

Department of Legislative Services
 Maryland General Assembly
 2011 Session

FISCAL AND POLICY NOTE

House Bill 895 (Delegate Kaiser, *et al.*)
 Ways and Means

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

This bill requires each local board of education to establish qualifications for substitute teachers and to develop corresponding orientation and training programs. 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, 2012.

The bill takes effect July 1, 2011.

Fiscal Summary

State Effect: General fund expenditures increase by \$150,000 in FY 2012 to pay an independent consultant to do a study of substitute teaching in Maryland. Revenues are not affected.

(in dollars)	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016
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 local school systems already provide the training required in the bill, expenses increase for local 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 local school systems need to develop. **This bill may impose a mandate on a unit of local government.**

Small Business Effect: None.

Analysis

Bill Summary: Local boards of education must establish qualifications for substitute teachers. These qualifications must include submission of a complete set of an applicant's fingerprints and evidence of the applicant's successful graduation from a required educational institution. Each local board must also require substitute teachers to complete an orientation and training program, and must train school administrators, including principals, on recruiting and retaining effective substitute teachers; the use of permanent substitute teachers; and integrating substitute teachers into school operations.

The orientation and training program for substitute teachers must cover classroom management techniques; strategies for addressing various student learning needs and styles; school safety and security procedures; teacher professionalism; and an overview of relevant education law. Each local superintendent of schools must develop an in-service training program for permanent teachers on best practices for preparing the classroom for a substitute teacher. The in-service training program for permanent teachers must cover preparing students for a substitute teacher; proper academic planning and follow-up; and development of a substitute teacher kit that includes:

- short whole-class critical thinking activities;
- independent student activities;
- teacher-directed activities; and
- lesson plans organized by subject matter.

The required MSDE study must include data from each local jurisdiction on demand for substitute teachers; substitute teacher qualifications; existing orientation and training programs for substitute teachers; the number and types of complaints filed against substitute teachers; and the percentage of time that students are instructed by 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 as well as their rate of pay are established by local boards of education.

Background: In fiscal 2009, local school systems spent \$157.4 million to pay the salaries and wages of substitute teachers, an amount that averaged \$193 per student in the State or 2.6% of spending in the instructional and special education categories reported by MSDE. The spending is shown by local 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 apparently rely on substitute teachers far more than other local school systems in the State.

Exhibit 1
School System Expenditures for Substitute Teacher Wages and Salaries
Fiscal 2009

School System	Total	Spending Per Student	% of Instructional and Special Education Expenditures
Allegany	\$1,150,838	\$131	1.7%
Anne Arundel	8,379,292	117	1.7%
Baltimore City	2,923,020	38	0.4%
Baltimore	9,822,513	99	1.5%
Calvert	1,380,823	83	1.2%
Caroline	487,394	93	1.5%
Carroll	3,303,303	120	1.9%
Cecil	1,686,641	108	1.7%
Charles	3,745,088	145	2.2%
Dorchester	583,501	135	2.0%
Frederick	2,984,699	76	1.2%
Garrett	558,983	130	2.0%
Harford	3,895,340	103	1.6%
Howard	13,089,793	268	3.3%
Kent	721,859	347	4.5%
Montgomery	19,083,969	140	1.7%
Prince George's	75,801,916	624	8.3%
Queen Anne's	550,761	73	1.2%
St. Mary's	1,264,681	79	1.3%
Somerset	428,027	158	2.0%
Talbot	414,568	97	1.7%
Washington	2,169,825	102	1.6%
Wicomico	1,824,263	130	1.9%
Worcester	1,108,306	175	2.0%
Total	\$157,359,404	\$193	2.6%

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

State Expenditures: General fund expenditures increase by \$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 in which MSDE has used

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: Two counties responding to requests for information (Allegany and Montgomery) suggested that current policies and practices in the local school system already comply with all or most of the bill's training requirements. Harford County indicates there will be additional costs, but could not provide an estimate. The bill may increase expenditures for some of the other 24 local school systems. Specifically, local 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 local school system.

Additional Information

Prior Introductions: HB 760 of 2010 received a hearing in the House Ways and Means Committee, but no further action was taken.

Cross File: None.

Information Source(s): Allegany, Harford, Montgomery, Talbot, and Wicomico counties; Baltimore City; Maryland State Department of Education; Maryland Association of Boards of Education; Department of Legislative Services

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