

Department of Legislative Services
 Maryland General Assembly
 2010 Session

FISCAL AND POLICY NOTE

House Bill 760 (Delegate Kaiser, *et al.*)
 Ways and Means

Public Schools - Substitute Teachers - Qualifications, Training, and Study

This bill requires local boards of education to establish qualifications for substitute teachers and to have each substitute teacher complete an orientation and training program. Local school systems must also ensure that school administrators and permanent teachers receive training relating to substitute teachers.

The Maryland State Department of Education (MSDE) must commission an independent study on the prevalence and effectiveness of substitute teaching in the State. The final report must be submitted by June 30, 2011.

The bill takes effect July 1, 2010.

Fiscal Summary

State Effect: General fund expenditures increase by an estimated \$150,000 in FY 2011 to pay an independent consultant to do a study of substitute teaching in Maryland. Revenues are not affected.

(in dollars)	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
Revenues	\$0	\$0	\$0	\$0	\$0
GF Expenditure	150,000	0	0	0	0
Net Effect	(\$150,000)	\$0	\$0	\$0	\$0

Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate effect

Local Effect: Although many school systems already provide the training required in the bill, expenses increase for school systems that do not have all the required preparation programs in place. Costs increase by an estimated \$20,000 per additional training and professional development program that school systems need to develop. **This bill may impose a mandate on a unit of local government.**

Small Business Effect: None.

Analysis

Bill Summary: The qualifications established for substitute teachers must include submission of an applicant's full set of fingerprints and evidence of graduation from a required educational institution.

Local boards of education must train school administrators in best practices for recruiting and retaining effective substitute teachers, the use of permanent substitute teachers, and effectively integrating substitute teachers into school operations. Local superintendents of schools must develop in-service programs for all permanent teachers on the best practices for preparing classrooms for substitute teachers.

Current Law: State Board of Education regulations set specific standards for granting professional teacher certification, but substitute teachers are not required to meet these standards. Qualifications for substitute teachers are established by local boards of education.

Background: In fiscal 2008, local school systems spent \$156.5 million to pay the salaries and wages of substitute teachers, an amount that averaged \$191 per student in the State or 2.7% of spending in the instructional and special education categories reported by MSDE. The spending is shown by school system in **Exhibit 1**. With higher per student spending and greater percentages of instructional expenditures used for substitute teacher pay, school systems in Kent and Prince George's counties (italicized in the exhibit) apparently rely on substitute teachers far more than other school systems in the State.

Exhibit 1
School System Expenditures for Substitute Teacher Wages and Salaries
Fiscal 2008

School System	Total	Spending Per Student	% of Instructional and Special Education Expenditures
Allegany	\$1,028,089	\$114	1.7%
Anne Arundel	8,275,155	115	1.8%
Baltimore City	6,918,561	89	1.0%
Baltimore	10,366,967	103	1.6%
Calvert	1,457,339	86	1.4%
Caroline	493,575	92	1.5%
Carroll	3,103,081	111	1.8%
Cecil	1,709,125	108	1.8%
Charles	3,592,246	139	2.2%
Dorchester	538,683	121	1.8%
Frederick	3,303,384	83	1.4%
Garrett	627,046	143	2.2%
Harford	4,017,359	105	1.7%
Howard	5,093,375	105	1.4%
<i>Kent</i>	851,535	395	6.0%
Montgomery	19,852,995	147	1.8%
<i>Prince George's</i>	78,178,257	635	8.5%
Queen Anne's	516,912	69	1.2%
St. Mary's	1,274,649	79	1.4%
Somerset	440,339	161	2.1%
Talbot	321,987	76	1.3%
Washington	1,804,531	85	1.4%
Wicomico	1,730,162	120	1.9%
Worcester	1,027,912	161	1.9%
Total	\$156,523,264	\$191	2.7%

Source: Maryland State Department of Education Selected Financial Data; Department of Legislative Services

State Expenditures: General fund expenditures increase by an estimated \$150,000 to hire a private consultant to conduct a study of the prevalence and effectiveness of substitute teaching in Maryland. This estimate is based on the cost of similar studies MSDE has hired private contractors to conduct. As with other educational studies

conducted for the State, MSDE could monitor the contract with existing personnel and resources.

Local Expenditures: Three counties responding to requests for information (Dorchester, Garrett, and Montgomery) each suggested that current policies and practices in the local school system already comply with all or most of the bill's training requirements. It is unclear, however, if this is true in all 24 school systems. School systems that do not currently provide the training required by the bill for substitute teachers, school administrators, and permanent teachers may incur additional costs to develop training programs and hold training sessions. The cost to develop a training or professional development program is generally estimated at about \$20,000 per school system.

Additional Information

Prior Introductions: None.

Cross File: None.

Information Source(s): Dorchester, Garrett, and Montgomery counties; Maryland State Department of Education; Department of Legislative Services

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mlm/mwc

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