

A STATUS STUDY OF LEAVE POLICIES IN
THE PUBLIC SCHOOLS OF KANSAS

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TABLE OF CONTENTS

INTRODUCTION	1
REVIEW OF LITERATURE	2
Paid Sick Leave	2
Alternate Plans	6
State Laws	8
Summary	11
THE STUDY PLAN	12
Need for the Study	12
Limitations	13
Methods and Procedures	13
Definitions of Terms	14
CLASSIFICATION AND ANALYSIS OF DATA	14
SUMMARY	31
CONCLUSIONS	33
RECOMMENDATIONS	34
ACKNOWLEDGEMENTS	36
BIBLIOGRAPHY	37
APPENDIX	39

INTRODUCTION

The provision for sick leave with pay has become an essential of good personnel policy. There are occasions when the teacher's absence is warranted so as to protect the children. Her sickness will probably be short-lived if the teacher remains away from school, and the children will not suffer from being exposed to her illness. A sick leave policy is not designed primarily to benefit the teacher, but to safeguard the children and assure them of quality instruction.

Among many welfare provisions, sick leave is relatively new. Its formal consideration began just forty years ago. One can search through years of records and find only casual reference to the health of the teacher. It seems that members of the profession have worried far more about the health of the children than that of teachers and other school personnel.

Adoption of sick leave policies by local school districts is not always prompted by requirements of state law. However, more and more states are legislating minimum amounts of paid sick leave.

Paid leaves of absence to teachers away from their classrooms because of personal illness or injury is a desirable school personnel practice. Teaching is, however, different from enterprises where the work of absent employees can usually be held in abeyance. Substitutes must be acquired to take over for regular instructors when teachers are out of school. More and more school districts have come to recognize that the salutary effect an established policy of paid sick leave has on the teacher, the student, and the school system far outweighs the added cost.

REVIEW OF THE LITERATURE

Paid Sick Leave

Over half of the states now provide sick leave either by "statutorial enactment or by rules of the state board of education."¹ Sick leave is still relatively new. The problem of setting up uniform policies within the area of teacher welfare began about forty years ago when the National Education Association adopted a resolution endorsing sabbatical leave for reasons of study and recuperation.

The efficiency of our schools depends upon the health and intellectual vigor of teachers, and the public can make no better investment than to adopt those measures which will insure the maximum fitness of all members of the profession.²

The National Education Association Research Division in 1930-31 and again in 1940-41 came up with facts indicating a steady advance toward better working conditions for the classroom teacher. Through the implementation of sick leave plans the teacher's health and welfare were finally being considered. A later NEA study in 1950-51 showed that 95 per cent of the urban systems provided for sick leave with full pay which was a gain of 37 per cent over a 1927 study.

Under the provisions of paid sick leave policies, teachers are allowed a specified number of sick leave days annually, either

¹Burrup, Percy E. The Teacher and the Public School System. (New York: Harper and Brothers, 1960) p. 518.

²National Education Association. "NEA and Teacher Welfare." NEA Journal. March 1956. pp. 170-71.

at full or partial salary. Unused sick leave, in most cases, is allowed to accumulate with a maximum placed on the number of days accumulated.

Other than basic sick leave there is little uniformity within school districts; some allow as few as five days per year, others up to thirty. Accumulation of sick leave days range from ten to an unlimited number with a median of thirty days. Schools in the larger urban areas offer better sick leave plans than those in smaller cities.

There is a trend in public schools toward more generous provisions in their sick leave policies. The larger systems are allowing teachers more paid sick leave. An average of twelve days per year was reported by the American Association of School Administrators.³ This average cannot be too inaccurate even though most studies indicate that the national average is less now than it was found to be in earlier surveys.

About 98 per cent of all city public school systems in the United States grant sick leave with full pay and about 94 per cent of the city school systems grant cumulative sick leave. Thirty is the average number of days a teacher may accumulate. Some school systems grant cumulative sick leave up to 100 days. The purpose of the sick leave provision is to protect the students and insure them good instruction.

³American Association of School Administrators and Research Division of the National Education Association, Leaves of Absence Regulations for Teachers, 1955-56, Educational Research Service Circular No. 7 (Washington D.C.: The NEA, 1956) p. 7.

The Biennial Survey of the Office of Education for 1922-24 reported that the New York City Board of Education had given 150 teachers sabbatical leave for purposes of study, travel, and recovery of health. These teachers received the difference between their salary and the cost of the substitute's salary. This was a growing practice in city schools and later records indicate that the sick leave idea was merged with the sabbatical plan. During the mid-twenties the inadequacy was seen in the sabbatical plan and distinct sick leave plans began to appear in city school systems.

Sick leave programs traditionally have had the support of aggressive school boards and administrators. Since welfare services are expensive, this support is needed. Reluctance toward providing sick leave on the part of school executives and board members was influenced by lack of finance rather than lack of insight as to the value of proposed welfare services.

In 1942 the American Association of School Administrators issued the yearbook, Health in Schools. The chapter on the administration of teacher health contains these statements:

It is generally agreed that the good of the schools requires some financial support to be given to teachers who are absent because of illness...The interest of administration in a teacher is not so much in her detailed services throughout a given period of minutes in a series of days as it is in the effectiveness of the years through which she works...On the accounts of health and morale and the superior services which these factors will make possible, a reasonable policy of sick pay is a good investment.⁴

⁴American Association of School Administrators and Research Division of the NEA, Health in Schools, (yearbook), 1942.

Sound sick leave policies also cover absences other than personal illness:

1. Critical illness in the immediate family
2. Death in the immediate family
3. Attendance at a funeral of a member of family
4. Unforeseeable emergency beyond the employee's control

An employee of the school district absent for any one of these reasons could charge the time lost from work to his sick leave account. Absences could only be charged to the specified number of days as given in the sick leave policy.

Sister M. Jerome, Ph. D., conducted a study of sick leave policies and in her article, "A Sick Leave Policy for Lay Teachers," reported:

A study of teacher absence will usually show that ten days a year will be the maximum absence of the average teacher. For extended illnesses, as for surgery, a thirty day cumulative period will ordinarily suffice.⁵

William B. Castetter lists many types of leaves of absence that could also be involved in a sick leave policy.

Personal illness
 Family and personal bereavement
 Exchange teaching
 Religious holidays
 Travel or study
 Attending educational conferences, meetings, or conventions,
 or to receive degree
 Sabbatical
 Military leave
 Temporary active military duty
 Maternity leave
 Marriage
 Brief or extended leaves of absence for professional reason,
 such as research or serving professional organizations
 Opportunity leaves
 Jury duty
 Civic leaves⁶

⁵Sister M. Jerome. "Sick Leave Policy for Lay Teachers." Catholic School Journal. June 1961. 61:50-51.

⁶Castetter, William B. Administering the School Personnel Program. New York: The Macmillan Company, 1962, pp. 310-12.

Alternate Plans

Several plans for insuring teacher income during illness or other emergencies have been proposed or are being used in many school districts throughout the United States. By far the most popular plan is limited sick leave at full salary. Since the first part of this section deals with the sick leave plan the following alternate plans will be discussed.

Teachers share in the cost of sick leave. William Kuhlmann suggested in 1933 an unusual plan for dealing with sick leave. Later, in 1954, Clarence Weber proposed a similar plan. This was a plan whereby teachers could receive unlimited sick leave with a fixed cost to the school district. By averaging per-teacher absence for the preceding year the district would then allot a certain number of days absence to the staff. Any excess of days of absence would be financed on a prorated basis only by those teachers absent during the year. The cost for each teacher would be figured according to the number of days absent. Costs above the budgeted amount would be carried by the teachers rather than by the school district.

Jack Kleinmann reports in his book, Fringe Benefits for Public School Personnel, concerning Kuhlmann's plan.

Not only would such a plan be administratively and clerically difficult, but it would put teachers in the position of not wanting to exceed the appropriation of the district. Presumably, because of misguided team spirit, many individuals would report in poor health, thus becoming health hazards to themselves, their colleagues, and their students.⁷

⁷Kleinmann, Jack H. Fringe Benefits for Public School Personnel. Bureau of Publications, Teachers College, Columbia University, 1962. p. 61.

Unlimited sick leave at full salary. Unlimited sick leave at full salary is offered by some districts. This plan offers complete protection from loss of income due to temporary illness and is ideal for the teacher's peace of mind. However, it isn't likely to become widespread because of the belief that grave financial risk to the school system would be involved. However, Elsbree reported that a school in Rhode Island which has used such a system for ten years had the lowest teacher absence rate on record in the United States Office of Education.⁸ There are also more recent studies indicating the same results using the unlimited plan. Kleinmann cites a study involving school systems in the New York City area showing the average number of teacher absence days at 2.9 compared to 4.5 for other districts.⁹ In short, the studies available do not indicate that the unlimited plan results in excessive absenteeism.

Extended sick leave at partial salary. There are plans now whereby a teacher can go beyond his regular sick leave time but not on full salary. Some plans call for full salary less the substitute's pay. Other plans provide half salary for days used beyond regular leave and with this plan there could be many variations in the amount paid the teacher for the extended sick leave.

Cumulative Plan for extending sick leave. The cumulative plan is one in which all unused days accumulate from year to year. This plan, according to the National Education Association Research Division, is the most popular plan of protecting teachers during extended illness. The plan has weaknesses as most sick leave plans do; the greatest weakness is that it does not provide extended

⁸Willard S. Elsbree, The American Teacher (New York: The American Book Company, 1939) p. 496.

⁹Jack H. Kleinmann. op. cit., p. 62.

protection for those teachers in their first few years of employment. One of the strongest points is that the plan works well for older persons who would really need the extended coverage.

State Laws

Adoption of sick leave policies by local school districts is not always prompted by requirements of state laws, but in many states legislation sets the minimum amount of paid sick leave given to teachers.¹⁰

A survey of statutory provisions dealing with leaves of absence by the NEA Research Division shows that the laws of 33 states and the District of Columbia contained references to sick leave for teachers, while in three other states--Alaska, Hawaii, and Maryland--state board of education regulations imposed definite leave requirements on local districts. The remaining states did not have such statutory provisions or mandatory state board regulations.

Twenty-five states plus the District of Columbia have specific state-wide mandatory provisions for full paid sick leave. New York law requires certain school districts to adopt sick leave regulations with or without pay, but is silent with regard to other districts. There is a special provision relating to New York City teachers.

Virginia and Tennessee appropriate state funds for teacher sick leave. If the local district elects to share in these funds, it must comply with state board regulations. Tennessee statutes

¹⁰"State Sick Leave Provisions" Summary of School Law Summaries. Leaves of Absence. NEA, Research Division. Research Bulletin, 39:94-5, October 1961.

specify the number of days sick leave the regulations shall provide while Virginia leaves the amount up to the state board.

Alabama, Mississippi, and Nevada authorize local school boards to use discretion in adopting sick leave programs. Except for Mississippi, the statutes dictate the maximum allowable limits. North Carolina vests the state board with authority to grant teachers up to five days paid sick leave per school year.

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

Arizona and Massachusetts have mandatory leave provisions only for teachers ill with tuberculosis.

The number of states having mandatory paid sick leave provisions continues to grow. Since 1957, Maine, North Dakota, Vermont, and Washington have adopted this type of legislation. Eleven other states have amended laws to provide better sick leave benefits.

State provisions vary considerably. While some states provide for sick leave on an annual basis with no carryover indicated, the typical plans call for accumulation of unused sick leave days from year to year, up to a maximum. Washington state is among the states with the most generous provisions allowing 180 days accumulated sick leave. California, Hawaii, and New Jersey go even further and allow unlimited accumulation of sick leave days. In contrast, Georgia allows no accumulation of days of sick leave and Kentucky, Vermont, and West Virginia allow only twenty days.

TABLE I

STATE MANDATORY SICK LEAVE REQUIREMENTS, JUNE 1961

State	Days per year at full pay	Unused days of leave cumulative to:	Local boards expressly authorized to exceed mandatory leave
Alaska ^a	12	60	---
California	10	Indefinitely	x
Connecticut	10	At least 60	x
Delaware	10	120	---
District of Columbia	10	Temporary teachers, 20; probationary and permanent teachers, 75	---
Florida	10	80 in 12th year	---
Georgia	1½ for each completed school month	Not cumulative	---
Hawaii ^a	18	Indefinitely	---
Idaho	8	32	---
Illinois	10	60	x
Indiana	10 in first year; 7 per year thereafter	90	---
Iowa	5; increases 1 day for each consecutive year of employment to 9	At least 35	x
Kentucky	10	20	x
Louisiana	10	25 in any 3-year period	x
Maine	10	30	---
Maryland ^b	10	--	x
New Jersey	At least 10	Indefinitely	x
North Dakota	At least 5	At least 20	---
Ohio	5	--	---
Oklahoma	At 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 ^c	At least 30 ^c	---

(a) By state board regulation

(b) Does not apply to Baltimore City

(c) State aid shall not be paid to any districts, except first-class districts, for any year in which teacher's contracts do not so provide.

Source: National Education Association, Research Division, "State Sick Leave Provisions" Summary of School Law Summaries: NEA Research Bulletin. 39:94-5. October 1961.

The following statements summarize the review of literature.

1. There has been a steady advance in teacher welfare indicating a trend toward better sick leave policies. About 98 per cent of all city public school systems provide sick leave with full pay. About 94 per cent of all city public school systems provide sick leave with accumulation of unused days.
2. There is little uniformity within school districts concerning sick leave policy. The number of days of sick leave granted at full pay ranges from a low of five to a high of thirty. Unused days allowed to accumulate range from zero to 180 and some states now give an indefinite number of days of accumulation.
3. Schools in the larger urban areas have better sick leave policies than those in the smaller cities and rural areas.
4. Sick leave programs have the support of school boards and administrators. Lack of progress in this area can, in most cases, be attributed to financial problems rather than a lack of insight on the part of board members and administrators.
5. Government and industry have two primary reasons for offering sick leave benefits; (1) humanitarianism, (2) economic. Education adds one more important purpose; health and welfare of children.
6. The most popular sick leave policy is limited sick leave at full pay with accumulation up to a stated maximum. Ten days per year is the median number of sick leave days given in the

urban school districts over the country. Thirty is the median number of days of unused sick leave allowed to accumulate.

7. Twenty-five states and the District of Columbia now have specific state-wide mandatory provisions for full paid sick leave and the number keeps growing.

THE STUDY PLAN

Need For The Study

Many schools in Kansas are either proposing initial sick leave plans or are trying to improve existing plans. This change has come about since the unification of school districts throughout the state. Many of the unified districts must coordinate existing sick leave programs to the satisfaction of all concerned. If every school district were aware of what has happened or is happening with regard to sick leave most of the repetitive errors and misjudgments could be avoided. Ideally, then, schools could formulate good leave policies in much less time without the undue proposal-rejection process that normally takes place many times before a good plan is accepted. School boards and administrators should have available reliable, valid and complete information as to what leave policies are being used in the state.

It was the purpose of this study to (1) determine the extent to which Kansas school districts have adopted sick leave plans; (2) determine the variation in the provisions of the existing plans; (3) identify trends in the development of leave policies.

Limitations

Two-hundred thirty-six school districts were selected for the study, seventy-three of which were unified districts. This list was composed of all the school districts in Kansas which operate grades 1-12 under a single school board.

Methods and Procedures

This study originated with the idea of finding out the status of sick leave policy and regulations in Kansas school districts.

The list consisted of two-hundred thirty-six school districts. This list was furnished by the Kansas Association of School Boards with the cooperation of Dr. M. A. McGhehey, executive director. After the list had been determined, a two-part questionnaire was developed which included sick leave policy and policy concerning other leaves.

The questionnaire was evaluated and revised with the cooperation of Dr. M. A. McGhehey and his staff at the Kansas Association of School Boards office at Topeka.

Questionnaires were mailed to the two-hundred thirty-six participating school districts accompanied by a covering letter using Kansas Association of School Boards letterhead. The mailing was undertaken after the first of September to insure that all administrators had completed the time-demanding task of opening the new term. It was believed that a better response would be achieved if the questionnaire was distributed in the fall.

After a time lapse of sixty days, two-hundred seven completed questionnaires (88 per cent) had been returned to the researcher.

The questionnaires were evaluated and the results were incorporated into the report in the form of tables. The tables show how the school district administrators answered the questions.

Definitions of Terms

Sick Leave. Leave with pay given an employee of the school district for reasons as outlined in the individual school district's sick leave policy. This can be only for personal sickness in some policies or for reasons other than personal sickness in other policies. Sick leave will be used in this report to mean paid leave for any reason as set up in each sick leave policy.

Leave of Absence. Leave of absence is defined as absence from employment, by permission, with or without compensation, for a stated length of time, without severing the employment.

Sabbatical Leave. This is leave with pay given the teacher with permission of the school district for the purpose of improving his instructional capabilities.

CLASSIFICATION AND ANALYSIS OF DATA

The questionnaire was divided into two main parts, (1) the sick leave policy, and (2) policy relative to other leaves. Percents were based on the number of districts providing replies to a specific question. Table II contains results related to sick leave policy which could be answered with a direct yes or no.

Table III, page 16, shows results concerning the modal number of sick leave days given by districts. These results were classified according to the number of employees in the school system.

TABLE II

THE NUMBER AND PER CENT OF SCHOOL DISTRICTS REPLYING TO
SELECTED QUESTIONS REGARDING SICK LEAVE POLICY
1965-1966

Question	Yes	Per cent	No	Per cent	No reply	Per cent
Does your school district have a sick leave policy?	203	98	4	2		
Do you permit sick leave days to accumulate from year to year?	162	88	19	9	6	3
When a teacher is first employed by your school district, do you accept sick leave accrued in her former district?	2	1	200	97	5	2
Do you pay teachers for accrued leave on termination of employment or retirement?	2	1	200	97	5	2
Do you make any special provision relative to part-time teachers?	63	30	134	65	10	5
Do you make any special provision relative to teachers who start at mid-term?	90	43	114	55	3	2

TABLE III

ANNUAL SICK LEAVE PROVISIONS IN KANSAS SCHOOL DISTRICTS, BY SIZE OF DISTRICT, 1965-1966

PROVISION	NUMBER OF CERTIFIED EMPLOYEES IN DISTRICT															
	24 or less	25-49	50-99	100-149	150-199	200-249	250-499	500 or more	No.	%	No.	%				
Sick leave granted with full salary	69	96	66	96	25	96	9	90	11	100	5	100	10	100	4	100
Sick leave with part salary	0	0	2	3	0	0	1	10	0	0	0	0	0	0	0	0
Sick leave granted but provisions not shown	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0
No formal plan in existence	3	4	0	0	1	4	0	0	0	0	0	0	0	0	0	0
Total	72	100	69	100	26	100	10	100	11	100	5	100	10	100	4	100
Modal number of days of sick leave granted per year	5	10	10	10	10	10	10	10	10	10	10	10	10	5	10	10

It was interesting to note that the modal number of sick leave days granted in school districts with 25-49 employees was found to be ten while the modal number of sick leave days granted for those districts with 250-499 employees was five. There does not seem to be a patterned relation between the size of the district and the number of days of sick leave provided in the district's sick leave policy. There was evidence of relationship between the size of school district and the number of days of sick leave allowed to accumulate. The larger the district the greater number of days sick leave allowed to accumulate.

One district with over fifty employees reportedly had no formal sick leave policy. This was the only district with over 25 employees that was reported to have no formal sick leave policy. The other three districts that were reported to have no sick leave policy were districts with less than 24 employees.

As Table IV verifies there were two modes with respect to the number of sick leave days offered by Kansas school districts, ten and five. Besides the 82 districts which used ten, there were seven other districts which used ten days the first year and reduced the number the following years. Therefore, ten was found to be a mode regarding sick leave days offered by the school districts participating in this study.

Seventy-five district representatives reported five as the district's yearly sick leave offering. Six districts were reported to use five days within varying patterns; for instance, one district offers five sick leave days the first three years and then offers ten days the beginning of the fourth year.

TABLE IV

VARIOUS ANNUAL SICK LEAVE OFFERINGS REPORTED AND
NUMBER OF DISTRICTS GRANTING EACH
1965-1966

Number of days granted each year	Number of Districts
5	75
5 first 3 yrs, 10 at beginning of 4th year.	2
5 plus 20 days at one-half pay.	2
5 plus emergency leave of 5 days.	1
5 plus 5 days at one-half pay	1
6	5
7	3
7 first year, 5 thereafter.	1
7½	2
8	3
8 first year, 4 thereafter.	1
9	8
10	82
10 plus 10 days at one-half pay.	1
10 first year, 5 thereafter.	5
10 first year, 6 thereafter.	1
13	1
15	5
15 first year, 30 thereafter	1
20	1
20 but not cumulative.	1
No restriction	1
Total	203
Modes	10 and 5

The variation in the number of sick leave days granted each year was found to be great. One district was reported to have no restriction on the number of days made available. A few districts were reported to provide as many as twenty days each year. Some districts offered a certain number of sick leave days the first year and decreased the number the following year. In some cases districts were reported to increase the number of days sick leave granted after the first year. One district was reported to provide an increase in the number offered as tenure increased.

It should be noted that one of the districts which provided twenty days sick leave per year did not allow the days to accumulate. Another district was reported to provide fifteen days sick leave the first year and thirty days thereafter.

Over eighty-five per cent of the districts were reported to allow unused sick leave days to accumulate. Table V shows the number of districts and the percentage that allow unused days of sick leave to accumulate according to the size of the district.

Thirty-six of the districts participating in the study returned a written sick leave policy. From these policies Table VI was formulated to show the variation in the number of days sick leave allowed to accumulate. Eight of the nine districts which provided for accumulation of 60 days were districts which employed more than one-hundred employees. One district which employed less than fifty people granted sixty days accumulative sick leave.

TABLE V

ACCUMULATION OF UNUSED SICK LEAVE IN KANSAS
SCHOOL DISTRICTS, BY SIZE OF DISTRICT
1965-1966

PROVISION	NUMBER OF CERTIFIED EMPLOYEES IN DISTRICT															
	24 or less	25-49	50-99	100-149	150-199	200-249	250-499	500 or more	No.	%	No.	%				
Unused sick leave may accumulate	57	79	65	94	23	88	8	80	10	91	5	100	5	100	4	100
Unused sick leave may not accumulate	12	17	4	6	1	4	1	10	1	9	0	0	0	0	0	0
Not shown	3	4	0	0	2	8	1	10	0	0	0	0	0	0	0	0
Total	72	100	69	100	26	100	10	100	11	100	5	100	5	100	4	100

TABLE VI
 REPORTED NUMBER OF DAYS OF UNUSED SICK LEAVE
 ALLOWED TO ACCUMULATE AND THE NUMBER
 OF DISTRICTS USING EACH
 1965-1966

Number of days accumulative to	Number of Districts
10	1
20	5
30	13
35	1
40	1
45	4
60	9
Indefinite (but no more than 20 in one year.	1
Unlimited (depending on tenure).	1
Total.36

Of the 194 districts responding to the question on availability of sick leave, 98 per cent reported that such leave was available from the first day of the school year. The remaining two per cent required waiting periods of one week, two months, and ninety days.

Table VII indicates that 83 per cent of the districts did not require evidence or proof of illness. The 14 per cent which reported that proof of illness was required had varied policies which are listed in table VII. One district was reported to

require evidence after three days illness which included a verification by doctor.

TABLE VII
 VARIOUS PROCEDURES USED BY KANSAS SCHOOL DISTRICTS
 IN DETERMINING ILLNESS OF TEACHERS
 1965-1966

Procedure	Number of Districts
May be requested	12
Doctor's proof	5
School Nurse	1
After three days	6
Teacher's word	5
After five days.	1
After one day.	1
Long term illness.	1
Special form signed by teacher	2
Principal signs form	1

In most of the school districts the responsibility for obtaining substitutes is given to the principal. Responses reported as "office" were listed in table VIII, as "personnel office" and those responses which were "principal or superintendent" were tabulated as "principal."

TABLE VIII
 VARIOUS OFFICES IN KANSAS SCHOOL DISTRICTS RESPONSIBLE
 FOR OBTAINING SUBSTITUTE TEACHER AND NUMBER
 OF DISTRICTS USING EACH OFFICE
 1965-1966

Office	Number of Districts
Principal	121
Personnel	73
Superintendent.	3
Total	197

Eighty-one per cent of the participating school districts were reported to require notice of request for sick leave. Sixty-four per cent of the districts within this category were reported to require notice of request for sick leave to be given the building principal. All other districts had regulations which required that the superintendent be notified. Policy in a majority of the school districts requested that notice be given as soon as possible. Many districts were reported to require seven to fifteen days notice for request for sick leave other than immediate illness.

Representatives of two districts reported the district did not grant sick leave with full pay. In one district full pay was granted for three days and one-third of the substitute's pay was deducted for the next twenty days. One district granted five days sick leave with full pay plus five days at one-half pay. One district which allowed full pay sick leave for five days also allowed an extra ten days with substitute's pay deducted. The writer, after examining some of the policies accompanying the

questionnaires, found many variations with regard to supplementary days at partial salary.

Table IX shows policies in Kansas regarding leaves for illness of relatives. Eighty-nine per cent of the school districts contacted were reported to allow paid leave for illness in the teacher's family. Within this group, all but four per cent required some degree of relationship. Although this relationship was given in many cases as "immediate family" the writer found a great deal of variation in the application and definition of the term. One district was reported to grant sick leave for illness of "relatives in first and second degree by blood or consanguinity." One district was reported to allow leave for illness of husband and children. Another district was reported to accept as family the teacher's "father, father-in-law, mother, mother-in-law, brother, brother-in-law, sister, sister-in-law, husband, wife, child, stepchild, grandfather, grandfather-in-law, grandmother, grandmother-in-law," Many districts were reported to grant paid leave for illness of anyone in the same household as the teacher regardless of consanguinity.

The number of employees in a school district was not found to relate directly to the number of relatives listed in the sick leave policy. One district with less than 24 employees was reported to allow an extensive list of relatives to qualify the teacher for paid leave while another district with more than 200 employees was reported to limit sick leave qualification to illness of husband, wife, son, daughter, mother, or father.

TABLE IX

THE NUMBER AND PER CENT OF SCHOOL DISTRICTS REPLYING TO
 QUESTIONS REGARDING THE IMMEDIATE FAMILY AND VARIOUS
 AUTHORITIES DETERMINING CRITICAL ILLNESS
 1965-1966

Question	Yes	Per Cent	No	Per Cent	Emergency only	Per Cent	No Reply	Per Cent
Do you allow sick leave for illness in the teacher's family?	179	86	20	10	4	2	4	2
If yes, do you require some degree of relationship?	169	83	7	3	-	-	-	-
Is this type of leave contingent upon some degree of illness, such as "critical" illness?	72	35	104	51	-	-	-	-
If so, who is charged with determining when an illness is critical?								
Principal								9
Superintendent.								23
Physician								4
School Board.								2
Teacher								22
No Comment.								12

The remainder of this analysis deals with leaves other than leave for personal illness and illness in the teacher's family. Questions were asked relating to leaves for the following purposes.

- (1) sabbatical
- (2) advanced study
- (3) zone school
- (4) professional meetings other than zone school
- (5) attendance at funerals

Eleven districts were reported to use the sabbatical plan. The procedures used for the sabbatical leave are reported in Table X. Three of the districts which granted sabbatical leave did not guarantee the recipient's position upon his return to the district.

Leave for advanced study like sabbatical leave was not found to be extensively used in Kansas school districts. Sixteen per cent of the districts from which responses were received granted leave for advanced study. Explanations of the policies used in granting leave for advanced study were received from thirteen school districts. Eight districts granted leave for advanced study without pay. One district was reported not to guarantee re-employment. Of the 32 districts which granted leave for advanced study all required conditions which restricted use of the leave. See Table XI, page 28.

Many districts grant leave for zone schools as shown in Table XII, page 29. Although the questionnaire did not specifically ask for the procedures used by the various districts in granting such leave many comments were received. Many districts were reported to grant leave for zone schools if needed expenses are budgeted ahead of time or if requests are approved by superintendent of schools.

TABLE X

THE NUMBER AND PER CENT OF SCHOOL DISTRICTS GRANTING
SABBATICAL LEAVE AND PROCEDURES USED
1965-1966

	Yes	Per cent	No	Per cent	No policy	Per cent
Do you grant sabbatical leave?	11	5	194	94	2	1
If yes, explain your procedure:						
<u>Procedure</u>						
After two years service full or partial leave without pay, return to salary step they would have held provided leave applied to study or activity approved by superintendent					1	
Approval by board without guarantee of position by first consideration.					3	
After ten years					1	
After five years.					1	
Return to system after one year					1	

Number of Districts

TABLE XI

THE NUMBER AND PER CENT OF SCHOOL DISTRICTS GRANTING LEAVE
FOR ADVANCED STUDY AND PROCEDURES USED
1965-1966

	Yes	Per Cent	No	Per Cent	No policy	Per Cent
Do you grant leave for advanced study?	32	15	170	82	5	3
If yes, explain:						
						<u>Number of Districts</u>
Part-time and full time leave for academic study is arranged on individual basis--none are paid						8
No guarantee of re-employment						1
For advanced degree						1
Must return to system						1
Teacher must obtain substitute.						2
Rate of pay determined by board						1
Policy under study and review						2

Leave for other professional meetings was usually granted if approved by administration or if the expenses were budgeted. Table XII shows the results from the question concerning such leaves.

TABLE XII
NUMBER AND PER CENT OF SCHOOL DISTRICTS REPLYING
TO QUESTIONS REGARDING LEAVE FOR ZONE SCHOOLS
AND OTHER PROFESSIONAL MEETINGS
1965-1966

Question	Yes	Per cent	No	Per cent	No reply	Per cent
Do you grant leave for zone schools?	195	94	9	4	3	2
With pay?	189	91	6	3	-	-
Do you grant leave for other professional meetings?	191	92	9	4	7	4
With pay?	180	90	5	2	-	-

One hundred ninety-two districts were reported to grant leave for funerals. The variation in the procedures used in granting such leave was found to be great. Seventeen per cent of the districts were reported to grant this type of leave without concern for degree of relationship with the deceased.

Immediate family was defined in each specific policy. Some districts grant one or two days leave each year for teachers to use as personal needs require. Other districts have included close friends in their policies relating to funeral leave. Table XIII gives complete results relating to funeral leave.

TABLE XIII

THE NUMBER AND PER CENT OF SCHOOL DISTRICTS REPLYING TO
QUESTIONS REGARDING FUNERAL LEAVE
1965-1966

Question	Yes	Per cent	No	Per cent	No reply	Per cent
Do you grant leave for attendance at funerals?	192	93	11	5	4	2
If yes, is such leave contingent upon some degree of relationship between the teacher and the deceased?	150	72	35	17	-	-
Explain:						
Immediate family						94
Relative or close friend						26
Relative or close friend of parent of student.						2
One day personal leave (not accumulative).						5
Two days each year for funeral of friends.						3
Blood relative						2
Flexible						5
When desirable						3

SUMMARY

Ninety-eight per cent of the school districts responsible for grades 1-12 which participated in this study were found to have some type of sick leave policy. There was found to be no mandatory state sick leave provisions to guide local school boards in formulating or revising sick leave policies.

The study revealed two modes with respect to the number of days of sick leave granted each year by Kansas school districts. These modes were ten and five. Forty-three per cent of the districts were reported to grant ten days each year and thirty-nine per cent of the districts were reported to grant five days each year. It was also found that the modal number of days of unused sick leave was allowed to accumulate to was thirty. The variation with respect to sick leave days granted and the number of days allowed to accumulate was great. It was found that only about nine per cent of the districts did not permit accumulation of unused sick leave.

Ninety per cent of the districts made sick leave available the first day of the school year. About eighty per cent of the districts did not require evidence or proof of illness in teacher use of sick leave.

The majority of school districts were found to require the teacher or employee to give as much notice as possible when requesting sick leave. In most cases it was reported that the principal should be notified in case of illness and request for sick leave. In almost sixty per cent of the school districts

it was found that responsibility for getting substitutes is identified with the principal's office.

Ninety-eight per cent of the districts that have sick leave policies grant sick leave with full pay.

Only two districts were reported to accept sick leave accrued in other districts.

Only two districts were reported to pay teachers for accrued leave on termination of employment or retirement.

Eighty-six per cent of the school districts were found to allow sick leave for illness in the teacher's family. Ninety-four per cent of the districts which granted leave for illness in the teacher's family were found to require a degree of relationship. This relationship was given in most instances as "immediate family."

Thirty per cent of the districts were found to make special provisions relative to part-time teachers.

Forty-three per cent of the districts were found to make special provisions relative to teachers who start at mid-term.

Eleven of the two-hundred seven school districts which participated in this study were found to grant sabbatical leave and three of these districts were found not to give any guarantee of a job upon the return of the recipient.

Thirty-two districts, or fifteen per cent, were found to grant leave for advanced study. Some districts which were found to grant leave for advanced study did not grant leave with pay or guarantee re-employment.

Ninety-four per cent of the districts were found to grant leave for zone school and most of these did so with pay.

All except nine districts were found to grant leave for professional meetings other than zone school; most of the districts granted such leave with full pay.

Over ninety-two per cent of the districts were found to grant leave for attendance at funerals and most such districts required a specified relationship between the teacher and the deceased.

CONCLUSIONS

It was found that the sick leave policies in Kansas school districts lacked uniformity. Variation was found to be greatest in four areas; (1) number of days sick leave granted per year, (2) number of days of unused sick leave allowed to accumulate, (3) degree of relationship for granting leave for illness in the teacher's family, (4) funeral leave.

While most districts provide leaves for personal and family illness, there is great variation in the number of paid days for such leave. The study revealed a bi-modal distribution with respect to the number of days sick leave granted each year, ten and five.

Only thirty per cent of the districts provided sick leave for part-time teachers. This is a problem of increasing scope since the trend is toward the use of part-time teachers. Ninety-seven per cent of the districts do not provide for the acceptance of accrued leave in former districts and with many school districts being absorbed as a result of the unification program in Kansas this is also a problem of increasing scope.

One very significant result of the study reveals that only a minority of districts in Kansas have made provisions for paid leaves for professional growth. Such leaves would be a sound investment to a district since they would pay off in terms of better qualified teachers and thus better instruction.

RECOMMENDATIONS

The sick leave policies used in many Kansas school districts could be improved by:

1. Granting at least ten days sick leave per year with full pay since this study as well as national studies have indicated that ten is the mode.
2. Allowing unused sick leave to accumulate to thirty days which, at this time, would put Kansas school districts up to minimal standards.
3. Granting at least two days personal leave each year for funeral or other emergency since the trend over the nation is toward more generous provisions for sick leave in the public schools.
4. Formulating a sick leave policy and regulations guide extensive enough to guide administrators in discharging the responsibility of deciding whether teachers qualify for leave.
5. Keeping accurate records of teacher absences in all school districts.
6. Using all available sources and guidelines produced by organizations such as the Kansas Association of School Boards.

7. Periodically checking the national statistics and literature as given by authorities in the area of teacher welfare and reviewing leave policy.

ACKNOWLEDGEMENTS

The writer of this paper wishes to express his sincere thanks to everyone who participated in this study. Special thanks is tendered to Dr. O. Kenneth O'Fallon, College of Education, Kansas State University, and Dr. M. A. McGhehey, Executive Director, Kansas Association of School Boards, for their professional guidance, criticism, and assistance throughout the preparation of this report.

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EXECUTIVE DIRECTOR
M. A. McGhehey

November 3, 1965

To: Chief School Administrators
Subject: School leave policies

The accompanying questionnaire is designed to collect information concerning leave policies in Kansas school districts. The information will be compiled and reported as a Master's study at Kansas State University.

Dr. M. A. McGhehey, Executive Director, Kansas Association of School Boards and Dr. O. K. O'Fallon, are supervising the study and endorse its importance. Because of the increase in use of sick leave, policy relating to such leave has become increasingly important. Information available from the study should be beneficial to all Kansas school administrators.

Dr. McGhehey has indicated that the information developed from this study will be compiled and sent to the school districts as an informative bulletin concerning sick leave in Kansas.

Your participation in the study will be sincerely appreciated.

Very cordially,

H. T. McCool

H. T. McCool
Graduate Student

Encl.

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VICE-PRESIDENTS**

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QUESTIONNAIRE ON LEAVE POLICIES
OF SCHOOL BOARDS

Number of certificated employees
in your school district

500 or more _____
250-499 _____
200-249 _____
150-199 _____
100-149 _____
50- 99 _____
25- 49 _____
24 or less _____

Please fill in the box at right

A. Sick Leave Policy

1. Does your school district have a sick leave policy? Yes _____ No _____

If your answer to question 1 is "No", please skip to question 14.

Note: If you have a written policy in any of the areas covered by this questionnaire, please attach a copy of that part of your policy pertaining to leave.

2. How many sick leave days do you allow each year? _____
3. Do you permit sick leave days to accumulate from year to year? Yes _____ No _____
4. When is the first day's sick leave available?
First day of each school year _____
Other (explain) _____

5. Do you require evidence or proof of illness? Yes _____ No _____
If Yes, please describe your procedure _____

6. Who is responsible for obtaining substitute? _____

7. Is the teacher expected to give notice of request for sick leave? Yes _____ No _____
 If Yes, to whom? _____
 How much notice? _____
8. Is the teacher entitled to full pay while on sick leave? Yes _____ No _____
 If less than full pay, please explain _____

9. When a teacher is first employed by your school district, do you accept sick leave accrued in her former district? Yes _____ No _____
10. Do you pay the teacher for accrued leave on termination of employment or retirement? Yes _____ No _____
11. Do you allow sick leave for illness in the teacher's family? Yes _____ No _____
 If Yes, do you require some degree of relationship? Yes _____ No _____
 Explain the degree of relationship required _____

- Is this type of leave contingent upon some degree of illness, such as "critical" illness? Yes _____ No _____
 If so, who is charged with determining when an illness is "critical"? _____

12. Do you make any special provision relative to part-time teachers? Yes _____ No _____
13. Do you make any special provision relative to teachers who start at mid-term? Yes _____ No _____
- B. Other Leave
14. Do you grant sabbatical leave? Yes _____ No _____
 If Yes, explain your procedure _____

15. Do you grant leave for advanced study? Yes _____ No _____
If Yes, explain _____

16. Do you grant leave for zone schools? Yes _____ No _____
With pay? Yes _____ No _____
17. Do you grant leave for other professional meetings? Yes _____ No _____
With pay? Yes _____ No _____
18. Do you grant leave for attendance at funerals? Yes _____ No _____
If Yes, is such leave contingent upon some degree
of relationship between the teacher and the
deceased? Yes _____ No _____
Explain _____

A STATUS STUDY OF LEAVE POLICIES IN
THE PUBLIC SCHOOLS OF KANSAS

by

HOMER T. MCCOOLE

B.S., Arkansas State Teachers College, 1959

AN ABSTRACT OF A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

College of Education

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1967

It was the purpose of this study to (1) determine the extent to which Kansas school districts have adopted sick leave plans; (2) determine the variation in the provisions of the existing plans; (3) identify trends in the development of leave policies.

The list consisted of all two-hundred thirty-six Kansas school districts operating grades 1-12 under a single school board. This list was furnished by the Kansas Association of School Boards with the cooperation of Dr. M. A. McGhehey, executive director. After the list had been determined, a two-part questionnaire was developed which included sick leave policy and policy concerning other leaves.

The questionnaire was evaluated and revised with the cooperation of Dr. M. A. McGhehey and his staff at the Kansas Association of School Boards Office at Topeka.

Questionnaires were mailed to the two-hundred thirty-six participating school districts accompanied by a covering letter using Kansas Association of School Boards letterhead. After a time lapse of sixty days, two-hundred seven completed questionnaires had been returned to the researcher. The questionnaires were evaluated and the results were incorporated into the report.

The study revealed that ninety-eight per cent of the school districts responsible for grades 1-12 which participated in this study have some type of sick leave policy. There was found to be no mandatory state sick leave provisions to guide local school boards in formulating or revising sick leave policies.

Ninety per cent of the districts made sick leave available the first day of the school year. About eighty per cent of the

districts did not require evidence or proof of illness in teacher use of sick leave.

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