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Eleanor Janice Beck

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TEACHERS' LEAVES OF ABSENCE
FOR CULTURAL PURPOSES AND EXCHANGE

By

Eleanor Janice Beck

A Thesis

Submitted in Partial Fulfillment of the
Requirements for the Degree of
Master of Arts in Education

University of New Mexico

1948



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MASTER OF ARTS

Lawrence V. Sotolongo
DEAN

August 8 - 1947
DATE

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S. P. Nannings

This thesis directed and approved by the candidate's committee, has been accepted by the Graduate Committee of the University of New Mexico in partial fulfillment of the requirements for the degree of

MASTER OF ARTS

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DATE

Thesis committee

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CHAIRMAN
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CHAPTER I

OVER-VIEW

In this era of swift international contact, the educational world feels the necessity for taking cognizance of practices both far away and near. The growing teacher does not rest completely on one philosophy or pattern but is always ready to change or modify his own practices according to the best accepted findings. The comparative utility of different practices may best be determined through personal observation, evaluation, and practice. A school system has its choice between isolationist contentment with what it has or drawing upon the offerings of other school systems and upon schools of higher learning that specialize in education. Contact with educational policies of other communities or institutions often favorably modifies the practices of a teacher and even permeates the practices of the teacher's associates.

Attention should not be centered on teaching methods alone but on life itself. Modern educators are concerned not only with their local communities

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but with a knowledge of world-wide conditions as well. Interest has been increasingly stimulated in recent years toward enrichment of the cultural background of teachers. It is generally conceded that travel and the experience of changed environment make greater an individual's fund of knowledge and increase the individual's scope of understanding.

I. THE PROBLEM

Statement of the problem. The purpose of this study is to make a detailed inquiry into the matter of granting teachers' leaves of absence for cultural purposes and exchange in representative public school systems of the United States, with special reference to the prevalence of the practice and the administrative details involved in the handling of the program.

Delimitations of the study. This study was originally limited to the first ten cities of each state having a 1940 population of 10,000 or more, taken in alphabetical order. A questionnaire was submitted to each superintendent reporting the use of either the exchange or the cultural leave of

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of either the existence or the relative lack of

absence plan for study or travel by his system and expressing his willingness to supply further information. In states that did not have ten cities with this population minimum, the towns most closely approaching this number were selected. In addition, questionnaires were sent to all cities of 50,000 or more not included in the aforementioned list, in order to increase the number of participants in this study.

Importance of the problem. In giving consideration to any practice in education, the primary aspect to be examined should be the direct or indirect bearing the practice will have on the welfare of the students. In the matter of teachers' leaves of absence, the effect on efficiency of instruction is of first and paramount importance.

If cultural experiences are deemed of value for the development of an effective instructor, it would be to the advantage of school systems to make leaves for such purposes more easily attainable. If, however, the release of teachers for leaves of absence should result in over-crowded classrooms due to the shortage of teachers, or should result in the substitution of inadequately prepared teachers, the

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shortage of teachers, or should result in the
substitution of inadequately prepared teachers, the

practice would not be justifiable.

With the common aim of improving instruction, administrative and teacher groups should plan cooperatively on educational policies. Both groups are sometimes inclined to take action, or force legislation without preliminary conference with each other or without mutual planning. Completely independent action by either a teachers' group or an administrators' group often arouses distrust, and mutual considerations are not a part of the resulting action. It is to the administrator's advantage that teachers be given as much opportunity as is feasible to develop and enrich their knowledge, experience, and personalities. It is to the teacher's advantage to give careful consideration to problems that the administrator might possibly encounter, because difficulties in the achievement of the avowed purpose of the practice may result in future curtailment of the practice. Keeping the best welfare of the students in mind, teachers and administrators might gain sweeping influence in formulating legislation, and as a united body attain a position of great influence on the American scene.

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This study provides concrete information about the means by which leaves of absence for cultural purposes and exchange are carried out. It is hoped that teachers' and administrators' groups will find this study useful in the formulation of similar programs.

II. SOURCES OF THE DATA

Return postal card questionnaires were sent to ten cities in each of the forty-eight states, making a total of 480 cities in all. The cities were selected for the study by taking the first ten cities in alphabetical order that had a population of more than 10,000 according to the 1940 census. In the states that did not have as many as ten cities with a population over 10,000, the cities most closely approaching this number were taken. There were 309 responses, or nearly 65 per cent returns. Detailed questionnaires were sent to the superintendents who indicated they had granted leaves for study, travel, or exchange, and who agreed to cooperate further in this study. In order to increase the number of cases studied, detailed questionnaires were also sent to all cities in the United States that had 1940

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ten cities in each of the forty-eight states, making
a total of 480 cities. The cities were
selected for the study by listing the cities in
in alphabetical order and then selecting every 100th
than 10,000 according to the 1930 census. In the
states that did not have an entry in the 1930 census
a population over 10,000, the cities were selected
approaching this number from below. The cities
response, of nearly 50 per cent. The questionnaires
questionnaires were sent to the cities. The cities
indicated they had received letters for this study
as exchange, and who agreed to exchange in return
this study. In order to increase the number of
cases studied, detailed questionnaires were sent
to all cities in the United States that had

populations over 50,000. Out of 280 detailed questionnaires sent to superintendents, there were 180 returned, making a response of nearly 65 per cent. Most of the information gathered for this study was obtained through the use of these detailed questionnaires. Use was made of related studies for purposes of comparison and amplification.

III. METHODS OF PROCEDURE

Leaves for travel, study, and teaching elsewhere on a non-exchange basis are considered in a separate chapter from leaves for exchange teaching. Tabulations are made of replies to questionnaire items. Population groupings in the tables are in conformity with the Young and Cook study and the National Education Association study of 1928 in order to facilitate comparisons. Numbers of leaves and salary provisions are compared among the three studies. The tendencies of administrative procedures in the carrying out of leaves are made known through the use of tabulations.

IV. REVIEW OF RELATED STUDIES

The Research Division of the National Education

populations over 50,000. Out of 230 reported
questionnaires sent to superintendents, there were 190
returned, making a response of nearly 85 per cent.
Most of the information gathered for this study was
obtained through the use of these detailed questionnaires.
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IV. REVIEW OF RELATED STUDIES

The Research Division of the National Education

Association has made several investigations of cultural leaves. A large scale investigation was made in 1928 of cities granting leaves for professional improvement. There were 1,494 cities involved in this study. Recent inquiries by the Research Division made in 1937 and 1940 have been more limited. The 1940 material yielded only quotations of rules and regulations from twenty-one cities, laws pertaining to the subject, and a brief summary.

A study of leaves of absence in 2,006 cities was made in 1930 by Harry F. Young of Western College for Women, Oxford, Ohio, and William A. Cook, professor of education, University of Cincinnati. Since the Young and Cook study investigated many of the same factors as this study, there are many opportunities for comparison.

J. Leslie Ellis wrote on the subject of "An Evaluation of Sabbatical Leave in Pennsylvania," for his Doctor's dissertation at Teacher's College, Temple University, in 1945. His findings in regard to the outcome of the sabbatical leave law in Pennsylvania are quoted in this study.

In the fall of 1936 R. H. Heindel sent

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as this study, there are many opportunities for
comparison.

J. Leslie Ellis wrote on the subject of
"An Evaluation of Substantial Leaves in Pennsylvania"
for his doctor's dissertation at Teachers College,
Columbia University, in 1924. His findings are referred
to the outcome of the substantial leaves law in
Pennsylvania are quoted in this study.
In the fall of 1935 H. H. McIntosh sent

questionnaires to individuals who had been on scholarship or teaching interchange between England and the United States. Teachers' attitudes toward interchange as a means of improving their work are revealed in Heindel's study and are quoted in the chapter on leaves for exchange.

V. ORGANIZATION OF THE REMAINDER OF THE STUDY

Chapter II deals with the subject of leaves of absence for study, travel, and experience. The questionnaires are given at the beginning of the chapter. Prevalence of the practice in the population groups is compared with findings in other studies. Specifications or limitations placed by school systems on the institution or courses taken during leaves for study and itinerary in leaves for travel are given. Requirements before or after leaves are enumerated. A rather full description is made of rules and regulations and application procedures in various cities practicing sabbatical leave. Laws pertaining to leaves are quoted. Attitudes of administrators and writers toward leaves of absence are described.

Leaves of absence for exchange teaching is

questionnaires to individuals who had been on
scholarship or teaching interchange between England
and the United States. Teachers' attitudes toward
interchange as a means of improving their work was
revealed in Haindel's study and are noted in the
chapter on leaves for exchange.

V. ORGANIZATION OF THE MATERIAL IN THIS CHAPTER

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absence for study, travel, and experience. The
questionnaires are given at the beginning of the
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Specifications or limitations placed by school systems
on the institution or courses taken during leaves for
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Requirements before or after leaves are enumerated.
A rather full description is made of rules and
regulations and application procedures in various
other practicing educational leave. Laws pertaining
to leaves are noted. Attitudes of administrators
and writers toward leaves of absence are included.
Leaves of absence for exchange teaching is

the subject of Chapter III. Provisions made by the United States government for exchanges with Latin America and Great Britain are set forth, followed by findings of this study in regard to prevalence of exchange and the administrative details involved in carrying out different types of exchange arrangements. A discussion of superintendents' attitudes toward the practice of exchange concludes the chapter.

Chapter IV contains a summary and conclusions of the study. The chapter is divided into two sections, with leaves for education, experience, and travel being considered before leaves for exchange.

the subject of Chapter III. Following this the
United States Government has exchanged with Japan
America and Great Britain and has formed a
findings of this study is based on the
exchange and the administration of the
country and different types of exchange
A discussion of the exchange of
practice of exchange is given in Chapter IV
Chapter IV contains a summary of the
of this study. The chapter is divided into two sections
with leaves for discussion, exercises, and a list of
considered before leaves for exercises.

CHAPTER II

LEAVES FOR EDUCATION, EXPERIENCE, AND TRAVEL

Leaves of absence granted for study, travel, or other experience will be the consideration of this chapter. Comparisons with other studies will be made at appropriate points. Questionnaire items will be given attention in the order in which they occur in the questionnaire form. Information from questionnaire results will be supplemented with material from rules and regulations for leave of absence as submitted by school systems.

Questionnaire forms. Initial information about cultural leaves was solicited from ten communities in each of the forty-eight states, making a total of 480 cities. On return postal cards was mimeographed the following:

Dear Superintendent:

The information called for below is to be used in a nationwide study of teachers' leaves of absence for cultural purposes, and your cooperation will be appreciated. This investigation has the approval of the Dean of the College of Education at the University of New Mexico.

Sincerely,

Eleanor J. Beck

CHAPTER II

LEAVES FOR EDUCATION, EXPERIENCE, AND TRAVEL

Leaves of absence granted for study, travel, or other experience will be the consideration of this chapter. Comparisons with other studies will be made at appropriate points. Questionnaire items will be given attention in the order in which they occur in the questionnaire form. Information from questionnaire results will be supplemented with material from rules and regulations for leave of absence as submitted by school systems.

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following:

Dear Superintendent:

The information called for below is to be used in a nationwide study of teachers' leaves of absence for cultural purposes, and your cooperation will be appreciated. This investigation has the approval of the Board of the College of Education at the University of New Mexico.

Sincerely,

Elmer J. Park

Has your system granted leaves of absence for these purposes during the past three years?

Yes No

Exchange _____
Education _____
Travel _____

Are you willing to cooperate further in this study by supplying information requested in a more detailed questionnaire? Yes _____; No _____

There were 309 responses, which made nearly 65 per cent returns from the 480 cities.

Detailed questionnaires were sent to those cities which indicated they had granted some form of cultural leave during the past three years and who also indicated willingness to cooperate further in the study. The letter of transmittal is given on Page 12, followed by the section of the questionnaire that dealt with leaves of absence for study, travel, and teaching elsewhere on a non-exchange basis.

In order to obtain more subjects for the survey, questionnaires were also sent to all cities with a population over 50,000 that had not already been included in the survey. On Page 14 is given the letter of transmittal sent with the questionnaire to these additional larger cities. Of 280 detailed questionnaires sent, 180 were returned, making a response of nearly 65 per cent.

1320 East Silver Avenue
Albuquerque, New Mexico
March 26, 1947

Dear Superintendent:

Your offer of cooperation in my survey of practices in teachers' leaves of absences for exchange and other cultural purposes is deeply appreciated. I am therefore enclosing a brief questionnaire which will be used in the completion of the study. This survey carries the approval of the Dean of the College of Education of the University of New Mexico.

Thanking you for your continued cooperation, I am

Sincerely yours,

Eleanor J. Beck

110 East 42nd Street
New York 17, N.Y.
March 10, 1957

Dear Superintendent:

Your offer of cooperation in my study of
practices in technical schools of chemistry for
exhibits and other related papers is deeply
appreciated. I am therefore enclosing a letter
questionnaire which will be used in the compilation
of the study. This survey would be approved
of the Dean of the College of Education at the
University of New Mexico.
Thanking you for your cordial cooperation, I am
Sincerely yours,

Richard S. Bush

LEAVES FOR EDUCATION, EXPERIENCE, AND TRAVEL
(Not for Exchange Teaching)

13

1. Please check the purposes deemed acceptable by your system for leaves of absences for cultural purposes:
 - a. Study in the individual's teaching field.. _____
 - b. Any professional study _____
 - c. Any cultural study _____
 - d. Any unspecified study _____
 - e. Travel _____
 - f. Teaching elsewhere (not on exchange basis) _____
 - g. Any others? (Please list) _____
2. How many teachers were granted leaves:
This year for Schooling _____; Travel _____; Teaching elsewhere _____
(not exchange)
1945-46: For Schooling _____; Travel _____; Teaching elsewhere _____
1944-45: For Schooling _____; Travel _____; Teaching elsewhere _____
1943-44: For Schooling _____; Travel _____; Teaching elsewhere _____
3. Specific limitations placed on the use of this type of leave, such as approval by you of:
Institution _____ Itinerary _____
Courses _____ Other (Please list) _____
4. Salary adjustment made during leave:
 - a. No salary _____
 - b. Difference between substitute pay and usual pay _____
 - c. Usual salary continued _____
 - d. Other arrangement (Please specify) _____
5. For what period of time is the leave generally granted? _____
6. Are renewals or extensions of time granted Yes _____; No _____;
How long? _____
7. How many years of service are prerequisite to this opportunity? _____
8. If prerequisites other than period of service are set up, please specify:
9. Is any teacher having the given prerequisites granted this opportunity upon application? Yes _____; No _____.
If not, please specify the procedure for obtaining such leaves:
10. Are any requirements in the nature of reports made of the teacher upon return from this type of leave? Yes _____; No _____.
If so, please indicate what they are:
11. Please check your plans for the near future:
Expand the number of teachers enjoying these benefits _____
Reduce the number of teachers enjoying these benefits _____
Keep the number about as present _____
12. What is the total number of full-time teachers in your system? _____

Personal opinion of leaves for education of travel:

1. Please check the purpose deemed acceptable by your system for leaves of absence for cultural purposes:

- a. Study in the individual's teaching field _____
 b. Any professional study _____
 c. Any cultural study _____
 d. Any unspecified study _____
 e. Travel _____
 f. Teaching elsewhere (not on exchange basis) _____
 g. Any others? (Please list) _____

2. How many teachers were granted leaves:
 This year for schooling _____
 1943-44: For schooling _____
 1944-45: For schooling _____
 1945-46: For schooling _____
 Teaching elsewhere (not exchange) _____
 Teaching elsewhere _____
 Teaching elsewhere _____

3. Specific limitations placed on the use of this type of leave, such as approval by you of:

_____ Institution _____
 _____ Other (Please list) _____

4. Salary adjustment made during leave:

- a. No salary _____
 b. Difference between substitute pay and usual pay _____
 c. Normal salary continued _____
 d. Other arrangement (Please specify) _____

5. For what period of time is the leave generally granted?

_____ How long? _____
 _____ Are renewals or extensions of time granted? Yes _____ No _____

6. How many years of service are prerequisite to this opportunity?

_____ If prerequisites other than period of service are set up, please specify:

7. Is any teacher having the given prerequisite granted this opportunity upon application? Yes _____ No _____

8. If not, please specify the procedure for obtaining such leaves.

9. Are any requirements in the nature of reports made of the teacher upon return from this type of leave? Yes _____ No _____

10. If so, please indicate what they are.

11. Please check your plans for the next future:

Expand the number of teachers enjoying these benefits _____
 Reduce the number of teachers enjoying these benefits _____
 Keep the number about as present _____

12. What is the total number of full-time teachers in your system?

Person I contacted for information on leave:

1320 East Silver Avenue
Albuquerque, New Mexico
April 14, 1947

Dear Superintendent:

The information called for on this brief questionnaire will be used in a graduate study of teachers' leaves of absences for cultural purposes and exchange. I shall deeply appreciate it if you will fill in the questionnaire and return it to me in the stamped envelope. The survey carries the approval of the Dean of the College of Education of the University of New Mexico.

Thank you for your assistance.

Sincerely yours,

Eleanor J. Beck

1320 East Silver Avenue
Albuquerque, New Mexico
April 14, 1947

Dear Superintendent:

The information called for on this brief questionnaire will be used in a graduate study of teachers' leaves of absence for cultural purposes and exchange. I am all deeply appreciative if you will fill in the questionnaire and return it to me in the stamped envelope. The survey carries the approval of the Dean of the College of Education of the University of New Mexico.

Thank you for your assistance.

Sincerely yours,

Eleanor J. Beck

Numbers of systems practicing cultural leaves.

Some results of the Young and Cook study made in 1930¹ along with findings of the Research Division of the National Education Association in 1928² and results of this study gained from the combined totals of both the postal card form and the more detailed questionnaire are given in Table II. Out of 2,877 questionnaires sent to the cities having a population over 2,500, Young and Cook received replies from 2,006. Of this number 1,685, or 84 per cent, indicated that they had no provisions for leaves of absence for professional improvement. A much more encouraging showing was made in the N. E. A. survey, which found in examining 1,532 representative cities that only 45 per cent failed to grant leaves for cultural purposes. The results of the present investigation were most optimistic of all. Approximately 62 per cent had provisions for cultural leaves.

Before comparing the results shown in Table II

¹ H. F. Young and W. A. Cook, "Granting the Public School Teacher Her Seventh Year," Nation's Schools, 9:39-42, May, 1932.

² National Education Association, Department of Classroom Teachers, "The Economic Welfare of Teachers," Sixth Yearbook, (Washington, D. C.: District Association, 1931), pp. 37-38.

TABLE I

NUMBER OF CITIES GRANTING LEAVES FOR
PROFESSIONAL IMPROVEMENT, BY GROUPS

Population of Cities	No Leaves	Leaves for Study	Leaves for Travel	Leaves for Study and Travel	Totals
Under 2,500	4				4
Between 2,500 and 10,000	29	14	1	4	48
Between 10,000 and 30,000	84	61	2	12	159
Between 30,000 and 100,000	20	43		22	85
Over 100,000	2	33	3	27	62
Totals	139	151	6	65	358

TABLE I
NUMBER OF CITIES GRANTING LEAVES FOR
PROFESSIONAL IMPROVEMENT, BY GROUPS

Population of Cities	No Leaves	Leaves for Study	Leaves for Travel	Leaves for Study and Travel	Totals
Under 2,500	4				4
Between 2,500 and 10,000	23	14	1	2	40
Between 10,000 and 20,000	84	61	2	18	165
Between 20,000 and 100,000	20	43		22	85
Over 100,000	2	22	2	27	53
Totals	133	141	5	59	338

TABLE II

NUMBERS AND PERCENTAGES OF CITIES
GRANTING OR NOT GRANTING LEAVES IN THREE STUDIES
BY POPULATION

Population of cities	N. E. A. Study 1928		Young and Cook Study 1930		This Study 1947	
	No Leaves		No Leaves		No Leaves	
	No.	%	No.	%	No.	%
Under 2,500	---	---	---	---	---	4 100
Between 2,500 and 10,000	441	46	504	54	179	12 1,290 88 19 40 29 60
Between 10,000 and 30,000	197	61	125	39	80	22 283 78 75 47 84 53
Between 30,000 and 100,000	129	80	32	20	40	32 84 68 65 77 20 23
Over 100,000	61	92	5	8	22	44 28 56 60 97 2 3
Totals	828	55	666	45	321	16 1,685 84 219 61 139 39

it would be well to consider the size of each population group in proportion to the total number of cases.

Numbers and percentages of population groups based on total returns of each of the three studies are given in Table III. Well over half the cities dealt with in the National Education Association study and nearly three-fourths of the cities in the Young and Cook study were in the 2,500 to 10,000 population category, whereas only 13 per cent of the cities in the present study were in that classification.

The largest percentage of cities in this study were in the 10,000 to 30,000 population group. This study had a higher percentage of cities over 30,000 in proportion to the total number considered than did either of the other studies.

Considerably fewer cases were considered in this study than in the National Education Association or Young and Cook surveys, which would tend to make the results of this study less reliable. In view of the higher proportion of large cities than small communities, the totals in numbers of leaves cannot be wholly representative of the entire United States. Each subdivision by population, however, would give an indication of the trends found in cities of comparable

it would be well to consider the size of each population group in proportion to the total number of cases. Numbers and percentages of population groups based on total returns of each of the three studies are given in Table III. Well over half the cities dealt with in the National Education Association study and nearly thirty-four per cent of the cities in the Young and Cook study were in the 2,500 to 10,000 population category, whereas only 13 per cent of the cities in the present study were in that classification.

The largest percentage of cities in this study were in the 10,000 to 20,000 population group. This study had a higher percentage of cities over 20,000 in proportion to the total number considered than did either of the other studies.

Generally fewer cases were considered in this study than in the National Education Association or Young and Cook surveys, which would tend to make the results of this study less reliable. In view of the higher proportion of large cities than small communities, the totals in number of cases cannot be wholly representative of the entire United States. Each sub-division of population, however, would give an indication of the trends found in cities of comparable

TABLE III

A COMPARISON OF FREQUENCY AND PERCENTAGES OF LEAVES
BY POPULATION GROUPS AS REFLECTED IN THREE RELATED STUDIES

		N. E. A. Study 1928		Young and Cook Study 1930		Present Study 1947	
Population	Number	Per cent	Number	Per cent	Number	Per cent	
of cities	of leaves	of total	of leaves	of total	of leaves	of total	
Between 2,500 and 10,000	945	63	1,469	73	48	13	
Between 10,000 and 30,000	322	22	363	18	159	45	
Between 30,000 and 100,000	161	11	124	6	85	24	
Over 100,000	66	4	50	3	62	18	
Totals	1,494	100	2,006	100	354	100	

TABLE III
A COMPARISON OF PERSONNEL AND POPULATION GROUPS BY POPULATION GROUPS

Population Group	Number of Persons	Number of Leaves	Total	Percentage of Total Population	Percentage of Total Leaves
Between 10,000 and 20,000	242	52	294	1.2	1.2
Between 20,000 and 30,000	222	42	264	1.1	1.1
Between 30,000 and 100,000	181	31	212	.9	.9
Over 100,000	60	10	70	.3	.3
Totals	1,404	135	1,539	100.0	100.0

size.

Comparison between the National Education Association study and this study of percentages of cities in each population group shows the two studies do not differ widely, although they were made some nineteen years apart. Percentages are only four to seven points apart in four out of five of the population groups. The only rather wide variation found was the group of cities between 10,000 and 30,000 in population, for which the Research Division of the National Education Association found 14 per cent more cultural leaves given than this study found. Comparisons between the National Education Association and this study would indicate that there has been but slight increase in the number of cultural leaves granted for teachers.

Results of the Young and Cook study differed widely from both the National Education Association investigation and this investigation. An important factor to be considered in the Young and Cook study was the large number of communities between 2,500 and 10,000 in population, of which some 1,290 lacked any provision for leaves. It is significant to note that less than half of the cities having a population

also.

Comparison between the National Education Association study and this study of percentages of cities in each population group shows the two studies do not differ widely, although they were made some nineteen years apart. Percentages are only four or seven points apart in four out of five of the population groups. The only rather wide variation found was the group of cities between 10,000 and 30,000 in population, for which the Research Division of the National Education Association found 14 per cent were cultural leaves given than this study found. Comparisons between the National Education Association and this study would indicate that there has been but slight increase in the number of cultural leaves granted for libraries. Results of the Young and Cook study differed widely from both the National Education Association investigation and this investigation. An important factor to be considered in the Young and Cook study was the large number of communities between 2,500 and 10,000 in population, of which some 1,200 lacked any provision for leaves. It is significant to note that less than half of the cities having a population

over 100,000 had provisions for leaves for professional improvement in the 1930 study. This present study showed fifty-seven out of sixty-two cities in that classification had such provisions. Young and Cook found less than a third of the cities between 30,000 and 100,000 in population granted professional leaves. Sixty-five out of eighty-five such cities indicated they granted this type of leave in this study. Among the cities between 10,000 and 30,000 in this study 47 per cent have definite plans set forth for professional leaves, as compared with only 22 per cent noted in the Young and Cook study. Even the population group between 2,500 and 10,000 showed a noteworthy increase, with 14 per cent in the Young and Cook study and 39 per cent in this study. These figures indicate an outstanding rise in numbers of school systems granting leaves for professional improvement between 1930 and 1947.

Purposes for which cultural leaves are granted.

All 171 school systems that checked purposes deemed acceptable for leaves of absence felt that study in the individual's teaching field was a legitimate reason. Professional study was checked by 136, or

over 100,000 had provisions for leaves for professional improvement in the 1940 study. This present study showed fifty-seven out of sixty-two cities in that classification had such provisions. Young and Cook found less than a third of the cities between 50,000 and 100,000 in population granted professional leaves. Sixty-five out of eighty-five such cities indicated they granted this type of leave in this study. Among the cities between 10,000 and 50,000 in this study 47 per cent have definite plans set forth for professional leaves, as compared with only 24 per cent noted in the Young and Cook study. Given the population group between 2,500 and 10,000 showed a noticeable increase, with 14 per cent in the Young and Cook study and 38 per cent in this study. These figures indicate an outstanding rise in number of school systems granting leaves for professional improvement between 1930 and 1947.

Purposes for which educational leaves are granted

All 171 school systems that checked purposes deemed acceptable for leaves of absence left space for the individual's teaching field was a legitimate reason. Professional study was checked by 106.

nearly 80 per cent. Any cultural study rated seventy-two checks, or 42 per cent, while any unspecified study brought only twenty-six, or 15 per cent. Nearly half, totaling seventy-seven, or 45 per cent of the systems favored leaves for travel, and thirty-eight were in favor of teaching elsewhere (not on an exchange basis), which gave a percentage of twenty-two for this purpose. A list of the purposes given on the questionnaire, total numbers of superintendents checking each item, and the percentage of all the systems granting leaves for each purpose is given below:

	Number	Per cent
Study in the individual's teaching field	170	100
Any professional study . .	135	79.5
Any cultural study	72	42.4
Any unspecified study . .	26	15.3
Travel	77	45.3
Teaching elsewhere (not on exchange basis)	38	22.4

Other purposes listed by superintendents were leaves for other work, acceptance of temporary positions with the state department of education or

nearly 80 per cent. Any original study rated
 seventy-two percent, or 48 per cent, while any
 unspecified study brought only twenty-six, or 15 per
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 per cent of the systems favored leaves for travel,
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 of twenty-two for this purpose. A list of the
 purposes given on the questionnaire, total numbers
 of superintendents checking each item, and the
 percentage of all the systems granting leaves for
 each purpose is given below:

Purpose	Number	Per cent
Study in the individual's teaching field	170	100
Any professional study	133	78.2
Any original study	72	42.4
Any unspecified study	28	16.5
Travel	77	45.3
Teaching elsewhere (not on exchange basis)	38	22.4
Other purposes listed by superintendents were		
leaves for other work, acceptance of temporary		
positions with the state department of education or		

with college faculties, military service, Red Cross work, government work, community experience, writing a book, and observation of schools outside the community. Definite provisions for sabbatical leave for rest are made by several large cities.

A National Education Association investigation³ in 1941 found out that eighty-one per cent of 1,736 city school systems granted brief absence leaves for attending educational meetings without loss of pay. Visiting other schools was considered a good reason for short absences in smaller communities of 2,500 to 5,000 population in sixty-two per cent of the cases, and also in eighty-one per cent of the towns between 30,000 and 100,000 in population.

It is to be expected that leaves for travel will increase since the N. E. A. travel service has been originated. Worldwide tours for professional improvement are arranged as part of the program.⁴

Frequent mention was made by superintendents of maternity leaves (seven times) and health. The Houston, Texas, system had 200 out of 2400 teachers

³ C. D. Hutchins, "Teacher Leaves of Absence," N. E. A. Journal, 35:24-5, February, 1946.

⁴ Loc. cit.

with college graduates, military service, and
work, government work, so much experience, writing
a book, and observation of schools outside the
community. But the provision for educational leave
for rest and study by several large cities.

A National Education Association investigation
in 1941 found that thirty-one per cent of 1,135
city school systems granted unpaid absence leave for
attending educational meetings without loss of pay.
Visiting other schools was considered a good reason
for short absence in smaller communities of 2,500 to
5,000 population in fifty-two per cent of the cases,
and also in eighty-one per cent of the towns between
50,000 and 100,000 in population.

It is to be expected that leave for travel
will increase since the N. E. A. travel reserve has
been eliminated. Writing the report for professional
improvement was a major concern of the program.
Present action was made by superintendent
of visiting teachers (travel funds) and teacher. The
Houston, Texas, system has 250 out of 500 teachers

J. C. B. Anderson, "Teacher's Leave of Absence,"
N. E. A. Journal, October, 1944.
* loc. cit.

on maternity or personal illness leave. Any cause that takes one out of twelve teachers from service would have a bearing on the number of teachers that could be spared for other reasons. As this study does not deal with sick leaves, no attempt will be made to give detailed information on the subject.

Yearly increase in number of leaves granted.

One hundred fifty-two superintendents indicated the number of teachers who are on leave this year. Only sixteen of these failed to give like information about the three preceding years. Since 95 per cent attempted to give complete statistics in this section of the questionnaire, the continued increase in number from year to year would indicate there has been a decided rise toward pre-war numbers. The annual totals of leaves for schooling from 1943 until the current year were given as 170, 244, 321, and 472. For travel, the totals were 17, 19, and 26 for the past three years, and a jump to 66 in 1946-47. Leaves for teaching elsewhere numbered 7, 12, 18, and 48 for the same period.

Leaves for travel and teaching elsewhere more than doubled and there was an increase of more than

TABLE IV

TOTAL NUMBER OF TEACHERS IN THIS STUDY GRANTED LEAVES
FOR SCHOOLING, TRAVEL, AND TEACHING ELSEWHERE ON A
NON-EXCHANGE BASIS, DURING FOUR YEARS, FROM 1943 TO 1947

Years	Leaves for Schooling	Leaves for Travel	Leaves for teaching Elsewhere (non-exchange)
1943-1944	170	17	7
1944-1945	244	19	12
1945-1946	321	26	18
1946-1947	472	66	48

TABLE IV

TOTAL NUMBER OF TEACHERS IN THIS STUDY GRANTED LEAVES FOR SCHOOLING, TRAVEL, AND TEACHING ASSISTANT ON A NON-EXCHANGE BASIS, DURING FOUR YEARS, FROM 1943 TO 1947

Years	leaves for schooling	leaves for travel	leaves for teaching assistant (non-exchange)
1943-1944	170	17	7
1944-1945	244	19	12
1945-1946	281	28	13
1946-1947	472	33	20

150 in leaves for study. It is possible that superintendents were less accurate in reporting figures for the past three years than they were for the current year, but the differences from year to year seem well enough defined to be interpreted as a definite increase.

The number of leaves of absence for study and travel during the war years was necessarily restricted in many cities. Over 400 teachers in the Boston public schools were in the armed forces. Living accommodations were also difficult. In normal times approximately thirty-five Boston teachers would enjoy sabbatical leave of absence for study each year.

Limitations placed on institution, courses, and itinerary. Fifty-four systems require submittance for approval of the name of the institution a teacher attends on leave of absence. Fifty-two require approval of courses taken, and nineteen inspect the proposed itinerary when leave of absence for travel is taken.

Minimum amounts of work for sabbatical leaves for study are often designated by school systems. There is no evidence that summer school credit is ever

150 in leaves for study. It is possible that
superintendents were less likely to be
figures for the year. It is possible that
the current year, but the figures
year been well enough defined to be
a definite factor.

The number of leaves at various times
travel during the year in various
restricted in many ways. Over the years
Boston public schools were in a
living accommodations were also
times approximately 100,000. The
enjoy additional leave of absence for the year.

Limitations on the
Itinerary. Fifty-four percent of the
approval of the year. The
attend on leave of absence. The
approval of course taken, but
proposed itinerary when leave of absence
is taken.

Minimum amount of work
for study are often
There is no evidence that

allowed in place of credit to be made during the sabbatical year.

Nine was the smallest number of credit hours per semester designated as a minimum by any system. Several systems specify ten or twelve credit hours.

In Baker, Oregon, several pertinent topics for graduate research are usually suggested. The topics are such as might be useful to the teacher after her return, but she is at liberty to decline these if they do not fit her college program.

Pasadena, California, stipulates either sixteen hours of undergraduate work or twelve hours of graduate work be taken each semester. The applicant submits evidence that the proposed professional study shall be designed to enlarge the applicant's understanding of educational psychology, to improve facility in teaching techniques, to broaden experience in special fields, or to investigate problems pertaining to present-day living.

Itineraries for travel often require more careful planning than courses of study, as approval may not be granted unless it redounds to the future benefit of the schools through increasing the value of the applicant's future service. Itineraries of

previous trips and the possibility of this itinerary being covered during the summer months may be factors in the superintendent's decision.

Pasadena, California, exacts the inclusion of travel in foreign countries (not in the United States or its possessions) in the itinerary, and the itinerary must be so planned as to enlarge the applicant's understanding of other peoples and other countries.

Other limitations. Many systems specifically forbid a person on leave from being engaged in any enterprise or employment which carries with it compensation or monetary value. A statement that this requirement has been followed is, in some instances, required at the conclusion of the leave. Exceptions are sometimes made with the approval of the superintendent or in the case of study or travel scholarships from institutions of learning. Non-compensating systems are much more lenient than systems that grant compensation during leave. Such leniency is sometimes necessary in the present shortage of teachers. A teacher who leaves his position for a period of time can usually regain a similar one as lucrative. Systems

previous trips and the possibility of this illness
being covered during the current month may be factors
in the superintendent's decision.
Pasadena, California, except the provision of
travel in foreign countries (not in the United States
or its possessions) in the itinerary, and the
itinerary must be so planned as to include the
applicant's understanding of other travels and other
countries.

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compensation during leave. Such leniency is sometimes
necessary in the event of absence of teachers.
Teacher who leave his position for a period of time
and usually receive a similar one as incentive.

that grant compensation during leave are in a better position to make limitations and prerequisites on leaves.

A limitation is often placed on the number or percentage of teachers that may be away on leave. Such limitations are sometimes determined by the availability of suitable substitutes in the fields concerned. The Board of Education, as is the case in Minneapolis, Minnesota, may allot a given amount for sabbatical leaves, and the number cannot create an expense exceeding the amount allotted. In case the number of teachers placed upon the eligibility list in Minneapolis exceeds the allotment of teachers for sabbatical leave for the semester, in making the selection consideration is given among other factors to length of service and contribution to the general welfare of the schools. Each person who cannot be granted sabbatical leave may designate and hold priority rights during any future semester which he desires. Leaves for a sabbatical semester are distributed among the different divisions of school activities in proportion to the number of teachers employed in these different activities. If the number of applications for sabbatical leave in any

that grant compensation during leave are in a better position to make limitations and regulations on leaves.

A limitation is often placed on the number of percentage of teachers that may be away on leave. Such limitations are sometimes determined by the availability of suitable substitutes in the fields concerned. The Board of Education, as is the case in Minneapolis, Minnesota, may allot a given amount for sabbatical leaves, and the number cannot exceed an expense exceeding the amount allotted. In case the number of teachers placed upon the eligibility list in Minneapolis exceeds the amount of sabbatical leave for the semester, in making the selection consideration is given among other factors to length of service and contribution to the general welfare of the schools. Each person who cannot be granted sabbatical leave may designate and hold priority rights during any future semester when he desires. Leaves for a sabbatical semester are distributed among the different divisions of school activities in proportion to the number of teachers employed in these different activities. If the number of applications for sabbatical leave is less

division falls below the number that may be granted under this distribution, the unused sabbatical leaves may be used by teachers in another group. Chicago gives seniority preference when it is impossible to grant all applications from any school.

Ten per cent seems to be the maximum portion of teachers permitted to leave on sabbatical at once. From one to two per cent is the more common limitation. Some systems state a definite number as a maximum. The number usually amounts to one or two per cent of the total number of teachers employed.

Salary provisions. One hundred seventeen cities grant cultural leaves without compensation. An additional fifty have a plan for cultural leaves with some form of compensation. Brickhouse reported that less than 8 per cent of the school systems she investigated in 1929 gave financial encouragement for a teacher.⁵ This is in close agreement with an investigation by the National Education Association Research Division, which found in 1928 that of 828 cities granting leaves for study only 9 per cent paid

⁵ National Education Association, Department of Classroom Teachers, op. cit., p. 187.

any salary during such a leave.⁶ If 30 per cent of the schools now granting leaves also provide some form of compensation, as the figures in this study would indicate, then great strides have been made in eighteen years.

A financial advantage in cities not granting compensation is the raise in salary which often comes with advanced education. New salary schedules are making more financial differentiation between holders of bachelor's degrees and holders of master's degrees. In many communities the possession of a master's degree makes two hundred dollars difference in the annual salary over a bachelor's degree. For teachers who expect to make teaching a life-time occupation, the increase would be a profitable one over a period of years. If the master's degree is acquired during a year's leave without pay, approximately ten years would pass before the increase in salary would pay for the expenses of the year away from teaching.

As shown in Table V, the most common plan of compensation for cultural leaves is to pay the teacher the difference between a substitute's salary and his

⁶ National Education Association, Department of Classroom Teachers, loc. cit.

any salary during such a leave. If 50 per cent of the schools now granting leaves also provide some form of compensation, as the figures in this study would indicate, then great strides have been made in teacher leave.

A financial statement is often not available. Compensation is the ratio of salary which often comes with advanced education. New salary schedules are making more financial differentiation between holders of bachelor's degrees and holders of master's degrees. In many communities the possession of a master's degree makes two hundred dollars difference in the annual salary over a bachelor's degree. For teachers who expect to make teaching a life-time occupation, the interest would be a profitable one over a period of years. If the master's degree is obtained during a year's leave without pay, approximately ten years would pass before the increase in salary would pay for the expenses of the year away from teaching. As shown in Table V, the most common plan of compensation for delayed leaves is to pay the teacher the difference between a substitute's salary and his

TABLE V

NUMBERS AND PERCENTAGES OF VARIOUS TYPES
OF SALARY PROVISIONS BY POPULATION GROUPS
IN THIS STUDY, 1947

Population	2,500 to 10,000		10,000 to 30,000		30,000 to 100,000		100,000 and over	
Amount of salary dur- ing leave	No.	%	No.	%	No.	%	No.	%
Full	0	0	0	0	0	0	0	0
One-half	1	8	2	4	7	12	5	8
Full less substitute pay	2	15	6	12	11	19	10	16
Other fractional salary	1	8	0	0	2	4	3	5
No salary	8	61	39	80	34	60	36	59
No regulation	1	8	2	4	3	5	7	12
Total	13	100	49	100	57	100	61	100

TABLE VI

NUMBERS AND PERCENTAGES OF VARIOUS TYPES
OF SALARY PROVISIONS BY POPULATION GROUPS
IN THE N. E. A. STUDY OF 1928

Population	2,500 to 10,000		10,000 to 30,000		30,000 to 100,000		100,000 and over	
Amount of salary dur- ing leave	No.	%	No.	%	No.	%	No.	%
Full	2	.5	1	.5	1	.8	--	--
One-half	4	.9	6	3.1	6	4.7	10	16.4
Full less substitute pay	9	2.0	3	1.5	2	1.5	4	6.6
Other fractional salary	4	.9	1	.5	7	5.4	3	4.9
No salary	411	93.2	186	94.4	112	86.8	41	67.2
No report	11	2.5	---	----	1	.8	3	4.9
Total	441	100.0	197	100.0	129	100.0	61	100.0

own salary. Table VI, detailing the National Education Association statistics on salary provisions of 1928.⁷ shows one-half pay to be a little more popular. Whereas four systems paid full salary on leave in the 1928 study, no systems were found to be as generous in this study. Verne P. Skinner, who made a study in 1929.⁸ and Young and Cook⁹ found one-half of the regular salary to be the most frequent form of payment for leaves. The National Education Association's most recent findings are in agreement with this study in indicating that the regular salary minus the salary for a substitute is the most common provision today. Only fourteen cities included in this study stated that their teachers were given one-half their regular salaries. Two cities gave the difference between the base or beginning teacher's salary and the regular salary. This plan might have a definite advantage in that a beginning teacher might be tried out in a temporary replacement for the period of a

⁷ National Education Association, Department of Classroom Teachers, op. cit., p. 37.

⁸ National Education Association, Department of Classroom Teachers, op. cit., p. 187.

⁹ Young and Cook, loc. cit.

¹⁰ C. D. Hutchins, loc. cit.

own salary. Table VI, detailing the National Education Association statistics on salary provisions of 1965, shows one-half pay to be a little more regular, whereas four systems paid full salary on leave in the 1960's. In this study, no systems were found to be as generous in this study. Vernon E. Skinner, who made a study in 1965, and Young and Goss² found one-half of the regular salary to be the most frequent form of payment for leave. The National Education Association's most recent findings are in agreement with this study in indicating that the regular salary minus the salary for a substitute in the most common provision today. Only 10 percent of the schools included in this study stated that their teachers were given one-half their regular salaries. The other 90 percent of the difference between the base or beginning teacher's salary and the regular salary. This gives a teacher a definite advantage in that a beginning teacher might be tried out in a temporary replacement for the period of a

¹ National Education Association, Department of Classroom Teachers, pp. 241, 25.

² National Education Association, Department of Classroom Teachers, pp. 241, 25.

Young and Goss, loc. cit.
Vernon E. Skinner, loc. cit.

year before the superintendent places the beginner in a more permanent position. Four other cities have their own individual plans. One gives a thousand dollars a year; another, one-third of the regular salary; another, eight hundred dollars, and the fourth mentioned a fifty dollar bonus which was also given for merely attending summer session.

Rules for sabbatical leave issued by larger school systems indicated a teacher on leave of absence for approved reasons should, upon return to service, be granted the annual salary increment as though he had been in regular teaching service in the same position. The leave of absence was in no way considered as a termination or breach of the contract of continuous employment.

Compensation for persons on leave of absence was generally paid monthly in the same manner and at the same time as salaries were paid to other members of the teaching staff. Arrangements were made with the central office as to mailing of checks during the period of leave. If the system were on a twelve-payment-per-year basis, the teacher would be mailed

a check at the usual time during each of the twelve months. Any deductions such as those for Teachers' Retirement Fund Association would continue to be made.

Tenure rights belonging to the person on leave were retained. Assurance was given in some systems that the teacher could return to the position in which he served at the time of taking leave. Other systems merely gave assurance of a position in the teacher's usual field.

In case the leave were for only one semester, the compensation was exactly one-half of that designated for a full year. Most of the systems having provision for sabbatical leave with pay also granted leaves without pay to teachers holding lesser prerequisites of experience.

Time granted. One hundred nine systems granted one year for leave of absence. Forty-four would grant either a year or break it down into half a year. Only seven limited their leaves to half a year. Seventy-three would be willing to extend the time, usually for another year, if the leave were originally a year, or for another semester if the leave were granted for a semester. Occasionally a system did have a stated

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maximum for the total time that a leave might extend. With renewals, the limit varied from one to three years, according to the policy of the system. Permission for renewal often rested on actual need. If additional time were needed for completion of study, there was more likelihood that an extension would be granted.

The longest renewal recorded was one reported from Massachusetts. A teacher was granted a leave of absence to take a position as Girl Scout Executive. The request was repeated and granted six years in succession. She then was asked by the School Committee to choose between her teaching position and the executive position, since the Committee felt they could no longer continue to grant her request.

Number of years prerequisite to leave. The distribution of numbers of years prerequisite to leave with pay is nearly bimodal, with both seven and ten being well favored among all the systems covered. Young and Cook¹¹ found there was no case of leave with compensation requiring less than three years of

¹¹ Young and Cook, loc. cit.

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¹¹ Young and Cook, loc. cit.

prior service to qualify. Seven superintendents in this study stated they had no definite regulations as to number of years of prerequisite service. Teachers in such systems are usually given individual consideration upon their requests for leave. The teacher's stated purpose and his worthiness were the greatest determining factors in his being granted a leave. It would seem, however, that teachers would prefer the definite assurance of an established policy, and would feel more free to make careful plans for a leave if they felt some certainty that their plans would be realized. Superintendents, on the other hand, would be relieved of subjective decisions if there were definite regulations.

Non-compensating cities could afford to be more generous in prerequisite requirements. The greatest number favored three years. Five years was found next most frequently. The twelve superintendents who said one year of service was prerequisite reflect a spirit of leniency that may be connected with the pampering that comes with the post-war teacher shortage. A large number of administrators even wrote that the prerequisite number of years was none. This group was included in the large number that had no regulations.

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Number of years of service prerequisite to leave are given below for systems that grant pay during leave, and for those that do not.

	Paying systems	Non-paying systems
One year	12	0
Two years	5	1
Three years	18	0
Four years	0	1
Five years	4	15
Six years	2	3
Seven years	15	4
Eight years	0	1
Nine years	0	0
Ten years	18	0
No regulations	7	49

Systems which grant both sabbatical leaves with pay and non-compensated leaves have less prerequisite requirement in the latter type of leave. Many systems have different prerequisite requirements for different purposes. Peoria, Illinois, for example, requires seven years of service before leave for study, ten before eligibility for travel, and twenty consecutive years before eligibility for leave for rest and

recuperation. Alhambra, California, whose sabbatical leave dates back to 1900, grants sabbatical after ten years and non-sabbatical after three years. Boston grants leaves for study after seven years and leaves for rest after twenty years. Elizabeth, New Jersey, is more liberal, with rest after only fourteen years and leaves for travel and study after seven years. Laramie, Wyoming, and Portland, Oregon, differentiate between study and travel, with both requiring five years service before study and ten before travel or other teaching work. New Orleans, Louisiana, will grant leaves for half a year after only three years' experience, but teachers wanting a full year's leave will need to give six years' service. Reading, Pennsylvania, requires only five years in the city of Reading but there must be ten years of service in the Commonwealth. The attendance record is taken into consideration in some systems before the leave is granted.

Some systems require more years of service for the first leave of absence than they do for subsequent leaves. Pittsburgh, Pennsylvania, requires ten years for the first leave of absence, but will grant succeeding leaves after every seven years of service.

reorganization. Alabama, California, Connecticut, Florida, Georgia, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming, and the District of Columbia.

leave dates back to 1900. Grants (including after the year and non-sabbatical after three years. Boston grants leaves for study after seven years and leaves for rest after twenty years. Elizabeth, New Jersey, is more liberal, with rest after only fourteen years and leaves for travel and study after seven years.

Indiana, Oregon, and Portland, Oregon, Illinois, between study and travel, with both counting five years service before study and ten before travel or other teaching work. New Orleans, Louisiana, will grant leaves for half a year after only three years' experience, but retains working a full year's leave will need to give six years' service. Reading, Pennsylvania, requires only five years in the case of Reading but there must be ten years of service in the Commonwealth. The standards recorded in this table consideration in some systems before the leave is granted.

Some systems require more years of service for the first leave of absence than they do for subsequent leaves. Pittsburgh, Pennsylvania, requires ten years for the first leave of absence, and will grant subsequent leaves after seven years of service.

Applications for leave. Systems that practice sabbatical leave often have blank forms to be filled out by applicants. These forms require pertinent information about the candidate, his experience, and his plans for the leave. Application must be made in writing in other cities. Requirements as to time for application are generally stated in individual city sabbatical leave regulations. One system requires that applications for leave during any fall semester, that is from September to January, must be made on or before the first of May. Applications for leave during the second semester of a year, that is from January to June, must be made on or before October 1. Another system requests that the application for the privileges of the sabbatical year shall be made not later than four months prior to the beginning of the year for which sabbatical leave is desired. Only sixty days preceding sabbatical leave is the requirement of another. Newton, Massachusetts, has the earliest requirement for application filing. Requests for leaves of absence must be made before November first of the school year previous to the year for which leave of absence is requested.

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The application forms of Pasadena, California, and Portland, Oregon, are simple and brief. Pasadena requires the filling of blanks that give the dates requested for leave, a short statement of the reason, the date, the applicant's name and address, and signatures of the principal and superintendent. Portland asks for dates requested for leave, date of election to service, enumeration of any breaks in term of service, present position and subject, name of school, and signature. The applicant checks study, travel, or recuperation as his reason, and the application is approved by the assistant superintendent.

Minneapolis, Minnesota, has a simple form for leave of absence without pay, and a detailed application form for compensated leave. Personal data on the sabbatical leave form even includes nationality of father and of mother as well as age, date of birth, citizenship, birthplace, and marital status of the applicant. Full information about education all the way from elementary school through postgraduate work is required. Name and location of schools, type and length of course, and dates of attendance, and graduation dates must be filled in. Years, school,

The application form of Washington, California, and Portland, Oregon, are similar and differ. Washington requires the filling of blanks that give the date requested for leave, a short statement of the reason, the date, the applicant's name and address, and signatures of the principal and superintendent. Portland asks for dates requested for leave, date of election to service, answer to question of any previous term of service, present position and subject, name of school, and signature. The applicant must state travel, or transportation at his expense, and the application is approved by the assistant superintendent. Minneapolis, Minnesota, has a similar form for leave of absence without pay, and a detailed application form for compensated leave. Personnel data on the application form even includes nationality of father and of mother as well as age, date of birth, citizenship, birthplace, and marital status of the applicant. Full information about education all the way from elementary school through graduate work is required. Name and location of schools, type and length of course, and dates of attendance, and graduation dates must be filled in. Years, months,

and grade or subject taught in Minneapolis are listed. Time of desired leave is asked, followed by blanks for proposed courses if the leave is for study, and proposed itinerary if the leave is for travel. The applicant should include dates and places of previous travels.

Philadelphia, Pennsylvania, requires a list of institutions and courses from applicants for sabbatical leave for study, and itinerary and dates from applicants for sabbatical leave for travel. The applicant signs the following statement, "I agree that in case the sabbatical leave is granted I will not engage in any remunerative occupation, and I will return to the service of the public schools of Philadelphia at the expiration of leave, and remain in service for a period of at least one year." The application form further contains blanks for approval by the director of the division of medical inspection and the board of education. Regulations are enumerated on the other side and there is a place for entries to be made by the superintendent about date of return, record of study submitted, report of travel submitted, statement of non-engagement in

remunerative employment during sabbatical leave, and remarks.

Pasadena requires that the application must be accompanied by a certificate of health signed by the school physician, indicating that the applicant is in satisfactory physical condition to undertake the study or travel proposed.

Requirements for return to service. The complaint that many teachers use leaves for getting better positions may be countered with the policy many systems practice of requiring a teacher to return to service for a period of time following the leave. As noted before, Philadelphia requires a signature on the application that the teacher will return to service for a period of at least one year. Newton, Massachusetts, states that before beginning the sabbatical leave the teacher shall enter into a contract to return to active service in the Newton Public Schools for a period of at least three years after the expiration of the leave of absence. Failing to live up to this agreement, the teacher shall repay to the City of Newton a sum bearing the same

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ratio to the amount of salary received while on leave of absence that the unfulfilled portion of the three subsequent years' service bears to the full three years; provided, however, that the teacher shall be released from such payment if this failure to serve the three years, as stipulated, be due to his illness, disability, or death, or if he be discharged from his position by the Committee.

Peoria, Illinois, takes even more stringent measures against the teacher who fails to return to Peoria for two years' work following leave. The applicant in Peoria is also required to enter into a legal contract with the Board of Education which states that if he does, through his own choice, not return as an employee of the Board of Education, he shall be obligated to reimburse the Board for all money paid to him while on leave.

Specific protection is given to the teacher in the Newton contract in case of ill health during the exacted period of service following leave, and the phrase "through his own choice" in failing to return as an employee for two years in Peoria gives indication of consideration when ill health is a

ratio to the amount of salary received while on leave
of absence that the unpaid portion of the salary
subsequent years' service shall be the full three
years; provided, however, that the teacher shall be
released from such payment if such leave is not more
the three years, as determined by the Board of Education,
disability, or death, or if he is discharged from his
position by the Committee.

Article III, Section 1, states that any teacher
measured against the teacher and his salary shall be
paid for two years' work following the date of
application in Florida in which he is not employed as
legal contract with the Board of Education. It
states that if he does, through his own choice, not
return as an employee of the Board of Education, he
shall be obligated to reimburse the Board for all
money paid to him while on leave.

Specific provision is given to the teacher
the having contract in case of his leaving during the
extended period of service following leave, and the
phrase "through his own choice" is not to be construed
as an employee for two years in Florida after
indication of intention when the teacher is a

factor in the teacher's absence. Passaic, New Jersey, requests two years' service after leave without stipulating the penalty of a portion of the salary being returned to the board in advent of failure to fulfill the requirement. Other systems do not mention health considerations in the period of service exacted following sabbatical leave, although policies of the systems may be the same as those of the above-named cities. Portland, Oregon, requires three years service following leave, while Philadelphia and Reading require only one year.

The California School Code provides for the teacher's filing with the Board of Education a suitable bond indemnifying the school district for any salary paid the employee during the period of sabbatical leave in the event said employee fails to render two full years of service following the termination of the sabbatical leave; or, in the event the employee fails satisfactorily to carry out the program of study or the itinerary of the trip approved by the Personnel Committee, the Superintendent of Schools, and the Board of Education. The indemnity bond not only protects the school system in getting the teacher back for the given period, but it might

logically give some legal impetus toward the teacher's utilization of his sabbatical time to the advantage of the school.

Chicago stipulates that any change of plan from that contained in the original application must be approved by the Superintendent of Schools. In case, because of serious illness or some other unforeseen contingency, it becomes impossible to use the sabbatical leave for the purpose for which it was granted, immediate notice must be given the superintendent. Failure to give such notice renders the teacher liable for refund of the entire amount of salary received during the period of sabbatical leave.

Philadelphia rules state:

Any married woman employed by the board of public education who shall have advanced four months in pregnancy shall advise the department of superintendence of the fact and shall be placed upon leave of absence without salary until the child shall have reached the age of nine months, unless the child shall not survive this age, in which case the death of the child shall be considered as terminating the leave of absence and the teacher shall be eligible for reassignment.

This regulation applies to employees on sabbatical leave of absence. Sabbatical leave terminates immediately when these conditions obtain.

logically the same as the teacher's
realization of his position in the school
of the school.

These attitudes are not always of the
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Because of serious illness or other reasons
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additional leave for the purpose for which it was
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This regulation applies to all teachers
leave of absence. Additional leave
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Provisions for granting leaves. One hundred eleven administrators indicated that any of their teachers who had the given prerequisites would be granted the opportunity of leave of absence for cultural purposes upon application. Twenty-four marked "no." Five stated that such grants would depend upon the individual teacher. One said it would depend upon the need of the individual teacher. Eight stated that the leave would have to be voted upon by the board. Three of the eight commented that the leave would be recommended by the superintendent before being presented for action by the board. It is probable that all such leaves are either acted upon by the superintendent, the board of education, or both. The superintendent appears in most communities to be the authority who determines whether teachers should be granted leaves or not. In many sections of New England and the deep South, however, the lay board retains most of the administrative function.¹² In some communities the action would be merely a matter of form. In other communities each individual leave would be considered

¹² A. S. Barr, W. H. Burton, and L. J. Brueckner, Supervision (New York: D. Appleton-Century Co., Inc., 1947), p. 4.

Provisions for Training in the

elementary school system. The first of these provisions is that the teacher should be a graduate of a normal school or college. The second provision is that the teacher should have a minimum of five years' experience in the classroom. The third provision is that the teacher should have a minimum of a B.S. degree in education. The fourth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The fifth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The sixth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The seventh provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The eighth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The ninth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college. The tenth provision is that the teacher should have a minimum of a 2.5 grade point average in the last four years of college.

12. J. E. Smith, Jr., Secretary, National Education Association
Supervisor (New York) (1947), p. 2.

with care. Sabbatical cities which have a fixed number of years as prerequisite are prone to grant any leave provided there is not an excess number of applicants.

Requirements for reports. Some type of report is required by fifty-seven of the systems in this study. Ninety systems do not require reports. Nineteen of the ninety systems not requiring reports did specify on the questionnaire that transcripts of the teacher's record of study during leave of absence should be filed with the superintendent's office. It seems probable that most systems would require the filing of a record of study done by teachers on leave.

Reports range from mere statements to detailed monthly reports in writing. Many reports are informal in nature and may consist of conferences with the superintendent. Reports are generally given at the close of leave and are sometimes based on the objectives formulated before the leave or deal with the values derived from the leave and accomplishments gained. The enriched experience acquired by teachers from leaves for cultural purposes has been utilized to advantage in teachers' meetings and in panel discussions.

with care. Statistical office which have a fixed number of years as precedents are prone to grant any leave provided there is not an excess number of applicants.

Recommendations for reports. Some type of report is required by fifty-seven of the systems in this study. Fifty systems do not require reports. Nineteen of the ninety systems not requiring reports did specify on the questionnaire that preparation of the teacher's record of study during leave of absence should be filed with the superintendent's office. It seems probable that most systems would require the filing of a record of study done by teachers on leave. Records range from mere statements to detailed monthly reports in writing. Many reports are informal in nature and may consist of conferences with the superintendent. Reports are generally given at the close of leave and are sometimes based on the objectives formulated before the leave or leaf with the values derived from the leave and accomplishments gained. The enriched experience acquired by teachers from leaves for voluntary purposes has been utilized to advantage in teachers' meetings and in general discussion.

Three systems require reports only in the cases of leaves for travel. Pittsburgh, Pennsylvania, however, is one city that requests less report of travel leaves than of leaves for study. A general statement is called for if the leave is for travel. For study leaves, an outline of courses taken must be presented with the signature of the major professor or dean. New Orleans, Louisiana, shows no difference between travel and study in report requirements. A written report of approximately 100 words within thirty days of each semester of leave about the manner in which the leave is to be spent is required. Another written report of approximately 250 words is presented thirty days after the end of the leave, stating the manner in which the leave has been spent.

Pasadena, California, requires a detailed account of any trip taken during leave for travel, including concrete evidence of the specific ways in which the trip has contributed to the improvement of the services of the applicant in respect to the particular educational field in which he is engaged. Such a report is to approximate the length of a standard term paper or seminar report, or from 3,000 to 5,000 words.

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with the signature of the major professor or dean.

New Orleans, Louisiana, shows no difference between

travel and study in report requirements. A written

report of approximately 100 words within thirty days

of each semester of leave about the manner in which the

leave is to be spent is required. Another written

report of approximately 250 words is presented at the

days after the end of the leave, stating the manner

in which the leave has been spent.

Pasadena, California, requires a detailed

account of any trip taken during leave for travel,

including concrete evidence of the specific work in

which the trip has contributed to the improvement of

the services of the applicant in respect to the

particular educational field in which he is engaged.

Such a report is to approximate the length of

standard term paper or seminar report, or 10-15

to 2,000 words.

Reports required by Pasadema were the longest and most inclusive of any report requirements discovered in this study. This type of report gives the best assurance that time has been used wisely and should be no undue burden on a teacher who has been granted the privilege for leave of absence with compensation.

Chicago has not been granting sabbatical leave in the past few years, but pre-war regulations state that sabbatical leaves for travel are to be spent in continuous bona fide travel for sight-seeing purposes. The application must contain detailed itinerary for the trip to be approved by the superintendent. Places to be visited must be of educational interest, and the itinerary must show that the entire period of leave will be spent in continuous sight-seeing travel. Teachers on special leave are required to make monthly reports of travel but may omit the final report. A detailed statement outlining the general subject of investigation and schools to be visited must be submitted in the application for sabbatical leave for observation of schools. At the expiration of leave a report shall be filed, giving the names of the schools visited, the date and length of each visit,

Reports required by the board were the first
and most inclusive of any kind.
covered in this study. This report should give the
best assurance that the board has been informed of the
situation and should be no longer burdened by the
granted the privilege for future of students
consequence.

Chicago has not been a part of the
in the past few years. But the board has
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continuous from the board for the purpose of
The application that travel in Chicago
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investigation and schools to be visited and
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observation of schools. At the expiration of leave
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schools visited, the date and length of each visit.

and the results of the investigation, such report to be sworn to before a notary public. Teachers on special sabbatical leave must report monthly the names of schools visited and date and length of visit, but are not required to make a detailed report at the expiration of their leaves.

A teacher on sabbatical leave from Peoria is required to report from time to time to the superintendent the actual activities engaged in during the leave. If such reports are unsatisfactory the leave may be terminated at any time upon recommendation of the superintendent to the board of education. This provision may be more a threat than a promise, but it is a power that might be enforced if the teacher should prove uncooperative.

Plans of systems for future leaves of absence.

No superintendent was so pessimistic about the value of leaves as to indicate that he would reduce the number of teachers enjoying these benefits. Sixty-nine plan to keep the number about the same and forty-eight plan to expand the number in the near future. It may be that the forty-eight for expansion feel less pressure from the teacher shortage or have

and the results of the investigation, such report to be sworn to before a notary public. Teachers on special Sabbatical leave must report monthly the names of schools visited and date and length of visit, but are not required to make a detailed report at the expiration of their leaves.

A teacher on sabbatical leave from service is required to report from time to time to the superintendent the actual activities engaged in during the leave. If such reports are unsatisfactory the leave may be terminated at any time upon recommendation of the superintendent to the board of education. This provision may be more a threat than a promise, but it is a power that might be enforced if the teacher should prove uncooperative.

Plans of system for future leaves of absence.

No superintendent was so pessimistic about the value of leaves as to indicate that he would reduce the number of teachers enjoying these benefits. Sixty-nine plan to keep the number about the same and forty-eight plan to expand the number in the near future. It may be that the forty-eight for expansion feel less pressure from the teacher shortage or have

a hopeful feeling for an alleviation of the shortage. The fact that so many superintendents do plan to make more leaves available indicates a favorable attitude toward the practice.

Superintendent's opinions of leaves of absence.

Young and Cook¹³ obtained lists of advantages and disadvantages of cultural leaves from five hundred systems which did not practice such leaves, 154 systems providing for leaves, and 130 teachers familiar with the practice. Among the non-practicing superintendents, 1,226 advantages and 558 disadvantages were listed. Superintendents familiar with the practice listed 370 advantages and 104 disadvantages. Teachers gave 484 advantages and 84 disadvantages. Those superintendents familiar with leaves at first hand evaluated them proportionately more highly than those unfamiliar with them and teachers were more enthusiastic than superintendents.

Young and Cook¹⁴ listed the following advantages submitted by superintendents:

1. Study or professional improvement

¹³ Young and Cook, loc. cit.

¹⁴ Young and Cook, loc. cit.

a hopeful feeling for an alleviation of the shortage.
The fact that no very important results were made
more leaves available indicates a favorable attitude
toward the practice.

Superintendent's opinion of leaves of absence.

Young and Cook¹⁵ obtained lists of advantages and
disadvantages of natural leaves from five hundred
systems which did not practice such leaves. The
systems provided for leaves, and 150 received the list
with the practice. Among the non-practicing
superintendents, 1,200 advantages and 538 disadvantages
were listed. Systems which practice with the practice
listed 250 advantages and 100 disadvantages. Systems
gave 44 advantages and 24 disadvantages. These
superintendents familiar with leaves at first hand
evaluated their proportionately more highly than those
unfamiliar with them and reasons were more
entirely than superintendents.

Young and Cook¹⁶ listed the following advantages

submitted by superintendents:

1. Study or professional improvement

¹⁵ Young and Cook, loc. cit.

¹⁶ Young and Cook, loc. cit.

2. Recreation and recuperation
3. Renewed interest and enthusiasm
4. Increased efficiency
5. Opportunity to travel
6. Broadened outlook
7. Opportunity of teacher to get out of a rut
8. Longer tenure of teachers
9. Valuable suggestions brought back to system
10. Development of higher professional attitude
11. Security of position on return
12. Making new contacts
13. Increase in salary
14. Observation and experience in other school systems

The following were disadvantages named:

1. Loss of teacher to another system
2. Problem of the substitute
3. Increase in salary budget
4. Interference with work
5. Misuse of time by teacher on leave
6. Difficulty of selecting teacher for leave
7. Public sentiment
8. Loss of salary to teacher
9. No salary increase on return
10. Difficulty of readjustment on return

Seventy-four superintendents in the present study commented favorably on leaves for cultural purposes. Only ten commented unfavorably. All were familiar with the practice. Most of them termed such leaves as being excellent.

Two superintendents wrote that cultural leaves were advantageous both to the teacher and to the system. Another said that request for this type of leave was a sign of an ambitious and professional teacher. One superintendent wished he had more such

1. Devotion and enthusiasm
2. Increased efficiency
3. Increased reliability
4. Increased loyalty
5. Increased initiative
6. Increased responsibility
7. Increased interest in work
8. Increased interest in school
9. Increased interest in the subject
10. Increased interest in the teacher
11. Increased interest in the school
12. Increased interest in the subject
13. Increased interest in the teacher
14. Increased interest in the school
15. Increased interest in the subject
16. Increased interest in the teacher
17. Increased interest in the school
18. Increased interest in the subject
19. Increased interest in the teacher
20. Increased interest in the school

The following were disadvantages noted:

1. Loss of interest in the subject
2. Loss of interest in the teacher
3. Loss of interest in the school
4. Loss of interest in the subject
5. Loss of interest in the teacher
6. Loss of interest in the school
7. Loss of interest in the subject
8. Loss of interest in the teacher
9. Loss of interest in the school
10. Loss of interest in the subject
11. Loss of interest in the teacher
12. Loss of interest in the school
13. Loss of interest in the subject
14. Loss of interest in the teacher
15. Loss of interest in the school
16. Loss of interest in the subject
17. Loss of interest in the teacher
18. Loss of interest in the school
19. Loss of interest in the subject
20. Loss of interest in the teacher

Seventy-four superintendents in the present

study commented favorably on interest in subject.

purpose. Only ten commented unfavorably. All four

familiar with the practice. Most of them favored

such interest as being excellent.

Two superintendents wrote that interest in subject

were advantageous both to the teacher and to the

system. Another said that interest in this type of

leave was a sign of an ambitious and professional

teacher. One superintendent stated he had more such

requests. Elementary, language, and social studies teachers were named as ones who would benefit most from this type of leave. Six superintendents stipulated that leaves for travel might be of benefit if they were well-planned. Extensive travel was preferred.

The present inadequate supply of teachers was named several times as a disadvantage. Difficulty of obtaining a substitute was related to the teacher shortage. One superintendent declared, "Too many use their leaves to visit Uncle John." One said that teachers took advantage of the leave (evidently to the disadvantage of the system), another said leaves were generally abused, and another stated that leaves were used to prepare for other professions. One unhappy superintendent wrote, "We do not have a definite policy as to teachers' leaves. I have been able to get a few leaves granted to do advanced work but most of our folks have used it to get a better job and only one or two have come back to stay. Our board as a result does not think too well of this procedure."

regulate. It is not, however, a matter of
teachers were asked to take a course in
from this type of course. It is a matter of
attitudes. It is not a matter of
it, they were well-versed. It is a matter of
proceeding.

The present course is a matter of
names several times as a discipline. It is
obtaining a certificate and a matter of
shortage. The number of teachers is
and the number of students is
concerned. The number of teachers is
the discipline of the course. It is
were generally accepted. It is a matter of
lessen some of the discipline. It is
one of the most important. It is a matter of
definition. It is a matter of
able to get a few more. It is a matter of
but most of our time is spent in
job and only one or two are left to
board as a result. It is a matter of
proceeding.

Use of sabbaticals for spreading employment.

As with other types of work a shortage of teachers brings salaries up, and when there was an abundance of teachers the salaries were meager. When teachers' salary funds were low systems had long waiting lists for substitute work but found it difficult to find sufficient money for sabbaticals. Now that many systems can well afford the money they cannot spare the teachers.

A contrast to the present situation was a proposal to spread employment in the teaching profession by a sabbatical stagger plan made by F. W. Hart of the University of California in 1934.¹⁵ The plan sought widespread adoption of mandatory sabbatical leaves to provide positions for unemployed teachers, to provide for much needed professional growth and improvement of teachers in service, and to protect then present low-salary schedules against further reduction from competitive bidding by the unemployed, many of whom were willing to teach for food and shelter.¹⁶ Provision of the plan was for one-half

¹⁵ F. W. Hart, "Proposal to Spread Employment in the Teaching Profession by a Sabbatical Stagger Plan," American School Board Journal, 88:28, March, 1934.

¹⁶ Loc. cit.

to one year of leave of absence on half pay after six years of service. Sabbatical substitutes were to receive one-half of the regular salaries of the teachers on sabbatical leave. One-half of a 1934 teacher's salary would scarcely seem a living wage, but the author reasoned that any salary was better than the absence of any salary at all, which appeared to be the case with a great army of unemployed teachers. The salary set-up as proposed would make no increase in expenditures for public education. It was claimed that adoption of the proposed policy would tend to stabilize regular teachers' salaries on a professional plane, improve the regular teachers in service, strengthen the morale of the teaching body as a whole, give hope and courage to the young teachers, and contribute much to economic and social security.

Although the main purpose of giving employment to the greatest number of teachers would be of no value at the present time, provisions included in the proposal might well be considered in view of the fact that forty-nine out of seventy-one prominent laymen approved the measure and an additional eight approved

to one year of leave of absence on full pay after
six years of service. Sabbatical substitutes were to
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in service, strengthen the morale of the teaching
body as a whole, give hope and courage to the young
teachers, and contribute much to economic and social
security.

Although the main purpose of giving retirement
to the greatest number of teachers would be to
value at the present time, provisions included in the
proposal might well be reconsidered in view of the fact
that forty-nine out of seventy-one present teachers
approved the measure and an additional eight approved

provided certain safeguards were assured. The following were regulatory provisions.¹⁷

1. Teachers on sabbatical leave
 - a. Should be subject to the direction of the governing board as to how such leave should be spent
 - b. Shall submit an acceptable plan for approval
 - c. Shall make a report at the end of the sabbatical leave covering fulfillment of the approved plan
 - d. Shall not accept gainful employment during sabbatical leave
 - e. Shall be required to return to the district one-half of all sabbatical pay in case they do not return to the service of the district.
2. Boards of education granting or requiring sabbatical leave under this plan
 - a. Shall be required to employ one sabbatical substitute for each regular teacher on sabbatical leave
 - b. Shall give six months notice to teachers required to take sabbatical leave
 - c. Shall insure automatic reinstatement of teachers to the position and status held when leave was taken
 - d. Shall not require teachers to take sabbatical leave who can establish to the satisfaction of the board that their full salary is necessary to the support of dependents
3. In certain of the states the operation of the plan might be restricted to city school systems or to city systems over a stated size.

Under the section pertaining to teachers,

¹⁷ Hart, loc. cit.

provided certain safeguards were secured. The following were regulatory provisions:

1. Teachers on suspended leave
a. Should be subject to the discretion of the governing board as to how long leave should be spent
b. Shall submit an acceptable plan of approval
c. Shall make a report at the end of the school year concerning fulfillment of the approved plan
d. Shall not receive salary during the period of suspension
e. Shall be required to return to the district and shall be subject to the same rules as other teachers in the district
2. Board of education, consisting of representatives of the community
a. Shall be subject to the same rules as other boards of education
b. Shall give the same consideration to the needs of the community as to the needs of the school
c. Shall have authority to suspend or remove any teacher from the service
d. Shall have authority to suspend or remove any teacher from the service
e. Shall not receive salary during the period of suspension
3. In certain of the states the organization of the board of education is different from that of the school system of the district and is a separate body.

Under the section pertaining to teachers:

IV. Supp. Sec. 10.

provisions a, b, c, and d are commonly required by sabbatical cities at the present time. Provision e differs in that systems are more inclined to require all or none of the sabbatical salary to be returned to the system when the teacher fails to return to service.

Provisions a and c for boards of education would apply in most cases to practices of the present time. It is indicated in provision b, however, that such leaves would be compulsory. Any need for compulsory leave is, of course, a need of the past.

Laws that concern leaves of absence. The General Assembly of Pennsylvania enacted the sabbatical leave of absence law that for the first time incorporated such an act in a state-wide code. Chief provisions of the law are:¹⁸

a. Any person employed as a teacher or in a first class school district as a member of the instructional staff or department of instruction for ten years is entitled to leave for any of these reasons: (1) restoration of health, (2) study, (3) travel, or (4) (at discretion of School Directors) other purposes. Either one-half or one year at the option of the person. Thereafter for each seven years.

¹⁸ Markis J. Supple, "New Frontiers," School and Society, 46:278-80, August 28, 1937.

Provisions a, b, c, and d are commonly referred to as the "four basic provisions" of the present law. Provision e differs in that it requires that teachers be paid for all or none of the additional salary to be returned to the system when the teacher fails to return to service.

Provisions a and c for bonus of vacation pay apply in most cases to teachers of the present time. It is indicated in provision b, however, that such leaves would be compulsory. Any need for compulsory leave is, of course, a need of the past.

Law that concerns leaves of absence. The General Assembly of Pennsylvania enacted the additional leave of absence law that for the first time incorporated such an act in a state-wide code. Under provisions of the law are:

1. Any person employed as a teacher or in a first class school district as a member of the instructional staff or department of instruction for ten years is entitled to leave for any of these reasons: (1) restoration of health, (2) study, (3) travel, or (4) at discretion of School Directors for other purposes. Either one-half or one year at the option of the person. Thereafter for each seven years.

18. Article 3, Chapter 1, "New Frontier," School and Society, 48:278-80, August 28, 1937.

b. No school district is to limit the number of leaves granted to less than ten per cent of the number of persons eligible for such leave of absence regularly employed in such districts.

c. The person on leave of absence is to receive the difference between his regular salary and the salary paid a substitute, up to eight hundred dollars for half a school year and up to \$1,600 for a full school year.

d. The Board of School Directors has the right to inquire as to whether proper use is made of the leave granted the employee in such a manner as is declared necessary.

Lesser provisions of the law are that leaves of absence are not to affect membership in School Employees' Retirement fund nor affect nor impair the service record of those enjoying sabbatical leaves, requiring that for these purposes such a person is still employed as a regular working individual.¹⁹

Unified action by teachers produced this bill. The Pennsylvania Educational Association and the Pennsylvania Branch of the American Federation of Teachers (A. F. of L.) were instrumental in its passage. The Federation officials aided by the council drafted the bills. They engaged sympathetic representatives to introduce them and lobbied for their passage.

The political situation of Pennsylvania at the time had some bearing on the favorable reception

¹⁹ Supple, loc. cit.

1. The school district is to have the right to leave granted to those persons who are absent from school for a period of three days or more, provided that the absence is for a bona fide reason and is not for the purpose of evading the school laws. The Board of School Directors is to have the right to grant or deny such leave, and its decision is to be final.

2. The Board of School Directors is to have the right to grant or deny such leave, and its decision is to be final. The Board is to have the right to require the person to whom leave is granted to make up the work missed during the absence, and to require the person to whom leave is granted to pay the cost of the work missed during the absence.

3. The Board of School Directors is to have the right to grant or deny such leave, and its decision is to be final. The Board is to have the right to require the person to whom leave is granted to make up the work missed during the absence, and to require the person to whom leave is granted to pay the cost of the work missed during the absence.

of the sabbatical leave of absence law. A new administration was trying to make good and an intelligent, aggressive group was willing to work together toward a common end.²⁰

California schools follow the California School Code in sabbatical regulations. The following regulations are quoted directly from the California School Code.²¹

5.720 Governing boards of school districts shall have power to grant leaves of absence to persons employed in positions requiring certification qualifications, a leave of absence for not to exceed one year for the purpose of permitting the study or travel by said employee which will benefit the schools and pupils of the district.

No leave of absence shall be granted to any employee under this section who has not rendered service to the district for at least seven consecutive years preceding the granting of such leave of which period at least one year shall have been so served after this act shall have taken effect, and not more than one such leave of absence shall be granted in each seven-year period. The governing board granting said leaves of absence shall have the power, subject to the rules and regulations of the State Board of Education to prescribe the standards of service which shall entitle the employee to such leave of absence. Said leave of absence shall not be considered as a break in the continuity of service toward retirement under this code except that such leave of absence shall not be counted as a

²⁰ Supple, loc. cit.

²¹ National Education Association Research Division, "Extended Leaves of Absence for Professional Improvement," (1940), citing California School Code, Division V, Part III, Article VIII.

of the educational leave of absence law. A new administrative group was trying to make good and an administrative group was willing to work together toward a common end.

California schools follow the California School Code in educational regulations. The following regulations are quoted directly from the California School Code.

5.750 Governing boards of school districts shall have power to grant leave of absence to persons employed in positions requiring certification qualifications, a leave of absence for not to exceed one year for the purpose of pursuing the study or travel by such employee which will benefit the schools and pupils of the district.

No leave of absence shall be granted to any employee under this section who has not rendered service to the district for at least seven consecutive years preceding the granting of such leave of which period at least one year shall have been so served after this act shall have taken effect, and not more than one such leave of absence shall be granted in each seven-year period. The governing board granting such leave of absence shall have the power, subject to the rules and regulations of the State Board of Education to prescribe the standards of service which shall entitle the employee to such leave of absence. Said leave of absence shall not be considered as a break in the continuity of service toward retirement under this code except that such leave of absence shall not be counted as a

80 Empire, Inc. 211

81 National Education Association Research Division, "Extended Leaves of Absence for Educational Improvement," (1940), Official California School Code, Division V, Part III, Article VII.

year of service toward retirement under this code.

Every employee granted a leave of absence under the provision of this section may be required to perform such services and may receive such compensation during such leave as the governing board of the district, with the approval of the County Superintendent of Schools, and the employee may agree in writing, but such compensation shall be the difference between the salary of the employee on leave and the salary of a substitute teacher in the position which the employee held prior to the granting of such leave.

Such compensation as may be granted by the governing board to said employee on leave shall be paid in two equal annual installments during the first two years of service rendered in the employ of said governing board following the return of the employee from said leave of absence, provides, however, that said compensation shall be paid said employee while on said leave of absence in the same manner as if the said employee was teaching in the district, upon the furnishing by the employee of a suitable bond indemnifying the governing board of the district against loss in the event that the said employee fails to render at least two years in the employ of said governing board following the return of the employee from said leave of absence, but such bond shall be exonerated in event the failure by such employee to return and render such two years' service is caused by the death or physical or mental disability of the employee.

At the expiration of the leave of absence of said employee, he shall, unless he otherwise agrees, be reinstated in the position held by him at the time of the granting of the leave of absence.

5.723 Both the governing board of any district and the district shall be freed from any liability for the payment of any compensation or damages now or hereafter provided by law for the death or injury of any employee of the district employed

in a position requiring certification qualifications when the death or injury occurs while said employee is on any leave of absence granted under the provisions of this article.

Kansas law forbids leave of absence. The following statements from a Kansas superintendent indicate the disadvantage any Kansas teacher desiring a year's leave would hold:

The board of Education in Wichita has no legal authority to grant leaves of absence. As a matter of general procedure, if a teacher is doing a satisfactory piece of work and wishes to be gone for an extended period of time for training or a similar purpose, she may be given a place when she comes back if circumstances are such that it can be done. This does not exclude the possibility, however, of the Board hiring someone whom they might wish to continue.

Alabama, Indiana, and Maine have provided for leaves of absence by statute. Maine at one time provided for compensation for leave during the school term²² but the matter of compensation appears to be left to individual school systems at the present time. The Maine law limited sabbatical leave to one-half pay for not more than one year after seven years of service. Portland, Maine, continues this plan and calls it "The Portland Plan," but other Maine communities such as Bangor and Waterville have only leaves without pay.

²² Young and Cook, loc. cit.

Laws for sabbatical leave have been unsuccessfully introduced in other state legislatures. Such a law appeared several times in California, and Congress has considered a law for sabbatical leave for Washington, D. C.

Unfavorable rulings have been meted out by Attorney Generals in Iowa and Arizona, and in some states the state is given the authority of supervision of municipal accounts. It has been demonstrated by some cities such as Kansas City, Missouri, that when legal requirements of actual teaching service stand in the way the plan of paying a bonus on return can be followed.²³ Winnetka, Illinois, has paid a bonus of one-fourth year's salary on each of the two years following leave with the assurance for the system that the teacher will serve his two-year period before he acquires the compensation.

The New Jersey State Department of Education expressed this attitude:²⁴

A teacher granted sabbatical leave by an

²³ Young and Cook, loc cit.

²⁴ Loc. cit.

Laws for educational leave have been introduced in other state legislatures. This appeared several times in California, and Congress has considered a law for educational leave for

Washington, D. C.

Unfavorable replies have been noted by Attorney General in Iowa and Wisconsin, and in some states the state is given the authority of supervision of municipal accounts. It has been demonstrated by some cities such as Kansas City, Missouri, that when legal requirements of actual teaching services stand in the way the idea of paying a bonus on return can be followed. St. Vincent, Illinois, has paid a bonus of one-fourth year's salary on each of the two years following leave with the assurance for the system that the teacher will serve his two-year period before he receives the compensation.

The New Jersey State Department of Education expressed this attitude: "A teacher granted educational leave for

23 Young and Good, loc cit.

24 loc. cit.

employing board of education is not considered as released during the period from actual service but merely released from one particular phase of professional activities, teaching.

This ruling would seem to guarantee the teacher's status before leave as being unchanged upon return after leave.

Results of the sabbatical law in Pennsylvania.

J. Leslie Ellis wrote a doctor's dissertation on "An Evaluation of Sabbatical Leave in Pennsylvania." Ellis found less than one per cent of the teachers taking advantage of sabbatical leaves in Pennsylvania, although the law allows a maximum of ten per cent.²⁵ He found also that teachers tended to wait beyond the minimum number of years prerequisite for the opportunity.²⁶ Teachers seemed to lack the spirit of adventure to take the opportunity in large numbers.²⁷ The major deterrent was found to be inadequate compensation of teachers on leave.²⁸ by the Pennsylvania method of granting the regular salary minus the substitute's salary. Ellis sent a questionnaire to principals of schools from which teachers were on sabbatical

²⁵ J. Leslie Ellis, An Evaluation of Sabbatical Leave in Pennsylvania (Philadelphia: Stephenson Brothers, 1945), p. 42.

²⁶ Ibid., p. 40.

²⁷ Ibid., p. 38.

²⁸ Ibid., p. 37.

employing board of education in not considered as
relieved during the period from 1930 to 1935
mainly released from and during the period of
professional activities, teaching.
This matter would seem to be settled by the fact
before leave as being voluntary upon which the leave

Results of the statistical study in Pennsylvania

1. Leslie White wrote a doctor's dissertation on the
Evaluation of Sabbatical leave in Pennsylvania. White
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the law allows a maximum of ten per cent. He found
also that teachers tended to wait several years before
number of years were recommended for the opportunity.
Teachers seemed to lack the spirit of adventure to
take the opportunity in large numbers. The reason
given was found to be that teachers were not
teachers on leave. By the Pennsylvania Board of
Education the regular salary minus the cost of
salary. White sent a questionnaire to principals
of schools from which teachers were on sabbatical

25 1. Leslie White, An Evaluation of Sabbatical
leave in Pennsylvania (Unpublished, Department
Brooklyn, 1935), p. 42.

26 1914, p. 40.

27 1914, p. 38.

28 1914, p. 37.

leave during the year 1940-1941. He sought to determine the nature and amount of efficiency of the teacher as an individual, as an educational leader, and as a member of the community. Arbitrary values were given to the degrees of improvement shown and average scores for improvement were obtained. The teachers whose principals had evaluated them also had the opportunity to evaluate themselves. Principals rated physical and mental health as more improved than development as an educational leader, but it might be supposed that more years might be required for the complete fruition of educational leadership.²⁹ Although both teachers and principals agreed that improvement had been shown, they did not agree on the amount of improvement shown.³⁰ In every characteristic evaluated, teachers gave higher evaluations than did principals.³¹

Ellis concluded that sabbatical leave as a means of in-service training had proved effective in improvement of teaching efficiency among those taking advantage of it. He recommended that state aid

²⁹ Ibid., p. 82.

³⁰ Ibid., p. 115.

³¹ Ibid., p. 99.

should supplement the usual form of compensation.³²

This proposal would certainly make the opportunity more accessible to a greater number of teachers. Ellis also felt that leave should be limited to only one purpose: health, study, or travel. He gave as a reason for the limitation that as the law was interpreted any purpose whatsoever could be honored by a board of school directors and compensation paid on leave.³³ Of course, if state funds were used to supplement compensation of teachers on leave, the state would have a greater interest in the exact use made of such leave. As each of the three purposes, however, has its own merits, the solution would not seem to be the limitation by law to only one purpose, because that would be diminishing its advantages. The solution might rest in more precise definition by law of the purposes and secondary approval by state authorities if leaves were given partial monetary support by the state.

Ellis further recommended that teachers' associations aid in the stimulation of leave-taking,

³² Ibid., p. 120.

³³ Loc. cit.

should implement the usual form of organization. This proposal would certainly make the organization more accessible to a greater number of teachers. It is also felt that leave should be limited to only one purpose: health, study, or leave. The law was passed for the limitation that in the law was interpreted any purpose whatsoever could be honored by a board of school directors and compensation paid on leave. Of course, if these funds were used to supplement compensation of teachers on leave, the law would have a greater impact in the future and would have a greater impact on the law. However, such leave. As each of the three purposes, however, has its own merit, the solution would not seem to be the limitation by law of one or two purposes, because that would be to limit the law. The solution might rest in some precise definition by law of the purposes and secondary approval by state authorities if leave were given partial secondary support by the state. It is further recommended that secondary associations aid in the limitation of leave-taking.

See Table, p. 120.

See loc. cit.

as the value of the practice lies in the number taking advantage of the opportunity. He thought that compensation to the teacher on leave should be administered as a percentage of the salary regularly paid to the teacher. This form of payment would be more advantageous to the teacher with many years of experience, as the salary increments expand the sum upon which the percentage is based. Such payment would give more discriminatory benefit to the experienced teacher than a lump sum payment. Ellis believed that state aid should be granted in the form of a bonus paid on return to the local district and upon receipt of proof of increased teaching efficiency. The bonus, as he described it, would be paid over a period of years and would be contingent on the teacher being rated as superior by the superintendent.³⁴ The qualification of teaching efficiency for receipt of the bonus would require measurement of a rather intangible quality.

Another recommendation made by Ellis was that sabbatical leave for restoration of physical and

³⁴ Ibid., p. 121.

as has been the case in the past
being subject to the same treatment as the
other cases of the same kind
be maintained as a rule of the same kind
paid to the same kind of work
more advanced than the same kind of work
experience, as the same kind of work
upon which the same kind of work
which have been the same kind of work
expended for the same kind of work
believed that the same kind of work
form of a common law of the same kind
and upon which the same kind of work
efficiency. The same kind of work
to be paid over the same kind of work
element of the same kind of work
the importance of the same kind of work
efficiency for the same kind of work
measurement of the same kind of work
lasted for the same kind of work
subjected for the same kind of work

mental health not be made on the basis of years of service but on need and anticipated value.³⁵ The needs for restoration of physical health could be measured and leaves for such purposes be granted on the basis of indicated need. Mental health is less easily measured, and the need would be more difficult to establish. It seems that years of service would be as equitable a basis for granting leaves as establishment of need, and certainly would be more easily administered. Ellis's determining factor of need appears justifiable in the restoration of physical health, but the factor of anticipated value again brings in the factor of subjective judgment. When a teacher's leave rests on an administrator's evaluation, the granting of the leave ceases to be a democratic right. Administrators' judgments differ so greatly that teachers would not have equal rights under a state-wide law.

Ellis's suggestion that school districts be required to report to the State Department of Public Instruction names of teachers on sabbatical leaves

³⁵ Ibid., p. 122.

and reasons for granting the leaves seems very worthwhile. The information would then all be in a central location and would be available for inspection.³⁶

Since Pennsylvania is the first state to institute provisions for sabbatical leave in the form of a law, the outcomes of Ellis's study should be considered in the formulation of regulations for sabbatical leave either in local communities or on a future state-wide basis.

and various other matters of importance
concerning the affairs of the
a certain number of the
investigation
the various matters
institutions and the
of a law, the
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a future date.

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CHAPTER III

LEAVES FOR EXCHANGE TEACHING

The practice of exchange of teachers is being received enthusiastically as a broadening experience by many teachers and administrators. Some random comments made by individuals who have been on exchange illustrate a favorable feeling toward the practice. M. M. Kiley, Assistant Principal at Technical High School in Springfield, Massachusetts, said that a study of other schools sharpens the comprehension of the school system in which one is employed in the same way that the study of another language gives meaning to English. Kiley felt that his exchange with a teacher in Covina, California, gave him a perspective for reviewing practices used at home.¹

Paul Williams, who went from Brookline, Massachusetts, to Seattle, Washington, on exchange stated, "Since the average teacher has not means for either a sabbatical leave or a year of leisure, I endorse the system of exchange for teachers between different sections of the country." He found the

¹ M. Marcus Kiley, "Trading Teachers," School Executive, 60:25-6, January, 1941.

LEAVES FOR THE FUTURE

The organization of the study of English in the
 received enthusiastically and enthusiastically and
 by many teachers and administrators. The
 comments made by individuals who have been at
 illustrate a favorable feeling toward the
 N. H. Miller, Assistant Professor of Education,
 School in Springfield, Massachusetts, said that
 study of other schools suggests the
 of the school system in which this is
 same way that the study of other schools
 meaning to English. Miller felt that the
 a teacher in Covington, California, gave
 time for reviewing of notes and for
 Paul Williams, who was from New York,
 Massachusetts, as well as a number of
 stated, "Since the average teacher has not
 either a systematic course or a year of
 endorse the system of exchange for
 different sections of the country. The

I. H. Miller, Assistant Professor,
 Executive, 1915-16, January, 1916.

Northwest a challenge. He felt like a Puritan in the land of the Pioneers. He did not consider the attitude of Northwesterners as leisurely, casual, or indifferent, but rather realistic. He felt there was less professionalism in Western education and more humanism.²

Gertrude Tormey represented the point of view of the Northwesterner in an exchange arrangement with Massachusetts when she said that a change of physical environment tends to re-awaken the visitor's dormant power of perception. She found that the Western child was not usually from as scholastically minded a home as the child in Massachusetts, since Massachusetts is near Harvard, Wellesley, and other cultural institutions. The Seattle child is at the doorway to Alaska and the pioneer influence is still strong in that region. Another difference Gertrude Tormey found was shorter class periods at Brookline because of the large amount of studying the students did at home. The motivations were entirely different in the two areas. In Massachusetts students were striving desperately for grade points in order to earn the

² P. A. Williams, "New Englander Comes to the Northwest; or, Benefits of the Exchange System," Education, 67:281-5, January, 1947.



MASSACHUSETTS
COMMONWEALTH
DEPARTMENT OF
EDUCATION
BOSTON

Northwest of the page. The first line of the page is the title of the report. The second line is the name of the author. The third line is the name of the institution. The fourth line is the name of the department. The fifth line is the name of the office. The sixth line is the name of the position. The seventh line is the name of the date. The eighth line is the name of the page.

General Report on the progress of the work of the Department of Education for the year 1900-1901. The report is divided into four parts: the first part deals with the general condition of the schools; the second part deals with the work of the various departments; the third part deals with the work of the various committees; and the fourth part deals with the work of the various boards. The report is written in a clear and concise style, and it contains many interesting facts and figures. It is a valuable document for anyone interested in the education of the people of Massachusetts.

W. A. Phillips, Secretary of the Department of Education, Boston, January 1, 1902.

enviable status of one approved for entrance to an Eastern college. In the West academic education is less important than the ability to do something "motorminded." The Westerner must be shown the practical value and he is not exclusively professional. Teachers must hold students' interest in the West because it cannot be commanded. Gertrude Tormey felt that the twain may share in the abundant good of this great land.³

Localized exchange. Superintendent Harold C. Hunt thought that a new location was stimulating, contributed different training and background, and enriched the quality of teaching. He thought these attributes could be found without the drawbacks that are often encountered by administrators who are making arrangements for exchange between teachers of different communities. Through the New Rochelle Modification, a local exchange arrangement described by Superintendent Hunt, two teachers are exchanged from each elementary school and three from each secondary school to different building placements. The arrangement will include every teacher who is in the

³ Gertrude Tormey, "West Meets East," Education, 67:277-80, January, 1947.

envisage status of one approved for exchange to an Eastern college. In the West academic education is less important than the ability to do something "practical." The Westerner must be shown the practical value and he is not exclusively professional. Teachers must hold students' interest in the West because it cannot be commended. Gertrude Torrey felt that the reason was there in the abundant food of this great land.

Localized exchange. Superintendent Harold C.

Hunt thought that a new location was stimulating, contributed different training and background, and enriched the quality of teaching. He thought these attributes could be found without the drawbacks that are often encountered by administrators who are making arrangements for exchange between teachers of different communities. Through the New Rochelle Mobilization, a local exchange arrangement described by Superintendent Hunt, two teachers are exchanged from each elementary school and three from each secondary school to different holding placements. The arrangement will include every teacher who is in the

system for a long period of time. There is no discrimination or selection. Each spring they are selected through nominations of the building principals. On visiting day they may become acquainted with their new environments. Outcomes that Superintendent Hunt gave were:⁴

- a. More comprehensive view of the system
- b. Relieves monotony of repetition--better teaching
- c. Understanding between schools
- d. Vitalized understanding of procedures and policies; insight into advantages and limitations
- e. Extended acquaintance with educational problems in the community. Awareness of different needs.

Exchanges with Latin America. An exchange program was initiated at the suggestion of the United States at the Inter-American Conference for Peace in Buenos Aires in 1936. Since 1939 the United States has carried on a limited interchange of teachers and technical experts with Latin American countries.⁵

The Committee dealing with intellectual cooperation provided in its resolutions and

⁴ Harold C. Hunt, "Teachers Swap Jobs," School Executive, 60:38, December, 1940.

⁵ Helen M. Hosp, "International Cultural Experience," American Association of University Women Journal, 39:100, January, 1946.

recommendations that there would be exchanges between the republics which ratify it. Although the term "teachers" is included throughout the provisions, most of the exchanges appear to take place in the form of fellowships and professorships. Many teachers, however, do take advantage of this opportunity for advanced study. Provisions for the program are:⁶

Each year each government awards a fellowship to each of two graduate students or teachers in each of the other ratifying countries. The two governments participate in selection. The nominating government nominates a panel of five graduate students or teachers from the people. The receiving government selects from the panel two and awards them fellowships. In the United States the government prepares a panel of five for each country in exchange. These panels are submitted to the governments of the countries for their selection. Panels prepared by the United States are submitted on November 30th. Other Latin American countries submit theirs on March 31 unless another date is selected by agreement with the appropriate government.

The convention provides that the nominating government is to pay the round-trip travel costs to the institution of learning in the receiving country, and other incidental expenses of graduate students or teachers selected. The receiving government pays tuition, subsidiary expenses, and board and lodging at an institution of higher learning designated by it through such agency as seems appropriate, in cooperation with the recipient as far as practicable.

Fellowships are awarded for a one-year period.

⁶ L. E. Blauch, "Exchange Among American Republics," School Life, 25:290-1, July, 1940.

Recommendations that there would be exchanges between

the republics which would be

"peaceful" is included in the document

most of the exchanges appear to take place in the form

of Fellowship and Professional

however, do take advantage of this opportunity for

advanced study. Provisions for the program are:

Each year each government sends a Fellowship
to each of two graduate students or research
each of the other world's governments. The two
governments participate in selection. The two
nominating government nominates a total of five
graduate students or research fellows and the
receiving government selects two. In the first
two and second year Fellowship. The two
States the government receives a total of five
for each country in exchange. These include
submitted to the government. The national
their selection. Fellowship is given by the
States are limited to two per year. Other
Latin American countries which wishes to be
SI unless another state is selected by agreement
with the appropriate government.

The convention provides that the receiving
government is to pay the expenses of travel and
to the institution of learning in the receiving
country, and other incidental expenses of
graduate students or research fellows. The
receiving government pays tuition, laboratory
expenses, and board and lodging in the
of higher learning destination. It is the
agency as soon as possible in connection with
the recipient as far as possible.

Fellowships are awarded for a one-year period.

J. E. Wilson, Executive Secretary
Republic, General Office, 1950-1951

Under unusual and exceptional circumstances they may be renewed for an additional year, but the same student may not be nominated for more than two successive years.

Fields of study are not limited, but applicants are to indicate a project for research or study in the country for which they are applying for a fellowship and submit names of references who can testify to the value of the undertaking and the person's ability to carry it out.

The United States government requires that the candidate be a citizen of the United States or of one of its possessions, have good health and good moral character and intellectual ability, and have ability to do independent study.

The candidate may not be over thirty-five years old. He must have a practical knowledge of reading, writing, and speaking the language of the country to which he is going. He must have completed a curriculum requiring five years beyond secondary school, although exceptions may be made with the four-year course. No limitations are placed on race, sex, or creed.

Persons to be included on the panels of professors and graduate students or teachers submitted to other American republics are recommended to the Department of State by a Committee on Exchange. The

Under unusual and exceptional circumstances the
may be renewed for an additional year, but the
same student may not be nominated for more than
two successive years.

Fields of study are not limited, but applicants
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ship and submit names of references who can testify
to the value of the undertaking and the person's
ability to carry it out.

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The candidate may not be over thirty-five years
old. He must have a practical knowledge of reading,
writing, and speaking the language of the country to
which he is going. He must have completed a university
regarding five years beyond secondary school, although
exceptions may be made with the four-year course. No
limitations are placed on race, sex, or creed.

Persons to be included on the panels of
professors and graduate students or teachers submitted
to other American republics are recommended to the
Department of State by a Committee on Exchange. The

committee is appointed by the Department of State. The Department of State through its Division of Cultural Relations is responsible for administration of the exchange under the Convention for the Promotion of Inter-American Cultural Relations. An agreement was made with the United States Office of Education through the Federal Security Agency whereby the Office of Education performs some of the functions in the administration of the exchange program. The preliminary work in selection of candidates is made by the Office of Education, which circularizes colleges and Universities with notices of the program, receives applications and prepares abstracts on each applicant. Information is submitted to the Committee on Exchange, which studies it carefully as a basis for recommendations.⁷

The House Committee on Foreign Affairs had approved, in 1946, a bill to extend the interchange with the peoples of other countries. The Committee on Military Affairs had before it a bill providing for the conversion of part of the remaining stocks of United States property abroad into a

⁷ L. E. Blauch, loc. cit.

self-perpetuating scholarship fund providing a two-way exchange program.⁸

Another arrangement for acquainting our neighbors to the South with our educational methods was made with a group of teachers from Mexico. The following paragraph describes their activities:

Ten teachers from Mexico City, the first of several groups from the Americas who plan to study in the United States during the year, were guests of the Department of State and the United States Office of Education during the week of January seventeenth. They went to Chapel Hill, North Carolina, for a month of intensive study in English at the State University. When their work is completed, members of the group are assigned to schools and school systems in various sections of the country where they are given an opportunity to investigate those phases of educational work in which they are most interested.⁹

This interesting plan, although not of an exchange nature, would seem to have enough value to be practiced among many countries. The experience is the same as that of exchange in a foreign country except that the entire time is spent in investigation instead of teaching.

Exchanges with Great Britain. The United States exchanges more teachers with Great Britain than with

⁸ Helen M. Hosp, loc. cit.

⁹ "Inter-American Educational Relations," Education for Victory, 1:30, March 1, 1943.

any other country. Early developments of the British-American exchange program were as follows:

In 1922 the Educational Committee of the English Speaking Union started a scheme for the interchange of salaried appointments for one year between British and American teachers. A year or two later, on learning that similar plans for women teachers were being made by the Headmistresses Association and the British Federation of University Women, it was decided to set up a "Joint Committee" representing all three bodies "for the Interchange of Teachers between Great Britain and the United States." This committee was subsequently reinforced by a representative of the Association of Assistant Mistresses and has handled the scheme from the British side since 1926. On the American side, the work was carried on through two separate committees, the Education Committee of the English Speaking Union of the United States and the Interchange committee of the American Association of University Women.

Arrangements for the interchange of men teachers were handled throughout by a sub-committee of the English Speaking Union Education committee. From 1926 to 1940 the Joint Committee arranged for 134 interchange appointments for women teachers; eleven further appointments were completed but canceled because of the outbreak of the war. Up to 1942 only thirteen appointments had been arranged for men teachers.¹⁰

During 1946-47, seventy-four teachers from Great Britain exchanged places with seventy-four teachers from the United States. Reports from the

¹⁰ "Student and Teacher Exchanges Between the United States and Great Britain," Education for Victory, 3:28-9, September 20, 1944.

any other country. This is the case of the British.

American exchange system is as follows:

In 1952 the British Government...

English people in the United States...

Interchange of visits between the two...

year between British and American...

plans for more frequent visits...

British people in the United States...

to set up a joint committee...

three bodies for the purpose...

between Great Britain and the United States...

this committee was set up...

a representative of the American...

British side since 1952...

the work was carried out...

committee, the British...

English speaking...

the interchange of visits...

Association of Universities...

arrangements for the interchange...

teachers have been...

committee of the British...

committee, the British...

arranged for the interchange...

were discussed...

unpublished...

of the year...

months had been...

During 1952-53...

Great Britain exchanged...

teachers from the United States...

1952-53 and 1953-54...

United States and Great Britain...

Victory, 3:22-6, September 10, 1954.

United States Office of Education indicate the program is going well.¹¹ The program was initiated by a British committee which expressed the desire of British teachers to teach on an exchange basis in the United States. Through the Ministry of Education this desire was transmitted to the Department of State.¹²

In Great Britain a committee was set up to announce the program and work out the details, and a similar committee was later established in the United States. Committees in Great Britain and the United States were similar. The many educational associations in both are represented thereon. The Ministry of Education in Great Britain makes a grant to the committee for additional costs and a member of its staff serves as full-time chairman. The chairman of the United States committee is assigned by the United States Office of Education.¹³

Although 1700 applicants registered with the British committee, only seventy-four exchanges (seventy women and four men) were arranged for the

¹¹ "Exchange Teacherships for 1947-48," California Schools, 17:317-19, December, 1946.

¹² "Teacher Exchanges," American Association of University Women, 40:34, October, 1946.

¹³ P. E. Smith, "Interchange of Teachers Between Great Britain and the United States," School Life, 29:14-15, March, 1947.

United States Bill of Rights, which is the foundation
of our government. The Bill of Rights is the first ten
amendments to the Constitution. It was written by James
Madison and ratified in 1791. It guarantees the rights
of the individual against the power of the government.
The Bill of Rights is the cornerstone of liberty in
America. It is the shield that protects the citizen
from the government's abuse of power. It is the
light that guides us towards a more perfect union.
The Bill of Rights is the heart of our democracy.
It is the promise of a government that respects the
rights of the people. It is the foundation of our
freedom. It is the light that guides us towards a
more perfect union. The Bill of Rights is the heart
of our democracy. It is the promise of a government
that respects the rights of the people. It is the
foundation of our freedom. It is the light that
guides us towards a more perfect union.

11. The Bill of Rights is the foundation of our
freedom. It is the light that guides us towards a
more perfect union. The Bill of Rights is the heart
of our democracy. It is the promise of a government
that respects the rights of the people. It is the
foundation of our freedom. It is the light that
guides us towards a more perfect union.

year 1946-47. These exchanges were on various educational levels--nursery school, elementary, and secondary--and in several types of schools. The United States committee secured its participating teachers through direct correspondence with a selected and widely representative list of school administrators. Since only a limited number of exchanges was possible, there was no publicity or general program of recruitment.¹⁴

School administrators and teachers in both countries have shown such enthusiasm for the program that teacher shortages, difficulties of travel, and scarcity of living quarters have not served as deterrents. Local school authorities in both countries have shown a most cooperative spirit by giving assurances of every possible effort to adjust schedules and teaching loads for exchange teachers. Teacher organizations, civic groups, and professional groups are already active in the early stages of the program, standing ready to assist in any way possible.¹⁵

¹⁴ "Teacher Exchanges," loc cit.

¹⁵ Smith, loc. cit.

year 1948-49. These studies were of various
educational levels--primary school, elementary, and
secondary--and in several types of schools. The
United States committee reported its participation in
teachers through direct observation with
selected and other representative districts and
administrators. Also only a limited number of
exchanges was possible. There was no formal
general program of exchange.
School administration is conducted in both
countries in a similar manner. In the United States
that teachers report the satisfaction of their work
and security of living conditions have not caused any
disturbance. Local school authorities in both
countries have shown a good cooperative spirit in
giving assistance of every possible kind to adjust
schedules and teaching for the exchange teachers.
Teacher organizations, civic groups, and educational
groups are already active in the work of the
program, standing ready to assist in any
possible.

14 "Teacher Exchange" by Dr. J. H. ...
15 ...

Extracurricular activities that American teachers enjoy in Britain are: trips, long vacation journeys, riding with the hunt club, joining cycling societies, and going to Holland for the week-end. Christmas might be spent in Paris, Switzerland, Sweden, Holland, or Ireland. During the spring many teachers attend the Shakespearean festival at Stratford on Avon. Teachers on exchange in England often give speeches before various kinds of clubs, teach night classes to adults, teach Sunday School classes, and help with youth group programs.¹⁶

Some states could not enter into the program because of limitations in their constitutions, as people who are not native-born citizens cannot be engaged as teachers in some states.

The second year of exchange with Great Britain has been worked out for 1947-48 by the committee on the Interchange of Teachers between Great Britain and the United States. The United States Office of Education sent this letter to superintendents of schools in American cities:

¹⁶ Smith, loc. cit.

Federal Security Agency
U. S. Office of Education
Washington, 25, D. C.

My dear Superintendent:

For a second year a limited exchange of teachers between this country and Great Britain is being worked out for the school year of 1947-48. Policies for the second exchange have been worked out by a Committee on the Interchange of Teachers between Great Britain and the United States which include representatives of the American Association of University Women, American Council on Education, English-Speaking Union, Institute of International Education, National Education Association, United States Office of Education, and Department of State.

I have been asked by the committee to secure preliminary information on two questions:

1. Would your school system be willing to exchange a teacher with a school system in Great Britain for the school year 1947-48? In answering this question you should keep in mind the following considerations:
 - a. The American teacher in Britain will be paid by your Board of Education; the British teacher in the United States will be paid by the British.
 - b. There are no outside funds for this exchange. Each teacher will provide his own travel expenses, and should have, in addition, including salary, not less than \$2,000 for the year.
 - c. The British assure us that their teachers can be ready to start work here by August 25, 1947. You may assign the British teacher as you think best, either to a class on a regular basis, or for assistance throughout your school system.
 - d. The British teacher in your school system

1. The first of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

2. The second of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

3. The third of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

4. The fourth of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

5. The fifth of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

6. The sixth of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

7. The seventh of these is the fact that the British Empire is a vast and varied collection of territories and peoples, each with its own history, culture, and customs. This diversity is a source of strength and resilience for the Empire, but it also presents a challenge in terms of governance and administration.

will not, of course, be a citizen of the United States, nor take an oath of allegiance or perform any similar civic act which may be required of other teachers in your school system.

- e. The British Government will accept responsibility for finding suitable accommodations for the American teachers in Britain. You will need to assume responsibility for locating suitable accommodations for the exchange teacher in your community.

2. If the first question has been answered in the affirmative, would you:

- a. Insist on the exchange of identical positions or
- b. Agree to a mixed exchange? (for instance, a high school teacher of mathematics for a kindergarten or for a teacher of music).

If you have answered the first question in the affirmative, the selection of the teachers to be exchanged should be started as soon as possible. Please suggest to us the names of one, two, or three teachers in your school system in any field who are willing to be considered for exchange and who, in your opinion, would make good exchange teachers. I should like to suggest that one of the teachers be at the elementary level and two in different fields at the secondary level.

To facilitate the handling of this information, I enclose three application blanks to be filled out in triplicate. Each blank is for one teacher at any level in your school system. Please do not submit the names of more than three teachers.

We wish to secure the application forms at an early date so that the process of matching may be started promptly. You, then, would have time to plan faculty needs, and the two teachers would have opportunity to know each other through

correspondence and to make preparations for the teaching assignment.

Please ask the selected teacher or teachers to fill out the blank and return the blank to you, and not to me. Every applicant must be recommended by the school administrator responsible. We must send abroad only teachers whom we would be very proud to have represent American education. Any statement which you may make about any teacher applying for this exchange will be held in confidence by the committee. You will, of course, place the blank in the hands of only those teachers who, in your opinion, would be entirely satisfactory.

Please note that the blanks may be returned later than the reply to the first two questions, but we would like, if possible, to have both the reply and the blanks ready before October 30.

Very truly yours,

Paul E. Smith
Chairman, Committee
on the Interchange of
Teachers¹⁷

Questionnaire form. Although the letter from the Chairman of the Committee on the Interchange of Teachers gives an accurate description of the procedure of exchange, a purpose of the present study was to obtain more detailed information about all types of exchange. Four hundred eighty superintendents were queried by means of the return

¹⁷ "Exchange Teacherships for 1947-48,"
loc. cit.

postal card message given on Page 11. Detailed questionnaires were sent to the superintendents who indicated they had had an exchange teacher during past three years or the current year, or who noted they already had plans for an exchange arrangement for 1947-48. The detailed questionnaire form is given on Page 87. This form was also sent to all cities having a population over 50,000.

Number of cities granting leaves for exchange.

There were forty-one cities in this study that reported having had one or more teachers on exchange during the past three years or that they were planning to have exchange teachers in 1947-48. Thirty-four cities listed their exchanges as follows:

	Continental United States	Outside Continental United States	Not Given
1946-47	10	31	3
1945-46	4		
1944-45	5	3	
1943-44	3	1	2

Out of seven cities reporting exchanges already arranged for 1947-48, two were to be exchanged with Great Britain and six were to be exchanged with places not designated on the questionnaires. For 1946-47

1. How many teachers in your system have been on leave of absence for exchange taching:

This year? Where? _____

School year 1945-46? _____ Where? _____

School year 1944-45? _____ Where? _____

School year 1943-44? _____ Where? _____

2. Can any teacher apply for exchange? Yes _____; No _____.

3. Please indicate the following:

a. Method by which a teacher obtains the privilege of exchange:
 Voluntary application ... _____; Selection by seniority _____;
 Selection by administration _____; Selection by competition _____.
 Other Methods (Please List) _____

b. Does a teacher away on exchange receive any salary allotment from your system? Yes _____; No _____.

If so, please indicate the provision made:

Full payment _____; Fractional payment _____, (How much? _____%)

c. What type of salary provision is made for the incoming teacher?

Same salary as the outgoing teacher.....

Whatever salary his personal qualifications merit in your usual salary scale.....

Salary paid by his home system.....

Other provisions (Please specify) _____

d. Minimum requirements of incoming teacher:

e. Method of selecting incoming teacher:

f. Usual time limitation on period of exchange _____

g. May the time limit be extended or renewed? Yes _____; No _____.

How long? _____.

h. Does your teacher pay her own travel expense? Yes _____; No _____.

If not, how is this handled?

i. Please indicate what salary arrangement is made after exchange:

Same salary as before leave with increment for experience _____

Same salary as before leave without increment.....

Other arrangement (Please specify) _____

4. Please check your plans for the near future:

Expand the number of teachers enjoying these benefits _____

Reduce the number of teachers enjoying these benefits _____

Keep the number about as at present.....

5. What is the total number of full-time teachers in your system? _____

Personal opinion of the practice of exchange (merits or defects)

LEADER FOR EXCHANGE TEACHERS

1. How many teachers in your system have been on leave of absence for exchange teaching?

_____	What?
_____	What?
_____	What?
_____	What?

2. Can any teacher apply for exchange? Yes _____ No _____

3. Please indicate the following:

- a. Method by which a teacher obtains the privilege of exchange:
Voluntary application _____
Selection by committee _____
Selection by administration _____
Other methods (Please list) _____
- b. Does a teacher away on exchange receive any salary adjustment from your system? Yes _____ No _____
If so, please indicate the provision made: _____
Full payment _____; fractional payment _____ (How much?) _____
- c. What type of salary provision is made for the incoming teacher?
Same salary as the outgoing teacher _____
Higher salary his permanent qualifications _____
Not in your usual salary scale _____
Salary paid by his own system _____
Other provision (Please specify) _____

4. Minimum requirements of incoming teachers:

a. Method of selecting incoming teachers:

- 1. Shall the limitation on period of exchange _____
b. May the time limit be extended or renewed? Yes _____ No _____
How long? _____
c. Does your system pay for any travel expenses? Yes _____ No _____
If not, how is this handled? _____
d. Please indicate what salary arrangement is made after exchange:
Same salary as before leave which insures no loss of experience _____
Same salary as before leave without insuring no loss of experience _____
Other arrangement (Please specify) _____

5. Please check your plans for the next future:

- Expand the number of teachers engaged when possible _____
Reduce the number of teachers engaged when possible _____
Keep the number about as at present _____

6. What is the total number of full-time teachers in your system?

Personal opinion of the practice of exchange (write on separate)

there was a total of forty-four exchanges. Great Britain claimed the largest number of these exchanges, totaling twenty-two in all. There were ten exchanges in the continental United States, eight in Hawaii, one in Costa Rica, and three in places not specified. In 1945-46 only four exchanges were effected in the cities participating in this study, and these were all in the United States. Five exchanges in the United States and three in Hawaii took place in 1944-45. Three United States exchanges, one exchange with Chile, and two exchanges with places not listed were made in 1943-44. It is evident that there were many more exchanges in 1946-47 than for any of the three preceding years.

Applications for exchange. Thirty-seven superintendents indicated that any teacher in their systems would have the privilege of applying for exchange. Only four indicated their teachers did not have that privilege.

Out of forty systems replying to the question pertaining to method by which a teacher obtains the privilege of exchange, over half, or twenty-one,

avored voluntary application. Fourteen chose teachers through both voluntary application and selection by the administration. It is probable that when voluntary application was the only method of obtaining leave for exchange there was no competition for the privilege and no question in the superintendent's mind as to the fitness of the applicant.

Three systems selected teachers through the administration alone. One system selected teachers both through the administration and by seniority. Another listed voluntary application, selection by administration, and selection by seniority. Selection by competition was not checked in any instance. These results indicate that the teacher who participates in exchange is the individual upon whose responsibility this type of leave most depends since all but five of the superintendents listed the teacher's voluntary application as a determining criterion for exchange. Any other considerations would follow after the teacher takes this initial step.

In effecting an exchange with other parts of the United States, a teacher might make a list of two or three places he would like to go on exchange. The

124

through both voluntary application and selection by the administration. It is possible that when voluntary application was the only method of obtaining leave for exchange there was no competition for the privilege and no question in the superintendent's mind as to the fitness of the applicant.

Three systems rejected teachers through the administration alone. One system rejected teachers both through the administration and by seniority. Another listed voluntary application, selection by administration, and selection by seniority. Selection by competition was also checked in any instance. These results indicate that the teacher who participated in exchange is the individual upon whose responsibility this type of leave most depends since all one type of the superintendent listed the teacher's voluntary application as a determining factor for exchange. Any other considerations were listed after the teacher takes this initial step.

In effecting an exchange with other parts of the United States, a teacher might make a list of two or three places he would like to go on exchange. The

teacher presents his choice to the superintendent, who gets the approval of the school board and then corresponds with superintendents of the cities listed. After arrangements are completed the two teachers exchanging with each other may correspond in order to get details about the position, housing facilities, or any other matters pertaining to the exchange.

Salary provisions. Thirty-five out of thirty-nine systems reported that their teachers received full payment from their home systems while on exchange. No systems reported making any fractional payments. Four systems did not pay their teachers any salary. Teachers in these systems were evidently paid by the systems to which they went. These four exchanges were with other cities in the United States or Hawaii. Most exchanges with Hawaii and other cities in the United States, however, were paid by their home systems from which they originally came.

One city not paying its exchange teacher gave the incoming teacher the same salary as the outgoing teacher. Two other cities gave the exchange teacher whatever salary his personal qualifications merited in the systems' usual salary scales. The fourth

Teacher presented the plan to the students, who
gave the approval of the plan. The plan was
corrected with minor changes. After presentation
examination with some other plan was made. The
plan details were the teacher, student, and
any other person who was involved.

Subject: History

nine systems were used. The systems were
full system, semi system, and partial system.
No system was used in the first year.
Four systems were used in the second year.
Teacher in the third year used the full system.
Systems were used in the fourth year.
Most examination was done in the fifth year.
United States, Canada, and Mexico were used.
Systems were used in the sixth year.
The systems were used in the seventh year.
The following systems were used in the eighth year:
Teacher, two other, and the student.
Whatever system was used in the ninth year.
In the system used in the tenth year.

system had not determined what its policy would be, as the exchange was for the forthcoming year. All other exchange teachers with the possible exception of a Costa Rican were paid by their home systems. In Miami, Florida, the exchange teacher from Costa Rica was given one hundred fifty dollars a month by the Dade County School Board. The teacher from Miami was paid full salary by his home system, but it was not made known on the questionnaire whether the teacher from Costa Rica was paid anything by his home system.

All systems except Miami, Florida, checked that their teachers paid their own travel expenses. Miami did not describe in what manner this was handled. All systems except one indicated that their teachers received the same salary as before leave, with increment for experience after they returned from exchange.

Requirements for incoming teachers. When asked to note minimum requirements of the incoming teacher, six superintendents mentioned that the teacher must possess a bachelor's degree. One of the six required a master's degree for an exchange teacher in high school, and another stated that the bachelor's degree

system had not been...
the exchange was for...
exchange...
Costa Rican...
Miami, Florida...
was given...
Bade County School...
paid full...
made known...
from Costa Rica...
All...
their...
did not...
All systems...
received...
ment for...
to note...
six...
possess...
a master...
school, and...

was to be in education. It seems probable that these qualifications for the incoming teacher were the same as those required of any new teacher being employed. Four superintendents mentioned that state certification standards must be met. Connecticut, Rhode Island, Michigan, and Illinois were states named as requiring certification of exchange teachers. An exchange teacher in California must be able to qualify for the California teaching credential under the Education Code governing exchange teachers.

Nine of the superintendents named ability to do the work usually assumed by the departing teacher. Two stated that they must receive proper recommendations from the other system participating in exchange. Four of the superintendents indicated they demanded no particular requirements, but accepted whomever the National Education Association or the British Board sent. Qualifications of teachers exchanged in the United States may be scrutinized, whereas exchanges with Great Britain are not regulated directly by local superintendents.

Length of time for exchange. All the systems that reported the time limit on exchange named the

and so be in a position to be able to do so. The
qualifications for the position of a member of the
as those required for the position of a member of the
four universities which are the members of the
action should be such as to be able to do so. The
Island, which is the only one of the four universities
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exchange center in the world which is able to do so.
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exchanged in the United States is the only one which is able to do so.
whereas exchanges with Great Britain are not required
directly by local governments.

Table of the United States

that reported in the United States is the only one which is able to do so.

period as one year. Twenty-three said that they would extend or renew the time, while fifteen would not. Those systems that would extend the time would do so for the period of one more year. There was no evidence that any system had granted such an extension of time during the past three years.

Teachers' attitudes toward exchange.

Teachers were not questioned in this study, but an informational study was made by R. H. Heindel on this subject. In R. H. Heindel's study a questionnaire was sent in the fall of 1936 to thirty-six people who had been given scholarships from Great Britain to the United States and thirty-five British teachers who had been on interchange to the United States. The questionnaires asked in what way the work of the individuals had been improved by experience in the United States. Thirty-six of the individuals questioned felt that the broadened outlook gained had conditioned their approaches to teaching as well as their outlooks on international affairs. Ten said they had new enthusiasm and mental stimulation. Four were more critical of their own ways of life and methods. Ten felt the value of

refreshment, though reporting no improvement in teaching. Ten felt that they could make geography and history more interesting. One person wrote that pupils could be made to respond more easily by introducing first hand experiences of the teacher. Eight persons acquired a general study of educational methods.

All of the people answering the questionnaire reported that they had benefited personally from the contact. The fields of teaching in which the British teachers felt improvement after the experience of exchange were listed as follows:¹⁸

- 4 Nutrition and home economics
- 6 Individual student preparation and oral discussion
- 2 Experience of mixed schools and classes arranged by achievement rather than age
- 8 Project method and new tests
- 3 Libraries and use by school
- 1 Kindergarten library
- 4 Insight in child guidance work
- 3 Making art an integral part of life and relating it to studies and other activities: drama, publications
- 3 Social contact between teacher and pupil
- 3 P. T. A. experience and closer relationship between educational research of United States and secondary schools
- 2 Value of more elaborate equipment
- 3 Less hampered by exams and bringing studies closer to life

Among the characteristics or activities of

¹⁸ R. H. Heindel, "British Teachers and the United States," School and Society, 45:821-6, January 12, 1937.

police, though they are not in uniform in some

law. The fact that they are not in uniform is

history have been in the past, and they are

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All of the people who are in the past, and they are

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the American schools which were reported to be adapted to English life, enthusiasm was mentioned by eight teachers, freer expression by the same number, the P. T. A. organization by seven, and vocational guidance by nine. The English teachers stated that educators constituted the British group most interested in the United States. The group mentioned next most frequently as being interested in the United States comprised the children. If children were one of the groups most interested in the United States, then the system of interchange would be one of the most valuable means of giving Great Britain authentic information about this country. The cinema was considered most influential in giving the British ideas about the United States, and much of the information thus imparted through the cinema was misleading. Twelve felt they had improved British understanding of American life, while five said, "The opportunities have been only few, as there has been little desire to learn and less desire to correct preconceived ideas.

Fifty Americans replied to the questionnaire. About half of them felt they could not convince the people of England of the true life of America. In

the American schools which have reported to be
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The group was mentioned. The group was mentioned.
Improved British understanding of American life
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few, as there has been little time to learn and
less desire to correct previous ideas.
Fifty teachers visited the group in
About half of them felt that they could not understand the
people of England of the new life of England.

the words of one, "Usually America represents something very humorous or wildly adventurous to students." Americans seemed to feel less stimulated than the British. They felt the restricting influence of the English examination system and the narrowed scope of activity.

Superintendents' attitudes toward exchange.

In 1945 a questionnaire was sent by the department of International Exchange of Teacher-School Opinion Poll of Nation's Schools magazine to five hundred representative school administrators. The poll asked the opinions of school men on the advisability of an exchange of teachers on college, secondary, and elementary levels under the Fullbright Bill which would provide economic aid.

In answer to the question, "Do you believe in a continuing international exchange of teachers?" the response was, as follows:

On College level	Secondary level	Elementary level
Yes 92%	Yes 67%	Yes 42%
No answer 5	No answer 21	No answer 36
No 3	No 12	No 22

These figures show that international exchange

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Constitutional and Political History

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was more favored on the secondary level than in the elementary field, and college level was most favored of all. There were, however, twice as many administrators who thought such exchange should be practiced on the elementary level as were opposed. On the secondary level there were five times as many favoring international exchange as there were disfavoring the practice. The large number who did not respond to the question concerning the elementary level would indicate that administrators were undecided as to the value of international exchange on that level.¹⁹

Out of thirty systems in this present study reporting future plans, fourteen intended to increase the number of teachers on exchange and sixteen planned to keep the number about the same. No superintendent wished to decrease the number on exchange. Thirteen of the superintendents made favorable comments and reported satisfactory results in the practice of exchange. One individual said, "I believe that the exchange of teachers is good both for the teacher who goes and for the

¹⁹ "International Exchange of Students and Teachers," Nation's Schools, 37:43, January, 1946.

school system, both from the effects of the teacher upon return from exchange." A different point of view, however, was, "The system gains nothing. The individual on exchange gets a broader view."

An additional eight superintendents favored the practice of exchange with certain limitations. Some of these comments reflect a more critical consideration of the subject and are worth of quotation. They were as follows:

Excellent if each exchange teacher is sympathetic to the purposes for which the exchange was instituted.

The value of the practice depends upon the good judgment and personalities of the exchange teacher.

If teachers are carefully selected it offers many opportunities for growth for both teachers and the school systems involved.

In general it has sufficient value to warrant the exchange; the value to any system, however, depends upon the quality of the individual selected. We have had some unfortunate things occur with our present exchange teacher from England.

Highly desirable, but the newness of the procedure requires that careful study be given it so as to safeguard the pupils and teachers concerned.

The superintendents' comments emphasize one main consideration in the effort to obtain satisfactory results in exchange. The superintendents' choices of teachers should be made with the utmost care, because

the success of the exchange movement depends upon the selection of desirable teacher material.

Two superintendents reported unfavorably about the practice of exchange. One stated that this was his first year to use an exchange teacher and the teacher received was not satisfactory. He was willing, however, to try one more exchange and hope for more satisfactory results. Another superintendent said that exchange was a device too frequently used by teachers to work into other systems. An unwritten law in teacher exchange would seem to be the carrying out of the agreement even to the return of the teacher on exchange.

All systems might well apply the Golden Rule in their choices of teachers to participate in exchange. It would seem that any superintendent should wish to send the most outstanding teachers in his system as representative of what his region or country has to offer in teacher personality and ability in the teaching field. Personality is perhaps the most important consideration in the selection of a teacher for exchange, because community and social relations are important contributions the exchange teacher may be expected to make.

Most educators concede that experiences such as a temporary change of employment, residence in a different part of the country or the world; or travel enrich a teacher's fund of knowledge and background. Since the weak points named by a few administrators might be corrected by a more discriminative selection of teachers, the results of this study show that an increase in the number of exchanges could be of real value to the schools of the country if properly carried out by all teachers and administrators involved.

Post-graduate course in the history of the
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CHAPTER IV

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

I. LEAVES FOR EDUCATION, EXPERIENCE, AND TRAVEL

Educators are recognizing more and more that the caliber of teachers educating the nation's youth in the younger and more formative years is as important as the caliber of teachers carrying the responsibility of education for more mature individuals. There is no instance of a denial in this study that added training and experience when well planned do enrich and heighten a teacher's professional status. The sabbatical leave once associated only with institutions of higher learning is being extended to an ever-increasing proportion of the public high schools and elementary schools of the country. The North Central Association of Colleges and Secondary Schools issued the statement that well-managed institutions grant regularly to faculty members leaves of absence for advanced study, travel, and productive work.¹

¹ North Central Association of Colleges and Secondary Schools, Manual of Accrediting Procedures, 1934, p. 34.

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

1. The purpose of this study was to determine the effect of the

educational system on the development of the child. The study was conducted in the city of New York, and the results are presented in the following chapters. The study was conducted in the city of New York, and the results are presented in the following chapters.

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A list of essential elements for the administration of a plan of sabbatical leaves for teachers composed by the National Education Association could scarcely be improved upon as recommendations. The list is as follows:

1. A period of uninterrupted teaching service prior to taking sabbatical leave
2. A provision which will safeguard to the school superintendent the use of sabbatical leave for purposes of professional growth
3. Compensation during the period of sabbatical leave sufficient to make the leave possible without undue sacrifice by the teacher
4. A statement as to the number of teachers who may be on leave at one time without embarrassment to the school system
5. An equitable basis for selecting the teachers who may be on leave at one time without embarrassment to the school system.
6. A period of leave long enough to make real professional study and growth possible
7. A provision guaranteeing that the improved services of the teacher following sabbatical leave shall be rendered in the school system granting the leave
8. Protection of the salary and retirement status of the teacher taking leave²

This study indicates that leaves for cultural purposes are increasing since the war-time slump. As the teacher shortage is being alleviated in some cities such as Passaic, New Jersey, the sabbatical plan is

² National Education Association, Department of Classroom Teachers, op. cit., pp. 37-38.

being renewed, whereas it had been discontinued during the time of war. Other systems are making plans for extending sabbatical leaves.

It may be supposed that systems which have been granting leaves without pay do approve of the purpose for which leaves are granted and may in time, with plentiful funds, adopt the sabbatical plan. It is indeed difficult for a teacher to find financial means for cultural leaves without some form of remuneration. It has been suggested that state funds be used to supplement the teacher's regular salary less the salary of the substitute, as the latter form of compensation has proved to be inadequate remuneration for many teachers eligible for sabbatical leave in Pennsylvania.

Many individuals have found summer vacations an unpleasant pice-meal fashion of acquiring advanced degrees, or even completing the undergraduate work which many teachers lack. Only a full year of study gives a satisfying feeling of continuity to a student.

Chicago's pre-war plan for observation of schools seems very worthwhile for professional development of teachers. There might even be evolved a nation-wide organization of the Chicago plan. If

being removed, it is not possible to say that the
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a large enough number of cities participated in the plan there might be nation-wide tours under the direction of well-trained guides. Certainly a well-conducted tour of the nation's educational systems would be the highest form of professional training for a teacher.

A superintendent who made the comment that teachers could do their traveling during the summer vacation seems justified in regard to traveling in the United States. Two or three months annually should take care of even the weary and worn teacher's needs for rest and recreation. Pasadena's requirements of the teacher on leave for travel, although strict, give the maximum pressure for well-planned and constructive itinerary through requirements for foreign travel and reports.

Objections that teachers abuse the privilege of leave by obtaining different positions may be countered with the suggestion that teachers be required to return for three years service or forfeit such amount of the sabbatical salary as is proportionate to the amount of the three years they fail to serve. The indemnity bond, as described by the California School Code, seems to afford greater protection to the system that the teacher will fulfill all requirements exacted by the

a large number of cases of influenza in the
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of self-interest and of public interest
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for rest and recreation. It is the duty
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Objecting to the suggestion that the privilege of
leave by operation of law be taken by the
with the suggestion that the leave be taken by the
for three years. It is the duty of the
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of the three years. It is the duty of the
board, as described by the Federal Government,
to afford greater freedom to the students and
teacher will be in the best interests of the

board of education both during and following sabbatical leave.

Any regulations enforced by a board of education are indirectly of advantage to the teacher, provided, of course, that they are formulated with the primary aim of improving instruction or improving the teacher's usefulness to the school. Such limitations placed on leaves, when enforced, keep the practice of sabbatical leaves in good repute. Teachers lobbying for such privileges should keep in mind the administrator's point of view as well as their own.

Any bill for sabbatical leave should give the administrator some privilege of reasonable limitation of the percentage or number of teachers on leave. Such a limitation gives protection to the current supply of teachers each year. Two per cent seems a reasonable proportion, but might be increased when the availability of teachers warrants or in communities employing fewer than one hundred teachers. Some objective method of selection such as by seniority or by date of application seems preferable over individual opinions of administrators.

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Such a limitation is not

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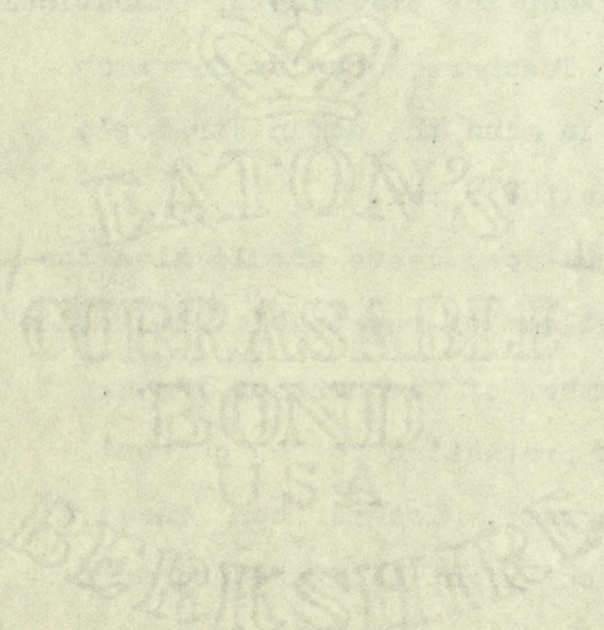
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Some objective point of view

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Of significance was the remark inserted by a number of superintendents that they had never been requested to grant the various kinds of leaves that were listed in the questionnaire. Some superintendents even made the statement that they would grant such leaves if requested to do so. This indicates that teachers are not taking advantage of as many opportunities as their administrators might permit or even favor. The main reason that teachers do not request more leaves is probably that they are not financially able to take a period of leave with no pay or the small amount of compensation that is offered.

The fact that most superintendents expressed favor of leaves for cultural purposes and the fact that most criticisms expressed could be rectified by adequate regulations would make the sabbatical plan with compensation a purpose well worth working toward. From the standpoint of school finances, this is the most opportune time for promoting such a plan. It would be well for sabbatical plans to be formulated at the present time in order that they may be enforced as quickly as the teacher supply permits. Communities of smaller size are generally less able

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to find replacements than are the larger communities. It may be hoped, however, that such advantages as sabbatical leave for cultural purposes may permeate to smaller and smaller communities until in the future every deserving American teacher may be granted a sabbatical leave after a reasonable period of years of faithful service.

II. LEAVES FOR EXCHANGE TEACHING

An increase in the number of exchange teachers for the year 1946-47 as compared with past years is shown in this study. The exchange program worked out by the Committee on the Interchange of Teachers between Great Britain and the United States has made it possible for a much greater number of teachers to participate in international exchange.

Monetary provisions were usually made by each system giving full payment to its outgoing teacher. The teacher was always granted a leave for one year, although some systems would have considered a renewal of the period. Teachers handled their own travel expenses. The same salary as before leave, with increment for experience, was nearly always given

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Exchanges with Great Britain were managed by the United States Office of Education and superintendents accepted whatever teacher was selected by the British board in the arrangement. Exchange arrangements between teachers in the United States were handled through correspondence between superintendents. The most frequent requirements for the incoming teachers were that they have the same qualifications which any persons being employed for the given positions would be required to have.

The practice of exchange is not out of the experimental stage. It appears that not more than five per cent of the communities in this study have participated in the practice in recent years. The full effects of exchange cannot be fully analyzed until a greater number of cities have had exchange teachers over a period of several years. The favorable attitude manifested by the majority of superintendents would indicate exchange is worth trying.

Although the questionnaire in this study dealt predominantly with cities having populations of more than 50,000, and various studies indicate that many

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exchange arrangements take place in smaller communities, exchanges with nations other than Great Britain seem to be rare even when the smaller communities of the United States are considered.

A possibility of expanding opportunities for exchange would be the establishment of Bureaus of Information in the various State Departments of Education. Such a Bureau could keep records of information about individuals who desire to participate in an exchange arrangement. By taking advantage of the Bureau of Information persons outside the state would have a means of making negotiations for exchange. Residents of the state could also make negotiations for exchange through the Bureau which would have access to information from the United States Office of Education or direct contact with superintendents about possible candidates.

The injection of other cultures both through teachers from other lands and the experience of our teachers living in other lands would seem the most direct method of acquainting our youth with an understanding of other peoples and their ways of living. If the cultures of other nations have worthwhile

elements to offer our culture, the United States should make possible a greater number of exchanges with a greater number of countries. Exchange might have not only a valuable influence on our culture but would certainly make a great contribution to the knowledge of our youth whose responsibility it will be to make friends with or get along with the rest of the world. Appreciation makes for greater international happiness than mere toleration.

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MEMORANDUM

TO : [Illegible]

FROM : [Illegible]

SUBJECT : [Illegible]

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For the purpose of the present investigation, the following information is being furnished:

The present investigation is being conducted by the following:

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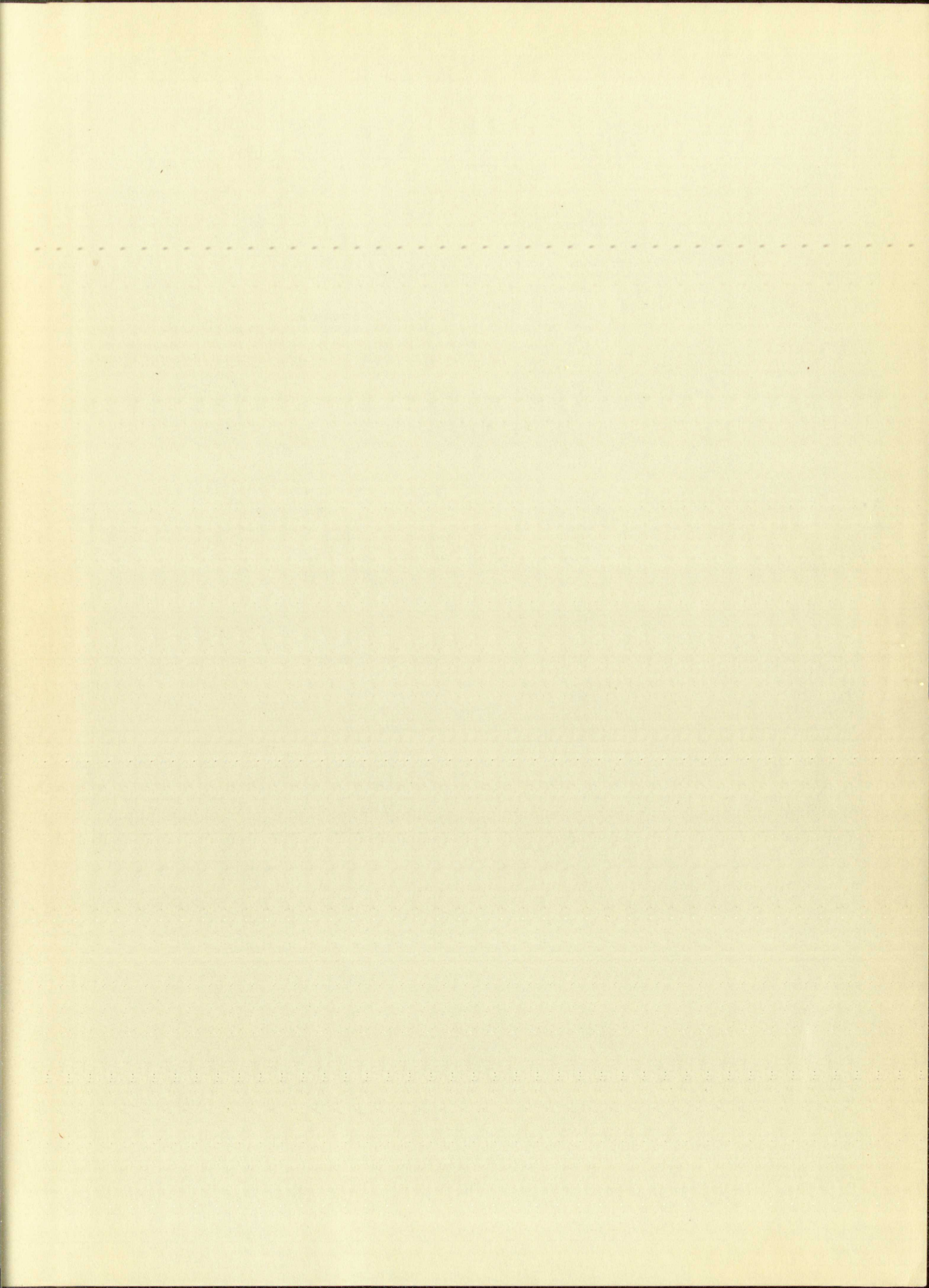
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1438 McDonald Road
Albuquerque, New Mexico
July 24, 1952

Dear Superintendent:

Your offer of cooperation in my survey of practices in adult education programs in New Mexico is deeply appreciated. I am therefore enclosing a detailed questionnaire which will be used in the completion of the study. This survey carries the approval of the Dean of the College of Education of the University of New Mexico.

Thanking you for your continued cooperation, I am

Sincerely yours,

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