

Department of Legislative Services  
 Maryland General Assembly  
 2014 Session

FISCAL AND POLICY NOTE

House Bill 1173 (Delegate Kaiser)  
 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, 2015.

The bill takes effect July 1, 2014.

Fiscal Summary

**State Effect:** General fund expenditures increase by an estimated \$150,000 in FY 2015 to pay an independent consultant to do a study of substitute teaching in Maryland. Revenues are not affected.

(in dollars)	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
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 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.

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## **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 2012, local school systems spent \$124.2 million to pay the salaries and wages of substitute teachers, an amount that averaged \$145 per student in the State or 2.1% 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, Prince George's County Public Schools apparently relies on substitute teachers far more than other local school systems in the State.

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**Exhibit 1**  
**School System Expenditures for Substitute Teacher Wages and Salaries**  
**Fiscal 2012**

<b>School System</b>	<b>Total</b>	<b>Spending Per Student</b>	<b>% of Instructional and Special Education Expenditures</b>
Allegany	\$1,428,094	\$160	2.2%
Anne Arundel	8,362,678	110	1.6%
Baltimore City	3,815,438	45	0.5%
Baltimore	11,705,717	111	1.8%
Calvert	1,465,787	89	0.8%
Caroline	626,466	113	1.8%
Carroll	2,818,742	104	1.7%
Cecil	1,249,272	79	1.3%
Charles	3,554,215	133	2.1%
Dorchester	833,701	179	2.9%
Frederick	2,856,039	71	1.1%
Garrett	391,563	96	1.5%
Harford	3,149,091	82	1.3%
Howard	13,527,115	262	3.3%
Kent	197,067	91	1.3%
Montgomery	15,231,023	104	1.4%
Prince George's	45,958,991	371	5.7%
Queen Anne's	608,101	78	1.4%
St. Mary's	1,219,025	70	1.3%
Somerset	336,559	117	1.7%
Talbot	386,845	85	1.5%
Washington	1,847,293	83	1.4%
Wicomico	1,576,347	109	1.8%
Worcester	1,011,486	152	1.8%
<b>Total</b>	<b>\$124,156,655</b>	<b>\$145</b>	<b>2.1%</b>

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

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**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:** Prior year responses from counties suggest that current policies and practices in the local school system already comply with all or most of the bill's training requirements. 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.

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### **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):** Maryland State Department of Education, Department of Legislative Services

**Fiscal Note History:** First Reader - March 4, 2014  
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