

115TH CONGRESS
2D SESSION

S. 3185

To support the preparation and retention of outstanding educators in all fields to ensure a bright future for children and youth in under-resourced and underserved communities in the United States, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JULY 9, 2018

Ms. SMITH introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To support the preparation and retention of outstanding educators in all fields to ensure a bright future for children and youth in under-resourced and underserved communities in the United States, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Addressing Teacher
5 Shortages Act of 2018”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

1 (1) Currently, there are not enough teachers to
2 meet the demand for teachers in all locations and in
3 all fields, creating a teacher shortage. The teacher
4 shortage is a result of growing student enrollment,
5 shrinking pupil-teacher ratios, declining enrollment
6 in teacher preparation programs, and high levels of
7 attrition from the field. Teacher shortages are par-
8 ticularly acute in rural schools and in certain subject
9 areas, such as the fields of STEM, special education,
10 and English as a second language. Additionally,
11 there is a lack of racial diversity in the teaching
12 workforce.

13 (2) Rural schools serve 18 percent of all stu-
14 dents in the United States, including over 9,000,000
15 students in rural public elementary and secondary
16 schools. More than 40 percent of all small, rural
17 local educational agencies in the United States
18 struggle with adequately staffing their schools.
19 These personnel shortages include difficulties both in
20 recruiting and retaining educators. Shortages are es-
21 pecially pronounced in special education and STEM
22 fields, when compared to urban teacher labor mar-
23 kets.

24 (3) Rural communities face unique challenges
25 in recruiting and retaining teachers for reasons such

1 as funding, limited teacher supply, and geographic
2 isolation. Rural schools often experience difficulty
3 hiring and high turnover due to inadequate re-
4 sources, lower salaries, and poor working conditions.

5 (4) The demand for teachers is going unmet in
6 some subject areas more so than others. In 2017–
7 2018, 48 States reported shortages in mathematics,
8 46 in special education, 43 in science, 41 in foreign
9 language, and 31 in English as a second language.

10 (5) Although the share of teachers of color has
11 been increasing, there is a gap in racial diversity be-
12 tween teachers of color who comprise 20 percent of
13 the teacher workforce and students of color who ac-
14 count for 50 percent of students.

15 (6) Data from the 2015–2016 National Teacher
16 and Principal Survey show that millennial teachers
17 are less likely to be racially diverse than the previous
18 generation of Generation X teachers, suggesting that
19 racial diversity in the teaching workforce could be
20 declining in the future.

21 (7) Research shows that better prepared teach-
22 ers stay longer in the profession and are more effec-
23 tive in improving student achievement. For example,
24 an analysis of the nationally representative Schools
25 and Staffing Survey found that new recruits who

1 had a semester or more of practice teaching prior to
2 employment were more than 3 times less likely to
3 leave teaching after a year than those who had no
4 practice teaching.

5 (8) Data from the 2012–2013 Schools and
6 Staffing Survey show that the attrition rate for
7 teachers is approximately 8 percent. It was higher
8 for rural teachers, at 8.4 percent, than for suburban
9 and urban teachers, at 7.3 and 7.9 percent, respec-
10 tively. This high attrition rate is costly for local edu-
11 cational agencies, with the savings of replacing high-
12 er-earning, more experienced teachers mitigated by
13 replacement costs.

14 (9) High-quality mentoring and induction pro-
15 grams can offer support to teacher candidates and
16 novice teachers throughout the teacher preparation
17 and school placement experience, improving the like-
18 lihood that they will complete the training and cer-
19 tification process and remain in the profession. Evi-
20 dence-based mentoring and induction programs have
21 been shown to increase retention, accelerate the pro-
22 fessional learning of novice teachers, and improve
23 student achievement.

24 (10) Teacher residencies create long-term bene-
25 fits for local educational agencies, schools, and stu-

1 dents. Research suggests that residencies bring
2 greater gender and racial diversity into the teaching
3 workforce and have significantly higher retention
4 rates for graduates than traditional preparation pro-
5 grams.

6 (11) Grow Your Own teacher preparation mod-
7 els provide a promising solution for hard-to-staff
8 schools, such as those in rural communities. These
9 models help to recruit graduates of local schools and
10 members of the school’s community into the teach-
11 ing profession.

12 **SEC. 3. DEFINITIONS.**

13 In this Act:

14 (1) GENERAL ESEA DEFINITIONS.—The terms
15 “dual or concurrent enrollment program”, “elemen-
16 tary school”, “local educational agency”, and “sec-
17 ondary school” have the meanings given the terms
18 in section 8101 of the Elementary and Secondary
19 Education Act of 1965 (20 U.S.C. 7801).

20 (2) 2+2 PROGRAM.—The term “2+2 program”
21 means a partnership between a junior or community
22 college, as defined in section 312 of the Higher Edu-
23 cation Act of 1965 (20 U.S.C. 1058), and a 4-year
24 degree-granting institution of higher education in
25 which teacher candidates can begin teacher prepara-

1 tion in the junior or community college and fully
2 transfer their credits to the 4-year institution of
3 higher education, where the students complete their
4 teacher preparation.

5 (3) CERTIFIED TEACHER.—The term “certified
6 teacher” means an individual who possesses a docu-
7 ment certifying that the individual has met the full
8 requirements of a State for employment as a teacher
9 in the public schools of that State.

10 (4) ELIGIBLE ENTITY.—The term “eligible enti-
11 ty” means a local educational agency (or a consor-
12 tium of such agencies) partnering with one or more
13 institutions of higher education.

14 (5) GROW YOUR OWN PROGRAM.—The term
15 “Grow Your Own program” means a program that
16 works to recruit graduates of local schools and mem-
17 bers of the school’s community into the teaching
18 profession of a school.

19 (6) HISTORICALLY BLACK COLLEGE OR UNI-
20 VERSITY.—The term “historically Black college or
21 university” has the meaning given the term “part B
22 institution” under section 322 of the Higher Edu-
23 cation Act of 1965 (20 U.S.C. 1061).

24 (7) INDUCTION PROGRAM.—The term “induc-
25 tion program” has the meaning given the term in

1 section 200(14) of the Higher Education Act of
2 1965 (20 U.S.C. 1021(14)), except that—

3 (A) the high-quality and structured teacher
4 mentoring component described in subpara-
5 graph (A) of such section shall be led by a
6 qualified mentor who teaches in the same or
7 similar field, grade, or subject as the mentee;

8 (B) the opportunities for new teachers de-
9 scribed in subparagraph (D) of such section
10 shall include opportunities for observation of,
11 and feedback from, teacher mentors, faculty,
12 and researchers;

13 (C) the faculty included in the program, as
14 described in subparagraph (F) of such section,
15 shall also model personalized instruction;

16 (D) the interdisciplinary collaboration de-
17 scribed in subparagraph (G) of such section
18 shall include preparation regarding the develop-
19 ment, analysis, and use of formative, interim,
20 and summative assessments;

21 (E) the assistance provided under subpara-
22 graph (H) of such section with respect to stu-
23 dent achievement data shall also include assist-
24 ance with understanding classroom engagement
25 data (such as attendance and discipline rates

1 and other measures of school climate), and with
2 understanding the applicability of both types of
3 data to classroom instruction and design; and

4 (F) the observation and evaluation oppor-
5 tunities under subparagraph (I) of such section
6 shall be conducted in order to inform efforts to
7 support new teachers and improve their prac-
8 tice.

9 (8) INSTITUTION OF HIGHER EDUCATION.—The
10 term “institution of higher education” has the
11 meaning given the term in section 101(a) of the
12 Higher Education Act of 1965 (20 U.S.C. 1001(a)).

13 (9) QUALIFIED MENTOR TEACHER.—The term
14 “qualified mentor teacher” means an educator
15 who—

16 (A) meets a minimum set of qualification
17 standards based in part on State-determined
18 measures of teacher effectiveness; and

19 (B) is selected by the grantee to—

20 (i) host a teacher candidate mentee
21 during clinical practice or residency in the
22 classroom of the educator during a teacher
23 preparation program, or provide induction
24 support to a newly certified teacher mentee
25 during the first 2 years of employment

1 after completion of a teacher preparation
2 program (including clinical practice);

3 (ii) provide supports for a teacher
4 candidate mentee during clinical practice
5 or a teacher residency program, or a begin-
6 ning teacher mentee during an induction
7 program, including information on the re-
8 sources and supports based at the school
9 and the local educational agency serving
10 the school;

11 (iii) establish a role model relationship
12 for a mentee;

13 (iv) observe the mentee’s teaching
14 methods in classroom settings and be ob-
15 served modeling best practices;

16 (v) provide mentoring to a mentee
17 teaching in the same field, grade, or sub-
18 ject; and

19 (vi) promote empirically-based prac-
20 tice of, and scientifically valid research on,
21 where applicable—

22 (I) teaching and learning;

23 (II) assessment of student learn-
24 ing;

1 (III) the development of teaching
2 skills through the use of instructional
3 and behavioral interventions; and

4 (IV) the improvement of the ca-
5 pacity of the mentees to create inclu-
6 sive learning environments and meas-
7 urably advance student learning
8 among diverse learners.

9 (10) RURAL AREA.—The term “rural area” has
10 the meaning given the term in section 343(a)(13)(A)
11 of the Consolidated Farm and Rural Development
12 Act (7 U.S.C. 1991(a)(13)(A)).

13 (11) RURAL SCHOOL DISTRICT.—The term
14 “rural school district” means a school district that
15 serves one or more schools located in a rural area.

16 (12) SECRETARY.—The term “Secretary”
17 means the Secretary of Education.

18 (13) STEM.—The term “STEM” means
19 science, technology, engineering, and mathematics.

20 (14) TEACHING RESIDENCY PROGRAM.—The
21 term “teaching residency program” has the meaning
22 given the term in section 200 of the Higher Edu-
23 cation Act of 1965 (20 U.S.C. 1021), except that
24 such term shall not include the requirement that the
25 prospective teacher acquire a master’s degree prior

1 to completion of the program, but instead shall earn
2 a bachelor's or a master's degree prior to completion
3 of the program.

4 **SEC. 4. ADDRESSING TEACHER SHORTAGES PROGRAM.**

5 (a) ADDRESSING TEACHER SHORTAGES PROGRAM
6 ESTABLISHED.—

7 (1) GRANTS AUTHORIZED.—

8 (A) IN GENERAL.—From amounts made
9 available to carry out this Act, the Secretary
10 shall establish an Addressing Teacher Short-
11 ages Program, through which the Secretary
12 shall award grants, on a competitive basis, to
13 eligible entities to enable the eligible entities to
14 carry out activities described in subsection (d)
15 in continuous consultation with the schools
16 served by the eligible entity.

17 (B) PLANNING GRANTS.—Notwithstanding
18 subparagraph (A), the Secretary may use funds
19 made available under this section, and not re-
20 quired for purposes of subsection (c)(2), to
21 award, on a competitive basis, 1-year planning
22 grants to eligible entities that have not received
23 grants under subparagraph (A), to assist with
24 the costs of preparing and submitting an appli-
25 cation under subsection (b).

1 (2) DURATION.—A grant awarded under para-
2 graph (1)(A)—

3 (A) shall be for a period of at least 5
4 years; and

5 (B) may be renewed if the eligible entity
6 demonstrates sufficient positive outcomes as de-
7 scribed in section 5 and evidence of potential
8 for continued success in achieving the goals of
9 the initial grant.

10 (b) APPLICATION.—

11 (1) IN GENERAL.—An eligible entity desiring a
12 grant under subsection (a)(1)(A) shall submit an ap-
13 plication to the Secretary at such time, in such man-
14 ner, and containing such information as the Sec-
15 retary may require.

16 (2) CONTENTS.—An application submitted
17 under paragraph (1) shall—

18 (A) describe the selected activities de-
19 scribed in subsection (d) for which assistance
20 under this section is sought;

21 (B) include a description of the evaluation
22 plan required under section 5;

23 (C) provide such additional assurances as
24 the Secretary determines to be essential to en-

1 sure compliance with the requirements of this
2 Act; and

3 (D) if seeking support for a teaching resi-
4 dency program, demonstrate that the institution
5 of higher education that is a partner in the eli-
6 gible entity is approved to prepare candidates
7 for State teaching licensure or certification.

8 (c) AWARD BASIS.—

9 (1) IN GENERAL.—The Secretary shall deter-
10 mine the minimum number, and the dollar amount,
11 of grants provided under this section based on the
12 amount made available under section 7.

13 (2) AWARD BASIS.—In awarding grants under
14 this section, the Secretary shall—

15 (A) reserve 5 percent of the grant funds
16 available to carry out this section for the Sec-
17 retary of the Interior, to enable the Secretary
18 of the Interior to carry out the purposes of this
19 Act in schools supported by the Bureau of In-
20 dian Education; and

21 (B) use, from the amount remaining after
22 the application of subparagraph (A) and to the
23 extent practicable based on the applications re-
24 ceived under subsection (b)—

1 (i) not less than 25 percent of the re-
2 maining amount to address teacher short-
3 age challenges in local educational agencies
4 serving rural areas;

5 (ii) not less than 25 percent of the re-
6 maining amount to address shortages in
7 high-need subject areas; and

8 (iii) not less than 25 percent of the
9 grant funds available to diversify the
10 teaching workforce.

11 (3) PRIORITY.—

12 (A) IN GENERAL.—Subject to subpara-
13 graph (B), in evaluating applications for grants
14 under subsection (a)(1)(A), the Secretary shall
15 provide a competitive priority for applications
16 proposing programs that will—

17 (i) address the shortages described in
18 clauses (i) and (ii) of paragraph (2)(B);
19 and

20 (ii) include partnerships with minor-
21 ity-serving institutions, such as historically
22 Black colleges and universities, Hispanic-
23 serving institutions (as defined in section
24 502 of the Higher Education Act of 1965
25 (20 U.S.C. 1101a)), or Tribal Colleges and

1 Universities (as defined in section 316 of
2 such Act (20 U.S.C. 1059c)).

3 (B) PRIORITY FOR TEACHING RESIDENCY
4 AND GROW YOUR OWN PROGRAMS.—In review-
5 ing applications for grants under subsection
6 (a)(1)(A) that propose to cover costs associated
7 with teaching residency programs or Grow Your
8 Own programs, the Secretary shall provide a
9 competitive priority to eligible entities that pro-
10 pose to carry out a program designed to pre-
11 pare, for teaching licensure or certification, in-
12 dividuals who, as of the date of the individuals'
13 application or acceptance into the program—

14 (i) are employed by a local educational
15 agency participating in the eligible entity
16 as a paraprofessional, substitute teacher,
17 or other employee of the school community;
18 and

19 (ii) have been so employed for not less
20 than 3 years.

21 (d) USE OF FUNDS.—A recipient of a grant under
22 subsection (a)(1)(A) shall use grant funds for not less
23 than one of the following activities:

24 (1) Establishing or expanding teaching resi-
25 dency programs, which may include covering—

1 (A) all or part of a resident's tuition in ex-
2 change for a commitment to teach in the com-
3 munity for a minimum of 3 years;

4 (B) resident salaries;

5 (C) mentor teacher incentives;

6 (D) facilities or infrastructure for a dis-
7 tance learning classroom within the school for
8 onsite coursework and practical learning; and

9 (E) any other purpose that the Secretary
10 determines appropriate.

11 (2) Establishing or expanding a teacher mentor
12 program, which may include providing a training
13 program or endorsement for school-based mentor
14 teachers.

15 (3) Establishing or expanding a Grow Your
16 Own program.

17 (4) Establishing or expanding a 2+2 program.

18 (5) Establishing or expanding a program at an
19 institution of higher education that encourages stu-
20 dents majoring in STEM fields to take courses in
21 education.

22 (6) Establishing or expanding teacher prepara-
23 tion pathways in secondary schools.

1 (7) Establishing or expanding other evidence-
2 based strategies to increase teacher retention and
3 support teachers, including—

4 (A) increasing access to, and the effective
5 use of, technology for the purpose of providing
6 professional development to educators in rural
7 or remote areas;

8 (B) supporting teachers in fulfilling addi-
9 tional credit requirements needed for a teacher
10 to—

11 (i) become licensed or certified in ad-
12 ditional subject areas;

13 (ii) earn an additional qualification or
14 licensure or certification endorsement that
15 meets a specific need of the school in
16 which the teacher is employed;

17 (iii) earn additional qualifications to
18 obtain National Board Certification; or

19 (iv) qualify to teach Advanced Place-
20 ment, International Baccalaureate, or dual
21 or concurrent enrollment programs;

22 (C) providing opportunities for career ad-
23 vancement that offer increased pay for teachers
24 who demonstrate expertise and take on addi-
25 tional leadership roles;

1 (D) establishing induction programs for
2 novice teachers during their first 2 years in the
3 profession;

4 (E)(i) providing tuition assistance, a sti-
5 pend, or a housing allowance during student
6 teaching to student teachers participating in the
7 program who commit to teaching placements
8 that would address any of the shortages de-
9 scribed in clauses (i) or (ii) of subsection
10 (c)(2)(B); and

11 (ii) if the eligible entity chooses to do so,
12 and only after assisting student teachers under
13 clause (i), providing a stipend or housing allow-
14 ance to teachers in their first or second year of
15 teaching who commit to teaching placements
16 that would address any of the shortages de-
17 scribed in clauses (i) or (ii) of subsection
18 (c)(2)(B); or

19 (F) providing professional development for
20 school administrators focusing on teacher lead-
21 ership or teacher retention.

22 (e) MATCHING FUNDS.—

23 (1) IN GENERAL.—An eligible entity that re-
24 ceives a grant under subsection (a)(1)(A) shall pro-
25 vide, toward the cost of the activities assisted under

1 the grant and from non-Federal sources, an amount
2 equal to or greater than the amount of the grant,
3 subject to paragraph (2).

4 (2) REDUCTION OR WAIVER OF MATCHING
5 FUNDS.—If the Secretary determines necessary
6 based on the economic condition of the eligible enti-
7 ty, the Secretary may—

8 (A) determine that a lesser matching
9 amount than described in paragraph (1) is re-
10 quired, based on a sliding scale; or

11 (B) waive the requirements of paragraph
12 (1).

13 (f) DESIGNATED PERSONNEL FOR UNDER-
14 RESOURCED APPLICATIONS.—The Secretary shall des-
15 ignate not less than 1 employee who, during and preceding
16 the application period for a grant under this Act, will ex-
17 clusively support under-resourced eligible entities with the
18 preparation of grant applications under subsection
19 (a)(1)(A).

20 **SEC. 5. EVALUATION AND REPORTING.**

21 (a) EVALUATION.—Each entity submitting an appli-
22 cation for a grant under section 4(a)(1)(A) shall establish,
23 and include in such application, an evaluation plan that
24 includes relevant and measurable performance objectives.

1 At a minimum, the plan shall include objectives and meas-
2 ures for—

3 (1) educator retention rates in the first 3 and
4 5 years for teachers, principals, and other educators
5 participating in the program supported under the
6 grant;

7 (2)(A) pass rates and scaled scores for initial
8 State licensure or certification of teachers for par-
9 ticipating teachers; or

10 (B) pass rates and average scores on valid and
11 reliable teacher performance assessments for partici-
12 pating teachers;

13 (3) the number of participating teachers, prin-
14 cipals, and other educators who are hired by the
15 high-need local educational agency;

16 (4) the percentage of participating teachers,
17 principals, and other educators who are members of
18 underrepresented groups;

19 (5) the percentage of participating teachers who
20 teach high-need fields or academic subject areas
21 such as STEM fields, language instruction edu-
22 cational programs for limited English proficient stu-
23 dents, and special education; and

24 (6) the percentage of participating teachers and
25 other educators who teach in high-need schools,

1 disaggregated by the elementary school and sec-
2 ondary school levels.

3 (b) REPORTING.—

4 (1) ELIGIBLE ENTITY REPORTS.—

5 (A) IN GENERAL.—At the end of the third
6 year and the fifth year of a grant awarded
7 under section 4(a)(1)(A), each eligible entity re-
8 ceiving such grant shall prepare and submit to
9 the Secretary a report regarding the program
10 carried out under this Act, including the pro-
11 gram's performance with respect to the objec-
12 tives and measures described in subsection (a).

13 (B) ADDITIONAL REPORTS.—In the case of
14 an eligible entity whose grant under section
15 4(a)(1)(A) was renewed or was for an initial pe-
16 riod of more than 5 years, the eligible entity
17 shall submit a report described in subparagraph
18 (A) on an annual basis for each year of the re-
19 newal or each year after the fifth year of the
20 grant, respectively.

21 (2) SECRETARY REPORTS.—By not later than 2
22 years after the date of enactment of this Act, and
23 every 2 years thereafter, the Secretary shall submit
24 a report to the Committee on Health, Education,
25 Labor, and Pensions of the Senate and the Com-

1 mittee on Education and the Workforce of the
2 House of Representatives about the strengths and
3 weaknesses of the grant program carried out under
4 section 4.

5 **SEC. 6. SENSE OF THE SENATE.**

6 It is the sense of the Senate that teaching should be
7 formally recognized as a career pathway that is part of
8 career and technical education, as defined in section 3 of
9 the Carl D. Perkins Career and Technical Education Act
10 of 2006 (20 U.S.C. 2302), allowing early career pathway
11 programs in education (especially in STEM education) to
12 be eligible for funds available through programs that sup-
13 port career and technical education.

14 **SEC. 7. AUTHORIZATION OF APPROPRIATIONS.**

15 There is authorized to be appropriated to carry out
16 this Act such sums as may be necessary for each of fiscal
17 years 2019 through 2025.

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