

**The Work Experiences and Career Paths of
Term Contract Teachers:**

**A Study in one Urban Manitoba
School Division.**

**A Thesis
Submitted to the Faculty of Graduate Studies
at the University of Manitoba**

**In partial fulfillment
of the Requirements for the Degree
Master of Education**

**by
James Edward Treller
March, 1994**



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THE WORK EXPERIENCES AND CAREER PATHS OF TERM CONTRACT TEACHERS:

A STUDY IN ONE URBAN MANITOBA SCHOOL DIVISION

BY

JAMES EDWARD TRELLE

**A Thesis submitted to the Faculty of Graduate Studies of the University of Manitoba
in partial fulfillment of the requirements of the degree of**

MASTER OF EDUCATION

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Term Teachers

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Abstract

The purpose of this research was to study teachers who work in term positions to determine:

- 1) the characteristics of those teachers with respect to age, sex, academic qualifications, and years of teaching experience;
- 2) the career paths of those term teachers;
- 3) if and how the contractual status of term teachers affected their sense of personal well-being and their sense of professional effectiveness.

The subjects of this study were 39 term and permanent teachers who were all initially hired to teach in 1989 in a large urban school division. Their careers were traced from 1989 to 1992 and information was gathered from these people by way of a questionnaire and interviews.

The major findings of the research were:

- 1) for the majority of teachers, working in term positions did not lead to employment as permanent teachers.
- 2) the term teachers who had been on a series of term contracts suffered an erosion of self-confidence in their abilities as teachers and in their morale. These effects were more pronounced

for teachers who worked in the same teaching position for more than two years or those who worked in positions created by either retirements or resignations.

- 3) the majority of term teachers believed that they were under a great deal of stress caused by their continued term status and their uncertain futures. Many of these teachers felt that this added stress had a negative effect on their teaching.

Other findings in the study were that term teachers as a group had lower academic credentials and less teaching experience when compared to the permanent teachers in the survey. The term teachers were much more likely to work in part-time positions than teachers hired as permanent.

It was also found in the study that teachers whose specialized skills were in high demand (in this case French Immersion teachers) were unlikely to be hired as term teachers.

In the study there was no indication of gender bias in the hiring of term teachers, permanent teachers, or in the teachers who were successful in gaining permanent status after being term teachers.

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CHAPTER 1: Introduction

Background of term contracts in Manitoba

There has been very little research done on the use of "term" contracts in Manitoba. There is little information on the characteristics of teachers who are likely to work in term positions, or even if there are any unique characteristics of term teachers. In addition there is no information on how continual term status may affect the individual personally and professionally.

This research project tries to address these questions. It studied a number of term teachers to ascertain the attributes of those teachers. It attempted to determine if term contracts served as an intermediate step leading to permanent employment for teachers. Finally it examined the effect, if any, of term status on the sense of professional effectiveness and personal well-being of term teachers.

Teachers in Manitoba sign one of two different contracts when they are employed by a school board.

They may sign a Form 2 contract (often referred to as a permanent contract) which grants, after a one year successful probationary period, some guarantees with regard to job security. This security is broadly defined as tenure which is simply the right to work as a teacher after competence has been demonstrated over a year of teaching. Tenure "guarantees" a job not a particular position. After tenure has been granted a school board cannot dismiss a teacher without cause. A board must prove its case against a teacher in front of an arbitration board.

Teachers who sign a "Form 2A" contract, or a term contract, have no such job security and have no tenure. They sign a contract to teach at a particular position for a certain amount of time or are in a term position which lasts until the teacher being replaced returns.

Previous to 1985 all teachers employed in the public school system in permanent teaching positions signed what was called a "Form 6" contract. In that year this type of contract was replaced by two new types of contracts; a Form 2 contract which replaced

the "Form 6" contract and a "Form 2A" contract for teachers in situations where they are replacing teachers on leave. The purpose of this new contract was to provide some protection for teachers temporarily hired by a division allowing them to take advantage of the employee benefits, such as sick leave, disability insurance, and medical plans available to permanent staff.

The new term contract of 1985 was the result of two years of meetings starting in August 19, 1983 when Maureen Hemphill, then Minister of Education, struck a committee to "develop a form of contract which could be used by school boards to hire temporary teachers" (Whiteway, 1993, p.2-3). The committee consisted of representatives from the Manitoba Association Of School Trustees (M.A.S.T.), the Manitoba Teachers' Society (M.T.S.), the Manitoba Association of School Business Officials (MASBO), the Manitoba Association of School Superintendents (MASS), and officials from the Department of Education. A sub-committee was struck to come forward with recommendations as to the form of the

contract and rules governing their use. The sub-committee consisted of Mr. R. Whiteway from M.A.S.T and Mr. Ulrich from M.T.S. In due time the sub-committee presented a draft of a possible contract and a list of potential regulations to govern the use of its contracts. Although the form of the contract was agreed to there was no consensus on possible amendments to govern its use. Finally the committee after a great deal of discussion provided the Minister with "various documents which had been considered and/or discussed by the committee, including proposed regulations pursuant to Section 92(5) of the Public Schools Act" (Whiteway, 1993, p.4). On April 2, Ms. Hemphill "approved the use of Form 2A contracts by way of a letter" to MASBO, MAST, MASS, and MTS (Whiteway, 1993, p. 4). No amendments were made to the regulations either authorizing or providing rules for the use of these term contracts.

The new Form 2 contracts were viewed by both the Manitoba Teachers' Society and The Manitoba Association of School Trustees as merely the continuation of past

practice under a new name. However, there was a great deal of disagreement about the regulations that should govern the use of the new Form 2A contract.

The officials of the provincial Education Department attempted to draft regulations for the new type of contract that would be acceptable to both the trustees and their Association and the Teachers' Society. These suggested regulations included the following provisions:

1. The duration of a term contract shall be no more than one school year, and shall terminate no later than June 30th of the school year for which it is signed.
2. The term contract should be used in the employment of a teacher to replace a teacher employed on a "Form 2" contract during that teacher's absence.
3. No school division should employ more teachers on term contracts than there are teachers absent on leave.
4. The employment of a teacher on successive term contracts to replace a teacher shall be for a maximum of two years.
5. Where a teacher is absent for more than two years, the replacement teacher shall be signed on a "Form 2" contract.

6. Where a teacher replacing a teacher absent for more than two years has been signed on a term contract, that teacher shall be signed on a "Form 2" contract retroactive to the date of assumption of duties.
7. Each school division shall report (half yearly reports) to the Minister at the end of each school term the following:
 - (a) The name of all teachers on leave during the term, the dates of the leave.
 - (b) The names of all teachers on term during that school term , the dates of assumption and, if applicable, termination of duties
 - (c) The names of all teachers who have been transferred from a term contract to a Form 2 contract in the school term.

(contained in a letter from Mr. J. Storie, then Minister of Education, Aug 11, 1986, Appendix A)

The Manitoba Association of School Trustees expressed concern over a number of these suggested regulations. Mr. Ray Whiteway, a staff officer, for the Manitoba Trustees' Association, (in an interview on April 13th, 1993) outlined the Association's position in the following manner. One objection to the suggested regulations concerned the requirement that the number of teachers on term contracts had to be fewer than the number of teachers on leave in any particular division.

The Trustees' Association felt that unusual situations might occur requiring them to put more teachers on term than that regulation would allow.

For example, a new program might be introduced by the Department of Education with special funding available. A local school board wishing to implement this new program might hire staff and proceed with this course of study or program without a guarantee from the provincial government that funding would be continued. If the program was then terminated by the province the local board would be forced to keep teachers on staff when the programs they were hired to teach had to be discontinued because of a loss of grant.

Mr. Whiteway (in an interview on April 13th, 1993) also noted that occasionally temporary increases of student enrolment might require the local boards to hire additional staff. Under these suggested regulations a school board would be forced to sign these additional teachers under Form 2 contracts and then be compelled to go through complicated lay off

procedures to remove these teachers when the student enrolment did indeed go down.

The Trustees' Association also felt the provision requiring the boards to hire a teacher on a permanent basis after that teacher had filled a series of term contracts adding up to a period of two years was unworkable. The Association believed the boards would be placed in a situation where they were forced into not rehiring a term teacher who had worked for them for two consecutive years since keeping that term teacher for more than two years would now oblige the particular Board to give the teacher permanent status and tenure. The trustees felt that this provision would be extremely burdensome for smaller rural school divisions who presently have fewer numbers of qualified teachers in their communities to fill term positions. They believed this provision would force them to search continually for qualified replacements, who might not be readily available locally, for currently employed term teachers since they could not employ these term teachers beyond two years.

According to Mr. Whiteway such a provision would also be detrimental to the teachers in term positions by not allowing them to continue to teach in a particular division for more than two years.

The basic position put forward by the Trustees' Association was that school boards should be allowed as much flexibility as possible in the regulations governing the use of term contracts. The Association also argued that there was an increasing need for this flexibility since school boards now find themselves in a situation of tight budgets because of declining revenues from the province and because of restrictions on how much money they can raise from the local taxpayer. Although the Trustees' Association had some problems with the suggested guidelines, M.A.S.T. advised the Minister that it "would encourage all school boards to use the Form 2A contract within the general guidelines outlined in Mr. Storie's letter" (Whiteway, 1986, Appendix E and Harvey, Appendix F, 1986).

The Manitoba Teachers' Society expressed the view that the suggested regulations did not go far enough in some areas. Mr. Tom Ulrich, a staff officer of the Manitoba Teachers' Society, (in an interview on May 3rd, 1993) in stating the Society's concerns, felt the proposed regulations did not properly protect term teachers' rights and were not well enough written to address some of the issues that could occur when using term contracts.

For example, Mr. Ulrich noted that in a situation where a substitute teacher was replacing a permanent teacher there was no mention of when that substitute had to sign a Form 2A contract. The position of the Society was that the suggested regulations should be amended to state that a substitute should be offered a term contract after 10 consecutive teaching days.

The Teachers' Society also had other problems with the draft regulations. It believed that signing teachers to term contracts because of increases in

student enrolment or the introduction of special programs should be specifically forbidden. The Society conceded that term contracts were necessary in cases where a permanent teacher was on leave, but felt that teaching positions created as a result of temporary increases in enrolments or introduction of new programs, should not be treated as term positions. These positions it felt should be filled with permanent teachers.

Finally, one of the underlying reasons the Society wanted to restrict the use of term contracts was that it felt there was a denial of tenure rights in these term contract situations. The Teachers' Society's position, according to Mr. Ulrich, was that all teachers, whether they are working under a Form 2 or Form 2A, should be entitled to "due process" provisions and should have the right to appeal the actions of a school board that they thought to be "unfair" to a Board of Arbitration. If the Teachers' Society could not persuade the Minister of Education to extend "due

process" rights to term contract teachers then it wanted to limit the use of term contracts. The Teachers' Society feared that the wide open use of term contracts could be used as an attempt to deny teachers "due process".

The Teachers' Society and the Trustees' Association could not agree on a common set of recommendations to the government for regulations to govern the use of term contracts, and the Minister of Education of the day, Mr. Storie, decided to allow use of the Form 2A contracts but did not enact any accompanying regulations actually authorizing or governing the use of term contracts (Whiteway, 1993, Appendix I, p. 2.) In addition the Minister of Education suggested that M.A.S.T. encourage all school boards to police themselves (Whiteway, 1993, Appendix G, p. 2). Both groups at the time despite their concerns agreed to attempt to follow the suggested guidelines with regard to the use of term contracts (Harvey, 1986, Appendix E). However, this situation left both the teachers and the trustees in a difficult

position. Term contracts were now allowed but no formal rules were delineated to govern their use and the "guidelines" agreed to were open to interpretation and had no force in law. The trustees attempted to use these new Form 2A contracts in situations that they deemed were necessary and appropriate and the Teachers' Society attempted to point out what it believed were "abuses" in the use of term contracts. However, without any formal guidelines it was difficult for trustees to determine the range of situations where use of term contracts was appropriate and just as difficult for teachers to raise concerns when they could not point to a violation of a particular government regulation. In addition, the department of education was not in a position to clarify the situation since the guidelines were in fact an informal agreement on the use of term contracts between the school boards and the teachers.

However, the guidelines were shortly subjected to a pressure precipitated by a different change. The government decided to do away with the requirement of a two year teacher probationary period in a division

before tenure was granted in a particular division, and to replace it with a one year period of probation which was transferable from division to division. Previous to this time a teacher only received tenure with a particular division after a period of two years and had to reestablish tenure every time he/she moved to another division.

Some trustees felt that this one year probationary period for beginning teachers forced them into a situation where it was very difficult to evaluate properly teachers new to the profession. Second, they resented the fact that experienced teachers who signed contracts with them had tenure from the minute the contract was signed. Previous to this time the trustees had a two year grace period in which they could more comprehensively evaluate any teacher before deciding to continue that particular teacher's contract. Any teacher who did not seem to fit in a particular school situation could simply be let go without any explanation before the two year period had elapsed. These divisions now were forced to make employment

decisions about beginning teachers after only one year and had no options not to renew experienced teachers' contracts since they came with tenure and could only be dismissed for cause.

In a number of discussions with trustees in the division under study, and with other divisions, trustees have indicated to me that they resented this change in tenure and felt it made it difficult for them to properly evaluate teachers new to the division. Although this particular change did not directly link to the issue of term positions, it certainly upset a number of trustees and might have made it more difficult for them to agree to any other changes which might further erode their ability to administer their respective divisions.

Some boards, according to Mr Ulrich (in an interview on May 3rd, 1993), perhaps concerned about the one year allowed to evaluate teachers, started the practice of hiring teachers on term contracts first before putting them on as permanent contracts. These school boards presumably felt that they needed more

than one year to properly evaluate a new teacher, particularly one with little or no experience, and the use of term contracts gave them some flexibility.

Over time different school boards made different interpretations of the guidelines which were, after all, self imposed. One such interpretation was that the idea of a "one to one matching" of a term teacher and a teacher on leave could also be interpreted as meaning that the total number of term contracts could not exceed the number of teachers on leave. There was no requirement that the teacher on leave be replaced by a teacher hired under a Form 2A contract, a teacher already on staff could be moved into this position and somewhere else in the division a teacher could be hired under a term contract. The fact that a certain number of teachers were on leave meant the division could hire at least that number of term teachers. The guideline related to this issue simply stated that "no school division shall employ more teachers on a term contract than there are teachers absent on leave" (Mr. J. Storie, 1986, Appendix A). The trustees felt this

practice was allowed by the guidelines. The Teachers' Society would disagree with this interpretation suggesting that term contracts could only be issued to teachers who are directly replacing a teacher on leave and not replacing a teacher who has moved within the division. After all the guidelines stated that "a term contract could only be used to replace a teacher employed on a Form 2 Contract during that teacher's absence" (Mr. J. Storie, 1986, Appendix A). Each of these interpretations can be supported by referral and are both reasonable interpretations of these guidelines. This example illustrates that the positions of the trustees and teachers soon became divergent as to what represented a reasonable use of term contracts. This confusion was not clarified at any time by the Department of Education.

The Manitoba Teachers' Society has continued to monitor the use of term contracts (Appendix D) and to point out to successive provincial governments, what it believes are abuses by school boards in the use of term contracts. Also, according to Mr. T. Ulrich, (in an

interview on May 3rd, 1993) the Society's staff officers have continually urged the government to proclaim regulations governing the use of term contracts. One example of these activities was the report on the use of term contracts compiled by the M.T.S. in 1988.

Presently, the M.T.S. has taken two cases concerning term contracts to court, arguing that term contracts are illegal for Boards to use since there are no regulations set up authorizing their use.

In addition the Society has urged local teacher associations to negotiate provisions into collective agreements to protect teachers in term positions. The local teachers associations have had some limited success in this effort. In 1989 an arbitration board, in settling a contract dispute between the Transcona School Division and the local teachers' association, ruled that any teacher who worked in a term position for more than two years in that division had to be offered a permanent contract and that in the future a teacher who worked in term positions in the Transcona

School Division could be hired for only two years under a Form 2A contract (Freedman, 1989, pp. 20-21). If the division offered another position to any teacher who had worked in term positions for two years that teacher had to be signed to a Form 2 contract.

The whole issue of the use of term contracts has become muddled and confused partly because of the lack of direction from the provincial government. However, the responsibility not only rests with the government, since the trustees and the teachers could have come to an agreement by themselves as to some acceptable guidelines for the use of term contracts.

According to Mr. T. Ulrich, a Manitoba Teachers' Society staff officer working in this area (interview May 3rd, 1993 & January 28, 1994), some school boards have developed their own interpretation of how term contracts should be used. According to the Manitoba Teachers' Society in some jurisdictions beginning teachers routinely get term contracts; part time positions seem to be filled by a larger percentage of teachers on term contracts when compared to full time

positions; some teachers end up in a series of different term positions that extend for more than two years; and some teachers end up teaching in the same position for a number of years. Finally, according to the Manitoba Teachers' Society some school boards make little or no attempt to replace teachers on leave with teachers on term contracts but simply attempt to keep the total number of term positions equal to the total number of teachers on leave.

It should be said that many boards attempt to follow the guidelines scrupulously. According to Mr. Whiteway (in a interview on April 13th, 1993), a staff officer of the Manitoba Trustees' Association, the Association urges its members generally to follow the guidelines and not to abuse the use of the term contracts (Whiteway, 1993, Appendix F). In addition the Trustees' Association has attempted to monitor the use of term contracts by the boards. In 1986 and 1989 the Association conducted two surveys of its members to determine how the Form 2 contract was being utilized by the school boards

(Whiteway, 1993, p.8). On the basis of the information gathered in those surveys the Trustees' Association could "find no evidence that the Form 2A contracts were being used other than in accordance with the purpose for which they had been developed" (Whiteway, 1993, p.8).

In discussing the proper use of term contracts Mr. Whiteway (in interviews on April 13th, 1993 and January 14, 1994) felt that the boards must only use term contracts in term positions: for teachers on leave; in some cases where there was a temporary increase in student enrolment in a particular course or program; and in situations where a teacher is providing a service that is only needed for a short amount of time. However, Mr. Whiteway noted (in an interview on January 24th, 1994) that these restrictions on the use of term contracts are voluntary since there are really no restrictions on the use of term contracts.

The condition consequently arises where the Manitoba Association of School Trustees and the Manitoba Teachers' Society disagree over the

appropriate use of Form 2A contracts. It is understandable there is no agreement since the trustees want as much flexibility as possible in the use of these term contracts and the Teachers' Society wants to restrict their use to protect their members. The situation is more difficult because the Department of Education has not enacted any specific regulations governing the use of these particular contracts. The only guidelines that are followed are those suggested by a former Minister of Education and these guidelines were not accepted at that time by either side. It is hard to interpret or enforce the rules when there really are not any.

The local school boards have been largely left to decide which rules they will follow in their use of term contracts and to what extent they will follow them. What has happened is that in different school divisions term teachers are treated differently with regards to such things as who receives term contracts, and how long term contracts will run.

Statement of the Research Problem

The purpose of this study is to examine selected work-related characteristics and experiences of teachers hired on term contracts within a single Winnipeg area School Division between 1988 and 1992. Specifically, the study will seek to examine the following questions:

- i) What are the characteristics of teachers hired on term contracts, in terms of: age and gender, academic qualifications, and years of experience?
- ii) To what extent does a term contract position represent a short-term work situation as opposed to a beginning step in a teacher's career path? In other words, does a term position normally lead, or not lead, to permanent employment in the teaching profession?
- iii) How do teachers on term contracts view their situation? In what ways do term teachers see their

contractual status as impacting upon their sense of professional effectiveness and their personal well-being?

Teacher characteristics. I examined the hiring records of one large urban school division in the city of Winnipeg. During these years this division hired 117 permanent and 225 term teachers, and there appear to be some discernible patterns in the hiring of teachers. Teachers with special qualifications in high demand, such as French Immersion teachers, seldom got term contracts even when covering term positions of other teachers on leave.

Many of the teachers who signed term contracts in this division fell into two distinguishable groups: they were either young and relatively inexperienced, or they were teachers returning to the profession after an extended period of absence. A detailed examination of a number of these term teachers sought to reveal other patterns.

Career paths. For many beginning teachers their employment path starts in either a term position or a part-time position that leads directly in a short time to a full time permanent position. However, that is not the case for all teachers. Some teachers get stuck in a series of term positions which do not lead to a more permanent, stable job. Other teachers find themselves in a situation where they are continually employed by a division but never are offered a permanent contract. In the records of this division as of May, 1992, twenty-nine teachers had taught in a series of consecutive term positions for longer than one year. Eight of these twenty-nine teachers were constantly employed by this division for a period of three years or longer. At least five of these long term teachers were teaching in positions that were either new, or were previously occupied by teachers who were not on leave and would not be returning to the division. For these teachers the term contracts did not lead to a permanent position. It was not just one step of many in their career path.

How do teachers on term contracts view their situation?

Many of these teachers seem to get "lost in the cracks" of the local educational system. They are deemed valuable and capable enough employees to be rehired sometimes year after year but they are not granted permanent contracts.

Does a teacher on a series of term positions generally remain positive or does he or she get discouraged? Does it make these teachers start to question their abilities as teachers? Does being employed in a succession of term positions affect their sense of professional effectiveness as teachers? Does it affect their relationships with the other teachers and the students? Finally, does it have an effect on the teacher's own personal well-being? In other words, does the practice of using term contracts have a positive or a negative influence on teachers and the students they teach? Is there a point at which term teachers decide their careers are not going anywhere and they leave the profession?

Definition of terms

In most cases the meaning of a particular term is apparent from the context, however there are certain terms that have specific meanings.

Permanent or Form 2 contract. Most teachers in Manitoba sign an individual contract with a particular school board called a Form 2 contract - actually called a Form 2 of Schedule D of the Public Schools Act. These contracts are binding on both school boards and teachers and continue in force from year to year until they are terminated by one of the following methods.

- (a) Mutual consent of the teacher and the school board.
- (b) By written notice given at least one month prior to December 31 or June 30th, terminating the contract.
- (c) By a month's previous notice in writing given by either party to the other in the

case of an emergency affecting the welfare of the school division or the school district or the teacher.

(d) By a one month's notice in writing in the case of variation of salary.

A contract can also be broken when a teacher's certificate is revoked by the Minister of Education. Finally, the contract can be broken in a situation where the local school division is forced to reduce teaching staff by laying off teachers.

After a period of more than a year of working under a Form 2 contract a teacher becomes a tenured teacher.

Tenure. The term tenure is really a misnomer. Tenure means the right to a particular position or property. Teachers do not have tenure. Teachers " have certain legal rights related to 'due process'. In other words, they cannot be dismissed unless specific procedures have been followed" (Czuboka, 1985, p. 5).

All teachers have the right to "due process" and may appear at any time before the Board of Trustees to present personal grievances. However, only "tenured" teachers have the right to appeal such items as termination to an Arbitration Board. The decision of the Arbitration Board is not necessarily binding since the ruling of this Board can still be appealed to the courts for a final determination or deposition of the dispute.

After a teacher in Manitoba successfully teaches for "a year, and a day", under a Form 2 contract, that teacher is a tenured teacher. Teachers in Manitoba also have "portability of tenure" from division to division within Manitoba. The only restriction to this "portability of tenure" is that there cannot be a period of more than three years between teaching positions in different divisions (Section 92(6), PSA). If such a break occurs then the teacher must qualify for tenure all over again in his new division.

The actual requirement to maintain tenure is not that the teacher must continue to teach but that the teacher continues to work under a Form 2 contract with no break of more than three years. Under this condition a tenured teacher can then lose tenure if he or she works as a teacher in a private school, as a term teacher in a public school, or as a teacher in another province for a period of three or more consecutive years. Tenure is something granted to teachers who have been teaching for at least one year and are employed under a Form 2 contract and continue to teach under a Form 2 contract.

The basic purpose of tenure is to protect teachers who have successfully completed their probationary period from unjust termination of contract (Harrison, 1980).

Term contracts. On April 2, 1985, the then Minister of Education Ms. Hemphill(Whiteway, 1993, p. 5), approved a new contract for use in Manitoba schools. This contract, designated as a Form 2A

contract, allowed school boards to fill positions that would exist for a limited amount of time (usually no longer than one year). These contracts are used to employ replacement teachers for vacancies caused by teachers on various forms of leave. The suggested length of these contracts was a year or less and successive contracts could not exceed two years. The teacher has no rights of recourse to an Arbitration Board under this type of contract. The Form 2A contract is not referred to specifically in any act of the legislature or any regulation.

Due Process . Czuboka (1980) states that the term "due process" really is a terminology and concept that originated in the United States. He goes on to state that due process as far as teachers are concerned means "that certain fundamental procedures should be carried out before dismissals are finalized" (p. 34). The term due process according to Czuboka simply describes the rules that government agencies are required to follow to guarantee fairness in dismissing

employees. Mackay (1984, p. 262-264), has a slightly broader definition of due process. He defines due process as the process requiring that all teachers be protected not only by procedures outlined by government agencies but be treated in accordance with proper legal protections. These legal protections are generally referred to as the rules of "natural justice". Anderson (1986) in describing natural justice states that there is an overall requirement of any tribunal to act fairly in administrative matters, to act in good faith, without bias, and to conduct a full and fair inquiry. In addition the person who is being examined, especially if involved in a termination hearing, has the right to:

- (i) be aware of what the allegations are;
- (ii) be aware of the evidence and the nature of the evidence against him/her;
- (iii) be afforded a reasonable opportunity to respond to the evidence and to give his/her version of the matter;

(iv) be afforded the opportunity of cross-examining witnesses or questioning any witness where evidence is given orally. (Anderson, 1986, p.57)

Generally the term due process has come to mean both procedural protection and legal safeguards.

Limitations of the Study

There are number of limitations to this study. The first was the small number of permanent teachers who answered the survey forms. Although this was not critical to the study, a larger number of respondents would have permitted a clearer profile of the teachers hired as permanent to be built up. This information contrasted with the data on the term teachers would have given a clearer understanding of the characteristics of the term teachers. Another concern was that all of the teachers in the study worked in the same large urban school division. This may affect the generalization of these results.

CHAPTER 2

Review of the literature

A review of the literature in this area shows that there has been very little work done in the general area of teachers working in term positions.

There is limited research that delineates some characteristics of teachers working in term positions. In addition there is some research that indicates that even in times of teacher surpluses there are shortages of teachers with specific skills. This last research is germane since it indicates that there are teachers who because of their qualifications may be less likely to work in term positions. Conversely for the purposes of this study teachers who lack those same qualifications and skills may have more difficulty finding permanent employment. The characteristics of term teachers is not only defined by the attributes of teachers who work in term positions but also by traits of teachers who are less likely to work in term positions.

Young (1991, p.31) in a thesis focusing on the employment policies and practices affecting beginning teachers noted that, between 1988 and 1990, 574.25 beginning teachers were hired in Manitoba with the majority of 321.25 or 55.9% signing Form 2 contracts and 253 or 44.1% teachers signing Form 2A contracts. Of the 441 full-time positions, 280 or 63% were filled by teachers signing Form 2 contracts and 161 or 37% were filled by term teachers. Finally, of the 190.25 part-time positions filled during this time 41.25 or 31% were filled by teachers hired as permanent while 149 or 69% were filled by teachers hired on a Form 2A contract (Young, 1991, p.31).

When one examines just the data for term teachers, 69% of all part-time positions were filled by term teachers while 37% of the full time positions were filled by term teachers. This data indicate that if the position was full time the beginning teacher was more likely to sign a Form 2 contract; if the position was part-time the beginning teacher was more likely to sign a Form 2A contract. This indicates that for beginning

teachers there is one very discernible subgroup of teachers who are hired under term contracts, specifically part-time teachers.

Young (1991, p.32-33) also indicates in her study that the second most common reason given by superintendents for signing a beginning teacher to a Form 2 contract was the ability of that particular teacher to "teach in a specialty field". The most common reason given for signing a beginning teacher to a permanent contract was that the position was a permanent position. These responses were given by 84% of the 45 superintendents who answered this survey. That would indicate that beginning teachers with skills that are in high demand are also more likely to receive permanent contracts. This implies that teachers without those skills would be more likely to work as term teachers.

The section of Young's (1991) research indicating that teachers with skills in high demand are more likely to receive permanent contracts is germane only if such shortages exist. If there are shortages of

teachers in certain areas then teachers with qualifications in those areas would more likely be hired as permanent and teachers without those specific qualifications would more likely to be hired as term. If this is true then one characteristic of term teachers may be their lack of special qualifications in short supply.

The report of a task force struck to examine teacher supply and demand problems in the province of Manitoba (Manitoba Education and Training, 1991) noted, after an analysis of information provided by all Manitoba superintendents, that shortages of qualified teachers were found in the areas of Resource Teaching, Core French, Immersion French, Music and Special Needs. This report predicted an increased demand for secondary teachers and a temporary increase of elementary teachers until 1996-97 followed by a decline in demand in this area. These needs varied with geographic location in the province, being greatest in Northern Manitoba, and with the degree of urbanization, being greater in rural divisions. Assuming these predictions

prove to be accurate and that the educational training institutions are not able in the short term to meet the demands for specialty teachers these shortages or others will develop.

These results are not unique to Manitoba. A comprehensive survey was recently conducted in Alberta to examine supply and demand (Alberta Education, 1988, 1990), and similar shortages were noted. In 1989/90 an examination of the various school divisions indicated that there were 3,550 teaching vacancies at the beginning of that year. The superintendents of those divisions with vacancies indicated that 24.4% of them had difficulty filling French Immersion positions, 12.6% had difficulty hiring Core French teachers. These divisions also found it difficult to recruit qualified teachers for Special Education, Senior High Science, Guidance Counselling, Vocational Education, Senior High Mathematics, Computer Instruction, and Band/Music. These shortages were more acute in northern areas and outside major urban areas. In 1988 there were 20 teaching positions in Alberta which went unfilled

throughout the whole year and 142 Letters of Authority allowing individuals without teaching credentials to teach.

In a follow up study (Alberta Education, 1990) similar results were found. Over half (54.6%) of the superintendents reported teacher shortages in specific subject areas. In addition there were 159 Letters of Authority issued in Alberta in 1990 which represented an increase of 12% over the previous year and 35 positions provincially were still unfilled by November 1990. The urban divisions located in the cities of Calgary, Edmonton, Red Deer, and Lethbridge fared better than the provincial averages but still faced some difficulties in hiring. These cities had a turnover in one year of 9.5% of their teaching staff. Two of the four urban areas were unable to meet their demand for French Immersion teachers and three of the four areas were forced to hire individuals working under letters of authority to fill specialist positions. These additional shortages occurred in modern languages, special education, and teacher-

librarians. All the divisions indicated they had difficulty finding substitute teachers for French/French Immersion positions. There were also shortages of substitutes in the areas of Industrial Arts, Senior High Sciences/Mathematics, and English as a Second Language. The difficulties did not appear as acute or as extensive in the urban areas or southern areas of the province but shortages of qualified teachers did exist.

This seems to indicate that in Alberta there were in 1988 and 1990 acute shortages of teachers in specific areas.

There is no direct correlation between what has happened in Alberta and what is happening in Manitoba. However, considering the report of the task force to examine teacher supply and demand (Manitoba Education and Training, 1991) this province also faces shortages of teachers in a number of areas despite the fact there presently is an over supply of teachers. In addition Young's (1991) study reveals that some teachers in areas where there are shortages are more likely to be

hired on permanent contracts. Although it is impossible to draw a direct correlation between "high demand" teachers and the hiring of those teachers to a permanent contract, it is reasonable to assume that a teacher with some of these qualifications being offered similar positions by two different school divisions would generally prefer to work under a permanent rather a term contract.

There are some limited indications that competition between school divisions to hire teachers with qualifications in areas where there are shortages does exist. In the 1989-91 round of negotiations between the St. James-Assiniboia School Board and the local teachers' association, the board offered to increase the base salary of beginning teachers with three years or less experience and who were in classes four and five by up to \$1,000 per level plus the negotiated increase. This board proposal survived into the final agreement. The St. James-Assiniboia Board made this offer because it felt unable to attract as many beginning teachers, especially with specialist

qualifications, to its division as it would like (in an interview on January 17 with Mr. R. Kyritz, a staff officer M.T.S. and the staff person negotiating for the teachers in St. James-Assiniboia School Division).

This division felt it had to raise its basic salaries to be competitive with other divisions in order to attract new teachers. If an urban school division such as St. James-Assiniboia feels it has to make special arrangements to attract the kinds of beginning teachers it needs other divisions might have to make some special accommodations to procure new teachers.

However, there are very few other things that a school division can do to make itself more desirable to teachers with special skills in high demand. A school division may suggest its education philosophy is more farsighted, its resources for students and teachers superior, and the working conditions better, but in reality most divisions have similar salary scales, comparable benefit packages, and in most cases

corresponding working conditions to other divisions in the immediate surrounding area.

In addition school divisions are not allowed by way of their contracts with the various local teachers' associations to offer special financial incentives to only "certain" highly desirable teachers and not to all others they hire.

So what can divisions do to enhance their chances of signing a teacher who has skills that are in high demand? A division may offer special education leaves, or extra professional development, but one of the simplest ways a school division can enhance its chances of attracting these teachers is to guarantee them permanent contracts. It is a simple incentive that has the advantage of being a non-cost item to the school board.

In most cases when a teacher is offered a permanent contract rather than a term contract, everything else being fairly comparable, the teacher will more likely sign with the division offering permanent status. In fact a hiring division may have no

other choice, if it is to compete with other divisions, than to offer permanent contracts to teachers, who have expertise that is in short supply. In addition in cases where a school division believes there will be a high turnover or continued demand for teachers with special training it might even offer permanent contracts to teachers who are only hired to work in term positions. The board could either hire these term teachers immediately to a Form 2 contract or take the opportunity to evaluate a term teacher and later offer permanent status.

However, teachers with specialist training may not be the only group of teachers who get preferential treatment.

Warren (1979), in a study of the characteristics of unemployed teachers in Newfoundland, found the majority were women, and a disproportionate number were in their late 20's or early 30's. Warren found that 87% of these unemployed teachers had prior full-time teaching experience, with over half having more than five years experience. Of this group of experienced

unemployed teachers 31% were women who had left teaching to raise a family, and an additional 18% were women who had left to upgrade their professional qualifications and had been unable to regain employment as teachers.

Another study by Fagan and Clark (1979), comparing traits of unsuccessful and successful job seekers among beginning teachers, noted that teachers' chances of being hired were significantly better if they were "sponsored" by influential sponsors; had specialized in French, Physical Education, or Special Education; were married males; or were willing or able to relocate. They also found that male teachers were approximately five times more likely to relocate to get a job than were women teachers. (Quoted in Lockhart, 1991, p. 25).

This research indicates that there are certain characteristics that distinguish teachers who are successful in finding employment from those who remain unemployed. If successful teachers share similar characteristics, and unsuccessful teachers share

similar traits, there may be certain attributes shared by teachers who sign term contracts.

A study was done by the Manitoba Teachers' Society (M.T.S.) in 1988 in order to examine the use of term contracts throughout the province. A letter was sent to all local teacher associations requesting basic information on teachers working on form 2A contracts and asking each association to continue monitoring the use of form 2A contracts in their school district or division (Appendix D). The study examined two hundred and fifty teachers who signed term contracts in twenty-eight school divisions. The M.T.S. regarded as inappropriate the use of term contracts in ninety-nine of the cases studied. Nineteen teachers had been given term contracts because their divisions had increases in enrolment. Seventeen teachers had been given term contracts because they were beginning teachers. Thirteen teachers were asked to sign term contracts because they were replacements for teachers who resigned during the school year. The remaining reasons given for having teachers sign term contracts involved

part-time positions, special funding, or compensatory grants. The main concern of the M.T.S. was that it felt that the use of term contracts should be restricted to teachers replacing other teachers on various leaves.

This study by the Teachers' Society may be considered somewhat biased since it was produced by the Teachers' Society to document its concerns over inappropriate use of form 2A contracts. The Teachers' Society believed that there were abuses of term contracts taking place and went out to find them. Another concern is that the study only looked at about one half of the school divisions in the province and did not include such major school divisions as Winnipeg School Division #1.

Despite these concerns the Teachers' Society survey is representative of teacher population since it surveyed most of the urban divisions, and a good range of rural, southern, and northern divisions.

These studies lend some support to some of the assumptions in this study.

The first purpose of this study was to examine a group of teachers to see if there were discernible subgroups among the larger group of teachers who work under term contracts. The M.T.S. study indicated that in that year seventeen teachers year were issued term contracts simply because they were beginning teachers. Although this number of teachers is small it does indicate that being a beginning teacher was sufficient reason in some cases to be given a term contract. This study suggests that beginning teachers as a group are more likely to sign a form 2A contract.

In addition the M.T.S. study indicates that some teachers were signed to term contracts simply because their positions were part-time. Young's (1991, p.32-33) study suggested a similar trend, indicating that of beginning teachers who taught full time 37% signed term contracts. However, the study also points out that 69% of the part-time positions were filled by teachers working under term contracts. Assuming that a similar percentage of full-time and part-time teachers take various leaves, there seems no obvious reason why 69%

of the part-time positions should have been term, while only 37% of the full time positions were term. One would expect a similar percentage of part-time and full-time teachers to get sick, take maternity leaves, or take other leaves of absence.

Summary. The review of the literature seems to indicate there might be some common characteristics of teachers working in term positions. The Manitoba Teachers' Study (1988) on the use of term contracts, indicated that in certain school divisions a number of teachers were given term contracts because they were beginning teachers or because the positions were part-time. Young (1991) found that beginning teachers in part-time positions were more likely to be given term contracts than beginning teachers working in full time positions. In addition, Young (1991) found that the second most common reason for signing a beginning teacher to a permanent contract was that she or he had special qualifications.

Fagan and Clark (1979) and Warren (1979) found similar results, noting that teachers were more likely

to gain employment if they had skills that were in demand. Fagan and Clark (1979) also found that the chances of being hired were increased if one had specialist skills, was sponsored, or was a married male teacher.

Although not all of this material directly refers to the hiring of term contract teachers it is reasonable to assume that if there are identifiable characteristics of unemployed teachers and if some distinct characteristics enhance a teacher's chances of gaining employment, then there may be some unique characteristics of teachers working in term positions.

However, a review of the literature does not provide a great deal of additional information on the characteristics of term teachers. Are there some gender biases in the hiring of term teachers similar to what Fagan and Clark (1979) found with teachers who were successful in gaining employment? Are there other characteristics, besides part-time status and lack of particular skills, that term teachers have in common?

What are the term teachers' academic qualifications, years of experience, ages, and grade levels taught?

In addition the literature review provides no information on the other questions in the study. There is no available data on how successful term teachers are in gaining permanent employment, or how their status affects might affect them professionally or personally.

This study will attempt to gain some insight into these issues.

CHAPTER 3

Research Design

There were two distinct elements in this study. The first part was descriptive in nature involving collecting data by way of a questionnaire sent out to all the teachers hired in 1989-90 by a single large urban school division in Manitoba.

There were 79 teachers hired by this division in August and early September in the 1989/90 school term who potentially could have been part of the study but it was impossible to find addresses for 19 of those teachers. After the mailing of the survey package on May 20, 1993, five of the forms were returned by the post office because those teachers had changed their residence leaving no forwarding address. That left a total of 55 possible survey forms to be returned from 21 teachers who were hired as permanent teachers and 34 who were hired for term positions in 1989. After a period of two weeks a follow up letter was sent to those 55 teachers requesting them to complete the information if they had not already done so. A total of

39 forms were eventually returned. The survey forms were used to acquire information from the 39 term and permanent teachers who responded regarding their respective qualifications, experience, levels taught, stage of their career, the type of contract they signed, and whether their employment as a teacher was full or part time. In addition the term teachers hired that year were asked to give additional information as to their subsequent teaching positions. From this original group of 55 teachers who were mailed the survey form, 25 teachers who were "term" agreed to be interviewed.

The data was analyzed to discern if there were some common characteristics among the groups of teachers hired to work in term positions and the groups of teachers who received permanent contracts. In addition the subsequent employment history of the term contract teachers was documented from 1989/90 to the 1992/93 school year.

The second part of the study was also descriptive in nature and involved interviewing twenty-five

teachers who were or had been on a series of term contracts. This was done to ascertain their concerns and feelings about their failure to receive permanent contracts, the impact they feel that their term status has had on their professional effectiveness and personal well-being, their acceptance within the school culture, and their beliefs as to how their contractual status has affected them.

In the interviews, I followed up many of the questions in the survey but also explored other areas, such as how being on a term contract affected the teacher's access to school resources, the availability of professional development for term teachers, whether the term teachers felt their efforts were appreciated by their fellow staff members, and if being on a series of term contracts was seen as stressful. I explored with the teachers interviewed their feelings about the benefits and disadvantages of using term contracts for the school boards, students, and teachers.

Subjects. The subjects for this study were 39 teachers who were hired by a large urban school division at the beginning of the school year in 1989-90 either in term or permanent positions. Thirty of the respondents had been hired as term in that year and nine were hired as permanent teachers. Twenty-five of the teachers who had worked in term positions agreed to be interviewed.

Instruments. There was no appropriate questionnaire available to gather the information needed. Therefore, a questionnaire was designed to explore the research problems. The questionnaire was divided into two sections, part I to gather background information and part II to gain information on the teachers' views as to how they felt being a term teacher affected them professionally and personally. The first part of the survey form (Appendix B) was used to obtain information on such items as age, sex, training and experience, and the work experience of these teachers from 1989-1993. The second part of the

survey form contained a series of 12 statements about the professional effectiveness of term teachers and how term status may have affected the individual term teacher's personal well being. The teachers were asked to respond "strongly agree", "agree", "strongly disagree", "disagree", or "no comment" to each of these questions.

With regard to the interviews a semi-structured interview schedule was prepared with a basic outline of the topics to be discussed during the interviews. Then using this outline as a working paper, I reviewed these ideas with a small number of teachers presently on term contracts in this division, who were not part of the interviews, to get their input as to the appropriateness of the questions, what additional questions should be asked during an interview, and finally their opinions about how the interviews should be conducted. As a result of this process questions were added concerning stress and its effects on the teachers and on professional development of term teachers. The basic topics in the interviews were how

the term teachers felt their term status affected them professionally, affected them personally, and what was the impact of term status on their career development. Finally, all the questions in the survey and interviews were reviewed and approved by the Research and Ethics Review Committee of the Faculty of Education at the University of Manitoba.

CHAPTER 4

Results: - Part ICharacteristics of term teachers

The results section has been divided into three chapters. Chapter four examines the research questions dealing with the characteristics of the term teachers, and the work experiences of these term teachers. Chapter five examines the question of how term teachers view their situation impacting on their professional effectiveness and Chapter six examines the question of how term teachers perceive their situation as affecting their personal well-being.

The purpose of first part of this research was to ascertain some common characteristics of the teachers who work under term contracts: the age, years of teaching experience, gender, and academic qualifications.

Thirty-nine survey forms were returned representing 16 male and 23 female teachers all of whom were hired in 1989. Thirty of the teachers who

responded were hired as term teachers and nine teachers were hired on permanent contracts. The forms were examined as to age, experience, qualifications of the teachers on term contracts.

Years of experience. The term teachers as a group had little experience. Of the term teachers hired 50% had no teaching experience, and the average amount of teaching experience of the term teachers was 2.7 years. The majority of the more experienced term teachers, six out of nine, who were hired in this division had previously worked in rural or northern divisions and had moved to the city. The remaining three experienced term teachers consisted of two who were returning to teaching after an absence of a number of years and one teacher who was moving from the private school system. The majority, seven out of nine, of experienced term teachers had permanent status in their previous employment.

Table 1

Years of Experience of Teachers Hired Under
a Term Contract

Years of Experience	0	1-3	4-6	7-8	9-10	11+	TOTAL
Number of teachers	15	6	3	4	0	2	30
	(50%)	(20%)	(10%)	(13%)	(0%)	(7%)	100%

The teachers hired under permanent contracts had an average of 10 years teaching experience. The average amount of teaching experience is a little deceiving since five of the permanent teachers had four or less years of experience and the remainder had 11 or more. The less experienced group of teachers hired as permanent were similar to the term teachers at least with respect to years of experience.

The majority of teachers, six out of nine, who signed permanent contracts came from other urban divisions where they were working under permanent contracts. The remainder consisted of two teachers returning to teaching after a break of a number of years and one teacher who was just starting his career.

No real comparisons between term and permanent teachers can be drawn since only nine permanent teachers completed the survey forms.

Table 2

Years of Experience of Teachers Hired Under a Permanent Contract

Years of Experience	0	1-3	4-6	7-10	11+	TOTAL
Number of teachers	1	2	2	0	4	9
	(11.1%)	(22.2%)	(22.2%)	(0%)	(44.4%)	100%

An interesting aspect of the data on term teachers is the high number of teachers with absolutely no experience hired on term contracts. One question that presents itself is: Is one more likely to get a term contract if one is a beginning teacher? The answer to this question from the data collected in this study is yes. Fifteen teachers had no teaching experience and six had between one and three years experience. Fully 70% of the term teachers hired had three years or less of experience. A harder question is why this is

happening? There may be some valid reasons why the school division hired so many inexperienced teachers on term contracts. Or perhaps it simply means the majority of available teachers were mostly inexperienced and this is reflected in the hiring patterns.

Ages of teachers. The median age of teachers hired as term teachers was in the 36-40 age group, with the largest groups of term teachers found in the 26-30 group and the 36-40 age group. The youngest term teacher was 25 and oldest was 52 when they were hired in 1989.

There seems to be an inconsistency between the average age of the term contract teachers and the years of experience in teaching of those term teachers. Since so many of the term teachers had little or no teaching experience it would seem reasonable to assume that the average age of these teachers would be fairly low, with the median age of perhaps under 30 years old. However, the median age of the term teachers was between 36-40 with 30% of the term teachers in this group.

Table 3

Ages of term teachers differentiated by sex

Age	20-25	26-30	31-35	36-40	41-45	46-50	50+	total
Male	1 (3.3%)	2 (6.7%)	3 (10%)	3 (10%)	1 (3.3%)	1 (3.3%)	1 (3.3%)	12 (40%)
Female	0 (0%)	5 (16.7%)	1 (3.3%)	7 (23.3%)	3 (10%)	1 (3.3%)	1 (3.3%)	18 (60%)
Total	1 (3.3%)	7 (23.4%)	4 (13.3%)	10 (33.3%)	4 (13.3%)	2 (6.7%)	2 (6.7%)	30 100%

A closer examination of the survey forms provides an answer to this apparent contradiction. There were three subgroups of term teachers. There were two groups of term teachers with little or no experience, defined in this study as three years or less. The first group were eight teachers who were under 30 years of age and who have little or no experience and were just starting their careers. The second subgroup is a cluster of 11 teachers, over the age of 30, who started their career

in teaching at an older age than the first group, in some cases very much older.

After examining this group of older beginning term teachers with no years of experience I found that there were three teachers whose ages were in the 31-35 group, five teachers who were in the 36-40 age group, two teachers in the 41-45 age group and one teacher in the 46-50 age group. This group of older beginning teachers consisted of five male and six female teachers. This means that 11 out of the 19 beginning teachers were much older than would be expected for beginning teachers.

The final subgroup of teachers who were on term contracts had more than three years of experience, and were either teachers moving from rural divisions into the city or teachers returning to the profession after an absence of a number of years. These last two groups would increase the average age of the term teacher group. The median age of permanent teachers was also in the 36-40 age group.

There are some interesting aspects to the data on the ages of the term teachers. One is the discovery of a large group of beginning teachers who are over 30. This would indicate that some teachers are entering into the teaching profession at a much latter age than is usually the case. In addition these older teachers made up a large percentage of the beginning teachers who were hired. They represented 11 out of the 19 or 58% of the beginning term teachers who were hired. I suspect the ratio of older teachers compared to younger teachers in the universities is nowhere close to this ratio. If this conjecture is true it might indicate that in this division there might be a predisposition to hire older teachers over younger teachers.

The other interesting aspect of the ages of the term teachers is simply that the median age is so high. The median age of these term teachers was between 36-40.

Gender Differences. Of the thirty term teachers who completed the survey, 12 were male (40%), and 18

were female (60%). A review of the complete list of all teachers hired in this division in 1988/89 reveals that 56 term teachers were hired of whom 18 were male (32.1%) and 38 were female (67.9%). These percentages indicate that more female teachers were hired for term positions than were male teachers. Also during this time period, of the 37 teachers who were hired as permanent, 18 were male (48.6%) and 19 were female (51.4%). The small sample of nine permanent teachers who had completed the survey yielded similar results - four were male teachers (44.4%) and five were female teachers (55.5%).

In order to see if there is a gender difference in gaining permanent status after being initially hired as a term teacher, I examined the employment status of the term teachers in the survey in 1992/93 to see what proportion of those term teachers who became permanent were male or female. Of the 12 male term teachers surveyed in 1989, 6 were still term, 5 were permanent in 1993, and one was substituting. Of this male group of teachers, 5 out of 12 or 41.6% were successful in

gaining permanent employment. In the group of 18 female term teachers, 10 were still term, 6 were now permanent, and two had quit teaching. In this group of teachers 6 out of 18 or 33.3% were successful in gaining permanent employment. The success rates of both subgroups in gaining permanent status were fairly similar and represents an overall success rate of 36.7%.

The data indicate that fewer male teachers than female teachers were hired on term contracts, the success rate for male and female term teachers gaining permanent status is similar, and the number of male and female teachers hired on permanent contracts were roughly the same. The conclusion that can be drawn from this data is that gender is does not appear to be an significant factor in either being hired on term or permanent contracts.

Academic Classifications. The majority of term teachers in this study were either in Classes IV or V. Fourteen out of 30 of the term teachers (46.7%) were in

Class IV which indicates they had earned a Bachelor of Education Degree and 13 out of 30 were in Class V (43.3%), indicating that in addition to a Bachelor's Degree in Education these teachers had earned another Bachelor's Degree in some other discipline. Two term teachers were in Class VI (6.7%), which indicates some additional graduate work had been done or they had earned a Masters degree. The final term contract teacher was in Class 1 and had graduated when a teacher's certificate could be obtained with one year of teacher's training after graduation from senior high school. This data indicates that the majority of these teachers (90%) were either in Class IV or Class V.

The teachers hired on permanent contracts in 1989 had much higher academic qualifications than had the term teachers. The majority, 5 out of 9 of the permanent teachers, (55.6%) who filled in the survey were in Class IV or V and the remainder were in Class VI or Class VII.

The permanent teachers hired dominated the Class IV and VII categories. Of the permanent teachers hired

4 out of 9, (44.4%) were in Class 6 or 7 while only 2 out of 30, (6.7%) of the term teachers hired were in these classes.

Table 4

Academic classifications

	OTHER	IV	V	VI	VII	Total
Term	1**	14	13	2	0	30
Permanent	0	1	4	1	3	9

** class 1 teacher

It is worth noting that many of the teachers hired on permanent contracts were in the higher salary classes because of their experience and academic qualifications, but that this fact did not have a negative effect on their being hired. During the interviews 5 out of the 25 teachers mentioned that they were reluctant to complete additional academic qualifications because by doing so they would then be placed in higher salary classifications. These people

believed that if they were in Class V or VI their chances of being hired might be diminished. These data, although limited because of the small number of permanent teachers examined, indicate that this was not an impediment to being hired by the school division under study. The division hired whoever it deemed best qualified to fill the permanent positions, and the salary classifications of those teachers was not detrimental to their being employed.

Another possibility exists. The majority of these teachers, 6 of the 9, had permanent contracts in the other divisions in which they were previously working and perhaps would not have moved if the division in the study did not offer them that same status.

The teaching assignments of the teachers hired in 1989/90. An analysis of the assignments of the teachers who responded to the survey reveals that 50% of the term positions were part-time. Also, term teachers were hired predominantly in elementary and junior high positions while the largest group of the permanent

teachers worked in the senior high level. The 30 term teachers who replied in the survey forms represented 76.9% of the overall teachers in the survey. The following table shows the grade placement of the teachers and whether these teachers were hired as full or part-time.

Table 5

Breakdown of teaching positions (1989/1990)

Term positions (breakdown by level and time teaching)

Level	Part Time	Full Time	Total
Elementary	7	8	15
Jnr High	5	3	8
Snr High	2	5	7
	14	16	30

Table 5 (continued)

Permanent positions

Level	Part Time	Full Time	Total
Elementary	0	3	3
Jnr High	0	2	2
Snr High	0	4	4
	0	9	9

An examination of the survey forms reveals that the teachers hired under permanent contracts had qualifications that were in high demand. The term high demand refers to the areas where shortages of qualified teachers exist as outlined in the report of the task force struck to examine teacher supply and demand problems in the province of Manitoba (Manitoba Education and Training, 1991). As noted earlier that report indicated that there were presently shortages of qualified teachers in the areas of Resource Teaching,

Core French, Immersion French, Music, Special Needs, and it indicated an increased demand for secondary teachers.

The nine permanent teachers in this study consisted of three French Immersion teachers, two Counsellors, two Industrial Arts teachers, and one Special Education teacher. These account for eight out of the nine positions; the other permanent teacher hired was as a Senior High Mathematics teacher. In addition, there were no part-time positions given to teachers signing permanent contracts.

The majority of the term positions were regular classroom appointments. The only specialists hired were two part-time Music teachers, one Elementary Physical Education teacher, and three Counsellors (two of whom were part-time). There were no other "specialists" hired as term teachers.

The data indicate that if a teacher had qualifications that were in an area where there was a shortage of qualified personnel they were more likely to gain permanent full-time employment. As noted

earlier these teachers were probably not prepared to move from permanent, full-time positions unless they were offered the same situation in a new school division.

The teaching assignments of those same teachers in 1992/93. Three years after the initial hiring of these 39 teachers, 16 out of the 39 (or 41%) were on term contracts as compared to 76.9% of these 39 teachers being term in 1989. There were 30 term teachers in 1989 on term contracts and 16 of those teachers were still working term contract positions in 1993. Additionally five of term teachers in 1993 were still working part-time. In addition 3 of the original 30 term teachers in the 1989 were either no longer teaching or no longer working in term positions.

Eleven of the original 30 term teachers had been successful in gaining permanent employment. Of the 14 original part-time term teachers in 1989, 3 were still working as part-time term teachers, 8 were working as full-time term teachers, and 3 were successful in

gaining full-time permanent employment. Of the original 16 full-time term teachers in 1989, 2 were no longer working as teachers, 1 was substituting, 2 were now working as part-time teachers, 3 were still working in full-time term positions, and 8 teachers were successful in gaining full-time permanent employment. Comparing the success rates of the full-time and part-time term teachers the data indicate that 50%, or 8 out of 16, of the full-time term teachers were successful in gaining permanent employment while only 21.4%, or 3 out of 14, of the part-time teachers gained permanent status.

Table 6

Breakdown of teaching positions (1992/93)

Term positions

Level	Part Time	Full Time	Total
Elementary	3	2	5
Jnr High	1	5	6
Snr High	1	4	5
	5	11	16

Table 6 (continued)

Breakdown of teaching positions (1992/93)

Permanent positions

Level	Part Time	Full Time	Total
Elementary	3	7	10
Jnr High	0	2	2
Snr High	1	7	8
	4	16	20

* teachers now substituting - 1

** teachers leaving teaching - 2

One of the goals of the research was to examine if term positions were a first step in a permanent teaching career. The majority, 16 out of 30 term teachers, were still not successful in gaining permanent employment after three years of continual employment. The term teachers who were originally working full-time were more than twice as successful as those working part-time in gaining permanent full time

positions. For the majority of term teachers, and especially the part-time term teachers, steady employment in term positions did not lead to a permanent teaching position.

Although the data address the first research question on the characteristics of term teachers it also is germane to the second research question, concerning the extent to which a term position represents a step leading to permanent employment.

Teachers with skills in high demand. Young (1991, p.32-33) noted in her research that the second most common reason given by superintendents for signing a beginning teacher to a permanent contract was the ability of that teacher to teach in a field that was in demand. In attempting to define some of the characteristics of term teachers in the research I attempted to examine the premise that teachers with skills that were in high demand were more likely to be offered permanent contracts. I believe this is relevant to the study because term teachers cannot only be

defined by the characteristics they share with each other but also by the characteristics they may not share with teachers hired on a permanent basis.

As noted earlier the teachers hired under permanent contracts, although a few in number, had types of skills that were in demand in the division in the study. There were three French Immersion teachers, two Counsellors, two Industrial Arts, and one Special Education teacher, and a Senior High Mathematics teacher. These teachers all had skills that were specialized and in high demand.

This data supports Young's (1991) findings by giving an indication that some sort of specialist skills might increase the probability of a teacher's being hired on a permanent contract.

In order to explore the supposition that teachers with certain specialist skills might be more likely to be hired as permanent teachers I focused on the area of French Immersion hiring within this division. I wanted to examine the hiring of elementary French Immersion

teachers to see if these teachers were more likely to be signed to permanent contracts.

I examined the pattern of leaves and of hiring of teachers for the elementary French Immersion schools in this division. This group of teachers was selected because according to the school division's records there were large number of leaves involving elementary French Immersion teachers necessitating the hiring of term replacements. In addition there were clear records available of the teachers who were on leave from these schools and those who were hired as replacements. Finally, there was no large expansion of the elementary French Immersion program during this time and therefore vacancies were created either by leaves, or by vacancies caused by teachers leaving the division. An examination of the Teachers' Association phone directory for 1990/91 school year lists 36 teachers in the 2 elementary French Immersion schools, the 1991/92 directory lists 34 teachers, and the 1992/93 directory lists 39 teachers. This data indicates the size of the teaching population remained fairly stable. However,

there was a fairly large turnover of staff. A comparison of the staff lists in the local Teachers' Association phone directory indicated that only 21 of the 36 teachers listed as working in these schools in 1990/91 were still teaching in the division 2 years later in 1992/93.

I did not examine the secondary French Immersion programs since these programs are housed in dual track schools where other programs are also present, thus it was more difficult to ascertain from the lists of teachers employed by the division for which program a particular teacher was hired. In some cases the teachers taught in both the English and French language streams. This was not a problem with the elementary French Immersion Schools since teachers hired for those schools were involved only in the French Immersion program.

In September 1989, two teachers were on leave from the elementary French Immersion schools and there were five permanent French Immersion and two term French Immersion teachers hired. The two French Immersion

teachers hired as term teachers were covering positions in which they had been teaching at the end of the semester in the previous year. Therefore, two of the five newly hired permanent teachers must have been covering for teachers then on leave. However, they were not hired on a term basis but on permanent contracts.

During the 1989/90 school year the two teachers working under term contracts were re-hired under permanent contracts and another teacher who was hired during the year to replace a teacher going on leave was hired under a permanent contract. This means that throughout the school year there were five positions classified as term positions, two carried from the previous year and three created through leaves. The teachers hired for these positions were either made permanent during the year or were hired as permanent teachers. This would indicate that the division felt that it could quickly integrate these newly hired teachers into the system and therefore could afford to make them permanent even though the teachers on leave would probably be returning to the division. It

indicates too, that there was a fairly large turnover in French Immersion staff.

In September 1990, there were five French Immersion teachers on various leaves at the beginning of the year. There were six permanent French Immersion and three term French Immersion teachers hired. Again there was a situation where there were five term vacancies, three of which were filled by term teachers while two had to be filled by permanent teachers. In addition the three term French Immersion teachers hired were made permanent before the end of the year.

In September 1991, there were seven teachers on various leaves from French Immersion schools. There were four permanent French Immersion and three term French Immersion teachers hired. At least one of the term teachers was made permanent before the end of the year.

Over the three years where the hiring in these schools was examined there were 15 teachers who were on leave and various teachers were hired as their replacements often under permanent contracts. In fact

of the 15 replacements, 13 were either hired as permanent or made permanent during the year and only two who were hired as term teachers in 1991 were still term at the end of the school year.

The division was able to absorb these new teachers when the teachers on leave returned. Since there was no large expansion of the elementary French Immersion program in these schools during this time the hiring pattern also indicates that the turnover of French Immersion teachers was fairly high. This would allow the division to hire replacements for teachers on leaves as permanent teachers since, because of this turnover, jobs would be available.

Most French Immersion teachers were hired on permanent contracts or had their contracts made permanent over the time period even when they were replacing teachers on leave. It suggests that these teachers who had skills that were in high demand were more likely to be hired as permanent teachers even when filling ostensibly term positions.

It is more difficult to find analogies in other areas but there are some traces of similar situations occurring. In 1990/1991 a teacher who taught in a specialized area of Industrial Arts took a one year deferred leave and planned to return the next year. His replacement was hired on a permanent contract. The indication is that the division was unable to find a suitable replacement in a very specialized area, electronics, who would work on a term contract. It likely had to offer a permanent contract in order to entice this person to leave a permanent position in another division to replace the teacher on leave. The division was faced the following year with two teachers hired to fill one industrial arts position.

One final point should be mentioned in relation to these specialized hirings. During this time period the division had a very close one to one matching between term positions and the number of teachers on leave. Since many of the French Immersion teachers hired to replace teachers on leaves were hired under permanent contracts then other teachers, who perhaps were not

"technically" by the Minister of Education's guidelines on term positions (Appendix A) replacing teachers on leave, were hired under term contracts to achieve this balance.

To what extent do term contracts represent a step leading to permanent employment?

The second research question was to examine the extent that a term contract position represents a marginal and short-term work situation as opposed to a beginning step in a teacher's career path leading to full and permanent employment as a teacher. In the survey 30 teachers indicated they were on term contracts in the 1989/90 school year. In the 1992/93 school year the majority of these same term teachers, 19 out of 30, were either still term teachers, were substituting, or else were no longer teaching. Only 11 in 3 years were successful in gaining permanent employment as teachers. Teaching in a term position not did translate into a permanent teaching assignment for the majority of those teachers.

To examine this question further I examined the term contract records of the division for the year, 1991-1992. Of the 48 term teachers that were hired in the beginning of that school year, 8 teachers had continually taught in consecutive term positions in the division for longer than 3 years. Fifteen of the teachers were continuously employed by the division for a period of two years or longer and a total of 26 out of the 48 term teachers had taught continuously in the school division for more than two years. Of the 15 teachers who had taught for more than 2 years 10 teachers were still working in the same teaching positions they had been hired for 2 to 3 years earlier. For these teachers a term contract did not lead to permanent employment.

For the 1993-1994 school year an examination of the list of term teachers hired, as of October of 1993, reveal there were again 48 term teachers at that time working in the division. Eight teachers had worked continually in the division for four years or more. Twenty-two teachers had worked continuously for three

or more years and 30 of the term teachers had worked for the division for two or more years. The four of term teachers with the longest service were initially hired in the 1989-90 school year. Again as in 1991/92 a large number of term teachers who taught for three years or more had spent either all or the large majority of their time teaching in the same positions for which they had been initially hired.

The conclusion that can be drawn from these data was that for a number of the teachers, working on a term contract did not lead to permanent employment. In many cases where a teacher was hired on a series of term contracts over a number of years he/she was not always successful in gaining permanent employment. These teachers were rehired year after year by the school division but never managed to gain permanent employment. This must have been even more frustrating for the many teachers who remained in the same teaching positions for two or three years, or those working in positions made vacant by resignations and retirements.

All of these teachers must have been deemed reasonably competent since they were rehired year after year. If they were not competent, one would assume that these term teachers would be working for the division for only a short time until suitable replacements could be found.

Summary. One goal of this research was to ascertain if there were certain characteristics of teachers hired as term teachers and if there were discernible groups of teachers that were more likely to work as term teachers. The basic data from the survey forms shows there were distinct differences between the term teachers and the teachers hired as permanent.

The term teachers as a group had lower academic credentials and less teaching experience when compared to the permanent teachers in the survey.

The term teachers were much more likely to work in part-time positions than permanent teachers. All the teachers hired as permanent employees that year all worked in full time positions while nearly half of the

term teachers hired, 14 out of 30, worked part-time. This was consistent with Young's (1991, p.31) research that indicated that the majority of teachers hired in part-time positions were term.

Finally the median age of both the term teachers and the permanent teachers was between 36-40 years of age. Three distinct subgroups, with regards to ages, of term teachers were identified and labeled as; young beginning term teachers, older beginning term teachers, and older more experienced more qualified term teachers.

In the study there was no indication of gender bias in the hiring of term teachers, permanent teachers, or teachers who were successful in gaining permanent status.

In the research, teachers whose specialized skills were in high demand (in this case French Immersion teachers) were unlikely to be hired as term teachers.

Another research goal was to examine if working as a term teacher was the first step leading to permanent employment. For the majority of the term teachers hired

in 1989, 19 out of 30 were not successful in gaining permanent employment as a teacher. Four were still working as term teachers in this division at the beginning of the 1993/94 school year. An examination of the hiring records for 1991/92 and 1993/94 indicate that this was a common occurrence. A large number of teachers had been on term contracts for a number of years in the division. It is difficult to explain this phenomenon. Perhaps these teachers are deemed competent enough to work for the division only until more capable or qualified teachers are available. However, if this supposition was true, one would assume that these teachers would be working for the division only for a short time until suitable replacements were found.

One factor that has to have an impact on the present success of these term contract teachers in gaining permanent employment is the difficult economic situations with which school boards are faced. There were no increases in provincial grants in 1993 and in 1994 many school boards are faced with a further reduction of provincial grants. School boards have

limited resources, and forced to make difficult choices, many school boards are not hiring but reducing staff. This situation makes it even more difficult for term teachers to gain permanent employment.

This chapter outlines of the characteristics of teachers who work in term positions but does not explore their beliefs about how their term status affects their professional effectiveness. The next chapter attempts to explore these beliefs and concerns through the survey forms and the interviews that followed.

CHAPTER 5

Results: - Part IISense of Professional Effectiveness

One aim of the last research question was to examine in what ways term teachers viewed their contractual status as impacting on their professional effectiveness. This was accomplished initially by asking a series of questions on the survey form and following up by conducting twenty-five interviews with term teachers who had been contacted as part of the survey and are presently or were previously on term contracts. The survey forms provided general information and the interviews were used to explore and to expand on the ideas gleaned from the survey forms. I will detail the results of the survey forms, and refer to the interviews where they are appropriate since they provide insights into the information acquired in the surveys. Later, I will consider the additional findings obtained in the interviews at the end of this results section because certain themes

emerged, forcing me to handle this material in a different fashion.

For the purposes of the analysis I have included "Strongly Agree" and "Agree" responses together and the "Disagree" and "Strongly Disagree" together. Additionally I have excluded the "No Comment" responses from each calculation. Each section starts with the question asked and then proceeds with the analysis. The questions are not in the order asked on the survey form but are grouped as to whether they pertain to professional effectiveness or personal well-being. I have also examined different groups in the survey, the term teachers as a whole, the younger beginning term teachers, the older beginning term teachers, the older term teachers, and the permanent teachers to see if there are significant differences in their opinions. I have reported those differences where they are appropriate. There were 30 term teachers who filled out the survey and nine permanent teachers. Eight of the teachers I have classified as young beginning teachers. These are people who are between 25 and 30 years of

age, they have very little teaching experience, and teaching is their first regular experience in the work force. Eleven of the teachers I have classified as older beginning term teachers - these teachers are over 30 years of age, they have very little teaching experience and they have had experience in some other profession before they entered teaching. The final group of term teachers I have classified as older term teachers. These are a group of teachers who are all over 30 years of age and have taught for a number of years. These teachers are either returning to teaching after a number of years away from the profession or are moving to the division from other divisions, usually rural.

As many of the responses to the questions split roughly 70% to 30% the question arises as to whether a block of teachers replied to the forms in a identical manner. In examining the separate survey forms it was discovered that this was not the case. The teachers who filled in the surveys were very different in their individual responses.

Sense Of Professional Effectiveness

The following questions pertained to how teachers perceived being on term contracts affected their professional effectiveness.

Being on a term contract for more than two years enables a teacher to grow professionally by working in a variety of school settings. Sixty-four percent of the term teachers agreed with this statement and 36% disagreed. This indicates that many of the teachers filling in this survey believed that working in a variety of different school settings was a continuation of their development as a teacher.

Table 7 Responses of Term Teachers

Teachers grow by working in a variety of schools	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
	6	10	5	4	5

Table 7 (continued)

Teachers grow by working in a variety of schools	Agree	Disagree
	16 (64.0%)	9 (36.0%)

There were some differences among the groups in their answers to this question. The highest support of 85.7% came from the young beginning term teachers, those teachers under 30, and the lowest support came from the older beginning teachers at 50%. The younger beginning teachers felt that they would improve as teachers by working in a variety of settings, and some of the older teachers did not see a variety of experiences as important to them in developing professionally. This may be partly due to the fact that the older teachers, because of their previous experiences in the work force, feel they bring a variety of other skills to their teaching or perhaps the older teachers may be more impatient to get on with their careers. The younger beginning teachers may see this opportunity to teach in a variety of school

settings as a way to gain some of the practical experiences the older teachers may believe they already possess.

In any event the majority of term teachers felt that the opportunity to work in a variety of schools helped them in a positive way to develop as teachers. The results of the permanent teachers was similar with 62.5% agreeing with this statement.

A term teacher has just as much opportunity to develop expertise as an experienced permanent teacher in a particular subject area. The majority of term teachers, 70.0%, agreed with this statement. They felt that being a term teacher did not prevent them from developing as much expertise as any other teacher. What they are suggesting is that while working in the classroom a teacher is able to increase his or her expertise in a particular discipline in a relatively short amount of time. There were no significant differences among the different groups of term teachers.

Table 8 Responses of Term Teachers

Term teachers have just as much opportunity to develop expertise.	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		4	17	3	6

Term teachers have just as much opportunity to develop expertise.	Agree	Disagree
		21 (70.0%)

However the views of the permanent teachers were completely opposite. Only 28.6% of the permanent teachers felt that term teachers had the same opportunity to develop their level of expertise in a particular subject area and 71.4% of the permanent teachers believed they did not.

Table 9 Responses of Permanent Teachers

Term teachers have just as much opportunity to develop expertise.	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		1	1	0	5

Table 9 (continued)

Term teachers have just as much opportunity to develop expertise.	Agree	Disagree
	2 (28.6%)	5 (71.4%)

Perhaps the difference is one of perception. The beginning teachers believe that they can develop a reasonable amount of expertise in a particular subject area in a short amount of time. The permanent teacher's definition of "expertise" may be more comprehensive. The permanent teachers have learned that it takes a number of years to evolve and refine their abilities and insights in their subject or subjects and that they are continually adding to their knowledge. To them this kind of expertise is not something that can be developed in a few years.

Secondly the permanent teachers know that beginning teachers are inundated with all kinds of tasks related to teaching and that such teachers may have little or no time to increase knowledge in a

particular subject area. There is some support for this idea from the interviews with the 25 term teachers.

There were some comments related to developing expertise during the interviews. A number of term teachers, while discussing the availability of professional development opportunities, noted they were too involved with classroom work to take advantage of professional development opportunities. A typical response was "I was too busy in the classroom (as a beginning teacher) to be involved in extra professional development"(Interview 7).

A term teacher is less likely to refer disciplinary problems to the local administration because it may reflect upon his/her ability to maintain classroom control. Overall 73.3% of the respondents agreed with this statement and 26.7% disagreed. There were no differences among any of the groups including the permanent teachers on this question.

Table 10

Responses of Term Teachers

Term teachers are less likely to refer problems to the administration.

Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
10	12	2	6	0

Term teachers are less likely to refer problems to the administration.

Agree	Disagree
22 (73.35)	8 (16.7%)

This result was confirmed during the interviews with the term teachers where 87.5% of them felt that as term teachers they were less likely to refer discipline problems to the school administration. Most of the teachers in the interviews felt that referring discipline problems to the administration might reflect on the assessment of their ability to maintain classroom control. Typical responses were "You don't want to be known as someone who can't handle their own discipline problems" (Interview 6), "sending students to the office may reflect on your management skills" (Interview 8), and "I didn't want the office to get the

impression that I couldn't control the classroom"
(Interview 14).

All teachers, term or permanent, want to be viewed by their administration as being capable of maintaining classroom control. The difference between these groups was that the term teachers believed that an inability to handle their own discipline problems might lead directly to future unemployment. The perceived consequences for failure in this area were much greater for the term teachers than for the permanent teachers.

The implications are obvious. The term teachers wanted to be viewed as capable of handling their own classroom discipline problems. They felt that they would be viewed more positively if they were perceived as having good classroom control and that control would enhance their opportunities for permanent employment. The appearance of being able to look after their own discipline was crucial to them. It was important because they believed that the administration and other teachers valued individuals who had good classroom

control. However, it does not necessarily follow that actually maintaining classroom control has such a high priority with the individuals making the hiring decisions.

The other implication is that there may be situations occurring in the classroom that should be brought to the attention of the administration and this would not be happening because of the concerns of the term teachers. This inaction may not be good for either the student misbehaving, the other students in the class, or the teacher.

A term teacher is viewed as less of a professional than are more experienced permanent teachers by other teachers. On the survey 76.3% disagreed with this statement and only 23.7% agreed. There was no difference among the various groups of term teachers and permanent teachers. On the survey 75% of the permanent teachers also disagreed with this statement. The term teachers believed that they were accepted as just as professional by the other teachers, and the

responses of the permanent teachers to this question suggests the term teachers were right in their convictions.

Table 11 Responses of Term teachers

Term teachers are viewed as less professional by other teachers	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		1	8	17	12

Term teachers are viewed as less professional by other teachers	Agree	Disagree
		9 (23.7%)

A term teacher has less independence than do permanent teachers in the determination of the methods and procedures that are used in the classroom. The term teachers were fairly evenly split with 48.2% feeling they have less independence and 51.8.% believing they felt no restrictions because of their status on how or what they taught in their classrooms. Again there were no differences among the groups.

Table 12

Term teachers

Term teachers have less independence in their teaching methods	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
	1	13	4	11	1

Term teachers have less independence in their teaching methods

Agree	Disagree
14 (48.2%)	15 (51.8%)

However, this result is not consistent with the results of the interviews. In the interviews a slightly different question was asked "As a term teacher are you more careful about how and what you teach?" Of the twenty-three teachers who answered this question seventeen or 73.9% felt they were careful about what methods they used in the classroom and very sensitive about what they say in the classroom.

How can these apparent differences between the results of the survey form and the results in the interviews be reconciled? The differences can perhaps be explained in the following way. In the interviews

this idea of independence in using a variety of teaching methods was examined in greater depth. What came out in the interviews was that many of the teachers felt they had independence in choosing the teaching methods used in the classroom but many of those same teachers were reluctant to exercise that independence. According to the interviews these term teachers were prepared to sacrifice this independence to their perceptions of what was acceptable practice in a particular school. They were of course concerned about doing a good job of teaching but they were also concerned about gaining permanent employment. This second concern caused many of these teachers to modify how they taught to conform to their perceptions of what the local administration deemed appropriate teacher behavior. It should be noted that in very few cases did a term teacher state that an administrator restricted, or even suggested, certain teaching strategies. The term teachers defined the parameters of what might be deemed "appropriate teaching behavior" and then felt

constricted by these self-imposed limitations. Typical responses from the term teachers were:

(You) find out what is deemed important and then do that, e.g. come in early (Interview 3)

Better to err on the side of conservatism in teaching...more careful...do not upset the administration because they decide who gets hired... do what is expected (Interview 14)

You try and impress the parents and the administration ... teaching the way you want is a priority but not a necessity (Interview 9).

I am constantly second guessing how the administration might view a certain situation (Interview 7)

You are concerned about saying something that could be judged as inappropriate or doing something that might be deemed inappropriate (Interview 7)

When you are a term teacher you restrict the lab work in chemistry because supplies are expensive ... you do more labs as demonstrations (Interview 14)

Being a term teacher is a balancing act between what to say and not say, what to do and not do (Interview 18)

A number of related themes come out of the term teachers' comments. There is an indication in some of the comments that many of the term teachers are not only sensitive about how they taught, they were very concerned about everything that happened in the classroom. An experienced permanent teacher obviously is sensitive about what happens in the classroom but

the people in the interview were almost "paranoid". The term teachers felt that they were constantly under a microscope; every action was subject to scrutiny and possible censure. The term teachers worried about every incident, not just what and how they taught, and how that incident might reflect negatively on their judgement, abilities, or dedication.

Always worried - for example I worried if showing a movie would be viewed as improper (Interview 13)

Even concerned how the behavior of the students with a substitute will reflect on me
(Interview 19)

If an assembly takes place I worry about how my class will behave and how it might reflect on me
(Interview 2)

Over concerned - phoning parents frequently to smooth over any potential problems (Interview 3)

Some of these comments can be accounted for by the fact that the term teachers feel they are in a very insecure and precarious position and believe they have to be careful what they say and do. If they come across as capable and conscientious individuals they might be rehired another year. If they are viewed as incompetent and not very eager, or controversial, they probably will not be returning. That is the reality of the situation since they have no tenure in their position.

Another group of term teachers noted that they felt they were under pressure to conform to the mold or models of teaching accepted in a particular school. Typical comments were "You must be organized and in control" (Interview 3), "You find out what is deemed as good teaching and model that [behavior]" (Interview 3), and "I did not do what I felt was right but did what was expected "(Interview 13). Although these comments seem very negative they are not necessarily so. If the individual was in a school with a very professional, hard working, capable staff then the expected behavior

of the school would be set by the staff and the result could be very positive.

Some other comments from the interviews explain another reason for the feeling term teachers have that they are restricted in what they can do. "If you are covering for a short time you have no latitude to modify the program "(Interview 19) and "You have to accommodate your methods to the previous teacher you're replacing if it is a short term replacement" (Interview 8). It is entirely reasonable to assume that teachers forced into a situation on a short term basis often are required to carry on the programs in the same way the original teacher has set them up especially if that teacher will be returning in the near future. These teachers are obliged to keep things running effectively in the same basic manner until the original teacher returns.

A term teacher is just as likely as a permanent staff member to participate in setting goals and procedures in a school. The majority of teachers 66.7%

agreed with this statement and 33.3% of the teachers disagreed. These teachers felt that term teachers could participate as easily as permanent teachers in school decision making. There were no significant differences in the responses among the different groups.

Table 13

Responses of Term teachers

Term teachers are just as likely to help set goals and procedures in a school.	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		5	15	7	3

Term teachers are just as likely to help set goals and procedures in a school.

Agree	Disagree
20 (66.7%)	10 (33.3%)

The interviews again run counter to these results. A slightly different question was asked in the interviews - the teachers were asked if they personally participated in making school decisions. Nineteen out of twenty-five of these teachers felt they didn't want

to become embroiled in making important school decisions. The explanation for this difference seems to be that the teachers interviewed did feel that there were occasions to participate in decision making but they infrequently took advantage of those opportunities. The term teachers in the interviews gave a number of reasons for not wanting to get involved in this aspect of school life.

Some noted that as term teachers they were reluctant to bring up issues that might cause them to be viewed negatively by the administration or the rest of the staff. This idea emerged throughout the interviews. Many term teachers viewed their term positions as some sort of probation and are extremely careful about what they say or do. These teachers felt they were in a vulnerable situation. Typical comments were "You're quiet in some situations ... [you] did not want to be perceived as someone who was a trouble maker" (Interview 14), "You don't want to rock the boat" (Interview 5), "Term teachers are 'shadow people' - they look like teachers, act like teachers

but don't make any waves" (Interview 10) and "You learn to bite your tongue ... It is easy to not renew your contract" (Interview 1). These teachers felt the dangers of being perceived by their fellow staff members, and especially the local administration, as a radical, or as a trouble-maker or perhaps appearing as just a little different was too great to take.

A second group of teachers stated that they did not get involved because they did not feel any long term commitment to the school. Typical comments were "I don't get involved because I have no stake in the school ... I'll be gone next year"(Interview 18) and "If I am not going to be here next year decisions made are not as crucial [to me]"(Interview 19).

Some of the term teachers felt that it is more important to them to fit in than to bring up concerns or issues. They only spoke up to support ideas that had widespread acceptance but did not say anything that could be misconstrued in any way as being opposed to majority opinion. Others of these term teachers were very active in meetings but perhaps not so active in

the decision making process. These people wanted to need to be "part of the gang" or "part of the group". They do so by acting and talking like the other teachers. A common response was "You really want to fit in so much you're careful about bringing up questions and participating at meetings"(Interview 13). Another teacher commented "You try hard to be one of the staff. It's like belonging to a teenage gang. You dress the same, act the same"(Interview 25). It was imperative for these teachers to fit in. Some felt that if they acted like a member of the permanent staff they might have a better opportunity to become part of that staff. Others simply felt a need to be accepted by their fellow staff members.

In explaining why they did not get involved, a few teachers noted that in any school some teachers have more influence on decisions than others because of their expertise, experience, or status. The rest of the teachers in a school tend to agree with whatever this group decrees. As a term teacher, or as any new teacher, it is impossible to hold the influence these

people have. The opinions of these new teachers simply do not carry as much weight as those in this group and this causes them to be reluctant to speak up on issues. One teacher put it a little more bluntly, "There usually is a group of teachers that run things and a term teacher is not part of the group" (Interview 8).

Finally, a number of teachers felt the issue of their lack of involvement in staff decisions was more related to their being beginning teachers than being term teachers. They felt that, because they were just starting their careers, they didn't really have enough experience to have developed strong feelings about certain issues or practices. They believed this lack of knowledge on certain issues also made them loath to speak up on issues.

There seems to be a contradiction between beliefs and practice. Term teachers feel that they have as much opportunity as anyone to take part in decision making in the school but for a wide variety of reasons are reluctant to partake in the process involved in making school decisions.

Being on a term contract for more than two years has a negative effect on the confidence of term teachers and may cause them to question their abilities as teachers. The majority or 67.9% of term teachers agreed with this statement. There were large differences among the different groups of term teachers. In the group of older term teachers 81.8% agreed with this statement, and of the group designated as the old beginning term teachers 80.0% agreed that being on term for two years or more had a negative effect on morale. However, only 28.6% of the group of young beginning teachers agreed with this statement.

Table 14

Term teachers

Being term for more than two years has a negative effect on the confidence of term teachers.

Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
7	12	3	6	2

Being term for more than two years has a negative effect on the confidence of term teachers.

Agree	Disagree
19 (67.9%)	9 (32.1%)

The difference I think can be explained by differences in work experience. The older term teachers have had the frustration of being on term contracts for several years and only too well know the frustrations attached to this condition. The older beginning term teachers, although new to the profession, have had in many cases extensive work experience that allows them to appreciate the frustration of working in a term position. The younger teachers are all starting their first working careers - a career for which they have spent years preparing at university. This is not just a job; it is for many of them their first full-time job. They are excited, enthusiastic, and nervous. They see themselves not as term teachers but as teachers taking the first step to a successful and fulfilling career. They do not expect to be continuing in term positions, they anticipate becoming permanent teachers in the very near future. The question does not seem relevant to them. I suspect that if they continue to work continuously in term positions or perhaps not have any teaching position their opinions would change.

A number of teachers in the interviews expressed their frustration at not getting permanent employment and how that affected them. Typical responses were:

You bang your head against the wall and still don't get a permanent contract. You begin to have self-doubts (Interview 25)

You feel that something is wrong and they are not telling me (Interview 4)

Teaching under a series of continual term positions hurts self-esteem, confidence, and makes you question your ability (Interview 6).

Working continually on term contracts undermines your confidence in your ability as a teacher ...Perhaps I am not competent enough to be made permanent.(Interview 17)

You question your abilities and question continuing as a teacher ...The light goes out of your eyes - how much do you have to do for nothing? ... You lick your wounds after being on a series of term contracts.(Interview 8)

A large majority of the teachers interviewed expressed similar concerns. One teacher when asked about the effect of being on a series of term contracts stated that "I tried so hard that the joy went out of teaching"(Interview 13). This teacher eventually quit teaching. A number of other teachers although not stating it in such a dramatic fashion also noted that their frustration over not getting a permanent position had caused them to consider alternate employment.

One very noticeable effect of a series of term contracts on these teachers is an erosion of their confidence. They do not see not getting a permanent job as a result of an over supply of teachers but as a personal deficiency. They seriously start to question

their abilities to teach and doubt slowly eats away at their confidence.

There was, however, an alternate view put forward by two of the teachers interviewed. They believed that being a term teacher forced them to work to their potential and this made them better teachers. The following quotes outline this position:

As a term teacher you work harder than a permanent teacher... you set your personal standards a little higher (than a permanent teacher) to prove yourself and they become your standards
(Interview 9)

(Being a term teacher) certainly forces you to work to your potential (Interview 15)

These people both suggested that they were better teachers because of their term experiences.

Term teachers are less likely to be able to obtain the necessary educational resources for their classes when compared to permanent teachers. A majority of teachers, 70%, disagreed with this statement. These teachers believed that their term status was no detriment to their obtaining necessary classroom resources. The obtaining of educational resources was determined more by needs of the students and not by the contractual status of the teacher. There were no differences among any of the groups.

Table 15

Term teachers

A term teacher is less likely to obtain educational resources.

Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
0	9	5	16	0

A term teacher is less likely to obtain educational resources.

Agree	Disagree
9 (30.0%)	21 (70.0%)

In the interviews the majority of the term teachers, 21 out of 25, also felt that their status as

term teachers had no effect on their ability to obtain necessary material resources for their students. The only relevant comments that came up in the interviews relating to this issue were that term teachers often did not know what resources were available, or how to access them. This seems to be more of a problem related to being new to a school or a school system.

Other results

The interviews were done to expand and to follow-up the questions related to how being on a term contract affected the teacher professionally and personally. However, during the interviews some other findings were obtained that should be reported. The level of teacher stress was one of these findings. Although this item probably properly belongs in the section on personal well-being it is discussed here because the results of the stress seemed to have an effect on teacher effectiveness.

Teacher Stress. One of the questions asked during the interviews was whether being on a term contract was stressful. This question was followed up by asking the term teachers in what ways being on term was stressful, and how it affected them. Some of their responses were noted earlier. They included how the teachers felt: they believed they were constantly under scrutiny, they had concerns about their future, they were frustrated at not getting permanent employment, and they started to question their abilities as teachers. All these factors added stress to the term teachers. However, during the interviews more particulars about this issue were revealed.

A large number, 20 of 25 of the teachers interviewed reported themselves to be under a great amount of stress. Many of the term teachers interviewed reported that they were under a great deal of stress because of their being unsuccessful at gaining permanent employment and their perceived mis-treatment. This was especially true in the cases where term teachers were hired to teach in the same position in

the same school for a number of years. It is easy to state these teachers believed they were under stress and to try to delineate some of their reasons for believing this, but is more difficult to explain the depths of frustration and despair some of these people felt and the enormous stress they were under because of their uncertain future. The words of these teachers depict their concerns and feelings more succinctly than anything I can say:

At the end of the year I am sick not just worried
(Interview 9)

I took time off over the stress of being on a term
contract (Interview 21)

If you are on term and the sole supporter of a
family - stress is not the appropriate word. Panic
is the appropriate word. (Interview 18)

I am so upset I can't sleep at night (Interview
20)

Over and over again just term contracts. ... I just can't do it anymore. (Interview 16)
With the added stress of being term after a while you just start to wilt (Interview 14)

I went through a mourning process over loss of job (Interview 21)

I carry most of the stress home. I can't release it at school and have a 'bad day'(Interview 12)

Other quotes could have been used but these give the essence of their feelings. Twenty-two of the 25 teachers interviewed expressed the belief that term contracts were stressful.

The pressures on these people were greatest at the end of the year when their status for the next year was uncertain, when they were the sole wage earners of their family, or if they had been term for two or three years. Four of the 25 term teachers interviewed

reported they became physically ill because of the stress and several others admitted they took sick time off to escape the pressures at work.

Term teachers are not alone in feeling stress. Teaching in itself is a stressful activity for all teachers. However, these individuals on term contracts have the worries about their uncertain futures added to the stress of teaching.

The perceived effects of stress on classroom teaching. The question is: did the teachers interviewed believe that their classroom teaching was affected by the stress that they felt? There were some indications that the teachers were more careful about how and what they taught, more careful about sending problems to the office, and more sensitive about how their fellow staff members might view them. There was a question in the interviews asking if teaching on term contracts was stressful but there were no specific questions in the interviews about how the stress of being on a term contract affected the teaching in the

classroom. However, nine teachers felt concerned enough about the issue to bring it forward. They stated the stress of continuing year after year on term contracts, added to the normal pressures of teaching, affected their teaching. Some teachers admitted that as the stress increased, they made unreasonable demands of their students with regards to work and behavior; others stated they became more strict and less tolerant of any negative behavior, and others noted relationships with the students became more strained.

I was very frustrated. It affected my teaching. I was more strict, couldn't relax for a month (after receiving a letter of termination every May). It was less enjoyable for the students. I was very hard on the students and then hard on myself for acting that way (Interview 23)

I can't stay focused. How can I worry about school when I am worried about my life
(Interview 9)

Stress (of never getting a permanent position)
spills over in what you do with the kids. You're
so uptight, so frustrated and so discouraged that
it hurts the job you do in the classroom ... the
joy went out of teaching (Interview 13)

Stress modifies the job you can do. At the end of
the term when I find out I am going to be term
again I become more apathetic in marking, more
casual about (enforcing) the attendance policy,
and less tolerant of any negative behavior
(Interview 21)

The stress of term contracts makes subtle changes
in teaching style that affect students ... (it
affects) the way you handle situations, prepare
lessons (Interview 8)

My frustration is reflected in my work. I tend to
lose enthusiasm for the work at the end of the
year when contract is not renewed. (Interview 25)

The problem was more acute with the term teachers who had been on a continuous series of term contracts or who were not simply replacing someone on leave who would be returning. The problem seemed mostly related to the uncertainty of their status. They reported that their enthusiasm about lesson preparation, maintaining discipline, and teaching evaporated especially near the end of their terms. It was not that these individuals were lazy or did not care, but they were demoralized. They did not know if they were finished teaching after this particular term or if they were returning next year and no one was concerned enough to tell them. They did not know if they should pack up their belongings or start planning for next year.

In the words of one of these teachers "It is hard to be a caring teacher when no one cares for you (Interview 2)". What aggravated the situation for these teachers was that it always took such a long time after their termination notices were sent out in May before they knew for sure whether they were to be let go or were to be rehired. The problem was less

pronounced for term teachers who were in their first term position within the division were covering for a teacher on leave who would be returning. For example, if the term teacher was covering for a teacher maternity leave the expectation of the term position turning into something more permanent was not particularly high.

The problem was greatest for teachers who had been in the division for a number of years, and had been either working in the same or a similar position in a particular school.

Summary

Professional Effectiveness. The majority of term teachers believed that working in a variety of schools was a positive experience enabling them to develop as teachers. They believed these various experiences made them better teachers.

Term teachers, 70%, felt they were just as capable of developing expertise in a particular subject area as a permanent teacher. However, that view was not

shared by the permanent teachers where only 28.6% agreed that term teachers could develop the same amount of expertise as a permanent teacher who had been working for a number of years.

All the teachers viewed term teachers as just as professional as other teachers. The support for this view was at the 75% level.

Term teachers in the survey and interviews were less inclined to refer disciplinary problems to the office. The main concern seemed to be that by referring problems to the office they might be viewed not capable of maintaining classroom control.

The term teachers, on the survey forms, were evenly split as to whether they had independence in the determination of the methods and procedures used in their classrooms. In the interviews the teachers were asked a slightly different question. They were asked if they were more careful about how they teach and what they do in the classroom. They indicated that they modified how they teach and were sensitive about what happened in the classroom. The teachers were concerned

about how any of their actions might be judged as inappropriate by the other teachers and especially by the administration. These restrictions on their teaching methods were largely self-imposed.

The term teachers generally felt that they had as much opportunity to become involved in decision making within the schools as the permanent teachers. However, during the interviews 78% of the term teachers, when asked if they personally participated in making school decisions stated they did not. They declined the opportunity to become involved in making school decisions.

The term teachers felt that their term status had no effect on their obtaining necessary resources for their classes.

Many of the term teachers interviewed indicated they were under a great deal of stress caused by their continued term status and their uncertain futures in teaching. Some teachers felt that this stress had a negative effect on their teaching.

The majority of term teachers felt that being on term contracts for more than two years had a negative effect on their confidence. Their lack of success in obtaining permanent employment caused them to question their abilities as teachers.

These results address some of the questions as to how these teachers felt their status influenced their professional effectiveness. However, this data also gave some indication of how it affected the teachers personally. Many of these teachers believed they were constantly under scrutiny, most had concerns about their future, most were frustrated at not getting permanent employment, and many started to question their abilities as teachers.

CHAPTER 6

Results: - Part IIISense of Personal Well-Being

The last research question was to explore in what ways term teachers viewed their contractual status as impacting on their personal well-being. Some of the basic information was gathered from the survey forms and these ideas were further expanded during the interviews. In addition during the interviews there were opportunities for the term teachers to bring forward their beliefs about how their term status might have affected them.

Personal Well-Being

A term teacher is likely to be able to develop close collegial relationships with the rest of the teaching staff. The majority, 62.5%, felt that the term status of teachers would not be an impediment to developing interpersonal relationships with other staff

members. There were no significant differences among any of the groups.

Table 16 Responses of Term teachers

A term teacher is likely to be able to develop close relationships with other staff	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		5	13	2	9

A term teacher is likely to be able to develop close relationships with other staff	Agree	Disagree
		18(62.1%)

In the interviews 52.4% of the term teachers also agreed with this statement about feeling accepted by the rest of the staff. They noted, however, that developing relationships takes time and a term teacher who was only in the school for a short time was unlikely to be able to develop any strong connections with the rest of the staff. In addition a number of term teachers noted these relationships were also very

dependent on the personalities and interests of the teachers involved.

Only 4 of the 25 term teachers interviewed felt their status was an impediment to developing relations with other staff members. Typical responses from these people ranged from "Term teachers do not develop relationships with permanent teachers... They [permanent teachers] don't want to invest time in someone who is only there for a short time" (Interview 13) to "No sense in developing relationships if you're only going to be there for a short amount of time"(Interview 21). One teacher blamed the permanent staff for not being more open and the other suggested the term person does not want to develop relationships with people she or he will only be working with for a brief amount of time. However, both of these responses also coincide with the majority of others teachers who indicated that time is a crucial factor in developing relationships. When a term teacher was only in a school for a short amount of time it was difficult to develop interpersonal relationships with other staff.

A term teacher is less likely than a permanent teacher to be able to develop close interpersonal relationships with the students they teach because they are only in a position on a temporary basis. The majority of the term teachers, 70%, felt that being in a term position did not make it more difficult to develop interpersonal relations with their students. There were no differences among the various groups of teachers and the results are consistent with the previous question on relationships with staff. The consensus of the comments from the interviews was that if a term teacher was there for a short amount of time, such as 2-3 months, it was very difficult to form strong connections with the students, but that after that time the opportunities to interact with the students fostered the same kind of relationships that are developed by other teachers in their classrooms.

Table 17 Responses of Term teachers

A term teacher is <u>less</u> likely to be able to develop close relationships with their students.	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
		1	8	8	13

A term teacher is less likely to be able to develop close relationships with their students.

Agree	Disagree
9(30.0%)	21 (70.0%)

As in the previous question about developing inter-personal relationships, the consensus was that amount of time for interaction and the personalities of the teacher were more important factors than the contractual status of the teacher.

Being on a term contract for more than two years has a negative effect on morale. An overwhelming majority of teachers, 26 out of 28 in the survey or 92.9%, agreed with this statement. This was the highest percentage response to any question in the survey. It was also the statement that generated more responses

than any other question in the "Strongly Agree" section. This indicates strongly that the vast majority of the teachers felt that working in term positions for an extended amount of time and not being successful in obtaining permanent employment had a very negative effect on their morale.

Table 18 Responses of All Term teachers

Being on a term contract for more than two years has a negative effect on morale	Strongly Agree		Strongly Disagree		No Comment
	Agree	Disagree	Agree	Disagree	Comment
	15	11	0	2	0

Being on a term contract for more than two years has a negative effect on morale.	Agree	Disagree
	26(92.9%)	2 (7.1%)

There were some differences among the groups of term teachers but it was just a matter of rate of agreement with the statement. The older term teachers and older beginning term teachers agreed 100% with this statement and 75% of the group of young beginning term teachers agreed with the statement. In the interviews

this direct connection between being on continual term contracts and the erosion of the individual teacher's morale was very obvious. Their comments proclaim their frustration:

Term teachers are 'cannon fodder'(Interview 10)

Term teachers are second class citizens (Interview 23).

I needed to be "valued". I needed to be treated as a person... not just a commodity (Interview 13)

Term teachers are the "disposable teachers". The ones to whom you have no commitment. The ones you can get rid of easily (Interview 12)

I was treated as a commodity to be dealt and traded (Interview 17)

I am tired of being abused and pushed around... I am looking for alternate employment now...If they

don't know how to treat people properly they don't deserve them.(Interview 21)

It's hard to keep caring when no one cares about me (Interview 8)

Isolation - I am doing a job by myself. Is there anyone who is really interested? Anyone who cares or anyone who will help me?(Interview 16)

If I am good enough to be brought back why am I not good enough to be made permanent (Interview 20)

They expect loyalty but don't give loyalty ...
Four years in the same job (same position in same school)... It is hard to see how this could happen. (Interview 16)

These comments give a sense of the frustration felt by these term teachers but does not explain the reasons behind the feelings. There are a number of

different explanations given by the term teachers. Some teachers felt there is no obvious discernible rationale as to why some teachers get term contracts and some get permanent contracts, and they do not know what they had to do as a teachers to get permanent employment. Other teachers felt they could not plan for their future if they had no secure employment. Most teachers were bothered by the stress of never knowing whether they would be rehired at the end of the semester. Finally, a number of teachers felt the whole process was demeaning and they had been treated as impersonal objects, not as people with feelings, cares, and dreams.

A teacher who works in a series of term positions is likely to explore other career opportunities. There again was an overwhelming majority of teachers, 23 out of 26 in the survey or 88.5%, who agreed with this statement. This was the second highest percentage response to any question in the survey. This correlates very well with the question on morale which indicated that being on a series of term contracts for an

extended amount of time has a negative effect on morale.

Table 19 Responses of All Term teachers

A teacher who continually works in a series of term positions is likely to explore other career options.	Strongly Agree	Agree	Strongly Disagree	Disagree	No Comment
	7	16	1	2	4

A teacher who continually works a series of term positions is likely to explore other career options.	Agree	Disagree
	23 (88.5%)	3 (11.5%)

Of the thirty term teachers who answered the survey two teachers had already left teaching and moved into other careers. Both of these teachers had opportunities to continue teaching in term positions but declined the offers. Out of the 25 people interviewed five were not planning to be back teaching in the 1993-94 school year if they did not get

permanent contracts and as mentioned before two teachers had already moved to alternate careers.

Another revealing statistic came from the interviews in response to the question "If you had to chose a career again, would you choose teaching?". Only ten of the teachers would have chosen teaching, seven would not choose teaching again and eight were unsure as to whether they would go into teaching again. It is disconcerting that only 40% of the teachers interviewed were positive that they would choose teaching again.

These individuals, and the community, have invested a large amount of resources and time to be qualified to work in this profession. After a relatively short period of time only a minority of these individuals are positive that they made the right decision in becoming teachers. It is a terrible waste of their effort, and the resources of the community.

The teachers in the interviews expressed a number of reasons for leaving the profession. The most common reasons put forward by the teachers for leaving the profession were related to their term status; a

frustration at their lack of success in gaining permanent employment, tremendous stress, poor morale, and a lack of security. However, there were a number of other concerns brought forward. The teachers expressed concerns about the violence in the schools, a perceived lack of supports for students generally and specifically with mainstreamed students, and discipline problems. The following are a sample of their responses to a question asking their reasons for why they might consider leaving teaching.

The lack of supports, mainstreaming, isolation...
(Interview 5)

Security is more important than dollars
(Interview 12)

The violence in the classroom is disconcerting
(Interview 18)

Mainstreaming, family breakups, court orders
removing children, violence. This is education?
(Interview 18)

Lack of support from parents and administration,
discipline problems, and violence in schools

(Interview 19)

Violent students, lack of appreciation,
mainstreaming (Interview 20)

Violent students... there are a couple of kids in
this school who are really scarey (Interview 20)

I am concerned over violence in schools - I need
to know my safety is a priority too

(Interview 22)

Other Results

Staff Appreciation. One of the questions asked of
the term teachers in the interviews was, "Do you feel
your contributions are appreciated by the other
teaching staff, local school administration, and the
senior administration?". In answering this question 72%
of the term teachers felt their efforts were

appreciated by their fellow teachers, this number dropped to 50% when referring to local administration, and dropped to only 6.25% when referring to members of the superintendent's department.

When referring to their local administration many of the term teachers felt their efforts were appreciated by the local administration. These term teachers found the administrators supportive, helpful, and felt their contributions in many case were appreciated. However, there was some criticism of the local school administrators. One was a feeling that the expectations of term teachers were greater than the demands on "regular teachers". One example of this was the feeling of most term teachers that they had to volunteer for extra curricular duties. All the teachers interviewed felt they were required to volunteer to coach or perform other extra curricular activities. Some of the term teachers volunteered in order to be viewed in a positive light by the principal. They noted that they wanted to be seen as "keen", "indispensable", and "a valuable" contributors to the

staff. Others felt they had little or no choice about performing extra curricular activities. They were "obliged" to volunteer.

How badly do you want a job? (Interview 3)

You have to volunteer for any job even the ones no one else wants. (Interview 8)

I don't feel I have the option to refuse
(Interview 1)

Term teachers feel an obligation to volunteer ...
in some cases you're intimidated into doing extra
curricular work (Interview 5)

These term teachers felt "conscripted" into performing extra curricular duties as do many other teachers. However, the term teachers felt they were expected to perform duties that were in excess of what was expected of the regular staff. In the interviews the question asked was "Do you feel you have to work

harder than permanent teachers?". This was followed up by specific questions on volunteering and on coaching. All of the term teachers interviewed, 25 out of 25, felt as term teachers the expectation and pressure to volunteer was greater for them when compared to the permanent staff members. In addition few believed the extent of extra efforts was really understood and appreciated by their local administration.

Expectations of permanent employment. A second concern mentioned by the term teachers was their belief that if they worked hard and did a very good job then the local administration was under an obligation to suggest to the senior administration that they be hired permanently. This was an interesting perspective for the term teachers to take. Somehow they felt they were serving a probation and if they passed that they would be hired on a permanent basis. When they were not hired they felt cheated. They resented their treatment.

I believe they knew that being on a term contract did not necessarily guarantee a position. However, the

term teachers really wanted to believe that their term position was the first step to being hired as permanent. This belief was heightened and reinforced if they were covering a position that was "open" due to retirement or resignation, or if they returned to the same position for a second year. These term teachers worked very hard, volunteered, and endeavored to do the best job they could. They expected this effort should be matched by the appreciation of the local administration. They expected that appreciation to translate into something more permanent and they were very disappointed when it did not.

I've done the job that was asked of me and I feel I should have some consideration (Interview 12)

Doing a good job in a school doesn't seem to make any difference in division wide hiring (Interview 25)

Term teachers are the 'disposable teachers'. The ones to whom you have no commitment. The ones you can get rid of easily. (Interview 12)

The administration doesn't value what you have done if at the end of the year you're still passed over for permanent contract (Interview 16)

The administration in the school doesn't seem to be committed to term people. (Interview 17)

You have come in, done a good job and done what was asked of you. They should have some loyalty to you as an employee. Loyalty is not a one way street (Interview 22)

You work hard for a year, come in early and stay late then at the end of the year you're told, 'You have done a great job good luck next year'
(Interview 22)

I feel I am a competent teacher ... I should be treated fairly (Interview 14)

What is most relevant here is what the term teachers believe or want to believe. They believed they were forced to be better than the regular teachers, forced to volunteer more, and they expected their efforts to the school should be rewarded by permanent employment. They were aware that a term position might not directly lead to a permanent position but this fact did not seem to be part of their immediate reality. They believed that the local administrators had no appreciation of their efforts because they remained on term or became unemployed. The morale of these teachers suffered and resentment started to build. These perceptions lead to feelings of bitterness and resentment against the local division officials and served to undermine their confidence and self esteem as teachers.

These feelings came to the front when it came time to discuss whether the term teachers felt that the

senior administration appreciated the efforts of term teachers. The teachers were evenly divided about whether the local school administration appreciated them. However, the vast majority, 16 out of the 17, of term teachers were very critical of the senior administration.

They felt that they were not treated as individuals but as faceless names and numbers. Also they questioned how the senior administration could make employment decisions without having evaluation reports on the term teachers. They expressed concerns over the current practice of posting permanent teaching positions for which term teachers are expressly forbidden to apply. They believed that they should have an opportunity to apply for any position that occurred. A sample of their comments follows:

They (board or senior administration) treat us as
if we are not people. We don't have lives
(Interview 16)

I was treated as a commodity to be dealt and traded
(Interview 17)

The worst thing is to be treated as an object by
the 'higher ups' whom you never see or never hear
from (Interview 18)

I am treated as just a number or a name not as a
person (Interview 19)

The senior administration doesn't seem to know
their teachers and therefore has no basis for
making employment decisions (Interview 15)

I don't know the rules for becoming permanent. I
don't know how to play by the rules because I
don't know the rules. ... There should be some
sort of rating system for teachers with the
results submitted to central office (Interview 18)

When a term contract is not renewed it's not important - no real teachers are losing a job
(Interview 19)

The Board expects loyalty but don't give it
(Interview 14)

The term people were most upset about the practice of issuing term contracts to the same individuals in the same positions for a number of years. In addition, they were concerned that many of those term teachers were working in positions which had been created by retirements and resignations.

Summary

Sense of personal well-being. The majority of term teachers felt that being on term contracts for more than two years had a negative effect on their confidence and it caused them to question their abilities as teachers.

Many of the term teachers interviewed indicated they believed they were under a great deal of stress caused by their continued term status and their uncertain futures in teaching.

The term teachers felt their employment status had no effect on their ability to develop relationships with students and other teachers.

A large majority of term teachers believed that being on a term contract had a very negative effect on their morale.

The majority of term teachers also felt that after working on a series of term contracts they would be likely to explore other career opportunities.

The term teachers felt under an obligation to volunteer. In addition the term teachers had the perception they were not being treated fairly and they believed their efforts as teachers went unnoticed, unappreciated, and unrewarded. They felt that since they had worked very hard, done a satisfactory job as teachers, and were loyal to their employers that there should be some reciprocal loyalty from the school division authorities.

CHAPTER 7

Discussion and RecommendationsDiscussion

Characteristics of Term Teachers. The purpose of the first part of the research was to identify the characteristics of teachers hired in term positions.

It could have been expected that there would be a number of beginning term teachers with little experience who were just starting their careers and a group of older more experienced term teachers who were either returning to the profession or moving from other divisions. However, the group of older beginning teachers was unanticipated. This may represent a situation where, in the present difficult economic times, the teaching profession is attracting older workers who view teaching as an alternative to their present employment or previous employment.

Additionally, it became obvious in the interviews that some of these older beginning teachers were entering teaching at this time to supplement their

family income. This also may be a reflection of unstable economic times where the family income from a single wage earner is not considered sufficient.

One final question in this section was to examine whether being on a term contract really represented just a short-term work situation as opposed to of the 30 teachers in the survey who were working as term teachers in 1989/90, only 11 were successful in gaining permanent employment as teachers by 1992/93. The majority of these teachers three years later were either still working as term teachers or were no longer teaching.

The teachers who signed a series of term contracts often worked for years as term teachers. As an example, in the 1993/94 school year in this division, 30 teachers had worked continually for two or more years, 22 had worked for three or more years, and eight had worked for this same division for four or more years. For these teachers, term teaching was not the first step in a gaining permanent employment. However, many of these teachers working under term contracts were

really not in a short-term work situation. Year after year they were working on term contracts and often in the same teaching position. They had steady employment but were stalemated in progressing to more permanent employment. One can assume that these people were deemed at the time they were hired as the most capable people available. One can assume that these teachers continually were viewed as competent and satisfactory because they were not replaced. However, these teachers were never successful in obtaining permanent contracts, they were successful in being term teachers who had steady employment. What seems to be happening to many of these people is they are becoming "professional" term teachers.

It is difficult to explain why this happens. If the term teachers were viewed as temporary replacements why did many of them teach in the same teaching positions for number of years. They must have been deemed some what competent, since they could have been quickly replaced at the end of the semester by other term teachers. Perhaps they were viewed as competent

enough to occupy a term teaching position until more qualified or capable persons were available. However, it would appear that these more qualified individuals were not available since many of the term teachers continued to occupy the same teaching positions year after year.

Presently one factor that has an impact on the status of these term contract teachers is the difficult economic situations the school boards are now facing. These term teachers provide some flexibility for the school division to reduce teaching staffs by simply not renewing their contracts. However, that does not fully explain the situation for these people in the study. They signed their initial term contracts in 1989, several years before these economic problems started to seriously impact on the division.

The conclusion for the majority of teachers examined, working in a term contract positions did not lead to permanent employment and in many cases when a teacher was hired on a series of term contracts it

could take years, if ever, before they successfully gain permanent status.

Sense of Professional Effectiveness. Term teachers were sensitive about the how and what they taught and were generally reluctant to refer discipline problems to the office. This happened because these teachers believed that if they were viewed in a negative way it might diminish the opportunities to work in the future. A similar trend was found in the opportunities for being involved in school decision making. Term teachers believed they had chance for involvement but were reluctant for a variety of reasons to take those opportunities. The teachers were concerned about how that any of their actions or opinions might be judged by the other teachers and especially by the administration. Additionally they wanted impress their fellow teachers and the administration by "modeling" what they perceived as the appropriate teacher behavior.

The most interesting aspect of these restrictions and expectations was that they were largely self-imposed. These restrictions are created by term teachers who believed that by acting in appropriate ways and being perceived as capable that might lead to permanent employment. In addition these perceptions of what was acceptable practice might not be at all accurate. The term teachers were guessing at what good teachers would or would not do.

However, even if the administration and other teachers may not directly impose expectations may do so more subtly. For example, the local administration may indicate that all teachers should try to solve their own classroom discipline problems. To the term teacher this often translates into not referring discipline problems to the administration. The attitudes and practices of the staff and administration will become reflected in the actions of the term teachers.

In some cases these expectations may have had a negative affect on the teaching that occurred in the

classroom. Perhaps some students who should, because of their mis-behavior in the classroom should be brought to the attention of the local administration. Failing to do so was probably not good for either teacher, the student or students misbehaving, or the other students in the class.

In the data term teachers indicated that they felt that they had independence in choosing the teaching methods used in the classroom but many of those same teachers were reluctant to exercise that independence. Teaching in safe, accepted methods may in some cases may not be the most effective teaching. Most teachers, term or permanent, are sensitive to happens in the classroom but teachers also have to more concerned about the needs of their individual students. Teachers who base their teaching strategies and the content of their lessons to a large part on how these things may reflect on them as individuals might have to make compromises that affect the students.

It is ironic that the term teachers defined the parameters of what might be deemed "appropriate

teaching behavior" and then felt constricted by these self-imposed limitations.

Many of term teachers mentioned they felt they were under pressure to conform to the mold or models of teaching accepted in a particular school. Although these seem very negative it may not necessarily be so. If the individual was in a school with a very professional, dedicated, and competent staff then the experience of their example and would be very positive. The beginning term teacher would be expected to "model that behavior" and that could be an excellent growth experience for that teacher.

Even if the teacher does not really believe that the expected "norm" is appropriate for him or her these alternate methods may be to refined so they can be compliment the individuals own concepts of teaching. Teaching is also learning. By being forced to teach under different systems one is provided with a wider range of experiences from which to draw. It forces a teacher to try methods and practices which he/she normally would not use. Two things might happen. The

individual might now have a greater appreciation of why, for them, these methods are inappropriate. Second, some ideas which might never have been tried may prove useful and could be incorporated into one's repertoire of teaching skills. A teacher learns quite quickly that there is no one way to teach. A good teacher has to have a wide selection or repertoire of teaching methods and strategies because no two classes or no two students are the same. These situations enable, perhaps even force, the teachers to broaden their experiences in teaching beyond their normal practices.

Sense of Personal Well-being. The majority of term teachers felt that being on term contracts for more than two years had a negative effect on their confidence. Their lack of success in obtaining permanent employment caused them to question their abilities as teachers. They felt their lack of success in gaining permanent employment was directly related to some lack of ability as a teacher. This bothered some of them enough that they left teaching. This is an

important result. These continual term contracts caused these teachers to have doubts about their abilities to teach. This erosion of confidence undermined their enthusiasm, dedication, commitment, and job satisfaction. They became discouraged. In addition the stress of continually being on term contracts added to the daily stress of teaching.

As the interviews proceeded it became obvious that the stress these people felt was reflected in what they did in the classroom. The teachers noted as stress increased they tended to make unreasonable demands on the students, became less tolerant of any negative behavior, and on occasion their relationships with the students became strained. Teaching in itself is a stressful activity, but many of these people had the stress of an uncertain future added to the stress of teaching. This final stress could have been minimized.

For many of the teachers the stress was increased because they were unsure of their status. As noted earlier, many of the teachers were occupying the same position for a number of years, and many of those

positions had been created by retirements and resignations. These term teachers felt they were not really "term" teachers. They felt that they were on some sort of probation. They were confused when their probation did not end. They felt that they had done a good job, they must have, they were brought back to teach again in the same positions. They resented the fact that a permanent contract is not forth coming. They were frustrated when teachers with less "seniority" were made permanent. This confusion as to their "status" was very stressful to these people. They felt unfairly treated by the local and senior administration. The morale and confidence of these teachers suffered and resentment started to build. These perceptions led to feelings of bitterness and resentment against the local division officials.

This lack of confidence, this questioning of their abilities as teachers, the erosion dedication and enthusiasm, and impositions of the "self-imposed" restrictions on teaching strategies all had to have a

negative effect on the interactions that take place in the classroom.

I believe that whether these perceptions were accurate is not entirely relevant. The perceptions by these term teachers about how they were "mistreated" will have more influence on their behavior and beliefs than any actual treatment by the administration. However, it is true that no matter how caring, how considerate, how equitable in hiring the school administration is they cannot hire every term teacher that works for them. However, the administration should become cognizant of the concerns and feelings of these people. It would be prudent for the senior administration to try to address some of the term teachers' concerns.

The term teachers represent a large percentage of the present teaching population of 580 teachers. By October, 1993 the Board had hired 48 term teachers and based on past experience would probably hire 20-25 more as the year progressed. This would represent more than 10% of the staff.

As the term people become very distressed over their "treatment" and they become depressed, more stressed, and their spirits drop. These feelings are then shared with the other teachers on the staff perhaps affecting their morale, confidence, and the credibility of the senior administration. If this happens the whole teacher body suffers an erosion of morale.

A teacher who was term in 1989 but eventually became permanent noted:

The problem with treating (term) teachers poorly is not that the teachers will get upset and leave the division but that they may stay. You end up with teachers who because of their treatment are demoralized, cynical, and have no commitment to the system. (Interview 3)

The implication of this statement is that if a teacher perceives he/she was unfairly treated as a term teacher he/she would have less enthusiasm, and be less

committed to teaching. If this person is right, teaching, to these people, becomes simply an occupation to earn money and not an avocation. Some of the enthusiasm, pleasure, and eagerness is lost before their careers ever start and teaching becomes a drudgery.

One conclusion that follows from the comments of these teachers is that even if every stage of the operations of a school division is fair and equitable towards term teachers, if those practices are seen to be unfair by the teachers the result is the same. The perception in this case is more critical than the practice.

Finally, perhaps the reverse of this statement could also be true. If the term teachers believe they are valued as fellow professionals, if they believe they are given consideration when permanent employment occurs, and that the administration of the division cares about them as individuals the result may be teachers who are more committed, enthusiastic, and cooperative.

Recommendations

Term contracts are a necessity for any education system. In a school division there are always situations requiring qualified teachers are needed to fill a position on a temporary basis. In addition for many term teachers term contracts provide work and provide experience that may enhance their chances of getting a permanent position. For other term people the system does not seem to work. The basic problem seems to be the existence of two different agendas.

The teachers view term contracts as an opportunity that may lead to permanent employment in this division or another. In fact 60% of the teachers interviewed saw their term positions as a probationary period that could lead to permanent employment and all of the term teachers interviewed found the temporary nature of term contracts and the lack of security stressful.

The Board more likely views the 'term position' as temporarily filling a position of a teacher on leave. For the term teacher this is not an issue where simple

logic will prevail, it is an emotional issue. Even when term teachers that are hired are told there will be no permanent positions available for them most still believe that if they work hard enough, and volunteer more it may lead to permanent employment. So what can be done? Something has to be done to accommodate the term teachers' needs.

Evaluations. Since the term teachers view term contracts as an opportunity that could lead to permanent employment an evaluation system for term teachers could be set up to increase the chances of the term teachers gaining permanent employment. In addition in the research there was an indication that teachers were unsure as to what was considered "acceptable" teaching strategies, formal evaluations would allow the teacher to quickly find out what is considered appropriate in that particular school setting.

This division presently has a portfolio system where no formal evaluations are ever done on permanent staff after the first year. No evaluations are done on

term teachers unless the term teacher requests an evaluation. I believe that the division should feel an obligation to continue to help each of these beginning teachers to develop. In addition the division should view evaluations as an opportunity rate a large number of young capable teachers some of whom they may be able to use in the future. It should become practice that an evaluation procedure be set up for all term teachers in positions of more than two months. This would give term teachers some feedback as to how they are doing, and encouragement to grow and develop. At the end of the term a written summative evaluation could be done. This procedure would allow these teachers to improve their teaching, would provide them with feedback on areas of where improvements could be made, would provide them with a written evaluation that might prove useful when applying for positions in the future, and finally would allow them to feel their efforts did not go unnoticed. Copies of these evaluations should be forwarded to the central office and could be used as a basis for some of the hiring in a subsequent year. I believe that term

teachers realize that not every term position will lead to permanent employment but I feel they should have the opportunity to be considered for positions, and should receive some evaluation and guidance in order help them develop as teachers.

Restrictions on Term Teachers Applying for Jobs.

One of the things that bothered most of the term teachers was the practice of not allowing term teachers to apply for many of the teaching positions posted within the division. Term people are specifically prohibited from applying for posted openings in this division. Throughout the school year a number of teaching vacancies occur and many of these positions are bulletined internally by way of a letter from the superintendent's department sent out to each school. When such a teaching position is advertised internally this way it always carries a stipulation that these positions are for permanent teachers only and term teachers are not to apply. I believe that all teachers should have the opportunity to apply for all positions.

If the goal is to get the most qualified and capable person for a particular position and the decision is to post a position internally then everyone should be considered. Perhaps a present term teacher is the best person for a particular position. Many of these term teachers feel they have done a very good job and believe should have consideration when permanent positions are opened. In addition it provides the opportunity for a term teacher to move into permanent employment and makes the term teachers feel that they are equal members of the professional staff.

Volunteering. One of nagging concerns of the term teachers was they felt forced to volunteer for a myriad of extra curricular activities. Some term teachers volunteered for a variety of activities in order to be noticed. Extra curricular activities provide valuable opportunities for the students to develop and to find success, and they supplement the activities in the classroom. I believe the teachers and board would be better served if a term teacher were allowed to

volunteer for no more than two activities. The term teachers should not be asked to do more than regular staff. The extra curricular activities that the teachers decide to participate in should be equally shared by the whole staff. No member of a staff should be forced to take on, or be allowed to accept, an unfair share of the burden of these activities.

Earlier notification to term teachers as to their status in the new school year. A major concern of the teachers is the feeling that the decisions about the number of term teachers to be hired for a new school year should be made much earlier in the year. It was repeatedly mentioned by the term teachers interviewed that the long waiting period to clarify their status in the next year was the leading contributor to their stress. The term teachers believed that by the end of May the division knows how many teachers will be on leave, have resigned, have retired, and in addition would know roughly in most cases their student enrolments for the next year. With this information

they felt that planning and hiring for the next year should be a priority in early June and many of the term teachers should know their status before the end of the year. This sounds like a reasonable proposal and it is worth investigating. However, I am not sure how easy it would be to put into practice.

Term contracts within the division

This division has become involved in a dilemma with regards to term contracts.

Presently, 22 teachers are on term contracts for more than 3 years and a large number of those teachers are still working in the positions they were originally hired to teach.

In addition some teachers hired as term were in positions created by retirements, resignations, or the creation of a new position. Many of these people remained in these positions for a number of years.

When a teacher signs a contract to work in a position for a specific amount of time until a certain teacher returns from leave there is no problem. The

teachers no doubt hope to get another term position but know they will be working for a short amount of time and then will probably have to move on. When a teacher continues to work in that same position after the teacher on leave returns to the division or is working in a position created by a retirement or resignation the issue is confused for the teacher. This becomes a term contract with an indeterminate time limit.

It was in these situations where the teachers' expectations increased. According to the study they felt that they were on some sort of probation. They felt that they would shortly be given permanent status. When these expectations were not met these teachers felt cheated, used, resentful. They questioned their abilities and their career choices. Some teachers indicated they felt that the stress of an uncertain future and their perceived "mistreatment" had a negative effect on their teaching. In addition some of the term teachers were told (Interview 3, 4, and 20) that they were term because they were in teaching situations that were designated as "term positions".

Many of "term positions" were created when former teachers retired or quit, or when teachers who had been on leave assumed other duties when they returned to the division. The term teachers who worked in these positions felt they were being treated very unfairly. They felt as long as they taught in one of these particular positions they would never be made permanent.

This situation is not a positive one for the teacher and not good for the students or the division. The division should take steps to minimize the problem. It should do away with this practice of designating certain teaching positions as "term positions". Term positions should only exist because of an opening created by a teacher on leave and that term contract only last until the original teacher on leave returns to the division.

The study indicates that if a term position continued for a number of years the term teacher felt affected in a negative manner. The teacher assumed that the position was not a normal term position but rather

a probationary position. The confusion and the accompanying teacher frustrations were neither good for the teachers or the school division. The solution to this problem is in the future to use the term contracts for only short term situations. If a teacher is needed for more than a short time he/she should be given a permanent contract.

The senior administration also has the problem of deciding what do with the present compliment of long service term teachers. There should have been a more comprehensive review of all term contracts at the end of each year and at that time the term people should have either been released or given permanent status. None of these term positions should have been allowed to continue for more than two years. However, what happened was that many of the contracts simply continued.

The division at this time should take steps to make the term teacher with the longest service permanent and where this is not possible then make a commitment to the long term teachers to convert their

term contracts as soon as possible. There are good reasons for taking this step as indicated by the conclusions in the study but probably the most practical one is that it is unlikely at this stage these people can be easily let go. There are presently two cases before the courts where the respective boards did not renew the contracts of term teachers who had more than two years service. It is quite possible if the board lets any of these term people go it will be faced with similar court action.

Term contracts in general. The Manitoba Association School Trustees suggested to the Minister that the local school divisions could be trusted to "police" themselves as to how effectively they follow the "guidelines" suggested for the use of term contracts. This research can not indicate how most school divisions attempt to adhere to the guidelines on term contracts but does indicate that the division in this study deviated by a fair amount from the suggested rules on term contracts. Term contracts were extended

for a number of consecutive years, were used to hire teachers to teaching positions created by retirements and resignations, and were used in positions designated as "term positions". In this particular case the school division in the study did not seem able to "police" itself. The implication is that the Minister of Education deems "guidelines" are appropriate then he/she has to assume the responsibility for "policing".

It is obvious there is a legitimate need for a contract to be used in a short term teaching situation. The study suggests that the provincial government should make appropriate regulations authorizing and governing the use of the Form 2A contracts. By not doing so they abrogate their responsibilities in this area. The situation where there are no rules is unworkable.

Manitoba Association of School Trustees' agreed to encourage all the school boards to follow the general guidelines outlined by the Minister. The then Minister of Education, Mr. Storie, suggested that the individual school boards could be trusted to "police"

themselves on the use of Form 2A contracts (Appendix G, p. 3). However, the boards were really left to make their own interpretations about when and where term contracts are to be used, what guidelines should be followed, and teachers are left unsure as to their rights. Over time these interpretations seemed to become more and more broad in nature. The division whose teachers were part of this research seemed to ignore most of the guidelines. They issued term contracts to teachers who worked in positions formerly occupied by individuals who had retired or left the division. The term positions of many of these individuals lasted much longer than the two year maximum suggested by the Minister. The Form 2A contract was to be used to employ teachers to replace permanent staff but many of these term teachers were replacing fellow term teachers who had occupied the position previously. This school division was probably not alone in making its own interpretations of what part of the "guidelines" it should follow or the matter would not have ended up in the courts. The Minister of Education

at this point should come forward with the proper legislation to amend the appropriate sections of the Public School Act to sanction the use of term contracts and in addition provide clear regulations governing the use of term contracts. If this is not done the courts will decide the appropriate uses of these contracts.

The basic principle should be that term contracts be used in term positions. Those positions occur because a permanent teacher on leave. The situation of the term teacher replacing a teacher is on extended sick leave is more difficult. However, if the sick leave lasts for two years or more then the position should be filled on a permanent basis.

The difficulty in designing regulations is that they have to be flexible enough to accommodate the individual board's needs and still provide some protection for the teachers. I believe the basic guidelines set out by the Minister of Education would be a good starting place (Appendix A). However, I think a number of modifications should be made. I believe that the term contracts should still be issued for

leaves and should not exceed a one-to-one matching with the teachers on leave. However, the guidelines are not broad enough according to M.A.S.T. for the school boards. I think some accommodation to extend the use of term contracts should be made to address the stated concerns of M.A.S.T.

I believe M.A.S.T. makes a good case for suggesting that term contracts should also be used in cases where a position comes open in the middle of a term due to a death, retirement, or resignation. They feel it is difficult to find a suitable permanent replacement teacher in the middle of the year. For these situations the Boards should be allowed to fill those positions on an interim basis until the end of the semester at which time the position would be filled on a permanent basis. In general, I believe that term contracts should not be used in positions created by resignations and retirements but I feel that some compromise is possible where the position is created in mid term. I would suggest the guidelines could be modified to allow this type of use but two conditions

should be included. One is that none of these types of term contracts would last for more than half a year. The second is that the position must be filled after that time with a teacher who signs a Form 2 contract.

In addition Mr. Whiteway a staff officer with the Trustees Association (in an interviews April 13/1993 and January 24/94) suggested that a term contract could be used in situations where there are temporary increases in student enrollment which would require the hiring of a teacher or teachers on a temporary basis. I think this also may be a reasonable use of term contracts if these increases of enrollment are exceptional events and not a regular occurrence.

Another amendment I would suggest is a definition of when a term contract must be issued. The guidelines suggest how long a term contract can last but do not specify at what point a term contract must be issued. The problem is "when does a substitute sign a contract and become a term teacher ?" I have no specific time limit in mind, such as 10 to 15 days, but a specific time should be put into the regulations after which a

substitute must be signed to a term contract. This would allow that teacher, as a term teacher, to start earning sick leave, to be covered by such programs as the Long Term Disability Plan (LTD), Blue cross, short term disability, and would be able to take part in other benefit plans available in the division. These benefits are not generally available to substitute teachers.

The suggested guidelines state that when a term teacher has been replacing a teacher on leave for more than two years he/she shall be signed retroactively to the date of the assumption of the duties. I think this section should be expanded to state that these teachers should have their seniority and sick leave also made retroactive. I believe this was the intent of the guideline.

The seniority issue may be more important as school divisions face possible layoffs. I believe that a teacher who is made permanent after two continuous years should have more seniority than a teacher signed to a Form 2 contract who has worked for less time.

In addition I believe that the use of all term contracts, should be closely monitored by the Department of Education. There was a reporting procedure outlined in the draft regulations requiring the names of all the teachers on leave, hired as term, and those who were transferred from Form 2A contracts to Form 2. I believe the reporting system is a key element of these regulations. It "polices" the use of these contracts and may help to prevent abuses. I would extend the scope of the reporting. I would suggest that in addition submitting the names of the term teachers and their status as teachers in the previous two years should be included. If this were required it would be impossible for a local board not to comply with the maximum of two years continuous employment. If a term teacher is hired because of increases in student enrolment, the specific course, current and previous student enrolment, and the status of that course in the previous year should be reported. In the case of a teacher replacing a teacher who resigned or retired the

names of those teachers who have left the profession should be included.

In discussing what should be in these regulations I also feel there are some things that should not be in any regulations on term contracts.

Many school boards find themselves in difficult financial positions because of declining enrolments, a lowering of provincial grants, and an inability to raise needed revenue by special levy. Some of these school divisions may be forced to reduce staff. One argument put forward to allow more flexibility to school boards in these times is to allow a much more wider use of term contracts beyond just replacing teachers on leave. However, I do not think it is appropriate to allow this more universal use of term contracts. School divisions should not be allowed to have large percentages of their teaching staffs on term contracts as a contingency against possible future staff reductions. This study suggests that there are a number of undesirable effects caused by keeping teachers on Form 2A contracts for an extended period of

time. In addition it would create two distinct classes of teachers and I am not sure this is desirable. If there comes a time when the teaching staff of a particular school division has to be reduced for financial reasons then the affected teachers should be laid off. Most school divisions have negotiated layoff procedures with their teachers based on seniority of the teachers and the needs of the division. Those layoff procedures were agreed to by both the trustees and the teachers and protect the interests of both sides.

Suggestions for Future Research

A number of areas suggest themselves for research. One area is to examine the procedures that this and other divisions use to hire, evaluate, and possibly integrate the term teachers into permanent positions. All divisions are faced with hiring temporary staff and some of them may have developed programs or procedures to deal with their term teachers.

Another possible area of research is related to the stress the term teachers find themselves under and how they believe it affects them and their work in the classroom. This research suggests that when term teachers are in long term situations they believe that this has a detrimental effect on what happens in the classroom. This research has only been able to identify the problem but has not been able to explore it in any detail. However, are their perceptions valid? Is working on a term contract stressful? Are their stress levels higher than regular teachers? Are the problems the term teachers face possibly more related to being new to teaching and not just to being term?

One other possible area of research is to examine the extent to which term teachers and the regular permanent staff members both address problems that occur in teaching. When asked for reasons why they were reluctant to continue teaching the term teachers expressed concerns about the violence in the schools, a perceived lack of support for students generally and mainstreamed students specifically, and discipline

problems. Do permanent teachers have similar concerns? Are these concerns have a major affect on the teaching that takes place in the classroom or is their affect minor?

Other areas of research in this area would be to examine what other factors might affect the morale, confidence, or increase the stress of permanent staff members. Are many of factors the same as some of those that affected the term teacher or is there a different set of factors at work?

Additionally the term teachers expressed opinions on the way they believed their term status affected them professionally and personally. This study gathered data from the term teachers, another study might include information from the school superintendents on this issue.

A possible idea for additional research came from the interviews. The majority of the term teachers in the interviews, 22 out of 25, indicated that they had similar opportunities as regular professional staff for professional development during the school year.

However, only 8 of the 25, indicated they ever took advantage of those opportunities. A further study might examine the factors that make these term teachers reluctant to take those professional development opportunities.

Some of these term teacher eventually became permanent teachers in the school system. As term teachers many of them had fairly negative perceptions of their treatment when they were term teachers. Did these opinions change after they became permanent? Did the experience have any long term effects on them, their teaching philosophy, or their attitudes towards teaching?

The subjects of this study were teachers who started the 1989/90 school year on term contract. It delineates some of their beliefs and concerns. However, there are many teachers who never get a term position. They substitute a few days here and there. What are their frustrations, concerns, beliefs? How long do they work before they leave the profession? What percentage of our graduating teachers get permanent employment?

Finally there could be a replication of the research in other school divisions to see if similar results are obtained. If this were done one would be able to see if the findings in this research are fairly general in nature or if the results are distinct to this division.

This study explored an area where little research had been done previously. It attempted to identify some of the characteristics and concerns of the teachers who work in term positions in the school system. The study examines a group of teachers who perform a valuable service in the schools, and may represent the entry position for a unknown percentage of the future and present teaching population. The perceptions of their experiences may have an effect on how they teach, what they believe about teaching, and their commitment to teaching. These individuals, their problems, and their beliefs, should be studied in more detail since many of them will represent the future of teaching in Manitoba.

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THE EDUCATION ADMINISTRATION ACT
(C.C.S.M. C. E10)

200

Regulation
Filed

DRAFT

Definitions

1 In this regulation,

A term contract is a contract between a teacher and a school board that is of a definite duration and is known as a "Form 2A Contract" and is authorized by the Minister.

A Form 2 Contract is a contract between a teacher and a school board, authorized by the Minister under Section 92 of The Public Schools Act, that has no specific termination date.

Term Contract Form Authorized

2 A term contract, Form 2A, is authorized for use in the employment of a teacher by a board of trustees only under the conditions specified below.

Duration of Contract

3 The duration of a term contract shall be no more than one school year, and shall terminate no later than June 30th of the school year for which it is signed.

Replacement for Absent Teachers

4 A term contract shall be used in the employment of a teacher to replace a teacher employed on a Form 2 Contract during that teacher's absence.

Number of Term Contracts Allowed

5 No school division shall employ more teachers on a term contract than there are teachers absent on leave.

Maximum Term

6 The employment of a teacher on successive term contracts to replace a teacher shall be for a maximum of two years.

Replacement of a teacher absent for more than two years

7 Where a teacher is absent for more than two years, the replacement teacher shall be signed on a Form 2 Contract.

Retroactivity

8 Where a teacher, replacing a teacher absent for more than two years, has been signed on a term contract, that teacher shall be signed on a Form 2 Contract retroactive to the date of assumption of duties.

Half Yearly Reporting

9 Each school division shall report to the Minister at the end of each school term the following:

- (a) The names of all teachers on leave during that term, the dates of the leave.
- (b) The names of all teachers on term contract during that school term and the dates of assumption and, if applicable, termination of duties.
- (c) The names of all teachers who have been transferred from a term contract to a Form 2 Contract in that school term.

Coming into force

10 This regulation comes into force on _____.

Date

Jerry Storie
MINISTER OF EDUCATION

A study of teachers working on term contracts

This questionnaire is used to gather information on the characteristics, concerns and perceptions of those teachers working in term positions

Part I. Background Information

Please check appropriate box

1. Age:

20-25 [] 26-30 [] 31-35 []
 36-40 [] 40-45 [] 46-50 []
 50+ []

2. Sex

Male: []
 Female: []

3. Year of certification as a teacher : _____ :

4. What are your main areas of specialization in teaching (e.g. French immersion, counselling, primary education, secondary etc.)

	Level	Subjects
a)		
b)		

5. Career path prior to September 1989 (if applicable)

- a) Permanent contract _____ years.
 b) Team contracts _____ years.
 c) Substitute _____ years.
 d) Other (e.g. parenting, other employment) _____ years

6. Salary Classification (in Sept. 89) Please check appropriate box

a) IV: [] b) V: [] c) VI: [] d) VII: []

e) Other: _____ (please specify)

7. Please complete the chart below detailing your career in teaching.

Year	Position (grade/ area)	Type contract (Permanent/term)	Time (full/part time)	Division if not Seven Oaks
1986/87				
1987/88				
1988/89				
1989/90				
1990/91				
1991/92				
1992/93				

PART II The personal and professional significance of Term Contract Status:

Listed below are a number of statements related to teachers on a term contracts. Please indicate the extent to which you disagree or agree with these statements by checking the appropriate box. Please use the back of the page to elaborate on any of your responses.

	Strongly Agree	Agree	Strongly Disagree	Disagree	No comment
<u>Being on a term contract for more than two years</u>					
8(a) has a negative effect on morale	()	()	()	()	()
8(b) enables teacher to grow learn professionally by working in a variety of school settings.	()	()	()	()	()
8(c) has an negative effect on the confidence of a term teachers and may cause them to question their abilities as teachers.	()	()	()	()	()
.....					
<u>A term teacher</u>					
8(d) is <u>less likely</u> to refer disciplinary problems to the local administration because it may reflect upon his/her ability to maintain classroom control.	()	()	()	()	()

	Strongly Agree	Agree	Strongly Disagree	Disagree	No comment
<u>A term teacher</u>					
8(e) is viewed as <u>less of a professional</u> by other teachers	()	()	()	()	()
8(f) has less independence in the determination of the methods and procedures are used in the classroom.	()	()	()	()	()
8(g) is <u>just as likely</u> as a permanent staff member to participate in setting goals and procedures in a school.	()	()	()	()	()
8(h) is <u>less likely</u> be able to obtain the necessary educational resources for their classes.	()	()	()	()	()
8(i) has <u>just as much</u> opportunity to develop expertise in a particular subject area.	()	()	()	()	()
8(j) <u>is likely</u> to be able to develop close collegial relationships with the rest of the teaching staff.	()	()	()	()	()
8(k) <u>is less likely</u> to be able develop close interpersonal relationships with the students they teach since they are only in a position on a temporary basis.	()	()	()	()	()
8(l) who continually works in series of term positions <u>is likely</u> to explore other career opportunities.	()	()	()	()	()

What do you consider to be the three main advantages and disadvantages (if any) or the advantages (if any) of a teacher working for an extended period on term contracts.

Advantages (if any)

1. _____

2. _____

3. _____

Disadvantages (if any)

1. _____

2. _____

3. _____

*I appreciate your taking the time to fill in this questionnaire.
Thank you very much.*

Jim Treller

File No. CI 92-01-66480

**IN THE QUEEN'S BENCH
WINNIPEG CENTRE**

IN THE MATTER OF: The Public Schools Act, RSM 1987, Section 92 and Form
2 of Schedule D, P250.

BETWEEN:

**DONNA SMUD and
THE MANITOBA TEACHERS' SOCIETY,**

applicants,

- and -

**THE SCHOOL DISTRICT OF MYSTERY LAKE NO. 2355
and HER MAJESTY THE QUEEN in Right of the
Province of Manitoba as represented by the
Minister of Education and Training,**

respondents.

**AFFIDAVIT OF FREDERICK RAY WHITEWAY
SWORN MAY 13, 1993**

FILLMORE & RILEY
Barristers & Solicitors
1700-360 Main Street
Winnipeg, Manitoba
R3C 3Z3 956-2970
R.A. SIMPSON
File No. 50486-2/RAS

whcwy.aff

2. I have reviewed the Affidavit of Thomas Ulrich, sworn October 1, 1992, and I make this Affidavit in response thereto.

3. MAST is a corporation which has as its objectives, *inter alia*, the promotion and advancement of education in the Province of Manitoba and the research and study of educational policy. In fulfilling its objectives MAST works in cooperation with The Department of Education and Training ("the Department of Education") and other organizations that have similar aims and objectives. The Board of Trustees of all of the school divisions, school districts, and/or school areas which are established and operated pursuant to The Public Schools Act are members of MAST.

4. As the Director of Labour Relations for MAST I am responsible for the day to day administration of the Labour Relations Department of MAST, which includes ensuring that the policies of MAST are being adhered to and that high quality labour relations and personnel services are provided to members of MAST. Members of the Labour Relations Department of MAST act as advisors, coordinators, and/or agents in providing labour relations and personnel services to members of MAST.

5. On August 19, 1983, MAST received a letter from the then Minister of Education, Maureen Hemphill, requesting MAST to appoint a representative to serve on a committee which was to develop a form of contract which could be used by school boards to employ temporary teachers ("the committee"). The committee was to include a representative from each of The Manitoba Teachers' Society ("MTS"), The Manitoba Association of School Superintendents ("MASS"),

The Manitoba Association of School Business Officials ("MASBO"), and MAST. Attached hereto as Exhibit "A" to this my Affidavit is a copy of a letter from Ms. Hemphill to George Marshall, the then president of MAST, dated August 18, 1983.

6. In response to Ms. Hemphill's request, I was appointed to the committee as MAST's representative. Attached hereto as Exhibit "B" to this my Affidavit is a copy of a letter from Bev Bosiak to Dr. Duhamel, the then Deputy Minister of Education, dated September 21, 1983, confirming that I would serve as MAST's representative on the committee.

7. It was my understanding that the committee's mandate was to provide Ms. Hemphill with suggestions and recommendations as to a form of contract for temporary teachers that would satisfy the concerns of all of the interested parties. It was also my understanding, however, that all of the committee's suggestions and recommendations would be subject to Ms. Hemphill's review and consideration.

8. On October 13, 1983, the committee met to discuss its mandate. At that time, I indicated that I did not believe that it was necessary to develop a special form of contract for temporary teachers as the existing Form 2 contract, in conjunction with specific arrangements between a school board and a teacher, could be used to employ temporary teachers. This position was in accord with the then recent Manitoba Court of Appeal Decision in Agassiz School Division No. 13 v. Hooze (1982) 17 Man. R. (2d) 134.

9. After much discussion, the committee agreed to develop a form of contract to be used for temporary teachers to simplify and/or clarify the contractual relationship between school boards and temporary teachers. In addition, Mr. Ulrich, on behalf of MTS, insisted that the committee should also discuss a possible amendment to The Public Schools Act and/or a regulation to The Public Schools Act which would provide a definition of a temporary teacher and, in particular, stipulate when a temporary contract would be applicable to a substitute teacher.

10. The committee appointed Mr. Ulrich and I as a sub-committee to draft a form of contract and possible amendments to The Public Schools Act, which would then be discussed by the full committee. During my meetings with Mr. Ulrich, there was discussion with respect to the necessity for legislation or regulation to define "temporary teacher" and thereby the application of the contract. It was never contemplated that legislation and/or regulation would be necessary in order to validate the form of contract that would eventually be approved by the Minister.

11. In due course Mr. Ulrich and I developed a form of contract which we presented to the full committee for discussion. Mr. Ulrich also presented suggested statutory amendments, which he and I had not agreed upon, to the full committee. Ultimately, the committee provided Ms. Hemphill with various documents which had been considered and/or discussed by the committee, including a proposed regulation pursuant to Section 92(5) of The Public Schools Act, a form of contract to be used for temporary teachers (which became known as the Form 2A contract), possible amendments to The Public Schools Act (which

provided a definition of a temporary teacher and stipulated when the contract would be used for substitute teachers), and a summary of the positions of the committee members with respect to the documents provided. As was clear from the summary, the committee did not reach a consensus with respect to the possible amendments to The Public Schools Act. Attached hereto as Exhibit "C" to this my Affidavit are copies of the documents that were provided to Ms. Hemphill.

12. The proposed regulation to Section 92(5) of The Public Schools Act was submitted for Ms. Hemphill's review as, in addition to considering the issue of a form of contract for temporary teachers, the committee had been asked to develop a definition of a school year which would be used to govern a teacher's entitlement to arbitrate a termination.

13. On April 2, 1985, Ms. Hemphill approved the Form 2A contract by way of letter to MASBO, MAST, MASS, and MTS. Attached hereto and marked as Exhibit "D" to this my Affidavit is a copy of Ms. Hemphill's letter.

14. To the best of my knowledge, at no time subsequent to receiving Ms. Hemphill's letter of April 2, 1985, did MTS indicate to me or anyone else at MAST that the Form 2A contract was not properly approved for use. In fact, on or about May 8, 1985, Murray Smith, the then MTS president, published a notice in the *MTS Update* indicating that a new form of contract which was to be used for short periods of employment had been authorized by the Department of Education. Mr. Smith's concern at that time was simply that there were no firm guidelines as

to when the Form 2A contract should be used. Attached hereto as Exhibit "E" is a copy of the bulletin in the *MTS Update* dated May 8, 1985.

15. On or about October 4, 1985, MAST circulated guidelines to all of the school boards in Manitoba to provide assistance for its members in utilizing the Form 2A contract. The guidelines were consistent with the discussions that had taken place by the committee during the development of the Form 2A contract. Attached hereto as Exhibit "F" to this my Affidavit is a copy of the guidelines.

16. On or about April 7, 1986, MAST received a letter from Glen Nicholls, the then Assistant Deputy Minister of Education, indicating that the Minister had received suggestions that the Form 2A contract was being misused, and requesting our response to possible legislative amendments that would stipulate when a Form 2A contract would have to be utilized. Attached hereto as Exhibit "G" to this my Affidavit is a copy of Mr. Nicholls' letter dated April 7, 1986.

17. As a result of receiving Mr. Nicholl's letter, the then Executive Director of MAST, Norm Harvey, and the then President of MAST, Doug Mosset, met with the then Minister of Education, Jerry Storrie. Following that meeting Mr. Storrie wrote to Mr. Mosset on August 11, 1986, outlining his understanding of MAST's position as to the required use of a Form 2A contract for temporary teachers, and requesting MAST to confirm its position. Attached hereto as Exhibit "H" to this my Affidavit is a copy of Mr. Storrie's letter dated August 11, 1986.

18. The MAST Executive appointed an *ad hoc* committee to consider MAST's position with respect to the use of the Form 2A contract. Attached

hereto as Exhibit "I" to this my Affidavit is a copy of the *ad hoc* committee's report to the MAST Executive dated September 10, 1986. Mr. Harvey then wrote to Mr. Storrie on September 30, 1986, and advised that MAST would encourage school boards to use the Form 2A contract within the general guidelines outlined in Mr. Storrie's letter of August 11, 1986, and that MAST would continue to monitor the use of the Form 2A contract. Attached hereto as Exhibit "J" to this my Affidavit is a copy of Mr. Harvey's letter to Mr. Storrie dated September 30, 1986.

19. In the fall of 1986, MAST was made aware that MTS was communicating directly with the Minister of Education as to the use of the Form 2A contract, and was also conducting a survey of its local division associations to determine how the Form 2A contract was being utilized. By memo dated November 7, 1986, MAST brought this information to the attention of its members. Attached hereto as Exhibit "K" to this my Affidavit is a copy of that memo.

20. At the same time, MAST conducted its own extensive survey into the use of Form 2A contracts by school divisions and school districts, and requested information from MTS as to the results of the MTS survey. After reviewing the results of its own survey, and in the absence of any information from MTS, MAST could find no basis for the concerns raised by MTS, and concluded that the Form 2A contract was being utilized by school divisions and school districts in accordance with its intended purpose.

21. On July 28, 1987, representatives of MAST and the Department of Education met to review a draft regulation which had been prepared on behalf of the Minister. As MAST had had no input into the draft regulation, and had had no opportunity to review the regulation prior to the meeting, it was invited to prepare written comments with respect to the draft regulation for consideration by the Minister. Attached hereto as Exhibit "L" to this my Affidavit is a copy of MAST's written comments.
22. In conjunction with the comments provided to the Minister, MAST conducted a further survey of school divisions and school districts to determine how the Form 2A contract was being utilized. On the basis of the information it received, MAST again could find no evidence that the Form 2A contracts were being used other than in accordance with the purpose for which it had been developed.
23. At its annual general meeting in 1988, MAST adopted a resolution to continue the terms of usage of the Form 2A contract which had been in effect. As suggested in the letter of the then Minister of Education, Len Derkach, to the then President of MAST, Verne Kulyk, dated December 9, 1988, it appears that this resolution may have been misinterpreted by Mr. Derkach as a request or recommendation by MAST for legislation governing the use of the Form 2A contract. Attached hereto as Exhibit "M" and "N" respectively to this my Affidavit is a copy of Mr. Derkach's letter to Mr. Kulyk dated December 9, 1988, and a copy of Mr. Kulyk's response to Mr. Derkach dated February 1, 1989.

MEMORANDUM

215

TO: Presidents of Division/Local Associations
FROM: Tom Ulrich
RE: Form 2A Contract

The letter from the Minister that is attached to the minutes of the August 20, 1986 Presidents' Council Meeting outlines the position taken by the Minister in relation to the use of the Form 2A Contract. In order that we may determine whether or not school divisions are complying with the Minister's request we need your cooperation in monitoring the use of the Form 2A Contract in your division/district. We are, therefore, requesting that you obtain for us the following information:

- 1) The number of teachers employed in your division/district on a 2A Contract.
- 2) The number of teachers from your division/district who are currently on leave (i.e. DSLP, educational leave, maternity leave, long term sick leave, etc.) for a period in excess of twenty teaching days.
- 3) Any information that you have or can obtain regarding the specific assignments of the teachers employed on a 2A Contract. (Can they be clearly identified as replacing the teachers on leave?)
- 4) Are there teachers being hired for periods in excess of twenty teaching days and who are not being given a contract?
- 5) Are there any teachers who are now on a second 2A Contract? If yes, what was the nature of the previous period of employment of each teacher?

It is recognized that some of this information will require ongoing monitoring. We would request that you provide as soon as possible the information that you can obtain on the current situation at the commencement of the fall term and then update that information as the year progresses.

It is our intent, if misuses of the 2A Contract can be demonstrated, to use the information to urge the Minister to introduce legislation and/or regulatory amendments to restrict the use of 2A contracts.

Thank you for your anticipated cooperation.

Please send the information you obtain to me at McMaster House by mail or contact me by telephone.

86 08 26/dk

Manitoba Association of School Trustees 191 Provencher Blvd., Winnipeg, Man., R2H 0G4, phone



N. G. Harvey
Executive Director

September 30, 1986

This is exhibit " J " referred to in
~~Declaration~~
the Affidavit of Frederick Ray

Whitaway ~~Declared~~ Sworn before me
this 13 day of May 1993

A BARRISTER-AT-LAW ENTITLED TO PRACTICE
IN AND FOR THE PROVINCE OF MANITOBA

Mr. Jerry Storie
Minister of Education
Room 168 Legislative Building
450 Broadway Avenue
WINNIPEG, Manitoba
R3C 0V8

Dear Mr. Storie:

RE: Use of Form 2A

This is to advise that MAST executive has discussed your letter dated August 11, 1986, regarding the above subject.

It was agreed that MAST would encourage school boards to use the Form 2A contract within the general guidelines contained in your letter. MAST would like the opportunity to monitor the use of this contract for the next year and to re-assess our position at that time.

I hope the response is satisfactory to you.

Yours truly

N. G. Harvey /
Executive Director

NGH:jw

Manitoba Association of School Trustees 191 Provencher Blvd., Winnipeg, Man., R2H 0G4, Phone (204) 217



This is exhibit " K " referred to in
~~Declaration~~
 the Affidavit of Frederick Ray

Whiteway ~~Sworn~~ Sworn before me

this 13 day of May 19 93

TO: SUPERINTENDENTS, SCHOOL DIVISIONS/DISTRICTS

FROM: RAY WHITEWAY, DIRECTOR, LABOUR RELATIONS

RE: USAGE OF FORM 2A CONTRACTS

DATE: NOVEMBER 7, 1986

A BARRISTER-AT-LAW ENTITLED TO PRACTICE
 IN AND FOR THE PROVINCE OF MANITOBA

A copy of the attached memo dealing with the use of Form 2A Contracts has been sent to the presidents of all division and local associations.

Please take this letter as notice that the Manitoba Teachers Society is monitoring the use of Form 2A Contracts in your division/district.

MAST president, Doug Mosset, in his monthly report which appeared in the MAST newsletter of October 24, 1986, stated:

"Therefore, I would encourage boards to accept and use the Form 2A guidelines wherever possible, and to please report to the Labour Relations Consultant assigned to your division/district any problems you may be encountering as a result of its application."

Should you be responding to the questions on the attached memo, either to the local association or directly to the MTS, I would appreciate it if you could send me a copy of your response.

Ray Whiteway, Director
 Labour Relations

c.c. Mr. Ed Reimer - Executive Director - MASS
 Mrs. Judy Silver - Vice President - M.A.S.T.
 Mrs. Linda MacIntosh - Past President - M.A.S.T.
 Labour Relations Consultants - M.A.S.T.

attachment

Manitoba Association of School Trustees 191 Provencher Blvd., Winnipeg, Man., R2H 0G4, phone .

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This is exhibit " I " referred to in

the Affidavit of ^{Declaration} Frederick RayWhiteway ^{Sworn} before me

this 13 day of May September 10, 1986

TO: The MAST Executive Members A BARRISTER-AT-LAW ENTITLED TO PRACTICE
IN AND FOR THE PROVINCE OF MANITOBA

FROM: The MAST Executive Ad-Hoc Committee:
Judy Silver, Linda McIntosh and Ray Whiteway

RE: The Use Of The Form 2A

At the June 16th MAST Executive meeting, a written report was presented regarding a meeting held with Dr. Glen Nicholls to discuss the Form 2A contract. The following request from Dr. Nicholls appears as quoted in the report.

"The MAST representatives were asked to submit, in writing, what MAST considers to be appropriate use of the Form 2A contract. We were also asked to state our position on the 20 day and 2 year limitation."

In reviewing the provision of information to Dr. Nicholls, it was suggested and moved by Linda McIntosh, seconded by Barbara Buffie, "that MAST invite MASS and MASBO to participate in the response to Dr. Nicholls; and that a committee be struck to study the Form 2A contract. The committee is to consist of two trustees and one staff person".

On August 26th, the MAST committee along with Dennis Stefanson (St. James-Assiniboia) representing the Manitoba of Association of School Superintendents and Andre Chaput (Seine River) representing the Manitoba Association of School Business Officials met to study the Form 2A and subsequently consider a position to recommend to the MAST Executive with regard to:

- 1) the appropriate use of the Form 2A contract
- and -
- 2) a position on the 20 day and two year limitation.

A considerable amount of background information was reviewed by the committee, a large portion dealing with format and positions previously taken by the various educational organizations regarding the Form 2A contract. A letter (copy attached) dated August 11th, 1986 to our President, Doug Mosset, from the Minister of Education was also scrutinized. Mr. Jerry Storie stated:

"It is my understanding that the Manitoba Association of School Trustees supports the required use of a Form 2A contract for a temporary teacher who is:

- employed for a specific assignment of less than one year's duration, that is, for a period of more than twenty days, and continuing not longer than the June 30th next following; or
- replacing a specific teacher employed under a Form 2 contract during the period of that teacher's leave of absence, which could be for a full year, or more than one year.

Would you please confirm that MAST is in agreement with these requirements for use of the Form 2A temporary contract?"

The committee unsuccessfully attempted to reach Doug Mosset to clarify the content of the Minister's letter and MAST's stated position therein, and to obtain information on a meeting of MAST officials and Mr. Storie held July 24th. The Executive Director of MAST, Norm Harvey, provided the explanation that, pursuant to a meeting he and the President had with the Minister of Education on July 24th to discuss the Form 2A employment contract, the above mentioned stand was in fact taken on behalf of MAST. At this meeting, Mr. Storie indicated his reluctance to legislate any amendments to the Form 2A by way of Regulation or The Public Schools Act; he suggested that school boards be encouraged to police themselves.

THE APPROPRIATE USE OF THE FORM 2A CONTRACT

Much discussion by the committee centered around the appropriate use of the Form 2A. Since this is the first year the Form 2A contract has been in use, and whether it is a new form or had been introduced as a new Section in The Public Schools Act, it requires time and practical application for all the kinks to be worked out. The committee believes that, with time and discussion, the various groups involved in education will work out practical procedures and a greater understanding of the contract.

Concerns were raised regarding the use of the words "specific assignment" and "replacing a specific teacher". It was the committee's perception that it may not always be in the best interest of the students to hire an external replacement for a teacher, particularly where a specialized program is involved, when an internal replacement may be more appropriate. The problem would be that a replacement for the internal teacher who had been transferred on a lateral basis would be needed and the use of the word "specific" might not allow this to occur. The committee felt that this might appear to be an inappropriate use of the Form 2A even though it would be in the educational interest of the community. This situation should therefore be clarified and agreement be reached by way of mutual understanding of all organizations involved to allow for the replacement of a teacher affected by a lateral transfer.

A POSITION ON THE 20 DAY AND TWO YEAR LIMITATION

The committee suggested that a fixed 20 days to sign a teacher to a Form 2A should not be a requirement; it should continue to be a

benchmark which school boards could use if they knew the expected duration of a teacher's leave prior to the teacher taking a leave of absence.

By way of example, if a board knew a teacher would be on leave for a specific time then a replacement could be hired on a Form 2A contract from the first day of employment. However, in the case of illness where the length of time a teacher is away is not known by the teacher involved (eg. a minor illness has been complicated and the return of the teacher is prolonged on a day to day basis), the replacement could be signed to a Form 2A contract if and when the length of duration of the leave became known and that period of time exceeded what is reasonable. It would make no practical sense signing a teacher to a Form 2A employment contract on the 21st day if a teacher's return was eminent.

A situation regarding a term longer than 20 days currently exists with the consent of the Manitoba Teachers' Society. Specifically, the Group Life Insurance Plan, sponsored by both MAST and MTS, defined employee as quoted in the following motion:

"Definition of Eligible Employee - Employment Under Temporary (Term) Contracts"

Cooper-Iwasienko: That the definition of eligible employee be confirmed as follows:

a) Teachers

All full-time and regular part-time teachers signed to a Form 2 contract are required to join the plan. All teachers signed to a Form 2A contract are required to join the plan if the duration of the contract is 120 calendar days or more. Teachers signed to a Form 2A contract of less than 120 calendar days are not eligible to join the plan.

Temporary or substitute teachers not under contract are ineligible.

b) Non-Teachers

All full-time and regular part-time employees, who at the date of employment are expected to be employed for 120 calendar days or more, are required to join the plan. Temporary employees of less than 120 calendar days duration are ineligible to join the plan.

And that coverage be effective immediately for all teachers and non-teaching employees who satisfy the eligibility requirements stipulated above.

Carried"

The committee recommends that we communicate to school boards and their administrators, with the assistance of MASBO and MASS, that the 20 days be used as a benchmark in signing teachers to a Form 2A contract if

the absence of the teacher is to be a finite period of time known to the school division prior to commencement of said leave. Where the absence of the teacher lacks clarity and the precise date of return is unknown reasonable guidelines be first and foremost in signing replacement teachers to a Form 2A contract.

When discussing the two year limitation, the committee was pleased to note that the Minister could see the Form 2A being used for a "full year, or more than one year" (letter of August 11, 1986). The committee pointed out however that there was nothing prohibiting a division from signing a teacher to successive Form 2A contracts if circumstances dictate such. Since the Minister has indicated agreement in this area, the committee feels it need not comment further.

A RECOMMENDATION

In closing, the committee wishes to take "literary licence" and make the following comment. We believe that, as with all things new, time is needed for matters to fit into place. The manner in which the Manitoba Teachers' Society has raised its concerns, by going directly to the Minister, is most inappropriate. We go on record as saying that when a matter becomes one of provincial importance, the MTS should discuss it with provincial educational organizations prior to raising it with the Minister of Education as a complaint. We believe that the allegations should be investigated and appropriate measures taken on the part of those parties involved to work out differences before steps are taken to legislate a resolve to those differences. We suggest that the President give consideration to conveying to the MTS this message with the gentle reminder that this could have been a topic for the MAST/MTS Liaison Committee to study. We further suggest that the Minister be made aware of how we perceive the handling of differences should be dealt with in the future. Only as a last resort would we expect the MTS or our organization to raise matters such as this with Mr. Storie when a resolution cannot be reached by joint discussion.

Respectfully submitted,

Linda McIntosh

Cindy Silver,

Ray Whiteway



THE UNIVERSITY OF MANITOBA

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Stanley B. Straw, Ph.D.
Associate Dean
(Graduate Programs
and Research)

May 17, 1993

Mr. Jim Treller
33 Greene Avenue
Winnipeg, Manitoba
R2K 0L2

Dear Mr. Treller:

Thank you for sending me the (1) clarification of how research subjects will be identified; (2) indication of how identities of those being taped will be handled, and the disposition of the tapes following compilation of data; and (3) copy of the letter indicating school division support, concerning the proposed research, "Work Experience and Career Paths of Term Contract Teachers". I have reviewed this information and am pleased to report that it conforms to the ethics policies and procedures of the Faculty. Accordingly, I have attached a copy of the signed ethics approval form.

Good luck with your research.

Yours truly,

for
Stanley B. Straw, Ph.D.
Chair, Research and Ethics Committee

SBS/ew

Enc.

cc. J. Young, Advisor

