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**A SURVEY OF THE LEAVE-OF-ABSENCE POLICIES OF THE STATE OF VIRGINIA,
ITS LOCAL SCHOOL DIVISIONS, AND OTHER STATES**

**A Thesis
Presented to
the Graduate Faculty of
The University of Richmond**

**In Partial Fulfillment
of the Requirements for the Degree
Master of Science in Education**

**by
John Richard Kopke**

August 1963

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APPROVAL SHEET

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

When a teacher accepts a position, he agrees to be with his pupils each day that school is in session. Yet at times, it is justifiable that a teacher be absent from his regular teaching duties. Hence, it is important that a provision for teacher leaves-of-absence be included in the personnel policies of every school system.

It is legitimate to ask whether the leaves-of-absence provisions provided by the State of Virginia and its counties and cities are adequate. This thesis is intended to compare the policies of the State and its counties and cities with the policies of the other forty-nine states. From this comparison, it will be indicated whether the State of Virginia is providing a comparable leave-of-absence policy, or at least is making progress toward a satisfactory policy in this vital area.

I. THE PROBLEM

That Virginia's leave-of-absence policy is a constant source of irritation to the classroom teacher is shown by the attempt of local education associations and the Virginia Education Association to get local school boards to include more liberal benefits in their

leave-of-absence policy. The writer has seen and heard evidence of this dissatisfaction within his own school system, and indeed, among his own faculty.

All too often it is assumed by administrators that an adequate plan to insure the mental and physical health of teachers is one of those problems that has no satisfactory solution. It is often assumed by these same administrators that the teachers of our state and nation are completely willing to go along with any plan forwarded by the local board of education or superintendent. This study will show that such is not the case.

A plan for administering teacher leaves-of-absence should be considered a plan to help maintain instructional service of the highest level of quality and efficiency, not a concession granted to the teaching staff by the board of education. Under certain circumstances, teacher absences are advantageous to students as well as to the teacher. A teacher who insists upon meeting his classes when he is sick is not likely to teach well. He may, moreover, spread a contagious disease among his students. A teacher who occasionally leaves his classes to visit other schools or to attend important educational meetings may return with ideas for improving his own work and with enthusiasm for trying them out. The best criterion for judging a particular leave-of-absence plan is whether in the long run it will contribute to the improvement of teaching services.

Close to the heart of the leave-of-absence problem is the question of salary for the working time lost. Few school systems would refuse to grant rather generous leaves if they did not have to pay the extra cost of salaries for substitute teachers. On the other hand, few teachers would take leave beyond the very minimum unless they were paid for the days of absence. The crux of the problem is whether the teachers of Virginia are sufficiently protected by existing leave-of-absence policies. If they are, is there an abuse of the policies by the teachers? If they are not, how is this situation affecting the mental and physical health of both teachers and pupils? On the day this particular paragraph is being written, the writer, in his capacity as principal of an elementary school, has two teachers on his faculty who are too ill to be in a classroom. In spite of this fact, they are here because they do not have sufficient leave accumulated to enable them to remain home at full pay. In most cases, it would be safe to assume that the effectiveness of these teachers will be impaired. The larger consideration seems to be what their effect will be on the children under their supervision.

Members of the teaching profession should be led to recognize the expense involved in operating a leave plan, and that they should cooperate with the school administration in keeping costs at a reasonable figure. All should recognize that leaves-of-absence, with or without salary, should be granted only for definite and

specifically stated reasons on which the members of the board of education, the school administrators, and the classroom teachers are agreed, and about which they are fully informed.

The following basic questions must be answered before a complete understanding can be reached as to what an adequate leave-of-absence policy should contain.

- (1) Why is a leave-of-absence policy of value to a board of education? To the school staff? To the student body?
- (2) For what purposes should leave-of-absence be granted?
- (3) What payment of salary should be made to people on leave?
- (4) For how long a period should various leaves be granted?
- (5) What responsibilities should be laid upon staff members?

II. DEFINITIONS OF THE TERMS USED

Sick leave. Sick leave is usually defined as leave granted to a teacher because of personal illness, cumulative to a certain number of days with no loss in salary to the teacher.

Emergency leave. Emergency leave is usually defined as leave granted for one to three days for causes beyond the control of the teacher. Such leave may be a separate type of leave, or may be a local extension of the state sick leave plan, paid wholly out of local school funds with no state reimbursement.

Sabbatical leave. Sabbatical leave is usually defined as leave granted to a teacher by the school board for professional improvement for a definite period of time, usually with salary or a portion of salary. A specific length of teaching service in the division is usually a prerequisite for granting such leave.

Maternity leave. A maternity leave is usually defined as leave granted to a teacher by the school board without salary, which may or may not have a requirement as to previous teaching service.

III. JUSTIFICATION OF THE PROBLEM

Previous investigations of this problem have not taken into consideration the views of the teachers and administrators. These studies and recommendations have consisted of reports from either teacher organizations or those responsible for the actual policy making. On the one hand, there are the recommendations and conclusions of the teacher organization, which has as its primary reason for existence to get as much for their members in the way of salary and fringe benefits as possible. On the other hand, there are the recommendations and conclusions of the superintendent and board of education who are entrusted with maintaining an adequate public school system at a minimum of expense to the taxpayer. Both views have merit, but no attempt has yet been made to consolidate or reconcile these views into one report, and to try to discover how far apart agreement actually is on what both parties consider an adequate leave program.

That the problem exists there is no doubt. This study will attempt to consolidate the various reports and recommendations so that the problem may be studied, and reasonable conclusions reached on what is lacking. There is no doubt that progress has been made in the granting of various leaves to teaching personnel. In the past twenty-five years, considerable progress has been made in an attempt to bring the teaching profession to the level of other professions. There are those who are convinced this has been accomplished, and that there is no reason for further action. On the other hand, there are those who insist that this objective has not yet been realized. Those who look at the statements and study the research compiled by these two groups can readily see that each has merit. This study is intended to isolate the areas in which differences exist, and to attempt to reach a conclusion on what remains to be done.

The remainder of this thesis will consist of chapters devoted to each of the four types of leaves mentioned on pages 4 and 5, and the final chapter will be devoted to conclusions and recommendations. For a leave-of-absence policy to be considered adequate, these four types of leaves must not be divorced from one another, but be inter-related. Any leave-of-absence policy which does not include all four of the leave plans must of necessity be considered wholly inadequate, and of such a nature as to be damaging to the morale of teacher personnel.

The material for this study was gathered from various sources. The publications and facilities of the Virginia Education Association, the National Education Association, and the American Federation of Teachers were used. A number of teachers and administrators from a variety of positions in our educational system were interviewed, and their thoughts and recommendations included in this study. A survey was sent to approximately one hundred teachers in county and city schools to get their opinion on the adequacy or inadequacy of present leave-of-absence policies, and what they consider essential to an adequate plan. It is hoped that through these various resources, it will be possible to arrive at the basic reasons for dissatisfaction and abuse of existing leave policies, and to state conclusions and recommendations accordingly.

CHAPTER II

SICK LEAVE POLICIES OF VIRGINIA, ITS SCHOOL DIVISIONS, AND OTHER STATES

Chapter II is devoted solely to that section of leave-of-absence policies which deal with sick leave benefits. As has been pointed out, sick leave benefits are considered by many to be the crucial problem in the formulation of an adequate leave-of-absence policy. This chapter will attempt to bring into focus the problems which must be overcome by those who formulate state and local sick leave policy.

The materials and methods used in this portion of the investigation consist of materials compiled by the National Education Association, Virginia Education Association, and the Chesterfield Education Association. In addition, a survey has been sent to five schools whose faculties represent a total of 102 teachers. This survey can be found on page 142 of the appendix. From these 102 questionnaires, a total of fifty-two teachers responded. The survey, taking the precaution not to request the name of the teacher, perhaps brings out what might be considered a fairly accurate picture of the teacher's attitude toward the sick leave policy which affects him. To supplement this study, a number of personal interviews were conducted which will enable the reader to note the inconsistency between the oral and written response of the teacher.

Basic Approaches to Sick Leave Plans

As pointed out by C. A. Webber in his book Personnel Problems of School Administrators, there are three basic approaches to sick leave policy. The first and most commonly used approach is providing a fixed number of days of absence with full pay with the privilege of accumulating unused days up to a limit set by the board of education. This approach is the one used most frequently both in Virginia localities and in the majority of school divisions in these United States. The second approach is to give full pay to teachers absent because of illness, provided the number of days of absence for all teachers does not exceed a specified number of days per year. This plan provides for some deduction from the teacher's pay at the time of absence, the amount to be refunded in full if the amount for the entire staff is not exceeded. The third approach, and the one most infrequently used, provides unlimited sick leave with full pay for all teachers.¹

There can be no doubt that progress has been made in the granting of sick leave benefits. Figures 1, 2, and 3 show progress made in the granting of sick leave with pay.

¹Clarence A. Webber, Personnel Problems of School Administrators (New York: McGraw-Hill Book Company, Inc., 1954), p. 197.

Figure 1, page 11, shows that in 1928, only fifty-eight per cent of the nation's school systems reported provisions for sick leave with some type of pay. In 1956, this was true of ninety-six per cent, and in 1961, ninety-nine per cent. Figure 2, page 11, shows that in 1928, only seven per cent of the nation's school systems had the cumulative type of sick leave. By 1956, this had increased to ninety-one per cent, and by 1961, ninety-seven per cent. Figure 3, page 12, shows that in 1945, about fifty-eight per cent of the schools provided ten days of sick leave cumulative up to thirty days, six per cent had such programs cumulative up to sixty days, six per cent had such provisions cumulative up to ninety days, and twenty-six per cent provided sick leave with pay without the cumulative feature.²

As can be seen, many school divisions have come to recognize that in many instances the salutary effect an adequate policy of paid sick leave has on the teacher, the pupil, and the school system far outweighs the added cost.

Method of Adoption of Sick Leave Plans

Adoption of sick leave plans by local school boards is by no means always prompted by requirements of state law. In many states, however, legislation sets the minimum amount of paid sick leave to

²National Education Association, Handbook for Building Representatives (Washington, D. C., 1962), p. 121.

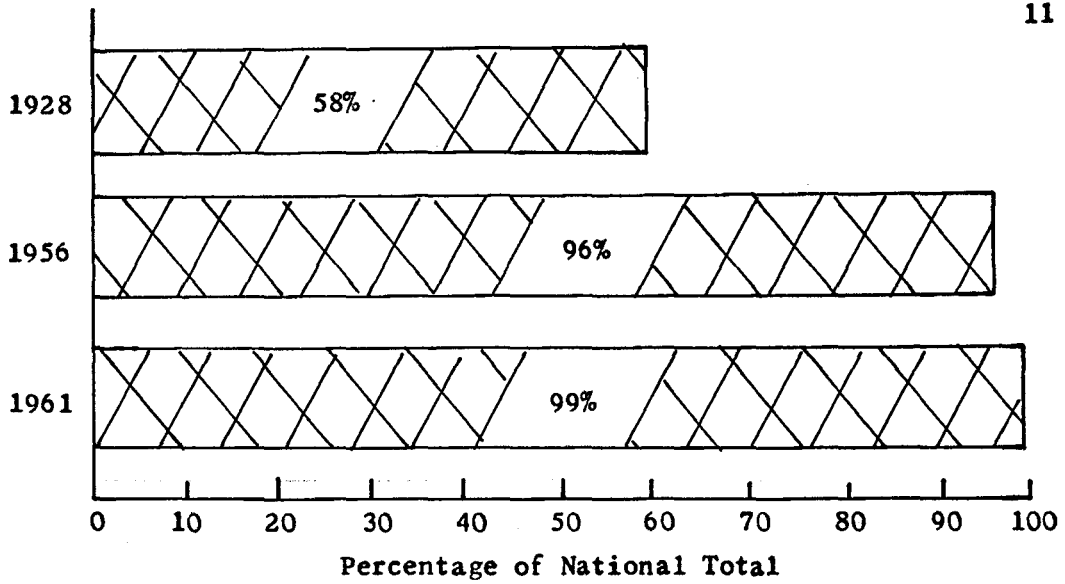


Figure 1. A comparison of the Nation's school systems reporting sick leave provisions with pay, 1928, 1956, and 1961. (Based on data from NEA Handbook for Building Representatives, 1962)

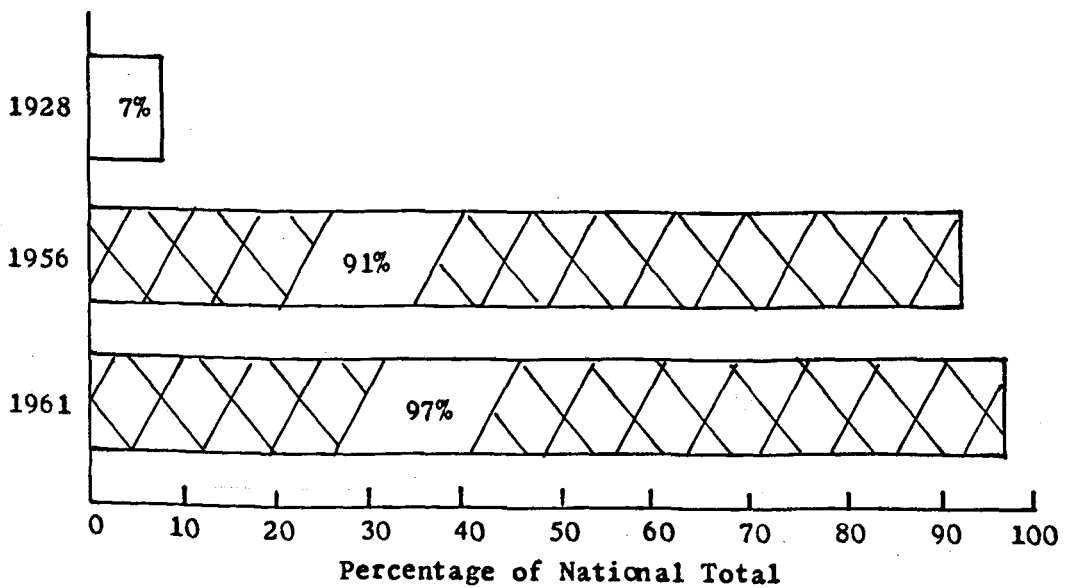


Figure 2. A comparison of the Nation's school systems reporting cumulative type leave provisions with pay, 1928, 1956, and 1961. (Based on data from NEA Handbook for Building Representatives, 1962)

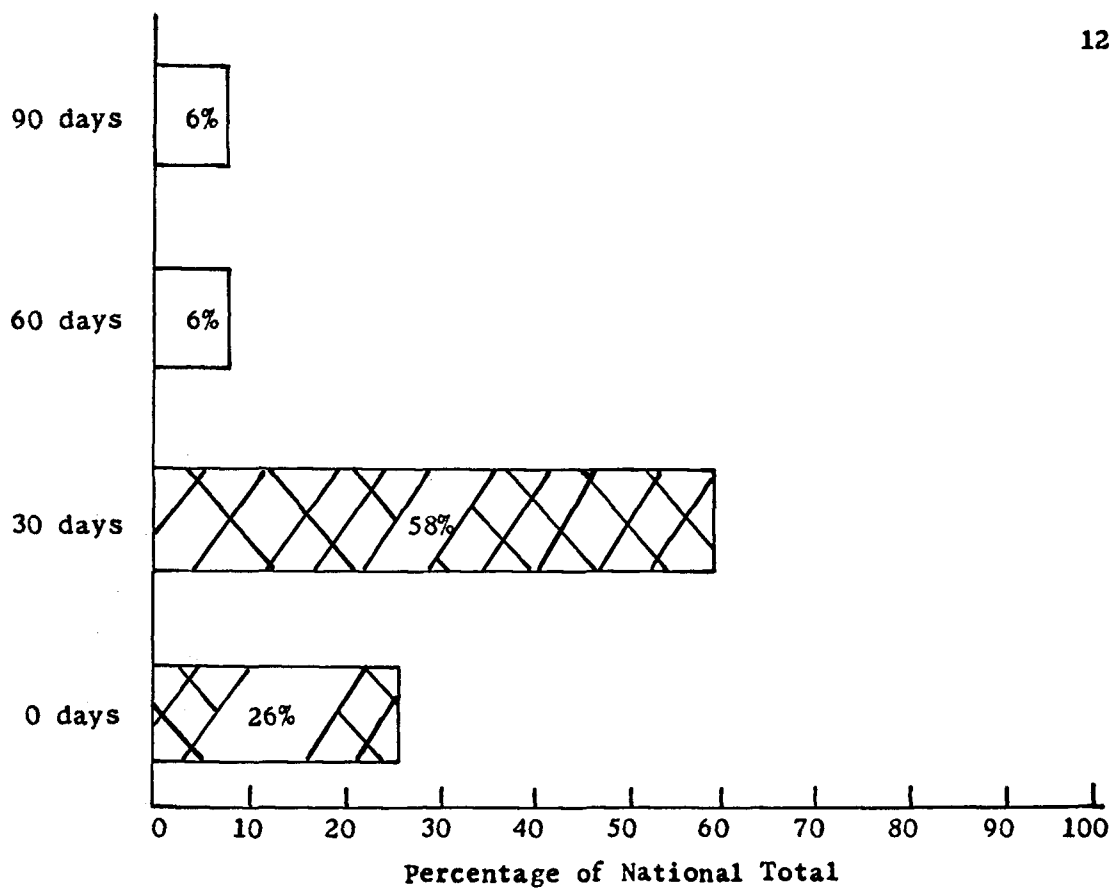


Figure 3. A comparison of the nation's school systems granting from 0 to 90 days cumulative leave, 1945. (Based on data from NEA Handbook for Building Representatives, 1962)

which teachers are entitled. A survey of statutory provisions dealing with leaves-of-absence compiled by the NEA Research Division in June, 1961, shows that the laws of thirty-five states and the District of Columbia contain references to teacher's sick leave, while in three other states, Alaska, Hawaii, and Maryland, state board of education regulations impose definite leave requirements on local school divisions.³

The types of state laws and state regulations in effect may be grouped as follows:

(1) Twenty-seven states and the District of Columbia have specific state-wide mandatory provisions for fully paid sick leave for teachers. In addition, New York law requires certain school districts to adopt sick leave regulations with or without pay, but is silent as to other districts; a special provision relates to the New York City Teachers.

(2) Tennessee and Virginia appropriate state funds for sick leave for teachers. If local school boards elect to share in these funds, they must comply with state board sick leave regulations. The Tennessee statute specifies how many days' sick leave the regulations shall provide; Virginia leaves the amount up to the state board.

³National Education Association, Research Bulletin (Vol. XXXIX, No. 3, October, 1961), p. 94.

(3) Three other states, Alabama, Mississippi, and Nevada, authorize local school boards in their discretion to adopt sick leave programs. Aside from Mississippi, the statutes spell out the maximum allowable limits. A fourth state, North Carolina, vests the state board with authority to grant teachers up to five days paid sick leave per school term.

(4) The Michigan tenure law, subject to local adoption, and the Nebraska tenure law, applicable to Lincoln and Omaha, carry permissive provisions for leaves-of-absence to teachers for physical and mental disability or sickness.

(5) Mandatory leave provisions only for teachers ill with tuberculosis prevail in Arizona and Massachusetts.⁴

The number of states that make paid sick leave mandatory continues to grow. Since 1957, four states, Maine, North Dakota, Vermont, and Washington have adopted this type of legislation on a state-wide basis. Eleven other states have amended their laws in the past few years to provide more generous sick leave benefits.

State provisions vary considerably as to the amounts of sick leave prescribed. Ten days fully paid leave per year is the most common; sixteen states and the District of Columbia require this much.

⁴Ibid., p. 25.

While a few states provide for leave on an annual basis with no carryover indicated, the more typical provision calls for accumulation of unused sick leave from year to year, up to a specified total amount. One of the more generous states in this respect is Washington, where unused sick leave is cumulative up to 180 days, the equivalent of a full school year. California, Hawaii, and New Jersey go even further and permit indefinite accumulation. In contrast, unused leave is not cumulative in Georgia, while Kentucky, Vermont, and West Virginia allow only twenty days of accumulated leave.

Local school boards in eleven states are specifically permitted to extend the yearly and cumulative limits beyond those fixed by statute or regulation. The laws in other states contain no expressed authority to exceed the number of days specified. But the statutory language in some of these states implies that local boards may grant more sick leave than the law provides.

As shown in Figure 4, page 16, the policy of allowing teachers to accumulate unused sick leave has spread widely. This plan is now over four times as common as it was in 1931.⁵

The sick leave requirements of twenty-five states and the District of Columbia are presented in Table I, page 17. A careful study of Table I will show the wide range of differences which separate

⁵ National Education Association, Teacher Leaves of Absence (May, 1962), p. 7.

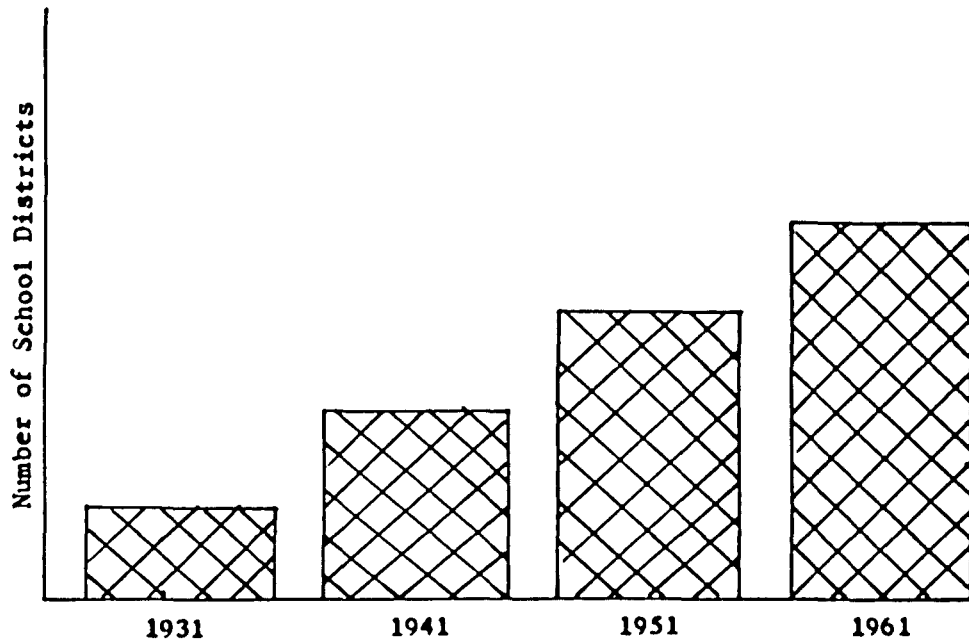


Figure 4. Comparison of school divisions with more than 30,000 population which permit sick leave to accumulate, 1931, 1941, 1951, and 1961. (Based on data received from the American Federation of Teachers, March, 1961)

TABLE I

MANDATORY SICK LEAVE REQUIREMENTS OF 25 STATES AND THE
DISTRICT OF COLUMBIA, JUNE 1962

STATE	DAYS PER YEAR AT FULL PAY	UNUSED DAYS OF LEAVE CUMULATIVE TO:	LOCAL BOARDS AUTHORIZED TO EXCEED LEAVE
Alaska	12	60	X
California	10	Indefinitely	
Connecticut	10	At least 60	X
Delaware	10	120	
D. C.	10	75	
Florida	10	80 in 12th year	
Georgia	1½ days per mo.	Not cumulative	
Hawaii	18	Indefinitely	
Idaho	8	32	
Illinois	10 in first yr. 7 per year afterward, 10 in first yr.	90	X
Indiana	5 per year afterward	90	X
Iowa	5 to 9	At least 35	X
Kentucky	10	20	X
Louisiana	10	25 in 3 years	X
Maine	10	30	X
Maryland	10	-----	
New Jersey	10	Indefinitely	
North Dakota	5	At least 20	X
Ohio	5	-----	
Oklahoma	Discretion of local board	-----	
Oregon	At least 10	100	X
Pennsylvania	10	30	X
Vermont	10	20	
Washington	10	180	X
West Virginia	5	20	
Wisconsin	At least 5	At least 30	

many legislators when a sick leave policy is worked out for teaching personnel. Ten days' sick leave per year at full pay is the most common method adopted by legislators in the various states. A wide range separates the twenty-five states in regard to the number of days a teacher may accumulate unused sick leave. Vermont and West Virginia have placed a limit of twenty days of unused sick leave, while three states, California, Hawaii, and New Jersey permit indefinite accumulation.

The statutory provisions of two states, California and North Carolina, are presented below as an example of the type of legislation that has been adopted to deal with the problem of sick leave.

California: Ten days' sick leave a year with pay is mandatory, but more may be granted in the discretion of the board. The ten days need not be accrued before they are taken. Unused leave may be accumulated indefinitely. After the first ten days' leave, loss of pay shall not exceed substitute's pay for absence up to a period of five months, but during this time, boards may provide fifty per cent or more of regular salary. For absence longer than five months, pay is in the discretion of the school board, subject to rules and regulations of the State Board of Education.

Certificated employees are entitled to three days' leave-of-absence with pay for death of immediate family; school boards may allow additional leave for this reason. (California Educational Code. Secs. 13467 to 13470)

North Carolina: The State Board of Education is authorized in its discretion to provide for not to exceed five days' sick leave per school year with pay for teachers and principals. (General Statutes of North Carolina. Sec. 115-11)⁶

⁶ National Education Association, School Law Summaries (June, 1962), p. 1-2.

Sick Leave Provisions in the State of Virginia

Statutory provision for sick leave benefits for Virginia teachers has not yet been specifically set forth by the Virginia Legislature. The Virginia Legislature has empowered the State Board of Education to formulate a state-wide sick leave plan under which local school divisions may or may not operate. In order to be eligible for state aid in this area, local school boards must operate within the framework of the minimum requirements set forth by the Virginia State Board of Education. The regulations governing the state sick leave plan for teachers were recently revised and became effective August, 1962. As stated above, participation in the State Sick Leave Plan for teachers is optional with local school boards. Each full time teacher in the public free schools which operate under the State Sick Leave Plan may earn a maximum of ten days each year in which the individual teaches under the state plan. Furthermore, a teacher cannot claim any portion of earned leave unless he or she has actually reported for duty for the regular school term in accordance with the terms of the teacher's contract. However, if a teacher is unable, because of illness, to begin teaching when school opens in the fall, such teacher may be allowed to use accumulated leave to his credit under the State Plan not to exceed such balances to his credit as of June 30 of the immediate preceding school year. Sick leave, if not used, may accumulate to

a maximum of forty-five days. All accumulated sick leave shall terminate upon the expiration of employment as a teacher. A teacher may transfer from one school system to another in Virginia and likewise transfer any such accumulated leave if the school board of the system to which the transfer is being made signifies its willingness to accept such transfer. The regulations set forth by the State Board of Education governing state sick leave benefits for teachers can be found in the appendix, page 137 of this thesis.

The author, as a member of the Personnel Policies Committee of the Chesterfield Education Association, did research into the question of the sick leave policies of the various counties and cities in the State of Virginia. Table II, page 21, shows that twenty-nine Virginia counties and cities go beyond the maximum sick leave accumulation of the forty-five day state plan with these divisions paying the entire substitute's pay.

In addition, there are sixteen school divisions which supplement the state-wide sick leave plan by paying more than forty-five days with substitute pay deducted. Of the 129 counties and cities in the state, Prince Edward omitted, 128 counties and cities participated in the state sick leave plan. One city, Roanoke, which has its own plan, did not participate.

One hundred and twenty-one counties and cities in the State of Virginia accept transfer of accumulated sick leave. The eight counties and cities which do not accept transfer of accumulated sick

TABLE II

LOCAL VIRGINIA SCHOOL DIVISIONS EXCEEDING THE MINIMUM 45 DAY
STATE SICK LEAVE PLAN

No Limit	120 Days	90 Days
Arlington Falls Church	Alleghany - Covington Northampton Fairfax	Newport News Petersburg Culpeper Alexandria Hampton Hopewell Richmond
75 Days	60 Days	50 Days
Clifton Forge	Warren Bland Fredericksburg Giles York Charlottesville Lynchburg Suffolk Albemarle Clarke Rappahannock	Rockingham Norfolk City Prince William Princess Anne Surry Virginia Beach

leave are: Carroll County, Craig County, Hansemond County, Wise County, Colonial Heights, Richmond City, Roanoke City, and Winchester.

As can be seen, the county and city sick leave policies vary widely. Two local school division sick leave policies, one from the County of Chesterfield, which follows very closely the state sick leave plan, and the other from Roanoke City, which is not under the state sick leave plan, are compared below. The regulations set forth by the local school board of Roanoke City dealing with sick leave is included in the appendix, page 140. As stated above, Chesterfield County's sick leave plan follows the state plan.

Chesterfield's plan allows each full-time teacher a maximum of ten days' sick leave without loss of pay for the first full year of teaching in Chesterfield County. In addition, each full-time teacher is entitled to a maximum of ten days' sick leave for each subsequent year in which the teacher is employed, cumulative at $1\frac{1}{9}$ days per month to a total of forty-five days. In Roanoke, for personal illness, the full salary is deducted and payment of sick leave benefits equivalent in the amount of eighty per cent of the regular salary is returned to the teacher. These payments are limited to fifty days for the first year of employment, sixty days for the second year, seventy-five for the third year, and thereafter for the duration of each contract year except as limited on the basis of physical examination.

In Chesterfield County, the ten days per year is accumulated at the rate of 1 1/9 days per month. A teacher must enter upon his duties before sick leave can be taken. However, a teacher who absents himself before assuming his duties may use any sick leave accrued up to that time. In Roanoke, a new employee must enter upon his duties prior to the absence before paid sick leave can be taken. Roanoke's leave policy is without the cumulative feature, having instead a certain number of days specified for each teaching year. This means that regardless of the number of years' service a teacher may have, absences which begin before the first school day of a new session are taken without pay.

Chesterfield does not require a doctor's certificate for a prolonged absence. Roanoke, on the other hand, requires all teachers who are absent for ten days or more because of personal illness during the school session, to submit a health certificate from the school physician as a basis for sick leave benefit allowance for the succeeding session. Teachers in Roanoke who come under the above requirement will be notified of the sick benefit limitation recommended by the school physician, and such limitation becomes a part of the contract.

Chesterfield's policy does not limit a teacher to taking only those days leave which he has accumulated without loss of full pay. In case of a prolonged illness, after all accumulated leave has been used, the school board may, after receiving a recommendation

from the superintendent, approve the payment of a teacher's salary for an additional twenty working days less the amount required to pay the substitute teacher employed.

As can be seen, Chesterfield County follows with few variations, as do many of the 128 local school divisions in the state, the state sick leave plan. Roanoke, on the other hand, completely rejects the state sick leave plan, and is responsible for maintaining its own policy and paying all expenses accrued out of the budget.

At the present time, only one Virginia locality provides terminal pay for unused sick leave accumulated by an employee at the time of resignation, dismissal, retirement, or death. Roanoke County will pay a teacher for any unused portion of sick leave at the rate of \$10 per day upon retirement or when leaving Roanoke County if he or she has been employed for the previous five years in the Roanoke County School System.⁷ The Personnel Policies Committee of the Virginia Education Association, meeting March 16, 1962, adopted a resolution that all local divisions earnestly consider the introduction of a policy of terminal pay by providing that payment be made for the unused portion of accumulated sick leave due a teacher on death or retirement. At the time of this writing, no action has been taken by a Virginia school division other than Roanoke County on the above recommendation.

⁷Roanoke County School Board, Guaranteed Income Plan for Professional, Administrative, and Clerical Employees (1961), p. 8.

Virginia Teacher Reaction to Present Sick Leave Policies

The reaction by those most concerned and affected by the sick leave policy, the teacher, was in some instances surprising, and in many instances inconsistent. Of 102 copies of a survey on sick leave policies sent to various schools, fifty-two were returned. Many of the teachers interviewed personally, and there were twenty of them, showed a lack of knowledge of the sick leave plan which affected them. This led one to the conclusion that they were not concerned with knowing the provisions of the plan, and would show no concern until they were vitally affected in a manner in which careful consideration of the policies would become of paramount importance to them. Responses to the various questions also differed as to the number of years spent in the profession. Years of experience of teachers participating in the study ranged from one to thirty-eight.

On the question of whether sick leave benefits were abused in the teacher's school division, Figure 5, page 26, shows that seventy-three per cent of the teachers questioned did not believe that such abuse was occurring. Of the twenty-seven per cent who did believe that teachers were abusing sick leave benefits, 35.7 per cent were administrators. Sixty-seven and seven-tenths per cent of the administrators responding replied in the affirmative to the question of whether sick leave was being abused. The writer, in his capacity as principal, has witnessed many violations

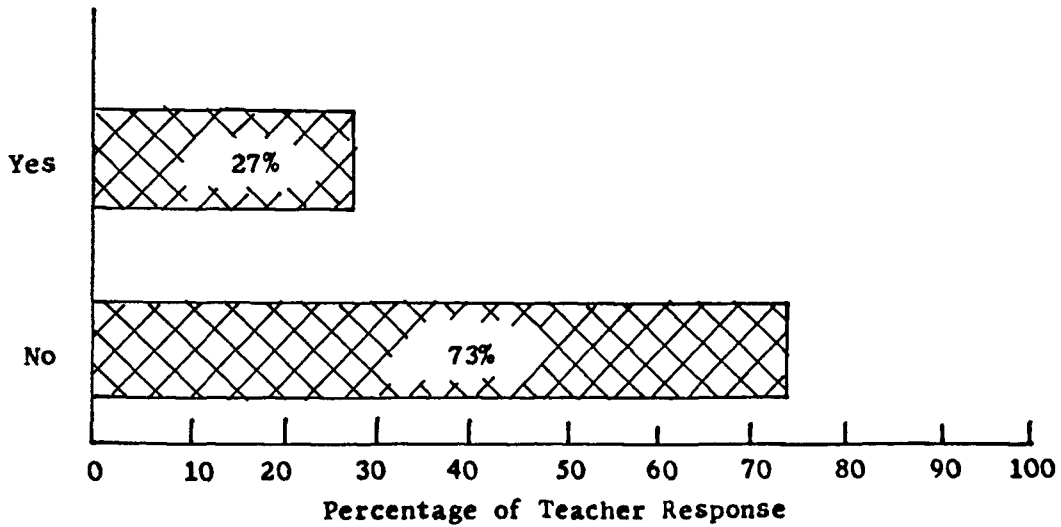


Figure 5. Teacher response on whether sick leave benefits are being abused in their school division.

of sick leave policy in his own school division, and indeed, among his own faculty. Approximately fifty per cent of those interviewed who had been teaching for more than one year, flatly stated that they had violated county policy on at least one occasion during their service in that school division.

When asked whether teachers just entering the profession abuse existing sick leave policies more than those who have been in the system for some time, Figure 6, page 28, shows that 30.8 per cent of the teachers believe this to be the case, 49.9 per cent believe that such is not the case, and 19.3 per cent of the teachers had no opinion. Of the respondents, 66.7 per cent of the teachers had taught more than five years. Twelve and five-tenths per cent of those who answered in the affirmative were administrators. Eighty-seven and five-tenths per cent of the administrators answering did not believe that beginning teachers are more frequent violators of sick leave policy than are those who have been in the system for a longer period of time.

As shown by Figure 7, page 28, a majority of the teachers responding to the question of whether or not the school board would be justified in terminating a teacher's contract if abuse of sick leave could be proven beyond doubt, replied in the affirmative. Sixty per cent of the teachers answering agreed that such should be the case, while twenty per cent replied that no contract termination would be in order. Twenty per cent of those teachers answering had

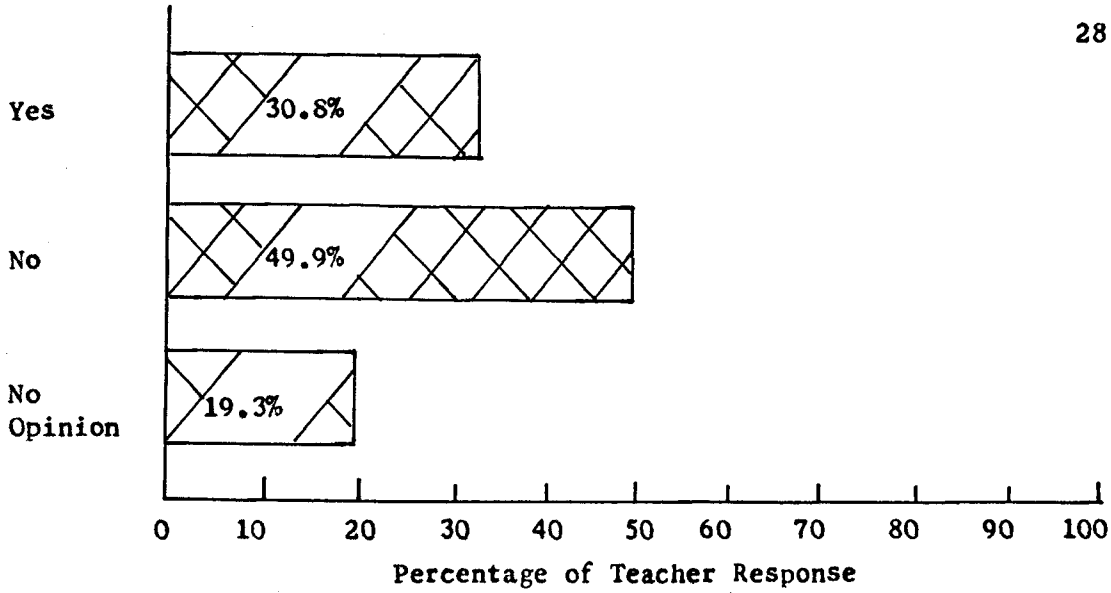


Figure 6. Teacher response on whether those teachers just entering the profession abuse existing sick leave policies more frequently than the experienced teacher.

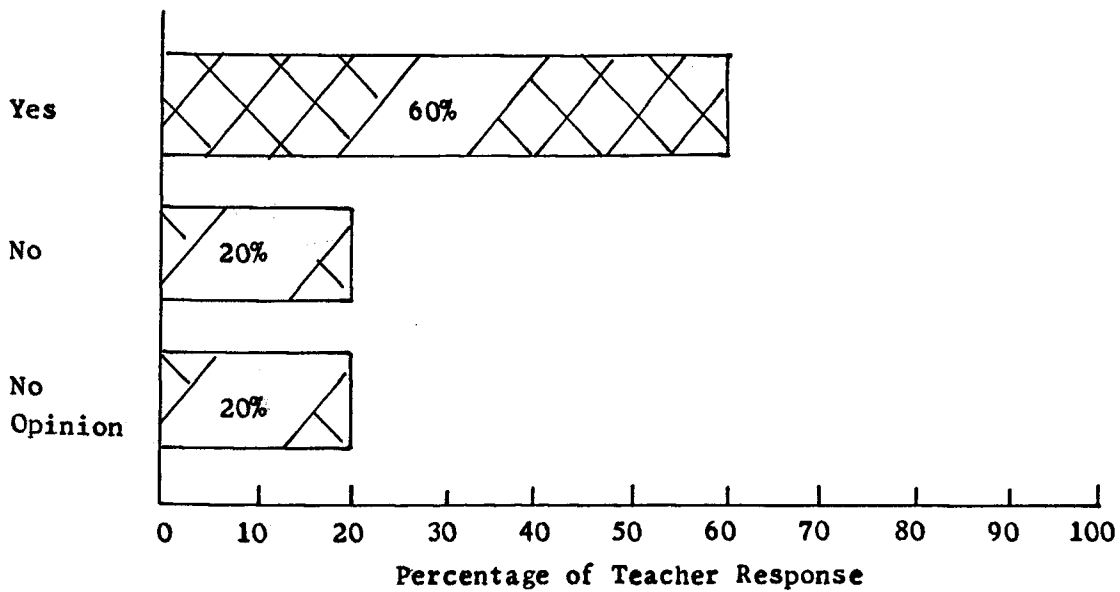


Figure 7. Teacher response on whether the local school board would be justified in terminating a teacher's contract if abuse of sick leave occurred.

no opinion. The administrators answering agreed one hundred per cent that abuse of sick leave would be just cause for terminating a teacher's contract. Of those teachers interviewed who did not believe that a contract should be terminated for abuse of sick leave, the primary reason given for their answer was that since they were not compensated for unused leave at time of retirement from the profession, they felt justified in using sick leave in any manner they wished. Many of those interviewed revealed that since leave ceased to accumulate after a certain number of days had accrued, they made certain that they took the number of days' leave which they would have coming to them the next school year during the present school year. In that way, they felt that they were not losing anything.

The two factors mentioned above seem to be the two principal reasons affecting abuse of sick leave. When questioned on whether they believed existing regulations regarding sick leave were too harsh, seventy-five per cent of those teachers answering replied in the negative, twenty per cent replied in the affirmative, while five per cent had no opinion. When questioned on whether they believed existing regulations regarding sick leave were too lenient, only 10.2 per cent of the teachers responding replied in the affirmative, 85.7 per cent replied in the negative, and 4.1 per cent had no opinion.

Figure 8, page 31, shows that when questioned on whether terminal pay should be given for unused sick leave at the time of retirement, death, or leaving the profession for personal reasons, 57.5 per cent of those responding believed this should be the case, while 42.5 per cent replied in the negative. Of twenty teachers interviewed, sixteen or sixty-four per cent did not know what was meant by terminal leave. Yet Figure 9, page 31, shows that 68.2 per cent of the teachers responding felt that if terminal pay were granted, this would result in a smaller number of teacher abuses. Of the 27.1 per cent of those teachers who answered in the negative to the question of whether terminal pay would result in fewer absences, four were on the writer's staff. When questioned, none of the four knew what terminal pay in regard to sick leave meant. As a result of these interviews, it can be concluded that of the 4.7 per cent of those teachers who had no opinion, the majority of them also had no idea of what was meant when talking about terminal pay in regard to sick leave. The lack of understanding and interest which educators show when questioned about sick leave policies, points up the disregard which many of our teachers hold all benefits except financial compensation.

One example of how little is actually known by the teacher of the sick leave policy which affects him is illustrated by Figure 10, page 32, and Figure 11, page 32. Figure 10 shows that when questioned about whether they believed the sick leave plan in existence

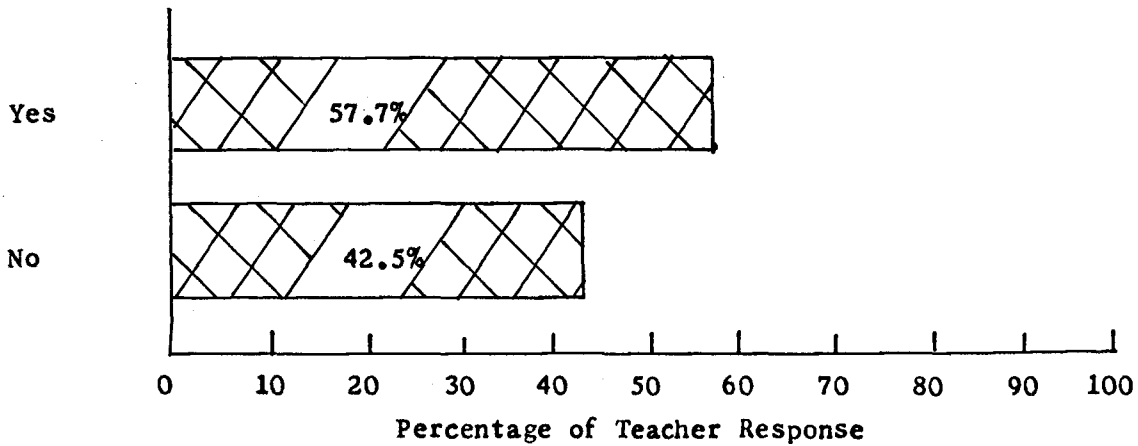


Figure 8. Teacher response on whether terminal pay should be given for sick leave.

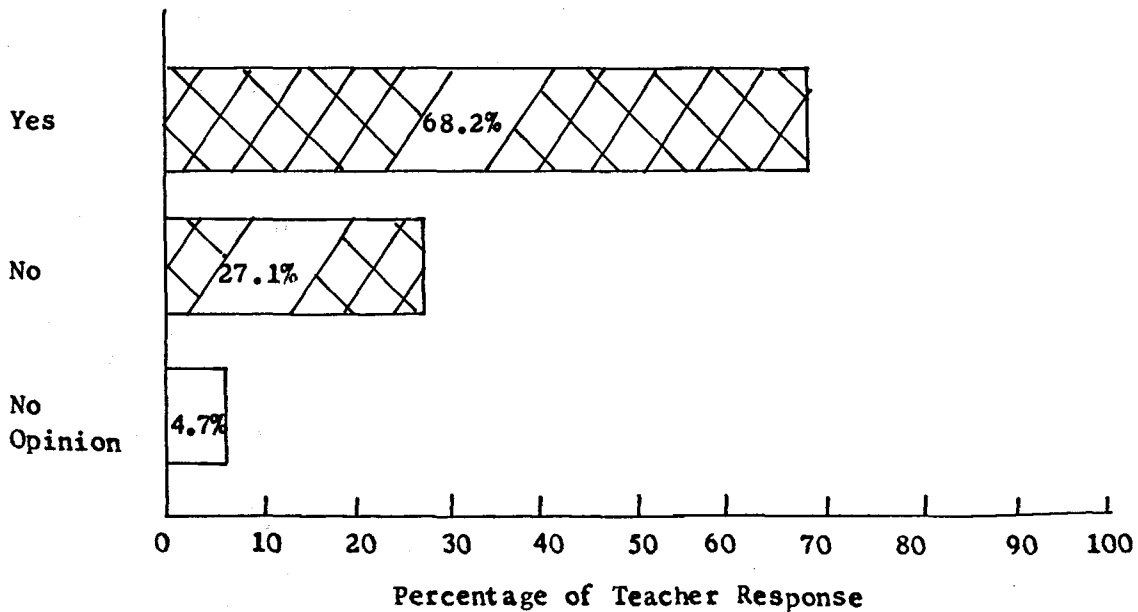


Figure 9. Teacher response on whether granting of terminal pay for sick leave would result in a smaller number of teacher absences.

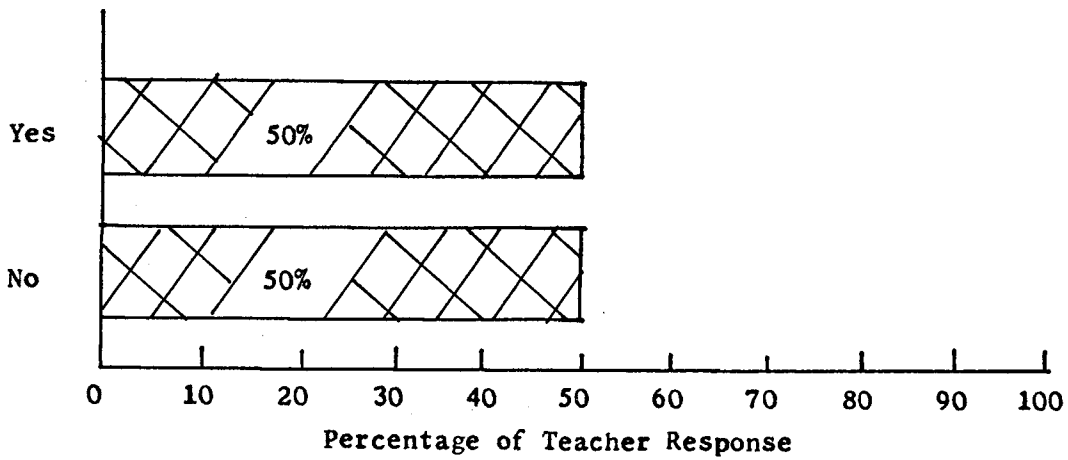


Figure 10. Teacher response on whether the sick leave plan in their school division is considered by them to be adequate.

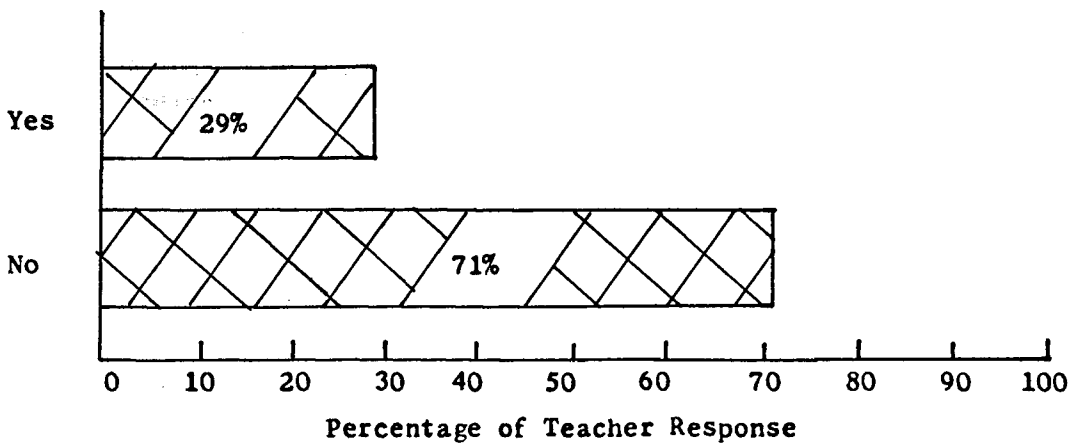


Figure 11. Teacher response on whether the state sick leave plan now in existence is considered by them to be adequate.

in their school division was adequate, fifty per cent of those responding answered in the affirmative, and fifty per cent in the negative. On the other hand, Figure 11 shows that when questioned about whether they believed the state sick leave plan was adequate, twenty-nine per cent answered in the affirmative, and seventy-one per cent in the negative. Yet in one of the three school divisions from which replies were gathered, the local sick leave plan was inferior to the state sick leave plan in overall benefits, and in the second and third divisions, followed to the letter the recommendations of the state sick leave plan. This would seem to indicate that a minimum of forty per cent of those teachers responding were unaware of the contents of either the state sick leave plan, local sick leave plan, or both.

Figure 12, page 35, shows response on the question of whether consideration of the expense involved in a sick leave plan is taken under advisement by teachers. Forty per cent of those responding answered in the affirmative, forty per cent in the negative, and twenty per cent had no opinion. The result of interviews on this subject, which is of vital interest to school boards, points out the inaccuracy of the results on this particular question. Ten teachers, or twenty-five per cent of those answering in the affirmative, were on the writer's staff. Of the ten, nine had no idea of how much the state compensates the local school division toward salary payment for a substitute teacher. Great surprise was expressed

when it was pointed out that the state sick leave plan for teachers states that the reimbursement shall not exceed three dollars per day for each substitute teacher actually employed by the local school board.

Teacher response was again forty per cent in the affirmative, forty per cent in the negative, and twenty per cent no opinion on the question of whether it would make a difference in the teacher's attitude if the expense involved in their local sick leave plan were explained to them. Again, of ten teachers on the writer's staff interviewed, nine answered in the negative on the questionnaire. When in the course of the interview, the financial burden assumed by their local school division was explained to them, all nine changed their answer to the affirmative. This again points out the fact that a great many of our teachers have not taken any interest in their sick leave policy, and that their administrative heads have not taken either the time or the initiative to enlighten them.

The largest expense involved in a sick leave plan is that of employing substitute teachers to replace the regular teacher in the classroom. When abuse of sick leave occurs, the local school division is forced to hire substitute teachers. A double loss occurs in this situation. First, the school board must pay the substitute teacher for work which the regular teacher is capable of doing. Secondly, there is the question of whether the service rendered by the substitute is of such a nature as not to be harmful

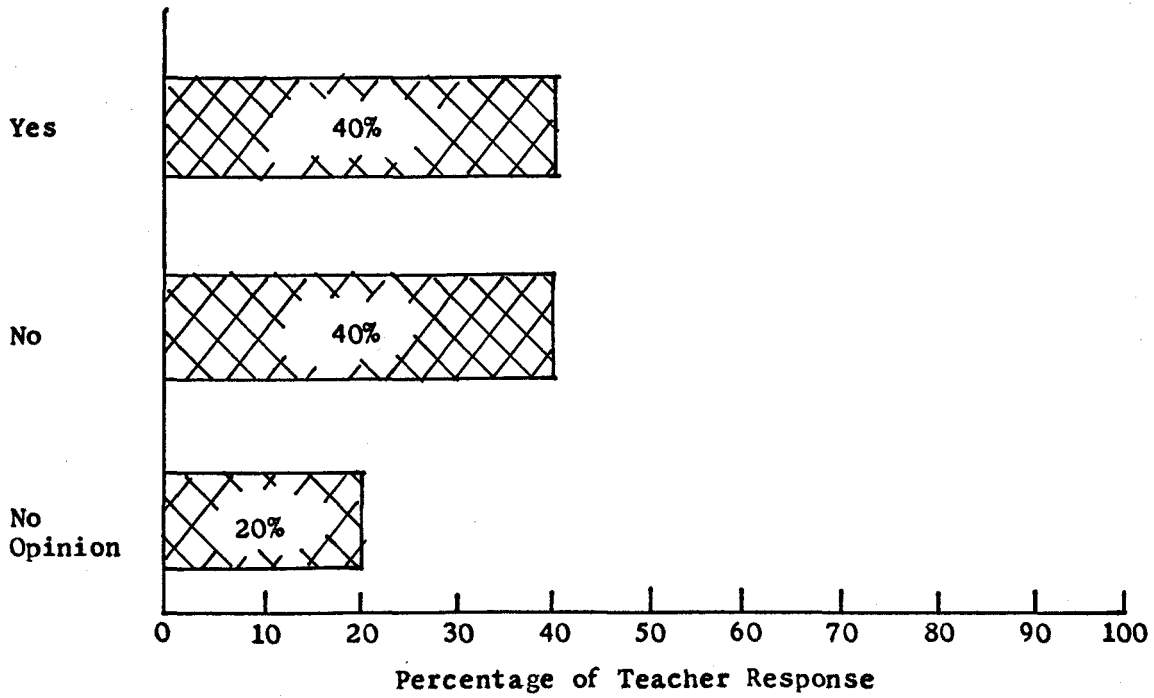


Figure 12. Teacher response on whether consideration of the expense involved in a sick leave plan is taken into account by teachers.

to the pupils placed under his care. In order for a sick leave plan to work properly and to insure a minimum of criticism from the layman, the administration must see that provisions for well-qualified substitute teachers are made. There is a general feeling, not completely unfounded, that when the regular classroom teacher is absent and her work is being handled by a substitute, the children suffer. Administrators will flatly state that substitute teacher service is not comparable in quality to the service of regularly employed teachers.

As shown by Figure 13, page 37, the teachers themselves agree with this last statement. When asked whether the students under their care were affected when a teacher took sick leave, sixty-four per cent answered in the affirmative, fourteen per cent in the negative, and twenty-two per cent had no opinion. However, when compared with Figure 14, page 39, dealing with the question of whether adequate substitute teachers are provided when a teacher is out on sick leave, one can readily see the inconsistency in the two answers. Figure 14 shows that sixty-four per cent of those responding answered in the affirmative, fourteen per cent in the negative, with twenty-two per cent expressing no opinion. The problem here seems to be what constitutes an adequate substitute teacher.

When teachers were asked in interviews to define what they meant by an adequate substitute, one answer was considered by teachers to be of primary importance; that an adequate substitute

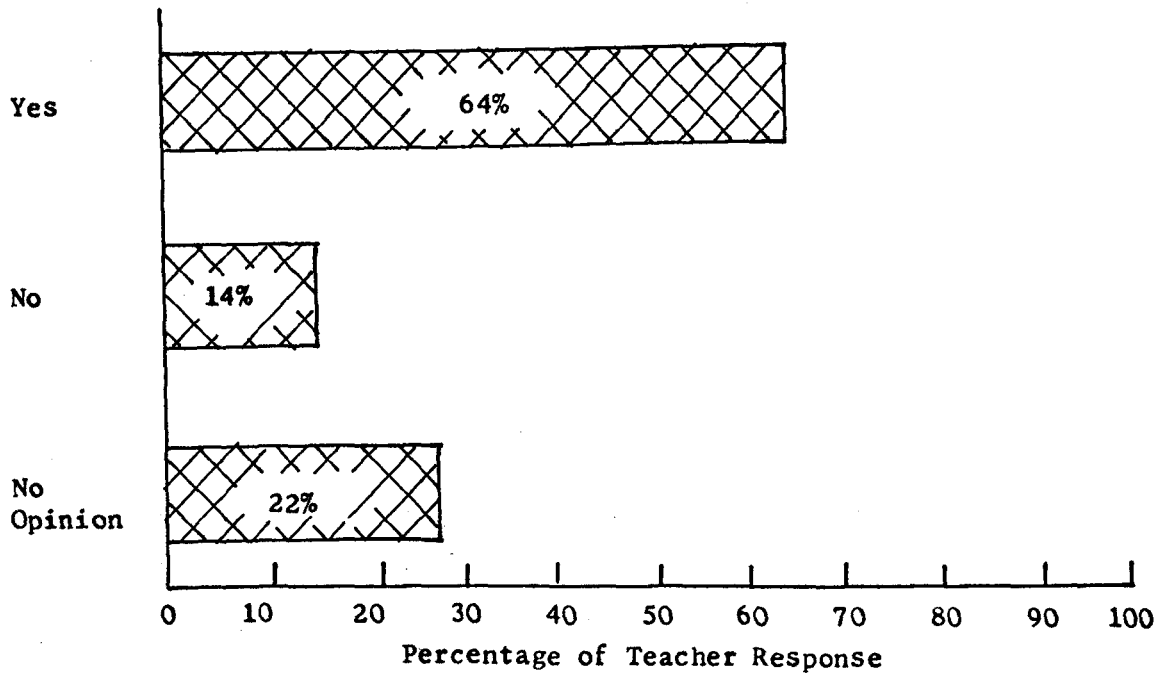


Figure 13. Teacher response on whether students are affected when the regular classroom teacher is absent.

was one who maintained discipline while the regular teacher was gone. This relegated the substitute to the role of a "baby-sitter." Indeed, most of those interviewed stated that they would prefer it if the substitute made no effort to teach the children. They contended that when they returned, they simply told the children to forget all the substitute had attempted to teach them. This would seem to indicate that the regular teacher felt that the substitute provided was not qualified. Yet, when asked whether they would be willing to forfeit part of their salary to pay a substitute called to replace them if the substitute was a qualified teacher, Figure 15, page 39, shows that only ten per cent answered in the affirmative and ninety per cent in the negative.

The one thing agreed on by all teachers and administrators, whether or not they understood their local or state sick leave policy, is that they definitely would like to have more sick leave benefits covering a wider area. With increased benefits should come greater responsibility. As shown by Figure 16, page 40, 55.8 per cent of the teachers responding believed that in return for more sick leave benefits, teachers should adhere more strictly to policies governing such leave, 23.1 per cent replied in the negative, and 21.8 per cent expressed no opinion. The problem seemed to be just what policies the teacher should follow to the letter, and which they should refuse to follow. When questioned further about this matter, teachers as a whole agreed that regardless of the

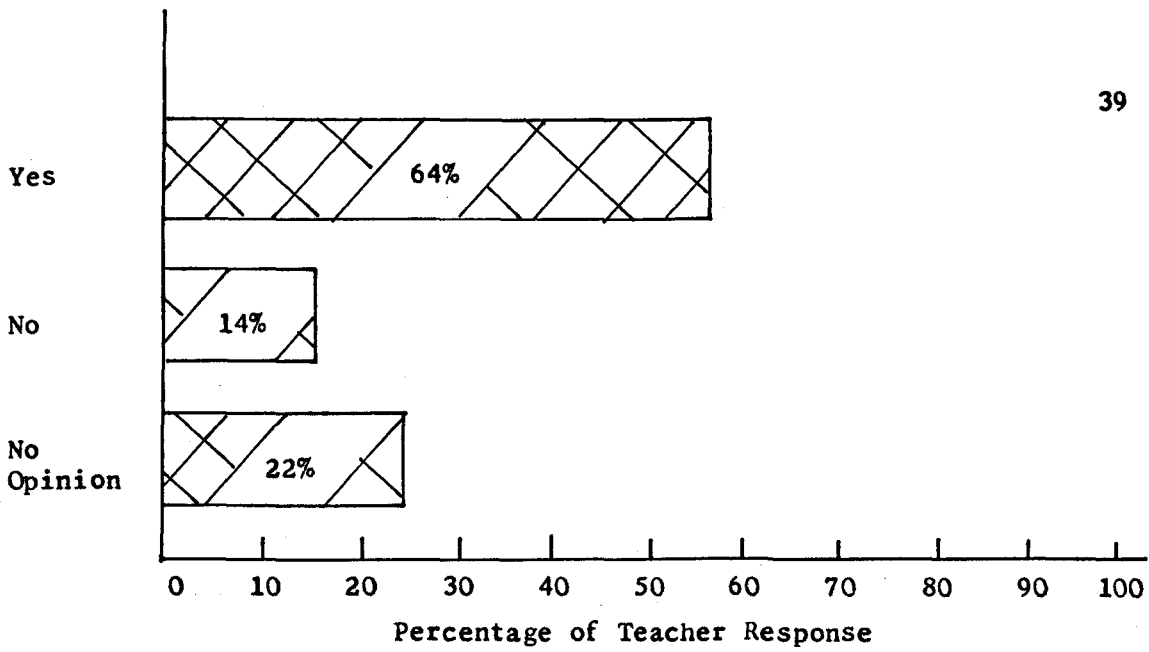


Figure 14. Teacher response on whether adequate substitute teachers are provided when a teacher is out on sick leave.

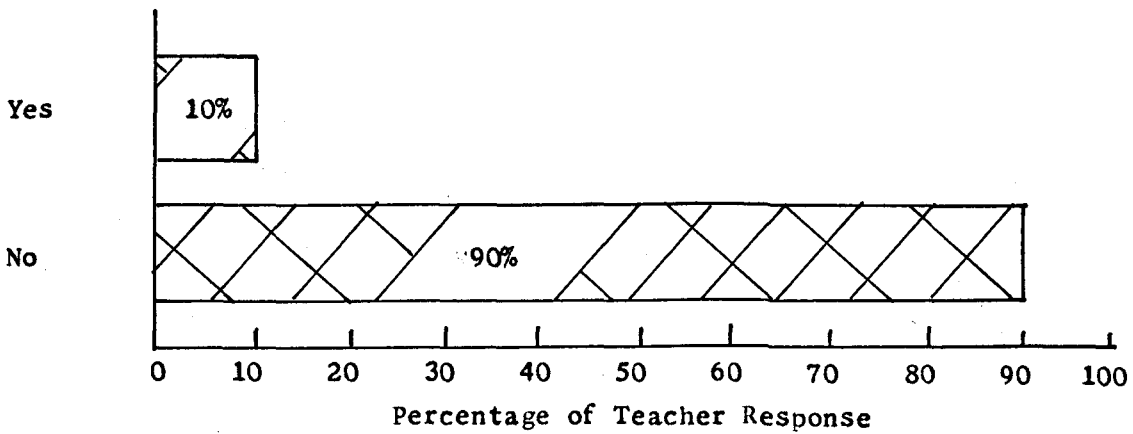


Figure 15. Teacher response on whether they would be willing to forfeit part of their daily salary to employ qualified substitutes for days on which they are absent from class.

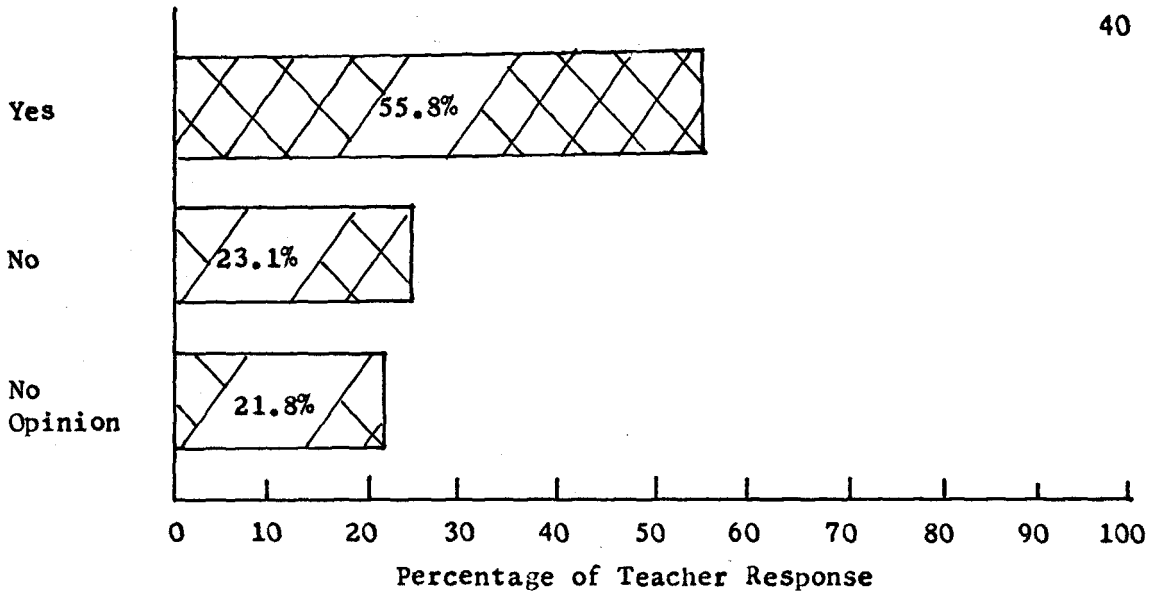


Figure 16. Teacher Response on whether teachers should adhere strictly to sick leave policies in return for more benefits.

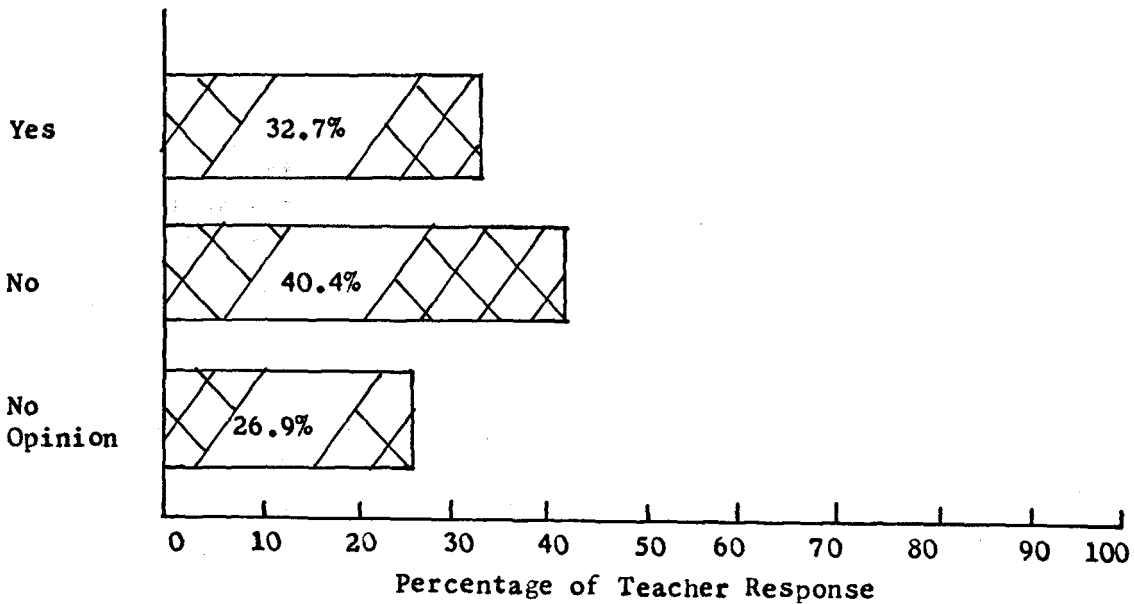


Figure 17. Teacher response on whether a doctor's certificate should be required to explain an abnormal period of absence.

increased benefits they might receive, they for the most part, would continue doing in the future what they had done in the past. A good example of this is pointed out by Figure 17, page 40. When asked whether in return for more sick leave benefits, a doctor's certificate should be required to explain an absence of ten days or more, 32.7 per cent of the teachers responding replied in the affirmative, 40.4 per cent in the negative, and 26.9 per cent expressed no opinion. When interviewed, teachers who responded negatively to this last question stated that they would consider it a personal insult if asked to confirm an illness for an abnormal period of time. Yet these same teachers, when questioned about whether they had abused sick leave in the past, for the most part responded in the affirmative.

Those persons who have at one time or another been engaged in the teaching profession, have heard the complaint that those teachers who remain in the profession should receive more in the way of benefits than those just entering the profession. Figure 18, page 42, shows teacher response to this pertinent question. Response was evenly divided with fifty per cent of the teachers answering in the affirmative and fifty per cent in the negative. All of those with ten or more years of experience answered in the affirmative, those with less than ten years of experience were divided in their response.

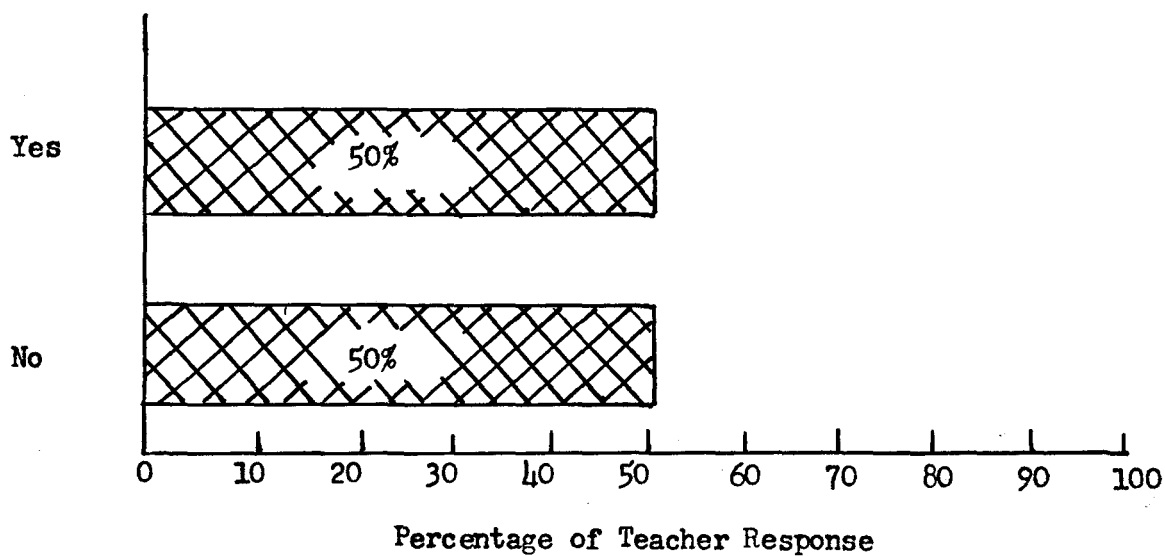


Figure 18. Teacher response on whether experienced teachers should receive more benefits than those just entering the profession.

In this study, the teacher responses were divided into three categories in order to get an indication of where the areas of the greatest agreement or disagreement lay. The first category brings together the questionnaires of those teachers with one to five years in the profession, the second category those with six to ten years in the profession, and the third category those with more than ten years in the profession. As is well known, the longer one works in public education, the more definite become the opinions formed by the individual. One's attitude toward public education, its advantages and disadvantages, tends to change as the individual becomes more familiar with this ponderous and intricate process. What may have at first been a pride in and strict adherence to a code of ethics formed by members of the profession, has possibly turned into a feeling of frustration and utter disregard for policies set forth by administrative bodies.

One of the largest areas of agreement in teacher response is shown in Figure 19, page 44. When questioned about whether they believed their students were affected when they were forced to take sick leave, seventy-four per cent of the teachers with one to five years of experience answered in the affirmative, seventy-five per cent of the teachers with six to ten years of experience answered in the affirmative, and 92.3 per cent of the teachers with more than ten years of experience answered in the affirmative. From this, it can be seen that the longer one remains in the profession, the

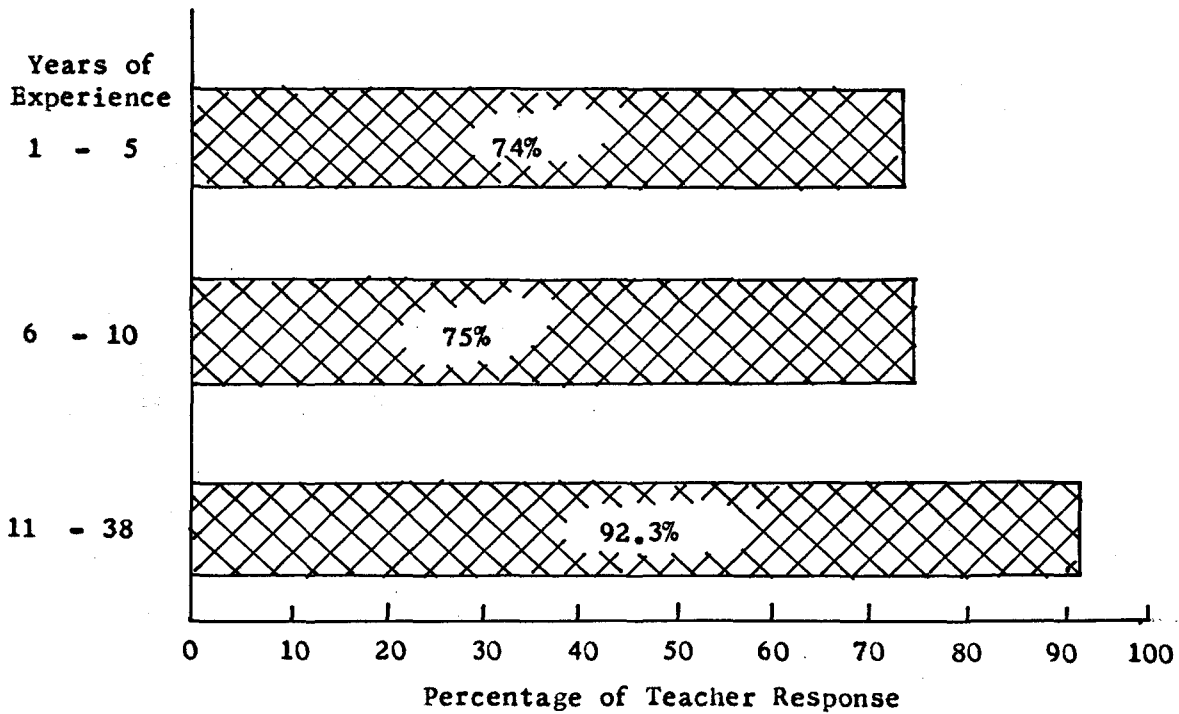


Figure 19. Teacher response by years of experience on whether students are affected when a teacher must take time off for sickness.

more obvious it seems that a temporary replacement in the classroom affects the children in an adverse manner. The only other alternative to these findings seems to be that the longer one remains in the profession, the more convinced he becomes that his services are indispensable.

When compared with Figure 20, page 47, these findings are shown to be a fairly accurate indication of the feelings of the respondents. When asked whether adequate substitute teachers were provided when a teacher was absent from class, one hundred per cent of the teachers with from one to five years of experience answered in the affirmative, 58.4 per cent with six to ten years of experience answered in the affirmative, and 38.5 per cent of those with more than ten years of experience answered in a like manner. It seems that the longer an individual remains in the teaching profession, the more interested he becomes in the welfare of the children placed under his supervision. So as not to leave the reader with the illusion that these findings place the experienced teacher far above the novice in regards to dedication, it should be pointed out that a near unanimous negative response was given by teachers at all levels of experience when asked whether they would be willing to forfeit part of their salary to make substitute work enticing to qualified teachers.

Another area where years of experience in the profession seems to affect response, was on the question of whether a doctor's

certificate should be required to explain an absence of a long duration. Figure 21, page 47, shows that 21.5 per cent of teachers with one to five years of experience, 36.4 per cent with from six to ten years of experience, and seventy-five per cent with more than ten years of experience answered in the affirmative. On the surface, this seems to bear out the contention by many of the older teachers in a system that those teachers just entering the profession are more likely to abuse sick leave than are those who have been in the profession for a longer period of time. When compared with Figure 21, page 47, Figure 22, page 49, dealing with whether in return for more sick leave benefits, teachers should adhere more strictly to policies governing such leave, the comparison seems to show that the more experienced a teacher becomes the more resentful is his attitude toward a change in the manner in which things have been done in the past. Figure 22 shows that 83.3 per cent of those with one to five years of experience, 63.6 per cent of those with six to ten years of experience, and 45.5 per cent of those with more than ten years of experience responded positively to this question.

When interviewed along this line, the teacher with more than ten years of experience seemed to feel that while a long absence should require an explanation, this was no reason for not allowing a rule to be bent to fit a particular situation. This is further illustrated by Figure 23, page 49. When asked whether the school board would be justified in terminating a teacher's contract if abuse

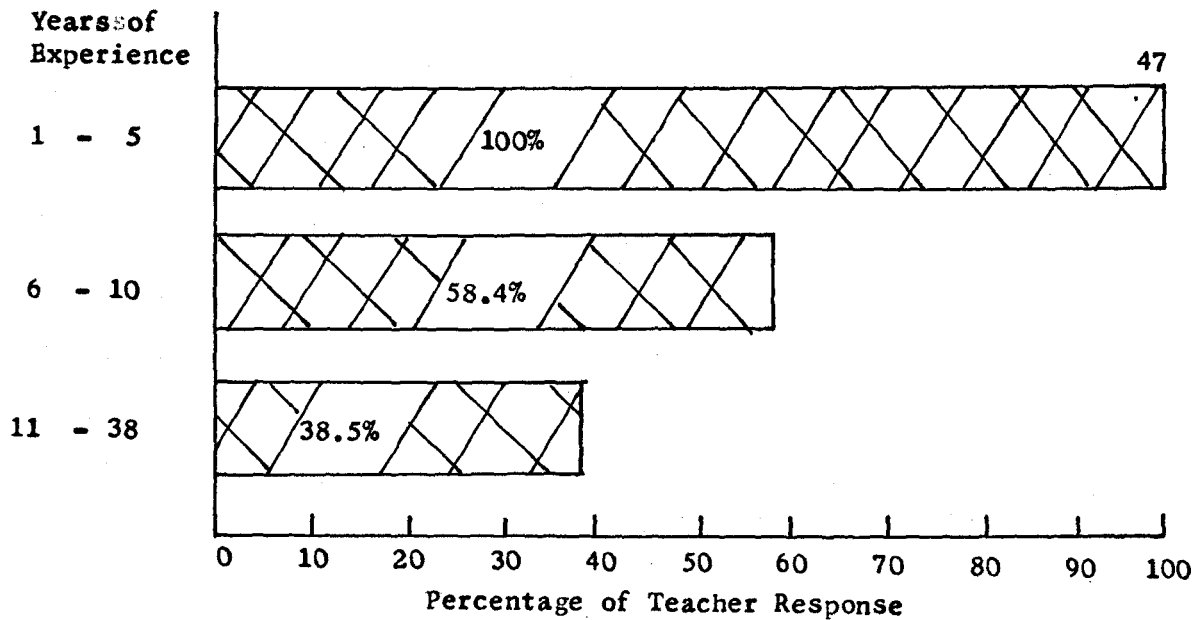


Figure 20. A comparison of positive teacher response by years of experience on whether adequate substitutes are provided when a teacher absents himself from class.

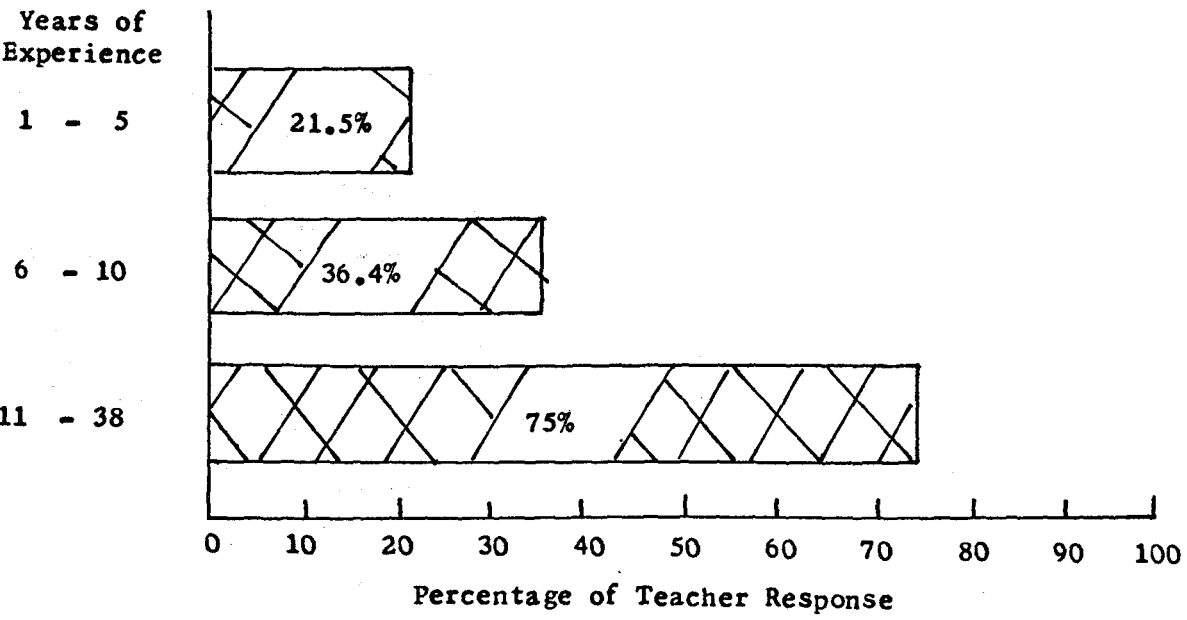


Figure 21. A comparison of positive teacher response by years of experience on whether a doctor's certificate should be required to explain an absence of abnormal duration.

of sick leave could be proven, 85.7 per cent of those with one to five years of experience, 84.6 per cent of those with six to ten years of experience, and 45.5 per cent of those with more than ten years of experience responded positively to this question.

Both the questionnaire and personal interviews point out that the longer a teacher remains in the teaching profession, the more benefits and allowances he believes should be given him. When questioned further, the more experienced teacher expressed belief that the younger, more inexperienced teacher was not professional enough in his outlook. They felt that the younger teacher did not take the interest in the profession that they have taken in the past. These same experienced teachers with more than ten years of experience, when questioned about the sick leave policy in their division, showed very little knowledge about the benefits to which they were entitled. In fact, of nine such teachers interviewed, eight did not know the number of sick leave days which they had accrued. The teacher with from one to ten years of experience did not fare much better, and in very few instances did interviewed teachers understand the method by which sick leave is accrued. All of this points out the immediate need for a comprehensive orientation program in school divisions dealing with sick leave policies.

Recommended Sick Leave Policy

Also included in the questionnaire was a section dealing with what teachers and administrators consider to be the most

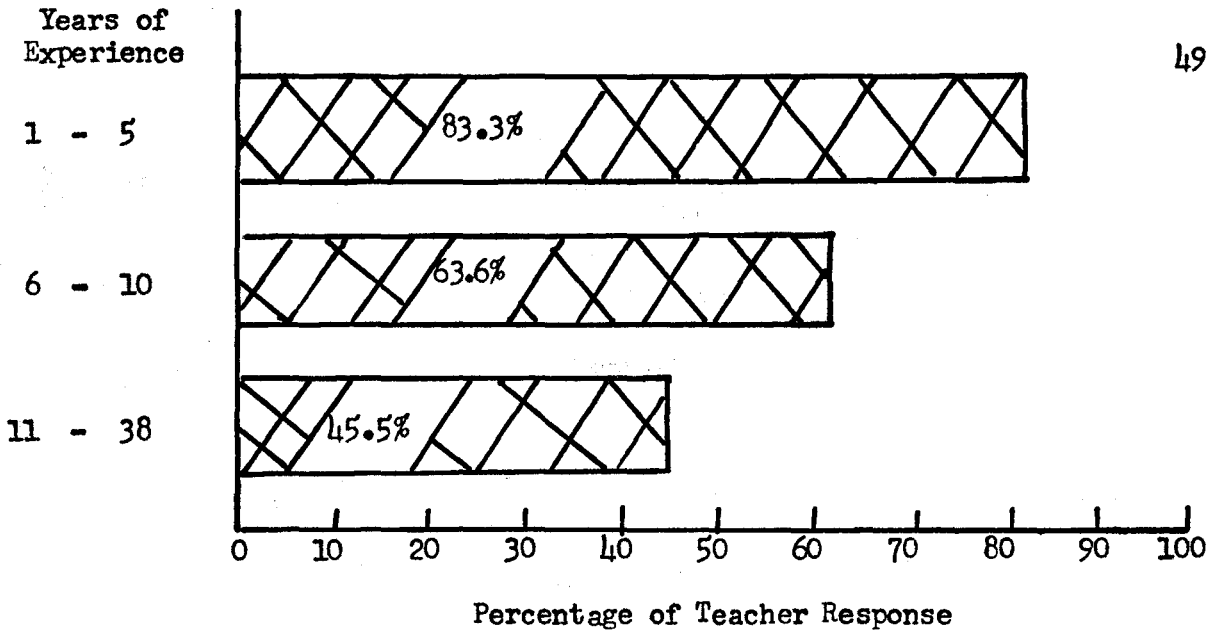


Figure 22. A comparison of positive teacher response by years of experience on whether in return for more sick leave benefits, teachers should adhere more strictly to policies governing such leave.

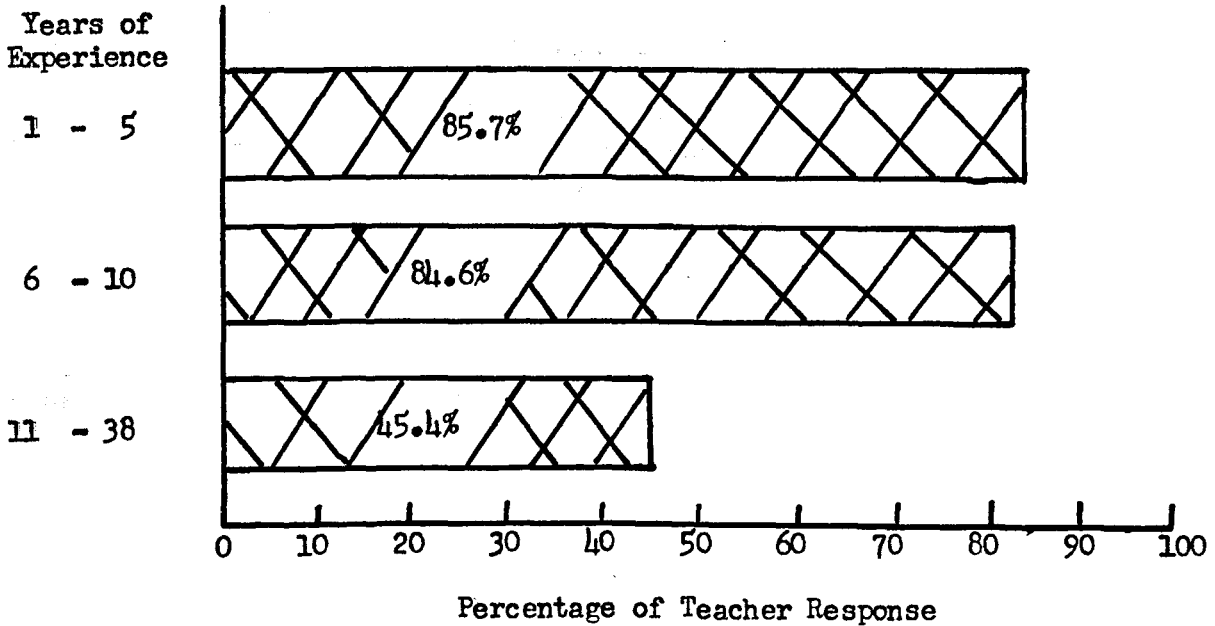


Figure 23. A comparison of positive teacher response by years of experience on whether the local school board would be justified in terminating a teacher's contract if abuse of sick leave occurred.

important points a sick leave policy should contain. From the responses, the following is a draft of a sick leave policy which has met the approval of all administrators and teachers who have reviewed it. This plan contains the recommendations of the responding teachers who participated in the study. Section (e) of the plan was included at the request of administrators for reasons which become obvious when read.

- a) For leaves of short duration, ten days a year will be allowed for all regularly employed teaching personnel for short illnesses and death in the immediate family. Unused sick leave may be accumulated to ninety days.
- b) Each teacher under contract shall be entitled to all his accumulated leave available on the first day of school even though he be unable to report for duty on that day. However, in this instance, upon request from the administration, he must present a statement from his attending physician. If absences of ten or more days of duration occur, a statement from his attending physician stating the nature of the illness must be forwarded to the Division Superintendent within ten days after return to school.
- c) Payment will be made for any unused sick leave accumulated by an employee at time of retirement, dismissal, resignation, or death.
- d) No sick leave shall be charged against a teacher's allowance except for absence on days when teachers are expected to be on duty. Example: If a teacher is ill the day before Thanksgiving and the Friday following, he shall be charged with only two days and not the holiday.
- e) Any employee who must be absent from his duties and for whom a substitute must be secured, shall notify his principal not later than 8 p.m. on the day preceding his absence or in emergency situations, at the earliest possible time thereafter.

Summary

Of the three basic approaches to sick leave policy, the one most frequently used is providing a fixed number of days of absence with full pay with the privilege of accumulating unused days up to a limit set by the board of education. The laws of thirty-five states and the District of Columbia contain references to teacher's sick leave. Statutory provision for sick leave benefits for Virginia teachers has not yet been set forth specifically by the Virginia Legislature.

The Virginia State Board of Education has been empowered to formulate a sick leave plan under which local school divisions may or may not operate. The sick leave plan of the State of Virginia permits accumulation of a maximum of forty-five days of unused sick leave. Twenty-nine school divisions in the state go beyond the maximum sick leave accumulation.

The reaction by Virginia teachers to the sick leave policy which affected them was one of unconcern and inconsistency. Far too large a number of those teachers participating in the written survey and those interviewed were not acquainted with the provisions of their state and local sick leave policy. Sharing the responsibility for this situation are the administrators who have not taken the time or the effort to keep the teacher informed of changes and benefits in their sick leave policy.

CHAPTER III

EMERGENCY LEAVE POLICIES OF VIRGINIA, ITS SCHOOL DIVISIONS, AND OTHER STATES

Chapter III is devoted to that section of leave-of-absence policies which deals with emergency leave provisions. No one is immune from emergencies or other compelling circumstances not involving personal illness which require him to take time off from his job for brief periods. Classroom teachers with no annual leave on which to draw, may lose pay in such situations unless there is a special provision for emergency and personal business leave in the school division's leave-of-absence policy.

The materials used in this chapter have been received from the National Education Association, Virginia Education Association, and the Chesterfield Education Association. A survey was sent to seventy teachers, from forty-nine of whom the writer has received a response. As in the survey taken in Chapter II, dealing with sick leave, the teacher's name was not requested. This survey can be found on page 144 of the appendix. In addition to the materials received and read, personal interviews involving fifteen teachers were conducted. As in the study conducted on sick leave, the writer has noticed inconsistencies between the written and oral response of the teachers concerned.

Emergency leave is usually granted for one to three days for absence for causes beyond the control of the teacher. Such leave may be a separate type of leave or may be a local extension of the state sick leave plan, paid wholly out of local school funds with no state reimbursement. Provisions for brief leaves-of-absence for emergency or personal reasons other than illness fall generally into three patterns:

(1) A specific number of days may be allowed for each accepted reason.

(2) A maximum number of days may be designated for all family and personal reasons combined.

(3) A stipulation may be included in the sick leave regulations that brief leaves for personal reasons of an emergency nature may be taken from unused sick leave.

The most common of these three patterns is the latter. The vast majority of school divisions are prone to make emergency leave policies a provision of the sick leave plan.

National Emergency Leave Policies

In 1962, the National Education Association conducted a survey dealing with emergency leave. The purpose of this study was to find out what was considered an emergency by the participating school divisions. Approximately 400 school divisions of various sizes were involved in this study. Figure 24, page 55, shows that

ninety-eight per cent of the school divisions studied provided for leave with pay in cases of death in the immediate family. Usually two to six days are allowed for this reason with three being the most common figure. In forty per cent of the systems studied, such absence was taken from the sick leave allowance. This indicates that forty per cent of the reporting divisions had no separate emergency leave policy whatsoever.

Figure 24 shows that illness in the immediate family is recognized as a reason for emergency absence without loss of full pay in seventy-five per cent of the reporting divisions. Nearly sixty per cent of the respondents make provision for absence due to court summons and jury duty without loss of full pay. A few grant leave with pay for court summons only if the employee is not a principal in the case.¹ In fifty-seven per cent of the divisions reporting, teachers may be away from their own classes for a day or two each year in order to visit other schools. Forty per cent of the divisions reporting permit several days absence for the observance of religious holidays that fall on regular school days.

This NEA study may be taken by some to be an encouraging sign that progress is being made in the granting of leave for reasons beyond the control of the teacher. To others, however, the percentage of school divisions reporting which do not grant emergency

¹American Association of School Administrators, Educational Research Circular No. 5, (May, 1962), p. 5.

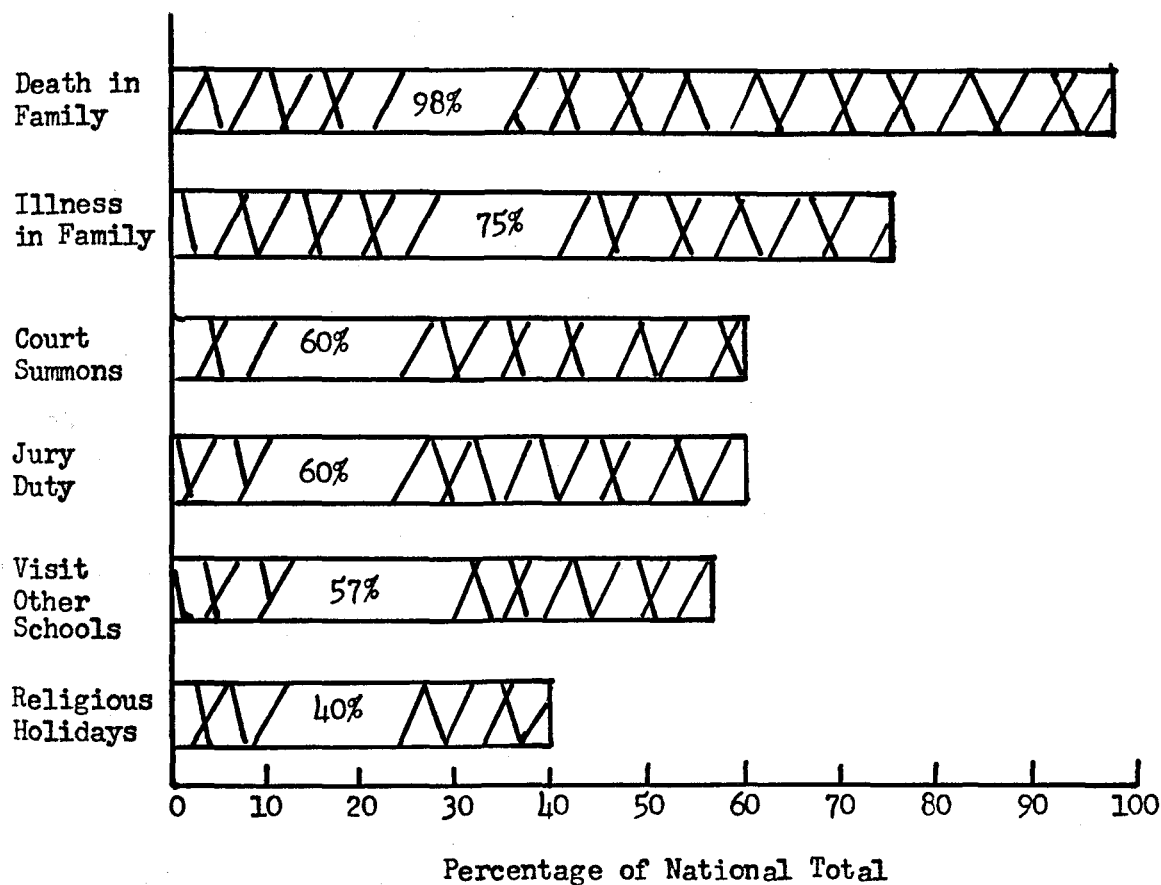


Figure 24. Percentage of 400 reporting school districts which permit emergency leave for various reasons. (Based on data from American Association of School Administrators, Educational Research Circular No. 5, May, 1962)

leave for the reasons specified in Figure 24, shows that although progress has been made in this area, much remains to be done in order to provide all teachers with a policy which will assure peace of mind in times of emergency situations.

The administrative rules and regulations of the City of Abilene, Texas, are presented as an example of what various localities are doing to implement emergency leave policies.

(1) For death in the immediate family, three full days with no pay deducted is granted for the teacher.

(2) Illness in the immediate family entitles the teacher to three full days with no pay deducted.

(3) The teacher is allowed one full day for the purpose of visiting schools with no pay deducted.²

Virginia Emergency Leave Policies

The State of Virginia makes no provision for an emergency leave policy. In the regulations governing the state sick leave plan for teachers, article 5 states, "When a substitute has to be employed, such leave shall be allowed for personal illness, including quarantine, or illness or death in the immediate family requiring the attendance of the employee for not more than three days in any one case."²

²American Association of School Administrators, Educational Research Circular No. 6, (July, 1962), p. 14.

This in itself does not constitute an emergency leave plan which all school divisions would have to incorporate into their leave-of-absence policy before state aid could be received. The "immediate family" clause is restricted still further by article 6 of the state sick leave policy which states, "The immediate family of an employee shall be regarded to include natural parents, foster parents, wife, husband, children, brother and sister, and any other relative living in the household of the teacher."³

The provisions of the state sick leave plan dealing with emergency situations restrict the teacher to receiving full pay in case of absence for emergency only when there is death in the immediate family. This cannot be considered an emergency leave policy. Furthermore, days taken by Virginia teachers in accordance with article 5 of the state sick leave policy are deducted from accumulated sick leave.

In Virginia, forty-six counties and cities report that they do not grant emergency leave. However, two of these do without pay, and another with substitute pay deducted. Of these, five counties and cities which do not now grant emergency leave are considering establishing such leave.

³Virginia State Board of Education, Regulations Governing the State Sick Leave Plan For Teachers, (August, 1962), p. 2.

Eighty-two counties and cities report that they grant emergency leave. However, three of these are with no pay, eight others with substitute pay deducted, and two require the teacher to pay his substitute at a rate higher than normally paid.

Figure 25, page 59, shows that of the eighty-two counties and cities which grant emergency leave, it has been established in forty-eight or 58.5 per cent of the counties and cities as a separate type of leave, twenty-five or 30.1 per cent of the counties and cities as a part or extension of sick leave, and in nine or 11.4 per cent of the counties and cities each case is handled individually.

Reasons for granting emergency leave vary greatly from school division to school division in the State of Virginia. The majority of policies are vague and officials appear reluctant to specify reasons for which leave may be taken. For example, Arlington County grants emergency leave for uncontrollable, unpredictable, and unforeseen circumstances. Fauquier County has each request considered on its merits by the school board.

Table III, page 60, gives the length of time for which emergency leave is granted in Virginia school divisions. As can be seen, time granted for emergency leave varies from one day to one year. More Virginia school divisions report three days than any other figure.

The City of Roanoke which does not operate under the state sick leave plan, and which has not been included in Table III, permits

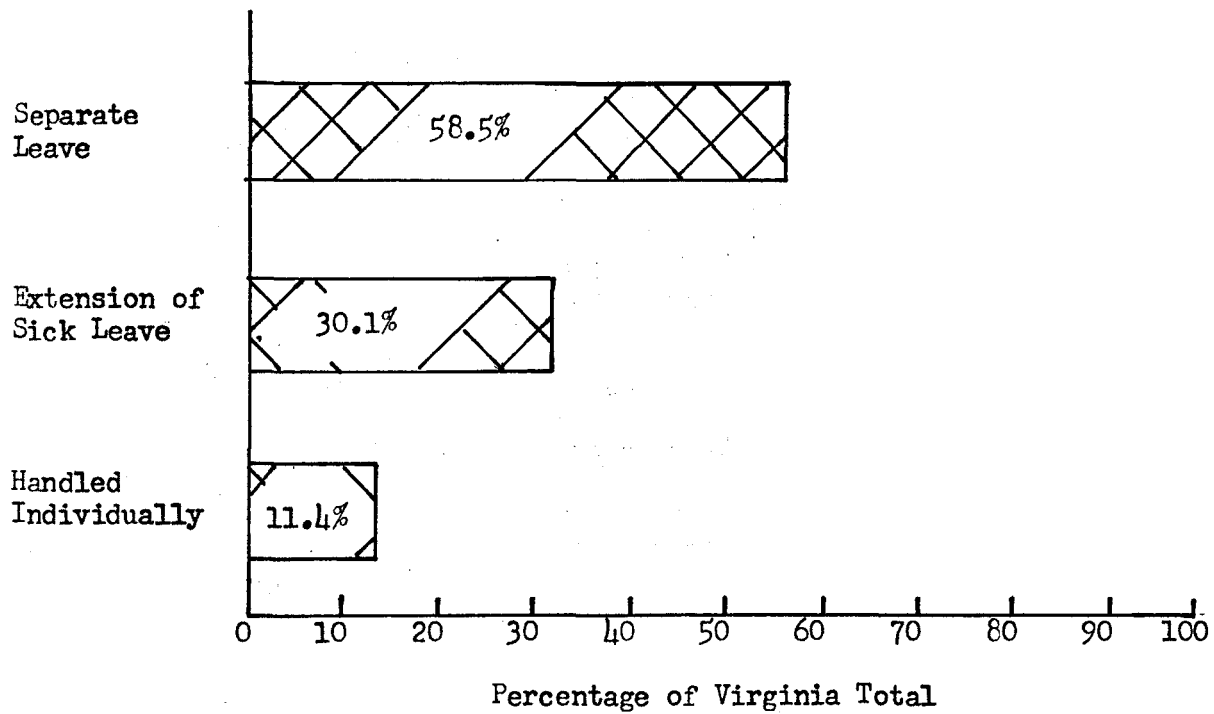


Figure 25. Method by which the 82 Virginia school divisions which have emergency leave policies grant such leave.

TABLE III

LENGTH OF TIME VIRGINIA SCHOOL DIVISIONS GRANT
FOR EMERGENCY PURPOSES

NUMBER OF DISTRICTS	LENGTH OF TIME
12 counties and cities	Depends on circumstances
11 counties and cities	No time limits established
2 counties and cities	Few days or short time
8 counties and cities	One day
1 city	One to three days
1 city	Two to five days
6 counties and cities	Two days
21 counties and cities	Three days
1 county	Four days
4 counties and cities	Five days
1 city	Twenty days
1 city	Three months
1 city	One session
3 counties	One year
9 counties and cities	No response

partial payment of salary for five days for absence because of illness in the teacher's family. The only deduction made is to take care of the substitute's pay. Full payment of salary for two school days is allowed for absence caused by the death of a member of the immediate family, and full payment of salary is allowed to teachers who are absent for approved professional duties such as conferences, student activities, etc.⁴

Table IV, pages 62 to 66, gives the breakdown of each Virginia school division as to whether the division has an emergency leave policy, the type of leave, length of time and reason for which emergency leave is granted. Careful study of Table IV will show that those divisions which have policies dealing with emergency leave vary greatly in the reasons for which leaves are granted. Reasons range from such restrictive responses as that of Middlesex County which grants leave only for personal or family illness, to Powhatan County which grants emergency leave for anything the teacher wants to use it for.

Virginia Teacher Reaction to Present Emergency Leave Policies

Oral and written responses by those teachers who participated in the survey again show that those most affected by an emergency leave policy, or lack of one, were for the most part unconcerned

⁴School Board of Roanoke City, Leave of Absence Policy For Roanoke City Teachers, (1962), p. 25.

TABLE IV
EMERGENCY LEAVE POLICIES OF VIRGINIA SCHOOL DIVISIONS

County	No	Yes	Separate Type Leave	Part of Sick Leave	Handled Individually	Length of Time	Emergency Leave Granted For
Accomack		Yes	Yes			1/ N.S.	Causes beyond control of teacher
Albemarle		Yes ^{2/}			Yes	N.S.	N.S.
Alleghany		Yes		Yes		3 Days	Recognizable emergency
Amelia	No						
Amherst		Yes	Yes			3/ Few Days	Illness
Appomattox		Yes	Yes				N.S.
Arlington		Yes		Yes		3 Days	Uncontrollable, unpredictable circumstances
Augusta		Yes	Yes			3/ Short Time	Thirty days maximum
Bath		Yes		Yes			Personal or family emergency
Bedford	No						
Bland		Yes		Yes		3 Days	Death or illness in family
Botetourt		Yes		Yes		1/ 1 Day	N.S.
Brunswick		Yes	Yes				For any emergency
Buchanan	No						
Buckingham	No						
Campbell	No						
Caroline		Yes	Yes			2 Days	Death or illness in family
Carroll		Yes	Yes			3 Days	Unavoidable absence
Charles City		Yes		Yes		1 Year	Illness on recommendation of doctor
Charlotte	No [*]						
Chesterfield	No						
Clarke	No ^{4/}						
Craig	No						
Culpepper	No						
Cumberland		Yes			Yes	N.S.	Each considered on merits
Dickenson	No						
Dinwiddie		Yes	Yes			1 Day	Emergency beyond control of teacher
Essex		Yes	Yes			1/ 3 Days	N.S.
Fairfax		Yes	Yes				N.S.
Faquier		Yes	Yes			3/ 3 Days	Each considered on merits by board

TABLE IV (Continued)

County	No	Yes	Separate Type Leave	Part of Sick Leave	Handled Individually	Length of Time	Emergency Leave Granted For
Floyd	No						
Fluvanna		Yes	Yes			N.S.	Causes beyond teacher's control
Franklin		Yes	Yes			1/	Illness or personal reasons
Frederick		Yes	Yes			3/	N.S.
Giles		Yes		Yes		4 Days	N.S.
Gloucester		Yes ^{4/}			Yes	1 Day	When the situation warrants
Goochland	No ^{2/}						Illness beyond state sick leave
Grayson	No						
Greene		Yes		Yes		3 Days	Illness or death in family
Greensville	No						
Halifax	No						
Hanover	No ^{4/}						
Henrico		Yes	Yes			3/	N.S.
Henry		Yes ^{2/}	Yes			1/	N.S.
Highland		Yes	Yes			3 Days	N.S.
Isle of Wight	No						
James City		Yes ^{5/}	Yes			2 Days	Death in family; marriage of children
King George		Yes	Yes			3 Days	Approval of superintendent and board
King and Queen		Yes ^{5/}			Yes	N.S.	For hospitalization
King William		Yes ^{5/}			Yes	N.S.	For hospitalization
Lancaster		Yes	Yes			1/	N.S.
Lee	No ^{4/}						
Loudoun		Yes	Yes			3 Days	N.S.
Louisa		Yes ^{2/}		Yes		1 Year	Personal or family illness
Lunenburg	No						
Madison		Yes		Yes		3 Days	Illness or death in family
Mathews		Yes	N.S.	N.S.	N.S.	1 Day	Unforeseen circumstances
Mecklenburg		Yes	Yes			3/	N.S.
Middlesex		Yes	Yes			1/	N.S.
Montgomery	No						
Nansemond	No						
Nelson	No						
New Kent		Yes		Yes		1 Year	Recommendation of doctor

TABLE IV (Continued)

County	No	Yes	Separate Leave	Type	Part of Sick Leave	Handled Individually	Length of Time	Emergency Leave Granted For
Norfolk	No							
Northampton		Yes	Yes				2 Days	Family problem or personal business
Northumberland		Yes	Yes				1/	N.S.
Nottoway		Yes	Yes				1 Day	Anything teacher wants to use it for
Orange	No							
Page		Yes	Yes				2 Days	Any emergency
Patrick		Yes	Yes				5 Days	N.S.
Pittsylvania		Yes	Yes				1 Day	Personal emergency
Powhatan		Yes	N.S.		N.S.	N.S.	1 Day	N.S.
Prince Edward								
Prince George	No							
Prince William		Yes			Yes		1 Day	Personal reasons
Princess Anne		Yes ^{5/}	Yes				3 Days	For cause beyond control of teacher
Pulaski	No							
Rappahannock		Yes			Yes		N.S.	Death in family
Richmond		Yes ^{6/}			Yes		3/	Personal or family illness
Roanoke		Yes	Yes				3 Days	Any type emergency
Rockbridge		Yes	N.S.		N.S.	N.S.	N.S.	Under certain conditions
Rockingham	No							
Russell	No							
Scott		Yes			Yes		3 Days	Death of relative
Shenandoah		Yes			3/		2 Days	Personal business
Smyth	No							
Southampton	No							
Spotsylvania	No ^{7/}							
Stafford		Yes	Yes				3 Days	Superintendent and board's approval
Surry		Yes				Yes	3/	At discretion of superintendent
Sussex	No							
Tazewell	No							
Warren		Yes			Yes		N.S.	Death in immediate family
Washington		Yes	Yes				3 Days	Circumstances beyond teacher control
Westmoreland		Yes ^{6/}			Yes		3/	Personal or family illness
Wise	No							
Wythe	No							
York	No							

TABLE IV (Continued)

City	No	Yes	Separate Leave	Type	Part of Sick Leave	Sick Leave	Handled Individually	Length of Time	Emergency Leave Granted For
Alexandria		Yes	Yes					3 Days	Causes beyond control of teacher
Bristol	No ^{4/}								
Buena Vista		Yes	Yes					1 Session	Recognizable emergency
Charlottesville		Yes			Yes			5 Days	N.S.
Clifton Forge		Yes ^{5/}	Yes					5 Days	Personal emergency
Colonial Heights		Yes	Yes					3 Days	Personal business
Covington		Yes	Yes					3 Days	Disaster, family problems, weather
Danville		Yes			Yes			3 Months	illness or accident
Falls Church		Yes	Yes					3 Days	Approval of superintendent
Fredericksburg		Yes ^{5/}			Yes			3 Days	Approval of superintendent
Galax	No ^{4/}							20 Days	20 days beyond sick leave
Hampton		Yes						8/ 1-3 Days	Any emergency Family illness and death
Harrisonburg	No								
Hopewell	No								
Lynchburg		Yes	Yes					1/ 3/	N.S. Personal emergency
Martinsville		Yes	Yes					3/	Personal emergency
Newport News		Yes	Yes					3 Days	N.S.
Norfolk		Yes			Yes			3/	N.S.
Norton	No								Personal business
Petersburg	No ^{2/4/}							2 Days	Pressing emergency
Portsmouth	No ^{5/}								
Radford	No								
Richmond		Yes	Yes					N.S.	N.S.
Roanoke		Yes	Yes					2-5 Days	Illness or death in family ^{g/}
South Norfolk	No								
South Boston	No								
Staunton		Yes	Yes					3/	Situation examined on own merit
Suffolk		Yes	Yes					5 Days	Illness, death, or wedding
Virginia Beach		Yes ^{5/}	Yes					3 Days	Personal reasons
Waynesboro		Yes	Yes					1/	Any personal reason

TABLE IV (Continued)

City	No	Yes	Separate Leave	Type	Part of Sick Leave	Sick Handled Individually	Length of Time	Emergency Leave Granted For
Williamsburg		Yes ^{5/}	Yes				2 Days	Death in family; marriage of children
Winchester		Yes	Yes				1/	Sickness or unusual circumstances

Code

- N.S. - Not Specified
- 1/ - No time limits established
- 2/ - No pay
- 3/ - Depends on circumstances
- 4/ - Considering establishment of policy
- 5/ - Substitute pay deducted
- 6/ - Substitute pay at rate above normal paid by teacher
- 7/ - Time off without pay allowed for business that cannot be conducted on Saturday
- 8/ - As approved by superintendent

when questioned on the emergency leave policy of their school division. Of the eighteen teachers interviewed by the writer, fourteen exhibited a total lack of knowledge on emergency leave policies in general, and the majority of those interviewed had only a vague idea of the policy followed by their school division in regards to emergency leave.

Figure 26, page 68, shows that when questioned on whether the emergency leave policy in their school division was adequate, 29.5 per cent of those teachers answering responded in the affirmative, 63.6 per cent answered in the negative, and 6.9 per cent expressed no opinion. Those teachers interviewed by the writer were unaware that their school division, Chesterfield County, had no emergency leave plan and simply followed the state sick leave plan dealing with illness or death in the immediate family. None of those interviewed knew that days taken for this purpose were deducted from accumulated sick leave. When questioned about their course of action when an emergency arose, the majority stated that they called into their school as being sick. In this way, they felt that they would not be questioned on the reason for absence.

Figure 27, page 69, shows that when asked if they had read their school division's policy regarding emergency leave, seventy-five per cent of those responding replied in the affirmative, 20.5 per cent replied in the negative, and 4.5 per cent did not know. Of those responding in the affirmative, eight were teachers on the

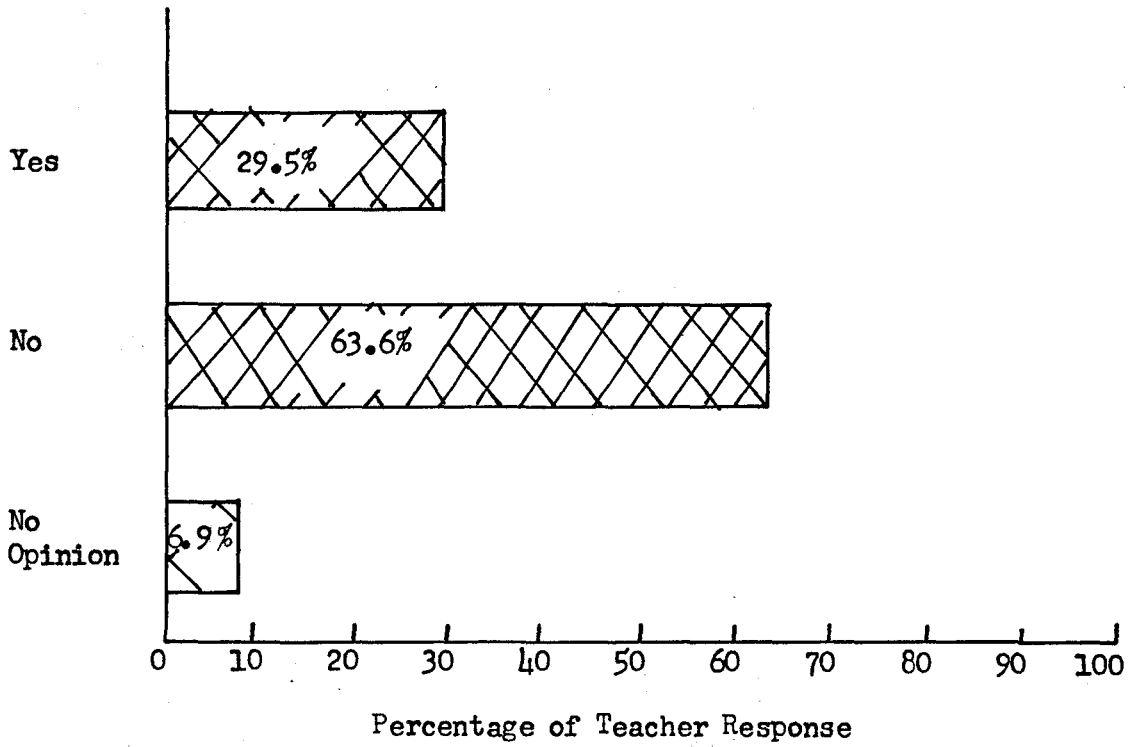


Figure 26. Teacher response on whether the emergency leave policy in their school division was adequate.

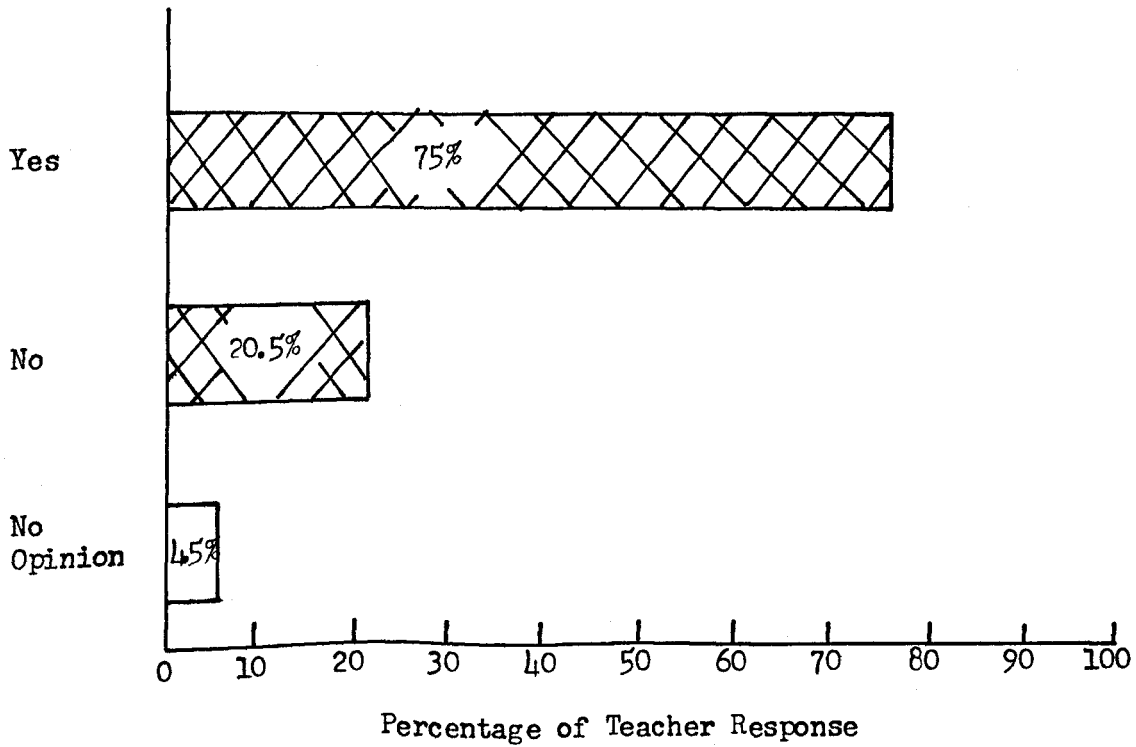


Figure 27. Teacher response on whether they had read their school division's policy regarding emergency leave.

writer's faculty. During the course of interviews, six of the eight teachers stated that they were sure they had read "something" dealing with emergency leave, but could not remember what. When questioned further, they were positive that what they had read was not a section of the sick leave plan of Chesterfield County, but rather a separate policy. Again, great surprise was expressed when they were informed by the writer that Chesterfield County does not have a separate emergency leave plan, but merely gives full pay for illness or death in the teacher's immediate family. Two of the teachers interviewed stated that they did not fully understand the question as it was written, and had not read the emergency leave policy of Chesterfield County. Both of these teachers were unaware that Chesterfield County had no separate emergency leave policy as such.

Figure 28, page 71, shows that when asked if they had read the state policy regarding emergency leave, which has been stated is non-existent, 29.5 per cent replied in the affirmative, 61.4 per cent replied in the negative, and 10.1 per cent expressed no opinion. Figure 29, page 71, shows that when asked if they believed the state emergency leave policy to be adequate, 22.7 per cent of those responding replied in the affirmative, 45.5 per cent replied in the negative, and 31.9 per cent expressed no opinion. When interviewed, those teachers who expressed no opinion stated that they were not interested in the state emergency leave policy, if

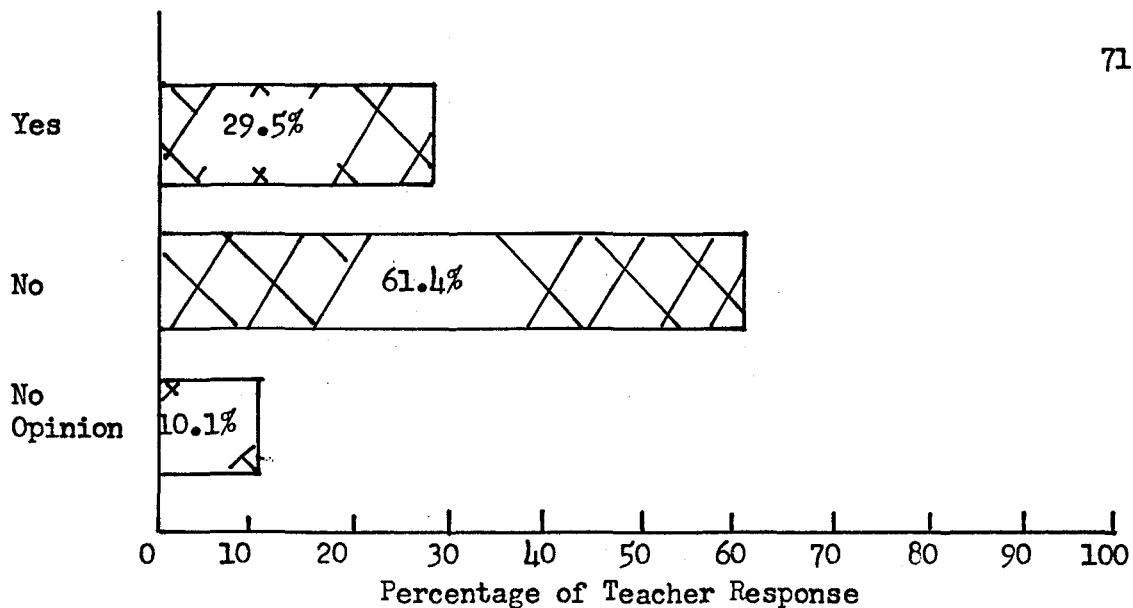


Figure 28. Teacher response on whether they had read the state policy regarding emergency leave.

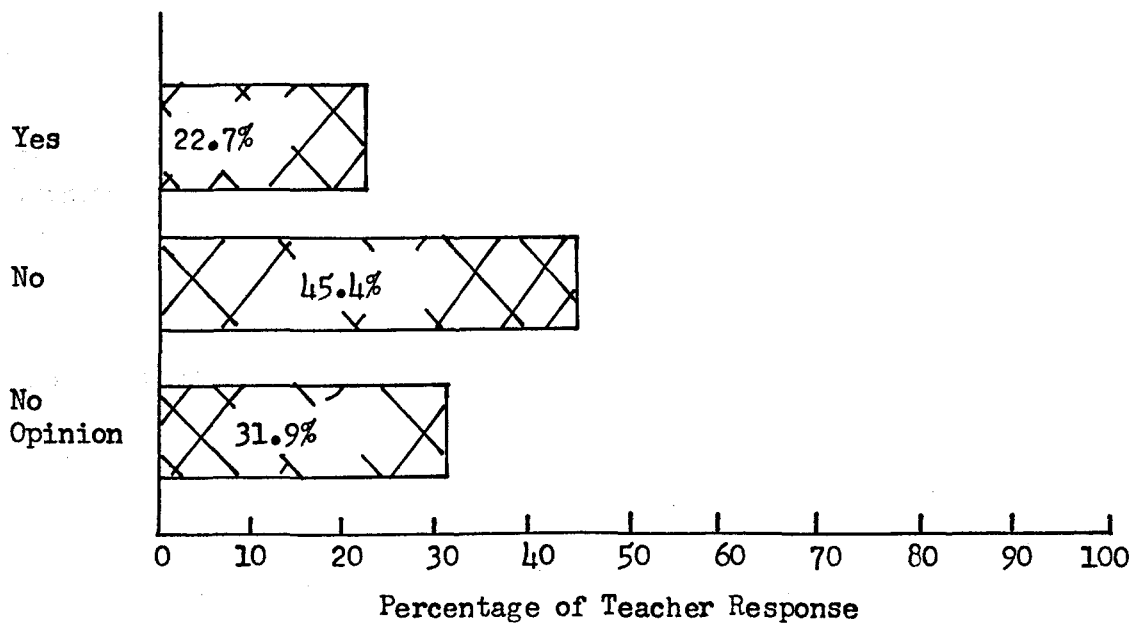


Figure 29. Teacher response on whether they considered the state emergency leave policy of Virginia to be adequate.

indeed there were one. The majority of those interviewed who answered in the affirmative, stated that at one time or another, they had read a document which they assumed was the state emergency leave policy, but could not be sure that it was.

Figure 30, page 73, shows the ever present desire for educators, regardless of previous interest shown in leave-of-absence policies, for more benefits. When asked whether they believed emergency leave should be deducted from accumulated sick leave, only 18.2 per cent answered in the affirmative, and 81.8 per cent responded in the negative.

The desire of teachers for more benefits is also illustrated by Figure 31, page 73. When asked whether the regulations regarding sick leave were too restrictive, 54.5 per cent answered in the affirmative, 22.7 per cent responded in the negative, and 22.8 per cent expressed no opinion. The percentage of those who answered in the affirmative is surprisingly high when one considers that a conservative estimate of fifty per cent of those so responding have not read a leave-of-absence policy dealing with emergency leave.

One of the main teacher complaints that the writer has heard concerning a policy dealing with emergency leave, is that no time off with full pay is given to a teacher for the death of a close relative of his spouse who does not reside in their household. The Virginia Education Association and local education associations have made repeated efforts to get the State Board of Education and local

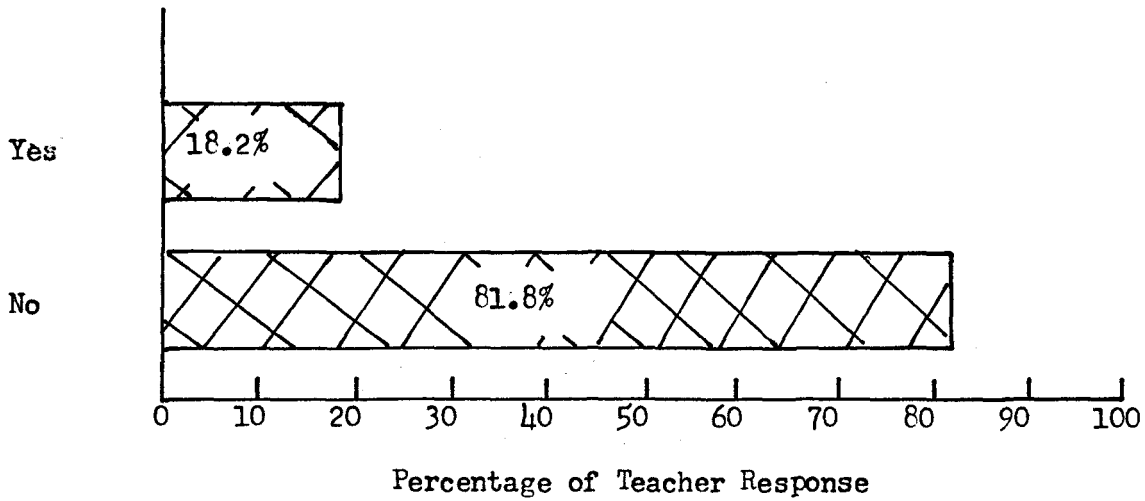


Figure 30. Teacher response on whether emergency leave should be deducted from accumulated sick leave.

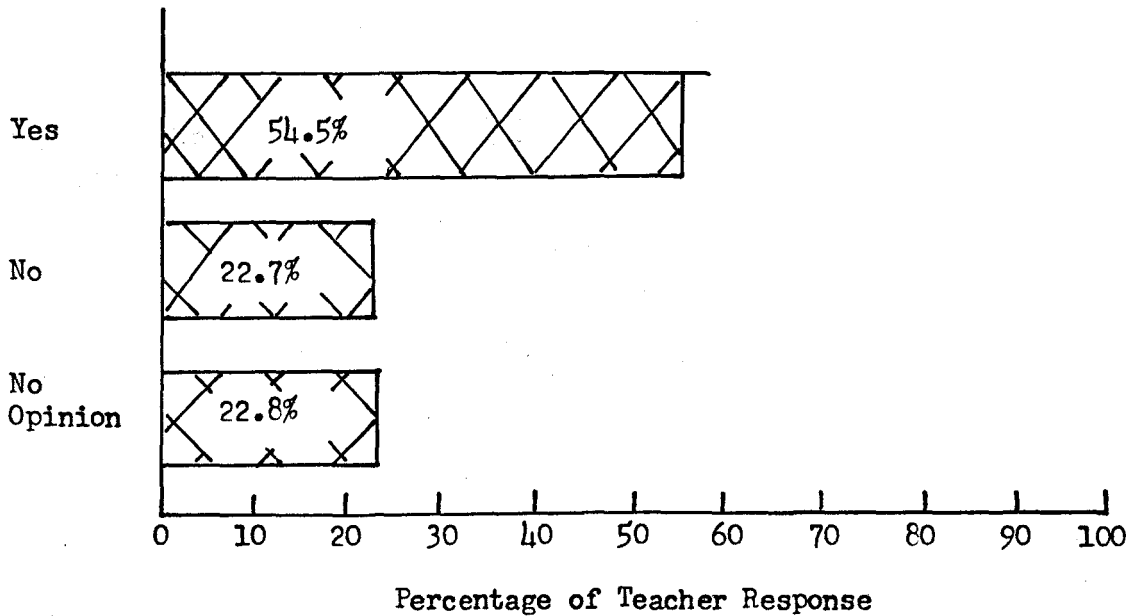


Figure 31. Teacher response on whether regulations regarding emergency leave were too restrictive.

boards of education to incorporate this in an emergency leave plan. This matter has raised enough controversy and has been discussed so often that there was no question in the teacher's mind when they were asked if time off with full pay were given in the school division for the death of a close relative of their spouse. The teachers were unanimous in their response with one hundred per cent answering in the negative. When asked whether they believed such a provision should be incorporated in their emergency leave policy, one hundred per cent of the respondents answered in the affirmative. A majority of the teachers interviewed by the writer have stated that they have lost salary at one time or another because their leave-of-absence policy does not include this provision. When local officials were questioned on this point, they stated that since the Virginia sick leave regulations do not cover this situation, and the local school division policy lies within the framework of state regulations, it was not included.

Recommended Emergency Leave Plan

A proposed emergency leave plan formulated by the writer incorporating the suggestions brought forward by those teachers participating in the study follows.

- (1) For death in the immediate family, three days are granted with full pay, plus three days with deduction of substitute pay.

- (2) For the death of a relative not in the immediate family, two days with full pay are granted if the teacher resides with the deceased relative. Otherwise, and for the next three days, substitute pay will be deducted.
- (3) For the observance of religious holidays, five days per year are granted with full pay.
- (4) Two days leave for personal business are granted each year with substitute pay deducted.

Summary

Emergency leave is usually granted for one to three days for causes beyond the control of the teacher. The most common method of granting emergency leave is to include a stipulation in the sick leave policy that brief leaves for personal reasons of an emergency nature may be taken from unused sick leave.

In 1962, the National Education Association conducted a survey dealing with emergency leave. It was found that forty per cent of the reporting school divisions had no separate emergency leave policy, but deducted absence from the sick leave allowance. The State of Virginia makes no provision for a separate emergency leave policy. Three days deducted from accumulated sick leave is given for illness or death in the immediate family.

Eighty-two Virginia school divisions grant emergency leave. Of these, forty-eight divisions have established it as a separate type of leave. Reasons and length of time for which emergency leave is granted vary greatly in the divisions granting such

leave. The teachers affected by these policies have shown almost a total lack of knowledge of their emergency leave plan. Teachers and administrators alike must share the guilt for this situation.

CHAPTER IV

SABBATICAL LEAVE POLICIES OF VIRGINIA, ITS SCHOOL DIVISIONS, AND OTHER STATES

Sabbatical leave is usually defined as leave granted to a teacher by the school board for a specific professional purpose for a definite length of time, usually with salary or a portion of salary. A specific length of teaching service in the division is usually a prerequisite for granting such leave,

Materials for this chapter dealing with sabbatical leave-of-absence policies have been gathered from the U. S. Department of Health, Education, and Welfare, the National Education Association, the Virginia Education Association, and the American Federation of Teachers. In addition, a survey, which may be found on page 145 of the appendix, was sent to eighty teachers. Fifty-two of these surveys were returned to the writer. Interviews were conducted both with those teachers who participated in the survey and a few who did not.

As in the studies conducted on sick leave and emergency leave, the writer has noted inconsistencies between the written and oral response of the teachers concerned. Teachers seem to show a lack of interest in any benefits other than those of a tangible nature. Much of this unconcern is brought about by an administration which

apparently does not deem it important that their educators be fully aware of the benefits provided for them. Chapter VI of this thesis dealing with conclusions and recommendations will bring out what those teachers and administrators who are aware of the problem feel must be done to alleviate this condition.

National Sabbatical Leave Policies

The problem of lack of adequate sabbatical leave policies for the nation's public school teachers was recognized in the second decade of this century as a serious one. In 1914, the National Education Association passed a resolution urging school officials to approve a sabbatical year's leave for travel and study with at least half pay. Figure 32, page 79, shows that the school systems of the United States were and are slow to take up the recommendation. In 1928, only nine per cent of the nation's city school systems reported that they granted such leave with part of the salary paid. By 1951, this was true of only twenty per cent of the city school systems.¹

Although a majority of teachers are able to accomplish a substantial amount of advanced professional study or travel during regular vacation periods, there is an increasing awareness of the need for an occasional extended general leave-of-absence during a

¹ National Education Association, Handbook for Building Representatives, (1962), p. 121.

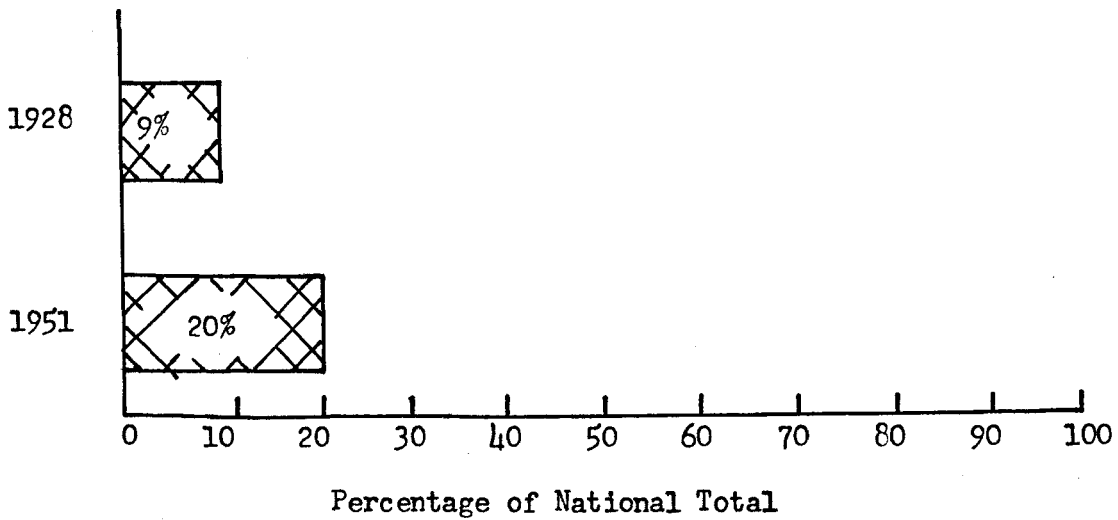


Figure 32. Percentage of the nation's city school systems which granted sabbatical leave with part of the salary paid, 1928 and 1951. (Based on data from National Education Association Handbook for Building Representatives, 1962)

regular school term for these purposes. Such an arrangement permits a teacher to complete a major unit of graduate study which would be too strenuous if he had to crowd it in at the end of a regular school year. The need for an extended period of leave for study and travel will become even greater if the school year itself is lengthened. Among college and university faculties the sabbatical year has become common.

The chief objection to sabbatical leave by the boards of education and the layman is that it costs too much. Of course, whenever schools have granted extended leaves with pay for professional reasons, principals, superintendents, teachers, parents, and boards of education agree that effects are wholly good in terms of improved services.

If the principle of sabbatical leave is to be effective in the improvement of teaching or administrative practice, there is need for more financial support. As matters now stand, the great majority of teachers who pursue graduate study must do so at summer sessions or through extension courses during the school year. Both are piecemeal approaches to a unified educational problem.

Certain administrative problems arise, however, with a professional leave program. The nation's schools are already facing a general shortage of competent and qualified teachers. The additional problem arising from the one-year assignment necessary to maintain a position open for the teacher on a one-year leave can

well compound an already critical recruitment situation. This is not a problem for the larger schools, but it is for the small ones. In addition, when a teacher returns, the system which granted the leave is expected to provide an assignment that will make optimum use of the skills and knowledge acquired during the leave, a leave granted because of its ultimate benefit to the students.²

Beyond the benefits accruing to the particular school system granting such a leave, the individual teacher and the profession itself both have much to gain. A thoughtful program of sabbatical leave for professional growth would seek an optimum gain to the teacher, the profession, and the system granting the leave. It would include not only opportunity to take such a leave, but also an encouragement to do so.

In 1956, the percentage of urban school systems granting extended sabbatical leave for professional study ranged from fifty-one per cent for the smallest systems reporting to one hundred per cent of the urban systems of 500,000 or more population. Figure 33, page 82, shows that for all the 1850 reporting systems combined, the percentage was sixty-six as compared with a corresponding sixty per cent in 1951. Thirty-one per cent of those reporting such leaves in 1956 paid part of the teacher's salary. When compared with Figure 32, page 79, this shows an increase of eleven per cent.

²U. S. Department of Health, Education, and Welfare, Staff Personnel Policies, (January, 1962), p. 3.

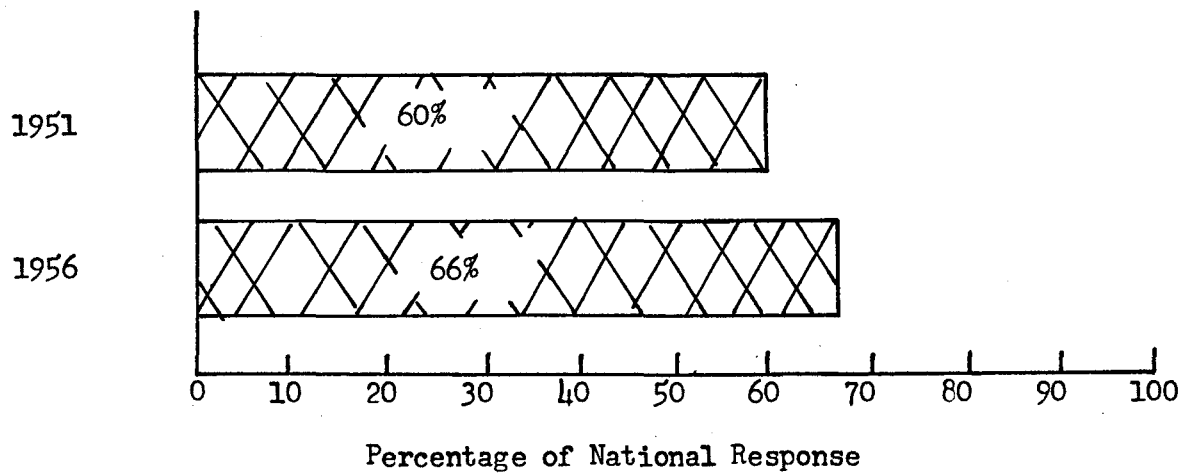


Figure 33. A comparison of 1860 school districts granting sabbatical leave, 1951 and 1956. (Based on data from Virginia Education Association Survey, May, 1961)

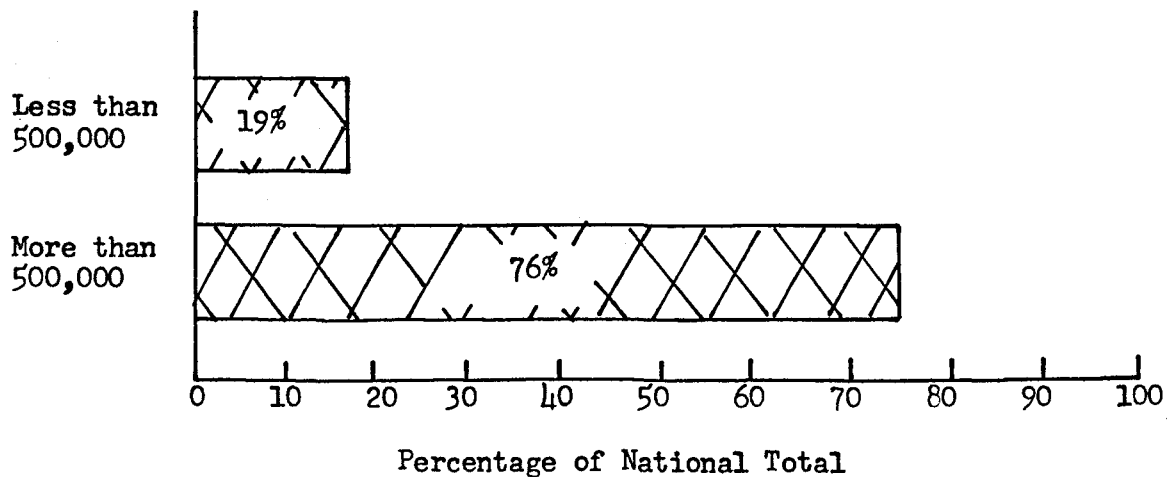


Figure 34. A comparison of cities above and below 500,000 population granting sabbatical leave for travel, 1961. (Based on data from National Education Association Survey, 1961)

Rarely does a school system pay the teacher's full salary. A few systems allow the absent teacher his full salary less the pay of a substitute. Two-thirds of the school systems that pay part of the absent teacher's salary pay half.

Extended sabbatical leave for travel is granted less frequently than are those for other professional activities leading to the improvement of teaching. Figure 34, page 82, shows that the proportion of systems reporting that they granted such leaves ranged from nineteen per cent of the systems below 500,000 population, to seventy-six per cent of those of 500,000 or more population.³ If travel is approved in advance as a definite means of professional growth, there would seem to be no reason why the absent teacher should be paid less salary than if he were taking leave to pursue advanced study or research in a college or university.

Extended leave plans for professional study and educative travel typically include the following features:

(1) Teachers must have rendered services in the division for seven consecutive years before being eligible for the extended leave for professional improvement.

(2) The number of teachers on leave for study and travel is limited to one per cent of the professional staff.

³National Education Association, Teacher Leaves-of-Absence, (May, 1961), p. 13.

(3) Applications outlining the plans of the teachers for the periods of absence must be submitted to the superintendent for consideration, suggestions, and approval.

(4) Some part of the regular salary, not exceeding a specified amount, is to be paid during the year of leave.

(5) The teacher retains seniority, retirement, and tenure rights as if he were in regular employment.

(6) The teacher is required to prepare and submit to the superintendent monthly and final reports describing the work or travel and benefits received.

(7) The teacher agrees to return to service for a specified period of time following the leave, or he must return all or part of the amount received from the board of education while on leave.

(8) Whether the person who takes leave is guaranteed the same position on his return or a comparable position is handled somewhat differently by school systems. The chances are about even as between the same or a comparable position.

Fifteen states and the District of Columbia have statutory provisions for sabbatical leave. The state sabbatical leave policies for two of these states, Hawaii and Louisiana, follow.

Hawaii. The Department of Public Instruction is authorized to grant sabbatical leaves of one year or six months to teachers who have served seven years in the public schools of the state. Those with the longest period of service

shall be given first consideration. Return to position on expiration of the leave is to be guaranteed.

Teachers on sabbatical leave shall be paid one-half of their regular salary.

While on sabbatical leave, the teacher must devote one-third of his total leave to either travel or professional educational work, or both, such as would contribute to his value in the public school system of the state. (Laws of Hawaii, 1955. Secs. 38-20 to 38-22.)

Louisiana. All teachers are eligible for sabbatical leave for purpose of professional or cultural improvement or for the purpose of rest or recuperation. The period of leave is two semesters after completion of 12 or more semesters of active service in the school district, or one semester after 6 or more consecutive semesters of service. Sick leave under other statutory provisions is not considered a break in active service.

Applications for sabbatical leave must be sent to the school superintendent by registered mail within certain specified times. The applications must specify the purpose of the leave, the amount of time requested, and how the leave will be spent. Where the purpose of the leave is for rest or recuperation, certified statements of two physicians that such leave is prescribed on account of health must be furnished.

A teacher on sabbatical leave is entitled to salary at 50 per cent of the minimum salary allowed a beginning teacher with a B.A. degree; but the teacher may elect to receive the difference between what his salary would be during the year, and the amount a day-to-day substitute for his position would receive. If the school board has fixed the rate of pay for a day-to-day substitute, the amount to be deducted from the teacher's salary may not exceed this fixed rate. (West's Louisiana Revised Statutes Annotated, Secs. 17-1171 to 17-1185.)⁴

⁴ National Education Association, School Law Summaries, (June, 1961), pp. 111-112.

Sabbatical Leave Policies of the State of Virginia and its Divisions

At the time of this writing, there is no statutory provision for sabbatical leave in the State of Virginia. Inquiries into the matter indicate that none is being contemplated at this time. The Virginia Education Association is at present lobbying in an attempt to include an adequate sabbatical leave policy in an overall leave-of-absence policy. The attempt has thus far proved fruitless.

Table V, pages 89-90, shows that at the present time, six counties and seven cities in the State of Virginia grant sabbatical leave. All of these thirteen school divisions grant sabbatical leave for the purpose of study. One county, Arlington, in addition to granting one year's sabbatical leave for study, also grants one year's leave for purpose of travel, writing, and research. Three cities, Norfolk, Richmond, and Virginia Beach grant sabbatical leave for foreign exchange. The time for which sabbatical leave is granted ranges from one-half year in Roanoke County to one to two years in the City of Richmond. The per cent of yearly salary paid ranges from seven divisions which pay fifty per cent of salary, to a flat \$500 paid by the City of Portsmouth. All of the thirteen divisions with the exception of Lunenburg County, Newport News, and Portsmouth require a return of salary paid if the teacher fails to return to the system. The limitation on the number of leaves which can be taken in one year range from two in Bristol to no limit in Newport News. In spite of the rather generous terms offered by most

of the divisions, a total of only fifty teaching personnel have taken advantage of the sabbatical leave provisions. Three divisions, Princess Anne, Petersburg, and Virginia Beach, had no teaching personnel applying for sabbatical leave. The City of Richmond, with fifteen taking leave, was at the top of the list. All school divisions with the exception of Bristol, count the year's sabbatical leave as a year of experience when determining salary on return.

Two school divisions, Mecklenburg County and Martinsville City, are considering establishing sabbatical leave. No action is being contemplated by these two divisions in the near future.

The number of years' experience required before sabbatical leave can be taken in the thirteen divisions range from three years to seven years, with the latter figure being required by five of the thirteen reporting school divisions. Fairfax County will grant leave at a maximum of \$2000 if the teacher has seven years' experience; however, the teacher may take advantage of the leave after four years with a reduction of one-seventh of salary grant for each year of experience less than seven. Norfolk City is the most generous on what constitutes reason for sabbatical leave with a full fifty per cent of yearly salary. Norfolk requires only a minimum of ten hours of study to be eligible for leave. On the matter of time limit before another leave after the original can be granted, responses ranged from no policy in Newport News to seven years in five divisions.

One hundred and thirteen counties and cities in the State of Virginia do not grant sabbatical leave nor plan establishing such a policy. Of these, twelve divisions, Caroline, Charles City, Essex, Goochland, Lancaster, Middlesex, New Kent, Lee, Northumberland, York, Alexandria, and Covington, reported granting sabbatical leave, but with no percentage of salary paid while on leave. Under the terms of the writer's definition of sabbatical leave, these divisions cannot be classified as having an adequate sabbatical leave policy.

One school division of the 113 reported as having no sabbatical leave policy grants leave under certain conditions. In Amelia County, leaves are granted for foreign exchange only. The teacher's salary is paid in full while on leave. Employment is guaranteed and the year is counted as experience in determining the salary on return to the division.

An example of why a division such as Lee County, which considers itself as having a sabbatical leave policy, is not included as being among those divisions in Virginia having such a leave policy, is easily understood when the provisions are read. Leaves are granted upon request without salary for one year and for study only. Re-employment is guaranteed at the close of the leave period, but the time is not counted as a year's experience in determining salary on return to the division. Any division which so restricts its provisions cannot be classified as having a true sabbatical leave policy which fulfills the needs of its teaching personnel.

In the opinion of the writer, only one Virginia school division, Arlington County, has what might be considered an adequate sabbatical

TABLE V

SABBATICAL LEAVE POLICIES OF VIRGINIA COUNTIES AND CITIES

COUNTY	LENGTH OF TIME GRANTED	STUDY	TRAVEL	WRITING	RESEARCH	FOREIGN EXCHANGE	PER CENT OF YEARLY SALARY	NUMBER OF YEARS EXPERIENCE REQUIRED
Arlington	1 year	Yes	Yes	Yes	Yes		50%	7
Fairfax	1 year	Yes					2/	3/
Lunenburg	Up to 1 year	Yes					40%	3
Norfolk	1 year	Yes					50%	7
Princess Anne	N. S.	Yes					50%	7
Roanoke	1/2 year	Yes					50%	N. S.
<u>CITIES</u>								
Bristol	1 year	Yes					25%	5
Newport News	1/2 to 1 year	Yes			Yes		50%	5
Norfolk	1 year	6/				Yes	50%	7
Petersburg	1 year	Yes					9/	5
Portsmouth	1 year	Yes					\$500 flat	3
Richmond	1 or 2 years	Yes				Yes	7/	4
Virginia Beach	N. S.	Yes				Yes 11/	50%	7

Code: N. S. = Not Specified
 1/ = Applicants must remain in the system for 3 years or return salary paid.
 2/ = Maximum of \$2,000, Minimum \$1,000.
 3/ = Four years at reduction of 1/7 of salary grant for each year less than seven.
 4/ = Four years as in original grant--no limit if no salary is received.
 5/ = Must return for 3 years or refund payment.

TABLE V (Continued)

COUNTY	TIME LIMIT BEFORE GRANTING ANOTHER LEAVE	RETURN OF SALARY	GUARANTEE OF RE-EMPLOYMENT	LIMITATION ON NO. OF LEAVES GRANTED IN ONE YEAR	NUMBER GRANTED IN LAST 5 YEARS	YR. GRANTED AS EXPERIENCE IN DETERMINING SALARY ON RETURN
Arlington	7 years	1/	Yes	10/	6	Yes
Fairfax	4/	N. S.	N. S.	N. S.	N. S.	N. S.
Lunenburg	6 years	None	Yes	10%	5	Yes
Norfolk	7 years	Yes	Yes	1%	10	Yes
Princess Anne	7 years	5/	Yes	1%	None	Yes
Roanoke	N. S.	N. S.	N. S.	1%	N. S.	N. S.
<u>CITIES</u>						
Bristol	5 years	Yes	Yes	2	2	No
Newport News	No policy	None	Promise	None	1	Yes
Norfolk	7 years	Yes	Yes	1%	10	Yes
Petersburg	N. S.	Yes	Yes	2	None	Yes
Portsmouth	N. S.	None	Yes	12/	One	Yes
Richmond	4 years	8/	Yes	1%	15	Yes
Virginia Beach	7 years	5/	Yes	1%	Approx. None	Yes

Code (continued):

- 6/ = Minimum of 10 hours.
- 7/ = Regular salary less substitute pay for one semester.
- 8/ = Individual repays to school board amount paid then.
- 9/ = Not less than 1/3 of salary.
- 10/ = No specified limitation.
- 11/ = Pay not granted when on leave for foreign exchange.
- 12/ = 1 teacher per year.

leave policy which meets the needs of their teaching and administrative personnel.

Virginia Teacher Reaction to Sabbatical Leave.

Reaction to sabbatical leave was one of uncertainty on the part of the teacher. The vast majority of the teachers interviewed were not clear as to exactly what sabbatical leave referred to. Written and oral response by those teachers participating in the study, however, seemed to show less confusion on the question of sabbatical leave than was shown by the surveys on sick leave and emergency leave. Response was rather disappointing to the writer in that this study, more than any other, seemed to point out the unprofessional attitude taken by Virginia teachers. Those questions directed at the teacher dealing with professional advancement showed that the majority of the teachers are unconcerned with becoming more professional through the opportunity a sabbatical leave policy would afford. As the figures contained in this section of the thesis will indicate, a good many respondents expressed no opinion on many of the questions put forward. Again, in the majority of cases, this is due to a lack of knowledge on the part of the teacher of what constitutes a sabbatical leave policy.

Figure 35, page 92, shows that when asked whether a sabbatical leave policy would benefit the overall educational program of the teacher's school division, 62.8 per cent of the respondents replied in the affirmative, 11.6 per cent in the negative, and 25.6 per cent expressed no opinion. It is interesting to note that all those who replied in the negative had more than ten years' teaching

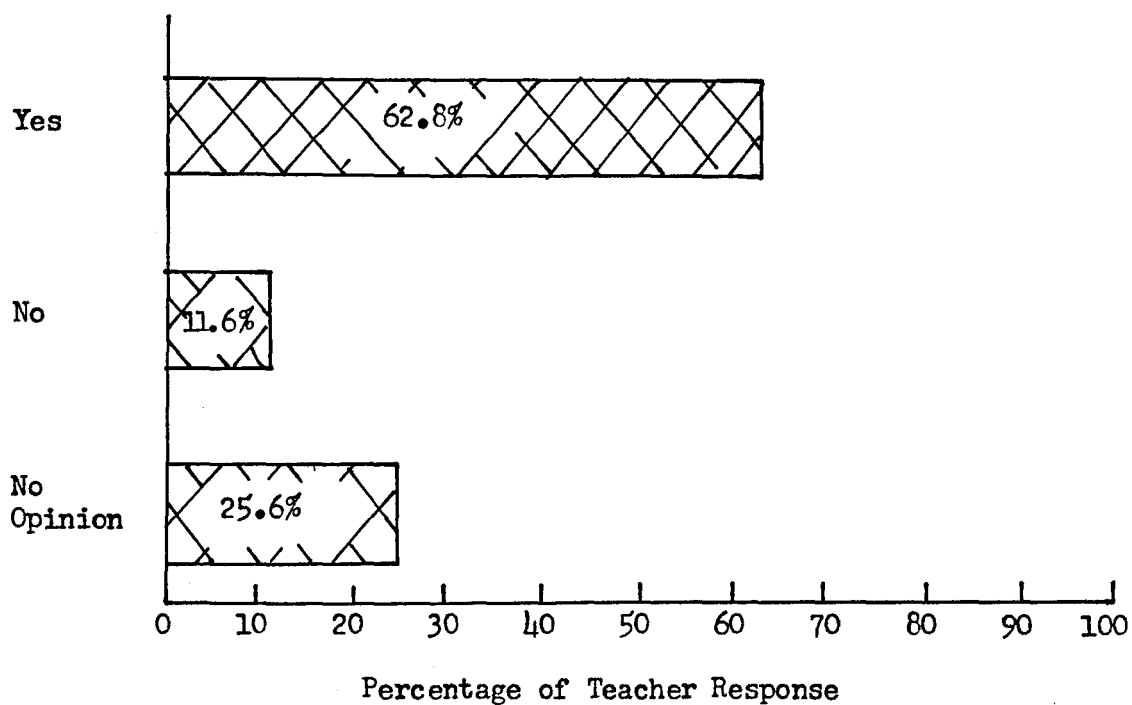


Figure 35. Teacher response on whether a sabbatical leave policy would benefit the overall educational program of their school division.

experience. Two of those with more than ten years' experience were questioned on this point by the writer. Both stated that in their opinion, work toward a master's degree was not necessary for one to be an effective classroom teacher. Both held themselves up as what they considered a perfect illustration of this point. Both showed considerable resentment toward those teachers who were working toward a higher degree and consequently advancing at a faster rate in their field. Those teachers with more than ten years of experience seemed to feel that seniority in the profession should be the basis for advancement. These teachers felt that it was not a lack of qualified teachers which led to criticism by laymen of the teaching profession, but those teachers who remained in the profession for a few years and then resigned for reasons of marriage or pregnancy. These teachers felt that advanced degrees would be of no help whatsoever to those teachers who remained in the profession, or to those pupils under their care.

Figure 36, page 94, shows that when asked whether any work at all had been done by the teacher toward an advanced degree, 18.4 per cent of the respondents answered in the affirmative, and 81.6 per cent in the negative. It is interesting to note that of those teachers who responded in the affirmative, 92.3 per cent were those with from one to five years of teaching experience, indicating a desire on the part of the beginning teacher to advance professionally in his field. Figure 37, page 96, shows that when asked whether

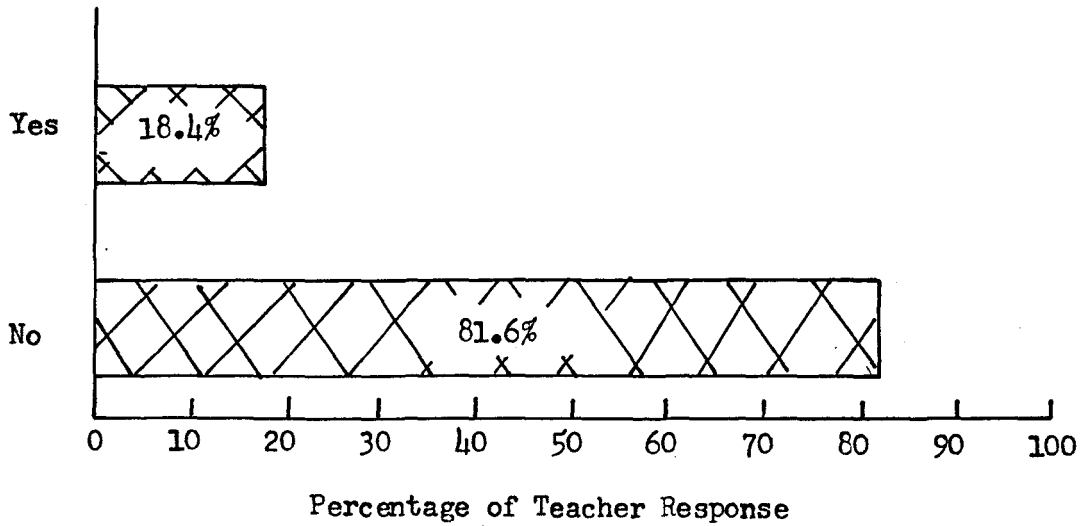


Figure 36. Teacher response on whether any work had been done by them toward a master's degree at the present time.

under present conditions it would be possible for them to complete a master's program, 35.6 per cent of the teachers responded affirmatively, 42.2 per cent in the negative, and 22.2 per cent expressed no opinion. This would seem to indicate the need for a sabbatical leave policy. However, when asked whether if given sabbatical leave for the purpose of working toward a master's degree Figure 38, page 96, shows that only 24.4 per cent of the respondents answered that they would do so, 42.2 per cent answered in the negative, and 33.4 per cent expressed no opinion. When those teachers on the writer's faculty who answered in the negative were questioned as to the reason for their answer, all replied that financial obligations would make it impossible for them to exist on fifty per cent of salary. Those who expressed no opinion felt that they did not know whether they could exist on fifty per cent of salary. All those questioned felt that the school division should remunerate the teacher at one hundred per cent of salary.

With the granting of sabbatical leave would come restrictions and requirements as to what the teacher must do after such leave was granted. Figure 39, page 98, shows that when asked whether in return for sabbatical leave with remuneration, the teacher's school division would be justified in requiring a return to that school division by the teacher for a certain length of time, 73.3 per cent of the respondents replied in the affirmative, 6.6 per cent in the negative, and 21.1 per cent expressed no opinion. The majority of the teachers

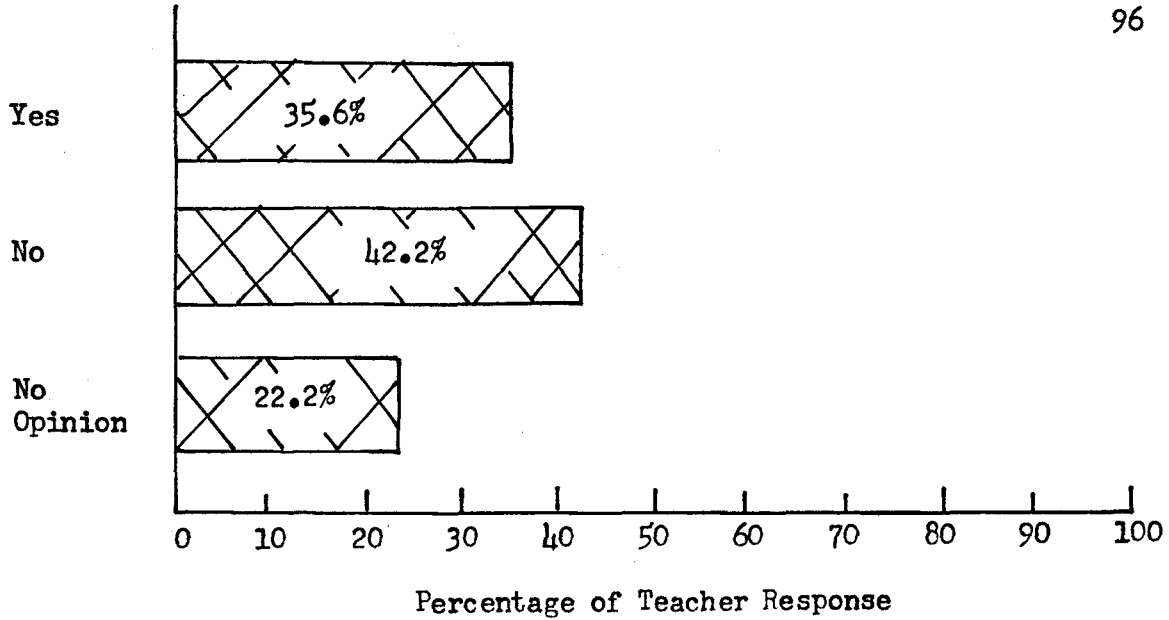


Figure 37. Teacher response on whether under present conditions it would be possible for them to complete a master's program.

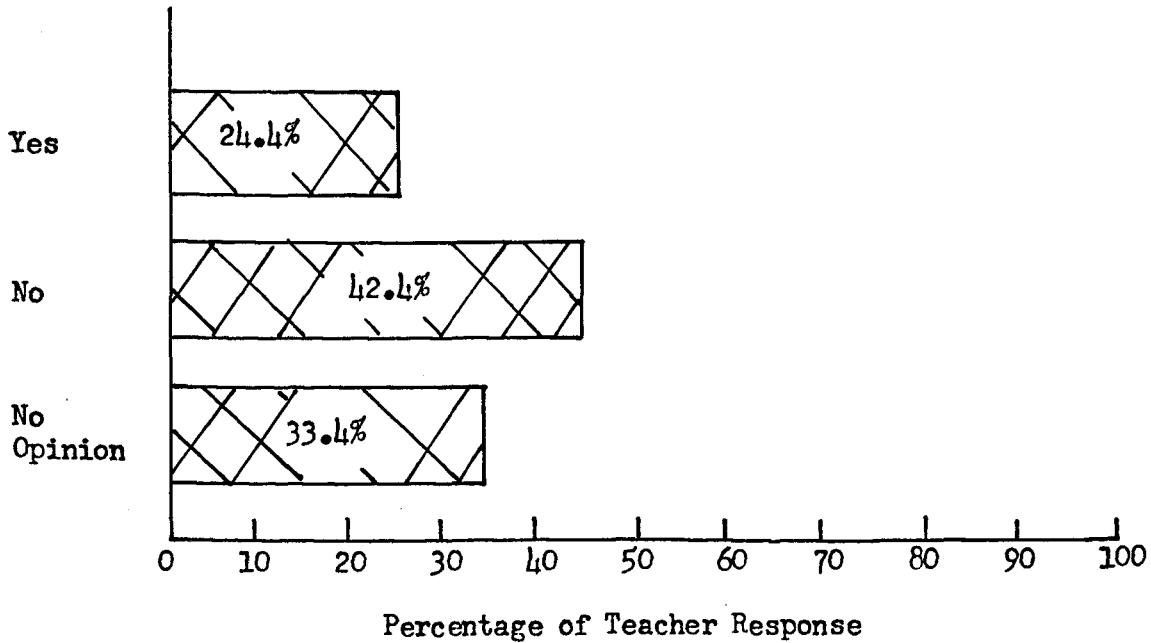


Figure 38. Teacher response on whether they would take advantage of a sabbatical leave program to complete requirements for a master's degree.

seemed to feel that with the granting of sabbatical leave they should give their school division the benefit of their experiences for a certain period of time. Figure 40, page 98, however, shows that when asked whether they would honor such a policy regardless of the opportunities offered elsewhere because of their higher degree, 73.3 per cent answered in the affirmative, 24.4 per cent answered in the negative, and 2.3 per cent expressed no opinion. This is an increase of 17.8 per cent over the teacher's negative response of Figure 39, dealing with whether the school board would be justified in requiring a return to the school division by the teacher who was granted sabbatical leave. All of the changes came from those who expressed no opinion in Figure 39. This would seem to indicate that among many of our teachers, there is still a high degree of uncertainty on the question of professional ethics.

Virginia Teacher Reaction to Sabbatical Leave for Travel

Figure 41, page 100, shows that when questioned about sabbatical leave for purpose of educational travel, teachers are not as unanimous in their response as they are on the question of sabbatical leave for study. When asked whether a sabbatical leave policy should contain provisions for travel by the teacher for educational purposes, Figure 41 shows that 67.4 per cent of the respondents answered in the affirmative, 20.9 per cent in the negative, and 11.7 per cent expressed no opinion. That those teachers questioned

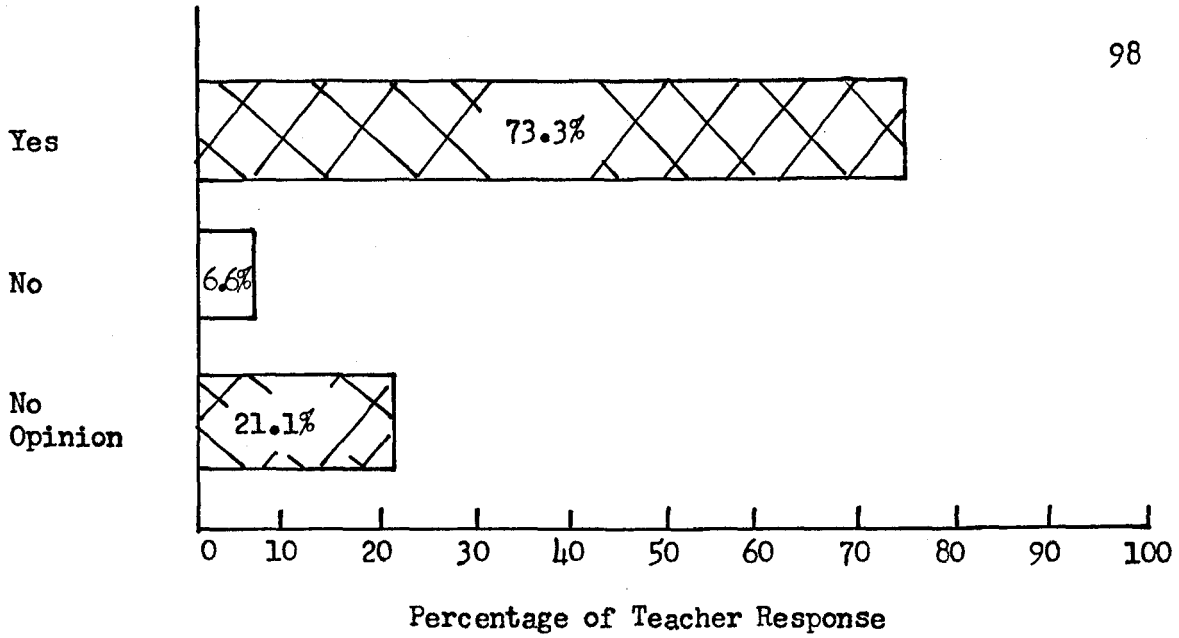


Figure 39. Teacher response on whether a school division would be justified in requiring a return to that division by the teacher for a certain period of time if sabbatical leave with remuneration were granted.

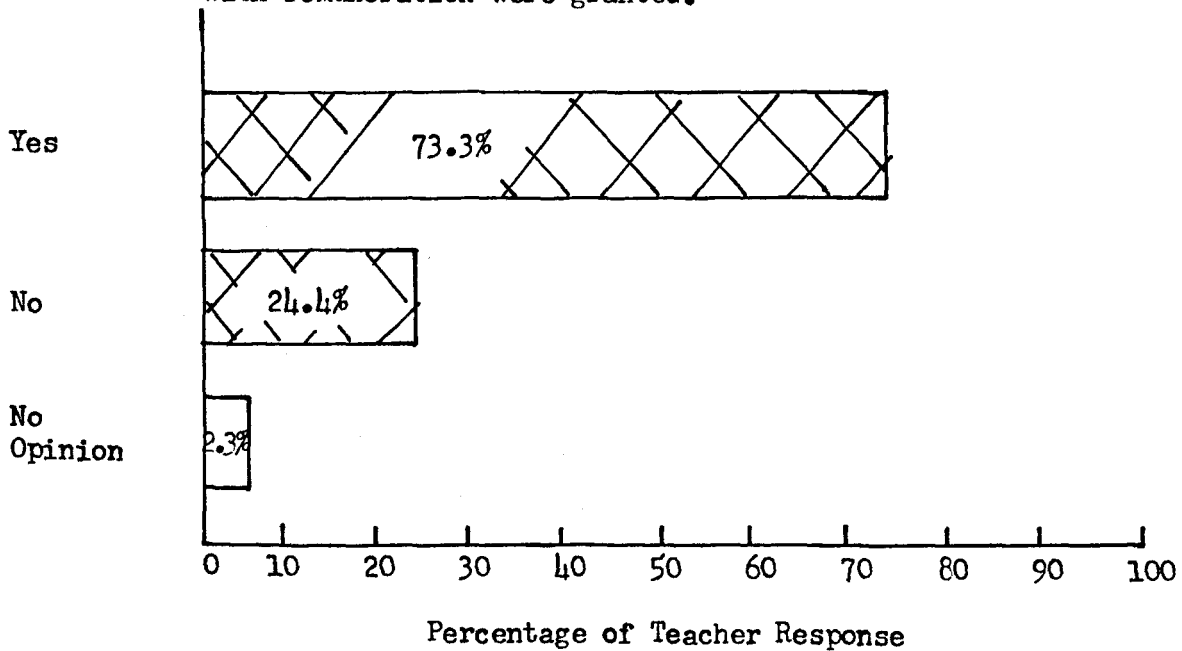


Figure 40. Teacher response on whether they would honor a policy requiring them to return to their school division regardless of the opportunities offered elsewhere because of benefits accrued while on sabbatical leave.

do not feel sabbatical leave for travel purposes is as important as sabbatical leave for study is shown by Figure 42, page 100. When asked whether any remuneration should be given for sabbatical leave for travel purposes, 39.5 per cent of the teachers responded in the affirmative, 25.6 per cent in the negative, and 34.9 per cent expressed no opinion. When questioned as to why they felt no compensation should be given teachers for purpose of educational travel, those teachers who responded in the negative expressed the opinion that a teacher would be more likely to take sabbatical leave for travel more from the point of view of personal interest rather than to benefit the school division which granted such leave.

Virginia Teacher Reaction to Days Granted for Professional Meetings.

Although not a direct part of sabbatical leave policy, time granted with pay to attend professional meetings is more closely related to sabbatical leave than any other section of a general leave-of-absence policy. It is included in this section because the writer feels the subject is of sufficient importance to merit consideration in this thesis. The policy in the State of Virginia at the present time in a majority of the school divisions, gives the superintendent and board of education the power to decide which professional meetings warrant the presence of their teachers, and which teachers should be permitted to attend without loss of pay. Many educators believe that a great disservice is being done both to

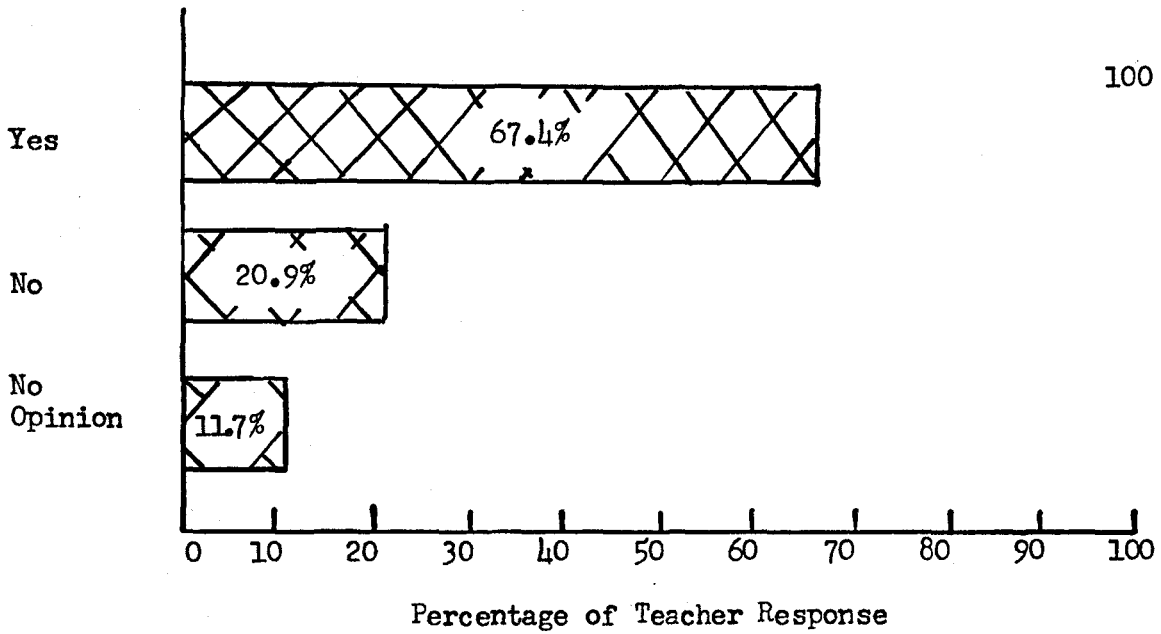


Figure 41. Teacher response on whether a sabbatical leave policy should contain a provision for travel for educational purposes.

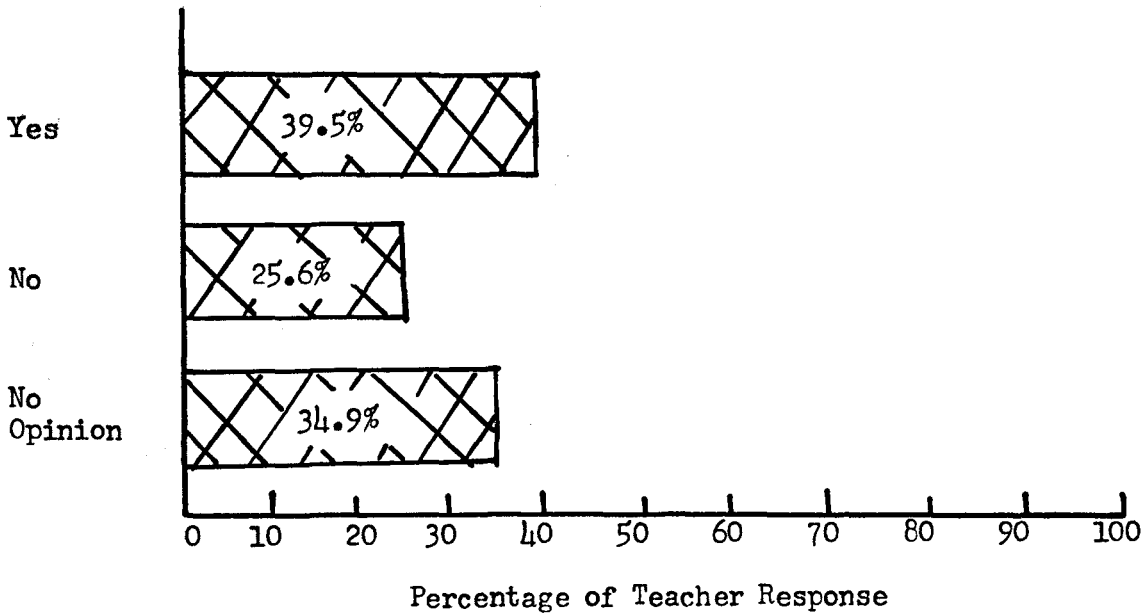


Figure 42. Teacher response on whether remuneration should be given for sabbatical leave for travel purposes.

the teaching personnel and to the school division by denying teachers the opportunity to meet and share problems which affect them all in their particular field, and to search for solutions to these problems.

Figure 43, page 102, shows that 38.8 per cent of the teachers included in the writer's study feel that some provision for time off with full pay for professional meetings should be made. Only 5.6 per cent of the respondents answered in the negative, with 5.6 per cent expressing no opinion. As can be seen then, the teaching personnel of our school systems feel that enough benefit accrues to the school system and the teacher to warrant such a policy. Many laymen and administrators, on the other hand, argue that in the instances where teachers are given time off for professional meetings without loss of pay, abuse of the privilege has occurred and that each case should be considered on its merits. None who have worked in public school education can deny that such abuse does occur. A prime example of this in the State of Virginia is the Virginia Education Association Convention for teachers held each year in Richmond, Virginia. The majority of teachers' contracts in the state have, in addition to a certain number of teaching days in which the teacher must be present at school, days set aside for duty as prescribed by the superintendent and board of education. For many Virginia teachers, the Virginia Education Association Convention comes under this category. The writer in his capacity as a high school teacher,

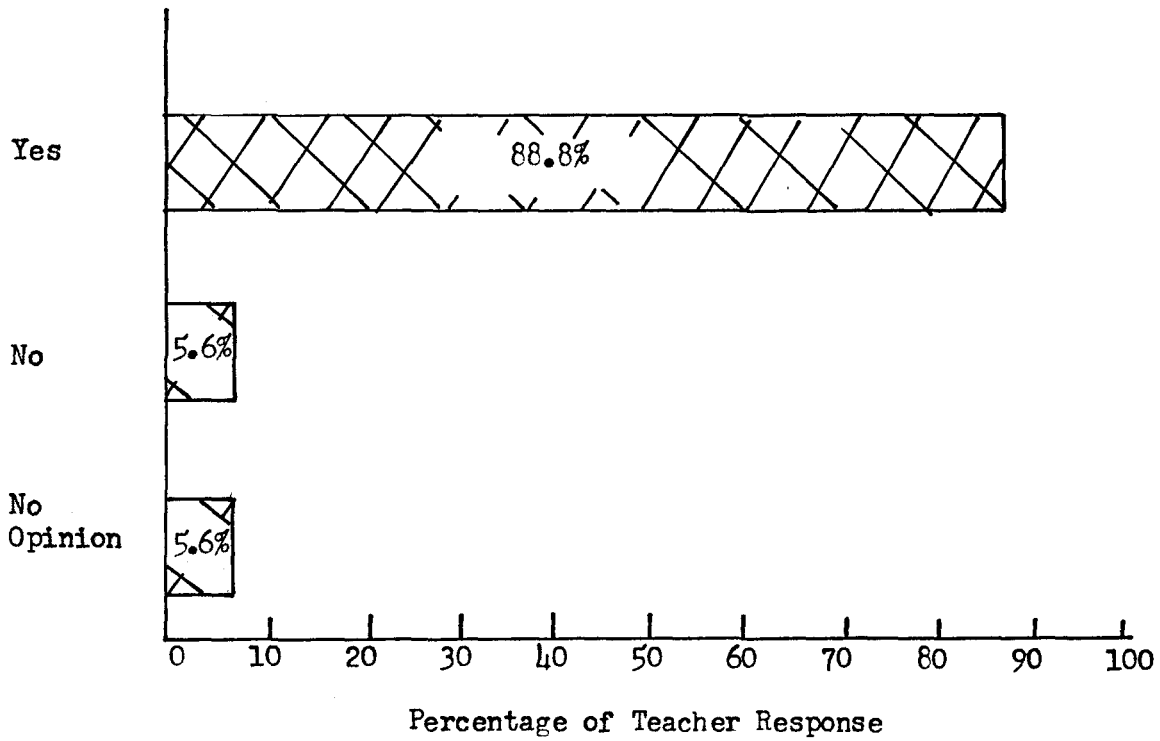


Figure 43. Teacher response on whether some provision with time off for professional meetings should be contained in a leave-of-absence policy.

has abused the privilege of attending the meetings. In fact, the writer cannot recall any of his associates with whom he has close contact who have not abused the privilege at one time or another.

Figure 44, page 105, shows that when questioned on whether they have always attended professional meetings such as the VEA Convention without breaking county or city policies regarding such meetings, 70.5 per cent of the teachers responded in the affirmative and 29.5 per cent in the negative. Many of those teachers who responded in the affirmative, when questioned in personal interview, replied that their answer was not truthful because they feared repercussion from their administrative heads. That the percentages shown in Figure 44 are not accurate is further illustrated by Figure 45, page 105, dealing with whether the respondents believed the work day given for attending the VEA Convention is abused by teaching personnel in general. Fifty-seven per cent of the teachers answered in the affirmative and forty-three per cent in the negative. This shows a decrease of thirteen per cent in affirmative answers and an increase of thirteen per cent in negative answers to the response in Figure 44 dealing with personal abuse of the paid day for the VEA Convention. It seems that the teachers are attempting to convince others that although they themselves are not guilty of abuse in attending required meetings, others of their profession are.

Figure 46, page 105, shows that 35.7 per cent of the teachers believe abuse would still occur if there were a definite policy

governing such meetings, 52.4 per cent do not believe this would be the case, and 11.9 per cent had no opinion.

All are agreed that there is a definite need for a provision dealing with time off with salary paid for professional meetings. The problem seems to be two-fold; convincing those responsible for policy-making that such a provision is a necessity and that the teachers concerned would use it to full advantage, and to convince teachers to use the paid time given to full advantage with no abuse of policy governing such leave.

Recommended Sabbatical Leave Plan

A plan which might be adopted by boards of education follows. All of the suggestions given the writer by administrative and teaching personnel were considered. The suggestions appearing most frequently were incorporated in the following policy.

- (1) Leave for professional study, travel, and research may be requested after completion of four consecutive years of service. Professional leave will be granted not to exceed one year with full salary. Such leave will be subject to extension at the discretion of the superintendent and the board of education. Study must be in an educational school of recognized rank.
- (2) Teachers on leave for study shall be limited to two per cent of the total instructional staff.
- (3) A teacher who accepts pay from the board while on leave for study shall return to the system for at least one year of service. A teacher who fails to do so, shall reimburse the board for the amount received while on leave. At the conclusion of the leave for study, a teacher shall submit a summary of the professional activities during the leave.

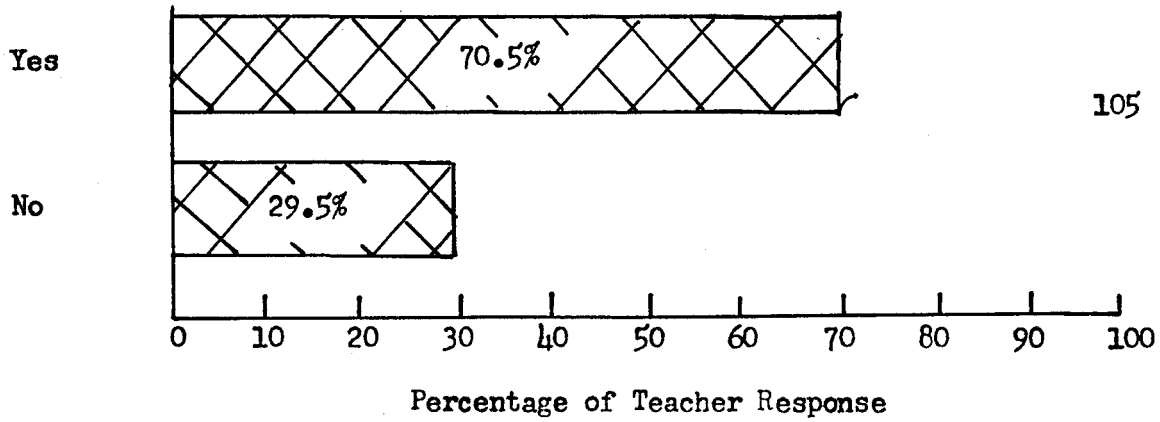


Figure 44. Teacher response on whether they attend professional meetings without breaking county or city policy regarding such meetings.

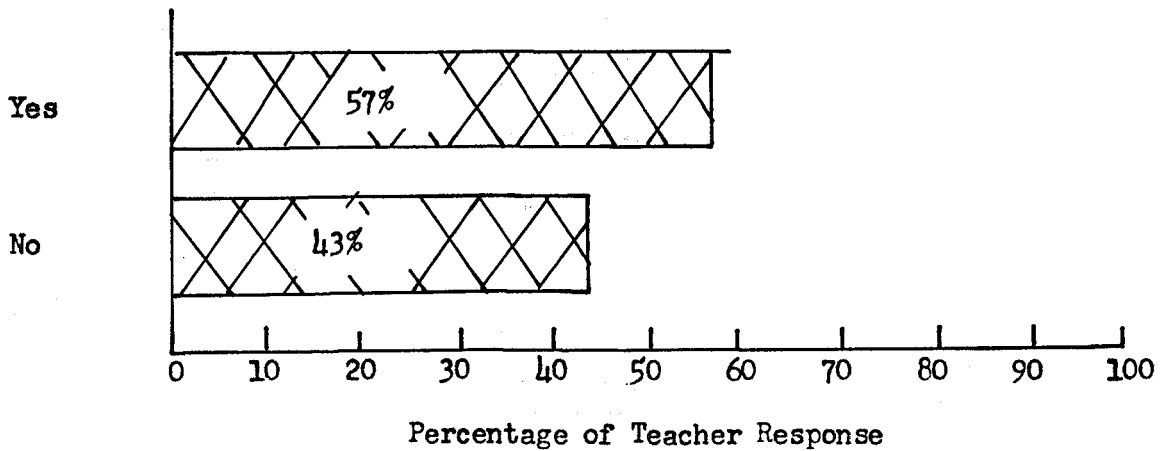


Figure 45. Teacher response on whether the day with salary given for attending the Virginia Education Association Convention is abused by teaching personnel in general.

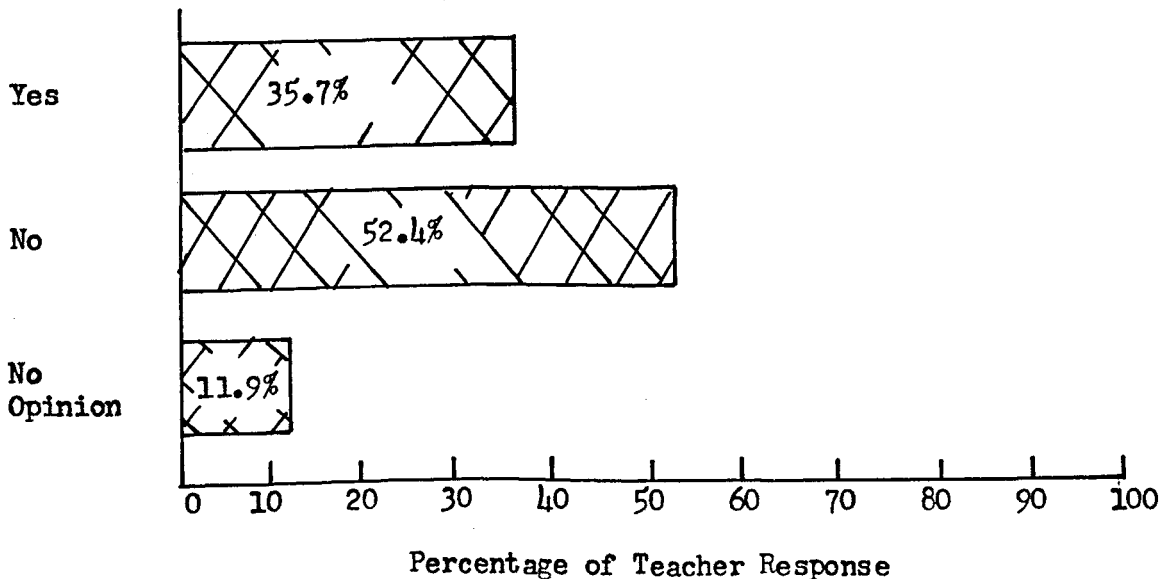


Figure 46. Teacher response on whether abuse of days given for professional meetings would occur if there were a definite policy governing such meetings.

- (4) If upon completion of leave, the superintendent recommends that the leave has been satisfactorily completed in accordance with the plan set forth, the employee shall receive the same increment in salary he would have received had he not been on leave. All rights under sick leave accumulation, tenure, and retirement will be likewise retained.
- (5) Three days per year with full pay will be allowed the teacher for the purpose of attending professional meetings, which in the opinion of the superintendent and board of education will benefit the teacher and the school division.

Summary

The problem of a lack of adequate sabbatical leave policies for the nation's public school teachers was recognized in the second decade of this century. In 1928, a National Education Association survey revealed that only nine per cent of the nation's city school systems reported that they granted such leave with part of salary paid. By 1951, this was true of only twenty per cent of the city school systems. By 1956, this figure had increased to thirty-one per cent. Fifteen states and the District of Columbia now have statutory provisions for sabbatical leave.

There is no statutory provision for sabbatical leave in the State of Virginia. Thirteen school divisions in Virginia grant sabbatical leave. In spite of the rather generous terms offered by most of these thirteen divisions, a total of only fifty teaching personnel have taken advantage of the sabbatical leave provisions. One hundred and thirteen school divisions in the State of Virginia

do not grant sabbatical leave nor plan to establish such a policy.

Response to questions dealing with sabbatical leave by the teacher was disappointing in that this study seemed to point out the unwillingness of the teacher to become more professional through the opportunity a sabbatical leave policy would afford. Sufficient time for teachers to attend professional meetings is not given. It is felt by many educators that definite policies should be formulated to enable teachers to attend professional meetings without loss of pay. In this way, it is felt that existing abuses of time off given for meeting could be lowered considerably.

CHAPTER V

MATERNITY LEAVE POLICIES OF VIRGINIA, ITS SCHOOL DIVISIONS, AND OTHER STATES

Leave-of-absence for reason of maternity is included in this thesis even though maternity leave when granted is given without pay. Undoubtedly, restrictions levied by boards of education when dealing with those teachers who leave the profession for reason of pregnancy have the welfare of both the child and mother in mind, but more important, were included in a leave-of-absence policy to protect the children entrusted to the teacher. Although many of the finest teachers in the profession are those with children under two years of age, obligations of motherhood decrease the effectiveness of many others.

It is a matter of opinion whether it would be wise to have a maternity policy adopted by school divisions which would encourage mothers to let others rear their children in the early years of child development. The fact remains, however, that many successful teachers are driven out of the profession by unduly harsh maternity provisions formulated by their school divisions.

As stated in Chapter I of this thesis, a maternity leave is usually defined as leave granted to a teacher by the school board without salary, which may or may not have a requirement as to previous

teaching service. The problem here is not one of salary, but of job security. Seldom does a school division commit itself in its leave-of-absence policy on the question of returning a teacher to the same or a comparable position held by her before taking leave. There are those who believe that the school boards cannot, in all fairness to the school division and the teacher replacing the one on leave, commit themselves in this manner. There are others, and the majority of these are those teachers who have been forced to leave the profession for reasons of pregnancy, who claim that in all fairness to a teacher who has rendered satisfactory service for a certain number of years in the school division, should have her position or a comparable one returned to her after a reasonable period of time.

Maternity Leave Policies on the National Level

According to the United States Bureau of Census, more than half of all women workers are married and living with their husbands, and about one-third of these are under forty-five years of age. Various studies have shown that in any one year, about four per cent of the women workers are pregnant. A National Education Research Division study in 1956, indicated that fifty-four per cent of the women teachers in urban school divisions were married, and that 68.5 per cent of the married women teachers had breaks in service.¹

¹National Education Association, Teacher Leaves-of-Absence, (May, 1961), p. 7.

The reason 37.1 per cent of the married women teachers gave for the most recent break in service was maternity and child rearing. Figure 47, page 111, clearly shows the relationship of maternity to the teaching careers of married teachers. Figure 47 shows that 36.3 per cent of the childless married women reported no breaks in service as compared with only 19.3 per cent of the teachers who had one child.

That more school systems are recognizing the place of the married woman in the teaching profession is shown by Figure 48, page 111. Figure 48 shows that in 1951, fifty per cent of the urban school systems reported granting maternity leave. By 1956, there had been an increase to sixty-seven per cent. The percentages in 1951 ranged from forty-two per cent for the smallest divisions of 2,500 to 4,999 in population to ninety-four per cent for the largest of 500,000 and more population; in 1956 the range was from sixty-one per cent of the smallest divisions to one hundred per cent of the largest.²

Maternity leave, when given, is usually taken for a long period of time, such as one year or more, and may create administrative problems for the superintendent and board of education in

²Ibid., p. 8.

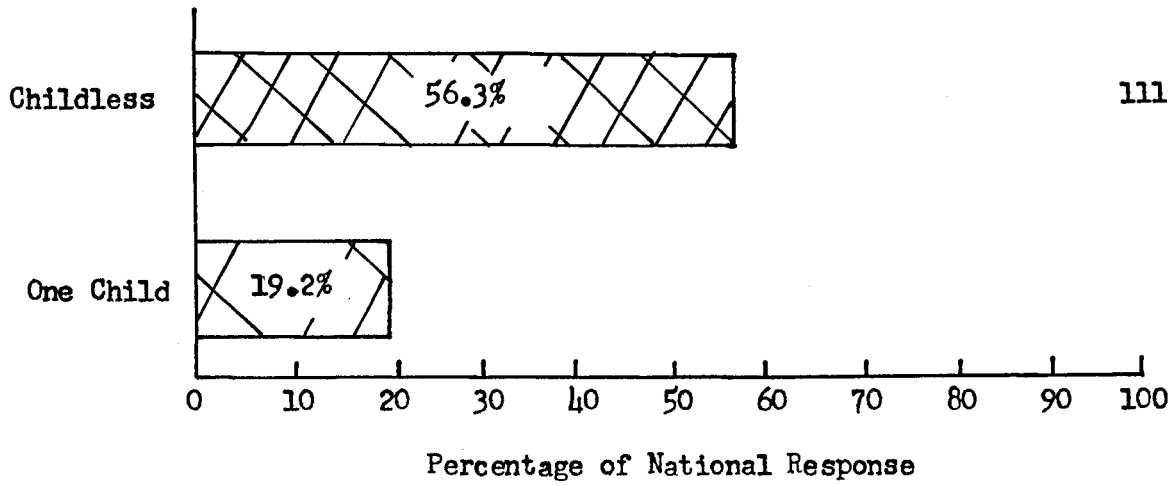


Figure 47. The percentage of childless married teachers who reported no breaks in service as compared with teachers with one child who reported no breaks in service. (Based on data from National Education Association Survey, 1961)

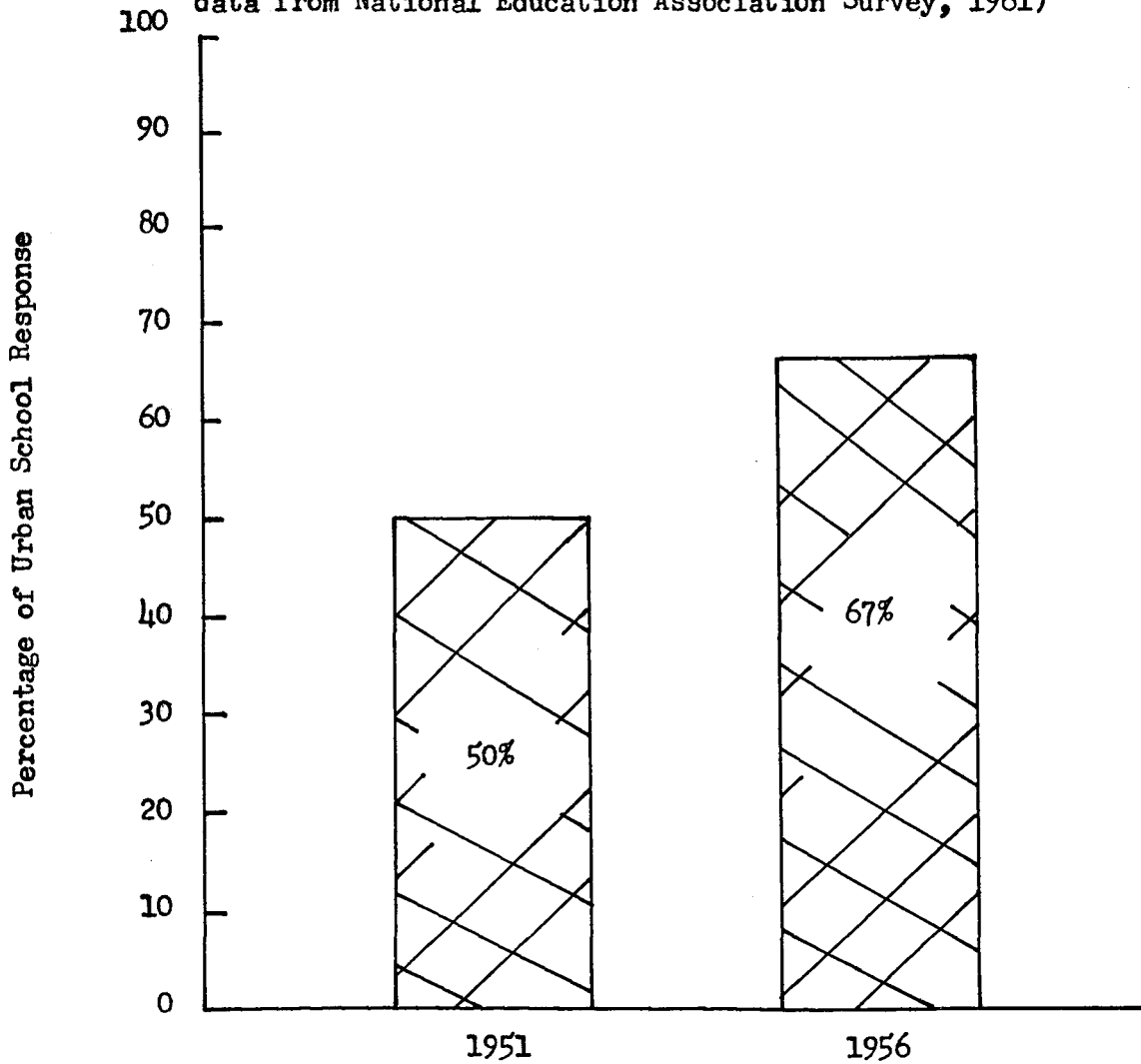


Figure 48. A comparison of urban school systems granting maternity leave, 1951 and 1956. (Based on data from National Education Association Survey, 1961)

arranging for a substitute teacher to meet the teacher's classes for parts of two or three school years. As stated previously, in all but a very few cases, leaves for maternity are granted without pay.

Maternity leave policies and regulations of the board of education generally require teachers to apply for leave-of-absence for maternity reasons four to six months before confinement to a hospital. The required period of leave following delivery ranges from three months to three years. In most cases, the teacher is permitted to return to the teaching profession earlier if the baby does not live.

Many boards of education establish unduly harsh restrictions intended to relieve them of problems related to motherhood of married teachers. The courts, however, tend to rule that the drastic regulations passed by some boards of education are not warranted by such administrative problems. They have tended to rule that maternity is regarded as essentially in the public interest, and unduly harsh regulations are not justifiable.³

Under rules existing in 1952 at the time of the most recent National Education Association Research Division inquiry, marital status was still a basis for discrimination in some school systems.

³Ibid., p. 8.

Figure 49, page 115, shows that of 1971 urban school systems reporting on this point, sixty-eight per cent indicated that preference was given to single women; less than four per cent reported that married teachers were seldom appointed.⁴

At the present time there are five states with statutory provisions for maternity leave: California, Delaware, Kentucky, Louisiana, and Tennessee. It should be noted that three of the five are southern states, and those which are not generally considered progressive in their educational policy. The statutory provisions of Delaware and Kentucky follow.

Delaware: School boards are required to grant leaves-of absence for maternity reasons to fully certified professional employees under terms of state board rules. These rules should provide that: (1) Request for leave must be presented not later than the end of the third month of pregnancy; (2) effective date for beginning of leave shall not be until the fifth month of pregnancy; (3) duration of leave shall be until first birthday of child, but at the mothers request with the approval of the local board, the state board may allow the mother to return to work at an earlier date; (4) at end of the maternity leave, the employee is entitled to be assigned to the same or similar position she held before the leave started, and no assignment may be made so as to invalidate the employee's certification status, or to result in demotion in position or salary; (5) absence for maternity leave shall not be counted in determining experience, salary, or pension eligibility and computation time. (Delaware Code, Sec. 14-1323)

Kentucky: Upon written request of a teacher, the school board shall grant a leave-of-absence of not more than two consecutive years for maternity; such leave may be renewed

⁴ Ibid., p. 8.

by the board upon request of the teacher. (Kentucky Revised Statutes, Sec. 161.770)⁵

Maternity Leave Policies in the State of Virginia

The State of Virginia has no statutory provision for leave-of-absence for maternity reasons. Fifty-nine school divisions in the State of Virginia grant leave-of-absence for reasons of maternity. None of these school divisions states specifically that a returning teacher is guaranteed her previous position upon returning from such leave. The majority of the policies simply indicate that if the same or a comparable position in the school division is open, the returning teacher will be considered for the position. As can be seen, the forty-six per cent figure of Virginia school divisions which grant maternity leave is considerably below the national average of sixty-eight per cent.

In no instance is maternity leave granted with salary or any portion of salary in Virginia school divisions. Leave-of-absence for maternity reasons does not count in determining years of experience, salary, or pension eligibility. Job security through a maternity leave policy is practically non-existent. Those divisions which report granting maternity leave do little to encourage a teacher to return to the division other than promise that their re-application will be favorably reviewed or that they will be offered a teaching position in the school division upon return.

⁵ National Education Association, School Law Summaries, (June, 1961), p. 2.

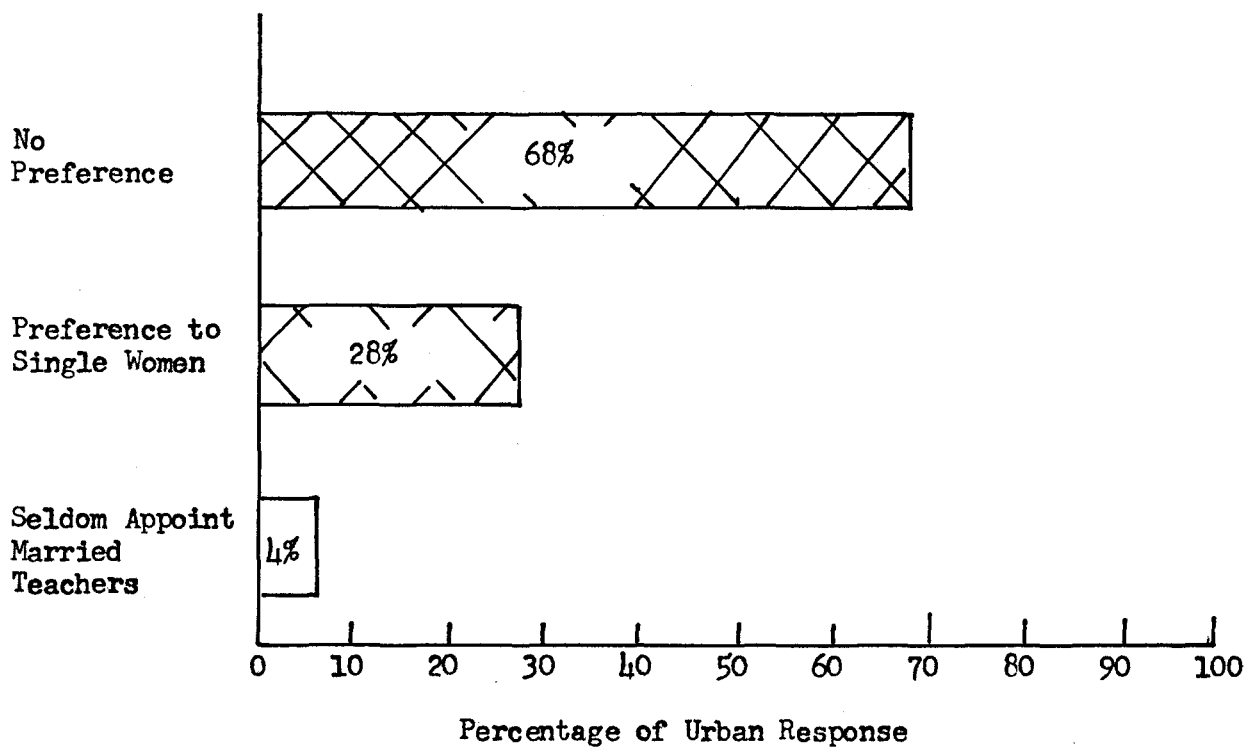


Figure 49. Urban school systems reporting on whether marital status was still a basis for discrimination in hiring teachers. (Based on data from National Education Association Survey, 1961)

The length of time for which leaves-of-absence for maternity reasons are granted range from a minimum of one year to a maximum of two years. As to the number of years experience required before maternity leave is granted, response from all divisions reporting such leave indicate that there is either no limit required or that there has been no definite rule formulated by the school board on this question. The same response applies to the question of granting another leave-of-absence to the same teacher for reasons of maternity.

When considering re-employment, thirty-one counties and cities guarantee re-employment in some capacity, not necessarily in the same position the teacher held before leaving the system. Twenty-one counties and cities guarantee re-employment under certain conditions if there is mutual agreement, or if placement is discretionary, or if a vacancy occurs for which the teacher is qualified, but not necessarily in the same position. One school division guarantees re-employment of such is understood when the leave is requested or granted. In two divisions, first consideration is given the returning teacher, but no guarantee is given. One division simply guarantees re-employment in most cases. In one county, the situation has been reported as not having arisen, and in two divisions re-employment is guaranteed only if the teacher returns at the discretion of the board.

Those Virginia school divisions which do not have a maternity leave policy are very specific in what is required of a teacher leaving the system for reason of pregnancy, and what she can expect to receive in the way of re-employment guarantees upon her return to the school division. The policy of Chesterfield County follows as a representative example of the administrative regulations formulated to govern maternity cases.

- (1) Notice in writing must be given to the school board at least six months prior to the date of expected birth.
- (2) It is understood that the resignation of an expectant mother shall become effective at least four months prior to date of expected birth of child.
- (3) Maternity leaves are not granted, but application for re-employment from successful teachers will be welcomed when the family physician determines that she may seek re-employment.⁶

As has been shown, much needs to be done, both nationally and locally, to provide job security for those teachers leaving the profession for reason of pregnancy. As stated at the beginning of this chapter, although motherhood affects the usefulness of many teachers in the classroom, restrictive policies force many capable, well-qualified teachers to leave the profession permanently. Our nation, state and local school divisions can ill-afford to lose

⁶ Chesterfield County School Board, Chesterfield County Handbook, (1959), p. 4.

capable, dedicated teachers due to short-sighted administrative policies.

Virginia Teacher Reaction to Maternity Leave

A short survey dealing with maternity leave policies in their school divisions was sent to 142 female teachers ranging from one year of teaching experience to thirty-two years. Returns were received from 106 of these teachers. Surprisingly, the majority of these teachers had very definite opinions on leave for reason of childbirth. Fifty-eight per cent of the respondents had, during their teaching career, taken a break in service due to pregnancy.

Figure 50, page 119, shows that when asked if they had read their school division's policy regarding maternity leave, 61.4 per cent responded in the affirmative, 32.8 per cent in the negative and 5.8 per cent expressed no opinion. It is interesting to note that 87.4 per cent of those teachers who responded in the negative were those with more than ten years of teaching experience. Of those teachers with from one to five years of teaching experience, 93.7 per cent answered in the affirmative to the question posed. This would seem to indicate that those teachers who for the most part had passed through that period of life where childbirth has become a remote possibility, have lost interest in any leave-of-absence policy which does not directly affect them.

This fact is shown by Figure 51, page 119. When asked whether illness due to pregnancy should be permitted to be taken

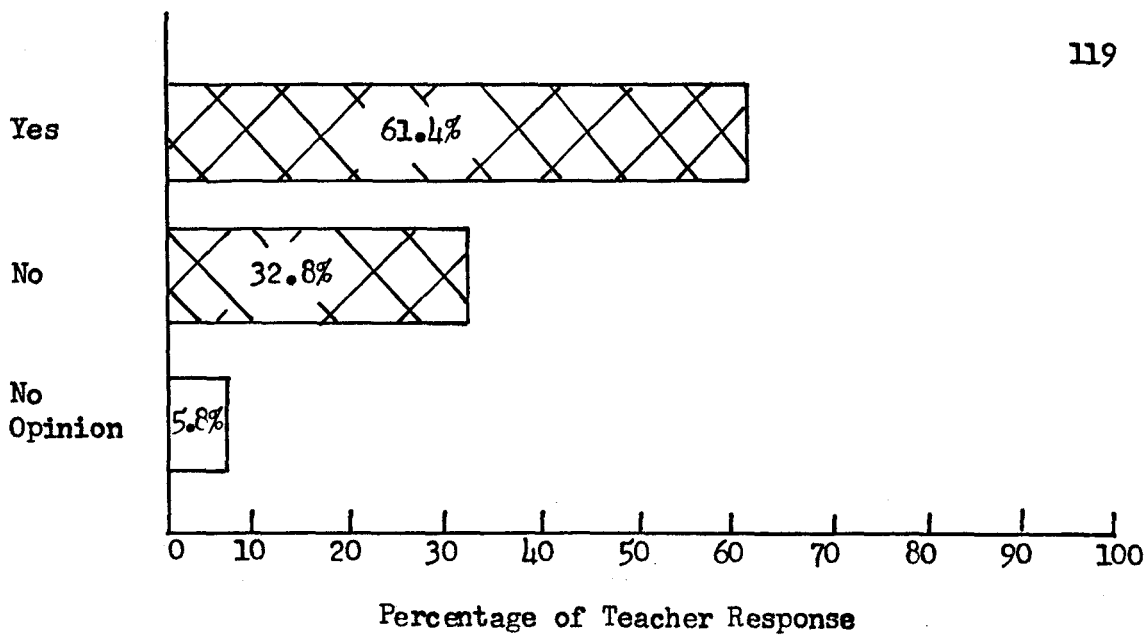


Figure 50. Teacher response on whether they had read their school division's provisions regarding maternity leave.

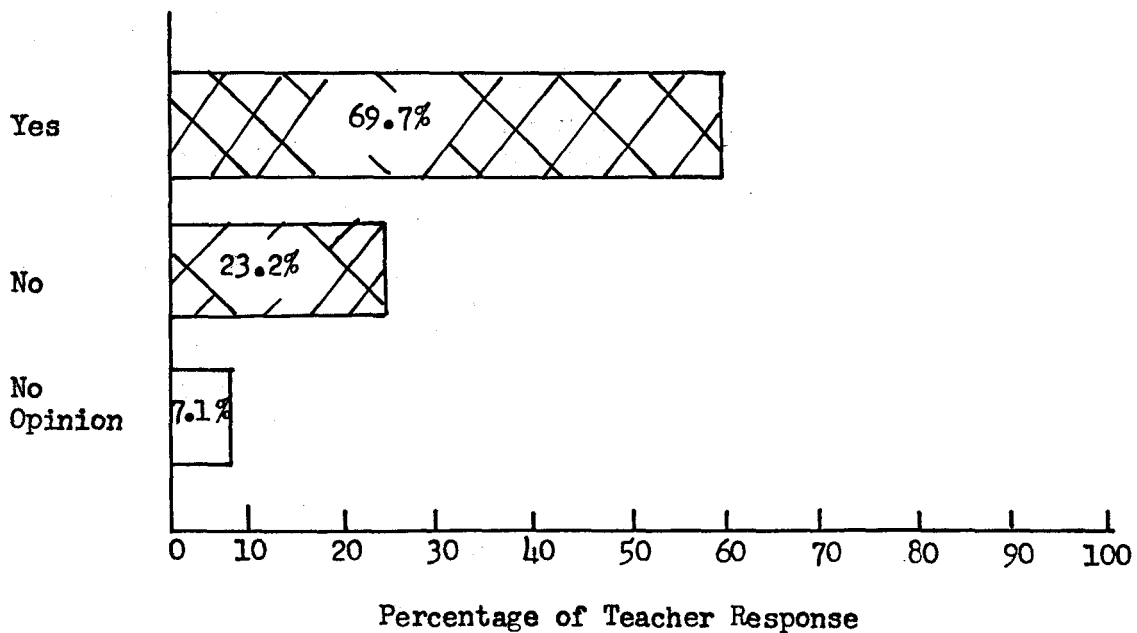


Figure 51. Teacher response on whether illness due to pregnancy should be permitted to be taken as normal sick leave.

as normal sick leave, 69.7 per cent of the teachers responding replied in the affirmative, 23.2 per cent in the negative, and 7.1 per cent had no opinion. Of those answering in the negative, 73.4 per cent were those teachers with more than ten years of experience. Four of these teachers were on the writer's staff. When questioned as to the reasoning behind their response, these teachers replied that the "layette" teachers, as they referred to those teachers who left the profession for reasons of maternity, received entirely too many benefits and special considerations during their stay in the school division. The writer took special note that three of the teachers interviewed were not married and were far more militant in their views than the fourth teacher who had been married for some time.

When questioned about whether they believed a teacher's present position in a school should be guaranteed her after return from absence due to childbirth, Figure 52, page 121, shows that 39.5 per cent of the respondents replied in the affirmative, 51.2 per cent in the negative, and 8.3 per cent expressed no opinion. This reaction was somewhat surprising to the writer in that those younger teachers who would most benefit from a policy containing this stipulation, joined with those who would not be directly affected in expressing a negative opinion.

Figure 53, page 121, shows that when questioned about whether a doctor's certificate should be required before a teacher is permitted

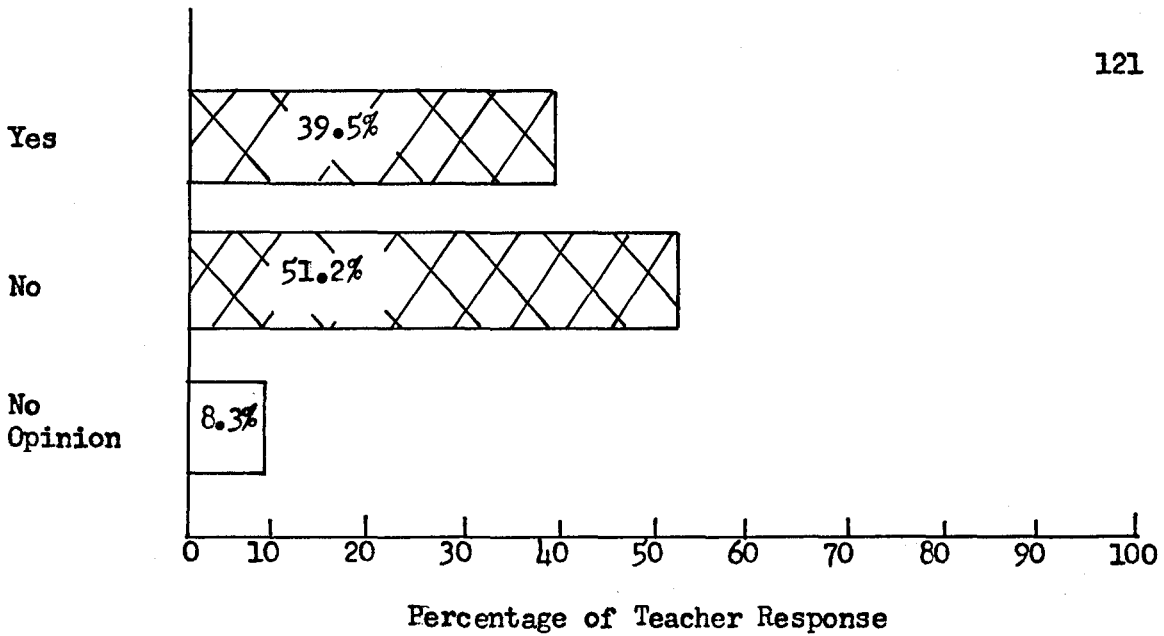


Figure 52. Teacher response on whether a teacher's present position in a school should be guaranteed her after return from absence due to childbirth.

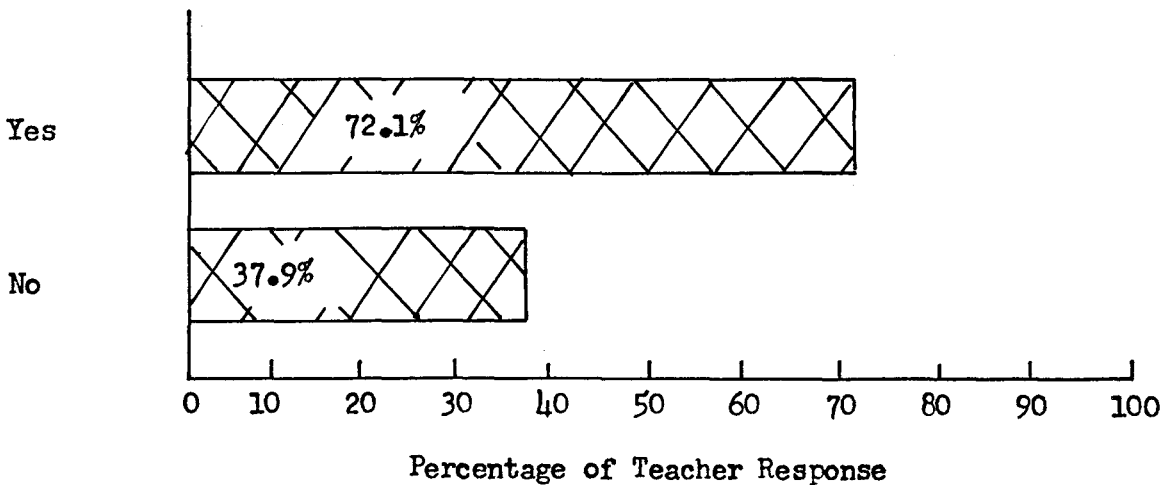


Figure 53. Teacher response on whether a doctor's certificate should be required before a teacher is permitted to return to the profession after giving birth.

to return to the profession after giving birth, 72.1 per cent replied in the affirmative and 37.9 per cent in the negative. Again, those younger teachers who would benefit from lenient regulations joined with the older teachers in voting in the negative. When questioned about their response, both the younger and older teachers felt that for the protection of both the teacher and the children under her supervision, the physical and mental health of the teacher should be beyond question before she returned to the profession. This response would indicate a certain degree of professional concern on the part of the teachers participating in the study.

When questioned about whether they believed that because of the difficulties encountered by a mother during the first year after childbirth, a teacher should be permitted to return to the profession before a time lapse of at least one year, Figure 54, page 123, shows that fifty-eight per cent responded in the affirmative, 25.6 per cent responded in the negative, and 16.4 per cent had no opinion. When questioned as to their affirmative response, the younger teachers replied that the first year after childbirth was when additional financial help was necessary to insure that the child's wants were satisfied. Those teachers who responded in the negative felt that the mother's place was with her child for the first year or two after childbirth, and that the burdens of motherhood would affect the classroom work of the returning teacher.

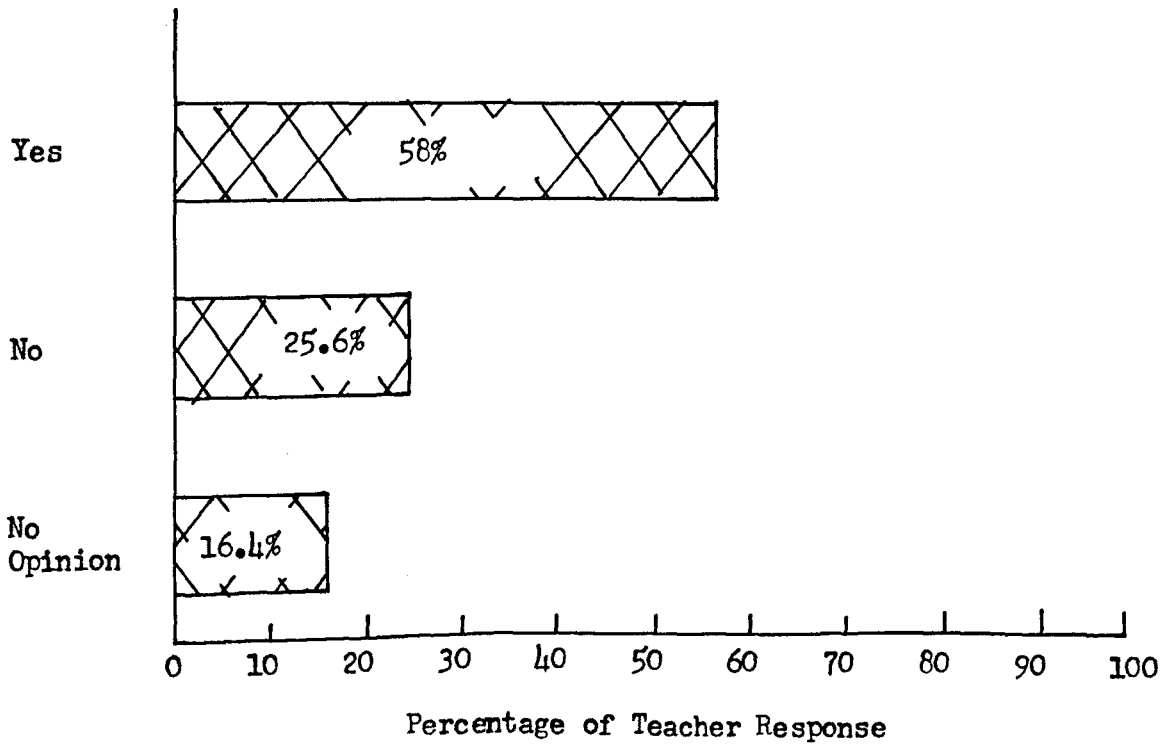


Figure 54. Teacher response on whether a teacher should be permitted to return to the profession before a time lapse of at least one year after childbirth.

Recommended Maternity Leave Policy

A maternity leave policy which might be included in a leave-of-absence policy follows. The recommendations of administrators and teachers included in the study have been incorporated into the policy.

- (1) Teachers must give notice of expected birth at least six months before confinement to a hospital.
- (2) Teachers must begin leave-of-absence at least three months prior to expected birth of child.
- (3) Days in which the teacher must absent herself from school due to maternity reasons are to be deducted from accumulated sick leave.
- (4) Leave-of-absence taken by a teacher will be a minimum of one year and a maximum of two years. The provisions of this policy do not apply to a teacher who absents herself from the school division for more than two years.
- (5) A certificate from two physicians confirming that the teacher's health is such that she can return to work must be presented by the teacher to the board of education before a re-employment is considered.
- (6) If the teacher's original position is filled, a comparable position will be offered her. If none is available, the teacher will be placed in a position for which she is qualified in the school division.
- (7) No salary is paid for leave taken under provisions of this policy.

Summary

The major problem in maternity leave policies is one of job security. A school division will seldom commit itself in promising

a returning teacher the same position she held before leave was taken. Maternity leave is usually taken for a long period of time, such as a year or more. Many boards of education establish unduly harsh restrictions intended to relieve them of problems related to motherhood of married teachers. The courts, however, tend to rule that these drastic regulations are not warranted.

Although some resistance to the hiring of married teachers still exists, school authorities are for the most part realizing that women teachers who marry and raise families should not be deprived of the opportunity to teach. At the present time, there are five states with statutory provisions for maternity leave. Three of these are southern states which are not generally considered progressive in their educational policies.

The State of Virginia has no statutory provision providing for leave-of-absence for maternity reasons. Fifty-nine school divisions in the State of Virginia grant leave-of-absence for reason of maternity. The majority of these divisions do little to encourage teachers to return to the profession other than state that special consideration will be given them upon applying for a position in the school system.

Fifty-eight per cent of the respondents in the writer's study had taken a break in service for reason of childbirth. The teachers with from one to ten years of experience were better acquainted with maternity benefits than those with more than ten years

of experience. The majority of the teachers questioned felt that the physical and mental health of the teachers should be beyond question before they are permitted to return to the profession.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

I. SUMMARY

Since the first National Education Association study in 1928 dealing with the establishment of provisions for leaves-of-absence, progress has been relatively slow, nevertheless steady. Most regulations pertaining to leaves-of-absence for teachers have been adopted by boards of education of local school divisions. However, in recent years, more and more provisions are being enacted into the laws of the states, granting teachers benefits which would otherwise not be granted by local boards of education.

In the area of paid sick leave, all but a few school divisions grant leave for illness or death in the teacher's immediate family cumulative to a national average of thirty-five days. Benefits on the national scene range from a state required minimum of twenty days, to those states which permit an unlimited number of sick leave days to be accumulated by the teacher. Progress is also being made on national, state, and local levels in the granting of more liberal maternity, sabbatical, and emergency leave provisions. Some laymen and administrative officials are coming more and more to realize the salutary effect an adequate leave-of-absence policy has on the teacher, the school division, and the pupils under the teacher's care. This

realization by laymen and those responsible for policies dealing with leaves-of-absence has not been the result of a sudden realization of the plight of the teacher, but rather a combination of pressure put on the boards of education by national, state, and local teacher organizations, and the education of the public by these organizations on the effect an adequate leave policy would have on the work of the classroom teacher.

Progress in the State of Virginia in the area of sick leave has been satisfactory due to the requirements of the State Board of Education which must be followed by those school divisions which wish to receive state aid for the payment of substitute teachers. All 129 school divisions in Virginia now grant a minimum of forty-five days to be accumulated by the teacher for death in the teacher's immediate family or for personal illness. Of the Virginia school divisions operating under the state sick leave plan, twenty-nine divisions have exceeded the minimum standards set by the State Board of Education. There is an indication that state-wide requirements to guarantee a basic minimum of protection for teachers seem desirable.

In the three areas of emergency, sabbatical, and maternity leave, much remains to be accomplished. These areas are as vital to those teachers directly affected by certain circumstances as an adequate sick leave policy is to all teachers. Long-term leave for sabbatical, emergency, and maternity leave should be authorized by

law as a guide for boards of education. Pressure has not been brought to bear on boards of education by professional organizations for the granting of adequate leave policies in these areas. A few boards of education have come to realize that adequate protection for the teacher is essential, not only when planning a sick leave policy, but in all areas.

Progress in the granting of sabbatical leave by Virginia school divisions has been made slowly. Only thirteen out of 129 Virginia school divisions provide sabbatical leave provisions for their teaching personnel. This means that only ten per cent of Virginia's school divisions have sabbatical leave policies with the remaining ninety per cent having expressed no intention of incorporating such a policy into their leave-of-absence plan.

Emergency leave policies, both nationally and in Virginia, are inconsistent and vary greatly as to what constitutes reason for emergency leave. Again, state-wide requirements to guarantee a basic minimum of protection for teachers and uniformity of regulations are needed. The same need applies to maternity leave policies to guarantee job security for the teachers of our nation and state.

Due to the rising cost of education, local school boards are hesitant to incorporate into their policies any benefits to teachers which would require a measurable increase in the school budget. They feel this would result in increased resistance to the educational program of the school division by the public. The public must be

educated as to the benefits an adequate leave-of-absence policy would bring to the school division and their children. Only by this process of education will a leave-of-absence program which meets the needs of the teacher be accepted by those who pay the bill for public education.

Education on the importance of an adequate leave-of-absence policy must also be extended to the administrators and teachers in our public school system. Inconsistency and indecision was evidenced by professional personnel in the survey dealing with various types of leaves-of-absence. The teachers and administrators questioned were confused and ignorant in many instances on what benefits they had in present leave-of-absence policies. Their responses, both written and oral, showed a disregard for all benefits not of a financial nature. Suggestions and recommendations were not brought forth by these teachers for the simple reason that the majority of them had no interest in a leave-of-absence policy which would meet their needs. Responses, both written and oral, were disappointing to the writer because of the realization that these professional people were for the most part unprofessional in their attitude. As has been shown throughout this thesis, the attitude of the teacher has been one of unconcern, inconsistency, and ignorance when questioned about leave-of-absence policies.

Sharing the responsibility with the teaching personnel for failure to recognize the importance of an adequate leave-of-absence

policy are the administrators responsible for making the policies known to the teacher. When asked whether they had had either the state or their school division's leave-of-absence policy explained to them in detail, only thirty per cent of the teachers responding replied in the affirmative. This shows neglect of administrative duty in fulfilling their obligation to those in their charge. Although the neglect also extends to the teachers for not inquiring on their own as to the benefits due them, the administrators have failed in their task of making the teachers under their charge more professional in their outlook, and have failed to help make the teaching profession one in which both the public and the teachers can point to with pride.

II. CONCLUSIONS

Based on research and study of the problem, the following conclusions have been reached:

- (1) Legislation must be enacted on the state level to insure minimum protection for teaching personnel.
- (2) Policies governing sick leave are progressing at a satisfactory rate on both state and local levels.
- (3) Policies governing leaves-of-absence for emergency, sabbatical, and maternity reasons are not progressing at a satisfactory rate.
- (4) Teachers and administrators for the most part are unconcerned and ill-informed on leave-of-absence policies.

- (5) Not enough effort on the part of administrative officials is being made to keep teaching personnel informed on leave-of-absence policies.
- (6) Not enough interest is being shown on the part of teaching personnel in their school division's leave-of-absence policy.
- (7) A coordinated effort by teacher's organizations, administrative officials, and teaching personnel is not being made to educate the public on the importance of an adequate leave-of-absence policy.

III. RECOMMENDATIONS

Evidence has been presented to substantiate the fact that policies governing sick leave are progressing at a satisfactory rate, but that policies governing leaves-of-absence for emergency, sabbatical, and maternity reasons are not progressing at a satisfactory rate. Evidence has also been presented showing that for the most part teaching personnel and administrators are unconcerned and ill-informed on leave-of-absence policies. Based on the evidence presented, the following recommendations are hereby made;

- (1) State laws should be passed to insure minimum protection for the teacher in all areas involving leave-of-absence, and to act as a guide for local school boards.
- (2) National, state, and local teacher's organizations should exert more pressure on local boards of education to seek ways to improve leave-of-absence policies.
- (3) Steps should be taken both by boards of education and professional organizations to eliminate abuse of leave-of-absence policies by teaching personnel.

- (4) An effort should be made by administrative officials to keep teaching personnel informed of provisions contained in leave-of-absence policies.
- (5) An effort should be made by teaching personnel to become informed of the regulations and benefits contained in current leave-of-absence policies, and to concentrate their efforts toward the improvement of leave-of-absence benefits.
- (6) A concentrated effort should be made by national, state, and local teacher organizations to educate the public on the necessity of an adequate leave-of-absence policy.
- (7) Teaching personnel should show more concern for professional ethics, and should endeavor to raise the teaching profession to its rightful place in the public mind.

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APPENDIX

REGULATIONS GOVERNING THE STATE SICK LEAVE PLAN FOR TEACHERS

1. Participation in the State Sick Leave Plan for teachers is optional with local school boards. However, any school board which is not operating under the plan must notify the State Board of Education of its intention to participate not later than September 1 of the school year in which it wishes to begin operation.
2. Allowances shall be as follows:
 - a. Each full-time teacher (part-time teachers are not eligible) in the public free schools, except those employed in school divisions which do not operate under the State plan, may earn a maximum of ten days each year in which the individual teaches under the State plan.
 - b. Earnings for less than a full year of full-time employment shall be at the rate of one day per month or major fraction thereof. This provision applies to those teachers who do not begin teaching at the start of the school term and to those who do not complete the full year.
 - c. A teacher cannot claim any portion of earned leave unless he or she has actually reported for duty for the regular school term in accordance with the terms of the teacher's contract. However, if a teacher is unable, because of illness, to begin teaching when school opens in the fall, such teacher may be allowed to use accumulated leave to her credit under

the State Plan not to exceed such balances to her credit as of June 30 of the immediate preceding school year.

3. State funds will not be available for summer school teachers, evening, part-time, or temporary.
4. Sick leave, if not used, may accumulate to a maximum of forty-five days.
5. When a substitute has to be employed, such leave shall be allowed for personal illness, including quarantine, or illness or death in the immediate family requiring the attendance of the employee for not more than three days in any one case.
6. The "immediate family" of an employee shall be regarded to include natural parents, foster parents, stepmother, stepfather, wife, husband, children, brother and sister, and any other relative living in the household of the teacher ("any other relative living in the household of a teacher" is limited only in that the relative, however distant, must live in the household of a teacher).
7. All accumulated sick leave shall terminate upon the expiration of employment as a teacher. A teacher may transfer from one school system to another in Virginia and likewise transfer any such accumulated leave if the school board of the system to which the transfer is being made signifies its willingness to accept such transfer.

A teacher will be presumed to have left the teaching profession if he or she accepts employment in private schools, state institutions, commercial or industrial firms, or a public school in another state. Teachers who leave the teaching profession to enter the armed services do not forfeit accumulated earnings unless they fail to return to the teaching profession immediately upon discharge from an original tour of duty in the armed services. However, current earnings cannot be allowed (insofar as State funds are concerned) for the period while in service.

8. Each school board operating under this plan shall be reimbursed for one-half its outlay for employing substitute teachers under the provisions of these regulations, provided however, that the reimbursement shall not exceed three dollars (\$3.00) per day for each substitute teacher actually employed by the school board. State funds are not available if the regular teacher pays the substitute. A substitute teacher for purposes of these regulations, is defined as a person not under contract as a regular teacher and who is employed during the regular teacher's absence.
9. The State Department of Education shall require such reports to be made by school boards as will facilitate the operation of this sick leave plan, but no school board shall be required to provide such sick leave benefits. From funds provided by law

for this purpose, the State Department of Education on or before June 30 of each school year shall reimburse participating school boards for sick leave benefits as are herein provided; however, if state funds appropriated for this purpose are insufficient to carry out the provisions of this act, such State funds shall be distributed to the school boards on a prorata basis.

10. State sick leave funds cannot be used for employment of substitutes for teachers unless such regular teacher is actually sick and cannot report for work (except as stated in paragraphs 5 and 6 when absence is due to illness or death of a member of the family). Such State funds cannot be used for absences due to emergency leave, personal, medical and/or dental appointments.
11. Local school boards may adopt supplementary rules and regulations, not in conflict with these regulations, and in the discretion of the local board, such local regulations may provide for the submission of a doctor's certificate in case of absence due to illness.

Approved by State Board of Education, August 16-18, 1962

REGULATIONS GOVERNING THE ROANOKE CITY SICK LEAVE PLAN

The allowances made for absences are as follows:

- a) For personal illness the full salary is deducted and payment of sick benefit equivalent in amount of 80% of the regular salary, such payments being limited to 30 days for the first year of employment, 60 days for the second

year, 75 days for the third year, and thereafter for the duration of each contract year except as limited on the basis of physical examination, provided that a new employee has actually entered upon his duties prior to such absences.

- b) All teachers who are absent for 10 days or more because of personal illness during the school session are required to submit a health certificate from the school physician, as a basis for sick benefit allowance for the succeeding session.
- c) Teachers subject to the requirement in b will be notified of the sick benefit limitation on the basis of the health rating reported by the school physician, and such limitation will become a part of the contract.
- d) Partial payment of salary for five days is allowed for absence because of illness in the teacher's family--parent or parent-in-law, brother, sister, husband, wife, or child. The only deduction made is to take care of the substitute's pay. The teacher must have entered upon the duties of the contract year before this allowance can be made.
- e) Full payment of salary for two school days is allowed for absence caused by the death of the member of the immediate family--parent, parent-in-law, brother, sister, wife, husband, or child.
- f) The school board allows full payment of salary to teachers who are absent for approved professional duties such as conferences, student activities, etc.
- g) The school board makes no allowance for payment of salaries when the teacher is absent for personal reasons, not included in the above categories and not covered by sick benefit provisions, the principal is responsible for making the decisions. The principal should work with the Director of Personnel to the end that a consistent practice will be followed in all schools. The principal has the responsibility of notifying the Director of Personnel regarding each absence approved.

SICK LEAVE SURVEY

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
1. Do you believe sick leave benefits are abused in your school division?	_____	_____	_____
2. Do you believe the sick leave plan now in existence in your division is adequate?	_____	_____	_____
3. Do you believe the state sick leave plan is adequate?	_____	_____	_____
4. Do you believe more benefits should be given those teachers who have been in the system a given number of years?	_____	_____	_____
5. Do you believe teachers just entering the profession abuse existing sick leave policies more than those who have been in the system for some time?	_____	_____	_____
6. Do you believe that the school board would be justified in terminating a teacher's contract if abuse of sick leave can be proven beyond doubt?	_____	_____	_____
7. Do you believe inadequate working conditions to be one of the causes of abuse of sick leave?	_____	_____	_____
8. Do you believe existing regulations regarding sick leave are too harsh?	_____	_____	_____
9. Do you believe existing regulations regarding sick leave are too lenient?	_____	_____	_____
10. Do you believe that in return for more sick leave benefits, teachers should adhere more strictly to policies governing such leave?	_____	_____	_____
11. Do you believe that in return for more sick leave benefits, a doctor's excuse should be required to explain an absence of ten days or more?	_____	_____	_____

- | | <u>Yes</u> | <u>No</u> | <u>No
Opinion</u> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|-----------|-----------------------|
| 12. Do you believe that terminal pay should be given for unused sick leave? | _____ | _____ | _____ |
| 13. Do you believe that the granting of such terminal pay would result in a smaller number of teacher absences? | _____ | _____ | _____ |
| 14. Do you believe your students are affected when a teacher is forced to take sick leave? | _____ | _____ | _____ |
| 15. Do you believe adequate substitute teachers are provided when a teacher is out on sick leave? | _____ | _____ | _____ |
| 16. Would you be willing to forfeit part of your salary if more adequate substitutes were provided? | _____ | _____ | _____ |
| 17. Do you believe that teachers take into consideration the expense involved in a sick leave plan? | _____ | _____ | _____ |
| 18. Do you believe it would make a difference in the teacher's attitude if the expense involved were fully explained to them by their administrative heads? | _____ | _____ | _____ |
| 19. List in order of importance, at least four provisions a sick leave plan should have to be considered adequate. | | | |
| a) _____ | | | |
| b) _____ | | | |
| c) _____ | | | |
| d) _____ | | | |
| 20. In the space below, comment on what you consider to be the most glaring weakness in your school division's sick leave policy. | | | |

Number of years of experience in the teaching profession. _____

QUESTIONNAIRE REGARDING EMERGENCY, MATERNITY,
AND SABBATICAL LEAVE

<u>Emergency Leave</u>	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
1. Do you believe that your school division's emergency leave policy is adequate?	_____	_____	_____
2. Do you believe that the state emergency leave policy is adequate?	_____	_____	_____
3. Are the regulations regarding what constitutes emergency leave too restrictive?	_____	_____	_____
4. Are the regulations regarding what constitutes emergency leave stated in such a manner as to leave no doubt in your mind what can be considered emergency leave?	_____	_____	_____
5. Do you believe the number of days now given by your school division for emergency leave to be sufficient?	_____	_____	_____
6. Do you believe that the death of a close relative of your spouse should come under emergency leave?	_____	_____	_____
7. Does the death of a close relative of your spouse come under your present emergency leave policy?	_____	_____	_____
8. Do you believe that emergency leave should be deducted from accumulated sick leave?	_____	_____	_____
9. Have you read your school division's policy regarding emergency leave?	_____	_____	_____
10. Have you read the state policy regarding emergency leave?	_____	_____	_____

Maternity Leave

- | | <u>Yes</u> | <u>No</u> | <u>No
Opinion</u> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|-----------|-----------------------|
| 1. Do you know your school division's provisions regarding maternity leave? | _____ | _____ | _____ |
| 2. Do you believe that illness due to pregnancy should be considered sick leave? | _____ | _____ | _____ |
| 3. Do you believe that a teacher's present position in a school should be guaranteed to her after return from absence due to childbirth? | _____ | _____ | _____ |
| 4. Do you believe that because of the difficulties encountered by a mother during the first year after childbirth, she should be permitted to return to the profession before a time lapse of at least one year? | _____ | _____ | _____ |
| 5. Do you believe a doctor's certificate indicating good health should be required before a woman is permitted to return to the profession after giving birth? | _____ | _____ | _____ |

Sabbatical Leave

- | | | | |
|-------------------------------------------------------------------------------------------------------------------------|-------|-------|-------|
| 1. Does your school division provide for sabbatical leave? | _____ | _____ | _____ |
| 2. Do you believe that a sabbatical leave policy would benefit the overall educational program of your school division? | _____ | _____ | _____ |
| 3. Have you done any work at all toward a Master's degree? | _____ | _____ | _____ |
| 4. Under present conditions, will it be possible for you to complete a Master's program? | _____ | _____ | _____ |

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
5. If given sabbatical leave for this purpose, would you attempt to take leave to complete a Master's program?	_____	_____	_____
6. In return for granting sabbatical leave with some remuneration, do you believe your school division would be justified in requiring a return to that district by a teacher for a certain period of time?	_____	_____	_____
7. Would you honor such a policy regardless of the opportunities offered elsewhere because of the higher degree you have earned?	_____	_____	_____
8. Should a sabbatical leave policy contain provisions for travel by the teacher for educational purposes?	_____	_____	_____
9. Do you believe any remuneration should be given for sabbatical leave for travel purposes?	_____	_____	_____
10. Do you believe your school division's policy regarding sabbatical leave to be adequate?	_____	_____	_____
11. Do you believe state policy regarding sabbatical leave to be adequate?	_____	_____	_____
12. Would you take advantage of a sabbatical leave if given the opportunity?	_____	_____	_____
13. Do you believe some provision should be made under a policy of this sort for time off with full pay for professional meetings?	_____	_____	_____
14. Would you attend such a meeting if time off with pay were given?	_____	_____	_____

- | | <u>Yes</u> | <u>No</u> | <u>No
Opinion</u> |
|---------------------------------------------------------------------------------------------------------------------------------------|------------|-----------|-----------------------|
| 15. Have you always attended meetings such as the VBA Convention without breaking county or city regulations governing such meetings? | _____ | _____ | _____ |
| 16. Do you believe the work day given for attending the VBA Convention is abused by teaching personnel? | _____ | _____ | _____ |
| 17. Do you believe abuse would occur if there were a definite policy governing such meetings? | _____ | _____ | _____ |

Miscellaneous

- | | | | |
|---------------------------------------------------------------------------------------------------------------------|-------|-------|-------|
| 1. Have you ever had either the state or your school division's leave-of-absence policy explained to you in detail? | _____ | _____ | _____ |
| 2. Do you desire to have the leave-of-absence policy explained to you at a general teacher's conference? | _____ | _____ | _____ |

Number of years teaching experience. _____

VITA

John Richard Kopko, son of Mr. and Mrs. John Kopko of Monessen, Pennsylvania, was born January 17, 1934. He received his diploma from Monessen High School in Monessen, Pennsylvania, in June, 1951. The following December he entered the United States Air Force. After receiving an honorable discharge in October, 1956, he entered Elon College in Elon College, North Carolina. After graduating from Elon College in August, 1959, with the Bachelor of Arts degree with a major in history, he married the former Rebecca Matthews of Lawrenceville, Virginia.

Following his marriage in August, 1959, he began teaching history at Thomas Dale High School in Chester, Virginia. He began his graduate work at the University of Richmond in June, 1960. He became principal of Bellwood Elementary School in Chesterfield County in August, 1962. He is a member of the National Education Association, the Virginia Education Association, Pi Gamma Mu Social Science Fraternity, and Kappa Delta Pi, an honor society in Education.