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A Qualitative Examination of Teacher Absenteeism, Student Achievement and  
Substitute Teacher Policies and Practices

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A Special Project

Presented to

Dr. Audrian Huff

Heritage University

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In Partial Fulfillment

of the Requirement for the Degree of Master of Education

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Christine L. Patterson

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## FACULTY APPROVAL

### A Qualitative Examination of Teacher Absenteeism, Student Achievement and Substitute Teacher Policies and Practices

Approved for the Faculty

Audrien E. Huff, Faculty Advisor.

## ABSTRACT

In today's world of high stakes testing and mandatory standards, students can ill afford even one lost day of instruction. Yet school districts continue to send under-qualified substitute teachers into classrooms just hoping these fill-in teachers can maintain decorum in the absence of the regular teacher. Contract teachers hold very low opinions of the qualifications of any substitute to present content and thus leave lesson plans that are little more than busy work.

The author hopes to show that districts and substitutes can change and institute policies and practices that can mitigate the loss of a regular classroom teacher for even one day.

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## CHAPTER 1

### Introduction

#### Background for the Project

In the world of human resources, one constant is absenteeism. A variety of employers deal with the reality of absenteeism in a variety of creative ways, including a range of consequences from sanctions to rewards. The reason for concern over absenteeism is very clear. The end product is dependent on production and production suffers when components of production are missing. Want of five employees, missing for any number of reasons, can cost a company thousands of dollars per day.

Arguably America's most important product is the future. And that future is embodied in K-12 students, predominately in the hands of public school teachers and administrators. What then of teacher absenteeism? The public schools, unlike many businesses, have a pool of employees kept on call to rush in and fill the void for any teacher unable to perform regular duties on any given day. These are the substitute teachers. On such days, students arrive at class and are greeted by a strange face. Seconds later the students understand that today will be a day of busy work or a continuation of work from the previous day. Even less time is required to size up said substitute's ability to keep up with the normal exuberance of the younger students; mayhem may ensue. The average American public school student, K-12, will undergo this experience for an entire year of a



public school career. Students from at-risk, low income areas spend even more time with substitutes (Dorward, Hawkins & Smith, (2000).

### Statement of the Problem

The problem is student achievement. In today's world of high stakes testing and mandatory standards, students cannot afford a lost day of instruction. Contract teachers regularly leave busy work or reinforcement lesson plans for substitutes because teachers cannot count on the emergency teacher to be able to present content or even be qualified to help the students if questions arise about the work being done. Often lessons must be repeated. Sadly, the teachers are right to repeat these lessons. Most substitutes are seldom in a classroom where a personal contribution can happen. In some states, minimum requirements from the school district mean that the substitute has only a high school diploma (Dorward, Hawkins & Smith (2000); hardly encouraging news to the student who must pass a state standards test in order to achieve that same diploma.

### Purpose of the Project

The candidate will discuss the opinions of students, teachers and substitutes regarding behavior, classroom management, the abilities of substitutes and how to attract and retain high quality substitutes. A subsequent discussion will suggest how school district policies and substitute practices might be molded to mitigate this unavoidable evil.

### Delimitations

The candidate examined a large rural school district. This school district had a total student count of 7,063 in October 2004. The gender mix within the district was almost equal: 51.7% male to 48.3% female. Thirty-six and eight tenths percent of the students were non-white, with the largest portion of those being identified as Hispanic at 31.6%. Fifty-seven percent of the students were on the free and reduced lunch program. The district had a 13.2% special education population and a 9.4% transitional bilingual rate. The reported dropout rate for the 2003-2004 school-year was 10.3%. In the same year, the cohort graduation rate was reported at 53%. The district had 379 classroom teachers 66.5% of whom had a Master's degree or better.

### Assumptions

The candidate is directly involved in the issues surrounding substitutes and teaching having been a substitute teacher for three years. Substituting at all levels in a wide variety of classes allows the candidate to observe evidence of lesson plans with diminished expectations, busy work, 'continue the project' work, the need to re-teach content the substitute could not adequately present, and the benefits of high level interaction between substitute and teacher prior to the planned absence. The frustration of students is directly observed under circumstances where the students expect the usual teacher and find a stranger. Student frustration often manifests in acting out by students and escalating,

disproportionate reactions by the substitute, making a substitute's day a long and relatively unproductive ordeal and adding to the burden of the returning teacher who must not only re-teach or catch up but also dole out consequences that would probably never have been necessary if the teacher had not been absent.

#### Research Question

The candidate addresses the question of teacher, student and substitute opinions and attitudes regarding substitutes. Specific questions deal with student behavior, teacher confidence, substitute abilities and how to attract and retain quality substitutes.

#### Significance of the Project

The project becomes more significant with every passing year. To date, only one other study on the effects of teacher absenteeism and student achievement has been found. Student achievement is federally mandated to be increasingly significant and to have a longer-lasting benefit to the students. Students cannot afford a full year's worth of substandard instruction throughout the course of public school careers; every minute counts and must be made to count if schools are going to meet federally mandated deadlines for testing standards.

#### Procedure

The candidate first approached the school district under examination and researched some general questions as well as obtaining permission to survey

students, teachers and substitutes. Surveys were constructed for each of the aforementioned groups with parallel questions designed to elicit opinions about substitute's adherence to and competence with lesson plans, classroom management by substitutes, ways to attract and retain quality substitutes, and whether or not a substitute is as good a teacher as the contract teacher. Surveys were then distributed to 170 students, 184 teachers and an unknown number of substitutes. The school district employs about 93 certified substitutes, but there was no good way for the candidate to ascertain how many received a survey, short of a mailing from the district office. All of the surveys were distributed at secondary schools (6-12) by the candidate alone. Substitutes who responded may have been employed at any given time in any K-12 classroom. The data were compiled and analyzed using simple percentages to gain an understanding of the levels of agreement or disparity of opinions concerning the aforementioned questions.

## CHAPTER 2

### Review of Selected Literature

#### Introduction

A careful and exhaustive examination of the literature that bears on this study has led the candidate to many different places, theories, observations and recommendations. Only one study directly addressed the academic effect of teacher absenteeism. Teacher absenteeism has long been a human resources problem and has been studied as such with an aim toward reducing costs and abuses. Effective substitute practices have been examined frequently and have been the primary goal of the Substitute Teaching Institute at Utah State University. Most often, these examinations seek to promote survival skills for the unwitting substitute being depended upon to maintain classroom discipline in the absence of the regular teacher, and little else. At least one researcher, Dr. Zachary Tippetts of the Substitute Teaching Institute, sought to uncover the perceptions and attitudes underlying regular teachers' substitute plans which historically do not contain much if any content. Surprisingly, especially in the face of current education reform and the never ending need for substitutes, only one study that the candidate could uncover, Woods and Montagno (1997), sought to examine how teacher absenteeism affects student achievement.

### Teacher Absenteeism as a Human Resources Concern

The one study cited most in the area of teacher absenteeism and student achievement, Ehrenberg et. al (1991) was conducted in order to address the causes and effects of teacher absences. This is a human resources focused study, but the researchers were also concerned with even less well-understood effects like student achievement and motivation to attend school (p. 73).

The researchers began by considering how a school district's policies might influence teacher absenteeism. Per previous studies, the authors examined annual leave days permitted, maximum numbers of leave days allowed to be accrued for later use, cash or credit for unused leave, and the dollar value of the same (Ehrenberg et. al (1991). The researchers hypothesized that teacher absenteeism might be part and parcel of an absenteeism cycle with students who become demoralized and unmotivated because of frequent teacher absences. Two hypotheses became the operative hubs of this study; the behavioral hypothesis and the contagion hypothesis or absenteeism due to factors beyond human control (Ehrenberg et. al (1991). The researcher wanted to show how a district might reformulate policies in order to reduce student and teacher absenteeism

The researchers addressed several variables that were tested statistically. The variables addressed: the absentee rate of teachers in the school district under examination, the vectors of contract provisions governing teacher usage of leave days in the district, early retirement incentive programs in effect in the district,

teacher characteristics, characteristics of the school district that might be expected to influence absenteeism, and the absentee rate of students Ehrenberg et. Al (1991). There are other formulae to account for student absentee data and student test score data.

The researchers came to a number of conclusions. First, school district policies do influence teacher absenteeism and, second, higher student absenteeism is associated with reduced performance on standardized tests. The researchers could draw no significant correlations between teacher absenteeism and student achievement, but did admit that “if the measurement error in the teacher absenteeism variable is random, this will cause its estimated effect on student test score performance to be biased toward zero.” (Ehrenberg et. Al, 1991. p. 99).

The researchers warn against concluding that teacher absenteeism has no effect on student learning (Ehrenberg et. al (1991).

Although this work seemed to be seminal in the examination of teacher absenteeism, often being cited in other research, the work is pivotally a study of how to keep contract teachers on the job and has nothing to say about making substitute teachers more effective in order to reduce the effects of teacher absenteeism on student achievement. In point of fact, the researchers staunchly refused to support any conclusions that advance a desire for effective substitutes (Ehrenberg et. al (1991).

### Impact Studies

Three studies examined by this candidate could be loosely grouped together as having to do with the impacts of teacher absenteeism. Bruno (2002) examined geographical impacts, Dorward, Hawkins and Smith (2000) undertook the issues of substitute teacher qualifications and Tippetts (2003) very specifically queried mathematics and science teachers about perceptions of substitute teachers.

Bruno's (2002) study was conducted to determine if any link between geography and teacher absenteeism could be made. The author hypothesized that the quality or context of the school setting might have an impact.

Teacher absenteeism has always been problematic from a human resources standpoint. But, in light of education reform and the increasing focus on quality of education, the problem has come to the fore. Beyond this, very few, if any, policy analysts have an understanding of the impact of teacher absenteeism on student achievement because a serious study on the topic has yet to be undertaken.

Bruno states that the increasing use of substitutes mitigates the impact of resources and increases student risk factors. Also cited was Olsen (1971). Olsen stated the ability of substitutes to deliver effective instruction is significantly less than that of regular teachers. This may have implications for school reform. Bruno (2002) expresses concern for the idea that teachers may be coming to



consider absenteeism as an entitlement; an unfortunate side effect of leave policies.

The geographical variables Bruno sought to examine were: Location – exact placement and surrounding land use, Livability – what life is like to live and attend school in this location, Likeability – how does the community feel about itself, Locus of control – how does the area dominate other areas. The researcher specified the purposes as twofold;

First: to examine the geographical association between the quality of negative geographical space of a high school setting in a large urban school district (median family income in the area) and the rates of teacher absenteeism. Second: to examine how teacher absenteeism measures and [sic] the need for substitute teachers .... are associated with school performance at the school site (Bruno 2002. p. 6).

Bruno observed the impact of teacher absenteeism is not felt equally by all school districts. Equally to be expected, urban schools located in low median family income areas felt the impact more intensely. The researcher goes on to recommend that all efforts be made to reduce teacher absenteeism because of the impact not only on school reform, but also on the students' motivation to attend class. Bruno points out the use of substitutes also increases the cost of education

as well as reducing the quality of instruction. The study recommends highly trained pools of substitutes be developed to mitigate the damage (Bruno (2002).

In cooperation with the U. S. Department of Education, Utah State University and The Substitute Teaching Institute, Dorward, Hawkins and Smith (2000) undertook to survey 500 school districts nationwide to gather a variety of data regarding substitute training and qualifications for the nation's schools; the resulting study was: *Substitute Teacher Qualifications, Training, and Evaluation: A National Perspective*. The authors quote *Staffing Industry Magazine* (January, 1999) statistics to point out each of the nation's students will, over the course of a public education, spend approximately one year under the tutelage of substitute teachers. At risk students were found to have spent an even more alarming amount of time with teachers whose qualifications varied widely across the country.

The purpose of Dorward, Hawkins and Smith's (2000) study was to identify the characteristics of substitute teacher training across the country. The questions at hand were: What are the minimum qualifications? How much training do school districts provide? What do existing training programs provide? Are there incentives for attendance? And, what evaluation tools are used to assess substitutes? A survey tool was used to poll a stratified sample of 500 school districts nationwide.

The results of the survey upheld hypotheses put forth by Griswold and Hughes (2000) in the same year. Substitute teaching is characterized by “weak incentives, little training, and increased demand” for services (as cited by Dorward, Hawkins and Smith, (2000). Four and six-tenths percent of school districts had no minimum qualifications at all, while only 10.3% required a regular teaching certificate – the highest level of requirement. The most common minimum requirement was a high school diploma at 24.8%. Happily most districts did require an application and criminal background check. But only about half of the districts ever checked references or conducted interviews (Dorward, Hawkins and Smith, (2000). Only about a third of the 500 school districts surveyed nation-wide required any in-district training or orientation or teaching skills in-services (Dorward, Hawkins and Smith, (2000). Eighty percent of districts surveyed conducted only informal evaluations if any at all.

The Dorward, Hawkins and Smith study concluded qualifications vary by region and a number of other factors. Rural communities were more likely to have lesser requirements (Dorward, Hawkins and Smith, (2000). By implication, the researchers suggested administrators might need to examine district policies and practices more closely. The researchers pointed out that a single wasted day seems hardly significant, but that an entire year’s worth of instruction wasted is considerably more alarming, especially in today’s atmosphere of school reform and high stakes testing. The researchers pointed to a need for further research

into the matter of substitute teachers and the impact of substitutes on schools clearly indicated by this study.

The question/problem/issue at hand in Tippetts (2003) study is the perceptions held by high school and science teachers for the substitutes who come into the and science classrooms and substitutes in general. These teachers hold a generally low opinion of substitutes; the teachers can never be certain if the substitutes will be able to conduct a quality lesson plan. Tippetts undertook to determine precisely how mathematics and science teachers felt about substitutes and how the teachers' feelings affected the lesson plans the teachers would prepare for a substitute.

Tippetts' is a phenomenological study, meaning the method used is engineered for the understanding of "structures of consciousness in human experience." (2003). This study aimed to understand the influence of substitutes on perceived reality and decisions of secondary school mathematics and science teachers. How is an individual's existence altered by underlying issues and the breadth and intensity of the issue's influence (2003). The participants for the study were gleaned from the ranks of Utah's secondary mathematics and science teachers. There were 18 respondents whose content areas were openly identified and two with unknown content areas. Interviews were conducted by phone, recorded and transcribed. The transcripts were washed -- input into a computer to be scrutinized from every humanly conceivable angle - through Qualitative

Methods Analysis Software. The software identified seven themes. Tippetts concentrated on two of these for this paper; substitute characteristics and teacher plans.

In describing the findings, Dr. Tippetts states that teachers base substitute plans on personal perceptions of the substitute's (probable) character. The bottom line seemed to be and science teachers have no expectation any substitute coming into a or science classroom will have any knowledge or skill that might allow the presentation of content or aid to the students with busy work. Oddly though, the teachers did not feel training was the solution to this problem. The teachers hypothesized better substitute pay would attract quality substitutes who could negotiate the world of mathematics and science (2003).

Dr. Tippetts found teachers' substitute plans clearly reflected this problematic attitude. The general consensus was substitutes do not present content and students don't learn well from substitutes. The solutions offered by the teachers being questioned did include training in basic mathematics and science skills, but especially classroom management and district policies. The teachers polled in this study universally agreed substitutes must be made to adhere to the lesson plans – apparently plans are frequently ignored. One teacher also suggested perhaps substitutes could be prepared with alternative curriculum or mini lessons; the suggestion didn't garner much real interest from other teachers (2003). Dr. Tippetts concluded that lesson plans for substitutes are not designed

to present content or lack quality because teachers can't rely on content savvy substitutes (2003).

### The Problem Addressed

Woods and Montagno conducted a study in order to attempt to redress a serious gap in student achievement research. To date, studies of teacher absenteeism have all been formulated from a human resources perspective; the point being to reduce absenteeism through policy and save the schools districts as much as one percent of yearly budgets typically drained paying for substitutes as well as paying teachers who are not working. The theoretical framework the researchers began with was the idea students whose teachers were frequently absent would show less improvement on standardized tests (Iowa Test of Basic Skills) (Woods and Montagno (1997).

The purpose of the study was, ultimately, to show how the cost of teacher absenteeism is higher with regard to student achievement than the dollars spent on substitutes, as well as to address the absence of research into student achievement and teacher absenteeism. The researchers looked at two very large school districts and annual Iowa Test of Basic Skills (ITBS) results for beginning third graders and the corresponding scores for the same students upon entering fourth grade the next year (Woods and Montagno (1997).

The usual means were used to determine grade equivalency and computation of raw mean scores for the students' ITBS scores for this study.

Fourth grade students had an average score of 25; therefore a grade equivalency of 4.0. Each month of a ten-month school year represented an opportunity to move one-tenth of a grade level closer to the next benchmark. Of 50 teachers under examination, 57.7% missed between zero and four days, 31.1% missed between four and a half and eleven days and 11.1% missed anywhere from 11.5 to 29 days or more of work during the year. The 455 students whose teachers had the lowest absentee rate had an average grade equivalency increase from 3<sup>rd</sup> to 4<sup>th</sup> grade of 1.0. Two hundred seventy-one students whose teachers missed between one and two weeks of work had an average increase of .69, and 91 students unlucky enough to miss the teacher for two weeks to a month only showed an average increase of .79. By the aforementioned scale of one-tenth expected gain per month, students in the middle scale of teacher absenteeism learned a little less than seven months worth of reading skills in a ten-month school year (Woods and Montagno (1997)..

Significance was evident when the data compared the scores of students whose teachers had had more than four days of absenteeism. Students failed to attain one year's worth of reading progress in direct correlation to the number of days the corresponding teachers were missing. This is the first study, perhaps the only study to date, to use empirical evidence to show a negative relationship between teacher absenteeism and student achievement.

## Summary

The candidate's examination of the literature, while not wholly satisfying, did provide enough pieces of the puzzle to create a picture of an area of educational research much in need of deeper examination. Teacher absenteeism will always be a human resources problem and districts will always seek to reduce costs and abuses. Effective substitute practices must be examined with an eye toward student achievement. In the light of current education reform and the increasing need for substitutes, meeting the needs of students must remain the primary focus.



## CHAPTER 3

### Methodology and Treatment of Data

#### Introduction

The candidate undertook to survey as many students, teachers and substitutes as were willing to respond within the time allotted for completion of the project. Substitutes were particularly problematic as there was no good way to contact all substitutes, or to know how many might be in any particular building on a given day, in advance. Every teacher in each of four buildings received a survey. Forty-three of 184 responded. Students participated quickly and efficiently, being a captive audience. The candidate had to stop at 170, more being too much for one person to assess. Only 10 substitutes chose to respond.

#### Methodology

The methodology for this study was strictly qualitative. Surveys were distributed and assessed, and several very informal interviews happened along the way.

#### Participants

The sample under examination consisted of a single large rural school district, specifically secondary level teachers and students and any and all substitutes within the district. There are 7063 students in this school district. A little over half of these are male and 37% are identified as non-white, 32% of those Hispanic. Fifty-seven percent of students are on free and reduced lunch

programs (Washington State Report Card [*Anonymous*]'s School District, 2005.

Retrieved April 5, 2006 from

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>). Teachers surveyed were all drawn from the secondary levels, sixth through twelfth grades, in all content areas. Students surveyed were similarly arrayed. Substitutes surveyed were available to substitute in any level classroom, in any discipline regardless of certification.

### Instruments

Only one device was used for this project. The surveys were designed to ask the opinions of each group on a variety of suspected problems and solutions that have been observed or suggested in the past. Each group was queried about lesson plans, student behavior, training issues, attraction and retention issues and student ability to learn from a substitute as opposed to the regular teacher. The candidate acknowledges the sample was very small. A larger sample might yield drastically different results. However, the candidate is confident that the results are reliable if not as valid as one might hope.

### Design

Surveys were the only tool used in this project. The surveys were designed to address possible issues and solutions, and elicit opinions from the three groups most concerned with the issues: teachers, students and substitutes. Each group was queried about student behavior, substitute training or the lack

thereof, attracting and retaining quality substitutes and the ability of a substitute to measure up to the contract teacher. Comments were solicited with the surveys and are included in the project.

### Procedure

The literature pertaining to teacher absenteeism, substitute effectiveness and student achievement helped the candidate identify previously noted issues and the suggested solutions. From there, surveys were designed to elicit opinions from the district under observation to determine if teachers, substitutes and students in the district felt the same way other substitutes, teachers and students did. Substitutes were queried about ability to present content, classroom management, training, incentives and the disparity – if any – between the contract teacher and substitutes' abilities to teach. Teachers responded to questions about confidence in the substitutes, classroom repercussions the day after a substitute, training issues, attraction and retention of better substitutes and students' ability to learn from substitutes. Students were asked to respond to statements about substitute behavior, student behavior, training for substitutes and the substitutes' abilities to teach. Parallel statements in the surveys were designed to show disparity or congruity of opinions between the three groups. The surveys were also deliberately designed to exclude any middle-of-the-road responses. Each response is either positive or negative to a degree.

### Treatment of the Data

The data were treated to a simple percentage analysis to highlight any trends that might occur. The only software involved in the process was Microsoft Excel.

### Summary

The candidate chose to do a qualitative survey study of teachers, substitutes and students in a large rural school district. The three groups were asked to respond to parallel questions about substitutes and lesson plans, training for substitutes, attraction and retention of quality substitutes and student behavior issues.

## CHAPTER 4

### Analysis of the Data

#### Introduction

The candidate undertook to survey the opinions of teachers, students and substitutes regarding a number of issues pertinent to the groups as a whole and student achievement. Chapter four will discuss the results.

#### Description of the Environment

The environment under examination is a large rural school district. The district in question has an almost even gender make-up, approximately one third non-white students, over half of the students on free and reduced meal programs, an above average special education population, a 10% drop-out rate and a 53% cohort graduation rate. Among 379 classroom teachers, 67% have a Master's degree or better (Washington State Report Card *Moses Lake School District*, 2005. Retrieved April 5, 2006 from

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>). The district employs approximately 93 certified substitutes – teacher certificated - and spends around \$1,500,068 per year for substitute wages. On an annual basis, any given teacher will average 12 absences and 793 teacher absences will go unfilled by a substitute. An absence may be a full day (7.25 hours) part of a day or a single classroom period at the secondary level (Anonymous, District Director of Human Resources, 2005).

### Research Question

In the past questions have arisen regarding teacher and student opinions of substitute abilities and the attraction and retention of quality substitutes. The questions the candidate addressed were of opinions regarding substitutes as part of the student achievement struggle.

### Results of the Study

The candidate addressed seven basic questions to teachers, students and substitutes in the surveys distributed within the school district. In each graph, teachers are represented by the brick patterned bars; always series one. Student responses are represented by the diamond patterned bars; usually series two. Substitutes are represented by the bars with vertical lines; usually series three. Each series is labeled, within the legend, with the exact question asked by the survey. The gradient scale represents responses ranging from low confidence or lack of agreement (1), to high confidence or complete agreement (4). The results are as follows.

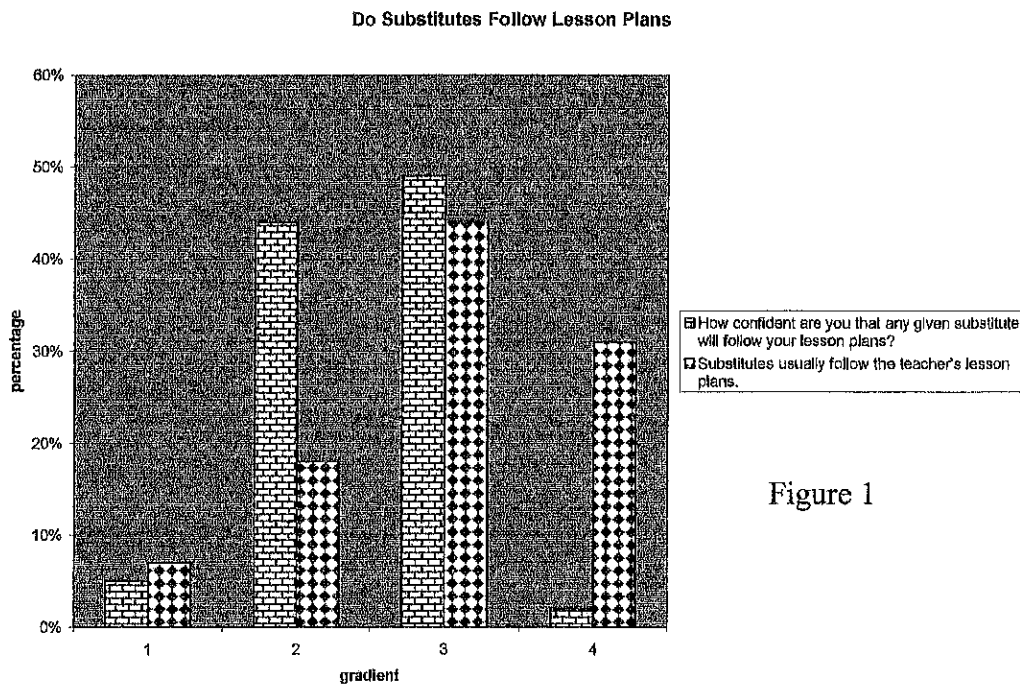


Figure 1

Do Substitutes Follow Lesson Plans?  
Figure 1

Question one, addressed to teachers and students; do substitutes follow lesson plans? Forty-four percent of students were fairly confident that substitutes do what the teacher has instructed them to do. An important note to consider with any student response is whether or not the students have a competent awareness that allows the researcher to have confidence in the responses. In the case of substitutes and lesson plans, there is a clear indication that most students believe substitutes follow lesson plans more often than not. Forty-nine percent of teachers were fairly confident as well. But, 49% of total teacher respondents came down on the not so confident side of the scale while only 25% of students

had some doubt about substitutes following lesson plans. One teacher commented, “I am very confident that any sub will attempt to follow my plans, but unforeseen complications can occur.” A student offered this assessment; “subs don’t follow plans as well cuz [sic] they don’t know how things work from first hand.” A comment from one substitute says; “Many teachers don’t leave subs with teachable lesson plans – especially at high school level. Students watch a movie, finish assigned work, etc. I would rather teach than babysit!” (Survey Comments, appendix 1).



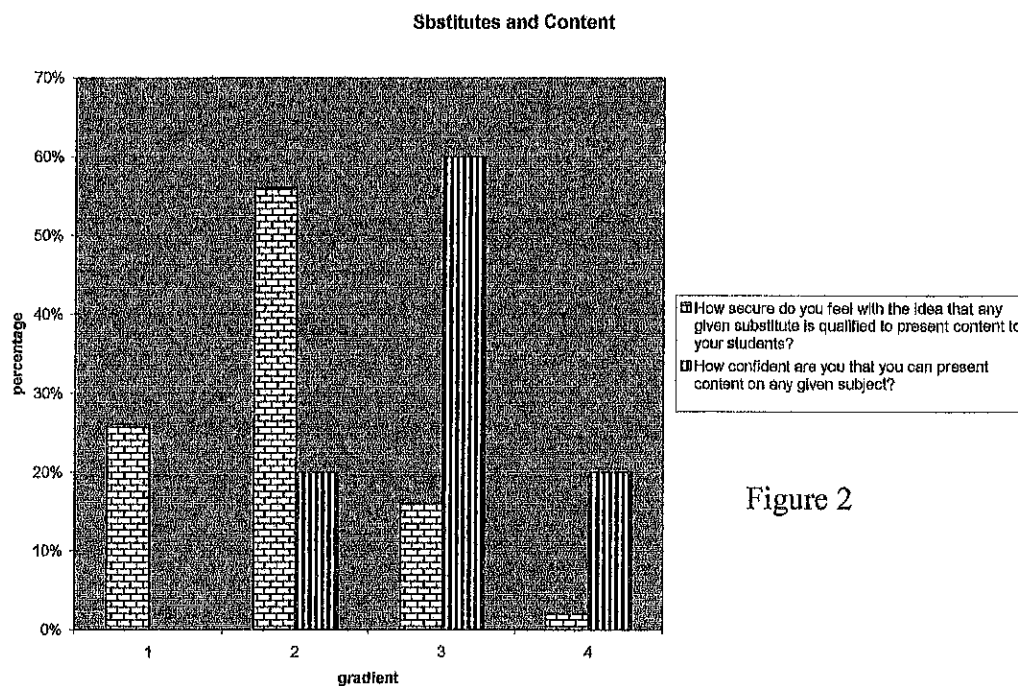


Figure 2

Substitutes and Content  
Figure 2

Question two, addressed to teachers and substitutes; can a substitute present content? Fifty-six percent of teachers were “somewhat confident” – a two on the gradient scale – that any given substitute would be able to present content to the students. Sixty percent of substitutes were “pretty sure” – a three on the scale – that substitutes could present content on any given subject. No substitutes expressed a complete lack of confidence in a substitute’s abilities, whereas only 18% of teachers responded positively to this question. Teachers had some revealing comments. It would be “impossible [for a substitute] to cover all the curriculum of all the curr[sic] areas.” “At a secondary level it is not reasonable to

expect a sub to be able to present effectively highly specialized content – especially on the spur of the moment.” “I plan reinforcement lessons for subs, I don’t have them teach new content, labs or investigation; because it is hard to unteach things done incorrectly.” Substitutes seem to agree while generally having more confidence than teachers. “I can present the teacher’s instructions, but not necessarily fulfill the position. I can only be expected to present what I know. I can’t be a specialist in all subjects.” (Survey Comments, appendix 1).

There is a clear division between the opinions of teachers and substitutes regarding a substitute’s ability to present content, although neither group varies far from the middle line. The remaining statements were addressed to all three groups.

### Substitutes and Classroom Management

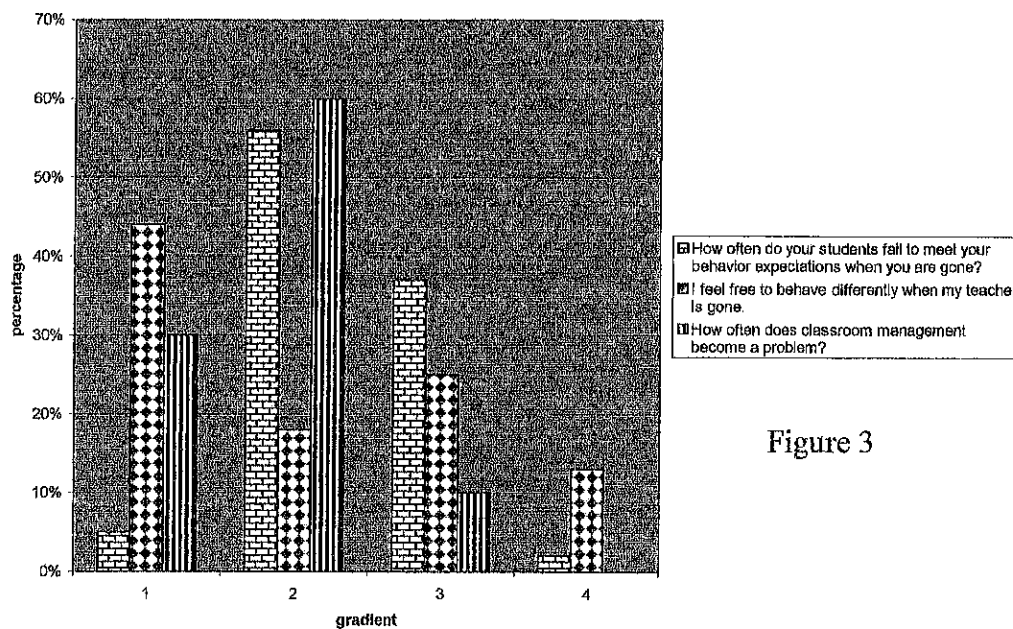


Figure 3

Substitutes and Classroom Management  
Figure 3

Question three regarded substitutes and classroom management. Fifty-six percent of teachers responded that students “sometimes” fail to meet behavior expectations when a substitute is in charge. A safe assumption, when discussing teacher expectations of student behavior, is that teachers expect students to behave in the same manner as when the teacher is present. Encouragingly, 44% of students disagreed that students feel free to behave differently when the regular teacher is absent. Sixty percent of substitutes report that classroom management “sometimes” becomes a problem. While most people understand that individuals have differing standards on any given issue, this survey makes clear that students

are not meeting teacher expectations as often as teachers would like. Students are not meeting substitute expectations according to substitutes. Some teachers commented. “Some students [will misbehave] every time, like untrained puppies – others act out only occasionally.” “Training the students to behave for a sub better than they currently do would be good. Honest feedback from subs would also be good.” Student had some interesting comments. “I think most substitutes give us kids too much leniency, they need more discipline toward the students.” “I think that the substitutes let us do what we want and don’t really show any disaplín [sic].” And one substitute pointed out: The “elementary and middle schools have clear procedures for handling inappropriate behavior. [The high school has] no plan subs can follow for behavior problems except for writing down students’ names” (Survey Comments, appendix 1).

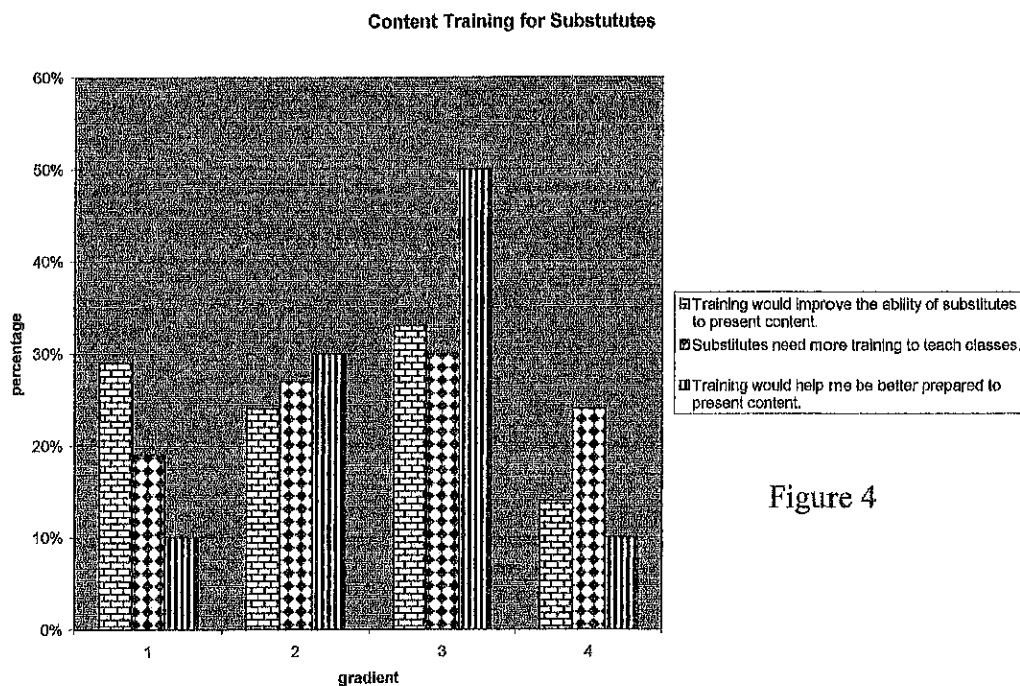


Figure 4

Content Training for Substitutes  
Figure 4

The next question addressed the idea that training might make a positive difference in substitutes' abilities to present content. Teachers were spread almost evenly across the scale, with the single majority answer, 33% "somewhat agree", that training would be of benefit and an additional 14% agreed strongly. The overall majority, 53%, had some doubt as to the usefulness of training. Students, likewise, felt, 30%, that training was a good idea, with an additional 24% agreeing strongly, and 46%, in doubt. Sixty percent of substitutes answered positively to the idea of training for content preparedness, with 40% doubtful.

### Classroom Management Training for Substitutes

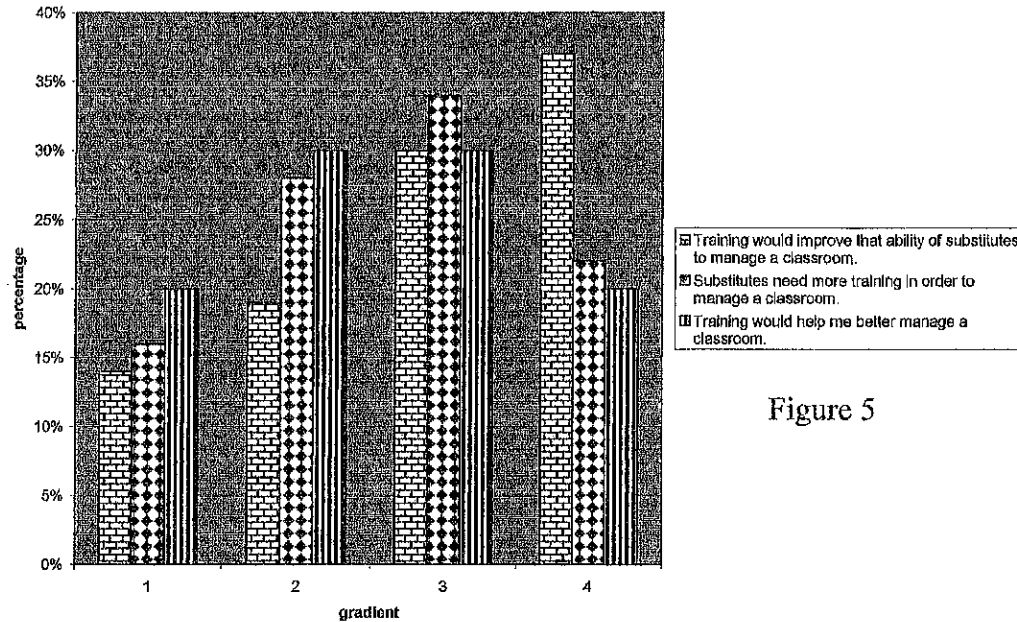


Figure 5

Classroom Management Training for Substitutes  
Figure 5

The suggestion has also been made, elsewhere, that substitutes might benefit from classroom management training. Sixty-seven percent of teachers agreed with this idea. Fifty-seven percent of students agreed. But, substitutes were evenly spread, 50% positive and 50% negative. Sixty percent of substitute respondents fell in the middle of the scale being either somewhat agreed or somewhat disagreed as to the benefits of classroom management training. While substitutes are evenly spread on the idea of classroom management training, teachers see a clear benefit.

Survey comments (appendix 1) from respondents ranged from: “Being a sub requires a specific set of skills not often covered in teacher education courses. It is critical that subs get that training from somewhere.” And, “The shift from content (book) knowledge to inquiry, design investigations will make it very difficult for subs to teach science adequately.” To, “I am a certified teacher – many years of experience. I don’t need training.”

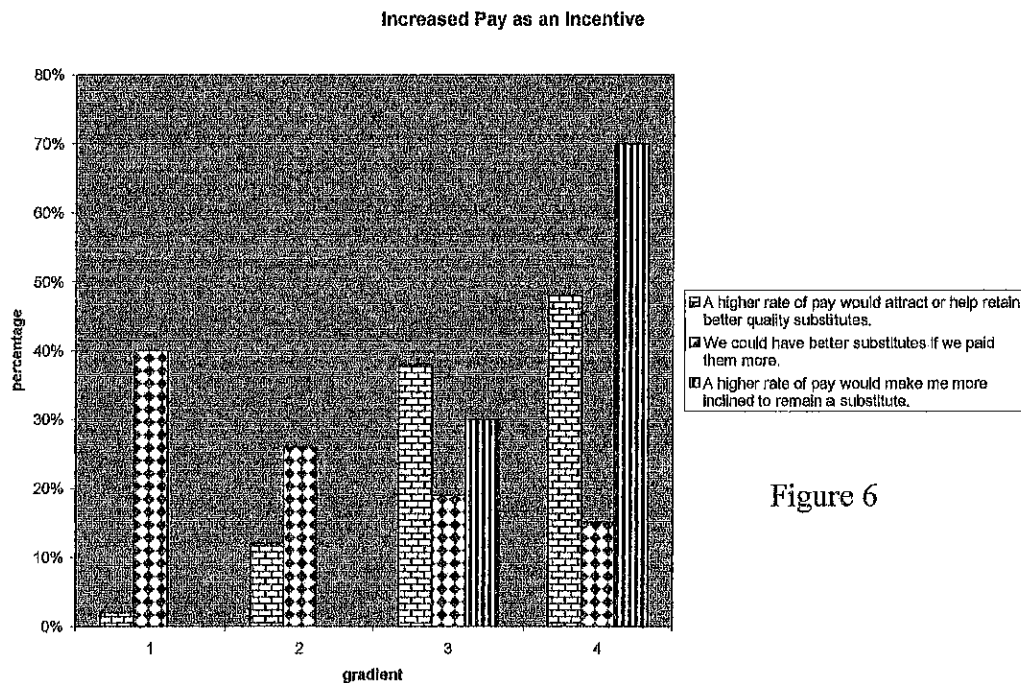


Figure 6

Increased Pay as an Incentive  
Figure 6

Nearly universal agreement comes into play when the question of pay is introduced. Overall 86% of teachers and 100% of substitutes agree that a higher rate of pay would attract and retain better substitutes. Only 24% of students

responded in the positive about substitute pay. As previously mentioned, students may not have a clear idea of how much a substitute earns in a day or a comprehensive grasp of how far a substitute's pay can go. Sixty-six percent had a negative response. The district under examination has an above average rate of pay for substitutes; around \$100 per day. Although teachers generally agreed that a higher rate of pay might be a good incentive, comments from the surveys show some doubt. A higher rate of pay would attract or help retain better quality substitutes "if they were held accountable." "Subs are no different than full-time teachers – the system gets what it pays for." A higher rate of pay "would also attract poor subs too. Everyone likes money. Most people don't want to sub forever and young teachers are looking for jobs, so how do you keep them?" And, "Absolutely!" a higher rate of pay would attract or retain better quality substitutes. One substitute sums up this opinion succinctly. "It's hard to pay bills and student loans on a sub's salary – (less than \$18,000 per year)." (Survey Comments, appendix 1).



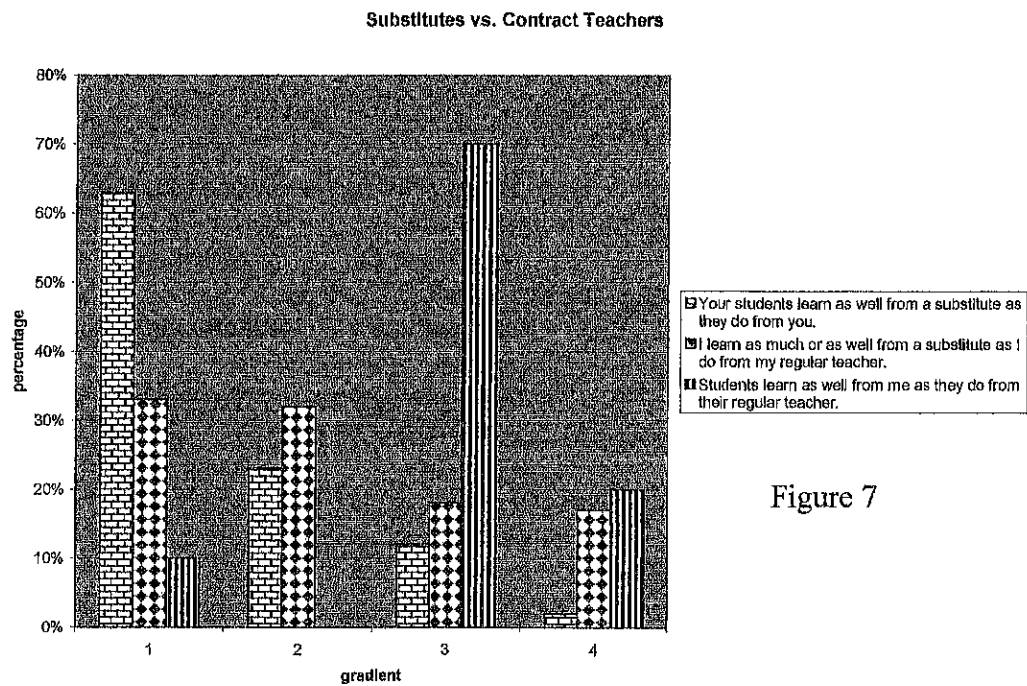


Figure 7

Substitutes vs. Contract Teachers  
Figure 7

The foundation question of this project is: are substitutes as good as the regular teacher? Sixty-three percent of teachers said absolutely not. Sixty-five percent of students responded in the negative. But, 90% of substitute respondents agreed that the students learn as well from the substitutes as from the contract teachers. This represents a significant disparity and, perhaps, an opportunity.

Survey comments (appendix1) from the groups were also telling on this point. [I disagree that my students learn as well from a substitute as they do from me.] "This does not reflect on the quality of the sub. It just takes a while for a class climate/respect to develop, and learning is compromised when this is

interrupted.” “I don’t learn Jack from either.” Substitutes offered no comments to support the responses.

There were two other statements on the surveys only addressed to specific groups. The first expands on the question of substitutes and the presentation of content. Fifty-five percent of teachers responded that “sometimes” content needs to be repeated after presentation by a substitute. Forty-five percent report that the frequency is less often or never. In comments accompanying returned surveys teachers indicated that new lessons are routinely deferred until the teacher returns. Instead, reinforcement or continuation plans are formulated for the substitute to deal with. This strategy seems well conceived at face value and in view of the lack of confidence teachers express about any given substitute’s ability to present content. But, when student behavior is taken into account, reinforcement and continuation or even catch-up time is not engaging enough to ensure appropriate behavior.

The suggestion has also been made, in other studies, that students are unmotivated to attend class when informed that there will be a substitute. In this survey, 42% of students agree that there is a lack of incentive to attend class with a substitute. Fifty-eight percent disagreed, with 42% in complete disagreement. The candidate speculated that those students who agree are likely to also agree to a general lack of motivation to attend class under any circumstances.

## Summary

With the exception of two statements presented to individual groups, all of the survey questions were interpreted by percentage and graphed using Microsoft Excel in order to present a visual comparison. In general, teachers, while confident that a substitute will follow lesson plans, are not confident that a substitute can present content. Substitutes differ with teachers, believing students learn as well from a substitute as from a teacher. Student behavior is more of a problem for substitutes than for teachers. Teachers believe substitutes could benefit from training in content presentation as well as classroom management. Substitutes, on the other hand, are skeptical about the benefits of training. Overall, students are motivated to attend class with a substitute and do not feel free to behave differently for a substitute. Teachers and substitutes agree that a higher rate of pay would help to attract and retain better substitutes. The survey responses correspond with previous findings.

## CHAPTER 5

### Summary, Conclusions and Recommendations

#### Introduction

In this project, the candidate attempted to confirm opinions held by teachers, substitutes and students about substitutes as revealed in previous research by other authors. A large rural school district was surveyed, and the results are herein discussed.

#### Summary

Surveys were formulated and distributed to teachers, students and substitutes. Survey questions and statements reflected findings from previous research by other authors. Questions and statements were designed to be parallel in order to show levels of agreement or disparity between the groups under examination. The most important facet of this project was the idea that substitutes are or are not a good substitute for the regular teacher. The results of this question showed the greatest degree of disparity of agreement between respondents. Well over half of teachers disagree completely that a substitute is as good as a regular teacher, while only 10% of substitutes believe the regular teacher has any teaching advantage. With content presentation and classroom management training, teachers might be persuaded that a substitutes could close the gap that teachers perceive between a substitute's and a teacher's ability to teach. Although over half of teachers surveyed had doubts about the efficacy of

content training, over half came down firmly on the positive side of the idea of classroom management training. Teacher support for classroom management training corresponds with how often teachers feel that students do not behave appropriately when a substitute is present. Overall teachers believe that substitutes are competent to do the job as long as a substitute is not required to teach and students are not expected to be well behaved. Teachers and substitutes agree that a higher rate of pay might mitigate some concerns.

### Conclusions

The candidate concluded from the results that opinions about substitutes and a substitute's ability to adequately replace the teacher have not changed in the time intervening between this project and previous research. Teachers still hold substitutes in low regard. Substitutes should not present content nor be expected to maintain the level of discipline that the teacher would prefer. On the issue of student achievement, teachers would seem to agree that substitutes are a detriment.

### Recommendations

The question then becomes: is substitute incompetence a self-fulfilling prophesy? Teachers know that students must be engaged in order to maintain learning and discipline (idle hands ....), yet teachers make a policy of leaving disengaging work for the substitute. Teachers would counter that substitutes are

unlikely to be able to present content and that training would be a dubious solution.

A clear case can be made for compromise. First: teachers need more information than is currently available about the substitutes working in the district. Teachers need to know what endorsements substitutes hold. Until very recently, the district under examination did not provide this information to the secretaries responsible for coordinating substitutes within the building. This information is not available to teachers.

Second: teachers and substitutes need to be able to communicate with each other before and after a job. The district under examination utilizes a web-based, computer coordinated system for teachers to report an absence and for substitutes to view information about current and upcoming jobs. Jobs may be selected, rejected or cancelled via the web site. Substitutes may also be notified or select jobs by phone. Once a substitute has logged on to the aforementioned web site, that substitute is presented with a blank screen; radio buttons are used to view current jobs, available jobs and etc. This useless screen could easily become email. The district in question already operates an email server for teachers, administration and others. Through this medium teachers and staff stay informed about events and other news of import to the school district community. Substitutes are left out of the loop. Most teachers only communicate with substitutes via lesson plans placed on the desk for the substitute to follow.

Furthermore, school districts have a stake in fostering good relationships between teachers and substitutes. Substitutes are not just a necessary evil, nor babysitters. Substitutes are part of the teaching team within the school district. The candidate would suggest that substitutes be given polo shirts with the district logo on them as well as parking passes to identify a substitute from other visitors. Polo shirts and slacks are appropriate attire under most circumstances and these shirts would identify substitutes as such. Social occasions for teachers and substitutes would also be beneficial. All of this informs substitutes that substitutes constitute an important part of the district's efforts to teach. Substitutes who feel like an important part of the teaching team may also be better able to stave off any apathy which might contribute to a less than stellar performance in the classroom. The message to other personnel in the building where a substitute is working is that this person belongs here, is a part of the team and means something important to the district.

Three other suggestions arise. Buildings within the district need to have a clearly displayed policy regarding how to deal with discipline problems, substitutes might volunteer to undergo competency exams in order to show teachers those areas of instruction, beyond state endorsements, that a substitute might be able to do more than baby-sit for, and substitutes assigned to a particular building, on a salary, would help to attract and retain good substitutes. Not only should a substitute never have a question about how to deal with any behavior

problem within any building, buildings must also ensure that students know, in no uncertain terms, that discipline referrals will be taken as seriously coming from a substitute as when coming from a teacher. The most effective building policies give extra weight to misbehavior for a substitute. Competency exams, formulated by teachers within the district could serve as evidence that the substitute with a physical education endorsement also has an extensive reading and writing background that would allow for presentation of content in other classes, e.g.,. Building substitutes become much more familiar with students and teachers and a steady rate of pay, prorated over the summer, would act as an incentive for some substitutes to remain as substitutes; steady work and pay being one area that may cause some substitutes to seek other jobs altogether.



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## APPENDICES

### TEACHER COMMENTS

It would be “impossible [for a substitute]to cover all the curriculum of all the curr[iculum] areas.”

“Not only higher pay, but benefits or hiring good subs.”

“At a secondary level it is not reasonable to expect a sub to be able to present effectively highly specialized content – especially on the spur of the moment.”

“I don’t think there is a single subst[itute] qualified to rehearse the music ensembles.”

“I don’t have them teach new material.”

“Principals have more influence by support of substitute decisions.”

“Building conditions determine whether substitutes wish to return.”

“It’s a system thing.” [the ability of substitutes to present content]

With an “E.A.to help” I am very confident that the substitute will follow my lesson plans.

“Students know my consequences for mis-behavior (very rare).”

“Lesson plans” would improve the ability of substitutes to present content.

‘Substitutes disrupt a stable routine.’

“Assignments given to students during a substitute usually are reteaching – some do an excellent job while others are very marginal.”

“Depends on content area and a person’s background.”

A higher rate of pay would attract or help retain better quality substitutes “if they were held accountable.”

“subs are no different than full-time teachers – the system gets what it pays for.”

“Being a sub requires a specific set of skills not often covered in teacher education courses. It is critical that subs get that training from somewhere.”

“Another issue often ignored for subs is that of building safety procedures. It would be nice if those things were covered during training.”

[training for substitutes] “Highly recommend ENVoy by Michael Grinder!!!”

“I believe students are responsible for and in control of their own learning whether or not the teacher is there ... long term is a different story though.”

“Depends on the sub I get” [whether or not my students behave like I expect them too].

“They can’t know all the subject matter, but some things are universal.”

‘I somewhat agree that training might help substitutes present content’ “Science teacher”

I leave “simplified plans for subs, not what I would necessarily do for a qualified and knowledgeable person teaching in my room.”

“I don’t know the qualifications, experience, or endorsements of any subs. They could be an emergency sub who doesn’t really know anything about the subject they are subbing for.”

“I plan reinforcement lessons for subs, I don’t have them teach new content, labs or investigation; because it is hard to unteach things done incorrectly.”

“I don’t feel subs give honest feedback. They may say things went well so they will get a call back.”

More than training, “It would also help if they had taught the subjects they are subbing for and understand how they are attempting to help meet GLEs.”

“Training the students to behave for a sub better than they currently do would be good. Honest feedback from subs would also be good.”

A higher rate of pay “would also attract poor subs too. Everyone likes money. Most people don’t want to sub forever and young teachers are looking for jobs, so how do you keep them?”

“Maybe we should do a comparative study to see [if the students learn as well from subs as from their regular teacher]? If the sub is good maybe they need a full time job.”

“The shift from content (book) knowledge to inquiry, design investigations will make it very difficult for subs to teach science adequately.”

“Students always learn better from the classroom teacher than subs, and behavior problems are greater with subs. Throwing money to entice subs may work, but subs will need to be rated and categorized by subject. A sub with a history major isn’t likely to teach science well. I try to plan simplified lessons for subs, fully expecting that the sub would not be able to teach a lab or investigation. Ex-science teachers would be appropriate for subs in science. We need to know more about our subs to help us choose people who are qualified.”

“I am very confident that any sub will attempt to follow my plans, but unforeseen complications can occur.”

“If I know I will be gone – or in my just-in-case-file, I have lessons that are not dependent on day-to-day continuity.”

“Usually [I do] not reteach, but reinforce connections.”

“Some students [will misbehave] every time, like untrained puppies – others act out only occasionally.”

“Substitutes are often placed out of the content area for which they are trained.”

Training for “Specific strategies for specific complications – suggestions also for what to do when a teacher’s absence is unforeseen and there are no well-developed plans.”

“Absolutely!” a higher rate of pay would attract or retain better quality substitutes.

I disagree that my students learn as well from a substitute as they do from me.  
“This does not reflect on the quality of the sub. It just takes a while for a class climate/respect to develop, and learning is compromised when this is interrupted.”

### STUDENT COMMENTS

“Study more I need to be smarter substitutes.”

“Subs rule.”

“Subs should teach more so they have more experience on handling a real class.”

“oll subs are bad guys there mean.”

“I think most substitutes give us kids too much leniency, they need more discipline toward the students.”

“I think that the substitutes let us do what we want and don’t really show any disaplin.”

[Substitutes need more training to teach...]

“If the class is a certain subject usually the substitutes don’t know much about the subject. Then I can never get help because the substitute doesn’t understand the work.”

“Woe to you oh earth and sea, for the devil send the beast with wrath, for he knows the time is short. Let him who hath understanding reckon the number of the beast, for it is of human number. Its number is six hundred and sixty six.”

“I don’t learn Jack from either.”

“We should have substitutes more often.”

“Subs don’t follow plans as well cuz they don’t know how things work from first hand.”

“Sometimes I have substitutes who don’t know what they are doing and don’t know how to handle a class, and it makes it so much easier for the ‘eccentric’ kids

to be mean, especially if she is female. It makes me upset because I am planning on becoming a teacher and subs who can't handle a classroom and with no obvious experience make me not plan to leave my class ... ever. But there are good subs who follow the teacher's instruction and still be lenient enough to have a good time with the kids inspires me. Some subs just throw down the lesson plan and don't explain anything, then when one of us had a question, they just pull the answer out of the book and give it to us. For the most part, subs are a good idea because teachers have emergencies too. I just like the subs who know how to handle a class without becoming intimidated."

### **SUBSTITUTE COMMENTS**

"Rather than increased pay, providing a few benefits would ensure a healthy supply of qualified substitutes."

"I can present the teacher's instructions, but not necessarily fulfill the position. I can only be expected to present what I know. I can't be a specialist in all subjects."

"Of course. Who wouldn't like more pay? But I think our pay is fair. I'm sure there would be more subs if the pay was higher – and less teachers! There are days that no amount of money would be enough, but those 'cushy' days seem to balance things out. My question is why can't we get extra pay for working planning times? I don't like losing a first period planning because I use that to better prepare for the day. And last period I use for writing sub notes. I always end up staying late to make sure I report the day to the teacher. I'm sure the district is 'getting their money's worth' out of me. When we have to work our planning period shouldn't we get extra too?"

"Better wages and benefits would encourage good subs to stay. The likelihood of being hired would also encourage good subs to stay."

"Teaching strategies I know. Calculus, I don't know."

At the elementary level, classroom management is "very seldom" a problem.

Management is a problem "more often" at the middle school level but, building procedures for dealing with problems is more effective.

The “elementary and middle schools have clear procedures for handling inappropriate behavior. [The high school has] no plan subs can follow for behavior problems except for writing down students’ names”

“A good teacher can teach anything”

“It’s hard to pay bills and student loans on a sub’s salary – (less than \$18,000 per year).”

“Many teachers don’t leave subs with teachable lesson plans – especially at high school level. Students watch a movie, finish assigned work, etc. I would rather teach than babysit!”

I am very confident that I can present content in any given subject but, “not H. S. Math.”

“I am a certified teacher – many years of experience. I don’t need training.”



# TEACHER RESPONSES BY PERCENTAGE

	1	2	3	4	no resp.
How confident are you that any given substitute will follow your lesson plans?	5%	44%	49%	2%	
How secure do you feel with the idea that any given substitute is qualified to present content to your students?	26%	56%	16%	2%	
How often do you have to re-teach content that was presented by a substitute?	0	55%	33%	12%	1
How often do your students fail to meet your behavior expectations when you are gone?	5%	56%	37%	2%	
Training would improve the ability of substitutes to present content.	29%	24%	33%	14%	1
Training would improve that ability of substitutes to manage a classroom.	14%	19%	30%	37%	
A higher rate of pay would attract or help retain better quality substitutes.	2%	12%	38%	48%	1
Your students learn as well from a substitute as they do from you.	63%	23%	12%	2%	
TOTAL RESPONDANTS: 43					

# STUDENT RESPONSES BY PERCENTAGE

	1	2	3	4	no resp.
Substitutes usually follow the teacher's lesson plans.	7%	18%	44%	31%	
I feel free to behave differently when my teacher is gone.	44%	18%	25%	13%	
I am motivated to attend class when I know my teacher will be gone.	26%	16%	16%	42%	
Substitutes need more training to teach classes.	19%	27%	30%	24%	1
Substitutes need more training in order to manage a classroom.	16%	28%	34%	22%	
We could have better substitutes if we paid them more.	40%	26%	19%	15%	1
I learn as much or as well from a substitute as I do from my regular teacher.	33%	32%	18%	17%	
TOTAL RESPONDANTS: 170					

# SUBSTITUTE RESPONSES BY PERCENTAGE

How confident are you that you can present content on any given subject?

1	2	3	4
0	20%	60%	20%

How often does classroom management become a problem?

30%	60%	10%	0
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Training would help me be better prepared to present content.

10%	30%	50%	10%
-----	-----	-----	-----

Training would help me better manage a classroom.

20%	30%	30%	20%
-----	-----	-----	-----

A higher rate of pay would make me more inclined to remain a substitute.

0	0	30%	70%
---	---	-----	-----

Students learn as well from me as they do from their regular teacher.

10%	0	70%	20%
-----	---	-----	-----

TOTAL RESPONDANTS: 10

# TEACHER RESPONSES BY THE NUMBERS

	1	2	3	4	no resp.
How confident are you that any given substitute will follow your lesson plans?	2	19	21	1	
How secure do you feel with the idea that any given substitute is qualified to present content to your students?	11	24	7	1	
How often do you have to re-teach content that was presented by a substitute?	0	23	14	5	1
How often do your students fail to meet your behavior expectations when you are gone?	2	24	16	1	
Training would improve the ability of substitutes to present content.	12	10	14	6	1
Training would improve that ability of substitutes to manage a classroom.	6	8	13	16	
A higher rate of pay would attract or help retain better quality substitutes.	1	5	16	20	1
Your students learn as well from a substitute as they do from you.	27	10	5	1	

TOTAL RESPONDANTS: 43

STUDENT RESPONSES BY THE NUMBERS	1	2	3	4	no resp.
Substitutes usually follow the teacher's lesson plans.	13	31	74	52	
I feel free to behave differently when my teacher is gone.	75	30	43	22	
I am motivated to attend class when I know my teacher will be gone.	44	27	28	71	
Substitutes need more training to teach classes.	33	45	50	41	1
Substitutes need more training in order to manage a classroom.	27	48	57	38	
We could have better substitutes if we paid them more.	68	44	32	25	1
I learn as much or as well from a substitute as I do from my regular teacher.	56	55	30	29	
TOTAL RESPONDANTS: 170					



**SUBSTITUTE RESPONSES BY THE NUMBERS**

**1 2 3 4**

How confident are you that you can present content on any given subject?

0 2 6 2

How often does classroom management become a problem?

3 6 1 0

Training would help me be better prepared to present content.

1 3 5 1

Training would help me better manage a classroom.

2 3 3 2

A higher rate of pay would make me more inclined to remain a substitute.

0 0 3 7

Students learn as well from me as they do from their regular teacher.

1 0 7 2

TOTAL RESPONDANTS: 10

## State Requirements for Substitute Teachers

State	Title	BA needed?	Verification needed?	Academic Background required?	Other	Initial validity period	Renewable	Subsequent validity period	Renewal Requirements
AL	Substitute Teacher License	No	No	HS diploma or equivalency	District request Background check, Fingerprints	5 yr	No	5yr	Must reapply
AK					By district	20 days			
AZ	Substitute Certificate	Yes	No	BA	Fingerprint clearance card	6 yr	Yes	6 yr	Valid fingerprint clearance card and Submit renewal form
AR					By district				
CA		Yes	No	BA	C-BEST and fingerprint (Long-term subs must be going through teacher credentialing at a college or university)	1 yr	Yes	1 yr	
CO	1 yr	No	No	HS diploma	Successful experience with children	1 yr	No	1 yr	Reapply
	3 yr	Yes	No		Pass Colorado basic skills assessment and oral English proficiency exam	3 yr	No	3 yr	Reapply
	5 yr	Yes	No		Hold valid certificate/license Previously held a standard Colorado certificate/license as well as 3 yr requirements	5 yr	No	5 yr	Reapply
CT		Yes	No	Can get waiver on BA based on background check and experience with children	Over 40 days may apply via district Over 40 days-12 semester hrs required				
DE	Permit				By District	No limit			
	Class A	Yes	No	must hold or be eligible to hold a Standard Delaware Certificate as teacher.					
	Class B	No	No						
	Class C	No	No						
	Class D	No	No						

## State Requirements for Substitute Teachers

State	Title	BA needed?	Verification needed?	Academic Background required?	Other	Initial validity period	Renewable	Subsequent validity period	Renewal Requirements
D.C.	Substitute License	Yes	No	BA	Background Check	2 yr	Yes	2 yr	Submit renewal form
	Limited Substitute License	No		60 hrs	Background Check	2 yr	Yes	2 yr	
FL					By District				
GA					By District				
HI	Substitute Teacher Certificate	Yes	No	12 hrs in Dept of Ed	Complete training program Fingerprinting, Background Check, Interview with Principal or Vice Principal of at least one school	5yr	Yes (each year)	5yr	None, if continue to arb, otherwise must retake course
ID					By District Background Check				
IL	Substitute Certificate	No	No	No	To acquire Temporary Employment Authorization: Regular Certificate, BA, or 2 yrs experience	4 yr	No	4 yr	Reapply
IN	Substitute Teaching Certificate	No	No	No	By District Criminal Background	3yr	No	3 yr	Reapply
IA	Substitute Teaching License	Yes	No	Regular Teaching certificate req.	Complete approved teacher preparation program/eligible for the provisional license	5 yr	Yes	5 yr	
KS	Substitute Certificate	Yes	No	Teacher education program		5 yr	Yes	5 yr	5 hrs of credit -or- 100 inservice points - or- equivalent combination of both
	Emergency Substitute Certificate	No	No	60 hrs	Only 60 days	1 yr	Yes	1 yr	
KY	Certificate for Substitute Teaching	Yes	No	Teacher education program	Issued by state	5 yr	Yes, upon recomm end of	5 yr	Must reapply
	Emergency	No	Yes	64 sem. hrs	By District	1 yr	No		
LA					By Parish				
ME		No	No	No	By District Fingerprint (Only 60 days)				
MD					By District				
MA					By District				



## State Requirements for Substitute Teachers

State	Title	BA needed?	Verification needed?	Academic Background required?	Other	Initial validity period	Renewable	Subsequent validity period	Renewal Requirements
MI	Substitute permit	No	Yes	90 hrs consolidated at one 4 year accredited university or college	Apply to District Background Check	1 sch yr (only 150 days)	Yes	1 sch yr up to 150 days	
MN	Short Call	Yes	No	BA	District	Sch yr	Yes	Sch	
	Long Call	Yes	Yes	BA-in ed		Sch yr		Sch	
	Full Time	Yes	Yes	BA-in ed		Sch yr		Sch	
	Ltd Permit	Yes	Yes	BA		Sch yr		Sch	
MS	Long-term	Yes	Yes	No	20 days By District				
		No	No	No					
MO	Substitute Certificate	No	No	60+ semester hrs of credit	Apply by District Background Check	Sch yr	No		Reapply
MT					By District (only 30 consec. days)				
NE	Substitute Teaching Certificate	Yes	No	BA in edu	Fingerprint clearance card (if not Nebraska resident for 5 consec. yrs)	5 yr	Yes	5 yr	
	Local Substitute Teaching Certificate	No	Yes	60 hrs		1 year, 40 days per year	Yes	1 yr	
NV	Substitute License	No	No	62 hrs, 6 must be in education	Fingerprint	3 yr	No	5 yr	Granted by State Department of Education
NH					By District				
NJ					By County				
NM	Substitute Teacher License	No	Yes, for initial Substitute	HS diploma or equivalency	18 yrs of age to teach grades k-8, and 21yrs of age to teach 9-12 Fingerprint	3 yr	Yes	9 yr	Fill out renewal form
NY					By District	max 40 days per year			
NC					By District				
ND	Certified	Yes	No	Teaching certificate	Fingerprint	2 yr	Yes	2 yr	Renewal application
	Emergency	Yes	Yes	BA	BA in content area	1 yr	Yes	1 yr	
OH	Short Term (<5 days)	Yes	No			5 yr	Yes	5 yr	Recommendation by district superintendent
	Long Term (>5 days)	Yes	No	20 hr or 12 hr elem edu		5 yr	Yes	5 yr	

## State Requirements for Substitute Teachers

State	Title	BA needed?	Verification needed?	Academic Background required?	Other	Initial validity period	Renewable	Subsequent validity period	Renewal Requirements
OK	No certificate issued				By District (only 20 consec. days)				
OR	Substitute License	Yes	No	Tch cert BA in area content		3 yr	Yes	3 yr	
	Restricted substitute license	Yes	Yes		60 days per school yr only	3 yr	Yes	3 yr	By district
PA	Certified	Yes	Yes, but only to school	Tch Certificate	Background Checks and fingerprinting done through District	1 yr	Yes	1 yr	Depends upon district
	Emergency	Yes	Yes			1 yr	Yes	1 yr	
RI	Certified	Yes	No	Tch cert (approved tch program or previously cert. As professional educator)		1 yr	Yes	1 yr	
	Emergency	Yes	Yes	BA in content areas	Must advertise for certified subs	1 yr	By district	1 yr	If no certified sub is available
SC					By District				
SD					By District				
TN					By District				
TX					By District				
UT				HS Grad	By District				
VT				HS Grad	By District				
VA				HS Grad	By District 18 yrs old (21 preferred) Attend orientation conducted by local school division				
WA	Regular	Yes	No	Tch cert	By District	No limit			
	Emergency	No	Yes			Up to 3 yr or less	Yes	2 yr	
WV	Sub Permit	Yes	No	BA with at least 2.0 GPA	By District Orientation Fingerprint	3 yr	Yes	3 yr	12 hr inservice (# of hrs required changes occasionally)