

105TH CONGRESS  
2D SESSION

# S. 2209

To reduce class size in the early grades and to provide for teacher quality improvement.

---

## IN THE SENATE OF THE UNITED STATES

JUNE 24, 1998

Mrs. MURRAY (for herself, Mr. KENNEDY, Mr. DODD, Mr. DASCHLE, Ms. MOSELEY-BRAUN, Mrs. BOXER, Mr. LEVIN, Mr. ROBB, Mr. LIEBERMAN, Mr. REED, Mr. LAUTENBERG, Ms. LANDRIEU, Mr. TORRICELLI, Mr. BRYAN, Mr. KERRY, Mr. AKAKA, Mr. GLENN, Mr. BINGAMAN, and Ms. MIKULSKI, introduced the following bill; which was read twice and referred to the Committee on Labor and Human Resources

---

## A BILL

To reduce class size in the early grades and to provide for teacher quality improvement.

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 “Class-Size Reduction  
5       and Teacher Quality Act of 1998”.

6       **SEC. 2. FINDINGS.**

7       Congress finds as follows:

1           (1) Rigorous research has shown that students  
2 attending small classes in the early grades make  
3 more rapid educational progress than students in  
4 larger classes, and that these achievement gains per-  
5 sist through at least the elementary grades.

6           (2) The benefits of smaller classes are greatest  
7 for lower achieving, minority, poor, and inner-city  
8 children. One study found that urban fourth-graders  
9 in smaller-than-average classes were  $\frac{3}{4}$  of a school  
10 year ahead of their counterparts in larger-than-aver-  
11 age classes.

12           (3) Teachers in small classes can provide stu-  
13 dents with more individualized attention, spend more  
14 time on instruction and less on other tasks, cover  
15 more material effectively, and are better able to  
16 work with parents to further their children's edu-  
17 cation.

18           (4) Smaller classes allow teachers to identify  
19 and work more effectively with students who have  
20 learning disabilities and, potentially, can reduce  
21 those students' need for special education services in  
22 the later grades.

23           (5) Students in smaller classes are able to be-  
24 come more actively engaged in learning than their  
25 peers in large classes.

1           (6) Efforts to improve educational achievement  
2           by reducing class sizes in the early grades are likely  
3           to be more successful if—

4                   (A) well-prepared teachers are hired and  
5                   appropriately assigned to fill additional class-  
6                   room positions; and

7                   (B) teachers receive intensive, continuing  
8                   training in working effectively in smaller class-  
9                   room settings.

10           (7) Several States have begun a serious effort  
11           to reduce class sizes in the early elementary grades,  
12           but these actions may be impeded by financial limi-  
13           tations or difficulties in hiring well-prepared teach-  
14           ers.

15           (8) The Federal Government can assist in this  
16           effort by providing funding for class-size reductions  
17           in grades 1 through 3, and by helping to ensure that  
18           the new teachers brought into the classroom are well  
19           prepared.

20 **SEC. 3. PURPOSE.**

21           The purpose of this Act is to help States and local  
22           educational agencies recruit, train, and hire 100,000 addi-  
23           tional teachers over a 7-year period in order to—

1           (1) reduce class sizes nationally, in grades 1  
2           through 3, to an average of 18 students per class-  
3           room; and

4           (2) improve teaching in the early grades so that  
5           all students can learn to read independently and well  
6           by the end of the third grade.

7 **SEC. 4. PROGRAM FUNDING.**

8           For the purpose of carrying out this Act, there are  
9           authorized to be appropriated, and are appropriated out  
10          of any funds in the Treasury not otherwise appropriated,  
11          \$1,100,000,000 for fiscal year 1999, \$1,300,000,000 for  
12          fiscal year 2000, \$1,500,000,000 for fiscal year 2001,  
13          \$1,700,000,000 for fiscal year 2002, \$1,735,000,000 for  
14          fiscal year 2003, \$2,300,000,000 for fiscal year 2004, and  
15          \$2,800,000,000 for each of the fiscal years 2005 through  
16          2008.

17 **SEC. 5. ALLOTMENT TO STATES.**

18          (a) RESERVATION FOR EVALUATION.—From the  
19          amount appropriated by section 4 for each fiscal year, the  
20          Secretary may reserve not more than \$2,000,000 to carry  
21          out the evaluation described in section 14.

22          (b) RESERVATION FOR THE OUTLYING AREAS AND  
23          THE BUREAU OF INDIAN AFFAIRS.—From the amount  
24          appropriated by section 4 and remaining after reserving  
25          funds under subsection (a) for each fiscal year, the Sec-

1 retary shall reserve a total of not more than 1 percent  
2 to make payments, on the basis of their respective needs  
3 for assistance under this Act, to—

4           (1) American Samoa, Guam, the United States  
5 Virgin Islands, and the Commonwealth of the North-  
6 ern Mariana Islands for activities that are approved  
7 by the Secretary and consistent with the purposes of  
8 this Act; and

9           (2) the Secretary of the Interior for activities  
10 that are approved by the Secretary and consistent  
11 with the purposes of this Act, in schools operated or  
12 supported by the Bureau of Indian Affairs.

13 (c) ALLOTMENT TO STATES.—

14           (1) IN GENERAL.—From the amount appro-  
15 priated by section 4 and remaining after reserving  
16 funds under subsections (a) and (b) for each fiscal  
17 year, the Secretary shall allot to each State an  
18 amount that bears the same relationship to the re-  
19 maining amount as the amount of funding the State  
20 received under section 1122 of the Elementary and  
21 Secondary Education Act of 1965 for the previous  
22 fiscal year bears to the total amount available for al-  
23 location under that section for the previous fiscal  
24 year.

1           (2) REALLOTMENT.—If any State chooses not  
2           to participate in the program under this Act, or fails  
3           to submit an approvable application, the Secretary  
4           shall reallocate the State’s allotment to the remaining  
5           States, in accordance with paragraph (1).

6 **SEC. 6. APPLICATIONS.**

7           (a) APPLICATION REQUIRED.—The State educational  
8           agency of each State desiring to receive an allotment  
9           under this Act shall submit an application to the Secretary  
10          at such time, in such form, and containing such informa-  
11          tion as the Secretary may require.

12          (b) CONTENTS.—Each application shall include—

13               (1) the State’s goals for using funds under this  
14               Act to reduce average class sizes in regular class-  
15               rooms in grades 1 through 3, including—

16                       (A) a description of current class sizes in  
17                       regular classrooms in the local educational  
18                       agencies of the State;

19                       (B) a description of the State’s plan for  
20                       using funds under this Act to reduce the aver-  
21                       age class size in regular classrooms in those  
22                       grades; and

23                       (C) the class-size goals in regular class-  
24                       rooms the State intends to reach and a jus-  
25                       tification for those goals;

1           (2) a description of the State educational agen-  
2           cy's plan for allocating program funds within the  
3           State, including—

4                   (A) an estimate of the impact of those allo-  
5                   cations on class sizes in the individual local  
6                   educational agencies of the State;

7                   (B) an assurance that the State edu-  
8                   cational agency will make the plan public within  
9                   the State; and

10                  (C) a description of the current and pro-  
11                  jected capacity of the State's school facilities to  
12                  accommodate reduced class sizes;

13           (3) a description of the State educational agen-  
14           cy's strategy for improving teacher quality in grades  
15           1 through 3 within the State (which may be part of  
16           a broader strategy to improve teacher quality gen-  
17           erally), including—

18                   (A) the actions the State educational agen-  
19                   cy will take to ensure the availability, within the  
20                   State, of a pool of well-prepared teachers to fill  
21                   the positions created with funds under this Act;  
22                   and

23                   (B) a description of how the State edu-  
24                   cational agency and the local educational agen-  
25                   cies in the State will ensure that—

1 (i) individuals hired for positions cre-  
2 ated with funds provided under this Act  
3 (which may include individuals who have  
4 pursued alternative routes to certification  
5 or licensure) will meet all of the State's re-  
6 quirements for full certification or licen-  
7 sure, or will be making satisfactory  
8 progress toward achieving full certification  
9 or licensure within 3 years of such hiring;

10 (ii) teachers in first through third  
11 grade will be prepared to teach reading ef-  
12 fectively to all children, including those  
13 with special needs, and will take part in  
14 continuing professional development in ef-  
15 fective reading instruction and in teaching  
16 effectively in small classes; and

17 (iii) individuals hired as beginning  
18 teachers in first through third grade will  
19 be required to pass a teacher competency  
20 test selected by the State;

21 (4) a description of how the State will use other  
22 funds, including other Federal funds, to improve  
23 teacher quality and reading achievement within the  
24 State;

1           (5) a description of how the State will hold local  
2           educational agencies that use a significant portion of  
3           the grant funds made available under section  
4           9(a)(2)(B) accountable for that use of funds;

5           (6) an assurance that the local educational  
6           agency and the schools served by the local edu-  
7           cational agency will comply with the requirements of  
8           subsections (a) and (b) of section 12; and

9           (7) an assurance that the State educational  
10          agency will submit such reports and information as  
11          the Secretary may reasonably require.

12          (c) APPROVAL OF APPLICATIONS.—The Secretary  
13          shall approve a State educational agency’s application if  
14          the application meets the requirements of this section and  
15          holds reasonable promise of achieving the purposes of this  
16          Act.

17          **SEC. 7. WITHIN-STATE ALLOCATIONS.**

18          (a) STATE-LEVEL EXPENSES.—Each State may use  
19          not more than a total of  $\frac{1}{2}$  of 1 percent of the amount  
20          the State receives under this Act, or \$50,000, whichever  
21          is greater, for a fiscal year, for the administrative costs  
22          of the State educational agency and for State-level activi-  
23          ties described in section 8.

24          (b) GRANTS TO LOCAL EDUCATIONAL AGENCIES.—

1           (1) ALLOCATION.—Each State educational  
2 agency shall use the amount allotted to the State  
3 and not reserved under subsection (a) for a fiscal  
4 year to make grants to local educational agencies,  
5 for the purpose of reducing class size and improving  
6 instruction in grades 1 through 3, on the basis of—

7                   (A) current or projected class sizes in reg-  
8 ular classrooms in grades 1 through 3 in the  
9 local educational agencies; and

10                   (B) the relative ability and effort of the  
11 local educational agencies to finance class-size  
12 reductions with funds provided by the local edu-  
13 cational agencies.

14           (2) MANNER.—Each State shall award the  
15 grants described in paragraph (1) in such a manner  
16 as to enable local educational agencies to reduce  
17 their average class sizes in regular classrooms, in  
18 grades 1 through 3, to the average class size pro-  
19 posed in the State application.

20           (3) SPECIAL RULE.—Notwithstanding para-  
21 graph (1), each State shall ensure, in awarding  
22 grant funds under this subsection for a fiscal year,  
23 that each local educational agency in the State, in  
24 which at least 30 percent of the children served by  
25 the agency are from low-income families, or in which

1 there are at least 10,000 children from such fami-  
2 lies, receives not less than the amount that bears the  
3 same relation to the grant funds as the amount the  
4 local educational agency received of the State's allo-  
5 cation under section 1122 of the Elementary and  
6 Secondary Education Act of 1965 for the preceding  
7 fiscal year bears to the amount all local educational  
8 agencies in the State received under such section for  
9 such preceding year.

10 (c) MAINTENANCE OF EFFORT.—

11 (1) IN GENERAL.— A local educational agency  
12 may receive grant funds under this section for any  
13 fiscal year only if the local educational agency sub-  
14 mits to, or has on file with, the State educational  
15 agency an assurance that the local educational agen-  
16 cy will spend at least as much funding from non-  
17 Federal sources as the local educational agency  
18 spent in the previous year for the combination of—

19 (A) teachers in regular classrooms in  
20 grades 1 through 3 in schools receiving assist-  
21 ance under this Act; and

22 (B) the quality-improvement activities de-  
23 scribed in section 9(b).

24 (2) WAIVER OR MODIFICATION.—The Secretary  
25 may waive or modify the requirement of paragraph

1 (1) for a local educational agency if the Secretary  
2 determines that doing so would be equitable due to  
3 exceptional or uncontrollable circumstances affecting  
4 that agency.

5 **SEC. 8. STATE-LEVEL ACTIVITIES.**

6 Each State educational agency may use the funds the  
7 State educational agency reserves for State-level activities  
8 under section 7(a) to carry out activities described in the  
9 agency's application, which may include activities such  
10 as—

11 (1) strengthening State teacher certification or  
12 licensure standards;

13 (2) developing or strengthening, and admin-  
14 istering, teacher competency tests for beginning  
15 teachers; and

16 (3) program monitoring and other administra-  
17 tive costs associated with operating the program  
18 under this Act.

19 **SEC. 9. LOCAL USES OF FUNDS.**

20 (a) IN GENERAL.—

21 (1) CLASS SIZE REDUCTIONS.—Except as pro-  
22 vided in paragraph (2), each local educational agen-  
23 cy shall use all the grant funds the agency receives  
24 from the State under this Act that are not reserved  
25 under subsection (b), to pay the Federal share of the

1 costs for the salaries of, and benefits for, the addi-  
2 tional teachers needed to reduce class sizes in grades  
3 1 through 3 to the level set by the State as the  
4 State's goal in the State application.

5 (2) ADDITIONAL TEACHER LEVEL ACHIEVED.—

6 A local educational agency that has reached the level  
7 described in paragraph (1) may use the grant funds  
8 received from the State under this Act and not re-  
9 served under subsection (b) to pay the Federal share  
10 of the costs of—

11 (A) making further class-size reductions in  
12 grades 1 through 3;

13 (B) reducing class sizes in kindergarten or  
14 other grades; or

15 (C) undertaking quality-improvement ac-  
16 tivities under subsection (b).

17 (b) QUALITY IMPROVEMENT RESERVATION.—

18 (1) IN GENERAL.—Each local educational agen-  
19 cy shall reserve not less than 10 percent of the grant  
20 funds the agency receives under this Act for each of  
21 the fiscal years 1999 through 2003 to pay the Fed-  
22 eral share of the costs of carrying out activities to  
23 ensure teachers who will teach smaller classes are  
24 prepared to teach reading and other subjects effec-  
25 tively in a smaller class setting.

1           (2) ACTIVITIES.—The activities described in  
2 paragraph (1) may include—

3           (A) training teachers in effective reading  
4 instructional practices (including practices for  
5 teaching students who experience initial dif-  
6 ficulty in learning to read) and in effective in-  
7 structional practices in small classes;

8           (B) paying the costs for uncertified or un-  
9 licensed teachers hired to teach grades 1  
10 through 3, to obtain full certification or licen-  
11 sure within 3 years of such hiring;

12           (C) providing mentors or other support for  
13 teachers in grades 1 through 3;

14           (D) improving recruitment of teachers for  
15 schools that have a particularly difficult time  
16 hiring certified or licensed teachers; and

17           (E) providing scholarships or other aid for  
18 education and education-related expenses to  
19 paraprofessionals or undergraduate students in  
20 order to expand the pool of well-prepared, and  
21 certified or licensed, teachers.

22 **SEC. 10. COST-SHARING REQUIREMENT.**

23           (a) FEDERAL SHARE.—The Federal share shall be  
24 not more than—

1           (1) 100 percent for local educational agencies  
2           with child poverty levels greater than or equal to 40  
3           percent;

4           (2) 95 percent for local educational agencies  
5           with child poverty rates greater than or equal to 30  
6           percent but less than 40 percent;

7           (3) 85 percent for local educational agencies  
8           with child poverty rates greater than or equal to 20  
9           percent but less than 30 percent;

10          (4) 75 percent for local educational agencies  
11          with child poverty rates greater than or equal to 10  
12          percent but less than 20 percent; and

13          (5) 65 percent for local educational agencies  
14          with child poverty rates less than 10 percent.

15          (b) LOCAL SHARE.—A local educational agency shall  
16          provide the non-Federal share of activities assisted under  
17          this Act through cash expenditures from non-Federal  
18          sources, except that if an agency has allocated funds under  
19          section 1113(e) of the Elementary and Secondary Edu-  
20          cation Act of 1965 to 1 or more schoolwide programs  
21          under section 1114 of that Act, the agency may use those  
22          funds for the non-Federal share of activities under this  
23          program that benefit those schoolwide programs, to the  
24          extent consistent with section 1120A(e) of that Act and  
25          notwithstanding section 1114(a)(3)(B) of that Act.

1 **SEC. 11. CARRYOVER OF FUNDS.**

2 Notwithstanding any other provision of law, any  
3 funds received under this Act by a State or by a local edu-  
4 cational agency shall remain available for obligation and  
5 expenditure by the State or local educational agency for  
6 1 fiscal year beyond the succeeding fiscal year described  
7 in section 421(b) of the General Education Provisions Act.

8 **SEC. 12. ACCOUNTABILITY.**

9 (a) SCHOOL REPORT.—Each school benefiting from  
10 the program under this Act, or the local educational agen-  
11 cy serving that school, shall produce an annual report to  
12 parents and the general public, regarding student achieve-  
13 ment in reading for students served by the school or agen-  
14 cy, respectively (using available evidence of reading  
15 achievement of the students in grades 1 through 5 and  
16 the assessments the State uses under part A of title I of  
17 the Elementary and Secondary Education Act of 1965,  
18 disaggregated as required under that part), average class  
19 size in the regular classrooms of the school or schools  
20 served by the agency, respectively, and teacher certifi-  
21 cation or licensure and related academic qualifications for  
22 teachers in grades 1 through 3 in the school or the schools  
23 served by the agency, respectively.

24 (b) LOCAL EDUCATIONAL AGENCY REPORTS.—

25 (1) INTERIM REPORTS.—Each local educational  
26 agency shall provide each year, to the State edu-

1        cational agency, a report summarizing the informa-  
2        tion reported by, or for, the schools served by the  
3        agency, under subsection (a).

4            (2) SUBSEQUENT REPORTS.—Within 3 years of  
5        receiving funding under this Act, and each year  
6        thereafter, each local educational agency shall pro-  
7        vide evidence, to the State educational agency, of the  
8        reading achievement of students, in grade 3, 4, or  
9        5 in schools served under this Act, which shall be—

10            (A) in a form determined by the State edu-  
11        cational agency;

12            (B) based on the assessments that the  
13        local educational agency is using under part A  
14        of title I of the Elementary and Secondary  
15        Education Act of 1965, or on comparably rigor-  
16        ous State or local assessments; and

17            (C) disaggregated to show the achievement  
18        of students in individual schools and of students  
19        separately by race and by gender, as well as for  
20        students with disabilities, students with limited  
21        English proficiency, migrant students, and stu-  
22        dents who are economically disadvantaged.

23            (c) PROGRAM IMPROVEMENT PLAN.—A local edu-  
24        cational agency with schools that fail to show improvement  
25        in reading achievement within 3 years of receiving funds

1 under this Act shall, with the approval of the State edu-  
2 cational agency, develop and implement a program im-  
3 provement plan, to improve student performance.

4 (d) **REDUCED LOCAL ALLOCATIONS.**—If a school  
5 participating in the program under this Act fails to show  
6 improvement in the reading achievement of students in the  
7 school within 2 years after the fiscal year for which the  
8 local educational agency develops a plan under subsection  
9 (b), the State educational agency shall reduce the amount  
10 made available under this Act, for each fiscal year suc-  
11 ceeding the fiscal year for which the determination is  
12 made, to that local educational agency by an amount equal  
13 to the amount made available under this Act, for the fiscal  
14 year for which the determination is made, to that school.  
15 The State educational agency shall continue to so reduce  
16 the amount made available under this Act to that school  
17 until the school demonstrates improvement in the reading  
18 achievement of students in the school in accordance with  
19 the plan.

20 **SEC. 13. PARTICIPATION OF PRIVATE SCHOOL TEACHERS.**

21 Each local educational agency receiving funds under  
22 this Act shall, after timely and meaningful consultation  
23 with appropriate private school officials, provide for the  
24 inclusion (in a manner proportionate to the number of  
25 children residing in the area served by the agency's project

1 under this Act who attend private schools) of private  
2 school teachers in the professional development activities  
3 the agency and the schools served by the agency carry out  
4 with the funds.

5 **SEC. 14. EVALUATION.**

6 Using funds reserved under section 5(a), the Sec-  
7 retary shall carry out an evaluation of the program au-  
8 thorized by this Act, including a measurement of the pro-  
9 gram's effectiveness in accordance with the amendments  
10 made by the Government Performance and Results Act  
11 of 1993.

12 **SEC. 15. WAIVERS.**

13 The Secretary may, at the request of a State edu-  
14 cational agency, waive or modify a requirement of this Act  
15 if the Secretary determines that such requirement impedes  
16 the ability of the State to carry out the purpose of this  
17 Act and that providing such a waiver or modification will  
18 better promote the purpose of this Act.

19 **SEC. 16. DEFINITIONS.**

20 In this Act:

21 (1) LOCAL EDUCATIONAL AGENCY.—The term  
22 “local educational agency” has the meaning given  
23 that term in subparagraphs (A) and (B) of section  
24 14101(18) of the Elementary and Secondary Edu-  
25 cation Act of 1965.

1           (2) SECRETARY.—The term “Secretary” means  
2           the Secretary of Education.

3           (3) STATE.—The term “State” means each of  
4           the several States of the United States, the District  
5           of Columbia, and the Commonwealth of Puerto Rico.

○