

THE EFFECTS OF THE LOSS OF FORTY TEACHERS
IN THE GREEN BAY INTEGRATED SCHOOL DISTRICT
IN THE SCHOOL YEARS: 1994-95 AND 1995-96

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PATRICIA C. MacDONALD



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GREEN BAY INTEGRATED SCHOOL DISTRICT IN THE SCHOOL YEARS:
1994-95 AND 1995-96.**

by

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ABSTRACT

Declining enrolment and teacher redundancy have been crucial issues for many provinces in Canada and the United States for more than two decades.

In Newfoundland and Labrador, declining student enrolment surfaced as a serious problem in the late 1970's. At that time lobbying by the Newfoundland and Labrador Teachers' Association played a major role in Government's decision to enact legislation (The Schools Act (Teachers' Staffing) Regulations) stating that no more than 2% of any school board's teachers could be lost in any one school year. In 1994, the 2% regulation was amended to phase out, over a two year period, the total number of teaching units accumulated as a result of allocations under the 2% regulation. Amending the 2% regulation meant considerable saving in teacher salaries to the government.

The Green Bay Integrated School District was one of the most severely hit districts in the province. During the 1970's and early 1980's enrolment was fairly consistent, but by the late 1980's steady declines had begun. A Welcome Back Program created by the district during the late 1980's and early 1990's encouraged adults to take courses in local schools and these students were included in enrolment numbers. When the program was discontinued, the district's student

enrolment plummeted. This decline in student enrolment meant that fewer teachers would be needed. As a consequence of the 2% regulation, the surplus teachers were not all lost at one time. Each year the district cut its numbers by only four teachers, the maximum that could be lost in any one year.

In 1994-95, the district had to remove twenty-four teachers, and another sixteen in 1995-96, as decided by the Department of Education. It is expected that up to twenty-seven more teachers may be lost in the Green Bay Integrated School District for the 1996-97 school year as the phase out of the 2% regulation ends. One would expect that such drastic measures will affect students, teachers, and administrators in this district.

This thesis looks at the effects of the loss of forty teachers from the Green Bay Integrated School District over a two year period. The focus is on the eight schools that offer high school courses, from grades seven to twelve, four of which are all-grade schools.

The findings reveal that most schools have had to combine classes, and cut back on specialty programs and extracurricular activities. In addition, teachers have had to deal with heavier workloads and have felt added stress because of work, job insecurity and suffering morale.

As a group, the teachers in this district are highly educated and experienced. The aging of staffs is particularly significant as layoffs done according to seniority result in the younger, more currently trained teachers being terminated.

Thus far the smaller, all-grade schools have been most negatively affected. Cuts in their schools have made already heavy teaching loads even heavier. In the larger schools the loss of teachers has been easier to accommodate. Optional courses and some programs have been cut, but overall the effects on these teachers relate more to morale and job security issues.

These two matters not only affect the teachers themselves, but may be transferred to students through teachers' attitudes and job performance.

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Chapter 1

OUTLINE OF THE STUDY

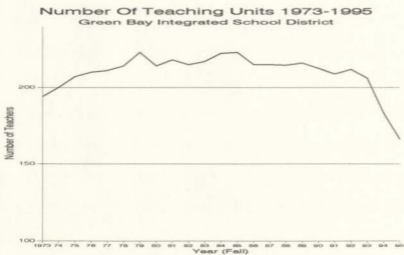
Introduction

Across Canada for the past twenty-five years, declining student enrolment has emerged as a major educational concern. As a result, much attention has been directed in this area and ensuing studies and conferences looked at how best to deal with fewer students, and the laying off of qualified, well-trained teachers, while maintaining a high quality education. Newfoundland has not been immune to this situation. Indeed, many school boards have had to close schools, bus students longer distances, and lay off teaching personnel.

In the mid 1970's, because the enrolment decline was so extreme in some particular areas of Newfoundland, the Newfoundland and Labrador Teachers' Association lobbied Government and found a way to control the number of teacher lay offs in a school board for a given year. Originally, no board could lose more than three per cent of its teachers in any one year, but after a year it was changed to two per cent. This slowed the loss of teachers and allowed schools with sharply falling enrolment to continue to offer a fair standard of education. This regulation, referred to by many as the 2% clause, was put into effect in 1979. Since that time enrolments in some school boards declined at a rate greater than the 3% specified in Teachers' Salaries regulations and were thus able to

retain teachers at a higher rate than other boards. This pool of additional teachers retained by the school board is referred to as a hold back. Simultaneously, the Province of Newfoundland was experiencing severe economic conditions with the failure of the cod fishery and the reduction in Federal transfer payments. Because the government needed to save money the obvious declines in student population made the number of teachers in 'hold back' a target for budget cuts. Seizing the opportunity, in the spring of 1994 the Government amended the regulations, ending the 2% savings, giving the affected school boards three years to lay off all their excess teachers. This was especially severe in the Green Bay Integrated School District where thirty-five teachers were in hold back AND enrolments continued to decline. Figure 1 shows the number of teachers employed in this district from 1973 to 1995.

Figure 1



Board numbers which include all teachers, co-ordinators, assistant superintendents, superintendent, itinerant teachers and special units.

This thesis, which was conducted in the form of a qualitative case study, determines the causes, and examines the effects of the loss of forty teachers from the Green Bay Integrated School Board over a specific two year period. It focuses specifically on high schools and teachers affected by these extreme cuts.

Researcher's Point of Departure

As a high school teacher in the Green Bay Integrated School District I have seen the decline in enrolment and the consequential loss of forty teachers from the District's eighteen schools. I have heard and seen the repercussions this has had on the teachers and administrators in the District. I feel it is necessary to investigate how teachers and schools have been affected by this intense downsizing.

Background

When the local United Church and Salvation Army schools amalgamated in 1965, the Green Bay Integrated School District was formed. It is located in central Newfoundland, on the province's Northeast coast. Statistics from the Department of Education (March, 1990) indicate that this School Board is 100% rural, covering a distance of more than 150 miles from one end to the other. Thirty per cent of its schools are small. The teacher-pupil ratio in 1993-94 was 11.5 using student enrolment of 2314 and 200.75 teachers, excluding the superintendent and co-ordinators (Press, 1992). In 1992-93 only five of the seven co-ordinator units were used as co-ordinators and the remaining two used as classroom teachers (Moss, 1994).

Economic Base of Green Bay Area

The Green Bay Integrated School District is located on the Northeast coast of Newfoundland. Its economic base has come from resource industries such as mining, fishing and forestry. The larger communities of Baie Verte and Springdale provide Government and other services to the surrounding smaller towns. With an almost complete shutdown of all local mines and a moratorium on the cod fishery, many jobs have been lost in these areas, which at one time were major employers. Forestry jobs are also being lost as wood sources are depleted and mechanical harvesters replace manpower.

At the present time, in Springdale and Baie Verte the largest employer is now the Government, with employees working in hospitals, senior citizens' homes, post offices, human resource development centres, highways' depots, ferry terminals, community colleges, and schools. Other major employers include construction and logging companies which provide mostly seasonal jobs; small stores which employ primarily part-time workers; and mineral exploration companies which have the most potential in 1995 with major mineral discoveries in Northern Labrador and on the Island.

Because employment opportunity is so uncertain, many young and middle aged people leave the area to find more stable work. Some adults go to find jobs, leaving their children with family members until they are settled. Later, the children are transferred to schools outside the district, usually outside the province.

Student Enrolment

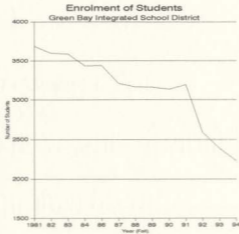
This continual loss of students, indicated in Figure 2, impacts negatively on many facets of education in the district. Schools are unable to plan, with confidence, for the next school year. Class size and teacher allocations in each specific school are based on numbers of students expected in September. Timetabling and other scheduling are done, only to find students move unexpectedly over the summer, throwing Spring plans out of kilter. The loss of students also means the school risks losing more teaching units the next year, as the number of teachers is based on student enrolment.

A few examples of the numbers leaving are indicated by the experiences of two schools. In June 1994, a high school with around 200 students had projected enrolments for the following September, using numbers from their grades, passes, repeaters, elementary students going on to grade seven, and so on. In September there were twelve fewer students than they had projected. The principal explained the seriousness of this loss. It could mean half a teaching unit lost to the school when staffing is determined by the teacher-pupil ratio. In another larger high school three students transferred out in May 1995, an unusual time of the year for families to move. The parents had found work and everyone had to leave. These two cases illustrate the serious decline in student enrolment which exists in every school in the district.

This out migration, coupled with smaller family sizes has had a significant effect on education in the Green Bay Integrated School District. At a presentation at the

Symposium on Declining Enrolment, John Harte (1981) said that if Green Bay's enrolment dropped below 3,200 students it would be devastating. The September 1994 enrolment for the Green Bay Integrated School District was 2,231, a full 1,000 fewer students than had been predicted in 1981. So, according to Harte's prediction, this decline in enrolment could be expected to be truly devastating. Figure 2 illustrates the drastic decline.

Figure 2



The School Board has had to contend with these losses, but until Spring 1994, the 2% regulation in the teachers' collective agreement had been protecting them from losing teachers as rapidly as the decline in the number of students. This enabled the board to maintain small rural schools with a relatively high standard of education. Every student in the district had fair access to schools close to home. Over the years, some small primary/elementary schools have been closed and/or amalgamated. In the early 1970's

the board had around forty-five schools. In 1994 there were eighteen schools, including three joint service schools with other boards. With the loss of forty teachers over this two year period, 1994-95 and 1995-96, more schools are closed, and primary children are bussed longer distances, some over gravel roads. Also, there are two schools on islands connected by ferries which have interrupted service during winter and spring when Arctic ice often make ferry runs impossible. Obviously, it is both impractical and unfeasible to bus these students to larger schools off the islands.

Causes for the loss of forty teachers

Welcome Back Program

The Green Bay Integrated School District did not have as severe a decline in enrolment in the late 1970's and early 1980's as was felt in many other school districts across the province. Why, then, did this School Board accumulate so many teachers compared to the number of students?

In 1986, the Green Bay Integrated School District introduced a program which was innovative and new to education in the Province. This was called the Welcome Back Program which gave adults in the District's towns the opportunity to attend classes and receive high school credits. These courses used the prescribed curriculum of the Department of Education and were taught by the teachers from local schools. Often the classes were held at night, but some adults did attend classes with the school aged students during regular classes in the day. These adult students became part of the

district's student enrolment numbers, and at one time 450 adults were registered with the board. Teachers were paid for their work with income from the Department of Education based on the regular pupil:teacher ratio. The district was also allotted more teachers as the number of students registered with the board increased as a result of the Welcome Back Program. There were no teachers in hold back due to the 2% clause at this time because enrolment, adjustment to the pupil:teacher ratio, increase in special units for the mentally challenged and the like, stabilized the number of teachers needed in the district.

The Welcome Back Program was encouraged by some in the Department of Education, but because of lobbying by other educational institutions offering adult education and school boards with much higher pupil:teacher ratios, the Welcome Back Program was discontinued in the Fall of 1992. With the loss of this student base, the district was prevented from losing more than four teachers only because of the 2% savings clause. For the next two years, even though enrolment dropped drastically because of the loss of the Welcome Back Program and naturally falling enrolments of school aged children, teacher losses were minimal. It did mean that when the Government and the Newfoundland and Labrador Teachers' Association ended negotiations in Spring 1994 with the 2% savings clause eliminated from the new collective agreement, the Green Bay Integrated School District had about thirty-five teachers in hold back. This was determined by using the pupil:teacher ratio of 23:1.

2% Regulation

The Green Bay Integrated School District has been negatively affected by the loss of the 2% regulation from the Newfoundland and Labrador Teachers' Association Collective Agreement that was signed with Government in the Spring of 1994. Since the Government was under considerable pressure to cut back on spending, savings in the Education budget could be achieved by decreasing the number of teachers. At the same time the Province planned to restructure the education system in Newfoundland along interdenominational lines.

Because many areas in Newfoundland had suffered, and continue to suffer, drastic declines in enrolment, the 2% regulation was initiated to maintain a more constant number of teachers in school districts. The decline in student enrolments, which has been a reality for education systems in many parts of North America, began to have a significant impact on Newfoundland schools in the early to mid seventies. Many involved in education at that time, including the Newfoundland and Labrador Teachers' Association, school boards, and government, expressed concern over the effect an abrupt decline in student population would have on school programs, as long as the teacher allocation formulae continued to be applied on the basis of enrolments. In order to moderate that effect and to secure some degree of stability for the province's schools, the government passed an amendment to the School's Act (Teachers' Salaries) Regulations in 1979 which read:

"In districts with declining enrolments, the reduction of teachers' salary units in any given year shall be limited to 3% of the total units allocated in the

previous year under these Regulations, excluding allocations on account of handicapped or native children."

In further recognition of the problems associated with declining enrolments, Government amended the regulations in 1982 by replacing 3% with 2%. The collective agreement for the period September 1, 1982, to August 31, 1984, included a letter which guaranteed that the 2% savings clause would not be amended for the life of that agreement. A letter of guarantee also appeared in every subsequent agreement since 1982.

The inclusion of this savings clause meant that there were a number of Newfoundland school boards which employed more teachers than they would normally be permitted under the regular teacher allocation formulae. These positions would disappear because of the cumulative application of the 2% rule after the decline in enrolments began to level out. However, they would be lost at a rate which would give the school boards an opportunity to make adjustments in program to minimize the negative educational impact.

After negotiations concluded between Government and the Newfoundland and Labrador Teachers' Association in the Spring of 1994, the collective agreement no longer included a guarantee to preserve the 2% savings clause. Instead, there was to be a two year phase out of the savings clause. School districts no longer had protection against declining enrolment so teaching units could be lost en masse with major effects to education in Newfoundland (Newfoundland Teachers' Association, 1993).

While the 2% savings regulation existed, the Green Bay Integrated School District could lose on average no more than four teaching units in one year, regardless of student enrolment. Since student enrolment continued to decline, the School Board had accumulated more than thirty-five excess teachers. In the Spring of 1994, using the total number of teachers in hold back in the Province, the Department of Education employed a new formula, which was not made public, to determine the number of teachers allocated to each district for 1994-95. The Green Bay Integrated School District would lose twenty-four teachers and an assistant superintendent.

Since enrolments were still falling, the number of teachers in hold back continued to increase. Consequently, in the Spring of 1995, when the Government informed the School Board of the numbers of teachers to be lost, the sixteen units for that year included four for the maximum allowed under the 2% regulations. The Superintendent, Dr. Larry Moss, predicts that in the Spring of 1996, there may be up to twenty-seven additional teaching units eliminated for the Fall of 1996. This number comes from the eighteen units still in hold back and another nine due to continuing declines in enrolment as the valuable protection of the 2% regulation is eliminated. At this time the Green Bay Integrated School Board will have the appropriate number of teachers according to a pupil:teacher ratio of 23:1. Administrative personnel such as the Superintendent, Speech Pathologist, Educational Psychologists, and special criterion referenced units will be also employed by the School Board, since they are allocated according to a different ratio.

The removal of these teachers from the school district would mean the Government's efforts to save money could have far reaching effects on the educational opportunities for students in the Green Bay Integrated School District.

Small Schools Allotments

Because the district is rural and has many isolated, small schools, the small schools allotments mean a great deal to the area. In 1994-95 there were 14.61 units attributed to the small schools allotments and for 1995-96, there will be 13.98 units. The allotments permit these schools to offer adequate programs in schools where the number of teachers under the regular allocations is insufficient.

These small schools receive special allotments so they can offer comparable programs to the district's larger schools. The superintendent will have to make decisions regarding the viability of these small schools and decide how to juggle staffing so that students in some schools do not have more opportunity than others. This is another indicator of the complex role of the superintendent in this time of fluctuation.

It is expected that the downturn in the Newfoundland economy, due in part to the Northern Cod moratorium, will contribute to further declines in student enrolment, as many rural Newfoundlanders are forced to leave the area in search of employment. Because of these continuing declines in enrolment and the loss of the 2% savings clause, the

Green Bay Integrated School District lost twenty-four teaching positions from June 1994 to September 1994 and sixteen more for September 1995.

It appears that such drastic cuts in staff numbers could have serious effects on school programming, morale, and job insecurity. Schools may be unable to offer as many courses and extracurricular activities to their students as there may be fewer teachers to work with the students.

How will equal educational opportunity be obtained for the students of this rural Newfoundland district? How will schools and teachers be affected by such drastic cuts in their numbers? How will teachers cope with the changes in their workload? Will teachers have to teach courses in which they have little educational training or experience? How will principals choose which courses to drop? How will the size of classes be affected? Will low morale and teacher resistance become evident, or will teachers meet these new challenges optimistically? How will the Green Bay Integrated School Board plan for such declines?

The Study

In an effort to determine how the Green Bay Integrated School District has been affected by declining enrolment and teacher redundancy, I asked high school teachers and principals to describe how their schools had been affected by the loss of teachers. Issues covered included the courses and programs high schools have had to discontinue; the

changes to individual teacher workloads, and the relationship between age and change processes of remaining teachers. I focused primarily on high schools because their programs, extracurricular activities, and overall structure are greatly affected by the loss of teachers.

This is not to diminish the impact the loss of teachers has on primary and elementary schools. Generally teachers at this level will combine classes to make one larger group instead of two. Their students will be in much larger classes, and teachers will have many more students to teach. Smaller schools have had to establish multi-grading. In Green Bay only one elementary school has a music teacher and this position was cut in half, ensuring they would still have some exposure to music. Programming is generally not a prime consideration for elementary schools but there are other serious considerations for the primary and elementary schools that greatly impact on the teachers.

One elementary teacher explained that changes in his school to accommodate the loss of one teacher meant that classes would be doubled up creating much larger groups. Four teachers would have to change classrooms to house the number of students going in each room. He said this is a big adjustment. Their rooms are their territory, with everything arranged the way they want it. Moving will be very traumatic. Three teachers will change the grade they teach and two will split their time between two grades. In one all-grade school, they will lose one and a half teaching units, but they expect that because

of the reassignment of senior teachers in the district, all of their primary and elementary classes will be taught by teachers new to the school in the next year. This may not be the case for all primary and elementary schools in the district, but it does point out the negative effects the loss of teaching staff has on the remaining staff.

Every Senior High School in the Green Bay Integrated School District has had its numbers cut by at least one teaching unit for this two year period. Some of the problems created by these cuts deal with class size, course offerings, extracurricular activities, and teacher security and morale. These, and other issues will be examined in light of the literature review which is covered in Chapter 2 dealing with declining enrolment, teacher redundancy and fiscal restraint.

Chapter 3 describes the methodology used to collect the data and how it was analyzed. Chapter 4 presents the findings and analyzes the data in terms of the implications for schools, teachers, and to a lesser extent, the students. Recommendations are made in Chapter 5 which reflect the major issues culminating from the case study research.

Chapter 2

SELECTED REVIEW OF LITERATURE

To set the situation in the Green Bay Integrated School District in context, I examined the literature pertaining to declining enrolments, teacher redundancy, and fiscal restraint. While much of the related literature comes from the mid 1970's and early 1980's, declining student enrolment and teacher redundancy did not become a serious problem in the Green Bay Integrated School District until the early 1990's. However, the experiences of other boards and provinces provide a clearer understanding of the Green Bay situation.

Declining Enrolment

Researchers began to focus on declining enrolments in the early 1980's. A Statistics Canada report from 1984 gave many sociological factors for the low reproductive rates. These included the changing role of women, particularly their influx into the workforce. Many men and women were deciding to marry later or not at all and, among married couples there was delayed child-bearing or a deliberate choice to remain childless. The rising divorce rate and greater availability of contraception and abortion were also named as reasons for the recent propensity to smaller families. Such phenomena have had a dramatic effect on the face of school enrollment in the country. Obviously, fewer students require fewer schools and fewer teachers (Lipovenko, 1984, Brown, 1967).

Media coverage of the problem throughout the 1980's was equally revealing. Newspaper articles such as, "School enrolment going down. Future not bright for teachers" reported a six per cent decline in student enrolment over a five year period and a loss of 170 teachers over the same time in Prince Edward Island schools (School enrolment, 1978). In Newfoundland similar reports emerged. A headline in the March 10, 1984, The Evening Telegram read "Province to lose 109 teachers." This article concentrated on the declining enrolment situation in large St. John's area school boards. In the February 11, 1984, The Evening Telegram another headline read "Exploits enrolment down and board is concerned." This one pointed to the large number of teacher losses expected in the central Newfoundland area. On November 4, 1987, the Humber Log published an article entitled, "Level of education services affected by declining enrolment" which reported a western Newfoundland board's concerns with the loss of teachers as well as decreased educational funding. Across the province the number of students was decreasing at a steady rate.

During the 1980's the decline in student enrolment in the Green Bay Integrated School District was not as dramatic as in other regions. In a presentation prepared for a Symposium on Declining Enrolments sponsored by the Department of Education, (March, 1981), John Harte spoke on "Declining Enrolments: A District Perspective". Having studied the enrolment patterns of four school districts in the province, one of which was the Green Bay Integrated, he noted:

... the decline for the Green Bay Integrated School Board thus far has been relatively small, enrolment projections done by the Task Force indicate that by the end of the century, the student enrolment will be below the three thousand mark.

Even if we are optimistic and agree that the Green Bay Board's population will decline to around 3,200, that type of loss to a rural board with thirty-two schools will be devastating. (p. 8)

What are the potential consequences of the loss of teachers from any school district? Some or all of the following consequences are likely to apply to Newfoundland schools as well as those across the country. Schools may expect the dropping of particular subjects, loss of specialist positions for music, physical education and libraries, combining of classes in particular grades and the creation of multi-subject and multi-graded classrooms. There will be an increase in the number of students taught by a teacher, and teachers will have a greater variety of subjects to teach. A decrease in preparation time and an increase in the amount of time spent on supervision and extra-curricular activities are likely to be experienced. Administrators will have more courses to teach, resulting in less available administrative time, just as more demands are being placed on those in leadership positions (Russell, 1981).

The Department of Education, the Newfoundland and Labrador Teachers' Association and school boards have a responsibility to address the implications of this reality for aspiring and experienced educators. Since most layoffs in teaching are based on seniority, surplus and redundancy will likely squeeze out relatively younger teachers, and cease to create job opportunities for new education graduates. The side effects of this reality are higher unit costs and no infusion of new blood into the teaching force. This

problem, coupled with the fact that the teaching force is dominated by middle-age teachers, will give rise to fewer hirings or promotions in the near future (Projections of Elementary and Secondary Enrolment, 1980).

Because of school closures and mergers, reassignment and transfers are common. Many schools have teachers who reside outside the school's boundaries. No new teachers are hired because there are no positions available. This has resulted in an aging teaching population, one that is accumulating years of seniority; but it has also resulted in a tremendous accumulation of professional experience (Murphy, 1986). Also, some programs may be negatively affected since teachers may be forced to teach outside their speciality teaching areas without appropriate inservicing.

Overall, this situation is likely to lead to a low turnover of teachers and a phenomenon called "stability of faces". This is a situation where there is a lack of new blood and fresh ideas which takes a district into stagnation. A stagnant condition occurs as a district's staff becomes more remote from its last professional and academic training, and increasingly out of touch with recent developments in its various fields. It also brings increasing costs per teacher as a district's average teacher's salary moves closer to the top of scale. Maximum teacher salary does not necessarily purchase better classroom performance. Also, the 'key' teachers in a school, those who as well as demonstrating high levels of skill, contribute most to the overall 'life' of the school, are not always the most senior in length of service. It may well be the enthusiasm and energy of youth

which contributes most, particularly in cultural and recreational areas. This is particularly evident in larger secondary schools which have a lot of extracurricular activities. The majority of teachers involved may be the youngest members of staff (Schwartz, 1977). With most positions removed on the basis of seniority, this may be especially damaging in terms of the school's effectiveness.

The "last-in, first-out" principle means that teachers are reluctant to move from one School Board to another and even from one school to another within a district. During the last twenty years, movement by teachers, both horizontally and vertically has frozen. Many schools have staffs who have been in positions for very long periods of time. This reluctance to move has created two problems. School Boards have had difficulty attracting qualified administrators who are willing to relocate and staffs are becoming stagnant because there is no influx of new people (Russell). There is potential for change in this situation in this province as the 1994 Collective Agreement between the Newfoundland and Labrador Teachers' Association and the Provincial Government included a clause on the portability of seniority.

Even with this new clause, there has been an elimination of career prospects. Fewer vacancies exist at the senior and intermediate administrative levels. A vice-principal's position may become terminal. With little movement between boards and school downsizing and/or closures, fewer administrative positions become available. Shrinking districts risk losing input from newly trained, innovative personnel, as their most promising

and capable young staff members, bright and ambitious teachers and junior administrators move to districts which offer better chances of promotion (Schwartz, 1977). Today, this may not even be a possibility as talented, potential administrators may never have the opportunity to practise.

An obdurate approach to declining enrolment may inevitably have irreversible effects upon teacher morale, courses and options available to students, the range of extracurricular activities, special education, and flexibility of timetabling. The nature of the teaching job may change radically in many respects. Teacher transfers within school systems may become less voluntary with teachers who are surplus in one school being assigned to another school. Fewer promotions may cause teachers who are upwardly mobile to lose motivation. The increasing number of teachers who hold principal's qualifications, but who may never get a vice-principalship or a principalship, may become disillusioned. They see little hope for advancement in their school, or School Board. The professional staff of a school may tend to stagnate as fewer teaching opportunities are available in other boards, as fewer new graduates are hired and as the staff progressively ages (The Challenge of Declining Enrolments, 1977).

Teacher Redundancy

The number of teachers required in a school district is determined by several factors: the number of students to be educated and the desired pupil-teacher ratio; the amount of

money the public authorities are willing to spend on teachers' salaries; and the average level of salaries per teacher (Zambalza, 1979).

Williams (1979) adds another factor to determining the number of teachers required; the teaching technology in use. Teaching technology incorporates curriculum content and educational organization. Curriculum content defines what is to be taught and learned, and the pattern of experiences desired for the child. Pedagogical methods indicate how teacher-learner interaction is conducted in the different curriculum areas of knowledge and experience. This is done through such activities as lecture, self-study with or without supervision, audiovisual aids, and group projects. These are closely inter-related with learning materials and physical environment.

Educational organization converts curriculum content and pedagogical method for a number of learners into teacher requirements. This is done using three components: average class size, average teacher contact periods required by a class over a complete teaching cycle, and average teaching load per teacher which covers class contact rather than total work periods for the teacher. School district personnel must take all of these factors into account when faced with the news that they must reduce the number of teaching units. The School Board receives its allocation of staffing personnel from the Department of Education and must decide locally which positions are redundant.

The term redundancy is used to describe a variety of teachers' positions. Redundancy simply means too many, but the causes of redundancy are not simple. The most obvious cause of teacher redundancy is declining enrolments. School enrolments are not only dependent on birth rates, but also on the rate at which students pass or repeat grades and on the school drop-out rate. As well, low student enrolment can result from economic crises which force families to relocate to seek employment in other geographic areas.

Another factor contributing to teacher redundancy is the pupil-teacher ratio. This formula determines the number of teachers required and is based on options in several areas in the school. These options include what is to be taught and learned, the teaching method to be used, the average class size, the number of teacher contact periods required by a class over a complete teaching cycle, and teaching load per teacher. Another factor which influences the pupil-teacher ratio is the geographical location of the schools. For example, rural areas will generally have classes below the normal pupil-teacher ratio.

The stock of teachers consists of teachers serving in schools plus those on temporary leave. The teacher stock is composed of those educators carried over from the previous year, but is still subject to decline and loss. Teachers die, get sick, and retire. They take leaves or resign. The stock is always subject to replenishment. The stock has been rising as fewer teachers leave and more enter the profession. It is expected that the number of retirements in Newfoundland schools will increase during the late 1990's.

Fewer departures from the profession will complicate redundancy. These departures may be due to retirement or death, which are fairly predictable. Other reasons include refusal to relocate to another teaching post, and maternity and educational leave. Because departures may vary from year to year, their impact on teacher supply can be rapid and unpredictable.

The final factor influencing redundancy is re-entry and new entry. Re-entry is greater during times of economic slack. This creates a balance of ages in the teaching force and helps sustain training institutions. New education graduates are generally the mainstay of teacher supply but the ones most vulnerable to government policies and to changing job markets.

Other factors keep people and jobs apart. There may be particular areas where surpluses or shortages exist. Geographic immobility also keeps people from jobs. Insufficient knowledge of certain subjects by teachers will produce shortages (Chamberlin, 1980).

Redundancy has implications for teacher well-being, the recruitment and deployment of teaching personnel, and the preference for term and part-time positions. The effects of redundancy reach beyond manpower economics.

One effect of low teacher turnover is morale. It can be very unsettling when a university graduate is unable to find a job. High expectations are formulated after investing many years in what one assumed was a stable future. Not only are graduates affected, but employed teachers may face redundancy. It may be difficult for that teacher to inspire his/her class and nurture his/her professional growth while pondering over his/her financial security and scanning the job market for alternatives. This pressure is bound to affect output and student performance. Another consequence is that students' morale may decline as fewer course options are available to them. This could have a negative effect on the school's retention rate.

In a survey conducted in Ontario in 1980, the effects of teacher redundancy on school programming were studied. Teachers in speciality areas such as music, drama, physical education, writing and visual arts expected to have the number of hours cut. Special programs in other areas such as remedial, enrichment, and extra-curricular activities expected changes, too (Chamberlin, 1980).

The organization of the school boards could be affected. There may be consolidation, twinning, and reductions in the number of superintendents and other personnel. The boards would have fewer department heads and vice-principals and overall less administrative time.

Curriculum support staff numbers could fall because of teacher redundancy. The loss of resource teachers, consultants, and co-ordinators will mean the loss of the main source of instructional help for teachers. In elementary schools, where principals are expected to fill the gap left by cutbacks in curriculum support staff, they are likely to already have more administrative duties.

The quality of teachers selected for positions may improve with the excess of teacher supply over demand. An emphasis may be placed on the candidate's previous social experience, maturity, and motives for choosing a teaching career. Boards may also raise formal qualifications for teachers and universities may stiffen their admission requirements.

Teacher costs per pupil are bound to rise even with the lower pupil-teacher ratios. The reason cited for this is "qualification inflation", a by-product of the higher standards introduced by university faculties and school boards. As better candidates enter teacher training, the composition of the teacher force will move from the lower to the higher salary scales. The aging of the teaching force will exaggerate this tendency. As teachers grow older, "incremental creep" will see the average teacher salary point move from the lower to the upper end of the salary scale.

The use of substitute or supply teachers may change when money is tight and demand for personnel scarce. Substitute teachers, who are relied on to fill short-term contracts,

may be used more for their flexibility and willingness to work at difficult posts. Some School Boards may have only 85-90% permanent and pensionable employees, using temporary employees for the rest.

The final effect of redundancy is the aging teaching force. Some teachers may forego retirement and as enrolments in faculties of education decline, turnover in the teacher force becomes lower and its composition does not change as much. Some say this is good, as these teachers have made teaching a lifetime career. Their courses have better continuity from one year to the next, and some are even more creative, with more progressive methods of instruction.

On the other hand, some argue that the aging is accompanied by conservatism and a lack of imagination. School Boards and governments could devote more resources to renewal, funding innovative programs, and to teacher sabbaticals. Education institutions will also have a responsibility to prepare young teachers to cope with resistance to change (Chamberlin, 1980).

Teacher Resistance

Teacher resistance is rooted in a variety of sources. In an article, **The Human Face of Reform**, Robert Evans (1993) includes a number of characteristics of resistant teachers. These are not inclusive. The teacher's age is one factor. Most teachers are in midlife and midcareer, a time when the stresses of life and work commonly intensify the natural

reluctance to change. Their personal lives have grown more complex, and like other professionals who have spent years in the same job, they are prone to a loss of motivation and a levelling off of performance.

Age creates a number of tendencies which are reflected by some specific traits. There is a shift away from work priorities toward personal concerns, including their health, mortality, and transitions in the family. These teachers have concerns in their lives other than their jobs, as have most teachers, but some seem to have lost motivation and interest. There is a growing focus on material versus intrinsic job rewards. The paycheck becomes more important than the reward of seeing a student achieve a difficult goal. There is a loss of the experience of success with consequent damage to morale. Mastery both lessens the challenge in the job and recognition for performance. Teaching the same courses year in and year out may have negative effects on the teachers and more seriously, on the students. There is reduced flexibility and openness. Resistant teachers may ask why change anything if it already works, or they agree to try something only after others have done so and succeeded.

Teachers on staffs affected by cutbacks may encounter many changes in their day to day routine. One change may be seen in habit. Everyone knows that work becomes much easier once some of the required skills/tasks are acquired and eventually put on automatic pilot - then habit takes over. Therefore, for some teachers, change means doing more work.

Fear and hopelessness are also causes for resistance. Feelings of insecurity and inadequacy may be brought on by fear. A teacher may ask him/herself, "Can I handle everything new that is expected of me?" Not everyone has the confidence, or ability to take on new challenges. Teachers may be reluctant to invest their time on innovations when they have seen the new programs last only as long as the special funding, and then discontinued. Teachers who become enthusiastic about an opportunity to be creative and become involved in new initiatives may get a feeling of hopelessness after there is much investment on their part and there is little to show after a short period of time. These three reasons for resistance, habit, fear and hopelessness, have nothing to do with the age of the teacher, so, age is but one variable (Henson, 1987).

In **Dialogue on Change** Sandra Law (1993) also offers a suggestion as to why teachers resist change. Teachers want to be made equal partners in the change process. They want to feel valued, to be listened to, and to have a say in the decisions that affect them and the students for whom they are responsible. This will be the responsibility of the administration, and the teachers themselves, to ensure they are included in the change process.

Baragar (1990) says that change implies stress and stresses may accumulate without the teacher's knowledge. Teachers should not blame themselves and may be inclined to deny stress. They may be tempted to blame change itself, rather than examine their response to it.

These are some very serious effects of teachers redundancy. There are positive steps which can be taken to offset the destructive effects of declining enrolment and teacher redundancy on morale and educational programs. These include:

- ▶ retraining of teachers to facilitate lateral movement;
- ▶ increased involvement of teachers in decision-making within school systems and at the provincial level;
- ▶ decrease class sizes and increase individualized instruction, especially for the exceptional student;
- ▶ increase time devoted to decision-making, planning, and evaluation;
- ▶ establish procedures for dealing with staffing, transfer, and temporary assignments within school systems;
- ▶ increase the availability of part-time teaching positions, sabbaticals, or educational improvement, and leaves of absence (The Challenge of Declining Enrolment, 1977).

Fiscal Restraint

A decline in enrolment is not the only factor influencing cutbacks in the field of education. A 1988 document titled "Educational Funding: A Fair Share?" (Newfoundland and Labrador Teachers' Association) provides an analysis of the share of public funding for education for Newfoundland and Labrador. In this document, the Newfoundland and Labrador Teachers' Association noted that education, as an area of government spending, had suffered in comparison to other major areas of government expenditure when it came to the cut and thrust of budget preparation. According to the teachers' association, it is necessary to look at the implications of economic recessions and lower levels of funding for education.

In **The land mines of restraint in education** Dr. Henry G. Armstrong (1983) offers a list of "don'ts" to help those who have to cope with fiscal restraint. His advice comes from his experiences in British Columbia in the 1980's. His list of "don'ts" are as follows:

- don't hold false hope;
- don't use bandaids when surgery is needed;
- don't make a science out of pessimism;
- don't assume others are unwilling to share unpleasant decision making;
- don't make invalid comparisons;
- don't apply different rules to education;
- don't inject age-old controversies into economic restraint;
- don't confuse cutting dollars with cutting fat;
- don't mix economic restraint with election fever or party politics;
- don't confuse economic and educational reality with political polarity;
- don't use students as pawns. p.17

During times of financial restraint, the delivery of quality education requires the collective will of educators, administrators, and policy makers. The foundation of this collective will is mutual respect and trust, a consensus on the nature of the problem, and a sharing of commitment and sacrifice (Armstrong, 1983).

Kelsey (1983) discusses how many of the characteristics of public organizations' cutbacks can be applied to cutbacks in the field of education. One point is that the organization cannot be shrunk by simply reversing the process by which it grew. When one change is made, it affects many others in the organization. For example, removing one teacher from a school can have far reaching effects. Teachers in that school may have their courses and time and other responsibilities rearranged to accommodate the lost teacher.

Also, teachers in the surrounding area may be affected as union guidelines determine seniority and bumping procedures.

Another characteristic of public organizations is called the management science paradox. When economic times are good, special units may be added to an organization. Their effectiveness may not be noticeable during good times but would be quite valuable during the downswing. It is at the time they are most useful that they are cut. In Newfoundland, program co-ordinators were hired to oversee curriculum implementation in their boards. As cutbacks have continued, many of these co-ordinators' positions have been cut. At the same time, teachers' workloads have increased and more administrators' time is used for teaching. The need for the co-ordinators' expertise would seem to be more beneficial during periods when governments are downsizing than when they are growing. In other words, at a time when the need for co-ordinators' expertise is greatest, less of the service is available. Government justifies downsizing the number of co-ordinators' positions because of fiscal restraint and the availability of others to carry out co-ordinators' duties. Their work can be done directly through Department of Education officials, other board office personnel such as assistant superintendents, and in the high schools, especially, department heads, who already receive bonuses for their positions.

The final characteristic from public organizations which applies to education is the existence of strong professional norms which may constrain managers' ability to make

cuts. Union guidelines and collective agreements may dictate personnel to be cut. Decisions will not always be straight forward (Kelsey, 1983).

There are also some similarities between educational institutions and public organizations. The first is the participation paradox. It is known that change is more successful when those involved in the situation to be changed are involved in the decision making process. It is also a fact that the need for cutbacks quickly brings reduced enjoyment in working and managing in the organization. With reduced enjoyment, morale will likely decline, as will creativity, at a time when it is needed the most (Kelsey, 1983).

Two problems with the approaches taken by management in cutback situations are the efficiency paradox and the tooth fairy syndrome. The first, the efficiency paradox, implies that some managers defeat the purpose of efficient units when they make across-the-board cuts. The efficient units suffer proportionately more than inefficient ones. The tooth fairy syndrome deals with managers who say, and may believe, that the setback is temporary. When these managers are proven wrong, their credibility suffers and later calls for restraint are met with cynicism by employees (Kelsey, 1983).

There are two reactions to the crises of restraint. One is a denial of the crises, or explaining it away as not our fault. The other uses delay tactics and patching up, where the organization does not deal with the problem head on.

There are specific ways in which decision makers may handle the decisions to be made during times of crisis. There may be high stress which will limit tolerance for ambiguity and decisions may be made before all the information is available. This stress may be so intense that the decision maker may not be able to cope. High stress may lead to increased cognitive rigidity and a reduction of creativity. Adaptability is reduced and the search for alternatives is lessened. One decision may be made based on previous experiences which may not be applicable to the new situation. Crises lead to an increased pace of activity which leads to an increased flow of information and to a heightening of the salience of time. Decision makers will make the more pleasant decisions first, leaving the unpleasant ones for later. They may tend to fixate on a single approach and the pressure of time is allowed to limit the search for alternatives (Kelsey, 1983).

There are a number of actions which can be taken by organizations to help them handle their restraint measures more effectively. They must avoid an excessive reliance on any one prescribed strategy. Implicit assumptions should be questioned and/or rejected and they should develop a management ideology. There is no one best way to deal with restraint. Organizations need some long range plans to help them focus on their priorities. They must be open to suggestions and consider the following four approaches which according to Kelsey (1983) are important when the education system is faced with restraint.

- Recognize the problem for what it is. There is no tooth fairy; the revenue shrinkage is not temporary.

- Recognize your particular dilemma. School trustees have a short term of office. In that time they must also plan for a longer term for the organization.
- Don't stall, set priorities. Across-the-board cuts are not going to work. The only alternative is to decide what is essential for your school system.
- Do it in a way that will elicit co-operation, not competing advocacies. Morale is vital. To borrow a phrase, treating employees well is much less important than using them well. p.15

Calgary Board of Education

There is a real life example of how one school board handled downsizing. When the Calgary Board of Education was hit with major cuts in funding in 1988, they acted immediately. They first established priorities. Their primary one was for the classroom to be impacted the least. People issues were also a major concern. They wanted to keep some optimism alive. Effective, open, two-way communication within the school system was another priority. It was imperative for people to have input and information. To this list the Board added its own financial and political criteria.

Communication was extremely important. Morale was sure to decline, so the Board set out to minimize this negative effect of downsizing. Fear always surrounds the unknown. Speculation increases the size and the depth of the fear. On-going and accurate information about the problem and how it was being handled was needed. The board established an information hot-line, printed special newsletters, made senior personnel available to attend meetings to answer questions, set up a personnel contact line to help employees whose jobs were affected or threatened, and organized career and personal counselling services. External communications were also given careful attention. Parents

were kept informed. Letters were sent to the Calgary business community by the Board Superintendent.

The Calgary School Board was determined to have a balanced budget. How would the Board make the decisions necessary to implement cuts? They established a process which would revolve around consultation, criteria, and communication. Committees were created, and then expanded. Brainstorming and problem-solving techniques were tried. Everyone had a say and the tone was supportive, cooperative, realistic, and positive. Submissions were requested from principals, teachers' associations, and the citizens' task force on the budget. They held town hall meetings where everyone was invited. The consultative process was working to minimize the adverse effects on teachers. Everyone with an interest in education had an opportunity to voice their opinions and had access to all available information (Porat, 1988).

Mineral Valley

Another example with striking similarities to the Newfoundland scenario occurred in Mineral Valley, a rural area in the midwestern United States. This area was rich in minerals and had several large successful silver mines which had operated since 1884. Because of falling silver prices and lack of resource, the largest mine closed and with a domino effect, all other mines in the area closed, too. This had a devastating effect on the area's economy, population, and therefore student enrolment. The area lost many of its well educated citizens as they transferred with the mining companies or left to find

other jobs. Younger miners, with little seniority, also left, with their school aged children. Most unemployed miners who remained in the area had not graduated from high school. The area had a single industry economy and had developed no personal or economic diversity.

The people established many committees and held conferences to brainstorm ways to help their area. Some ways to help everyone included retraining, assistance with job searches, and job placements.

Of course, the schools were radically affected by this economic disaster. Closing schools, rearranging grades, and reducing staff were all necessary because of declining enrolments and loss of revenue for operating the local schools. Teachers' salaries were frozen and every year more teachers were laid off. Everyone in the schools knew that it was only a matter of time before programs would be affected.

A laid off teacher said that it was traumatic. They had had a wonderful staff, like a family, but with some losing their jobs, a rift developed among teachers. The staff reductions were based on seniority, so the younger teachers, many of whom had been hired because of their talent, were the first to go. One administrator said they were losing the creative energy from their district. They were becoming a very mature staff, and having difficulty finding coaches to do extracurricular activities. Many were set in their ways and

had little interest in new ideas, whereas younger teachers were much more receptive to trying something new or volunteering time for this and that.

The teachers also felt another type of strain in the community. There were some feelings of guilt as teachers received a regular salary while most other adults in the area were unemployed.

To cope with the declining enrolments, the school districts shared services and program staff, closed schools, laid off staff, and restructured school grade organization. They received community support through open communication and community and staff involvement in district decisions. Some smaller schools had to be closed, while others had their grades changed, enabling a more efficient use of buildings, personnel, and program.

Through agreements with governments, they established a Vocational Education Administrative Unit in the Mineral Valley. This would expand the courses offered in their schools so students would have access to more courses and prepare them for a wider variety of career choices.

The small school districts began sharing personnel such as a lunch program director, as well as forming a special education cooperative. With so many changes, the teachers were asked to express their feelings about what had happened. The vast majority

indicated that the school district had done the best job it could under the circumstances and they felt that schools still offered a good education. The interdistrict cooperation was well received and seen as a positive outcome because the kids got along with one another; they didn't feel uncomfortable going there anymore. They had enhanced the program, saved money, and had a better social relationship in the communities.

Even so, there had been some problems. Scheduling and transportation had proven to be complex and difficult. Some students had conflicts in scheduling courses needed for graduation, vocational education courses, and courses they wanted to take outside their home district. Another problem dealt with expanding cooperative programs to include offerings such as math, science, and foreign languages.

Parents' concerns included having students in more than one school. This created some hardship in attending school events and supporting school activities. Secondly, more young children were riding busses than in the past.

The people of Mineral Valley had hard decisions to make. Circumstances beyond their control had forced them to completely change their approach to providing a good education to its diminishing number of students (Miller, 1990).

Conclusion

By studying the literature pertaining to declining enrolments, teacher redundancy, and fiscal restraint, the Green Bay Integrated School District's situation can be put into perspective. Looking at experiences in other areas can show how similar problems have been dealt with. There is no one best way, and no two situations are exactly the same, but examining the issue from a historical perspective can assist this school board in managing the loss of forty teachers over a two year period.

Chapter 3

METHODOLOGY

Introduction

I conducted this research in the form of a qualitative case study in the Green Bay Integrated School District. The purpose of the study was to determine the causes of the loss of forty teachers and the resulting effects on the teachers and schools in the District.

Research Site

The research was carried out in the Green Bay Integrated School District in central Newfoundland. Twenty per cent of the teaching force, or forty teachers, were removed from the classrooms during the 1994-95 and 1995-96 school years.

This rural district covers a great distance, over 150 miles between the farthest schools, yet in 1994-95 had only a little over 2000 students. This case study concentrates on eight schools in the District: four all grade schools and four high schools with grades seven to twelve. Two schools are isolated on islands and serviced by ferries.

The following eight schools were included in my study:

Figure 3

All-Grade and High Schools in Case Study

School	Grades	Number of Students	Number of Teachers
Dorset Collegiate	7 to 12	199	17.5
Grant Collegiate	7 to 12	272	21
Beothuk Collegiate	7 to 12	333	24.5
Cape John Collegiate	7 to 12	214	15.5
Valmont Academy	K to 12	118*	12*
H.L.Strong Academy	K to 12	16*	5.5*
Long Island Academy	K to 12	38*	7*
St. Peter's Academy	K to 12	57*	6*

* number of students and teachers for Grades 7 - 12
based on 1993-94 Dept. of Education Statistics

Limitations to the study

Two limitations to this study must be considered. The first is my position as a teacher in the district and my affiliation with many of the teachers. This reality precipitated my use of a questionnaire where I would have less opportunity to interject my personal feelings in an interview situation. Teachers could feel more comfortable answering questions privately and anonymously.

Another limitation involves the completion of the questionnaire by the teachers. In the time allotted to answer the questions they had an opportunity to discuss their feelings with

other staff members. This may have influenced some responses, but the general consensus found in the questionnaires indicates that any shared answers have not negatively affected the results. It is unlikely that teachers from different schools had an occasion to confer on the issues.

Data Collection

In April, 1995, I made official contact with the Superintendent of the Green Bay Integrated School District concerning my intention to carry out a study of the effects of the loss of forty teachers on staff and program in the district's high and all-grade schools. His response was quite encouraging and he gave his full support to my research. I was invited to the April 11, 1995, meeting of all District Principals to describe my project. This gave me the opportunity to explain the research project I was undertaking.

In mid-May I contacted all principals by telephone, giving them details about how I would distribute the questionnaires to their staffs. Every high school teacher in the Green Bay Integrated School District received a questionnaire before the end of May, 1995. They had about one week to complete the survey. The timing was quite important, as June is a very busy time in high schools and I did not want teachers to have the questionnaire take time from their work. One hundred questionnaires were distributed and ninety-five teachers and all eight principals returned them completed. This high rate of response reflects teachers' interest in their profession as well as in their students' educational

opportunities. It also gives the results reliability, as teachers from all over the District answered the questions, many in the same vein.

Because I know a lot of the teachers in the district, I chose to contact all 100 of the high school teachers using a structured questionnaire rather than a personal interview. More teachers could also be reached through the questionnaire route. Closed response questions provided demographic information and open response questions supplied data pertaining to the issues related to teacher redundancy. Survey questions emerged from the material in the literature on declining enrolment and teacher redundancy. The questionnaire also provided teachers with an opportunity for anecdotal responses to the major issues. I sought to determine if the experiences of other areas were being mirrored in Green Bay or if their situation is different.

Some questionnaires were mailed to isolated schools, while others were delivered and picked up personally. The visits to the schools provided me with an opportunity to chat informally with the staff and principals on their turf. I arranged to be at these schools during recess and lunch so more teachers would be available and my presence would not interfere with busy schedules. These informal visits allowed me to observe teachers in their surroundings and to discuss issues which were of particular concern to them. I did not have set agendas for my time at the schools, but I did spend time alone with some of the principals who were quite willing to discuss their concerns with me in unstructured

interviews. Notes were taken after visits to schools to ensure that comments were recorded accurately.

After the questionnaires were completed I interviewed the District Superintendent. This was a formal, semi-structured interview which was tape recorded to permit emerging questions to be included.

Many school board and Department of Education documents were scrutinized for data applicable to my research question. I studied board employment records and student enrolment statistics. These were compared with those available from the Department of Education.

Information provided to the School Board's Staffing Committee was examined to see what data this group uses to decide which schools will lose teachers. A copy of one year's material is included in Appendix C.

Correspondence from the Department of Education was provided by the Board Superintendent. This included relevant information pertaining to layoffs. Of particular interest was the time frame - when the Board is notified each year about how many teachers will be lost.

Data Analysis

After I had collected all questionnaires I tabulated the demographic information. As is explained in Chapter 4, there is some startling information regarding teachers' ages and their years of experience. This demographic data is useful in determining the characteristics of the district workforce.

The additional information on the questionnaires was examined for themes, similarities, differences, and the degree of consensus. This was done by categorizing the information into various themes. Eventually, this indicated the similarities and differences in participants' responses. At regular intervals I returned to the literature to reinforce the emerging information. This allowed me to compare and contrast the data gathered here with the situations in similar settings. It was also arranged under specific headings to help identify the effects of the loss of forty teachers from the district.

This effort led to the compilation of a large quantity of rich data about how the teachers and principals feel about the loss of teachers from their schools. The causes were reiterated in the interview with School Board Superintendent, Dr. Larry Moss, and the effects revealed by the teachers' and principals' responses. The specific data gathered are presented in the next chapter, illustrating the effects of the loss of forty teachers from the Green Bay Integrated School District.

CHAPTER 4

THE FINDINGS

This chapter will elaborate on the effects of the loss of forty teachers from the Green Bay Integrated School District, as reflected in the data. The teachers were lost primarily because of the removal of the 2% regulation from the teachers' collective agreement. This meant that teachers in hold back in the school board had to be removed from the district's classrooms. The high number of teachers in hold back resulted partially from a Welcome Back Program initiated by the school board to encourage mature students to return to school. These adults were included in the student enrolment numbers for the district and therefore figured in the determination of the number of teachers for the school board. At the same time, the district's enrolment of school aged students was steadily declining.

With the loss of forty teachers all schools have lost some staff meaning adjustments have had to be made. Courses have been dropped, classes enlarged, extracurricular activities decreased, and most noticeable, teachers suffer from job insecurity and low morale. This and other information emerge from the data gathered in this case study.

Demographic Data

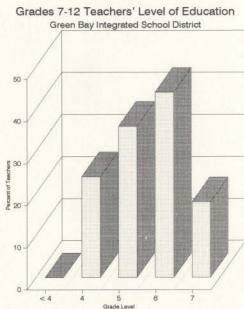
Much of the data were collected from a questionnaire completed by ninety-five of the 100 high school teachers in the Green Bay Integrated School District. The first part of the

questionnaire consisted of specific questions about the teachers' background, education, age, number of years teaching, major at university, and courses taught. This information provides details about the board's high school teaching force relevant to the study.

Education

The high school teachers are very well educated. No teachers had fewer than four years university education, and only 2% had four years. Thirty-six per cent had five years university, 44% had six years, and 18% hold Master's Degrees. Figure 4 illustrates the levels of education of high school teachers who responded in the Green Bay Integrated School District.

Figure 4

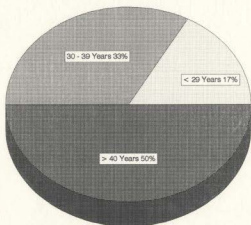


Age

The age of the teaching force is significant as well. The literature points out that an aging teaching force may be more resistant to change. With the loss of forty teachers there will be a considerable number of changes expected at all schools in the district and teachers will have to cope with this. Figure 5 shows that 50% of the teachers in Green Bay high schools are forty years of age or older. Thirty-three per cent are in their thirties and only 17% are under twenty-nine.

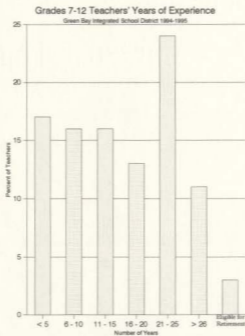
Figure 5

Age of Grades 7-12 Teachers
Green Bay Integrated School District 1994-1995



This is somewhat surprising as the number of years' experience of these teachers is much more wide ranging. It must be assumed that teachers did not all begin working in the same age range, and that teachers are beginning to teach at an older age. Sixteen per cent have fewer than five years experience; 15% have between six and ten years; 16% have eleven to fifteen years; 13% have between sixteen and twenty years; 24% have taught twenty-one to twenty-five years; 11% have more than twenty-six years experience; and 3% or three teachers are eligible for retirement, but have continued to work. Figure 6 shows the high number of teachers who have between twenty-one and twenty-five years experience.

Figure 6



If the loss of approximately twenty-eight teachers in 1996-97 is to be determined by the number of years teaching, referred to as years of seniority, all 17% of those teachers under twenty-nine years of age could lose their jobs. This is the major criteria for determining redundancies so it indicates the seriousness of the job security for teachers of all ages in this board.

The literature reveals that an aging teaching force has both positive and negative effects. A positive view holds that an older group of teachers on staff may indicate a group of teachers who have made teaching a lifetime career. Their courses may have better continuity from one year to the next and some are even more creative. Not all agree with this, though, and believe that aging is accompanied by conservatism and a lack of imagination (Chamberlin, 1980). Another major concern with an aging teaching force is their susceptibility to resistance to change. Evans (1993) maintains that older teachers, those in midlife and midcareer, have more stress than younger teachers and naturally become resistant to any change. He feels that their personal lives may be more complex and after spending many years in the same job are prone to a loss of motivation and a levelling off of performance.

This sample of the negative effects of an aging teaching force must be a concern for the Green Bay Integrated School District. If any of the older teachers in the district are representative of these characteristics, it should be a consideration for the implementation of school programs. Are the students, being taught by an aging teaching force, receiving

the best possible education? Would education in the district's schools be better served with a wider age range for its teachers?

Since lay-offs determined by seniority mean that those with the least experience will be the first to be laid off, one solution to an aging teaching force would be to find alternate ways for teacher reductions. An early retirement package could entice older teachers to leave their jobs and make way for younger teachers. In the Green Bay Integrated School District it would make it possible for the younger teachers to maintain their jobs, by avoiding layoffs. The more retirements, the more hope for younger teachers. They would have more security as well as making valuable contributions to education in the District.

Courses and Grades Taught

The current research on teacher redundancy indicates that often teachers have to teach in areas other than their chosen field. This was not the situation in the Green Bay Integrated School District for the period studied. Most teachers are teaching in areas which either match their training or expertise, or are closely related to their areas of academic specialization.

This matching of university concentration and subjects taught may be the result of two points. One could be that positions lost in schools have been done solely on subject areas. The administration determines which department can do without a teacher, cuts back offerings in that area, and does not impose many subjects on teachers who have

little or no formal education in that subject. Another explanation could be that teachers have more diverse education than expected and are prepared to teach in many subject areas, allowing more course offerings in their schools.

The sizes of the schools, which are generally smaller than city high schools, means that teachers usually have a wide range of grades to teach. Very few teach only senior or junior high. The teachers in the all-grade schools also have multi-graded classrooms with which to contend. In the smallest all grade school, only one teacher on staff did not teach a class from grade seven to twelve. Interestingly, there were no negative comments from any teachers about the grades they teach, and many appreciate the opportunity to monitor students' progress all the way through their high school years.

The number of teachers who said they had not been affected in some way by the reduction of teachers on their staff was negligible. Each teacher responded with effects ranging from completely different course loads to spending less time with extracurricular activities. Some of these effects could have been caused by more than a reduction of staff at their school, but teachers were not asked to differentiate.

This demographic data provides a lot of useful information about the teachers in Green Bay. This has been graphically illustrated to reinforce the significance of such data as teachers' ages and years of experience. This will be discussed in relation to the effects of the loss of forty teachers in the district.

Effects of the loss of forty teachers

One would expect that the loss of twenty per cent of the teachers from any school district would have a noticeable effect on the schools, teachers, and students. This seems to be what has happened in the Green Bay Integrated School District as twenty-four teachers were lost in 1994-95 and sixteen more in 1995-96. How can a School Board continue to offer the same programs to its students when so many of its teachers are removed from the classrooms? How are teachers affected as so many of their colleagues lose their jobs and the employed teachers' job security has become a thing of the past? How are the teachers who retain their jobs affected? Are there certain characteristics of remaining teachers which might have some significance for the education of the students? How have students been affected?

These questions are reflected in the data gathered from high school teachers in the Green Bay Integrated School District. Most schools have had to discontinue or scale back the courses offered to their students. Some schools actually only offer their students the minimum requirements for graduation. Classes are larger as schools have combined groups rather than drop courses. Students have also been affected as fewer teachers in their schools are participating in extracurricular activities.

Generally, seniority has determined which teachers will lose their jobs. This has meant that younger teachers have been removed from the schools, leaving a more senior group of teachers. Actually, fifty per cent of the teachers in Green Bay high schools are over

forty years old. Aging teachers are likely to be more resistant to change, according to the characteristics prevalent to this phenomena. Age aside, teachers are especially aware of a low level of morale amongst their colleagues. They were quite revealing in their comments about morale. Coupled with low morale was a general preoccupation with job security. Few teachers felt they could count on their jobs, even among the most experienced. The loss of forty teachers has had far reaching effects on every aspect of education in the Green Bay Integrated School District.

Limitations on Program Offerings

With no possibility of gaining extra staff, the only way to offer the high school students of these remote areas a full range of courses is to become involved with the Department of Education's Distance Education program. Students can stay at their own school and receive certain courses through teleconference and facsimile connections. Unfortunately, the number of schools able to be involved in this new technology is limited to the number of teachers employed by Distance Education and the restricted number of courses available through this medium. The courses generally available are math, science, and French. Unfortunately, these are not always the courses that students would choose to take. The original intent of Distance Education was to offer advanced courses that smaller schools would be unable to teach because of their limited number of teachers and their expertise. These more advanced courses are not always the best suited to the students in remote Newfoundland communities. The basic requirements for graduation are essentially what is needed, not supplementary, advanced courses.

Another alternative for high school students from remote areas is for them to leave home after grade nine and move to a town where the high school offers the diversity of programs they want. This is not now occurring, but future cuts may force students to leave home. A fourteen or fifteen year old student would have to leave home and board with a family in another community to be able to complete their high school education. This is not a desirable option, but as the number of students and teachers decline it will be difficult to justify offering a full kindergarten-to-grade-twelve program at an isolated school with thirty students as is presently the case.

Not only are the small isolated schools being affected by the declining student enrolment and the accompanying reduction of teachers, but all schools have had to cope with fewer students. Some schools that currently do not have access to Distance Education services, will begin in September 1995. Then four of the eight schools with high school programs will use the services offered by Distance Education. These are also the four schools which offer classes to students from kindergarten to grade twelve.

The four larger high schools in the Green Bay Integrated School District have also lost teaching units. Three high schools have lost at least two teachers over this two year period. One school lost three teachers. One school, Cape John Collegiate, in LaScie, entered into a joint service agreement with a Roman Catholic School Board which allowed the Integrated school to retain its teachers in 1995-96, losing only half a unit in the previous year. Four of the larger schools in the district, Grant Collegiate, Valmont

Academy, Beothuk Collegiate, and Dorset Collegiate are in close proximity to other schools, run by different denominational boards. In order to offer the variety of programs required by students, expected by parents, and preferred by teachers, some agreement to share services may become a necessity. This would not only be deemed essential for the Green Bay Integrated School District but also for the Pentecostal and Roman Catholic Boards which are also experiencing declining enrolments. The level of educational opportunity for the students will have to take priority over who operates which school.

Since sharing high school services has not become widespread in Green Bay, schools have had to cut back on the courses offered. How does a school decide which courses can be dropped or which courses can be accommodated in some other way? In the Green Bay Integrated School District, principals generally make the decision about program cuts, in consultation with the board superintendent. The possibilities may be discussed with the other staff members, but not necessarily. The ultimate decision rests with the superintendent who will take the advice of the principal into account. Teachers have very little say in the decisions pertaining to teacher reductions and program cuts. This lack of involvement in the process leaves teachers feeling alienated. They have a stake in the outcome, both professionally and personally. Some would like to be involved in some way, and if nothing else, be kept abreast of the situation as matters unfold.

The principal will look at the courses being offered and the numbers of students in the classes. The requirements for graduation must be considered as does maintaining the

availability of some choice for students. The school's priorities such as its commitment to music, athletics, or the sciences will be weighed. Only one high school in the Green Bay Integrated School District employs a music teacher. This position was cut to half when the school lost two teaching units in June 1994. Having the half-time teacher meant that students would still have music courses in junior high, and three bands, allowing all students to play. In the past, senior high students' participation in the band program was good, but enrolment in the formal music courses had declined to very small numbers. Therefore, a cut in the music program could be justified.

Schools without music had to cut from so-called core areas. Many reduced the number of courses offered, dropping health in senior high and other courses where few students showed interest. Some still offer as many courses, but instead of two classes of a subject, they will have one. This meant much larger classes of students, but the course would still be available and another course would not have to be cut.

Teachers are not just being removed from schools arbitrarily. They do have fewer students than they had in previous years. One area where schools feel they can manage with fewer teachers is in the area of Special Needs. For the two years studied, half the high schools have decreased their Special Needs teachers. Their services will now have to be taken on by the regular classroom teachers who are not necessarily trained to deal with the students' particular problems. This comes at a time when classes are becoming

larger, too. There is a concern that the students needing special attention will not be adequately served.

Another way to absorb a teaching unit in a school is to double up grades and/or classes. In the four all-grade schools they have decided to do this, but mostly in their primary and elementary classes. More schools in the Green Bay Integrated School District now have multi-graded classrooms. In high schools, doubling up classes usually means instead of having two grade seven classes with twenty students each, there will be one class of forty. Obviously, this has to negatively impact on the quality of education for the students in a class of this size. It must also be noted that these students have been accustomed to relatively small classes through their school years and this increase comes as a major adjustment. Ironically, declining enrolment means larger classes for students.

In schools physical education has been reduced or eliminated, with one scaling down to a half time unit and others dropping a full unit. Junior high is an area where the number of classes per cycle can be altered, but the students will still have access to the program. The senior high classes may have one course available if the teacher has room in his/her schedule. If the physical education unit is lost completely in the school, classroom teachers will have to try to offer whatever their timetables permit. This may be impossible.

Losing a physical education teacher in a school has far reaching effects on the whole school, not just the physical education classes. Often the physical education teacher is the athletic director for the school, taking responsibility for the sports program. With cutbacks in this area, concerns are raised for the future of athletic programs in the district's high schools. Sports provide an incentive for some students to attend school or to perform better in their courses. Athletics and competition give students the opportunity for a well rounded education, not just one concentrated on formal classwork. This is considered a major loss to schools.

As a population we are more aware today of the importance of physical activity in our daily lives. It is reported that physical activity helps people in all aspects of their lives. By having regular physical education classes in schools students have scheduled access to exercise which establishes physical activity as part of their everyday lives. Taking this from schools deprives students of the necessary exposure to physical activity.

When the principal and superintendent decide a school can operate without a full time physical education teacher the decision must be based on the fact that other programs have been given a higher priority. The compromise comes with the half-time unit. The school will still have an athletic program. In one school the physical education teacher was technically only teaching physical education courses about sixty per cent of the time. The other time was filled with religion and consumer studies courses. By making the unit

half-time, the athletic program could be maintained but only their Junior High students will have regularly scheduled Physical Education classes.

This was not possible in all schools that had decided to cut physical education. One all-grade school lost the whole unit and remaining teachers volunteered their time to continue after school athletic programs.

If decisions are left to principals and the Superintendent, their personal biases and preferences could influence which programs will be reduced or eliminated. Courses which are necessary for students' well rounded education could be the ones lost. Ideally, students, parents, and teachers should be consulted and given a voice. Decisions affecting students' long range career plans, participation in physical education and music, and exposure to non-required courses are being made with little or no consultation with the stakeholders.

School councils are being established in many schools across the province with the hope that they will encourage more communication between the district, school administrators, parents and students. An improved relationship between the stakeholders would enable judgements to be made by administrators with the confidence that all understood the logic for such conclusions and therefore received more support from home and school. This is likely to occur if everyone involved has some input into the decision making process. The process involved in making such critical decisions is of utmost importance.

Extracurricular Activities

In all schools, no matter what their size, teachers volunteer their time for activities involving school operation and student activities. There are scores of committees in schools which require teacher time. These run the gamut from school improvement to awards committees. Teachers spend a tremendous amount of time devoted to activities outside the classroom. This is necessary to provide the best education possible to students in their schools. Unfortunately, teachers are feeling more and more demands on their time.

Teachers have particular areas which have special interest to them. Some enjoy working with sports teams, some do not. It is unfair to expect a teacher who has little interest in an activity to take on that responsibility because s/he has that afternoon free, or there is no one else to do it. Teachers are feeling a great deal of pressure from many sources pertaining to extracurricular activities.

Even in schools with physical education teachers, many teachers volunteer their time to coach teams themselves or teacher sponsor teams which have coaches from the community. With major cuts in staff at all schools there are fewer teachers who are interested in taking on this responsibility. Schwartz (1977) says it is also the case that the younger teachers, with little seniority, are the ones being lost from most schools and these teachers devote a great deal of their spare time to extracurricular activities. Many senior teachers admit to not having the interest. They have spent many years

volunteering and would like to pursue other interests. This will mean that some schools will not have the variety of extracurricular activities that they once had.

Teachers admit there is pressure from students to help with extracurricular activities. Teachers realize the dilemma, but say they have other demands on their time as well. With the loss of teachers from every school, many teachers now have to teach courses they have never taught before. This requires added preparation time which contributes to higher levels of stress. Teachers may not only have new courses, but may also have more courses to teach than in previous years. This means fewer preparation periods during school hours. Since the work has to be done sometime, this cuts into the time they may have at one time donated to extracurricular activities. With fewer staff members, day duty, or supervision, has been increased. This takes up the time that had once been available for other uses.

One teacher confessed that there has been more pressure to take part in extracurricular activities, and she has begun saying, "NO". Another teacher said that more time has to be spent concentrating on his courses, and not doing things for which he received neither thanks nor appreciation. The predicament was summed up well by the teacher who said,

I feel guilty when I know we need a teacher sponsor for a various sport, etc. and nobody volunteers. However, given my workload and own commitments, I have no other choice at this time.

Teachers are not trying to deny students the opportunity to take part in extracurricular activities. They have complicated jobs, with little security and low morale. They sense

little appreciation for the time actually spent with these activities and some are saying no for the first time. This, coupled with the decreasing number of students available to take part in these activities, means students will have fewer options and have to take full advantage of those offered.

Extracurricular activities are generally considered an important facet of students' education. They learn valuable life skills during their involvement with various groups at schools. Sports teams provide actual physical activity, promote playing and getting along with others, encourage competition, expect a commitment of time, and require responsibility to self and the team. Other activities such as Student Council and Graduation Class Executives teach students how to run meetings, make decisions, achieve consensus, accept contrary views, and work with other people. Without teachers to work with students in these activities students will lose out on valuable experiences, which are certainly as important as the curriculum in some courses.

Administration

When positions are lost in schools the administrators may or may not be affected. These are the people who do the scheduling and make the decisions about which courses will be dropped and can actually decide how they will be affected personally. In Green Bay the size of the school seems to be the determining factor in the impact teacher loss has had on the administrator.

High school administrators in the Green Bay Integrated School District have been affected. All four of the all-grade principals, three of whom have no vice-principals, teach full-time and have administrative duties as well. Their workload is very heavy and continues to be extremely stressful as they have to make decisions about staffing in their small schools.

The four schools offering only grades seven to twelve have a different scenario. Their principals teach fewer courses - two teach only one course. Their vice-principals teach more courses, but are available to assist in the operation of the school. It is expected that these administrators will have to teach more courses in the future as their schools lose more teachers. This will be necessary if the school is to maintain the number of courses offered. Many of the principals have assumed more supervision duties to lighten the load for their staffs.

The principals did comment that there have been other changes for them. For example, in the past when a vacancy existed on staff, the position would be advertised, applications would be screened, and the principal would have considerable input in choosing the person who would join his staff. This system has changed radically. Today if there is a vacancy, it is often not filled, so the school can use it as one of its positions lost. If the courses are such that replacing the teacher is necessary, the position is likely to be filled by a redundant teacher from another part of the district. One principal said that, unfortunately, he had no say in choosing the best candidate for the subjects and who

would fit into the school's makeup. The superintendent, who is obligated by the teachers' collective agreement to offer positions to redundant teachers, will inform the principal who will be added to his staff. Considerable autonomy is lost to the principals and the best person for a job is not necessarily the one who gets it.

The most significant effect for principals seems to be their loss of autonomy. They have accepted the scheduling and rearranging with fewer staff, but losing the ability to determine the path their school will take is a significant handicap for them.

Board Office Personnel

Not only have the schools in the Green Bay Integrated School District been affected, but the district office staff has had its numbers reduced as well. This has a domino effect because program co-ordinators have considerable contact with classroom teachers who depend upon them for assistance. Unfortunately, as the classroom teacher gets busier with more courses, larger classes, and higher levels of stress, they have less support from their district office personnel.

One assistant superintendent's position was lost in June 1994. His duties had to be assumed by the remaining assistant and the superintendent. In the meantime, three co-ordinators left and two were not replaced. Now there are only program co-ordinators for math/science and special needs. One position has been filled by a co-ordinator for school improvement, but he has been allotted duties in other areas as well. Five years previous,

there had also been program co-ordinators for French, guidance, social studies, and language arts. Teachers now have fewer resource people when they need assistance with programs. This is especially detrimental for primary/elementary and all-grade schools and larger schools without department heads. Few schools in the Green Bay Integrated School District have more than one teacher for a particular course and now there is no one to confer with about subject related matters.

As job insecurity and teacher morale problems build, the support required from district staff would be more necessary than ever. There will be no relief in this area until the Green Bay Integrated School District is amalgamated with a larger central Newfoundland board with more program co-ordinators and support staff. This amalgamation has been suggested and discussed, but no firm date has been set. It is possible that this process may be accelerated as the provincial government continues with its plan to eliminate denominational education.

Effect on Students

Because schools have had to cut back on the number of teachers on staff, this also means that students are negatively affected. As mentioned previously, students may have fewer extracurricular activities from which to choose. Actually, most schools have decreased the number of activities, not intentionally, but because there are fewer teachers to supervise and coordinate. There are also fewer students in schools to take part in these activities. The isolated schools have small numbers and cannot sustain large

sports teams and, therefore, they have to concentrate on individual sports like table tennis and badminton.

Curricular Effects

The courses available to students have also been affected. Schools evaluate programs and determine which courses can be dropped with the least negative affect on the least number of students. Some schools have chosen to drop Family Living 2200, Theatre Arts 2200, Math 3203, Canadian Economy 2103, French, Art 1200, World Geography 3201, Calculus Readiness 3105, Science Technology and Society 2206, Business Math 3202, Canadian Issues 1201, Geology 3203, Music 1104, 2104, 3104, Computer Enrichment in Junior High, and Physical Education. For many students these were elective courses that they enjoyed, a break from the rigors of math, science, literature, and language. The advancements made with the introduction of grade twelve in the early 1980's will be eliminated as schools are forced to offer only the requirements for high school graduation.

The elimination of Family Living 2200 from some schools may have a far reaching effect on students. The course was intended to educate students about such topics as relationships, pregnancy and prenatal development, and child development. Also, social issues including child abuse, dealing with conflict, and the development of self-confidence and self-respect are discussed openly. Many of the social problems experienced today are rooted in the family, forms of violence, child abuse, relationships, and neglect. Perhaps it would benefit society if every student was required to take a Family Living

course to better prepare them to cope with the social problems they may have to face. In this way schools could play a more preventative role in addressing such issues as child abuse and family violence. Family Living 2200 is not the only course that has practical value for students. Before any course is dropped from a school program, its importance should be evaluated. Decisions should not be based solely on scheduling, graduation requirement, or teacher allocation criteria.

Schools are really more than books and tests. They are supposed to be places of learning, in a conducive atmosphere created by the teachers and the students. The attitudes of the teachers directly influence the overall atmosphere of the institution. When teachers are unhappy, discontented, and under considerable stress, this is reflected in their work and their relationships with the students.

Students have no choice. They must attend school, and it is the responsibility of the school system to provide the best education possible. This seems to be in doubt as students are denied courses and extracurricular activities. Their education should be the priority. Students who are potential drop outs must be considered. Many of the courses they have had success with and enjoyed are often the courses to be cut because they are not required for graduation. If there is an increase in high school drop outs it will have a negative effect on all of society. At this time of economic hardship, an education is crucial. Society cannot afford to have undereducated people as these people will not receive the benefits from life that a better educated person will. All students need to be

encouraged to attend school and school should offer them the opportunity for the best education possible.

Teacher Morale

From the research conducted in the Green Bay Integrated School District, it is evident that the morale of teaching staffs is a major problem in all schools. It is assumed that those who enter the teaching profession do so to work with students. Respondents indicated that they want to teach students and encourage them to be the best possible people they can be. When teachers see their schools suffering because of the loss of teachers it is very difficult not to be affected emotionally. Teachers see courses being dropped, class sizes growing, extracurricular activities discontinued, and colleagues under terrific stress not knowing if they will have a job for the next year. These factors are all supported in the literature dealing with teacher redundancy. Also, teachers wonder about the Government's responsibility in providing equal educational opportunities for the province's students. Does saving money at any cost really benefit anyone?

It is startling to read teachers' comments about school morale. Teachers have been very honest in expressing their feelings regarding morale in their schools. It can be seen that teachers are concerned about their jobs, but even more so about their schools and students.

Teachers have felt great anguish during this time of lay offs and cut backs. One teacher shared his feelings.

I have seen teachers crying in the staffroom because of job loss. A general attitude of 'why bother'. No matter how hard you try and the effort you put in you still are only a statistic or number in your employer's mind and can be replaced not because of someone doing your job better, but because they have taught longer.

One has to wonder how people can concentrate on their work with such emotional experiences occurring in their staffrooms. As long as teacher redundancies are determined by seniority, teachers' attitudes will continue to be affected. It is difficult to devote so much time, during and after school hours, for such little recognition.

One teacher wanted to place blame on the government, looking for someone to take responsibility for all the negative things that were happening around him.

Government's lack of concern for student/teacher welfare and the value of education has created an apathetic workforce. Not knowing where one will be teaching the following year, or if, in fact, one will be teaching at all, robs a person of his/her sense of ownership, pride, and drive.

Even if no blame is placed, teachers have a common feeling of despondency.

Cuts have been the topic for a great part of the school year. This has a tendency to cast doom and gloom on the staff. 'When will it be my turn?'

The feeling of 'doom and gloom' has permeated staff.

It is true that most teachers are genuinely interested in their students. Even so, during this time of cuts, teachers have difficulty staying motivated when they do not know if they will have a job later. It would be quite unfair to say that teachers are only worried about their own jobs and how they are affected personally by the loss of teachers. As these teachers' comments reveal, some are concerned about how this will affect their students.

How can a teacher honestly be positive in a classroom and work hard, if he/she may not have this position tomorrow? Are they really going to put 100% effort into their work?

It is getting more difficult to stay motivated when your job is forever on the line.

No sense of job security means more stress! Plus, teachers are less inclined to do 'extra' things such as field trips because time for planning (and desire) is just not there.

Teachers are experiencing more stress due to workloads and new course loads. They are not as willing to give up their time to get involved with other extracurricular activities, etc. The school morale and spirit is suffering.

Teachers do not have enough time for anything other than school work. It is difficult even to take a recess or lunch break when there is so much to be done.

The more you do, the more is expected.

There are other effects which are not experienced widely, but should be noted as a possibility for more schools as further teacher losses are expected. The effects of poor morale are being felt by the community and the students, not only by the teachers. This has led to more serious behaviour problems, as cited by one teacher:

Morale is at the lowest point I have ever seen. Community and student reaction has also led to a deteriorating atmosphere. Vandalism and acting out behaviour are increasing. Staff relations [are] poor.

Teachers look at their place on a staff as that of a special relationship. When teachers are not content in their position on a staff or in the job itself, morale is seriously affected.

Morale has been negatively affected. We have had an open, sharing, collegial staff who have been great to work with. However, now everyone is concerned about retaining their positions and the openness has disappeared. People are keeping their own counsel and not sharing ideas and information as readily.

Morale is low because of teacher reductions. With more reductions coming everyone is preparing themselves. It causes a lot of speculation and evaluating of positions other than your own.

It has become difficult for teachers to feel confident in their positions. This does not just refer to their job security, but to the actual school in which they will work. Some teachers with many years teaching service know they will have a job, they are just not sure in which school they will be working.

When jobs are viewed as year to year, teachers may not feel 'established' in school and even in the community. If [a] teacher views himself/herself as a transient, when he/she wished to settle in an area, it does affect morale in a detrimental sense.

Teachers take their careers quite seriously. With such drastic cuts in their numbers, teachers are aware of the repercussions. They know that their students will not have the same educational opportunity as has been available in the last number of years. There will be less course choice, not as many extracurricular activities, and their teachers' low morale may be reflected in the school's overall atmosphere. Even though teachers are aware of this detrimental situation, they are having a difficult time trying to overcome the feelings of despondency. A young teacher with only seven years of teaching experience sums up the situation:

With further teacher reductions our outport schools will move back ten to twenty years. Less programming, less resources and really less everything. Forever forward. I don't think so!

One older, more optimistic teacher says:

Teachers have a remarkable talent for coping. I believe as the initial shock wears in, most members of any staff, my own especially, will look for ways to make the school, their students, and their careers be the best possible within whatever restrictions arise.

This senior teacher has seen many changes in his teaching career and expects that teachers will cope with this loss of teachers as they have coped with earlier changes.

Unfortunately, changes in curriculum and the structure of education have not had the personal impact on teachers that the fear of losing their jobs has had. It is not easy to say it is okay to lose my job as long as the students are getting a good education.

The face of the teaching staff in the Green Bay Integrated School District will be quite different because of the loss of forty teaching units over a two year period. Teachers have a lot of concerns about their jobs and their place in the education system in this province.

Teacher Redundancy

Most often the teachers who lose their jobs in a school will be the ones with the least seniority, if the courses they teach can be absorbed by others on staff. In primary/elementary schools where subject teaching is not as common, seniority is also the general rule. This means that the teachers remaining will be the older ones with more years of experience. These teachers do have many years of experience, with considerable knowledge in their areas of expertise. Unfortunately, many of them have not been students themselves for many years. It is generally accepted that teachers who continue to educate themselves are more current and up-to-date in their subject areas. This will expose them to current topics and keep them in tune with the world today. Students and courses are more demanding and teachers need to keep abreast.

In the next five years many more teachers will be eligible for retirement. Retirements have been relatively low over the past three years. If older teachers choose to retire, new teachers will only be hired if all the layoffs have ceased. As long as there are teacher lay-offs, many retiring teachers may not be replaced. Most schools are relieved when a teacher on their staff retires because it could mean one less teacher to be laid off in their school if the retiree's courses can be covered by another staff member.

Since many of the teachers who are laid off from larger schools in the district have considerable experience, job reassignment takes place. In 1994-95 twenty-four teaching units were lost, but forty teachers' positions were affected. In 1995-96, with sixteen units lost, again forty teachers' positions were affected. Not all will lose their job or have to move to another school, but there will be some change in their duties for the next year.

When a reassignment takes place, the superintendent will inform the teacher of another position in the district which the laid off teacher may take. This usually means displacing a junior teacher with fewer years of experience. The smaller schools, and particularly the more isolated all-grade schools will be especially hard hit. Their staffs are younger than those of the schools in larger communities. They will lose a teaching unit, and other teachers on staff will be replaced by senior teachers who have lost their jobs in other schools in the district. One all-grade principal said that if the changes expected for his school for 1995-96 take place, there will be all new teachers in his primary/elementary classes. None of the teachers currently teaching these students will return. He said this

is disastrous as none of the teachers who had taught the group previously will be available for consultation with regard to the students' work and capability.

Many of the teachers who are displaced and reassigned to other schools have established households and do not want to relocate their families. Therefore, they choose to commute during fall and spring and make arrangements to stay overnight during bad winter weather. Some teachers travelled up to an hour and a half, one way, from home to school. This means early morning rises and a tendency to leave promptly in the afternoon to get home at a reasonable hour. This can have a negative effect on schools. Teachers are working in an area that has been designated to them, not chosen by them. One's attitude towards a place and a job are affected by the circumstances which brought one there. Often these teachers would prefer to work elsewhere and will stay in the designated school only until something better becomes available closer to home. This is not always the case, though. One teacher whose job became redundant was transferred into a school closer to his home. He had been commuting, by ferry, for a number of years. There are always exceptions.

In a small district, such as Green Bay, when young teachers are laid off and have no option to move into another position, they often leave the area and go to places with more opportunity. This is unfortunate because if positions do come up in a few years as the number of retirements rise, these teachers with good records and experience will have moved on. New graduates will be available but known talent will be lost from the district.

Only a very small number of teachers in this district are not concerned about job security. Some of their comments were quite revealing when asked if they felt their job is secure. Many young teachers commented that they had only a few years teaching and were concerned about their jobs.

No, because I have only been teaching 4 years, my job could be taken by a senior teacher. Narrowly escaped it this year!

I was lucky this year to keep my position. Next year I expect to be one of the positions either cut or bumped.

No, next year I will probably be history as I have very little seniority.

For some teachers, the number of years experience had little to do with confidence in their jobs. The fact that the courses being taught could be dropped was one factor, while the fact that a teacher with more seniority may be assigned to their job was another. This definitely adds to the sense of insecurity as teachers not only worry about their own jobs, but the jobs of those teachers with more seniority.

Teachers can no longer assume that after a number of years as a teacher their job is secure. Even though this may not be the case for any occupation, as there are no guarantees for employment, in the past teachers have felt very secure in their positions. They could plan families, invest in housing, put down roots. Today teachers do not feel this way. Their comments reinforce this view.

No. Although I have 17 years experience, I do not feel my job is secure.

There is no security in our jobs. Security is a term that doesn't exist in our profession today, no matter how long you've been at it.

It is difficult to know. But I don't think anyone's job is secure. There are people losing jobs with sixteen or more years in.

NO. Who can? Not even those with a year before retirement are feeling secure!

No one is secure in his or her position. With lay-offs and resultant "bumping" anyone can be affected negatively.

No one has a secure position in this district. Programs can be dropped, schools can be closed and district offices cease to exist. There is NO security.

Seniority is the predominant factor in determining teacher redundancy. One other contributing factor is the courses a teacher is responsible for. For example, if the French teacher has the least seniority in a school, but no other teacher is qualified to teach French, that teacher will remain in the school. Therefore, specialist trained teachers were considered more secure than those in other areas, such as English, Social Studies, and Mathematics. This is no longer the situation in the Green Bay Integrated School District. Specialists do not feel their jobs are secure.

NO! Physical Education is a program area that is "supposedly" deemed a "fringe" and is one of the first programs to be cut along with being a Junior, my teaching career will be short lived.

No, because teachers in other areas of the district could decide to take course in French, etc. and over a period of time be able to bump me from my position. Anything is possible even if they're not qualified.

No. Seniority is no guarantee of security. Redundancies are declared within a subject area and if my subject area is to undergo a reduction in program offering, then my position may go. This could happen even if I were the most senior member of the whole teaching staff at the school.

Unfortunately, some teachers have lost their jobs. Their positions may have become redundant and they may be unemployed or have been offered positions in another school.

Other teachers have lost their jobs because senior teachers have been reassigned to their positions. It was disappointing to interview teachers who knew they were losing their jobs. After deciding to become teachers and committing themselves to working with young people it must have been discouraging to have their careers interrupted by massive layoffs in their district. Their responses to "Do you feel your job is secure?" include:

No, unemployed already.

Definitely not. I have been cut to half time!

No. I lost mine this year after putting in 5 years of dedicated effort.

No. I've already been reassigned due to staff reductions.

Obviously not! I recently received my lay-off notice. My position became redundant - bumped by senior teachers.

No. I have already been affected once so my chances of being hit again are good.

The only teachers not concerned about their jobs were at or near retirement or were in administrative positions. Others considered that the speciality areas they teach prevent them from being declared redundant. Comments noted earlier show that other specialists do not share their sense of security. As each school is affected differently, there are no blanket policies about which areas are secure. Teachers cannot be sure which programs in their schools will be cut. There are no guarantees. If they are not affected in their own school they may be affected if another school does decide to cut in that program area. Then redundant teachers with more seniority may come in and replace them.

Teachers pay a great deal of attention to the seniority lists for the district which are placed in each staff room every Fall. They carefully check where they stand in relation to all teachers, as well as to other teachers in the district who teach the same courses as they do. It can be quite discouraging for young teachers to see that they are low on the seniority list and the possibility that their jobs could be lost in subsequent years.

There were so few teachers who expressed a sense of confidence in their positions that one must wonder what effect this has on their job performance. Is their job performance affected by their lack of job security? As the numbers reflect, over fifty per cent of high school teachers are over forty years of age. Most would like to feel that their jobs were secure at this stage of their lives. This is not the case for the majority of high school teachers in the Green Bay Integrated School District.

Teachers are not only concerned about their own jobs, but the effects the loss of teachers will have on their students and the school. Teachers' comments reveal this concern to be quite real. While visiting the schools most teachers were interested in discussing education related issues, not just lay off issues.

In one large high school the discussion over lunch centred around the grade six class coming in September and how elementary schools do not provide the high school with enough information about the students. They wanted to know if this was the case at my school and how the whole situation could be improved. Another group of teachers

wanted to chat about report cards. All the conversation centred around students and how to improve their educational opportunity.

During the first week of May when layoff notices are distributed, one would expect talk to revolve around lay offs, reassignment, redundancy, and other labour issues. During my visit, however, this was not the focus, even though all teachers knew why I was at their school.

Teachers' comments, when asked about how their school is being affected by teacher reductions, had some common threads. Their comments showed the high degree of interest they have for their students' level of education. One teacher quite proficiently wrote:

As we lose teachers, we will lose programs.
And as we lose programs, we will lose students.
And as we lose students, we will lose teachers.
And the cycle will continue!

Some teachers showed their concern for students as their schools move toward multigrading.

Students are being cut in their right to education. They are losing out. They do not get the same education in a multigrade classroom.

- next year we will have to triple many classes for certain subjects throughout the school.
- certainly will affect student achievement.

Another teacher realizes the future for his high school students is bleak, and they may have to leave home to complete high school.

The last cuts meant we had to cut programs. There is a possibility our school will not be able to offer the full high school program. I believe this is the hidden agenda of government.

Teachers at the very small schools have seen continuous cuts in their programs. Teachers there are disheartened because they want their students to have the same educational opportunity as all other students in the province. They see the Government as taking these actions consciously, as a means of scaling down their small schools so the only option left is closure. This would mean more bussing or sending students away from home to complete high school.

This also leads to another teacher's comments about his students' ability to compete on a provincial and national level. This could well be a concern for all schools outside major centres in Newfoundland as students are unable to choose from the same variety of courses available to city students.

- less course options available for students (small school like this one is then put at an unfair disadvantage for students competing provincially, etc.)

These teachers have illustrated that they have concerns for their students and not just for their own job security. Their professionalism is evident in their comments about how their students' education and potential are being affected by the loss of teachers.

Teacher Resistance to Change

The problems associated with large numbers of teacher losses can lead to teachers' resistance to change. Several sources in the literature have illustrated the characteristics of such resistance. Teachers will be expected to cope with a lot of changes as their

schools rearrange course offerings, increase course loads, increase the amount of time spent on duty and supervision, increase class size, and expect more contribution to extracurricular activities. All this comes at a time when most teachers in the Green Bay Integrated School District are well into their teaching careers and would prefer to maintain the status quo. Since the changes are going to happen anyway, teachers need to be aware of the characteristics of resistance in an effort to combat as many of them as they can.

Stress

Even without the threat of job security, older teachers are more susceptible to stress. They are in midlife and midcareer and the natural stresses of life are enough to intensify the natural reluctance to change. Their children are getting older and may be entering university, a time of increased financial demands. This is especially true as there have been few financial gains for teachers in the past number of collective agreements. These teachers have often been at the same job for a long time and are naturally prone to a loss of motivation and a levelling off of performance. Teachers who have taught the same courses for many years may have reduced flexibility and openness. Maybe the changes being forced on educators today should be looked at as more of a challenge. Too many teachers get in ruts and are unable to see any other way. Unfortunately, force is not an effective way to get people to change.

To create a more conducive atmosphere for change of this magnitude the process for enacting the change needs to be analyzed. If teachers were included, in some way, in this process for change, they may not feel as alienated. Not knowing what will happen, and having a sense of impending doom hanging over every teacher contributes to the high levels of stress experienced by teachers.

If teachers could be included in the information chain in the district, it would help considerably. Looking at the Calgary Board of Education's situation provides one model. The Calgary teachers were kept up to date by their board. From the very beginning they knew what was happening, how they may be affected, where they could get more information, and where they could get help in coping with the impending job losses.

Habit

Change in habit causes resistance among teachers. This was reported as a serious effect of teacher cuts at one primary/elementary school. Many teachers had to move to new classrooms so the number of students in their classes could be accommodated. The teachers thought this was terrible. They had been in that particular room ever since the school had been built. Moving was devastating. In high schools teachers who have to change or add new courses resist, too. This adds considerably to their workload as preparation for new courses takes a lot of time. Change usually means work.

Fear

Another cause for resistance, which is also associated with adding new courses to a teacher's schedule, is fear. Feelings of insecurity and inadequacy may be brought on by fear. The teacher wonders if he/she can handle all that is expected of him/her. This may be especially evident in teachers who have been reassigned to new schools. They may not know any people on the new staff and concerns about all new students, staff and area will compound the fear. Another side of this is the fact that the new teacher may be taking the job of a teacher who had been on staff at that school for some time. There may be resentment on the part of teachers already working there towards the new teacher who has displaced their colleague. The new teacher would be anticipating many of these feelings and fear would quite likely be experienced. One teacher commented on two of these issues, resentment and inadequacy.

- resentment can develop over who gets what job, so morale will suffer
- numbers in classes will increase and teaching in areas may not be as effective
- teachers may be teaching in areas where they don't feel as confident, adequate, etc. as they should.

Lack of Support

One more contributing factor to resistance to change is found in energetic, enthusiastic teachers who get involved in many activities and then learn that their projects have been cancelled because of financial restraint, or they get little moral support from other staff members. A similar situation now exists in Green Bay. The board has been actively promoting the School Improvement Program and every school has been involved. There is a district program co-ordinator who has been hired especially for School Improvement.

Teachers in the district agree that this is vital for all schools. Each school has a School Improvement Team of two to four members, depending on the size of the school. When the layoff notices were distributed in May 1995, seven members of school improvement teams had been laid off or moved to another school. These teachers were dedicated to improving their school, to making it a better place for their students and themselves. They would no longer be a part of the process of working to improve that school.

One all-grade school principal said:

it would be better if you could keep your team in place over the years. How can you improve a school if you are continually losing staff or having changes made you can do absolutely nothing about.

He was very frustrated that each year someone on his School Improvement Team had been removed from his school. These teachers have received training in the School Improvement Process so they can help the school. Each member lost means a bump in the road to successful school improvement.

A teacher in a larger high school had a similar concern. The teacher said:

Very difficult to think of school improvement and being part of a team when the players change so often. Similar to the NHL, you don't know who plays where, or why, or since when. Can't associate yourself with anything stable.

Involvement in the Process

Teachers who feel they are part of the decision making process are less likely to resist change. Unfortunately, the changes being made in the Green Bay Integrated School

District are being mandated by the Provincial Government who dictates late each winter how many teachers the district will have for the following year. As part of the Green Bay Integrated School Board's policy, the superintendent goes to a Board Staffing Advisory Committee, consisting of two board members, one principal and one teacher. The committee is told how many positions are to be lost in the district and asked to make recommendations about how to remove the teaching units from the schools. They are provided with information about the schools' enrolments, how units were lost in the past, and other pertinent information. A copy of information given to the committee is in Appendix B. If the committee cannot come up with a solution, the superintendent is invited to offer possible scenarios. This committee will approve any course of action to be taken. Then the superintendent, using the teachers' collective agreement, and suggestions from principals about programs they could cut, decides which positions will go in the particular schools.

Teachers feel very removed from the process, having little opportunity for input about how their schools will be affected. The Green Bay Integrated School District Superintendent suggested that teachers do have input, but only if they are included in the process by their principals. Dr. Moss says he informs each principal as soon as he knows units will be taken from that school. He gives the principal time to consider how he would accommodate the loss. It is up to the actual principal how much the staff is included in the decision making process. Some schools discuss the priorities of certain programs and courses to their students. Other principals go through the decision making process

alone, risking feelings of alienation from their staff when they are unhappy with his choices. Teachers also resent the way the Government arbitrarily makes decisions without consideration for the education of the province's youth. One teacher said he finds himself losing enthusiasm after seeing what the government's attitude is towards teachers' efforts.

Porat's (1988) explanation of the Calgary School Board case illustrates ways to include staff at all levels in decisions about teacher redundancy and layoffs. Law (1993) also says that teachers want to be equal partners in the change process. The responding teachers in the Green Bay Integrated School District, so far, have not been given the opportunity to be actively involved in the moves to eliminate forty teachers from their schools.

Plans for the Future

Joint Service

As Superintendent, Dr. Larry Moss, has to plan for the future, and the expectation that twenty-seven more teachers could be lost in 1996-97. In 1994-95 there were eighteen schools in the Green Bay Integrated School District. There were four joint service schools, two with Roman Catholic Boards and two with the Pentecostal School Board. The primary/elementary school in Burlington is administered by the Pentecostal Board and the other three joint service schools are administered by the Green Bay Integrated School District. Dr. Moss has entered into discussions with the Pentecostal Board about

the possibility of more joint services in the Robert's Arm-Triton area. It is reasonable to expect in the future that many suggestions made in the restructuring documents presented to the Department of Education, will be done voluntarily by the area's three school boards. With overall declining enrolments and teacher cutbacks educators are being forced to make changes.

Discussions between the different school boards do not always bring about the necessary changes. Some school boards are reluctant to let go of their schools, no matter how small, or how much better an education their students may receive in a joint service school. This has certainly come to light in the discussion revolving around the referendum on changing Term 17 of the Charter of Rights which would change the way schools are organized in Newfoundland. The churches would no longer have direct involvement in the organization and administration of the schools.

School Closures

The Green Bay Integrated School District has scaled down its operation considerably over the past twenty-five years. In 1971 there were forty-six schools. Many were closed and amalgamated with others. Even in 1992-93 three schools were closed, and another two in 1993-94. This has been seen as an option for reductions, but only when it is impractical to operate the school and it is acceptable to bus students to neighbouring schools. Dr. Moss believes the district has only one other school that may be considered for closure and a joint service with the Pentecostal Board is being investigated for that

area. The remaining schools are considered viable, are too far from larger schools to permit bussing, or are isolated on islands.

All of these losses in teaching units have occurred at a time when the future of the Green Bay Integrated School District has been up in the air. Dr. Moss explained the history, beginning in 1986 with the Warren - Roebathan Report which suggested that by 1991 any Integrated Boards that had fewer than 200 students registered in kindergarten be assessed for viability. At the time, this was the case in the Green Bay Integrated School District. Then the Royal Commission on Education in 1992 also recommended the dismantling of the Green Bay Integrated School District. Other boards have been successfully amalgamated, while some have not, but no moves have been made in Green Bay — it is just expected at any time (Moss, 1995). When the amalgamation eventually occurs, a cut in the number of administrative positions may prevent more teaching units from being lost. This would be a definite advantage for the schools in the Green Bay area.

While waiting for the anticipated amalgamation, the board's business must continue as normal. Long range plans for programs, such as School Improvement, Resource Based Learning, and Computer Education have to be fostered, so students do not suffer amidst the continuing turmoil of teacher losses.

The loss of the 2% regulation at the end of the 1996-97 school year, and a continuous decline in student enrolment in the Green Bay Integrated School District have had significant effects on the teachers and students. Students have less choice of courses in their schools, with small schools offering only sufficient courses to permit graduation. Larger schools are dropping optional courses which gave students an opportunity to study areas of interest. Some of these courses provide useful material to help students' development and become better citizens.

It is predicted that in the near future, if teacher lay offs are not curtailed, high school students in small schools may have to leave home and live in other communities where they can get the courses they need to graduate. Not all schools will be able to offer a full high school program. Another option, now being used by four of the district's eight high schools, is Distance Education. Schools can offer courses for a small number of students with instruction being provided by teachers outside their community through telephones, conference calls, and facsimile machines.

Teachers are experiencing many changes because of the loss of teachers. Their classes have more students, and they teach more courses than before, some of which they have never taught before. There are fewer preparation classes and teachers feel less inclined to take part in extracurricular activities in their schools. They do not have much time to devote to these activities because of an increased course load, and many have spent a lot of years doing these things and have had enough. Another reason for spending less

time with after school projects is teachers do not feel they are appreciated by the students, or their employer. Since it is completely voluntary, more and more teachers are saying no to requests for help with extracurricular activities.

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Teachers are concerned about job security and do not know from year to year if they will have employment. This has impacted negatively on teacher morale. Teachers would also like to be included more in the decision making process, as the board determines which schools will lose positions and the school administration decides which courses will be cut. By being part of the process, teachers may better understand the way decisions are made and accept the verdict more readily.

It is expected that more teacher layoffs will occur in 1996-97, that the Green Bay Integrated School District will be amalgamated with a larger central Newfoundland board in the next few years, and that more sharing between different denominational schools will be necessary to ensure all students have access to the best educational opportunity possible. Without more sharing, students will not have as comparable an education with students in other parts of the province.

This study provides a snapshot of one school district in the Province of Newfoundland and Labrador. Since no two school districts have the same geographical and demographic circumstances, or have lost twenty per cent of their teaching force, the intent of this study is not to generalize about school districts and teacher losses. It does

make clearer the situation in this district and points to areas which need to be addressed to ensure the quality of education for students and the well being of the teaching force. It would not be unreasonable to suspect that teacher layoffs and school closures in other districts will have some similar effects to the situation in the Green Bay Integrated School District.

Chapter 5

CONCLUSION AND RECOMMENDATIONS

The Green Bay Integrated School District has been hit hard with declining student enrolment and teacher redundancy. The district's teacher losses had been protected by the 2% regulation which had been part of the teachers' collective agreement since 1979. With its removal in 1994, Green Bay had two years to phase out the thirty-five teachers it had in hold back. At the same time student enrolments were dropping and more teachers had to be taken from classrooms. Over the two year period, 1994-95 and 1995-96, forty teaching units were lost, as well as one assistant superintendent's position. In 1996-97 it is expected that the district could lose an additional twenty-seven teachers, eighteen of whom are currently in hold back from the 2% regulation and nine more resulting of declining enrolments.

Summary of Findings

The high school teachers in this study have been negatively affected by this reduction in their numbers. The youngest teachers lost their jobs because most layoffs involve teachers with the fewest years of seniority. Remaining teachers have had to take on more subjects, heavier course loads, larger classes, and more pressure to take responsibility for extracurricular activities. This is happening as the teaching force in Green Bay are beyond mid-career. In 1995, fifty per cent of the teachers in the Green

Bay Integrated School District were over forty. With the possibility of twenty-seven more teachers losing their jobs in 1996-97, the seventeen per cent (fifteen teachers) under twenty-nine years of age, have little chance of maintaining their positions unless they have specialist training. Thirty-three per cent (thirty teachers) are between thirty and thirty-nine years of age and many of these teachers will lose jobs, or be affected by the reassignment of other teachers. With an expected teaching force of around 139 in 1996-97, the percentage of teachers over forty will be even higher.

Another significant finding emerging from the data is the low level of teacher morale among these teachers. With an aging teaching population and more job losses pending, this situation is likely to continue. Students are affected as there are fewer course options in their schools, especially in the smaller schools where only the minimal requirements for graduation are now available. These small schools have more classes doubled up and some courses are available to them only through distance education. Bussing to other schools, at considerable distance, seems inevitable for the schools not on the two islands in the district.

Students in the larger schools are losing the optional courses they enjoyed. Difficult choices have to be made by administrators when they are told that their schools will lose teaching units. Most often they have chosen to cut courses not taken by many students nor required for graduation. As a result, students will have fewer choices and a less

varied program. In other words, schools are reverting to a time when concentration was on the three R's.

Another negative effect has been a reduction in extracurricular activities available to students in the district's schools. In some cases this is due to a decline in the student population of the school and insufficient numbers to offer some programs. As well, teachers are feeling more stress, resulting from job insecurity and low morale, thus fewer numbers are participating in extracurricular activities. With more teacher reductions looming, this can be expected to be the scenario in most high schools in the district. This trend is likely to continue with negative implications for the quality of educational programming in this area.

Recommendations

There are no easy solutions for the problems created in the Green Bay Integrated School District because of the loss of forty teachers. There has been no option – the Government has dictated that this action be taken. There are some ways, however, that the effects of such a loss can be softened.

The teachers in the district need to be involved in the solution. At the present time, only one teacher and one principal are actually part of the District Staffing Committee which decides which schools will lose teachers. As the current literature indicates, teachers would appreciate being a bigger part of the decision making process. Of course, at the

school level the same situation exists. Principals are not required to include their staff in the decisions about staffing in the school. Teachers' careers and futures are in jeopardy and the uncertainty each year adds to their already high level of anxiety.

Even if teachers are not included in the decision making process, they should be informed about the situation on an on-going basis. This is a very stressful time for all teachers, even those who assume they will not lose their jobs. They will be affected when their class size increases, their courses change, and their preparation time is decreased.

Another area which needs be considered is the low staff morale. The cuts in teacher numbers cannot be avoided. The district has had to make some very difficult decisions, affecting over eighty teachers in two years. This has had a devastating effect on teacher morale in the schools in the district and there does not appear to be any improvement in sight as more teaching units will be lost in 1996-97. The Green Bay Integrated School District, as employer of the teachers, must realize the severity of this morale problem. The students of the district will suffer accordingly if steps are not taken to try and improve the morale of the teachers in the schools. Perhaps, in conjunction with the Newfoundland and Labrador Teachers' Association and its Employee Assistance Program, the district could offer sessions to help teachers cope with the stresses of the job losses. The low morale is permeating the staffrooms and classrooms of the district. The first priority should be the education of the students but at the present time this may be overshadowed by the job insecurity and low morale of teachers.

There will be fewer district staff to assist classroom teachers, and most schools will have only one teacher teaching a particular subject. The district should provide opportunities for teachers to get together with others in the area to discuss common courses and concerns. Special Interest Councils, sponsored by the Newfoundland and Labrador Teachers' Association, provide such opportunities once a year for teachers in the province. This could be augmented by district sponsored inservices which would be more convenient for teachers to attend. Also, district teachers tend to have much more in common, coming from the same geographical area with similar students' backgrounds.

Conclusions

The high school teachers in Green Bay are well educated, experienced teachers. They are concerned about their students' education and they value extracurricular activities. Their professionalism is evident in their interest in their students and schools. Their concern is not just for their jobs, even though this cannot be overlooked when teachers who have worked up to nineteen years are being reassigned to positions in communities miles from home.

Students are being affected by the loss of teachers. They are still receiving a good education from their qualified teachers, but there are fewer courses to choose from, and their classes are getting larger and larger. They cannot participate in as many extracurricular activities.

This study reveals that the loss of forty teachers has had a damaging effect on teachers' morale and their sense of insecurity. Future studies could be done on the specific effects of low morale on students and teachers.

Whether or not these effects have been devastating, drastic, or detrimental is determined by whose perspective is taken. For students in small schools it has been detrimental. Their schools will have difficulty offering sufficient courses if programs like small schools allotments do not make allowances for the large number of teacher losses. In larger schools, students will still have access to a full spectrum of courses, but, their choices are narrowing as optional courses are eliminated. All students' access to extracurricular activities is being affected. There is less selection in this area, too.

For teachers, the effects of the loss of forty positions has been extreme. Teachers have seen their numbers decline. Their colleagues are losing their jobs and very few feel their own jobs are secure. Morale is suffering and teachers are likely to experience more negative feelings as more positions are lost in the coming year.

The Green Bay Integrated School District may be amalgamated with a larger School Board at any time due to the provincial government's restructuring scheme. As Green Bay's student enrolment continues to decline, the teachers still employed by the board will become part of a much larger organization in the very near future. For now, the

teachers will continue to do the best they can for their students in a time of uncertainty for their jobs, their school, and their school district.

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APPENDIX A

QUESTIONNAIRE

Principal

Spring 1995

CONFIDENTIAL

As part of my thesis for a Masters Degree in Educational Leadership I am doing a questionnaire on the actual, perceived and predicted effects of the loss of teachers from the Green Bay Integrated School District in the school years: 1994-95 and 1995-96.

I would appreciate your time to complete the following survey.

1. School: _____
2. Your level of education (using the teachers' salary scale as a guide). Check one answer.
 a) lower than fourth grade
 b) fourth grade
 c) fifth grade
 d) sixth grade
 e) seventh grade
3. At University, what was your major? _____
minor? _____
4. At what stage of your teaching career are you? Check one answer indicating number of years you have been teaching.
 a) fewer than 5 years
 b) between 6 and 10 years
 c) between 11 and 15 years
 d) between 16 and 20 years
 e) between 21 and 25 years
 f) 26 years or more
 g) now eligible for retirement

5. Which grades do you teach? Check as many as necessary.

Kdg. or Gr. 1 Grade 2 Grade 3
 Grade 4 Grade 6 Grade 6
 Grade 7 Grade 8 Grade 9
 Level 1 Level 11 Level 111

6. Please list all Grades and subjects you teach. For example:

Grade 7 Social Studies

Geography 3202

7. Number of students enrolled in your school in 1994-95 _____
8. Number of teaching units at your school in 1994-95 _____
9. Number of teaching units lost at the end of 1994-95 _____
10. Number of teaching units you will lose for 1995-96 _____

11. How have you been affected by the loss of teaching staff?
Check all applicable responses.
- a) had more courses to teach in 1994-95 than 1993-94
 - b) had new course(s) which you had never taught before
 - c) had classes with more students than previous years
 - d) had fewer unscheduled classes than previous years
 - e) had less time to carry out administrative duties
 - f) more day duty
 - g) you have spent more time with co-curricular activities such as after school sports, drama, etc.
 - h) you have spent less time with co-curricular activities
 - i) no change
 - j) other _____

12. How do you expect to be affected by the loss of another position at your school for 1995-96?

13. Please list any courses which were discontinued at your school for the 1994-95 school year.

_____	_____
_____	_____
_____	_____

14. Which of those courses were discontinued because of the loss of teaching units at your school?

_____	_____
_____	_____
_____	_____

15. Will the loss of more teachers for the 1995-96 school year mean more courses will have to be discontinued?

a) yes b) no

If yes, please list the courses which will be considered for cuts.

_____	_____
_____	_____
_____	_____

16. Do you share teachers with other schools?

a) yes b) no

17. If yes, comment briefly on arrangements that have been made.

18. Have you created half-time teaching positions at your school?

a) yes b) no

19. If yes, indicate your reaction to the effect of half-time units at your school. Choose as many as you feel appropriate.

- half-time units have provided a compromise, permitting courses to be maintained
- half-time units prevented more teachers from losing their jobs
- half-time units complicate timetabling/scheduling
- half-time units complicate day duty, by requiring full-time teachers to do more duty
- you would prefer not to have half-time teachers
- other _____

20. How have teacher reductions affected morale at your school? Please comment:

21. Please comment on how you think your school is being affected by these teacher reductions?

22. How do you feel about the School Improvement Program and its effect on your school? Check the appropriate answers.

- a) you are on your school's School Improvement Committee and think it is a worthwhile process
- b) you are on your school's School Improvement Committee and think it is NOT a beneficial process
- c) you think the School Improvement Program is a necessity for all schools
- d) you think the School Improvement Program is okay and it might do some good
- e) you think the School Improvement Program is another bandwagon and the novelty will wear off in a few years
- f) you think the School Improvement Program is okay, but you do not want to actively take part
- g) you think the School Improvement Program is a total waste of time and see no possible benefits for you or your school
- h) school's participation should be voluntary
- i) other _____

Questionnaire

Teacher

Spring 1995

As part of my thesis for a Masters Degree in Educational Leadership I am doing a questionnaire on the actual, perceived and predicted effects of the loss of teachers in the Green Bay Integrated School District in the school years 1994-95 and 1995-96.

I would appreciate your time to complete the following survey.

1. School: _____

2. Your level of education (using the teachers' salary scale as a guide). Check one answer.

 a) lower than fourth grade
 b) fourth grade
 c) fifth grade
 d) sixth grade
 e) seventh grade

3. At University, what was your major? _____

minor? _____

4. At what stage of your teaching career are you? Check one answer indicating number of years you have been teaching.

a) fewer than 5 years
 b) between 6 and 10 years
 c) between 11 and 15 years
 d) between 16 and 20 years
 e) between 21 and 25 years
 f) 26 years or more
 g) now eligible for retirement

5. Which grades do you teach? Check as many as necessary.

Kdgn. or Gr. 1 Grade 2 Grade 3
 Grade 4 Grade 5 Grade 6
 Grade 7 Grade 8 Grade 9
 Level 1 Level 11 Level 111

6. Please list all Grades and subjects you teach. For example:

<u>Grade 7 Social Studies</u>	<u>Geography 3202</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

7. Did your school lose teachers at the end of the 1993-94 school year?

a) yes b) no

8. If yes to question #7, how were you affected by the loss?

a) had more courses to teach in 1994-95 than 1993-94
 b) had new course(s) which you had never taught before
 c) had classes with more students than previous years
 d) had fewer unscheduled classes than previous years
 e) more day duty
 f) have spent more time with co-curricular activities such as after school sports, drama, etc.
 g) have spent less time at co-curricular activities
 h) not affected
 i) other _____

9. Have teacher reductions affected teacher morale at your school? Please comment.

10. With further staff reductions, do you feel your job is secure? Please comment.

11. Please comment further on how you think your school is affected by teacher reductions?

12. How do you feel about the School Improvement Program and its effect on your school? Check the appropriate answers.

- a) you are on your school's School Improvement Committee and think it is a worthwhile process
- b) you are on your school's School Improvement Committee and think it is NOT a beneficial process
- c) you think the School Improvement Program is a necessity for all schools
- d) you think the School Improvement Program is okay and it might do some good
- e) you think the School Improvement Program is another bandwagon and the novelty will wear off in a few years
- f) you think the School Improvement Program is okay, but you do not want to actively take part
- g) you think the School Improvement Program is a total waste of time and see no possible benefits for you or your school
- h) school's participation should be voluntary
- i) other _____

APPENDIX B

P.O. Box 785
Springdale, NF
AOJ 1T0

April 4, 1995

Dr. G.L. Moss
Superintendent of Education
Green Bay Integrated School District
P.O.Box 550
Springdale, NF
AOJ 1T0

Dear Dr. Moss:

I am now starting my thesis for a Master's Degree in Educational Leadership. The working title of my paper is **The effects of the loss of forty teachers in the Green Bay Integrated School District for the school years: 1994-95 and 1995-96.**

I need to survey and interview principals and teachers in high schools and all-grade schools in the district. May I have your permission to conduct the necessary surveys and interviews in these schools? If you would like to preview the questionnaires beforehand I will be pleased to provide you with copies.

Would it be possible for me to speak to the principals for five minutes at your principals' meeting on April 11? This will give me an opportunity to explain what I will be doing and the time frame involved. I will distribute the questionnaires in mid May, visit schools within two weeks to pick them up, and have informal interviews with principals and staff members. These interviews will be done during their lunch break and after school.

I would also like to interview you to gain an insight regarding the School Board's position on these cuts. I will contact you in late May to set up an appointment, at your convenience.

I am looking forward to doing this research. It will be most interesting to investigate the impact of such drastic cuts in the number of teachers in Green Bay High Schools.

Thank you for your attention to my request.

Yours truly,

Patricia C. MacDonald

P.O.Box 785
Springdale, NF
A0J 1T0

April 24, 1995

Dear Principals and Teachers:

The purpose of this letter is to provide you with information regarding a study I am conducting centred around declining enrolments, teacher redundancy, fiscal restraint, and the loss of the 2% clause.

I am working on a thesis for the completion of my Masters of Education degree in Educational Leadership at Memorial University of Newfoundland, under the guidance of Dr. Brian Taylor. The focus of the thesis is the study of the effects of the previously mentioned factors on the Green Bay Integrated School District.

Your participation in this study would involve the completion of a questionnaire which will take about fifteen minutes of your time. I will also be visiting your school at which time I will appreciate your comments and opinions regarding these issues. While your cooperation would be extremely helpful, it is strictly voluntary. I can assure you that all data will be dealt with as group data, to be held in the strictest confidence.

Your agreement to participate in the study would be greatly appreciated. Should you have any questions concerning the questionnaire, please feel free to contact me.

Thank you for your time and cooperation.

Yours truly,

Patricia C. Macdonald

APPENDIX C

GREEN BAY INTEGRATED SCHOOL DISTRICT

PROJECTED ENROLLMENT STATISTICS 1995 - 96

and

PRESENT TEACHER ALLOCATIONS 1994 - 95



SCHOOL ALLOCATIONS 1990-91 - 1994-95 (Excludes TMH)					
	1990-91	1991-92	1992-93	1993-94	1994-96
Beothuk	24	24.5	24.5	24	22
Cape John	14	15	15	15	14.5
Dorset	17	17	17	17	15.5
Grant	21.5	21	21	21	1 ⁰
H. L. Strong	7	6.5	6.5	6.5	5.0
Long Is.	9.5	9.5	9.5	9.5	9*
St. Peter's	9	9	9	9	8.5*
Valmont	19	19	18.5	18.5	17.5
Blackmore	5	4	4	3.5	3
Crescent	4.25	4	4	4	3.5
Peckford	8	8	8	8	7
Deckwood	4	4	4	4	3.5
Hillside	13	13	13	13	12
Indian River	18	17	17	17	15
R.T. Harvey	8.5	8.5	8.5	8.5	8
Ricketts	5.5	5.5	5.5	5.5	5
Bayview	2	2	2	2	2
Greenwood	2	2	2	1	1

* Excludes Special Allocation of 0.5 units 1994-95

Projected School Enrollment by Grades, September 1995															
SCHOOL	K	1	2	3	4	5	6	7	8	9	10	11	12	0	Tot
Beothuk								48	38	50	40	75	34	10	295
Cape John								29	32	28	27	38	25	10	189
Dorset								38	32	33	30	22	32	8	195
Grant								36	37	40	39	35	38	12	237
H. L. Strong	3		2	2	3		4	3	6		4	2	3		32
Long Island Acad		9	6	7	9	8	4	7	5	7	6	5	9		82
St. Peter's	8	5	13	10	11	10	10	8	14	9	11	6	5		120
Valmont	16	19	14	17	9	15	23	29	22	16	17	22	17		236
Blackmore	5	11	8	2											26
Crescent					9	8	9	3*							29
Peckford	15	10	9	16	16	10	16								92
Deckwood (Pentacostal)	8 1	4 5	7 2	6 4	4 1	8 4	5 1								42 18
Hillside	18	22	20	17	30	22	22								151
Indian River	31	30	34	26	30	36	32	6*							225
R. T. Harvey	20	23	20	8	21	9	13								114
Ricketts	7	9	7	12	3	13	7								58
Bayview	3	1	5	2	3	3	2								19
Greenwod	1	5	3	1	2	5	1								18
TOTALS	1 3 6	1 5 3	1 5 0	1 3 0	1 5 0	1 5 1	1 4 9	2 0 7	1 8 6	1 8 3	1 7 4	2 0 5	1 6 3	4 0	2 1 7 7

STAFF ALLOCATIONS, 1994 - 95						
School	Sp Needs	TMH	Guid	Admin	Regular Units	Total Units
Beothuk	2	0.5	1	2	17	22.5
Cape John	2	0.5	1	2	9.5	15
Dorset	1.5	0.5	1	2	11	16
Grant	2	0.5	1	2	14	19.5
H. L. Strong	0.5			1	4	5.5
Long Is. Acad.	1	0.5		1	6.5	9
St. Peter's	1			1	7	9
Valmont	2	0.5	1	2	12.5	18
Blackmore				1	2	3
Crescent	0.5	1		1	2	4.5
Peckford	1			1	5	7
Deckwood	0.5			1	2	3.5
Hillside	2			2	8	12
Indian River	2	2		2	11	17
R. T. Harvey	1	0.5		1	6	8.5
Ricketts	1			1	3	5
Bayview				1	1	2
Greenwood				1		1
TOTALS						
	20	6.5	5	25	121.5	178

COMPARISON, PRESENT AND PROJECTED ENROLLMENT, 1994-95, 1995-96				
School	Community	Sept. 1994	Sept. 1995	Difference
Beothuk	Baie Verte	299	295	-4
Cape John	La Scie	197	189	-8
Dorset	Pilley's Is.	193	195	+2
Grant	Springdale	253	237	-16
H. L. Strong	Little Bay Is.	32	32	0
Long Is. Acad.	Beaumont	92	82	-10
St. Peter's	Westport	117	120	+3
Valmont	King's Pt.	250	236	-14
Blackmore	Pilley's Is.	32	26	-6
Crescent	Robert's Arm	41	29	-12
Peckford	Triton	90	92	+2
Deckwood	Woodstock	48	42	-6
Hillside	La Scie	158	151	-7
Indian River	Springdale	218	225	+7
R. T. Harvey	Baie Verte	115	114	-1
Ricketts	Seal Cove	57	58	+1
Bayview	Nipper's Hr.	18	19	+1
Greenwood	Burlington	19	18	-1
TOTALS		2229	2160	-69



