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A Study of the Substitute Teacher Program

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A STUDY OF THE SUBSTITUTE TEACHER PROGRAM

A Research Paper

Presented to

the Graduate Faculty

Central Washington College of Education

In Partial Fulfillment

of the Requirements for the Degree

Master of Education

by

Robert Ward Salisbury

August 1961

THIS PAPER IS APPROVED AS MEETING
THE PLAN 2 REQUIREMENT FOR THE
COMPLETION OF A RESEARCH PAPER

E.J. Oakland
FOR THE GRADUATE FACULTY

TABLE OF CONTENTS

CHAPTER	PAGE
I. THE PROBLEM AND DEFINITIONS OF TERMS USED .	1
The Problem	1
Statement of the problem	1
Importance of the study	1
Definitions of Terms Used	2
Substitute teacher	2
Regular teacher	2
Substitute teaching program	2
Organization of Remainder of the Paper	2
II. GROUPS STUDIED	4
The School Board	4
The Superintendent	10
The Principal	20
The Student	28
The Regular Teacher	29
The Substitute Teacher	32
III. SUMMARY AND CONCLUSIONS	48
Berkeley County Plan	51
Athol Plan	52

CHAPTER	PAGE
Do's and Don't's	55
BIBLIOGRAPHY	59
APPENDIX	61

LIST OF TABLES

TABLE	PAGE
I. Extent of Substitute Teaching in Unlicensed Grade and Field	8
II. Supply of Substitute Teachers	13
III. Factors Superintendents Consider in Selection of a Substitute to Fill Particular Assignments.	19
IV. Obstacles to Effective Substitute Work According to Substitute Teachers.	25
V. Per cent of Substitute Teachers by Type and Financial Need	36
VI. College Training of Substitute Teachers	37
VII. Age of Substitute Teachers	39
VIII. Marital Status of Substitute Teachers	40
IX. Extent to Which Substitutes Process Written Work Handed in or Done While They Were in Charge	44

CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

I. THE PROBLEM

Statement of the problem. Substitute teaching is an area of tremendous importance in every school system. It is estimated that there is an average daily absence of 10 per cent among regular faculty members (6:47). If the substitute teaching program is ineffective, this means that 10 per cent of all classes and class time is wasted. It is essential that a school system have an effective program to provide for the absences of regular teachers so that there will be no appreciable loss in the educational program.

Importance of the study. This study was prompted by the apathetic approach taken by many administrators, regular teachers, and pupils toward the substitute teacher and the substitute teacher program as a whole. According to some, the substitute is merely a high-priced baby sitter or monitor. She is not expected to teach, and in some instances has been asked not to try to teach but just keep the noise down.

II. DEFINITIONS OF TERMS USED

Substitute teacher. A substitute teacher takes the place of the regular teacher whenever the regular teacher is absent (8:224). Research refers to her as an "on call," "day-to-day," or "temporary" teacher; a teacher who works only part time filling in for a regular teacher when he is ill or for some other reason has to be away from school. She is also called a "Jack-of-all-grades" (6:47). The substitute is referred to as "she" because of the great predominance of women in this field.

Regular teacher. This is the teacher who, under contract, is assigned a specific class or group. The regular teacher is referred to as "he" to avoid confusion.

Substitute teaching program. This is the plan or arrangement by which substitute teachers fill in for regular teachers during the latter's absence.

III. ORGANIZATION OF REMAINDER OF THE PAPER

It was the purpose of this study to bring into focus the importance of six groups who may be charged with the responsibilities of performing specific functions in order that a successful

substitute teaching program be achieved. The groups to be discussed are (1) the school board, (2) the superintendent, (3) the principal, (4) the pupil, (5) the regular teacher, and (6) the substitute teacher.

CHAPTER II

GROUPS STUDIED

I. THE SCHOOL BOARD

It is the duty of the school board to form policy within the school district and see to it that such policy is administered to those concerned. Whatever is done by the school board affects the regular teacher. The same regulations or statements of policy will affect the substitute teacher as well. While some school boards are very active in the substitute teaching program, many have little knowledge of the program's existence and no regulations to govern it. In a national survey conducted by N.E.A. in 1954, the following information is related.

Of 2,221 school systems responding to this particular survey, 633 or 28.5 per cent had no official rules regarding any phase of substitute teaching service. Almost 3 in 10 school boards had no rules regarding salaries to be paid substitutes. Over half had no rules regarding professional qualifications. Only 19.7 per cent of those responding had regulations concerning salaries for substitutes, professional qualifications, responsibilities of principals for substitutes' service, responsibilities of regular teacher to

substitute, responsibilities of substitute to regular teacher, and responsibilities of substitute teacher to pupils (6:37).

In the same survey, substitutes were asked to write obstacles hindering effective substitute teaching. These obstacles and the frequency of mention are given in Table IV. However, the school board should be made aware of these obstacles, some of which could be eliminated by regulations set up by the board.

Nearly all regular teachers in urban school systems are paid on the basis of salary schedules that provide increments for training and experience. This has become an accepted practice in order that a good teaching staff may be built and held. In spite of the fact that salary schedules are used for regular teachers, this is not so for substitutes. This means that the substitute teacher without any degree and perhaps only one year of experience receives the same amount of pay as the substitute with a master's degree and twenty years of experience.

In the area of fringe benefits, the substitute is found wanting. In 1946 all states adopted some type of retirement system for their regular teaching staffs in public schools. Over three-fourths of the school systems in the N. E. A. survey indicated that substitute teachers do not have the privilege of becoming members of a retirement system. Systems or states where the substitute had that

privilege had certain conditions to be met first, such as an assignment lasting 3 months or 30 or more consecutive days.

Tenure protection is also needed for the substitute teacher. So long as she meets the requirements of the position and her work is satisfactory, she should remain on the approved list of substitutes. Only 2 per cent of the systems reporting in the N.E.A. survey have written contracts with their substitutes.

Should a substitute become a regular staff member, she should receive credit on the salary schedule for her years of substitute work. A program could be worked out whereby 180 days of substitute work would count as one year of experience on the salary scale. In the N.E.A. survey already mentioned, 70 per cent of the systems reported that no credit was given for substitute experience in placing a person on the salary schedule as a regular teacher. This study clearly shows that in the majority of systems, substitute teaching experience is worth nothing in terms of salary placement or retirement benefits.

Certification is another area in which the school board has responsibility and, therefore, must be well informed. A recent nation-wide study showed that 89 per cent of the substitute teachers have valid licenses for teaching (6:50). (In the state of Washington the per cent without a valid certificate would probably be much higher

since the discontinuance of the life certificate and the issuance of the Provisional General Certificate.) Table I shows that the per cent of substitutes actually teaching in their licensed grade or field is much lower than 89. This information is based on the 1953-54 school year.

It is suggested that the school board take steps to put into effect regulations covering the following subjects in order to bring about rapport between the central office and the substitute teacher and so benefit the whole educational system.

1. The daily salary rate or a substitute teachers' salary scale.
2. Policies governing the allowance of specific fringe benefits and rules for administration of these benefits.
3. Minimum general qualifications to be required of all substitute teachers and special requirements for certain types of positions. This could include a probationary period for the substitute.
4. Health requirements.
5. Allocation of authority to the superintendent and his staff to organize and administer the program of substitute teaching services.
6. General and specific responsibilities of the school principal regarding the substitute teaching services.

TABLE I
EXTENT OF SUBSTITUTE TEACHING IN UNLICENSED
GRADE AND FIELD (6:21)

Per cent of teaching time in unlicensed grade or field	Elem.	Sec.	Both levels	All subs	
0	72.8%	31.7%	60.8%	58.5%	
1-19	6.6%	14.6%	10.9%	9.8%	
20-39	3.1%	11.7%	6.1%	6.2%	
40-59	2.6%	10.9%	5.2%	5.5%	
60-79	1.0%	6.4%	2.3%	2.9%	41.5%
80-99	.9%	8.4%	2.8%	3.4%	
100	13.0%	16.3%	11.9%	13.7%	
Total	100%	100%	100%	100%	
Number reporting	1,333	762	612	2,707	

7. General and specific responsibilities of the regular teacher to the substitute.
8. General and specific responsibilities of the substitute teacher to the absent regular teacher.
9. General and specific responsibilities of the substitute teacher to the pupils (6:52-53).

Following are four ways the school board may take the initiative for a successful substitute teaching program. These suggestions would help to relieve the stopgap nature of the program (6:44).

1. A salary schedule that provides credit for training and experience.
2. A daily wage more in line with the wage of the regular teacher.
3. A fair share of the important fringe benefits accorded regular teachers.
4. Including of substitute teachers in professional and social affairs of the school system.

By now it should be clear that the school board has an important role in the proper organization of an effective substitute program.

II. THE SUPERINTENDENT

Today most substitute teaching programs are as efficient as a horse and buggy in this day's transportation era. Current administrative practices require the substitute to face new schools, unknown colleagues, strange rules, unfamiliar curricula, and pupils with whom they are totally unacquainted. Little can be accomplished under these circumstances. Administrative necessity is no longer a suitable defense for continuation of so non-productive an arrangement (3:51-52).

Several studies of teacher absences have been made, and they uniformly find stable averages--average annual short-term absences per teacher is between one and two weeks. For large systems this individual absence rate is pooled into an approximate absence rate of 10 per cent per day. There are variations by seasons, and contagious diseases produce very important fluctuations. Regular teacher absence is a problem to meet every day, to plan for, staff, and organize into the school operation like any other recurrent need. The extent of substitute teaching service performed in any given month will give a rather accurate prediction of the number of substitutes needed, and the one in charge of substitute teaching services can anticipate the needs accordingly.

Most school systems have done little or nothing in the field of recruiting substitute teachers although many have established elaborate plans for recruitment of regular teachers. By and large, most superintendents expect those interested in substitute teaching to come to them (6:52). In most systems there is a shortage of substitutes, and as a result the absent teacher is often replaced by an incompetent person. In a system where the superintendent seeks out substitute teachers, there is greater opportunity of hiring those better qualified to teach and in sufficient numbers. In many instances, rather than meeting the need by recruiting more qualified people, the need has been met by waiving requirements of experience and training (8:224). This practice does nothing to advance the educational program.

Some school systems have attempted to meet their supply problems by permitting local high school and college students to take an occasional substitute teaching assignment. Where this is in practice it is usually confined to the elementary grades. It is not known how satisfactory this program is. The practice of using high school students as substitutes is fairly wide spread in systems having a population of less than 30,000 (6:36). College students in teacher-education institutions are used by many systems of all sizes where these students are available. The smaller the school system, the

more likely one is to find high school students used as substitutes. This would indicate that smaller systems definitely have more serious shortages of qualified substitutes.

There can be no defense for the use of pupils serving as teachers. The practice not only violates the integrity of the classroom, but it marks the shortsightedness of the administration.

Table II illustrates the results of a survey taken in 1953-54 regarding the supply of substitute teachers.

Common methods of recruiting substitute personnel are by personal application of the candidate; recommendation of superintendent, principals, substitute supervisor, grade supervisors, regular teachers, or teacher training institution; from reserves awaiting appointment to regular staff; and competitive examinations. No superintendent has exhausted the possibilities of relieving the shortage of substitutes until he has

1. secured the support of newspapers, radio, and other mass media,
2. conducted thorough canvass of former full-time teachers still in the school district,
3. asked all regular staff members to suggest anyone interested in substitute teaching,
4. asked all those resigning from the school district

TABLE II
SUPPLY OF SUBSTITUTE TEACHERS (6:35)

Adequacy of present supply	Percent of school systems
Elementary grades	
oversupply	4.9
about enough	56.6
shortage	38.5
Secondary grades	
oversupply	2.5
about enough	39.1
shortage	58.4

- about serving as a substitute teacher, and
5. enlisted the cooperation of nearby colleges and universities (6:52).

Before children can derive adequate and equal benefit from instruction, the teachers must reach a point of growth in teaching competence that will make this possible. What of the children in classrooms where substitute teachers are teaching? Most supervisors will agree, with some exceptions, that children in these classes are deprived of their right of equal opportunity to learn (9:28-29).

To help correct this situation, there should be orientation conferences for the substitutes in the district. The superintendent can be very helpful in this area. He can arrange a schedule for substitutes to visit classes in various subject and grade level areas. Observing regular teachers who are outstanding in certain techniques would be very helpful to the substitute.

Another practical way the superintendent's office can assist the substitute is by organizing a guided tour of the school system. This should be done early in the year and may well be done when regular teachers new to the system are conducted on a similar tour. This type of tour will help the substitute become acquainted with the facilities in the buildings where they are likely to work. It will also help them become familiar with the routes to the different schools

for their assignments. This type of assistance is considerably more important and helpful to the substitute in the larger school systems. In the N.E.A. survey, only 4.3 per cent of the superintendents of systems of over 30,000 population said such a tour was conducted in their district (6:40-41).

In selecting the substitute, it may be well to remember that the substitute in any school system should be the most flexible, congenial, and the best trained person the district can afford. Each substitute should be made familiar with the school system and district, if she is not so already. She should be accepted as a member of the district faculty and invited to all meetings which would concern her. A substitute should be a person able to establish rapport with any group of students on very short notice. She must know school organization, district courses of study, evaluation processes, district marking, and promotion policies. If the substitute is to know all these things, the superintendent must take the responsibility of providing the necessary information and materials.

Handbooks should be sent to all those who have been accepted to substitute in the local school system. This handbook should contain a general philosophy of the school and basic rules and regulations covering the student body (6:32). Also included should be suggestions on teaching procedures for effective presentation. If the system is

quite large, each school should put out a small booklet or list of instructions explaining time schedules, meaning of signal bells, rules for fire drills, and other important routine activities. If the system is not very large, these items pertaining to individual schools could be incorporated in the one main handbook. It is important that the superintendent delegate someone to see to it that a handbook of this type is prepared, with cooperation from the principals on all grade levels, and revised when necessary.

Besides the handbook, several other printed items should be sent to the new substitute. These are (1) a copy of the official school board regulations governing substitute teaching, (2) a map of the school district showing locations of the schools, (3) courses of study or curriculum guides covering fields and school divisions in which the substitute is likely to work, (4) a statement describing the goals or philosophy of the school system, and (5) copies of newsletters and bulletins that go out to regular teachers (6:37-38).

In large systems where the schools may be some distance apart, the superintendent might consider the possibility of travel pay for substitutes. This might be considered proper since the substitute would not have the choice of living in the immediate vicinity of her job, as would the regular teacher assigned to one school.

When workshops are held for regular teachers, invitations should be sent to all the substitutes as well. Substitutes should be

informed through meetings or by correspondence of any changes since the previous year. They should be encouraged to attend department or grade meetings of those areas they will most likely be substituting in. This will enable them to become acquainted with other substitutes and the regular faculty members. The superintendent should encourage substitutes to participate in in-service training.

"It is recommended that each school superintendent provide some opportunity for regular and substitute teachers to exchange ideas on mutual problems" (6:39). This could be in the form of a general meeting, a workshop, or a series of building meetings. The meetings could be extremely valuable in bringing about recognition of mutual problems and in building more effective partnerships between regular and substitute teaching staff members. In light of the rate of turnover among substitute teachers, it appears that there may be a greater need for such meetings.

According to the N.E.A. survey (6:39), only about 8 per cent of the districts reported they held special meetings for substitutes. Of the substitutes who had had the opportunity of attending special meetings, 99 per cent considered them helpful. Besides general meetings for substitutes, another way to help the program is by the creation of joint committees of regular and substitute teachers to work cooperatively to solve common problems. The deliberations of such groups and the resulting recommendations, when disseminated

widely through the ranks of regular and substitute teachers, would result in a greater understanding of one another's problems.

Numerous factors are used by superintendents in selecting substitutes to fill particular assignments. In the N.E.A. Research Bulletin, 1955, the following results of a survey are given. (See Table III).

It will be noticed (Table III) that only about 31 per cent of the superintendents gave substantial consideration to "amount of education of substitute beyond the basic requirement." In fact, those substitutes without any degree worked an average of 32.2 days while those with either a bachelor's or master's degree averaged 29.7 days (6:17).

In most systems access to a telephone is one of the pre-requisites to substitute service. Some substitutes are called more frequently than others for several reasons:

1. They are easily reached.
2. They are willing to go at all times.
3. They are prompt in meeting their appointments.
4. They do the job well when they are on it.
5. They are professional; they accept the situation as it is and make the best of it.

The only really valid basis for selection of a substitute is that factor of superior qualifications for the particular position.

TABLE III
 FACTORS SUPERINTENDENTS CONSIDER
 IN SELECTION OF A SUBSTITUTE
 TO FILL PARTICULAR ASSIGNMENTS (6:17)

FACTORS	Per cent of Superintendents indicating the factor is given "substantial consideration"
1. Previous success as a substitute in the building where assignment is to be made	81.5
2. A specific type of training that matches the requirements of the job to be done	79.2
3. Previous success as substitute in other buildings	55.3
4. Amount of experience as a substitute teacher	40.2
5. Amount of experience as a regular teacher	38.7
6. Amount of education of substitute beyond the basic requirements	31.6
7. Proximity of substitute to the building where needed	20.9
8. General availability of the substitute	10.8
9. The order of the substitutes' names on the list of eligibles	9.8
10. Economic status of substitute	2.2

Such extraneous and nonprofessional considerations as financial need, distribution of work, and personal interests should receive recognition only after the strictly professional merit of each candidate has been established.

III. THE PRINCIPAL

One person responsible for the success or failure of the substitute teaching program is the school principal. One of his duties is to evaluate the work of the substitute. This may be done by observing her in the classroom and discussing with the substitute her strengths and weaknesses (6:41).

In order that the substitute will not develop into a mere baby-sitter, the following plan is presented to allow the regular teacher to be prepared for an absence. By using this plan the teacher's absence need not mean a day wasted for the students. The principal would ask regular teachers to plan a single plan for each different class. This would be a lesson on a short topic which may be inserted at any time out of sequence and which can be covered in one or two lesson periods. Most teacher absences are of short duration. After one or two days, it should be known if the regular teacher will be out for a longer period of time. For one or two days' absence, or the first day or two of a long-term absence, the short pre-planned lesson is most appropriate. These substitute lesson

plans can be prepared before the opening of school and filed on the first day of the school year.

There are some distinct advantages to this type of program (6:42):

1. Teachers are freed from the worry of unexpected absences with no detailed lesson plans for each day.
2. It is difficult or almost impossible for a substitute to take over on very short notice in the middle of a unit, meeting a new class, and attempt to reach desired goals.
3. Usually the substitute would have to teach specific material with which she may be unfamiliar. In this plan a supplementary topic introduced would allow a change of pace for the pupils.
4. The principal could check to see if all teachers had plans on file in the office. After an absence, the regular teacher would simply place another supplementary plan in the file.
5. If the teacher's absence developed into a lengthy one, the day or two of supplementary lessons would give the substitute time to review what the class had been doing and prepare to take up where the regular teacher

had left off.

Specific types of lessons can vary. In elementary classes, special activity periods may be planned, stories selected, games outlined, and drills of all kinds planned with copies for each pupil. On the secondary level there is even more variety. Biographical and historical material for almost any class is appropriate. Learning to read maps, being able to use catalogues in the library, and learning to footnote properly are all worthwhile lessons when developed carefully.

There are other simple steps the principal may follow to have a successful substitute teaching program. At the same time these steps will help the substitute to waste less class time:

1. There should be adequate plan books and all teachers should be required to leave them in a pre-determined place in their desks. Plans should be up to date.
2. The teacher should delegate tasks to specific students and the assignments should be placed prominently in the plan or roll book.
3. Each school should have an instruction sheet to be handed to each substitute as she reports in the morning. This sheet should contain: special classes or class changes, location of plan book, name and room numbers of department chairmen, and other pertinent information.

4. When the substitute is phoned she should be told what grade or subjects will be her assignment.
5. Routine should be explained so that too much time will not be spent on attendance reports, lunch count, etc.
6. The over-helpful teacher in the room next door can be a curse! The substitute should be asked if she needs help. If she does, the regular teacher should help her, but not before.
7. Most important of all, the substitute should be expected to teach. She should not be a monitor or baby-sitter, with the resulting waste of valuable time (1:86-88).

The first time a substitute comes to his school, the principal should conduct her on a tour through the building, showing her special rooms such as the library, auditorium, nurse's room, and faculty room. The principal should inform the substitute as to the method of marking papers, recitations, and examinations. She should have a schedule of the bells beginning and ending the periods and should be informed of any special duties she has for the day.

Another way to make the substitute feel at home and a part of the teaching staff is to see that she is introduced to members of the regular staff, especially the teachers in nearby rooms. It will make the substitute feel more at ease with fellow teachers and more comfortable in asking for any needed help. It may be assumed that

many regular teachers neglect their responsibility in extending this courtesy or are unaware of a substitute being there. It is the principal's job to see that the substitute meets other teachers.

It is recommended that the principal or a regular teacher escort the substitute to her room and introduce her to the class (6:33). This is a gesture of friendliness and welcome and also helps the substitute to find her way around the building. The introduction will help her to get off to a good start with the class. An escort to the room and an introduction to the work and class is psychologically sound as a way to start the substitute off to a good day.

In the N.E.A. Research Bulletin, February, 1955, substitutes were asked to list obstacles that prevented effective teaching. The 2,892 substitutes responding listed 6,862 obstacles, including duplications. This information is shown in Table IV.

Lack of lesson plans was mentioned almost twice as frequently as any other obstacle. The principal should see that teachers in his building are not guilty of neglecting this important practice. In the study mentioned, 83 per cent of the substitutes were formerly regular teachers with a median of six years of full-time experience. There should be no doubt that these substitutes are capable of contributing to the ongoing growth and development of pupils, provided that they are given the help of up-to-date lesson plans.

Since the principal is the administrator in closest contact

TABLE IV
 OBSTACLES TO EFFECTIVE SUBSTITUTE WORK
 ACCORDING TO SUBSTITUTE TEACHERS (6:25-26)

OBSTACLE	Per cent of Subs mentioning obstacle
Lack of adequate lesson plans	53.9
Shortness of advance notice	30.5
Lack of personal information about pupils	28.6
Failure to acquaint subs with special rules	20.8
Student behavior--disciplinary problems	19.4
Failure of regular teacher to prepare students to work or cooperate with substitute	14.8
Too little help from central office and principals	11.4
Low pay	8.5
Teaching out of field of training	6.4
Failure to acquaint sub with location and availability of supplies. No keys to closets	6.3
Lack of guaranteed minimum amount of work	5.3
Lack of information on courses of study for various grades	4.3
Lack of contact with regular teachers	4.0
Attitude of regular teachers that substitutes are babysitters and policemen	4.0
Uncertainty regarding return of regular teacher	3.3
Inefficiency of regular teacher--bad behavior, poor work habits	2.5

TABLE IV (Continued)

Failure to inform sub of extra duties	1.9
Lack of welfare provisions	1.7
Too wide a range of grades and subjects	1.6
No opportunity to observe work of regular teacher	1.5
Classes too large	1.3
Poor methods of assigning subs--favoritism	1.3
Too many class interruptions	0.9
All other obstacles	3.1

with the substitute, it is his responsibility to encourage her to keep abreast of trends and developments in education and in professional affairs by becoming a member of local, state, and national educational associations. Such membership automatically provides a considerable volume of journals, newsletters, booklets, special reports, and other publications. Meetings at all three levels provide an opportunity to meet with the regular teachers and perhaps other substitutes. By her membership the substitute makes the professional group larger in number and helps build a stronger and more effective profession.

In spite of the advantages of professional groups, only 8.1 per cent of substitutes are members of a local educational association,

7.5 per cent are members of the state organization, and 3.5 per cent belong to N.E.A. (6:15). Those substitutes who do belong to these groups are likely to attend meetings and be active members. Substitutes are not going to join unless they feel they are wanted and needed by the regular staff. Here again, the principal plays an important role in guiding the substitute teaching staff in his building to a more successful teaching experience through membership in these associations.

One of the substitute's most perplexing problems is being called on very short notice. In the N.E.A. survey referred to, 3/4 of the substitutes said they were not notified until the morning of the day they were to teach (6:26). The median time allowed a substitute to "garb, gobble, and get to school" was one hour and seven minutes. This short notice may go on for several days in the same assignment since only 12 per cent of the systems required the returning teacher to notify the school the day before they are able to come back.

Adequate notification to the substitute would be very helpful. Early notification would not be so important if detailed instructional plans were always on hand, but such is not always the case. The substitute who has her own bag of tricks--a good story to tell, a game to play, or an unusually interesting auxiliary lesson prepared--will find herself more ready for whatever situation she comes up

against. This type of general preparation can help to relieve some of the pressure of being notified late.

IV. THE STUDENT

According to most substitute teachers, the nearest thing to a school holiday for many students is having a substitute. Giving a substitute teacher a "rough time" is one activity that requires little or no motivation to get widespread participation. The students know that since this is the first time the substitute has worked with them (in many cases), she will not know their capabilities or their usual behavior. They also know that since she will be there for such a short time, there is very little she can do concerning discipline. Substitutes should not be quick to blame the regular teacher for not preparing his class. On many occasions the students have been apparently well prepared for a substitute but are actually "well-prepared, just like lions for the early Christians" (6:151). It is imperative in such cases that the principal inform the class of the expected conduct and stand behind the substitute teacher in disciplinary matters. In this way the class will not get out of hand. A problem situation can sometimes arise with even the most experienced of substitutes.

There should be advance preparation of the students for the

time when their teacher might have to be absent. Certain dependable students should be appointed to help the substitute find materials, explain procedure, and in general be prepared to answer her questions. Besides this teacher-prepared help, the students in each class should discuss the problem of working with a substitute and then develop a series of recommendations which might constitute a class code of student behavior. If the regular teacher can foresee a particular absence and knows who the substitute will be, he might attempt to build up the substitute in the eyes of the pupil by telling them something about the substitute's training and experience in teaching. The regular teacher can help set the stage for successful teaching by letting the students know that he will recognize all grades given and assignments made while the substitute is in charge. Such action will help to make the students aware that the substitute's work is important.

V. THE REGULAR TEACHER

The responsibility of making the substitute feel welcome does not rest with the principal alone. All members of the staff should display a warm and friendly attitude toward substitutes who work in their building. The substitute is more likely to encounter an indifferent attitude on the part of regular teachers in the large school

systems than in the small ones.

Upon returning to school, the regular teacher might wish to thank the substitute by correspondence or a phone call. Even if it accomplishes little else, this gesture of courtesy will help to make the substitute feel that her work is important and that she is appreciated. At the same time, it should help to overcome two of the obstacles to effective substitute work--lack of contact between regular and substitute teachers and the erroneous idea held by some regular teachers that substitutes are only babysitters and policemen.

In the N.E.A. survey, 96 per cent of the substitutes reported they considered a seating chart helpful. However, not quite half reported finding seating charts for the classes in which they substituted (6:28). The regular teacher should try to keep a seating chart up to date or at least make one when he knows he might be absent the next day.

The regular teacher should leave in a folder (intended just for substitutes) any information that will help the substitute do a better job. Examples of such pertinent information might be, "Joe is deaf," "Mary's mother died recently," "Ellen can be depended upon as a helper." Especially on the elementary level, there should be information in the folder pertaining to the grouping of children for instructional purposes. According to the N.E.A. survey, only one

in six substitutes reported this type of information available (6:28).

There is overwhelming evidence to support the fact that lesson plans are of considerable help to the substitute. There is also evidence that many regular teachers do not leave plans for the substitute to follow. While 98 per cent of the substitutes reported that lesson plans are helpful, only about half reported that adequate plans were left by the regular teacher (6:29). Lesson plans or some information relative to what the students have been doing and are to do is necessary if the substitute is to contribute to the uninterrupted growth and development of children. The plans the regular teacher leaves can determine whether the substitute will be a high-priced baby sitter or a real teacher. In some instances the substitute has two strikes against her: she may be called on short notice to teach a subject with which she is not familiar and she may find that the regular teacher has left no plan for her to follow. When the substitute arrives in a classroom, she should find two teaching aids--a detailed plan of action through a carefully plotted lesson plan book and a student leader program. The lesson plan book should contain a seating chart for all classes, assignments from the previous day, unit to be discussed, and homework to cover the next day's activities. If the student leader program is in use, the designated pupil may collect assignments, take roll, and pass out any material

necessary.

Perhaps one of the greatest sore spots in the whole program is the type of regular teacher mentioned by a substitute teacher in Ohio: "the regular teacher who upon returning always sympathizes with the students for having had a substitute, and then proceeds to tell them they will have to work hard to make up for lost time" (6:24). The regular teacher, by his attitude concerning the substitute, can determine to a great extent the success or failure of the program.

VI. THE SUBSTITUTE TEACHER

As has already been suggested in this paper, the substitute teacher has many problems. Some of the problems are perhaps less perplexing than others, but nevertheless each problem exists. Making the substitute's job difficult is the fact that she may teach for many different teachers, on different levels, and many different subjects. An elementary substitute teaches in the course of one year 5.1 (median) different grades. The secondary substitute teaches in the course of a year 4.2 (median) different subjects (6:13).

When a substitute signs up she should ask the superintendent or principal for a general plan or organization concerning the courses of study. In this way the substitute may be a little better prepared for the variety of levels and subjects she will be called

upon to teach. Many individuals in the teaching field would suggest that if the substitute is not familiar with the subject, she turn the class period into a study time. Yet, this is not the purpose for which she is hired, nor is it the purpose of the class.

If the subject taught is one the substitute is familiar with, there should be confidence on her part, enthusiasm, and lots of interest. The substitute, like the regular teacher, should not sit at the desk all period, but walk around the classroom assisting the students, suggesting things to do, and asking questions of the class. Keeping an adult reserve of formality is important as this helps win the respect of the students. She should never play for popularity and certainly not side with the students against the regular teacher. She will try never to become angry, keeping her voice well modulated, and will give directions clearly and concisely.

There will be times when the pupils are likely to say, "That isn't the way our teacher does it." The substitute might remind them at the beginning (particularly with primary children), "There are times when I will not do things just the way your teacher does them, but don't worry. In most cases there are several good ways to do things, and changes are good for you" (5:14-15).

What of the certification of substitutes? Those substitutes who do not have at least a B. A. should be encouraged by the

administrators to take additional college courses leading to such a degree. To meet the needs of those who have the degree but who have not been to school for ten to twenty years, nearby colleges might be urged to set up special courses designed to survey modern trends and developments in education. Special summer workshops for substitute teachers are another means of upgrading the program. Planning more observation periods for the substitutes in outstanding regular teachers' classrooms is another good practice. Special demonstrations meeting the needs of substitutes should be encouraged. Including the substitute in the in-service education program is important. The welfare of the pupils demands that the classes of absent teachers shall be taught by the best substitutes who can be employed. If the substitutes are good, the administrators can help them become even better by encouraging them to participate in programs of professional growth.

Are there any advantages to substitute teaching? A large number of substitute teachers do this work because they want to, not because they must depend on the income. A few go into substitute work because of a period of financial stress. The typical substitute at one time taught full time but quit her regular job at marriage or a few years following. She may have reared one or two children to school age, then realized she had time to go back to work on a part-

time basis. Quite naturally, she chose teaching (6:11-12).

Table V shows substitutes by type and financial need. It would be possible for one person to fit into more than one category.

In the area of college training it is recognized that four years of college and a B. A. degree are generally regarded as the minimum preparation for teaching. Even now in some states and in some of the larger systems across the country, a fifth year is required. In some areas a secondary teacher must have a master's degree. It is becoming increasingly more demanding that the substitute meet the recommended training standards of that particular school system and level. Table VI shows the training of substitutes, which is generally lower than the standards set for regular teachers.

How recent is the college training of those who are substituting? The average substitute teacher has not taken a college course in almost thirteen years. The average for regular teachers is six hours of college work every five years. One basic reason for regular teachers returning to college periodically is to keep abreast of modern trends and developments in education. For this same reason, substitutes should occasionally take a college course. The whole educational system will benefit from the substitute taking part in these educational opportunities.

It is important that those hiring know some of the personal

TABLE V
 PER CENT OF SUBSTITUTE TEACHERS BY TYPE
 AND FINANCIAL NEED (6:13)

TYPE	Per cent in all systems
Former full-time teacher now retired and not eligible for full-time teaching	3.6
Person recently out of college and substituting only until he can locate a satisfactory full-time position	10.0
Person once taught full time but stopped at marriage, and whose family responsibilities are now such that part-time work is feasible	76.0
Person not needing income but needing outlet for her interests and something to occupy her time	42.3
Husband's income sufficient to maintain satisfactory standard of living for the family without the wife doing substitute work	79.7
Temporary financial difficulties make it necessary (or desirable) that the family income be supplemented	50.7
Prefer substitute teaching to full-time teaching	66.0

TABLE VI
COLLEGE TRAINING OF SUBSTITUTE TEACHERS (6:13)

Number of years of college	Per cent of substitutes
6 or more	5.6
5 but less than 6	11.4
4 but less than 5	47.6
Total with 4 or more years	64.6
3 but less than 4	11.7
2 but less than 3	19.1
1 but less than 2	2.5
less than 1 year	2.1
Total with less than 4 years	35.4

qualifications and characteristics of substitutes in general in order to compare and better judge their own particular situation. What of the age of the substitute? Table VII shows that neither the young, inexperienced teacher nor the teacher retired from regular service dominates the ranks of the substituting staff.

Very few men work as substitutes. Not only is the field dominated by women, but most of these women are married. Only those who can rely on another income source are able to afford to do this type of work. Table VIII points up the predominance of married women.

Most substitute teachers have children. Of the substitutes responding to the N. E. A. survey, there was an average of 1.6 child per substitute. Over three-fourths indicated they had one child and one-fifth said they had three or more. The majority of the children of substitutes were of school age, with only 17 per cent having pre-school children (6:10). The evidence is clear that a significant number of substitutes have important responsibilities at home--responsibilities that would occasionally limit the amount of time they would be able to teach.

Effective substitute teaching requires a wide range of experience, training, and general ability. The typical substitute works for nine different teachers in the course of one year. In the

TABLE VII
AGE OF SUBSTITUTE TEACHERS (6:9)

AGE	Per cent of substitutes
Below 25	4.3
25-29	10.3
30-34	10.2
35-39	12.8
40-44	17.2
45-49	17.5
50-54	12.0
55-59	8.0
60-64	3.4
65-69	2.8
70-74	1.3
75 and over	0.2
Median age of all substitutes -- 43.6 years	

TABLE VIII
MARITAL STATUS OF SUBSTITUTE TEACHERS (6:10)

MARITAL STATUS	Per cent of substitutes reporting
Male	
Single	1.4
Married	5.0
Divorced	0.2
Widowed	0.2
TOTAL	6.8
Female	
Single	5.3
Married	80.6
Divorced	2.0
Widowed	5.2
Not indicated	0.1
TOTAL	93.2
Male and Female	
Single	6.7
Married	85.6
Divorced	2.2
Widowed	5.4
Not indicated	0.1
TOTAL	100.0

course of one year, one particular substitute taught 42 days, in grades Kindergarten through twelve, teaching 17 different high school subjects (6:58).

The substitute should not be chosen on a hit or miss basis. She should be versatile, well trained, congenial, and flexible (3:51-52). She should not be considered a baby-sitter; her function is to prevent the educational loss occasioned by the unpredicted absences of individuals in critical spots. In brief, the qualifications for substitute teachers are the same as they would be for regular teachers:

1. a genuine interest in children and their problems
2. self-control
3. tact
4. a sense of humor
5. impartiality
6. a keen desire to do more than what is expected, and
7. knowledge of subject matter (2:275-276).

After the substitute has taught for even one day, it is important for her to leave a report for the regular teacher telling what was done in class and what assignments were given. This is necessary in order to avoid overlapping or duplication of work already covered during the teacher's absence. It is also good insurance against the development of unnecessary gaps in skills and understanding of

students.

While most substitutes who leave a report do so in a written form, some may use the technique of an oral report by one or more students. Generally a written report is the more reliable way to transmit information on work accomplished. The N.E.A. survey reports that 18 per cent of substitutes left no report of any kind for the regular teacher (6:31). The lack of a report is likely to imply to the teacher that nothing very significant happened during his absence. Although it is clear that the regular teacher must set the stage for successful substitute work (by providing adequate plans, etc.), the regular teacher and substitute must work together effectively or the children are the real losers.

Reporting on work accomplished during a teacher's absence might be the subject of a joint meeting of regular and substitute teachers, or perhaps a committee composed of regular and substitute teachers. They might plan together what should be included in the regular teacher's plan for the substitute and also the substitute's report to the teacher. The report to the teacher might include (6:51):

1. assignments made--subject by subject, or class by class.
2. work accomplished

3. notes about important happenings to the students and within the room itself
4. notes about outstanding work done by individuals or about work which was done orally.

There are many things the substitute can and should do to help the regular teacher. One of the most important responsibilities is that of not letting work pile up for the regular teacher. The substitute should process (check, correct, or grade) the routine homework and seatwork handed in or done while she is in charge. It is worth noting that the elementary substitute will have more of this type of work than the secondary substitute. In some instances on the secondary level, the substitute does not know the subject matter well enough. Letting routine work pile up for the regular teacher does not contribute to a good working relationship. Table IX shows to what extent substitutes take care of work turned in while they are in charge. It proves that too many substitutes are lax in this part of their job.

Another important phase in the substitute's educational experience is the field of audio-visual materials. Substitutes should be skilled in the use of audio-visual materials and equipment. They should also be aware of the audio-visual facilities of the system and how these services are used.

TABLE IX
 EXTENT TO WHICH SUBSTITUTES PROCESS
 WRITTEN WORK HANDED IN OR DONE
 WHILE THEY WERE IN CHARGE (6:31)

Portion of written work checked or grade by sub.	Elem.	Sec.	All subs
All of it	58.5%	32.1%	48.6%
Not all, but over half	21.7	14.5	19.0
Some, but less than half	7.7	11.4	9.1
None	8.3	33.4	17.7
No such work done during teacher's absence	3.8	8.6	5.6

Such skill is desired of the regular teacher, why not of the substitute teacher? Actually, it is more important for the substitute teacher, who so often has to improvise and make plans at the last minute. Ability and experience by the substitute teacher in this particular area will make her more effective in helping the regular teacher who is absent. It also increases the usefulness of the substitute to the entire school staff. Of the substitutes reporting in the N.E.A. survey, 56 per cent said they had never operated a motion film projector. Only 27 per cent considered themselves proficient at operating projectors (6:34). The typical substitute very rarely uses a film or film strip in her teaching.

Another area in which the substitute should be genuinely interested is that of professional organizations. It has already been stated that very few substitutes join these groups. It should be pointed out that substitutes have more to gain from professional groups than regular teachers do. These organizations offer the substitute a means of keeping in touch with professional affairs and current trends in education. Most important, through these meetings the substitute has the feeling of really "belonging."

Special meetings for the substitute teachers may be anticipated and in some cases attendance requested. Some of the meetings to which substitutes may be asked are (6:53):

1. a general description of the school system, its organization, its goals, and its philosophy. At this meeting the superintendent or assistant superintendent would speak.
2. an explanation of special services provided by the system to teachers and students--guidance, health, audio-visual, school lunches, etc.
3. a review and open discussion of the regulations governing substitute teachers and the substitute teaching program set down by the school board.
4. a discussion of modern trends and developments in education.
5. a consideration of ways in which the substitute can be most helpful to the absent teacher.
6. a guided tour of the system.

In the area of discipline, if the substitute cannot immediately and effectively maintain class discipline, she is lost. The regular teacher can build up good behavior patterns in her class over a period of time if need be, while the substitute is with each group only a day or so at a time. If anything worthwhile is to be accomplished while she is there, she must immediately establish good rapport with the students. In most cases it will be found that a

successful substitute is more strict than the regular teacher. This is necessary since she does not usually know the potential trouble spots and so must avoid any situation which might cause trouble. The principal can help in two ways--first, by briefing her on any pupils or situations that are likely to cause trouble, and second, by supporting her in whatever action she finds necessary. For the substitute the best and perhaps only rule pertaining to discipline is to use common sense.

There are some distinct advantages to substitute teaching over regular teaching. Some of these are: no yearly plans or report cards to do, the substitute constantly sees new faces, nothing is routine, and a substitute will have very few dull moments (4:17).

CHAPTER III

SUMMARY AND CONCLUSIONS

Since there is a limited amount of literature in the field of substitute teaching, any system attempting to revise its substitute program must "start from scratch." There is the possibility of sending for information from other school systems that have a good program going.

The following information may be of value for a school system launching a substitute teaching program. In the area of "Coordination and Working Relationships" between the school and the substitute, these twelve topics may be studied (6:50):

1. cooperative work on problems
2. lesson plans
3. adequate advance notice
4. advance preparation of students
5. checking and correcting work
6. reporting to the regular teacher on work accomplished
7. providing information on school routine
8. administration and faculty being friendly and helpful
9. learning to use audio-visual equipment and materials

10. increasing supply of substitutes
11. school board regulations, and
12. special meetings for substitutes.

What official school board regulations are needed for adequate administration of the substitute teaching services? Aside from school board rules, how can the administration of substitute teaching services be improved? How should individual school staffs plan and organize for the most effective use of substitute services? What are the principal's primary duties in this program? What are the responsibilities of the staff as a whole? What are the basic responsibilities of the substitute to the regular teacher? In what ways are the students involved in the task of improving instructional conditions for the substitute?

These are but a few of the many questions that must be asked and then answered before a successful substitute program can be achieved.

When the work available is spread too thin, there is not enough to make the typical substitute feel she is a real and vital part of the instructional staff. The average number of days for a substitute to work in a school year is 39, and the average wage is \$12.21 per day. Most substitutes would like a greater quantity of work and a greater potential earning capacity in order to feel really serious

about their job.

One solution to this problem might be for the school system to organize its substitute teaching staff in such a way that they could carry on a considerable portion of the work through regularly employed full-time substitutes. Through this plan it is hoped that fewer substitutes will be needed and a greater selectivity can be exercised. The full-time substitute would be selected as carefully as a regular teacher. She should be selected so that as many fields or levels as possible are represented by experience, thus making it possible to assign a substitute in her own field more often than not. It is a fact that in the secondary school most substitutes teach more out of their trained fields than in them. If this system of full-time substitutes with a wide range of talent, experience, and ability were used, the substitute program would likely be less haphazard than it now is in most systems. The school district may wish to convert a regular teacher of unusual ability and broad experience into a full-time substitute. This person might be given additional salary and possibly some supervisory responsibilities. Again, it should be pointed out that the ones responsible for hiring must pay careful attention to the distribution of substitute personnel by level and subject matter fields.

In order to set up this plan, a careful study of teacher

absences is necessary. If the usual daily absence is six teachers, the administration might want to hire six full-time substitutes. Or they might hire fewer than the expected need and make up the difference when necessary with the usual type of substitute who is not under any contract but is called when needed. Thus the substitutes would be organized into two groups: roving teachers (under contract) and the temporary ones (called as needed).

I. BERKELEY COUNTY PLAN

For those systems which have a substitute teaching program in progress, the following information presented by County Superintendent James L. Creasy of Berkeley County, Martinsburg, West Virginia, may be of value to improve the program (6:10):

1. All substitutes will be invited to our teacher-training and county-wide meetings at the beginning of the term.
2. A special meeting for substitutes will be held, at which time several ideas from the N.E.A. Research Bulletin, February, 1955, will be discussed.
3. Substitute teachers will be asked to contribute practical ideas for improving and for making better use of their services in the classroom.
4. A college nearby will be requested to provide a program

or workshop for substitute teachers, especially for those of low certification.

5. Regular teachers will be requested to give more mature thought to help the substitute. They will be asked to plan more comprehensively for the substitute work program.

II. ATHOL PLAN (7:51-53)

The following plan for an efficient substitute teacher training program was used in Athol, Massachusetts, with considerable success. Interested individuals from the community who lack certain requirements are trained as substitutes right in the district. These people are mostly housewives, mature and experienced in handling children. Many are community leaders. Most important, such a training program is within the capabilities of the average school system. The Athol program is eighteen weeks long with two class hours per week. The director of the course is a local high school supervisor who attends all meetings and reviews and correlates the material being offered. Course instructors include the superintendent, outstanding teachers in the system, and consultants from nearby colleges and universities, each one an expert in a particular educational area. In addition to regular class periods, the

student observes classes in session at grade levels throughout the system. Each student is asked to select any class level he may be interested in and spend a week observing in that particular grade level under the guidance of the regular classroom teacher. Upon successful completion of the course, their names will be placed on either the primary, upper elementary, junior high, or high school substitute list, depending on where they did most of their observing.

This intensive program does not attempt to duplicate the lengthy methodology courses offered by teacher training institutions. Students are provided with a short course in the area of the child's emotional needs, and particular stress is placed on the teacher's acceptance and respect of each child as he is. Each graduate is expected to be thoroughly familiar with the reading manuals supplied by the district on the level in which she is most interested.

Some advantages to such a program are:

1. It is in-service training for regular staff members.
If top consultants are brought into the program, perhaps some regular teachers may wish to sit in on the classes. If credit is given, the regular teachers may wish to attend for college credit.
2. Recognition for the system's outstanding teachers.
3. Public relations. Many of the people interested in this

type of program will be community leaders. This program would acquaint these people, and many others through them, with the local educational goals and needs.

The following is an outline of the Athol teacher training course:

Overview:

1st week--Structure and educational aims of the local educational system

The Child Himself:

2nd week--Emotional needs of children

3rd week--Psychology of learning

4th week--Individual differences and grouping; use of manuals

Instructional Techniques in the Various Subject Matter Areas:

5th week--Primary reading instruction

6th week--Elementary reading instruction

7th week--Teaching arithmetic

8th week--Science programs in the schools

9th week--Overview of the social studies program

10th week--Art in the modern curriculum

11th week--Music in today's schools

12th week--The language program

General Information:

13th week--Classroom atmosphere, teacher-pupil relations,
democracy in the classroom

14th week--Teaching techniques

15th week--Administration of tests and use of results

16th week--Performing routine tasks successfully; atten-
dance, records, report cards, time schedules

17th week--General review

18th week--Final examination

III. DO'S AND DON'TS

The following are some Do's and Don'ts and practical ideas from several experienced substitutes. Some of this information is applicable to all grade levels, and some pertains more to a particular grade level (5:14-15):

Don'ts:

1. Don't take on more substituting than you can handle happily. If you do not want to be available on call, have a definite understanding with the office, possibly limiting yourself to certain days of the week, or to schools in your neighborhood.
2. Don't go off alone for lunch, even if you don't like the

school menu. You will miss out on professional contacts.

3. Don't get chatty about your assignment, either within or outside the school.
4. Don't hesitate to call on the principal or other members of the staff for information and assistance.
5. Don't allow yourself to criticize the regular teacher, even in your mind. You can't know the facts and are in no position to pass judgment.
6. Don't try too many games in one day.
7. Don't pretend to knowledge which you do not have; children can see through a phony easily.

Do's:

1. Come to each new job with a brave heart, strong back, thick skin, three-way vision, the patience of Job, a sense of humor, and stout walking shoes.
2. Be prepared to complete an assignment if you accept one. (Don't make the children adjust to more than one substitute.)
3. Accept a half-day, last-minute assignment cheerfully, as a good-will gesture, if you can conveniently do so.
4. Notify the personnel office in advance if you are temporarily unavailable.
5. Get on the mailing list for publications issued by your superintendent's office, and obtain a directory of the school system, if available. It will give you locations, telephone numbers, and personnel.
6. Do the whole job if you accept a long assignment-- report cards, work on committees, records.
7. Find out the time and policies about recess, lunch

hour, dismissal. Find out if you have special duties and if these will be special classes.

8. Report at the designated school office at least a half an hour before classes convene, so you can familiarize yourself with the setup.
9. Be prepared with an answer to the inevitable question, "What's the matter with our teacher?"
10. Make a point of seeing something in the room on which you can sincerely compliment the class.
11. Enlist the help of class officers or other leaders.
12. Carry with you at least one idea in each curriculum area in case the teacher's plans are incomplete.
13. Build up a repertoire of finger plays and stories which can be dramatized.
14. Carry a notebook and record material that you might use elsewhere.
15. Give the regular teacher something to be thankful for when she comes back--corrected papers, room in order, complete notes of what you have been doing.
16. Get off on the right foot with the children by establishing goals to be accomplished by them under your guidance.
17. Praise as often as you can do so sincerely.
18. Have something interesting "up your sleeve" to capture interest and compensate for the sense of uncertainty the children feel when their regular teacher is absent.

Some authorities maintain that the task confronting the substitute teacher is more difficult than that of the regular teacher and

requires a superior type of training and personality. Ultimately, substituting may become a specialized service demanding particular training standards not now fully realized.

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