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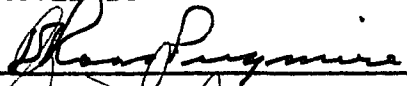
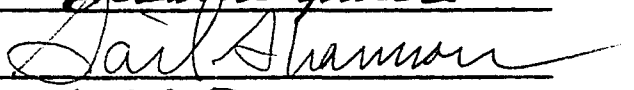
THE DEVELOPMENT OF GUIDING PRINCIPLES FOR EMERGENCY
ABSENCE PROGRAMS FOR TEACHERS

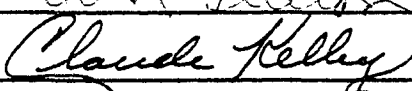
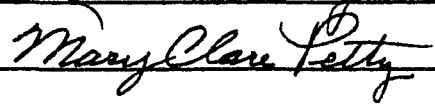
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THE DEVELOPMENT OF GUIDING PRINCIPLES FOR EMERGENCY
ABSENCE PROGRAMS FOR TEACHERS

APPROVED BY

DISSERTATION COMMITTEE

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TABLE OF CONTENTS

	Page
LIST OF TABLES	vi
 Chapter	
I. INTRODUCTION	1
Significance and Background of the Study	1
The Plan of Research	14
II. REVIEW OF THE LITERATURE ON HEALTH AND ABSENCES OF TEACHERS	25
Health of Teachers	27
Absences of Teachers	36
III. REVIEW OF THE LITERATURE CONCERNING LAWS, POL- ICIES, AND REGULATIONS FOR ABSENCE PROGRAMS ...	48
Reports of State Laws concerning Teachers'	
Absence	48
School District Policies and Regulations for	
Sick-leave	54
Costs of the Absence Program	71
Substitute Teacher Service	72
IV. JUDGES' OPINIONS ON PURPOSES AND ESSENTIAL ELE- MENTS OF THE EMERGENCY ABSENCE PROGRAM	76
Responses of the Judges and Formulation of	
the Guiding Principles	77
Summary--List of Guiding Principles	104
V. SUMMARY AND CONCLUSIONS	106
Comparison of Information and Guiding Prin-	
ciples on Health	107
Comparison of Information and Guiding Prin-	
ciples on Absence	109

	Page
Comparison of Information and Guiding Principles on State Laws	111
Comparison of Information and Guiding Principles on Policies and Regulations	113
Comparison of Information and Guiding Principles on Costs	115
Comparison of Information and Guiding Principles on Substitutes	117
Recommended Studies	118
BIBLIOGRAPHY	119
APPENDIX	
A.	125
B.	133

LIST OF TABLES

Table	Page
1. Opinions Relative to the Health Status of Teachers	28
2. Features of State Laws Relating to Teachers' Absences	49
3. Number of Judges Indicating Each Rank for Items of Part I, Concerning Purpose of the Emergency Absence Program	78
4. Number of Judges Indicating Each Rank for Items of Part II, Question 1 Concerning Who Should Receive Emergency Absence Benefits	80
5. Number of Judges Indicating Each Rank for Items of Part II, Question 2 Concerning What Condition of Employment Qualifies for Benefits	81
6. Number of Judges Indicating Each Rank for Items of Part II, Question 4 Concerning Justification of Days Allowed	83
7. Number of Judges Indicating Each Rank for Items of Part II, Question 5 Concerning Rate of Pay during Absences	85
8. Number of Judges Indicating Each Rank for Items of Part II, Question 8 Concerning Fair Allotment of Benefits	87
9. Number of Judges Indicating Each Rank for Items of Part II, Question 9 Concerning the Type of Program	88
10. Number of Judges Indicating Each Rank for Items of Part II, Question 10 Concerning Who Should Develop the Program	89

Table		Page
11.	Number of Judges Indicating Each Rank for Items of Part II, Question 11 Concerning State and Local District Program Development	90
12.	Number of Judges Indicating Each Rank for Items of Part II, Question 12 Concerning State and Local District Program Operation	91
13.	Number of Judges Indicating Each Rank for Items of Part II, Question 13 Concerning State Laws Needed for Absences	92
14.	Number of Judges Indicating Each Rank for Items of Part II, Question 14 Concerning Local District Policies Needed for Absences	94
15.	Number of Judges Indicating Each Rank for Items of Part II, Question 15 Concerning Disposition of Accrued Benefits	95
16.	Number of Judges Indicating Each Rank for Items of Part II, Question 16 Concerning Prevention of Abuse	96
17.	Number of Judges Indicating Each Rank for Items of Part II, Question 17 Concerning Qualifications of Substitute Teachers	97
18.	Number of Judges Indicating Each Rank for Items of Part II, Question 18 Concerning Effective Use of Substitutes	98
19.	Number of Judges Indicating Each Rank for Items of Part II, Question 20 Concerning Rate of Pay for Substitutes	99
20.	Number of Judges Indicating Each Rank for Items of Part II, Question 21 Concerning Estimates of the Cost of the Program	101
21.	Number of Judges Indicating Each Rank for Items of Part II, Question 22 Concerning Financing of the Program	102
22.	Number of Judges Indicating Each Rank for Items of Part II, Question 24 Concerning Relationship of Programs for Health and for Absences	104

THE DEVELOPMENT OF GUIDING PRINCIPLES FOR EMERGENCY ABSENCE PROGRAMS FOR TEACHERS

CHAPTER I

INTRODUCTION

The objective of the present study is to propose a set of principles which might serve as a guide to school systems in the establishment and operation of programs for fair and orderly handling of emergency absences of teachers. The first chapter is devoted to the orientation to the problem and to the research design employed for the solution of the problem.

Significance and Background of the Study

Importance of the Problem

Public schools commonly have made provisions for certain absences of teachers, but there has been little guidance for the development of details of such programs. The disabilities of teachers, for even brief periods of time, may have jeopardized the security of teachers, impaired educational programs, and endangered the health of children.

Teachers' absences have been a significant problem in American education, because they have affected approximately 39,800,000 children, 1,100,000 regular teachers, and 160,000 substitutes.¹ The extent of the absence problem may be revealed, not only in terms of costs and numbers, but, also, through its affects upon the educational product.

Schools must compete with business, industry, and government for the services of qualified workers if they are to maintain adequate staffs in the public schools. This competition includes the providing of comparable income, security in employment, and fringe benefits. Only recently have public schools begun to give attention to programs for maintaining teachers' health, whereas industry and labor organizations have for several decades provided health programs to maintain the physical efficiency of workers. Health examinations of teachers have not been required in many schools, while pre-employment and periodic postemployment health examinations have been almost a universal practice in industry.

There is broad general agreement as to the administrative practices which affect the health of school personnel, but there is little educational literature or statutory guidance in this area.²

Workers' well-being and security involve a basic wage, insurance against contingencies which threaten income,

¹National Education Association, Research Division, "Substitute Teachers in the Public Schools, 1953-54," Research Bulletin, XXXIII (February, 1955), p. 4.

²American Association of School Administrators, Health in Schools, Twentieth Yearbook (Washington, D. C.: National Education Association, 1954), p. 45.

and numerous fringe benefits. Organized labor has obtained many of these conditions for workers through its ability to bargain with management. Both labor and management have long recognized that there is a relationship between morale and productivity and have assumed, along with various governmental agencies, an obligation to provide security for workers.

There is much evidence, supported by experience in other occupational fields, that the conditions of employment, under which teachers and other employees work, have a distinct influence upon the quality of the job being done, and in the end, upon the quality of the total educational program of the school system.¹

There usually has been a plan for absences, along with a health program, which has provided economic security for workers during a specified number of absences. Evidence has been lacking that programs for teachers' absences have been adequately planned to satisfy the need of security, to compensate for the lack of a health program, and to protect the health and educational welfare of children.

History of Absence Programs

Programs for worker's mutual security during sickness, incapacity, and death were found to a limited degree in the Guilds and Friendly Societies of Europe in the twelfth century. In the Guilds and Friendly Societies craftsmen

¹A. A. S. A., Administering a Sick Leave Program for School Personnel (Washington, D. C.: National Education Association, 1954), p. 3.

first gained rights to demand wages and benefits because of the shortage of workers which resulted from the Great Plague in London in 1664-1665. Government security programs, first enacted in Germany in 1883, were provided by other European countries. Teachers in the school systems of these countries received the benefits of such government programs.

Workers had few rights in Colonial America until the mass slaughter of the Industrial Revolution spurred health and safety drives by consumer groups and later by organized labor. Teachers often served for a daily wage and when unable to conduct school rarely received any remuneration. The school was closed and the time made up later by extra sessions. In cases of special merit the selectmen or the town council allowed a small sum to relieve the economic distress resulting from disability.

As school enrollment became larger, it was found impractical to close school or to give individual consideration for each teacher's absence. Routine procedures for handling teacher-absence in a fair manner became necessary. Early policies were haphazard and irregular, having only the influence of labor practices for guidance. There was little similarity among absence provisions in schools, each formulating its own particular plan. Shortly after the turn of the century a survey of over 300 schools revealed some 100

different types of sick leave.¹ Common elements in absence programs have been developed in the last twenty years, and today most absence programs may be classed as one of five or six types.² This rapid development has resulted in a lack of stability in programs, shortage of research and study, and an acceptance without thorough analysis of purposes or evaluation of achievement of such programs.

Stages of Development

There have been several stages in the refinement of absence programs. Early provisions were considered gifts or benevolences, and there prevailed a period of trial and error experimentation with absence programs. The next stage was one of development and adaptation from industry, at which time absence provisions were considered as rewards for service. Programs today seem to be generally regarded as a right of the worker, and are being widely accepted and adopted. The source of information utilized in formulating many present programs seems to have been the numerous status studies of policies and practices. In the current stage of development, absence programs for teachers seem to be in-

¹William D. Kuhlman, Teacher Absence and Leave Regulations ("Contributions to Education," No. 564; New York: Bureau of Publications, Teachers College, Columbia University, 1933), pp. 75-80.

²See page 69 for a classification of sick-leave programs.

creasingly considered, not as a gift to or a right of the teachers, but as a normal and necessary expense for desirable instructional service. There is now a need to analyze the future direction of growth of such programs and the comprehensiveness of coverage. This may well become a stage of evaluation and the establishing of valid standards for absence programs.

Related Studies

There have been many studies of teachers' health and absence in the last three decades, but only those studies are reviewed which seemed most directly related to the problem under investigation. Sources consulted are reviews of research, periodical literature, research reports, and numerous textbooks. Valuable information is found in publications by many public and private agencies as well as by individuals in the fields of public health, medicine, and business administration. In the following reviews the most recent studies are discussed first.

Heinz in 1956 attempted to identify fair and equitable leave practices for both planned and unplanned absences.¹ He reviewed the following information: selected literature, statutes on teacher absences from 39 states, leave

¹Carl F. Heinz, Teacher Leave Policies and Practices in Selected Mid-Western Cities (Ed.D. dissertation, University of Nebraska, 1956). Heinz used the term "leave" to mean short-term absences for all causes.

policies of 9 cities, and a five-year analysis of the leave program in Lincoln, Nebraska. He concluded that leave was desirable in all schools; the scope was not limited by the size of the system, leave was seldom abused, leave was not a major budget item, and teachers should consider fringe benefits in employment opportunities. Heinz stated that the weaknesses of leave programs appeared to be: (1) lack of cumulative features, (2) failure to include both planned and unplanned absences, and (3) the need of state statutory provisions and financial aid.

The national study of substitute teachers in urban schools by Lambert in 1954 attempted to discover and validate ways to use substitute teachers more effectively.¹ Questionnaires were received from 2,893 substitute teachers and 2,221 superintendents in urban schools. The typical substitute was described and problems of substitute service analyzed. It was found that the rate of pay for substitute service was less than half that for regular teachers and that substitutes received practically no other benefits or considerations in the school program. It was suggested that poor service might be expected until a program for substitutes is adequately organized, financed, and incorporated in

¹Sam M. Lambert, Status and Working Relationships of Substitute Teachers in Urban School Systems (Ed.D. dissertation, George Washington University, 1955). This study was the source of information for the N. E. A. report (op. cit., pp. 1-55).

the regular personnel program.

Aebersold surveyed 974 Southern Association school systems in 1954 to determine the nature and scope of the rules, policies, and practices of these schools in relation to teacher disabilities.¹ His findings seemed to indicate that attention to teachers' health was almost completely neglected, except for sick-leave, which had little uniformity and was considered inadequate in most schools. He found that few health records were kept for able-bodied teachers, and few standards were employed in examination or determination of disability. Few schools attempted to supervise the health habits and practices of teachers. One-fourth of the systems never required physical examinations, although one-third required annual examinations. Aebersold concluded that (1) certain mental and physical conditions should bar persons from teaching, (2) school boards have not given enough emphasis to the use of periodic health examinations or health records, (3) there was great need for a uniform method of determining disability, and (4) criteria were lacking to evaluate disability.

Beamer reported practices and regulations concerning teacher absences in Pennsylvania for the school year of

¹Charles E. Aebersold, Rules, Policies, and Practices of School Boards in Relation to Teacher Disabilities (Ed.D. dissertation, University of Indiana, 1954).

1953-54.¹ He stated that there was a trend toward finer distinction between approved and non-approved absences, with more liberal provisions for those approved. Health conservation was sought through the employment of only healthy teachers by periodic health examinations, by providing a healthy school environment, and by sharing costs of health insurance. Practices generally exceeded minimum legal requirements; however, a wide variation of interpretation and application of both state and local regulations was found. Beamer deemed a uniform program and record system essential, and the successful program operation dependent upon teacher cooperation and understanding of the program. Substitutes frequently were former teachers, and their wages often were deducted from the salary of the absent teachers. The increasing costs of absences and shortages of substitutes were reported as an administrative problem.

The California survey of 428 school districts in 1952 sought to determine how much sick-leave was used, how it was administered, and the cost of the program.² The study revealed that the average number of teacher-absences for all

¹Henry G. Beamer, Survey of Administrative Practices and Regulations Pertaining to Teacher Absence in Selected School Districts in Pennsylvania (Ed.D. dissertation, University of Pittsburgh, 1954).

²Frank W. Parr and Richard K. Sparks, "Sick-leave Policies and Practices in California," Nation's Schools, 1 (December, 1952), pp. 51-53.

schools was 4.3 days per year. It also reported that lower grades had the most teacher-absence and the highest costs. In those schools which reported about 33 per cent of the teachers had no absences; 42 per cent used from 1 to 5 days; 15 per cent, 6 to 9 days; and 10 per cent, 10 or more days. The study indicated that sick-leave was not abused, and costs were not considered a major budgetary expense. Average costs were \$57.38 per employee, or \$2.38 per pupil in average daily attendance. Substitute teachers were usually paid at a flat rate of about half the pay of regular teachers. Average costs of absences to the districts were 0.92 per cent of the salary budget, or .60 per cent of the total budget. Funds for absences were not budgeted separately from other items, although costs were predictable within reasonable accuracy from past experience.

The National Education Association in 1951 surveyed the status of sick-leave policies and practices in 1,651 urban schools.¹ Nearly 98 per cent of the schools had sick-leave policies and 94 per cent provided some days at full pay. The allowable days type of program was highly preferred. The investigation found the central range to be from 5 to 14 days, with a median of 11 days. Six recommendations were made concerning sick-leave programs: (1) there must be

¹N. E. A., Research Division, "Teacher Personnel Procedures, 1950-51: Employment Conditions in Service," Research Bulletin, XXX (April, 1952), pp. 52-58.

a constructive plan to improve health and reduce absences; (2) the amount of benefit should depend upon the length and duration of teachers' absences, the financial ability of the school, and current practices in the area; (3) the conditions for handling, including payment of sick-leave benefits, should be clearly and definitely stated; (4) protection should be given for extended illness; (5) the plan should be safeguarded to prevent abuse; and (6) a plan for good substitute service should be provided which includes employment of qualified teachers.

Kuhlman's study of teachers' absence and leave regulations in 1933 was more thorough and comprehensive than most.¹ He reviewed the history of sick leave and compared its development in government and in industry. Schools were surveyed in 13 cities and statistics compiled concerning numbers and causes of absences, types of programs, and records needed in sick-leave programs. In his analysis he pointed out the strengths and weaknesses of each type of program. He added that many features were found to be unjustified and that allotted days were totally inadequate. Utilizing his evidence, Kuhlman devised a program to satisfy the criteria he proposed. His plan eliminated the "banking"

¹Kuhlman, op. cit. Of all studies on sick-leave, Kuhlman seems to have most closely approached the basic problem, and provided the most adequate solution based on sound objectives and justifiable features.

for allotted days, protected all teachers against major salary losses, gave them a limited responsibility for fair operation of the program, and provided an accurate way of budgeting funds for the absence program.

Need for the Present Study

Practice Not Defensible

Information about the status of absence programs was necessary to determine existing conditions and establish trends, but it did not necessarily indicate what was, or should be the best practice. All of the related research cited were studies of status, with the possible exception of that by Kuhlman. There was thus a need to select from data available those items which were indicative of promising practices and adequate to justify or explain features of the absence program.

Purposes Not Established for Absence Programs

The purposes of absence programs have been rarely stated in school policies. When purposes were stated, there was little agreement among them. Likewise, there was little agreement as to what the essential features in such programs should be.

Absence programs in public schools seem to be commonly based upon certain assumptions which had not been adequately evaluated. Assumptions which must be made to explain

common practices and which give additional evidence of the need for the study are that: (1) the teacher and the students would benefit according to the number of days of sick-leave provided, (2) an allotted number of days would be adequate coverage for absences, (3) an allotted number of days would be necessary for adequate budgeting and administering of the program, (4) sick-leave would increase morale and productivity, and (5) other fields of work have experimented and proved the value of a most desirable program. A study was needed which would clearly specify the essential elements to be considered in planning absence programs.

Health and Absence Data Unrelated to Programs

There is little evidence that facts concerning health and absence have been used in developing leave provisions and health programs for teachers. Many studies have established the number and the causes of teachers' absences; a few studies have investigated the health of the teacher. Schools have accepted the responsibility to pay for absences but have failed to take many reasonable measures to prevent or reduce them. A study was needed which would relate significant facts from data about health and absence to the features of an absence program for teachers.

Programs Not Coordinated

The apparent lack of relationship between sick-leave and other programs, such as substitute teacher service,

teachers' health programs, and professional security, hardly seemed to indicate comprehensive planning by educators. A study was needed which would indicate the relationships of these programs.

Sick Leave Inadequately Defined

The definition of sick-leave has been a confusing element. By common practice such programs have included both planned and unplanned absences of all kinds, of both short and long duration. In other fields of work sick-leave has meant an absence for personal illness. It has not been possible to formulate one program which would take care of all absences and serve all functions equally well. There was need to identify which absences should be included in the teachers' absence program, and what type of program would achieve the purposes intended.

The Plan of Research

The Problem

The question was, "What constitute reasonably valid guiding principles for the establishment of emergency absence programs for teachers and how may they be developed?" The purpose of the study was actually to develop such principles. It was not deemed desirable to identify common practice as necessarily being the most desirable; therefore, it seemed most appropriate to obtain the opinions of qualified

persons concerning the purposes and features of the absence program as the basis for the principles. It was believed, also, that the reasonableness of the validity of such principles would be more evident if they were compared to available information about teachers' health and absences and also laws, policies, and regulations for the operation of absence programs.

Assumptions

The validity of the principles depended primarily on the qualifications of the judges to make the decisions needed. It was assumed that the method for selection of judges would identify the persons most capable of making the judgments.

Delimitations

Only unplanned absences of short duration, identified as emergency absences, were the primary interest in the study. Other absences, however, could not always be excluded.

Definitions of Terms

"Absence" refers to not being present or a failure to report for work when scheduled. An adequate definition of absence includes a minimum and a maximum time limit. This can be found below under "tardy" and "leave."

"Emergency absence" is the failure to report for

work due to sudden and unforeseen occurrences which necessitate immediate administrative action. Emergency absences are identified, also, as unplanned absences.

"Guiding principles" mean a series of statements of purposes and essential elements which may be used as a guide in the development of local programs for emergency absences.

"Health" refers to both physical and mental health.

"Health program" is a planned activity of health examinations and other health services to maintain a high level of good mental and physical health for school employees.

"Law" is a term to mean statutes, constitutional provisions, or the regulations approved by the state board of education which have the effect of law.

"Leave" is the nonpresence of a person with the permission of some superior. Leave may extend from less than an hour to a full school year or longer. After a period of time, such as a week or two, emergency absences may be reclassified as leave or disability. Leave may also be identified as planned absence.

"Policy" means a statement of the purpose to be achieved by administrative action which has been approved by the school board, or rules and regulations for the operation of a program which have been so approved. A distinction is not made between a policy, a regulation, and a rule of operation so long as they were promulgated by the board.

"Sick-leave" describes a program which pays all or a part of the teacher's salary for almost any kind of absence which may be designated. Many reasons other than personal illness are included. Sick-leave usually includes absences of short and long duration and both planned and unplanned absences.

"Tardiness" is that period of time of nonpresence previous to the determination that an absence exists. This is arbitrarily established for each school system. Nonpresence for an hour or more frequently is defined as an absence instead of a tardiness.

"Teacher security" relates to protection from loss of earning power due to contingencies which interrupt the ability or right to teach.

The Data

Three categories of data were obtained from two kinds of sources. Information on health and absences of teachers was obtained from secondary sources in the general literature. Information concerning laws, rules, and regulations of state and local authorities about absence programs was also obtained from secondary sources in the general literature. Primary sources of original data were the responses of judges to a questionnaire on emergency absence programs.

Method and Procedure

Literature Reviewed

A review was made of all available literature dealing with emergency absence programs or related topics as the source of information on teachers' health and absence, on laws, policies, and regulations and as the basis of the questionnaire on emergency absences. The literature as referred to throughout this report means books, pamphlets, periodicals, encyclopedias, research reports, microfilms, and other printed materials available at the University of Oklahoma;¹ materials available through inter-library loan; and materials available from the source of publication. A search was made of general guides and other sources, concentrating on those over a five-year period.² This material included such publications as The Education Index, Readers' Guide to Periodical Literature, Encyclopedia of Educational Research, Review of Educational Research, Dissertation Abstracts, and Phi Delta Kappa's annual listing of Research Studies in Education. Further, review, covering particularly the same five-year period, was made of the following periodicals: American Journal of Public Health, Research Quarterly, and the Journal of Health-Physical Education-Recreation. As an additional

¹University of Oklahoma libraries contain approximately 600,000 volumes.

²Years included 1952-1957, although some sources were reviewed for years before 1952.

check on comprehensiveness of coverage of the literature, interviews were held with four staff members of the College of Business Administration at the University of Oklahoma whose special fields of teaching dealt with workers' insurance and security and personnel administration.¹ A specialist on industrial health and medicine at the University of Oklahoma School of Medicine was consulted regarding sources in that field.² A review was made of each of the items of the literature which seemed relevant to emergency absence programs for teachers.

Questionnaire Developed

Statements of the purposes and essential elements of an emergency absence program were collected from the literature reviewed and a list of questions prepared on the major aspects of the program. All of the items about which opinions were desired were included in a tentative questionnaire.

No claim was made that all aspects of the emergency absence program were included in the questionnaire, but primarily those items for which: (1) there was divergence of opinion in the literature, (2) practice was not in accord with theory, or (3) there were insufficient objective data available. The questionnaire responses were to serve as

¹Paul A. Brinker, William H. Keown, Ronald B. Shuman, and I. J. Sollenberger.

²Jean Felton.

evidence for development of guiding principles.

Suggestions and criticisms were made by the faculty and graduate students of the College of Education, University of Oklahoma. A preliminary questionnaire was prepared and mailed to 20 Oklahoma school superintendents who were known to the author, with 15 completed instruments being returned. Twenty graduate students also completed this preliminary form. A final form of the questionnaire was prepared, incorporating as many of the suggestions as seemed desirable.

The final questionnaire consisted of two parts: the first contained 9 purposes of the program; the second consisted of 24 questions, each question having from 2 to 8 prepared choices of response.¹ Major aspects of the emergency absence program were included in the questionnaire, such as purposes, employees eligible for benefits, benefits available, program development and operation, policies and regulations, substitute service, financing, and health services.

As a result of the pretesting, it was decided to use forced ranking. The directions for the questionnaire were as follows:

Rank the choices under each question as to importance, the most important as 1, the next as 2, until all choices for each question have been ranked. When choices seem of equal importance, rank them as ties.

A copy of the questionnaire has been included in Appendix A.

¹Prepared choices were also identified as items in the report of the results of the questionnaire in Chapter IV.

Judges Selected

The opinions were desired of a select group of persons who were highly qualified to make judgments concerning absence programs for teachers. A list of names was prepared of all authors of the selected literature dealing with absence programs, and reliable biographical sources used to obtain information about each author. Standards were set up to select the most qualified from this list to serve as judges for this investigation. Standards for the selection of judges were that they:

1. Must have demonstrated an interest in and familiarity with absence programs as evidenced by writing or professional reputation;

2. Must have practical experience in administering public school personnel or in college teaching;

3. Must have a thorough theoretical knowledge as evidenced by the doctoral degree or its equivalent.

Fifteen persons were identified as qualified and a letter was sent to each in which the investigation was explained and his participation invited. Thirteen of these persons agreed to become the judges for this investigation. Questionnaires were mailed to the judges and 100 per cent returns were received.

Responses Treated

The extent of agreement among judges was determined

by the Kendall coefficient of concordance (W) as given by Siegel.¹ It measures the extent of association among several sets of rankings (k) of numbers of items (N) and provides a standard method of ordering items according to consensus when there was no objective order of the items. The coefficient of concordance as given by Siegel is:

$$W = \frac{s}{\frac{1}{12} k^2 (N^3 - N) - k \sum_T T}$$

where,

s = sum of the squares of the observed deviations from the mean of the sum of the ranks.

k = number of judges.

N = number of choices or items ranked.

T = correction factor for ties, $\frac{(t^3 - t)}{12}$

t = the number of observations in a group tied for a given rank within any (k) ranking.

$\sum_T T$ = sum of T 's for all (k) rankings.

The significance of (W) may be tested by chi-square when N is larger than seven:

$$\chi^2 = k(N-1)W \quad \text{and} \quad df = N-1$$

where,

χ^2 = Chi-square

N = number of choices or items

W = coefficient of concordance

df = degrees of freedom

¹Sidney C. Siegel, Nonparametric Statistics for the Behavioral Sciences (New York: McGraw-Hill Book Co., 1956), pp. 229-39.

When chi-square equals or exceeds the table value as shown in the Table of Critical Values of chi-square, then the null hypothesis that the k rankings are unrelated may be rejected at the 0.05 level of significance.¹

The only item in the questionnaire having over seven choices was Part I. All other items had fewer choices than seven and may be read from the Table of Critical Values of s in the Kendall Coefficient of Concordance, Table R.² When s is larger than or equal to the value shown in Table R, it is significant at the 0.05 or 0.01 level of confidence as indicated. For certain items, a response was not made which was comparable to what others had given and such items could not be included in the statistical treatment of the returns.

Findings Related and Conclusions Made

Research studies and reports were selected to illustrate the general findings relating to the following major topics: health, absences, laws, policies and regulations, costs, and substitute services. A statement characterizing the information on each major topic was presented in the form of a generalization after the discussion of the topic and served as a summary for each section. These generalizations and the statements of guiding principles relating to each topic were presented in parallel columns in Chapter V.

¹ Ibid., p. 249.

² Ibid., p. 286.

By direct comparison of the generalizations and principles, the conclusions were drawn and the findings of the study identified. The conclusions about the major topics were based on the best available information and upon the responses of a selected group of judges.

Organization of the Report

Information from the literature is presented in the second and third chapters. Chapter II reviews the factual information regarding the health and absences of teachers. The practices regarding absence programs are presented in Chapter III in the form of a discussion of the status of laws, policies and regulations. The findings of the questionnaire are presented in Chapter IV. Here, guiding principles for an emergency absence program are proposed, following the presentation of the responses of the judges. Comparison is made in Chapter V of the generalizations and principles from previous chapters and the conclusions of the study presented.

CHAPTER II

REVIEW OF THE LITERATURE ON HEALTH AND ABSENCES OF TEACHERS

The present chapter is devoted to an analysis of information about health status of teachers and the number and causes of teachers' absences. Each of the two major sections, the one on health and the other on absences, is followed by a generalization of the main findings in each section. These generalizations also serve as a summary of the chapter.

Information has been presented in this section concerning the nature of health data, health defects of teachers, and the common causes of ill health. Anderson reviewed the literature on teachers' health in 1952 and reported that most research dealt with sick-leave policies and practices and few with health.¹ The paucity of research on teachers' health was as significant as the meager findings. It is significant, too, that nowhere in the literature has justi-

¹Earl W. Anderson and Walter P. Cushman, "Teacher Personnel: Teacher Health," Encyclopedia of Educational Research, ed. Walter S. Monroe (New York: The Macmillan Co., 1952), pp. 1433-36.

fication been established for the number of days allotted for teachers' sick-leave.

There were few, if any, standards for health examinations, or for reporting of absences. Absence programs should be related to health and absence data, but there was little evidence that such a relationship existed. Reports have seldom been available for absences during the summer or vacation periods, while some studies included weekends and holidays under certain conditions. All absences and ailments were often not reported, and there was no assurance that workers were absent when ill or ill when absent. Educational research data have been difficult to compare because of differences in length of the school term or work year.

Many of the studies indicated the difficulty of comparing health data and suggested that a standard system for observing, recording and reporting such information be developed. The Fourth Conference on Physicians and Schools recommended certain basic elements be included in teachers' health examinations.¹ Dr. Seward Miller of the United States Public Health Service pointed out the need for standard procedures and definitions for observing and reporting absences so that comparisons could be made.²

¹American Medical Association, Bureau of Health Education, Report of the Fourth National Conference on Physicians and Schools (Chicago: A. M. A., 1954), pp. 70-71.

²A. M. A., Committee on Medical Care for Industrial Workers, Absence from Work due to Non-Occupational Illness and Injury (Chicago: A. M. A., 1956), p. 9.

Health of Teachers

Most studies indicated that, compared with industrial and clerical workers, teachers were favored by a high level of good health, experienced no known occupational diseases or hazards, and shared with the clergy the enviable record of an occupation having the lowest death and sickness rates. It should be expected that the guardians and teachers of children have no less than optimum health. The Department of Classroom Teachers Yearbook, Fit to Teach, states the importance of health for teachers in these words:

Health is essential to efficiency of the highest attainable level in almost any line of work. It is peculiarly important for teachers, not only because of the strenuous demands of the classroom on their strength and energies, but also because teacher health is the cornerstone of any effective school health program.¹

Physical Health

Evaluation of Teachers' Health

In Fit to Teach, the opinions of 5,027 teachers, 200 principals, and 11 school physicians concerning the health status of teachers were compared. The consensus of opinions lends a fair degree of credibility to the results shown in Table 1. The only real difference in health status was that men were healthier than women. Other aspects of teachers'

¹National Education Association, Department of Classroom Teachers, Ninth Yearbook, Fit to Teach (Washington, D. C.: National Education Association, 1939), p. iii.

health, about which opinions were obtained, indicated that those teachers who were in the best of health practiced good health habits, were highly satisfied with their work, and had few absences. Teachers in the poorest health gave responses indicating a concentration of physical ailments, practiced poor health habits, were dissatisfied with their work, and had many absences. No relationship was found between the health of the teacher and geographic region, size of school, and age of the respondent.

TABLE 1
OPINIONS RELATIVE TO THE HEALTH
STATUS OF TEACHERS*

Health Status	As 5,027 Teachers Rate Themselves			As 200 Principals Rate Teachers	As 11 Physicians Rate Teachers
	Men (833)	Women (4,194)	Total (5,027)		
	Per Cent			Per Cent	Per Cent
Excellent	38.5	21.8	24.6	44.3	34.0
Good	52.0	56.6	55.8	39.5	48.2
Fair	7.9	16.6	15.2	9.9	10.1
Low Vitality	1.6	4.8	4.2	4.7	5.3
Chronic Ills	0.0	0.2	0.2	1.6	2.4

*N. E. A., Fit to Teach, pp. 17-18.

Physical Examinations

The American Medical Association recommended that health examinations be given biennially up to the age of 35

years, annually from 36 years to 60 years, and semi-annually thereafter.¹ In a survey by the Department of Classroom Teachers, instructors were requested to indicate their most recent health examinations.² For the five-year period previous to the survey, 33.7 per cent reported no examination; however, for the same period, 36.2 per cent reported more than one examination. A regular annual health examination was reported as the practice of only 12.2 per cent of the teachers. Twice as many teachers between the ages of 50 and 59, as between 20 and 24, had failed to have a health examination in the five-year period of the study.

Physical Defects

Analysis of Examinations in Nashville

Zindwer reviewed the health examinations of 843 teachers in the schools of Nashville, Tennessee, and the seven highest ranking defects were:³

	<u>Per Cent</u>
Eyes	53.8
Minor Surgery	25.4
Major Surgery	22.5
Cardiovascular	15.5
Dental	15.2
Obesity	14.9
Orthopedic	13.5

¹A. A. S. A., Health in School, p. 281.

²N. E. A., Fit to Teach, p. 53.

³Renee Zindwer, "Teachers' Health--Findings and Recommendations," American Journal of Public Health, XLIII (May, 1953), pp. 609-16. Defects did not seem to be of a comparable classification, although this was the author's listing.

He found a history of no defects in only 12 per cent of the 845 teachers examined in 1948, while 41 per cent had multiple defects. Recommendations were made for correction of health defects of 18 per cent of the teachers. Men as a whole were a healthier group than women, except for the 6 per cent who appeared to have emotional difficulties. In this group there were approximately as many men as there were women.

Analysis of Examinations in Philadelphia

A survey of physical defects of nearly 7,000 teachers in Philadelphia from 1926 to 1935 reported the following rank order of defects found:¹

	<u>Per Cent</u>
Corrected defective vision	56.3
Heart and circulatory disorders	29.1
Defects of posture and extremities	27.4
Tonsils removed	18.2
Overweight 20 per cent or more	13.1
Diseased tonsils	13.1
Nasal obstructions	12.3

Opinions by School Physicians of Health Defects

Eleven school physicians ranked the types of health disorders prevalent among teachers, and the first were found to be: digestive, nervous, heart and circulatory system, endocrine glands, respiratory, nutritional, and sense organs.²

¹N. E. A., Fit to Teach, p. 29. The seven defects or diseases listed were those ranked highest from a list of seventy-three.

²Ibid., p. 31.

The above lists of health defects pointed up the difficulty of comparing health data, while at the same time giving an indication of the most common physical defects of teachers. Zindwer identified the existence of defects, but did not indicate whether they were corrected or not. The Philadelphia report noted some defects as being corrected but did not say whether other defects had been corrected. The eleven physicians indicated the general area of health disorders instead of listing specific health defects. The only defects in health common in all the studies were found in the Nashville (Zindwer) and Philadelphia reports which listed eye defects, cardiovascular defects, and obesity. None of the three studies clearly differentiated between a physical defect and a health disorder.

Causes of Ill Health

The most frequent illnesses of teachers were the common cold and other respiratory ailments, according to the survey by the N. E. A.¹ Colds were ranked first by school physicians, administrators, and teachers as the cause of absences of instructors and as the most common health disorder. Heart trouble was 22 in frequency of mention by teachers, although by physical examinations and opinions of doctors, cardiovascular disorders ranked with nervous disorders and defective vision as the most common health fail-

¹Ibid., pp. 32-33.

ings. A survey of the school doctors on causes of poor health indicated that poor health could be controlled or modified since it was primarily due to poor health habits, general physical weakness, unfavorable home environment, and unfavorable relationships with fellow teachers.

Age as a Health Factor

Collins stated that older people had many more health disorders and of a more serious nature than did younger people. There were fewer minor ailments with increasing age, but older people required a longer period for recovery.¹ Respiratory ailments were about equal to all other causes of ill health up to about 35 years of age and decreased thereafter. Stomach disorders were less frequent after 45 to 50 years of age. Early studies by Dublin and Hart² indicated the amount of illness increased with age, and recent findings for the general population have shown that the rate and severity of illness for all causes is lowest at 20 years of age, increasing as a person grows older.³ Despite the established fact that older people had more health defects and

¹Selwyn D. Collins, Sickness Experience in Selected Areas of the United States, Public Health Monograph No. 25, Publication No. 390 (Washington, D. C.: U. S. Government Printing Office, 1955), p. 6.

²George E. Carrothers, The Physical Efficiency of Teachers ("Contributions to Education," No. 155; New York: Bureau of Publications, Teachers College, Columbia University, 1924), pp. 21-23.

³Collins, op. cit., p. 4.

were subject to more serious health disorders, the N. E. A. report revealed that older teachers had an attendance record as good as or better than that of younger teachers.¹ Carrothers reported an actual decrease in the amount and frequency of illness as teachers became older.² The difference between health status and absence due to illness would seem to indicate that the two are not directly comparable.

Mental Health

Mental or emotional health was reported to be more significant even than physical health. Zindwer found that 6 per cent of the Nashville teachers had emotional disturbances.³ Blair found 8.8 per cent of 205 teachers tested had serious maladjustments and reported higher figures from earlier studies.⁴ Hicks indicated that 17.5 per cent of 600 teachers were unduly psychneurotic according to replies to one instrument.⁵ Peck used the Thurstone Personality Schedule to identify about 33 per cent of 100 women teachers as

¹N. E. A., Fit to Teach, p. 22.

²Carrothers, op. cit., p. 25.

³Zindwer, op. cit., pp. 611-12.

⁴George M. Blair, "Personality Adjustments of Teachers as Measured by the Multiple Choice Rorschach Test," Journal of Educational Research, XXXIX (May, 1946), pp. 652-57.

⁵Frances Ross Hicks, The Mental Health of Teachers ("Contributions to Education," No. 123; Nashville, Tenn.: George Peabody College of Teachers, 1934), p. 19.

being definitely maladjusted.¹ The school medical director of New York City, Altman, stated in 1939 that about 12 per cent of 4,500 teachers of that school system were in need of psychiatric treatment, and that 1,500 should be discharged because of mental and emotional defects.² The assistant school medical director of Los Angeles suggested that a high percentage of teacher-absences of long duration, over ten days, were due to mental and emotional problems and that teachers probably have more than their share of nervous and emotional disorders.³ The Metropolitan Life Insurance Company indicated that the longest and most expensive absences for any group of workers were due to nervous ailments and that neurasthenia seemed to increase with age.⁴ The responses of 154 superintendents, 153 principals, and 11 school physicians suggested that mental and emotional irregularities and social maladjustments were believed to interfere more often with success in teaching than physical handicaps and disease.⁵ The effect of teachers' adjustment on children in

¹Leigh Peck, "A Study of the Adjustment Difficulties of a Group of Women Teachers," Journal of Educational Psychology, XXVII (September, 1956), p. 414.

²Emil Altman, "Our Mentally Unbalanced Teachers," The American Mercury, LII (April, 1941), p. 392.

³Harriet G. Randall, "Health is for Teachers Too: Los Angeles Studies," N. E. A. Journal, XL (October, 1951), pp. 34, 467-68.

⁴Anderson and Cushman, op. cit., p. 1435.

⁵N. E. A., Fit to Teach, p. 19.

the classroom was indicated in Health in Schools, where it was reported that during the 12 years of public schooling a child would probably encounter at least two seriously maladjusted teachers. The facts and implications indicated that perhaps too little attention has been given to identifying or remedying mental or social irregularities of teachers.

Generalizations from Information on Teachers' Health

1. Teachers' health is considered highly important due to the strenuous demands of the classroom and the influence of the teachers' health on the health of the student.
2. Teachers have a better level of health than any other occupational group.
3. The only significant factor which seemed to influence the level of health was that men were healthier than women. Age was not a significant factor in spite of morbidity statistics which indicated it should have been.
4. Teachers in the best of health practiced good health habits, were highly satisfied with their work, and had few absences.
5. The most common physical defects of teachers were: eye defects, heart and circulatory defects, and obesity.
6. The most common health disorders of teachers were respiratory, digestive, nervous, heart, and circulatory disorders.
7. The most common cause of illness of teachers was colds and other respiratory ailments.
8. The primary causes of poor health of teachers could be controlled or modified by proper health practices.
9. Schools did not require health examinations, nor did teachers on their own initiative obtain them as frequently as medical authorities recommended.
10. Adequate standards have not been developed for giving or recording health examinations.

11. Mental health was reported to be a serious health problem of teachers and one which received insufficient attention.

Absences of Teachers

Consideration is given in this section to the number and reported causes of absences, who had the absences, and when they occurred.

Average Annual Absences

Average Days per Teacher

The median number of days of absence for teachers was about five days per year. In Gary, Indiana, during a five-year period from 1946-52, teachers averaged 4.44 days away from school.¹ Approximately the same number, 4.3 days, was reported by the California survey of 428 school districts in 1952.² In 1933 Kuhlman reported the average annual absences to be 5.23 days for 13 cities; some cities provided absence records for several years. The range for these cities was 2.20 to 7.24 days.³ Average absence figures seemed to be fairly constant within a school system, but such variation was reported between systems that a five-day average absence for all schools was only an approximation.

¹"Gary Sick Leave Pay," American School Board Journal, CXXV (October, 1952), p. 64.

²Sick Leave Policies and Practices in California ("California Teachers Association Research Bulletin," No. 46; San Francisco: California Teachers Association, 1952), p. 4.

³Kuhlman, op. cit., p. 55.

Absence Experience of a Staff

Approximately 85 per cent of teachers' absences were for less than ten days each year. In its Research Bulletin for February, 1957, N. E. A. reported that 84 per cent of over 5,000 teachers indicated less than five days absence due to illness or accident during 1955-56, and 96 per cent had less than ten days' absence.¹ Kuhlman found 87 per cent of the 10,000 teachers included in his survey were absent 10 days or less. Seventy per cent had fewer than 6 days' absence. The 13 per cent of teachers having over 10 days absence accounted for 68 per cent of the total number of absences.² Plummer studied workers in industry for many years, and stated that 25 per cent of an employee group ordinarily caused two-thirds to three-quarters of the absences. The absence record remained somewhat the same throughout employment. Those with high rates of absence, generally, were a very discontented, resentful, worrisome group and, thus, were an administrative problem.³

¹N. E. A., Res. Div., "The Status of the American Public School Teacher," Research Bulletin, XXXV (February, 1957), p. 48.

²Kuhlman, op. cit., p. 57.

³A. M. A., Absence from Work . . . , p. 7. Plummer, who has conducted continuous studies for New York Bell Telephone Co., found that 10 per cent of 1300 women employees caused 50 per cent of the absences while 30 per cent of the employees with the fewest absences accounted for only 6 per cent. The 30 per cent of the employees with the most absences accounted for 60 per cent of the total number of absences.

Factors Related to Absences

Time of Occurrence

More absences were expected during the month of February than any other month, and on Mondays more than any other day of the week. Heinz studied those months when teachers in Lincoln, Nebraska, were most frequently absent over a five-year period and found that they had a tendency to come to a peak in February, with many absences occurring in January and March.¹ Gould found that there were 60 per cent more absences in January than in September and twice as many absences on Monday as on Thursday.² Industrial studies of absences revealed that during the weeks when payday was on Friday the weekly absences were lower than on alternate weeks when there was no payday.³

Age, Sex, and Marital Status

Married women are absent more than any other group of teachers and the youngest teachers are absent more than the oldest. According to the report by Heinz the per cent

¹Carl F. Heinz, Teachers' Leave Policies and Practices in Selected Midwestern Cities (Ed.D. dissertation, University of Nebraska, 1956), p. 70.

²Arthur Gould, "The Mental and Physical Health of Teachers with Special Reference to Los Angeles" (unpublished doctoral dissertation, University of Southern California, 1940).

³American Medical Association, Committee on Medical Care for Industrial Workers, A Syllabus on Work Absence (Chicago: American Medical Association, 1956), pp. 12-13.

of the total absences in Lincoln were as follows: Married women, 50.3 per cent; single women, 35.1 per cent; married men, 13.8 per cent; and single men, 0.96 per cent.¹ In Gary, Indiana, the best attendance record was by the 30-39 year age group, and the poorest by the 19-29 year group.² Carrothers examined the absence records in Cleveland, Ohio, for a six-year period and found a distinct tendency toward fewer absences as age increased. Older teachers had fewer absences than younger teachers, irrespective of sex or marital status. Women were absent much more than men, regardless of marital status. The highest rate of absence was for married teachers as compared with single teachers.

Grade Level

Most of the studies as to the influence of grade level show that elementary teachers were absent more than secondary. Heinz found that 39.5 per cent of the elementary teachers had perfect attendance as compared with 63.6 per cent in secondary schools.⁴ Every study available reported about twice as many absences for elementary as for high schools. Carrothers questioned whether the difference in absences for different grade levels was due to the greater

¹Heinz, op. cit., pp. 73-74.

²American School Board Journal, loc. cit.

³Carrothers, op. cit., pp. 21-25.

⁴Heinz, op. cit., pp. 73-74.

number of men in secondary schools. By considering only women teachers, he found an average absence for elementary teachers of 5.29 days; junior high, 5.08; and high school, 5.28 days. Carrothers concluded that when only women were considered there was no difference in absence for various grade levels.¹

Type of School

Gould found the variation in the number of days of absence of teachers to be highly significant among schools of the same organizational plan in Oakland, California. Junior high schools with the highest teacher absence record had four times the number of absences as the junior high school with the lowest number of absences. In the high school with the highest absence record there were three times the absences as for the high school with the lowest number of absences. Data on teacher absence for elementary schools were similar to that for junior high schools. The elementary school having the most absences had nine times as many as the one with the lowest absence record.² The California survey reported average annual teacher absences of 4.3 days for elementary schools and 2.2 days for high schools. Small schools had fewer absences than large schools, according to the California survey. The N. E. A. compared the per cent

¹Carrothers, op. cit., pp. 14-15.

²Gould, op. cit., p. 63.

of rural and urban teachers having no absences and listed 58.1 per cent of the rural teachers and 39.7 per cent of the urban teachers as having no absences. The difference here may be explained by the fact that the rural school typically was small, while the urban school was comparatively large.¹ The range of average days of absence by teachers in elementary schools was from 0.23 to 8.31 days, and in combined high school and junior college districts, from 0.75 to 4.28 days. No adequate explanation has been given for one school having many absences while another has very few.

Administrative Efficiency and Absence Regulations

One of the key factors which had an influence on absences and one which could explain the difference between school systems and between schools within a system was the operating practice of administration and the features of the absence program. Carrothers investigated many phases of teachers' absences and found no significance in the size of classes, the type of schools, the location of the school, the experience of teachers, salaries paid, or the level of teacher preparation; but he did indicate that the rules for operation of the absence program influenced the number of absences.² These rules and the attitudes of teachers so influenced the extent of absence that teachers with the most

¹N. E. A., Res. Div., "The Status of the . . . Teacher," p. 48.

²Carrothers, op. cit., pp. 66-74.

physical defects, the older teachers, had fewer absences than the younger teachers who had half as many defects.¹ Statistics of morbidity typically showed that older teachers were expected to have more absences and that the number of absences would be expected to vary by geographic area. Studies of absences for schools have not identified such a variation by geographic area.

Several studies have attempted to relate the number of absences of teachers to some causative factor. Kuhlman questioned whether the absence regulations of a school district might have an influence on the number of teacher absences. He collected the data for 13 selected cities concerning the effect of changes in regulations and concluded that liberal benefits did result in more absences.² According to Anderson studies have shown that fewer absences were experienced by supervisors, by administrators, and by teachers who had received recent promotions, and by employees who had received recent pay increases.³ It was reported by Reeder that a \$16,000 reduction in absence cost resulted from requiring teachers to sign a statement of cause of absence.⁴ An opinion by Carrothers supports the belief that

¹Ibid., p. 75.

²Kuhlman, op. cit., p. 45.

³Anderson and Cushman, op. cit., p. 1435.

⁴Ward G. Reeder, Fundamentals of Public School Administration (New York: The Macmillan Co., 1941), p. 194.

some absences of teachers were perhaps not justified. He states that sick-leave was somewhat like college class cuts with so many days allowed as a right which could be taken without giving an explanation.¹ A similar attitude in industry was reported by Miller when he wrote that ". . . the general attitude has arisen which regards paid sick-leave as a privilege, and one is stupid if he doesn't take advantage of it."² Carrothers discussed how one city initiated a health program to reduce teacher absences by a program to prevent ill health and a follow-up service on all absences. This program resulted in a saving in substitute pay of \$18,446.00.³ Caldron, however, cautioned against claims that medical or health programs would result in such spectacular savings. Based upon his 25 years of health program administration, he said that properly conducted programs would reduce absence because of illness, but only by a very slight amount. Caldron continued by saying: "The absenteeism rate in any enterprise is in direct proportion to the degree of efficiency of the management, and these rates differ in accordance with the policies of individual management."⁴ The above studies indicated that the number of

¹Carrothers, op. cit., p. 74.

²A. M. A., Absence from Work . . . , p. 14.

³Carrothers, op. cit.

⁴A. M. A., Absence from Work . . . , p. 15.

absences was influenced by administration, by the attitudes of teachers, and by the benefits and controls of the absence program.

Classification of Absences

Twenty-four ways of classifying absences were listed by The Syllabus on Work Absences; however, schools generally classified those acceptable for benefit payments by cause of the absence.¹ In Lincoln, Nebraska, 92 per cent of the absences qualified for pay benefits, and 64 per cent of the total absences were for personal illness.² Industry reported 10 to 15 per cent of the absences were occupational.³ Aebersold found that schools made little attempt to identify absences as to duty or non-duty connected.⁴ Many administrators have frowned upon absences other than for illness, and teachers were thought to report many absences as illness, when in reality they were for personal reasons.

Classification of accepted reasons for absences were listed in the Discussion Pamphlet Number 7 of the Department of Classroom Teachers⁵ and also were described by Beamer.⁶

¹Ibid., p. 3.

²Heinz, op. cit., pp. 71-72.

³A. M. A., Absence from Work . . . , pp. 9, 13.

⁴Aebersold, op. cit., p. 5.

⁵N. E. A., Department of Classroom Teachers, Teacher Leaves of Absence (Discussion Pamphlet No. 7; Washington, D. C.: N. E. A., 1948), p. 2.

⁶Beamer, op. cit., pp. 12-15.

Typical reasons for absence were: (1) personal, (2) family, (3) professional, and (4) civic. Cooke identified the typical amount of absence by cause as 85 per cent for personal illness and accident; 2 per cent, family; 4 per cent, funerals; 3 per cent professional; and 6 per cent for all other reasons. Cooke quoted Kuhlman's findings to illustrate the variation in amount of absence by cause. He noted that Kuhlman found 55 per cent absent for personal reasons, 4 per cent for family, 10 per cent for funerals, and 16 per cent for all other causes.¹ Anderson pointed out another classification of absences as follows: (1) planned absences, agreed on in advance, and (2) unplanned or emergency absences. Previous literature has shown that when this classification of absences was used, and some middle figure was arbitrarily assumed, about 80 per cent were for unplanned absences and about 20 per cent were for planned absences. Absences classified in this way were different in the nature of their causes, in the way they were handled, and the purposes which they served.

Desirability of Some Absences

Absences have been thought of as a symptom or indicator of the health and satisfaction of the staff. Several

¹Dennis H. Cooke, Administering the Teaching Personnel (Chicago: Benjamin H. Sanborn Co., 1939), p. 152.

²Anderson and Cushman, op. cit., pp. 1435-36.

physicians at the A. M. A. conference expressed the belief that a small number of absences is as undesirable as too many.¹ From their reports it may be deducted that fewer than an expected number of absences could indicate that teachers were working when ill. On the other hand, absences could be indicative of poor teacher health, low staff morale, undesirable working conditions, or inadequate regulations and programs.

The purposes of the absence program for teachers were well outlined by Zindwer: (1) the primary concern is the influence of the teachers' health upon pupils, upon the potential danger of spreading disease, upon reduced teacher efficiency, and the influence of the teachers' mental and emotional health on children; (2) school boards have, in addition to their responsibility to children, a financial interest in obtaining healthy teachers and keeping them well; (3) the teacher is concerned with fulfilling the obligation which society imposes concerning the education of children and thus recognizes the importance of maintaining an optimum level of physical and emotional fitness.²

Generalizations from Information
about Absences of Teachers

1. The average number of annual absences for all teachers in the nation was approximately 5 days.

¹A. M. A., Absence from Work . . . , pp. 3-6.

²Zindwer, op. cit., pp. 609-10.

2. Approximately 85 per cent of teaching staffs in the United States were absent less than 10 days per year.
3. A small percentage of the instructional staff of almost any school caused most of the absences.
4. More teacher-absences occurred on Monday than any other day of the week, and more during February than any other month of the year.
5. Studies of schools throughout the nation show that women had almost twice as many absences as men.
6. Married teachers had a higher rate of absence than single teachers, by a number of regional surveys.
7. Older teachers in the nation had fewer absences than younger teachers.
8. Elementary teachers had many more absences than teachers in upper grades, but there were more women than men teaching in the lower grades.
9. A great variation in the number of absences were found between schools in various regions of the same size and grade level.
10. The rules for absence benefits did influence the number of absences in a number of surveys conducted in cities.
11. A study of most surveys indicated that efficient administration did reduce the number of absences.
12. Most absences of teachers in all regions were for personal illness.
13. Absences were classified by many schools and industries in a wide variety of ways.

CHAPTER III

REVIEW OF THE LITERATURE CONCERNING LAWS, POLICIES, AND REGULATIONS FOR ABSENCE PROGRAMS

A review of policies and regulations for the control and operation of programs for absences of teachers is presented in this chapter. Information from both state laws and local school districts is included. Major sections of the chapter deal with state laws, school district policies and practices, costs of absence programs, and substitute teacher service. Generalizations from the information on each topic appear in a numerical order at the end of each major section.

Reports of State Laws concerning Teachers' Absence

General Provisions

Each of the 48 independent state systems of schools has established certain benefits for teachers, but not all have made provisions for absence benefits. Twenty-nine states had a statute or state board ruling on sick-leave as revealed by Table 2. The California Study reported there

TABLE 2
FEATURES OF STATE LAWS RELATING TO TEACHERS' ABSENCES

State	Number of Days Paid Sick Leave		Proof of Good Health Required	Coverage of Teachers by Workmen's Compensation			Years Service for Retirement Disability
	Annual	Cumulative		Mandatory	Optional	Exemption	
Alabama	a	20	-	-	X	8	10
Arizona	b	b	-	X	-	3	15
Arkansas	-	None	-	-	X	5	10 ^c
California	10	d	X	X	-	None	10
Colorado	b	b	-	X	-	4	15 ^e
Connecticut	10	60	X	-	X	5	10
Delaware	10	30	X	-	X	3	25
Florida	6	72 ⁿ	X	-	X	3	10
Georgia	fg	15	X	X	-	10	15
Idaho	5	45	X	X	-	None	10
Illinois	5	15	X	X	-	None	10
Indiana	7	60	X	X	-	None	10
Iowa	5g ^l	35	X	X	-	None	h
Kansas	-	None	-	-	X	5	15
Kentucky	10	20	-	-	X	3	20 ⁱ
Louisiana	10	25	-	X	-	None	5
Maine	a	a	X	X	-	6	10
Maryland	10	-	X	X ^j	-	None	5
Massachusetts	-	None	-	k	-	-	15 ^e
Michigan	5	200	-	X	-	8	15
Minnesota	b	b	X	X	-	None	15
Mississippi	a	a	-	-	(No Provisions)	-	10
Missouri	b	b	X	-	X	11	m
Montana	-	None	X	X ^j	-	None	10
Nebraska	-	None	X	X	-	None	15
Nevada	10 ⁿ	30 ^o	X	X	-	4	10
New Hampshire	-	None	-	-	X	5	10
New Jersey	10	d	X	X	-	None	10
New Mexico	-	None	-	-	-	None	5
New York	a	a	X	X	-	4	15

TABLE 2--Continued

State	Number of Days Paid Sick Leave		Proof of Good Health Required	Coverage of Teachers by Workmen's Compensation			Years Service for Retirement Disability
	Annual	Cumulative		Mandatory	Optional	Exemption	
North Carolina	5	-	X	X	-	5	10
North Dakota	-	None	-	X	-	None	15
Ohio	5	90	-	X	-	3	10
Oklahoma	c	c	X	-	(Not Available)	-	15
Oregon	10	50	X	X ^j	-	None	15 ^p
Pennsylvania	5	20	X	X	-	None	10
Rhode Island	-	None	X	X	-	4	20
South Carolina	5	-	X	X	-	15	10
South Dakota	-	None	X	X	-	None	15
Tennessee	9	36 ^q	X	-	X	5	10
Texas	-	None	-	X	-	3	10 ^r
Utah	-	None	X	X	-	3	10
Vermont	-	None	-	X	-	8	15
Virginia	-	None	-	X	-	7	20
Washington	a	a	-	X ^j	-	None	20 ^s
West Virginia	5 ⁿ	20	-	X	-	None	10
Wisconsin	o	30	-	X	-	3	5
Wyoming	15	30	-	X ^j	-	None	15

Sources: N. E. A., Res. Div., "Teachers in the Public Schools," Research Bulletin, XXVIII (December, 1949), pp. 148-149. Corrected according to: N. E. A., Res. Div., State Laws for Teachers' Sick-Leave (Washington, D. C.: National Education Association, September, 1955).

^aLocal board discretion.

^bRight to fix salary and make contract interpreted to include sick-leave.

^cFive years immediately prior to disability.

^dUnlimited.

^eTeacher must be under 55 years; special disability for accident.

^f1 1/4 days per month.

^gEqual number at one-half pay.

^hNo disability.

ⁱOnly if hazardous work.

^kApplies specifically to laborers and mechanics.

^lDepends on length of service.

^mNo service requirement.

ⁿMaximum days.

^o20 days in two school years; 30 days in three.

^pFive years if duty connected.

^qState matches local funds.

^rFor less than 10 years, \$50 per month disability.

^sTemporary disability payments for two years, then permanent disability only after 20 years of service.

was a measure of uniformity in state laws, but an analysis of the table shows more variety than uniformity.¹ Nine states allowed the same number of days each year and an accumulation of unused sick-leave was provided by statute in twenty states.

Absence Approved by Laws

Heinz analyzed the absences which state laws specified as being approved for sick-leave programs.² He sent questionnaires to officials in each of the 48 states and 16 of the 39 respondents indicated there were no state provisions for sick leave. The following causes and number of state laws which specifically mentioned each cause were: personal illness, 18 states; military leave, 9 states; family reason, 7 states; funerals, 5 states; sabbaticals, 4 states; personal reasons other than illness, 2 states; professional reasons, 2 states; and maternity, 2 states. Eleven states listed only personal illness as the approved cause for absence, whereas two states listed seven different causes.

State Financial Assistance

State aid did not usually include funds for teachers' absences; however, there were two exceptions. In West

¹Sick-Leave Policies and Practices in California, op. cit., p. 1.

²Heinz, op. cit., p. 42.

Virginia,¹ money was allotted to each county for sick-leave; and in Tennessee,² the state matched local funds.

Certification of Good Health

The first step in assuring healthy teachers in the classroom would be to require proof of good health before employment. Health examinations were specifically required of teachers by law in 27 states.³ A complete physical examination was required, according to a prescribed form in some states, while in others a statement from a physician certifying good health was adequate.

Workmen's Compensation

State systems to protect workers from economic distress resulting from occupational hazards frequently provided protection for many teachers. Workmen's Compensation was available to some teachers in school districts of 46 states.⁴ In 34 states the plan was mandatory for certain categories of teachers. Five of those states made it mandatory only for teaching assignments which were considered hazardous.

¹N. E. A., Res. Div., High Spots in State School Legislation Enacted in 1953 (Washington, D. C.: N. E. A., March, 1954), p. 10.

²Grace S. Wright, "Improvement of Teacher Status," School Life, XXX (March, 1948), pp. 24-26.

³N. E. A., Res. Div., "Teachers in Public Schools," Research Bulletin, XXVIII (December, 1949), p. 131.

⁴Ibid.

Workmen's Compensation was optional with each district in 10 states. All districts in 19 states had to contribute and participate in the program. In 27 states districts were exempt if there were fewer than a specified number of employees in the system; this range was 3 to 15 employees. Oklahoma was the only state in which compensation was not available for any teachers in public schools.

Teacher Retirement

Teachers' retirement systems in all states generally provided benefits for permanent disability, but did not make provisions for short term disability.¹ The qualifying condition for disability benefits in Missouri was that the teacher must be 40 years of age, and the disability must be judged as permanent. In the state of Washington payments were made for temporary disability for two years, after which benefits were continued under the condition that the teacher had completed 20 years of service in schools in the state, and the disability was permanent. Permanent disability and a specified number of years of service were found to be the most qualifying conditions to receive benefits in most state retirement systems.

Generalizations from Information on State Laws

1. About half the states had some law or regulation concerning an absence program for teachers.

¹Ibid., p. 132.

2. Approximately one-third of the states had a statute providing for accumulation of unused sick-leave.
3. Personal illness was listed in about one-third of the states' laws, and was the most common specified cause of absence.
4. State financial aid was seldom provided for absence programs.
5. Health examinations were required of teachers in practically all states at some time during employment.
6. Most states required school districts to participate in a Workmen's Compensation plan for at least some teachers.
7. Nearly all state retirement systems had provisions for permanent disability, but rarely did they provide for temporary disability.
8. Little consistency was found as to the content of state laws or the source of control of state features.

School District Policies and Regulations for Sick-leave

General Provisions

Many urban school districts provided 10 days annual sick-leave at full pay and an accumulation to a maximum of 30 days.¹ Large cities generally provided more days, and for a greater number of causes of absence, than did small cities. Schools in the same geographic area had similar benefits.

¹N. E. A., Res. Div., "Teacher Personnel Practices, Urban School Districts, 1955-56," Special Memo (unnumbered series; Washington, D. C.: N. E. A., June, 1956), pp. 1-3.

Findings of General Surveys

N. E. A. in 1952, Urban Districts

The N. E. A. reported a survey of sick-leave practices in 1,613 school districts.¹ Some type of program was indicated by 98 per cent of the districts. In 95 per cent of the districts full pay was given teachers for at least a few days absence. The median number of days of annual sick-leave at full pay was eleven days. Unused days of annual sick leave were allowed to accumulate from year to year in 85 per cent of the schools, but not all schools gave full pay for these accumulated days. Sick-leave with full pay for one or more days was reported by 67 per cent of the school districts in 1931, 78 per cent in 1941, and 95 per cent in 1951.

N. E. A. in 1956, Urban Districts

A survey by the N. E. A. revealed an increase in percentage of urban school districts giving full pay for sick-leave, from 95 per cent in 1952, to 98 per cent in 1956.² The median number of days had dropped from 11 days to 10 days. Some sick-leave was allowed to accumulate at full salary in 91 per cent of the districts in 1956, but in only

¹N. E. A., Res. Div., "Teacher Personnel Procedures, 1950-51 . . .," pp. 52-58.

²N. E. A., Res. Div., "Teacher Personnel Practices, Urban School Districts, 1955-56," Special Memo, pp. 30-33.

85 per cent of the districts in 1952. The median number of days accumulation in 1956 was 30 days.

N. E. A. in 1956, Large Cities

General Practices

A survey of sick-leave was made by the N. E. A. of 421 school districts over 30,000 in population.¹ The provisions were listed for each of the 400 districts for which responses to the inquiry were made. Sick-leave was granted in 98 per cent of the districts at full salary. The median number of days allowed at full pay was 11.8 days. Cumulative sick-leave plans were in effect for 94 per cent of the school systems reporting. An observation and tally of the maximum number of days which were allowed to accumulate revealed a concentration at 30, 60, and 90 days, but the variation in practices precluded identifying a typical provision. Cumulative sick-leave plans in districts with populations over 30,000 increased fourfold from 1930-31 to 1955-56. Most of this increase occurred in the decade after World War II.

Brief Absences

These large cities had generally increased the number of causes for absences which the school board would

¹N. E. A., Res. Div. and American Association of School Administrators, Leaves of Absence Regulations for Teachers, 1955-56 ("Educational Research Service," Circular No. 7; Washington, D. C.: N. E. A., 1956).

accept.¹ Short term absences approved by 383 school districts were: death in immediate family, 94 per cent; attending educational meetings, 69 per cent; visiting other schools, 66 per cent; illness in immediate family, 63 per cent; court summons, 47 per cent; jury duty, 40 per cent;² military duty, 37 per cent; religious holidays, 36 per cent; and miscellaneous reasons, 19 per cent. Thirty-two respondents indicated that although reasons other than for personal illness were approved a deduction was made from the individual's sick-leave allowance.

Texas Sick-leave Survey in 1954

The Texas State Teachers Association surveyed the schools of that state and reported on the sick-leave programs in 900 districts.³ A sick-leave policy was reported by 88 per cent of the districts which was a 10 per cent increase in two years. Full pay for some days was provided in 82 per cent of the districts for a gain of 19 per cent in two years. Five days annual leave was allowed by 47 per cent, and

¹Ibid., pp. 7-11.

²Fifteen school districts reported that teachers were exempt from jury duty. The nature of teaching may be cause to disqualify or exempt teachers from duty according to the N. E. A., Res. Div., "The Legal Status of the Public School Teacher," Research Bulletin, XXV (April, 1947), p. 61. Teachers are exempt from jury duty by law in all but 12 states.

³Teacher Leaves of Absence Practices in Texas Public Schools (Austin: Texas State Teachers Association, July, 1954), pp. 1-8. (Processed.)

accumulation of leave in 35 per cent of the districts. About one-third allowed 30 days or more of unused leave to accumulate. Sick-leave for personal illness, with no loss of pay to teachers, was provided by 72 per cent of the districts. Leaves of absences, usually without pay, were approved for the following causes: maternity, 34 per cent; study, 32 per cent; and travel, 9 per cent. The gains reported gave indication of a great increase in sick-leave benefits for Texas teachers.

To indicate the variation of sick-leave provisions between states when the Texas laws were compared to those in California, it was found that California allowed 10 days leave annually at full pay and unlimited accumulation.

Findings of Special Surveys

Milwaukee Schools Survey of Fringe Benefits in Fifty Large Cities in 1955

A survey of fringe benefits allowed in 50 cities of over 100,000 population was made by Milwaukee Public Schools.¹ The benefits reported by the cities included in this survey covered such items as health insurance, premiums and sick-leave. Group contracts for Blue Cross or similar insurance were available in 97 per cent of the cities; Blue Shield, or an equivalent plan, in 80 per cent. Premiums were paid by

¹Milwaukee Public Schools, Report on Certain Fringe Benefits in Cities over 100,000 (Milwaukee, Wisconsin: Office of the Superintendent, May, 1955). (Processed.)

payroll deductions in 90 per cent; the school board paid no part of the premium in 92 per cent. Group contracts for health insurance were available for employees in 72 per cent, with a portion of the premiums paid by the board, and 32 per cent made payroll deductions. Annual sick-leave of ten or more days was allowed by 72 per cent and unused sick-leave was allowed to accumulate 90 days or more by 82 per cent. Special benefits for compensable disease or injury were provided in addition to, or as a supplement to, sick leave in 58 per cent of the cities.¹ Generally the fringe benefits of large cities were more comprehensive in coverage than benefits provided teachers in small cities.

N. E. A. Survey of Insurance and Health in Cities over 30,000 Population in 1956

Insurance and health protection for teachers was the subject of another N. E. A. survey.² The percent of 426 districts which reported insurance provisions were as follows:

	<u>Per Cent</u>
Hospitalization	96
Surgical	87
Health	83
Accident	81
Liability	41
Life	38
Other Insurance	4

¹Some of the cities failed to respond to all questions.

²N. E. A., Res. Div. and American Association of School Administrators, Insurance and Health Protection for Teachers ("Educational Research Service," Circular No. 5; Washington, D. C.: N. E. A., 1956).

All types of insurance, except personal liability, were most often paid by the teacher. Personal liability was generally paid by the district. The practice was rarely reported of sharing the cost of insurance between the school district and the teacher.

Health examinations of teachers were required in 74 per cent of 299 districts responding to this part of the survey. They were optional with the teacher in 7 per cent, and they were not required by 19 per cent.¹ The interval between examinations in the 221 school districts in which they were mandatory was: annual, 31 per cent; semi-annual, 16 per cent; for intervals longer than two years, 25 per cent; and at the time of employment in 14 per cent. In about half of the districts, the teacher paid for the examination, but the teacher selected her own physician. It is assumed, although the report did not so indicate, that teachers paid for health examinations because they used their own physicians. Chest X-rays were required by 78 per cent of the districts, were optional with the teacher in 17 per cent, and were not provided in 5 per cent. Of the districts requiring X-rays, 47 per cent required them every year, 21 per cent every two years, and 27 per cent at longer intervals. That the state regulations influenced the requirement for chest X-ray was indicated by the consistency of replies from certain states.

¹Ibid., p. 50.

Aebersold Survey of Health Examinations in Southern States in 1954

School district requirements for health examinations in 606 Southern Association schools were surveyed by Aebersold. He found that one-third of the schools required some type of an annual physical health examination while one-fourth reported that a health examination was never required. Few schools required that teachers take measures to remedy defects or ailments identified by such examinations. Aebersold reported that apparently few of the schools surveyed attempted any supervision of teachers' health or health practices.¹

Evansville Schools Survey of Health Examinations in Seventy-nine Large Cities in 1953

Policies regarding physical examinations of school employees in 79 cities of 100,000 population or larger was surveyed for the Evansville Public Schools.² Pre-employment health examinations were required in 84 per cent of these schools and by the school physician in 46 per cent. The school paid for 47 per cent of the pre-employment examinations. The average cost of such examinations could not be determined, but the range was from \$1.50 to \$7.00. No examination was required after employment in 24 per cent of the

¹Aebersold, op. cit., p. 4.

²Evansville Public Schools, School Employee Examination (Evansville, Indiana: Department of Health, Physical Education, and Special Education, 1953). (Processed.)

schools while 14 per cent required annual examinations and another 19 per cent required them every three years. A school physician gave the examination in 54 per cent of the schools and a personal physician in 14 per cent. The cost of periodic examinations were paid by 79 per cent of the schools.

There was a great variety of answers to the question of how much cumulative leave was allowed in these 79 cities. The most common allowance was 72 days in 13 per cent of the schools. Leave of absence for one year because of ill health was granted by 24 per cent of the districts and for two years by 8 per cent.¹ After a leave for sickness a statement of good health was required by 83 per cent of the districts, and 39 per cent required an examination by the school physician. Replies to the question on policy regarding neurotic teachers revealed that this was a major issue which few if any had resolved. Psychiatric examinations were required by 54 per cent of the schools, and 73 per cent granted a leave of absence for psychoneurotic ailments. Only 9 per cent of the cities said they did anything to help correct the neurotic conditions of the teachers.

N. E. A. Survey of Health Services in Urban Schools in 1952

Health services provided by a sample of school districts throughout the United States having 2,500 population

¹In this survey sick-leave meant a leave of absence for sickness or ill health.

and larger were shown in the N. E. A. survey of 1952.¹ Teachers were provided health services without charge in the 1,615 districts as follows: official cooperation in maintaining a group hospital plan, 64 per cent; services of a school nurse, 47 per cent; official cooperation in maintaining a group health insurance plan, 42 per cent; thorough physical examination, 30 per cent; advisory service from the school physician, 12 per cent; and miscellaneous services, 8 per cent.

New York City Survey of Certification of Cause of Absence in Large Cities in 1955

Thirty-nine members of the American Association of Examiners and Administrators of Educational Personnel returned a questionnaire to the New York City Board of Education concerning days of absence allowed teachers without a physician's certificate, which was identified as self-treatment.² Reports from these school systems, all having approximately 500,000 population, indicated that three, five, or seven consecutive days were often the limit without a certificate from a physician. The average number of days allowed for self-treatment was 5.5 if the extremes of thirty days and unlimited number of days were disregarded. The

¹N. E. A., Res. Div., "Teacher Personnel Procedures, 1950-51 . . .," p. 52.

²New York City, Division of Personnel, Report on Questionnaire concerning Excuse of Absence Self-Treatment (New York: Board of Education, 1955). (Processed.)

self-treatment plan was reported as satisfactory in 24 of the 39 school systems reporting.

Analysis of N. E. A. Report of Absence Policies
in Sixty-nine Cities in 1953

Limitations of Analysis

In attempting to further identify the absence practices of local school districts, an analysis was made of the written rules of 69 cities of over 100,000 population. The N. E. A. collected and duplicated these rules verbatim in 1953.¹ The shortcomings of an analysis of such rules must be recognized: (1) the extraction of a part of the rules of operation may not provide proper understanding of that part out of its normal context, (2) all of the rules related to the problem of teacher absences may not be contained or be available in the section provided for the use of N. E. A., and (3) there may be either misinterpretation of the rules available or the rules may not accurately describe the practices. It is believed that these rules do characterize the types of practices generally found.

Nature of Absence Policies

The purpose of the absence program was stated in the rules of only three of the sixty-nine cities. The purpose

¹N. E. A., Res. Div., Schoolboard Rules Governing Sick Leave for School Employees (Washington, D. C.: N. E. A., June, 1953). (Processed.)

identified by the rules of Denver, Colorado, was to give reasonable protection to employees and to the district so that employees would not be compelled to work when it was unwise to do so. The purpose given by the schools of Houston, Texas, was to stimulate better care of personnel health and provide additional security for personnel. The stated purpose in Flint, Michigan, was to provide for absence from work for personal illness sufficiently severe to make the employee's presence at work detrimental to students, himself, or his fellow workers.

Rules for the other cities generally seemed to concentrate on the topic of pay allowed during absences and the amount of time allotted. It was noted that some cities required two or three pages to list all the stipulations of the absence program while other cities covered the topic in a short paragraph. Considerable variation was evident in the absence rules.

Twelve ways of identifying who should receive the benefits were found in rules of 61 of the cities, but in eight cities this essential item was completely omitted. The ways of identifying employees eligible for absence program benefits were as follows:

1. Regular or short term employees
2. Full time or part time employees
3. School term or calendar year
4. Teachers or non-teachers

5. Certificated or non-certificated
6. Board appointed or otherwise hired
7. Instructional or non-instructional
8. Educational or non-educational
9. Contracted or non-contracted
10. Temporary or permanent
11. All employees or certain class of employees
12. Specific workers or general class of employees

Many of the cities used combinations of the above dichotomies, but there was little uniformity as to which identification was primary and which was secondary.

There was little consistency in the ways absences were classified. The following list represents the ways absences were identified for benefits in one or more schools:

1. Sickness or non-sickness
2. Planned or unplanned
3. Accident or non-accident
4. Short term or extended absence
5. Sick leave or leave of absence
6. Contagious or non-contagious disease
7. Personal or family
8. Specified causes or general causes
9. Duty connected or non-duty

Some of the causes of absences listed were: personal illness, accident, death, family emergency, quarantine, personal business, wedding, court summons, transportation failure,

other catastrophies, and other approved causes. Many specific reasons for approved absences were given in some rules, while other rules were very general. The definition of "family" varied from no definition to eight or ten relationships.

Content of Policies

A few of the rules included all of the following items:

1. The purpose or purposes of the absence provisions.
2. A clear specification of who is entitled to the provisions of the absence program and any exclusions from it.
3. The general classification of absences and specific causes acceptable.
4. The days allowed, when available, and how they are disposed of.
5. Pay allowed and how calculated.
6. Provisions for special consideration for extended absence or special causes.
7. Process to be followed in case of absence and records to be processed.
8. The method of certification and implications of excessive absence or questions of abuse.
9. The availability of other programs related to absences and the relationship to the absence program.

Guides from the Literature for Development
of Policies and Regulations

Principles of Development

The N. E. A. lists six general principles as a guide

in forming policies.

1. Constructive measures should be taken to keep at a minimum the amount of absence due to ill health (a) by testing physical fitness when teachers are selected and periodically thereafter, and (b) by maintaining healthful working conditions in schools.
2. The conditions under which leave of absence with pay may be granted should be clearly and definitely stated.
3. The remuneration of absent teachers and the number of days during which such remuneration may be received should be determined by a consideration of (a) lengths of absences among teachers for various reasons in the local school system, (b) the financial ability of the system, and (c) current practice in other communities.
4. Some financial protection should be provided against long attacks of illness when the teacher's economic security is most endangered by loss of income.
5. The plan for allowing leaves of absence should be safeguarded against abuse.
6. The education of pupils during the absence of regular teachers should be safeguarded by providing trained, capable, and well paid substitute teachers.¹

A similar set of principles was listed in Administering a Sick-leave Program for School Personnel.² Kuhlman also proposed criteria for the most desirable sick-leave program as follows: (1) should be well defined, (2) should be simple in operation and facilitate administration, (3) should have some basic uniformity, (4) should be flexible to care for special needs, (5) should protect the teacher, the school district, and the child, and (6) should improve future provisions of the program.³

¹N. E. A., Res. Div., "Teacher Personnel Procedures, 1950-51 . . .," p. 55.

²A. A. S. A., Administering a Sick-leave Program . . . , pp. 22-23.

³Kuhlman, op. cit., p. 46.

Types of Programs and Absences

Absence programs generally may be identified as the type providing allotted days or as those with unlimited days of sick-leave. Frequently some maximum benefit is placed on the unlimited plan. Also the benefits may vary according to whether the absence is planned or unplanned.

Five types of absence programs were identified in "Teacher Personnel Procedures, 1950-51," as follows:

1. Sick-leave with full salary for not more than a specified number of days per year, (a) noncumulative or (b) cumulative.
2. Sick-leave with part salaries (full salary less pay of substitute, half salary, or other fraction) for not more than a specified number of days per year (a) noncumulative or (b) cumulative.
3. Sick-leave with full salary for a certain period, plus additional days at part salary, for not more than a specified number of days per year (a) noncumulative or (b) cumulative.
4. Sick-leave as described in classes one, two, or three, with the provision that the number of days of leave varies in terms of the teacher's length of service.
5. Sick-leave at full or part salary for an indefinite number of days, the number of days depending largely on the merits of the individual case.¹

Weber included the above five types and one additional in his classification of seven types of plans.² The additional type provides no pay for the first few days and unlimited days at full or part pay thereafter.

¹N. E. A., Res. Div., "Teacher Personnel Procedures, 1950-51 . . .," pp. 54-55.

²Clarence A. Weber, Personnel Problems of School Administrators (New York: McGraw-Hill Book Co., 1954), p. 193.

Generalizations from Information on School
District Policies and Regulations

1. Almost all schools in the nation allowed some absences at full pay and an accumulation of unused days. The most common provisions were 10 days at full pay annually with unused days to accumulate to 30 days.
2. Large cities generally provided more comprehensive fringe benefits and allowed more liberal absence benefits than small cities.
3. There has been a significant increase during the last decade in the number of schools which allow accumulation of absence benefits.
4. The most frequently approved cause of absence in sick-leave programs was personal illness. A variety of other causes approved ranged from funerals, the second in frequency, to religious holidays.
5. There was a noticeable difference in absence provisions between schools in different states.
6. Many types of group insurance were made available to teachers by district cooperation in administering such plans, but few districts shared the costs.
7. Health services provided teachers included physical examinations, services of a school nurse, and advisory service of the school physician.
8. Health examinations were required at some time during employment by three-fourths of the schools. The cost of about half of these examinations was paid by the school district.
9. About half the schools of the nation required annual chest X-rays of teachers.
10. Three to five days absence was generally allowed teachers without requiring a physician's certificate as to cause of absence.
11. Nine elements were identified in written absence policies, but few policies contained all the elements.
12. There was little consistency between policies of different cities and very few policies identified the purpose of the absence program.

Costs of the Absence Program

One of the reasons for not providing increased benefits during teachers' absences was that the costs would be too great. A survey of the costs of absence in California in 1952, when the state minimum program allowed 10 days annually at full pay and 40 days minimum accumulation, revealed the cost to be approximately one per cent of instructional salaries.¹ In California elementary districts the cost was 1.41 per cent of the instructional budget and in junior college districts it was 0.37 per cent. Calculations of the cost, based on the number of teachers, ranged from \$25.80 per teacher in high schools to \$57.30 per teacher in elementary schools. Heinz found the cost of absences in Lincoln, Nebraska, for a five-year period was 1.16 per cent of instructional costs. The average cost per teacher during this period was \$42.35. In Lincoln the number of days granted for absences was 10 days per year at full pay annually and accumulation to a maximum of 90 days.²

The studies mentioned above indicate that accurate estimates of costs can be made if adequate records of absence are kept. Such information becomes extremely valuable for budgetary purposes because it is desirable to predict with

¹Sick-Leave Policies and Practices in California, op. cit., pp. 5-7.

²Heinz, op. cit., pp. 77-78.

reasonable accuracy the cost of the absence program.

Generalizations from Information on Costs of Absences

1. Absence programs were reported to cost about one per cent of the instructional budget.
2. The cost of an absence program can be accurately predicted if adequate absence records are available.

Substitute Teacher Service

Effective Service

A study was made by the N. E. A. in 1954 of the ways which substitutes can work effectively with regular teachers.¹ One of its concluding statements was that few schools seemed to have taken the first steps toward effective utilization of substitute teachers.² The limited amount of work and limited pay was generally not enough consideration to create a feeling of being essential to the instructional program. The average service was 28.6 days and the average annual income for substitute teachers was \$476.00.³ In the majority of schools the substitute had no contract and received only a per diem wage. Usually the wage was the same for all service regardless of training and experience. The availability of a person was first in importance in determining who would be called for service. These conditions of

¹N. E. A., Res. Div., "Substitute Teachers in the Public Schools, 1953-54," 55 pp.

²Ibid., p. 54.

³Ibid., pp. 18-19.

employment would not seem to be conducive to effective substitute service. They may help explain why a shortage of qualified substitutes was reported in 38 per cent of the elementary schools and 58 per cent of the secondary schools.¹

The factors which 2,892 substitute teachers reported as interfering most with effective substitute service was reported in the N. E. A. survey.² The failure of the regular teacher to prepare adequate lesson plans was most frequently mentioned. The second item in order of frequency of mention was the shortness of advance notice before service was required. The substitutes indicated they were given very little personal information about the students they were to teach. Over one-fifth of the substitutes believed their effectiveness was reduced because they were not informed of the school schedule and regulations. Many of the factors which the substitutes listed as reducing efficiency could have been improved, but few schools seemed to have a program which was planned to improve substitute teacher service.

Pay of Substitutes

One of the significant factors relative to effective substitute service was the low rate of pay. In the N. E. A. report, the average per diem wage was \$12.21, or 56 per cent

¹ Ibid., p. 35.

² Ibid., p. 25.

of the salary of the regular teachers.¹ A survey in 1955 of substitute pay for 25 cities in the Great Plains area revealed an average per diem wage of \$13.29 for substitutes with a bachelor's degree.² Substitutes without the degree received \$1.00 less and those with a master's degree \$1.00 more. A survey for the Houston Public Schools of 49 large cities throughout the United States reported average pay for substitutes was \$14.80.³ A Houston survey two years earlier indicated a mean of \$12.87 for substitute pay. This was an increase of \$1.00 each year in per diem pay for substitute teachers.

Most of the cost of an absence program was the pay for substitute teachers. In 40 per cent of the schools surveyed the substitute's pay was deducted from the wages of the regular teacher under at least some conditions.⁴ Little justification was found for this practice of wage splitting.

Many of the specific problems relative to substitute teachers could be solved by planning for substitute service as thoroughly as for regular service. The studies reviewed

¹Ibid., p. 18.

²Sioux Falls Public Schools, Report of Employment Practices of Substitute Teachers in Selected Schools (Sioux Falls, South Dakota: Public Schools, November, 1955). (Processed.)

³Houston Independent School District, Day-by-day Substitute Pay in Fifty Largest Cities (Houston, Texas: Independent School District, October, 1956). (Processed.)

⁴N. E. A., Res. Div., "Substitute Teachers in Public Schools, 1953-54 . . .," pp. 18-19.

gave indications that substitutes were not receiving wages and working conditions comparable to those of regular teachers, or that such benefits as were provided were commensurate with their training and experience.

Generalizations from Information
on Substitute Teacher Service

1. Substitute teacher service has not been adequately planned to obtain the highest quality of service.
2. Substitute teachers generally have not been treated as vital members of the instructional force.
3. Most cities pay all substitute teachers a flat rate daily wage which is about half the pay of the regular teacher.
4. Most substitutes are on call for daily service and have no contract or guaranteed amount of work.
5. There is little justification for deducting any part of the pay for substitute teachers from the salary of regular teachers.

CHAPTER IV

JUDGES' OPINIONS ON PURPOSES AND ESSENTIAL ELEMENTS OF THE EMERGENCY ABSENCE PROGRAM

The basis for formulating principles to serve as a guide to school systems in the establishment and operation of programs was determined by the agreement of the judges in response to twenty-five questions. The responses were gathered by use of a questionnaire. The judges were asked to rank their choices on each question and a statistical treatment allowed comparisons to be made.¹ The process of selecting the thirteen judges qualified to make decisions regarding emergency absence programs was explained in Chapter I.²

The rankings by the judges are combined for each choice as presented in Tables 3 to 22. Items are arranged in order of rank with 1 being the highest. The Kendall Coefficient of Concordance (W) was used to determine the agreement among judges. The agreement was very significant when the coefficient could be accepted at the 0.01 level of

¹The statistical treatment is explained on pp. 22-23.

²Pp. 20-21. A list of the judges is included in Appendix B.

confidence. Other questions were included when the judges' rankings were significant at the 0.05 level of confidence. Discussion of questions and the judges' rankings have been omitted when there was not significant agreement concerning the ranking of items and such questions were not used in formulating the principles. Guiding principles are proposed along with the discussion of questions and a summary list of principles is given at the end of the chapter.

Responses of the Judges and Formulation of the Guiding Principles

Questionnaire Responses concerning Purposes, Part I

The one question of Part I was "What should be the purpose of the emergency absence program?" The rank order of importance of the 9 statements of purpose are listed below. The rank was determined from the mean of the rankings for each item as given in Table 3.

1. To protect the health of the child.
2. To assure a healthy teacher in the classroom.
3. To minimize interruptions to the regular instructional program.
4. To improve the morale of the school staff.
5. To provide a plan which is fair to teachers.
6. To make teaching more attractive as an occupation.
7. To have a systematic and consistent plan for handling absences.
8. To provide economic security for teachers.

9. To better equalize the competition for capable workers.

TABLE 3

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART I, CONCERNING PURPOSE OF THE
EMERGENCY ABSENCE PROGRAM

Rank of Items*	Number of Judges Ranking Each Choice									Mean of Rankings
	1st	2nd	3rd	4th	5th	6th	7th	8th	9th	
1(a)	5.5	3.0	1.5	-	.5	.5	1.0	-	-	2.4
2(b)	1.5	8.0	1.5	-	-	-	-	1.0	-	2.5
3(c)	3.0	-	2.0	3.0	-	2.0	.5	.5	1.0	4.1
4(d)	-	1.0	1.0	2.5	4.0	2.5	1.0	-	-	4.8
5(f)	1.0	-	1.0	2.0	2.0	3.0	1.0	1.0	1.0	5.3
6(i)	-	-	2.5	1.5	1.5	2.5	2.5	1.5	-	5.5
7(e)	1.0	-	1.0	.5	3.5	-	3.0	3.0	-	5.7
8(h)	-	-	1.0	1.0	.5	.5	3.5	2.5	3.0	7.0
9(g)	-	-	.5	1.5	-	-	.5	3.5	6.0	7.8

*Arranged in rank order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

The agreement of the 12 judges on the 9 items of Part I was 0.444 as calculated by Kendall's Coefficient of Concordance (W).¹ A Chi Square value of 42.624 for this W

¹Siegel, op. cit., pp. 229-39. The value of W has a range of 0 to 1.

shows strong agreement at the 0.001 level of confidence.¹ The mean of choices five, six, and seven were clustered within half a rank and were reversed in order on the retest.

A strong indication is given by the first two items for a health program as a prerequisite to, or as an essential part of the absence program. The first three items give an indication of the need for a preventive approach to the health program rather than a remedial program for absences. Item 4 would suggest the need for cooperative development and operation of the health program rather than a program of inspection. The group of items, 5, 6, and 7, would suggest that some fair plan for allowing needed absences should be provided. The judges apparently did not feel that one of the primary purposes of the absence program was to provide security for teachers.² The frequent claim that teachers should receive work benefits comparable to workers in other fields is not supported by item 9.

PRINCIPLE I: A school district should indicate in its emergency absence regulations that the primary purpose is to protect the health of the child by having a healthy teacher in the classroom.

¹Ibid., p. 236. Values of Chi Square must equal or exceed those of Table C on p. 249 at the level of significance accepted.

²Parr commented, "So far as I am concerned, sick-leave is a form of insurance--no more, no less. One can attach a variety of other concerns to it, but the primary concern is the insurance function." Re-test Questionnaire received June 19, 1957.

Questionnaire Responses concerning
Essential Elements, Part II

Question 1

"What employees should receive benefits?" The agreement of the 13 judges on the 3 items of question 1, as calculated by Kendall's Coefficient of Concordance (W) was 0.479. A Chi Square value of 12.454 shows strong agreement at the 0.01 level of confidence. The judges would include "all employees" in the absence program. The second item in rank specified only professional employees. An absence program only for classroom teachers was last in order of the three choices. The judges seemed to feel that if any absence program was to be provided that all employees should have equal consideration. Rankings are shown in Table 4.

TABLE 4

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS OF
PART II, QUESTION 1 CONCERNING WHO SHOULD
RECEIVE EMERGENCY ABSENCE BENEFITS

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(c)	11	-	2	1.3
2(b)	-	13	-	2.0
3(a)	2	-	11	2.7

*Arranged in rank order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

Question 2

"What condition of employment should determine eligibility for benefits?" Table 5 indicates the ranking. The agreement of the 13 judges on the 4 items of question 2 as calculated by Kendall's formula for W was 0.226. Chi Square was 8.814 which was significant at the 0.05 level of confidence, but not at the 0.02 level. The rank order of items was as follows:

1. All full time employees, including contracted and others.
2. All regular employees, both full time and part time.
3. Only full time contracted employees.
4. All employees.

TABLE 5

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS OF
PART II, QUESTION 2 CONCERNING WHAT CONDITION
OF EMPLOYMENT QUALIFIES FOR BENEFITS

Rank of Items*	Number of Judges Ranking Each Choice				Mean of Rankings
	1st	2nd	3rd	4th	
1(b)	3.5	6.5	3.0	-	1.96
2(c)	5	4	3	1	2.0
3(a)	1.5	2.5	4.5	4.5	2.9
4(d)	3	-	2.5	7.5	3.1

* Arranged in rank order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

Judges indicated that the amount of time worked was more important than the type of work performed. Teachers as contracted employees would receive only slight preference in receiving benefits over temporary workers employed for only a few hours of service. All regular employees should receive benefits, according to the judges.

PRINCIPLE II: An absence program should provide comparable absence benefits for all regular employees.

Question 3

"What should be the policy for approval of emergency absence claims?" The decision of the judges was not significant at the 0.05 level as to whether all unplanned absences should be approved as a general category by a definition of emergency, or whether each cause of an absence which would be approved should be separately specified. A guiding principle is not proposed for responses which are below the 0.05 level of confidence.

Question 4

"What should be the justification for the number of days which should be allowed for emergency absences?" The agreement of the 13 judges on the 4 items of question 4, where χ^2 equals 561.50, was significant at the 0.01 level of

confidence.¹ The rankings are shown in Table 6 for the four items:

1. The purposes of the program.
2. The number of days coverage considered adequate.
3. Satisfaction with past experience.
4. The money available.

TABLE 6

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS OF
PART II, QUESTION 4 CONCERNING JUSTIFICATION
OF DAYS ALLOWED

Rank of Items*	Number of Judges Ranking Each Choice				Mean of Rankings
	1st	2nd	3rd	4th	
1(c)	10.5	1.5	1	-	1.3
2(d)	2	9	2	-	2.0
3(a)	-	2	6.5	4.5	3.2
4(b)	.5	.5	3.5	8.5	3.5

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

School districts should decide what should be the purpose of the emergency absence program as the basis for determining the cost. "Adequacy of coverage" in item 2 also requires a

¹Siegel, *op. cit.*, p. 286. A table of critical values of χ^2 permits the determination of level of confidence without calculation of W or Chi Square. The values are the same by either method. Values of χ^2 must be equal to or greater than that shown in Table R.

judgement of adequacy. Of less value in establishing costs should be reliance on past experience and the money available.

PRINCIPLE III: The purpose of the emergency absence program should be stated and the number of days allowed with pay benefits should be justified on the basis of achieving that purpose.

Question 5

"What should be the rate of pay for employees during approved absences?" The agreement of the 10 judges on the 8 items of question 5, as calculated by Kendall's Coefficient of Concordance (W) was 0.426. A Chi Square value of 29.82 shows there was strong agreement at the 0.01 level of confidence. Table 7 shows the ranking for the eight items:

1. Full pay for a limited number of days, reduced pay for a limited number of additional days.
- 2.5. Full pay for a limited number of days, reduced pay for all additional days.
- 2.5. Full pay for a limited number of days.
4. Reduced pay for a limited number of days.
5. Full pay for all days.
6. An arbitrary amount of reduced pay for all days.
7. A pay reduction in relation to the cost of the substitute.
8. A scale of reductions based on the number of absences.

The responses of the judges were not as strong as Table 7 would seem to indicate. Several judges made comments and

TABLE 7

NUMBER OF JUDGES INDICATING EACH RANK FOR
ITEMS OF PART II, QUESTION 5 CONCERNING
RATE OF PAY DURING ABSENCES

Rank of Items*	Number of Judges Ranking Each Choice								Mean of Rankings
	1st	2nd	3rd	4th	5th	6th	7th	8th	
1(e)	6	2	1	1	-	-	-	-	1.7
2.5 (c)	2	2	-	4	1	1	-	-	3.5
2.5(g)	-	5	2	-	-	2	1	-	3.5
4(d)	-	-	1	2	3	2	2	-	5.2
5(a)	1	-	3	-	-	1	1	4	5.5
6(b)	-	1	1	-	2	2	1	3	5.8
7(h)	-	-	-	1	2	-	4	3	6.6
8(f)	1	-	2	2	2	2	1	-	9.4

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

three made so many that their response could not be included. Reutter wrote "Not Practical" by item 5. Weber did not rank this question but referred to his book which describes a plan provided for full pay for unlimited days.¹ Anderson ranked item 5 as first choice, but failed to rank one other

¹Weber, op. cit., pp. 197-98. See also Weber, "The Importance of Providing Cumulative Sick-Leave for Teachers," Research Quarterly, XXIII (December, 1942), pp. 494-97.

item so his response was not counted. The comments of the judges indicated that there was more to this question than simply allotting days at full pay to each employee.

PRINCIPLE IV: The rate of pay for all regular employees during approved absences should be full pay for a limited number of days and reduced pay for a limited number of additional days.

Question 6

"What provisions should be made for taking care of extended absences?" There was not significant agreement on this ranking at the 0.05 level of confidence. The three choices concerned accumulated leave, merit allowance, or extended absences not a part of this program. A guiding principle was not developed from this question.

Question 7

"When should benefits become available?" This question was not significant at the 0.05 level of confidence. The items were concerned with allowing equal benefits throughout employment or requiring an eligibility period before benefits become available. A guiding principle was not developed from this question.

Question 8

"How should the benefits of the program be made fair to all?" The agreement of the 13 judges on the 5 items of question 8, as read from Table R when $\underline{s}$ equals 614.0 was

significant at the 0.01 level of confidence.¹ Table 8 indicates the responses for Question 8.

1. Equal benefits are allocated to all employees.
2. Benefits to all employees only after a qualifying period of service.
3. Amount of increase in benefits for each year of service is the same for all employees.
4. Differentiated benefits dependent on the type of service performed.
5. Differentiated benefits determined from norms of absence for each sex and age.

Question 8 seemed so closely related to question 9 that the findings of both items are combined in guiding principle V.

TABLE 8
NUMBER OF JUDGES INDICATING EACH RANK FOR
ITEMS OF PART II, QUESTION 8 CONCERNING
FAIR ALLOTTMENT OF BENEFITS

Rank of Items*	Number of Judges Ranking Each Choice					Mean of Rankings
	1st	2nd	3rd	4th	5th	
1(b)	7	3	1	2	-	1.8
2(c)	2	5	5	-	1	2.5
3(d)	1	3	5	3	1	3.0
4(a)	3	1	1	5	3	3.3
5(e)	-	1	1	3	8	4.4

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

¹Siegel, *op. cit.*, p. 286. Table R is "A Table of Critical Values of $\underline{s}$ in the Kendall Coefficient of Concordance."

Question 9

"What should be the type of program to provide the benefits?" The agreement of the 12 judges on the 3 items of question 9, as read from Table R when s equals 134.0, was significant at the 0.01 level of confidence. The ranking of items is shown in Table 9. The first choice of the type of program was one in which benefits were allocated for a specified number of days. The judges placed as second a program which provided benefits on the basis of the cause of absence. Last in rank order of the three choices was a program in which benefits were determined on the basis of age, sex, dependents, and other characteristics of groups of employees.

TABLE 9

NUMBER OF JUDGES INDICATING EACH RANK FOR
ITEMS OF PART II, QUESTION 9 CONCERNING
THE TYPE OF PROGRAM

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(b)	9	1	2	1.4
2(a)	3	8	1	1.8
3(c)	-	3	8	2.5

*Arranged in order of means. Letter in parenthesis refers to item on the questionnaire, Appendix A.

PRINCIPLE V: The benefits of the absence program should be determined on the basis of a specified number of days which

are to be allowed and should be allocated to all employees in a fair and equal manner.

Question 10

"Who should develop the program?" The agreement of the 13 judges on the 4 items of question 10, when s equals 492.50, shows strong agreement at the 0.01 level of confidence. The ranking for the items of this question is shown in Table 10.

1. Cooperative development by all concerned.
2. Employee study groups work out the program.
3. A specialist on absence programs establishes essential features.
4. The superintendent should develop the program.

TABLE 10

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 10 CONCERNING WHO
SHOULD DEVELOP THE PROGRAM

Rank of Items*	Number of Judges Ranking Each Choice				Mean of Rankings
	1st	2nd	3rd	4th	
1(d)	12	-	-	1	1.2
2(b)	-	11	1	1	2.2
3(c)	1	-	8.5	3.5	3.1
4(a)	-	1	5.5	6.5	3.4

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

PRINCIPLE VI: The emergency absence program should be a co-operative development in which all employees share in the planning of the program.

Question 11

"What should be the relationship between the local district and the state in the development of the program?"
The agreement of the 13 judges on the 4 items of question 11, when s equals 344.50, shows strong agreement at the 0.01 level of significance. Table 11 reports the rankings on question 11.

1. The state develops minimum features of different programs suitable for local adoption.
2. The local district develops a program.
3. The state develops a uniform program.
4. The state develops a program only if the local district does not.

TABLE 11

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 11 CONCERNING STATE AND
LOCAL DISTRICT PROGRAM DEVELOPMENT

Rank of Items*	Number of Judges Ranking Each Choice				Mean of Rankings
	1st	2nd	3rd	4th	
1(c)	5.5	6.5	1	-	1.7
2(a)	6.5	1.5	4	1	1.96
3(b)	1	4	2	6	3.0
4(d)	-	1	6	6	5.4

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

PRINCIPLE VII: The state should prepare several emergency absence programs, specifying the minimum features of each. One of these programs should be suitable for local adaptation.

Question 12

"What should be the relationship of the local district and the state in the operation of the program?" The agreement of the 13 judges on the 3 items of question 12, when χ^2 equals 294.0 shows strong agreement at the 0.01 level of significance. The rankings are shown in Table 12.

1. The local district alone operates the program.
2. The state and local districts share the responsibility.
3. The state should control the complete program operation.

TABLE 12

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 12 CONCERNING STATE AND
LOCAL DISTRICT PROGRAM OPERATION

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(a)	11	2	-	1.2
2(c)	2	11	-	1.8
3(b)	-	-	13	3.0

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

The guiding principle for question 12 has been incorporated with that for 13 and can be found in Principle VIII.

Question 13

"What should the state law contain concerning emergency absences?" The agreement of the 13 judges on the 6 items of question 13, when s equals 1108.50, shows there was strong agreement at the 0.01 level of confidence. Table 13 gives the rankings for the items of question 13.

TABLE 13
NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 13 CONCERNING
STATE LAWS NEEDED FOR ABSENCES

Rank of Items*	Number of Judges Ranking Each Choice						Mean of Rankings
	1st	2nd	3rd	4th	5th	6th	
1(a)	5.5	1.5	4	1	-	1	2.3
2(d)	4	2	4	2	1	-	2.5
3(b)	.5	8.5	-	1	2	1	2.9
4(e)	2	1	2	3	4	1	3.7
5(c)	1	-	2	4	4.5	1.5	4.2
6(f)	-	-	1	1	3.5	7.5	5.3

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

1. Permission to provide employee benefits.
2. A minimum program specified.

3. Basic purposes only.
4. A minimum program specified, but provisions made for its operation when local districts do not comply.
5. Regulatory authority delegated to a state agency, such as the state board.
6. A complete state operated program specified.

Four states have a law like item 1 and 22 like item 2. Few of the states have laws similar to items 3 through 6.

PRINCIPLE VIII: The state law should give local school districts the authority to provide an absence program and should specify the minimum benefits which may be provided.

Question 14

"What should local school board policies contain regarding the program?" The agreement of the 13 judges on the 5 items of question 14, when χ^2 equals 925.0, was significant at the 0.01 level of confidence. Table 14 reports the ranking.

1. The complete specifications of a total program.
2. The purposes and essential elements.
3. The limitations of both maximum and minimum benefits.
4. The purposes to be achieved.
5. No specific written policy.

PRINCIPLE IX: The complete specifications of the features and the operation of the emergency absence program should be included in local school board policies.

TABLE 14

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 14 CONCERNING LOCAL
DISTRICT POLICIES NEEDED FOR ABSENCES

Rank of Items*	Number of Judges Ranking Each Choice					Mean of Rankings
	1st	2nd	3rd	4th	5th	
1(e)	8.5	1.5	-	2	1	1.9
2(c)	3	4.5	5.5	-	-	2.1
3(d)	-	6.5	1.5	5	-	3.0
4(b)	1.5	.5	5	6	-	3.2
5(a)	-	-	1	-	12	4.8

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

Question 15

"How should accrued benefits be disposed of on termination of service?" The agreement of the 12 judges on the 4 items of question 15, when $\underline{s}$ equals 264.5, was significant at the 0.01 level of confidence. The meaning of the response of one judge was not clear on this question. Rankings are shown in Table 15.

1. Benefits retained for future service in the district.
2. Benefits should not accrue.
3. All benefits lost.
4. Cash compensation.

TABLE 15

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 15 CONCERNING
DISPOSITION OF ACCRUED BENEFITS

Rank of Items*	Number of Judges Ranking Each Choice				Mean of Rankings
	1st	2nd	3rd	4th	
1(b)	6	2	4	-	1.8
2(d)	4.5	2.5	3.5	1.5	2.0
3(c)	1.5	5.5	4	1	2.4
4(a)	-	2	.5	9.5	3.6

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

Only a few districts have adopted regulations like item 1 in order to attract former teachers to return for service.

There is a very rapid increase in the number of schools adopting a policy contrary to number 2, that is, allowing accrual of benefits. Generally, though, item 3 describes common practice.

PRINCIPLE X: The emergency absence program should have features which will retain any benefits that have accrued to an employee and make them available again if in the future the person returns to service in the district.

Question 16

"How can the program be safeguarded against abuse?"

The agreement of the 12 judges on the 5 items of question 16, when s equals 495.50, was significant at the 0.01 level of confidence. Table 16 reports the rankings.

1. Allow unused benefits to accrue.
2. The honesty of the staff assumed.
3. Causes of absences verified.
- 4.5. A penalty in pay, or other form, for at least some absences.
- 4.5. A money or other form of bonus for unused benefits.

TABLE 16

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 16 CONCERNING
PREVENTION OF ABUSE

Rank of Items*	Number of Judges Ranking Each Choice					Mean of Rankings
	1st	2nd	3rd	4th	5th	
1(d)	4.5	2.5	4	1	-	2.1
2(a)	4.5	3.5	2	-	2	2.3
3(b)	2	5	1	4	-	2.4
4.5(c)	-	1	3	3	5	4.0
4.5(e)	1	-	2	4	5	4.0

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

The first three items in rank are very close together, and all are accepted. The last two items are tied and both are rejected as a way to prevent abuse.

PRINCIPLE XI: The emergency absence program should be safeguarded against abuse by allowing unused benefits to accrue.

Question 17

"Who should be selected as substitute teachers?" The agreement of the 13 judges on the 3 items of question 17, when χ^2 equals 182.0, was significant at the 0.01 level of confidence. The rankings for items of question 17 are shown in Table 17.

1. The highest qualified person available.
2. A qualified teacher or supervisor contracted to do regular substitute work.
3. Anyone who meets an established minimum standard.

The guiding principle developed from question 17 is included with that for question 18 in principle XII.

TABLE 17

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 17 CONCERNING QUAL-
IFICATIONS OF SUBSTITUTE TEACHERS

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(a)	9	4	-	1.3
2(c)	4	6	3	1.9
3(b)	-	3	10	2.8

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

Question 18

"How can the best teaching service be obtained from substitutes?" The agreement of the 12 judges on the 3 items of question 18, when s equals 152.0, was significant at the 0.01 level of confidence. Table 18 reports the findings.

1. Have a plan for instruction prepared by regular teachers for substitute use.
2. The substitute prepares special lesson plans with the help of school supervisors.
3. The substitute makes own plans for each assignment.

TABLE 18

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 18 CONCERNING
EFFECTIVE USE OF SUBSTITUTES

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(a)	8	2	2	1.5
2(b)	4	8	-	1.7
3(c)	-	2	10	2.8

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

PRINCIPLE XII: There should be a plan to employ the best qualified persons available to serve as substitute teachers as part of the emergency absence program. The regular teacher should prepare lesson plans for the substitute teacher to follow.

Question 19

"What should be the term of employment for substitutes?" The coefficient of concordance (W) was too small to reach the 0.05 level of significance and therefore this indicates a lack of agreement on question 19.

Question 20

"What should be the rate of pay for substitutes?" The agreement of the 13 judges on the 5 items of question 20, when s equals 1034.5, was significant at the 0.01 level of confidence. The rankings are shown in Table 19.

TABLE 19
NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 20 CONCERNING
RATE OF PAY FOR SUBSTITUTES

Rank of Items*	Number of Judges Ranking Each Choice					Mean of Rankings
	1st	2nd	3rd	4th	5th	
1(b)	7	3.5	2.5	-	-	1.7
2(c)	5	2	4	2	-	2.2
3(a)	1	6.5	4.5	-	1	2.5
4(d)	-	-	2	7	4	4.2
5(e)	-	1	-	4	8	4.5

* Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

1. Special salary schedule for substitutes.
2. Salary schedule identical to that of regular teachers.
3. Identical rate for all substitutes.
4. A portion of the wage of the absent teacher.
5. Individual arrangement for each substitute.

Items 1, 2, and 3 were grouped in a close rank order while items 4 and 5 were ranked much lower and may be considered a rejection. One of the judges commented on item 1 that substitutes should have a higher schedule of pay than regular teachers.

PRINCIPLE XIII. The emergency absence plan should include a salary schedule for substitute teachers which recognizes training and experience as the basis for substitute wages.

Question 21

"How should the costs of the program be determined?"

The agreement of the 12 judges to the 3 items of question 21, when $\underline{s}$ equals 81.50, was significant at the 0.05 level of confidence. It was not significant at the 0.01 level. The rankings are shown in Table 20.

1. Estimate cost of current program benefits from data about the program.
2. Use cost of the program in the past as the basis of estimating.
3. Use a set per cent of the salary budget.

PRINCIPLE XIV: Accurate estimates of the costs of the emergency absence program should be made from data for the current

program and the records of costs in past years.

TABLE 20

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 21 CONCERNING ESTIMATES
OF THE COST OF THE PROGRAM

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(b)	5.5	6.5	-	1.5
2(a)	4.5	4.5	3	1.9
3(c)	2	1	9	2.6

*Arranged in order of means. Letter in parenthesis refers to the item in the questionnaire, Appendix A.

Question 22

"How should the program be financed?" The agreement of the 10 judges on the 6 items of question 22, when s equals 590.0, was significant at the 0.01 level of confidence. Three of the judges failed to rank all the choices provided. One judge commented that it should be a regular item in the school budget, another that teachers contribute to the plan through their salaries. The question sought to identify the source of responsibility for financing the program. Table 21 shows the ranking of the six items in question 22 as listed below:

1. From local and state funds.

2. From local funds only.
3. From state funds only.
4. Shared cost by teacher, local district, and state.
5. From teacher contributions and local funds.
6. From teacher contributions and state funds.

TABLE 21

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS
OF PART II, QUESTION 22 CONCERNING
FINANCING OF THE PROGRAM

Rank of Items*	Number of Judges Ranking Each Choice						Mean of Rankings
	1st	2nd	3rd	4th	5th	6th	
1(c)	4	4	-	2	-	-	2.0
2(a)	3	4	1	-	1	1	2.5
3(b)	-	2	6	-	-	1	3.3
4(f)	2	-	-	3	3	2	4.1
5(d)	-	1	1	2	5	1	4.4
6(e)	-	1	1	-	6	2	4.7

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

In most states the absence program is financed only from local sources, but in a few states such as Tennessee and West Virginia, there is a state allotment. In Wisconsin state aid is withheld until districts provide the state required minimum program. There seems to be a trend for the

district and teacher to share the costs of medical and health insurance.

PRINCIPLE XV: The emergency absence plan should include financial assistance from state sources to supplement local funds.

Question 23

"For what reason are records most justifiably required?" The ranking was not significant at the 0.05 level of confidence, and, therefore, choices were not considered in making a statement of principle.

Question 24

"What should be the relationship of a teacher health program to the emergency absence program?" The agreement of the 12 judges on the 3 items of question 24, when s equals 72.0, was significant only at the 0.05 level of confidence. The rankings of the items listed below is shown in Table 22.

1. It should be an essential element of the emergency absence program.
2. It should be the foundation of the emergency absence program.
3. It should be separate from the emergency absence program.

PRINCIPLE XVI: There should be a program to maintain and improve the health of the teacher as an integral part of the emergency absence program.

TABLE 22

NUMBER OF JUDGES INDICATING EACH RANK FOR ITEMS OF
PART II, QUESTION 24 CONCERNING RELATIONSHIP
OF PROGRAMS FOR HEALTH AND FOR ABSENCES

Rank of Items*	Number of Judges Ranking Each Choice			Mean of Rankings
	1st	2nd	3rd	
1(b)	6	6	-	1.5
2(a)	4	4	4	2.0
3(c)	2	2	8	2.5

*Arranged in order of means. Letter in parenthesis refers to item in the questionnaire, Appendix A.

Summary--List of Guiding Principles

The principles formulated in Chapter IV are listed together here for easy reference and as a summary of the chapter.

PRINCIPLE I. A school district should indicate in its emergency absence regulations that the primary purpose is to protect the health of the child by having a healthy teacher in the classroom.

PRINCIPLE II. An absence program should provide comparable absence benefits for all regular employees.

PRINCIPLE III. The purpose of the emergency absence program should be stated and the number of days allowed with pay benefits should be justified on the basis of achieving that purpose.

PRINCIPLE IV. The rate of pay for all regular employees during approved absences should be full pay for a limited number of days and reduced pay for a limited number of additional days.

PRINCIPLE V. The benefits of the absence program should be determined on the basis of a specified number of days which are to be allowed, and should be allocated to all employees in a fair and equal manner.

PRINCIPLE VI. The emergency absence program should be a cooperative development in which all employees share in the planning of the program.

PRINCIPLE VII. The state should prepare several emergency absence programs specifying the minimum features of each. One of these programs should be suitable for local adaptation.

PRINCIPLE VIII. The state law should give local school districts the authority to provide an absence program and should specify the minimum benefits which may be provided.

PRINCIPLE IX. The complete specifications of the features and the operation of the emergency absence program should be included in local school board policies.

PRINCIPLE X. The emergency absence program should have features which will retain any benefits that have accrued to an employee and make them available again if in the future the person returns to service in the district.

PRINCIPLE XI. The emergency absence program should be safeguarded against abuse by allowing unused benefits to accrue.

PRINCIPLE XII. There should be a plan to employ the best qualified persons available to serve as substitute teachers as part of the emergency absence program. The regular teacher should prepare lesson plans for the substitute teacher to follow.

PRINCIPLE XIII. The emergency absence plan should include a salary schedule for substitute teachers which recognizes training and experience as the basis for substitute wages.

PRINCIPLE XIV. Accurate estimates of the costs of the emergency absence program should be made from data for the current program and the records of costs in past years.

PRINCIPLE XV. The emergency absence plan should include financial assistance from state sources to supplement local funds.

PRINCIPLE XVI. There should be a program to maintain and improve the health of the teacher as an integral part of the absence program.

CHAPTER V

SUMMARY AND CONCLUSIONS

The study was designed to answer the question, "What constitutes reasonably valid guiding principles for the establishment of emergency absence programs for teachers and how may they be developed? A solution was sought by obtaining the opinions of selected judges through the use of a questionnaire as the basis for the principles. The opinions were then related to general information which was studied concerning health and absence of teachers and the laws, policies, and regulations of the absence programs. With this material available, it was possible to make conclusions on absence programs for teachers with respect to the major topics considered.

The present chapter provides an opportunity to compare the concepts found in the generalized information with the principles proposed as a result of the responses made by the judges. Parallel columns have been used to facilitate comparisons and to aid in drawing conclusions. In cases where the generalizations and the principles do not seem to be in accord with one another, the author has favored the

judgment of the experts. The opinions represented in the principles are considered the more practical guide to follow.

The selection of principles which should be placed under each topic was often a matter of the author's judgment. It was necessary in many instances to place a principle with more than one topic.

Comparison of Information and
Guiding Principles on Health

Generalizations from Health Information	Principles Related to Health
1. Teachers' health is considered highly important due to the strenuous demands of the classroom and the influence of the teachers' health on the health of the student. 2. Teachers have a better level of health than any other occupational group. 3. The only significant factor which seemed to influence the level of health was that men were healthier than women. Age was not a significant factor in spite of morbidity statistics which indicated it should have been. 4. Teachers in the best of health practiced good health habits, were highly satisfied with their work, and had few absences. 5. The most common physical defects of teachers were: eye defects, heart and circulatory defects, and obesity.	I. A school district should indicate in its emergency absence regulations, that the primary purpose of the emergency absence program is to protect the health of the child by having a healthy teacher in the classroom. II. An absence program should provide comparable absence benefits for all regular employees. V. The benefits of the absence program should be determined on the basis of a specified number of days which are to be allowed and should be allocated to all employees in a fair and equal manner.

6. The most common health disorder of teachers were respiratory, digestive, nervous, heart and circulatory disorders.
 7. The most common cause of illness of teachers was colds and other respiratory ailments.
 8. The primary causes of poor health of teachers could be controlled or modified by proper health practices.
 9. Schools did not require health examinations, nor did teachers on their own initiative obtain them as frequently as medical authorities recommended.
 10. Adequate standards have not been developed for giving or recording health examinations.
 11. Mental health was reported to be a serious health problem of teachers and one which has received insufficient attention.
- XVI. There should be a program to maintain and improve the health of the teacher as an integral part of the absence program.

Conclusions Concerning Health Information and Principles

The importance of teachers' health is recognized in Principle I and Generalization 1. Since teachers as a group have better than average health and their direct contact with students requires that they have a high level of good health, it is pointed out in Principle II that the health of other employees may be equally important in protecting the health of the student. Principle V makes a basic decision regarding the allowance of benefits in that all employees

should have equal and fair consideration without regard to sex differences. Generalizations 4 to 11 would serve well as a guide to the features necessary effectively to implement the health program required in Principle XVI.

Comparison of Information and Guiding
Principles on Absence

Generalizations from Absence Information	Principles Related to Absence
1. The average number of annual absences for all teachers in the nation was approximately five days.	II. An absence program should provide comparable absence benefits for all regular employees.
2. Approximately 85 per cent of teaching staffs in the United States were absent less than 10 days per year.	III. The purpose of the emergency absence program should be stated, and the number of days allowed with pay benefits should be justified on the basis of achieving that purpose.
3. A small percentage of the instructional staff of almost any school caused most of the absences.	
4. More teacher absences occurred on Monday than any other day of the week, and more during February than any other month of the year.	IV. The rate of pay for all regular employees during approved absences should be full pay for a limited number of days and reduced pay for a limited number of additional days.
5. Studies of schools throughout the nation show that women had almost twice as many absences as men.	
6. Married teachers had a higher rate of absence than single teachers by a number of regional surveys.	V. The benefits of the absence program should be determined on the basis of a specified number of days which are to be allowed, and should be allocated to all employees in a fair and equal manner.
7. Older teachers in the nation's schools had fewer absences than younger teachers.	

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| <p>8. Elementary teachers had many more absences than teachers in upper grades, but there were more women teaching in the lower grades than men.</p> <p>9. A great variation in the number of absences were found between schools in various regions of the same size and grade level.</p> <p>10. The rules for absence benefits did influence the number of absences in a number of surveys conducted in cities.</p> <p>11. A study of many surveys indicated that efficient administration did reduce the number of absences.</p> <p>12. Most absences of teachers in all regions were for personal illness.</p> <p>13. Absences were classified by many schools and industries in a wide variety of ways.</p> | <p>VI. The emergency absence program should be a cooperative development in which all employees share in the planning of the program.</p> <p>XI. The emergency absence program should be safeguarded against abuse by allowing unused benefits to accrue.</p> <p>XII. There should be a plan to employ the best qualified substitutes as part of the emergency absence program. The regular teachers should prepare lesson plans for the substitute to follow.</p> <p>XVI. There should be a program to maintain and improve the health of the teacher as an integral part of the absence program.</p> |
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Conclusions Concerning Absence Information and Principles

There is some inconsistency between Principle III, which requires the number of days allowed to be based on the purpose of the program and Principle V, which requires that a specified number of days be allowed to all employees. The judges have indicated the practical need to set a number of days as the best way of handling the program. On the other hand, Generalization 2 indicates that even ten days would

adequately protect an average of only 85 per cent of the staff. Generalization 1 indicates that for budgeting purposes about five days annual absences per teacher would be a reasonable figure. Generalization 3 would suggest the need of controls of benefits to prevent abuse by the few teachers who cause most of the absences.

The variations in absence figures as reported in a number of the generalizations would indicate a need for co-operative effort to plan reasonable rules to give adequate protection, but at the same time assuring only needed use of the benefits. Again, the health program should be directed toward certain groups or individuals who have a high absence rate. Substitute services can be set up for periods of anticipated absences of regular teachers.

Comparison of Information and Guiding Principles on State Laws

Generalizations from State Laws	Principles Related to State Laws
1. About half the states had some law or regulation concerning an absence program for teachers.	VII. The state should prepare several emergency absence programs specifying the minimum features of each. One of the programs should be suitable for local adaptation.
2. Approximately one-third of the states had a statute providing for accumulation of unused sick-leave.	
3. Personal illness was listed in about one-third of the state laws, and was the most common specified cause of absence.	VIII. The state law should give local school districts the authority to provide an absence
4. State financial aid was seldom provided for absence programs.	

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| <p>5. Health examinations were required of teachers in practically all states at some time during employment.</p> <p>6. Most states required school districts to participate in a Workmen's Compensation plan for at least some teachers.</p> <p>7. Nearly all state retirement systems had provisions for permanent disability, but rarely did they provide for temporary disability.</p> <p>8. Little consistency was found as to the content of state laws, or the source of control of state features.</p> | <p>program, and should specify the minimum benefits which may be provided.</p> <p>XV. The emergency absence plan should include financial assistance from state sources to supplement local funds.</p> |
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Conclusions Concerning State Laws from Information and Principles

If Principle VIII were followed as advocated by the judges, then about half the states would need to enact laws requiring school districts to operate minimum programs. States do not generally plan absence programs, but Principle VII indicates this would be desirable. Absence programs usually are an expense of the district without any state assistance. Plans for state aid for a minimum or basic school program should include some consideration for the expense of an absence program. There is a gap in the security program for teachers between the absence program and the retirement program which should be included in state level planning.

Comparison of Information and Guiding Principles
on Policies and Regulations

Generalizations from Policies and Regulations	Principles Related to Policies and Regulations
1. Almost all schools in the nation allowed some absences at full pay and an accumulation of unused days. The most common provisions were ten days at full pay annually with unused days allowed to accumulate to thirty days.	I. A school district should indicate in its emergency absence regulations that the primary purpose of the emergency absence program is to protect the health of the child by having a healthy teacher in the classroom.
2. Large cities generally provided more comprehensive fringe benefits and allowed more liberal absence benefits than small cities.	V. The benefits of the absence program should be determined on the basis of a specified number of days which are to be allowed, and should be allocated to all employees in a fair and equal manner.
3. There has been a significant increase during the last decade in the number of schools which allow accumulation of absence benefits.	VI. The emergency absence program should be a cooperative development in which all employees share in the planning of the program.
4. The most frequently approved cause of absence in sick-leave programs was personal illness. A variety of other causes approved, ranged from funerals, the second in frequency, to religious holidays.	VII. The state should prepare several emergency absence programs specifying the minimum features of each. One of the programs should be suitable for local adaptation.
5. There was a noticeable difference in absence provisions between schools in different states.	VIII. The state law should give local school districts the authority to provide an absence program, and should specify the minimum
6. Many types of group insurance were made available to teachers by district cooperation in administering such plans, but few districts shared the costs.	
7. Health services provided teachers included physical examinations, services of a	

- school nurse, and advisory services of the school physician.
8. Health examinations were required at some time during employment by three-fourths of the schools. The cost of about half of these examinations was paid by the school district.
 9. About half the schools of the nation required annual chest X-rays of teachers.
 10. Three to five days absence was generally allowed teachers without requiring a physician's certificate as to cause of absence.
 11. Nine elements were identified in written absence policies, but few policies contained all the elements.
 12. There was little consistency between policies of different cities, and very few policies identified the purpose of the absence program.
- benefits which may be provided.
- IX. The complete specifications of the features and the operation of the emergency absence program should be included in local board policies.
 - X. The emergency absence program should have features which will retain any benefits that have accrued to an employee and make them available again if in the future the person returns to service in the district.
 - XI. The emergency absence program should be safeguarded against abuse by allowing unused benefits to accrue.
 - XVI. There should be a program to maintain and improve the health of the teacher as an integral part of the absence program.

Conclusions Concerning Policies and Regulations Information and Principles

Few schools gave the purpose of the emergency absence program as required by the Principle I. The several principles which indicate there should be an allotted number of days at full pay for all employees for absences and some additional days at part pay are the typical practice in a majority of schools.

The variation in content of school policies as indicated in Generalizations 2, 4, 5, 11, and 12 might be remedied by following Principle VII which requires the coordination and general planning of several programs for meeting the needs of all school districts by a central agency. No indication was given of the amount of cooperative planning for absence programs as required by Principle VI, although the many kinds of absences approved as reported in Generalization 12 may be the result of group planning.

The plan of allowing unused benefits to accrue as required by Principle XI is being rapidly adopted, but few schools are characterized as retaining the benefits when service is once terminated, as suggested by Principle X.

The most significant principles seem to be VI, VII, and X, which require cooperative planning, state planning, and the retention of absence benefits in a district after termination of employment.

Comparison of Information and Guiding Principles on Costs

Generalizations from Cost Information	Principles Related to Costs of Absences
1. Absence programs were reported to cost about one per cent of the instructional budget.	III. The purpose of the emergency absence program should be stated, and the number of days allowed with pay benefits should be justified on the basis of achieving that purpose.
2. The cost of an absence program can be accurately pre-	IV. The rate of pay for all regular employees during approved

dicted if adequate absence records are available.

absences should be full pay for a limited number of days and reduced pay for a limited number of additional days.

- V. The benefits of the absence program should be determined on the basis of a specified number of days which are to be allowed, and should be allocated to all employees in a fair and equal manner.
- XI. The emergency absence program should be safeguarded against abuse by allowing unused benefits to accrue.
- XIV. Accurate estimates of the costs of the emergency absence program should be made from data for the current program, and cost of the program in past years.
- XV. The emergency absence plan should include financial assistance from state sources to supplement local funds.

Conclusions Concerning Cost Information and Principles

Costs of absence programs are often based on past experience, using some percentage of instructional salaries; however, the principles indicated costs should include an analysis of the purpose of the program along with past experience. Principle 5 implies that for the purpose of determining costs an allotted number of days should be used as is currently practiced. Accurate predictions of costs are suggested by Principle XIV and recommended as Generalization 2. State support is recommended by Principle XV, if adequate

absence programs are to be provided for all teachers.

Comparison of Information and Guiding
Principles on Substitutes

Generalizations from Substitute Information	Principles Related to Substitute Teachers
1. Substitute teacher service generally has not been adequately planned to obtain the highest quality service. 2. Substitute teachers generally have not been treated as vital members of the instructional force. 3. Most cities pay all substitutes a flat rate daily wage which is about half the pay of the regular teacher. 4. Most substitutes are on call for daily service and have no contract or guaranteed amount of work. 5. There is little justification for deducting any part of the pay for substitute teachers from the salary of regular teachers.	XII. There should be a plan to employ the best qualified persons available to serve as substitute teachers as part of the emergency absence program. The regular teacher should prepare lesson plans for the substitute teacher to follow. XIII. The emergency absence plan should include a salary schedule for substitute teachers which recognizes training and experience as the basis for substitute wages.

Conclusions Concerning Substitute
Information and Principles

The requirements as set forth in the two principles of this section are not being followed in current practice. The area of substitute teacher service is the one part of the absence program that is least adequately planned.

Recommended Studies

Additional studies which may be of value are:

1. An identification of promising absence program practices in selected schools with an analysis and evaluation of the features, regulations, records, and data of operation.
2. A collection and analysis of absence and health program definitions, records, and reporting processes with the purpose of proposing standards of uniformity.
3. A study similar to that by Carrothers concerning the physical efficiency of teachers.
4. A study similar to that by Kuhlman concerning absence and leave regulations.
5. A comparison of the findings of a battery of mental health tests for experienced teachers in a large city with other selected occupational groups in the same city.
6. A study to compare teacher morale with amount of absences.
7. An analysis of teacher security programs for such factors as short illness, disability, major medical expenses, retirement and death, with recommendations for a foundation security program.

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APPENDIX A

DIRECTIONS FOR THE ORIGINAL INSTRUMENT

Name _____ Date _____

AN INQUIRY AS TO THE PURPOSES AND ESSENTIAL ELEMENTS
OF AN EMERGENCY ABSENCE PROGRAM FOR TEACHERS

Emergency absences are those unplanned nonappearances of employees at an assigned place of work. It does not include tardies or planned absences.

General Directions: Your judgment as to the relative importance of each statement is desired. Please **ADD YOUR COMMENTS** where needed to best express your true opinion. RANK each statement AS it is WORDED, not to include any comments or statements that you might add. DO NOT OMIT any responses. WHEN DOUBTFUL OF MEANING, CIRCLE the number or letter of that statement. Rank the choices under each question as to importance, the most important as 1, the next as 2, until all choices for each question have been ranked. When choices seem of equal importance rank them as ties.

PART I - PURPOSES

Rank the following purposes of the emergency absence program as to the order of importance by placing a number on the line provided.

RETEST QUESTIONNAIRE

(Modified from the Original Instrument)

Name _____ Date _____

INQUIRY AS TO THE PURPOSES AND ESSENTIAL ELEMENTS
OF EMERGENCY ABSENCE PROGRAMS FOR TEACHERS

General Directions: This study deals only with those unplanned, unavoidable absences of teachers, and other school employees. It does not include tardies, planned absences, or extended disabilities. It is a part of "sick leave" programs.

Those of you responding will recognize the items of this inquiry because they were taken from your writings, or from literature with which you are familiar. The revisions in this SECOND FORM do not change the intention of original items, but were made to clarify statements. Please rank each choice under every question, just like you did originally if your opinion is the same. Please do not omit any choices in your ranking. Use ties when appropriate. In addition, circle letters or numbers of items whose meaning is not clear. Add comments when necessary.

PART I - PURPOSES

What should be the rank order of the following purposes of emergency absence programs?

- ___ a. To protect the health of the child.
- ___ b. To assure a healthy teacher in the classroom.
- ___ c. To minimize interruptions to the regular instructional program.
- ___ d. To improve the morale of the school staff.
- ___ e. To have a systematic and consistent plan for handling absences.
- ___ f. To provide a plan which is fair to teachers.
- ___ g. To better equalize the competition for capable workers.
- ___ h. To provide economic security for teachers.
- ___ i. To make teaching more attractive as an occupation.

PART II - ESSENTIAL ELEMENTS

1. What employees should receive benefits?

- ___ a. Only classroom teachers.
- ___ b. All professional employees.
- ___ c. All employees, both professional and non-professional.

2. What condition of employment should determine eligibility for benefits?
 - ☐ a. Only full time contracted or salaried employees, not weekly wage earners.
 - ☐ b. All full time employees, including per-diem, weekly, salaried, and contracted.
 - ☐ c. All employees who have a regular work schedule, both full and part time.
 - ☐ d. All employees, both regular and temporary or irregular, in terms of work.
3. What should be the policy for approval of emergency absence claims?
 - ☐ a. All emergency absences so defined as a category.
 - ☐ b. Each approved absence individually specified in terms of its cause.
4. What should determine the days allowed for approved absences?
 - ☐ a. Satisfaction with past provisions.
 - ☐ b. The money available to finance provisions allowed.
 - ☐ c. The purposes of the program.
 - ☐ d. The days allowed considered adequate for the need.
5. What should be the rate of pay for employees during approved absences?
 - ☐ a. Full pay for all days of approved absences.
 - ☐ c. Full pay for a limited number of days of approved absences.
 - ☐ e. Full pay for limited days and reduced pay for limited days of additional absence.
 - ☐ g. Full pay for limited days, reduced pay for unlimited additional days.
 - ☐ b. Some reduction in pay for all days of approved absences.
 - ☐ d. Some reduction in pay for limited number of approved absences.
 - ☐ f. A scale for reduction of pay based on number of absences during the year.
 - ☐ h. Pay reduced according to the cost of substitute, limited or unlimited days.
6. What provisions should be made for caring for extended absences?
 - ☐ a. Unused days allowed to accumulate from year to year.
 - ☐ b. Each case considered on its merits for the welfare of the school.
 - ☐ c. Another program should provide for extended absences.

7. When should benefits become available?
- ☐ a. From the first day of employment until service is terminated.
 - ☐ b. A qualifying period of service required for eligibility.
8. How should the benefits of the program be made fair to all?
- ☐ a. Differentiated benefits dependent on the need in the type of service performed.
 - ☐ b. Equal benefits for all employees during employment.
 - ☐ c. Equal benefits after a qualifying period of service.
 - ☐ d. Increased benefits for each year of service which is the same for all employees.
 - ☐ e. Differentiated benefits dependent on established norms of absence for such factors as sex, age, marital status, and grade level, when significant.
9. What type of emergency absence program would be best?
- ☐ a. Benefits determined by approved causes (Purpose of the program).
 - ☐ b. Benefits determined by days allowed (Current trends and practical administration).
 - ☐ c. Benefits depend on the need for the groups (Insurance principle).
10. Who should develop the program? (Not group relations, i.e., public relations or group understanding, but who should establish the essential features of the program)
- ☐ a. The superintendent would best know what should and could be provided.
 - ☐ b. Employee study groups could work out the most satisfactory program.
 - ☐ c. A specialist on absence programs should establish essential local features.
 - ☐ d. Cooperative development with all concerned helping establish the features.
11. What should be the relationship between local districts and the state in program development?
- ☐ a. Only the local district should develop the program.
 - ☐ b. The state should develop a uniform program for all teachers.
 - ☐ c. The state should develop minimum features of several programs suitable for adaptation in each local district.
 - ☐ d. The state develops a program when local districts can't or don't provide at least a minimum program.

12. What should be the relationship of state and local districts in program operation?
- ☐ a. The local district alone operates the program.
 - ☐ b. The state should control the complete operation of the program.
 - ☐ c. The state and local districts share the responsibility of program operation.
13. What should the state law contain concerning emergency benefits?
- ☐ a. Only permission to provide employee benefits.
 - ☐ b. Basic purposes of the program given.
 - ☐ c. Regulatory authority delegated to some state agency to determine requirements.
 - ☐ d. A minimum program specified.
 - ☐ e. A minimum program specified, with provisions for state operation when local districts do not comply.
 - ☐ f. A complete state operated program specified.
14. What should local policies contain regarding the program for emergency absences?
- ☐ a. No specific written policy is necessary.
 - ☐ b. The purposes to be achieved by such a program.
 - ☐ c. The purposes and essential elements.
 - ☐ d. The purposes and both maximum and minimum benefits to be allowed.
 - ☐ e. Complete specifications for the program and its operation.
15. How should accrued benefits be disposed of on termination of service?
- ☐ a. Cash compensation for accrued benefits.
 - ☐ b. Benefits are retained and available if future service is rendered.
 - ☐ c. All benefits are lost when service is terminated.
 - ☐ d. Benefits should not accrue to the teacher in the first place.
16. How can the program be safeguarded against abuse?
- ☐ a. Staff integrity and honesty assumed.
 - ☐ b. Causes of absence verified by signed statement of physician's certificate.
 - ☐ c. Some pay reduction or other form of penalty for all or some absences.
 - ☐ d. Unused benefits accrue for future use.
 - ☐ e. Unused benefits compensated with cash bonus.
17. Who should be selected as substitute teachers?
- ☐ a. The highest qualified person available.
 - ☐ b. Anyone who meets an established minimum standard.
 - ☐ c. A qualified teacher or supervisor contracted to do regular substitute work.

18. How can the best teaching service be obtained from substitutes?

- ☐ a. Have a plan for instruction prepared by the regular teacher for substitute use.
- ☐ b. The substitute prepares special lesson plans with the help of school supervisors.
- ☐ c. The substitute makes own plans for each assignment.

19. What should be the term of employment for substitutes?

- ☐ a. A guaranteed term of work, but on call for service.
- ☐ b. On call for day by day service.
- ☐ c. Scheduled service, for definite work time, either full or part time.

20. What should be the rate of pay for substitutes?

- ☐ a. Identical or flat rates for all substitute service.
- ☐ b. Salary schedule for substitutes based on such factors as experience and training.
- ☐ c. The same pay schedule as for regular teachers having like qualifications.
- ☐ d. The amount deducted from the regular teacher.
- ☐ e. Individual pay arrangement for each substitute.

21. How should costs of the program be determined for budgeting?

- ☐ a. Use cost of the program in the past as basis of estimating.
- ☐ b. Estimate cost of current program benefits from data about the program.
- ☐ c. Use a set per cent of the salary budget.

22. Who should bear the cost of the program?

- ☐ a. From local funds only.
- ☐ b. From state funds only.
- ☐ c. Shared cost by local district and state department.
- ☐ d. Teacher contributions matched by local funds.
- ☐ e. Teacher contributions and state funds.
- ☐ f. Shared by teacher, local district and state.

23. For what reason are records most justifiably required?

- ☐ a. For budgeting, accounting, and reporting for funds.
- ☐ b. To plan improvement for the program.
- ☐ c. To allot teacher benefits fairly.
- ☐ d. To prevent abuses of the program.

24. What should be the relationship of a program to promote and retain the health of teachers, and the emergency absence program?

- ☐ a. It should be the foundation of the emergency absence program.

- _____ b. It should be an essential element of the emergency absence program.
- _____ . It should be separate from the emergency absence program.

PLEASE ENCLOSE IN THE ENVELOPE PROVIDED AND RETURN AT YOUR EARLIEST CONVENIENCE.

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APPENDIX B

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