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MEMORANDUM

DATE: June 9, 2008
TO: Chairwoman and Members, Legislative Committee on Education
FROM: Carol M. Stonefield, Supervisory Principal Research Analyst
Research Division
SUBJECT: **Substitute Teachers: Requirements and Training**

At the April 17, 2008, meeting of the Legislative Committee on Education, Assemblywoman Bonnie Parnell, Chairwoman, directed the Committee staff to report the requirements and training of substitute teachers in Nevada and in the other states. This memorandum provides information in response to that request.

50 STATE COMPARISON

Enclosed with this memorandum is a table showing the academic requirements, training, and level of permit or certification required in each of the 50 states. The table summarizes information obtained from a database compiled jointly by the Education Commission of the States (ECS) and the National Comprehensive Center for Teacher Quality. The database is accessible on the ECS website at <http://mb2.ecs.org/reports/reportTQ.aspx?id=1137>.

Minimum requirements

Requirements to obtain authorization to be a substitute teacher vary widely among the states. Nine states do not report any statewide statute or regulation specifying academic preparation or training for substitute teachers. While some states specify a minimum level of educational attainment for substitute teachers, others provide for multiple paths to authorization.

Briefly, 19 states provide a specific minimum level of education as the only requirement to obtain a substitute license, permit, or certification, including the following:

EXHIBIT J Education	Document consists of 17 pages.
X Entire document provided.	
Due to size limitations, pages __ provided. A copy of the complete document is available through the Research Library (775/684-6827) or e-mail library@lcb.state.nv.us .	
Meeting Date 061908	

- High school diploma or equivalent: eight states require only that a substitute teacher holds a high school diploma or its equivalent, although some of these states do require the applicant to complete a training program provided either by the school district or the state's department of education;
- Some college credits: three states require only that a substitute teacher complete 60 college credit hours; one of these states requires that six of those credit hours must be in professional education courses;
- Bachelor's degree: three states require at minimum that a substitute teacher holds a bachelor's degree; two of the three states require some completion of designated hours in professional education courses and one state requires completion of the state department of education's 30-hour course in addition to holding the bachelor's degree; and
- Teacher certification or licensure: four states require a substitute teacher to be a licensed teacher; in some states that can be met by showing evidence of holding a valid or expired license in that state or from another state.

Multiple authorizations and limitations

A number of states have more than one kind of authorization. For example, Arizona requires that an individual hold a bachelor's degree in order to be issued a substitute certificate, but an emergency substitute certificate can be issued to someone with only a high school diploma or equivalent, upon verification from the school district superintendent that an emergency exists. Similar kinds of authorizations exist in California, Colorado, Iowa, Kansas, and others, including Nevada.

Some states place restrictions, determined by educational credentials, on the number of days that a substitute can teach. The following provide examples of such limitations:

- Maine: An individual with two or more years of college credit may substitute no more than 60 days in any one assignment, while a certified teacher may substitute outside the scope of his or her certificate no more than 90 days in any one assignment;
- Oregon: A person with a bachelor's degree is eligible for a restricted authorization, allowing the person to teach a total of 60 days in a school year; a person who holds or previously held a teaching license is eligible for an unrestricted authorization, which has no limit on the number of days per school year;
- West Virginia: A short-term permit enables someone with a bachelor's degree to fill a position for less than 30 days; a long-term permit, issued to someone with a valid or expired teacher license from West Virginia or any other state, authorizes the holder to fill a position for more than 30 days.

Another kind of limitation requires school districts to hire a substitute according to a rank order, based on educational attainment of the substitutes. Georgia, for example, requires only a high school diploma plus a specified number of hours of training provided by the employing school district to be eligible to substitute. However, when hiring a substitute, a Georgia school district must seek to hire in the following order: a licensed teacher, someone holding a bachelor's degree, someone with one or more years of college, and finally someone with a high school diploma. Such ranking of eligible individuals is provided in Kentucky, Rhode Island, and Utah, as well.

NEVADA ADMINISTRATIVE CODE

Substitute teacher

The *Nevada Administrative Code* (NAC) provides endorsements for substitute teacher and emergency substitute teacher. To receive an endorsement as a substitute teacher, NAC 391.332 provides that an individual must present evidence of educational attainment as follows:

- Completion of 62 credit hours from an accredited higher education institution, including six credit hours of professional education; or
- Possession of a bachelor's degree from an accredited higher education institution.

In addition, NAC 391.036 requires that all applicants for initial license must present evidence of successfully passing a competency test in basic skills. According to Keith Rheault, Superintendent of Public Instruction, the Pre-Professional Skills Test in reading, mathematics, and writing, administered by the Educational Testing Service, is the required basic skills exam. Information about the requirements may be found at the Department of Education's website, <http://nvteachers.doe.nv.gov/SubstituteTeaching.htm>.

Further, NAC 391.332 provides that a substitute teacher may be employed for an unlimited number of days if filling the position of a teacher under contract. The substitute may be hired by a school district for no more than 60 days to fill a teaching position for which no teacher is under contract. The school district superintendent or administrator of a state-approved private school may request an extension of 30 days. When the substitute is filling a special education position, an additional extension may be granted if the district is unable to hire a licensed special education teacher.

Emergency substitute teacher

Nevada Administrative Code 391.330 provides for the endorsement of emergency substitute teacher, which may be granted to anyone with a minimum of a high school diploma or equivalent. The endorsement is valid for three years and may be renewed if the person

presents evidence of knowledge of the constitutions of Nevada and the United States as required pursuant to *Nevada Revised Statutes* 391.090.

Employment of emergency substitute teachers is restricted to school districts with fewer than 9,000 students enrolled or to rural schools in districts with more than 9,000 students. A person holding an emergency endorsement may not serve as a teacher in one classroom for more than five days in any 20-day period.

NEVADA SCHOOL DISTRICTS

The Committee staff polled the Nevada school districts on the training they provide to substitute teachers. The enclosed table displays the results of that survey. Briefly, four districts reported that they do not provide training for substitute teachers, although one district indicated that it has a training program under development and plans to implement it in Fall 2008.

Ten school districts reported that they provide training to both long-term and short-term substitutes. The duration of the training varied from a few hours to several days. Topics also covered a wide range with classroom management and instructional strategies as the most frequently cited. Training was most often provided by the regional professional development programs or district professional development centers, district human resources personnel, and administrators. In addition, some districts required substitute teachers to observe classroom teachers in their schools prior to making teaching assignments.

POLICY OPTIONS

Policy options available for the Committee's consideration include the following, which could each be developed independent of or in conjunction with the other:

1. Amend the NRS to establish classifications of substitutes based on education and training. For example, a classification system might be structured as follows:

- a Class I substitute would hold a valid or expired teaching license from Nevada or another state or present evidence of eligibility for teacher licensing in Nevada or another state,
- a Class II substitute would hold a bachelor's degree from an accredited higher education institution or be enrolled in a college program leading to teacher licensure and present evidence of compliance with the provisions of NRS 391.096,
- a Class III substitute would have 62 college credit hours with six of those hours in professional education from an accredited higher education institution, and
- a Class IV substitute would have a high school diploma or equivalent.

Based on the definition of long-term and short-term substitutes provided in NRS 385.347, limit employment as a long-term substitute only to Class I and Class II substitutes; provide a process to obtain a waiver of this restriction upon application from the school district superintendent.

Further, amend the NRS to require districts to hire substitute teachers in a rank order, starting with Class I substitutes. Limit the number of consecutive school days that each class of substitutes may fill an individual teaching assignment and provide a waiver upon justification from the district superintendent to the Superintendent of Public Instruction. Provide the specific circumstances under which a Class IV substitute may be employed, which may include emergency situations, size of school or district, or subject.

2. Amend the NRS to require the Department of Education to prescribe minimum contents of a substitute training program. Require either the regional professional development programs or the school districts to develop substitute training programs. Require new applicants to participate in training prior to assignment and require each school district to record participation by substitutes, who apply in that district, and report that information to the Department of Education. Provide for a transitional period to allow currently licensed substitutes with specified years of experience to obtain training prior to renewal of license. Require school districts to provide substitutes with opportunities to observe regular classroom teachers.

CONCLUDING REMARKS

If the Committee members wish to consider concepts such as these policy options or others at the Committee's work session in August, the staff will be happy to develop proposals. Please let me know if you wish any additional information. I can be reached at (775) 684-6825.

Substitute Teacher Certificate Requirements

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Alabama		X				School system applies for the individual
Alaska					Type R license issued to a retired teacher	
Arizona		Emergency Substitute Certificate issued upon verification emergency exists		Substitute Certificate		School district superintendent must verify emergency exists
Arkansas		Permitted for less than 30 consecutive days in one assignment		Required for more than 30 consecutive days in one assignment		
California		30-day permit issued for emergency vocational education	Emergency permit issued to prospective teachers: 90 credit hours and verification of current enrollment in teacher education and CBEST	Emergency 30-day permit issued upon passage of CBEST		CBEST: California Basic Educational Skills Test; also Emergency Career Substitute Permit issued upon verification of 3 consecutive years of at least 90 days per year
Colorado		1-year authorization		3-year authorization	5-year authorization requires valid out-of-state license or valid or expired Colorado license	

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Connecticut			Non-degreed substitute is permitted in subject areas where bachelor's degree is not required	Long-term substitute: must have 12 credit hours in subject area or elementary grade level to be taught		Authorization from department required for a person who is to teach 40 days or more in the same assignment; local board requests and attests no certified person is available
Delaware	X					Employing district establishes that the proposed recipient of emergency certificate is competent and the district is committed to assisting recipient
Florida		Plus completion of orientation and training program in district policies				
Georgia		Plus minimum of 4 hours of training provided by employing school system				Rank order for hiring: 1. valid or expired teaching license; 2. bachelors degree; 3. 1 or more years of college; 4. HS diploma or GED
Hawaii				Must complete State Department of Education 30-hour course		

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Idaho	X					
Illinois			60 college credit hours including 6 hours in education			
Indiana		X				School system applies for the individual
Iowa			1. Substitute Authorization: paraeducator certification and 15 hours in substitute authorization program	2. Substitute Authorization: degree and 15 hours in substitute authorization program	Substitute License: eligible for Iowa license	Paraeducator program may be offered at area education agency, local education agency, community college, or institution of higher education
Kansas			Emergency substitute license: 60 hours of general education		Initial substitute license: has held or holds valid license from Kansas or another state	

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Kentucky					Certificate for Substitute Teaching: eligible for Kentucky teaching certificate	Rank order for hiring: 1. regular certification at appropriate grade level; 2. regular certification at any grade level; 3. certificate for substitute teaching; 4. descending order of college hours completed
Louisiana	X					
Maine			With 2 or more years of college may substitute not more than 60 days in any one assignment		Certified teacher may substitute outside scope of certificate no more than 90 days in any one assignment	
Maryland	X					Both Maryland Code and Code of Maryland Regulations are silent on qualifications of substitutes
Massachusetts	X					
Michigan				120 semester hours in approved teacher preparation program		

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Minnesota				Short-call substitute: completion of teacher preparation program leading to full licensure in the jurisdiction where the program was completed	Long-term substitute: valid license for the assignment	
Missouri			60 credit hours			
Mississippi	X					
Montana		Plus 3 hours of training				
Nebraska					Eligible for teaching certificate in Nebraska or other state	
Nevada		Endorsement as an emergency substitute, endorsement is valid for 3 years, is not renewable without demonstration of understanding of US and NV constitutions	Endorsement as a substitute: 62 credit hours including 6 hours of education courses	Endorsement as a substitute		Two routes to substitute endorsement (NAC 391.332)
New Hampshire	X					
New Jersey			60 credit hours			

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
New Mexico		Plus 2 or more of requirements such as observations, workshops, on the job training, 60 credit hours, or others listed				
New York			Without valid certificate but studying teacher education: unlimited number of days of service		With valid certificate: unlimited number of days of service	Type of license limits number of days of service; without valid certificate and not working toward certification: no more than 40 days per school year
North Carolina				X	X	Substitute defined to include a person determined to be capable
North Dakota				In a documented shortage: holds degree in shortage area	Holds valid North Dakota license	
Ohio				Plus designated hours in professional education		
Oklahoma					X	
Oregon				Restricted authorization: to a total of 60 days if not previously licensed	Unrestricted authorization: holds or held previous license	

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Pennsylvania				X		Request to be made by school district
Rhode Island				X (for a substitute permit)		Priority of hiring: 1. certificate of eligibility for employment (CEE) in area of assignment; 2. CEE in any area; 3. substitute permit
South Carolina	X					
South Dakota	X					
Tennessee				Rules of Department of Education require bachelor's degree		Guidelines for school districts to employ substitutes
Texas					X	Nonlicensed may be employed up to 20 days in one assignment
Utah					desirable	Priorities: 1. valid license in subject; 2. any valid license; 3. bachelor's degree; 4. student teacher; 5. paraprofessional or aide
Vermont		X				Local districts to establish their own guidelines

	No state requirement	High school or equivalent	Some college	Bachelor's degree	Teacher certification or license	Comment
Virginia		Plus orientation				
Washington					Completed teacher preparation program	
West Virginia				Short-term permit: Plus 18 hours of training; (1) Long-term permit: meet all short-term requirements plus 12 credit hours in any specialization	(2) Long-term permit: hold valid or expired license from West Virginia or any other state	Short-term may fill position for less than 30 days; long-term may fill position for more than 30 days; two methods to obtain long-term permit
Wisconsin				Permit	License: eligible to hold license from Wisconsin or another state	District administrator must declare an emergency exists in order to hire a substitute with a permit
Wyoming		Plus 24 hours in-service and 10 hours observation	Associate degree or 65 credit hours			More than one option

Source: Education Commission of the States, Certification and Licensure State Policy Database, <http://mb2.ecs.org/reports/reportTQ.aspx?id=1137>, accessed April 25, 2008.

NOTE: Most state data revised by the National Comprehensive Center for Teacher Quality in 2006.

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Nevada School District Policies Regarding Training Provided to Substitute Teachers

District	District Policy	Requirement in Addition to NAC 391.332		Training Provided by District					
		Yes/No	Requirement	Provided	Attendees	Topics	Duration	Certificate	Trainers
Carson City	Yes	Yes	Substitutes are required to attend district training	Yes, once in autumn, once in January or February	Both long-term and short-term substitutes	Safety, duties, classroom management, discipline, reporting, resources	2 hours	No	Professional development personnel
Churchill	No response								
Clark	Yes	No		Yes	Both long-term and short-term substitutes	Review of Substitute Handbook; use of equipment, lesson plans, classroom and student management, strategies, health and safety, other issues	1 ½ days; additional training is provided to long-term and/or vacancy assignments, including planning, instructional strategies, curriculum	No	CCSD staff from Substitute Services, retired CCSD administrators, RPDP, CPD and other district professional development staff
Douglas	No	Yes	Training through the Professional Development Center	Yes	Both long-term and short-term substitutes	Classroom management, legal issues, emergency preparedness	4 hours	No	Professional Development Center

District	District Policy	Requirement in Addition to NAC 391.332		Training Provided by District					
		Yes/No	Requirement	Provided	Attendees	Topics	Duration	Certificate	Trainers
Elko	No	No		No, but a substitute induction program is being developed for Fall 2008		Projected to include general process and procedures applicable to all schools	Projected to be 1-2 days at 6 hours per day	Projected to provide a completion certificate	Projected to be facilitated by the induction coordinator and instructional coaches
Esmeralda	No response								
Eureka	Yes	No		No					
Humboldt	No	No		Yes	Both long-term and short-term substitutes	Tips on classroom management and so forth	4 hours once a year	No	RPDP and district employees
Lander	Yes	No		Yes	Both long-term and short-term substitutes	Classroom management, instructional strategies	12 four-hour sessions at 1 or 2 per month	No, but it affects their status on the priority list.	RPDP
Lincoln	No			Yes		Minor training in recordkeeping, etc			
Lyon	Yes	No		No					
Mineral	No response								

District	District Policy	Requirement in Addition to NAC 391.332		Training Provided by District					
		Yes/No	Requirement	Provided	Attendees	Topics	Duration	Certificate	Trainers
Nye	Yes	Yes	Mandatory substitute workshop and 3 days of classroom observations	Yes	Both long-term and short-term substitutes	Classroom management, lesson plans, etc	4 hours	No	Teachers on special assignment
Pershing	No	No		Yes	Both long-term and short-term substitutes	FERPA, classroom management, safety, CPR, orientation to schools and procedures, incident reporting, crisis procedures	1 day plus several partial days for a total of about 20 hours	No, but records are kept	Safety coordinator, RPDP lead teacher, outside agencies for some training, secretaries, principals, special education director
Storey	No	No		No					

District	District Policy	Requirement in Addition to NAC 391.332		Training Provided by District					
		Yes/No	Requirement	Provided	Attendees	Topics	Duration	Certificate	Trainers
Washoe	Yes	No		Yes	Training and orientation is provided to all new hires	Licensing, pay, calendars, maps, substitute teacher procedures, expectation in the classroom, automated dispatching system, special situations, WCSD required documents, hazardous materials, harassment	2.5 hours (if additional funding is secured training will be expanded by about 2 hours and would include classroom management and instructional practices)	No	Human resources representative
White Pine	No	Yes	Use materials from the Substitute Teaching Institute, Utah State University, pay substitutes to spend day in each school site as an observer	Yes	Both long-term and short-term substitutes	Classroom management, discipline, strategies, creation of a substitute pack which contains materials they can use in most situations, expectations of both the regular teacher and the substitute	1 day	No	Administrative personnel

Source: Poll of School Districts, Legislative Counsel Bureau, Data Collected in May and June, 2008.

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