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Leave Regulations in the Fully Accredited High Schools of North Dakota

Harald Dordal

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LEAVE REGULATIONS IN THE FULLY ACCREDITED HIGH SCHOOLS OF NORTH DAKOTA

A Thesis
Submitted to the Graduate Faculty of the
University of North Dakota

By

Harald Dordal

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

July, 1943
This thesis, offered by Harald Dordal as a partial fulfillment of the requirements for the Degree of Master of Science in Education, is hereby approved by the Committee under whom the work has been done.

Erich Selke
Chairman

A. T. Quern

Director of the Graduate Division
ACKNOWLEDGEMENTS

The writer wishes to express his sincere appreciation to Dr. Erich Selke, Professor of Education, University of North Dakota, for his valuable suggestions and advice in the preparation of the questionnaire and the writing of this thesis.

The writer also wishes to thank the superintendents of the State of North Dakota who so faithfully answered the questionnaire in supplying material for this study.
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CHAPTER I

INTRODUCTION

In this present day of large and numerous corporations and governmental agencies, the employers have assumed the responsibility of providing some form of compensation for their employees. Large concerns have built up for the purpose of alleviating undesirable conditions that may result from the inability of an individual to properly perform his daily work.

Providing some form of security for the teacher is as necessary as providing compensation for other employees. Teachers play a vital and necessary part in American life. If teachers are unable to be provided for, during necessary leave from their job, they will be unable to assume their rightful place in society and be as effective as under proper and desirable conditions. This is clearly stated by Kuhlmann:

"For employees who have no greater income than school teachers the loss of a few weeks' salary may mean privation and a forced lowering of standards. This loss to teachers is reflected in the community. It is of the utmost importance that social standards be maintained among teachers, who by example, by conscious as well as invisible dissemination of ideals and standards, and by many and various other ways, are a most potent force in modern society."

The problem of health of the teacher is a very important one for the teacher and for society. The extensiveness of the problem may be illustrated by the following excerpt from the Ninth Yearbook of the Department of Classroom Teachers:

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1Kuhlmann, William D., Teacher Absence and Leave Regulations, Bureau of Publications, Teachers College, Columbia University, New York City, 1933, p. 3
"Today, tomorrow, and every average school day during the year more than 300,000 pupils will be taught by substitute teachers because their regular teachers are confined at home with personal illness . . . . Many of the 12,000 teachers whose places are being filled each day by substitutes will lose either the whole day's wages, or whatever part of that amount must be paid to the substitute teacher . . . . During one school year some 285,000 teachers are absent one or more days because of illness; they lose time totaling no less than 2,000,000 days."  

Some method should be provided for the schools to function properly under the teachers absence and to provide a means for the teacher to continue to hold her place in society.

In reviewing the various methods and procedures now in effect in the schools of the land, a definite stand has been taken in regards to rules and regulations governing teachers' absence or leave. The larger schools in the country have developed their procedures, largely through experience, but they vary from one place to the next.

The problem of the teacher or teachers being away from his or her work, sometime during the year, is one that practically every school had to contend with in some form throughout the year. Few schools escape teacher leave in some way, if only for interscholastic events. Some means should be provided to take care of the situation.

Many studies have been made in regard to sick leave, temporary absence, and sabbatical leave for the larger schools throughout the nation. However, the smaller schools have been somewhat overlooked in that matter. As a result, few small schools have adopted definite rules and regulations.

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2Fit to Teach, Ninth Yearbook, Department of Classroom Teachers, National Education Association of the United States, February, 1938, p. 1
in regard to teacher leave.

The Purpose of the Study

The purpose of this thesis on teacher leave regulations is threefold: (1) to survey the rules and regulations now in practice in the fully accredited high schools in the state of North Dakota, (2) to tabulate these returns to see to what degree of conformity exists among the schools, (3) to formulate and recommend desirable and proper rules and regulations that the school boards of North Dakota can adopt.

Method of Procedure

A teacher leave questionnaire was sent to all the fully accredited high schools in the state of North Dakota, with the exception of the parochial schools and the teachers' college high schools. The schools, of the two groups not included in the survey, do not conform to the usual organization of a public high school. The list included 175 fully accredited high schools. The questionnaire was sent to the superintendents of the respective schools in May, 1943. Follow-up letters were sent to twenty-eight schools in June, 1943.

The superintendents of the fully accredited schools responded in a splendid manner to this questionnaire. Of the 175 questionnaires sent, 153 were returned, which is 87.4 per cent returns. The names of the schools responding to the questionnaire are listed in Appendix A. A copy of the questionnaire is found in Appendix B.

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North Dakota Educational Directory, Department of Public Instruction, Bismarck, 1942-43, pp. 6-13
The Need of the Study

The need of teacher leave regulations has become a well defined issue to the extent that the Welfare Committee of the North Dakota Education Association was asked to study and report on the problem. The Research Division of the National Education Association has conducted studies relating to leave policies of boards of education as early as 1922 and 1923. This research division has continued to make similar studies with the latest results included in the May, 1942, bulletin.

Teachers are interested in establishing definite rules and regulations in regard to leave and absence. In many cases the plan works for their benefit and few teachers take undue advantage of any definite leave of absence regulations.

The attitude of teachers toward leave regulations is indicated in a recent issue of the National Education Association Research Bulletin:

"Teachers themselves consider sick leave, sabbatical leave, . . . . the most important health aids in their teaching situations."\(^5\)

Limitations of the Study

In complying the returns from the questionnaire, the returns, for convenience and comparison, were divided into two groups. These were: first, the fully accredited high schools with ten or less teachers, and second, the fully accredited high schools with eleven or more teachers.

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These groups shall be referred to as Group I and Group II. The study takes into account only those leave regulations that are now in force and effective in the fully accredited high schools returning the questionnaire. There are 100 schools in Group I and fifty-three schools in Group II.
CHAPTER II
LEAVE WITH PAY

A trend toward boards of education granting teachers a definite time allowed for leave with full pay has increased and progressed as represented by these facts: A study in 1923 of the Research Bureau of the National Education Association shows that 83 per cent of 972 cities reporting pay teachers during absences due to illness.¹ A more recent bulletin of the National Education Association states:

"In recent years there has been a trend, particularly in the larger cities, toward the adoption of provisions which indemnify the teacher for illness."²

The Ninth Yearbook of the Department of Classroom Teachers in a study based on a questionnaire sent out in 1935, states that 82 per cent of 197 cities had sick leave with part or full pay.³ The National Education Association in the May, 1942, Research Bulletin, reports that 93 per cent of 1,736 cities reporting provide sick leave with some pay.⁴

Many administrators support this movement toward providing partial payment for teachers unable to attend to the regular duties. This attitude is well stated by Graves:

¹Engelhardt, H. L., and Engelhardt, Fred, Public School Business Administration, Teachers College, Columbia University, New York City, 1927, pp. 609-10


³Ninth Yearbook, Department of Classroom Teachers, Fit To Teach, National Education Association of the United States, 1938, p. 164

"Teachers of experience and standing should always be insured a reasonable income during the total time of any sickness."\(^5\)

It is becoming a definite business proposition for the school boards to permit some absence, usually sick-leave, during the year, with pay. This attitude is clearly expressed in a recent National Education Bulletin:

"A reasonable sick-leave policy, properly safeguarded against abuse, places the school board in the position of a fair employer who is responsible to the human element in the teacher's relation to his profession."\(^6\)

The extent of business and industry granting sick leave may be obtained in a summary of the report in the National Education Bulletin where it states:

"The practice of granting sick leave is even more prevalent in private employment than in the public service. A report published in 1937, covering salaried employees in 427 industrial and financial companies, showed that only seven companies, or less than two per cent, were not granting at least some sick leave with pay. More than half of the companies granting leave reported that there was no fixed limit on the length of absence but for those reporting a definite policy the median was two weeks of absence with full pay."\(^7\)

The value and need for some leave provisions with pay may be summarized by the statement made by Superintendent Haisley of Ann Arbor when the school board adopted their sick leave plan:

"In making these provisions for Ann Arbor teachers, it


\(^7\)ibid, p. 100
has not been felt that any benevolences were being established. This is an out and out business proposition which the people of Ann Arbor are entering in the belief that they shall be able to obtain better teachers; that there will be greater growth on the part of the professional group; and finally, that longer teacher tenure will be insured.  

8The Journal of the National Education Association, The Ann Arbor Plan for Leave, May, 1927, p. 155
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a, c, d, e. One school has 5 days leave the first year and allows up to 10 days after the fifth year.
b, f. One school has 10 days leave, cumulative to 90 days.
g. One school has all special days for religious services.
h. One day leaves, Necessary visit, Bad weather, Report for other work;
   Two day leaves, Rationing trip, and catch an early train;
   Three day leaves, Report for army induction;
   Seven day leave, A minister as teacher and reporting for other work;
   Ten day leave, Bad weather;
   Fifteen day leave, visiting husband in the armed service.
i. A thirty day annual leave for professional improvement was granted in one school.
Leave with Pay, Group I

Several of the superintendents indicated that the schools in Group I were too small to have definite plans in regard to leaves, but no school is too small. They should all have definite policies to follow. Several superintendents stated there was no need for the school boards to adopt rules and regulations in regard to leaves, as they had no sickness among the teachers in their school. Regardless of that fact, all schools, to provide better working conditions for the teachers, should adopt some leave provisions with pay. Teachers would much rather work in schools that have definite leave procedure than the schools that do not have such regulations.

Many teachers do not care to remain in teaching, and as a result, enter other businesses, because of the lack of having proper business methods in dealing with the employees. Individuals want permanent and stable conditions under which to work and the teaching profession, to encourage the professional-minded teachers to remain in the profession, should develop and adopt regulations to protect these people and to make the work more attractive.

In studying Table I, which indicates to what extent schools permit leaves with pay, it will be noted that there are a total of forty-seven schools of the 100 schools in Group I that allow some leave with pay for certain purposes during the school year.

A large number of schools, about forty-one, stated the leaves granted as indefinite for the ten reasons listed in Table I. Most of these indicated that the schoolboards would grant leaves with pay, for some of the reasons, depending upon the circumstances as they arose. An average of
twenty-one schools stated that the boards did not grant leaves with pay for any of the reasons given.

For personal illness, forty-two schools allow some leave with pay, ranging from one day to ten days. The majority of the schools center around three and five day leaves with twelve of the forty-two schools allowing three days and fourteen of the schools allowing five day leaves with pay for personal illness. One school, included in the five day leave group, grants from five to ten days leave for personal illness depending upon the length of service in the local system. Four schools in Group I allow ten days leave with pay. One of these schools, an Indian school coming under civil service regulations, allows ten days leave, cumulative to ninety days.

Studies that have been made in regard to teacher absence, indicate that personal illness is the greatest factor in granting leaves for teachers. Personal illness caused 83.0 per cent of the absence among Baltimore teachers and 84.4 per cent of the absence of teachers included in Kuhlmann's study.⁹

Fourteen schools in Group I allow, with full salary, absence caused by illness in the immediate family. Kuhlmann defines the term "immediate family" as usually construed to mean grandmother, grandfather, mother, father, sister, brother, wife, husband, and child.¹⁰ Seven schools of the fourteen in Group I allow five days absence without deducting any salary. One school grants a longer period for such leave, depending upon the length of service of the teacher in the local system.

⁹Kuhlmann, William D., op. cit., p. 27
¹⁰ibid., p. 26
Leave with pay, for death in the immediate family, is allowed in fourteen schools. Of these, eight schools allow five days leave. One other school allows five days leave for the first year and up to ten days for teachers who have been in the local system six years or longer.

The term "immediate family" must be definitely defined and strictly adhered to in the rules as adopted by school boards. One school planning to adopt leave policies, wanted to remedy the situation where a teacher would ask for leave to attend the funeral of a sixty-sixth cousin. Many schoolboards have been too lenient in granting some leaves but such practice usually works to the advantage of just a few teachers or possibly one teacher in the system. Such undesirable practices should be eliminated.

Nine schools allow leaves with pay, due to quarantine for another's illness. Five of these schools allow five days leave and one other school allows up to ten days for the teacher who has been in the system six years or longer. An additional school, the Indian school in Group I, allows ten days leave, cumulative to ninety days. Leaves for quarantine should be granted by schoolboards, especially when it is the result of a school condition. Teachers are often susceptible to contagious disease contacted in the classroom and should not be penalized because a member of the staff residing in the same house becomes ill.

Allowing leave, with full pay, to attend conferences and conventions is granted by most of the schools in Group I. Thirty-four schools stated the leaves for this purpose as indefinite. Forty-three schools stated the time allowed to attend conferences and conventions ranged from one day to fifteen days with twelve schools allowing two day leaves and twenty-one schools allowing three day leaves. The Indian school in Group I
allows nine days leave with another school allowing up to fifteen days. Eight schools in Group I indicated that they did not permit the teachers to attend conferences and conventions. The school laws of North Dakota, as passed by the state legislature, authorize the schoolboards to allow the teachers to attend, without loss of salary, any North Dakota educational association meeting while the schools are in session. Teachers should be permitted to attend the conferences and conventions within their state. The program as presented at conventions results in the teacher receiving a much broader view of her work and returning to her duties with valuable and worthwhile information and material.

The practice of rural schoolboards to permit the teachers to visit other schools has not carried over to the fully accredited high schools in North Dakota. Just five schools allow leaves for the teacher to visit other schools, with three schools allowing one day. For religious services, five schools allow leaves of one day with another school allowing leaves for all special days.

By allowing leaves with pay, for marriage, there is a good possibility that the teacher will return to her work. Four schools allow leaves for marriage. The length of leaves for the four schools are two, six, seven, and ten days.

Leaves for professional improvement are permitted in seven schools. Six of these schools, in groups of two each, allow one, two, and three days, respectively. Possibly these days are granted to teachers when they

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11General School Laws, State of North Dakota, Department of Public Instruction, 1935, p. 242
attend Saturday school at the University and the weather conditions are such that they must leave on a Friday. The Indian school under civil service regulations, where the teachers are on a twelve month salary basis, allows thirty days leave for professional improvement.

Twenty-eight of the schools in Group I indicated that the schoolboard grants leaves for activities connecting with the schools, such as football and basketball games, music contests, newspaper contests, and other activities. An indefinite number of days was allowed in forty-five schools. Thirteen schools indicated that no days were allowed for extra-curricular activities. Extra-curricular activities as carried on by the schools, have become a very important feature and it is not unreasonable for schools to grant several days leave during the year to carry out their program.

Instances of schools granting leave for other reasons are: visiting husband in the armed services, fifteen days; vacation because of weather, ten days; report for army induction, three days; attending to other duties, as in the case where two teachers were also ministers, one and seven days; rationing trip and to catch an early train, two days; and necessary visit and bad weather, one day. The Indian school, on the twelve month salary basis, allows an annual leave of thirty days.

One superintendent in commenting on the board granting a teacher fourteen or fifteen days to visit her husband in the armed services stated by the build up in morale for not only the teacher but the pupils as well.

Few schools granted the superintendent greater leave with pay than the teachers were allowed. Of the fifteen schools indicating a difference, the superintendent was granted more leave for conferences and conventions and
for school activities. In two schools, the superintendent was granted twice the teacher's leave for personal illness. In one school, the teacher was granted more leave for personal illness, conferences and conventions and school activities, than was granted the superintendent.
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a. Visiting brother in armed services.

b. One school granted a six weeks leave for professional improvement.
Leave with Pay, Group II

A greater per cent of schools in Group II, as indicated by Table II, allow some leave with full pay for the teachers. A total of thirty-four schools, or 64.2 per cent, in Group II, as compared with the 47.0 per cent of the schools in Group I, have definite leave procedure in regards to allowing leave with pay.

The largest number of schools in Group II provide leave, with full salary, for personal illness. Thirty-four schools have personal illness leave, with twelve schools having three days leave and twelve schools five days leave with pay. The three federal Indian schools in Group II, under civil service government regulations, have fifteen days leave for personal illness, cumulative to ninety days.

Because some boards do not provide sick leave with pay, the teachers often do resume their duties before they should. They can not do justice to their work, while in poor health; therefore, both the students and the teacher suffer. A definite plan for sick leave should be set up in every school to assure the teacher that such a leave is approved and to prevent them from returning to work sooner than they should. This attitude is well supported by Kuhlmann when he states:

"There are many instances of teachers attending school and attempting to do their regular work when they should not be on duty."

Kuhlmann also gives a very good illustration in support of his statement. Possibly such an experience as he relates has not occurred in many

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12Kuhlmann, William D., op. cit., p. 32
schools but it may occur sometime, and to help prevent such a situation as is related, all schools should have a definite leave plan.

"The case was that of a woman over fifty years old who had taught school for a number of years. Her financial circumstances were such that she did not believe she could afford to sustain the loss incurred through temporary absence if she could possibly attend school. Consequently, the last two days she attempted to teach she had to have assistance up and down the stairways leading to and from her classroom. She did very little teaching during these days, and in a very weakened condition was finally forced to give up and stay at home. She died within a few days. There was little doubt in the minds of her coworkers that the absence regulation in the school led to her premature death, in that she forced herself to attend school when she should have remained at home."13

Of the twenty-one schools providing leave with pay for illness in the immediate family, eight schools have three days leave and nine schools have five days leave. Twenty-two other schools have leaves for death in the immediate family and the length of leaves provided for in these cases is either three or five days, with nine schools each having this number of days for such leave, and four others having two to ten days.

Few teachers ask for leaves for illness in the immediate family and for death in the immediate family. This is substantiated by the findings in the Baltimore and Kuhlmann's study where the total number of days absence caused by illness in the immediate family was 3.7 per cent in Baltimore and 2.1 per cent in the cities included in Kuhlmann's study; and for death in the immediate family was 4.0 and 4.4, respectively.14

One school in Group II indicated that the full time was allowed for

13ibid., pp. 32-33
14ibid., p. 27
quarantine when caused by a school condition. Twenty schools have leave provisions for quarantine for another's illness. Six schools have three days leave and six schools have five days leave. The remaining eight schools have leaves varying from two to fifteen days.

A total of twenty-nine schools indicated they grant leaves for conferences and conventions. Thirteen additional schools stated that they provide leaves as needed to attend conventions. Eight schools state three day leaves may be used and three other schools grant five day leaves for conferences and conventions. As previously stated, the school boards are authorized to allow teachers to attend conventions in North Dakota, without loss of pay. Despite that ruling four schools in Group II do not grant leaves to attend conferences and conventions.

Few schools in Group II grant leaves for visiting other schools, for religious services, or for marriage. The number of schools granting such leaves are three, three, and two, respectively. Six schools grant leaves for professional improvement. Four of these schools are on a twelve month salary basis; the three Indian schools have an educational leave of thirty days per year and the agricultural school a leave for six weeks.

Just five of the fifty-three schools in Group II indicated they did not grant leaves for contests and other school activities. Twenty-two schools stated the number of days leave granted was indefinite. Then twenty schools grant leaves for activities as the need arises, and six schools stated that they allowed leaves from one to five days.

Of the schools granting leaves, the majority grant them for five reasons; namely, personal illness, illness in the immediate family, death
in the immediate family, conferences and conventions, and quarantine for another's illness. These five reasons for leave or absence in the schools of North Dakota, compare favorably with the five reasons Kuhlmann used in his study when he wrote:

"... absences should be classified as: (1) personal illness, (2) illness in immediate family, (3) death in immediate family, (4) visiting days, conferences, and conventions, and (5) other personal reasons."

The schools in Group II indicated they made little difference in granting leaves to the superintendents and the teachers. In fact, 77.4 per cent, stated they made no difference. The schools that were more liberal in granting leaves to the superintendents granted longer leaves for conferences and conventions, visiting other schools, and for professional improvement. The following statements made by superintendents, tend to indicate that the superintendents and principals, especially in the larger schools in the state, are granted greater freedom in regard to leave privileges. This is due to the nature of the superintendents position as an administrator. These comments were:

"Principals and supervisors are dealt with slightly more liberally. Their work "piles up" when they are absent and must be done when they get back. Also, principals and supervisors are "on top" almost 100 per cent of the time—they are subject to innumerable phone calls and personal visits. Hence, the absence rules do not apply with such strictness in their case."

"Superintendent is free to exercise his own judgment."

"No question ever raised. OK'd as needed."

ibid., p.26
CHAPTER III

LEAVE PLANS IN OPERATION

According to Kuhlmann there are more than one hundred different plans in operation throughout the country dealing with teacher absence or leave. Kuhlmann used six types in his study of plans of absence and leave regulations.

The following six plans have been classified for the purpose of this study. (1) Merit plan, where each case is determined on its merits. (2) Full salary granted during leave. (3) Half salary granted during leave. (4) Plan where substitute salary is deducted and the regular teacher retains his balance. This plan also includes where the teacher has the full salary and pays the substitute. (5) Full salary of teacher deducted for leave. (6) The cumulative plan, where the unused portion of allowable leave, with full salary, is carried over to the next year or accumulates from year to year, usually up to a limited number of days.

Kuhlmann states the merit plan is theoretically ideal; but when it is put into operation, serious objections arise. As the plan is not well defined, discrimination is likely to occur; and this, in turn, may lead to dissatisfaction among employees. This statement is well supported by a superintendent in North Dakota in commenting on the plan in use in his school which stated:

"Each case in which the board is asked to help decide is handled in a different manner and becomes a skeleton in the closet to make its reappearance in the future."

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1Kuhlmann, William D., op. cit., p. 48

2Ibid., p. 51
The National Education Association, in a study made in 1931, reported that not more than three of the 249 cities of over 30,000 in population in the United States use the merit plan.  

The plan of granting full salary usually specifies a certain number of days to be allowed. The plan of half salary granted and the plan of deducting the substitute's salary are somewhat similar. Many administrators indicate that these two plans do not afford the teacher enough protection during illness or leave. The plan of deducting full salary is more harmful during those times when the teacher needs protection. Kuhlmann states that these plans do not meet the fundamental criterion of security to the teacher and pupil.  

The following contentions in support of the cumulative plan are usually presented: (1) It offers protection against the hardships of the occasional extended illness. The flat allowance plan indemnifies only for the brief illness for which there is less need for protection. (2) It encourages regularity of attendance, while the flat yearly allowance plan may place a premium on the use of the maximum days permitted. (3) It tends to reward length of service and is of greatest value to the experienced and presumably more professionally minded teacher.  

The past ten years has brought a great increase in the number of cities providing cumulative sick leave. In 1920–31 only 14.0 per cent of the cities surveyed reported cumulative sick leave but by 1940–41 33.0 per cent had provided for sick leave.  

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3Ibid., p. 52
4Ibid., p. 54
5National Education Association, op. cit., May, 1942, p. 101
Graves, in support of the cumulative plan, states that if conditions are felt to be such that the number of days granted for sick leave must be limited, the allowance should at least be cumulative, and if not used one year made available later. As a result, teachers would be encouraged not to use up their sick leave, but save it for possible cases of prolonged illness or for professional improvement.

Leave Plans, Group I

Despite the opposition and undesirable features of the merit plan in actual operation, it is used extensively in North Dakota. Sixty-seven schools in Group I use the merit system to some extent in the operation of leave plans. However, fifty-eight schools indicated they use the merit plan in combination with one or more of the other plans and they will be discussed with the other plans.

The merit plan was the only plan checked in nine of the schools. Usually the superintendent and the board review each case as it comes up. They determine the number of days to be allowed with salary and, in some cases, do not allow any.

Eighteen of the schools indicated the full salary was granted for leaves. Ten of these indicated the merit system was used in determining leaves. The schools indicated that the leaves granted with full salary were very indefinite with each case determined on its merits or demerits.

The largest number of schools use the plan of deducting the substitute's salary and the teacher retaining the balance. Sixty-one schools

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Graves, Frank F., op. cit., p. 271
stated they use that plan. The amount of the substitute's salary to be deducted is indicated in Chapter V.

The plan of deducting the full salary of the teacher for leaves is practiced in eleven schools in Group I. Nine of these schools indicated the merit plan is also used, with the superintendent reviewing each case. Only one school in Group I did not indicate what plan was used in the school.

One superintendent, in commenting on the plan of deducting the full salary of the teacher, remarked:

"Something needs to be done. To most boards there is no allowable excuse for a teacher's absence. Teachers, as a result, are in the classroom when they should be in bed."

Another superintendent in commenting on the use of the same plan in his school stated the board is very inconsistent in regard to this matter. They act according to the way they feel.

The cumulative plan is used in eight schools in Group I. Two schools indicated the total number of days allowed to accumulate for teachers' leaves was five days. Two schools stated the total number of days allowed under the cumulative plan was ten days. Another school stated that no limit had been set on the number of days allowed. Twenty days is the total allowed under still another school using the cumulative plan, and another school states that the number of years of teaching experience in the system determines the number of days that can accumulate. The last school, of the eight in Group I using the cumulative plan, is the Indian school with the total days that can accumulate set at ninety. The last named school is the only school in Group I that has the real cumulative plan.
in use. Schools, that consider they use the cumulative plan when the total cumulation is only to twenty days or less, are not complying with the usual definition of the plan. The cumulative plan is used to take care of extended illness. Leaves up to ten days and twenty days do not provide for extended illness. Such schools should consider their leaves as allowable with pay with the maximum days allowed as ten or twenty.

**Leave Plans, Group II**

The schools in Group II do not use the merit plan as extensively as Group I. Twenty-one schools indicated they used the merit plan as part of the leave procedure in determining salary allowance beyond the allowable period as indicated in Chapter IX.

Three schools stated each teacher’s leave is reviewed on its merits and the circumstances surrounding each case is considered. Granting the full salary for leaves is practiced in eight schools. Five of these indicated the merit system is also in use with each case determined on its merits or demerits. The remaining three schools are the Indian schools granting fifteen days leave, cumulative to ninety days.

As in Group I, the largest number of schools in Group II use the plan of deducting the substitute’s salary and the teacher retaining the balance. Twenty-five schools use this plan. Sixteen of these schools provide for an allowable leave extending from two to fourteen days. Beyond the allowable leave the substitute’s salary is deducted.

One school in Group II indicated that the teacher retains two-thirds of the salary for absence.
Thirteen schools stated the full salary was deducted for teacher absence or leave. Nine of these allowed a short period for absence before deducting the full salary. One of these schools allows two days leave with full pay, the next ten days at one-half pay, the next ten days at one-fourth pay, and any leave beyond that the school board deducts the full salary.

One school, having an allowable leave of seven days, stated no requests had been made beyond the seven days. Two schools did not report on the plan in use in their schools.

The cumulative plan is used in ten schools. This is about one-fifth of the schools in Group II. The total days that can accumulate extend from ten days to ninety days, with one school stating an indefinite number of days. The number of schools and the total days allowed to accumulate are: one school to ten days, one to fifteen, one to twenty, two to twenty-five, one to fifty, and the three Indian schools to ninety days.

The percent of schools in Group I and Group II providing cumulative leave was 13.4 per cent. Eight per cent of the schools in Group I and 18.8 per cent of the schools in Group II used the cumulative plan.

Kuhlmann's analysis of individual records led to the conclusion that a uniform plan of ten day's sick leave would have covered 68.0 per cent of the days of absence leaving 32.0 unprotected. It is the fact of the occasional long illness that has led to recommendations for indefinite leave or cumulative leave.\(^7\)

\(^7\)National Education Association, op. cit., May, 1942, p. 101
CHAPTER IV  
GROUP INSURANCE FOR TEACHERS

Group insurance has become an important part of leave regulations as recommended for teachers. This is indicated by Kuhlmann's study:

"Mutual benefit associations and group disability insurance have had an important bearing on the policies and practices of absence regulations in many organizations."¹

Group insurance plans have been strongly supported by teachers' organizations. As early as 1930 six state education associations provided group insurance for its members. The work was also supported by nine local groups at that time.² It is estimated that in 1937 group health insurance plans were in operation in more than 400 school systems.³ A recent bulletin of the National Education Association indicates that 37.0 per cent of 1,759 cities reporting have official cooperation in maintaining group hospitalization or group health insurance.⁴ According to the advocates of group insurance for teachers, the plan results in the following advantages:

"It is to the advantage of the school system to encourage teachers to protect themselves adequately through a group plan of insurance, as such protection tends toward longer tenure and better service."⁵

¹Kuhlmann, William D., op. cit., p. 17

²National Education Association, Group Insurance for Teachers, Research Bulletin, Study Number 3, February, 1930, p. 3-4


⁴Fit to Teach, op. cit., p. 193

⁵Group Insurance for Teachers, op. cit., p. 2
According to the Detroit Educational Bulletin, a plan of group insurance seemed likely to result in greater community spirit among the teachers.⁶

The chief advantages of teachers belonging to group insurance plans can well be associated with the advantages of group insurance as stated by Faulkner:

"The recognized advantages of the plan include: (1) reduction of labor turnover, (2) increase in employees' efficiency by minimizing financial worry, (3) essential benefits for the employee in time of need which he probably would not otherwise have, (4) reduction of cost of the insurance to the individual insured and more liberal coverage than the employee might otherwise be able to secure."⁷

The questionnaire inquired whether the schools carried group insurance for accident, sickness or hospitalization insurance.

Insurance for Group I

Little evidence was given that schools in Group I participated in group accident insurance to any great degree. Ninety-four schools in Group I have no form of group accident insurance. This included the ten schools that gave no answer to the question. Only six schools indicated they had group accident insurance, the school board paying the premium in all cases, except one school, where the teacher assumed that responsibility. Possibly in the five where the school boards pay the premium, it referred to workmen's compensation as the group accident insurance leaving only

⁶Ibid., p. 4

one school in Group I providing accident insurance for the teachers as a group.

Insurance for Group II

A greater number of Group II schools, as other studies have also indicated, participated in some form of group insurance. However, there were forty-two that indicated they have no form of group accident, sickness, or hospitalization insurance and there were eleven schools that have some form of group insurance.

Two schools have accident insurance with the board paying the premium. Possibly this is workmen's compensation. Of the eleven schools, eight have hospitalization insurance available for their teachers. Sickness insurance was available for the teachers in two schools and life insurance in one school.

The teachers paid the premium in those schools having hospitalization insurance, accident and hospitalization insurance, and accident, sickness, and hospitalization insurance.

One school, on the average, pays half of the cost of the insurance for accident, sickness, and life insurance. Under this plan the teacher pays a flat rate for the insurance, but the policies are paid on actual computation, which takes into consideration the age of the person insured. This works for the benefit of the older teacher, who pays the same fee as a younger teacher, but this policy costs more with the board making up the difference.

A much larger number of schools should support group insurance.
especially in those schools providing no allowable leave with salary. The teachers, as a group, should participate in insurance and hospitalization plans to provide some income during illness.

Workmen's Compensation

A number of schools indicated that the only group accident insurance the schools have was the North Dakota Workmen's Compensation. However, workmen's compensation applies to all the schools in the state. The schools are required by law to protect their employees against injuries due to accidents while being employed. The following excerpts have been taken from the North Dakota Insurance Manual:

"'Employer' means the state and all political subdivisions thereof, all public and quasi-public corporations therein. . . ." 

"'Employee' means every person engaged in a hazardous employment under any appointment, or contract of hire . . . oral or written."

"Section 3. On and after July 1, 1919, it shall be the duty of the Workmen's Compensation Bureau hereinafter created to disburse compensation from the North Dakota Workmen's Compensation Fund to any employee subject to this act for injury arising in the course of employment . . ."

A. Immediately after an injury sustained by an employee and during the resulting period of disability, the North Dakota Workmen's Compensation Fund, shall furnish to such employee such medical, surgical and hospital service and supplies as the nature of the injury may require, and may, if such injury causes permanent partial disability, in addition to the specific benefits provided, furnish such artificial limbs, glasses, braces or appliances which in the discretion of the Bureau may be necessary to re-habilitate such injured employee."

C. If the injury causes Temporary or Permanent total disability, the North Dakota Workmen's Compensation Fund shall pay to the disabled employee during such disability
a weekly compensation equal to sixty-six and two-thirds per cent of his weekly wage.®

Workmen's Compensation is more than just accident insurance. It will furnish medical and hospital services as needed that result from an accident or injury while teaching.

The teaching profession is not considered a hazardous occupation, as the premium rate is one of the lowest charged any employers. School boards pay $0.27 per $100 payroll per man per year.®

® The North Dakota Insurance Manual, Compensation Bureau, Bismarck, No. 23, pp. 3-5
® ibid., p. 48
CHAPTER V

SUBSTITUTE TEACHER PROCEDURE

Classes of absent teachers should be taught by the best substitutes that can be found. The matter of hiring substitute teachers should not be left to chance, but should be as thoughtfully administered as the selection of regular teachers.

In hiring substitute teachers, the returns indicated that the greatest responsibility for the selection rests upon the superintendent. In Group I, seventy schools indicated the superintendent as being solely responsible in hiring the substitute and forty-four schools, in Group II, also leave that duty to the superintendent.

Twelve schools, in Group I, permit the teacher to hire the substitute. In Group II, none of the schools indicated the teacher as being responsible for hiring the substitute. The superintendent and not the teacher should hire the substitutes. Ten schools, in Group I, have the superintendent and the teacher hire the substitute. Only two schools, in Group II, have the superintendent and the teacher hire the substitute.

One school, in Group I, has the superintendent, teacher and board hire the substitute. Two other schools in the same group have the superintendent and board hire the substitute and the board hires the substitute in another school in Group I. Four schools failed to answer the question.

In Group II schools, the principal and superintendent hired the substitute in one school system. In three other schools, the principal, supplied with a list of the available substituted by the superintendent, employed the substitute; while in still another school, the superintendent,
the principal, and the teacher selected the substitute.

**TABLE III**

**THE RESPONSIBILITY FOR THE EMPLOYMENT OF SUBSTITUTE TEACHERS**

<table>
<thead>
<tr>
<th>Group I</th>
<th>Group II</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Schools</strong></td>
<td><strong>Per Cent</strong></td>
</tr>
<tr>
<td>Superintendent</td>
<td>70</td>
</tr>
<tr>
<td>Superintendent and Teacher</td>
<td>10</td>
</tr>
<tr>
<td>Teacher</td>
<td>12</td>
</tr>
<tr>
<td>Superintendent, Teacher and Board</td>
<td>1</td>
</tr>
<tr>
<td>Superintendent and Board</td>
<td>2</td>
</tr>
<tr>
<td>Board</td>
<td>1</td>
</tr>
<tr>
<td>Superintendent and Principal</td>
<td></td>
</tr>
<tr>
<td>Principal supplied with Supt.'s list</td>
<td></td>
</tr>
<tr>
<td>Superintendent, Principal and Teacher</td>
<td></td>
</tr>
<tr>
<td>No report</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>100</td>
</tr>
</tbody>
</table>

**Pay of High School Teacher Substitute**

Table IV lists the many different ways the schools in Group I and Group II have for paying the high school teacher substitutes. In Group I, thirty-seven schools pay the substitutes from two-thirds to three-fourths of the regular teacher's salary. Thirteen schools pay the substitute the full salary of the regular teacher.

In Group II, twenty-eight schools pay the substitute a set rate from $4.00 to $6.00 a day, while five schools pay the full salary of the regular teacher to the substitute teacher. Two of the schools in Group II indicated that after ten and twenty consecutive days of teaching, the substitute received the full salary of the regular teacher.

A comparison between Group I and Group II indicates that the schools have a variety of practices in paying for substitutes. The majority of schools in Group I pay the substitute a certain per cent of the regular
teacher salary, while the majority of Group II schools have a set wage per day.

**TABLE IV**

**BASIS OF PAY FOR HIGH SCHOOL TEACHER SUBSTITUTE**

<table>
<thead>
<tr>
<th></th>
<th>Group I</th>
<th>Group II</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Per</td>
<td>Per</td>
</tr>
<tr>
<td></td>
<td>Schools</td>
<td>Schools</td>
</tr>
<tr>
<td></td>
<td>Cent</td>
<td>Cent</td>
</tr>
<tr>
<td>3/4 or 75% regular teacher salary</td>
<td>22 22.0</td>
<td>4  7.5</td>
</tr>
<tr>
<td>2/3 or 66 2/3% regular teacher salary</td>
<td>13 13.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>2/3 to 3/4 regular teacher salary</td>
<td>2  2.0</td>
<td>1  1.9</td>
</tr>
<tr>
<td>4/5 or 80% regular teacher salary</td>
<td>5  5.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>90% to 100% regular teacher salary</td>
<td>1  1.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>Regular teacher salary</td>
<td>13 13.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>50% regular teacher salary</td>
<td>1  1.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>50% less than regular teacher salary</td>
<td>1  1.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>$7.50 a day</td>
<td>1  1.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>$7.00 a day</td>
<td>1  1.0</td>
<td>5  9.4</td>
</tr>
<tr>
<td>$6.00 a day</td>
<td>2  2.0</td>
<td>3  5.6</td>
</tr>
<tr>
<td>$5.00 a day</td>
<td>5  5.0</td>
<td>10 18.8</td>
</tr>
<tr>
<td>$4.50 a day</td>
<td>4  4.0</td>
<td>13 24.5</td>
</tr>
<tr>
<td>$4.00 a day</td>
<td></td>
<td>1  1.9</td>
</tr>
<tr>
<td>$3.75 a day</td>
<td>1  1.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>$3.50 a day</td>
<td>1  1.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>$3.00 a day</td>
<td>1  1.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>Privately arranged with teacher</td>
<td>6  6.0</td>
<td>2  3.8</td>
</tr>
<tr>
<td>No report</td>
<td>14 14.0</td>
<td>1  1.9</td>
</tr>
<tr>
<td>Others</td>
<td>7  7.0</td>
<td>4  7.6</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>100</strong></td>
<td><strong>53</strong></td>
</tr>
</tbody>
</table>

The high school teacher substitute should receive at least three-fourths of the regular teacher salary. If paid a set wage a day, they should receive at least $6.00, for this would only mean paying $120 a month.

**The Pay of the Elementary School Teacher Substitute**

The majority of elementary school substitute teachers in Group I received two-thirds or more of the regular teacher's salary. Fifty-eight schools pay the substitute in this way.

The majority of Group II schools pay the elementary teacher substitute
a set wage per day, with thirty schools paying from $3.00 to $5.00. Only
four schools in Group II paid the full teacher salary to the substitute
while in Group I schools, thirteen paid the full teacher salary to the
substitute.

The elementary teacher substitute should receive at least three-
fourths of the regular teacher salary or be paid $5.00 a day for their
services.

**TABLE V**

**BASES OF PAY FOR ELEMENTARY TEACHER SUBSTITUTE**

<table>
<thead>
<tr>
<th>Basis of Pay</th>
<th>Group I Schools Per Cent</th>
<th>Group II Schools Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>3/4 or 75% regular teacher salary</td>
<td>22 22.0</td>
<td>4 7.5</td>
</tr>
<tr>
<td>2/3 or 66 2/3% regular teacher salary</td>
<td>14 14.0</td>
<td>2 3.8</td>
</tr>
<tr>
<td>2/3 to 3/4 regular teacher salary</td>
<td>2 2.0</td>
<td>1 1.9</td>
</tr>
<tr>
<td>4/5 or 80% regular teacher salary</td>
<td>5 5.0</td>
<td>2 3.8</td>
</tr>
<tr>
<td>90% to 100% regular teacher salary</td>
<td>1 1.0</td>
<td></td>
</tr>
<tr>
<td>Regular teacher salary</td>
<td>13 13.0</td>
<td>4 7.5</td>
</tr>
<tr>
<td>50% regular teacher salary</td>
<td>1 1.0</td>
<td></td>
</tr>
<tr>
<td>50% less than regular teacher salary</td>
<td>1 1.0</td>
<td></td>
</tr>
<tr>
<td>$6.50 a day</td>
<td>5 5.0</td>
<td>1 1.9</td>
</tr>
<tr>
<td>$5.00 a day</td>
<td>5 5.0</td>
<td>3 5.6</td>
</tr>
<tr>
<td>$4.25 a day</td>
<td>3 3.0</td>
<td>1 1.9</td>
</tr>
<tr>
<td>$4.00 a day</td>
<td>3 3.0</td>
<td>13 24.5</td>
</tr>
<tr>
<td>$3.50 a day</td>
<td>2 2.0</td>
<td>6 11.3</td>
</tr>
<tr>
<td>$3.00 a day</td>
<td>5 5.0</td>
<td>7 13.2</td>
</tr>
<tr>
<td>$2.50 a day</td>
<td>6 6.0</td>
<td>5 9.5</td>
</tr>
<tr>
<td>Privately arranged with the teacher</td>
<td>7 7.0</td>
<td>2 3.8</td>
</tr>
<tr>
<td>No report</td>
<td>13 13.0</td>
<td>1 1.9</td>
</tr>
<tr>
<td>Others</td>
<td>6 6.0</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>100 100.0</td>
<td>53 100.0</td>
</tr>
</tbody>
</table>
The National Education Association in formulating general principles relating to brief absences of teachers recommends that the education of pupils during the absence of regular teachers should be safeguarded by providing trained, capable, and well-paid substitute teachers.¹

Substitutes for Short Leaves

Often it is necessary for the teacher to be absent from the regular classes for a short period of time. A number of schools indicated no substitute is provided under the circumstances. What, then, is done with the classes? Sixty-one schools in Group I and eighteen of the schools in Group II have written assignments given, usually supervised by the other high school teachers. Sixteen schools in Group I and eighteen schools in Group II have the other teachers teach the classes. One superintendent stated the teachers had taught another's classes for as long as two weeks. Usually that practice is not desirable, but under the present conditions of teacher shortage, it may be difficult to find available substitutes.

In the elementary school the practice of other teachers assuming the duties cannot be practiced, due to the full program in the grades. Twenty schools in Group I indicated high school pupils interested in teaching were used in the elementary grades. Four schools in Group II used the high school students as teachers. Four schools, one in Group I and three in Group II, always have substitute teachers available, even for absences of half a day.

¹National Education Association, op. cit., May, 1942, p. 103
Proof of Sickness or Illness

The majority of all the schools in Group I and Group II are satisfied with the teacher's statement in recognizing leaves for illness. Ninety-one schools in Group I accept the teacher's statement, while another school accepts the teacher's word for less than three days absence due to illness. Two schools require a physician's statement as proof of illness and one school requires the physician's statement for a period lasting more than two days. Several of the schools are satisfied with the teacher's statement, but preferred or desired the physician's statement.

Forty-four schools in Group II, accept the teacher's statement for absence in case of illness, with two schools accepting it for a short period of three days or less. The physician's statement is necessary in four of the schools in Group II with two schools requiring it for periods of absence greater than three or four days.

One superintendent wondered where a doctor could be obtained to provide a physician's statement, for there was none in the community, and another superintendent thought that requiring a physician's statement was of little value as most doctors would sign such a statement readily.
School Board Leave Regulations

Few school boards have adopted definite leave regulations in the fully accredited high schools of North Dakota. This is indicated in Table VI. Seven school boards in Group I have adopted leave regulations and fifteen school boards in Group II have adopted leave regulations.

TABLE VI

SCHOOL BOARD ADOPTION OF LEAVE REGULATIONS

<table>
<thead>
<tr>
<th></th>
<th>Group I</th>
<th></th>
<th>Group II</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Per Cent</td>
<td>Number</td>
<td>Per Cent</td>
</tr>
<tr>
<td>No School Board Adoption</td>
<td>93</td>
<td>93.0</td>
<td>37</td>
<td>70.0</td>
</tr>
<tr>
<td>School Board Adoption</td>
<td>7</td>
<td>7.0</td>
<td>15</td>
<td>28.0</td>
</tr>
<tr>
<td>No answer to the question</td>
<td></td>
<td></td>
<td>1</td>
<td>1.9</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100.0</td>
<td>53</td>
<td>100.0</td>
</tr>
</tbody>
</table>
CHAPTER VI
SUMMARY AND CONCLUSIONS

Few school boards in the fully accredited high schools in North Dakota have adopted definite leave regulations. Only twenty-three out of 153 schools answering the questionnaire have adopted leave regulations. There is a great need for all the schools to adopt definite leave regulations since most of the practices in regard to leave regulations have developed in schools as the need arose. This was indicated by a large number of schools who still have very indefinite leave procedure. The merit plan has been widely used and as a result a large variety of practices are in use.

Of the schools indicating a definite number of days leave permitted with full pay, the schools in Group I allow, on the average, four days for personal illness while the schools in Group II allow five days. This does not include the leaves as granted by the Indian schools, which are not true public schools, but are included in the study as a comparison to indicate what regulations the federal government provides for their employees.

The Group II schools grant longer leaves amounting to one day for illness in the immediate family which necessitates the teacher being home, allowing an average of 4.5 days while the schools in Group I permits 3.5 days for similar reasons.

Both groups allow four days leave for death in the immediate family. One day difference exists between the two groups for leave caused by quarantine for another's illness with Group I allowing four days and Group II allowing five days.
For conferences and conventions, Group I permits two days and Group II grants four days. Group I allows two days for visiting other schools and one day for religious services. Group II schools provide three days for each of the reasons.

In allowing leaves for marriage, Group I schools are more generous, the average being six days, while Group II permit only four days leave for that purpose.

For professional improvement, Group II schools provide four days which is twice the number of days that Group I permits.

Both groups give about the same number of days for contests and other extra-curricula activities. Group I grants 2.3 days and Group II, 2.5.

The merit plan is the predominant plan in use in the schools of North Dakota, the usual procedure being the deduction of the substitute’s salary from the regular teacher salary and the regular teacher retaining the balance.

Few schools provide any means for teachers to participate in group insurance with the exception of that required by law under the workmen’s compensation bureau which costs the teachers nothing.

The superintendent, as the administrator of the school, is the logical individual to hire the substitutes, with most of the schools in North Dakota permitting the superintendent to perform that duty.

The majority of the schools in Group I deduct over two-thirds of the regular salary to pay the substitute in both the high school and elementary grades. In Group II, the schools have a set wage per day. However, that wage has been set quite low. The schools should pay at least $5.00 to the
substitute in the elementary grades and $6.00 to the substitute in high school.

Due to the lack of available doctors in many communities few schools require the teacher to present a physician's statement when absent due to illness.

The majority of the school boards in North Dakota, as indicated by this study on leave regulations, are far behind other employers in providing financial protection and security during times of illness or other necessary leave.

The comparisons that have been made shall be briefly reviewed. The federal government in granting leaves to teachers coming under the civil service regulations, give evidence that they as employers have recognized the need for leave policies and have adopted very liberal regulations. It was indicated in several studies that industries participate in leave regulations programs nearly one hundred per cent. The more progressive schools in North Dakota have realized the necessity of providing leaves with pay for certain purposes, giving the teacher a much greater sense of security in case of illness or other necessary leave.

If the school boards of North Dakota are going to be recognized as fair-minded and progressive employers, they should all adopt leave regulations providing some time with full pay for teacher leaves.

To better understand the responsibilities of school boards in providing definite leave regulations for teachers the following recommendations have been made.
That ten days each year be granted, with full pay, to each full-time member of the teaching and administrative force to be used for the following purposes:

For personal illness when such illness prevents the teacher from performing and attending to his or her regular teaching duties.

For quarantine for another's illness when such illness is the result of a school condition.

During the present world situation when normal functions cannot be carried on, it is necessary that leave be granted to teachers planning to marry individuals in the armed services. The school boards should permit such leaves to be granted with full pay to ten days.

To permit brothers and sisters to be reunited during war leaves and furloughs for members of the armed services, teachers should be permitted to use the allowable leave for visiting such individuals home on furlough.

Further provide, that the leave period may be used for the absence of the teacher caused by illness in the immediate family or for death in the immediate family, not to exceed three days for each purpose. Immediate family to be defined as mother, father, wife, husband, daughter or son.

At the end of each year any unused portion of the ten days shall accumulate and may be used at some subsequent time, if need be, for the above purposes. The total days to accumulate shall not exceed sixty days.
The school boards should also sponsor group insurance for teachers including insurance for sickness and hospitalization. The ten days leave period does not provide enough protection for income, especially for extended illness, during the first few years of teaching within a school adopting such a plan. Group insurance is especially beneficial in schools that do not have any allowable period for leave.

Teachers as well as other employees are striving for security in their livelihood. Teachers are much more apt to remain in teaching if conditions under which they work are as progressive as other professions and other employment. A plan of definite leave procedure providing for financial security during illness or other necessary leave is a factor that will increase the desirability of joining and remaining in the teaching profession. This is well presented by Graves when he states:

"Any movement that will make the school system a more attractive place for efficient members of the profession is a laudable undertaking." ¹

¹Graves, Frank P., op. cit., p. 167
APPENDIX A

Schools from which returns were received.

Group I

Alamo
Anamosa
Aneta
Bathgate
Berthold
Bisbee
Bowman
Buffalo
Buxton
Carson
Cogswell
Columbus
Crazy
Crystal
Donnybrook
Drake
Drayton
Dunseith
Edgely
Edmore
Edeland
Fairmount
Finlay
Finley
Flasher
Forman
Fort Totten
Gackle
Gilby
Glenburn
Glen Ulin
Granville
Granora
Halliday
Havana
Hazelton
Hazen
Hoople
Hope
Hunter
Kensal
Kildeer
Kindred
Kulm
Lansford
Leeds
McClusky
McVille
Maddock
Makoti
Marmarth
Max
Medina
Michigan
Milnor
Milton
Minnewaukan
Minto
Mohall
Mote
New Leipzig
Noonan
Northwood
Omanbrock
Page
Farshall
Pembina
Petersburg
Plaza
Portal
Powers Lake
Ray
Regent
Reynolds
Ryder
St. Thomas
Sanish
Sandborn
Sentinel Butte
Sharon
Sheldon
Starkweather
Steele
Streeter
Stykeston
Taylor
Tioga
Tower City
Towner
Turtle Lake
Underwood
Walhalla
Washburn
West Fargo
Wildrose
Willow City
Wilton
Wyndmere
York
Zeeland
Group II

Belcourt  
Belfield  
Beulah  
Bismarck  
Bottineau  
Cando  
Carrington  
Casselton  
Cavalier  
Cooperstown  
Crosby  
Devils Lake  
Dickinson  
Elbowoods  
Elgin  
Ellendale  
Evergreen  
Fargo  
Fessenden  
Fort Yates  
Garrison  
Grafton  
Grand Forks  
Harvey  
Hatton  
*Hebron  
Hettinger  

Hillsboro  
 Jamestown  
 Kenmare  
 Lakota  
 LaMoure  
 Lerimore  
 Lidgerwood  
 Linton  
 Lisbon  
 Mandan  
 Mayville  
 Minot  
 Mott  
 Napoleon  
 New England  
 New Rockford  
 New Salem  
 Oakes  
 Rolla  
 Rugby  
 Stanley  
 Valley City  
 Velva  
 Wahpeton  
 Walsh County Agricultural School  
 Watford City  
 Williston  
 Wishek

Questionnaire received too late to be used in the thesis.
### APPENDIX B
#### TEACHER LEAVE QUESTIONNAIRE

**City_______________________** Reported by__________________________

1. Please check the total days leave allowed teachers with full salary during the year for the following reasons: No. of days allowed

<table>
<thead>
<tr>
<th>Reason</th>
<th>Supt.</th>
<th>Teacher</th>
<th>Indefinite</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Personal illness</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B. Illness in immediate family</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C. Death in immediate family</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>D. Quarantine for another's illness</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>E. Conferences and conventions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>F. Visiting other schools</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>G. Religious services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>H. Marriage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I. Professional improvement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>J. Contests as B, B., Music, N.I.P.A.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>K. Others:</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

K. Others: ____________________________________________

2. Check the plan most commonly used in your school in handling leaves of teachers beyond the allowable period as indicated in Part I.

   a. Merit plan where each case is determined on its merits. Yes ___ No____
      1. Who determines merits of the leave? Supt. ____ Board ____
   b. Full salary granted during leave? Yes ____ No____
   c. Half salary granted during leave? Yes ____ No____
   d. Deduct substitute salary and regular teacher gets balance? Yes ____ No____
   e. Deduct full salary of teacher? Yes ____ No____

Comments ____________________________________________

F. Cumulative plan. Explain your plan. ____________________________________________

   a. Total days that can accumulate. ________
   b. Can days be used for other than sickness? Yes ___ No____

1. Does your school carry group insurance for accident____, sickness_________, hospitalization____, other________?  
   1. What part of premium is paid by the board____ by teacher____?

2. Who is responsible for hiring the substitute? Supt.______ Teacher______

Comments ____________________________________________

1. What is the basis of pay for the substitute in High School______ Elementary____?

L. Give plan used in your school. ____________________________________________

1. If no substitute is hired during the absence of teacher, what is done with the classes?  
   a. Are classes taught by other teachers? Yes___ No____
   b. Are written assignments given? Yes___ No____
Grand Forks, North Dakota
May 8, 1943

Dear Superintendent:

The Welfare Committee of the North Dakota Education Association was requested to make a study of the practices of the schools regarding teacher's leave and the matter was referred to a sub-committee for investigation. To obtain the information it has been necessary to resort to the questionnaire method. The enclosed questionnaire will require very little of your time but the information you give will be of great assistance in the preparation of the report which will be presented at the annual meeting next fall of the N. D. E. A.

Your Committee will appreciate your cooperation in helping to make possible the study.

Sincerely yours,

Miss Lydia B. Buslee
Miss Alice McClelland
Mr. Erick Selke, Chairman
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