



# **Teachers Act Section 17 Special Report**

February 2026



February 26, 2026

The Honourable Lisa Beare  
Minister of Education and Child Care  
PO Box 9045, Stn Prov Govt  
Victoria, BC V8W 9E2

Dear Minister Beare:

I would like to present to you the *Teachers Act* Section 17 Special Report of the BC Teachers' Council (BCTC). This report is a response to your letter dated June 10, 2025, outlining the statutory responsibilities of the BC Teachers' Council under the *Teachers Act*, and requesting that we review, take action and report on the following four areas:

- Certification Standards
- Establishing additional certificate types
- Teacher Education Program Approval and Review
- Ongoing mandatory professional development as a requirement for maintaining certification

The BCTC welcomed the opportunity to support the government's commitment to improving student learning and strengthening the excellence and global competitiveness of BC's student outcomes.

The report has been prepared and submitted in accordance with section 17 of the *Teachers Act*. The BCTC understands that within 45 days of you receiving this report, it must be made public.

Sincerely,

A handwritten signature in black ink, appearing to read "Gunita Gupta".

Gunita Gupta  
Chair

## Table of Contents

<b>Letter from the Minister to the BCTC (June 10, 2025)</b> .....	4
<b>BCTC Mandate</b> .....	6
Regulatory Standards.....	7
<b>BCTC Composition</b> .....	8
<b>BCTC Meetings specific to the Section 17 Special Report</b> .....	9
<b>Request No. 1: Certification Standards</b> .....	10
Work Completed to Date .....	10
Review and Revision Process .....	10
Response to Request No. 1 .....	13
<b>Request No. 2: Establishing Additional Certificate Types</b> .....	14
Work Completed to Date .....	14
Research and Environmental Scan.....	14
Consultations with K-12 Education Partners .....	15
Response to Request No. 2 .....	20
Alternative Approaches to Workforce and Certification .....	21
<b>Request No. 3: Teacher Education Program Approval and Review</b> .....	24
Work Completed to Date .....	24
TEPAR Framework and Processes.....	24
TEP Approval and Review .....	25
TEP Methods of Delivery – Blended TEPs .....	26
Response to Request No. 3 .....	26
<b>Request No. 4: Ongoing Mandatory Professional Development</b> .....	28
Work Completed to Date .....	28
Research and Jurisdictional Scan .....	29
Response to Request No. 4 .....	30
<b>List of Resources</b> .....	31
<b>List of Appendices</b> .....	32

## Letter from the Minister to the BCTC (June 10, 2025)



June 10, 2025

Ref: 307345

Gunita Gupta, Chair  
British Columbia Teachers' Council  
Email: [gunita.gupta@gov.bc.ca](mailto:gunita.gupta@gov.bc.ca)

Dear Gunita Gupta:

Congratulations on being elected to serve as the Chair of the British Columbia Teachers' Council (BCTC) for 2025/26.

The BCTC has an important mandate and is a critical partner in ensuring the delivery of quality teaching and learning in British Columbia's K-12 education system. The BCTC sets the standards for entry into the teaching profession as well as the standards that teachers are required to meet to maintain their certification, ensuring public trust and confidence in all educators in our system. The BCTC also oversees British Columbia's teacher education programs, setting standards, approving new programs and ensuring existing programs continue to meet the high standards required to recommend teacher candidates for entry into the profession.

As mentioned, when I met with Council, it is our government's priority to support effective learning for students across the province by expediting the certification and deployment of new and experienced international and domestic teachers, and to work with partners to prioritize excellence and global competitiveness of BC's student outcomes. To support these priorities, I am formally asking the BCTC to review, take action, and report on four areas of opportunity that are within your statutory mandate under the *Teachers Act*.

### 1- Certification Standards

I am requesting a thorough and expedient review of current certification standards with a view to eliminating unnecessary barriers and complexity, in particular for internationally educated teachers. This review should include considering academic, professional preparation and familiarization requirements to ensure that the experience and skill of teacher applicants is being considered and pre- and post-certification coursework does not place a disproportionate burden on qualified teachers from other jurisdictions.

### 2- Establishing additional certificate types

I am requesting a decision and action plan on creating differentiated certification pathways to better support the needs of the K-12 sector. You have the statutory ability to classify certificates of qualification into one or more types, including requiring that different certification standards be met for different types of certificates of qualification. I am requesting that you consult with K-12 partners and consider how you can create role-restricted certificates that still provide individuals with meaningful pathways to ladder to full certification.

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Ministry of Education  
and Child Care

Office of the Minister

Mailing Address:  
PO Box 9045 Stn Prov Govt  
Victoria BC V8W 9E2

Location:  
Parliament Buildings  
Victoria

3- Teacher Education Program Approval and Review

I am requesting a review of current approval framework for teacher education programs, including consultation with post-secondary institutions, employers and rightsholders. I am requesting that you review the ways in which existing standards and approaches to approval may adversely impact rural, remote and First Nations communities in having access to teacher training programs. Specifically, I am requesting that you consider your existing “conflict of interest” requirements for practicum placements as well as your position on blended/online delivery of programs.

4- Ongoing mandatory professional development as a requirement for maintaining certification

You have the statutory ability to establish requirements for all teachers to maintain a certificate of qualification. I am requesting a decision on whether the BCTC will establish a framework for ongoing mandatory professional development, as a requirement for maintaining certification, that can support excellence for every educator throughout their career, regardless of role or employer type.

Under my authority as set out in section 17 of the *Teachers Act*, I am asking you to submit a report to me outlining your work, decisions and progress on the above four areas by **February 28, 2026**. Under section 17(2) I am required to make this report public within 45 days of receiving it. I understand the BCTC is already looking at removing barriers and complexity for teacher certification and increasing flexibility of teacher education programs and I look forward to hearing from about your progress in these areas.

As indicated when I met with you, in addition to the existing support from the BCTC Secretariat, you have access to the full expertise and capacity of Ministry of Education and Child Care staff in providing coordination, research and recommendations. I encourage you to work through the Secretariat to access the resources you need to undertake this work. I want to thank you for your commitment in taking on this important work. Together, we can make sure we have the pathways to get the teachers we need into the system, and support them throughout their careers, as they are foundational to the success of all of our children.

If you have any questions please contact Kiersten Fisher, Acting Assistant Deputy Minister, Workforce, Accountability and Governance Division, by email at [Kiersten.Fisher@gov.bc.ca](mailto:Kiersten.Fisher@gov.bc.ca).

Sincerely,



Lisa Beare  
Minister

cc: Kiersten Fisher, Acting Assistant Deputy Minister, Workplace, Accountability and  
Governance Division  
British Columbia Teachers' Council

## BCTC Mandate

The BCTC receives its mandate from sections 10 and 13 of the *Teachers Act*. The BCTC has the power and duty to:

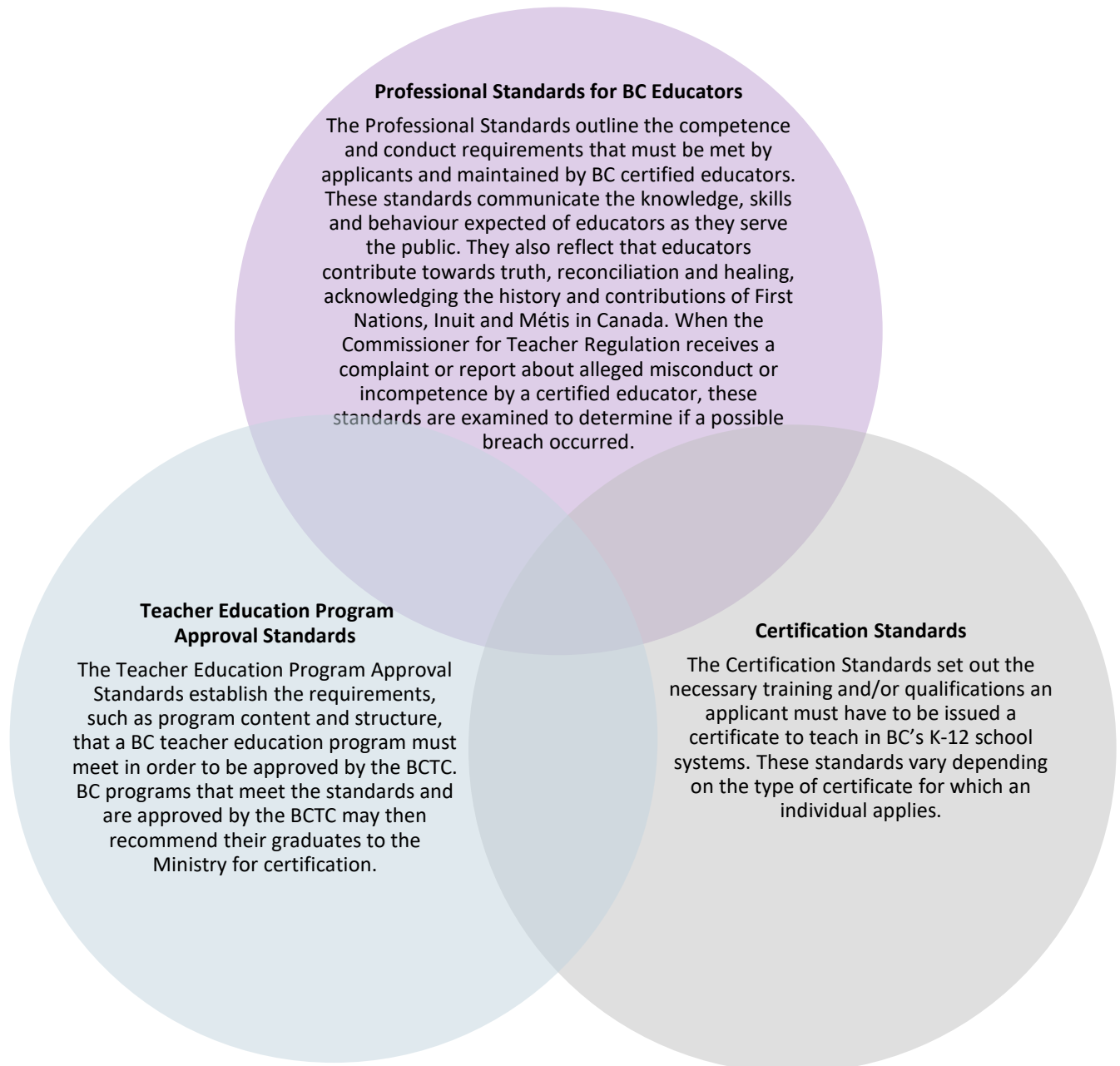
- establish teacher education program approval standards;
- determine if programs meet the teacher education program approval standards;
- cooperate with a faculty or school of teacher education in the design and evaluation of teacher education programs;
- establish the training and qualification standards a person must meet to be issued and to maintain a certificate;
- establish the standards for the conduct and competence of applicants and individuals who hold a teaching certificate;
- classify certificates into one or more types and determine the type of training/qualifications to be met for each type; and
- prepare and submit an annual report to the Minister of Education and Child Care.

In accordance with section 14 of the *Teachers Act*, each rule that the BCTC establishes regarding its practices and procedures, any decision that the BCTC makes about the classification of teaching certificates, and any revision that the BCTC makes to the Teacher Education Program Approval Standards, the Certification Standards, or the Professional Standards for BC Educators must be submitted to the Minister of Education and Child Care (the Minister) for consideration and decision.

As per section 10 of the *Teachers Act*, in carrying out its objects, the BCTC must exercise its powers and perform its duties in the public interest. BCTC members must carry out their duties in good faith, and in a manner that puts the public interest ahead of the interest of any organization with which the members may be affiliated.

## Regulatory Standards

Under sections 10 and 13 of the *Teachers Act*, the BCTC is responsible for establishing three sets of regulatory standards: the Professional Standards for BC Educators, the Certification Standards, and the Teacher Education Program Approval Standards.



## BCTC Composition

The BCTC is comprised of 18 members. Currently, the following individuals serve as members:

<b>Appointed Members</b>			
<b>Name</b>	<b>Nominated By</b>	<b>Effective</b>	<b>Expiry</b>
Britton, Vandy	Association of BC Deans of Education	April 23, 2024	April 23, 2027
Nichol, Amanda	BC Confederation of Parent Advisory Councils	April 23, 2025	April 23, 2028
LaBounty, Michelle	BC Principals' and Vice-Principals' Association	April 23, 2024	April 23, 2027
Sheppard, Doug	BC School Superintendents Association	April 23, 2024	April 23, 2027
Holmes, Bob	BC School Trustees Association	May 25, 2023	April 23, 2026
Cornthwaite, Jo	BC Teachers' Federation	August 1, 2023	April 23, 2026
Demers, Adrienne	BC Teachers' Federation	May 25, 2023	April 23, 2026
Mooring, Teri	BC Teachers' Federation	April 23, 2025	April 23, 2028
Bir, Jatinder	BC Teachers' Federation	April 23, 2024	April 23, 2027
Balsevich, Lesya	Federation of Independent School Associations	May 25, 2023	April 23, 2026
Mollineaux, Mary	First Nations Education Authority	May 25, 2023	April 23, 2026
Grice, Clayton	First Nations Education Steering Committee	April 23, 2025	April 23, 2028
Brent, Sarvi	Non-voting Ministry representative	February 4, 2022	At pleasure

<b>Elected Members</b>			
<b>Name</b>	<b>Zone</b>	<b>Effective</b>	<b>Expiry</b>
Arnold, Carol	Vancouver Island Zone	March 2024	March 2027
Kishkan, Lisa	Northern Zone	March 2024	March 2027
Gupta, Gunita	Fraser Zone	March 2024	March 2027
Bighorn, Jelana	Vancouver Coastal Zone	March 2024	March 2027
Neer, Danielle	Interior Zone	March 2024	March 2027

## **BCTC Meetings specific to the Section 17 Special Report**

The BCTC has been meeting regularly to fulfill the work that you requested in June 2025 under section 17 of the *Teachers Act*. In addition to in-person public meetings held on October 7–9, 2025 and on February 4–6, 2026, five ad hoc virtual half-day meetings on the following days were convened for this purpose:

- June 18, 2025
- September 17, 2025
- October 29, 2025
- December 9, 2025
- January 23, 2026

At the June ad hoc meeting, the Professional and Certification Standards Steering Committee (PCSSC) was assigned to lead the work on Request No. 1 and No. 2, while the Teacher Education Program Approval and Review Committee (TEPARC) was tasked with Request No. 3. The BCTC agreed to address Request No. 4 as a Committee of the Whole.

The requests are addressed in separate sections in this report. These sections outline the extensive work undertaken by the BCTC and its committees, along with related decisions and next steps.

## Request No. 1: Certification Standards

### Minister's Request:

I am requesting a thorough and expedient review of current certification standards with a view to eliminating unnecessary barriers and complexity, in particular for internationally educated teachers. This review should include considering academic, professional preparation and familiarization requirements to ensure that the experience and skill of teacher applicants is being considered and pre- and post-certification coursework does not place a disproportionate burden on qualified teachers from other jurisdictions.

### BCTC's Response - Summary:

Your request aligns with section 13(d)(i) of the *Teachers Act*, which directs the BCTC to set the Certification Standards for issuing a Certificate of Qualification (COQ).

Drawing on the ongoing six-year review of the Certification Standards, the BCTC has demonstrated a rigorous and evidence-based process focused on removing unnecessary barriers and reducing complexity, particularly for internationally educated teachers. The updated Standards introduce more flexible pathways, broaden eligibility criteria, and enhance access for internationally trained applicants. Data from 2020 to 2025 indicates these revisions have improved the eligibility outcomes of internationally educated teachers in BC.

Therefore, the BCTC is confident that the review of the Certification Standards, to be completed later this year, will uphold strong requirements and incorporate clearer, more inclusive language, strengthening the overall quality and responsiveness of the BC's teacher certification framework.

## Work Completed to Date

### Review and Revision Process

The review of the Certification Standards began in 2019 with the restructuring of the former British Columbia College of Teachers' Bylaws and Policies. Guided by consultation with the Director of Certification (DOC) at the Teacher Regulation Branch (TRB) and external legal counsel, this work identified priority revisions, including separating the Certification Standards (Bylaw 2 and Policy P2) from the Teacher Education Program Approval Standards (Policy P5), and reorganizing the content into a clearer, more intuitive structure.

In January 2020, the BCTC initiated a formal review of the Certification Standards, with the PCSSC leading the process and developing a Certification Standards Review Workplan<sup>1</sup> that was approved by the BCTC.

To manage the scope and complexity of the Standards and to streamline the work, the BCTC adopted a phased approach, prioritizing key themes. Throughout the review, the BCTC focused on maintaining strong requirements while modernizing the Standards to improve clarity, fairness, and inclusivity—particularly for internationally trained teachers.

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<sup>1</sup> See Appendix R1(1) BCTC Certification Standards Review Workplan (2020-2026)

The Certification Standards Review Workplan identifies the following priority themes:

- **Familiarization** – completed, changes in force
- **Currency of Teaching Practice** – completed, changes in force
- **English and French Language Proficiency** – completed, changes in force
- **Professional Preparation** – completed, changes in force
- **Academic Preparation** – in progress (requirements determined), pending BCTC final review and Minister consideration
- **Validity of Certificates** – in progress (requirements determined), pending BCTC final review and Minister consideration
- **First Nations Language Teacher Certificate** – pending, work to be led by new working group including BCTC, First Nations Education Steering Committee (FNESC) and Ministry of Education and Child Care (ECC)
- **Realignment of Revised Certification Standards** – in progress (requirements determined), pending BCTC final review and Minister consideration

### **Familiarization and Currency of Teaching Practice**

The work was completed in fall 2021. The BCTC proposed removing Currency of Practice to better align BC's requirements with other Canadian jurisdictions, eliminate redundancy given that K-12 employers already require recent teaching experience, and reflect that educators, as regulated professionals, maintain current practice throughout their careers. The Minister approved the removal of the Currency of Practice sections. However, proposed changes to Familiarization were disallowed, with the Minister recommending consultation with the Ministry's Governance and Legislation Branch. This feedback informed the BCTC's approach to future revisions.

### **Language Proficiency and Familiarization**

The work was completed in spring 2022. This phase introduced further amendments to the Familiarization requirements and updates to the English and French Language Proficiency sections. Approved by the Minister in July 2022, these revisions created more flexible pathways for applicants to demonstrate language proficiency.

The revisions also included a new synchronous online Familiarization course, developed in collaboration with the Association of BC Deans of Education (ABCDE) and delivered through approved BC Teacher Education Programs (TEPs). The course is designed to support internationally trained teachers in understanding the BC K-12 school system and the Professional Standards for BC Educators.

### **Professional Preparation and Familiarization**

The work was completed in summer 2023. This phase focused on revising the Professional Preparation requirements and making further updates to Familiarization. A full-day workshop in January 2023, facilitated by the PCSSC with DOC support, helped BCTC members explore practical applications of the Standards related to Professional Preparation. Final revisions were approved by the BCTC in October 2023 and allowed by the Minister in December 2023, with the aim of improving access to certification for international applicants by expanding and diversifying eligibility criteria within the Professional Preparation sections.

### **Academic Preparation Requirements**

This work began in winter/spring 2024. With support from the DOC, the PCSSC began reviewing the Academic Preparation sections of the Standards. In October 2024, the PCSSC led a half-day consultation with BC TEPs to gather feedback on the Academic Preparation requirements, identify gaps, and determine areas requiring revision. A second session in December brought together representatives from BC education partner groups for further consultation and input.

Drawing on feedback from these consultations, TRB research, and DOC advice, the BCTC completed its review of the Academic Preparation requirements at its October 2025 meeting and approved the revisions in principle. These proposed revisions will be included in the full Realigned Certification Standards that the BCTC aims to submit for Ministerial consideration by summer 2026.

### **Validity of Certificates**

The work began in spring 2023. Earlier in the year, this area of the Certification Standards was flagged by the Minister as requiring attention in response to a previous submission of changes to the Standards, noting that several sections raised potential human rights concerns.

On review, the PCSSC agreed that the language was vague and required clearer direction—particularly regarding the number of extensions allowed on a Conditional COQ, the conditions under which extensions may be granted, the meaning of “circumstances beyond control,” and whether the DOC should have discretion to waive required coursework when a COQ holder cannot complete it for legitimate reasons.

Working with external legal counsel, the PCSSC developed proposed revisions that provide greater discretion to the DOC and make the requirements more concise, fair, and equitable for applicants and certificate holders. These revisions were approved in principle by the BCTC but have not yet been submitted to you. They will be included in the full Realigned Certification Standards.

### **First Nations Language Teacher Certificate**

The work began in spring 2025 when the BCTC reached out to FNEC to initiate a review and co-development of revisions to the First Nations Language Teacher Certificate sections. In response, FNEC recommended establishing a working group, comprising FNEC, BCTC, and ECC, to jointly review these sections of the Certification Standards and address the required updates to the Professional Standards to incorporate a Distinctions Based Approach.

Both the BCTC and ECC confirmed their support for establishing this working group to lead revisions to these sections of the Certification Standards and to explore additional pathways to certification for First Nations language teachers that reflect the needs and priorities of First Nations. Work is expected to begin in spring 2026.

### **Realignment of Revised Certification Standards**

In 2024, the PCSSC and TRB staff began working with the BCTC’s external legal counsel on a full realignment of the Certification Standards. This restructuring does not introduce major content changes; rather, it focuses on improving clarity, removing redundancies, renumbering sections, and completing general cleanup. The BCTC intends to submit the full Realigned Certification Standards to you for consideration by summer 2026.

## Response to Request No. 1

As outlined above and described in detail in the Certification Standards Review Workplan, the BCTC has demonstrated clear evidence of a thorough and well-structured Certification Standards Review process. A project of this scope requires considerable time, given the extensive research, data analysis, consultations, development of requirements and criteria, drafting of revised Standards language, and the Ministerial approval process. Within professional regulation, it is common for a standards review to span three to five years, depending on their complexity and breadth.

With respect to reducing unnecessary barriers and complexity, particularly for internationally educated teachers, the BCTC believes that significant progress has already been made. Updated requirements in the areas of Familiarization, Currency of Practice, English and French Language Proficiency, and Professional Preparation are now in force and contributing to a more accessible and inclusive certification process. Throughout this work, the BCTC also consulted representatives of the Canadian Free Trade Agreement (CFTA), who expressed full support for the policy direction and confirmed that the proposed changes align with CFTA obligations.

The revisions to the Certification Standards since 2022 are having a positive impact on the eligibility outcomes of internationally educated applicants in BC, as shown in the data table below. The table summarizes assessment outcomes for internationally educated teachers between 2020 and 2025.

Calendar Year	COQI Apps Assessed by TRB	COQI Apps resulting in Eligibility from TRB	COQI Apps resulting in Denial by TRB
2020	516	333 (64%)	183 (36%)
2021	591	330 (56%)	261 (44%)
2022	660	508 (77%)	152 (23%)
2023	841	711 (84%)	130 (16%)
2024	692	556 (80%)	136 (20%)
2025	1150	855 (75%)	295 (25%)

Data vetted/provided by the TRB Certification Unit in January 2026. COQI = International Applicant

In 2020 and 2021, before any of these Certification Standards changes came into force, applicant success rates averaged about 60 percent, with denial rates around 40 percent. After revisions took effect in late 2022, outcomes improved significantly. From 2022 to 2025, the average success rate rose to 79 percent, with denial rates dropping to 21 percent.

In addition to improved outcomes, the data also shows a significant increase in application volumes. Between 2020 and 2022, an average of 589 international applications were assessed annually. Between 2023 and 2025, this rose to an average of 894 applications per year. While the current labour market and teacher shortages across BC contribute to this increase, the BCTC believes that recent revisions to the Certification Standards have also played a role by removing previous barriers and introducing more flexible requirements.

As noted above, additional proposed revisions—related to Academic Preparation, Validity of Certificates, and the Realignment of the Revised Certification Standards—are still underway. These proposed changes are expected to be submitted to you for consideration by summer 2026. Once approved, these revisions will continue to maintain robust certification requirements while reducing unnecessary barriers, offering more flexible pathways, and supporting a more inclusive process for all applicants and certificate holders in BC.

## Request No. 2: Establishing Additional Certificate Types

### Minister's Request No. 2:

I am requesting a decision and action plan on creating differentiated certification pathways to better support the needs of the K-12 sector. You have the statutory ability to classify certificates of qualification into one or more types, including requiring that different certification standards be met for different types of certificates of qualification. I am requesting that you consult with K-12 partners and consider how you can create role-restricted certificates that still provide individuals with meaningful pathways to ladder to full certification.

### BCTC's Response - Summary:

Your request aligns with section 13(e) of the *Teachers Act*, which authorizes the BCTC to classify teaching certificates and establish the criteria for their issuance.

The BCTC recognizes the potential of differentiated certificate types to support workforce needs by bringing uncertified individuals into the provincial certification framework. However, following seven months of research, analysis, and extensive consultation with BC, TEPs and education partners, the BCTC has decided not to proceed with additional differentiated certification pathways at this time, as it determined this would not be in the public interest. Instead, the BCTC will continue working with TEPs to support flexible and part-time cohort options, particularly to improve access in rural and remote communities.

## Work Completed to Date

### Research and Environmental Scan

Since late June 2025, the PCSSC has led this work on behalf of the BCTC. Over the summer, the PCSSC requested and received support from the Ministry in obtaining additional data. The PCSSC collaborated with the Workforce Development Branch, the Education Analytics Branch, and the Director of Certification to examine the provincial use of Letters of Permission (LOPs) and uncertified Teacher Teaching on Call (TTOC) assignments. Specifically, the PCSSC sought data on:

- the number of LOP holders working in K-12 schools,
- the number of uncertified individuals being utilized, and
- the number of certified internationally educated teachers (IETs) who were not being hired.

The related Ministry Data Report<sup>2</sup> was reviewed at the September 2025 ad hoc meeting. The report noted that, in the 2024/25 school year, independent schools had roughly twice as many active LOP holders as public schools (605 compared to 374). Because some individuals held LOPs in multiple regions, regional totals slightly exceeded the overall provincial count.

The report also noted that 90 percent of LOP applications in both sectors resulted in an issued LOP. Over the past five years, 548 former LOP holders transitioned to a COQ, with most completing the transition within one year and fewer doing so after two years.

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<sup>2</sup> See Appendix R2(1) 2025-09-11 Ministry Data Report on LOP and IET

Further analysis of IETs holding Conditional Certificates from the 2022/23 and 2024/25 school years, using annual practice fee payment data, showed that a significant proportion of internationally qualified individuals were not employed in either the public or independent sectors after becoming certified.

Finally, the report also reviewed LOP duration and found that:

- 48 percent of LOP holders were issued an LOP for the first time in 2024/25,
- 52 percent held an LOP in more than one school year, indicating repeated or extended use,
- 10 percent held LOPs in five or more school years, suggesting long-term reliance on LOPs for staffing purposes.

To complement the data analysis, the PCSSC conducted an environmental scan to determine whether other Canadian jurisdictions provide additional or alternative certification pathways. The review found that while most jurisdictions issue a credential comparable to BC's LOP, only New Brunswick currently offers a differentiated certificate with a ladder pathway. As this model is relatively new, its effectiveness has not yet been demonstrated in practice.

### **Consultations with K-12 Education Partners**

In your letter of June 10, 2025, you requested that the BCTC engage K-12 education partners in consultations on potential differentiated certificate types. The purpose of these consultations was to gather feedback that will inform the BCTC's decision-making and support the development of an action plan, if applicable.

At its October 2025 meeting, the BCTC approved the Possible Models for Additional Certificate Types<sup>3</sup> table for use in consultations. The table outlines five potential models for differentiated certificate types, including proposed requirements and possible laddering options.

1. Interim Preparatory Certificate – TEP-enrolled (leads to Professional COQ)
2. Interim Role-Restricted Certificate – ELEMENTARY (leads to Professional COQ)
3. Interim Role-Restricted Certificate – SECONDARY (leads to Professional COQ)
4. Interim Role-Restricted Certificate – TTOC (leads to Professional COQ)
5. Interim Role-Restricted Certificate – TTOC (leads to non-expiring TTOC Certificate)

Through November and December 2025, the PCSSC held three two-hour consultation sessions with the following partners:

- BC teacher education programs
- BCTC's education partners
- Director of Certification and the Commissioner for Teacher Regulation

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<sup>3</sup> See Appendix R2(2) 2025-10-07 Possible Models for Additional Certificate Types (Oct 2025)

## **Consultation with BC TEPs**

The consultations with BC TEPs took place on November 13, 2025, and included representatives from all nine programs. As captured in the Establishing Additional Certificate Types Collated Notes from the consultation, the discussion explored several core issues related to the feasibility of implementing differentiated certification pathways.<sup>4</sup>

### **Familiarization**

One of the first topics raised was the capacity of TEPs to deliver the Familiarization course to a broader audience. Demand for the course would increase substantially, as it is proposed to become a standing requirement for all differentiated certificate types, ensuring applicants have a foundational understanding of the Professional Standards and their professional responsibilities. TEPs explained that the current Familiarization course was designed specifically for internationally educated teachers and would require substantial revision—or complete replacement—to serve candidates entering through differentiated certification models. Developing and delivering a new course would pose significant challenges, including limited capacity, high costs, and logistical constraints, making it unlikely that TEPs could take this on without additional funding.

### **Educators Enrolled in a TEP**

Participants also considered the implications of allowing differentiated certificate holders (e.g., LOP holders, EAs, etc.) to continue to work as educators while completing their teacher education program. TEPs noted that this would necessitate a major shift from full-time to more flexible part-time program delivery, including expanded online, evening, weekend, and summer coursework. Such changes raise concerns about maintaining qualification standards, managing complex practicum arrangements, and navigating potential conflicts of interest with employers. Overall, TEPs indicated that accommodating working candidates would require substantial program redesign and new resources.

### **Creating Additional TEP Cohorts**

TEPs reflected on whether they could create new cohorts to support differentiated pathways. They noted that establishing part-time or dispersed cohorts for candidates already working in the K–12 school system would require significant adjustments to scheduling, pacing and instructional models. These changes would be particularly burdensome for smaller programs and would only be viable with substantial additional funding. Dispersed cohorts, in particular, are costly to sustain and depend on high enrollment to be feasible.

### **Developing Micro-Credentials**

The discussion also addressed the possibility of offering micro-credential courses to support the Interim Role-Restricted TTOC certificate (COQ Model No. 5). TEPs explained that developing such courses outside their existing cohort-based model would be difficult, as current capacity does not allow for creating and delivering standalone laddering courses. They suggested that alternative approaches—such as continuing education offerings or recognizing equivalencies with existing undergraduate courses—might need to be explored. They also highlighted concerns related to public interest and student safety, especially at the secondary level.

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<sup>4</sup> See Appendix R2(3) 2025-11-13 Consultation with TEPs - Collated Notes

In addition to the above, TEPs raised the following:

- uncertainty around candidate eligibility for elementary versus secondary restricted models,
- the need for clearer timelines and processes for BCTC approval of new part-time or dispersed cohorts,
- questions about whether internationally educated teachers would qualify for differentiated pathways,
- concerns that differentiated certificates could further complicate already lengthy certification processing times, and
- the need for clarification on implications for TQS salary classifications.

Overall, TEPs were not supportive of differentiated certification models. The following concerns stood out:

- Differentiated certificates could lead to the de-skilling and de-professionalization of the teaching profession in British Columbia.
- Additional responsibilities associated with differentiated pathways may shift workload onto TEPs, without corresponding resources or structural support. TEPs have already made many positive changes within programs, specifically related to enhancing modes of delivery, and part-time and dispersed offerings.
- Paying teacher candidates while they are enrolled in a TEP may devalue essential theory and practice-based learning that occurs on campus.
- Differentiated certificates could create a two-tier system—particularly between rural and urban districts—with less-qualified certificate holders concentrated in rural regions.

Following its consultation with TEPs, the BCTC received a follow-up letter from the ABCDE, which identified several concerns not raised during the consultations<sup>5</sup>. ABCDE noted that some of the proposed models appear to allow individuals with only a Grade 12 education to teach—an approach they view as unacceptable. ABCDE also cautioned that fast-track certification lacks research evidence of long-term effectiveness and could reduce enrolment in teacher education programs. Finally, ABCDE emphasized that all schools—urban, rural, and First Nations—require fully prepared teachers, underscoring the importance of province-wide equity in any certification model.

Despite these concerns, both ABCDE and TEP representatives indicated they remain open to continued collaboration with BCTC to help address the provincial and national teacher shortage.

### **Consultation with Education Partners**

The second consultation session took place on November 25, 2025, and included representatives from the following organizations:

- Association of BC Deans of Education (ABCDE)
- BC Confederation of Parent Advisory Councils (BCCPAC)
- BC Principals' and Vice-Principals' Association (BCPVPA)
- BC Public School Employers' Association (BCPSEA)

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<sup>5</sup> See Appendix R2(4) 2025-12-21 ABCDE Letter to BCTC - Proposed Certificate Models

- BC School Superintendents Association (BCSSA)
- BC School Trustees Association (BCSTA)
- BC Teachers' Federation (BCTF)
- Federation of Independent School Associations (FISABC)
- First Nations Education Steering Committee (FNESC)
- Workforce Development Branch of the Ministry of Education and Child Care (ECC Workforce)

As outlined in the Collated Notes from the consultation, education partner groups expressed mixed support for the proposed models of differentiated certificates.<sup>6</sup> Throughout the discussion, there was broad recognition of the persistent challenges school districts face in recruiting and retaining teachers, especially in rural and remote geographic areas, as well as specialized subject areas.

Several partners, including FISA, BCSTA, BCPVPA, BCSSA, and ECC Workforce, expressed openness to differentiated certification pathways to expand candidate pools and reduce reliance on annual LOPs. COQ Models No. 2 and No. 3, in particular, were frequently identified as the most feasible options, with some partners suggesting ways to strengthen them through combined subject-specific pathways, practicum flexibility, or clearer laddering routes to full certification.

FNESC and ABCDE also emphasized the importance of recognizing practical, community-based, or Indigenous knowledge as part of a candidate's preparation, underscoring the need for more flexible pathways that still respect local contexts and lived experience.

At the same time, significant concerns emerged across multiple partner groups regarding the potential impact of several proposed models on professional standards, educational quality, and system coherence. Several partners questioned the adequacy of lowering qualification thresholds—particularly in COQ Model No. 5—and warned that such changes could create uneven or two-tiered certification structures that ultimately undermine the perceived quality of BC's K–12 school system. Groups such as the BCTF and ABCDE cautioned that these pathways risk de-professionalizing teaching and could negatively affect long-term retention. Others were concerned about the administrative complexity they would introduce, including pressures on practicum capacity, mentorship structures, and district operations. Even among those open to differentiated options, participants stressed the need for strong safeguards, well-defined progression pathways, and careful attention to broader system impacts. They noted that there is limited evidence from other jurisdictions to demonstrate that fast-track or lowered-threshold models lead to sustainable improvements in teacher supply or student outcomes. Overall, while partners differed in their levels of support, there was a shared emphasis on balancing innovation with the need to uphold regulatory standards and ensure equity across all school communities.

Aside from discussion on differentiated certificates and laddering pathways, partners also advocated for less rigid certification requirements, more flexible TEP delivery options, and recognition of prior learning/work experience. A preference for prioritizing local hires over internationally trained teachers also emerged as a recurring theme.

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<sup>6</sup> See Appendix R2(5) 2025-11-25 Consultation with Education Partners - Collated Notes

Following the consultation session, the BCTC received two in-depth written responses from participating organizations, BCSTA and BCPSEA.

In its letter of December 2, 2025<sup>7</sup>, the BCSTA Rural and Remote Network (BCSTA RRN), a specialized working group within BCSTA, expressed concern that the five proposed certification models do not adequately address the realities facing rural and northern districts, where reliance on LOPs and uncertified TTOCs remains high and shortages persist throughout the year. The letter highlighted potential delays in certification processing, especially if many applicants require the Familiarization course. BCSTA RRN also stressed the need for more flexible teacher-education delivery, including online B.Ed. options that allow candidates to stay in their communities. They further noted that COQ Models No. 2 and No. 3 do not reflect the multi-grade teaching realities of rural schools. Additionally, the bureaucratic requirements associated with COQ Models No. 4 and No. 5 could create additional barriers for districts already struggling to attract TTOCs. Ultimately, BCSTA RRN concluded that the proposed certificate types offer limited benefit and amount to a “band-aid” solution that does not address underlying workforce challenges.

In its December 18, 2025 letter<sup>8</sup>, BCPSEA highlighted that boards of education continue to struggle to recruit certified teachers in rural, remote, and specialized areas, and argued that differentiated certificates should be designed specifically to address these gaps. While noting mixed views on maintaining current qualification standards, BCPSEA suggested that differentiated pathways could help if they set clear, reasonable standards for uncertified individuals already filling many roles. The letter emphasizes the need for practical laddering options that recognize prior experience, allow practicums in candidates’ existing classrooms, and offer flexible program delivery—hybrid, online, or in-community—to support those unable to access traditional TEPs. BCPSEA also stressed that any new certificates must be administratively simpler than current mechanisms, as Letters of Permission already create significant burdens for districts.

### **Consultations with the Director of Certification and the Commissioner for Teacher Regulation**

The third consultation session took place on December 2, 2025. Both the Director of Certification and the Commissioner for Teacher Regulation were in overall support of the differentiated certificate models.<sup>9</sup>

The Commissioner supported the introduction of differentiated certificate types, emphasizing that bringing uncertified practitioners under the jurisdiction of teacher regulation would strengthen oversight and better protect the public interest. The Commissioner noted that minimally certified individuals could still be held to the Professional Standards if they received targeted training in professional boundaries and classroom management—areas identified as the most common sources of conduct concerns. It was pointed out that the Justice Institute of BC’s existing courses are cost-effective, accessible options that could be adapted for hybrid delivery while still retaining some in-person components. The Commissioner saw no public interest issues with the proposed models and indicated that employers would gain, rather than be burdened, by having conduct oversight extend to those currently working in an uncertified capacity, including LOP holders.

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<sup>7</sup> See Appendix R2(6) 2025-12-02 BCSTA-RRN Letter to BCTC - Proposed Certificate Models

<sup>8</sup> See Appendix R2(7) 2025-12-17 BCPSEA Letter to BCTC - Proposed Certificate Models

<sup>9</sup> See Appendix R2(8) 2025-12-02 Consultation with DOC and Commissioner - Collated Notes

The Director of Certification expressed support for differentiated certificate types to increase the number of certified educators and reduce reliance on Letters of Permission, noting that certain models—especially for permanent TTOC roles—could streamline application workflows and allow educators to work across districts without needing multiple LOPs. However, the DOC cautioned that processing capacity at the TRB would remain a challenge, and highlighted complexities related to evaluating “fit and proper” status, particularly if individuals upgrade or seek extensions while conduct matters are open. The DOC also raised sustainability concerns, observing that many uncertified individuals may never ladder to a Professional COQ and that TEP capacity constraints limit the feasibility of flexible or part-time pathways. The DOC cited cost, logistics, and the fact that some candidates seek paid work during their programs as further complicating TEP accessibility under the proposed models.

### **BCTC Highlighted Concerns**

After the consultation sessions on differentiated certificate types, the BCTC highlighted the following concerns:

- The current Familiarization course is not suitable for the proposed models, and developing a revised or replacement course would be resource-intensive and require additional funding for TEPs.
- Allowing differentiated certificate holders to work while completing a TEP would require major program redesign toward part-time and flexible delivery, raising concerns about maintaining standards, managing employer relationships, and coordinating practicums. Workload pressures would likely shift onto TEPs without corresponding structural support or resources. TEPs have already done extensive work to create laddering pathways for those teaching on LOPs or working as Education Assistants. Furthermore, allowing school districts to use teacher candidates as TTOCs while enrolled in a TEP could devalue essential on-campus learning.
- Creating additional TEP cohorts to support differentiated pathways would necessitate significant scheduling changes, additional funding, and sufficiently large enrollments to be financially viable.
- Developing micro-credential courses for COQ Model No. 5 would require new funding, involve complex delivery considerations outside the cohort model, and raise public-interest and student-safety concerns.
- Significant concern exists about the potential de-skilling and de-professionalizing of teachers in BC.
- Differentiated certificates risk creating a two-tier system—particularly between rural and urban districts—with lesser-qualified certificate holders concentrated in rural regions.

### **Response to Request No. 2**

The BCTC acknowledges the unprecedented number of uncertified individuals currently working in the K–12 system and not recorded in the public online registry of teachers. The BCTC recognizes that introducing additional differentiated certificate types may help address this issue. Creating a new pathway—or a form of differentiated COQ—could bring uncertified individuals under the provincial certification framework and provide a structured route for them to eventually ladder into the Professional COQ. It can also be argued that this approach may enhance workforce sustainability in rural and remote areas where teacher shortage is most acute.

Nonetheless, while efforts to remove barriers and support teacher recruitment are important, the BCTC believes that introducing additional differentiated certification pathways may not be in the public interest and is unlikely to provide the most effective solution. Feedback from partners consistently indicates that the persistent shortage of qualified, certified teachers stems primarily from chronic underfunding of the education system and broader systemic challenges affecting the education sector province-wide. These challenges include the complexity of expediting teacher certification processes, compounded by employer budget limitations, administrative constraints, and hiring practices that often prioritize locally trained candidates.

Additionally, the BCTC has concerns about the scope and nature of the data collected by the Ministry through the referenced Data Report. While the report provides useful information on provincial use of LOPs, it does not appear to capture data on uncertified individuals currently working in the K-12 system. Although the BCTC recognizes that hiring practices fall outside its mandate and rest with employers in the BC K-12 school system, it would be remiss not to note that the widespread—and largely undocumented—use of uncertified individuals in classrooms raises questions about employer accountability and, ultimately, the Ministry’s oversight.

The BCTC has therefore decided that, based on the feedback received through extensive consultation sessions with BC TEPs and education partners, it will not proceed with creating additional differentiated certification pathways at this time. Instead, the BCTC will continue working with TEPs to support the development of more flexible and part-time cohort options, particularly to improve access in rural and remote regions of the province.

### **Alternative Approaches to Workforce and Certification**

The BCTC ascertains that some alternative approaches may be more effective than creating additional certificate types. In this context, the BCTC would like to present three alternative approaches the Ministry may wish to consider as it continues to address workforce and certification challenges.

#### **1. Improve utilization of Letters of Permission**

A Letter of Permission (LOP) is a temporary authorization issued under the *Teachers Act* when no certified teacher is available. LOPs provide a lawful mechanism for addressing labour-market shortages and short-term staffing gaps; however, their use creates administrative burden and varies across districts. The Ministry data shows that, although intended for short-term use, LOPs are sometimes relied upon for extended periods, and their application varies significantly across districts, with some districts holding disproportionate percentages of all issued LOPs.

Improving LOP utilization is in the public interest as it helps ensure transparency through the public registry and supports the regulated deployment of uncertified individuals only when necessary. Strengthening how LOPs are defined and applied—such as through clearer categorization, appropriate term lengths, and improved oversight—would support more consistent, effective, and enforceable use.

Therefore, the BCTC recommends that the Ministry work with school districts to enhance the “Authorized Person” category and promote more coherent and effective utilization of Letters of Permission. The Ministry would benefit from research and consultations to identify opportunities to strengthen LOP practices and assess whether legislative amendments are required.

## 2. Ensure employer accountability in hiring newly certified IETs

Partner consultations revealed a consistent pattern regarding the employability challenges faced by IETs and a corresponding employer preference for locally trained candidates. Employers sometimes perceive newly certified IETs as requiring extensive onboarding, noting that some may be unfamiliar with BC’s curriculum, assessment practices, cultural context, and/or the First Nations Principles of Learning. These perceived adjustment needs—combined with complex immigration processes and limited willingness among some IETs to relocate to rural or remote regions where shortages are most acute—can disadvantage IETs relative to domestic applicants who can often be hired more quickly to meet immediate staffing demands.

As a result, several education partners expressed a clear preference for domestic candidates, including those holding proposed differentiated certificates with lower levels of qualifications than a Conditional COQ. These preferences appear driven primarily by practical considerations related to onboarding, familiarity with the local education context, and anticipated retention, rather than concerns about the quality of international qualifications.

The TRB graph below presents data on IET employment rate two years after certification.



The data show a sharp increase in the number of internationally educated teachers receiving a Conditional COQ beginning in 2022, yet employment outcomes have not kept pace. It appears that only about half of newly certified IETs are working in BC schools two years after receiving a certificate.

This divergence suggests that employment outcomes are not fully keeping pace with the growth in certified IETs and may reflect ongoing barriers, including employer tendencies to favour domestic candidates. The BCTC recommends that the Ministry undertake further analysis to better understand whether qualified IETs are consistently receiving appropriate consideration in hiring processes, and to explore potential enhancements to employer accountability practices.

### **3. Re-introduce a Non-Practising fee-category for Certificate Holders**

Each year, between 2,200 and 2,600 COQs are cancelled due to non-payment of fees. This group may include some educators who would prefer to remain connected to the system as TTOCs if a Non-Practising fee category was available. Under the current model, anyone whose certificate is cancelled must re-apply and be evaluated under the requirements in place at that time, whereas a Non-Practising category would allow individuals to return to active status simply by changing their fee payment.

Before 2011, the *Teaching Profession Act* fee regulation included Non-Practising and Non-Practising Retired categories, which reduced administrative and financial barriers while keeping certificate holders connected to the profession. The BCTC believes that re-establishing these categories may better serve the public interest by retaining trained educators rather than increasing reliance on individuals without formal teacher preparation.

## Request No. 3: Teacher Education Program Approval and Review

### Minister's Request No. 3:

I am requesting a review of current approval framework for teacher education programs, including consultation with post-secondary institutions, employers and rightsholders. I am requesting that you review the ways in which existing standards and approaches to approval may adversely impact rural, remote and First Nations communities in having access to teacher training programs. Specifically, I am requesting that you consider your existing "conflict of interest" requirements for practicum placements as well as your position on blended/online delivery of programs.

### BCTC's Response - Summary:

Your request aligns with section 13(a) to (c) of the *Teachers Act*, which empowers the BCTC to set teacher education program approval standards, determine whether programs meet those standards, and collaborate with faculties of education on program design and evaluation.

The BCTC already maintains a comprehensive approval framework that addresses the areas identified in your request. The Teacher Education Program Approval and Review Framework, developed with ABCDE, guides ongoing assessment of all nine TEPs, with more than 70 review processes completed to date. Through sustained consultation with TEPs and partner groups, particularly regarding blended and online delivery, the BCTC has produced detailed guidelines that have supported expanded access in rural, remote and First Nations communities. Finally, the revised Teacher Education Program Approval Standards include an amendment to the conflict-of-interest clause, directly addressing concerns related to practicum placements and community access.

## Work Completed to Date

### TEPAR Framework and Processes

The Teacher Education Program Approval and Review Framework (TEPAR Framework) establishes a foundation for the BCTC to carry out its regulatory mandate regarding BC TEPs, as outlined in section 13 (b) and (c) of the *Teachers Act*. Developed through years of collaboration between the BCTC and ABCDE, the Framework provides a robust outline for ensuring that BC TEPs continue to meet the Teacher Education Program (TEP) Approval Standards as well as to prepare teacher candidates to understand and demonstrate the Professional Standards and to meet the Certification Standards. The overarching goal of the TEPAR Framework is to support continuous improvement of TEPs and to strengthen public trust in regulatory processes for the teaching profession.

The Framework was first ratified in May 2019 and updated in October 2023. The BCTC continues to work with the Deans of Education on ongoing refinements, resulting in several updates to improve alignment, clarity, and responsiveness, including the addition of a new review process to address unanticipated challenges in teacher education programs. The most recent revision adjusted the Cyclical Review schedule by modifying the frequency of Ongoing Structured Dialogues to alternate with Maintenance Reviews on a three-year rotation. This change was jointly approved by the BCTC and ABCDE and took effect in May 2025.

The TEPAR Framework sets out six processes for approving and reviewing TEPs:

- **New Institution Teacher Education Program Approval (Process A)** – to review proposals from institutions not currently offering a teacher education program in BC.
- **Changes to an Existing Teacher Education Program Approval (Process B)** – to review proposed changes from existing BC teacher education programs.
- **Ongoing Structured Dialogue (Process C)** – occurs every two years to facilitate a reciprocal exchange of information between the BCTC and an existing BC teacher education program.
- **Maintenance Review (Process D)** – to assess on a five- to seven-year basis how an existing BC teacher education program continues to meet the Teacher Education Program Approval Standards, including the ability to prepare graduates to understand and demonstrate the Professional Standards and to meet the Certification Standards.
- **Exceptional Concerns Protocol (Process E)** – to assess an existing BC teacher education program where serious concerns arise within or outside the Maintenance Review cycle that may compromise the program’s ability to meet the TEP Approval Standards, including preparing graduates to understand and demonstrate the Professional Standards and to meet the Certification Standards.
- **Extraordinary Circumstances Pathway (Process F)** – to be used when a TEP is faced with external challenges beyond its control. Under this process, the BCTC will work collaboratively with the TEP to establish possible exemptions for programs or cohorts when warranted.

### TEP Approval and Review

There are nine approved TEPs in BC offered by eight post-secondary institutions. These programs meet the requirements laid out in the TEP Approval Standards. BC TEPs, in partnership with the BCTC, engage in ongoing program assessment and improvement to enhance the quality of professional education programs and cohorts and the experience of teacher candidates enrolled in programs across the province.

- Simon Fraser University (SFU)
- Thompson Rivers University (TRU)
- Trinity Western University (TWU)
- University of British Columbia (UBC)
- University of British Columbia – Okanagan (UBCO)
- University of the Fraser Valley (UFV)
- University of Northern British Columbia (UNBC)
- University of Victoria (UVic)
- Vancouver Island University (VIU)

Since the development of the Framework in 2019, the BCTC has completed the following processes:

Process	Description	Completed to Date
<b>Process A</b>	New Institution TEP Approval	None
<b>Process B</b>	Changes to Existing Program Approval	43 reviews
<b>Process C</b>	TEP Structured Dialogues	22 reviews
<b>Process D</b>	TEP Maintenance Reviews	8 reviews
<b>Process E</b>	Exceptional Concerns Protocol	1 review
<b>Process F</b>	Extraordinary Circumstances Pathway	None

## TEP Methods of Delivery – Blended TEPs

In early 2020, the BCTC began examining the evaluation of teacher education programs with significant online or distributed learning components (i.e., blended TEPs). This work included a virtual workshop in May 2020, co-hosted with UBC and UVic, where participants agreed that blended delivery could enhance accessibility and diversity in teacher education. Shortly afterward, the BCTC approved UBC's first blended rural and remote cohort (RRED).

Over the past five years, the BCTC has maintained a strong focus on understanding contemporary online and blended instructional models, supported by a dedicated goal in the BCTC Workplan. This has involved multiple rounds of professional learning in close collaboration with BC TEPs and partner groups. In June 2024, the BCTC held a full day of professional learning specifically focused on online and blended delivery across BC programs, inviting representatives from TEPs, the Ministry of Post-Secondary Education and Future Skills (PSFS), and the Ministry of Education and Child Care's Workforce Development Branch to share their expertise and perspectives.

In December 2024, the BCTC released the *Guidelines for Proposals from BC Teacher Education Programs Regarding Methods of Delivery*, reflecting the outcomes of its multi-year learning and consultation process. The Guidelines permit programs to offer up to 65 percent of professional coursework online, with at least 35 percent delivered in person, excluding practicum requirements. For context, the University of Calgary's Werklund School of Education—often viewed as a competitor to BC programs—allows up to 75 percent of professional coursework to be completed online, with a minimum of 25 percent completed in person on campus.

The following points indicate the BCTC's position for its review of incoming proposals:

- Teaching is a regulated profession in BC and the BCTC remains committed to its responsibility to maintain high standards specific to teacher education.
- The BCTC acknowledges the potential benefits of online delivery, such as greater flexibility and accessibility, but emphasizes the importance of maintaining high standards.
- TEP Approval Standard 1.4 states that programs are required to maximize access and preserve the interactional and relational integrity of teaching.
- A minimum of 35 percent of TEP coursework must be delivered in person.
- The BCTC defines "in person" as TEP coursework that is completed by the teacher candidate in the same location as the instructor(s) and the cohort.
- Special consideration should be given to TEP Approval Standard 1.5 (c), (e), (f), and (g) relating to in-person TEP coursework. While the BCTC will not be prescriptive, TEPs will be asked to provide a rationale for why and how particular content will be delivered online.
- The majority of online TEP coursework must be completed synchronously.
- TEP Approval Standard 4 requires that practicum must be completed in person.

## Response to Request No. 3

Within the TEPAR Framework, *Process B: Changes to an Existing Teacher Education Program Approval* covers modifications to a program's mode of delivery. Blended learning models—which combine synchronous and asynchronous online instruction with in-person coursework—are designed to enhance flexibility and expand access to teacher education, particularly for candidates in rural, remote and First Nations communities. Since the first consultation and learning session on blended

and online delivery in 2020, the BCTC has approved 20 proposals from BC TEPs specifically related to changes in mode of delivery. They include:

- Dispersed cohort approvals: UBC RRED, VIU
- Blended (non-dispersed) approvals: UBC, UVic, UFV, UNBC, VIU, SFU
- Support and approval of UBC NITEP – rotating field centers (Burns Lake, Prince Rupert)
- Participation and support of ECC Workforce EOI – Dispersed cohorts
  - VIU (BCTC approved)
  - UNBC (pending re-submission to BCTC)
- Participation and support of PSFS CFP – FN community-based TEP
  - Year 1 awarded but no proposal to BCTC
    - Bonaparte First Nation and UBC and NVIT
    - Mowachaht-Muchalaht First Nation and UVic and SD#84
    - Stz'uminus Education Society (SES), Chemainus Native College, and UVic.
  - Year 2 (in progress)

Between 2019 and 2022, the BCTC undertook a comprehensive review of the TEP Approval Standards, supported by multiple rounds of consultation with BC education partners. The resulting revisions increased flexibility and autonomy for teacher education programs, strengthened expectations for content related to Reconciliation, decolonization, anti-oppression, and anti-racism, and enhanced flexibility for cohort models and practicum placements, particularly in rural and remote communities.

Since the revised TEP Approval Standards came into force on May 2, 2023, the BCTC has engaged in discussions with several partners, including the Association of BC Deans of Education and First Nations Education Steering Committee, regarding challenges that the conflict of interest clause presents for teacher candidates completing practica in rural and remote communities. The BCTC has been reviewing this section of the Standards since March 2025.

To address this matter, the BCTC recently passed a motion to amend TEP Approval Standard 4.5 and create a new Standard 4.6 requiring each TEP to create a policy to address and resolve any apparent conflict of interest situations and submitted that revision to you on October 17, 2025.

New Standard 4.6: Programs develop and apply a written policy, that shall be published in the program handbook, to address and resolve any apparent conflict of interest between the Teacher Candidate and the supervising teacher or the school administration during all practica.

In your letter of November 24, 2025, you noted that this amendment directly responds to the issues raised in your June 10, 2025 correspondence and will provide much-needed flexibility for rural, remote, and First Nations schools by enabling teacher candidates to complete practicums within their own communities. The revision to the TEP Approval Standards took effect on November 24, 2025, and all BC TEPs and partners have been informed of the change.

## Request No. 4: Ongoing Mandatory Professional Development

### Minister's Request No. 4:

You have the statutory ability to establish requirements for all teachers to maintain a certificate of qualification. I am requesting a decision on whether the BCTC will establish a framework for ongoing mandatory professional development, as a requirement for maintaining certification, that can support excellence for every educator throughout their career, regardless of role or employer type.

### BCTC's Response - Summary:

Your request aligns with section 13(d) of the *Teachers Act*, which directs the BCTC to set the standards that a person must meet to maintain a Certificate of Qualification.

The BCTC recognizes that the question of ongoing mandatory professional development for educators in BC is complex and warrants careful consideration. Over a seven-month period, the BCTC examined various framework options for establishing mandatory professional development as a requirement for maintaining certification.

Following comprehensive research and extensive discussions—including review of current professional development obligations for certified teachers, practices in other regulated professions, and approaches used in Canadian and international teacher-regulation jurisdictions—the BCTC concluded that it will not proceed with establishing a mandatory professional development framework for certification maintenance at this time.

### Work Completed to Date

Following receipt of your request in June, the BCTC determined that this request would be addressed and led by a Committee of the Whole. At its ad hoc meeting on June 18, 2025, the BCTC passed a motion to seek additional clarification from you, including any additional context, such as timing and rationale for the request, that would assist in its deliberations. A letter requesting clarification was sent on July 17, 2025<sup>10</sup>, and your response was received on July 29, 2025<sup>11</sup>.

At its ad hoc meeting on September 17, 2025, the BCTC reviewed your response and discussed the matter from various perspectives, considering both concerns and potential opportunities associated with introducing ongoing requirements to maintain certification. Concerns included the possibility of placing additional obligations on teachers and limiting their autonomy in choosing professional development activities. Opportunities identified included the enhanced ability to reach a significant number of certificate holders who are not employed in the K-12 system and therefore do not have access to existing professional development, as well as the potential to better support TTOCs, who often do not receive paid time for district-level professional development. The discussion examined these considerations through the lens of the public interest, the practical realities within BC schools, and the potential for inadvertently creating additional barriers or burdens for teachers.

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<sup>10</sup> See Appendix R4(1) 2025-07-17 BCTC Letter to Minister - Request No. 4 Clarification

<sup>11</sup> See Appendix R4(2) 2025-07-29 Letter to BCTC from Minister - Request No. 4 Clarification

To understand the system context, several practical realities in BC schools were identified:

- Each district has its own approach to professional development including delivery methods and models which vary from school district to school district.
- The number of professional development days that are currently mandatory as agreed upon in local and provincial collective agreements differs from school district to school district.
- There is no singular system of oversight for professional development in operation across the province; therefore, implementing a province-wide mandatory framework for monitoring professional development as a requirement for maintaining certification would require a separate infrastructure that currently does not exist.

In addition, the analysis highlighted potential barriers or burdens that could affect teachers directly:

- Teachers have autonomy to align their professional development choices with the current and pressing needs of students. A centralized model of delivery and content could restrict teachers from accessing relevant learning in a timely manner.
- Increasing teacher workload, which was highlighted, would be further impacted by the additional responsibilities associated with the implementation of a new set of professional development regulations.
- Additional costs associated with one-time and/or on-going professional development subscriptions and training fees would be further compounded by accessibility issues that would result in a significant burden on teachers.

### **Research and Jurisdictional Scan**

At its public meeting in October 2025, the BCTC passed a motion directing staff to prepare a series of research reports and jurisdictional scans for upcoming ad hoc meetings, including:

- Mandatory professional development requirements for educator certification and licensing in international jurisdictions,
- Availability and accessibility of professional development across BC school districts,
- A historical overview of professional development initiatives for teachers in BC, and
- Professional development frameworks used by other regulated professions in the province.

Research materials were presented and examined at the ad hoc meeting later in October. A primary observation emerging from this review was the absence of a shared understanding of the term “professional development”. Moreover, definitions of “in-service” and “professional learning” also varied significantly across jurisdictions.

Across Canada, teacher certification is regulated at the provincial level, leading to significant variation not only in how professional development expectations are structured, but also in how professional development is defined. In most jurisdictions, ongoing learning is encouraged through frameworks, available funding, and employer-supported opportunities rather than through legislated, regulator-imposed requirements.

The BCTC stressed the need to clearly distinguish between employer-required professional learning, activities tied to salary progression, and expectations set by the regulator. BCTC members emphasized that any new regulatory requirement would need to align with existing professional development obligations, employer in-service obligations, and contractual considerations.

In discussing professional development requirements used by other BC regulated professions, BCTC members noted that many of these professions have significantly smaller registrant populations, making their mandatory professional development systems more manageable to administer. It was observed that imposing similar requirements on a sector as large and diverse as the teaching profession—where tens of thousands of certificate holders vary widely in employment status, role, geography, and access to employer-supported learning—might introduce substantially greater complexity and administrative burden.

#### **Response to Request No. 4**

Based on the research and discussions completed to date, at its meeting on December 9, 2025, the BCTC decided not to establish a framework for ongoing mandatory professional development as a requirement for maintaining certification.

On December 11, 2025, the BCTC received a letter from you expressing support for the BCTC's decision not to proceed with developing a mandatory professional development framework<sup>12</sup>.

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<sup>12</sup> See Appendix R4(3) 2025-12-11 Letter to BCTC from Minister - Retract Request No. 4

## List of Resources

The following list offers online resources related to the BCTC Section 17 Special Report:

Teachers Act

[https://www2.gov.bc.ca/assets/gov/education/administration/legislation-policy/legislation/schoollaw/teachers\\_act\\_contents.pdf](https://www2.gov.bc.ca/assets/gov/education/administration/legislation-policy/legislation/schoollaw/teachers_act_contents.pdf)

Professional Standards for BC Educators (June 2019 PDF)

[https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/standards-for-educators/edu\\_standards.pdf](https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/standards-for-educators/edu_standards.pdf)

Certification Standards (January 2025 PDF)

[https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/organizational-structure/boards-commissions-tribunals/bc-teachers-council/cert\\_standards.pdf](https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/organizational-structure/boards-commissions-tribunals/bc-teachers-council/cert_standards.pdf)

Teacher Education Program Approval Standards (November 2025 PDF)

[https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tep\\_standards.pdf](https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tep_standards.pdf)

Teacher Education Program Approval and Review Framework (October 2023 PDF)

[https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tepar\\_framework.pdf](https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tepar_framework.pdf)

Approved Teacher Education Programs

<https://www2.gov.bc.ca/gov/content/education-training/k-12/teach/resources-for-teachers/training-and-professional-development/teacher-education-programs>

Review of Teacher Education Programs

<https://www2.gov.bc.ca/gov/content/governments/organizational-structure/ministries-organizations/boards-commissions-tribunals/bctc/teacher-education-review>

Guidelines for Proposals from BC Teacher Education Programs Regarding Methods of Delivery

[https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tep\\_guidelines\\_delivery\\_proposal.pdf](https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teacher-regulation/teacher-education-programs/tep_guidelines_delivery_proposal.pdf)

## List of Appendices

R1(1) BCTC Certification Standards Review Workplan (2020-2026)

R2(1) 2025-09-11 Ministry Data Report on LOP and IET

R2(2) 2025-10-07 Possible Models for Additional Certificate Types (Oct 2025)

R2(3) 2025-11-13 Consultation with TEPs - Collated Notes

R2(4) 2025-12-21 ABCDE Letter to BCTC - Proposed Certificate Models

R2(5) 2025-11-25 Consultation with Education Partners - Collated Notes

R2(6) 2025-12-02 BCSTA-RRN Letter to BCTC - Proposed Certificate Models

R2(7) 2025-12-17 BCPSEA Letter to BCTC - Proposed Certificate Models

R2(8) 2025-12-02 Consultation with DOC and Commissioner - Collated Notes

R4(1) 2025-07-17 BCTC Letter to Minister - Request No. 4 Clarification

R4(2) 2025-07-29 Letter to BCTC from Minister - Request No. 4 Clarification

R4(3) 2025-12-11 Letter to BCTC from Minister - Request No. 4 Update



## Certification Standards Review Workplan (2020 – 2026)

Goals/Deliverables:	Actions	Timeline	Status
1. Identify Priority Themed Topics for review within the Certification Standards	<ul style="list-style-type: none"> <li>• Work with DOC and Cert Unit to identify Priority Themed Topics for review within Certification Standards:               <ul style="list-style-type: none"> <li>○ Familiarization</li> <li>○ Currency of Teaching Practice</li> <li>○ English/French Language Proficiency</li> <li>○ Acceptable Academic Preparation</li> <li>○ Acceptable Professional Preparation</li> <li>○ Validity of Certificates</li> <li>○ First Nations Language Teacher Certificate</li> </ul> </li> </ul>	January 2020	Completed.
2. BCTC approval for revisions to Standards to be sent to the Minister in <i>seriatim</i> for consideration	<ul style="list-style-type: none"> <li>• Present the Priority Themed Topics to BCTC and request approval to work through the Standards piece by piece sending them to the Minister for consideration as they are completed and ready</li> </ul>	Feb 2020	Completed.
3. Review and consideration of Priority Themed Topic: <b>Familiarization</b> (STD #86-90)	<ul style="list-style-type: none"> <li>• Review research/enviro scan information on Familiarization</li> <li>• Consider and address of the questions and concerns posed by the committee/BCTC</li> <li>• Frame new Standard(s)</li> <li>• Consult DOC and Cert Unit on framing of new Standard(s)</li> </ul>	March 2020 – Feb 2022	Completed – Approved by ECC Minister (July/22).

	<ul style="list-style-type: none"> <li>• Take new drafted Standard(s) back to BCTC for review and approval</li> <li>• BCTC external legal review of the drafted Standard(s) prior to sending to ECC Minister for consideration</li> </ul>		
4. Review and consideration of Priority Themed Topic: <b><i>Currency of Teaching Practice</i></b> (STD #89, 94-98)	<ul style="list-style-type: none"> <li>• Review research/enviro scan information on Currency of Teaching Practice</li> <li>• Consider and address of the questions and concerns posed by the committee/BCTC</li> <li>• Frame new Standard(s)</li> <li>• Consult TRB Cert Unit on framing of new Standard(s)</li> <li>• Take new drafted Standard(s) back to BCTC for review and approval</li> <li>• BCTC external legal review of the drafted Standard(s) prior to sending to ECC Minister for consideration</li> </ul>	July 2020 – Jan 2022	Completed - Approved by ECC Minister (Jan/22).
5. Review and consideration of Priority Themed Topic: <b><i>English &amp; French Language Proficiency</i></b> (STD 44-50)	<ul style="list-style-type: none"> <li>• Review research/enviro scan information on English &amp; French Language Proficiency</li> <li>• Consider and address of the questions and concerns posed by the committee/BCTC</li> <li>• Frame new Standard(s)</li> <li>• Consult TRB Cert Unit on framing of new Standard(s)</li> <li>• Take new drafted Standard(s) back to BCTC for review and approval</li> <li>• BCTC external legal review of the drafted Standard(s) prior to sending to ECC Minister for consideration</li> </ul>	Nov 2020 – May 2022	Completed - Approved by ECC Minister (July/22).
6. Review and consideration of Priority Themed Topic: <b><i>Acceptable Professional Education Preparation</i></b> (S. 76-83)	<ul style="list-style-type: none"> <li>• Review research/enviro scan information on Acceptable Professional Education Preparation.</li> <li>• Consider and address of the questions and concerns posed by the committee/BCTC</li> <li>• Frame new Standard(s)</li> <li>• Consult TRB Cert Unit on framing of new Standard(s)</li> <li>• Take drafted Standard(s) back to BCTC for review and approval</li> </ul>	Dec 2021 – Oct 2023	Completed - Approved by ECC Minister (Dec/23).

	<ul style="list-style-type: none"> <li>BCTC external legal review of the drafted Standard(s) prior to sending to ECC Minister for consideration</li> </ul>		
7. Review and consideration of Priority Themed Topic: <b>Validity of Certificates of Qualification</b> (S. 17-31)	<ul style="list-style-type: none"> <li>Review research/enviro scan information on Validity of COQs sections</li> <li>Consider and address of the questions and concerns posed by the Minister and committee/BCTC</li> <li>Consult BCTC external legal on the current sections and for guidance with reframing/revising fairer and more inclusive language going forward</li> <li>Frame new Standard(s) within this section</li> <li>Take drafted Standard(s) back to BCTC for review and approval</li> <li>BCTC external legal final review of the revised Standard(s) prior to sending to ECC Minister for consideration</li> </ul>	March 2023 - July 2024	In progress – draft revisions completed. BCTC final approval pending before going to Minister.
8. Review and consideration of Priority Themed Topic: <b>Acceptable Academic Preparation</b> (STD 52-68)	<ul style="list-style-type: none"> <li>Review research/enviro scan information on Acceptable Academic Preparation</li> <li>Consider and address of the questions and concerns posed by the committee/BCTC</li> <li>Consult TRB Cert Unit on current requirements</li> <li>Consult BC TEPs and BC Educ Partners on current requirements</li> <li>Frame new requirements within this section</li> <li>Get BCTC approval on suggested amendments to requirements</li> <li>Work with BCTC external legal to frame revised requirements within Academic Prep sections of the STDs</li> <li>Take drafted Standard(s) back to BCTC for review and approval</li> <li>Draft revised Academic Prep sections to ECC Minister for consideration</li> </ul>	March 2024 – Oct 2025	In progress – BCTC approval in principle on requirements. Draft revisions to sections underway. BCTC final approval pending before going to Minister.

<p>9. Review and consideration of Priority Themed Topic: <b>First Nations Language Teacher Certificate</b> sections (S.4 and S.11-14)</p>	<ul style="list-style-type: none"> <li>• Consider and address of the questions and concerns posed by the committee/BCTC and ECC staff</li> <li>• Consult FNEC and co-develop draft revisions to applicable sections of the STDs</li> <li>• Establish a Working Group (FNEC/BCTC/ECC – 2 members from each organization) to review and develop revisions to these sections as required</li> <li>• As part of the Working Group, also explore additional pathways to certification for First Nations language teachers that meet the needs of First Nations</li> <li>• Bring work and suggestions for revisions to the FNLTC sections back to BCTC for review and approval</li> <li>• Work with BCTC external legal to frame any revisions within applicable sections of the STDs</li> <li>• Draft revised sections of the FNLTC the ECC Minister for consideration</li> </ul>	<p>March 2025 – TBD</p>	<p>Pending – anticipated Working Group will begin meeting in early 2026. Possible revisions to these sections not anticipated until late 2026 or 2027.</p>
<p>10. Full Legal Review &amp; Realignment of Revised Certification STDS</p>	<ul style="list-style-type: none"> <li>• Work with BCTC external legal on a full review and re-alignment of the revised Certification Standards.</li> <li>• Restructuring to provide better clarity, removal of redundancies, renumbering and general tidy-up.</li> <li>• Take draft Realigned &amp; Revised Standards back to BCTC for review and approval</li> </ul>	<p>April 2024 – April 2026</p>	<p>In progress – currently working though all revised sections with BCTC external legal.</p>
<p>11. Final Revisions to Certification Standards sent to Minister for Consideration</p>	<ul style="list-style-type: none"> <li>• BCTC approved Realigned &amp; Revised Certification Standards to be sent to ECC Minister for consideration</li> </ul>	<p>Spring 2026</p>	<p>Pending</p>

## Background

The BC Teachers' Council (BCTC) was directed by the Minister of Education and Child Care to explore new pathways to certification for individuals currently teaching under a Letter of Permission (LOP) or without formal credentials. The Minister has requested a report outlining options, with a submission deadline of February 2026.

To support this work, the Minister indicated that Ministry staff would assist the BCTC in accessing the necessary data and resources. This document was prepared for BCTC to inform their analysis and reporting.

All necessary masking has been completed, so the results are ready for public sharing.

### Question 1. The number of LOP Holders by public school district for the 2024-25 school year.

The table below presents provincial-level data for individuals in the public system who held an active Letter of Permission (LOP) at any point during the 2024/2025 school year (July 1, 2024 to June 30, 2025). While it is reasonable to assume that most individuals with an active LOP are engaged in teaching, this is not necessarily the case.

All figures, including Full-Time Equivalent (FTE) values, are sourced from the Teacher Regulation Branch database. It is important to note that this is not payroll data. If payroll data were available, it would provide a more accurate measure of the actual time LOP holders spend in classrooms teaching.

In some regions, the number of LOP holders falls below 10 — specifically Kootenay and Vancouver Island. In accordance with the Ministry's [Protection of Personal Information when Reporting on Small Populations](#) policy, groupings with fewer than 10 people cannot be publicly reported, these regions have been combined.

Table 1 (below). Active Letter of Permissions (LOP) between July 1, 2024, and June 30, 2025 in the public school system

BCSSA Region <a href="https://bcssa.org/about-us/chapters/">https://bcssa.org/about-us/chapters/</a>	Unique Individuals	FTE
Fraser Valley	90	87
Metro	55	40
Northern	196	171
Thompson - Okanagan	15	14
Vancouver Island and Kootenay - Boundary	18	15
Provincial Total	374	327

*Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.*

Note: Regional totals reflect the number of unique individuals with active Letters of Permission (LOPs) in each BCSSA region during the 2024/25 school year. Because some individuals held LOPs in multiple regions, the sum of regional counts will exceed the provincial total.

**Question 2. The number of LOP Holders by independent school authority for the 2024-25 school year.**

The table below summarizes provincial-level data for individuals in the independent school system who held an active Letter of Permission (LOP) at any time during the 2024/25 school year (July 1, 2024 to June 30, 2025).

While most people with an active LOP are likely teaching, this isn't guaranteed. Some may have received an LOP, but never actually taught.

All figures—including Full-Time Equivalent (FTE) values—come from the Teacher Regulation Branch database. This is not payroll data, so it doesn't reflect actual time spent in classrooms. If payroll data were available, it would offer a more accurate picture of teaching activity among LOP holders.

Table 2 (below). Active Letter of Permissions (LOP) between July 1, 2024, and June 30, 2025 in the independent school system

BCSSA Region	Unique Individuals	FTE
Fraser Valley	55	43
Kootenay - Boundary	10	6
Metro	267	243
Northern	96	74
Thompson - Okanagan	41	23
Vancouver Island	121	101
Unknown	16	12
Provincial Total	605	502

*Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.*

Note: Regional totals reflect the number of unique individuals with active Letters of Permission (LOPs) in each BCSSA region during the 2024/25 school year. Because some individuals held LOPs in multiple regions, the sum of regional counts will exceed the provincial total.

Because of how the data is stored in our databases, it is not a simple task to determine the BCSSA region for individuals with an active LOP. In short, we need to cross reference information between two tables that were never designed to work together. Despite best efforts, the final results have left a number of LOP's with an unknown BCSSA region.

**Question 3. How many LOP Holders have successfully transitioned to a COQ within the past five years?**

This analysis examines the extent to which individuals who began teaching under a Letter of Permission (LOP) have gone on to obtain a Certificate of Qualification (COQ) — the standard credential for certified teachers in British Columbia.

Using data from the Teacher Regulation Branch (TRB), we identified all individuals who have ever held an LOP, recording the school year of their first LOP issuance. We then identified all individuals who have ever been issued a COQ. By merging these datasets and filtering for those who received their COQ within the past five years (2019/20 to 2024/25), we estimate how many LOP holders successfully transitioned to full certification during this period.

The results show that 548 individuals who previously held an LOP were issued a COQ in the last five years.

The distribution of time between LOP and COQ issuance suggests two distinct transition pathways:

**Immediate transitions** (0–1 years) likely reflect individuals who had recently completed teacher education, secured employment, and began teaching under an LOP while awaiting formal certification.

**Delayed transitions** (2+ years) likely represent individuals who entered the system via an LOP and later pursued full certification, often after gaining experience or completing additional training.

While the distribution is not strictly bimodal in a statistical sense, the presence of a strong early peak followed by a gradual tapering supports the interpretation of multiple entry routes into the certified teaching workforce.

Table (below). Number of LOP holders who were issued a COQ over the last 5 years (2019/20 to 2024/25).

Years since first LOP	Headcount
0	137
1	99
2	123
3	85
4	39
5	34
6	15
7 or more	16
Grand Total	548

*Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.*

Note: These results include individuals teaching at all BC Schools, this includes: Public, Independent, First Nation and others.

**Question 5. The number of LOP applications in 2024-25 (public and independent) that did not result in the issuance of an LOP.**

The table below summarizes the status of Letter of Permission (LOP) applications received between July 1, 2024, and June 30, 2025, based on outcomes as of August 2025. While most decisions have been finalized, a small number of additional LOPs may still be issued after this reporting period.

- Application received: An application was initiated during the reporting period.
- Application reviewed: All required documentation was submitted, allowing the application to be formally assessed.
- LOP issued: An LOP was granted following review.

Table 3 (below). Letter of Permission (LOP) applications received between July 1, 2024, and June 30, 2025

Application Stage	Stage Completion Count
1 - Application received	1276
2 - Application reviewed	793
4 - LOP issued	715

*Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.*

There are two valid ways to interpret the number of applications that did not result in the issuance of an LOP:

1. Based on all applications initiated:  
1,276 applications received – 793 Applications Reviewed = 483 applications not completed and therefore not reviewed.
2. Based on applications that were fully reviewed:  
793 applications reviewed – 715 LOPs issued = 78 not issued  
This reflects the number of applicants who submitted all required documentation but did not receive an LOP.

Both figures are useful, depending on whether the focus is on overall application volume or on outcomes following full review.

It's also worth noting that while 715 LOPs were issued during 2024–25, the total number of active LOPs in that year was 979. This discrepancy arises because some LOPs active in 2024–25 were issued in the previous school year (2023–24).

**Question 10. Employment status of IETs holding CCOQ's from 2022-23 and 2024-25 school years.**

This analysis examines the employment status of individuals who were issued a Certificate of Qualification (COQ) across three school years. The focus is on identifying where these teachers completed their post-secondary teacher education programs and assessing their participation in the K–12 workforce two years after certification.

To estimate employment status, we use data from annual practice fee payments. Maintaining certification requires payment of this fee. In most cases, when a teacher is employed by a public school district or independent school/authority, the fee is automatically deducted from their salary and remitted by the employer.

We interpret employer-paid fees as a proxy for active employment within the K–12 system. Conversely, if the fee was paid directly by the individual, we assume they are not currently employed by a recognized K–12 employer. This group may include individuals working outside the education sector, employed in non-K–12 roles, on leave, or otherwise not captured through employer remittance records. While this approach does not account for all employment scenarios, it provides a reasonable estimate of workforce participation among recent COQ holders.

**Employment Status by Certification Year and Degree Origin**

Table below: Certified in School Year 2021–2022 | Employment Status in 2023–2024

Employer	BC Degree	Canada Degree	International Degree	Total
Public	1390	325	119	1834
Independent	143	136	115	394
Not K-12 Employed	315	412	213	940
<b>Total</b>	<b>1848</b>	<b>873</b>	<b>447</b>	<b>3168</b>

Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.

Table below: Certified in School Year 2022–2023 | Employment Status in 2024–2025

Employer	BC Degree	Canada Degree	International Degree	Total
Public	1526	343	266	2135
Independent	177	112	199	488
Not K-12 Employed	367	345	325	1037
<b>Total</b>	<b>2070</b>	<b>800</b>	<b>790</b>	<b>3660</b>

Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.

Table below: Certified in School Year 2023–2024 | Employment Status in 2025–2026

Employer	BC Degree	Canada Degree	International Degree	Total
Public	1528	345	251	2124
Independent	143	103	144	390
Not K-12 Employed	334	325	303	962
<b>Total</b>	<b>2005</b>	<b>773</b>	<b>698</b>	<b>3476</b>

Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.

Notes:

- A small number of individuals employed in *offshore* or *other* locations have been excluded.
- Individuals whose degree location could not be determined were also excluded.

**Question 11. How many individuals have held a LOP for longer than one year?**

This analysis examines the duration of LOP usage among individuals who held an active LOP during the 2024/25 school year, using data from the Teacher Regulation Branch (TRB).

We identified 979 individuals with an active LOP in 2024/25 and reviewed their historical records to determine how many school years they had previously held an LOP. We see:

- 469 individuals (48%) held an LOP for the first time in 2024/25.
- 510 individuals (52%) have held an LOP in more than one school year, indicating repeated or extended use.
- 99 individuals (10%) have held LOPs in five or more different school years, suggesting long-term reliance on LOPs for staffing.

This paints a picture that while LOPs are intended as temporary authorizations, they are being used in some cases to retain individuals over extended periods — potentially as a substitute for fully certified teachers.

School Type	Years with an Active LOP	Headcount
Independent	1	278
Independent	2	123
Independent	3	74
Independent	4	54
Independent	5	22
Independent	6	33
Independent	7 or more	21
Independent	All	605
Public	1	191
Public	2	105
Public	3	41
Public	4	14
Public	5 or more	23
Public	All	374
All	All	979

*Source: Teacher Regulation Branch (TRB) data, extracted from Education Data Warehouse 2 (EDW2), Ministry of Education and Child Care. Analysis conducted August 2025.*



## Establishing Additional Certificate Types

### Models of Additional Certificate Types for Consideration

COQ Model	Requirements	Term	Ability to extend	Laddering Pathway
1. Interim Preparatory Certificate (TEP enrolled)	<ul style="list-style-type: none"> <li>minimum 60 credits</li> <li>enrollment in a BC TEP (initial B.Ed. or post degree B.Ed.)</li> <li>completion of <i>Introduction to BC K-12 School System and Professional Standards for Educators</i> (Fam course) prior to issuance</li> </ul>	<ul style="list-style-type: none"> <li>3 year term</li> </ul>	<ul style="list-style-type: none"> <li>not normally</li> <li>case by case at discretion of the DOC</li> </ul>	<ul style="list-style-type: none"> <li>completion of BC TEP within the term leads to Professional COQ</li> </ul>
2. Interim Role-Restricted SECONDARY SUBJECT(S)	<ul style="list-style-type: none"> <li>degree, including required academic content for secondary teachers within the Cert STDS.</li> <li>completion of <i>Introduction to BC K-12 School System and Professional Standards for Educators</i> (Fam course) prior to issuance</li> </ul>	<ul style="list-style-type: none"> <li>5 year term</li> </ul>	<ul style="list-style-type: none"> <li>not normally</li> <li>case by case at discretion of the DOC</li> </ul>	<ul style="list-style-type: none"> <li>completion of BC TEP within the term leads to Professional COQ</li> </ul>
3. Interim Role-Restricted ELEMENTARY	<ul style="list-style-type: none"> <li>degree, including required academic content for elementary teachers within the Cert STDS.</li> <li>completion of <i>Introduction to BC K-12 School System and Professional Standards for Educators</i> (Fam course) prior to issuance</li> </ul>	<ul style="list-style-type: none"> <li>5 year term</li> </ul>	<ul style="list-style-type: none"> <li>not normally</li> <li>case by case at discretion of the DOC</li> </ul>	<ul style="list-style-type: none"> <li>completion of a BC TEP to ladder to Professional COQ</li> </ul>
4. Interim Role-Restricted TTOC	<ul style="list-style-type: none"> <li>minimum 60 credits</li> <li>completion of <i>Introduction to BC K-12 School System and Professional Standards for Educators</i> (Fam course) prior to issuance</li> </ul>	<ul style="list-style-type: none"> <li>5 year term</li> </ul>	<ul style="list-style-type: none"> <li>not normally</li> <li>case by case at discretion of the DOC</li> </ul>	<ul style="list-style-type: none"> <li>completion of a BC TEP to ladder to Professional COQ</li> </ul>
5. Interim Role-Restricted TTOC	<ul style="list-style-type: none"> <li>minimum Grade 12</li> <li>completion of <i>Introduction to BC K-12 School System and Professional Standards for Educators</i> (Fam course) prior to issuance</li> </ul>	<ul style="list-style-type: none"> <li>5 year term</li> </ul>	<ul style="list-style-type: none"> <li>not normally</li> <li>case by case at discretion of the DOC</li> </ul>	<ul style="list-style-type: none"> <li>completion of a series of education-related coursework equal to 20 credits</li> <li>evidence of successful teaching experience in BC K-12 (15 months FTE or equivalent)</li> <li>leads to Non-expiring TTOC COQ</li> </ul>



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**PCSSC Consultations with TEPs:  
Establishing Additional Certificate Types  
Collated Notes**

- Date:** November 13, 2025
- Time:** 9:00 AM – 11:00 AM
- Location:** Zoom Video Conference
- Attendees:** **PCSSC:** Danielle Neer, Jelana Bighorn, Jatinder Bir, Clayton Grice, Gunita Gupta (ex officio)  
**TRB/PEU Staff:** Shawn McMullin, Matt Cooke, Dijana Gres
- TEP Guests:**
- SFU: Stephen Smith, Director, Professional Programs  
Janice St. Helene, Associate Director of Professional Programs
  - TRU: Amanda Russett, Acting B.Ed. Elementary Program Coordinator, Acting STEM/BETT Program Coordinator, Practica Coordinator  
Rob Wielgoz, Associate Teaching Professor, B.Ed. Program Coordinator (BETT, STEM)
  - TWU: Jackie Buitelaar, Associate Dean, Professional Year Program Coordinator  
Cynthia McCarthy, Faculty Associate – Secondary Stream, Professional Year Coordinator
  - UBC: John Yamamoto, Director, Teacher Education Office  
Karen Ragoonaden, Associate Dean, Teacher Education
  - UVic: Kerry Robertson, Manager of Teacher Education  
Yossra Othman, Teacher Education Program Coordinator
  - VIU: Rachel Moll, Dean, Faculty of Education  
Darcy Johnson, Field Placement Chair
  - UBCO: David Trumpower, Director of Undergrad. Programs  
Andrew Calhoun, Academic and Career Advisor
  - UFV: Jonathan Ferris, Interim Director, School of Education  
Sarine Sadhra, Assistant Professor, School of Education
  - UNBC: Catherine Whalen, Associate Professor  
Tina Fraser, Chair, School of Education
- Regrets:** Vandy Britton (PCSSC)

**Discussion:**

**Q1: Would you have the capacity in the Familiarization course (FAM course) to accommodate additional candidates?**

**Summary Response**

The Familiarization (FAM) course, currently designed for internationally educated teachers (IETs), is required under all proposed certificate models. If these models are approved, the course would need major revisions, or complete replacement, as it would target a different audience. To provide a new course, teacher education programs would face significant challenges, including capacity limitations, cost constraints, and logistical issues. Overall, the current FAM course is not appropriate for the new purpose, and developing a new course to meet these requirements is unlikely to be feasible for TEPs without additional funding.

- **Current status:**
  - Three programs (UBC, SFU and UFV) have offered the course on a rotational basis. TWU has offered the course as part of their M.Ed. program geared towards internationally trained teachers (IETs).
  - Between January 2024 and March 2025, 567 certificate holders have been prescribed to take the course.
  - All proposed certificate models currently require the FAM course to be completed prior to the issuance of the certificate.
- **Shift in purpose:**
  - If any of these models are approved, the FAM course would need to target a different audience. This would require significant revisions to its content, structure and focus, along with greater oversight and collaboration among TEPs.
  - The current FAM course is designed for IETs and does not meet this new purpose.
  - A more suitable approach may be an Introduction to Teaching and Education type of course rather than the existing FAM course format. See *Alternative Delivery Options* below.
  - Model #1 may not require this course at all.
- **Uptake and capacity:**
  - If new certificate types are introduced, uptake is unpredictable. Some TEPs may have limited capacity to accommodate the increased demand.
  - The requirement to complete the FAM course before certificate issuance adds urgency and logistical challenges.
- **Impact on LOP numbers:**
  - It is unclear whether and how these changes would affect Letter of Permission (LOP) numbers.
  - The intent of these certificate types is to replace individuals being used in classrooms without any teaching training or credentials.
- **Cost concerns:**
  - Delivering the FAM course increases teaching load and costs for programs. Some programs have not recovered costs associated with offering the current course.
- **Alternative delivery options:**
  - Tenured faculty currently do not receive credit for teaching the current course in addition to their regular load.
  - Could the course be offered outside of TEPs (e.g., through Continuing Education)?
  - Could equivalency be granted for foundational education courses (e.g., 100/200-level courses)?

**Q2: Do you foresee any issues related to a holder of a differentiated certificate being employed as an educator while completing a teacher education program?**

### Summary Response

Differentiated certificate holders employed while completing their teacher education would require TEPs to shift from full-time to part-time more flexible delivery, adding more online, evening, weekend and summer coursework. This raises concerns about lowering qualification standards, potential strain on employer partnerships, and complex practicum arrangements to avoid conflicts of interest. Overall, this approach poses significant structural and policy challenges for TEPs and is unlikely feasible without major program redesign and additional funding/resources.

- **Impact on TEP delivery model**
  - TEPs expressed concern about how this would fit their existing full-time TEP study model.
  - Similar to LOP holders enrolled in a TEP, if differentiated certificates proceed, programs would need to offer part-time programming options. It is likely that coursework would have to take place on evenings, weekends and during summer sessions to accommodate this.
- **Concerns about qualifications**
  - Risk of diminishing overall qualification standards for teaching and certification. What incentives exist for individuals to pursue full qualifications rather than remain on an interim license indefinitely?
- **Concerns about employer relations**
  - While this would be beneficial for those in rural areas, there is concern of possible strain in relationship between TEP and local employer/SD partnerships.
- **Practicum considerations**
  - There could be possible requests for Prior Learning Assessment Recognition (PLAR) based on classroom experience/employment.
  - Per the *TEP Approval Standards*, practicum would require teacher candidates (TCs) to be placed in a different class than the class they are employed in. Especially in rural placements, programs should be avoiding conflict of interest, but TCs may have expectations to be placed where it is most convenient for them.
  - This would require careful consideration. BCTC recently approved removal of the *TEP Approval Standards* section 4.6 ("Conflict of Interest" clause). If the Minister approves this change, TEPs will have greater flexibility to manage potential conflicts through their own policies.

### Q3: Could your program accommodate the creation of new cohorts to support any of these differentiated pathways to certification?

#### Summary Response

Accommodating new cohorts to support differentiated certification pathways would require significant changes to scheduling and pacing of the 60-credit TEP, including creating part-time or dispersed cohorts for candidates working in the K-12 system. This would present major capacity and resource challenges, especially for smaller programs, and would require additional funding. Dispersed cohorts are costly and only viable with large enrollment. Overall, this approach would be resource-intensive and financially challenging for TEPs.

- **Why new cohorts?**
  - This question pertains to scheduling and pacing of the 60-credit TEP to accommodate the laddering component for certificate holders who may be working (possibly full-time) in the K-12 system.
  - The requirements under the *TEP Approval Standards* would not change. Therefore, the TEPs would likely need to create new part-time or dispersed cohorts.
- **Capacity and resource challenges**
  - This would be a significant capacity issue and would require additional funding.
  - Smaller programs have limited resources
- **Cost and viability**
  - Dispersed cohorts present additional pathways and opportunities but are very expensive for TEPs.
  - These models may require a large number of students to be financially viable for the TEP.
  - Example: The RRED model works well for elementary teacher candidates, but it would be much harder to coordinate for secondary teacher candidates, especially in small rural schools.

#### Q4: For Option 5, would your faculty be able to accommodate the creation of microcredential education courses to support the Interim Role-Restricted TTOC certificate?

##### Summary Response

Creating micro credential education courses to support the Interim Role-Restricted TTOC certificate (Option #5) would require significant challenges as these courses would need to be offered outside of the cohort model. TEPs lack capacity and would need additional funding to develop laddering courses. Alternative delivery options, such as Continuing Education or equivalency for existing undergraduate courses, may need to be considered. Public interest and student safety, particularly at the secondary level, are significant concerns. Overall, this option presents substantial resource and policy challenges for TEPs.

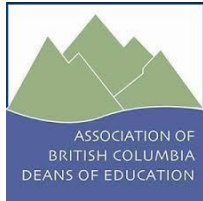
- **Current model**
  - TEPs currently operate on a cohort-based model.
  - The laddering component under this option would not lead to a full BC TEP but rather a set of required courses/credits to be issued a permanent TTOC restricted certificate.
  - No significant consideration has yet been given to the exact number of credits or required course content.
- **Course development needs**
  - If this certificate type is created, laddering education-related courses must be made available to certificate holders.
  - TEPs currently lack capacity to create micro-credential courses and would require additional financial support.
- **Alternative delivery options**
  - Could these courses be offered outside of TEPs (e.g., through Continuing Education)?
  - Could equivalency be granted for existing undergraduate education courses (100–400 level)?
- **Public interest and safety**
  - Concern raised about potential risks at the secondary level if individuals just out of high school receives this Interim Restricted COQ and is teaching in secondary classrooms.
  - There is a potential for boundaries to be crossed which may have implications on public interest and student safety. This would require rigorous screening and/or age restrictions for applicants.

#### Q5: Do you have any additional questions or concerns about differentiated certificates?

##### Summary Response

Additional concerns about differentiated certificates include uncertainty around candidate eligibility for elementary versus secondary restricted models. Timelines and logistics for BCTC approval of new part-time or dispersed cohorts may need improvement. Questions remain about whether internationally educated teachers (IETs) would qualify and how this might affect already lengthy processing times. There are also implications for TQS salary classifications that require clarification.

- Would there be many candidates for the elementary restricted certificate model whose degree already covers the required academic content for elementary teaching? The academic requirements for the secondary restricted certificate may be more practical.
- Logistics and timelines for BCTC approval of new part-time or dispersed cohorts would need to be improved.
- Would internationally educated teachers (IETs) qualify for these additional certificate types, and how might this impact already lengthy application processing times for IETs?
- What would be the implications for TQS salary classifications?



Dr. Jan Hare, Chair ([jan.hare@ubc.ca](mailto:jan.hare@ubc.ca))  
Association of BC Deans of Education (ABCDE)

December 21, 2025

ABCDE Concerns: Differentiated Teaching Certificates

BC Teachers' Council  
[bctc@gov.bc.ca](mailto:bctc@gov.bc.ca)

Dear Ms. Gupta,

We are writing to express our deep concerns about the differentiated teaching certificates that are currently being considered as part of the strategy to manage the teacher shortage in BC, particularly in rural areas. As Deans of Education, we oversee the education of teachers, and changes to teacher certification matter significantly to the quality of our programs and the experience of students in the classroom. The most serious concern we have with the proposed certifications is the de-skilling and de-professionalizing of teachers as a result of these proposed differentiated teaching certificates. This concern aligns with the current moment where public perception of teaching as a profession continues to diminish.

We understand the dire need for certified teachers in rural and other underserved areas, but we believe differentiated teaching certificates will not mitigate the problem. Instead, we believe that it will create a two-tier education system in BC. The Ministry has identified current school employees as the target audience for the new certifications (presumably in rural districts), yet the certificates proposed do not reflect this focus. For instance, there is no mention of current school employees and no provision for school experience as a pathway to certification. As is, it appears that anyone with a grade 12 education can be a classroom teacher in BC. Since the teacher shortage is more sharply felt in rural communities, teachers with only a grade 12 qualification would exacerbate a two-tier system: rural schools with under- or unqualified teachers, urban schools with qualified/better educated ones.

We are also concerned about the idea of paying students to teach while they are enrolled in a teacher education program (TEP). This will create a constant tension that will have students de-valuing the theory/practice work they do on campus in favour of learning 'on the job' (while being paid). We believe in a rigorous education for classroom teachers so that the children and youth of BC can be well-prepared for a complex world. Our teachers need quality teacher education to prepare them for this important task. Paying student teachers to teach, while mitigating the teacher shortage, only puts unqualified

adults in front of BC students. This is a profound disservice. In addition, it could result in a reduction in the number of students pursuing teacher education in both flexible and traditional programs.

We view the participation of TEPs as essential to helping create flexible, comprehensive, and inclusive professional learning to the certification of teachers that assures high quality and evidence-informed educational outcomes for students. The focus on student achievement, particularly in relation to literacy and numeracy, has involved considerable attention among provincial educational partners. We hold to the principle that BC schools, whether urban, rural, or First Nations, require fully prepared teachers who are equipped with knowledge, skills, and professionalism that ensures student success. There is research to suggest that policy makers should fully consider the broader and long-range effectiveness of fast-track certification, such as the differentiated certification models being proposed. We propose that BCTC work collaboratively with TEPs to ensure we advance this primary goal.

Lastly, as requested by the Minister of Education, a top priority in addressing the provincial teacher shortage is removing barriers to facilitate enrolment in teacher education programs and retention in the profession. Addressing the minutiae of time-consuming administrative processes requiring approvals for academic preparation, delivery modes, and practicum location would ease this burden. Building on the trustworthiness of previously approved programs would allow Faculties of Education to pivot rapidly to respond to the needs of the communities we serve.

We look forward to our continued collaborative stances as we work together to address the provincial and national teacher shortage.

Kind regards,

The Association of BC Deans of Education

Yasimn Dean, Thomson River University  
Jan Hare, University of British Columbia  
Allyson Jule University of the Fraser Valley  
Nathan Lachowsky, University Northern British Columbia  
Dan Laitsch, Simon Fraser University  
Todd Milford, University of Victoria  
Rachel Moll, Vancouver Island University  
Lara Ragpot, Trinity Western University  
Karen Ragoonaden, University of British Columbia  
David Trumpower, University of British Columbia – Okanagan

cc. Jan Hare



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**PCSSC Consultations with Education Partners:  
Establishing Additional Certificate Types  
Collated Notes**

**Date:** November 25, 2025  
**Time:** 1:00 PM – 3:00 PM  
**Location:** Zoom Video Conference  
**Attendees:** **PCSSC:** Danielle Neer, Jelana Bighorn, Jatinder Bir, Gunita Gupta (ex officio)  
**TRB/PEU Staff:** Shawn McMullin, Matt Cooke, Dijana Gres  
**Ed. Partner Guests:**  
ABCDE: Rachel Moll, Dean, Faculty of Education  
BCCPAC: Non Ha, Executive Director  
Kendra Mann, President  
BCPVPA: Shannon Behan, President  
Sid Jawanda, President-Elect, Principal, SD57 Prince George  
BCSSA: Stephen Petrucci, Superintendent, SD60 Peace River North  
Peter Dubinsky, Kootenay-Boundary Chapter Director, SD10 Superintendent  
BCSTA: Tracy Loffler, President  
Michael Rossi, Deputy CEO  
BCTF: Daniel Shiu, Assistant Director, Professional and Social Issues Division  
Carole Gordon, President  
FISABC: Shawn Chisholm, Executive Director  
Janet Dhanani, Assistant Executive Director  
Workforce: Meghan Patrucco, Policy Analyst  
Mimi Lin, Policy Analyst  
BCPSEA: Chris Beneteau, Executive Director, Labour Relations  
Elsa Plican, Executive Director, Employee Relations & Sector Services  
FNESC: Barb Kavanagh  
Connor Morris, Director, Public K-12 Policy & Communications  
FNEA: N/A  
**Regrets:** Clayton Grice, Vandy Britton (PCSSC)

**Discussion of Guiding Questions:**

**Q1. Based on the differentiated certificate types presented, which, if any, would meet your organization or community needs?**

- #1. Interim Preparatory Certificate (TEP enrolled) - leads to Professional COQ
- #2. Interim Role-Restricted SECONDARY SUBJECT(S) - leads to Professional COQ
- #3. Interim Role-Restricted ELEMENTARY - leads to Professional COQ
- #4. Interim Role-Restricted TTOC - leads to Professional COQ
- #5. Interim Role-Restricted TTOC - leads to Non-expiring TTOC COQ

- **FISA:** Overall support for differentiated certification opportunities as they may attract more candidates who would stay longer in the profession than those hired under an LOP. Strong support for #2 and #3, as these would significantly expand candidate pools for independent schools and address their long-standing requests for an IS Restricted Certificate for Elementary.
- **BCSTA:** Northern districts are very interested. Supports #1, #2, and #3 as feasible options. Suggests combining #2 and #3 for specialized roles (e.g., music teachers) and allowing practicum in schools where candidates already work.
- **BCPVPA & BCSSA:** Support for #2 and #3 due to recruitment challenges in specialized subjects and rural and remote areas. This could lead to less reliance on annual LOP applications. Indicated that if one qualified for #2, they should automatically qualify for #3. Less interest in options #4 and #5.
- **FNESC:** Model #5 could be meaningful for integrating Indigenous knowledge and community experience as requirements to be completed prior to the COQ becoming continuing.
- **BCCPAC:** Model #1 seems to be the only viable option, with safeguards in place (mentorship, training).
- **BCTF:** Generally opposed to all the differentiated certificate options. Model #1 is a possibility, but we already have LOPs for that purpose. Warns of de-professionalization and worried it could lead to a two-tier system.
- **ABCDE:** These certificate types target those already working in schools, yet qualifications are purely academic and fail to recognize practical experience. What we need instead are paid practicums, recognition of life experience, and shorter, more flexible TEPs.
- **BCPSEA:** LOPs are already meant to cater to the rural and remote needs. Possibly support for model #3 but not #2, the movement between #2 & #3 could be very limiting for SDs. Concerns about options #4 and #5 here. Regarding option #5, does Gr. 12 provide a sufficient level of qualification?
- **ECC Workforce:** Consider laddering pathways within the models, e.g., have an option to ladder from option #2 or #3 to option #1.

## Q2. What onboarding or professional supports might your organization or community implement to ensure success for someone holding a differentiated certificate?

### Suggestions:

- Mentorship programs (formal and informal).
- Professional development focused on classroom management, assessment, and parent communication.
- Cultural orientation and training on First Nations Principles of Learning.
- Administrator check-ins and ongoing support.
- Consider other options and alternatives supported by school districts.

### Concerns:

- Who funds and delivers these supports? Employers already face HR strain.
- Risk of burden falling on fully certified teachers.

## Q3: What is your experience in recruiting and retaining internationally trained teachers?

### Challenges:

- TRB processing delays.
- Complex immigration requirements - employers already face HR strain.
- Pedagogical differences and lack of familiarity with BC curriculum and societal context.
- Cultural adaptation issues. IETs often slower to settle.
- Reluctance to move to rural and remote regions/communities.

### Impact:

- Many employers prefer local/domestic hires over IETs for ease of onboarding and retention.
- IETs often do not sustain long-term employment with employers/districts.

#### Q4: In your opinion, would the employers you represent have reason to hire someone with one of these differentiated certificates over an IET holding a (Conditional) COQ?

##### General trend:

- Yes, most employers would prefer local/domestic candidates with differentiated certificates over IETs, provided there is a clear progression to full certification and strong onboarding supports.

##### Reasons:

- Local hires understand BC curriculum, First Nations Principles of Learning, and community context.
- Fewer immigration and cultural adaptation challenges.

##### Caveats:

- Employers still concerned about the overall quality of educators in the classroom and long-term retention.

#### Q5: Do you have any concerns about differentiated certificates?

##### Major concerns:

- Risk of creating a two-tier system and lowering perceived quality of K-12 education.
- De-professionalization of teaching.
- Administrative complexity and collective agreement implications.
- Lack of evidence from other jurisdictions on effectiveness.
- Potential strain on schools and mentorship programs/systems.

##### Specific worries:

- Unintended consequences for equity and public confidence.
- Interim ("band-aid") measures replacing the need for fully qualified teachers.

##### Other aspects of discussion

- The discussion often focused on real and/or perceived **broader systemic barriers** to achieving an 'ideal state' in the education system rather than on the proposed certificate types. Perceived barriers include:
  - Rigid certification requirements
  - Limited recognition of prior learning and work experience
  - Lack of flexible TEP delivery (part-time, dispersed, virtual, community-based options)
  - Financial burden: candidates must leave employment to pursue certification
  - TRB processing delays and immigration challenges for IETs

##### There were some misunderstandings/misconceptions

- Teacher Candidates must stop earning income to return to school.
  - Similar to LOP holders enrolled in a TEP, if differentiated certificates proceed, TEP would need to offer part-time programming options/dispersed cohorts and more flexible practicum arrangements. It is likely that coursework would have to take place on evenings, weekends and during summer sessions to accommodate this.
- There is a lack of national mobility for certified teachers in Canada.
  - Mobility already exists under the Canadian Free Trade Agreement (CFTA). While teachers must apply, if an educator has an unrestricted certificate from another Canadian jurisdiction, then no additional coursework or upgrading is required.

##### Several recurring questions emerged during the discussion

- Would differentiated certificates bring the right people into classrooms?
- Could they serve as a long-term solution, or would candidates leave the profession after partial completion? Or perhaps work for 5 years with no intent of ever doing the TEP laddering.
- Would these certificates affect the quality of education in rural and remote areas and create a two-tier system?
- Would they be more effective than the current LOP process and reduce reliance on LOPs?

## **Summary**

- Education partners expressed mixed support for differentiated certificates as a response to teacher shortage and the use of uncertified individuals in classrooms, particularly in rural and remote regions.
- While some see potential benefits, there are overall concerns about quality, equity and administrative complexity.
- There was strong advocacy for flexible TEPs, recognition of prior experience, and variety of laddering pathways, alongside a preference for local hires over IETs.



British Columbia  
School Trustees  
Association

December 2, 2025

**Gunita Gupta, Chair**  
BC Teachers' Council  
E: [BCTC@gov.bc.ca](mailto:BCTC@gov.bc.ca)

Dear Chair Gupta,

The British Columbia School Trustees Association's (BCSTA) Rural and Remote Network has reviewed the five additional certification models under consideration by the BCTC. We want to share the data collected on October 1, 2025, by Superintendents from the 14 school districts in the North West and Northern Interior Branches, which highlights the use of LOPs and Non-Certified TTOCs within their districts. Typically, the number of LOPs and Non-certified TTOCs rises during the school year. The volume of individuals pursuing various certificates could place extra demands on the TRB, possibly delaying the certification of teachers available for classrooms. Additionally, the requirement to complete the Introduction to BC Education before issuing any certificate type may also lead to delays, considering the high number of people trying to access this course.

The Rural and Remote Network met with former BCTC chair Jim Iker on August 19, 2024, and with the Association of BC Deans of Education on January 14, 2025. In these meetings, we emphasized the need for an online Bachelor of Education program that enables individuals to stay in their communities and work other jobs while pursuing teacher certification, as well as flexible options for those with other relevant degrees. The BCTC's requirement for face-to-face instructional time outside of practicums and synchronous delivery of courses limits flexibility for students choosing this path. Since post-secondary institutions must operate within the parameters set by the BCTC, they are unable to develop more adaptable delivery models. Furthermore, British Columbia's two time zones further restrict options when courses are only offered synchronously.

The additional certificate models shown do not give a complete picture of the proposed certificate types, as details on costs, delivery timing, and the hours required to complete the 'Introduction to BC K-12 School System and Professional Standards for Educators' course are not provided. To provide appropriate feedback on these models, we need more information about the course content. Without this knowledge, we cannot assess its value to potential students. Does the course address any of the issues identified by the BCTC in its own survey of beginning teachers?

In many of our districts, we have proactively developed in-house professional development for those on LOPs that covers topics such as classroom management, assessment, and planning; practical tools that support daily work in the classroom.

COQ models 2 and 3 Interim Role-Restricted Certificates have restrictions that do not reflect the reality of grade configurations in rural and remote schools. There are many instances where Elementary and Secondary grades coexist in the same building. How does the BCTC define these terms? In our rural and remote schools, teachers work with students across various grades. The proposed certificate types limit our current practices. Additionally, most rural and remote districts have lower percentages of 25-64-year-old community members with post-secondary education than the provincial average. We have fewer people to draw into these certificate types.

The BCTC has not typically been involved in our processes for selecting and hiring non-certified TTOCs. The bureaucracy involved in obtaining COQ models 4 and 5 certificates, and the delays it causes in processing applications at the district level, do not match the realities we face. (See data table provided.) Attracting TTOCs is already a difficult task, and additional barriers are not needed.



British Columbia  
School Trustees  
Association

The additional certificate types presented may provide laddering options, but without increased flexibility in how post-secondary institutions can offer courses, the ladders can only be used by a few.

The only advantage we see is that in the COQ model 1, we might be able to offer higher pay to an individual with a degree than to one without, making it more attractive to pursue certification. Rural and Remote districts have requested that LOPs be issued for longer than one year. This is an advantage of COQ models 2 and 3, but the benefit is not significant enough to encourage districts to use these certificate types, given the other concerns noted.

The proposed models are a band-aid that does little to improve the system's health. Workforce issues will remain a challenge districts must confront.

Sincerely,

A handwritten signature in black ink that reads "Helen Gilbert".

**Helen Gilbert**

*Chair, BCSTA Rural and Remote Network*

Enclosure: Summary of Northern Districts Staffing Shortages (Oct 2025)

CC: BCSTA Board of Directors  
Trevor Davies, CEO, BCSTA

District #	Total # of teaching staff (excluding TTOC list)	FTE of LOPs (enrolling)	FTE of non-enrolling LOPs	Current # postings for enrolling positions	Current # postings for non-enrolling positions	# of non-certified TTOCs	# of days in September the district ran short of teacher coverage	Comments
SD27	290	9.2	0	9	6	33	17	Total # of teaching staff includes those on leave. Of our NTOC, 8 are away at school with limited availability. Days short includes enrolling positions not filled and daily absences
SD28	233	7.4	1	3	4	41	2	Shortage reflects only enrolling classroom coverage.
SD49	31	5.7	0	0	0	10		We can typically cover absent teachers with non-certified but this is often from existing Educational Assistants in the school and therefore, there is a shortage on the support staff side.
SD50	47	1.343	0	0	1.5	6	*	*We currently dont have a way to track this. (the 3 part time LOPs are for Haida Language.
SD52	131	5	4	0	0.5	56	0	
SD54	139	1.76	0.786	0	0	7	0	
SD57	866	23.49	2.797	3	6	185	12	
SD59	258	23.341	1.243	1	1	43	12.83	This number rrepresents FTE that went uncovered in the district, not necessarily due to lack of TOCs/TTOCs, but distance, travel or substitute preferences for certain schools may prevent positions to be filled.
SD60	413	28	10.1	3	3	62	15	This is a tricky question to answer as some rural schools run short regularly but there are still TTOCs available in town - too far to travel out to the rural schools. We still have no school psych, speecch path or PT
SD81	39	0	0	1	1	6	0	While we have no current LOP's, we have a resource teacher position unfilled which is having significant impact on programming, and a leave we do not anticipate being able to fill in-district. As flu season, union travel, etc. gets going we are anticipating shortages for TTOC coverage. Support staff union now has an official position of not supporting EA's in providing TTOC coverage, which had a major impact at the end of last school year.
SD82	307	16.616	4.272	9	10	57	10	Still actively trying to fill our vacant positions.
SD87	21	0.6	0	1	0	6	39	There were 39 instances where we were not able to provide a TTOC (certified or uncertified) to cover for a teacher's absence. We had to cover internally or move people around in the school to meet operational requirements.
SD91	238	5	2				17	We are in declining enrolment and have reduced teaching time over the past two years. This has reduced our need to hire additional teachers, which eases our reliance on LOPs to the same extent as three years ago.
SD92	30	2	3	0	3	24	*	*We currently dont have a way to track this
Totals	3043	129.45	29.198	30	36	536	124.83	



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December 18, 2025

Gunita Gupta  
Chair, BC Teachers' Council

Via email to: [BCTC@gov.bc.ca](mailto:BCTC@gov.bc.ca)

**Re: Consultation regarding possible new differentiated certificate types**

Thank you for the opportunity to consult regarding the possibility of establishing additional certificate types.

We strongly recommend consulting directly with Boards of Education, the BCSTA, and the BCSSA to identify the barriers and create differentiated certificates and pathways that address the challenges faced by boards of education and individuals seeking to become certified teachers.

Further to the consultation meeting that took place alongside other B.C. education partners on November 25, 2025, we write to provide our feedback below.

Upon receipt of your letter dated October 30, 2025, BCPSEA requested feedback from boards of education leadership staff based on the *Consultation Questions for BC Education Partners*. Based on the feedback responses and our perspective as the employers' association for B.C.'s K-12 public education sector, we would like to highlight the following two key challenges *inter alia* faced by boards of education when it comes to filling enrolling and non-enrolling teacher positions with certified teachers:

- 1. Boards of Education are challenged in recruiting certified teachers in rural and remote areas.**
- 2. Boards of Education are challenged in recruiting certified teachers for specialized positions.**

With the above challenges in mind, a targeted approach to developing differentiated certificate types is needed. The B.C. Teachers' Council should consider the following in developing potential differentiated certificate types:

**A. Balancing high standards for certificate holders with the delivery of public education across B.C.**

Some survey respondents expressed a desire to maintain existing qualification standards within the teacher certification process, while others expressed enthusiasm about the

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prospect of differentiated certificate types to address the challenge of recruiting certified teachers to rural and remote areas and to specialized positions.

High standards for certificate holders are important. It is also important that the certification framework supports rather than impedes the provision of the highest-possible quality education for students across B.C. The reality in many rural and remote schools is that teacher positions are being filled by non-certificate holders. The current mechanisms that allow for this do not include any centralized standards.

Differentiated certificate types that set reasonable standards for non-certificate holders to meet the needs of school districts should be considered.

In determining reasonable standards, we strongly encourage the B.C. Teachers' Council to consult with Boards of Educations that regularly employ non-certificate holders through Letters of Permission or through uncertified teaching roles to understand their needs and what standards they may currently be applying.

## **B. Providing accessible laddering options**

As stated above, the reality in many rural, remote and isolated schools is that teacher positions are being filled by non-certificate holders, often by the same individuals on a long-term basis. According to school districts, many long-term uncertified contributors have expressed a desire to become certified but are unable to do so through the current, standard pathway (in-person Teacher Education Program) due to some combination of time, money and geography.

In addition, this challenge is also prevalent throughout the province for specialized teaching roles.

Differentiated certificate types should provide reasonable, practical pathways for uncertified contributors, whether in rural and remote schools, specialty subject areas, or internationally educated teachers, to progress towards full certification. Considerations should include:

- Recognizing prior experience from outside of B.C.'s K-12 public education sector as well as experience working as an uncertified teacher in lieu of both academic requirements and/or credits in a Teacher Education Program.
- Developing distinct programs for experienced, uncertified teachers that can be delivered in the communities in which long-term uncertified contributors live and work, either remotely via a centralized program or in-person via delegated authority to school districts.
- Allowing uncertified individuals to complete their practicums in the classrooms they are working in, ensuring continuity for students.

- 
- Providing flexible pathways to complete requirements, including options for Internationally Educated Teachers, while candidates continue to work.
  - Offering flexible program delivery of all required course work including TEPs through hybrid, online, and in-community formats during dates and times that work for those who are actively working.

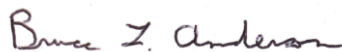
**C. Ensuring administrative simplicity**

When a school district cannot fill a teacher position with a certified teacher, the school district must try to fill the position with an uncertified individual through either a Letter of Permission or by limiting their appointment to up to 20 consecutive teaching days (per Section 19 of the *School Act*).

Letters of Permission require significant administrative effort from school districts and the use of uncertified teachers on a time-limited basis carries significant operational challenges for school districts. While Letters of Permission are not under the purview of the B.C Teachers' Council, it is essential that any potential differentiated certificate types are administratively easier for school districts than existing temporary pathways.

Again, we strongly recommend consulting directly with Boards of Education.

Thank you,



Bruce L. Anderson  
Chief Executive Officer

c: Eve Flynn, Chair, BCPSEA Board  
Tracy Loffler, President, BC School Trustees Association  
Mark Pearmain, President, BC School Superintendents' Association  
Chris Beneteau, Executive Director, Labour Relations, BCPSEA  
Elsa Plican, Executive Director, Employee Relations & Sector Services, BCPSEA



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**PCSSC Consultations with Commissioner & DOC:  
Establishing Additional Certificate Types  
Collated Notes**

**Date:** December 2, 2025  
**Time:** 1:00 PM – 3:00 PM  
**Location:** Teams Video Conference  
**Attendees:** **PCSSC:** Danielle Neer, Jatinder Bir, Vandy Britton, Gunita Gupta (ex officio)  
**TRB/PEU Staff:** Shawn McMullin, Matt Cooke, Dijana Gres  
**Commissioner for Teacher Regulation:** Donnaree Nygard  
**Director of Certification (DOC):** Andrew Crawford  
**Regrets:** **PCSSC:** Jelana Bighorn, Clayton Grice

**Commissioner Specific Feedback/Dialogue:**

**Q1: In your opinion, what is the minimum training an applicant for a COQ should have in order to be held accountable to the Professional Standards?**

- The Commissioner supports introducing additional certification options as this would bring uncertified classroom practitioners under Commissioner jurisdiction, which is important.
- From an administrative law perspective, minimally certified individuals could and should be held to Professional Standards, provided they receive a minimum training in two critical areas: professional boundaries and classroom management, as these present the greatest challenges for uncertified educators. This training could be covered without completing a full teacher education program (TEP).
- The current Justice Institute of BC (JIBC) courses (co-developed by JIBC in consultation with a previous Commissioner and the Ministry) already address these areas. These offerings could be further adapted for hybrid or learning-pod delivery to improve accessibility. Although TEPs offer similar content, JIBC courses were developed to meet this need and are more cost-effective than post-secondary options. Suggestion that research be done to see if these courses could be offered at any other JIBC campuses to increase accessibility. Maintaining some in-person learning is strongly supported by the Commissioner.

**Q2: From a conduct and reporting perspective, would there be any additional implications for employers if such differentiated certificate types are created?**

- If uncertified individuals become certified under new certificate types, employers would have a duty to report conduct cases to the TRB. This would likely not create a burden, but rather, provide assurances in that the Commissioner would have oversight in the conduct matter where they currently have none if an individual is working uncertified/unauthorized in the K-12 system.
- It should be noted that the K-12 system already has Letters of Permission (LOP) holders (untrained individuals) that are held to the Professional Standards and subject to the conduct process if they breach the Standards.

### **DOC Specific Feedback/Dialogue:**

#### **Q3: How would any/all of these certificate types impact workflow for the Certification unit?**

- DOC supports any measures by BCTC to increase the number of certified educators in classrooms.
- TRB processing capacity would remain a challenge, but differentiated certificates could streamline workflows and potentially reduce overall processing time compared to annual LOP renewals.
- These certificates could partially replace LOPs, especially for permanent TTOC contracts (Model #5), allowing educators to work across multiple SDs and ISAs with one certificate instead of multiple LOPs. While LOPs may still be needed in some cases, differentiated certificates could reduce reliance on them.
- The DOC/Ministry are reviewing LOP processes to ensure more efficiency, but believes replacing some of the LOP related support work would be beneficial to employers. Feels differentiated certificates and LOPs could work together.

#### **Q4: Based on these descriptions, what, if any, complications might you anticipate in receiving and evaluating application information?**

- DOC advised on possible dilemmas regarding "*fit and proper*" determinations - if these are made before completing a TEP, it's unclear whether upgrading to a professional COQ would require a new application or reassessment.
- If an applicant seeks an extension or upgrade during an open conduct matter, the DOC would typically proceed unless the issue is very serious. The preference would be to wait until the applicant is confirmed to be "*in good standing*", but legal advice is usually required as the individual's ability to work/make a living may be limited by an adverse decision.

### **General Feedback/Dialogue:**

#### **Q5: Do you have any concerns from a public interest perspective with these differentiated cert. types?**

- The Commissioner expressed **no concerns from a public interest perspective**, noting that having multiple entry points into the profession is beneficial.

#### **Q6: Do you have any other concerns on this matter?**

- DOC noted that many individuals currently working as uncertified or unauthorized may not remain in these roles long-term and may never transition to full COQs. This does raise sustainability concerns for the K-12 system.
- Additionally, four proposed options require completion of a TEP to ladder to a full COQ, but TEP capacity is limited, and programs have not traditionally accommodated flexible models like DSTC without full-time, on-campus study.
- Cost and logistics remain major concerns for TEPs. Teacher candidates at times are seeking paid work during their programs, which means they may be missing program courses.

### **Summary of Consultation:**

- The **Commissioner** supports introducing differentiated certification options to bring uncertified educators under jurisdiction. She sees no public interest concerns, provided minimally certified individuals receive training in professional boundaries and classroom management. These topics can be covered without a full TEP, with JIBC courses offering a cost-effective, adaptable solution. Employers may face additional conduct cases, but this is not expected to be burdensome.
- The **Director of Certification** supports possible BCTC measures to increase number of certified educators and notes that differentiated certificates could streamline workflows, reduce reliance on LOPs, and partially replace them for permanent TTOC roles. TRB capacity and fit-and-proper determinations may pose challenges. Sustainability remains a concern, as many certificate holders may not ladder to full COQ, and TEP capacity limits flexible models.



July 17, 2025

Honourable Lisa Beare  
Minister of Education and Child Care  
Email: [ECC.Minister@gov.bc.ca](mailto:ECC.Minister@gov.bc.ca)

**Re: Mandate Letter Clarification**

Dear Minister Beare:

Thank you for your letter dated June 10, 2025, outlining the statutory responsibilities of the BC Teachers' Council (BCTC) under the *Teachers Act*, and requesting that we review, take action, and report on the following four areas:

- Certification Standards
- Establishing additional certificate types
- Teacher Education Program Approval and Review
- Ongoing mandatory professional development as a requirement for maintaining certification

The BCTC welcomes the opportunity to contribute to the government's ongoing commitment to fostering effective student learning and promoting professional excellence among educators throughout the province.

In response to your correspondence, the BCTC convened an ad-hoc meeting on June 18, 2025, during which your requests were considered thoroughly. A plan is currently being developed with the intention of submitting a formal report by February 28, 2026, as requested.

At this meeting, the BCTC also passed a motion to request further clarification regarding the final item in your letter: *"I am requesting a decision on whether the BCTC will develop a framework for ongoing mandated professional development, as a requirement for maintaining certification, that can support excellence for every educator throughout their career, regardless of role or employer type"*.

Any additional context you can provide (e.g., timing, rationale, etc.) behind this request would greatly assist the BCTC in its deliberations.

We look forward to your response.

Sincerely,

Gunita Gupta  
Chair

cc: Mary Shaw, ADM, Workforce, Accountability and Governance Division  
Sarvi Brent, Executive Director, TRB



July 29, 2025

Ref: 312070

Gunita Gupta, Chair  
BC Teachers' Council  
Email: [BCTC@gov.bc.ca](mailto:BCTC@gov.bc.ca)

Dear Gunita Gupta:

Thank you for your letter of July 17, 2025, requesting further clarification on behalf of the BC Teachers' Council (BCTC) on one aspect of my letter dated June 10, 2025. I appreciate BCTC's work on all the items requested and am pleased to provide additional context that may assist in your deliberations.

BC Teachers' Council has specifically asked for further clarification on my request for you to consider ongoing mandatory professional development as a requirement for maintaining certification.

I appreciate that there are a number of ways that professional learning is approached by educators, but there is no current requirement connected to certification, and no mechanism for monitoring or oversight of it by the regulator. Requirements for ongoing learning tied to certification can help ensure all teachers are equipped with the tools to support effective teaching and give the public confidence that certificate holders' practice is informed by the most current knowledge.

Other professional regulatory bodies have comprehensive programs to ensure that their members remain current and competent in their respective areas of practice. They monitor licensee participation in professional development programs and implement strategies to address the professional upgrading needs of members in areas where practice and research is evolving or for members who have been away from active practice for some time. These requirements include a combination of choosing from accredited continuing education courses to meet an annual minimum requirement, as well as specific courses that are required for all registrants to address areas of known deficit within historical professional training programs, such as Indigenous cultural competencies.

BC Teachers' Council has the authority, under section 13 of the *Teachers Act*, to establish requirements for all educators to maintain a Certificate of Qualification. The BCTC has had this authority since January 2012. However, to date, K-12 teaching remains the only regulated profession in British Columbia without any requirements for ongoing learning connected to maintaining certification.

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As mentioned, when I met with you in the spring, one of the priorities set out for the Ministry of Education and Child Care in my mandate letter is a call to ensure that we prioritize excellence in the BC education system and to ensure the global competitiveness of BC student outcomes. A part of meeting this call to action involves ensuring that BC is a jurisdiction of teaching excellence, not just in pre-service standards, but in ensuring the competence and currency of all current certified educators, supporting them throughout their professional journey regardless of their role or employment status.

Accordingly, I am asking BCTC for a clear decision, in the Special Report I have requested by February 28, 2026, on whether you will exercise your statutory authority to establish requirements for ongoing professional development that all teachers must meet in order to maintain certification, in a manner that is comparable to systems and frameworks implemented for other regulated professions. In addition, should BCTC indicate that they will exercise this authority, I am asking for a clear articulation of your plan and timing for developing and implementing these requirements.

I am happy to meet with you or the full Council again to have further conversation on this, or any of the other requests for the Special Report. As indicated when we last met, you are supported with the full expertise and capacity of Ministry staff in providing coordination, research and recommendations as you undertake this work. I want to thank you for your commitment, and I look forward to continuing to work together to achieve the best outcomes for all students in British Columbia.

If you have any questions, please contact Mary Shaw, Assistant Deputy Minister, Workforce, Accountability and Governance Division, by email at [Mary.Shaw@gov.bc.ca](mailto:Mary.Shaw@gov.bc.ca).

Sincerely,



Lisa Beare  
Minister

cc: Mary Shaw, Assistant Deputy Minister, Workforce, Accountability and Governance  
Division  
Sarvi Brent, Executive Director, Teacher Regulation Branch, Workforce, Accountability  
and Governance Division



December 11, 2025

Ref: 314682

Gunita Gupta, Chair  
BC Teachers' Council  
Email: [Gunita.Gupta@gov.bc.ca](mailto:Gunita.Gupta@gov.bc.ca)

Dear Gunita Gupta:

I am writing in follow up to our meeting on October 30, 2025, and the vote by the Council on December 9, 2025. I appreciated the opportunity to have a discussion with you and Michelle LaBounty, Vice Chair of the BC Teachers' Council, regarding the topics and areas I had requested the Council to report on by February 2026.

I am writing to confirm my support for the Council's decision to not proceed on establishing a framework for professional development. During the vote on this item, I understand the Council acknowledged the complexity of a framework and opted to focus on the additional priorities of the Council. I know the topics I have asked the Council to review are complex and require consultation before making well informed decisions. I appreciate the thoughtfulness with which you are approaching the tasks ahead.

I know we share a commitment to prioritizing excellence in the British Columbia education system and are aligned in our commitment to supporting our teachers. I look forward to the Council's report in February on the other three priority areas I identified in June.

If you have any questions or require further information, please contact Mary Shaw, Assistant Deputy Minister, Workforce, Accountability and Governance Division, by email at: [Mary.Shaw@gov.bc.ca](mailto:Mary.Shaw@gov.bc.ca).

Sincerely,

A handwritten signature in black ink, appearing to read "Lisa Beare".

Lisa Beare  
Minister

cc: Mary Shaw, Assistant Deputy Minister, Workforce, Accountability and Governance Division  
Sarvi Brent, Executive Director, Teacher Regulation Branch, Workforce, Accountability and Governance Division  
BC Teachers' Council Inbox