

Career Limiting Move?  
Teaching-only Positions in Ontario Universities

OCUFA POLICY BACKGROUND PAPER

ONTARIO CONFEDERATION OF UNIVERSITY FACULTY ASSOCIATIONS

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Teaching-only positions for full-time faculty have been a feature of several Ontario university appointments procedures for well over a decade. In recent years, they have been introduced at one university, established on a temporary and limited basis at two other institutions, discontinued at yet another, and proposed by the university administration at one of this year's bargaining tables. Yet another association expects its university administration to renew its proposal for teaching-only positions in next year's negotiations.

Internationally, national bodies representing faculty associations in the United Kingdom – the Association of University Teachers (AUT) and its successor union, the University and Colleges Union (UCU) – and Australia – the National Tertiary Education Union (NTEU) – have expressed alarm about the increase in numbers of teaching-only positions. Their primary worry appears to be more the number of academic staff in part-time, limited term and/or hourly paid lecturer positions more than the number of full-time faculty in teaching-only positions. Definitions of “teaching-only” differ, but these concerns parallel those in the United States, where the American Association of University Professors (AAUP) and the American Federation of Teachers (AFT), which have been grappling with the dramatic increase in contingent part-time and contractually limited full-time employment.<sup>1</sup>

Within the context of the teaching function of universities, full-time faculty teaching-only positions occupy one part of a spectrum. In Ontario, one can point to part-time, per-course contract academic staff (CAS), to CAS with some form of renewable contracts, to limited term / contractually limited appointments (CLTA) with teaching-only responsibilities, and full-time teaching faculty with permanent tenured or continuing appointments. In this regard, teaching-only positions are one strategy amongst several which a university may pursue to fulfill its teaching mandate.

For this discussion, “teaching-only” will refer to faculty appointments designated in collective agreements, memoranda of agreement, or university policy documents as teaching-only, teaching-stream, teaching-track, etc., and for which responsibilities are limited to teaching, teaching-related activities, and service. Second, references to teaching-only are limited to full-time faculty only; contract, or part-time, academic staff are not under consideration.<sup>2</sup> Finally, the teaching-only appointments addressed here will include those which are non-probationary and limited in term, in addition to probationary-permanent appointment types.

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<sup>1</sup> See Appendix B for an outline of the differences in definition and a description of the international trends.

<sup>2</sup> “Part-time” faculty at the University of Toronto are treated as partial-load full-time faculty.

Whatever the reasons universities may have to establish full-time teaching-only faculty positions, and however they may propose to structure these positions, they have not been without drawbacks for faculty members and the faculty associations that represent them. For their part, faculty associations have dealt with the range of scenarios with a variety of their own strategies to contain or make the most of teaching-only appointments. In this respect, a policy on teaching-only positions will likely be a composite of positions addressing different characteristics and conditions.

## Background: the lay of the land in Ontario

In Ontario today, there is roughly a 50/50 split between institutions which have teaching-only positions within full-time faculty ranks and those that do not. Of the agreements and/or policy manuals that provide for teaching-only positions, three treat them as tenure-stream appointments, four as continuing or permanent appointments following a probationary and review period, and three limit them to CLTAs.<sup>3</sup>

Tenure-stream <sup>4</sup>		Continuing/Permanent		Limited Term <sup>5</sup>	
Ottawa	Language instructor (I, II, III, IV)	Carleton	Instructor (I, II, III)	Brock	Instructional Faculty – Professor; Associate Professor; Assistant Professor; Lecturer
Ryerson	Mode 1 (pre-1992) Midwifery	McMaster	Teaching Track – Professor, Associate Professor; Assistant Professor; Lecturer	Nipissing	Limited Term Teaching Stream – Lecturer *

(continued next page)

\* Stipulates that "normally" will be filled by members who do not hold a doctoral degree.

<sup>3</sup> The distinction between tenure-stream and continuing/permanent follows the terminology used in the respective cases. The formal distinction does not necessarily mean that there are practical differences with respect to job security.

<sup>4</sup> Formally, the "alternate stream" (a tenure-stream appointment) still exists at Laurentian University for those hired before 2005, but there is only one remaining alternate stream faculty member.

<sup>5</sup> The University of Ottawa also has CLTA teaching-only appointments, but the categories are time-limited and temporary.

Tenure-stream		Continuing/Permanent		Limited Term	
York	Alternate Stream – Senior Lecturer; Associate Lecturer, Assistant Lecturer	Toronto	Teaching Stream – Lecturer, Senior Lecturer	Western Ontario	Limited Duties Appointment – Assistant Professor, Lecturer
		Waterloo	Continuing Lecturer		

In addition, two faculty associations representing part-time contract academic staff have negotiated continuing appointments for sessional faculty who meet stipulated criteria, one of which provides for eventual conversion of such continuing appointments to tenured positions. Two further associations have secured something like CLTAs for sessional faculty in the form of renewable contracts. In each of these cases, contract academic staff is covered by the same collective agreement as full-time faculty.<sup>6</sup>

Within the past decade, four different institutions and faculty associations dealt with teaching-only positions within the full-time faculty. At the University of Toronto, existing five-year renewable teaching positions (tutor/senior tutor) were transformed into permanent teaching stream positions (lecturer/senior lecturer) in 1991. At the University of Ottawa, new limited term teaching-only positions were introduced in different faculties at different stages, initially as a result of negotiating the 2001-04 collective agreement. In the latest round of negotiations at Nipissing University, limited term teaching-only positions were introduced to facilitate the introduction of a new workload standard for full-time faculty. Following a review of CLTA policy at McMaster University, in 2007 provisions for teaching stream appointments were included in university policy on academic appointment, tenure and promotion. In contrast, the Laurentian University Faculty Association negotiated the elimination of its “alternate” tenure-stream appointments and the creation of a continuing appointment category for sessional faculty in its 2005-08 agreement.

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<sup>6</sup> There is only one instance in which part-time faculty who are represented by a separate union have managed to secure renewable contracts and conversion rights to full-time faculty positions.

There are no comprehensive or consistent data to ascertain what the statistical trends are across the system. Statistics Canada does not collect data on the teaching/research/service responsibilities of faculty members. In addition, nomenclature for rank and appointment category differs from agreement to agreement. Teaching-only faculty therefore may be reported differently by each institution, with no way to discern the number of teaching-only faculty at some universities.

Several universities do publish data on the number of faculty, including those in teaching-only positions – Carleton, Toronto, Waterloo, and York. There is no certainty that each is using the same definition for full-time faculty, but the respective definitions should mean that data are consistent from year to year. Some limited comparisons of the proportion of faculty represented by teaching-only faculty are possible, but with notable caveats. University of Waterloo data for CLTA continuing lecturers, for example, include both those who are essentially in their probationary period for a teaching-only appointment and those who are on CLTA contracts to fulfill short-term requirements. In contrast, University of Toronto and York University data report tenure-stream, teaching-stream, and CLTA faculty numbers separately.<sup>7</sup>

There are few, if any, firm conclusions that can be drawn from the data, except to note that there is no single pattern. In the scenario presented in the following chart, the percentage of full-time faculty who were in teaching-positions declined in one case; in another, the percentage increased, coincidentally the inverse of the other. In another case, teaching faculty increased over a ten year span, but most noticeably in anticipation of the years in which the double cohort were enrolled. Yet another shows a relatively stable proportion of faculty who are teaching-only.<sup>8</sup>

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<sup>7</sup> University of Toronto reports part-time faculty counts as well. Distinguished from sessional faculty, these are faculty on staff for one or more years but on some proportion less than 75% of a full load. They are included here in full-time headcounts to parallel reporting of partial-load full-time faculty at other institutions. Data exclude clinical faculty.

<sup>8</sup> Data provided are faculty numbers as of October each year, and exclude clinical faculty.

Carleton University data are available at:

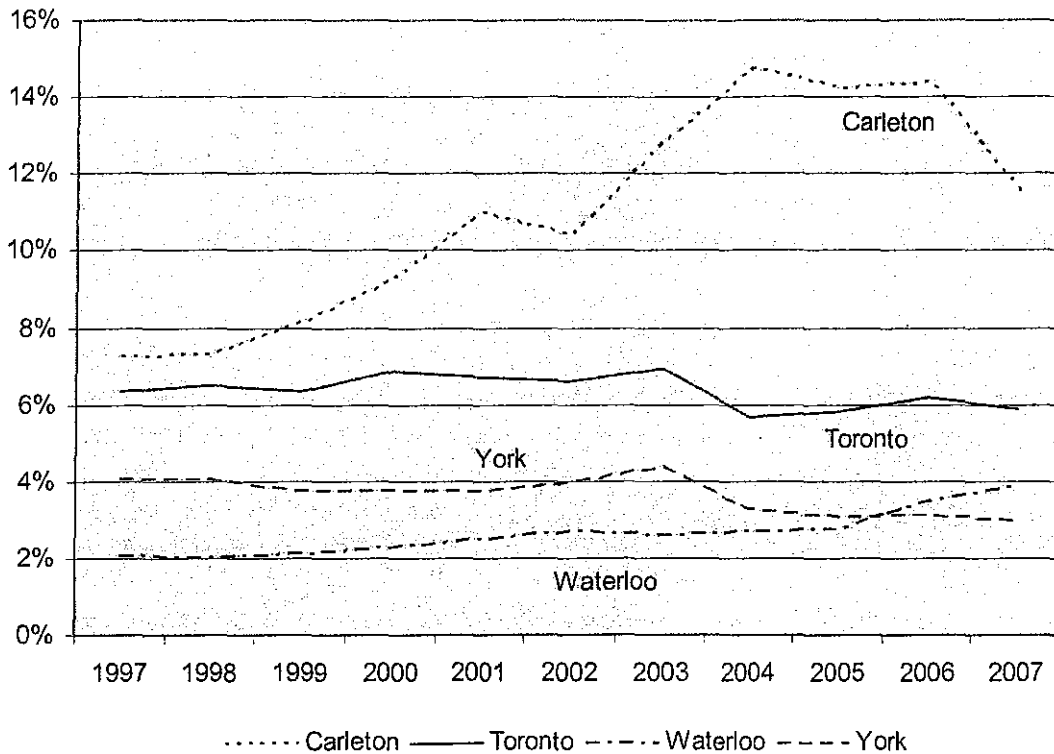
<http://oirp.carleton.ca/databook/index/html/personnel.htm>; University of Toronto data are compiled from annual reports of the Vice-President of Human Resources and Equity:

<http://www.hrandequity.utoronto.ca/news/reports/hre.htm>; University of Waterloo data are provided at: [http://www.analysis.uwaterloo.ca/stats/ext\\_cubes/faculty\\_page.php](http://www.analysis.uwaterloo.ca/stats/ext_cubes/faculty_page.php); the

University of Western Ontario Data Book is located at: <http://www.uwo.ca/ipb/databk08/>;

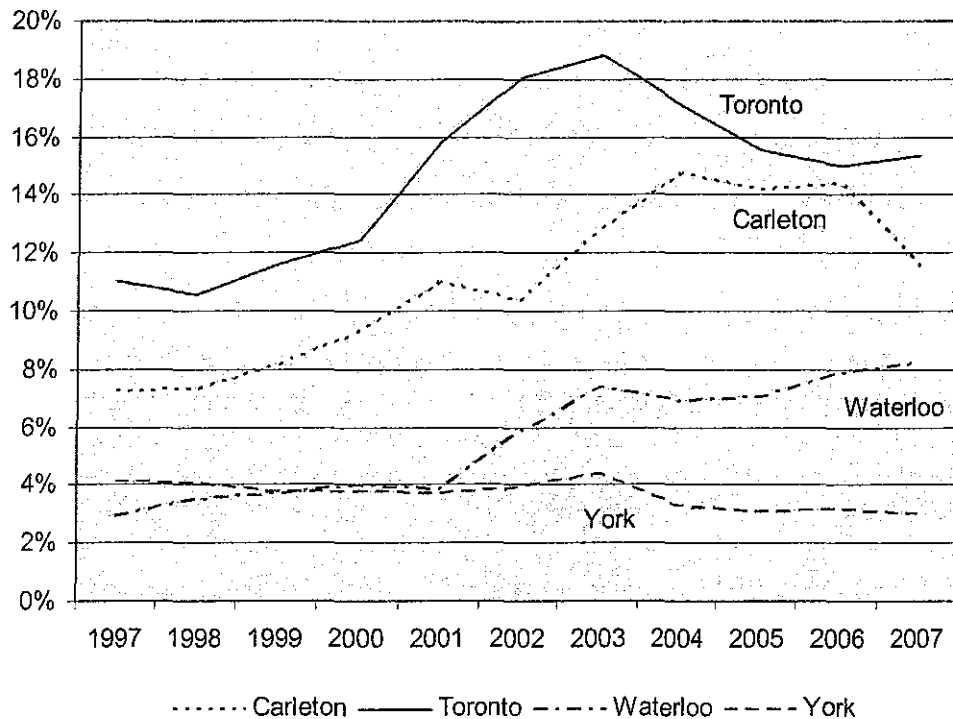
York University data are collected in annual Fact Books: <http://www.yorkinfo.yorku.ca/>.

### Teaching Stream - % of Full-time Faculty



The preceding picture includes only the number of teaching-only faculty at the University of Waterloo and the University of Toronto that have permanent continuing appointments, to control for the possibility that some faculty apparently in the teaching stream are CLTAs to meet short-term fluctuations in enrolment. The probationary period for teaching-only faculty at these universities is typically as a CLTA. If probationary Lecturer appointments at the University of Toronto and University of Waterloo CLTA lecturer appointments are assumed to be teaching-only and included in the faculty counts, as in the following chart, the picture is slightly different. It would appear that an increase in teaching-only faculty corresponds to enrolment increases, with one exception.

**Teaching Stream - % of Full-Time Faculty**  
(including Toronto & Waterloo probationary/CLTA Lecturer)



Most of the double cohort will have completed their undergraduate programs in spring 2007, so the first year in which a corresponding drop might have occurred is in the fall of 2007. Except for the anecdotal evidence that limited term teaching-only positions were first introduced at the University of Ottawa to address double cohort enrolment increases, it is too early to tell the extent to which shifts in the proportion of teaching-only faculty represent a strategy for dealing with the double cohort undergraduate enrolments.

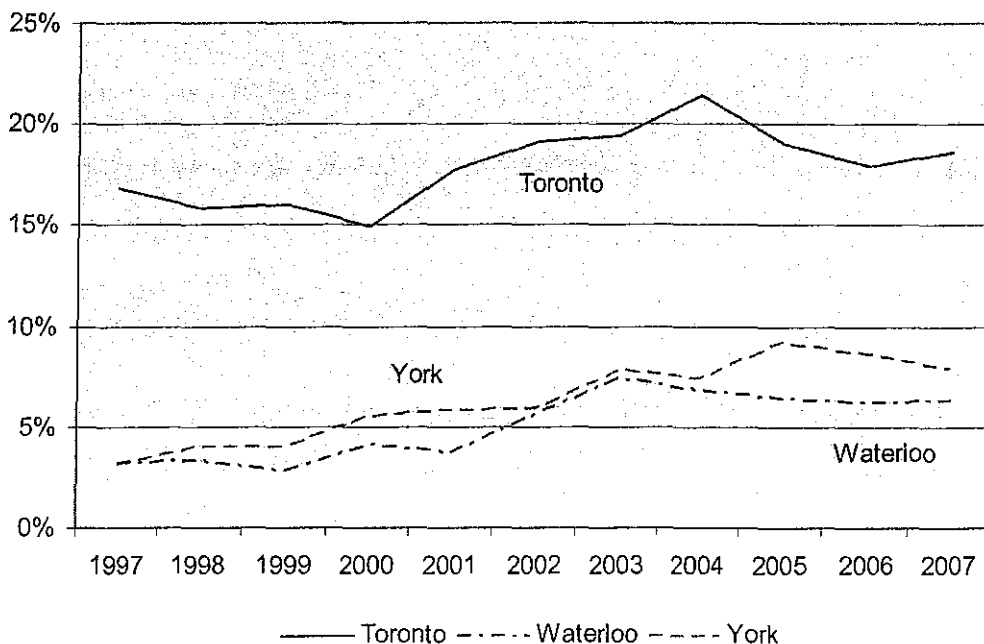
If enrolment trends are the key variable, universities could seek to address enrolment surges by increasing the number of CLTAs, increasing the number of teaching-only positions, or some combination of the two.<sup>9</sup> Faculty association agreements with universities typically make allowances for limited term appointments to accommodate short-term enrolment fluctuations. York

<sup>9</sup> Increasing the number of courses taught by sessional contract faculty is yet another possibility. However, only York University publishes data on both the number of full-time CLTA faculty and the number of full-course equivalents taught by sessionals. The proportion of faculty FTE represented by CLTAs rose by 128% from 1997 to 2007 (from 2.4% to 5.6% of faculty), while the proportion of that were sessional FTE (where 2.5 full courses = one FTE) rose 38% (from 21% to 29% of faculty).

University clearly has opted to increase the proportion of full-time faculty that are CLTA, but it is less certain whether other universities are increasing the number of permanent or of CLTA teaching-only faculty.

The indeterminacy arises in part because the data do not always specify which CLTAs are a) probationary teaching-only, b) CLTA teaching-only, or c) other CLTA appointments. Data published by Carleton University do not show which of its teaching stream appointments are contractually limited, but Statistics Canada data for 2004-05 show that over half were CLTAs. The comparable figures for the University of Toronto and the University of Waterloo were half and almost two-thirds, respectively. If only CLTAs outside the teaching stream are considered, their proportion of full-time faculty has fallen at the University of Toronto and remained stable at the University of Waterloo. Alternatively, if probationary/CLTA lecturer positions are included, there has been a general increase in the proportion of full-time faculty appointments that are CLTAs, as shown in the following chart.<sup>10</sup>

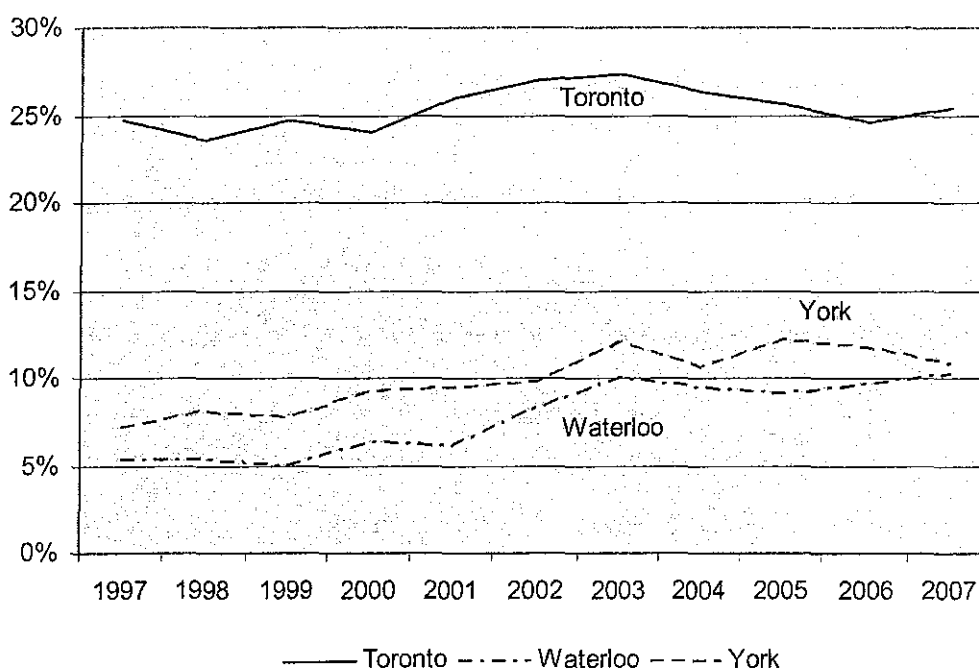
**CLTA - % of Full-time Faculty**  
(including Toronto & Waterloo probationary/CLTA Lecturer)



<sup>10</sup> The University of Toronto does report the number of lecturers (limited term appointments by definition) separately from the number of CLTAs. The University of Toronto Faculty Association has raised concern about the increasing number of these who are not promoted to Senior Lecturer and given continuing appointments.

Again, it is premature and the data too scanty to draw reliable forward-looking conclusions about trends in the number of teaching-only positions. First, recent patterns may reflect only a temporary shift in the balance between teaching-only and CLTA appointments to address the double cohort enrolment increase. The following chart (showing the combined weight of teaching stream and CLTA positions within the full-time faculty complement) suggests this is true of the University of Toronto. Increasing CLTA teaching-only appointments could also be a double cohort strategy, as at the University of Ottawa.

**Teaching Stream plus CLTA - % of Full-time Faculty**



Second, there will be institution-specific circumstances that influence the relative increase/decrease of CLTA and teaching-only appointments relative to other full-time faculty positions. For the University of Waterloo, if the objective is to address an enrolment bulge, it makes sense to increase the number of positions precisely in the overlap between CLTA and teaching-only appointments. In contrast, York University is left to fill the teaching gap with CLTAs because of restrictions on the faculties and departments in which alternate stream appointments may be made.<sup>11</sup>

<sup>11</sup> At the University of Western Ontario, teaching-only appointments are limited to CLTAs. Data on CLTAs do not distinguish between teaching-only and regular CLTA appointments. After declining in previous years, the percentage of faculty (excluding medical faculty) on CLTAs did rise from 7% in 2001 to 11% in 2005 and 12% in 2007.

## What lies beneath?

Observers of the increase in the number of teaching-only and limited term, primarily teaching faculty elsewhere point to broad trends. In the case of the UK, the research assessment exercise (RAE), the introduction of tuition fees and the transformation of students into consumers, and the rationalization of academic employment contracts have been cited. In the US, both a change in the pedagogical orientation and the adoption of a corporate model of organization – along with themes of flexibility, specialization and cost control – are identified.<sup>12</sup>

Not all of these apply in all respects to Ontario, but they may be divided into two thematic currents that fit observable patterns in Ontario. Both are reflective of efforts to contain costs. The first current bears on how the educational mission of the university is defined or understood. On the “demand” side, as the UK tuition-introduction thesis suggests, students are more apt to raise their expectations about the quality of teaching they receive. A recent survey of trends in Canadian postsecondary education suggests that the growing transfer of university financing to private tuition increasingly diminishes perceptions of university education as a social good and encourages consumer attitudes towards the courses and programs on offer.<sup>13</sup> To the degree this is true, university education becomes effectively commoditized, with increasing concern for how expediently the presumed product may be obtained.

Commoditization may be reflected on the “supply” side as well. The American Association of University Professors (AAUP) contends that the growth of contingent faculty in the US reflects a slide from providing education to providing training. A closer look at course content, pedagogical practices, and program requirements might be required to sustain that claim, but steadily worsening student-faculty ratios and increasing class sizes in Ontario lend credence to the suspicion. Sheer numbers provide incentives to change the nature of assignments and methods of testing to make assessment simpler and less time-consuming on a per-student basis.

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<sup>12</sup> See, for example: Esther Oxford, “A lesser breed?” *Times Higher Education*, January 31, 2008; <http://www.timeshighereducation.co.uk/story.asp?sectioncode=26&storycode=400361&tc=2> Association of University Teachers (UK, since merged to form University and Colleges Union), *The rise of teaching-only academics: changes in the employment of UK academic staff*, 2005; American Federation of Teachers, *Standards of Good Practice in the Employment of Full-Time Nontenure-track Faculty*, 2005; American Association of University Professors, *AAUP Contingent Faculty Index*, 2006.

<sup>13</sup> Ken Steele, *Adjust your Sails or be Blown off Course: Emerging Trends in Canadian PSE*, Association of Registrars of the Universities and Colleges of Canada, National Conference, Halifax, 2008.

The second stream has to do with the organization of academic work. This is more than the re-organization of teaching associated with larger class sizes; it is about the distribution of responsibilities between teaching, research and service. The AAUP and the American Federation of Teachers (AFT) both link the adoption of a corporate model of organization in universities to an increasing tendency to disaggregate academic work and to emphasize specialization. In this model, there are presumed efficiencies and cost savings to be achieved if faculty members were to forfeit the customary range of responsibilities and specialize, in teaching, say.

The thinking may not apply across the entire scope and all levels of instruction at a university, but a vision of teaching specialists, equipped with the latest pedagogical and technical innovations, teaching large classes of students in introductory level or non-specialist service courses corresponds well with the existing class-size patterns. Corporate model or not, the level of public funding for Ontario universities gives them incentives to contain costs through such strategies as creating and expanding specialized, teaching-only positions.

There is equally an incentive for universities to maximize their flexibility in managing faculty complement size to match enrolment patterns by hiring CLTAs and part-time contract academic staff. This is precisely the route chosen by Ontario universities to accommodate the double cohort. Even though enrolment growth is expected to resume, Ontario university hiring plans indicate that the use of CLTAs will return to levels closer to the historical norm.<sup>14</sup> Given the capital investments in large-scale lecture halls, etc., the likelihood of returning to smaller classes sizes seems remote.

The economic attraction in putting full-time teaching-only faculty in charge of those classes instead of CLTA or part-time faculty resides in the fact that it is an on-going investment: there are presumptive efficiencies to be obtained by having the same course taught by the same member in subsequent years, with less apparent risk to the quality of the course or instruction. The McMaster University report recommending teaching-only appointments indicated that it was not in the university's interest continually to hire new faculty on term contracts and that faculty themselves had little incentive to invest their energies primarily in teaching if they were not assured permanent status.<sup>15</sup>

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<sup>14</sup> University Multi-Year Accountability Agreement progress reports indicate that 9% of net new full-time faculty hiring planned for 2007-08 will be CLTA, compared to 32% in 2006-07 and 96% in 2005-06. Ministry of Training, Colleges and Universities data show that CLTAs represented an average 13% of all full-time faculty over the decade before 2003-04.

<sup>15</sup> McMaster University, *Report of the Joint Committee Sub-Committee to Review Issues Relating to Contractually Limited Appointments*, December 2005.  
<http://www.mcmaster.ca/mufa/handbook/CLATeachingProf.html>

As a cost-saving strategy, teaching-only positions make most obvious sense for universities if the pay for teaching-only faculty is lower and/or the teaching load is higher than it is for other faculty. With one exception, the salary scales for teaching-only faculty are lower than for other full-time faculty, with floors for entry-level ranks ranging from 70% to 90% of Assistant Professor floor salaries. At the University of Toronto, the floor for teaching-only positions is 35% higher than it is for Assistant Professors. Statistics Canada data on average salaries in 2004-05 indicates that teaching-only faculty members generally earn 70 to 75% of the average salary of other faculty. The outlier is York University, where alternate stream faculty earn 87% of the average tenure stream faculty, which may partially explain why the number and proportion of teaching-only positions has declined.

It is the more direct, or operational, explanations for why university administrations wish to establish or expand teaching-only positions that are heard at the negotiating table with faculty associations – the double cohort and cost. Neither is surprising. The number of (full-time equivalent) students at Ontario universities increased 14% in fall 2003. Ontario universities have been chronically under-funded, and instruction and research costs account for almost 60% of operating expenditures. Full-time academic salaries account for 45 % of total instruction and research expenditures, or a bit more than one-quarter of total operating expenditures.

Both circumstances featured in proposals for new teaching-only positions at the University of Ottawa, for example. The administration first proposed adding new teaching-only positions in the lead-up to the double cohort. The agreement with the Association des professeurs de l'Université d'Ottawa – Association of Professors of the University of Ottawa (APUO) to permit limited numbers of limited term appointments in specific areas was premised on expectations that the double cohort would create demand in specific areas where there had been difficulties recruiting faculty for regular positions.

In the subsequent round, the university administration proposed additional teaching-only positions to address its “teaching gap,” described as the difference between the overall teaching demand and the amount done by full-time faculty, but for which the administration claimed it could not afford to bridge by hiring only regular full-time faculty. Cost has more recently been cited as a rationale for teaching-only positions by the University of Windsor administration.

For their part, faculty associations have not been sanguine about teaching-only appointment categories. Where teaching-only faculty have been introduced or where the conditions of their appointment modified, pay and equity issues may have been considerations, but job security and career progression have been

among faculty associations' primary concerns. It also appears that preserving or increasing the number of faculty with full-time status - "patriating" teaching positions, as it were - may be a motive.

The following table provides a cross-tabulation between the types of full-time teaching-only appointments and appointments for part-time contract academic staff that parallel full-time (continuing and CLTA) appointments. It also identifies whether part-time faculty are represented by the respective faculty association and, if so, if there is a single agreement covering both or separate agreements, and or by other unions which have their own collective agreements.

	FULL-TIME	PART-TIME CONTRACT ACADEMIC STAFF				
	Teaching Ranks	Continuing / Permanent	Multi-year renewable	Single FA - single agreement	Single FA - separate agreement	Other union
<b>Tenure-stream</b>						
Ottawa	√					√
Ryerson	√					√
York	√		√			√
Count	3	0	1	0	0	3
<b>Continuing/Permanent</b>						
Carleton	√					√
McMaster	√					√
Toronto	√					√
Waterloo	√			√		
Count	4	0	0	1	0	3
<b>Limited Term only</b>						
Brock	√					√
Nipissing	√				√	
Western	√		√	√		
Count	3	0	1	1	1	1
<b>Not Applicable</b>						
Algoma					√	
Guelph						√
Lakehead			√	√		
Laurentian		√		√		
OCAD				√		
Queen's		√		√		
RMC						
Trent						√
UOIT						
W. Laurier					√	
Windsor				√		
Count	11	2	1	5	2	2

Notably, of the seven institutions with tenure-stream or continuing status for teaching-only faculty, all but one have another union representing part-time faculty. In this scenario, there is a structural inducement for faculty associations to accept teaching-only positions within their ranks if it prevents the transfer of teaching from full-time to part-time ranks. In contrast, where the faculty association also represents part-time faculty, and almost exclusively where there is a single agreement, faculty associations have moved to secure some level of job security for part-time faculty. One method is to ensure multi-year renewable contracts. Members of the University of Western Ontario Faculty Association have two such options: part-time members may receive multi-year appointments to specific courses; and they may obtain limited-term, "limited duties" appointments which may be renewed on a rolling five-year basis. Another method is to establish the equivalent of teaching-only positions by establishing a continuing/permanent appointment for contract academic staff, as is the case at Laurentian University and Queen's University.

The mix of motives is evident in recent developments. When faculty appointments policy was under review at the University of Toronto in the early 1990s, for example, the University of Toronto Faculty Association (UTFA) indicated that its support for changes was contingent, in part, on ensuring job security for the Tutor/Senior Tutor ranks. At the time, promotion to Senior Tutor provided assurances of renewable five-year appointments only. Replacing these ranks with the Lecturer/Senior Lecturer in 1999 also replaced sequential, limited-term appointments with permanent, continuing appointments for Senior Lecturers.

More recently at McMaster University, the development of teaching-only appointments policy was initiated in the first instance as part of a review of CLTAs. Between 1998-99 and 2006-07, CLTA appointments rose from 9% of all faculty appointments to 17% in 2006-07 (from 12% to 22% if faculty whose salaries were supported by external agencies are excluded). Notably, the proportion of female faculty on CLTA appointments tend to be substantially higher than that of male faculty – averaging 25% versus 9% (33% versus 12% if faculty supported by external funds are excluded). The teaching stream is intended to substitute for some portion of the long-term CLTAs.<sup>16</sup>

The Laurentian University Faculty Association negotiated the discontinuation of teaching stream appointments in favour of creating a continuing appointment for contract academic staff that included a progress-through-the-ranks/career-development-increment (PTR/CDI) salary escalation. In negotiating a common

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<sup>16</sup> If the full number of permitted teaching stream positions is filled, they could constitute 8 to 9% of the 2006-07 full-time faculty complement. If they are substituted for CLTAs, the proportion of CLTAs should be closer to the provincial average.

collective agreement for full-time faculty and contract academic staff this year, the Queen's University Faculty Association similarly extended to all adjunct faculty a continuing appointment category that allows adjuncts a route into the tenure-stream ranks. In the latest instance in which a university administration has proposed a teaching-only category, the University of Windsor Faculty Association has criticized the proposal for providing no benefit to sessional faculty and reducing the prospects of future tenure-stream appointments.

Once established, pay and working conditions, including teaching load, are other issues. The first of the following two sections addresses the features of teaching-only positions that might make them attractive to university administrators on the lookout for cost savings. The second section outlines provisions in association agreements that are teaching-only specific and/or set the conditions under which teaching-only appointments may be made.

## **Career limiting moves?**

There are a number of areas of concern that arise for faculty associations with respect to the working conditions and career prospects for teaching-only faculty. Not all are necessarily problem areas in all cases, but the list includes:

- Workload, including three-term teaching and the "hidden workload" of increasing class size
- Assessment and promotion
- Progress to the highest ranks, and the associated salary
- Opportunities and time for professional development, including research
- Recognition for research, and access to the tenure-track
- Ghettoization in certain course types
- Gender equity

Workload could be the most troubling issue for faculty associations. It can pose a problem not merely because of the volume of courses and students faculty are expected to teach, but because it has a strong bearing on career prospects for teaching faculty. Especially the first two of three features of workload – the increased number of courses taught per term and year, their distribution across the entire academic year, and the generally larger enrolment in courses taught – limit teaching faculty members' ability to devote to those activities they are expected to undertake to pass from probationary to continuing status and then to proceed up the ranks. Depending on criteria for progress-through-the-ranks (PTR) or career-development-increments (CDI), their salary prospects may also be affected.

Teaching load is not specified in all agreements, but where it is the number of courses in the academic year ranges from three to five full-course equivalents. The norm appears to be four courses. Teaching load at McMaster University is left to faculties to determine, but the recommendations adopted by the university Board of Governors and Senate indicate that the expectation is that teaching-stream course load will be double that of tenure-stream faculty.

A norm of four courses for teaching-only faculty is becoming double the teaching load of faculty who have responsibilities for teaching and research. It might be argued that this is the case only by virtue of reductions to a two course maximum load for regular faculty. Four courses for teaching-only faculty is less than double (1.6 times) the historic norm of two and one-half courses for other faculty. Still, pointing to previous patterns misses the reason for current trends in teaching load reductions – the increasing workload demands of expanding class sizes, wider student access to professors through email, etc. Teaching-only faculty with proportionately more (and larger) large classes could have teaching workloads that are effectively double, even measured against a two and one-half course load.

Teaching-only faculty may not be teaching four courses simultaneously; they may be expected to teach in the summer, in addition to the usual fall and winter terms. Some agreements, for example, stipulate that no more than three courses may be taught during the fall and winter terms, the fourth in the summer term. Institutions that limit teaching-only positions to CLTAs do not specify three-term teaching. Three of the four institutions with continuing appointments for teaching-stream faculty require or assume three-term term teaching, while the fourth has been implementing the practice against the objections of the faculty association. Of the three institutions that have a tenure process for teaching-only faculty, one requires three-term teaching by permanent teaching-only faculty.

The concern with workload is most easily expressed in terms of the 40/40/20 research/teaching/service split. The standard assumption appears to come in two parts: 1) that removing research expectations results in a simple doubling of the weight given to teaching, and 2) a split of 80/20 teaching/service responsibilities should translate into doubling the course load. Among other things, this misapprehends the blurry boundaries between teaching and research. In the model in which research informs teaching, some part of the research exercise must be given to maintaining “currency” in the field, to say nothing of how to define precisely where research ends and teaching begins if research provides course content. Not only are teaching-only faculty expected to stay current in their fields, they are expected to develop their pedagogical skills, which typically entails research as well. In addition, the model assumes that teaching-only faculty members want to be just that, with no research agenda of

their own or ambitions of landing a research and teaching tenure-stream appointment.

A University of Toronto Faculty Association (UTFA) critique of the 80/20 formula and double course load notes that it does not take account of the professional development activities and administrative duties undertaken by teaching staff.<sup>17</sup> UTFA proposes a balance of 60/20/20 teaching-and-administration/professional-development/service, in which professional development would include such activities as “conducting pedagogical and/or discipline-based research; publishing work, including creative and professional work; ... developing curricula; creating new teaching technologies....” In this scenario, if the teaching norm for tenure-stream faculty is two full courses, the course load for teaching-stream faculty would be three.<sup>18</sup>

The bind created for teaching-only faculty by a simple 80/20 formula or course load doubling is that the conditions for their appointment as a permanent faculty member and promotion typically include criteria that are premised on their pedagogical research and innovation. Conversely, scholarly research that is not geared to teaching-only pedagogy may be undervalued or not valued at all in the assessment and promotion process. UTFA has expressed a concern about the number of teaching stream faculty who have been denied promotion to a permanent position and failure to recognize research activity in the assessment of progress-through-the-ranks increments.<sup>19</sup>

The third dimension of workload, class size, coincides with another feature of teaching-only appointments. There are no data which indicate what types of courses are taught by teaching-only faculty, but the anecdotal evidence suggests that the distribution of their teaching tends towards courses with large class sizes – introductory courses and service courses provided for students enrolled in other programs. In some institutions, course loads may include non-credit instruction – in transition-year programs for example. For those teaching-only faculty who do not have a terminal degree and are teaching in a professional program, this type of “ghettoization” may not be an issue. For teaching-only faculty with aspirations of making the transition to a conventional tenure-stream appointment with research responsibilities, this type of teaching has implications for their teaching dossier. Especially in combination with the limitations placed

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<sup>17</sup> “Course Load in the Teaching Stream: The 80/20 Problem,” *UTFA Newsletter*, March 2007.

<sup>18</sup> This corresponds with “teaching-intensive” workload provisions in the Nipissing University Faculty Association collective agreement. Not to be confused with Nipissing’s CLTA teaching-only positions, these provisions provide for a three full-course equivalent course load. “Normal” course load is two and one-half full-course equivalents.

<sup>19</sup> “Report of the Chair of the Teaching Stream Committee,” *UTFA Newsletter*, April 2008.

on their ability to pursue a scholarly research agenda, it may limit their prospects of switching streams.

Career progress and the lower salaries of teaching-only positions have a gender dimension as well. As noted above, the CLTA appointments to which teaching stream appointments at McMaster University are a partial answer were more likely to occur amongst female than male faculty. Data on gender distribution of teaching-only appointments are limited, but the Lakehead University Faculty Association found that women were over-represented in the alternate, teaching stream. At the University of Waterloo, the situation has improved, but women continue to be disproportionately represented in teaching-only ranks: the proportion of female faculty that are Continuing Lecturers is more than double the same case for male faculty appointments. Similarly, the proportion of female appointments at the University of Western Ontario that were CLTA, from which teaching-only ranks are filled, was almost double the rate at which males were appointed to limited terms.<sup>20</sup>

## Faculty agreements

It is safe to say that faculty association agreements with universities assume that the teaching function of universities is to transmit new knowledge, that a close link between research and teaching is essential, and that the normal pattern of responsibilities for faculty members will include research and teaching. If so, teaching-only appointments are the exception that must be justified, and for which some kind of limits and conditions may be set.

There are several ways in which limits on the use of teaching-only appointments are established:

- Limiting their number by stipulating the absolute number of such appointments, or their proportion of the full-time faculty complement.
- Confining their use to specific faculties or programs. The most common such stipulation is to restrict teaching-only to language instruction. Other areas to which they may be deployed are professional programs. There might be a dearth of candidates with terminal degrees and the use of practitioners with appropriate experience may provide a partial and/or temporary solution.
- Limiting their term.

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<sup>20</sup> University of Western Ontario data are somewhat ambiguous: CLTAs are included with “permanent” appointments, but no definitions are provided for “permanent” or “other” categories.

The following tables outline the types of provisions in faculty agreements or institutional policy documents that stipulate the scope of teaching only positions. Of the institutions that have permanent appointment categories, those that include teaching-only faculty in the tenure process, as stipulated by a collective agreement, tend to limit the number of teaching-only appointments to identified program areas. As noted above, certain teaching positions at the University of Ottawa are for limited terms only; they are also limited in number. Mode I teaching positions at Ryerson University are in decline as grand-parented members retire. Similarly, alternate stream appointments at Laurentian University have been suspended. While the category was still in use, the Laurentian University Faculty Association collective agreement limited alternate stream appointments to specified faculties, and their number to a maximum of 25% of full-time faculty in an academic unit.

**Institutions with teaching-only faculty in the tenure-stream**

	Number / %	Language instruction	Other faculties	Term	Other
Ottawa	No limit for Language Teachers; CLTA positions limited in number.	Only Language Teachers are tenure-stream	Letters of understanding were negotiated on faculty by faculty basis	Up to 5 years. No further appointments after specified date.	Some CLTA teaching conditional on matching number of regular faculty appointments.
Ryerson			Midwifery		Mode I, appointed before 1992
York		Dept. of Languages, Literatures & Linguistics; French Studies; French Language Training	Nursing program; Faculty of Science & Engineering; School of Kinesiology & Health Science		

In contrast, three of the institutions that grant continuing status rather than tenure do not specify limits to the number of teaching-only appointments. Of the one that does stipulate limits, there is no specified limit to the number of teaching-only appointments that may be made in the Faculty of Health. No limit is specified because of differences in funding for salaries and in arrangements with agencies outside Ontario's Ministry of Training, Colleges and Universities.<sup>21</sup>

<sup>21</sup> McMaster University, *Teaching-Stream Faculty*, Supplementary Policy Statement 29, December 2006.

**Institutions with continuing status for teaching-only appointments**

	Number / %	Language instruction	Other faculties	Term	Other
<b>Carleton</b>					no limits specified
<b>McMaster</b>	Number specified by faculty, except Health				
<b>Toronto</b>					no limits specified
<b>Waterloo</b>					Regarded as unusual, offered only in special circumstances

In addition to limiting teaching-only appointments to CLTAs, two of the three institutions limit their number. The proportion of full-time faculty complement permitted at Brock University was increased from 5% to 7% in negotiations this year, but 10-month appointments of instructional faculty are no longer permitted.

**Institutions restricting teaching-only appointments to CLTAs**

	Number / %	Language instruction	Other faculties	Term	Other
<b>Brock</b>	Instructional faculty ltd to 7% of full-time faculty appointments; CLTA limited to 14% of full-time faculty			Instructional faculty may be appointed for limited of 6 or 12 months	
<b>Nipissing</b>	Maximum of 7; maximum of 5 in any one faculty			Maximum 2 years	Normally, will not have PhD and must be for program delivery during Workload Implementation Plan
<b>Western</b>				Initial appointment of 2 years, renewable for additional 5	

There is no typical pattern for salary structure.<sup>22</sup> Several agreements are silent on the matter, effectively making regular, tenure-stream faculty salary scales the operative scale for teaching-only faculty. Of these, all appointment types are represented: CLTA (Brock University); Continuing (McMaster University); and Tenure-stream (Ryerson University) are all represented.<sup>23</sup> There are two other types of salary structure for teaching-only faculty: a teaching-only rank structure; and a restricted-rank salary scale. The first of the following two tables compares the salary scales of teaching-only and other full-time faculty scales, each of which have had teaching-only positions for substantial periods. Of the three cases, there are no salary ceilings for faculty at York University.

	Appointment Type	Floor % Entry rank / Assistant Prof	Floor % Top rank / Professor	Ceiling % of Top rank / Professor
<b>Carleton</b>	Continuing	80%	66%	80%
<b>Ottawa<sup>24</sup></b>	Tenure-stream	70%	78%	60%
<b>York</b>	Tenure-stream	89%	88%	n/a

The following table compares the salary floors for designated teaching-only ranks with Assistant Professor salary floors at those institutions where teaching-only positions are limited. Except for Nipissing, which limits teaching-only appointments to one two-year term, there is no salary ceiling for teaching-only faculty at the respective institutions. The exception could be the University of Western Ontario, where teaching-only appointments are subject to renewal, but with no stipulated limit to the number of renewals the ceiling would be more practical than formal. The only limiting factor in the rate at which faculty ascend the salary scales is the application of the PTR/CDI formulae.

	Appointment Type	Rank	Floor % of Assistant Prof
<b>Nipissing</b>	CLTA	Lecturer	77%
	CLTA	Assistant Prof	100%
<b>Toronto</b>	Continuing	Senior Lecturer	135%
<b>Waterloo</b>	Continuing	Lecturer	78%
<b>Western</b>	CLTA	Lecturer	74%
	CLTA	Assistant	100%

<sup>22</sup> This section refers to salary structure only; actual starting salaries may differ significantly from the salary floor.

<sup>23</sup> Laurentian University's Alternate (tenure-) Stream would also fit into this group.

<sup>24</sup> Language Teacher ranks at the University of Ottawa are determined by postsecondary attainment, level IV requiring a doctorate or equivalent. Level IV salary floor is 108% and salary ceiling is 138% of the Assistant Professor floor and ceiling, respectively.

To some extent, salary structure may be a partial off-set for the status and prospects of teaching-only positions. Notably, the University of Toronto salary floor for Lecturers and Senior Lecturers is 35% higher than for Assistant Professors, and the elimination of the Lecturer salary ceiling coincides with the establishment of the continuing appointments category in 1999. More generally, the absence of a salary ceiling may compensate for the inability to move up the ranks. The McMaster University salary structure finesses the trade-off a bit differently by adding teaching-stream appointments to the tenure-stream salary structure, rather than establishing a lower-paying rank scale as occurred in institutions with a much longer history of teaching-only positions. The difference for teaching-stream faculty at McMaster University is two-fold however: permanence does not confer promotion to Associate Professor, and promotion to Professor from Associate is possible, but is not expected to be the norm.

There are, of course, issues that arise with respect to career prospects of teaching-only faculty – probation/promotion, job security, accessibility of tenure-stream and/or regular faculty appointments. The table appended as Appendix A, outlines the provisions covering these features of academic appointments at the universities in which continuing or tenure status is granted to teaching-only faculty.

There are a number of summary points that may be made. First, probationary periods and assessment processes are comparable to those for tenure-stream faculty who have research responsibilities. That is, there is some expectation that there is some length of time required to establish a track record commensurate with their responsibilities. Second, the criteria for tenure/permanence and promotion require more than simple competence as a teacher for a candidate to advance. Again, this should imply that some time is required for teaching-only faculty to develop and hone their pedagogical expertise, not unlike the time allotted for other faculty to pursue their research and other scholarship.

Two other comments pertain to the job security and the prospects of jumping tracks to a research-oriented tenure-stream. By and large, teaching-only faculty are provided the same job security as their research-focused counterparts, but there are instances where there are explicit statements that teaching-only bear some risk in the event of curricular changes, and for which there is no comparable statement for other faculty. Finally, there are only two cases in which collective agreements include specific language for teaching-only faculty to make the switch to regular faculty status. At the University of Western Ontario, CLTAs may be appointed to the tenure-stream without going through the normal appointment process, and CLTA applicants are given special consideration for shortlisting in open competitions in any case. In one case, they are prohibited. As

with the remaining cases, it may be presumed that they are not prevented from applying for available faculty positions in open competition.

## What lies ahead? Policy considerations

Given the range of variation in teaching-only faculty appointments across Ontario, it may be expected that a policy on them would be comprised of a policy statement composed of several parts, or of a series of policy statements that each address different aspects of teaching-only positions about which there may be concerns. These may include:

- Research-teaching link
- Workload
- Career progression
- Salary levels and structure
- Job security

In a 1994 statement to the Ontario Council on University Affairs, OCUFA restated the importance of maintaining the integrity of the research-teaching link.<sup>25</sup> OCUFA could state that faculty responsibilities that reflect that link are to be preferred; presumably it would also acknowledge the existence of teaching-only positions at Ontario universities. To the extent that teaching-only positions do exist, one option is to address the manner in which teaching-only faculty stay current with the latest developments in their fields. The McMaster University report indicates that collegial exchange between faculty members is one such method. Given the variability in degree of collegiality, questions may include:

- Is a more formal process of exchange of expertise between research-oriented and teaching-only faculty warranted?
- Should it be credited as part of workload responsibilities, and how, and should it apply to both “parties” in the exchange?

With respect to the issue of workload:

- Is there a suitable or preferred distribution of responsibilities other than 80/20 teaching/service that reflects the scholarly and professional work performed by teaching-only faculty?

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<sup>25</sup> OCUFA, *Sustaining Scholarship: A Submission to the Ontario Council on University Affairs in Response to “Sustaining Quality in Changing Times – Funding Ontario’s Universities”*, November 1994.

- Is there a teaching load standard, or formula for establishing teaching loads at individual institutions?
- To what extent should scholarly activities be deemed to include research that is not geared to teaching responsibilities and recognized for permanence, promotion, and salary increments?

If some form of career path from teaching-only to regular tenure-stream faculty is to be considered, the key question would revolve around the process by which a teaching-only faculty member would qualify if they are not to be required to apply through an open competition. Other arrangements may be conceivable, but the range of possibilities, with approvals from the usual authorities as required, could include:

- Conferral between Departmental Chair and Faculty Dean, as at York University
- Review by appropriate committee, variations of which are to be found at Carleton University and the University of Western Ontario
- Probationary tenure-stream appointment, but without competition and without jeopardy to return to teaching-only status in the event of incompleteness

In addition to potential equity concerns, salary levels and structure raise issues about priorities. University administrations may speak eloquently about the importance of teaching and the need to cultivate good teaching, but do not appear prepared to pay teachers their purported value. Conversely, if OCUFA and its members wish to discourage the expansion of teaching-only positions, salary scales comparable to other faculty ranks could serve as a deterrent. Any statement would have to take account the differences in salary structure.

Finally, where teaching-only faculty appear to be more exposed than their tenure-stream counterparts to being declared surplus in the event of program closure, etc., the caveat to the conditions for release is "if no alternative employment is available." If greater certainty is to be obtained for teaching-only faculty:

- Is it reasonable to suggest that teaching-only faculty facing redundancy due to closure be offered a probationary, tenure-stream appointment as a requirement for "alternative employment"?

## Appendix A

	Probation / Promotion	Criteria	Job Security	Access to tenure-stream
<b>Carleton</b>	Preliminary appt. for 2 yrs in expectation of renewal and/or confirmation. Promotion from Instructor I to II automatic in 3rd yr; from II to III in 4th yr as Instructor II. Renewals not to exceed 6 yrs w/o granting confirmation	Teaching effectiveness equivalent to "normal performance"; promotion to highest rank (Instructor III) requires effectiveness above expectation for Instructor II	Same process and conditions as professorial ranks; except identification of individuals consider also "need of the department" and "relative merit of the Instructor employee's performance as exemplified in teaching."	Subject to promotion committee recommendation procedure, may be transferred to faculty ranks where research is of calibre and nature required for faculty appt and doing job normally expected of faculty member. Otherwise, may be appointed where suitable vacancy.
<b>McMaster</b>	Teaching track parallel to tenure-track; max probationary period of 6 years as Assistant Prof. Successful completion of probation does not confer automatic promotion.	Permanence requires excellence and development as teacher; promotion to Associate, recognition outside home department; to Professor, evidence of national or international reputation	Appointments "may be terminated without fault or cause by reason of curricular change or removal of an area or field" as determined by academic plan endorsed by Senate	No formal process defined, but LTAs may be converted to tenure-track
<b>Ottawa</b>	Tenure for Language Teachers parallels regular faculty tenure process. Graduate degree not required for appointment; appointment level (I, II, III, IV) corresponds to postsecondary attainment. Decision to be rendered not later than fifth year of appointment.	For tenure, teaching evaluation must meet expectations, contribution to pedagogical development in institution, and, for III and IV, evidence of scholarly activity. Eligibility for subsequent promotion subject to postsecondary attainment.	Same process and conditions as professorial ranks.	No language teacher appointed after Jan. 1, 1994 can be promoted to professorial ranks; grandparented Language Teacher IV may be appointed to Associate Professor, with teaching load reduction and review of past service for application to entitlements, etc

	<b>Probation / Promotion</b>	<b>Criteria</b>	<b>Job Security</b>	<b>Access to tenure-stream</b>
<b>Ryerson</b>	Mode I appointments eliminated in 1992; Midwifery faculty subject to same tenure and promotion process as other faculty.	Same tenure and promotion criteria as other faculty.	Midwifery faculty may be laid off in the event of external funding reduced or withdrawn and University closes or reduces the program.	Mode I faculty grandparented, but had option to transfer to Mode II (conventional full-time) faculty stream.
<b>Toronto</b>	Initial appt as Lecturer normally for 1 yr, renewable to max of 5 yrs. Promotion to Senior Lecturer confers continuing appointment.	Teaching effectiveness and pedagogical/professional development according to divisional standards: e.g., Arts and Science: "excellence in teaching and evidence of continued future pedagogical/professional development."	Appointments may be terminated "by reason of curricular change as determined in a multi-year academic plan approved by the Vice-President and Provost, where such change removes an area or field of teaching" and no alternative employment available.	No process defined
<b>Waterloo</b>	At least 3 yrs as CLTA; on recommendation of Chair and Dean, in consultation with Departmental and Faculty Tenure & Promotion committees.	Strong teaching and service record.	Same process and conditions as regular tenure-stream faculty.	No process defined
<b>York</b>	Tenure process parallel to professorial stream. Pre-candidacy period of 3 years; candidacy period of 3 years; combined not to exceed 6 years.	Promotion to Associate Lecturer: "superior teacher"; to Senior Lecturer: "exhibits leadership and makes a substantial contribution as a teacher and colleague."	Same process and conditions as professorial ranks.	Alternate Stream appointee may apply to transfer to professorial stream. Dean to consult with Chairperson. If accepted, appointment to rank of Assistant Professor, with previous tenure, service entitlements retained.

## Appendix B

There is no common definition of “teaching-only.” The UK Higher Education Statistics Agency indicates only that a position should be counted as teaching-only if the employment contract identifies it as such. The Australian definition provides detail: teaching-only

“involves only teaching and associated activities (including lecturing, group or individual tutoring, preparation of teaching materials, supervision of students, marking, and preparation for the foregoing activities), or the management and leadership of teaching staff and of staff who support teaching staff. There is no formal requirement that research be undertaken.”

In contrast, the US National Center for Education Statistics definition includes not only faculty with the conventional 40/40/20 research/teaching/service expectation, but may include faculty with a 50% research load.

These definitions do extend to “part-time” and contract academic staff; it is the increase in their numbers that alarms the respective faculty organizations.

Part-time faculty members in the UK and “fractional full-time” in Australia generally have the same rights and responsibilities as full-time members, with a reduced workload and correspondingly reduced, or pro rata, salary. It is the hourly paid lecturers – remunerated on the basis of each hour of lecture time, preparation, grading, etc. rather than per course – who correspond most closely to part-time contract academic staff in Ontario.

In the UK, the number of full-time teaching-only faculty as a percentage of full-time faculty fell 40% between 1995 and 2003, but the proportion of part-time faculty with teaching-only responsibilities rose by 28%. At the same time, the percentage of full- and part-time faculty with term contracts rose. Data collection changed in 2003, when “atypical” categories, including hourly-paid lecturers, were added. Their inclusion raised the proportion of faculty (numbers) with teaching-only appointments from 10% to 25%.

In Australia, from 1996 to 2006, the proportion of full-time and fractional full-time faculty represented by teaching only faculty declined by 44%. Meanwhile, the proportion of all (full-time equivalent) faculty represented by per-course “casual” teaching faculty rose by 23%. Of these, 90% are teaching-only.

At four-year, public universities in the US, the number of faculty with contingent employment has increased to almost 50% of total faculty counts.