Act 91 of 2021 Report on Classroom Monitor Permits

April 2023



COMMONWEALTH OF PENNSYLVANIA DEPARTMENT OF EDUCATION 333 Market Street Harrisburg, PA 17126-0333 www.education.pa.gov



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Introduction

Act 91 of 2021 (Act 91) amended the School Code to address the substitute teacher shortage in commonwealth schools. Act 91 gave schools more flexibility when employing annuitants, day-to-day substitutes, educators with inactive certification, graduates of educator preparation programs, and a subset of those serving as student teachers to be employed as substitutes. The law also temporarily established a new permit for schools to hire classroom monitors and directed the Pennsylvania Department of Education to issue a report on the effectiveness of the Classroom Monitor Permit and recommendations for improvement or continuation of the permit after June 30, 2023.

In accordance with Act 91, this report explains how the Department implemented the Classroom Monitor Permit, provides data reported by school entities to the Department regarding the use and utility of the Permits, and includes the evaluation conducted by third-party evaluators from Grove City College and Cabrini University.

Background

The Classroom Monitor Permit is established in section 1218 of the School Code (24 P.S. §12-1218). The Classroom Monitor Permit (Type 9 Emergency Permit) allows individuals to deliver assignments preplanned by certified educators in schools; it does not allow those individuals to plan or create lessons or grade work or serve as substitute teachers.¹ Rather, classroom monitors offer another way for schools to staff classrooms and provide future educators the field experience they need to be successful.

To qualify for a Classroom Monitor Permit, an individual must meet the following criteria:

- Be at least 25 years old;
- Have completed at least 60 semester hours or equivalent courses at an accredited college or university in this commonwealth, or have at least three years of school entity experience as a paraprofessional and be currently employed in a school;
- Meet background check and clearance requirements under the School Code and Child Protection Service Law; and
- Complete classroom management training developed by an intermediate unit and approved by the Department in accordance with 24 P.S. § 12-1218.

Intermediate units statewide developed and offered classroom management training for classroom monitors. The training included topics to prepare classroom monitors with basic classroom management skills along with other requirements, such as the need for some form of participant reflection ensuring the participants fulfilled the learning objectives and successfully completed the course. All training was approved by the Department. Intermediate units with approved training issued a certificate of completion to participants, as evidence of meeting the training requirement. Training and certificates are valid through June 30, 2023.

¹ Act 91 of 2021 Guidance (pa.gov)

Issuance of Classroom Monitor Permits

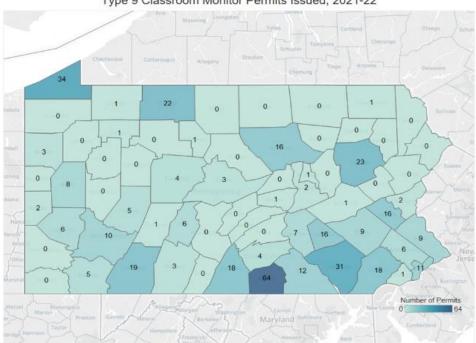
Since the enactment of Act 91 in December 2021, the Department has issued a total of 884 Classroom Monitor Permits to 125 school entities. As seen in Table 1, there were 403 permits issued in 2021-2022 and an additional 481 permits issued in 2022-2023 (as of March 31, 2023). See Appendix A for the full list of school entities.

Table 1: Number of Classroom Monitor Permits Issued for School Years 2021-22 and 2022-23 (as of March 31, 2023)

	2021-2022	2022-2023 (as of 3/31/23)	Total
Number of Permits	403	481	884

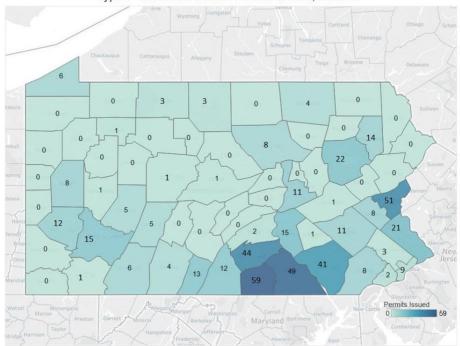
Permits were issued to school entities from 46 of 67 Pennsylvania counties. The figures below show the number of Classroom Monitor Permits issued in each county during school years (SY) 2021-22 and 2022-23.

Figure 1. Classroom Monitor Permits Requested During SY2021-22



Type 9 Classroom Monitor Permits Issued, 2021-22

Figure 2: Classroom Monitor Permits Requested During SY2022-23 (as of March 31, 2023)



Type 9 Classroom Monitor Permits Issued, 2022-23*

Data Collection

The Department developed a questionnaire and distributed it in February 2023 to obtain school entities' input on the utility of the Classroom Monitor Permit and to collect the following information, as required by section 1218(e):

- (1) The number of individuals who served as classroom monitors under this section and the number of days on which the school entity used the services of classroom monitors.
- (2) The school entity's day-to-day substitute teacher compensation rates in the 2020-2021, 2021-2022 and 2022-2023 school years. For a school entity that uses a thirdparty entity to provide substitute teachers, the rate reported by the school entity is the take-home amount received by an individual.

The questionnaire was distributed to 778 school entities. Of the 629 entities (81 percent) that responded:

- 86 requested and used Classroom Monitor Permits (14 percent);
- 23 requested the permits but did not use them (3 percent); and
- 520 did not request the permits (83 percent).

Sixteen school entities that received Classroom Monitor Permits from the Department did not respond to the questionnaire.

Data collected from 629 questionnaire respondents showed that of the 86 school entities that requested and used Classroom Monitor Permits:

- 546 individuals served as classroom monitors during the 2021-22 and 2022-23 school years;²
- Collectively, school entities used the services of classroom monitors for a total of 5,690 days. More than 60 percent of monitors were used from one to 15 days; and
- The average number of school days per school year that school entities used classroom monitors was 49.6 days, ranging from less than one day to 143.5 days in a school year.

Based on the questionnaire responses, in the 2020-2021, 2021-2022, and 2022-2023 school years, school entities that did not utilize the services of classroom monitors had a higher average day-to-day substitute pay rate than those who did utilize classroom monitors. The amount being paid for day-to-day substitutes rose each year from 2020-2021 to 2022-2023.³

School Year	School Entities That Did Not Use Classroom Monitor Permits			School Entities That Used Classroom Monitor Permits		
	Average	Low	High	Average	Low	High
2020-2021	\$110.79	\$30.00	\$250.00	\$107.53	\$80.00	\$150.00
2021-2022	\$119.54	\$40.00	\$250.00	\$116.76	\$44.00	\$200.00
2022-2023	\$127.67	\$40.00	\$262.50	\$127.07	\$44.00	\$200.00

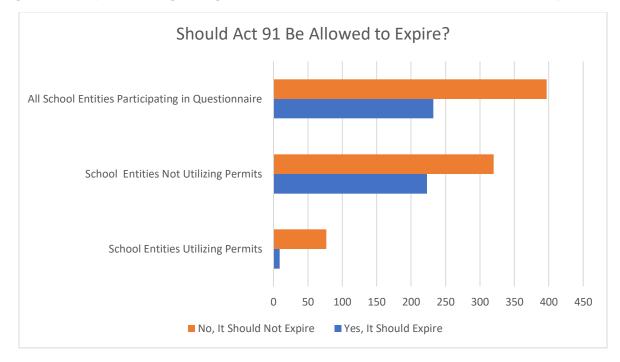
Table 2. Day-to-Day Substitute Teacher Compensation Rates

Overall, the majority of school entities recommended that Classroom Monitor Permits be allowed to continue past June 30, 2023.

Sixty-three percent of respondents (397) stated that the Classroom Monitor Permit should not be allowed to expire, while 37 percent (232) stated that it should be allowed to expire. Figure 3 shows responses overall and by whether the school entity issued Classroom Monitor Permits.

² Sixteen school entities that issued permits did not respond to the Act 91 questionnaire and are not included in this number.

³ The average represents the pay for beginner substitutes (many school entities base pay on day ranges that vary).





Independent Evaluation

Act 91 required an evaluation of the permit and its effectiveness by an independent research organization which may include a college or university accredited by a regional accrediting agency. Accordingly, the Department partnered with evaluators from Grove City College and Cabrini University, both accredited by the Middle States Commission on Higher Education, to review the questionnaire data and provide recommendations for continuation of the Classroom Monitor Permit.

The evaluators' findings are as follows:

- Classroom Monitor Permits provide an effective way to staff classrooms when certified substitutes are not available.
- The classroom monitor provision has existed for only a short time. However, given the number of permits issued rose 20 percent from SY2021-22 to SY2022-23 and the department received more than 375 responses in support of its continuance, the evidence strongly suggests that school entities would benefit from continuing to have the Classroom Monitor Permit as an option.
- The Department can improve use of the permits by providing stronger direction and oversight regarding how school entities obtain the Classroom Monitor Permit. This recommendation is based on the fact that 28 school entities replying to the questionnaire indicated that they are using classroom monitors, but the Department does not have a record of their permit applications.

- Data further indicates that most school entities that used the Classroom Monitor Permits did so for less than 15 days, with the majority using the permits for one to five days. One reviewer suggested the Department consider reducing the number of days that an individual can serve under a Classroom Monitor Permit to 20 days or less per school year.
- Finally, reviewers suggested that if the Classroom Monitor Permit is continued, the Department should collect more data to examine the permit's effectiveness, as well as collect additional information to determine why school entities in certain counties are using Classroom Monitor Permits more than others.

Conclusion

Overall, analysis of the use of the Classroom Monitor Permit, as well as feedback from the field, strongly suggests that those holding Classroom Monitor Permits filled critical personnel gaps in school districts across the Commonwealth over the last two school years. While the permits are not designed to be a permanent solution to shortages in classroom personnel, evidence suggests the permits should continue while the Department works on longer-term solutions to the teacher shortage.

Appendix A: School Entities that Requested Classroom Monitor Permits During SY2021-22 and SY2022-23 (as of March 31, 2023)

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36. Duquesne City SD 99. Shade-Central City SD
37. East Lycoming SD 100. Shanksville-Stonycreek SD
38. Eastern York SD 101. Shamokin Area SD
39. Executive Education Academy CS 102. South Eastern SD
40. Fairfield Area SD 103. South Middleton SD
41. Ferndale Area SD 104. South Western SD
42. Forbes Road SD 105. South Williamsport Area SD
43. Forest Area SD 106. Southern York County SD
44. Galeton Area SD 107. Tidioute Community CS
45. George Crothers Memorial School 108. Tri-Valley SD

46. Gettysburg Area SD	109. Tuscarora SD
47. Greater Nanticoke Area SD	110. Uniontown Area SD
48. Greenwood SD	111. United SD
49. Hanover Public SD	112. Warrior Run SD
50. Harmony Area SD	113. Warwick SD
51. Hatboro-Horsham SD	114. Wattsburg Area SD
52. Hazleton Area SD	115. Waynesboro Area SD
53. Kane Area SD	116. West Branch Area SD
54. Karns City Area SD	117. West Phila. Achievement CES
55. Kutztown Area SD	118. Westmoreland IU 7
56. Lakeview SD	119. Wilkes-Barre Area SD
57. Lancaster-Lebanon IU 13	120. Williamsburg Community SD
58. Laurel Highlands SD	121. Wilson Area SD
59. Ligonier Valley SD	122. Wissahickon CS
60. Lincoln IU 12	123. Wyoming Area SD
61. Lincoln Leadership Academy CS	124. Young Scholars CS
62. Luzerne IU 18	125. Young Scholars of Central PA CS
63. Manheim Central SD	