TESL CANADA
Teachers of English as a Second Language - Canada

PROFESSIONAL STANDARDS FOR THE TEACHERS OF ENGLISH AS A SECOND LANGUAGE (TESL) SECTOR IN CANADA

A Literature Review

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Acknowledgements

Abstract

This literature review seeks is to better understand the current status of professional standards of TESL teachers across Canada in order to inform the development of a national standard for the Settlement Program from Immigration, Refugees and Citizenship Canada (IRCC). Key terms related to professional standards are defined and then applied to the context of English language teaching in Canada and the Settlement Program specifically. The concept of professional standards is further dissected to understand the components of standards and how standards are set. The complexity of professional standards is explored through a discussion of the multiple stakeholders in standards and different contextual characteristics in the sector. The current national and provincial standards in Canada are introduced and then compared and contrasted with standards in the United States, the United Kingdom, and Australia. Best practices and issues related to professional standards from other professions are briefly introduced. The key finding of the literature review is that professional standards in English language teaching in Canada represent an important area for future research given the lack of primary and secondary research on the topic and its importance in laying a strong foundation for the sector. Canada is a global leader in creating an interwoven, nationally cohesive set of programs, frameworks, protocols and standards to support immigrant and refugee integration at a national level; this world leading position needs to be captured through sound research that explores all of the layers and their complex and dynamic interactions.

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1.0 Introduction

In accordance with the *Canadian Multiculturalism Act*, the *Employment Equity Act* and the *Immigration and Refugee Protection Act*, Immigration, Refugees and Citizenship Canada (IRCC) programming is developed based on policies that support the settlement, resettlement, adaptation and integration of newcomers into Canadian society. Ultimately, the goal of integration is to encourage newcomers to contribute to Canada's economic, social, political and cultural development.

To help achieve this, IRCC's Settlement Program assists immigrants and refugees to overcome barriers specific to the newcomer experience, such as a lack of official language skills, limited knowledge of Canada and the recognition of foreign credentials. The program provides language learning services for newcomers, community and employment bridging services, settlement information, and support services that facilitate access to settlement programming.

Settlement language training is delivered through organizations across Canada that are funded to provide a unique combination of settlement knowledge and language training for adult second language learners. Through structured and formal learning processes, newcomers can master critical settlement knowledge while improving their language ability. Classes are taught by highly qualified and experienced instructors, many of whom have a TESL diploma or certificate. National consistency in quality of instruction is being reviewed in order to determine whether a national professional standard is required to support positive learning outcomes. This project will help inform the level of need for a national professional standard.

The purpose of this literature review is to better understand the current status of professional standards of TESL teachers across Canada in order to inform the development of a national standard for the Settlement Program. The literature review starts by defining key terms for clarity. It then reviews the purpose of standards in English language teaching from the perspective of each set of stakeholders: students, teachers, professional associations, teacher education providers, employers, funders and the general public. It then surveys current standards in Canada and in other English-speaking countries including the United States, the United Kingdom, and Australia. It references related professions for best practices with respect to standards and standards implementation. Finally, the literature review suggests key areas for future research.

2.0 Definitions of Terms

To ensure clarity in the ensuing discussion, this section will define key terms and indicate the relevance of the terms to English language teacher standards for Settlement Programs in Canada.

2.1 Profession

A profession is work that requires a particular skill set acquired through specialized training or education (profession, n.d.). A profession has a corresponding *professional association* responsible for supporting those working in the profession through advocacy, the development and implementation of standards and ongoing professional development (Eddy & May, 2004). Understanding the definition of profession is particularly important in the context of English language teaching, given that there is often a perception that being able to speak the language constitutes being able to teach the English language. Positioning the work as a profession leads to the understanding that being qualified to teach the English language requires more than language proficiency; it requires specialized training or education in what language is, how languages are taught and how languages are learned (MacPherson, Kouritzin & Kim, 2005).

2.2 Regulated and Unregulated Professions

In many countries, including Canada, professions are designated as *regulated* and *non-regulated* (The Canadian Information Centre for International Credentials, 2019). Regulated professions function under legislation requiring all professionals to be licensed as meeting the required standards in order to practice as well as registered with the profession's regulatory body. Individuals can't work in regulated professions, or use the titles in the regulated professions, unless they are licensed and registered. Regulated professions tend to be those that involve significant risk to the general public and/or vulnerable people. That risk is then offset through the required licensing and registration. Regulated professions include those in the health care sector, those dealing with educating minors and those designing and building infrastructure. Relevant to the purpose of this literature review, any teaching to infants, children and under age teenagers, considered vulnerable sectors, is classified as a regulated profession in Canada. Therefore, teachers of these students must be licensed by their respective professional regulatory bodies in order to teach. Included in this category of work is English language teaching to children. In Canada, the majority of regulated professions are legislated and licensed at the provincial level, due to the regional nature of the specialized knowledge in these professions. See the resources from the Canadian Information Centre for International Credentials for the full list of regulated professions in Canada.

Non-regulated or unregulated professions do not require practitioners to have a license or be registered with a regulatory body. Teaching adults, a non-vulnerable sector, including English language teaching for adults in settlement programs, is a non-regulated profession. This classification of English language teaching for adults as a non-regulated profession is a key characteristic in differentiating teaching English language to children from teaching English to adults (Sivell, 2005). This difference has implications for the pre-service education required for each profession in addition to the licensing and certification procedures. This classification of adult English language teaching as a non-regulated profession is consistent across all English language speaking countries (Canada, US, UK, Australian, New Zealand, Ireland).

Even though not legally required to be licensed or certified, many unregulated professions have voluntary certification systems to allow their practitioners to demonstrate to stakeholders that they

have a specialized skill set and meet professional standards. Voluntary certification for English language teachers for adults is available in Canada through the national association for English language teaching, TESL Canada, as well as through two provincial associations, TESL Ontario and TESL Saskatchewan.

2.3 Designated Titles

As part of their standards system, some professions have protected or designated titles. Both regulated and unregulated professions can have designated titles. *A designated titled* is one that, through legislation, can only be used by individuals who are certified by the appropriate regulatory body as meeting the profession's standards (The Canadian Information Centre for International Credentials, 2019). The majority of designated titles in Canada are legislated at the provincial level. Relevant to the purpose of this literature review, in Ontario, English language teachers who have professional certification with TESL Ontario have the designated title *Ontario Certified English Language Teacher*, abbreviated *OCELT*. This title can legally only be used by teachers who are professionally certified with TESL Ontario (TESL Ontario, n.d.a).

2.4 Certification

Certification is the process of awarding a certificate to an individual verifying that certain required standards have been met (certification, n.d.a) or that a qualification within a field has been completed (certification, n.d.b) as verified by a regulatory body. Individuals can then publicly broadcast to stakeholders, including funders and employers, that they meet these standards. Certification can be maintained, through annual payment of fees and proof of ongoing professional development. In the context of English language teaching, individual teachers receive certification when their qualifications are assessed and deemed to meet the standards set by a regulatory body; the teachers are then recognized as English language teaching professionals (MacPherson, Kouritzin & Kim, 2005). In Canada, this would be TESL Canada at the national level. Teachers in Ontario and Saskatchewan also have a choice to complete certification at the provincial level with TESL Ontario and TESL Saskatchewan respectively. Teachers in Settlement Programs have access to all of these certification processes.

2.5 Accreditation

While certification and accreditation are often used interchangeably, they are two distinct processes. *Accreditation* is the process of awarding recognition to an organization officially attesting that its program delivery in a specific domain meets required standards as verified by an external regulatory body (accreditation, n.d.; MacPherson, Kouritzin & Kim, 2005). The organization can then publicly broadcast to stakeholders, particularly prospective students, that it meets these standards. Graduates from these programs then meet professional certification requirements as individuals. Note that in contrast to certification, accreditation is for organizations, rather than individuals. In the context of English language teaching, teacher education programs and language programs receive accreditation. Both teacher candidates and students, two key stakeholder groups, can then be confident that the education experience they receive meets these specified standards.

In Canada, as MacPherson, Kouritzin and Kim (2005) point out, standards for certifying English language teaching professionals and standards for accrediting English language teacher education programs are inextricably linked. Successfully completing an accredited English language teacher education program enables teachers to efficiently apply for professional certification at either the national level with TESL Canada, or for those in Ontario and Saskatchewan at the provincial level with TESL Ontario and TESL Saskatchewan respectively. This linkage between individual certification and program accreditation is found in the majority of professions in Canada, including K-12 teaching, engineering, engineering

technology, medicine, nursing and law; individuals enroll in accredited programs in order to then complete licensing or certification upon graduation. This linkage streamlines the certification process. Evaluators do not have to spend time evaluating the education or training qualifications because the qualifications have already been evaluated at the program delivery level.

2.6 National Occupation Classification (NOC)

The National Occupational Classification 2016 (NOC) is a Canadian taxonomy of occupations grouped by skill type and skill level (Government of Canada, n.d.b). It provides a common language with which to discuss different types of work. The NOC is important to a discussion on standards for professions because it provides the classification system by which different professions are identified and labelled. The NOC sheds light on a fundamental challenge in the English language teaching profession, that even policy makers and labour market administrators don't know how to definitively classify the work. English language teachers seem to be classified in NOC 4021 College and Other Vocational Instructors which includes: English as a second language teacher—college level, and English as a second language teacher (except elementary school, high school and university). There is however, no corresponding classification for English language teachers working in a university context because the work is not listed in either of the codes in 401 University Professors and Post-Secondary Assistants. This ambiguity in the classification of the work of English language teaching to adults, due to contextual variation, has repercussions for defining the profession in Canada, including how it is defined for the Settlement Programs, and for funding opportunities for training. For example, those wishing to retrain to become English language instructors for adults sometimes access funding through provincial second career programs, and may or may not get the funding based on the NOC under which they choose to apply.

3.0 What are Standards?

3.1 Definition of Standards

Standards define a minimum level of quality or attainment agreed upon or required by a designated authority (standards, n.d.a; standards, n.d.b). The *domain* is the area, field or profession to which the standards are applied (domain, n.d.).

Within English language teaching there are three possible sets of standards that may be developed and implemented by a professional association or an independent standards organization: English language teaching standards, English language teacher education standards and English language program standards. This literature primarily discusses the first two sets of standards, for teachers and teacher education programs. However, the third set of standards comes into play with employer stakeholders, and so are also discussed.

Figure 1: Sets of Standards in English Language Teaching
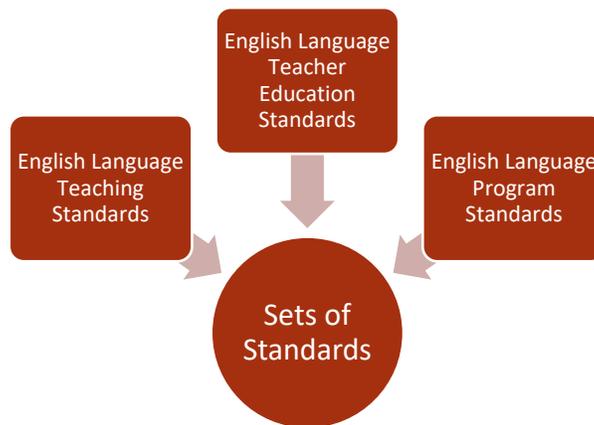
Within each set of standards in any profession, including English language teaching, there are then three types of standards: content standards, performance standards and operational standards (Cizek, 2012).

Figure 2: Types of Standards in English Language Teaching
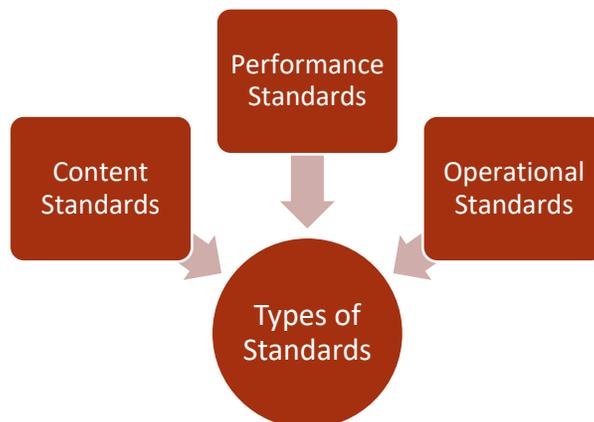
3.2 Content Standards

Content standards define the body of knowledge and skills required within the domain or profession, as defined in a set of learning outcomes or objectives (Cizek, 2012). Content standards for any teaching profession, including English language teaching, answer two questions: what do effective teachers know and what can effective teachers do? (Darling-Hammond, 1990).

The two of the three professional program accreditation systems used in Canada, by the professional associations TESL Canada and TESL Ontario, indicate how practitioners in the profession have defined content standards for English language teaching in the Canadian context. These sets of content standards are captured in Figure 3 below (TESL Canada, 2018; TESL Ontario, n.d.b). TESL Saskatchewan, the third accreditation system in Canada, does not define content standards aside from requiring a balance at the initial (Standard 1 – Introductory) level between theory, methodology, English language structural knowledge, and practicum (TESL Saskatchewan, n.d.).

Figure 3: Content Standards for English Language Teaching in Canada

TESL Canada Content Standards*	TESL Ontario Content Standards
Section 1: Theory in Practice 1.1 Historical Perspective on Second Language Teaching/Models of second language acquisition (pedagogy, learning strategies and styles, factors affecting language learning, adult teaching and learning principles/andragogy) 1.2 Linguistics (syntax, phonetics and phonology, morphology, sociolinguistics, discourse analysis, pedagogical grammar)	**Section 1: Theory** 1.1 Theoretical Issues 1.2 Linguistics 1.3 Language structure and skills (concepts/theory and research)
Section 2: Methodological Issues 2.1 Lesson / unit planning 2.2 Material analysis and development 2.3 Curriculum for specific contexts (ESP, LINC, EAP) 2.3 Methodology / techniques for teaching listening, speaking, reading 2.4 Writing 2.5 Grammar 2.6 Vocabulary 2.7 Pronunciation (including segmentals and suprasegmentals) 2.8 Intercultural awareness 2.9 Communication 2.10 Assessment (Feedback, error correction, standardized exams, classroom tests)	**Section 2: Methodology** 2.1 Working with curriculum frameworks 2.2 Work with current approaches 2.3 Understanding previous and emergent approaches and methods 2.4 Content areas 2.5 Context: Familiarity with models of delivery 2.6 Accessing resources 2.7 Working with resources 2.8 Planning 2.9 Teaching Language: Components and skills 2.10 Teaching Language: Discourse/textual competencies 2.11 Teaching skills 2.12 Feedback and assessment
Section 3: Professional Issues Resources 3.1 Professional conduct and practice 3.2 Classroom management (e.g., teaching large classes) 3.3 Ongoing professional development	**Section 3: Professional** 3.1 Knowing the ESL Context: Schools/agency /institutions 3.2 Knowing the professional field 3.3 Knowing professional practice

TESL Canada Content Standards*	TESL Ontario Content Standards
Section 4: Practicum *Standard 1* 4.1 10 observation hours 4.2 10 supervised practice teaching hours *Standard 2* 4.3 30 observation hours 4.4 20 supervised practice teaching hours	**Section 4: Practicum** 4.1 30 observation hours 4.2 20 supervised practice teaching hours, with at least 10 hours in Canada

*Note that in terms of TESL Canada content standards there are no distinctions between Standards One, Two and Three except in the number of hours of the programs)

The TESL Canada and TESL Ontario content standards can be compared to content standards from the TESOL International Association (2008) and from the largest global brand in English language teaching, the CELTA from Cambridge English (2018) as seen in Figure 4 below.

Figure 4: Content Standards for TESOL International Association and CELTA

TESOL International Association	CELTA from Cambridge English
Domain 1: Language Language Standard 1: Language as a system of communication Language Standard 2: First and second language acquisition and development	**Topic 1: Learners and Teachers, and the Teaching and Learning Context** 1.2 Cultural, linguistic and educational backgrounds 1.2 Motivations for learning English as an adult 1.3 Learning and teaching preferences 1.4 Context for learning and teaching English 1.5 Varieties of English 1.6 Multilingualism and the role of first languages
Domain 2: Culture Culture Standard 1: Connections among culture, language and learning	**Topic 2: Language Analysis and Awareness** 2.1 Basic concepts and terminology used in ELT 2.2 Grammar 2.3 Lexis 2.4 Phonology 2.5 The practical significance of similarities and differences between languages 2.6 Reference materials for language awareness 2.7 Key strategies and approaches for developing learners' language knowledge
Domain 3: Instruction Instruction Standard 1: Planning instruction Instruction Standard 2: Implementing instruction Instruction Standard 3: Using instructional resources	**Topic 3: Language Skills** 3.1 Reading 3.2 Listening 3.3 Speaking 3.4 Writing 3.5 Key strategies and approaches for developing learners' receptive and productive skills

TESOL International Association	CELTA from Cambridge English
Domain 4: Assessment Assessment Standard 1: Assessment Theory Assessment Standard 2: Assessment Practices	**Topic 4: Planning and Resources for Different Teaching Contexts** 4.1 Principles of planning for effective teaching of adult learners of English 4.2 Lesson planning for effective teaching of adult learners of English 4.3 Evaluation of lesson planning 4.4 The selection, adaptation and evaluation of materials and resources in planning (including computer and other technology-based resources) 4.5 Knowledge of commercially
Domain 5: Professionalism Professionalism Standard 1: Professional Learning and Growth Professionalism Standard 2: Professional Ethics and Behaviour	**Topic 5: Developing Teaching Skills and Professionalism** 5.1 The effective organisation of the classroom 5.2 Classroom presence and control 5.3 Teacher and learner language 5.4 The use of teaching materials and resources 5.5 Practical skills for teaching at a range of levels 5.6 The monitoring and evaluation of learning 5.7 Evaluation of the teaching/learning process 5.8 Professional development: responsibilities 5.9 Professional development: support systems

3.3 Performance Standards

Performance standards define the minimum level of competency with respect to the application of the body of knowledge and skills within the context of the domain or profession (Cizek, 2012). Performance standards can be placed on a continuum, with completely lacking in competence and therefore unqualified on the one side, to maximally competent or qualified on the other (Cizek, 2012, p.6).

Figure 5: Performance Standards Continuum

Not Qualified   Performance Standards   Maximally Qualified

Performance standards are more difficult to define than content standards, because they involve an assessment of effectiveness and ultimately quality. Professionals need to be able to apply the content standards within their contexts in order to be effective in their professions. TESL Canada and TESL Ontario do not define performance standards. TESL Saskatchewan defines performance standards as programs delivered at a level of challenge demonstrably equivalent to degree-credit standards.

An additional performance standard is required in the English language teaching profession—English language proficiency. This performance standard is set by the professional associations, TESL Canada, TESL Ontario and TESL Saskatchewan, and demonstrated through achievement on established English language proficiency tests, for example, IELTS and TOEFL (TESL Canada, 2018a; TESL Ontario, n.d.b; TESL

Saskatchewan, n.d.). English language proficiency is a performance standard that is a source of some tension in the profession, with disagreement on the most effective balance between English language proficiency and teaching competency (MacPherson, Kouritzin & Kim, 2005).

With the English language teacher training program standards in Canada, each individual teacher education program provider determines their program performance standards, with the exception of the English language proficiency standards.

3.4 Operational Standards

There is a third type of standard, called *operational standards*, which, as the name implies, operationalizes the content and performance standards (Cizek, 2012, p.6). Operational standards set out from a practical perspective the process and tools through which evidence is collected and evaluated to determine if the content and performance standards are met. Evidence collected and evaluated can include exams, portfolios of work, documentation of qualifications and letters of reference. The processes for collecting and evaluating the evidence can be hard copy and manual, or soft copy and automated, or any combination of these. The importance of operational standards is often lost in discussion of content and performance standards; however, without practical and functioning operational standards, overall standards implementation will not take place.

Standards can be operationalized with different tools or processes, a commonly used one of which is an exam (Cizek, 2012). In English language teaching, there is one generally respected exam used to establish the professional capabilities of English language teachers, the Teacher Knowledge Test (TKT), from Cambridge English (n.d.), the English language services arm of the University of Cambridge. The TKT is predominantly used in non-English speaking countries as a practical and accessible way to credential teachers according to an objective standard. The exam has three modules, which can be taken all at once or one at a time. Module 1 assesses candidate English language and their knowledge about language learning and teaching. Module 2 assesses candidate lesson planning and use of resources. Finally, Module 3 assesses candidate classroom management. As the name of the exam implies, it assesses teacher knowledge, not practice.

In Canada, neither the TKT, nor any other type of exam, is used to operationalize English language teaching standards. Instead English language teacher standards are operationalized through document review, including a review of a candidate's undergraduate degree documentation (transcript or diploma), teacher education qualifications (transcript or diploma), letters of reference confirming hours worked, teaching observation evaluations and language proficiency exam results (TESL Canada, 2018a; TESL Ontario, n.d.b; TESL Saskatchewan, n.d.). Similarly, English language teacher education program standards are operationalized through a self-assessment report and document review including program materials, staff qualifications, resource lists and a facilities checklist.

3.5 Standard Setting

Standard setting is the term given to the process of determining what the content, performance and operational standards are (Cizek, 2012). Standard setting is completed by a group of experts deliberating under guidance of the *regulatory body*, the organization whose mandate it is to set and enforce the standards.

While all standard-setting is ultimately judgmental, when done well it is expert judgment supported by solid procedures that make the evaluation decisions transparent and defensible (Cizek, 2012). Because

standards are usually high stakes, governing the employment options and careers of those who submit themselves for assessment under the standards, standards bodies have an obligation to make all types of standards and the standard-setting as transparent and fair as possible (Fairness Commissioner, n.d.).

In Canada, content and operational standards for English language teaching have been set by the national association, TESL Canada, and in one province, by a provincial association, TESL Ontario (TESL Canada, 2018a; TESL Ontario, n.d.b); TESL Saskatchewan has only set operational standards (TESL Saskatchewan, n.d.). These standards are available to Settlement Program teachers and employers.

Setting standards for any profession is seen as a significant step in the professionalization and evolution of that profession (Sivell, 2005). The process of setting standards requires those in the profession to formalize their conceptions of minimum levels of knowledge and performance required to be deemed competent in a profession, how this knowledge and performance are to be taught and assessed, and which organizations should complete the teaching and assessment. Because English language teaching is a non-regulated profession, standards are developed and implemented not according to legislation but according to the expertise, perceptions and priorities of stakeholders.

Setting the standards presents significant challenges. As is discussed below, there are multiple stakeholders in setting the standards. In English language teaching, as will also be discussed below, there are multiple contexts in which English language instruction is delivered and for which teachers need to be competent. These standards setting challenges are magnified even more, given that teachers tend to move from one context to another throughout their careers and so need their qualifications to be as mobile as possible. Finally, the English language teaching profession is not static; it is undergoing constant change as a result of the social, cultural, political and technological forces acting on it (Tyers & Sillito, 2019). The standards therefore need to be constantly reviewed and updated to keep pace with the change in the profession.

4.0 The Stakeholders of Standards in English Language Teaching

The purpose of standards is unique for each profession, because the mix of stakeholders, and their corresponding influence and authority in the process of standards development and implementation, are different (Cizek, 2012). At first glance it may appear that there are only a few stakeholders in the purpose and determination of standards in English language teaching. For example, Sivell (2005) identifies two stakeholders: members of the profession and outsiders to whom members want to present themselves as having values and integrity. MacPherson, Kouritzin and Kim (2005) identify three stakeholders: professional associations, professionals and teacher educators. However, there is in fact a complex mix of multiple stakeholders involved in standards in the English language teaching profession, often with differing priorities. These stakeholders in Canada include, but are not limited to: students, teachers, professional associations, teacher education/training program providers, employers, funders and the general public.

Figure 6: Stakeholders of Standards in English Language Teaching
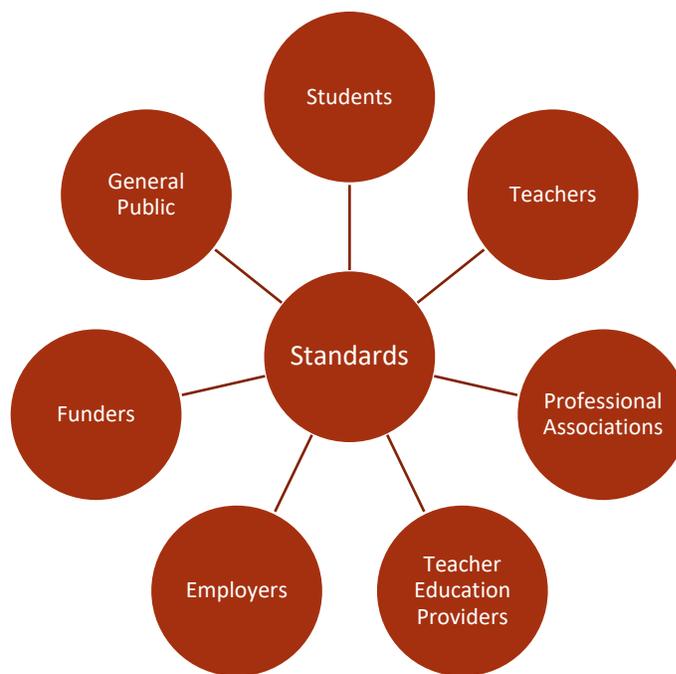
Each of these stakeholder groups will be discussed in turn. Where a stakeholder group has characteristics unique to Settlement Programs, these different characteristics are highlighted.

4.1 Standards and Students

English language students, be they in a Settlement Program, a provincially-funded program or a fee-paying program, have the same perspective as stakeholders. They want to know they are being well-taught and that subsequently, attending the classes is a good use of their time and a good investment of any financial investment required. Students compare teachers from one program to another (Eddy & May, 2004), and even from one class to another, looking for the most qualified teachers and the best education experience. In her work on K-12 teachers in the United States, Darling-Hammond (1990)

established clear linkages among teacher knowledge, teacher preparation and student learning. Standards validate teacher knowledge and teacher preparation, in order to lead to student learning.

In fee-paying English language teaching programs, standards for teachers and programs are used to market the programs to prospective students (Languages Canada, 2012). The same promotion of standards to students is not seen in funded programs, including the Settlement Programs. There is no research to date on the perception of professional standards by students in the Settlement Program or in any English language teaching programs in Canada.

4.2 Standards and Teachers

English language teachers have a significant investment in the development and use of professional standards. Teachers earn professional qualifications that meet required standards; the qualifications are then accepted by employers as proof of a minimum level of competency as an English language teacher. Adhering to the standards thus enables teachers to obtain employment, provided that the employers in turn value these standards and hire accordingly (Eddy & May, 2004; Sivell, 2005).

Standards are important to teachers for other reasons as well. Standards allow teachers to practice anywhere, for any employer, not for just one employer who deems them to be qualified (Darling-Hammond, 1990). Their certification is therefore transferrable from one employer to the next. Rather than having to contact each individual employer to find out the qualifications required, teachers can know they are qualified by establishing they have met the standards through certification. Standards that are national in scope have an additional benefit of being regionally mobile. In English language teaching, another type of mobility is also important, mobility across program types. Given the wide range of program types in English language teaching, teachers regularly move from funded programs to fee-paying programs and vice versa in search of new opportunities and new professional learning.

Teachers also support standards as a way to develop their profession and increase its prestige in the eyes of the general public (Thomson, 2004; Sivell, 2005). Teachers are cognizant of standards providing their profession with credibility and legitimacy; standards make the specialized knowledge and practice required for the profession visible to the general public. This is particularly important to teachers in English language teaching, who have always fought for the legitimacy of their profession (Eddy & May, 2004; Sivell, 2005).

Standards are also a key element in teacher professional identity. As MacPherson, Kouritzin & Kim (2005) state, "induction into a profession is about transforming one's identity into the ethic and ultimately those of the profession." (p.4). Standards formalize a profession, and simultaneously formalize the identity that members of the profession have.

There is a practical tension with respect to standards and teachers, as there is with all practitioners in any profession. It takes time and investment to complete the education and training required to meet the standards for a profession. Prospective professionals, in this case teachers, complete a cost benefit analysis about the investment required to determine "whether the benefits of teaching are worth the costs associated with getting there." (Darling-Hammond, 1990, p. 147)

While it is clear that teachers are a major stakeholder in standards, and adhere to them both voluntarily and when required by employers, there is once again no research on the perception of professional standards by English language teachers in Settlement Programs or any English language teaching programs in Canada.

4.3 Standards and Professional Associations

Professional associations, usually self-governing, non-profit organizations, have multi-faceted mandates with respect to their members and their profession. These mandates include advocacy, professional development, professional community-building, and, most importantly for this discussion, the development and implementation of standards (MacPherson, Kouritzin & Kim, 2005). Professional associations can function at the local, provincial or national levels, or all three at the same time, as is the case in English language teaching in Canada. Currently, there are provincial associations in all provinces. In regions with larger provincial associations, smaller affiliates serve members with localized professional development and representation. The national professional association, TESL Canada, is currently in a state of evolution, functioning independently of some provincial associations but closely associated with others (Derwing, 2017).

Derwing (2017) provides a detailed account of the evolution of the English language teaching profession in Canada, from its origins in the waves of immigration to Canada starting in 1870, up to its present-day iteration of complex, comprehensive, multifaceted and world-leading program delivery. Harrold (1995), Eddy and May (2004), Thomson (2004) and Sivell (2005) present overviews of the origins and subsequent evolution of English language teaching standards in Canada, developed and implemented by professional associations. These overviews demonstrate the strong investment professional associations have in standards. Standards were first developed by the provincial professional associations, with BC TEAL and ATESL leading the way in the 1990s, followed by several other provinces (Harrold, 1995). Of all of the provincial standards established by provincial associations, one set of standards, for TESL Ontario, were developed with government funding assistance (Harrold, 1995). TESL Canada launched national level standards for both teachers and teacher training programs in 2002 (Eddy & May, 2004), after which time all provincial associations with the exception of TESL Ontario, TESL Saskatchewan and ATESL folded their standards into the national standards. Several years later ATESL subsequently folded their standards into the national stanndards. Today, stakeholders in Ontario and Saskatchewan thus have two standards choices, the national TESL Canada standards and the provincial standards. The national association, TESL Canada, has experienced operational challenges in recent years (Derwing, 2017), leading some provincial professional associations to revisit standards for teacher certification and teacher education program accreditation. At this time, no decisions about restoring provincial standards have been made. For Settlement Programs, there remain professional associations at the provincial level that meet regional needs and a national association to highlight common national agendas, including national standards.

Sivell (2005) discusses not just the national professional standards established by TESL Canada, but also the process by which these standards were agreed upon by a diverse professional group which often had significantly different perspectives and priorities, and which was spread across the very large geographical space that is Canada. Sivell explores and then credits collegial communication among the different professional associations for the formation of the national standards, which allowed these Canadian contextual and profession challenges to be bridged. Sivell's final comment on the process by which the national professional standards were first established by the professional associations are worth noting: "The challenge for those engaged in the Adult ESL professional standards debate in Canada will be to approach the lively, sometimes even raucous exchange of viewpoints constructively." (p.6) Sivell emphasizes that decisions, including those about standards, need to be made based on objective analysis of language teaching and learning as they take place in specific social, cultural and political contexts, not on any other subjective basis.

4.4 Standards and Teacher Education Programs

English language teacher education programs are, like teachers, major stakeholders in English language teaching and teacher education program standards in Canada. They design their teacher education programs around the required standards so that their graduates can be employable (Liyanage, Walker & Singh, 2015). They market their adherence to the standards and accreditation as a sign of the quality of their program and display the logo of the accrediting organization, either TESL Canada and/or TESL Ontario, on their websites and in their promotional material. They inform their successful graduates of the teacher professional certification standards and process, serving as a funnel into professional certification. The teacher education programs work closely with the standards providers in order to ensure that their programs receive and maintain their accreditation. They also provide ongoing dialogue with the standards providers about the standards themselves, in order to assist in keeping the standards current and relevant to the profession.

The number of teacher education programs following the existing teacher education program standards from TESL Canada has grown significantly since the introduction of the standards. In 2004 there were 39 accredited programs with the TESL Canada accreditation system (Eddy & May, 2004); that number has grown to 86 accredited programs, offered by 61 education institutions, in 2019 (TESL Canada, n.d.). With the one provincial set of standards, with TESL Ontario, the current number of teacher education programs is 25, offered by 24 education institutions (TESL Ontario, n.d.c) Most of these TESL Ontario accredited teacher education also have TESL Canada Standard Two accreditation. TESL Saskatchewan does not accredit individual teacher education programs; however, it accepts relevant courses from universities that do not offer TESL Ontario or TESL Canada approved programs in its certification assessments.

4.5 Standards and Employers

Employers, in both funded programs, such as the Settlement Program, and fee-paying programs are stakeholders in standards in English language teaching because they are users of the standards for hiring purposes. Darling-Hammond (1990) writes extensively about the relationship between labour market forces, employers and standards in education. While her work refers to K-12 teaching in the United States, her comments are valid in any education context. She points out that employers are on the front line of the application of standards, competing for qualified candidates who meet standards within cost and budget frameworks. If there are too few qualified candidates, employers have to reach outside of the pool of qualified candidates and not follow standards. If employers use different standards for hiring purposes, or fail to adhere to standards as a requirement of employment, either due to a lack of understanding of the standards, or an inability to find candidates who meet the standards, then the motivation for teachers to adhere to the standards themselves is significantly decreased. Darling-Hammond further points out that standards, while elevating education quality, make a profession more difficult to access, which makes balancing labour market fluctuations challenging for employers.

4.6 Standards and Funders

In English language speaking countries, governments are significant stakeholders in English language teaching and the corresponding standards; English language teaching programs are strategically important programs designed to facilitate the integration of immigrants and refugees into society and into the labour market. As the overviews of the history of the professional association, TESL Canada, from Eddy & May (2004) and Derwing (2017) demonstrate, the English language teaching profession and Canadian government immigrant and refugee integration policies and corresponding English language program funding are closely entwined. Standards in the English language teaching profession

demonstrate to funders that the profession is credible; the standards also demonstrate to funders that programming funds are being well-used to achieve outcomes that benefit the general public (Eddy & May, 2004; Sivell, 2005).

4.7 Standards and the General Public

According to MacPherson, Kourtizin and Kim (2005, p.10), "Those adult-ESL professionals who are paid from a public purse should hold similar responsibilities for public welfare as those teaching in public school systems." When public funds are used in the profession, and when the general public is affected by the outcomes of the standards implementation, either through using the services offered by the profession or having the services impact the well-being of the society, then the general public is a stakeholder in the profession's standards. In the former situation, the general public needs to have confidence in the effectiveness of the services offered. In the latter situation, the general public needs to have confidence that public funds are being efficiently and effectively used for the benefit of society. There is thus an accountability to tax payers for the quality of the programming being delivered. Given that the Settlement Program is funded by the Canadian public, as part of the government strategy for immigrant and refugee integration into Canadian society and the Canadian workplace, the layers in this stakeholder perspective are particularly relevant to this literature review.

MacPherson, Kourtizin and Kim (2005) identify an interesting tension with respect to standards and the general public, between ensuring access to the profession by diverse individuals to reflect the diversity in the general public on the one hand and ensuring that quality education is provided on the other hand. They describe the tension in detail (p. 17): "While it is ethical to make the profession more accessible because a diverse teaching force serves the interests of students and the public alike, it is ethical to close and stratify the profession through pre- and in-service education, standards and certification because that will serve students and the public good as well."

Even though she is referring to standards for K-12 teachers in the United States, Darling-Hammond (1990) cogently articulates another layer to the general public stakeholder position with respect to standards for teachers in any context, both regulated and non-regulated:

> The fundamental rationale for professional certification in any field is that it provides a safeguard to the public that employers' cannot provide. This is because employers' practices may be guided primarily by concerns for profit-making or cost containment rather than by professional standards of practice which are supposed to represent knowledge about 'best' (not necessarily 'cheapest' or 'most expedient') practice based on a primary concern for client welfare. (p.128)

Standards provide the general public with an objective perspective on the work of a profession that neither employers nor the practitioners themselves can provide.

5.0 Understanding Contextual Factors Affecting Standards in English Language Teaching

Setting and implementing standards in English language teaching is not a simple proposition, given the dynamic complexity of the English language teaching sector (Tyers & Sillito, 2019) resulting from the ongoing interaction of multiple contextual factors. These contextual factors include differing perspectives on the sector of English language teaching as well as differing jurisdictions, funding models, education institutions and program types.

Figure 7: Contextual Factors Affecting Standards in English Language Teaching
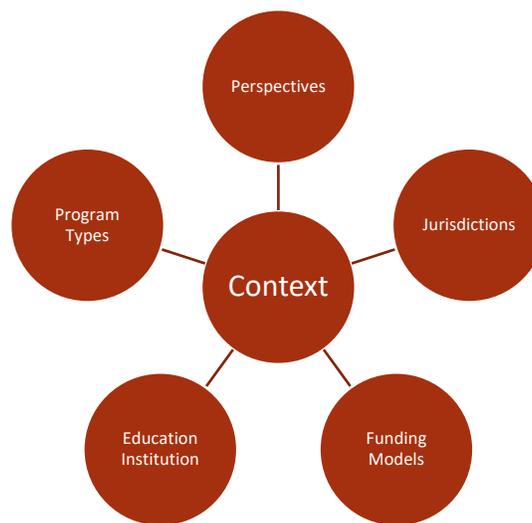
5.1 Perspectives

It is possible to view English language teaching both as an industry and as a profession (MacPherson, Kouritzin & Kim, 2005). As an industry, English language teaching programs meet market needs within the constraints of operational budgets or revenue targets. As English has become a global language (Crystal, 2003), English language teaching has become a vibrant and equally global industry (Graddol, 2006; Liyange, Walker & Singh, 2015) spawning non-profit organizations and for-profit businesses in instructional delivery, language assessment, teacher education, technology and consulting (Tyers, 2017). From an industry perspective, English language teaching standards provide prospective students with assurances as to the qualifications of teachers in a program and thus the overall program quality (MacPherson, Kouritzin & Kim, 2005).

As a profession, English language teaching supports teachers to addresses student learning and development needs through standards, advocacy and professional development (Eddy & May, 2004). From the perspective of a profession, the purpose of English language teaching standards is to validate the profession in the eyes of stakeholders (Eddy & May, 2004; MacPherson, Kouritzin & Kim, 2005). This validation is particularly significant in adult English language teaching, an unregulated profession often dismissed as being less important that regulated K-12 teaching and more prestigious higher education teaching (Sivell, 2005).

These two perspectives, English language teaching as an industry and as a profession, are often positioned as mutually exclusive, with programs and teachers having to choose between profits or professionalism (MacPherson, Kouritzin & Kim, 2005). The same dichotomy is found in discussion of teacher education programs run by public education institutions versus those run by for-profit education organizations (Thomson, 2004). This 'either/or' proposition disregards the fact that, regardless of funding model, all English language teaching programs must be delivered within established cost frameworks. And increasingly, publicly run organizations designate English language teaching programs as cost centres. Rather than an 'either/or' proposition, a more accurate perspective is perhaps a 'both' proposition—English language teaching is both an industry and a profession.

5.2 Jurisdictions

As previously discussed, in Canada the adult English language teaching profession is an unregulated profession, in contrast to the K-12 teaching profession, which is regulated through legislation at the provincial level (MacPherson, Kouritzin & Kim, 2005). This jurisdiction contrast between English language teaching and K-12 teaching is similar to the jurisdictions assigned in other countries. In Australia the K-12 teaching profession is regulated at the state level (Liyanage, Walker & Singh, 2015) and adult English language teaching is unregulated. The situation is the same in the United States (TESOL International, n.d.). In the UK, the K-12 teaching profession is regulated at the level of each country in the kingdom—England, Scotland, Wales and Northern Island (UK Department of Education, n.d.) and English language teaching is unregulated.

In all countries, the English language teaching profession cuts across multiple jurisdictions--local/municipal, provincial/state, national and international depending upon the context of the program delivery (MacPherson, Kouritzin & Kim, 2005). Each regulatory jurisdiction has a different set of operational processes and requirements. For example, in Canada, the operational processes in an adult English language program in a school board, governed by a provincial ministry of education, are different from those in a program at a college or university, governed by a provincial ministry of higher or post-secondary education, which are different again from those in a for-profit program, governed by different ministries either at the provincial level or, in the case of Settlement Programs, at the federal level.

5.3 Funding Models

Similar to jurisdictional differences, there are contextual distinctions among English language programs in Canada based upon their funding models. There are three main funding models. The Settlement Program is an example of a fully-funded model, in which the program is delivered based around a funder's cost structures and to meet the funder's strategic goals. In the second funding model, cost recovery, participants are charged a nominal fee to enable the program to break even. In the final funding model, fee-paying, participants pay fees that exceed cost recovery to generate a profit for the organization. The content in the three types of funding models can vary, given that the objectives, student goals and learning needs differ (Tyers & Sillito, 2018). Teacher standards need to ensure teachers are aware of the funding models, and the implications of these models for what happens in their English language classrooms.

The funding model characteristic is particularly relevant to the Settlement Program, a federally funded program developed and implemented as part of an overall national immigrant and refugee integration strategy. The program uses a language proficiency framework, the Canadian Language Benchmarks, specifically developed to capture competencies required for success in Canadian society and the

Canadian workplace (Centre for Canadian Language Benchmarks, 2012). It uses a specific formative assessment protocol for student and teacher accountability for learning, Portfolio Based Language Assessment or PBLA (Centre for Canadian Language Benchmarks, 2019). National standards for English language teachers need to address teacher familiarity with these unique and differentiating frameworks and protocols.

5.4 Educational Institutions

Adult English language teaching under any of the three funding models can be delivered at any type of education institution including: school boards (continuing education), colleges, universities, non-profit organizations, and private language schools. Once again, the contexts among these different educational institutions vary (Tyers & Sillito, 2018) and teacher standards need to address this.

5.5 Program Types

Finally, there are contextual differences in English language teaching programs based upon their program types, including but not limited to general English, standardized test preparation, workplace English, professional English, business English, and English for Academic Purposes (Tyers & Sillito, 2018). The differentiating factors among program types are primarily student objectives for learning the language, and the subset of language that students then need to learn based on these objectives. As with educational institution characteristics, teacher readiness for a variety of program types needs to factor into the professional standards. Of particularly relevance to the Settlement Program is the Language Instruction for Newcomers to Canada (LINC) program designed around the Canadian Language Benchmarks with the specific objective of success in Canadian society and the Canadian workplace (Government of Canada, n.d.a).

5.6 The Impact of Contextual Factors

The contextual factors described above can influence any of the three sets of English language teaching standards—content, performance or operational. That being said, however, throughout their careers, English language teachers may move from one context to another, depending upon opportunities. They therefore need to meet standards and have qualifications that prepare them for multiple contexts and that allow this contextual mobility. Additionally, even though each context places different knowledge and skill demands on English language teachers (Tyers & Sillito, 2018), the foundational teaching knowledge and skill base remains the same. Teachers need to layer additional knowledge and skills on top of that foundational base.

6.0 English Language Teaching Standards in Canada

The evolution of English language teaching, professional associations and standards was discussed in Section 4.3. The content standards for English language teachers were introduced in Section 3.2. In this section we will briefly introduce the certification system for English language teachers and the accreditation system for English language teacher education programs from the national association TESL Canada and the provincial associations, TESL Ontario and TESL Saskatchewan.

There are three levels to the TESL Canada Professional Certification system for English language teachers as given in Figure 8 below.

Figure 8: TESL Canada Professional Certification System

Standard	Description
Professional Standard One	- University undergraduate degree 100 hours of English language teacher training coursework (methodology, theory and English language structural knowledge) in a TESL Canada Standard One Teacher Training Program - A minimum of 20 hours in a supervised adult ESL/EFL classroom practicum (10 hours of classroom observation and 10 hours of practice teaching). Up to half of the observation and teaching hours may be done in online synchronous environments.
Professional Standard Two	- University undergraduate degree 250 hours of English language teacher training coursework (methodology, theory and English language structural knowledge) in a TESL Canada Standard Two Teacher Training Program. - A minimum of 50 hours in a supervised adult ESL/EFL classroom practicum (30 hours of classroom observation and 20 hours of practice teaching). Up to half of the observation and teaching hours may be done in online synchronous environments.
Professional Standard Three	- Master's in Applied Linguistics or TESOL or equivalent - A minimum of 50 hours in a supervised adult ESL/EFL classroom practicum (30 hours of classroom observation and 20 hours of practice teaching). Up to half of the observation and teaching hours may be done in online synchronous environments. (Note: Standard Three may include coursework completed for Standard Two, and may include exactly the same amount of TESL-specific training as Standard Two.)

There is only one level to the one provincial professional certification system from TESL Ontario. The requirements for TESL Ontario Professional Certification are given in Figure 99 below. Recall from earlier discussion that the TESL Ontario Professional Certification leads to the designated title *Ontario Certified English Language Teacher*, abbreviated *OCELT*.

Figure 9: TESL Ontario Professional Certification System

Standard	Description
Professional Certification	• University undergraduate degree • 250 hours of English language teacher training coursework (methodology and theory) in a TESL Ontario Teacher Training Program. • A minimum of 50 hours in a supervised adult ESL/EFL classroom practicum (30 hours of classroom observation and 20 hours of practice teaching) of which at least half must take place in a Canadian setting.

Finally, there are three levels to the professional certification system for English language teachers from TESL Saskatchewan as given in Figure 10 below. Note that TESL Saskatchewan refers to its system as an accreditation system.

Figure 10: TESL Saskatchewan Accreditation System

Standard	Description
TESL Sask Intro (Standard 1)	• Any university degree • 100 hours post-secondary methodology, theory and English language structural knowledge from a recognized institution, carried out at a level of depth and rigor equating to degree credit standards. • 20 hours of a supervised practicum (10 observation, 10 supervised practice teaching) or a minimum of 1000 verifiable hours of full time teaching in, and in charge of, an ESL classroom. • Reference letter or performance review from a supervisor who meets TESL Sask or TESL Canada Standard Two or Three standards.
TESL Sask Competency in TESL (Standard 2) Note there are two levels, Standard 2 and Standard 2-Senior	• Any university degree. • 250 hours post-secondary methodology and theory from a recognized institution, carried out at a level of depth and rigor equating to degree credit standards. • 30 hours of classroom observation and 20 hours of a supervised practicum or a minimum of 1000 verifiable hours of full time teaching in, and in charge of, an ESL classroom. If the candidate has completed a practicum of 20 hours, 500 hours of documented successful experience may be accepted in lieu of the remainder. At least half the practicum or 500 hours of experience must be completed within Canada. • Reference letter or performance review from a supervisor who meets TESL Sask or TESL Canada Standards Two or Three.
TESL Sask Mastery in TESL (Standard 3)	• Any university degree. • Completion of training that meets TESL Sask Competency requirements. • In addition to Standard 2, a Master's or PhD in Applied Linguistics, Education or TESOL (the Master's degree must total at least 30 credit units with at least 21 credits explicitly in TESL). • 30 hours of classroom observation and 20 hours of a supervised practicum or a minimum of 1000 verifiable hours of full time teaching in, and in

Standard	Description
	charge of, an ESL classroom. At least half the practicum or 500 hours of experience must be completed within Canada. • Reference letter or performance review from a supervisor who meets TESL Sask or TESL Canada Standard Two or Three standards.

Within Canada, in addition to the three teacher certification systems, there are two sets of standards for accreditation of teacher education programs, one from TESL Canada and one from TESL Ontario. As noted previously, standards for teachers and for teacher education programs are closely intertwined. This is the case for the TESL Canada and TESL Ontario standards.

The TESL Canada Teacher Training Program Standards are built around seven different domains of program delivery as illustrated in Figure 11 below. The linkages with the TESL Canada standards for teachers lie within the staff qualifications, program coursework and program practicum domains.

Figure 11: The TESL Canada Teacher Training Program Standards

When the TESL Canada teacher training program standards were initially launched there was debate about the effectiveness of short-term training-oriented courses and longer education-oriented courses (Thomson, 2004). Those differences were resolved through the implementation of three levels of standards, Standards One, Two and Three, reflecting the three levels of professional certification for which the teacher education programs prepared candidates. Note that the teacher training program standards directly align with the professional certification standards. A graduate of a Standard One program is eligible to apply for Standard One professional certification.

The provincial level TESL Ontario teacher training program standards cover similar aspects of teacher education program delivery as the TESL Canada standards, with slightly different organization and emphasis through eight domains rather than seven. The structure of these standards is illustrated in Figure 12 below. The linkages with the TESL Ontario standards for teachers lie within the training structure and curriculum, assessment and TESL trainers domains.

Figure 12: The TESL Ontario Teacher Training Program Standards
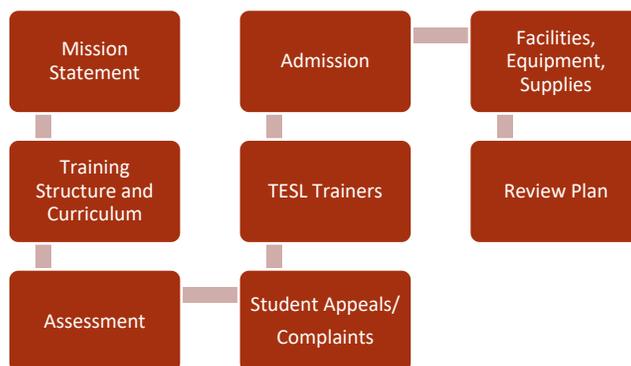
It is very important to note that Canada is unique among the English-speaking countries surveyed in this literature review in that it has a national certification system for teachers of adult English language learners and a national accreditation system for its teacher education programs for adult English language learners. While some other countries have standards, they do not have the corresponding implementation systems on a national level. Thus, while both of these standards systems are voluntary, they provide a national cohesiveness and cohesion to the profession that is lacking in other English-speaking countries, allowing Canada to showcase itself on the international stage (Eddy & May, 2004). They also provide a brand-neutral and institution-neutral way for English language teaching standards to be promoted and implemented creating a level playing field for all teachers and teacher education program providers.

Operational challenges within the national association TESL Canada led to temporary suspension of certification and accreditation services (Derwing, 2017). These operational challenges included: outdated standards which created unnecessary administrative steps; operational procedures which could not keep pace with growth in certification and accreditation demand; excessive time demands on administrative staff to compensate for the outdated systems; an inability to attract qualified adjudicators; and service pricing that did not match the costs of service delivery. The certification and accreditation services were reactivated in 2018.

At this time, the Settlement Program does not mandate any of the English language teacher standards available in Canada. The selection of the standards to use, and the corresponding determination of the qualifications required for English language teachers in adult programs, is determined by individual program management. With fee-paying programs, employers follow the requirements of the third type of standards in the profession, English language program accreditation. In Canada, this third type of standards is provided by the industry association Languages Canada (2018). For English language teachers in adult programs, the Languages Canada operational standards are as follows:

- A university degree or equivalent.
- TESOL-I (Initial) Qualification (validated by a reputable examination body or accredited by a national or provincial accrediting body; 100 hours of coursework; 10 hours of observation and 10 hours of supervised teaching practice).
- TESOL-Q (Qualified) Qualification (validated by a reputable examination body or accredited by a national or provincial accrediting body; 250 hours of coursework; 10 hours of observation and 10 hours of supervised teaching practice).

7.0 English Language Teaching Standards in Other Countries

English language professionals in other English-speaking countries grapple with the same challenges with their English language teaching standards as their colleagues in Canada. Some of their choices with respect to standards are similar, however there are some interesting differences from country to country. We will look at the choices made in the profession in United States, the United Kingdom, and Australia.

7.1 English Language Teaching Standards in the United States

The United States is home to one of two global English language teaching professional associations, TESOL International Association. TESOL International Association issues standards for teachers in English-speaking countries (TESOL International Association, 2008), for teachers in non-English-speaking countries (Kuhlman & Knezevic, n.d.), for teacher education programs (TESOL International Association, 2015) and for English language programs (TESOL International Association, 2002). In contrast to Canada, however, TESOL International does not complete the actual certification process for either teachers, teacher education programs or English language programs. In other words, they issue content and performance standards, but not operational standards, nor to do they actually implement the standards. The standards issued serve as guidelines for employers and for teacher education programs, however, they do not result in the certification of teachers or the accreditation of teacher education programs. They limit their role to standards providers but not implementers; they are not a regulatory or certifying body. Their standards for English language teachers and teacher education programs are informative, nonetheless.

The content standards from TESOL International Association for English language teachers were provided in Section 3 of this Literature Review as a comparison to the content standards of the Canadian professional association. Their English language teacher education standards are structured differently from those of both TESL Canada and TESL Ontario, dividing their standards into three categories, with smaller domains within those categories as given in Figure 13 below (TESOL International Association, 2015).

Figure 13: TESOL International Teacher Education Program Standards

Organization and Program Management Standards	Curriculum and Instructor Standards	Candidate Standards
• Mission Statement • Program Length and Structure • Administration • Candidate Services	• Curriculum, Instruction and Assessment • Instructor	• Language • Culture • Instruction • Assessment • Professionalism

Government-funded English language teaching delivery in the United States varies considerably from one state to another and from one jurisdiction to another within each state (McHugh, Gelatt & Fix, 2007). While there is a language proficiency framework that can be used to identify learner language

proficiency, the American Council for the Teaching of Foreign Languages Guidelines (ACTFL, 2012), similar in intent to but less detailed than the Canadian Language Benchmarks, this framework is not always used, nor are the standards from TESOL International Association consistently used for teachers or teacher education programs.

There are several bodies in the United States that regulate fee-paying English language program delivery. They do not make use of the TESOL International standards for the instructor component of their program accreditation. Instructor certification requirements are embedded in the program accreditation, as they are with Languages Canada. An example of accrediting body is the Accrediting Council for Continuing Education and Training or ACCET (2018). Under ACCET standards for English language programs, teacher standards are as follows:

- A bachelor's degree.
- A minimum of three months of full-time equivalent ESL or foreign language classroom teaching experience OR
- A certificate in teaching ESL or a foreign language that includes a practice teaching component.
- Instructional staff also must demonstrate near-native proficiency in English.

7.2 English Language Teacher Standards in the UK

Similar to the United States, there is no national or regional certification process for English language teachers, or accompanying standards, in either government-funded settlement programs or fee-paying programs. The UK is home to the second global professional association IATEFL; however, unlike its US counterpart, TESOL International Association, IATEFL does not issue standards for either teachers or teacher education programs.

Like Canada and the US, teacher standards are built into the English language program accreditation for fee-paying programs conducted by a partnership of English UK (the UK English language teaching industry association) and the British Council (an arms-length cultural, soft diplomacy organization supported by the UK government) under the branding Accreditation UK. These standards for teachers are similar to those used by English language program accrediting industry organizations in Canada and the United States (Accreditation UK, 2019).

1. A level of education normally represented by a Level 6 qualification on the Ofqual register of regulated qualifications (an undergraduate degree).
2. Teachers of courses for students under 18 hold at least a TEFL-I qualification* or have appropriate qualified teacher status.
3. Teachers of courses for adults hold at least a TEFL-I qualification.
4. Teachers of teacher development courses and EAP courses hold at least a TEF-Q qualification**.

*TEFL-I = TEFL Initiated – CELTA/Trinity Certificate
**TEFL-Q = TEFL-Qualified – Diploma/DELTA/MA in a relevant subject

7.3 English Language Teacher Standards in Australia

Australia does not have national standards for English language teachers for either teachers in their government-funded English language programs or in fee-paying programs. In government-funded English language programs targeting immigrant and refugee settlement, required teacher qualifications vary from state to state and are governed by the state ministry responsible for education. In fee-paying programs, required qualifications are set by employers. If employers are accredited with the National

English Language Teaching Accreditation System (NEAS), the non-profit industry organization responsible for quality control in English language programs, then teacher requirements are those given by NEAS. These requirements are a three-year full-time undergraduate degree, or established equivalent and an English language teaching qualification. This qualification must have no less than 100 contact hours with content covering language, language learning and language teaching. It must include a practicum of at least six hours in a real English language classroom, supervised and assessed by a qualified teacher. The program must be registered as a national training provider and meet the requirements of the Australian Qualifications Framework. Alternatively, a degree in education with an English language teaching component is accepted (NEAS, n.d.).

Prior to 2018, NEAS did not have an accreditation system for English language teacher education providers. At the end of 2018, they launched an endorsement model for English language teacher education providers in Australia and internationally to demonstrate the quality of their programs. At the time of writing, only one program has been endorsed (NEAS, n.d.).

7.4 Country Comparative Tables

The tables in this section summarize the comparisons among the different English language-speaking countries with respect to Settlement Programs and English language program delivery in general, and corresponding standards.

Figure 14: Summary of English Language Programs for Settlement

Country	English Language Programs for Immigrant Settlement
Canada	Language Instruction for Newcomers to Canada (LINC). Follows the twelve level Canadian Language Benchmarks in four strands (listening, speaking, reading, writing). Funding and oversight by Immigrants, Refugees and Citizenship Canada (IRCC).
United States	No national English language program for immigrants and refugees. Optional use of American Council for the Teaching of Foreign Languages (ACTFL) Guidelines for language proficiency. Diffused funding from multiple layers of government and government agencies.
United Kingdom	English for Speakers of Other Languages (ESOL) Skills for Life. Follows five levels (Entry Levels 1, 2 and 3, Level 1 and 2) accredited by Ofqual. Funding and oversight by the Education and Skills Funding Agency (ESFA) through the Adult Education Budget (AEB). Some community-based English language programming is also provided by the Ministry for Housing, Communities and Local Government. This varies from one budget to the next. This system is used in England. There are different systems in other countries in the kingdom—Scotland, Wales and Northern Ireland.
Australia	Multiple programs for English language including through Tertiary and Further Education (TAFE), Adult Migrant English Program (AMEP) and Skills for Education and Employment (SEE). Primarily funded through the Commonwealth Department of Immigration and Citizenship. No national framework for English language proficiency. Frameworks vary from state to state.

Figure 15: Summary of English Language Teaching Standards Organizations

Country	Teacher Standards	Teacher Education Program Standards	English Language Program Standards (Fee Paying)
Canada	TESL Canada (standards and certification) TESL Ontario (standards and certification) TESL Saskatchewan (standards for certification)	TESL Canada (standards and accreditation) TESL Ontario (standards and accreditation)	Languages Canada (standards and accreditation)
United States	TESOL International (standards)	TESOL International (standards)	Independent education accreditation organizations such as ACCET (standards and accreditation)
United Kingdom	None; however, major brand CELTA from Cambridge English serves as a de facto standard setting organization.	OfQual (adult training accreditation, not specific to English language teaching)	English UK and the British Council through Accreditation UK (standards and accreditation)
Australia	None; however, CELTA serves as a de facto minimum model.	NEAS (endorsement) Australia Qualifications Framework (adult training accreditation, not specific to English language teaching)	NEAS (standards and accreditation)

Figure 16: Summary of English Language Teacher Standards

Country	Teacher Standards in Government-Funded English Language Settlement Programs	Teacher Standards in Fee-Paying English Language Programs
Canada	No mandated national standards. Employers determine requirements for teachers. These vary by location. Some employers require national certification (TESL Canada) or provincial certification (TESL Ontario, TESL Saskatchewan).	Fee paying programs are accredited by Languages Canada. Languages Canada requirements for teachers are: • A university degree or equivalent. • TESOL-I (Initial) Qualification (validated by a reputable examination body or accredited by a national or provincial accrediting body; 100 hours of coursework; 10 hours of observation and 10 hours of supervised teaching practice). • TESOL-Q (Qualified) Qualification (validated by a reputable

Country	Teacher Standards in Government-Funded English Language Settlement Programs	Teacher Standards in Fee-Paying English Language Programs
		examination body or accredited by a national or provincial accrediting body; 250 hours of coursework; 5 hours of observation and 10 hours of supervised teaching practice).
United States	No mandated national standards. Employers determine requirements for teachers. These vary by location.	Fee paying programs are accredited by independent accrediting organizations such as ACCETT. • As part of ACCETT standards for teacher qualifications are: • A bachelor's degree with a minimum of three months of full-time equivalent ESL or foreign language classroom teaching experience OR • A bachelor's degree, along with a certificate in teaching ESL or a foreign language that includes a practice teaching component. Instructional staff also must demonstrate near-native proficiency in English.
United Kingdom	No mandated national standards. Varies by location and jurisdiction.	Fee-paying programs are accredited by English UK and the British Council through Accreditation UK. Their requirements for teachers are: • A level of education normally represented by a Level 6 qualification on the Ofqual register of regulated qualifications (an undergraduate degree). • Teachers of courses for students under 18 hold at least a TEFL-I qualification or have appropriate qualified teacher status. • Teachers of courses for adults hold at least a TEFL-I qualification. • Teachers of teacher development courses and EAP courses hold at least a TEF-Q qualification.

Country	Teacher Standards in Government-Funded English Language Settlement Programs	Teacher Standards in Fee-Paying English Language Programs
Australia	Teacher requirements mandated by state education ministry. Varies from state to state.	Fee-paying programs are accredited by NEAS. NEAS requirements for teachers are: • A three-year undergraduate degree. • An English language teaching qualification with a minimum of 100 hours of coursework and a six-hour practicum. Alternatively, an education degree with an English language teaching component is accepted.

8.0 Best Practices in Standards from Other Professions

Surveying different professions and their standards and standards setting procedures, as well as surveying research on standards in different fields, yields a number of important best practices for the English language teaching profession to consider with respect to standards for teachers and teacher education programs.

8.1 Standards and Professional Development

As previously discussed, a mandate of professional associations is to provide member professionals with continuing professional development with which to keep their skills current. There are different models for integrating continuing professional development into standards and professional certification. One possible model is the Additional Qualifications model used by the regulatory body the Ontario College of Teachers to encourage licensed K-12 teachers to develop specialized skills and to keep their foundational skill set current (Ontario College of Teachers, n.d.). Additional Qualifications are earned through coursework provided by faculties of education as well as other stakeholders. Once licensed, teachers have a digital profile; each Additional Qualification is added to their license as they are earned. Throughout their careers, teachers build their profiles as evidence of their growing competence and expertise. A related Additional Qualifications Certificates model is used in Saskatchewan's K-12 school system, where one academic year (30 credit units/10 courses) of approved training in TEAL or another specialization following a B.Ed. is recognized for a salary step (Saskatchewan Professional Teachers Regulatory Board, 2019).

Another possible model is a Continuous Professional Development model as used by an unregulated profession in Ontario, the Ontario Association of Certified Engineering Technicians and Technologists. In this model members once again have a digital profile in which they track four different categories of continuing professional development activities: contributions to technical knowledge, contributions to the profession, management or leadership training, and peer and professional interaction (OACETT, 2019). To maintain their certification, members must complete a certain amount of professional development activity in each category each year, tracked in their digital profiles.

The above are just two examples of continuing professional development best practices with which professional associations ensure their licensed or certified members keep their knowledge and skills current in order to meet standards. More models are available and warrant further research.

8.2 Standards and Alternate Routes to Certification

Each individual's path towards professional certification validating that standards are met is not the same. Standards for certification can often be perceived as a barrier to entry to a profession, particularly by those whose education and career paths are unconventional. Alternate paths to certification acknowledge variation in professional pathways and allow professionals with non-standard backgrounds and experience to join a profession. Darling-Hammond (1990) researched the outcomes of alternative paths to certification in K-12 teacher licensing in schools across the United States, concluding that there are actually two approaches, one which is effective with respect to student learning outcomes and one which is not. She labels the effective approach *alternate routes to certification*— individuals reach the same standards, but in different ways. She labels the ineffective approach *alternate certification*—individuals are given different standards to meet. Thus, there should not be flexibility around the actual standards, but there can be flexibility around how the knowledge and skills are learned and demonstrated.

Prior Learning Assessment and Recognition (PLAR) acknowledges the place of alternate routes to certification in professional standards. PLAR is particularly important in English language teaching given that individuals enter the profession from diverse education and experience backgrounds. While there is a process for PLAR with respect to the current national standards for English language teachers (TESL Canada, n.d.), the work of the Canadian Association for Prior Learning Assessment (n.d.) can be used to evaluate its effectiveness and efficiency and then make changes as required.

8.3 Standards and Change

The development and implementation of standards is not always perceived positively by different stakeholder groups. Standards can be perceived as a threat to jobs, to authority or to an established ways of doing things (Yinger & Hendricks-Lee, 2000; Doecke, 2006). Standards can also be perceived as the imposition of a prescriptive and regimented approach to professional work (Newman & Hanauer, 2005).   On the opposite end of this spectrum, however, standards can be perceived as an opportunity to initiate and drive positive change in the profession, and to renew the profession (Yinger & Hendricks-Lee, 2000; Doecke, 2006).

The negative or positive perception of standards is the result of multiple factors, not the least of which is the attitude and communication of those charged with implementing the standards (Pomey, et al, 2010). The development and implementation of standards is fundamentally a change management activity; how that change is managed will often determine the change outcomes. A study by Pomey, et al (2010) looked at the accreditation process of five different health care facilities across Canada. This study explored two important questions: what role do standards and the accreditation process have in driving change in an organization and profession and are the accreditation experiences of all organizations the same, regardless of organizational maturity, leadership and accreditation experience? Not surprisingly, the study found that well-planned and inclusive standards implementation leads to positive change in an organization, and vice versa. This is instructive for the consideration of standards in the English language teaching profession; standards can be a powerful tool for positive change and renewal for all stakeholders. Alternatively, standards can be the opposite. Change management theory and practice is thus crucial to the development and implementation of standards in English language teaching.

9.0 Conclusions and Recommendations

9.1 Conclusions

Despite the recent operational challenges of its national association for English language teachers, TESL Canada, Canada is a global leader in professional standards for English language teachers and English language teacher training programs. Canada is the only English-speaking country with national standards through which English language teachers receive national professional certification. Canada is also the only English-speaking country with national standards for English language teacher training program accreditation. Australia is moving in this direction however its system is not as complete and detailed as the current Canadian system.

Given the complex group of stakeholders in English language teacher standards and English language teacher education standards, the process for maintaining, updating and implementing the standards needs to be understood by all stakeholders and have the support and input of all stakeholders. In order for the English language teaching profession to continue to evolve and meet the demands of the rapidly evolving contexts in which English language teaching is delivered, including the Settlement Programs, a robust set of national standards is imperative. This includes not just content and performance standards, but also operational standards that ensure accessible, efficient and cost-effective certification and accreditation systems. Only with strong content, performance and operational standards, fully supported by all stakeholders, will the ongoing viability, growth and evolution of the profession continue.

Specifically related to Settlement Programs, the contextual requirements of the Settlement Program need to be met through content standards that address the use of the Canadian Language Benchmarks, Portfolio-Based Language Assessment, and the linkages between culture and language essential for successful immigrant and refugee integration into a society. That being said, given the employment mobility of English language teachers, from funded to fee-paying programs and vice versa, standards need to prepare teachers for the multiple and varied contexts in which they will work throughout their careers.

Standards, when used strategically and when developed and implemented well, can be an important driver of change in a profession. They can be a tool in advancing a profession and allowing it to meet the needs of its stakeholder groups. Standards, central to the professionalization of a profession, are crucial in the rapidly evolving English language teaching profession.

9.2 Areas for Future Research

It became very evident during the course of the literature review that the development and implementation of standards for English language teaching in Canada and in other countries, and the impact of these standards on all stakeholders, is significantly under-researched. The majority of the publications on standards for English language teaching in Canada are perspectives or commentary, rather than actual research. The publications also date back to the early formation of the provincial and national standards in Canada in the 1990s and 2000s. There are no publications and no research on the current standards situation in English language teaching in Canada. Given the importance of standards in establishing the validity of a profession and in building and maintaining its credibility with all stakeholders in a complex and rapidly evolving sector that is important to the national agenda of immigrant and refugee support and integration, this lack of research needs to be remedied immediately.

Areas for this research include:

1. Determining the knowledge about English language teaching standards and English language teacher education standards by each stakeholder group, including students, teachers, teacher education programs, employers, funders and the general public. This should then be followed by research determining the perceptions of these same stakeholder groups about the importance, relevance, appropriacy and usefulness of the standards. Note that this research constitutes Phase 2 of the research project of which this literature review is Phase 1.
2. A more detailed comparison of the standards and the use of standards in each of the major English language-speaking countries (Canada, US, UK, Australia) in both the government-funded and fee-paying domains. This should include an expansion of the comparison to include other English-speaking countries (Ireland, New Zealand, South Africa).

Once this foundational research has been completed, additional future research can include:

1. A detailed study of different possible continuing professional development models, with the objective of the development of a model for the integration of continuing professional development into national standards for English language teachers
2. A longitudinal study on standards as a tool for change and revitalization within the English language teaching profession, tracing the effects of standards on the different stakeholder groups over time.
3. A detailed evaluation of the PLAR system currently in place for English language teaching standards to identify areas of effectiveness and areas for improvement.

While research in English language teaching most often focuses on the teaching and learning processes, research on the use of standards in the profession is crucial. Only with objective, research-based knowledge of standards can good decisions about this foundational element of the profession be made.

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