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THE ANNUAL AND SICK LEAVE ACT OF 1951

JULY 12 (legislative day, June 27), 1951.—Ordered to be printed

Mr. PASTORE, from the Committee on Post Office and Civil Service, submitted the following

REPORT

[To accompany S. 832]

The Committee on Post Office and Civil Service, to whom was referred the bill (S. 832) to reduce the annual leave of Federal officers and employees to 15 days during the continuance of the existing national emergency, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

INTRODUCTION

The introduction of numerous leave bills during the Eighty-first Congress containing a wide range of formulas for changes in the sick- and annual-leave benefits of Federal employees indicated the need for a broad and detailed study of the subject. To this end the Subcommittee on Postal Service requested the Bureau of the Budget and the Civil Service Commission on May 18, 1950, to obtain data on leave practices in the Federal service and in private industry, with particular attention to the amount of accumulated annual leave and length of service of Federal employees.

The joint report of the Bureau of the Budget and the Civil Service Commission was submitted January 29, 1951, and printed (committee print) for the use of the Senate Committee on Post Office and Civil Service.

Committee staff analyzed the data in the joint report and on April 17, 1951, submitted a staff report (appended hereto) containing broad recommendations for sweeping changes in regard to both sick- and annual-leave benefits for Federal employees. In essence the recommendations were as follows:

1. Establish a uniform system of sick and annual leave throughout the Federal service to the greatest extent practicable.

2. Adopt a graduated system of annual leave based on length of service that will provide employees with adequate time for vacations, yearly and for incidental use, yet at the same time conserve manpower and produce economies.

3. Reduce the yearly allowance of sick leave and remove the limitation on the amount that may be accumulated in order to provide greater protection to long-time employees in the event of prolonged illness.

4. (a) Cover Federal employees with unemployment insurance, both as a matter of equity and to replace the practice of building up large accumulations of annual leave as insurance against unemployment.

(b) Cause an orderly reduction in the large amount of accumulated annual leave currently to the credit of individual employees.

(c) Prevent unduly large accumulations of annual leave by individual employees in the future.

5. Adopt legislative changes with respect to both sick and annual leave that will simplify administrative procedures and reduce the cost of maintaining individual leave accounts.

S. 832, as introduced, was a bill to reduce the annual leave of Federal officers and employees to 15 days during the continuance of the existing national emergency. It did not touch on the question of sick leave or the other matters referred to in the staff report as requiring attention.

However, S. 832, as amended, deals with both sick and annual leave on a Federal-wide basis. Hearings were held on S. 832, as amended, on June 28 and 29, 1951. Witnesses testifying at these hearings included representatives of the Civil Service Commission, the Bureau of the Budget, departments and agencies, and officers of many organizations of Federal employees.

GENERAL STATEMENT

The Civil Service Commission and the Bureau of the Budget both endorsed the adoption of a graduated system of annual leave based on length of service. The scale recommended by the Civil Service commission provided for 13 days to employees with less than 5 years' service, 19½ days to employees with 5 but less than 20 years' service, and 26 days to employees with 20 or more years of service. The Bureau of the Budget recommended the same scale, but with the grant of 26 days occurring after 15 years of service instead of 20 as recommended by the Civil Service Commission. S. 832, as reported by the committee, provides for annual leave at the rate of 13 days per year for employees with less than 2 years of service, 20 days to those with 2 but less than 15 years of service, and 26 days to those with 15 or more years of service.

Coverage is extended to include a number of groups of Federal employees now subject to special leave laws. In this category are the field employees of the postal field service, the employees in the Foreign Service under the Department of State and judges of the municipal court for the District of Columbia.

The committee is at the present time making a study of the possibility of covering Federal employees with unemployment insurance or some plan for terminal-leave compensation.

This study is in conformity with recommendation 4 of committee staff report of April 17, 1951.

The committee strongly feels that in view of the leave reductions provided by either S. 832, as amended, or the Douglas amendment to the Independent Offices appropriation bill (H. R. 3880) that no further restriction be placed on leave accumulations and specifically recommends that if either plan is adopted that the language in section 601 (title VI—General Provisions) of H. R. 3880 providing restrictions on accumulations be stricken.

The committee hopes to present a draft of fair and equitable legislation within 30 days covering Federal employees with an unemployment-insurance plan that would also provide the necessary restriction on leave accumulation.

The Bureau of the Budget and the Civil Service Commission are in conformity with this approach and are assisting the staff of the committee in its study.

As shown in the following table, annual savings under S. 832 will amount to over 15 million workdays with a cash value of over \$175 million. Under the Douglas rider the savings will be in excess of 11 million workdays with a cash value of over \$140 million. Both are based on a coverage of 1,859,000 employees exclusive of the field employees of the Post Office Department and employees in the Foreign Service under the Department of State. Inclusion of the half million field employees of the Post Office Department under either S. 832 or the Douglas rider will reduce the estimated savings by some \$25 or \$30 million. Inclusion of employees of the Foreign Service will result in an additional saving under either S. 832 or the Douglas rider.

Comparison of the present system,¹ S. 832, and the Douglas rider

Years of service	Number of employees	Days' leave			Aggregate days' leave		
		Present system	S. 832	Douglas rider	Present system	S. 832	Douglas rider
Less than 2.....	² 713, 273	26	13	20	18, 545, 098	9, 272, 549	14, 265, 460
Over 2 and less than 15.....	978, 831	26	20	20	25, 449, 606	19, 576, 620	19, 576, 620
15 and over.....	166, 896	26	26	20	4, 339, 296	4, 339, 296	3, 337, 920
Current total ³	1, 859, 000				48, 334, 000	33, 188, 465	37, 180, 000

Years of service	Aggregate value			Aggregate difference			
	Present system	S. 832	Douglas rider	S. 832 versus present		Douglas rider versus present	
				Days	Value	Days	Value
Less than 2.....	\$203, 996, 078	\$101, 998, 039	\$156, 920, 060	9, 272, 549	\$101, 998, 039	4, 279, 628	\$47, 076, 018
Over 2 and less than 15.....	331, 442, 852	254, 956, 040	254, 956, 040	5, 872, 996	76, 486, 812	5, 872, 996	76, 486, 812
15 and over.....	73, 907, 600	73, 907, 600	56, 852, 000			1, 001, 376	17, 055, 600
Current total ³	609, 346, 530	430, 861, 679	468, 728, 100	15, 145, 545	178, 484, 851	11, 154, 000	140, 618, 430

¹ Present system: Present system as used herein refers to the Uniform Annual Leave Act of 1936, as amended. Approximately 75 percent of all Federal employees are subject to such act. Major groups under other leave systems are: Field employees of the Post Office Department; Foreign Service, Department of State; medical employees, Veterans' Administration; and commissioned officers of the Public Health Service.

² Includes 600,930 employed since June 30, 1950, and who therefore were not included in the Bureau of the Budget-Civil Service Commission leave study made for the Senate Post Office and Civil Service Committee.

³ Current total: Number of Federal employees currently subject to Uniform Annual Leave Act.

EXPLANATION OF S. 832 BY SECTIONS

Section 1: This section provides that S. 832 shall be known as the Annual and Sick Leave Act of 1951.

Section 2: This section provides that the act shall apply to all civilian officers and employees of the United States and of the Government of the District of Columbia except as follows:

1. Teachers and librarians of the public schools of the District of Columbia. These employees are not now subject to the Uniform Sick and Annual Leave Acts of 1936, as amended, and this exclusion is continued under S. 832 because the conditions of their employment differ widely from that of other Federal employees.

2. Part-time officers and employees who do not work regular tours of duty.

3. Temporary employees engaged on construction work at hourly rates. Such employees do not presently receive leave and there is no justification for granting leave to such employees.

4. Employees of the Canal Zone government and the Panama Canal Company. Such employees are now accorded leave on a different basis than other Federal employees because of certain factors concerning conditions of their employment. It has been held by responsible medical authorities that persons from a temperate zone cannot remain for long periods of time in the Canal Zone without injury to their health. In view of the fact that such employees do not have the benefit of rotating tours of duty, but make a career of working in the zone, a special system of leave suitable to their needs has been in operation for a number of years. It is believed that this system should be continued without change.

5. Commissioned officers of the Public Health Service. Such employees now receive leave in accordance with practices that prevail in the military service. In view of the fact that their pay and other conditions of employment are in accordance with military practices, it is believed that their system of leave should not be disturbed.

6. Commissioned officers of the Coast and Geodetic Survey. Such employees are to all practical purposes in the same category as employees under item 5 above.

7. Doctors, nurses, and dentists in the Veterans' Administration. Such employees are now subject to their own leave system, especially tailored to suit their particular conditions of employment. While S. 832 provides for no change, it is recommended that the leave system for these employees be reexamined by the Administrator of the Veterans' Administration with the view to such adjustments as may be necessary to bring it more nearly in accord with the provisions of S. 832. The committee feels, particularly, that the Administrator should take appropriate steps to prevent juggling of schedules during periods of vacation in order to permit employees to take advantage of charging leave only on actual workdays and not on a calendar basis as intended by the system under which their leave is administered.

8. Alien employees. The leave of such employees is granted in the discretion of the head of the department or agency con-

cerned, but in no event may it be in excess of the amount allowable in the case of citizen employees.

9. Employees of the Metropolitan Police and Fire Departments of the District of Columbia. Such employees are subject to the annual-leave provisions of S. 832 but exempt from the sick-leave provisions. This exemption as to sick leave is made because the employees of these Departments operate under special sick-leave provisions that have been successfully administered for a number of years.

Section 3: This section provides annual leave at the rate of 13 days a year for employees with less than 2 years' service, 20 days for employees with 2 or more but less than 15 years of service, and 26 days for employees with 15 or more years of service. The crediting of such leave is to be on a biweekly pay-period basis, and the committee urges that the full amount of leave to be earned by employees during a calendar year be credited at the beginning of the first biweekly pay period occurring in the calendar year. Handled in this manner, biweekly postings to individual leave accounts will be avoided.

The committee recommends that the Civil Service Commission develop conversion tables for the use of departments and agencies in the crediting of yearly accruals of leave by employees who move from one leave scale to a higher leave scale during the course of a year. This section provides further that all service creditable for retirement purposes shall count toward an increase in leave earned.

Specifically, it is the intent of the committee that military service, prior Government service in the same or other Government department or agency, together with current service, shall be counted in determining in which leave scale an employee shall be included. This section provides further that the leave of employees who are not paid on the basis of biweekly pay periods shall be administered in the same manner as though such employees were paid on a biweekly pay-period basis. This is of particular significance to field service of the Post Office Department.

In the interest of economies of administration, it is provided that leave shall not be earned for periods of less than a full biweekly pay period. Specifically this means that an employee who enters or leaves the Federal service during a biweekly pay period will receive no leave for the time worked during such incomplete biweekly pay period. Likewise, paragraph (b) of section 3 provides that any change in the rate of accrual of leave by an employee shall take effect at the beginning of the next succeeding pay period following the one in which the employee completes the prescribed period of service.

Paragraph (c) continues the privilege under which employees in the several States and the District of Columbia may accumulate annual leave in an amount not to exceed 60 days.

Paragraph (d) reduces and standardizes the maximum accumulation of annual leave for employees, except officers and employees in the Foreign Service of the Department of State, stationed outside the 48 States and the District of Columbia, at 90 days. The reason why such employees are permitted to accumulate annual leave in excess of that permitted employees in the United States is so that they will have ample leave for extended stays in the United States when they are able to return. Employees of the Foreign Service are not allowed the 90 days but are limited to an accumulation of 60 days because

their home leave is provided for in a different manner. In either case, paragraph (e) provides that under such rules and regulations as may be prescribed by the head of the department or agency travel time of such employees in going to and from their posts of duty shall not be charged against annual leave.

Paragraph (f) provides for home leave for employees of the Foreign Service at the rate of 1 week for each 4 months of service abroad. This allowance may be accumulated for future use, but it is not to be the basis for terminal leave or lump-sum payment. The committee intends that a leave of absence under this provision be granted only during one or between two consecutive assignments abroad. It is intended further that any violation of this concept on the part of any employee in the Foreign Service should result in requiring a refund of the full amount of salary received by such employee for the entire period of such leave improperly used. The committee expects the Department of State to adopt appropriate procedures to see that this intent is properly carried out.

Paragraph (h) provides that leave which will accrue to an employee during any year may be granted at any time during the year that the head of the department or agency may prescribe.

Paragraph (h) provides that an employee may use at any time during the calendar year the full amount of leave that will accrue to him during the year. However, in the event he leaves the service before such leave has been actually earned, a refund will be required for the unliquidated amount.

Paragraph (i) provides that no leave shall be credited to an employee until he has been currently employed for a continuous period of 90 days under one or more appointments without a break in service. The effect of this provision is to prevent the granting of leave to temporary employees who serve for periods of less than 90 days. When an employee has completed 90 days of service he will be credited retroactively with leave for the entire period.

Sick leave

Section 4 provides that employees shall earn sick leave at the rate of 13 days per year, to be credited one-half day for each biweekly pay period. At present employees earn 15 days' sick leave per year. A study of the matter divulges that the average use of sick leave per employee ranges from 7 to 9 days per year. The indication is that an annual allowance of 15 days is perhaps too liberal. However, the limitation on the maximum accumulation is too strict. To correct this condition, the amount of the yearly credit has been reduced but paragraph (b) of section 4 permits an unlimited accumulation. Paragraph (c) permits in the future, the same as in the past, an advance of not to exceed 30 days' sick leave in cases of serious disability.

General Provisions

Section 5 contains a number of technical provisions necessary for proper administration of the act. No new provisions are introduced in this section.

Regulations

Section 6 authorizes the Civil Service Commission to prescribe necessary rules and regulations for the administration of this act. The committee feels that the rules and regulations of the Commis-

sion should permit the provisions of the act to be administered in an efficient manner with a minimum of bookkeeping requirements. At the same time every reasonable precaution should be taken to reduce to a minimum the possibility of abuse of leave provided in this act. The committee is particularly concerned that the granting of sick leave be brought under close scrutiny.

Repeals

Section 7 repeals such acts or parts of acts as are inconsistent with this act.

Saving Provision

Section 8 provides a basis for converting calendar days of leave to the credit of certain employees to a workday basis. Additionally, it provides that leave to the credit of employees in excess of the amounts permitted by this act shall remain to their credit, and the maximum accumulation permitted to such employees shall be reduced only as such excess leave is liquidated in the future.

Effective Date

Section 9 provides that this act shall take effect on January 6, 1952. The reason for this date is that it is the beginning date of the first biweekly pay period starting in the calendar year 1952.

Following is the staff report to the committee dated April 17, 1951.

UNITED STATES SENATE,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
April 17, 1951.

The Honorable OLIN D. JOHNSTON,
*Chairman, Committee on Post Office and Civil Service,
United States Senate, Washington, D. C.*

DEAR SENATOR JOHNSTON: In accordance with your directions the staff has analyzed the joint report concerning the accumulated annual leave and length of service of Federal employees submitted to the Committee by the Bureau of Budget and the Civil Service Commission.

The report, based on this analysis, is submitted for the consideration of the committee.

This report is divided into nine parts:

Part I states the recommendations of the staff with regard to annual and sick leave and unemployment insurance.

Part II presents a brief analysis and conclusion of the different Federal leave systems.

Part III presents the justification for a graduated system of annual leave.

Part IV in brief compass describes a method for reduction in backlog of accumulated leave.

Part V is a brief conclusion regarding future accumulation of annual leave.

Part VI presents an analysis of sick-leave benefits, rate of usage, and conclusion with specific recommendations.

Part VII describes method of bookkeeping that would save the Government much of the administrative costs with regard to records of accrued sick and annual leave.

Part VIII states the reason and need for unemployment insurance, provided certain leave cuts are adopted.

Part IX presents two schedules of graduated leave systems that should be considered.

Each schedule is divided into three parts: Length of service reported; basis for graduated system; and analysis of graduated system. The adoption of either schedule would save the Government over \$200,000,000 annually.

For the preparation of this report special acknowledgment is due Mr. Don Kerlin of the Bureau of the Budget.

Sincerely yours,

H. W. BRAWLEY,
Staff Director.

SICK AND ANNUAL LEAVE IN THE EXECUTIVE BRANCH OF THE FEDERAL GOVERNMENT

PART I. RECOMMENDATIONS

1. Review the several annual- and sick-leave laws with a view to legislation establishing a uniform system throughout the Federal service to the greatest extent practicable.
2. Consider adoption of a graduated system of annual leave based on length of service that will provide employees with adequate time for liberal vacations yearly and for incidental use yet, at the same time, conserve manpower and produce economies.
3. Consider means of forcing an orderly reduction in the large amount of accumulated annual leave to the credit of individual employees.
4. Consider means of preventing unduly large accumulations of annual leave by individual employees in the future.
5. Consider the sick-leave situation with a view to legislation that will reduce what appears to be a too liberal yearly allowance; remove the limitation on the amount of sick leave that may be accumulated in order to provide greater coverage to long-time employees during periods of serious and prolonged illness; and provide reasonable safeguards to minimize the possibility of abuse of the sick-leave privilege.
6. Consider legislative changes in both the annual- and sick-leave laws that will greatly reduce the cost of maintaining individual leave accounts.
7. Consider legislation to cover Federal employees with unemployment insurance, both as a matter of equity and to replace the widespread practice of building up large accumulations of annual leave as insurance against unemployment.

PART II. DIFFERENT FEDERAL LEAVE SYSTEMS

A. Among the several leave systems in effect in the Federal service are the following:

1. Federal employees generally: Approximately 75 percent of all Federal employees are subject to the Uniform Annual and Sick Leave Acts of 1936, as amended. These acts provide leave as follows:

Annual leave

(a) Permanent employees: Permanent full-time employees earn annual leave at the rate of 26 days per calendar year. Permanent part-time employees, for whom there has been established a regular tour of duty covering not less than 5 days in any week, earn annual leave on a pro rata basis.

(b) Temporary employees: Temporary full-time employees earn annual leave at the rate of 30 days per calendar year. Temporary part-time employees for whom there has been established a regular tour of duty covering not less than 5 days in any week earn annual leave on a pro rata basis during each full continuous month of service.

(c) Intermittent employees: Permanent or temporary employees whose services are required either full or part time or on intermittent basis do not earn annual leave provided the agency takes the precaution to notify the employee in writing to that effect at the time of his appointment.

(d) Accumulations: Employees in the United States now may accumulate annual leave in an amount not to exceed 60 days. During World War II (September 8, 1939, to July 25, 1947) employees were permitted to accumulate up to 90 days. Many employees still have such accumulations to their credit.

Employees outside the continental United States are permitted to accumulate annual leave in accordance with agency regulations in effect prior to January 1, 1936. These regulations permit accumulations of annual leave in varying amounts, ranging from 90 to 120 days.

Sick leave may be accumulated by employees both in and outside the continental United States in an amount not in excess of 90 days at the end of any calendar month.

2. Postal field service: Over 360,000 employees in the postal field service are subject to Public Law 134, which grants 15 days annual leave per year and 10 days sick leave per year. By administrative action such employees are not permitted to carry over more than 5 days annual leave from one fiscal year to the next. However, there is no restriction on the amount of sick leave they may accumulate. Departmental employees, postmasters, assistant postmasters, and certain other employees in the post offices throughout the country are subject to

the Uniform Annual and Sick Leave Acts of 1936, as amended, and, therefore, earn and accumulate annual and sick leave in the same manner as other Federal employees.

3. Foreign Service—Department of State: Over 8,000 employees in the Foreign Service, Department of State, are subject to the Foreign Service Act of 1946, Public Law 724, in the matter of annual and sick leave. This act gives such employees 60 calendar days annual leave and 15 calendar days sick leave per year. The act permits an accumulation of annual leave in amount not to exceed 180 days and an accumulation of sick leave not to exceed 120 days.

4. Doctors, dentists, and nurses—Veterans' Administration: Several thousand medical employees in the Veterans' Administration are subject to Public Law 293, Seventy-ninth Congress, in the matter of sick and annual leave. This law grants annual leave at the rate of 30 calendar days per year and sick leave at the rate of 15 calendar days per year. The maximum accumulation of annual leave is not to exceed 120 days. The maximum accumulation of sick leave is not to exceed 90 days.

5. Commissioned officers of the Public Health Service: Approximately 2,300 commissioned officers of the Public Health Service are subject to a leave system under which they accrue annual leave at the rate of 30 calendar days per year and sick leave to the extent the Surgeon General considers justified by the circumstances involved. The accumulation of annual leave is limited to 60 days, but sick leave is granted on the basis of justification, without limitation.

6. Employees of the Government Printing Office: Some 7,000 employees of the Government Printing Office are subject to annual and sick leave laws which grant 30 and 15 days, respectively, each year. However, by administrative action, such employees have been brought under Uniform Annual and Sick Leave Acts for 1936, as amended.

7. Miscellaneous groups: Employees of the Panama Railroad Company, Panama Canal, Maritime Commission, certain field employees of the Department of Agriculture, commissioned officers of the Coast and Geodetic Survey, and employees of the United States Park Service are subject to a variation of leave laws.

B. Conclusion: The conditions of employment, hours of work, and basis of pay of each of the above groups should be thoroughly analyzed with the view to standardization of annual and sick leave laws insofar as may be practical and equitable. The various statutes and administrative directives governing the accumulation of annual leave for United States citizen employees in overseas areas should be standardized, as there is no justification for the wide variation in the amount of annual leave that can be accumulated by employees under like conditions.

PART III. GRADUATED SYSTEM OF ANNUAL LEAVE

A. A system of granting annual leave at a graduated rate based on the length of service of the individual employee has a great deal of merit. Such a practice prevails rather generally in private industry. However, it must be recognized that Federal employees, unlike employees in private industry, are required to charge every absence from official duty to some type of leave; in the main, either to their annual- or sick-leave account. In private industry, incidental leave for such purposes as paying taxes, attending funerals, car inspection, participation in civic enterprises, and the transaction of personal business is granted without charge to an employee's vacation time. Therefore, any system adopted for Federal use must not only provide for adequate vacations, but must allow a few additional days each year for incidental use.

B. Conclusions: The present allowance of annual leave which generally is at the rate of 26 days a year to permanent employees and 30 days a year to temporary employees is, in some respects, too liberal to many employees and too costly to the Government. It is difficult to justify a system under which a new employee earns the same amount of annual leave during the first year of his employment as does an old employee during his twenty-fifth or thirtieth year of service.

It is even more difficult to justify a system under which a temporary employee earns leave at a greater rate than a permanent employee. These seeming inequities can be corrected on the one hand and substantial savings accomplished on the other by adopting a system under which the amount of annual leave earned by an employee is based solely on his total length of service.¹ The type of ap-

¹ In computing an employee's total length of service, military service and all Federal employment creditable for retirement purposes should count. In other words, the same formula should be used for leave purposes as applies in the case of retirement.

pointment under which an employee is serving at any given time should not affect the amount of annual leave he earns; i. e., a temporary employee should not earn leave at a greater rate than a permanent employee, and a permanent employee with many years of service should not earn leave at a reduced rate in the event he accepts a temporary appointment.

The graduated system outlined on the chart attached hereto gives 13 days' annual leave a year to employees during the first few years of their service, 19½ days a year during the middle years of their service, and 26 days a year during the remaining years of their career. This is sufficient to permit a full 2 weeks' annual vacation plus 3 days for incidental purposes to employees in the first category; a full 3 weeks' annual vacation plus 4½ days for incidental purposes to employees in the middle category; and a full 4 weeks' annual vacation plus 6 days for incidental purposes to employees in the latter category.

PART IV. REDUCTION IN BACKLOG OF ACCUMULATED LEAVE

A. Generally, existing law permits an accumulation of not over 60 days annual leave. During World War II employees were permitted to accumulate not over 90 days because they could not be spared from their work. In spite of this increase in the maximum amount of accumulation, many employees lost leave at the end of each year and many employees who have reached their maximum accumulation still lose leave each year. The accumulation of annual leave is a two-sided question. On the one hand, many employees by design accumulate leave because of its insurance value during times of prolonged illness, or unemployment and its cash value upon voluntary separation from the service. On the other hand, many employees would like to use leave for vacation purposes, but are prevented from doing so because of work requirements. In either case, the Government pays an extremely high premium on account of accumulated leave, for these reasons:

1. Leave is often accumulated by an employee while he is in a low grade and is paid for at a time when he has risen to a higher grade.

2. When general pay raises (of which there have been several during recent years) go into effect, it increases the value of accumulated leave, and must be liquidated at the increased value.

B. Conclusion: Employees should be required to liquidate excessive current accumulations of annual leave to their credit over a 5-year period at the rate of not less than 20 percent each year. To accomplish this, an employee should be required to use such leave, but if it is administratively determined that it would be detrimental to the Government service for him to be spared, then he should be paid for his leave in cash. So long as the rate of reduction is in keeping with 20 percent per year, in the event the employee leaves the service before the full 5-year period, he should be compensated for the unliquidated amount of leave still to his credit.

PART V. FUTURE ACCUMULATION OF ANNUAL LEAVE

A. Assuming that some type of unemployment insurance will be adopted and that the limitation on the amount of sick leave that may be accumulated will be removed, some positive means of controlling future accumulations of annual leave should be adopted.

B. Conclusion: The accumulations of large amounts of annual leave should not be permitted in the future. The law should be specific that annual leave is for the purpose of providing employees with time for adequate vacations and the transaction of personal affairs. Furthermore, the law should be equally specific that in the event an agency denies an employee the use of leave for these purposes, it should be required to pay the employee for the leave at the end of the fiscal year. There should be sufficient elasticity in the requirements of law to permit an employee to carry over from one year to another an amount of leave not exceeding that which he has earned during the past year in order that he may either take a prolonged vacation or otherwise juggle his vacation schedule. This privilege should not, however, obligate the Government to compensate him for such carry-over leave in the event he does not use it in this manner.

PART VI. SICK LEAVE

A. Benefits: In general, employees earn sick leave at the rate of 1¼ days a month for a total of 15 days per calendar year. Employees may accumulate sick leave in an amount not to exceed 90 days at the end of any calendar month. In addition an advance of sick leave of not to exceed 30 days may be made to an

employee. In most instances advanced sick leave is amortized out of future earnings; however, if because of death, continued illness, or involuntary separation from duty, the advance is not fully liquidated out of future earnings the unliquidated balance is canceled.

B. Rate of usage: The average amount of sick leave used by Federal employees ranges from 7 to 9 days per year. Many employees use little or no sick leave year after year. The great majority use only a normal amount. A relatively few, however, use sick leave as rapidly as it accrues to their credit. There is some indication that a very limited number of employees enjoy good health until they approach or reach the maximum 90-day limit on accumulation, after which time they are ill often enough to prevent the loss of any sick leave. It is to the credit of the Federal service as a whole, however, that for each employee who plans his illnesses so as not to lose sick leave, there are a hundred who guard their health so as not to lose time from their work.

C. Conclusion: In the light of the average rate of usage, 15 days sick leave a year is too liberal. To allow an amount above that actually required by the majority takes the form of a bonus to the very small minority who abuse the use of sick leave. By and large, these few are the very ones least deserving of any reward. Accordingly, consideration should be given to reducing the amount of sick leave to not more than 13 days a year. (One-half day per biweekly pay period.)

At the same time the 90-day limitation on the amount of sick leave that can be accumulated should be removed. When an employee approaches or has reached the 90-day accumulation, the 15 days sick leave theoretically earned by him each year has little or no value. Human nature being what it is, things of little value are treated lightly, and accordingly, the indiscriminate use of sick leave may follow. If on the other hand, there were no limit on the amount of sick leave that an employee could accumulate, there would be more of an inclination to preserve it more carefully as insurance against prolonged illness in the years to come. In the final analysis, if an employee preserves his sick leave for the entire duration of his Federal service, it represents a saving of that much time to the Government and the potential liability is wiped out when the employee leaves the service. The law should impose a greater obligation on supervision to see that sick leave is used properly. At the same time, supervision should have the right to penalize employees for the abuse of sick leave. Supervision should have the authority to suspend employees for limited periods for flagrant abuse of sick leave.

PART VII. ADMINISTRATIVE COSTS

A. Bookkeeping aspects: Both the annual- and sick-leave laws impose a needlessly complex and costly bookkeeping burden on the agencies.

1. Annual leave: The annual-leave law provides that employees shall earn and be credited with annual leave on a calendar-year basis. The Federal-wide payroll procedure is based on 26 biweekly pay periods a year with a twenty-seventh pay period each sixth or seventh year. Accordingly the 26 biweekly pay periods never correspond precisely with any given calendar year. Therefore, in order to maintain leave accounts in accordance with the law and also so they will be suitable for payroll purposes, it is necessary to make an adjustment in each individual account at the beginning and again at the end of each calendar year. Such adjustments cover 1 to less than 10 days' work (10 days constitute a biweekly pay period), and in terms of leave may amount to a charge or credit of only an hour or so. The total cost of making such adjustments for all employees on the rolls is well in excess of the total value of the leave for the relatively few employees who enter or leave the service during the period involved.

The annual-leave law provides, further, that employees shall not have an accumulation in excess of a specified number of days at the end of any calendar year. To comply with this requirement of law, individual leave accounts are brought into balance at the end of each calendar year, instead of at the end of the fiscal year as are the other fiscal accounts of the agency. This conflict in the keeping of accounts is not only costly from an administrative standpoint, but it is one reason why the problem of funds for the payment of terminal leave arises with such frequency.

2. Sick leave: The sick-leave law provides that employees shall earn and be credited with sick leave on a calendar-month basis. The law provides, further, that employees shall not have an accumulation in excess of a specified number of days at the end of any calendar month. To comply with this requirement of

law, it is necessary to post and balance the sick-leave portion of each employee account on a calendar-month basis. Accordingly, the handling of sick leave does not coincide with the handling of annual leave, and neither coincides with the handling of the other accounts of an agency.

Conclusion: Credits of both annual and sick leave should be in terms of allowances per biweekly pay period. Maximum accumulations, if any, should be applied either on a biweekly pay-period basis or at the close of the fiscal year.

B. Leave credits: Under existing law when an employee enters on duty or leaves the service, fractional parts of a month in the case of sick leave and fractional parts of incomplete biweekly pay periods in the case of annual leave are considered for the purpose of crediting earned leave or deducting unearned leave. This is a rather complicated procedure and more than a little costly.

C. Conclusion: Periods of less than a complete biweekly pay period should be disregarded for purposes of computing earned leave. The loss to an individual by not counting odd days in computing leave at the time of his entrance on duty and again at the time of his leaving the service is only a matter of hours and of little consequence. The saving in overhead on a Federal-wide basis is worth capturing.

PART VIII. UNEMPLOYMENT INSURANCE

A. Federal employees generally are not now covered by unemployment insurance. For this reason, there has been a tendency on the part of many employees to accumulate annual leave as a form of insurance against abrupt separation or long periods of illness. If the limitation on the amount of sick leave that can be accumulated is removed, and Federal employees are accorded the benefits of some type of unemployment insurance, the two principal reasons for accumulation of annual leave will have been removed.

B. Conclusion: Consideration should be given to covering Federal employees under unemployment insurance.

Comparison of present¹ system of annual leave and a graduated system based on length of service for the 1,258,070 full-time employees for whom length of service was reported²

Years of service	Number of employees	Days' leave		Aggregate days' leave		Aggregate value		Aggregate difference		Percent reduction	
		Present system	Graduated system	Present system	Graduated system	Present system	Graduated system	Days	Value	Days	Value
Less than 5.....	320,825	26	13	8,341,450	4,170,725	\$96,106,400	\$48,053,200	4,170,725	\$48,053,200	50	50
Over 5 and less than 15.....	770,349	26	19½	20,029,074	15,021,805	271,817,000	203,832,750	5,007,269	67,954,250	25	25
15 and over.....	166,896	26	26	4,339,296	4,339,296	73,907,600	73,907,600	-----	-----	-----	-----
Total.....	1,258,070	-----	-----	32,709,820	23,531,826	441,831,000	325,823,550	9,177,994	116,007,450	28	26

¹ Present system: Present system as used here refers to the Uniform Annual Leave Act of 1936, as amended. Approximately 75 percent of all Federal employees are subject to this act. Major groups under other leave systems are—field employees of the Post Office Department; Foreign Service, Department of State; medical employees, Veterans' Administration; and commissioned officers of the Public Health Service.

² Employees for whom length of service was reported: Length of service data was obtained on 1,258,070 employees. Employees for whom length of service data was not obtained included 360,700 in the field service of the Post Office Department, 192,100 part-time employees, and 147,000 outside the continental United States. See table 5, p. 23 (committee print), Joint Report of the Bureau of the Budget and the United States Civil Service Commission.

BASIS FOR GRADUATED SYSTEM

1. Less than 5-year category: 13 days' annual leave a year for employees with less than 5 years of service compares favorably with leave practices in private industry. It allows for 1 sustained vacation of 2 full weeks a year with 3½ days additional for incidental use.
2. The over 5- and less than 15-year category: 19½ days' annual leave a year for employees with over 5 and less than 15 years of service follows the more liberal trend in private industry of granting increased leave to employees with more years of service. It allows for 1 sustained vacation of 3 full weeks a year with 4½ days additional for incidental use.
3. The 15-year and over category: 26 days' annual leave a year to employees with 15 years or more of service recognizes length of service and the advancing age of the employees. It allows for 1 sustained vacation of 4 full weeks a year or a winter and summer vacation of 2 weeks each, plus 6 days' additional for incidental use.

ANALYSIS OF GRADUATED SYSTEM

1. Annual savings: The graduated system would produce during the first year of operation a saving of 9,177,994 days of annual leave, with a value of \$116,007,450 for the 1,258,070 employees covered by the survey. This would be a saving of 28 percent in the amount of annual leave and 26 percent in the total dollar value of the leave earned by these employees. On the projected basis to cover an additional 348,300 employees (exclusive of 360,700 employees in the field service of the Post Office Department) in the Federal service at the time of the survey and an additional 500,000 who have been added since that date the total saving would be approximately 18,000,000 days of annual leave with a value of close to \$200,000,000.
2. Increased man-years: This total saving in annual leave is equal to 69,000 man-years. In terms of new employees required by the emergency, it would be necessary to employ 19 persons under the graduated system to obtain the same number of workdays as would result from 20 persons employed under the present leave system. Worded another way the manpower requirements (in production work at least) could be reduced by 5 percent.
3. Emergency and new employees: New employees entering the service either as replacements or as additional staff during the emergency or because of an increase in the Federal service for any other reason would earn, during the first 5 years of their employment, 13 days less per year under the graduated system than under the present system. During the next 10 years of their employment, the saving would amount to 6½ days per year. After 15 years of service there would be no further saving.
4. Net effect on career employees: A person who enters the service under the present system and is employed for 30 years earns 780 days annual leave. Under the graduated system, such an employee would earn 650 days. This reduction of 130 days is equal to 25 percent. However, fewer than half of all employees who enter the Federal service remain in the service for as long as 10 years, so the total net reduction would be greater than 25 percent.
5. Administrative aspects: The 13-, 19½-, and 26-day allowances are on a graduated basis at the rate of 4, 6, and 8 hours per biweekly pay period, respectively.

Comparison of present system¹ of annual leave and a graduated system based on length of service for the 1,258,070 full-time employees for whom length of service was reported²

Years of service	Number of employees	Days' leave		Aggregate days' leave		Aggregate value		Aggregate difference		Percent reduction	
		Present system	Graduated system	Present system	Graduated system	Present system	Graduated system	Days	Value	Days	Value
Less than 5.....	320,825	26	13	8,341,450	4,170,725	\$96,106,400	\$48,053,200	4,170,725	\$48,053,200	50	50
Over 5 and less than 20.....	854,933	26	19½	22,228,258	16,671,193	309,202,400	231,901,800	5,557,065	77,300,600	25	25
20 and over.....	82,312	26	26	2,140,112	2,140,112	36,522,200	36,522,200				
Total.....	1,258,070			32,709,820	22,982,030	441,831,000	316,477,200	9,727,790	125,353,800	30	28

¹ Present system: Present system as used here refers to the Uniform Annual Leave Act of 1936, as amended. Approximately 75 percent of all Federal employees are subject to this act. Major groups under other leave systems are—field employees of the Post Office Department; Foreign Service, Department of State; medical employees, Veterans' Administration; and commissioned officers of the Public Health Service.

² Employees for whom length of service was reported: Length of service data was obtained on 1,258,070 employees. Employees for whom length of service data was not obtained included 360,700 in the field service of the Post Office Department, 192,100 part-time employees and 147,000 outside the continental United States. See table 5, p. 23 (committee print), Joint Report of the Bureau of the Budget and the United States Civil Service Commission.

BASIS FOR GRADUATED SYSTEM

1. Less than 5-year category: 13 days' annual leave a year for employees with less than 5 years of service compares favorably with leave practices in private industry. It allows for 1 sustained vacation of 2 full weeks a year with 3 days additional for incidental use.

2. The over 5 and less than 20-year category: 19½ days' annual leave a year for employees with over 5 and less than 20 years of service follows the more liberal trend in private industry of granting increased leave to employees with more years of service. It allows for 1 sustained vacation of 3 full weeks a year with 4½ days additional for incidental use.

3. The 20-year and over category: 26 days' annual leave a year to employees with 20 years or more of service recognizes length of service and the advancing age of the employee. It allows for 1 sustained vacation of 4 full weeks a year or a winter and summer vacation of 2 weeks each, plus 6 days additional for incidental use.

ANALYSIS OF GRADUATED SYSTEM

1. Annual savings: The graduated system would produce during the first year of operation a saving of 9,727,790 days of annual leave, with a value of \$125,353,800 for the 1,258,070 employees covered by the survey. This would be a saving of 30 percent in the amount of annual leave and 28 percent in the total dollar value of the leave earned by these employees. On a projected basis to cover an additional 348,300 employees (exclusive of 360,700 employees in the field service of the Post Office Department) in the Federal service at the time of the survey and an additional 500,000 who have been added since that date it is estimated that the total saving would approximate 19,000,000 days of annual leave, with a value of over \$200,000,000.

2. Increased man-years: This total saving in annual leave is equal to 73,000 man-years. In terms of new employees required by the emergency, it would be necessary to employ slightly less than 19 persons under the graduated system to obtain the same number of workdays as would result from 20 persons employed under the present system. Worded another way the manpower requirements (in production work at least) could be reduced by more than 5 percent.

3. Emergency and new employees: New employees entering the service either as replacements or as additional staff during the emergency or because of an increase in the Federal service for any other reason would earn during the first 5 years of their employment 13 days less per year under the graduated system than under the present system. During the next 15 years of their employment, the saving would amount to 6½ days per year. After 20 years of service there would be no further saving.

4. Net effect on career employees: A person who enters the service under the present system and is employed for 30 years earns 780 days' annual leave. Under the graduated system, such an employee would earn 617 days. This reduction of 163 days is equal to 30 percent. However, fewer than half of all employees who enter the Federal service remain for as long as 10 years, so the total net reduction would be greater than 30 percent.

5. Administrative aspects: The 13-, 19½-, and 26-day allowances are on a graduated basis at the rate of 4, 6, and 8 hours per biweekly pay period, respectively.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, existing law in which no change is proposed is shown in roman):

The Act to provide for vacations to Government employees, and for other purposes, approved March 14, 1936:

[Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That with the exception of teachers and librarians of the public schools of the District of Columbia and officers and employees of the Panama Canal and Panama Railroad on the Isthmus of Panama, and except as provided in section 4 hereof, all civilian officers and employees of the United States wherever stationed and of the government of the District of Columbia, regardless of their tenure, in addition to any accrued leave, shall be entitled to twenty-six days' annual leave with pay each calendar year, exclusive of Sundays and holidays: *Provided,* That the part unused in any year shall be accumulated for succeeding years until it totals not exceeding sixty days: *Provided further,* That during the national emergency declared by the President of the United States on September 8, 1939, the leave unused by the employees of the departments, independent establishments, and agencies, not in other form commuted or compensated, shall be accumulated for succeeding years until it totals not exceeding ninety days: *And provided further,* That when the unused leave accumulated equals or exceeds sixty days in the aggregate, not more than fifteen days of unused leave may be further accumulated in any one calendar year. This Act shall not affect any sick leave to which employees are now or may hereafter be entitled. Temporary employees, except temporary employees engaged on construction work at hourly rates, shall be entitled to two and one-half days leave for each month of service. The annual leave herein authorized shall be granted at such times as the heads of the various departments and independent establishments may prescribe. This Act becomes effective January 1, 1936.

[SEC. 2. Each head of a department or independent establishment shall issue general public regulations, not inconsistent with law, setting forth the hours of duty per day and per week for each group of employees. Before issuing such regulations, which shall be issued within three months from the date of approval of this Act, the heads of departments and independent establishments shall meet and consult among themselves and make such regulations as nearly uniform as possible so that all employees, temporary or permanent, in all departments and independent establishments shall receive like treatment as nearly as may be practicable; *Provided,* That heads of departments and independent establishments may appoint a subcommittee to draft such regulations.

[SEC. 3. Each head of a department or independent establishment shall keep a record of all work performed, in excess of the work required by departmental regulations issued in conformance with section 2 hereof, for the period commencing July 1, 1936, and ending December 31, 1936, and shall report same to the Civil Service Commission at the end of each month. The Civil Service Commission shall make a report of such record to the Congress on or before January 31, 1937.

[SEC. 4. Nothing in this Act shall affect the Postmaster General and officers and employees in or under the Post Office Department: *Provided,* That officers and employees in the departmental service and in the Mail Equipment Shops of the Post Office Department shall be included within the provisions of this Act.

[SEC. 5. Nothing in this Act shall be construed to prevent the continuance of any existing leave differential now obtaining for the benefit of employees of the Federal Government stationed outside the continental limits of the United States.

[SEC. 6. The employees of any corporation created under authority of an Act of Congress which is either wholly controlled or wholly owned by the United States Government, whether or not the employees thereof are paid from funds appropriated by Congress, shall be included within the provisions of this Act.

[SEC. 7. The leave of absence herein provided for shall be administered under such regulations as the President may prescribe, so as to obtain, so far as practicable, uniformity in the application of this Act.]

The act to standardize sick leave and extend it to all civilian employees, approved March 14, 1936:

[Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That after January 1, 1936, except as provided in section 4 hereof, all civilian officers and employees of the United States wherever stationed and of the government of the District of Columbia, other than teachers and librarians of the public schools of the District of Columbia and officers and members but not the civilian personnel of the police and fire departments of the District of Columbia and other than officers and employees of the Panama Canal and Panama Railroad on the Isthmus of Panama, shall be entitled to sick leave with pay regardless of their tenure, as described herein.]

[SEC. 2. On and after January 1, 1936, cumulative sick leave with pay, at the rate of one and one-quarter days per month, shall be granted to all civilian officers and employees, the total accumulation not to exceed ninety days. Temporary employees, except temporary employees engaged on construction work at hourly rates, shall be entitled to one and one-quarter days sick leave for each month of service: *Provided*, That all such employees shall furnish certificates satisfactory to the head of the appropriate department or independent establishment.

[SEC. 3. Administrative officers may advance thirty days sick leave with pay beyond accrued sick leave in cases of serious disability or ailments and when required by the exigencies of the situation.

[SEC. 4. Nothing in this Act shall affect the Postmaster General and officers and employees in or under the Post Office Department except those serving in the departmental service and in the Mail Equipment Shops of such Department.

[SEC. 5. Nothing in this Act shall be construed to prevent the continuance of any existing leave differential now obtaining for the benefit of employees of the Federal Government stationed outside the continental limits of the United States.

[SEC. 6. The employees of any corporation created under authority of an Act of Congress which is either wholly controlled or wholly owned by the United States Government, whether or not the employees thereof are paid from funds appropriated by Congress, shall be included within the provisions of this Act.

[SEC. 7. The leave of absence herein provided for shall be administered under such regulations as the President may prescribe, so as to obtain, so far as practicable, uniformity in the application of this Act.]

Section 6 of the act to reclassify the salaries of postmasters, officers, and employees of the postal service; to establish uniform procedure for computing compensation; and for other purposes, approved July 6, 1945, as amended:

[ANNUAL LEAVE

[SEC. 6. Postmasters and employees shall be granted fifteen days' leave of absence with pay, exclusive of Saturdays, Sundays, and holidays, each fiscal year and sick leave with pay at the rate of ten days a year, exclusive of Saturdays, Sundays, and holidays, to be cumulative. Sick leave shall be granted only upon satisfactory evidence of illness in accordance with regulations to be prescribed by the Postmaster General: *Provided*, That the fifteen days' leave shall be credited at the rate of one and one-quarter days for each month of actual service: *Provided further*, That classified substitute employees, under such regulations as the Postmaster General may prescribe, shall be granted the same rights and benefits with respect to annual and sick leave that accrue to regular employees in proportion to the time employed in a pay status and one hundred and sixty-eight hours and forty minutes of such employment shall entitle the employee to one and one-quarter days' annual leave and six hours and forty minutes' sick leave: *And provided further*, That in no event shall a classified substitute employee be credited during a twelve-month period with more than fifteen days' annual and ten days' sick leave.

[The authorized absence of a rural carrier on Saturdays which occur within or at the beginning or end of a period of sick or annual leave of five or more days' duration (or four days' duration if a holiday falls within or at the beginning or end of the period of sick or annual leave) shall be without charge to such leave or loss of compensation: *Provided*, That Saturdays occurring in a period of annual or sick leave taken in a smaller number of days may at the option of the carrier be charged to his accrued leave and when so charged he shall be paid for such absence.]

Paragraph under the heading "Public printing and binding" in the act entitled "An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-seven, and for other purposes," approved June 11, 1896, relating to leaves of absence of employees of the Government Printing Office:

【The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leaves of absence with pay to the extent of not exceeding thirty days in any one fiscal year under such regulations and at such times as the Public Printer may designate at the rate of pay received by them during the time in which said leave was earned; but such leaves of absence shall not be allowed to accumulate from year to year. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days' leave as will be paid to day hands: *Provided*, That those regularly employed on the Congressional Record shall receive leave, with pay, at the close of each session, pro rata for the time of such employment: *And provided further*, That it shall be lawful to allow pay for pro rata leave to those serving fractional parts of a year; also to allow pay for pro rata leave of absence to employees of the Government Printing Office in any fiscal year, notwithstanding the fact that thirty days' leave of absence, with pay, may have been granted to such employees in that fiscal year on account of service rendered in a previous fiscal year. And the Public Printer is hereby authorized to pay to the legal representatives of any employees who have died during the fiscal years of eighteen hundred and ninety-four, eighteen hundred and ninety-five, eighteen hundred and ninety-six, or may hereafter die, who have or hereafter may have any accrued leave of absence due them as such employees, and said claims to be paid out of unexpended balances of appropriations for the payment of leaves of absence to the employees of the Government Printing Office, for the fiscal years eighteen hundred and ninety-four, eighteen hundred and ninety-five, eighteen hundred and ninety-six, and out of any future appropriations for leaves of absence.】

The third proviso in the act of August 29, 1916 (34 U. S. C. 513):

【*Provided further*, That hereafter any civilian employee of the Navy Department who is a citizen of the United States and employed at any station outside the continental limits of the United States may, in the discretion of the Secretary of the Navy, after at least two years' continuous, faithful, and satisfactory service abroad, and subject to the interests of the public service, be granted accrued leave of absence, with pay, for each year of service, and if an employee should elect to postpone the taking of any or all of the leave to which he may be entitled in pursuance hereof such leave may be allowed to accumulate for a period of not exceeding four years, the rate of pay for accrued leave to be the rate obtaining at the time the leave is granted.】

Sections 931 and 932 of the Foreign Service Act of 1946:

【ANNUAL LEAVE

【SEC. 931. (a) The Secretary may, in his discretion and in accordance with such regulations as he may prescribe, grant an officer or employee of the Service who is a citizen of the United States not to exceed sixty calendar days' annual leave of absence with pay.

【(b) Where an officer or employee on leave returns to the continental United States, the leave of absence granted pursuant to the provisions of paragraph (a) of this section shall be exclusive of the time actually and necessarily occupied in going to and from the continental United States, and such time as may be necessarily occupied in awaiting sailing or flight.

【(c) Any part of the sixty days' annual leave which an officer or employee may receive and which is not used in any one year shall be accumulated for succeeding years until it totals one hundred and eighty days.

【(d) The Secretary may in his discretion and subject to such regulations as he may prescribe, grant to an employee of the Service who is not a citizen of the United States thirty calendar days' annual leave with pay each calendar year. Any part of the thirty days' leave not used in any year shall be accumulated for succeeding years until it totals not exceeding sixty days.

[SICK LEAVE]

[SEC. 932. The Secretary may in his discretion and subject to such regulations as he may prescribe, grant an officer or employee of the Service sick leave with pay at the rate of fifteen calendar days each calendar year. Any part of the fifteen days' sick leave not used or availed of in any year shall be accumulated for succeeding years until it totals one hundred and twenty days.]

Fifth paragraph of section 3 (c) of the act entitled "An act to consolidate the Police Court of the District of Columbia and the Municipal Court of the District of Columbia, to be known as 'The Municipal Court for the District of Columbia,' to create 'The Municipal Court of Appeals for the District of Columbia,' and for other purposes," approved April 1, 1942.

[Each judge shall be entitled to vacation, which shall not exceed thirty-six court days in any one calendar year, and which shall be taken at such times as may be determined by the chief judge.]

Section 2 of the act entitled "An act to provide for the promotion of substitute employees in the postal service, and for other purposes," approved April 15, 1947 (61 Stat. 40):

SEC. 2. Each substitute employee in the postal service shall, for promotional [and leave] purposes, receive credit for one-twelfth of a year for each whole calendar month that the substitute employee has been on the rolls as a substitute since his last promotion as a substitute or appointment as a substitute, whichever is later * * *.



