

DoDDS-E Substitute Usage Guidance

I. Subject: DoDDS-E Substitute Usage

II. Purpose: To provide guidance regarding the efficient use of manpower substitute FTE resources and to promote a general understanding of related manpower policy and practices.

III. Applicability: The guidelines set forth in this memo apply to DoDDS-E, DSO and school administrators.

IV. References: Reference material in support and in addition to the scope of this document can be found at http://www.odedodea.edu/regs/regs_num.htm and includes the following:

- DoD Directive 1400.13: Salaries and Personnel Practices Applicable to Teacher and Other Employees of the DoD Overseas Dependents Schools System, July 1976
- Overseas Educators' School Year Salary Schedules and Schedules for Other Compensation as issued yearly
- DS Regulation 2500.1: DoDDS Home or Hospital Instructional Services, May 1978
- DS Regulation 5550.9: Compensation for Extra Duty Assignments, October 1988
- DoDEA Extra-Duty Compensation for Substitute Teachers Memorandum (04-HRC-003), July 2004
- DoDEA Administrators' Manual, October 2003
- DoDDS-E Over hire Memorandum, October 25, 2002 (not available on web)
- Substitute Usage Tracking Guide for School Timekeepers (available on Blackboard)
- DoDEA Health Services Guide, DoDEA Manual 2942.0, March 2004

V. General responsibilities:

1). Schools: School principals may, without further approval, authorize the use of a substitute within the parameters of the above references and these guidelines. However, each DSO may initiate additional procedures and guidelines as necessary to best manage limited substitute manpower resources (FTE/days). *For example, a DSO may require schools to seek district approval prior to obtaining substitutes for GS employees without direct student responsibilities.*

As part of this process, principals are responsible for reviewing the circumstances requiring the use of a substitute in order to ensure appropriate and prudent use of substitute resources. This includes exploring coverage alternatives, the conditions creating absences, the type of absent employee, duration of absence, time of year, leave schedules, and other criteria as discussed in Section VII.

For prescheduled absences beyond 30 consecutive calendar days, schools should consider requesting (through the DSO) over hire authority from DoDDS-E Manpower (reference DoDDS-E Overhire Memorandum dated 10/25/02). While DoD Directive 1400.13 (4.4.1.4) gives authority for a substitute educator to be used for up to 90 consecutive days, this course of action can rapidly exhaust a school's substitute FTE/day resources.

Each school should have equitable substitute rotation practices in place for determining which specific substitute is called to duty. Such practices have to be carefully balanced with the need to use a substitute teacher that is fully qualified in the applicable grade level and subject area. Final determination is based on the need of the school relative to the education program.

In addition, principals provide full support and oversight to the school timekeeper in the reporting of substitute usage data as outlined in the "*Substitute Usage Tracking Guide for School Timekeepers*". The resulting substitute usage reports should be monitored and constructively utilized.

2). DSOs: DSOs are responsible for overall management, oversight and monitoring of all substitute resources within their district. Additional responsibilities include:

- Designating a professional level administrator to manage and oversee substitute usage for the district. This individual is the main point of contact (POC) for both DoDDS-E Manpower and district schools.
- Verifying the initial cumulative regular substitute day resource allocation received from Manpower and subsequently allocating such resources to the schools via a manpower change request.
- Establishing additional district substitute usage procedures as needed within the parameters of the above mentioned references and these guidelines.
- Supporting the DoDDS-E substitute usage tracking initiative (as described in Section IX); monitoring the results, distributing reports to schools, providing guidance and training to schools and constructively enhancing the efficient use of limited substitute resources within established regulatory guidelines.

3). DoDDS-E Manpower: Manpower responsibilities include:

- Verifying the accuracy of the initial cumulative substitute authorizations as provided by DoDEA.
- Distributing manpower substitute resources to each school as requested by each DSO. This includes maintaining any DoDDS-E substitute reserve or “substitute pool” as directed by management and/or any DSO substitute day contingency reserve.
- Approval, tracking, oversight of any subsequent substitute FTE movement as requested by the DSO.
- Managing the overall substitute usage tracking initiative (as described in Section IX) and maintaining the Substitute Usage System (SUS).
- Analyzing and distributing SUS reports to DSOs – assisting in the identification of issues, trends, and successes.
- Developing additional substitute reporting tools for DoDDS-E management; identifying issues, trends or successes which may form the basis for seeking policy or procedural changes.

VI. Minimum service increment for substitute time and attendance payroll

Reporting: The minimum service increment for substitute time and attendance payroll reporting is one-half day. This applies even if the substitute provides coverage for less than whole or half day. Therefore, substitute usage should be coordinated in a manner which fully utilizes the portion of the day for which they will be paid.

VII. Factors to consider when assessing substitute requirements: The following factors should be considered when utilizing a substitute in the following capacities.

1). Providing temporary coverage for absent TP employees:

TP positions which may require a substitute in order to continue the basic instructional program during periods of absences and when no other acceptable coverage solution exists:

- Classroom Teachers: Pre-Kindergarten, Kindergarten, Elementary, Middle, Secondary, Sure Start, Host Nation etc.
- Education Specialist Instructors: Art, Music, Physical Education, Reading Recovery, LARS, Gifted Education, ESL, Compensatory Education etc.
- Special Education Teachers
- Media Specialist: Only when the Media Center would otherwise close.
- Nurse: Per the guidelines in DoDEA Manual 2942.0, Section C.4
- Dormitory Counselors: In accordance with DS Regulation 5550.9, Appendix H, Section D.

2). Providing temporary coverage for absent general schedule (GS) employees:

In assessing need for substitute coverage for GS employees, a distinction must be made between those with or without direct responsibilities involving students.

A). GS employees directly responsible for duties involving students

In many cases it may be necessary for a substitute to be utilized to provide coverage for absent GS employees directly responsible for duties involving students. **However, obtaining a substitute should not be automatic** and should only be authorized after determining that required coverage cannot be provided through other means i.e. temporarily realigning duties or students amongst qualified aides, making full use of substitutes already on duty etc. *For example, in the case of an absent Special Education Aide, a substitute may not be needed if another qualified aide is present in the same classroom, or if the impacted student(s) can be combined with student(s) of another Special Education Aide.*

GS positions directly responsible for duties involving students which may require a substitute:

- Special Education Aides: SIS and Special Education
- Kindergarten Aides: Additional factors that need to be considered by the principal include; the time of year (September vs. January), maturity of students, and the length of absence. The school needs to consider that there *may* not be a critical need for a substitute unless the absence exceeds 2 days.
- Lunchroom Monitors: Use of substitutes for lunchroom monitors is generally not permissible unless the specific conditions and/or length of absence make other coverage solutions impractical or impossible.
- Dormitory Assistants
- Sure Start Aides: Substitutes for Sure Start Aides must be provided (Reference: DoDEA Administrators' Manual (8.16.4))

B). GS employees not directly responsible for duties involving students.

Substitute usage for GS employees not directly responsible for duties involving students should not be authorized except as a last resort and only in order to avoid a significant negative impact on school operations. As noted earlier, each DSO may require schools to seek district approval prior to obtaining substitutes for GS employees without direct student responsibilities.

In addition, a review of the incumbent's duties should be made to determine which portion of their work schedule meet this criterion. In this way the sudden absence of a full time GS clerical employee with split duties may require only a half time substitute.

Substitute usage under these circumstances should be limited in duration with focus on resolving the short or long term staffing shortage through other means (temporary reassignment of duties, leave coordination etc.). **Outside of extraordinary circumstance, schools are expected to cover such employee absences within their current staff.**

GS positions not directly responsible for duties involving students include:

- Clerical and Support Staff: Secretaries, Registrars, Supply Clerk, Library Technician, Office Automation Assistant etc.

3). AVID Tutors: Substitutes used for AVID tutor purposes do not count against a school's regular substitute day allocation since these are funded through a separate program.

4). Testing/tutoring of a homebound or hospitalized student: Use of a substitute for these purposes will be charged against a school's regular substitute day allocation. This applies even if they are not technically providing coverage for an absent teacher. Timekeepers should utilize the "G, Other" substitute usage code. Reference DoDEA Administrators' Manual (8.14.3) & DS 2500.1.

5). Performing extra duty assignments: As noted in DS Regulation 5550.9 (E)(3)(a)(2), substitutes should be used for such assignments only if "qualified employees of the school are not available". In such instances, substitutes are compensated per the guidelines within the DoDEA Extra-Duty Compensation for

Substitute Teachers Memorandum (04-HRC-003) and substitute days are not charged against school substitute day allocations.

6). Summer School/Extended School Year (ESY): Substitutes may be used to cover for absent educators employed for summer school or ESY. Such usage will be charged against a school’s regular substitute day authorization as appropriate. However, a substitute may not be utilized in a regular full time capacity to fill such assignments unless done so under a separate personnel appointment.

VIII. Substitute Categories and Work Year (FTE/Day) Authorizations

Substitute work year authorizations are unique amongst manpower full time equivalent (FTE) resources in that they are primarily managed by manpower in terms of “days” authorized as opposed to strictly FTE alone.

There are two distinct categories of substitute day authorizations. Each category has unique attributes and is separately authorized, allocated, and tracked based on the fiscal year. These resources are not interchangeable.

- Regular substitute days
- Professional development (PD) substitute days

1). Regular Substitute Days:

Regular substitute days are cumulatively authorized by DoDEA to each DSO based on the number of classroom teacher FTE multiplied by 10 days. Each DSO subsequently distributes substitute day authorizations to each school via a manpower change request. DSOs may retain a portion of the regular substitute day authorization in a contingency reserve on the DSO Staffing Authorization Document (SAD). A conversion formula (below) is applied by Manpower to relate the number of substitute days to a given FTE authorization.

FTE Types NOT Factored into the Substitute Staffing Standard
The following manpower FTE types are not currently included by DoDEA in determining the number of substitute days authorized: Special Education Teachers, Elementary Art/Music/Physical Education Teachers, Elementary Host Nation Teachers, Nurses, LARS, Reading Recovery Specialists and any GS or Paraprofessional positions. In 04/05, Small School Allowance FTE was included in determining the total number of Classroom Teachers for the first time.

Substitutes: Days to FTE Conversion Formula

Total Substitute Days / 184 = Substitute FTE
(For example: 377 substitute days / 184 = 2.0 FTE)

Regular substitute days are designed to provide coverage for appropriate classroom teacher absences as identified in the DoDEA staffing formula described above. However, in practice this allocation must also provide coverage for appropriate GS and TP employees (listed above) which are not included in this formula. As such, remaining within overall authorizations is challenging and necessitates that regular substitute day usage be accomplished in the most efficient manner possible.

The following regular substitute usage categories are utilized in the manpower substitute tracking initiative as discussed in Section IX:

- Sick Leave
- Administrative Leave
- Any Purpose Leave
- Annual Leave
- LWOP/AWOL
- Vacancy
- Union Duty
- Other/miscellaneous

2). Professional Development (PD) Substitute Days:

DoDEA sets the overall DoDDS-E PD day authorization based on the number of TP FTE multiplied by 5 days. This authorization is split into 2 pots; one for PD days occurring *outside* the normal duty day (summer, weekends, and evenings) and not requiring substitute coverage, the other for PD days occurring *during* the normal duty day and requiring substitute coverage. The resulting PD *substitute day* authorization is based on the estimated number of PD days taking place during the normal work day.

Unlike regular substitute days, DoDEA does not issue DoDDS-E a distinct FTE authorization for PD substitute days. Rather, these are sourced by DoDEA through an increase to the maximum number of annual teacher paid days associated with each authorized classroom teacher FTE.

PD substitute days are authorized and maintained separately from regular substitute days for the express purpose of providing coverage for TP classroom teachers absent for purposes of attending designated PD day training. GS employees are not issued nor can they use PD days.

The PD substitute day authorization is subsequently divided into 3 separately maintained sub-categories:

- DoDEA directed PD substitute days
- DoDDS-E directed PD substitute days
- DSO and Principal directed PD substitute days

The number of PD substitute days in any one sub-category is set through a mutually established PD training schedule each year. However, each is maintained differently. DoDEA and DoDDS-E PD substitute days are maintained as bulk authorizations which are jointly used by all DSOs. Conversely, DSO and Principal directed PD sub days are parceled out separately to each DSO in set allotments. DSOs maintain a large degree of discretion in the use of DSO directed PD substitute days and may delegate discretionary authority to school principals for a set portion of this allotment.

3). Other Allocation Categories: DoDDS-E management maintains the flexibility to further subdivide the above categories as needed. There are currently two such categories carved from each district's regular substitute day authorization: the ESL/compensatory education substitute reserve and the DoDDS-E substitute pool.

ESL/compensatory education substitute reserve: DoDEA does not include ESL and compensatory education FTE directly into the calculation of the main regular substitute day authorization. Rather, it is DoDEA practice to provide the regular substitute day authorizations for these two FTE types (only) separately. DoDDS-E, in conjunction with the DSOs, determine annually whether to simply proportion these days to each DSO's regular substitute day authorization or to retain them at DoDDS-E as a general reserve.

DoDDS-E substitute pool: DoDDS-E in conjunction with the DSOs have identified the need to annually extract a portion of each district's total regular substitute day authorization into a separate pot of days to be used for specific DoDDS-E sponsored student activities. Since the identified activities primarily occur at the high school level, the number of substitute days each DSO contributes to the pool is proportional to the number of days needed (as identified by the DoDDS-E Education Division) and the high school enrollment figures (grades 9-12) for each district at the start of a given school year. Manpower maintains the substitute pool separately in the Director's Reserve and tracks usage via Education Division reports and the Substitute Usage System.

IX. Substitute Usage Tracking Initiative and Reports:

Manpower tracks substitute usage by extracting payroll data which has been input by school timekeepers. When a school timekeeper enters timecard information into the payroll system for substitutes, a specific substitute usage code is entered into the job order number (JON) field which identifies the type of employee requiring a substitute, the reason for the absence and the number of substitute days utilized. This data is extracted from the payroll system each pay period and downloaded into a separate Substitute Usage System (SUS) managed by Manpower. Using SUS, Manpower is able to generate reports and identify any incorrect/missing substitute usage entries. This process is discussed further in the "*Substitute Usage Tracking Guide for School Timekeepers*".