to read English in textbooks with proper pronunciation” and “Ability to team-teach an English class with an ALT” were considered by more than one-third of respondents as appropriate benchmarks for novice teachers.
- (3) Regarding benchmarks for English literacy necessary outside the classroom
- Two items were considered by a number of respondents as appropriate benchmarks for veteran teachers: “Ability to interact with an ALT professionally” and “Ability to assess correctly the scope of linguistic knowledge, as defined by the ‘Course of Study’.”
  - “Ability to evaluate English literacy level of other teachers accurately” was considered by a number of respondents as the benchmark for mentors.

- (1) Benchmarks based on the results of standardized tests of English proficiency
- About a third of the respondents believed a higher level of English proficiency correlated with increased experience in the classroom. However, the validity and the reliability of standardized tests of English proficiency were questioned by teachers, who also felt these instruments were not always appropriate for assessing one’s level of English literacy.
- (2) Benchmarks for classroom English level
- Thirty-five point nine percent of the respondents chose “Ability to teach English communicatively” as the benchmark for veteran teachers. On the other hand, two of the three items were thought to be valid for novice teachers. Forty-four point four percent of the respondents judged “Ability to read English in textbooks with proper pronunciation” to be valid for novice teachers and 34.1% of the respondents thought “Ability to team-teach an English class with an ALT” should be an appropriate benchmark for novice teachers.
- (3) Benchmarks for English literacy level necessary outside the classroom
- Forty-three point eight percent of respondents thought that “Ability to interact with an ALT professionally” was valid for veteran teachers, while 31.9% judged “Ability to assess correctly the scope of linguistic knowledge, as defined by the ‘Course of Study’”, as an appropriate benchmark for veteran teachers. 40.6% of the teachers indicated that “Ability to evaluate English literacy level of other teachers accurately”, which requires a high level of linguistic competence, was appropriate for mentors.
- (4) Summary of free comments
- A third of the respondents mentioned that “holistic educational competence was

much more important for teachers than English proficiency” and / or “holistic educational competence was not equivalent to English proficiency.” Comments within this realm can be further subdivided into two general types: i) expressing hope for increased opportunities to study in English-speaking countries, and ii) expressing desire to have guaranteed time for professional development.

(5) Summary of follow-up research

As for each of the 10 answers in the second phase of the research, those standards were considered valid by about 30 percent of the respondents, the same ratio as in the first phase of the research. Therefore, it can be assumed that about 30 percent of teachers in Japan think that the standards suggested by this research are appropriate for English teachers in secondary schools in Japan.

## **2. Results and analyses of pedagogical competence of Japanese teachers of English**

### **Major findings**

(1) Items considered as appropriate benchmarks for veteran teachers

- Can analyze students’ needs to plan effective lessons
- Can select teaching materials and make supplementary materials which meet learners’ needs
- Can assess the lessons and make relevant improvements, when necessary
- Can conduct engaging and motivating lessons and maintain learners’ motivation by making use of well-grounded strategies
- Can support and guide learners so that they can reflect on their learning, identify the progress they have made, set positive targets for improvement and become successful independent learners
- Can have their classes open for class observations at all times

(2) Items considered as appropriate benchmarks for novice teachers

- Can set appropriate class objectives
- Can design supplementary materials and tasks necessary for each class

(3) Benchmarks for mentors

The survey revealed there were few teachers who understood the duties and responsibilities of mentors.

(1) Benchmarks for veteran teachers

Six out of eight question items were judged as appropriate benchmarks of pedagogical competence for veteran teachers. We can posit that more respondents thought of these six items as integral to classroom teaching and thus chose them as benchmarks only for veteran teachers, who play a vital role in their schools.

(2) Benchmarks for novice teachers

The results show that two out of eight items were considered as appropriate

benchmarks for novice teachers. This may be because these two items, compared with the other six, were thought as competences less-related to experience and were judged as the most fundamental benchmarks for pedagogical competence.

(3) Benchmarks for mentors

No item was chosen for mentors. As for the item “Can have their classes open for class observations at all times,” 32.7% of the respondents answered that it was appropriate for veteran teachers. On the other hand, 26.5% thought that it was appropriate for mentors. Therefore, this item can possibly be viewed as a benchmark for mentors.

(4) Summary of free comments

It seems that the intent of our questions on professional standards of teachers of English was hard for the respondents to understand. There were many comments focusing on holistic educational competence and practical teaching techniques as well as on the substance of the renewal training curricula but these were not necessarily specific only to teachers of English.

(5) Summary of follow-up research

The benchmarks supported by many respondents in the first phase of the research turned out to be valid in the second phase as well: six items and two items as benchmarks for veteran and novice teachers, respectively. Presumably teachers believe that the items which require flexibility acquired through classroom experience are the benchmarks for veteran teachers. As for mentors, the reason why no benchmark was suggested was, we can posit, that the concept of mentors was not familiar to teachers.

## IV Discussion

### 1. What is required for the implementation of TCRS

#### **Requirements for the implementation of TCRS**

- (1) To standardize teacher education overall taking the nation's future into consideration
  - (2) To design and operate a flexible system relevant to classroom educators in Japan
- 
- (1) Standardization of teacher education overall is deemed necessary to ensure the quality of teachers under the government responsibility. To make the TCRS substantially effective, standardization in all aspects of teacher education should be promoted based on the notions presented by in-service teachers: “information disclosure,” “benchmarks,” “appraisal system,” and “workload adjustment.”
  - (2) Many teachers complained about their current workloads and expressed concerns that the introduction of TCRS will lead to even greater demands on their time.

They claimed that measures should be taken to improve their working conditions in order to enable them to pursue professional development. Considering the above, the design of the license renewal training curricula should be flexible to accommodate the realities of the classroom professionals. It is critical for the teacher to have sufficient time and opportunity to engage in professional development inside and outside of schools.

## **2. What should be done for the enhancement of English teachers' competence**

### **For the enhancement of English teachers' competence**

- (1) Standardizing holistic English ability of Japanese teachers of English to perform effectively in the classroom
  - (2) Setting specific goals for the maintenance and enhancement of English ability and take concrete measures to motivate teachers to attain these goals
- 
- (1) A teacher who has a complete mastery of English is not necessarily a good English teacher. At the same time, a strong knowledge of pedagogy without sufficient English proficiency is clearly not enough to become a good teacher of English. Therefore, we should consider what degree of English proficiency is needed for a teacher to be effective on the premise that he or she has adequate pedagogical competence to utilize his or her English literacy level.
  - (2) Teaching junior or senior high school level English every day, many teachers felt that it was difficult to maintain a higher English literacy level. Probably, many of them wanted to make efforts to improve their English ability but presumably, other demands on their time made this difficult. In addition, successful completion of a training course or participation in other professional development did not result in any form of recognition by the employers. As a learner, a teacher certainly needs to be motivated and have a goal to keep studying English. We should conduct further research to identify ways to motivate Japanese teachers of English in secondary schools.

## **3. How to establish and implement the benchmarks of pedagogical competence**

### **Pedagogical competences: how to specify the benchmarks**

- (1) Benchmarks of pedagogical competence  
This research suggests a range of benchmarks for veteran teachers. However,
  - more benchmarks for novice teachers should be added, and
  - duties and benchmarks for mentors should be specified through further research.
- (2) Teacher appraisal
  - Further research into current teacher evaluation mechanisms used by all boards of

education should be conducted with the final objective of developing a comprehensive, consistent nation-wide appraisal policy.

(1) Benchmarks of pedagogical competence

This research supported by the past research findings (Ishida *et al.* 2002, 2004) revealed that the benchmarks of pedagogical competencies for veteran teachers have been largely identified. It also points to the need for more research into standards for novice and mentor teachers. For example, setting specific goals of pre-service training curricula is deemed necessary to specify benchmarks for novice teachers. Regarding the mentors whose duties and responsibilities may be to lead and/or supervise novice and veteran teachers, more research should be undertaken to indicate whether their presence in Japanese schools is necessary and if so, how it can be made most beneficial.

(2) Teacher appraisal

This research suggests the importance of developing fair and practical mechanisms for teacher evaluation based upon professional standards. For example, prior to the implementation of the TCRS, evaluation criteria in the license renewal training should be shown in the form of benchmarks to be attained. This will require further research into current teacher evaluation mechanisms and, it is hoped, will lead to the development of a consistent nationwide teacher appraisal policy, as is necessary from the perspective of government responsibility to the Japanese public.

## §2. Visit to Canada (Quebec and Ontario)

### *Major Findings and Implications for Japan*

#### **I . Introduction**

The objective of the visit was to examine the policies, practices and other issues related to teacher training, professional development opportunities and assessment mechanisms that exist within the education structures of two of Canada's largest provinces: Quebec and Ontario. The former province was chosen because of its unique linguistic environment while the latter gave the researchers an opportunity to explore the characteristics of a self-regulatory system. Researchers met with a range of education stakeholders – government policy-makers; academics responsible for the delivery of teacher training programs; school administrators, and classroom teachers,

both novice and veterans. It is the hope of the authors that obvious and significant differences between the Canadian and the Japanese education systems notwithstanding, the data collected during the visit to Canada in September 2007 will serve as the basis for further discussion within the Japanese education circles on ways to improve secondary-level education in Japan. This summary contains key findings from both provinces and possible implications for the Japanese education authorities.

## **II . Quebec: Key Findings**

### **1. Teacher Training and Professional Development**

- All prospective teachers must complete 700 hours of practicum (significantly more than 2-3 weeks common in teaching programs in Japan).
- All teacher training programs undergo a comprehensive review once every four years by CAPFE (Comite d'agrement des programmes de formation a l'enseignement). CAPFE includes representatives of academia as well as government officials.
- Following a one-year induction period (or an equivalent number of classroom hours) and contingent upon positive recommendation from the principal, a teacher can apply to have his / her provisional license converted to a permanent one.
- New teachers typically receive mentoring from an experienced teacher. The design of the system varies and is largely dependent on the availability of resources within the school. No province-wide structure exists.
- Budget for professional development (hereafter PD) is set in every fiscal year. Relevant PD opportunities are identified by the school principals or the boards of education. In many cases workshops, seminars and other activities are offered by universities in conjunction with other stakeholders.

### **2. Professional Standards**

- A set of 12 broad competences have been elaborated and constitute the key elements of professional knowledge, behavior and ethical standards. CAPFE is responsible for ensuring that these 12 competences are fully reflected in the curricula of the teaching programs.
- ESL / EFL teachers who did not receive training in English must obtain a score of 610 or higher on TOEFL to demonstrate language proficiency.

### **3. Ongoing Concerns**

- Reducing the attrition rate among teaching professionals
- Encouraging participation in the PD activities.
- Establishing a systematic assessment mechanism for teachers, including guidance for evaluators, i.e. school administrators.



### **III. Ontario: Key Findings**

#### **1. Education System Stakeholders**

- The system is self-regulatory with OCT (the Ontario College of Teachers) playing an important role in the management of the profession alongside the provincial Ministry of Education and a network of school boards.
- OCT is responsible for establishing and maintaining standards of practice and professional conduct; certifying new teachers; accrediting all provincial teacher education programs, and providing on going learning opportunities for members.

#### **2. Teacher Training**

- Quality of programs and adherence to relevant legislations is assured in part by a rigorous review of all teacher training programs in Ontario. The review is conducted by OCT every five years.
- Practicum is an integral component of all teacher education programs. A 40-day minimum is mandated by OCT.

#### **4. In-Service Quality Control and Professional Development**

- Upon graduation from an accredited program prospective teachers receive provisional license. It can be converted into permanent license pending successful completion of the New Teacher Induction Program.
- Under the guidance of veteran teachers serving as mentors, entrants to the profession must receive two satisfactory evaluations over the course of one (or maximum two) years. New teachers are evaluated by senior school administrators.
- Subsequently, all teachers in the publicly funded schools must be evaluated at least once every five years or as deemed necessary by school managers. Evaluation is conducted by either the school principal or vice principal, and involves a preliminary meeting with the teacher, class observation, and post-observation discussion. This mechanism is largely diagnostic aimed at identifying areas of weakness.
- In 2001 the provincial government attempted to implement a teacher certification and re-certification process. This move was vigorously opposed by the union and ultimately was dropped due to the budgetary and management concerns.
- PD opportunities are provided by OCT; school boards, and individual schools. Participation in PD activities is not linked to any significant financial rewards, and most teachers take part in it to improve skills or increase employability by acquiring AQ (Additional Qualifications).

#### **5. Ongoing Concerns**

- While participation in professional development motivates teachers to excel in

their profession, there should be a system of rewards for those with a higher level of commitment.

- More resources should be made available for the New Teacher Induction Program and other orientation programs for new teachers. Systematic and well designed mentoring system should be implemented.
- More financial support for professional development opportunities within the school to enable teachers to focus on issues of relevance to them.
- Principals should have the power to mandate professional development opportunities for teachers they consider as non- or under-performing to minimize polarization between those who have a high degree of personal commitment and those teachers who do not

#### **IV. Possible considerations for Japanese education authorities**

##### **1. Regarding Teacher Education**

- Teacher training programs should be re-structured to provide for longer and more meaningful practicum. The current period of 2-3 weeks typical for Japanese programs does not provide nearly sufficient opportunities for prospective teachers to become engaged in classroom management activities or gain familiarity with school administration.
- The substance of the teacher training programs should undergo a comprehensive review on a regular basis to ensure compliance with the changing education policies and, more broadly, to provide a systematic quality control mechanism.

##### **2. Regarding Professional Development for New Teachers**

- A formal structure should be established supported by adequate financial and human resources. Mentors and other experienced personnel involved in providing coaching and other modalities of professional development should be given the necessary time and relieved of other work duties to compensate for this increased responsibility.
- Senior staff responsible for evaluating new teachers – principals and vice-principals – should receive thorough guidance to ensure fairness and consistency in the assessment process.

##### **3. Regarding Professional Development and Assessment of Teachers**

- Increase opportunities for professional development both in and outside of school, and create the environment encouraging the teachers to participate in such activities.
- Ensure that the range and content of PD available to teachers reflect the ongoing needs of the profession.

- Encourage teachers to avail themselves of PD opportunities, create a system of awards and incentives.
- Teachers' performance and development needs should be monitored through periodic diagnostic assessment mechanisms.

#### **4. Regarding Professional Standards and Quality Assurance**

- A detailed set of professional standards for the teaching profession should be elaborated and established as a formal measurement of the teaching staff.
- An autonomous body should be established to maintain quality control of teachers and ensure full compliance with the professional standards.

### **§3. The NBPTS Certification System**

#### **I NBPTS Certification System**

##### **Outline of the NBPTS Certification System**

1. Certification of accomplished teachers at the national level.
  - The NBPTS's Five Core Propositions show the Profile of Accomplished Teachers.
2. The Process of Certification
  - (1) The minimum preparatory period for the certification is three years.
  - (2) Requirements for Application
    - Each applicant has to submit four types of portfolio.
    - Each applicant must fulfill the requirements of the Assessment Center

#### **1. The NBPTS Standards**

The role of NBPTS is to provide a national voluntary system for certifying accomplished teachers.

The basic policy position is clarified in the form of Five Core Propositions as follows.

- (1) Teachers are Committed to Students and Learning.
- (2) Teachers Know the Subjects They Teach and How to Teach Those Subjects to Students.
- (3) Teachers are Responsible for Managing and Monitoring Student Learning.
- (4) Teachers Think Systematically about Their Practice and Learn from Experience.
- (5) Teachers are Members of Learning Communities.

## **2. The Process of Certification**

### **(1) Eligibility**

Applicants must:

- Hold a bachelor's degree
- Have completed three full years of teaching/counseling experience
- Possess a valid state teaching/counseling license

### **(2) Each applicant has to submit four types of portfolio entries.**

- Three are classroom-based
- A fourth entry relates to an applicant's accomplishments outside of the classroom.

### **(3) Length of the Certification Process**

- It may take up to three years.

### **(4) Assessment Center Exercises**

- Paper examinations on certificate-specific content knowledge

### **(5) Scoring**

- Once an applicant has submitted his or her portfolio and assessment center exercises, his or her complete work will be scored by a minimum of 12 teachers.

## **II Report on the 2007 NBPTS Annual Conference**

*Implications for the implementation of TCRS in Japan*

### **Implications for the Implementation of TCRS in Japan**

#### **1. Importance of enlightenment campaign and supporting activities**

In order for the teacher certification renewal system in Japan to function properly, it is vital that appropriate enlightenment campaigns as well as supporting activities should be conducted by the national government, local governments, the mass media, local boards of education, universities, and schools.

#### **2. Conditions for implementing effective training for in-service teachers as a concomitant of the implementation of teacher certification renewal system**

- Designing training programs taking into account the needs of in-service teachers.
- Developing model community support systems aimed at strengthening teacher professional development.

### **1. Enlightenment Campaigns by Certified Teachers**

NBPTS has continually campaigned for the importance of hands-on training for improving school education and teaching quality through enlightenment activities of NB certified leader teachers. One group is the NBPTS Advocacy Leaders Institute, in which certified teachers act together when there are opportunities to advocate the benefits of the NB certification system. NBPTS has five more operational Institutes.

## **2. Conditions for Successful Seminars of Teaching Certificate Renewal—**

### **NBPTS as a mirror**

#### **(1) More non-managerial teachers**

To realize the idea and purposes of the teaching certificate renewal system, a committee which ascertains appropriate content of renewal seminars is required. The deliberation council concerning the introduction of the teaching certificate renewal system (announced on July 27, 2006) had only one non-managerial teacher (a high school nurse-teacher) among the 23 members; the others were board of education members (8), managers (7), university staffs (6), and one researcher (1).

In contrast, the NBPTS committees consist of 80 members and half of them are non-managerial teachers. The committees related to the 25 subjects and extra-curricular activities consist of eight to twelve members each, and half of them are non-managerial teachers who, for at least half of their class hours, teach a subject or an area to the students of appropriate developmental stages in which their license is to be renewed.

#### **(2) Local support system**

The U.S. teachers who strive to achieve NBPTS can enjoy local support systems in terms of financial assistance, guidance and programs for supporting NBPTS candidates, and moral support from their colleagues in their schools. This is illustrated by the Collaborative Model of Teacher Support in the Tristate Metropolitan Area.

## **§4. Visit to the USA (California and Massachusetts)**

### **I Summary of the Visit to the U.S.**

#### **Key Findings**

1. Phased systems of licensure link efforts toward enhancement of teacher qualifications with the acquisition of higher-level licenses.
  - (1) The aim of the establishment of higher-level licenses is the improvement of teacher quality through continuing training.
  - (2) Employment stability and higher wages serve as an incentive for acquisition of higher-level licenses.
2. Recertification procedures place increasing emphasis on professional development as well as induction.
  - (1) In California the recertification procedure is now implemented on-line with minimal requirements.

- (2) In Massachusetts, management of teacher recertification points, previously undertaken by the Department of Education, is now mainly supervised at the local school district level.
- 3. Teacher evaluation standards are clear and accessible to all concerned parties.
- (1) California makes use of teacher evaluation sheets for newly employed teachers. In addition, a consortium of teacher preparation programs called the Performance Assessment for California Teachers (PACT) has been established.
- (2) Massachusetts certifies teachers according to whether they are “Highly Qualified Teachers” (HQT).
- (3) Massachusetts has teacher recognition programs which make explicit qualities desirable in its teachers.
- 4. Implementation of a “Teachers for a New Era” (TNE) initiative to improve the quality of teaching
  - Under the “No Child Left Behind Act of 2001” (NCLB) federal authorization, TNE has been implemented at 11 universities in the U.S.

## **1. Licensing System**

Phased systems of licensure link efforts toward enhancement of teacher qualifications with the acquisition of higher-level licenses.

### **(1) Five-year Initial License**

In both states, those who complete a teacher-training course receive a license that is valid for five years. In Massachusetts those who have not completed a teacher-training course but who have passed a state-administered test, MTEL, receive a “preliminary license.” This preliminary license is valid for five years and is considered a stage before the five-year initial license.

### **(2) Main License and License Renewal**

In both states, after receiving the five-year license, it is expected that teachers will advance to the next stage of licensure within five years. However, these main licenses are also valid for five years and must be renewed every five years throughout the teacher’s career. Recertification refers to this process of renewing the main five-year licenses rather than signifying the process of advancement from the five-year initial licenses to the main licenses.

## **2. Simplification of Recertification Procedures**

Recertification procedures place increasing emphasis on professional development as well as induction.

### **(1) California**

In California the recertification procedure is now undertaken on-line with minimal requirements. It is no longer necessary to submit a Professional Growth Plan and Record Form as was required previously. Additionally, 150 hours of professional

development is no longer a condition for recertification. In place of these previous requirements, two years of induction training is now required to obtain the main license.

(2) Massachusetts

In Massachusetts, recertification is based on points awarded through participation in training workshops, serving as mentors, etc. In five years a total of 150 points must be acquired.

### **3. Teacher Evaluation System**

Teacher evaluation standards are clear and accessible to all concerned parties.

(1) California

In California, there is a consortium of teacher preparation programs at about thirty universities called the Performance Assessment for California Teachers (PACT) which has established a teaching performance assessment that measures 13 teaching performance expectations for highly qualified teachers (HQTs). There is also an evaluation process for newly employed teachers in the Los Angeles Unified School District and those who receive the lowest evaluation may lose their license.

(2) Massachusetts

In Massachusetts, the HQT designation covers licensure, possession of a bachelor's degree, and demonstration of subject matter competency. Moreover, Massachusetts has a "Teacher of the Year" recognition program and the assessment standards are available to the public.

### **4. Teacher Recognition Programs**

A "Teachers for a New Era" (TNE) initiative has been implemented to improve the quality of teaching. In both states, more emphasis has been placed on clinical practice rather than the mere acquisition of knowledge gain in teacher preparation and induction. Through close cooperation between universities and local schools in the training of teachers, not only do teacher candidates practice teaching on-site, but teacher methodology courses are also taught on-site as well.

## **II Possible considerations for Japanese education authorities**

### **1. An expansion of the teacher induction system (mentor system)**

Colleagues who share the same workplace and are available for consultation at all times are a highly effective means of improving the performance of new teachers.

### **2. Promotion of a partnership among universities, schools, and districts that places emphasis on practice**

Research related to good instruction and instruction that enhances learning

effects, achieved through the cooperation of universities and actual school environments in tie-ups is likely to be beneficial for Japan.

### **3. Increase of familiarity with portfolio-type evaluation**

A teacher's evaluation must cover not only knowledge but also professional growth in the practice of teaching. In this type of broader assessment, portfolio-type evaluation can be highly beneficial.

### **4. Introduction of a point system**

While keeping a record of professional development by means of a portfolio, conversion of these activities into points would make it possible to grasp the quality and quantity of a teacher's total training as well as serve as a significant impetus for the teacher as well as the professional development provider.

## **§5. Recommendations**

1. The implementation process of TCRS should be acceptable to practicing teachers.
  - The TCRS should raise the level of professionalism among teachers, and promote the development of teacher autonomy.
2. Professional standards for teachers should be clearly defined.
  - Nationally standardized and clear benchmarks should be established for professional competencies, teacher assessment, teacher training, and pre-/ in-service teacher training.
3. Systematic programs for pre-service teacher training, and novice and in-service professional development (including the renewal of teacher certification) should be established.
4. An independent organization responsible for teacher evaluation and training should be established to provide professional quality control.
5. Cooperation between universities, schools and other education stakeholders should be further enhanced to improve teachers' performance and facilitate research on how to maximize the impact of the recertification system.
6. It is essential to increase the national education budget in order to maintain teacher quality, establish a good training system, or to hire additional personnel.



# Introduction

## 1. Research background

In June 2007, the Revised Teachers' License Law was approved, and the teacher certification renewal system (hereafter TCRS) is to be implemented in April 2009. According to the online information of the Ministry of Education, Culture, Sports, Science and Technology (hereafter MEXT), the overview of the Law is as follows.

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### Overview of the Revised Teachers' License Law (As of November 2007)

- **Purpose:** To ensure that teachers systematically acquire up-to-date knowledge and skills in order to maintain the professional competencies necessary for today's educators, teach with confidence and pride, and gain public respect and trust.
  - **Validity:** This law stipulates that general and special teaching licenses issued after April 1, 2009, will be valid for 10 years. Teachers with licenses issued before this date, who have been teaching for more than 10 years, are required to complete a training program to renew their licenses as per instructions of MEXT. Licenses of teachers who cannot finish the license renewal training program will expire.
  - **License renewal program:** The 30-hours license renewal training program is intended for in-service and prospective teachers. Non-practicing teachers and individuals who have been instructed to undergo special training to improve their professional skills are not eligible. While this program should be taken within two years before a license expires, participants can avail themselves of a range of delivery options. For example, it is possible to take the program over weekends or during summer vacation at several universities.
  - **Eligibility for license renewal:** ① Individuals who have completed the license renewal training ② Individuals approved by administrators after their knowledge and skills have been taken into consideration (those competencies demonstrated through the license renewal training).
  - **Implementation guidelines:** Specific details including the content of the training program will be decided by the Central Education Council in 2008. Based on this decision the ministerial ordinance will be revised.
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A questionnaire survey based on the report on the TCRS submitted by the Central Council for Education in July 2007 was conducted among elementary and secondary school teachers in areas ranging from the Kansai area to Hokkaido. The following recommendations were made in the report published in March 2007.

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### Recommendations by the JACET SIG (March 2007)

1. The TCRS should ensure ongoing professional development and teaching practice.
    - Its primary purpose should not be the screening-out of non-performing teachers.
  2. In implementing the TCRS, appropriate learning communities for the in-service training should be created.
    - It is widely believed that the current learning communities for teachers are inadequate.
  3. While the length of the training program has been decided, the actual program components remain to be specified.
    - On-going training, including self-study, should be encouraged in addition to official training.
  4. In order to create a balance of practical and theoretical elements, in designing the TCRS, the majority of planning committee members should be experienced primary and secondary school teachers.
    - The present committee includes only one experienced teacher.
  5. In implementing the TCRS, the appraisal framework, including the performance and competency standards, should be created and made public.
  6. To realize the above five points, an official, independent institute such as the *National Agency for Teacher Appraisal and Training* (tentative name) should be established.
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The above recommendations show that the details of the Law approved in June 2007 remain to be elaborated. According to MEXT information, after guidelines are made available in 2007, public consultations will be conducted at the beginning of 2008, and subsequently the ministerial ordinance will be revised (The report entitled “Operation of the TCRS” was posted on the MEXT homepage on December 25, 2007). In addition, the Ministry intends to pilot the license renewal training and develop a comprehensive administrative framework, including the construction of a database of the original register in 2008. In the latter half of 2008, the Ministry intends to begin accepting applications for teachers’ license renewal as well as start the process of license review and approval (MEXT, August 2007).

## 2. Rationale

Although implementation of the TCRS must be acknowledged as a *fait accompli*, it is necessary to examine several related issues such as teachers' competencies, professional standards, development of teacher training opportunities, modifying the teaching environment for the new system, systematization of teacher assessment, and the current international state of teacher training. The research project described here was based on the assumption that if the revision of the ministerial ordinance is limited only to the implementation, as opposed to fundamental professional issues, achieving

the stated objectives will be problematic, and the teaching community, as well as the society at large, will be dissatisfied with the outcome.

### **3. Research stance**

The basic stance of the research project is that it is imperative to make the TCRS implementation process inclusive. If the system is not perceived as beneficial by the classroom educators themselves, it will not be successful. Therefore, the research is bottom-up to ensure that the views of teachers are adequately represented.

The research philosophy regarding overseas fact-finding missions is the same. The participating researchers sought to explore relevant issues in countries with sophisticated education systems by conducting discussions with administrators, policy-makers, classroom teachers and academics as well as by observing classes. These strategic approaches were useful in identifying benefits and liabilities of respective systems, and enabled a focus on aspects of models which can be of potential benefit in the Japanese context.

### **4. Research agenda**

The three-year project (2007-2009) is supported by a grant-in-aid for scientific research. The direction of the research might change contingent on the evolving government policies but the present agenda is as follows:

- (1) 2007 academic year
  - A national survey of Japanese teachers of English to ascertain their awareness of and attitudes towards the TCRS
  - Overseas fact-finding missions to examine relevant education models and assess their applicability in the Japanese context
- (2) 2008 academic year
  - A national survey of local boards of education to understand their action plans for the implementation of TCRS
  - Investigation of the effectiveness of the pilot renewal training curricula provided by universities
  - Examination of the regional variations of TCRS and related policies in the U.S.
- (3) 2008 academic year
  - Follow-up research to consolidate the results and analyses of the previous surveys
  - Final report

### **5. Research in 2007**

#### **5.1. National Survey of Japanese Teachers of English**

The objective was to assess the level of awareness among the teachers of English and their attitudes towards the following:

- the TCRS, including the rationale behind its introduction and the system design

- professional standards
- teacher assessment

It is hoped that while the research focuses on English education, recommendations based on the obtained results will be relevant to teachers of other subjects and will play a role in the ongoing education reforms in Japan. The survey results of the previous years point out that the awareness level among in-service English teachers of TCRS is higher than that of teachers of other subjects (Jimbo *et al.* 2007). A possible explanation of this discrepancy lies in the fact that English teachers have had greater exposure to the training programs due to the earlier implementation of an 'Action Plan to Cultivate "Japanese with English Abilities."' It is highly likely that English teachers' views on these issues will be subsequently echoed by a broader education community in Japan.

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### Overview of the national survey

#### (1) Questionnaire in the First Phase of the Project

- Questionnaire Design

0 Respondents' Personal Data (five items): Location of schools, Types of schools, School Categories, Teaching experience, Age

I TCRS-related: Preconditions for successful implementation (eight items)

The design of the license renewal training program (16 items)

II Professional Abilities: Benchmarks of English ability (10 items)

Benchmarks of pedagogical competency (eight items)

Respondents had an opportunity to contribute additional comments, if desired.

- Timeframe of data collection: October to December, 2007
- Method: Two sets of the questionnaires were sent to one out of every 10 schools in Japan. To ensure a representative sample, however, two sets were sent to every secondary school in Aomori, Chiba, Tokyo, Gifu, Osaka, and Kagoshima prefectures.
- Number of Questionnaires: 9,458 sets sent to 4,729 secondary schools
- Number of Respondents: 2,897 (30.6%)

#### (2) Follow-up Research

- New Questionnaire

The number of responses reached 2,000 on November 14, 2007, at which point the data was analyzed. Following this, 138 sets of the new questionnaires were sent to the teachers who had written their names and addresses on the return envelopes on December 17, 2007. Forty-eight teachers (34.8%) replied.

- Additional Interview Survey

Ten English teachers of secondary schools from Aomori and Osaka prefectures (five teachers, respectively) were invited to make comments on the results of the first phase of the research.

A total of 58 teachers (39.2%) submitted their comments by January 10, 2008.

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## 5.2 Fact-finding Missions to Canada and the United States

### (1) Rationale

Both of these countries have a long-standing tradition of professional development for teachers and have established a range of organizational tools to assist in this process. The function of these entities is to establish comprehensive professional standards, accredit and review teaching programs, design systems of professional development opportunities for in-service teachers, and liaise with other partners involved in the formulation of education-related policies and practices, such as ministries and departments of education and local school boards.

### (2) Objective

To identify elements of the respective models which seem to function well in the context of these countries and assess whether a variation of such elements may be successfully integrated into the Japanese educational environment.

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### Overview of Overseas Research

#### (1) Participation in the Annual Meeting of the National Board for Professional Teaching Standards (NBPTS), held in Washington, D.C., July 24-29, 2007

- Objective: To collect the latest data about teacher education in the United States

#### (2) Research in the U.S. and Canada, September 10-14, 2007

- Objective: To gain insights into the systems of teacher education, professional development and teacher performance assessment, and examine the applicability of elements of these models to the Japanese educational context.
- Locations visited: The following locations were chosen on the basis of innovative programs that have been implemented or are contemplated.

U.S.: Los Angeles (California) and Boston (Massachusetts)

Canada: Quebec City, Montreal (Quebec) and Toronto (Ontario)

- Procedure: Visits included meetings with relevant policy-makers; academics, and education stakeholders as well as class observations and discussions with in-service teachers.
  - Number of researchers: U.S.- 2; Canada - 3
  - Main areas of inquiry:  
teacher quality control / successes and failures of the teacher training systems and of the recertification system (if such exists) / level of cooperation among education stakeholders / performance appraisal mechanism: issues of consistency, training and follow-through actions / professional development: incentives for teachers / employment standards / working conditions / integration of professional development into teachers' lives
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## References

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[http://www.mext.go.jp/a\\_menu/shotou/koushin/index.htm](http://www.mext.go.jp/a_menu/shotou/koushin/index.htm) (retrieved on February 13, 2008).
- Teacher Education Section of Central Council for Education (2007). A Report on the Procedure for the Teachers' License Renewal System (PDF file retrieved on February 13, 2008).

## National Surveys on the Teacher Certification Renewal System

### I . Background

#### 1. Survey in 2006

The Central Education Council submitted a report on the implementation of the TCRS on July 11, 2006. The JACET SIG on English Education, one of the most active and experienced academic groups with expertise on teacher training, performance standards and related issues, has recognized the importance of this report and undertook a comprehensive study of teachers' reactions to this document. As secondary school in-service teachers are directly affected by the introduction of the TCRS, a survey among this group of teachers about their views vis-à-vis the government report was conducted from September to December, 2007. Seven hundred and two elementary and secondary school teachers from areas ranging from Kansai to Hokkaido replied. The questionnaire consisted of six items on basic views regarding TCRS, five items on its characteristics, and 15 items on the design of the proposed system. A four-point Likert-scale was used.

The new cabinet formed by Prime Minister Abe in October 2007 regarded education reforms as a key political issue, thus accelerating the introduction phase of the TCRS, making consultations with teachers and other stakeholders more urgent. At the end of October 2007 the newly established Education Rebuilding Council proposed the introduction of the system in January 2008. In addition, three education bills including the Revised Teachers' License Law were approved by the Central Education Council in February and submitted to the Diet. The JACET SIG on English Education report, including the survey results, was published at approximately the same time as when the bills were submitted to the Diet.

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### **Major findings of the 2006 survey**

(JACET SIG on English Education, March 2007)

#### **(1) Results of the survey**

Over 50% of respondents strongly agreed or agreed with five out of six items regarding basic views, two out of five items on the characteristics, and 11 out of 15 items on the design of the system. In all, the respondents agreed with 18 out of 26 items. Among them, more than 80% of respondents agreed with the following seven items (which showed a ceiling effect).

- The license renewal system should strive to provide the most up-to-date knowledge and skills as well as an opportunity for self-study.
- Each candidate should be given at least two chances to complete the training program for license renewal.
- The training for license renewal should be held during vacations or holidays.
- All teaching license holders should also be given a chance to renew their licenses.
- License renewal training should include practical elements useful for classroom teaching.
- In the license renewal system, the exact objectives of the training courses should be clearly explained to teachers.
- License renewal curricula should be decided by a committee composed of in-service teachers.

On the other hand, more than 80% of respondents disagreed with the following item (which showed a floor effect).

- Thirty hours of training is necessary for renewal of one's license.

#### **(2) Results of factor analysis**

After eliminating items which showed a ceiling or floor effect, two factors were observed:

- Improvement of quality of teachers
- Framework of standards for teacher appraisal

#### **(3) Results of cross-tabulation**

- The results of the survey show minor regional variation.
  - The training curricula and methods of training should be differently designed depending on the school level.
  - Both private-school teachers and younger teachers tend to feel that various types of training should be provided, expect the TCRS to guarantee the quality of teachers, and think that the results of license renewal training should be reflected in performance appraisal.
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## **2. 2007 national survey**

The three education bills submitted to the Diet left many issues unresolved. The Revised Teachers' License Law stipulated the following only:



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- A permanent teachers' license was changed into a license valid for 10 years only.
  - Recertification is contingent upon a successful completion of a 30-hours + training program designed for this purpose
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#### **Overview of the teachers' license renewal training**

- Eligibility: In-service teachers, prospective teachers who have received an unofficial job offer, and those registered on the list of part-time teachers.
  - Providers: Under the auspices of MEXT, training will be delivered by universities with teacher training capacity and prefectural boards of education.
  - Contents: A 30-hours training program with subject-specific teaching methodology, classroom management, and learner rapport components.
  - Delivery options: Through universities and by correspondence for teachers in rural areas.
  - Exit mechanism: Examinations will be conducted in each course. Teachers' license renewal is contingent upon the successful completion of all courses.
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It should also be noted that the Revised Teachers' License Law stipulates the establishment of new positions: "vice principal", "chief teacher", and "mentor". This development is directly connected with the TCRS and teacher assessment since it can be an opportunity to restructure a lid-shaped school system where most teachers are under a few administrators, into a pyramid-shaped school system.

The present research was conducted in an effort to gain a better understanding of the issues resulting from the above legislation. This study represents a constructive bottom-up effort to make the law effective in a realistic and meaningful way by reflecting opinions of in-service teachers and illuminating related issues in other countries.

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#### **Viewpoints of the 2007 survey**

- Preconditions for the successful implementation of the TCRS
  - Design of the license renewal training curricula
  - Professional standards of teachers of English: "English ability" and "pedagogical competency in the classroom"
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## **II. Objectives**

1. Regarding the TCRS and teacher education, the survey sought to:
  - Identify the preconditions for the successful implementation of TCRS
  - Establish what concept and design of the license renewal training curricula would

be accepted by secondary-school teachers of English

- Suggest the necessary actions prior to the implementation of TCRS and make recommendations for the restructuring of teacher education system in Japan
2. Regarding professional competencies of Japanese teachers of English, the survey sought to:
- Synthesize and group the opinions of secondary-school teachers of English about their English ability and their pedagogical competencies
  - Suggest the possibility to standardize their professional competencies

### **III. Method**

#### **1. Questionnaire design**

Two kinds of questionnaires were designed: one with the focus on the TCRS and the other on the professional abilities of teachers of English. The former was based on the survey results of 2006; the latter on the results of the survey of English teachers conducted in 2004 and 2005. A preliminary survey was conducted among the participants of the Kanto Koshin-etsu English Education Conference held at Chiba University of Commerce on August 17-18, 2007, and 22 teachers responded to it. Based on the results of the preliminary survey and the questionnaire items about the abilities of Japanese English teachers, the national survey was designed. The structure of the questionnaires was as follows:

0 Respondents' Personal Data (five items):

1. Location of school, 2. Types of school, 3. School categories, 4. Teaching experience, 5. Age

I Regarding the implementation of the TCRS:

Preconditions (eight items)

The design of the license renewal training curricula (16 items)

II Regarding the professional competencies of teachers of English:

Benchmarks of English ability (10 items)

Benchmarks of pedagogical competencies (eight items)

The option of "other" permitted respondents to contribute additional comments, if desired.

#### **2. Timeframe and locations**

The survey was conducted from October to December, 2007. Two sets of the questionnaires were sent to one out of every ten secondary schools in Japan. One was for novice teachers and the other was for veteran teachers. To investigate regional effects, however, these two sets were sent to every secondary school in Aomori, Chiba, Tokyo, Gifu, Osaka, and Kagoshima prefectures. The questionnaires were sent to 4,729

secondary schools overall, with a total of 9,458 sets sent to secondary schools in Japan.

### **3. Data analysis**

MS Excel 2007, SPSS 15J, and AMOS 16J software packages were used to analyze the data.

### **4. Follow-up research**

#### **(1) The new questionnaire**

The number of responses reached 2,000 on November 14, 2007, at which point the data was analyzed. Following this, on December 17, 2007, 138 sets of the new questionnaire were sent to the teachers who had written their names and addresses on the return envelopes.

The follow-up questionnaire asked the respondents to make comments on three items which about 80 percent of teachers had judged as either “somewhat important” or “important”. A separate questionnaire was designed to ask the reasons why most of the respondents disagreed with the item “The training course should be approximately one year.”

It was further discovered that about 20 to 30 percent of teachers had chosen either “I cannot judge this standard” or “This standard is not appropriate” for certain items. Therefore, another questionnaire for the follow-up research was designed to uncover the reasons why the teachers in the first phase of the project had found some items difficult to answer.

#### **(2) Additional interviews**

In addition, 10 secondary school English teachers from the following two prefectures were invited to make comments on the results of the first phase.

- Aomori Prefecture

Time and Date: 1:00-4:30 p.m., December 23, 2007

Place: Education Center, Hirosaki University

Interviewees: three junior high and two senior high school teachers

- Osaka Prefecture

Time and Date: 5:00-9:00 p.m., December 26, 2007

Place: Tennoji Campus of Osaka Kyoiku University

Interviewees: two junior high and three senior high school teachers

## IV. Survey Results and Analyses

### 1. Respondents' Personal Data

#### 1-1. National survey

- Number of responses: 2,897 (response rate: 30.6%)
- Location of respondents' schools: in every prefecture (47 prefectures in total)
- Types of schools: junior high (53.0%), senior high (34.4%), combined junior and senior high (11.1%)
- School categories: public (80.6%), private (18.3%), national (0.6%)
- Teaching experience: Less than five years (21.8%), 5-10 years (16.3%), 11-15 years (14.9%), 16-20 years (14.2%), 21-25 years (16.1%), 26-30 years (10.2%)
- Age of respondents: 20-29 (15.7%), 30-39 (31.1%), 40-49 (33.7%), 50-59 (18.3%)

##### (1) Number of responses and locations of respondents' schools

A significant number of teachers replied from six prefectures in which the questionnaires were sent to every secondary school to investigate regional effects: 197 from Aomori, 423 from Chiba, 626 from Tokyo, 155 from Gifu, 359 from Osaka, and 196 from Kagoshima.

##### (2) Types of schools and school categories

One of the reasons why more than half the respondents were from junior high schools seems to be that more questionnaires were sent to junior high schools relative to other schools. Also, more questionnaires were sent to public schools than private schools.

##### (3) Teaching experience and age

The distribution is balanced both in terms of experience and age.

#### 1-2. Follow-up research

Forty-eight teachers (34.8%) replied. In addition, 10 interviewed teachers made comments on the results of the first phase. In total, 58 teachers submitted their comments by January 10, 2008. The respondents' personal data is as follows:

- Number of responses: 58 (39.2%)
- Location of respondents' schools: 19 prefectures (from Hokkaido to Kagoshima)
- Types of schools: junior high (53.4%), senior high (29.3%),  
combined junior and senior high (17.2%)
- School categories: public (79.3%), private (19.0%), national (1.7%)
- Teaching experience: 5-10 years (20.7%), 11-15 & 16-20 years (17.2% respectively)
- Age of respondents: 20-29 (12.1%), 30-39 (27.6%), 40-49 (29.3%), 50-60 (27.6%)

- More than two teachers replied from six prefectures in which the questionnaires were sent to every secondary school to investigate the regional effects: 10 from Aomori, three from Chiba, 11 from Tokyo, six from Gifu, seven from Osaka, and five from Kagoshima.
- The ratios among types of schools were almost the same as those of the first phase of the project.
- Regarding the length of teaching experience, 12 respondents (20.7%) had 5-10 years. Ten teachers (17.2%) had 11-15 and the same number had 16-20 years of experience. Finally, nine (15.5%) were from the group with less than five years of teaching experience.
- Overall, in the follow-up survey, it was possible to obtain data from a balanced group in terms of age and experience.

## 2. Regarding the implementation of the TCRS

### **Major findings**

1. Items considered important by the majority of respondents as preconditions for the implementation of TCRS:
  - The deliberations of the license renewal evaluation committee should be made public.
  - Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.
  - Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development and classroom performance.
  - Professional competencies or standards for teachers should be concrete.
  - Adjustment to the workload should be implemented for those requiring license renewal-related training and have other professional development needs.
2. Items considered important by the majority of respondents for the concept and curriculum design of license renewal training:
  - License renewal training should include practical elements useful for the improvement of one's classroom teaching.
  - Some elements of the training curricula should be optional.
  - Completion of license renewal training should be contingent on regular attendance of designated seminars, workshops, etc.
3. Results of the factor analysis
  - Factor 1: Standardizing professional competencies and teacher evaluation based on classroom teaching
  - Factor 2: Linking license renewal training with classroom environment

- Factor 3: Giving greater visibility to the standards of license renewal
  - Factor 4: Structuring and implementing a flexible framework of professional development
  - Factor 5: Enhancing English teaching skills
4. Results of the cross tabulation
- The results of the survey show minor regional variation.
  - Teachers in junior high and combined junior and senior high schools are more willing to acquire practical knowledge and skills through demonstration lessons and class observations to improve their teaching techniques than senior high school teachers.
  - More teachers in private, as opposed to public, schools demonstrate enthusiasm for engaging in the renewal training courses if related to their classroom environment.
  - Younger teachers put more emphasis on the acquisition of hands-on knowledge and skills, and improvement of their English ability.

### **2-1. Preconditions for the implementation of the TCRS**

Eight items were prepared for this category. The option of “other” was allowed for additional comments, if desired. Regarding the eight items, the respondents were requested to judge them selecting one of five options as follows: “unimportant”, “somewhat unimportant”, “neither”, “somewhat important”, and “important”.

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#### **Question items on preconditions for the implementation of TCRS**

- (a) Professional competencies or standards for teachers should be specific.
  - (b) Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development, and job performance.
  - (c) Adjustment to the workload should be implemented for those requiring license renewal-related training and with other professional development needs.
  - (d) The license renewal training (10<sup>th</sup> year training) should be provided to all license holders.
  - (e) English proficiency, pedagogical competence, past training record, service record, etc. of teachers who are to participate in the license renewal course should be quantified, and used as the basis for the determination of their specific recertification requirements.
  - (f) A provision enabling teachers with a high level of English proficiency, pedagogical competence, etc. to train and assess other teachers should be put in place.
  - (g) Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.
  - (h) The deliberations of the license renewal evaluation committee should be made public.
-

### 2-1-1. Results (see 'Attachment' for complete data)

- Regarding items supported by the majority of in-service teachers, the following five items were supported by more than 65% of the respondents who judged them as “somewhat important” or “important” as follows:

Table 1 Preconditions considered important by a majority of respondents

Items	(h)	(g)	(b)	(a)	(c)
Percentage of the sum	81.5%	80.8%	78.7%	77.9%	65.9%

- Besides the five items above, Item (d), which did not indicate a ceiling effect, was supported by 58.7% of the respondents.
- Of the eight items, Items (e) (42.3%) and (f) (33.8%) were not judged as important by the respondents.

### 2-1-2. Summary of free comments

Of the 2,897 respondents, 261 (9%) contributed personal comments. While the response rate was low, the comments were nevertheless revealing in understanding teachers' concerns related to the TCRS. The comments can be broadly divided into three areas.

#### (1) Teacher performance assessment

- Performance appraisal should not be affected by the type of school or management duties given to the teacher. Setting up fair assessment standards is paramount.
- The final assessment mechanism should not lead to the creation of the achievement-driven system.
- Assessors' qualifications should be specified and made public.
- Training and assessment should be overseen by a professional agency set up for that purpose.

#### (2) Adjustment to workload

- Additional or substitute teachers should be recruited before the TCRS can be fully implemented.
- Priority in schools should be given to creating a working environment where teachers can conduct research and receive training on a daily basis without having to increase their working hours.

#### (3) Standards

- Before discussing standards of English proficiency or pedagogical competence, it is necessary to standardize holistic educational competencies.
- Although it might be impossible to quantify pedagogical competence, training record, service record, etc. having measurable, objective standards is necessary.
- Before introducing the TCRS, it is necessary to raise the entrance bar for the profession.

### 2-1-3. Summary of the follow-up survey

The follow-up survey was conducted on the following two items.

- Item (a): Professional competencies or standards for teachers should be concrete.
- Item (b): Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, past record of professional development and classroom performance.

Regarding Item (a), the research group has previously identified 15 items as necessary qualities for employment based on survey data gathered by 21 supervisors in charge of employment at local boards of education in 2004 (JACET SIG on English Education, 2005). In the present research, the respondents were asked whether these 15 items as well as their rating are valid as standards of quality. The respondents were also asked if there are any additional qualities.

Qualities of prospective English teachers necessary for employment	
1. enthusiasm for the profession	9. linguistic knowledge of the English language
2. ability to present material clearly in an accessible manner	10. a clear and loud voice
3. ability to create effective communicative activities	11. knowledge of major English teaching methodologies and theories
4. teamwork	12. knowledge of the “Course of Study”
5. ability to understand students’ needs	13. knowledge of the linguistic and cultural differences between Japanese and English
6. ability to provide clear instructions	14. familiarity with testing and evaluation formats
7. ability to sustain interaction in class	15. willing and active participation in extra-curricular activities
8. ability to identify and develop topics of interest to students	

(JACET SIG on English Education, 2005)

Regarding Item (b), the qualities of pedagogical competence for junior and senior high school teachers were presented based on the results of class observations in a research project conducted in 2003 (Teacher Education Research Group, 2004). Furthermore, respondents were asked to describe possible perspectives on “training record” and “job performance”.

#### Potential benchmarks of pedagogical competencies for junior-high school teachers

- To use English effectively for providing classroom instructions
- To use English for daily interactions with students on familiar topics
- To engage students in communicative activities using taught grammar and vocabulary
- To utilize visual aids to introduce new material



- 
- To teach reading by using English effectively
  - To teach reading through memorization
  - To activate students' self-expression by developing read-aloud skills

**Potential benchmarks of pedagogical competencies for senior-high school teachers**

- To enhance students' communicative skills
- To activate students' background knowledge on topical content in the introduction of new material by mainly using English
- To use both English and Japanese according to the teaching content
- To plan and conduct effective read-aloud activities

To activate students' self-expression by using newly acquired grammar and vocabulary

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(Teacher Education Research Group, 2004)

(1) Summary of the responses to Item (a)

- These 15 items and their ranking were generally considered as appropriate.
- Some respondents wondered whether qualities of novice and more experienced teachers should be differentiated.
- There was a comment saying that if teachers of other subjects were involved in the study the set of qualities might be significantly different. Ability to communicate effectively with parents and community members, ability to set goals and demonstrate leadership, and ability to show professionalism in various teaching environment were suggested as some of the examples.

(2) Summary of the responses to Item (b)

- Most respondents considered the list of pedagogical competences valid. Some commented that considering time constraints it is not realistic to teach reading through memorization.
- Regarding items that should be added, "ability to develop students' reading comprehension, summarizing, and rapid reading", "ability to create a lesson according to the lesson plan", "ability to enhance interest in other cultures", "effective use of teaching materials including education technology", "ability to promote autonomous learning", "ability to prepare the students for the entrance exam" were pointed out.

## **2-2. The design of license renewal training program**

This category consisted of 16 items with the option "other" for free comments. Respondents were requested to choose one of the following options for each item: "strongly disagree", "disagree", "neither", "agree", "strongly agree".

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### Question Items on System Design of the License Renewal Training Program

- (a) The license renewal course (hereafter the Course) should be offered during a long vacation for six hours a day for a five-day period, totaling 30-hours.
  - (b) The Course should be conducted over an extended period of time, e.g. one year.
  - (c) Successful completion of the Course should be decided on the basis of the result of a written examination.
  - (d) Successful completion of the Course should be contingent on the participants' regular attendance.
  - (e) The dominant element of the Course should be lectures offered at a specific physical location.
  - (f) Provisions should be made for the participants to be able to take the Course via distance learning.
  - (g) The Course should focus on practical teaching knowledge and skills useful in the everyday classroom context.
  - (h) For teachers of English the Course should focus on maintaining and enhancing the English proficiency of the participants.
  - (i) The Course should focus on up-to-date EFL teaching theory and teaching skills.
  - (j) Demonstration lessons or class observations should be included in the syllabus.
  - (k) Participants should be able to choose from a variety of courses.
  - (l) A preliminary review system should be set up. If warranted by the results of the preliminary review, a participant should be allowed to be exempted from taking the entire course or part of the course related to his or her subject area.
  - (m) Sessions focusing on practical aspects of teaching should be taught by experienced teachers.
  - (n) The renewal application process and participation in the Course should be permitted two years before license expiration.
  - (o) The training record (e.g. conference presentation/participation, graduate level study) should be evaluated and, if appropriate, should count towards the completion of the Course.
  - (p) Many in-service teachers should participate in designing the curriculum of the Course.
- 

#### 2-2-1. Results (see 'Attachment' for complete data)

- The following three items indicating a ceiling effect were supported by more than 65% of the respondents, who chose either "strongly agree" or "agree".

Table 2 System design supported by the majority of in-service teachers

Items	(g)	(k)	(d)
Percentage of the sum	83.8%	78.4%	65.2%

- The following six items were supported by more than 50% of the respondents (Numbers in the brackets show the percentage of the sum).  
Item (p) (70.4%) / Item (l) (59.5%) / Item (i) (58.9%) / Item (j) (58.9%) / Item (n) (57.8%) / Item (m) (52.7%)
- For the following seven items the response rate of “strongly agree” and “agree” was less than 50%.  
Item (h) (48.9%) / Item (o) (46.6%) / Item (f) (43.4%) / Item (a) (40.9%) / Item (b) (27.4%) / Item (e) (25.6%) / Item (c) (10.3%)

### **2-2-2. Summary of free comments**

Of the 2,897 respondents, 282 (9.7%) added personal comments which can be divided into two areas: 1. concerns about increased workloads, and 2. a ‘wish list’. Comments can be further subdivided into the following five categories.

#### **(1) Adjustment to workloads**

- Teaching staff should be increased to reduce workloads for those undergoing license renewal training courses.
- The current leave system should be reviewed to enable teachers to pursue professional training opportunities overseas over more extended time periods.

#### **(2) System flexibility**

- If warranted by the assessment of a preliminary review system, teachers should be exempted from a part of the program or the entire course dealing with their specific subject area. Support should be given to teachers’ autonomous training.
- A flexible range of training options, such as overseas and on-the-job formats, should be designed and made available to teachers.

#### **(3) Curriculum flexibility**

- Curriculum should be beneficial to a diverse teacher population, reflecting a variety of professional needs.
- Curriculum should combine theory with practical application.

#### **(4) License renewal training staff**

- Training sessions should be conducted by a range of professionals, including in-service teachers, education administrators, academics, and those outside the field of education.
- If an in-service teacher is made responsible for delivering a training session, consideration should be given to his/her workload relative to others in the school.

#### **(5) Standards**

- A fair and specific exit mechanism for the training course, with clear objectives and benchmarks, should be elaborated.
- If the lecturer is to be considered from among in-service teachers, the selection process should be transparent and selection criteria defined.

### **2-2-3. Summary of the results of the follow-up research**

The follow-up research focused on the following two items.

- Item (b): The Course should be conducted over an extended period of time, e.g. one year.
- Item (k): Participants should be able to choose from a variety of courses.

Almost 60% of the teachers disagreed with Item (b). This rate was unexpectedly high. In the follow-up survey, respondents were asked why they thought so many people disagreed. Regarding Item (k), 77% of the teachers agreed. Thus, in the follow-up research, the in-service teachers were asked what content areas they would find most useful among the following:

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a. teaching of the four skills, b. teaching of pronunciation, c. assessment, d. ways to motivate students, e. teaching of vocabulary, f. teaching of grammar, g. SLA theory, h. material design, i. cross-cultural understanding, j. early childhood English teaching theory, k. EFL course, l. multimedia resources, m. other

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(1) Summary of the responses to Item (a)

- Mainly the respondents were concerned about the increase in the workload and about being away from the workplace for a long period of time. This was consistent with the results observed in the national survey. Teachers were not opposed to the training per se but were concerned about the reality of pursuing training and performing other duties at the same time.

(2) Summary of the responses to Item (k)

- Over 50% of the respondents showed interest in Items (k), (a), and (l).
- Free comments also indicated that the teachers were interested in courses on team-teaching with ALTs.

## 2-3. Results of factor analysis

In order to find out types of hidden ideas that respondents were influenced by, a factor analysis on 24 question items was conducted. Five factors were identified (see 'Attachment' for the tables of the factor analysis):

- 
- Factor 1: Standardizing professional competencies and teacher evaluation based on classroom teaching
  - Factor 2: Linking license renewal training with classroom environment
  - Factor 3: Giving greater visibility to the standards of license renewal
  - Factor 4: Structuring and implementing a flexible framework of professional development
  - Factor 5: Enhancing English teaching skills
- 

(1) Factor 1: Standardizing professional competencies and teacher evaluation based on

classroom teaching

[Components]

- English proficiency, pedagogical competence, past training record, service record, etc. of teachers who are to participate in the license renewal course should be quantified, and used as the basis for the determination of their specific recertification requirements.
- Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development, and job performance.
- Professional competencies or standards for teachers should be concrete.
- A provision enabling teachers with a high level of English proficiency, pedagogical competence, etc. to train and assess other teachers should be put in place.

(2) Factor 2: Linking license renewal training with classroom environment

[Components]

- Sessions focusing on practical aspects of teaching should be taught by experienced teachers.
- Many in-service teachers should participate in designing the curriculum of the license renewal course.
- Demonstration lessons or class observations should be included in the syllabus.

(3) Factor 3: Giving greater visibility to the standards of license renewal

[Components]

- The deliberations of the license renewal evaluation committee should be made public.
- Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.

(4) Factor 4: Structuring and implementing a flexible framework of professional development

[Components]

- Adjustment to the workload should be implemented for those requiring license renewal-related training and with other professional development needs.
- A preliminary review system should be set up. If warranted by the results of the preliminary review, a participant should be allowed to be exempted from taking the entire course or part of the course related to his or her subject area.
- The renewal application process and participation in the Course should be permitted two years before license expiration.
- Provisions should be made for the participants to be able to take the Course via distance learning.
- The training record (e.g. conference presentation/participation, graduate level study) should be evaluated and, if appropriate, should count towards the completion of the Course.

#### (5) Factor 5: Enhancing English teaching skills

##### [Components]

- The Course should focus on practical teaching knowledge and skills useful in the everyday classroom context.
- For teachers of English the Course should focus on maintaining and enhancing English proficiency of the participants.

## 2.4. Results of cross tabulation

Cross tabulation was conducted to investigate whether significant differences exist among regional responses, school types, school categories, teaching experience, and age. Regarding regions, a multiple comparison was conducted to check significant differences statistically (see 'Attachment'). Regarding school levels, school types, teaching experience, and age, items which showed a difference exceeding 10% were extracted.

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### Cross tabulation findings regarding the TCRS-related results

- The results of the survey show minor regional variation.
  - Teachers in junior high and combined junior and senior high schools are more willing to acquire practical knowledge and skills through demonstration lessons and class observations to improve their teaching techniques than senior high school teachers.
  - More teachers in private, as opposed to public, schools demonstrate enthusiasm for engaging in the renewal training courses if related to their classroom environment.
  - Younger teachers put more emphasis on the acquisition of hands-on knowledge and skills, and the improvement of their English ability.
- 

#### (1) Regional Differences

To investigate regional differences, the questionnaires were sent to all the schools in Aomori, Chiba, Tokyo, Gifu, Osaka, and Kagoshima prefectures. There was no significant difference in either the preconditions for the system or in the aspects of design of the system except for six items as follows:

Item (e): Regions with a significant difference: Aomori and Osaka

Item (f): Regions with a significant difference: Aomori and Gifu

Item (j): Regions with a significant difference: Chiba and Tokyo, Chiba and Osaka, Osaka and Kagoshima

Item (k): Regions with a significant difference: Chiba and Tokyo

Item (l): Regions with a significant difference: Chiba and Tokyo, Tokyo and Osaka

Item (n): Regions with a significant difference: Chiba and Tokyo

It is assumed that the educational traditions and characteristics of each prefecture partly account for the differences.

## (2) Differences in school types

No differences were observed except for the following four items.

Item (f): junior high school 37.7%, senior high school 51.3%, combined junior and senior high school 45.0%

Item (g): junior high school 87.2%, senior high school 78.7%, combined junior and senior high school 81.0%

Item (j): junior high school 61.9%, senior high school 52.6%, combined junior and senior high school 65.1%

Item (m): junior high school 54.6%, senior high school 45.3%, combined junior and senior high school 64.5%

Results show that teachers in junior high school and combined junior and senior high school are more willing to gain practical teaching knowledge and skills from in-service teachers and improve their holistic educational competence through demonstration lessons and class observations than teachers in senior high school.

## (3) School categories

No differences were observed except for the following two items.

Item (d): public 67.2%, private 57.3%

Item (m): public 50.4%, private 62.1%

Judging from the results of the above two items, we can posit that more teachers in private, as opposed to public, schools demonstrate enthusiasm for engaging in the renewal training courses if related to their classroom environment.

## (4) Differences in teaching experience and age

No differences were observed except for the following four items.

Item (a) (20-29: 33.4%, 30-39: 36.3%, 40-49: 44.1%, 50-59 and older: 48.4%)

Item (g) (20-29: 91.9%, 30-39: 85.6%, 40-49: 82.2%, 50-59 and older: 75.2%)

Item (h) (20-29: 57.4%, 30-39: 51.3%, 40-49: 44.7%, 50-59 and older: 45.7%)

Item (m) (20-29: 64.0%, 30-39: 54.1%, 40-49: 46.9%, 50-59 and older: 50.1%)

The results of Item (a) suggest that younger teachers would consider it difficult to spare time to attend a training course because of extracurricular responsibilities.

The results of Items (g) and (h) indicate that experienced teachers consider their practical knowledge and English proficiency sufficient.

The results of Item (m) suggest that more experienced teachers are concerned about the relative workloads of teachers in charge of a training course and their colleagues.

### 3. The Professional Competencies of Teachers of English

#### 3-1. Regarding English ability

##### Major findings

1. Views concerning ability benchmarks based on the results of standardized tests of English proficiency
  - The level of English proficiency should correlate with experience in the classroom.
  - The level of English proficiency cannot be determined solely as a factor of teaching experience
  - It is difficult to measure the English ability of teachers of English using standardized tests of English proficiency.
2. Benchmarks for classroom English ability for teachers of English
  - “Ability to teach English communicatively” was considered by more than one-third of respondents as an appropriate benchmark for veteran teachers.
  - Two items, “Ability to read English in textbooks with proper pronunciation” and “Ability to team-teach an English class with an ALT”, were considered by more than one-third of respondents as appropriate benchmarks for novice teachers.
3. Benchmarks for English literacy necessary outside the classroom
  - Two items were considered by a number of respondents as appropriate benchmarks for veteran teachers: “Ability to interact with an ALT professionally” and “Ability to assess correctly the scope of linguistic knowledge, as defined by the ‘Course of Study’.”
  - “Ability to evaluate the English literacy level of other teachers accurately” was considered by a number of respondents as the benchmark for mentors.
4. Summary of free comments

The free comments can be roughly divided into two categories:

  - Incorporating the standards of English proficiency into teachers’ qualifications
  - Setting parameters for the teachers’ recertification system
5. Summary of the follow-up survey

About 30 percent of the respondents in the second phase of the research, the same ratio as in the first phase, think that the standards suggested by this research are appropriate for English teachers in secondary schools in Japan.

##### 3-1-1. Background

In 2003, the Ministry of Education, Culture, Sports, Science and Technology (MEXT) launched an action plan to increase the number of Japanese people proficient in English. One of the main objectives of this plan was to ensure that classroom English teaching in secondary schools would be conducted mainly in English. The plan also stipulated the linguistic benchmarks for secondary school teachers of English –



pre 1<sup>st</sup> Grade of STEP (Society of Testing English Proficiency), a minimum score of 550 on TOEFL or 730 on TOEIC. Until then, there had been no field-based research on the English proficiency of English teachers in Japan. Therefore, the desired level of language proficiency was usually articulated in terms of professional expectations, such as: “passing Grade 1 of STEP test”, “the ability to read a copy of *Time* or *Newsweek* magazine in three hours”, or “the ability to understand an English movie without subtitles” (Kuniyoshi, 1995). Regarding teachers’ classroom English, there was only one piece of research on the English literacy level of junior high school teachers (Ito and Kanatani, 1984). The authors defined the standards for English proficiency from the viewpoint of the ability to use junior high school-level English freely. Ito and Kanatani concluded that the level necessary for junior high school teachers was the ability to read three copies of authorized textbooks for 7th, 8th, and 9th graders in half an hour. Regarding listening ability, junior high school teachers of English were required to demonstrate a complete understanding of the text spoken on the fastest tape used in junior high school EFL classes after listening to it only once.

As the teachers’ certification renewal system is due to take effect in 2009, it has become increasingly necessary to identify the appropriate standards of the English literacy level for Japanese teachers of English. To undertake this research, English teachers in secondary schools were divided into three categories: novice teachers, veteran teachers, and mentors. In the Japanese educational context, teachers with 10 years or more of classroom experience are usually considered veterans. Investigation of the appropriate standards of EFL proficiency for English teachers in each category was sought through an anonymous survey.

Questionnaire items were based on two surveys: one was the result of the national survey conducted by Ishida *et al.* (2002), which asked English teachers in secondary schools in Japan what actions they took to improve their English proficiency. The other was the result of the research conducted by Ishida *et al.* (2004), which asked 150 English teachers in secondary schools who had passed pre-1<sup>st</sup> Grade of STEP test how much and in which context they used English in the classroom.

Questionnaires included three items concerning standards based on English proficiency tests (see Question Items 1), three items concerning English abilities required for teaching English in class (see Question Items 2), and four items concerning English competencies necessary outside the classroom (see Question Items 3). Respondents had a choice of five options for each item: “I cannot judge this standard”, “This standard is not appropriate for English teachers”, “This standard is appropriate for novice teachers”, “This standard is appropriate for veteran teachers”, and “This standard is appropriate for mentors.” Only one answer per item was allowed. The option of “other” permitted respondents to contribute additional comments, if desired.

### 3-1-2. Results of the questionnaires

#### (1) Standards Based on the Standardized Tests of English Proficiency

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##### Question Items 1

- (a) Sufficient English proficiency to pass Grade 2 of STEP test, obtain a score of at least 500 on TOEIC or 450 on TOEFL
  - (b) Sufficient English proficiency to pass pre-1<sup>st</sup> Grade of STEP test, obtain a score of at least 730 on TOEIC or 550 on TOEFL
  - (c) Sufficient English proficiency to pass Grade 1 of STEP test, obtain a score of at least 860 on TOEIC 860 or 600 on TOEFL
- 

More than a third of the respondents chose the answer “This standard is appropriate for novice teachers, veteran teachers, or mentors.” The summary of the respondents’ choices about which standard was appropriate for each level is as follows. Regarding Item (a) 24.3% of the respondents, the largest group among those who answered this item, thought that it was appropriate for novice teachers. Item (b) was considered appropriate for veteran teachers (33.0%) and 39.2% of respondents thought that Item (c) was appropriate for mentors. About a third of the respondents believed a higher level of English proficiency correlated with increased experience in the classroom. However, regarding these three items, about 50% of the respondents chose either “I cannot judge this standard” or “This standard is not appropriate.” For example, 60.7% of the respondents chose this option for Item (a) and 40.1% and 47.4% did so for Items (b) and (c), respectively.

Free comments from the respondents who chose the “I cannot judge this standard” option, were synthesized as follows: all English teachers should possess a certain level of English literacy regardless of the length of teaching experience. Analyzing free opinions from the respondents who chose “This standard is not appropriate for English teachers,” it was discovered that the opinions could also be reduced to one underlying reason: the respondents had a sense of ambiguity regarding the standardized proficiency tests. Some comments were variations of the following:

- *Getting high scores on the TOEIC test requires mastery of specific techniques, and cannot be a sole barometer of English proficiency.*
- *The results of these proficiency tests do not always reflect test-takers’ real English literacy level.*

The validity and the reliability of those tests were questioned by some teachers, who felt these instruments were not always appropriate for assessing one’s level of English literacy.

#### (2) Standards of Classroom English Competencies

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**Question Items 2**

- (d) Ability to read English in textbooks with proper pronunciation
  - (e) Ability to teach English communicatively
  - (f) Ability to team-teach an English class with an ALT (Assistant Language Teacher)
- 

Thirty-five percent of respondents chose Item (e) as the standard for veteran teachers. On the other hand, two of the three items were thought to be valid for novice teachers. 44.4% of the respondents judged Item (d) to be valid for novice teachers, and 34.1% of respondents thought Item (f) should be an appropriate standard for novice teachers. In the follow-up phase of the project, the teachers were asked what they thought of these results. Many respondents answered that since the English used in textbooks was basic, the results of Item (d) had been self-explanatory. As for Item (f), there were various comments such as:

- *It is not good. Lessons with an ALT are often not taken seriously.*
- *Other teachers avoid working with an ALT and mainly novice teachers team-teach.*

Again, about 20 to 30 % of respondents chose either “I cannot judge this standard” or “This standard is not appropriate for English teachers.” The follow-up research helped identify two underlying reasons: respondents believed that these three items are not sufficiently difficult standards to judge teachers’ English proficiency. Respondents also felt that the standards of assessing the competencies necessary for successfully conducting these activities were vague, and thus should not be generalized.

- (3) Standards of English Literacy Necessary Outside the Classroom

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**Question Items 3**

- (g) Ability to interact with an ALT professionally
  - (h) Ability to answer correctly questions on the English part of the National Center Test for University Entrance Examinations
  - (i) Ability to assess correctly the scope of linguistic knowledge, as defined by the “Course of Study”, that the students have acquired
  - (j) Ability to evaluate the English literacy level of other teachers accurately
- 

For competencies listed in Question Items 3, 43.8% thought that Item (g) was valid for veteran teachers, while 31.9% of respondents judged Item (i) as an appropriate benchmark for veteran teachers. However, as these competencies require teachers to possess more advanced linguistic ability as well as the ability to judge others, 26.4% considered Item (g) and 24.3% considered Item (i) appropriate for mentors. Item (j) also requires a much higher level of linguistic competence, so the notion that this standard should be appropriate for mentors was supported by 40.6% of the teachers. This item

was chosen by most respondents as an appropriate measure for mentors. Interestingly, Item (i) was associated more with veteran teachers, rather than with mentors.

For Items (g) - (j), about 20 to 40 % of the teachers chose, “I cannot judge this standard” or “This standard is not appropriate.” This ambivalence was most pronounced for Item (h) where 41.6% chose one of these options. Among them, 39% of junior high school teachers and 23% of high school teachers chose “This standard is not appropriate.” This suggests that the respondents in the former group did not feel a close association with the university entrance examinations.

However, the results of the follow-up research indicate that some teachers regarded the ability to answer questions on the English part of the National Center Test as not directly related to the competencies English teachers were supposed to have. Clearly, many teachers did not recognize this ability as a valid competency standard.

### **3-1-3. Summary of Free Comments**

One hundred and fifty-four teachers wrote comments which can be roughly divided into two categories: 1) incorporating the standards of English proficiency into teachers’ qualifications, and 2) setting parameters for the teachers’ recertification system.

#### **① Emphasis on holistic educational competencies**

A third of the respondents mentioned that “holistic educational competence was much more important for teachers than English proficiency” and / or “holistic educational competence was not equivalent to English proficiency.” Responses also revealed teachers’ strong desire to pursue training overseas and to engage regularly in professional development programs.

#### **② Parameters for the teachers’ recertification system**

Comments within this area can be further subdivided into two general types: expressing hope for increased opportunities to study in English-speaking countries, and expressing desire to have guaranteed time for professional development.

### **3-1-4. Summary of Follow-up Research**

The follow-up research asked the respondents to comment on Items (a) to (j). Regarding each of the 10 answers of the second phase of the research, those standards were considered valid by about 30 percent of the respondents, the same ratio as in the first phase of the research. Therefore, it can be assumed that about 30 percent of teachers in Japan think that the standards suggested by this research are appropriate for English teachers in secondary schools in Japan.

Most respondents tend to think that novice teachers can read English with proper pronunciation, and can team-teach effectively with an ALT. Veteran teachers are supposed to have sufficient English proficiency to pass pre-1<sup>st</sup> Grade of STEP test, obtain a score of at least 730 on TOEIC or 550 on TOEFL, and be able to interact with an ALT professionally. Finally, mentors are expected to have English proficiency to

pass Grade 1 of STEP test, obtain a score of at least 860 on TOEIC and 600 on TOEFL, and have the ability to evaluate the English literacy of other teachers accurately. In addition, teachers who think that these standards are appropriate tend to believe that they should acquire a higher level of English literacy as they gain practical experience.

### 3-2. Regarding Pedagogical Competencies

#### Major findings

1. Items considered as appropriate benchmarks for veteran teachers
  - Can analyze students' needs to plan effective lessons
  - Can select teaching materials and make supplementary materials which meet learners' needs
  - Can assess lessons and make relevant improvements, when necessary
  - Can conduct engaging and motivating lessons and maintain learners' motivation by making use of well-grounded strategies
  - Can support and guide learners so that they can reflect on their learning, identify the progress they have made, set positive targets for improvement and become successful independent learners
  - Can have their classes open for class observations at all times
2. Items considered as appropriate benchmarks for novice teachers
  - Can set appropriate class objectives
  - Can design supplementary materials and tasks necessary for each class
3. Benchmarks for mentors

The survey revealed there were few teachers who understood the duties and responsibilities of mentors.
4. Summary of Free Comments

Eighty-six teachers wrote comments and they tended to think that it is essential to nationally standardize and clearly specify pedagogical competence, teacher assessment, and teacher training. In addition, they believed that holistic educational competence is much more important than pedagogical competence.
5. Summary of Follow-up Research

Most respondents tended to think that the standards above were appropriate for each level. Moreover, some teachers believed that those considered as appropriate standards for veteran teachers were items which require more classroom experience.
6. Discussion
  - Before the recertification system takes effect, the administration has an obligation to show objectives of evaluation as can-do lists and make consistent standards
  - The methods and standards that local boards of education employ should be researched and more suitable standards and methods to measure individual teachers' competencies and abilities should be proposed.

### **3-2-1. Background**

Issues concerning professional standards for English teachers have not been discussed in Japan. Particularly, researching the professional standards for English teachers' pedagogical competence – such as planning, teaching, assessing and reviewing teaching – has not been a common practice. As a result, the educational objectives of pedagogical competence in the current teacher training curricula at universities are vague and vary among programs. This may explain why many respondents have difficulty in understanding the intention of the questions regarding pedagogical competence. Respondents clearly believed that holistic educational competence was much more important for teachers than pedagogical competence.

Questionnaire items were based on two surveys and two pilot studies: one of the surveys was the result of the national survey by Ishida *et al.* (2004), which observed English teachers in secondary schools who had passed the pre-1<sup>st</sup> Grade of STEP (Society of Testing English Proficiency) test in order to investigate how well they taught in the classroom. The other was the result of a research study conducted by Jimbo *et al.* (2005), which asked 62 teacher trainers in charge of personnel at local boards of education what screening criteria were in place and what should be emphasized in the pre-service English teacher training programs at universities and colleges. In addition to the two surveys, two pilot studies on the TCRS and teacher education and assessment were conducted.

The questionnaire included eight items concerning standards for pedagogical competence. Respondents had a choice of five options for each item: “I cannot judge this standard”, “This standard is not appropriate for English teachers”, “This standard is appropriate for novice teachers”, “This standard is appropriate for veteran teachers”, and “This standard is appropriate for mentors.” Only one answer per item was allowed. The option “other” permitted respondents to contribute additional comments, if desired.

### **3-2-2. Results of the questionnaire**

#### **(1) Potential Benchmarks for Veteran Teachers**

There were five items chosen as standards for veteran teachers. The five items were divided into three categories based on the differential between the percentages of veteran teachers and novice teachers (see Question Items 1): regarding the first three items (f, g, e), more than 44% of the respondents thought that they were appropriate as standards for veteran teachers compared with 10-17% of the respondents for novice teachers. Regarding Item (a), 48.7% of the respondents thought that it was appropriate for veteran teachers compared with 26.1 % for novice teachers. Regarding the last two items (b, h), the differential between the percentages was about 10%, and thus they were considered to be more appropriate for veteran teachers than for novice teachers (see Tables 3 and 4 for complete data).

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**Question Items 1** (Items arranged according to frequency)

- f. Can teach engaging and motivating lessons and maintain learners' motivation by making use of well-grounded strategies
  - g. Can support and guide learners so that they can reflect on their learning, identify the progress they have made, set positive targets for improvement and become successful independent learners
  - e. Can assess and make relative improvement of the lessons
  - a. Can analyze students' needs to effectively plan lessons
  - b. Can select teaching materials and make supplementary materials which meet learners' needs
  - h. Can have their classes open for (class) observation at all times
- 

**Table 3** Frequencies and percentages of Items (f),(g),(e) (F = frequency)

	Item (f)		Item (g)		Item (e)	
	F	%	F	%	F	%
No response.	29	1.0	34	11	40	1.4
I cannot judge the standard.	302	10.4	436	15.1	215	7.4
This standard is not appropriate.	42	1.4	63	2.2	21	.7
Standard for novice teachers	292	10.1	313	10.8	517	17.8
Standard for veteran teachers	1339	46.2	1285	44.4	1444	49.8
Standard for mentors	893	30.8	767	26.5	660	22.8
Total	2,897	100.0	2,897	100.0	2,897	100.0

**Table 4** Frequencies and percentages of Items (a),(b),(h) (F = frequency)

	Item (a)		Item (b)		Item (h)	
	F	%	F	%	F	%
No response.	32	1.1	34	1.1	28	0.9
I cannot judge the standard.	242	8.4	219	7.6	439	15.2
This standard is not appropriate.	48	1.7	28	1.0	110	3.8
Standard for novice teachers	757	26.1	879	30.3	606	20.9
Standard for veteran teachers	1410	48.7	1301	44.9	946	32.7
Standard for mentors	408	14.1	437	15.1	768	26.5
Total	2,897	100.0	2,897	100.0	2,897	100.0

**(2) Potential Benchmarks for Novice Teachers**

About 40% of the respondents chose two items as standards for novice teachers (see Question Items 2): one was Item (c). Forty-five point six percent of the respondents thought that it was appropriate for novice teachers compared with 30.2% for veteran teachers. The other was Item (d). There was not, however, a big difference

between the percentages of veteran teachers and novice teachers. Therefore, it can be concluded that only Item (c) was thought to be appropriate for novice teachers (see Table 5 for complete data).

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### Question Items 2

c. Can set appropriate class objectives

d. Can design supplementary materials and tasks necessary for each class

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Table 5 Frequencies and percentages of Items (c),(d) (F = frequency)

	Item (c)		Item (d)	
	F	%	F	%
No response.	31	1.0	41	1.4
I cannot judge the standard.	216	7.5	234	8.1
This standard is not appropriate.	25	.9	30	1.0
Standard for novice teachers	1320	45.6	1108	38.2
Standard for veteran teachers	874	30.2	1070	36.9
Standard for mentors	431	14.9	414	14.3
Total	2,897	100.0	2,897	100.0

### (3) Potential Benchmarks for Mentors

No item was considered as a standard for mentors. As for Item (h), 32.7% of the respondents answered that it was appropriate for veteran teachers. On the other hand, 26.5% thought that it was appropriate for mentors. The differential between the percentages was about 6% compared with more than 10% for the other seven items.

### 3-2-3. Summary of Free Comments

Eighty-six teachers wrote comments which can be roughly divided into three categories: 1) establishing a general standard for teachers' pedagogical competence and teacher assessment, 2) establishing a systematic pre-service and in-service teacher training system, and 3) importance of holistic educational competence (professional attributes).

Free comments can help explain some results of this questionnaire. For example, Items (f) and (g) point to the importance of holistic educational competence (professional attributes). In other words, the items were thought to be vital skills for pedagogical competence. As veteran teachers usually play an important role at the workplace, these two items seemed to be considered as standards for veteran teachers only. For Item (h), 19% of respondents chose either "I cannot judge the standard" or "The standard is not appropriate." Free comments about this item suggest that while it is essential for teachers to have their classes open for observation at all times, it is



doubtful that a well-prepared open class can become a meaningful standard for teacher assessment.

#### **3-2-4. Summary of Follow-up Research**

Another questionnaire for the follow-up research was designed to uncover whether the items chosen in the first questionnaire were appropriate for each level. As a result, those standards were considered valid by about 30 percent of the respondents.

Respondents generally believed that all English teachers should possess a certain level of pedagogical competence regardless of the length of teaching experience. However, some believed that teachers should acquire certain skills as they gain classroom experience. The respondents, thus, chose five items as standards for veteran teachers but not for novice teachers. The concept of mentors, however, was not clear in this project and it was difficult for the respondents to answer the related items

## **V. Discussion**

### **1. What is required for the implementation of TCRS?**

#### **Requirements for the implementation of TCRS**

- (1) To standardize teacher education overall, taking the nation's future into consideration
- (2) To design and operate a flexible system relevant to classroom educators in Japan

- (1) To standardize teacher education overall, taking the nation's future into consideration
  - One of the objectives of structural reforms in Japan is to empower local authorities. This trend has an influence on the education field as well. The Revised Local Education Administration Law approved in June 2007 gives MEXT the authority to task local boards of education to take corrective action, if such is needed. On the other hand, regarding management of non-performing teachers, MEXT plans to monitor the standards of approval set by each local education board and present national, comprehensive guidelines. This action was prompted by the belief of policy-makers in the central government that the processes currently in effect vary greatly among the local education authorities and a national systematic policy had to be articulated to assure the quality of classroom teachers. Following the government directives to urgently improve the teacher assessment system, 27 out of 62 local boards of education introduced the efficiency rating as a new mechanism. For example, in Sendai, educational activities ("classroom teaching", "students guidance and class management", and "professional responsibilities, research, and training") are assessed using a three-level point system. Assessment results have

no effect on the teacher's compensation (Kahoku Shimpō, 2007). Some boards of education link the efficacy rating with the overall performance appraisal and ultimately with pay raises, but others limit the rating to educational activities (Adapted from Sankei Shinbun, June 20, 2007).

- The above cases underscore the contradiction of MEXT advocating the decentralization of authority and the respect for local governments on one hand, yet at the same time reinforcing its supervisory powers. Local boards of education and schools seem to regard the directives by MEXT to take corrective actions and other regulatory guidance, including management of non-performing teachers, as a means of the central government exercising more rigid control. Comments by the teachers in the survey testify to that. If the government seeks to “guarantee the quality of the teachers” (the stated purpose of the TCRS), it should give a constructive guidance to improve the overall quality of education.
- Clearly the issues of transparency, concrete standards, fair assessment, and workload adjustment are of greatest concern to the teachers. Research also points to the need to standardize professional qualities and holistic educational competencies of teachers. It is thus the responsibility of the national government to standardize teacher education to guarantee the standards of the quality of teachers and open the discussion to the public. The results of the national survey indicate that in order to put the teachers' license renewal system into effect in a meaningful way, qualities and capabilities of teachers, professional standards, teacher assessment, pre-service teacher education, teacher training, and duties of teachers must be standardized.

(2) To design and implement a flexible system relevant to classroom educators in Japan

- Teachers made it clear that the license renewal system would impose additional demands on their time. If this policy is to be effective in assuring the quality of teachers, a working environment where teachers can participate in professional training without sacrificing other duties or their personal time should be created.
- As happened in the past (see the allegations made by the All Japan Teachers and Staff Union in 2002, Asahi Shimbun, May 28, 2007) when government policies regarding performance assessment, etc. were adopted without prior consultations with teachers, the introduction of the TCRS has also been done in a top-down fashion. Teachers' views were not fully reflected in the policy formulation process, further underscoring the need for a more inclusive approach to the education reforms. Such a system of teacher participation already exists in the U.S. (NBPTS, 2002). In the process of designing the TCRS, many in-service teachers should participate in a committee responsible for designing the training curriculum.
- The design of the training course should reflect the interests of the teachers in gaining practical knowledge and classroom skills. The course should combine

theory and practice, incorporate demonstration lessons and class observations, and offer a range of content options to be meaningful for teachers in various professional settings.

- As presently contemplated, most of the training program will be administered by universities which will also release evaluations of participants to MEXT in a prescribed format. Wishes of in-service teachers should be considered fully not only during the course design but also when the evaluation mechanism is deliberated.
- The license renewal course should not be a one-off, formal exercise. MEXT should maintain and nurture working environments where teachers continue their professional training on a daily basis. Prior training should count towards the course completion requirements and class demonstrations should be encouraged to stimulate professional interactions and share expertise.

## 2. What should be done for the enhancement of English teachers' competence?

### **For the enhancement of English teachers' competence**

- (1) Standardizing the holistic English ability of Japanese teachers of English to perform effectively in the classroom
- (2) Setting specific goals for the maintenance and enhancement of English ability and take concrete measures to motivate teachers to attain these goals

- (1) Standardizing the holistic English ability of Japanese teachers of English to perform effectively in the classroom

- Regarding the ability to read textbook English, Arai (2006) claims that teachers' bad pronunciation in English ranked third as a de-motivating factor for EFL learners in Japanese schools. Therefore, the ability to read English with proper pronunciation is very important in educational settings. However, it does not mean that speaking like an English native speaker is the ultimate goal. Although it is not clear what kind of pronunciation affects students in a negative way, it is necessary to teach students proper or acceptable pronunciation of English which does not necessarily mean that of English native speakers.
- Some teachers often say that a teacher who has perfect English proficiency is not necessarily a good English teacher. This claim is very sensible – after all, a good speaker of Japanese is not always a good teacher of the Japanese language. At the same time, a strong knowledge of pedagogy without sufficient English proficiency is clearly not enough to become a good English teacher. Therefore, we should consider what degree of English proficiency is needed for a teacher to be effective on the premise that he or she has adequate pedagogical competence to utilize his or her English literacy level.

(2) Setting specific goals for the maintenance and enhancement of English ability and take concrete measures to motivate teachers to attain these goal

- A number of teachers felt that their English proficiency level had reached a peak when they entered the profession, and that their ability had been gradually declining since then. Teaching junior or senior high school level English every day, many teachers felt that it was difficult to maintain a higher English literacy level. Probably, many of them wanted to make efforts to improve their English ability but, presumably, other demands on their time made this difficult. In addition, successful completion of a training course or participation in other professional development did not result in any form of recognition by employers. As a learner, a teacher certainly needs to be motivated and have a goal to keep studying English. It is necessary to conduct further research to identify ways to motivate Japanese teachers of English in secondary schools.

### 3. How to establish and implement the benchmarks of pedagogical competence

#### **Pedagogical competences: how to specify the benchmarks**

(1) Benchmarks of pedagogical competence

This research suggests a range of benchmarks for veteran teachers. However:

- more benchmarks for novice teachers should be added.
- duties and benchmarks for mentors should be specified through further research.

(2) Teacher appraisal

Further research into current teacher evaluation mechanisms used by all boards of education should be conducted with a final objective of developing a comprehensive, consistent appraisal policy.

(1) Benchmarks of pedagogical competence

- One of the main objectives of this research was to discover what benchmarks or standards of pedagogical competence for secondary school teachers of English were required for the teachers' recertification system. Therefore, many of the parameters shown in this study were for veteran teachers but few for novice teachers. However, as benchmarks and standards for students in pre-service are also important for English education in Japan, research in this field should be conducted.
- This study does not yield sufficient data about desired standards for mentor teachers. Research should be conducted to determine whether or not creating such a role would be beneficial for English education in Japan and, if so, what would be the responsibilities.

## (2) Teacher performance appraisal

- Education authorities in Japan have not defined the standards and objectives of the appraisal, and the mechanism remains very vague at this stage. If this situation continues, presumably the evaluation will depend mainly on lecturers and / or local board of education which will be in charge of recertification seminars. Before the recertification system takes effect, the administration must establish a clear system of standards and goals. The structure of the final assessment mechanism should be supported by quantitative research.
- The standards and benchmarks discussed should be considered as possible criteria only for the recertification seminar. A more in-depth look at the methods and standards that local boards of education employ is necessary for designing an objective and meaningful tool to measure individual teachers' professional competence.

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### Visit to Canada (Quebec & Ontario)

#### *Major Findings and Implications for Japan*

## I. Background

This visit, together with the fact finding visits to the United States and Great Britain, constitute part of a broader research agenda undertaken by the Japan Association of College English Teachers (JACET) Special Interest Group on English education in connection with the ongoing education reforms in Japan. The objective of the visit was to examine the education training and professional development models that exist in the Canadian provinces of Quebec and Ontario, and to assess the potential applicability of aspects of these systems in the Japanese educational context. The present report, containing major findings and implications for the Japanese education authorities, was submitted to the government policy-makers.

#### **Basic facts**

Education in Canada is fundamentally different from the Japanese system. While the Japanese Ministry of Education, Culture, Sports, Science and Technology (MEXT) is singularly responsible for all education-related policies, in the Canadian federal-provincial regulatory context, education is a provincial jurisdiction. Each of the 10 provinces and three territories has its own Ministry of Education with powers vested in it by the Constitution. Each Ministry decides on the relevant legislations in the light of local conditions and historical traditions. Provincial and territorial Ministers of Education convene on an annual basis within the framework of the Council of Ministers of Education (CME). The Council, established in 1967, functions primarily as an advisory body. The regional education structures are similar in most important respects, however there are variations.

#### **Quebec**

Population: 7.6 million (approx. 25% of Canada's population)

Languages: French as mother tongue – 80%; English as mother tongue – 10%; approx. 40% of population consider themselves English-French bilingual.

Education structure: Elementary school – six yrs; Secondary school – five yrs; CEGEP (Collège d'enseignement général et professionnel) – a two or three-yr vocational or academic program; University – three yrs to obtain undergraduate degree.

Teacher Training: a three-yr undergraduate degree followed by one year of specialization or a four-yr degree in education.

Places visited: Quebec Ministry of Education (Quebec City); Lindsay Place High School (Dorval) and McGill University (Montreal)

## **Ontario**

Population: 12 million (approx. 40% of Canada's population); Toronto, the provincial capital, attracts almost 50% of Canada's immigrants annually and, thus, expands at a very rapid pace, putting a strain on the education resources.

Languages: Largely anglophone. Out of the total of 72 school boards, 60 are English and 12 are French.

Education structure: Elementary and Junior Middle School – 8yrs; Secondary School – four yrs; University – four yrs to obtain undergraduate degree.

Places visited: University of Toronto, Ontario Institute for Studies in Education (Toronto); Ontario Ministry of Education (Toronto); Ontario College of Teachers (Toronto); Westview Centennial Secondary School (Toronto), and North Kipling Junior Middle School (Toronto)

## **II. Quebec**

### **Key findings**

#### **1. Teacher training**

- All prospective teachers must complete 700 hours of practicum (significantly more than 2-3 weeks common in teaching programs in Japan).
- All teacher training programs undergo a comprehensive review once every four years by CAPFE (Comité d'agrément des programmes de formation à l'enseignement). CAPFE includes representatives of academia as well as government officials.

#### **2. Professional development**

- Following a one-year induction period (or an equivalent number of classroom hours) and contingent upon positive recommendations from the principal, a teacher can apply to have his / her provisional license converted to a permanent one.
- New teachers typically receive mentoring from an experienced teacher. The design of the system varies and is largely dependent on the availability of resources within the school. No province-wide consistent mechanism exists.



- Budget for Professional development (hereafter PD) is set in every fiscal year. Relevant PD opportunities are identified by the school principals or boards of education. In many cases workshops, seminars and other activities are offered by universities in conjunction with other stakeholders.

### 3. Professional standards

- A set of 12 broad competences have been elaborated and constitute the key elements of professional knowledge, behaviour and ethical standards. CAPFE is responsible for ensuring that these 12 competences are fully reflected in the curricula of the teaching programs.
- ESL / EFL teachers who have not receive education in English must obtain a score of 610 or higher on TOEFL to demonstrate language proficiency.

### 4. Ongoing concerns

- High attrition rate among teaching professionals.
- Low level of participation in the PD activities.
- Lack of a systematic assessment mechanism for teachers, including guidance for evaluators, i.e. school administrators.

## 1. Teacher training

### 1-1. Pre-service training

To obtain teachers' license in Quebec candidates can pursue one of the following paths.

- Fulfill all requirements for an undergraduate degree in education. This typically represents 4 years of study in an accredited program and involves as a minimum 700 hours of practicum (100 hours of class observation in the first year; 150 hours of teacher assistance in the second year; 300 hours of team-teaching in the third year, and 150 hours of independent teaching and administrative duties in the fourth year)
- Complete all requirements for a three-year undergraduate degree in a subject area AND a one-year teacher training course.
- Teachers certified outside of Quebec are issued a provisional five-year teaching permit once their credentials have been assessed and approved. Certain conditions may apply.

The employment process for a teacher in Quebec typically follows the following pattern though if there is a shortage of teachers in a particular subject-area achieving a full-time status can be less onerous.

Step 1: Registering on a roster of substitute teachers at a board of education

Step 2: Gaining teaching experience as a substitute teacher

Step 3: Working as a part-time teacher or on short-term contracts

Step 4: Registering on a roster of teachers eligible for a full-time position

Step 5: Working full-time on short- or long-term contracts

Step 6: Becoming a full-time permanent teacher

### **1-2. Teacher training program quality assurance**

Quality of programs and adherence to the relevant education policies is monitored by the Comité d'agrément des programmes de formation à l'enseignement (CAPFE). Originally established in 1992, CAPFE was granted official status when the Education Act was sanctioned on December 19, 1997. CAPFE conducts rigorous reviews of all dimensions of the 12 teacher training programs in the province. Each institutional program is reviewed every three-four years.

## **2. Professional development and performance appraisal**

### **2-1. Induction program for new teachers**

In-service training is generally provided by individual schools or local boards of education. No systematic training program exists at the provincial level though the government does allocate funds for this purpose. During the first year of employment a teacher is evaluated by the school principal. The results of the evaluation, usually based on the observation of in-class performance, are forwarded to the board of education. Upon review, the board has the authority to issue permanent license. Granting of this license is contingent on successful completion of approximately one year equivalent of teaching days.

Schools pursue a variety of training options for novice teachers. Lindsay Place High School, an English school located in the largely anglophone suburb of Montreal, implemented a mentoring system in 2004. Novice teachers are paired with veteran colleagues (with over 15 years of experience) teaching the same subject. This partnership, which formally continues for two years, involves workshops, class observations, discussions of classroom techniques, general pedagogical principles, school management and curriculum guidelines.

This system was created to enable the less experienced educators to integrate themselves more quickly into the institutional environment, reduce the stress level of new employees, and as a result, lower the attrition rate in the profession.

The school board with the jurisdiction over Lindsay Place High School has implemented an assessment mechanism. Both full and part-time new teachers are evaluated on the basis of the following: a. how well prepared the teacher is for a class; b. how well the teacher is able to manage the class; c. the effectiveness of the teaching style; d. demonstrated professional responsibility and other qualities such as subject knowledge, communication skills, etc.

## **2-2. Professional development for in-service teachers**

While no systematic training structure exists at the provincial level, the Quebec Ministry of Education allocates funds to providers. Training sessions are organized by boards of education, often in partnership with provincial universities' faculties of education. McGill University, which has one of the most active programs for in-service teachers, typically manages 25 events annually. They range from theoretical lectures to hands-on practical workshops and are delivered by academics as well as by educators in the public school sector. These training sessions are organized on a cost-recovery basis. Participants normally cover the associated expenses themselves, which means that the courses draw highly motivated, 'converted' professionals. Those especially in need of improving their skills and knowledge may not participate at all unless instructed by the school managers following a periodic assessment.

## **3. Fundamental professional competencies**

The teacher training programs in Quebec are responsible for implementing through their curricula the 12 professional competencies as stipulated by the provincial education authorities. (see appendix for a complete list). The competencies address the full range of professional issues with the special emphasis on the subject knowledge; teaching and communication skills; classroom management; special education; ICT use; cooperation with other education partners; professional development and ethical responsibility.

## **4. Ongoing concerns**

### **4-1. High attrition rate in the profession**

The need to lower the attrition rate among school educators and attract more men to the profession has been cited as a major concern facing the Quebec education authorities. According to the 2003 government data, the percentage of pre-retirement departures has been rising. In 1995, of the total attrition 7.1% and 15.7% were elementary and junior high school teachers, respectively, changing occupation. In 1999, however, these ratios rose to 15.3% and 19.6% for elementary and junior high school teachers, respectively. This trend was especially pronounced among the science and IT teachers seeking more attractive remuneration in the private sector.

### **4-2. Low level of participation in the PD activities**

While a wide range of opportunities for professional development exist, the number of participants should be increased further. According to the education experts at McGill University, it is not simply a matter of budgetary constraints but of the need to design customized sessions which would be perceived as relevant to the educators

working in very diverse settings. Closer linkages between schools and universities, here such programs can be developed, are clearly necessary. Officials at the Quebec Ministry of Education further noted that while in the past a merit system was in place to recognize successful completion of PD programs, this has been discontinued due to the teachers' union opposition.

#### **4-3. Lack of a systematic evaluation mechanism**

School administrators urged the establishment of a systematic performance appraisal framework for teachers across the province. Such system should include a compensation provision for teachers with consistently high evaluations. It was further emphasized that a special training system should be designed for school principals and other senior managers responsible for the assessment to ensure fairness and transparency of the process.

#### **4-4. Other**

The following six points were flagged by CAPFE as priority areas for teacher training:

- enhancing the sense of professionalism of teachers
- strengthening of English as a Second Language and French as a Second Language education
- strengthening of second and third foreign language education (necessary in Quebec due to a large number of English-French bilinguals and the presence of immigrants who speak neither English nor French at home)
- ensuring a balance of theory and practice in the curriculum
- deepening the knowledge of provincial education guidelines and policies
- making the teacher training process more inclusive through active partnerships with all major education stakeholders

## **III. Ontario**

### **Key findings**

#### **1. Education system stakeholders**

- The system is self-regulatory with OCT (the Ontario College of Teachers) playing an important role in the management of the profession alongside the provincial Ministry of Education and a network of school boards.
- OCT is responsible for establishing and maintaining standards of practice and professional conduct; certifying new teachers; accrediting all provincial teacher education programs, and providing on-going learning opportunities for members.

## 2. Teacher training

- Quality of programs and adherence to relevant legislations is assured in part by a rigorous review of all teacher training programs in Ontario. The review is conducted by OCT every five years.
- Practicum is an integral component of all teacher education programs. A 40-day minimum is mandated by OCT.

## 3. In-service quality control and professional development

- Upon graduation from an accredited program prospective teachers receive provisional license. It can be converted into permanent license pending successful completion of the New Teacher Induction Program (NTIP).
- Under the guidance of veteran teachers serving as mentors, entrants to the profession must receive two satisfactory evaluations over the course of one (or maximum two) years. New teachers are evaluated by senior school administrators.
- Subsequently, all teachers in the publicly funded schools must be evaluated at least once every five years or as deemed necessary by school managers. Evaluation is conducted by either the school principal or vice principal, and involves a preliminary meeting with the teacher, class observation, and post-observation discussion. This mechanism is largely diagnostic aimed at identifying areas of weakness.
- In 2001, the provincial government attempted to implement a teacher certification examination and a re-certification process. This move was vigorously opposed by the union and ultimately was dropped due to the budgetary and management concerns.
- PD opportunities are provided by OCT; school boards, and individual schools.
- Participation in PD activities is not linked to any significant financial rewards, and most teachers take part in it to improve skills or increase employability by acquiring AQ (Additional Qualifications).

## 4. Ongoing concerns

- While participation in professional development motivates teachers to excel in their profession, there should be a system of rewards for those with a higher level of commitment.
- More resources should be made available for the NTIP and other orientation programs for new teachers. Systematic and well designed mentoring system should be implemented.

# 1. Education sector stakeholders

Three major administrative bodies are responsible for the delivery of education services in Ontario: the Ministry of Education / the Ontario Ministry of Training, Colleges and Universities; the Ontario College of Teachers, and a network of school boards.

### **1-1. The Ministry of Education of Ontario**

The Ministry of Education of Ontario administers all publicly funded elementary and secondary schools, while the Ontario Ministry of Training, Colleges and Universities administers the tertiary institutions. The Ministries are responsible for implementing government policies, providing funding to school boards and designing curriculum.

### **1-2. The Ontario College of Teachers (OCT)**

The OCT was established in 1997 to “allow teachers to regulate and govern their own profession in the public interest.” All prospective teachers must be certified by and become members of the College before they are permitted to work at publicly funded schools in Ontario. The College is governed by a 37-member council, including 14 appointed by the provincial government. OCT has the following key responsibilities.

- to establish and maintain standards of practice and professional conduct
- to certify new teachers (this is done on recommendation of accredited teacher education programs for candidates trained in Ontario and by ensuring that established pre-service standards have been met for candidates trained outside of the province.)
- to accredit all provincial teacher education programs and courses (see pre-service training quality control below)
- to provide ongoing professional learning opportunities for members

### **1-3. School boards**

School Boards of Ontario are responsible for:

- the infrastructure of schools
- management of budgets received from the Ministry of Education
- supervising the operations of schools and their teaching programs
- hiring teachers and monitoring teacher performance
- providing professional development opportunities for in-service teachers

## **2. Teacher training**

### **2-1. Teacher training quality control**

The first step in ensuring that entrants to the profession have achieved the desired skill level, and can adhere to the standards of practice and conduct is a regular and systematic examination of the provincial teacher education programs by the OCT. This review is necessary for the initial accreditation of teacher programs and subsequently is conducted every five years. The review is undertaken to determine if the program reflects current curriculum, relevant legislations and government policy. The review process is very rigorous and focuses primarily on the following elements:

- theoretical framework
- program format and structure
- practicum requirements (see below)
- learning materials and available resources
- faculty qualifications and institutional policies
- exit mechanisms

The final product of the review is the report which includes assessment of the program and recommendations. Recommendations are binding for the program to maintain accreditation. On several occasions accreditation was revoked pending compliance with recommendations.

## **2-2. Practicum**

Prospective teachers are required to spend 40 days in school practicum. This minimum is mandated by OCT; various education programs frequently require even a more extensive practicum. Practicum is done in several stages with student-teachers progressing from classroom observation to supervised instruction and participation in the everyday school activities. Practicum is evaluated jointly by the program faculty and in-service teachers at the school. Successful completion of the practicum is required for graduation.

## **3. Professional development and performance appraisal**

### **3-1. In-service quality control: New teacher induction program (NTIP)**

All new teachers are required to participate in the NTIP once they commence full-time employment. Successful completion of the Program is necessary for the teachers to be able to continue classroom teaching, and is contingent upon receiving two *Satisfactory* ratings in performance appraisals in the first 12 months of employment. Should a teacher fail to obtain two *Satisfactory* appraisals within this time frame, the Program continues into the second year. If a teacher fails to receive two *Satisfactory* appraisals within 24 months after he/she began teaching, the principals of the school will make a recommendation to the relevant school board to terminate the teacher's employment.

The appraisals are conducted by the school principal or vice-principal(s) and focus on the following components:

- commitments pupils and pupil learning
- professional knowledge of the subject matter and the ability to effectively introduce and assess new material
- professional practice including teacher's understanding of the curriculum goals and effective communicative ability in the classroom

Performance appraisals include a pre-observation meeting between the new

teacher and the principal; the actual classroom observation and a post-observation meeting. During the first appraisal the new teachers are ranked on a two-scale system: *Satisfactory* or *Development Needed*. If a teacher receives *Development Needed* assessment, the scale in subsequent appraisals is: *Satisfactory* or *Unsatisfactory*. The *Development Needed* rating is used to identify specific areas in need of improvement. New teachers have a variety of resources at their disposal, from peer observation to taking advantage of the training provided by OCT, boards of education and the school itself. In many cases, a new teacher would have a designated mentor, typically a veteran colleague.

While the Education authorities in Ontario have praised NTIP as a cost-effective structure to support the professional needs of new teachers and ensure quality control, the implementation of the NTIP has drawn criticism from various quarters, including the administrators of the teacher training programs. They argue that the government has failed to provide adequate financial support for NTIP, that it is not systematic, lacks objectivity, and places undue burden on experienced teachers, who receive no monetary incentive for taking on additional and onerous mentoring responsibilities.

Indeed, not all principals have received training on assessment techniques. Moreover, many, especially at the secondary level, have limited expertise in the subject matter of the teacher and, thus, are not in the position to assess his or her professional knowledge. Mentoring system is at the discretion of the school and the same teachers are usually asked to serve as mentors. Most welcome this opportunity as an honor and a recognition of their skills, but it does unduly increase their workload.

According to the survey conducted by the Ontario College of Teachers in 2006, new teachers complained of inconsistencies in the quality of orientations they received. Only 61% of respondents had designated mentors and more than half (52%) rated this experience as negative. Also, teachers not hired into permanent positions frequently receive no orientation whatsoever. The stakeholders have suggested that the education authorities in Ontario expedite training for the principals and provide some monetary incentives for mentors. Professional development opportunities should be expanded significantly to make it meaningful for a group of teachers with very diverse needs.

It should be noted that NTIP emerged following an unsuccessful attempt by the Government of Ontario to introduce a teacher certification examination and a recertification process which would have required all in-service teachers to amass a requisite number of specific credits to have their license renewed. This move was vigorously opposed by the teachers' union. Additionally, the faculty at the teacher education programs feared loss of professional autonomy. Recertification process was defeated also by the cost and management concerns when the new provincial leadership took control.



### **3-2. Performance appraisals of experienced teachers**

Quality control mechanism also exists for experienced teachers, though it is generally looser, and is seen as a professional diagnostic tool rather than a way to identify non-performing teachers. Similar to NTIP, all teachers working in publicly-funded schools in Ontario must have their performance evaluated by the school senior managers. Evaluation is done at least every five years and centers around classroom observation. The principal has the discretion to add the teacher to the list of those to be evaluated if he/she has concerns about the teacher's performance.

In addition to the competencies listed for NTIP above, experienced teachers are evaluated on their ability to work collaboratively, demonstrate leadership and commitment to ongoing professional development. Teachers are rated on a four-scale system:

- *Exemplary*
- *Good*
- *Satisfactory*
- *Unsatisfactory*

As a result of the observation, the principal (or vice-principal) and the teacher jointly develop strategies and timelines for professional development. The document, *Annual Learning Plan*, is updated by the teacher regularly to reflect his/her progress. If a teacher receives an *Unsatisfactory* appraisal, he/she is put on review and the second appraisal must be undertaken within six months. Several successive *Unsatisfactory* appraisals may lead to a disciplinary action.

### **3-3. Professional development opportunities**

PD opportunities are provided by the Ontario College of Teachers, school boards, and individual schools. Teachers can take courses delivered on weekends or evenings. The online selection is expanding. Courses and workshops are diverse, and address various classroom management needs as well as knowledge upgrade. Teachers often take courses leading to AQ (Additional Qualifications) to increase their marketability, especially in rural areas where unemployment among teachers remains high. While successful completion of certain training programs can lead to a salary increase, the raise is usually small and disappears when the salary ceiling is reached (usually after 15 years of service). Many teachers and administrators have complained that the current number of days allocated for PD is insufficient. Teachers were also concerned about inadequate resources and lack of tangible incentives.

## **4. Major Challenges**

The following "wish list" was reiterated by the interlocutors.

- While participation in professional development motivates teachers to excel in their profession, there should be a system of rewards for those with a higher level of commitment.
- More resources should be made available for the NTIP and other orientation programs for new teachers. Systematic and well designed mentoring system should be implemented.
- More financial support for PD opportunities within the school to enable teachers to focus on issues of relevance to them
- Principals should have the power to mandate PD opportunities for teachers they consider as non- or under-performing to minimize polarization between those who have a high degree of personal commitment and those teachers who do not.

## IV. Possible considerations for Japanese education authorities

### 1. Regarding teacher education

- Teacher training programs should be re-structured to provide for longer and more meaningful practicum. The current period of 2-3 weeks typical for Japanese programs does not provide nearly sufficient opportunities for prospective teachers to become engaged in classroom management activities or gain familiarity with school administration.
- The substance of the teacher training programs should undergo a comprehensive review on a regular basis to ensure compliance with the changing education policies and, more broadly, to provide a systematic quality control mechanism. An independent agency with a mandate to carry out program reviews should be created.

### 2. Regarding professional development for new teachers

- A formal structure should be established supported by adequate financial and human resources. The design of the program should involve both theoretical and hands -on learning helping new teachers deal with specific challenges they encounter in their daily work. Mentors and other experienced personnel involved in providing coaching and other modalities of professional development should be given the necessary time and relieved of other work duties to compensate for this

increased responsibility. The program should also not represent an additional burden for new teachers.

- Senior staff responsible for evaluating new teachers – principals and vice-principals – should receive thorough guidance to ensure fairness and consistency in the assessment process.

### 3. Regarding professional development and assessment of teachers

- Increase opportunities for professional development both in and outside of school, and create the environment encouraging the teachers to participate in such activities.
- Ensure that the range and content of PD available to teachers reflect the ongoing needs of the profession. Consultations should be conducted to identify areas of priority for teachers.
- Encourage teachers to avail themselves of PD opportunities, create a system of awards and incentives for participation, and adjust workloads for those engaged in training.
- Teachers' performance and development needs should be monitored through periodic diagnostic assessment mechanisms. Assessment should be the responsibility of the school principal who would forward the appraisal results to the local board of education. The teacher would then engage in relevant professional development and submit the proof of completion to the principal.

### 4. Regarding professional standards and quality assurance

- A detailed set of professional standards for the teaching profession should be elaborated and established as a formal measurement of the teaching staff.
- An autonomous body should be established to maintain quality control of teachers and ensure full compliance with the professional standards. All public school teachers should be required to be members of this entity.

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# Chapter 3

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## The NBPTS Certification System

### *Implications for the Japanese Certification Renewal System*

In the United States each state has autonomy in deciding its education policy. Since the 1930s a teacher certification renewal system has been in effect in each state.

In response to the alarming shortage of qualified teachers in the 1980s, the National Board for Professional Teaching Standards (NBPTS) was established in 1987. It is a non-profit organization aimed at advancing the quality of teaching and learning by maintaining high and rigorous standards for what accomplished teachers should know and be able to do.

The following is a summary of the NTPBS certification system and its implications for Japan.

## I. Outline of NBPTS Certification System

### 1. The NBPTS standards<sup>(1)</sup>

The role of NBPTS is to provide a national voluntary system for certifying teachers who meet the standards described below. The basic policy position is clarified in the form of **Five Core Propositions** as follows.

#### (1) Teachers are Committed to Students and Learning.

- National Board Certified Teachers (NBCTs) are dedicated to making knowledge accessible to all students. They believe all students can learn.
- They treat students equitably. They recognize the individual differences that distinguish their students from one another and they take account of these differences in their practice.
- NBCTs understand how students develop and learn.
- They respect the cultural and family differences students bring to their classroom.
- They are concerned with their students' self-concept, their motivation and the effects of learning on peer relationships.
- NBCTs are also concerned with the development of character and civic responsibility.

- (2) Teachers Know the Subjects They Teach and How to Teach Those Subjects to Students.
- NBCTs have mastery over the subject(s) they teach. They have a deep understanding of the history, structure and real-world applications of the subject.
  - They have skill and experience in teaching it, and they are very familiar with the skills gaps and preconceptions students may bring to the subject.
  - They are able to use diverse instructional strategies to teach for understanding.
- (3) Teachers are Responsible for Managing and Monitoring Student Learning.
- NBCTs deliver effective instruction. They move fluently through a range of instructional techniques, keeping students motivated, engaged and focused.
  - They know how to engage students to ensure a disciplined learning environment, and how to organize instruction to meet instructional goals.
  - NBCTs know how to assess the progress of individual students as well as the class as a whole.
  - They use multiple methods for measuring student growth and understanding, and they can clearly explain student performance to parents.
- (4) Teachers Think Systematically about Their Practice and Learn from Experience.
- NBCTs model what it means to be an educated person—they read, they question, they create and they are willing to try new things.
  - They are familiar with learning theories and instructional strategies and stay abreast of current issues in American education.
  - They critically examine their practice on a regular basis to deepen knowledge, expand their repertoire of skills, and incorporate new findings into their practice.
- (5) Teachers are Members of Learning Communities.
- NBCTs collaborate with others to improve student learning.
  - They are leaders and actively know how to seek and build partnerships with community groups and businesses.
  - They work with other professionals on instructional policy, curriculum development and staff development.
  - They can evaluate school progress and the allocation of resources in order to meet state and local education objectives.
  - They know how to work collaboratively with parents to engage them productively in the work of the school.

## 2. The process of certification

### (1) Eligibility<sup>(2)</sup>

Applicants must:

- hold a bachelor's degree
- have three full years of teaching/counseling experience

- possess a valid state teaching/counseling license for that period of time, or, if teaching where a license is not required, have taught in schools recognized and approved to operate by the state

(2) Each applicant has to submit four portfolio entries.<sup>(3)</sup>

Three are classroom-based, where video recordings and examples of student work serve as supporting documentation. A fourth entry relates to an applicant's accomplishments outside of the classroom – with families, the community or colleagues – and how they impact student learning.

(3) Length of the certification process<sup>(4)</sup>

It may take up to three years to complete the certification process.

(4) Assessment center exercises<sup>(5)</sup>

Each applicant must also demonstrate content knowledge in response to six exercises developed for the chosen certificate area.

(5) Scoring<sup>(6)</sup>

The National Board Certification evaluation process is designed to assess evidence of accomplished teaching or school counseling practices that are based on the NBPTS standards. Once an applicant has submitted his or her portfolio and assessment center exercises, his or her complete work will be scored by a minimum of 12 teachers who have successfully completed intensive training and have been qualified for scoring based on their understanding of NBPTS standards and guidelines.

(6) National Board Certified Teachers (NBCTs)

As of December, 2007, 64,000 teachers, or about 2 % of the total number in the U.S., have been certified as NBCTs in 25 fields. The top three states are North Carolina with 12,770, Florida with 10,875, and South Carolina with 5,729. Some of the examples of rewards are pay raises: 12% in North Carolina, 13% in Alabama, and 10% in Florida.

## II. Report on the 2007 NBPTS Annual Conference

The NBPTS 20th anniversary convention was held on July 25-28, 2007 in Washington, D.C.

### **Implications for the implementation of TCRS in Japan**

1. The importance of enlightenment campaigns and supporting activities

- In order for a teacher certification renewal system in Japan to function properly, it is vital that appropriate enlightenment campaigns as well as supporting activities be conducted by the national government, local governments, the mass media, local boards of education, universities, and schools.

2. Conditions for implementing effective training for in-service teachers as a

concomitant of the implementation of a teacher certification renewal system to Japan

- Designing training programs taking into account the opinions of in-service teachers.
- Developing model community support systems aimed at strengthening teacher professional development.

## 1. Enlightenment campaigns by certified teachers<sup>(7)</sup>

NBPTS has continually campaigned for the importance of hands-on training for improving school education and teaching quality through enlightenment activities of certified leader teachers. One NBPTS group is NBPTS Advocacy Leaders Institute, in which certified teachers act together when there are opportunities to advocate the benefits of National Board certification system. NBPTS Advocacy Leader members give presentations about advocacy as well as about their own teaching practices at the NBPTS Annual Conference every summer.

Four members of the NBPTS Advocacy Leaders made presentations at the Pre-Conference session entitled “Advocacy Leader Institute” held on July 25<sup>th</sup>, 2007. The following is a summary of their presentations. Similar enlightenment campaigns performed by in-service teachers would urgently be needed after a certification renewal system is enacted in Japan.

### (1) Presentations on advocacy by NBCTs

- **Federal Advocacy:** This focuses on how to promote the benefits of NBPTS certification to federal policy-makers.
- **State Advocacy:** This focuses on ways to advocate NBPTS certification at the state level.
- **Media Advocacy:** This focuses on how to promote the ideas of NBPTS to federal and state policy-makers, school boards, schools and communities through the media and public relations organizations.
- **District- and School-Level Advocacy:** This focuses on how to advocate strengthening teaching through professional development in the most challenging educational environments.

### (2) NBPTS five more operational Institutes

- **The Administrators Institute** focuses on how administrators and teachers should work together to achieve common goals related to high-quality teaching and increased student achievement under the slogan ‘No Child Left Behind’.
- **The Higher Education Institute** focuses on how to learn about the NBPTS and the National Council for the Accreditation of Teacher Education (NCATE) process and how they align with each other and teacher preparation programs.
- **The Renewal Institute** focuses on the requirements, deadlines, and how to map the way in order to becoming a “renewed” NB certified teacher.



- **The Schools That Work Institute** focuses on how urban schools are successfully tapping into the expertise of NB certified teachers and teacher leaders using a team approach to advance school reforms.
- **The Candidate Support Provider Institute** focuses on how to provide support to candidates for National Board Certification.

## 2. Conditions for successful seminars of teaching certificate renewal: NBPTS as a mirror

The teaching certificate renewal process in Japan is envisaged as follows: The Central Education Council announced its direction during the fiscal year of 2007, invited comments for the direction from the public and revised the related ordinance of MEXT by the end of 2007 fiscal year.

In the 2008 fiscal year, the following steps are planned: piloting a certificate renewal training program, developing a certificate management system including related databases, accepting applications for renewal, and screening of applicants (MEXT 2007). While these decision-making processes are essential, it is vital that seminars become relevant for the in-service teachers. Failure to do so will reduce the effectiveness of the training programs and ultimately greatly limit the intended impact of the recertification initiative. This section considers the requirements for the effective teaching certificate renewal training programs.

### (1) Membership of the training program curriculum development committee (tentative name)

To make the recertification policy a success, a credible training program curriculum development committee should be formed. The current council concerned with the introduction of a teaching certificate renewal system (announced on July 27, 2006) has only one non-managerial teacher (a high school nurse-teacher) among the 23 members; the others are board of education members (8), managers (7), university staff (6), and one researcher.

In contrast, the National Board of Professional Teaching Standards (NBPTS) consists of 80 members and half of them are ordinary teachers. The committees related to the 25 subjects and extra-curricular activities consist of 8-12 members, and half of them are ordinary teachers who, for at least half of their class hours, teach a subject or an area to the students of appropriate developmental stages in which their license is to be renewed.

There are historical and cultural differences between Japan and the U.S. as well as between the contemplated teaching certificate renewal in Japan and recognition of accomplished teachers in the U.S. However, in both countries it is hoped that teachers will strive to achieve professional standards in order to improve themselves

and develop themselves into leaders in the teaching profession.

## (2) Local support system

This section introduces a project of a tested replicable model that enables facilitators to develop programs for supporting NBPTS candidates in their community. This project, called the *Collaborative Model of Teacher Support*, represents an initiative in which facilitators can work with candidates to review and update content-area information. The project is described in detail by Steeves and Browne (2000). This report focuses only on the most important points.

### ① Participants

- Teaching staff of George Washington University
- School personnel. These employees are in charge of providing substitute teachers to replace NBPTS candidates while they are away from school attending seminars or workshops.
- Community: business people, state and city representatives, PTA., etc. This is a network through which NBPTS candidates can get subsidies to participate in workshops and receive guidance.
- School and education organizations, including teachers' associations which support their colleagues and fellow teachers.
- National Board Certified Teachers (NBCTs) help and guide candidates attempting to attain NBPTS as local leaders.

### ② Supportive plans

Supporting activities are classified into three stages.

- The First Stage: Pre-candidacy  
Facilitators (university faculty, staff development personnel, NBCTs) hold recruitment and information meetings, a mini-seminar comprising a three- to six-hour workshop, and a five-week workshop to get superintendents, principals, and community network involved (Jan.-April), to raise awareness among teachers of the NBPTS assessment process (May-Sept.) and to provide teachers with a more in-depth understanding of the assessment process (Sept.-Oct.).
- The Second Stage: Candidacy  
The facilitators described above hold support sessions to provide candidates with support and feedback during NBPTS assessment process (Oct.-June).
- The Third Stage: Post-candidacy  
The facilitators described above make candidacy recommendations and conduct a reflective group session to highlight the benefits and challenges of assessment, to discuss future support, and to recognize candidate teacher accomplishments (June-Oct.).

After the assessment, the candidates are called on to reflect and talk about the three points below:

- a. What did I learn from the assessment and support I got?
  - b. How did I change my teaching in a positive way?
  - c. If I couldn't achieve the purposes and the standards, and want to know what support I can get hereafter.
- ③ The teaching certificate renewal system should not be viewed as a litmus test.

For the past 20 years English teachers have been able to participate in several training programs: seminars to develop leaders in English teaching, seminars to provide training to use English in the classroom, and programs to meet modern educational needs. Compared with teachers of other subjects, English teachers can benefit from many development opportunities. However, the results have not been as positive as anticipated. Several factors may account for the outcome which is often not commensurate with the invested resources. The most important factors are the content of the seminars and the follow-up. For example, the content of the seminar may not have been relevant to participants. Often teachers with varied teaching experience and skills have been mixed in the same seminar so that they cannot learn in programs which suit their levels of skills and knowledge. A more flexible program addressing the diverse needs of teacher population is urgently needed.

The follow-up has also been ineffective. Little effort has been made to utilize the expertise of teachers to create a local learning community. It is possible that the knowledge acquired during the training seminars has been of limited use prompting the question of whether taxpayers' money has been used strategically. Raising the level of accountability in education is of paramount importance. To this end, examination of the activities of the U.S. National Board of Certification can be useful as the Japanese education authorities seek ways to enhance teacher development and certification renewal systems.

### **Notes**

- (1) The Five Core Propositions, NBPTS (Retrieved on April 27, 2008)
- (2)-(6) Assessment Process, NBPTS (Retrieved on April 27, 2008)
- (7) 20th NBPTS National Conference Program, pp.15-16, July, 2007, NBPTS

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# Chapter 4

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## Visit to the USA (California and Massachusetts) *Report on Teacher Licensure Procedures in California and Massachusetts*

### I. Introduction

In the U.S., as a general rule, tax payers directly pay an educational tax. As a result, there is strong demand for a high level of quality in education on the part of citizens. At the same time, the educational tax rate is decided by resident vote and residents naturally hope for lower taxes. Accordingly, while there is demand for high-quality education, the average annual salary of teachers in the U.S., at \$46,752 (2007), is much lower than that of their Japanese counterparts. Considering that the annual salary for Japanese high school teachers is 7.24 million yen (2006) it is impossible to say that U.S. educators are in a favorable position financially. Under these circumstances, it is likely that recertification procedures in the United States evolved as a means to continue efforts to assure maintenance of professional quality after employment.

Although teacher licensure procedures vary from state to state in the U.S., the establishment of the NBPTS (National Board of Professional Teaching Standards) and other national educational organizations, coupled with the need to deal with more and more teachers moving from one state in which they hold a teaching license to another, has led to greater standardization. Consequently, teaching licensing procedures have become more similar although the precise terminology may differ. This paper reports on findings regarding teacher licensure in Los Angeles, California, and Boston, Massachusetts, based on visits to California State University, Northridge (CSUN), the Massachusetts Department of Education, and Boston College (BC) in September 2007, from a perspective of four points in common: (1) phased systems of licensure, (2) recertification procedures, (3) teacher evaluation standards, and (4) implementation of a “Teachers for a New Era” (TNE) initiative.

California was chosen as a continuation of the previous year research based primarily on information obtained via the Internet and e-mail correspondence. The use of a point system for recertification in Massachusetts was regarded by the present

researchers as potentially valuable as Japan is in the process of phasing in its own recertification process. While it is impossible to gain a comprehensive overview of teacher licensure procedures throughout the U.S. through examination of these two states, a shared framework of issues and the ways in which these two states have dealt with these issues provides a useful means of exploring teacher licensure procedures in the U.S.

#### **Key findings**

1. Phased systems of licensure that link efforts toward enhancement of teacher qualifications with the acquisition of higher-level licenses
  - The aim of the establishment of higher-level licenses is the improvement of teacher quality through ongoing training.
  - Employment stability and higher wages serve as an incentive for acquisition of higher-level licenses.
2. Recertification procedures that place increasing emphasis on professional development as well as induction
  - In California the recertification procedure is now implemented on-line with minimal requirements.
  - In Massachusetts, management of teacher recertification points, previously undertaken by the Department of Education, is now mainly supervised at the local school district level.
3. Teacher evaluation standards that are clear and accessible to all concerned parties
  - California makes use of teacher evaluation sheets for newly employed teachers. In addition, a consortium of teacher preparation programs called the Performance Assessment for California Teachers (PACT) has been established.
  - Massachusetts certifies teachers according to whether they are “Highly Qualified Teachers” (HQT).
  - Massachusetts has teacher recognition programs which make explicit qualities desirable in its teachers.
4. Implementation of a “Teachers for a New Era” (TNE) initiative to improve the quality of teaching
  - Under the “No Child Left Behind Act of 2001” (NCLB) federal authorization, TNE has been implemented at 11 universities in the U.S.

## **II. Research Findings Related to California and Massachusetts**

## 1. Licensing system

### 1-1. Five-year “preliminary credential” / “initial license”

In California and Massachusetts, those who complete a teacher-training course receive a license valid for five years, called the “preliminary credential” in California and the “initial license” in Massachusetts.

#### 1-1-1. California

In California there are six basic paths to teacher certification following completion of a bachelor’s degree. In addition, there are 13 teaching performance expectations required for the preliminary credential. (see CA-1)

- (post-bachelor’s degree) Completing a college or university teacher training program

The length of this course varies depending on the background of each individual. The teacher training course at California State University, Long Beach, for a junior high/high school teaching license, for example, requires 44 credits including 15 credits of teaching practicum and a course called “Educational Technique Level 1”. The course generally requires three semesters of study or more, but some students receive credit for courses taken earlier or for work experience.

- Completing a college or university internship program

This is a one to two year program undertaken through a tie-up between a college or university and a local school district. Prospective teachers gain experience on-site while completing coursework for the teaching credential.

- Completing a school district internship program

Candidates register for a teaching internship through the school district. The requirements and conditions vary.

- Possessing private school teaching experience

Experience teaching at a private school is applied to requirements for the teaching credential. Three to five years of experience teaching at a private school is considered equivalent to the teaching practicum, and six years of experience is considered equivalent to completion of a teacher training program.

[Note] It is not necessary to have a teaching license to teach at a private school in California. At private schools more emphasis is placed on demonstrated specialized knowledge, with a bachelor’s and graduate degree in the subject taught considered most important.

- Completing an early completion internship option (an alternative route to licensing)

Prospective teachers whose teaching skills are evaluated highly during their internship at a college/university or school district can have internship experience

converted into coursework credits through a teaching performance assessment.

- Possessing teaching experience through the Peace Corps

Prospective teachers who have served as teachers in developing countries through the Peace Corps can apply this experience to the teaching credential requirements.

In addition to the above, in order to gain a junior high or high school teaching certificate, the following four basic conditions must be met.

- possession of a bachelor's degree or higher
- demonstration of competence in basic skills
- verification of subject matter competence (by achieving a passing score on the appropriate subject-matter examination(s) or completing a Commission-approved subject-matter program or its equivalent
- completion of a single subject teacher preparation program which includes a teaching practicum and a formal recommendation for the credential by the California college or university where the program was completed

### ***Notes***

1. Candidates can satisfy the basic skills requirement by passing the CBEST (California Basic Educational Skills Test); GRE (Graduate Record Examinations) General Test; SAT (Scholastic Aptitude Test) Reasoning Test; ACT Plus Writing Test, etc.
2. California also has an Emergency 30-Day Substitute Teaching Permit, which is not an official teaching qualification but which allows an unlicensed teacher to teach for up to 30 days in emergency situations.

### **1-1-2. Massachusetts**

As in California, in Massachusetts teachers who have completed a teacher training course receive a five-year license. Those who have not completed a teacher-training course but have passed the Massachusetts Tests for Educator Licensure (MTEL) administered by the Massachusetts Department of Elementary and Secondary Education receive a "preliminary license." The preliminary license is valid for five years and is considered a stage prior to the five-year initial license. In addition, for teachers with out-of-state licenses, there is a one-year "temporary license". To be eligible for a temporary license, teachers must have completed a teacher training program or have three years of licensed teaching experience.

### **1-2. Employment**

In both states, employment decisions are left to the discretion of each school district resulting in varied requirements. As one example, in LAUSD (Los Angeles Unified School District), teachers are employed after passing the educational board's employment examination. While a teaching license or a certificate of teacher training



completion is a general requirement due to the chronic shortage of teachers, those without a teaching license or a certificate of teacher training completion may apply provided that they have fulfilled the minimum employment standard (completion of the CBEST, a bachelor's degree from an authorized institution, and a GPA of 2.7 or above).

### **1-3. Main license**

In both states, after receiving the initial license, it is expected that teachers will advance to the next stage of licensure within five years. This next stage of licensure is called the "clear credential" in California and the "professional license" in Massachusetts. These licenses are also valid for five years and must be renewed every five years throughout the teachers' career.

#### **1-3-1. California**

If a teacher does not fulfill the requirements for a clear credential by the expiration date of the preliminary credential, he or she cannot teach in a state public school.

Basic ways to obtain the clear credential

- Complete a Commission-approved teacher induction program through an approved school district, county office of education, college or university, consortium, or private school.
- Complete a fifth year of study at a California college or university with a Commission-approved teacher preparation program, receiving that institution's formal recommendation for the clear credential.
- Receive certification by the National Board for Professional Teaching Standards (NBPTS) which results in issuance of a clear credential in the subject area in which the teacher has received national certification.

New Teacher Induction Programs

- The induction programs enhance teaching expertise and support the fulfillment of the requirements for the clear credential.
- The induction programs sponsor opportunities for workshops, training, and networks targeted at various levels.
- As the most prevalent program, the Beginning Teacher Support and Assessment (BTSA) is a state-funded program designed to support the professional development of newly-credentialed, beginning teachers and fulfill the requirements for the California credentials. It is jointly managed by the California Commission on Teacher Credentialing (CCTC) and the California Department of Education (CDE).
- LAUSD has developed a website that provides information in accordance with the teacher induction standards and which responds to questions from teachers. Expanding the website to assist those other than new teachers is under consideration.

### **1-3-2. Massachusetts**

It is possible to earn a professional license in the following ways:

- Complete a state-approved program offered in an MA program
- Complete a 12-credit post-MA advanced content course approved by the Licensure Office
- Complete an accelerated district-based/alternative certification program that offers a combination of advanced content and practice.
- Receive NBPTS certification

In addition, requirements for the professional license include completion of a one-year induction program with a mentor and three years of employment under an initial license.

### **1-4. License renewal**

In both states, the main licenses must be renewed every five years.

## **2. Simplification of recertification procedures**

### **2-1. California**

Until December 31, 2006

- Teachers chose a Professional Growth Advisor from among their workplace colleagues.
- Teachers engaged in self-assessment of their professional growth and maintained a professional growth record.
- Teachers were required to participate in a minimum of 150 hours of training aimed at enhancing professional skills and performance.

After January 1, 2007

- Recertification procedures take place on-line.
- There are only very basic recertification requirements.
- There is no professional growth record or 150 hours of required training.
- Two years of induction training has been added as a requirement for a single-subject license.

[Background to the simplification of recertification]

- California has placed more emphasis on new teacher development and the continuing training of teachers in place of difficult recertification requirements.
- It is believed that teachers will continue to upgrade their expertise because additional training results in higher salaries.

### **2-2. Massachusetts**

In Massachusetts, recertification is based on points awarded through a wide variety of activities such as participation in training workshops or mentor service. A

total of 150 so-called professional development points (PDPs) must be acquired over five years to be recertified. Previously all teachers submitted their professional development point documentation to the Department of Education. However, now review of the materials is managed at the local school district level due to the complexity of managing the point system. Points are approved through submission of a portfolio documenting each teacher's professional development to the school at which the teacher is employed.

### ***Notes***

1. In Massachusetts, schools are asked to make provisions for the implementation of new teacher training with mentors, but the Department of Education does not evaluate new teacher training.
2. Examples of activities, points awarded, and the documentation required in the case of a high school teacher:
  - peer coaching: 15 PDPs ; submission of a journal recording pre-observation discussions, observations, and follow-up discussions
  - development and implementation of a series of content seminars for teachers: 10 PDPs ; submission of a seminar syllabus, bibliography, and participant evaluations
  - participation in a Department of Education summer content institute: 67.5 PDPs; submission of pre- and post-assessment

## **3. Teacher evaluation system**

### **3-1. California**

In the Los Angeles Unified School District, attention is paid not only to teacher recruitment but also to the issue of how to nurture more "highly qualified teachers". However, education experts acknowledge that maintaining consistency in evaluations is very difficult. The following is the evaluation process of newly employed teachers.

First year: Terminating the employment of non- or under performing teachers is administratively very easy and a simple evaluation form is used.

Second year: A minimum of 10 types of documents are required to terminate the employment of a teacher in his or her second year. Teachers who receive the lowest evaluation for two consecutive years lose their license.

### ***Note***

The recruitment standards are high, yet at the same time LAUSD is suffering from a shortage of teachers so dismissing unqualified teachers can be problematic. In California, to address this problem, a consortium of teacher preparation programs at several universities called the Performance Assessment for California Teachers (PACT) has been created. PACT has established a teaching performance assessment that

measures 13 expectations. In 1998 the state legislature passed a resolution requiring the establishment of evaluation standards in teacher development programs in order to receive a license. Universities in the state that were dissatisfied with state evaluation requirements established PACT. PACT is a direct descendent of NBPTS, and members of PACT include 30 universities in the state such as the University of California, the California State University system and private universities (as of February 2008). The purpose of PACT is to develop evaluation standards for the knowledge and skills instruction in specialized subjects required by students in teacher training courses in order to obtain their preliminary credential. It is believed that by completing the PACT evaluation at each university, students will be able to experience the professional instruction process of planning, implementation, and analysis. It is also expected that the implementation of PACT will lead to an improvement of teacher development programs at each university. The PACT evaluation system is based on the following two strategies of developing the knowledge and skills needed for teacher training and instruction:

- ESAs: Embedded Signature Assessments

ESAs differ from institution to institution, but include items such as case studies of individual students, lesson or unit plans, analyses of student work, and observations and reflections on student teaching.

- TE: Teaching Event

The Teaching Event (TE) is designed to capture four categories of teaching: planning, instruction, assessment and reflection. To complete the TE, candidates plan and teach a learning segment (three to five lessons), videotape and analyze student learning, and reflect on their practice.

### **3-2. Massachusetts**

Each school district manages teacher evaluation in accordance with state licensing requirements and highly qualified teacher requirements. In Massachusetts, the HQT designation requires the following :

- possession of a Massachusetts license in the core subjects taught
- possession of a bachelor's degree
- demonstration of subject matter competency

The school district is in charge of ascertaining whether a teacher is highly qualified. Decisions regarding how to deal with teachers who are not highly qualified are left to the discretion of each school district, but school districts are required to report to the state each year their HQT percentage data. In the case when a non-HQT teacher teaches four or more consecutive weeks the school is required to notify the students' guardians.

### ***Note***

It is permitted for teachers to teach subjects in which they do not hold a license up to 20% of their total teaching time. In the matter of teacher evaluations as well, the issue of consistency in evaluations is dealt with at the school district level rather than the state level. Moreover, decisions regarding how to deal with teachers who do not pass evaluations are also left to the discretion of the school district. It is acknowledged that teacher evaluations are largely influenced by each principal's personal standards and thus the process lacks consistency and transparency.

## **4. Teacher recognition programs**

### **4-1. California**

Following President Bush's No Child Left Behind Act of 2001 (NCLB), California strives to develop highly qualified teachers, employ them in the school system, and make them the standard in state public education. NCLB stipulates that all teachers in the U.S. must have a bachelor's degree, a valid license in the state in which they are teaching, and be able to demonstrate competency in the subject in which they are teaching. CDE has published a guidebook to implement the fulfillment of these three NCLB requirements. However, in cases in which these conditions are not met, the educational committee of each school district promotes appropriate instruction rather than revoking the license or terminating the employment of the teacher. (see CA-5, CA-6)

### **4-2. Massachusetts**

#### **(1) Teacher recognition programs**

In addition to the national Presidential Award which annually recognizes outstanding teachers, Massachusetts also has a "Teacher of the Year" recognition program sponsored by the Department of Education. The program began in 1960 and five out of 34 recipients of the Massachusetts Teacher of the Year have also been chosen as the winners of the Presidential Award. It is possible to recommend candidates for the award twice a year and the monetary value of the prize money and goods awarded to the teachers' school by the sponsoring companies amounts to \$16,000 dollars. Winners are required to travel to various venues and engage in activities aimed at enlightening school communities and the general public about excellence in teaching for one year. In the past, substitute teachers were employed for one year to enable the recipient to concentrate on these activities but this practice has been discontinued.

The 10 questions used in the final interview stage cover a range of topics related to the practice of teaching and the role of teachers, including broad issues in education such as collaboration with colleagues, student assessment and self-assessment, mentoring, and involvement of parents and the local community. Some questions seek

opinions on specific matters such as strengths and weaknesses of NCLB and the requirement that Massachusetts students pass the MCAS (Massachusetts Comprehensive Assessment System) test in order to graduate from high school. Still other questions assess the candidates' suitability as an ambassador of the teaching profession by inquiring how the candidate would explain the profession to prospective teachers and what types of articles he or she might write as newspaper OpEd pieces related to education.

## **(2) Master Teacher Program**

The goal of the Master Teacher Program, created in 1999, was to create a core of mentors. Master Teachers were expected to serve for 10 years, receiving \$5,000 a year. However, due to budgetary constraints, the stipend was cut to \$2,500 a year, and officials made it clear that the Master Teacher program doesn't really exist anymore except for those who already in their 8<sup>th</sup> or 9<sup>th</sup> year of service as Master Teachers. There are currently about 300 Master Teachers. Many subsequently move on to become administrators.

## **5. The Teachers for a New Era initiative**

The Teachers for a New Era (TNE) initiative is currently being implemented at 11 universities (as of July 2007) in the U.S. under a grant from the Carnegie Corporation and other foundations as a response to NCLB. This report examines two related projects, at California State University at Northridge (CSUN) and Boston College (BC).

### **5-1. TNE in California**

CSUN is one of the 11 universities in the U.S. to participate in TNE. TNE at CSUN is focused on improving teacher development based on a partnership between the Los Angeles Unified School District and CSUN, with teacher training taking place through tie-ups between the university and public schools in the district. Thirty to forty percent of the teachers in this district are trained through the California State University system, and among these, CSUN is training the highest percentage of teachers. Northridge is addressing teacher development as university-wide issue, and beginning in 2002, through cooperation with the Michael D Eisner School of Education, the Teacher Education Committee, and the actual schools which serve as clinical sites, a major part of the CSUN TNE initiative has been a project to clarify the professional standards for teachers at various levels in their careers. In the first two years the project has focused on the conceptualization and realization of "good teaching", and from the third year on emphasis has been placed on "effective teaching that enhances student learning". Research is based on data from the educational effects of teachers. [Elements of the project's "good teaching" concept]

- Belief system and dispositions: Believing in the students' ability to learn, possessing a will to expand this ability, and further possessing the talent to correctly evaluate students.
- Knowledge base: Layering knowledge of the subject matter, teaching methodology for the subject, and advanced knowledge from other fields regarding students' learning.
- Practices and skills: Possessing diverse instructional skills to respond to a diverse student population accompanied by practice in the actual classroom.

[Ways of determining "good teaching"]

- Collecting data via questionnaires and face-to-face interviews
- Classroom observation
- Utilizing the results of external research organizations to gain a broader perspective by which to objectively analyze and assess

[The project's three principles]

- Assessing evidence– Improving teacher preparation programs, teaching strategies, and teacher support through valid and reliable data about student learning
- Creating strong clinical practice and induction– Adding greater continuity to the learning environment from kindergarten through high school and matching these educational needs with the university teacher preparation curriculum while strengthening theory and practice.
- Engaging the arts and sciences with education– Aspiring teachers must learn not only about the subject they will teach but also about how to teach it, thus teacher development and student learning is the responsibility of all in the university community.

[Project goals]

- Partnership between LAUSD and CSUN for teacher preparation
- A cohort of graduate students immersed in a full-time school-based experience
- Acquisition of the preliminary credential (multiple subjects) in two semesters
- Classes taught on-site by university professors (all course work)
- University professors share their expertise with the school communities

[Future project issues]

- Collection and analysis of data related to "effective teaching" that enhances student learning
- Research related to the relationship between educational effect and teacher preparation
- Improvement of the ongoing teacher preparation program

[Problems with the project]

- Common understanding of what pupils learn and how they should be evaluated is needed, but university professors do not feel that issues related to basic ability in reading, writing and arithmetic are their responsibility.

- This project does not include induction for the following reasons:
- b. The problem of decentralization—There are multiple levels of authority. For example, in Los Angeles there is the Unified School District, sub-districts, the Department of Education, the Secretary of Education, CCTC, California Post-secondary Commission. With so many stakeholders, it is difficult to decide who specifically will be responsible for the training elements.
- c. The problem of school autonomy
- d. The problem of definition of teacher training—who instructs which teacher?
- e. The problem of identifying the instructors for teacher training: what criteria should be applied and who would have the authority to make the selection.

## **5-2. TNE in Massachusetts project**

Boston College (BC) in Massachusetts is another of the 11 universities participating in TNE, with on-site teaching as a main component of its TNE project. On-site teaching involves not only teacher training but also graduate courses in teaching methodology taught at elementary, junior high and high schools in order to combine theory and practice. The courses which offer on-site training, the first and final three weeks of class take place at Boston College with the middle eight weeks on-site.

# **III. Implications for Japan**

In the U.S., unlike Japan, there is a high teacher attrition rate, and teacher retention is an extremely important issue. While this is not necessarily relevant in the Japanese context, the models established to produce and retain good teachers in this challenging environment offer potentially useful examples for ways in which Japan can enhance its own teacher training and licensure systems. Four points are particularly noteworthy.

## **Implications for Japan**

1. Expansion of the teacher induction system (mentor system)
2. Promotion of a partnership among universities, schools and districts that places emphasis on training and induction
3. Increase of familiarity with portfolio-type evaluation in teacher training
4. Introduction of a point system

## **1. An expansion of the teacher induction system (mentor system)**

In Massachusetts, peer mentoring is an integral element of the education system.



Experienced and capable mentors are recommended by their colleagues and can train new teachers one-on-one. New teachers benefit greatly from the instruction and encouragement of mentors. According to the presentation of the Department of Education at the Northern Arizona University at the American Association of Colleges for Teacher Education (AACTE) conference in 2008 (Horn *et al.* 2008), the teacher drop-out rate is much lower when a mentor system is in place. In Japan as well, if evaluation and achievement standards are clearly defined, mentors who can assist teachers to attain these benchmarks will be needed. Their guidance and support would be highly effective for improving the performance of new teachers.

## 2. Promotion of a partnership among universities, schools, and districts that places emphasis on practice

In Japan, theory is generally the domain of universities, and junior high and high school teachers are viewed as skilled practitioners. However, research related to good instruction and instruction that enhances learning effects, achieved through the cooperation of universities and actual school environments in tie-ups similar to TNE's on-site training, is likely to be beneficial in the Japanese context.

## 3. Increase of familiarity with portfolio-type evaluation

School principals and other school managers generally have significant administrative experience but may not always be familiar with the subject taught by the teacher being evaluated. With the recruitment of school administrators from the private sector there is a growing tendency to separate administration and classroom practice. A teacher's evaluation must cover not only subject knowledge but also professional growth. In this type of broader assessment, portfolio-type evaluation can be highly beneficial. Although this type of portfolio evaluation is common in the U.S., many in the educational world of Japan are not familiar with it. Examples of elements that might be included in portfolios are videos of classroom teaching, lesson plans, student works, and explanations of why these materials are relevant in demonstrating the professional growth of teachers.

## 4. Introduction of a point system

While keeping a record of professional development by means of a portfolio, conversion of these activities into points would make it possible to grasp the quality and quantity of a teacher's total training as well as serve as a significant impetus for the teacher as well as the professional development provider. In Massachusetts where the

point system was previously handled by the Department of Education but is now managed by local school districts, the system has become more user-friendly and easier to manage. Conversion of professional development activities into points is something that could serve as a good reference for Japan.

California does not have a point system for recertification but as is clear from the California Department of Education's guidebook, teachers are obliged to submit portfolios for their instructional evaluations, and points are used to assess teachers' professional development to meet the state's standards, such as participation in BTSA programs, NBPTS's certification programs, etc. It is hoped that the American teacher evaluation mechanisms can be considered as a possible model as Japan continues to move towards more clearly defined and consistent evaluation standards.

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## Chapter 5

### Conclusion and Recommendations

#### Recommendations

1. The implementation process of TCRS should be acceptable to practicing teachers.
  - The TCRS should raise the level of professionalism among teachers, and promote the development of teacher autonomy.
2. Professional standards for teachers should be clearly defined.
  - Nationally standardized and clear benchmarks should be established for professional competencies, teacher assessment, and pre- / in-service teacher training.
3. Systematic programs for pre-service teacher training, and novice and in-service professional development (including the renewal of teacher certification) should be established.
4. An independent organization responsible for teacher evaluation and training should be established to provide professional quality control.
5. Cooperation between universities, schools and other education stakeholders should be further enhanced to improve teachers' performance and facilitate research on how to maximize the impact of the recertification system.
6. It is essential to increase the national education budget in order to maintain teacher quality, establish a good training system, or to hire additional personnel

1. Implementing a teacher certification renewal system which reflects the

#### opinions of in-service teachers

The process of designing and putting into practice a recertification system should incorporate consultations with the education stakeholders, primarily in-service teaching personnel. The results of the national survey have made it clear that teachers in Japan have strong and clear opinions on a range of issues central to this policy development, from the curriculum design of the training program to the need to create the working environment conducive to the pursuit of ongoing professional development, to the emphasis on transparency and consistency in the assessment mechanism. The

timely and thorough elaboration of these elements through systematic consultation exercises is the key to the success of the recertification system.

## 2. Clarifying professional standards

In order to maintain the quality of the teaching profession at the level expected by the Japanese public, the government should assume the leadership in establishing the general professional standards of teachers' competencies and skills. These would then constitute the basis of performance appraisals. Furthermore, specific standards for in-service and pre-service teacher training should be elaborated. The results of our research indicate that clarification of standards is a critical condition for the successful and effective implementation of the recertification system. The first step in this direction would be to establish standards for accreditation of teacher qualifications comprising the general standards for teachers' professional competencies and the subject-related pedagogical standards. Furthermore, it is necessary to define the basic framework for teacher training. In this regard, we applaud the initiative by the Japan Association of Universities of Education (JAUE) to spearhead the effort of constructing a teacher-training model core curriculum. The government and other academic institutions should contribute to this effort and strive to standardize the pre-service teacher training curriculum as well as evaluation standards for license certification.

## 3. Establishing systematic pre-service and in-service teacher training programs

Today, in Japan, there is no consistent nationwide mechanism which ensures teacher quality and continued professional development. Unless comprehensive training programs are available for pre- and in-service teachers, similar to the models that exist in Canada and the U.S., it is likely that the training component of the recertification system will be ineffective for raising the professional competencies of teachers, and will not result in ongoing professional development. A prerequisite to building a successful training program of this scope is the assurance of collaboration among all education partners: government authorities, boards of education, universities, and schools as well as local communities and PTAs.

## 4. Setting up an independent organization for teacher evaluation and training

To assure quality in the profession, as demanded by the Japanese public, serious consideration should be given to the establishment of a nationwide independent organization responsible for teacher evaluation and training similar to the National Board for Professional Teaching Standards (NBPTS) in the U.S. or the Ontario College of Teachers (OCT) in Canada. Such organization would be mandated to formulate and

maintain professional teaching standards, certify teachers, authorize pre-service teacher training curricula, plan and implement professional development. While such entity will be distinct from MEXT, it will work closely with the local and national education authorities.

## 5. Promoting cooperation between universities and educational institutions

In order to facilitate the application of research on how to maximize the effectiveness of the appraisal system, partnerships between universities and educational institutions nationwide should be enhanced. Such partnerships have been successful in the United States in clarifying educational performance standards, making teacher training more relevant, and utilizing the expertise of teachers who excel in their performance for the benefit of the educational community. Japanese government, in cooperation with various universities and educational institutions, should also consider establishing a research organization, where theories and practice meet for the broad benefit of the profession.

## 6. Increasing education budget

According to OECD in 2007, out of 30 member states, Japan's ratio of public spending for education to its GDP was the second lowest. Further, while the U.S., the UK, France and some other nations have increased education budget, Japan has not (MEXT, 2007). Under the budget for the 2008 fiscal year, while there has been a demand for an increase of about 7,000 teachers, only an additional 1,000 full-time teachers were approved and about 7,000 teachers, including retired teachers, will work part-time to alleviate personnel shortages at schools. While the number of school-age children has been declining in Japan, the need to reduce class sizes, establish a professional-level system of in-service training, and provide additional resources to enable teachers to pursue in- and out-of-country development opportunities warrant a budget increase. Naturally, the quality of education is influenced by a wide range of factors, and increasing the budget does not result in improved educational standards automatically. Nonetheless, greater financial resources would be beneficial for building a more effective education system.

# Attachment

## The data of the respondents of the Nationwide survey

Table 1. The number of prefectures where the respondents' schools are located  
Alphabetical order

Aichi	64	Hyogo	36	Miyazaki	13	Shizuoka	28
Akita	24	Ibaragi	34	Nagano	30	Shimane	16
Aomori	197	Ishikawa	14	Nagasaki	20	Tochigi	26
Chiba	423	Iwate	27	Nara	9	Tokushima	14
Ehime	15	Kagawa	19	Niigata	21	Tokyo	626
Fukui	9	Kagoshima	196	Oita	15	Tottori	6
Fukuoka	33	Kanagawa	54	Okayama	16	Toyama	8
Fukushima	29	Kochi	13	Okinawa	12	Wakayama	12
Gifu	155	Kumamoto	11	Osaka	359	Yamagata	24
Gunma	26	Kyoto	18	Saga	13	Yamaguchi	10
Hiroshima	21	Mie	17	Saitama	37	Yamanashi	17
Hokkaido	57	Miyagi	16	Shiga	10	Unknown	47

Table 2 Types of schools

	%	#
Unknown	0.5	15
Junior high	53.0	1,535
Senior high	34.4	997
Combined Junior and Senior High	11.1	323
Combined Junior High and Elementary	0.4	13
Others	0.5	14
Total	100.0	2,897

Table 3 School category

	%	#
Unknown	0.4	12
Public	80.6	2,335
National	0.6	18
Private	18.3	531
Others	0.0	1
Total	100.0	2,897

Table 4 Teaching experiences

	%	#
Unknown	0.4	10
Less than 5 years	21.8	631
5 - 10 years	16.3	473
11- 15 years	14.9	433
16 - 20 years	14.2	411
21 - 25 years	16.1	466
26 - 30 years	10.2	295
31 - 35 years	5.1	148
More than 36 years	1.0	30
Total	100.0	2,897

Table 5 Ages of respondents

	%	#
Unknown	0.3	9
20-29	15.7	456
30-39	31.2	903
40-49	33.7	977
50-59	18.3	530
60-	0.8	22
Total	100.0	2,897



Table 6 Professional competencies or standards for teachers should be specific

	%	#
Unknown	1.5	46
Unimportant	3.7	108
Somewhat unimportant	5.2	150
Neither	11.5	334
Somewhat important	42.9	1,244
Important	35.0	1,015
Total	100.0	2,897

Table 7 Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development, and job performance.

	%	#
Unknown	1.4	44
Unimportant	3.2	92
Somewhat unimportant	4.9	141
Neither	11.7	340
Somewhat important	44.8	1,298
Important	33.9	982
Total	100.0	2,897

Table 8 Adjustment to the workload should be implemented for those requiring license renewal-related training and have other professional development needs.

	%	#
Unknown	1.4	45
Unimportant	6.8	196
Somewhat unimportant	8.8	254
Neither	17.1	496
Somewhat important	27.9	807
Important	38.0	1,102
Total	100.0	2,897

Table 9 The license renewal training (10th year training) should be provided to all license holders.

	%	#
Unknown	2.3	67
Unimportant	6.9	201
Somewhat unimportant	8.0	231
Neither	24.1	698
Somewhat important	30.7	890
Important	28.0	810
Total	100.0	2,897

Table 10 English proficiency, pedagogical competence, past training record, service record, etc of teachers who are to participate in the license renewal course should be quantified, and used as the basis for the determination of their specific recertification requirements.

	%	#
Unknown	1.2	35
Unimportant	13.0	378
Somewhat unimportant	17.2	498
Neither	26.3	762
Somewhat important	29.8	863
Important	12.5	361
Total	100.0	2,897

Table 11 A provision enabling teachers with a high level of English proficiency, pedagogical competence, etc. to train and assess other teachers should be put in place.

	%	#
Unknown	0.9	26
Unimportant	18.3	529
Somewhat unimportant	18.2	526
Neither	28.9	836
Somewhat important	26.1	756
Important	7.7	224
Total	100.0	2,897

Table 12 Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.

	%	#
Unknown	0.6	18
Unimportant	3.5	102
Somewhat unimportant	3.9	114
Neither	11.2	324
Somewhat important	30.3	877
Important	50.5	1,462
Total	100.0	2,897

Table 13 The deliberations of the license renewal evaluation committee should be made public.

	%	#
Unknown	0.5	15
Unimportant	2.1	61
Somewhat unimportant	2.9	85
Neither	12.9	375
Somewhat important	28.0	811
Important	53.5	1,550
Total	100.0	2,897

Table 14 The license renewal course (hereafter the Course) should be offered during a long vacation for 6 hours a day for a 5-day period, totaling 30 hours.

	%	#
Unknown	0.7	20
Strongly disagree	20.9	605
Disagree	14.5	420
Neither	23.3	675
Agree	26.3	762
Strongly agree	14.3	415
Total	100.0	2,897

Table 15 The Course should be conducted over an extended period of time, e.g. one year.

	%	#
Unknown	0.6	17
Strongly disagree	37.8	1,096
Disagree	21.6	625
Neither	19.1	552
Agree	12.8	371
Strongly agree	8.1	236
Total	100.0	2,897

Table 16 Successful completion of the Course should be decided on the basis of the result of a written examination.

	%	#
Unknown	0.3	9
Strongly disagree	37.1	1,076
Disagree	24.1	697
Neither	28.2	818
Agree	7.6	221
Strongly agree	2.6	76
Total	100.0	2,897

Table 17 Successful completion of the Course should be contingent on the participant's regular attendance.

	%	#
Unknown	0.4	11
Strongly disagree	7.7	223
Disagree	6.5	188
Neither	20.2	585
Agree	30.0	869
Strongly agree	35.2	1,021
Total	100.0	2,897

Table 18 The dominant element of the Course should be lectures offered at a specific physical location.

	%	#
Unknown	1.4	41
Strongly disagree	13.9	404
Disagree	19.3	560
Neither	40.0	1,160
Agree	17.8	515
Strongly agree	7.5	217
Total	100.0	2,897

Table 19 Provisions should be made for the participants to be able to take the Course via distance learning.

	%	#
Unknown	1.1	33
Strongly disagree	10.4	300
Disagree	11.7	340
Neither	33.9	982
Agree	28.9	838
Strongly agree	13.9	404
Total	100.0	2,897

Table 20 The course should focus on practical teaching knowledge and skills useful in everyday classroom context.

	%	#
Unknown	0.5	15
Strongly disagree	2.5	72
Disagree	2.2	65
Neither	11.7	338
Agree	39.8	1,154
Strongly agree	43.3	1,253
Total	100.0	2,897

Table 21 For teachers of English the course should focus on maintaining and enhancing English proficiency of the participants.

	%	#
Unknown	0.6	17
Strongly disagree	7.9	230
Disagree	9.9	287
Neither	32.9	953
Agree	34.3	994
Strongly agree	14.4	416
Total	100.0	2,897

Table 22 The course should focus on the up-to-date EFL teaching theory and teaching skills.

	%	#
Unknown	0.5	15
Strongly disagree	5.4	156
Disagree	8.4	243
Neither	27.1	785
Agree	39.7	1,149
Strongly agree	19.0	549
Total	100.0	2,897

Table 23 Demonstration lessons or class observations should be included in the syllabus

	%	#
Unknown	0.6	17
Strongly disagree	9.6	279
Disagree	8.0	233
Neither	23.1	670
Agree	39.4	1,141
Strongly agree	19.2	557
Total	100.0	2,897

Table 24 Participants should be able to choose from a variety of courses.

	%	#
Unknown	0.6	17
Strongly disagree	3.5	100
Disagree	3.2	92
Neither	14.8	429
Agree	38.1	1,103
Strongly agree	39.9	1,156
Total	100.0	2,897

Table 25 A preliminary review system should be set up. If warranted by the results of the preliminary review, a participant can be exempted from taking the entire course or part of the course related to his subject-area.

	%	#
Unknown	0.4	12
Strongly disagree	7.6	219
Disagree	5.7	166
Neither	27.0	781
Agree	29.6	858
Strongly agree	29.7	861
Total	100.0	2,897

Table 26 Sessions focusing on practical aspects of teaching should be taught by experienced teachers.

	%	#
Unknown	0.5	14
Strongly disagree	7.8	227
Disagree	7.4	213
Neither	31.9	925
Agree	32.3	936
Strongly agree	20.1	582
Total	100.0	2,897

Table 27 Renewal application process and participation in the Course should be permitted two years before license expiration.

	%	#
Unknown	1.2	34
Strongly disagree	3.3	97
Disagree	2.8	80
Neither	35.6	1,032
Agree	35.1	1,016
Strongly agree	22.0	638
Total	100.0	2,897

Table 28 Training record (e.g. conference presentation/participation, graduate level study) should be evaluated and, if appropriate, should count towards the completion of the Course.

	%	#
Unknown	0.3	10
Strongly disagree	12.5	361
Disagree	9.9	286
Neither	30.9	894
Agree	28.1	814
Strongly agree	18.4	532
Total	100.0	2,897

Table 29 Many in-service teachers should participate in designing the curriculum of the license renewal course.

	%	#
Unknown	0.4	10
Strongly disagree	3.8	111
Disagree	3.0	86
Neither	22.6	655
Agree	36.8	1,066
Strongly agree	33.4	969
Total	100.0	2,897



Table 30 Sufficient English proficiency to pass Grade 2 of STEP test, obtain a score of at least 500 on TOEIC or 450 on TOEFL

	%	#
Unknown	2.0	57
I cannot judge this standard	32.1	930
This standard is not appropriate for English teachers	28.6	828
This standard is appropriate for novice teachers	24.3	704
This standard is appropriate for veteran teachers	8.6	249
This standard is appropriate for mentors	4.5	129
Total	100.0	2,897

Table 31 Sufficient English proficiency to pass pre-1st Grade of STEP test, obtain a score of at least 730 on TOEIC or 550 on TOEFL

	%	#
Unknown	1.1	31
I cannot judge this standard	32.0	926
This standard is not appropriate for English teachers	8.1	235
This standard is appropriate for novice teachers	15.7	454
This standard is appropriate for veteran teachers	33.0	955
This standard is appropriate for mentors	10.2	296
Total	100.0	2,897

Table 32 Sufficient English proficiency to pass Grade 1 of STEP test, obtain a score of at least 860 on TOEIC 860 or 600 on TOEFL

	%	#
Unknown	1.6	48
I cannot judge this standard	36.6	1,059
This standard is not appropriate for English teachers	10.8	314
This standard is appropriate for novice teachers	2.4	69
This standard is appropriate for veteran teachers	9.4	272
This standard is appropriate for mentors	39.2	1,137
Total	100.0	2,897

Table 33 Ability to read English in textbooks with proper pronunciation

	%	#
Unknown	1.3	39
I cannot judge this standard	21.1	610
This standard is not appropriate for English teachers	8.6	248
This standard is appropriate for novice teachers	44.4	1,286
This standard is appropriate for veteran teachers	9.6	277
This standard is appropriate for mentors	15.1	437
Total	100.0	2,897

Table 34 Ability to teach English communicatively

	%	#
Unknown	0.8	23
I cannot judge this standard	21.1	611
This standard is not appropriate for English teachers	5.5	160
This standard is appropriate for novice teachers	18.0	522
This standard is appropriate for veteran teachers	35.9	1,041
This standard is appropriate for mentors	18.6	540
Total	100.0	2,897

Table 35 Ability to team-teach an English class with an ALT (Assistant Language Teacher)

	%	#
Unknown	0.8	24
I cannot judge this standard	17.2	497
This standard is not appropriate for English teachers	4.3	124
This standard is appropriate for novice teachers	34.1	989
This standard is appropriate for veteran teachers	27.6	800
This standard is appropriate for mentors	16.0	463
Total	100.0	2,897

Table 36 Ability to interact with an ALT professionally.

	%	#
Unknown	0.1	4
I cannot judge this standard	15.6	451
This standard is not appropriate for English teachers	3.1	90
This standard is appropriate for novice teachers	10.4	301
This standard is appropriate for veteran teachers	43.8	1,269
This standard is appropriate for mentors	26.4	764
Total	100.0	2,897

Table 37 Ability to answer correctly questions on the English part of the National Center Test for University Entrance Examinations.

	%	#
Unknown	1.0	28
I cannot judge this standard	29.9	866
This standard is not appropriate for English teachers	11.7	338
This standard is appropriate for novice teachers	24.5	709
This standard is appropriate for veteran teachers	19.9	576
This standard is appropriate for mentors	13.1	380
Total	100.0	2,897

Table 38 Ability to assess correctly the scope of linguistic knowledge, as defined by the “Course of Study”, the students have acquired.

	%	#
Unknown	1.0	30
I cannot judge this standard	25.4	736
This standard is not appropriate for English teachers	6.3	182
This standard is appropriate for novice teachers	11.0	320
This standard is appropriate for veteran teachers	31.9	924
This standard is appropriate for mentors	24.3	705
Total	100.0	2,897

Table 39 Ability to evaluate English literacy level of other teachers accurately.

	%	#
Unknown	0.9	27
I cannot judge this standard	27.2	787
This standard is not appropriate for English teachers	9.1	265
This standard is appropriate for novice teachers	3.2	94
This standard is appropriate for veteran teachers	18.9	548
This standard is appropriate for mentors	40.6	1,176
Total	100.0	2,897

Table 40 Can analyze students' needs to effectively plan lessons.

	%	#
Unknown	1.1	32
I cannot judge this standard	8.4	242
This standard is not appropriate for English teachers	1.7	48
This standard is appropriate for novice teachers	26.1	757
This standard is appropriate for veteran teachers	48.7	1,410
This standard is appropriate for mentors	14.1	408
Total	100.0	2,897

Table 41 Can select teaching materials and make supplementary materials which meet learners' needs.

	%	#
Unknown	1.1	33
I cannot judge this standard	7.6	219
This standard is not appropriate for English teachers	1.0	28
This standard is appropriate for novice teachers	30.3	879
This standard is appropriate for veteran teachers	44.9	1,301
This standard is appropriate for mentors	15.1	437
Total	100.0	2,897

Table 42 Can set appropriate class objectives.

	%	#
Unknown	1.0	31
I cannot judge this standard	7.5	216
This standard is not appropriate for English teachers	0.9	25
This standard is appropriate for novice teachers	45.6	1,320
This standard is appropriate for veteran teachers	30.2	874
This standard is appropriate for mentors	14.9	431
Total	100.0	2,897

Table 43 Can design supplementary materials and tasks necessary for each class.

	%	#
Unknown	1.4	41
I cannot judge this standard	8.1	234
This standard is not appropriate for English teachers	1.0	30
This standard is appropriate for novice teachers	38.2	1,108
This standard is appropriate for veteran teachers	36.9	1,070
This standard is appropriate for mentors	14.3	414
Total	100.0	2,897

Table 44 Can assess and make relative improvement of the lessons.

	%	#
Unknown	1.4	40
I cannot judge this standard	7.4	215
This standard is not appropriate for English teachers	0.7	21
This standard is appropriate for novice teachers	17.8	517
This standard is appropriate for veteran teachers	49.8	1,444
This standard is appropriate for mentors	22.8	660
Total	100.0	2,897

Table 45 Can teach engaging and motivating lessons and maintain learners' motivation by making use of well-grounded strategies.

	%	#
Unknown	1.0	29
I cannot judge this standard	10.4	302
This standard is not appropriate for English teachers	1.4	42
This standard is appropriate for novice teachers	10.1	292
This standard is appropriate for veteran teachers	46.2	1,339
This standard is appropriate for mentors	30.8	893
Total	100.0	2,897

Table 46 Can support and guide learners so that they can reflect on their learning, identify the progress they have made, set positive targets for improvement and become successful independent learners.

	%	#
Unknown	1.1	33
I cannot judge this standard	15.1	436
This standard is not appropriate for English teachers	2.2	63
This standard is appropriate for novice teachers	10.8	313
This standard is appropriate for veteran teachers	44.4	1,285
This standard is appropriate for mentors	26.5	767
Total	100.0	2,897

Table 47 Can have their classes open for (class) observation at all times.

	%	#
Unknown	0.9	28
I cannot judge this standard	15.2	439
This standard is not appropriate for English teachers	3.8	110
This standard is appropriate for novice teachers	20.9	606
This standard is appropriate for veteran teachers	32.7	946
This standard is appropriate for mentors	26.5	768
Total	100.0	2,897

Table 48 Ceiling Effects and Floor Effects

Gray cells mean cells with the ceiling effect (SD=standard deviation, AVE=average, C=SD+AVE, F=SD-AVE)

	Question Items	SD	AVE	C	F
1a	Professional competencies or standards for teachers should be specific.	1.01	4.02	5.03	3.01
1b	Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development, and job performance.	0.98	4.03	5.00	3.05
1c	Adjustment to the workload should be implemented for those requiring license renewal-related training and have other professional development needs.	1.23	3.83	5.05	2.6
1d	The license renewal training (10 <sup>th</sup> year training) should be provided to all license holders	1.18	3.66	4.84	2.48
1e	English proficiency, pedagogical competence, past training record , service record, etc of teachers who are to participate in the license renewal course should be quantified, and used as the basis for the determination of their specific recertification requirements.	1.22	3.11	4.34	1.89
1f	A provision enabling teachers with a high level of English proficiency, pedagogical competence, etc. to train and assess other teachers should be put in place.	1.22	2.87	4.08	1.65
1g	Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.	1.03	4.21	5.24	3.18
1h	The deliberations of the license renewal evaluation committee should be made public	0.95	4.28	5.23	3.34
2a	The license renewal course (hereafter the Course) should be offered during a long vacation for 6 hours a day for a 5-day period, totaling 30 hours.	1.35	2.99	4.34	1.64
2b	The Course should be conducted over an extended period of time, e.g. one year.	1.31	2.31	3.63	1.00
2c	Successful completion of the Course should be decided on the basis of the result of a written examination.	1.09	2.14	3.23	1.06
2d	Successful completion of the Course should be contingent on the participant's regular attendance.	1.21	3.79	5.00	2.58
2e	The dominant element of the Course should be lectures offered at a specific physical location.	1.11	2.85	3.96	1.75
2f	Provisions should be made for the participants to be able to take the Course via distance learning.	1.16	3.24	4.40	2.09
2g	The course should focus on practical teaching knowledge and skills useful in everyday classroom context.	0.91	4.2	5.11	3.29
2h	For teachers of English the course should focus on maintaining and enhancing English proficiency of the participants.	1.10	3.37	4.47	2.28

2i	The course should focus on the up-to-date EFL teaching theory and teaching skills.	1.06	3.59	4.65	2.53
2j	Demonstration lessons or class observations should be included in the syllabus	1.18	3.51	4.68	2.33
2k	Participants should be able to choose from a variety of courses.	0.99	4.08	5.08	3.09
2l	A preliminary review system should be set up. If warranted by the results of the preliminary review, a participant can be exempted from taking the entire course or part of the course related to his subject-area.	1.18	3.68	4.86	2.51
2m	Sessions focusing on practical aspects of teaching should be taught by experienced teachers.	1.13	3.5	4.63	2.37
2n	Renewal application process and participation in the Course should be permitted two years before license expiration.	0.96	3.7	4.66	2.75
2o	Training record (e.g. conference presentation / participation, graduate level study) should be evaluated and, if appropriate, should count towards the completion of the Course.	1.24	3.3	4.54	2.06
2p	Many in-service teachers should participate in designing the curriculum of the license renewal course.	1.01	3.93	4.94	2.92

Table 49 Results of Factor Analysis

	I	II	III	IV	V
English proficiency, pedagogical competence, past training record, service record, etc of teachers who are to participate in the license renewal course should be quantified, and used as the basis for the determination of their specific recertification requirements.	.682	-.019	-.080	.150	-.031
Appraisals of teachers of English should be based on diverse criteria, including English ability, pedagogical competence, record of professional development, and job performance.	.657	.012	.127	-.063	.017
Professional competencies or standards for teachers should be specific	.622	-.091	.181	-.027	.031
A provision enabling teachers with a high level of English proficiency, pedagogical competence, etc. to train and assess other teachers should be put in place.	.461	.307	-.056	-.112	-.043
Successful completion of the Course should be decided on the basis of the result of a written examination.	.350	-.036	-.157	-.066	.228
Sessions focusing on practical aspects of teaching should be taught by experienced teachers.	.038	.649	.004	.006	-.091
Many in-service teachers should participate in designing the curriculum of the license renewal course.	-.163	.479	.255	.103	.035



Demonstration lessons or class observations should be included in the syllabus	.057	.463	.019	-.141	.203
The deliberations of the license renewal evaluation committee should be made public.	.007	.051	.669	.033	.009
Standards of approval and assessment for license renewal should be based upon consultations with in-service teachers and should be publicly accessible.	.072	.060	.610	-.003	-.012
Adjustment to the workload should be implemented for those requiring license renewal-related training and have other professional development needs.	.023	-.131	.137	.451	-.035
A preliminary review system should be set up. If warranted by the results of the preliminary review, a participant can be exempted from taking the entire course or part of the course related to his subject-area.	.175	.208	-.085	.434	-.090
Renewal application process and participation in the Course should be permitted two years before license expiration.	-.109	.271	.000	.419	.066
Provisions should be made for the participants to be able to take the Course via distance learning.	-.080	.046	-.007	.369	.068
Training record (e.g. conference presentation/participation, graduate level study) should be evaluated and, if appropriate, should count towards the completion of the Course.	.137	.260	-.093	.310	.078
The dominant element of the Course should be lectures offered at a specific physical location.	-.106	-.174	-.032	.296	.032
The license renewal training (10th year training) should be provided to all license holders.	.244	-.140	.171	.254	.016
The course should focus on the up-to-date EFL teaching theory and teaching skills.	-.038	-.005	.053	.020	.622
For teachers of English the course should focus on maintaining and enhancing English proficiency of the participants.	.065	.028	-.017	.002	.552
The Course should be conducted over an extended period of time, e.g. one year.	.062	-.009	-.021	.051	.378
The license renewal course (hereafter the Course) should be offered during a long vacation for 6 hours a day for a 5-day period, totaling 30 hours.	.090	.081	-.021	-.083	-.069

Principal Factor Method with Promax Rotation