

Mr. DODD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

EXTENSION OF MORNING BUSINESS

Mr. DODD. Mr. President, I ask unanimous consent that morning business be extended until 11:30 a.m., with Senators permitted to speak for up to 5 minutes each. That is on behalf of the majority leader.

The PRESIDING OFFICER. Is there objection?

Without objection, it is so ordered.

Mr. DODD. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. BURNS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

SENATE AGENDA

Mr. BURNS. Mr. President, as we move into the final week of the 105th Congress, I am reminded by everything that is going on around us of the importance of our work here. Most Senators would agree that this will be a closing unlike what the majority of Senators have ever seen. It will test each and every one of us and will remind Members just why we are here.

It will test our patience and stamina regarding each and every piece of legislation that we have toiled on throughout the 105th Congress in the last 2 years. We have worked on legislation that has been in the pipeline, and now we are coming down to the small end of the funnel. Just as air, when compressed, picks up velocity, legislation picks up movement in the last week of a session.

The agenda of this Congress has been and should be simple. I gather it has been a simple one. We responded to emergencies all across the land and, yes, beyond the shores of our great land. We responded to the needs of people within our borders, attended to the needs that were a part of circumstances beyond anybody's choosing or control. Basically, that is what we do best.

There is a quality of statesmanship that is a part of each and every one of us who serve here. It will be tested as reality sets in. Some highly important issues to us all will need to be laid aside for another day. Believe me, there will be another day. There will be another battleground.

The decisions that are now before the Senate, should government be placed above all else in the average lives of all Americans? My answer is, hardly. I think it is during these times that we must reassess the role of the Federal

Government and the role each of us must fill. Competition is keen among all who serve the American people at each level of government. Can we forget that we are not a true democracy and remember that we are a Republic? Each State of this great Union plays their important role in the day-to-day business of public service.

The agenda for this week is appropriations, funding the important part of our Government, which could include national security, our relations with the world community, and the economic well-being of our citizens. In other words, ensuring each and every American is not denied the American dream.

As we close the Senate and the 105th Congress, it may be asking something out of the ordinary, but it is not impossible that we lay aside the issues that cloud and delay and wait for another day. This Nation has survived for the past 200 years and will survive another 200 years. Yesterday, we heard announcements coming from both sides of the aisle and many other sources that the other side would risk shutting down the Government should we not fulfill the agenda of appropriations. If the Government is shut down because of a lack of funding, it will be the fault of the other person or party. That was the message this weekend and all day yesterday.

It is time that we reassess what has happened to get us where we are. We have been using delaying tactics either to block or slow progress of the appropriations process—nothing but delaying tactics, pure and simple. Now that we are at this point, someone must be to blame. Do we blame somebody else, or do we blame ourselves? Is there a mindset that the responsibility or the lack of responsibility does not fall on each and every one of us, whether we serve in the legislative arm of this Government or the administrative arm? Are we really saying we don't have the courage to accept the responsibility and suffer the consequences of our own actions? How can we ask our younger Americans to develop a sense of responsibility if we do not do it? Are we a nation of laws or a nation of self-satisfaction and the impulses or emotions of the day?

What we do here matters. It matters more than any one of us can imagine. Now is not the time for posturing. It is time to let the statesmanship that lives in each and every one of us come out and complete the Nation's business. I think the folks who sent us here will appreciate that, the Nation would be better off for it, and so will you as an individual. Then you will have earned and deserve the title of U.S. Senator, serving the people of the greatest nation ever established on this planet.

Mr. President, that is just a reminder, as we move into the closing days, of some problems that we have to deal with before we all go home.

I yield the floor, and I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JEFFORDS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

READING EXCELLENCE ACT

Mr. JEFFORDS. Mr. President, I ask unanimous consent that the Senate proceed to the immediate consideration of Calendar No. 404, H.R. 2614.

The PRESIDING OFFICER. The clerk will report the bill.

The legislative clerk read as follows:

A bill (H.R. 2614) to improve the reading and literacy skills of children and families by improving in-service instructional practices for teachers who teach reading, to stimulate the development of more high-quality family literacy programs, to support extended learning-time opportunities for children, to ensure that children can read well and independently not later than third grade, and for other purposes.

The PRESIDING OFFICER. Is there objection to the immediate consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Labor and Human Resources, with an amendment to strike all after the enacting clause and inserting in lieu thereof the following:

TITLE I—PROFESSIONAL DEVELOPMENT IN READING AND LITERACY

SEC. 101. PROFESSIONAL DEVELOPMENT IN READING AND LITERACY.

(a) IN GENERAL.—Title II of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6601 et seq.) is amended—

(1) by redesignating parts C and D as parts D and E, respectively; and

(2) by inserting after part B the following:

“PART C—PROFESSIONAL DEVELOPMENT IN READING AND LITERACY

“SEC. 2251. PROGRAM AUTHORIZED.

“The Secretary is authorized to award grants to State educational agencies for the improvement of teaching and learning through sustained and intensive high quality professional development activities in reading and literacy at the State and local levels.

“SEC. 2252. ALLOTMENT OF FUNDS.

“(a) RESERVATIONS.—From the amount available to carry out this part for any fiscal year, the Secretary shall reserve—

“(1) ½ of 1 percent for the outlying areas, to be distributed among the outlying areas on the basis of their relative need for assistance under this part, as determined by the Secretary; and

“(2) ½ of 1 percent for the Secretary of the Interior for programs under this part for professional development activities for teachers, other staff, and administrators in schools operated or funded by the Bureau of Indian Affairs.

“(b) STATE ALLOTMENTS.—The Secretary shall allot the amount available to carry out this part and not reserved under subsection (a) for a fiscal year to each of the 50 States, the District of Columbia, and the Commonwealth of Puerto Rico as follows, except that no State shall receive less than ½ of 1 percent of such amount:

“(1) 50 percent shall be allotted among such jurisdictions on the basis of their relative populations of individuals aged 5 through 17, as determined by the Secretary on the basis of the most recent satisfactory data.

“(2) 50 percent shall be allotted among such jurisdictions in accordance with the relative amounts such jurisdictions received under part A of title I for the preceding fiscal year.

“(c) REALLOTMENT.—If any jurisdiction does not apply for an allotment under subsection (b) for any fiscal year, the Secretary shall reallocate the amount of the allotment to the remaining jurisdictions in accordance with such subsection.

“SEC. 2253. WITHIN-STATE ALLOCATIONS.

“(a) RESERVATION.—From the amount made available to a State under this part for any fiscal year, not more than 5 percent may be reserved for the administrative costs of the State educational agency and to carry out State-level activities described in section 2256(a).

“(b) LOCAL EDUCATIONAL AGENCY ELIGIBILITY.—A State educational agency shall award grants under this part for a fiscal year to a local educational agency only if the number of children, that are served by the local educational agency and counted under section 1124(c) for the fiscal year, is equal to or exceeds the lesser of—

“(1) 30 percent of the total number of children aged 5 through 17 served by the local educational agency for the fiscal year; or

“(2) the total number of children aged 5 through 17 served by the local educational agency for the fiscal year multiplied by the result obtained from multiplying 1.5 by a fraction, the numerator of which is the total number of children in the State counted under section 1124(c) for the fiscal year, and the denominator of which is the total number of children aged 5 through 17 in the State for the fiscal year.

“(c) ALLOCATION.—A State educational agency shall allocate funds made available under this part and not reserved under subsection (a) for a fiscal year among local educational agencies in the State that are described in subsection (b), according to the local educational agencies respective need for assistance under this part, as determined by the State educational agency, taking into account factors such as—

“(1) the number of children served by the local educational agency who are from low-income families; and

“(2) the number of elementary school and secondary school students who are served by the local educational agency and whose reading achievement is unsatisfactory.

“SEC. 2254. CONSORTIA REQUIREMENTS.

“(a) CONSORTIA.—A local educational agency receiving a grant under this part of less than \$10,000 shall form a consortium with another local educational agency or an educational service agency serving another local educational agency in order to be eligible to participate in programs assisted under this part.

“(b) WAIVER.—The State educational agency may waive the application of subsection (a) in the case of any local educational agency that demonstrates that the amount of the agency's grant under this part is sufficient to provide a program of sufficient size, scope, and quality to be effective. In granting waivers under the preceding sentence, the State educational agency shall—

“(1) give special consideration to local educational agencies serving rural areas if distances or traveling time between schools make formation of the consortium more costly or less effective; and

“(2) consider cash or in-kind contributions provided from State or local sources that may be combined with the local educational agency's grant for the purpose of providing services under this part.

“(c) SPECIAL RULE.—Each consortium shall rely, as much as possible, on technology or other arrangements to provide professional development programs tailored to the needs of each school or school district participating in a consortium described in subsection (a).

“SEC. 2255. STATE APPLICATIONS.

“(a) APPLICATIONS REQUIRED.—Each State educational agency desiring an allotment under

this part for any fiscal year shall submit an application to the Secretary at such time, in such form, and containing such information as the Secretary may require.

“(b) STATE PLAN TO IMPROVE TEACHING AND LEARNING OF READING AND LITERACY PROGRAMS.—

“(1) IN GENERAL.—Each application under this section shall include a State plan that is coordinated with the State's plan for other Federal education programs that pertain to reading and literacy activities.

“(2) CONTENTS.—Each State plan shall—

“(A) be developed—

“(i) in conjunction with the Governor of the State (in those States where the Governor does not appoint the Chief State School Officer), the State agency for higher education, community-based and other nonprofit organizations of demonstrated effectiveness in reading readiness, reading instruction for both adults and children, and early childhood literacy, institutions of higher education or schools of education, and State directors of appropriate Federal or State programs with a strong reading or literacy component; and

“(ii) with the extensive participation of teachers who teach reading, and of parents;

“(B) include an assessment of State and local needs for reading and literacy professional development for pre-school, elementary school, and secondary school teachers, and teachers who teach in adult and family literacy programs;

“(C) include a description of how the plan has assessed the needs of local educational agencies serving rural and urban areas, and a description of the actions planned to meet such needs;

“(D) include a description of how the activities assisted under this part will address the needs of teachers in schools receiving assistance under title I and will effectively teach all students to read independently;

“(E) include a description of—

“(i) how professional development activities assisted under this part will be based on the best available research on reading development and reading disorders; and

“(ii) the extent to which the activities prepare teachers in all the major components of reading instruction (including phoneme awareness, phonics, fluency, and reading comprehension);

“(F) describe how the State will use technology to enhance reading and literacy professional development activities for teachers;

“(G) describe how parents can participate in literacy-related activities assisted under this part to enhance children's reading fluency;

“(H) describe how reading tutors can participate in literacy-related activities assisted under this part, including professional development opportunities, to enhance children's reading fluency;

“(I) describe how the State educational agency will facilitate the provision of technical assistance to the local educational agencies that receive grants under this part in order to assist in establishing the local educational agencies' local professional development activities;

“(J) describe how the State educational agency—

“(i) will build on, and promote coordination among, literacy programs in the State, in order to increase the effectiveness of the programs and to avoid duplication of the efforts of the programs; and

“(ii) will promote programs that provide access to diverse and age-appropriate reading material;

“(K) describe how the State educational agency will assess and evaluate, on a regular basis, local educational agency activities assisted under this part;

“(L) describe the methods the State educational agency will use to assess and evaluate the progress of local educational agencies in the State that receive grants under this part; and

“(M) include an assurance that each local educational agency to which the State educational agency awards a grant—

“(i) will carry out family literacy programs, such as the Even Start family literacy program authorized under part B of title I, to enable parents to be their child's first and most important teacher; and

“(ii) will carry out programs to assist those pre-kindergarten and kindergarten students who are not ready for the transition to 1st grade, particularly students experiencing difficulty with reading skills.

“(c) PLAN APPROVAL.—

“(1) IN GENERAL.—The Secretary shall approve an application of a State educational agency under this section if such application meets the requirements of this section.

“(2) DISAPPROVAL.—The Secretary shall not finally disapprove a State plan, except after giving the State educational agency notice and an opportunity for a hearing.

“(3) PEER REVIEW.—The Secretary shall establish a peer review process, in consultation with the National Research Council of the National Academy of Sciences and the National Institute of Child Health and Human Development, to make recommendations regarding approval of State plans.

“(d) ASSURANCES.—A State plan shall contain assurances that the State will comply with the requirements of this section, and provide for such fiscal control and fund accounting procedures that may be necessary to ensure the proper disbursement of, and accounting for, funds paid to the State under this section.

“(e) MULTI-STATE PARTNERSHIP ARRANGEMENTS.—For the purposes of carrying out this section, a State educational agency may join with other State educational agencies to develop a single application that satisfies the requirements of this section and identifies which State educational agency, from among the States joining, shall act as the fiscal agent for the multi-State arrangement.

“(f) REPORTING.—A State educational agency that receives an allotment under this part shall submit an annual performance report to the Secretary. Such report shall include a description of—

“(1) the assessment and evaluation methods described in section 2255(b)(2)(L); and

“(2) the local educational agencies receiving grants under this part.

“SEC. 2256. STATE USE OF FUNDS.

“(a) STATE LEVEL ACTIVITIES.—Each State educational agency shall use funds made available under section 2253(a)—

“(1) to provide technical assistance to schools and local educational agencies, and entities administering adult and family literacy programs, for the purpose of providing effective professional development reading and literacy activities;

“(2) to conduct an assessment of State needs for reading and literacy professional development, including the needs in both rural and urban areas;

“(3) to provide for coordination of reading and literacy programs within the State in order to avoid duplication and increase the effectiveness of reading and literacy activities; and

“(4) to conduct evaluations of local educational agency activities assisted under this part.

“(b) GRANTS.—

“(1) IN GENERAL.—Each State educational agency receiving an allotment under this part shall use the funds made available under section 2253(c) to award grants in accordance with such section to local educational agencies within the State.

“(2) GRANT PERIOD.—A grant awarded under this subsection shall be awarded for a period of 3 years.

“SEC. 2257. LOCAL PLAN FOR IMPROVING TEACHING AND LEARNING OF READING AND LITERACY PROGRAMS.

“(a) IN GENERAL.—Each local educational agency desiring a grant under this part shall

submit an application to the State educational agency at such time, in such manner, and accompanied by such information as the State educational agency may require. Such application shall include an assessment of local needs for professional development activities in reading and literacy—

“(1) at the elementary school and secondary school levels; and

“(2) in adult and family literacy programs.

“(b) SPECIAL RULE.—A local educational agency that applies for a grant under this part shall form a partnership, with 1 or more community-based organizations of demonstrated effectiveness in reading readiness, reading instruction and achievement for both adults and children, and early childhood literacy, such as a Head Start program, public library, or an agency that oversees adult education programs, to carry out the local activities described in section 2258.

“(c) CONTENTS.—Each local plan shall—

“(1) include an assessment of local needs for reading and literacy professional development;

“(2) include a description of how the activities described in section 2258 will address the needs of teachers—

“(A) in schools receiving assistance under title I; and

“(B) in adult and family literacy programs;

“(3) describe how parents can participate in literacy-related activities assisted under this part to enhance children's reading fluency;

“(4) describe how reading tutors can participate in literacy-related activities assisted under this part, including professional development opportunities, to enhance children's reading fluency;

“(5) describe how the local educational agency will build on, and promote coordination among, literacy programs at the local level in order to increase the effectiveness of the programs and to avoid duplication of effort;

“(6) describe how the local educational agency—

“(A) will carry out family literacy programs, such as the Even Start family literacy program authorized under part B of title I, to enable parents to be their child's first and most important teacher;

“(B) will carry out programs to assist those pre-kindergarten and kindergarten students who are not ready for the transition to 1st grade, particularly students experiencing difficulty with reading skills; and

“(C) will promote programs that provide access to diverse and age-appropriate reading material;

“(7) describe how the local plan will be carried out in coordination with other Federal education programs that pertain to reading and literacy activities; and

“(8) describe the amount and nature of funds from other public or private sources that will be combined with funds received under this section.

“(d) LOCAL PLAN APPROVAL.—The State educational agency shall approve an application of a local educational agency under this section if such application meets the requirements of this section.

“SEC. 2258. LOCAL ACTIVITIES.

“(a) IN GENERAL.—Each local educational agency shall use the funds made available under section 2256(b)—

“(1) to support partnerships among pre-schools, elementary schools, secondary schools, consortia of such schools, local educational agencies, community-based organizations (such as a Head Start program), adult education programs, institutions of higher education, or (where appropriate) public libraries, of demonstrated effectiveness in reading readiness, and in reading instruction and achievement, for adults and children;

“(2) to provide intensive, ongoing professional development activities to train teachers to meet the diverse reading needs of all students, which activities shall—

“(A) be based on the best available research on reading development and reading disorders; and

“(B) prepare teachers in all the major components of reading instruction (including phoneme awareness, phonics, fluency, and reading comprehension);

“(3) to develop professional development programs and strategies to effectively involve parents in helping their children with reading;

“(4) to provide parents with literacy-related activities that will enhance children's reading fluency;

“(5) to provide reading tutors with literacy-related activities, including professional development opportunities, to enhance children's reading fluency;

“(6) to promote programs that provide access to diverse and age-appropriate reading material;

“(7) to provide coordination of reading and literacy programs within the local educational agency to avoid duplication and increase the effectiveness of reading and literacy activities;

“(8) to coordinate family literacy programs, such as the Even Start family literacy program authorized under part B of title I, to enable parents to be their child's first and most important teacher, and to make payments for the receipt of technical assistance for the development of such programs; and

“(9) to establish programs to assist those pre-kindergarten and kindergarten students enrolled in schools served by the local educational agency who are not ready for the transition to 1st grade, particularly students experiencing difficulty with reading skills.

“(b) SPECIAL RULES.—A local educational agency receiving a grant under this part shall use the funds for activities described in subsection (a) that—

“(1) provide professional development activities in reading instruction to teachers in elementary schools and secondary schools having the greatest need for such services, as evidenced by poor student performance on reading assessments, a high percentage of students from low-income families, or a combination of such performance and percentage; and

“(2) are provided to teachers at public and private nonprofit elementary schools and secondary schools.

“SEC. 2259. LOCAL DISTRIBUTION OF FUNDS.

“Each local educational agency that receives funds under this part for any fiscal year—

“(1) shall use not less than 80 percent of such funds for the professional development of teachers and, where appropriate, administrators, pupil services personnel, parents, tutors, and other staff of individual schools, and for other literacy-related activities, in a manner that—

“(A) to the extent practicable, takes place at an individual school site; and

“(B) is consistent with the local educational agency's plan under section 2257, any school plan under part A of title I, and any other plan for professional development carried out with Federal, State, or local funds that emphasizes sustained, ongoing activities related to professional development for teachers; and

“(2) may use not more than 20 percent of such funds for school district-level professional development activities, including, where appropriate, the participation of administrators, policy-makers, tutors, and parents, if such activities directly support instructional personnel, and for other literacy-related activities.

“SEC. 2260. INFORMATION DISSEMINATION.

“(a) IN GENERAL.—From funds reserved under section 2261(b), the National Institute for Literacy shall disseminate information with respect to reading and literacy. At a minimum, the institute shall disseminate such information to all recipients of Federal financial assistance under this title, titles I and VII, the Head Start Act, the Individuals with Disabilities Education Act, and the Adult Education Act.

“(b) COORDINATION.—In carrying out this section, the National Institute for Literacy shall

use, to the extent practicable, information networks developed and maintained through other public and private persons, including the Secretary, the National Center for Family Literacy, and the Readline Program.

“SEC. 2261. AUTHORIZATION OF APPROPRIATIONS.

“(a) IN GENERAL.—If the amount appropriated to carry out the Individuals with Disabilities Education Act for fiscal year 1998, 1999, or 2000 exceeds by \$500,000,000 the amount so appropriated for fiscal year 1997, 1998, or 1999, respectively, there are authorized to be appropriated to carry out this part and section 1202(c) \$210,000,000 for the fiscal year 1998, 1999, or 2000, as the case may be, of which \$10,000,000 shall be available to carry out section 1202(c).

“(b) RESERVATION.—From amounts appropriated under subsection (a) for a fiscal year, the Secretary shall reserve \$5,000,000 to carry out section 2260.

“(c) SUNSET.—Notwithstanding section 422(a) of the General Education Provisions Act, this title is repealed, effective September 30, 2000, and is not subject to extension under such section.”

(b) CONFORMING AMENDMENT.—Section 2003 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6603) is amended—

(1) in subsection (a), by inserting “(other than part C)” after “title”; and

(2) in subsection (b)(3), by striking “part C” and inserting “part D”.

TITLE II—AMENDMENTS TO EVEN START FAMILY LITERACY PROGRAMS

SEC. 201. RESERVATION FOR GRANTS.

Section 1202(c) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6362(c)) is amended to read as follows:

“(c) RESERVATION FOR GRANTS.—

“(1) GRANTS AUTHORIZED.—From funds reserved under section 2261(a) to carry out this section for a fiscal year, the Secretary shall award grants, on a competitive basis, to States to enable such States to plan and implement statewide family literacy initiatives to coordinate and integrate existing Federal, State, and local literacy resources consistent with the purposes of this part. Such coordination and integration shall include coordination and integration of funds available under the Adult Education Act, the Head Start Act, this part, part A of this title, and part A of title IV of the Social Security Act.

“(2) CONSORTIA.—

“(A) ESTABLISHMENT.—To receive a grant under this subsection, a State shall establish a consortium of State-level programs under the following provisions of law:

“(i) This title.

“(ii) The Head Start Act.

“(iii) The Adult Education Act.

“(iv) All other State-funded preschool programs and programs providing literacy services to adults.

“(B) PLAN.—To receive a grant under this subsection, the consortium established by a State shall create a plan to use a portion of the State's resources, derived from the programs referred to in subparagraph (A), to strengthen and expand family literacy services in such State.

“(C) COORDINATION WITH PART C OF TITLE II.—The consortium shall coordinate its activities with the activities assisted under part C of title II, if the State receives a grant under such part.

“(3) TECHNICAL ASSISTANCE.—The Secretary shall provide, directly or through a grant or contract with an organization with experience in the development and operation of successful family literacy services, technical assistance to States receiving a grant under this subsection.

“(4) MATCHING REQUIREMENT.—The Secretary shall not make a grant to a State under this subsection unless the State agrees that, with respect to the costs to be incurred by the eligible

consortium in carrying out the activities for which the grant was awarded, the State will make available non-Federal contributions in an amount equal to not less than the Federal funds provided under the grant."

SEC. 202. DEFINITIONS.

Section 1202(e) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6362(e)) is amended—

(1) by redesignating paragraphs (3) and (4) as paragraphs (4) and (5), respectively; and

(2) by inserting after paragraph (2) the following:

"(3) the term 'family literacy services' means services provided to participants on a voluntary basis that are of sufficient intensity in terms of hours, and of sufficient duration, to make sustainable changes in a family (such as eliminating or reducing welfare dependency) and that integrate all of the following activities:

"(A) Interactive literacy activities between parents and their children.

"(B) Equipping parents to partner with their children in learning.

"(C) Parent literacy training, including training that contributes to economic self-sufficiency.

"(D) Appropriate instruction for children of parents receiving parent literacy services."

SEC. 203. EVALUATION.

Section 1209 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6369) is amended—

(1) in paragraph (1), by striking "and" after the semicolon;

(2) in paragraph (2), by striking the period at the end and inserting "; and"; and

(3) by adding at the end the following:

"(3) to provide States and eligible entities receiving a subgrant under this part, directly or through a grant or contract with an organization with experience in the development and operation of successful family literacy services, technical assistance to ensure local evaluations undertaken under section 1205(10) provide accurate information on the effectiveness of programs assisted under this part."

SEC. 204. INDICATORS OF PROGRAM QUALITY.

(a) IN GENERAL.—The Elementary and Secondary Education Act of 1965 (20 U.S.C. 6301 et seq.) is amended—

(1) by redesignating section 1210 as section 1212; and

(2) by inserting after section 1209 the following:

"SEC. 1210. INDICATORS OF PROGRAM QUALITY.

"Each State receiving funds under this part shall develop, based on the best available research and evaluation data, indicators of program quality for programs assisted under this part. The indicators shall be used to monitor, evaluate, and improve such programs within the State. The indicators shall include the following:

"(1) With respect to eligible participants in a program who are adults—

"(A) achievement in the areas of reading, writing, English language acquisition, problem solving, and numeracy;

"(B) receipt of a secondary school diploma or its recognized equivalent;

"(C) entry into a postsecondary school, a job retraining program, or employment or career advancement, including the military; and

"(D) such other indicators as the State may develop.

"(2) With respect to eligible participants in a program who are children—

"(A) improvement in ability to read on grade level or reading readiness;

"(B) school attendance;

"(C) grade retention and promotion; and

"(D) such other indicators as the State may develop."

(b) STATE LEVEL ACTIVITIES.—Section 1203(a) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6363(a)) is amended—

(1) in paragraph (1), by striking "and" after the semicolon;

(2) in paragraph (2), by striking the period at the end and inserting "; and"; and

(3) by adding at the end the following:

"(3) carrying out section 1210."

(c) AWARD OF SUBGRANTS.—Paragraphs (3) and (4) of section 1208(b) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6368) are amended to read as follows:

"(3) CONTINUING ELIGIBILITY.—In awarding subgrant funds to continue a program under this part for the second, third, or fourth year, the State educational agency shall evaluate the program based on the indicators of program quality developed by the State under section 1210. Such evaluation shall take place after the conclusion of the startup period, if any.

"(4) INSUFFICIENT PROGRESS.—The State educational agency may refuse to award subgrant funds if such agency finds that the eligible entity has not sufficiently improved the performance of the program, as evaluated based on the indicators of program quality developed by the State under section 1210, after—

"(A) providing technical assistance to the eligible entity; and

"(B) affording the eligible entity notice and an opportunity for a hearing."

SEC. 205. RESEARCH.

The Elementary and Secondary Education Act of 1965 (20 U.S.C. 6301 et seq.), as amended by section 204 of this Act, is further amended by inserting after section 1210 the following:

"SEC. 1211. RESEARCH.

"(a) IN GENERAL.—The Secretary shall carry out, through grant or contract, research into the components of successful family literacy services. The purpose of the research shall be—

"(1) to improve the quality of existing programs assisted under this part or other family literacy programs carried out under this Act or the Adult Education Act; and

"(2) to develop models for new programs to be carried out under this Act or the Adult Education Act.

"(b) DISSEMINATION.—The National Institute for Literacy shall disseminate, pursuant to section 2260, the results of the research described in subsection (a) to States and recipients of subgrants under this part."

AMENDMENT NO. 3740

(Purpose: To provide for a complete substitute)

Mr. JEFFORDS. Mr. President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The legislative clerk read as follows:

The Senator from Vermont [Mr. JEFFORDS], proposes an amendment numbered 3740.

Mr. JEFFORDS. Mr. President, I ask unanimous consent that reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

(The text of the amendment is printed in today's RECORD under "Amendments Submitted.")

Mr. JEFFORDS. Mr. President, this is an important bill. It is a bill that is designed to address what is probably the most serious problem we have in the United States in our educational system, and that is the inability of our school system to provide young people who graduate from high school with the skills necessary, in just the very basics of reading. To enable our nation to proceed into the next century as we should and to maximize the potential of these young people, we must assure that our high school graduates have these essential skills.

Back in 1983, the Reagan administration, through Education Secretary Terrel Bell, delivered a report to the Nation called "A Nation At Risk." That report outlined the serious problems we have in our educational system and observed that the output of our primary and secondary educational schools was not anywhere near what it needed to be in order to meet the challenges posed by our Asian and European competitors. Many problems were delineated in that report. One on which we have focused a great deal of attention is performance in mathematics.

The United States, among all the industrialized nations, was at the bottom in tests given to our young people to determine their abilities in mathematics. We were dead last among our competitor nations. So, in a number of ways, we have tried to improve the results of our educational system with respect to mathematics. The studies have also shown that our industries have found that problems are not limited just to mathematics. Rather, they found that the basic problem was that their workers could not read the problems in order to determine the mathematics necessary to solve them. Mastering the very basics of reading was essential before they could understand how to answer the problems in mathematics.

We have been trying to make improvements since 1983. In 1988, the Governors met with the President and established national goals—sometimes referred to as Goals 2000—to try to emphasize that changes must be made in our educational system in order to make this Nation what it ought to be as we go into the next century.

As a result of that initiative, in 1994, we established a goals panel in order to determine whether or not we were making any improvement in these essential areas. I sit on that goals panel. I have been a member now for some 4 years, and I am sorry to report—and this has already been reported—that, in those 4 years, there has not been any indication that we have made any progress toward these goals, even in the area of reading. And the same is true with respect to mathematics. In fact, just recently, the last IMS study—International Mathematics Study—showed that our students graduating from high school were again at the bottom of all industrialized nations, as far as their capacity to solve mathematical problems.

That same study indicated that our fourth graders were the best in the world, and our eighth graders were average. But, by the time they graduated from high school, they were well behind. Part of that problem stems from problems with reading and the ability to understand problems.

I point out another situation with respect to reading that is very instructive in this regard.

Motorola, back in the early 1980s, was in a real fight with Japan on cellular phones. The CEO of Motorola said

he had to develop a new factory employing individuals with the skills necessary to produce cellular phones that would be equal to or better than those of the Japanese. So a study group was established. The study group indicated that they had a problem with respect to trying to get the skilled workforce necessary in order to compete with the Japanese. They also took a look at Malaysia and other areas. They reported back to the CEO that our workers were not capable of the productivity necessary. So they opted to locate the plant in Malaysia. The CEO, being a strong American, said "No. We are not going to locate a plant in Malaysia. I want to find out why we are unable to find and to train the workers necessary to get the best productivity."

A study was conducted, which found out that the reason for the problem was the inability to answer math problems. That was one thing. But, then, they found that the reason workers were not able to solve the math problems was that they couldn't read the math problems. The company created the necessary remedial training first to train the workers how to read and then to allow them to do the math problems. Believe it or not, they were able to do that with the remedial training.

So the CEO said, "We are going to locate that plant in the United States." They did. It proved to be the most productive plant in all of the Motorola operations, with higher productivity than the Japanese. It is a long story about Motorola. But, finally, they were able to outdo the Japanese and to outsell them. In fact, they were even able to break into the markets in Japan and to outsell the Japanese. It goes back to the basics. The workers couldn't read.

Another study which is instructional was done in, I believe, 1993. It was a national literacy study that showed that 51 percent of the high school graduates who were examined were found to be functionally illiterate. That is incredible. You wonder why our business people say they don't even bother to look at a diploma of a kid out of high school because it doesn't mean anything. That is another area that we are trying to improve and, at a minimum, to make sure that everyone who gets a high school diploma knows how to read.

We looked into this and found what had happened. The reason this dismal result was appearing was that, back in the 1960s, studies were done at Cornell University. At that time, we had this big awakening about the problems of neurosis and young people and things that stimulated mental problems. Researchers concluded that the worst thing one could do was to fail a kid in school because that would create a neurosis and the child would have problems the rest of his or her life.

That led to the development of so-called "social promotion." In other words, the attitude was, "Well, if they can't read, pack them on." That might have been fine from the second to the third grade and maybe even from the

third or fourth grades if somebody would have picked them up and taught them how to read. But nobody ever picked them up. The teachers were busy teaching the ones who knew how to read. They did not have time for those who didn't know how to read. Social promotion is a reality in probably all of our schools.

You wonder why our CEO's say, "We don't even look at diplomas to determine whether the kids should come to us to work."

Getting to today, this problem with reading was emphasized, and we determined that we had to do something. Working with the Administration, we prepared the reading bill before us today. This legislation provides for ample funding and lays out everything that we believe we need to do in order to take not only corrective action before students get out of the third and fourth grades to make sure that they read, but also to make sure we have remedial training for all of those in the higher grades who didn't master reading in their early school years.

In the budget account, we attached \$250 million for this bill to assist in trying to find a remedial program which will be successful in getting our young people to read.

A number of people have worked very hard on this bill. Senator KENNEDY, I expect, will be here before too long. Senator COVERDELL and Senator COATS and Senators GREGG and HUTCHINSON all really worked hard to bring about this bill and to make sure that it received favorable consideration.

On the House side Representatives CLAY, HILLEARY and RIGGS, and especially my good friend BILL GOODLING. Chairman GOODLING has championed literacy throughout his tenure, and he has done a wonderful job in making sure that the reading bill got to us. I am now working very closely with him as we go towards the reauthorization of the Elementary and Secondary Education Act.

In my view, the bill provides the necessary remedial help to get our schools on a path where we can assist substantially in getting young people to read and to graduate from high school in a manner which will be productive for them and for our society.

I mentioned Senator KENNEDY. He is here. The work that he has done in championing this cause is very notable.

Mr. KENNEDY. Mr. President, I commend Chairman JEFFORDS for his leadership in making child literacy a priority and developing this strong legislation. I also commend Senator COVERDELL for helping to make this bill a priority in the Senate, and Senator MURRAY and Senator DODD for their leadership in issues involving young children.

I also want to thank Congressman GOODLING and Congressman CLAY for working effectively to ensure that the Senate and House could reach agreement on this important measure.

I commend and thank all the staff members of the working group for their

skillful assistance in making this process successful: Sherry Kaiman of Senator JEFFORDS' staff; Townsend Lange of Senator COATS staff; Suzanne Day of Senator DODD's staff; Elyse Wasch of Senator REED's staff; Greg Williamson of Senator MURRAY's staff; Bev Schroeder of Senator HARKIN's staff; and Danica Petroschius of my own staff. I also commend the hard work of the House staff on the working group, including Vic Klatt, Sally Lovejoy, D'Arcy Philips, Lynn Selmsler, and Bob Sweet of the House Committee majority staff; Alex Nock, Marci Phillips, Mark Zuckerman, and June Harris of the House Committee minority staff; and Charlie Barone of Representative GEORGE MILLER's staff.

Learning to read well is the cornerstone of every child's education. We know that reading skills are fundamental to effective learning in all subjects. The ability to read effectively is the gateway to opportunity and success throughout life.

Many successful programs are helping children learn to read well. But too often, the best programs are not available to all children. As a result, large numbers of children are denied the opportunity to learn to read well. 40 percent of 4th grade students do not achieve the basic reading level, and 70 percent of 4th graders are not proficient in reading.

Children who fail to acquire basic reading skills early in life are at a disadvantage throughout their education and later careers. They are more likely to drop out of school, and to be unemployed. We need to do more to ensure that all children learn to read well—and learn to read well early—so that they have a greater chance for successful lives and careers.

In October 1996, President Clinton and the First Lady initiated a new effort to call national attention to child literacy by proposing their "America Reads Challenge." Many of us in Congress strongly supported their call for increased aid for reading tutors and other steps to improve child literacy. Today, over 1,000 colleges and universities are committed to the President's "America Reads Work Study Program," and 59 of these institutions are in Massachusetts.

Many of the reading difficulties experienced by teenagers and adults today could have been prevented by better attention during early childhood. By working to ensure that all children learn to read well in the early grades, we can reduce the need for costly special education instruction in later grades. We must make every effort to give our public schools the resources necessary to ensure that all children obtain the reading skills they need—at an early age.

This bill is a major step toward meeting that goal. It provides children, parents, schools, and communities with the resources and opportunities they need to improve child and family literacy—and the help can't come a minute too soon.

This bill also recognizes that teachers must have adequate resources and proper training in order to be prepared to teach reading well. Teachers must often provide special assistance to children who are having difficulty learning to read. Too often, teachers lack the time, the skills, and the resources to provide children with that assistance. Building on the successful Eisenhower Professional Development Program, which trains teachers in math and science, this bill creates new opportunities for teachers to obtain the training they need to teach reading effectively.

Communities across the country are initiating innovative projects on reading. At Boston College, a fundamental part of teacher education is training teachers in the best research and practice on ways to teach reading, including helping children develop skills in phonics, sound-and-symbol relationships, and reading comprehension.

This bill encourages local school districts to build partnerships and work in cooperation with community organizations and state agencies. It ensures that local, state, and national efforts to improve literacy are coordinated, and that the most effective resources and practices are used to meet the needs of children. It also provides communities with support to provide children with trained tutors to give them the opportunity to practice reading with adults.

In Massachusetts, 59 colleges and universities are providing trained tutors to school children through the Federal Work Study Program. At Boston University, 150 reading tutors are helping 400 needy children learn to read. Students at Worcester Polytechnic Institute serve as reading tutors at the Belmont Community School. The Reading Excellence Act builds upon these successful programs to help communities find and train tutors who can make a difference.

In addition, children need to have useful reading materials outside of school to help them develop a love of reading early in life. To meet this goal, the bill encourages strong links to a variety of programs for early childhood literacy, and encourages cooperation between community, state, and national organizations to ensure that every child has access to good reading materials.

Physicians are also part of the effort. Successful pediatric programs, such as Reach Out and Read, can benefit even more children as a result of this bill. This program was created by a team of pediatricians and early childhood educators at Boston City Hospital in 1989. Pediatricians are encouraged to prescribe reading activities as part of childhood medical check-ups, and to see that children leave the doctor's office with a good book in hand. Now, 4,500 health care providers in 46 states have been trained to help nearly one million children and their families. Parents who participate in Reach Out

and Read are 8 times more likely to read to their children than parents who do not participate in this pediatric program.

Children whose parents are involved in their education, who read to them, and who work with them on language skills are more likely to become successful readers. They achieve higher test scores. They have better school attendance records. They graduate at higher rates. And they are more likely to go to college. But children whose parents lack a strong educational foundation are less likely to do so.

Many parents want to help, but too often they are unable to do so because the parents themselves lack basic reading skills. We can do more to help parents acquire the skills and resources needed to help their children learn to read. This bill will expand local family literacy initiatives, and help states to increase parent involvement.

Family literacy efforts, such as the Home Instruction Program for Preschool Youngsters in Worcester, Massachusetts, concentrate on providing parents with the education and skills they need to be their children's first reading teachers. These programs teach parents how to read aloud and work with their children at home, and give parents the opportunity to attend literacy and other classes.

Funds will also be available to the National Institute for Literacy to gather and disseminate information about the best practices for improving child literacy, so that every school and community can take advantage of them.

This bill targets funds for literacy programs on schools where the needs are greatest. Children in poor schools are more likely to live in homes with parents who have not completed high school and are unemployed. Children from such homes are 5 to 6 times more likely to drop out of school than other children. We should help ensure that they get the opportunities they need to learn to read well.

Recent successes in Boston prove that targeted efforts to improve schools and student performance can produce real results. After three years of reforms in Boston emphasizing early literacy, high academic standards, and the best teaching practices, students in almost every grade showed significant improvements in math and reading scores on city-wide achievement tests.

The Samuel W. Mason School in Boston, where 91 percent of the children come from poor families, has gone from one of the lowest-performing schools in the city to scoring in the top quarter of all public schools in the city in reading achievement. They have implemented a school reform approach that focuses on literacy. Teachers were trained in the best reading practices. In addition, they adapted teaching styles to fit children's learning styles, tested the children every six weeks to measure improvement, and focused on improving family literacy in the community.

The bill will help provide children with the readiness skills and support they need to learn to read once they enter school. It will help teach every child to read in these early years—from preschool through the 3rd grade. And, it will improve the instructional practices of teachers and other staff in elementary schools with the greatest need for extra help.

The bill provides competitive grants to states to improve child literacy. Each state will create a plan to address the needs of its teachers and communities for improving student achievement in reading. Eligible school districts will be able to apply to the state for funds to support teacher training in how to teach reading well in elementary schools with the greatest need for help, and to support partnerships among eligible school districts and community organizations that support early learning, tutoring, adult literacy, and that provide children and families with access to books.

The lowest-achieving and poorest schools will benefit. Local school districts that are eligible for subgrants fall into three categories: (1) districts that have at least one low-performing school in school improvement under Title I; (2) districts that have schools with the highest and second highest number of poor children in the state; and (3) districts that have schools with the highest and second highest poverty rates in the states.

The bill amends Title II of the Elementary and Secondary Education Act, and authorizes \$260 million each year for fiscal years 1999 and 2000.

By building on successful programs such as the Eisenhower Professional Development Program, the College Work Study Program, and the Even Start Program, this bill provides state and local education agencies with the support they need to bring successful programs to their teachers, students, and communities.

Children do not learn to read on their own. Children need well-trained teachers who can give them the assistance they deserve. Children need trained tutors who can work with them outside the classroom. They need involved parents who know how to read and know how to work effectively with their children at home. Children need access to effective reading materials at home. And, children need the opportunity to acquire reading readiness skills early, so that they come to school ready to learn to read.

The Reading Excellence Act ensures that the best methods and resources are more widely available to schools, families, and children across the country. I urge the Senate to pass this important legislation.

Mr. DODD. Mr. President, it is with great pleasure that I rise in support of the Reading Excellence Act. I am very pleased that, working with the House committee and Secretary Riley, we have been able to work out a final bill that will improve reading skills. This

effort once again demonstrates that when we focus on what really matters to America's families and work together, we can accomplish a great deal of good. And today, we are taking a substantial step in improving the teaching of reading in our schools.

There are few skills that are more important than literacy. It is what makes us good workers, good parents, and good citizens. Imagine not being able to read. Bus schedules, children's homework assignments, and local newspapers—all beyond your grasp. From start to finish, each day would be nearly impossible.

Yet, too many of our children leave school lacking this basic skill which is essential to their livelihood and their quality of life. But, for the child who cannot read, the problem begins much earlier than graduation. Research has shown that children who fall behind as early as the second and third grade do not catch up or become fluent readers unless expensive, intensive help is available to them. If such help is not available, these children become increasingly frustrated and are at substantial risk of dropping out of school altogether.

Our goal must be to help all children to read well, to read independently, and, importantly, to enjoy reading. We have a tremendous advantage today in reaching this goal in that we know so much more about the physiological process of learning to read. We also know what works and what does not. This bill makes sure that this new base of knowledge gets out beyond academia and its scholarly journals and into classrooms across the country where it can make a real difference in the lives of our children.

Beyond the classroom, this legislation will also help empower the first and most important teacher of all children—their parents. Children's literacy levels are directly related to the literacy ability and interest of their parents, especially their mothers. The values, attitudes and expectations held by parents and other care givers with respect to literacy will have a lasting effect on a child's attitude about learning to read. This bill will encourage parents to read to their children at an early age and foster the budding literacy skills of their children.

I am particularly pleased the bill also reaches out to Head Start and other local pre-school programs to bring them into these efforts to ensure that young children have the necessary foundation for literacy. In addition, the bill does not overlook the important contribution trained volunteers and mentors can have in improving a child's reading fluency and comprehension. This bill encourages local communities to tap into these efforts and coordinate volunteers to bring their talents and time into the schools to read with children one on one.

Finally, Mr. President, this bill does not overlook the most basic tool in any literacy effort—Books. Good, engaging,

age-appropriate books are critical to any successful effort to improve literacy. In too many homes, books are a rarity. And yet any parent will tell you how books capture the imagination and attention of toddlers and, even babies, better than any television show.

I think we need to do much more when it comes to books. Our tax laws have set up very perverse incentives that make it more profitable to destroy unsold books rather than donate them to schools or literacy organizations. I am hopeful that, when the Senate next revisits tax law, we can take a look at this issue and reverse these incentives to get more books into the hands of children. In the meantime, this legislation is a good first step in ensuring that children will have increased exposure and involvement with high-quality books.

Mr. President, this is a good thoughtful bill and I am very pleased that we will complete action on it this year and begin this important effort to improve our children's literacy skills.

Mr. JEFFORDS. Mr. President, I ask unanimous consent that the Amendment be agreed to, the committee amendment, as amended, be agreed to, the bill be considered as read the third time and passed, as amended, the motion to reconsider be laid upon the table, and that any statements relating to the bill be placed in the appropriate place in the RECORD.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment (No. 3740) was agreed to.

The committee amendment, as amended, was agreed to.

The bill (H.R. 2614), as amended, was considered read the third time, and passed.

Mr. COVERDELL. Mr. President, today the Senate passed H.R. 2614, the Reading Excellence Act, and I rise in celebration for the many Americans this important legislation will help. Reading is critical to every aspect of life, especially as we move into the high-tech world of the 21st century. With the passage of this bill, more Americans will secure the basic reading skills necessary to enjoy the benefits of citizenship. It will enable many to do some of the things we take for granted—being able to read a phone book, a dinner menu, directions on a medicine bottle, or a job application.

Right now, only 4 out of 10 of our Nation's third graders can read at grade level or above. This clearly can not stand. Our goal is to ensure that every child is able to read by the third grade. This bill is a down payment toward that goal. The Reading Excellence Act focuses on scientifically based methods for teaching reading, it provides for tutorial assistance for at-risk children, and addresses adult illiteracy so that parents can be their children's first and most important teacher. This bill stresses the basics, a return to proven teaching methods, and most importantly a return to methods that work.

It is unacceptable that only 10 percent of our teachers have received formal instruction on how to teach reading. Reading Excellence will give our educators the resources needed to prepare our children to read before they advance to the next grade.

With the leadership of Chairman WILLIAM F. GOODLING, H.R. 2614 passed the House last year. Earlier this year Reading Excellence was included in our Senate Republican blueprint for education reform. I also offered Reading Excellence, S. 1596, as a freestanding bill in the Senate on February 2, 1998. Again, in an effort to pass this legislation, I offered it as an amendment to my education savings accounts bill and it was agreed to unanimously. Unfortunately, the President killed that comprehensive education reform bill, vetoing the literacy language along with it. The administration has endorsed this language as a freestanding bill.

Helping kids read should not be a partisan issue. Both Chambers have now passed Reading Excellence unanimously, and I urge the President to sign H.R. 2614 into law. I praise Chairman GOODLING for his perseverance and dedication to helping over 3 million children at risk of falling behind. Senator COATS has also been a leader in getting this legislation to its final passage and we all thank him for his dedication to education. Today we take a first step, and as the poet Robert Frost says, "we have miles to go before we sleep."

PRIVILEGE OF THE FLOOR

Mr. DORGAN. Mr. President, I ask unanimous consent James Fenwood, a fellow on my staff, be granted the privilege of the floor this morning.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. GORTON addressed the Chair.

The PRESIDING OFFICER. The distinguished Senator from Washington is recognized.

Mr. GORTON. Mr. President, I ask unanimous consent I may proceed for up to 10 minutes in morning business.

The PRESIDING OFFICER. Without objection, it is so ordered.

THE SOCIAL SECURITY SURPLUS MUST BE PROTECTED

Mr. GORTON. Mr. President, this year began in a way unprecedented during my years as a U.S. Senator. Just months after passing the balanced budget agreement of 1997, budget forecasters released projections that included the possibility of a budget surplus as early as 1999. By March, the Congressional Budget Office estimated an \$8 billion surplus by the end of fiscal year 1998.

I'll skip ahead a few months, because we all know that the surplus projections continued to grow. Last week, fiscal year 1998 came to an end with the President and Congress announcing a \$70 billion budget surplus.