

114TH CONGRESS  
2D SESSION

# H. R. 6236

To elevate the teaching profession through systemic innovations in teacher recruitment and retention to ensure that students, especially those from low-income families, are taught by excellent, well-prepared, and well-supported teachers, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 28, 2016

Mrs. DAVIS of California (for herself, Mr. SCOTT of Virginia, Mr. SABLAN, Mr. POLIS, Ms. BONAMICI, Mr. TAKANO, Ms. ADAMS, Mr. DESAULNIER, Ms. WILSON of Florida, Mr. HINOJOSA, Ms. FUDGE, and Mr. GRIJALVA) introduced the following bill; which was referred to the Committee on Education and the Workforce

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## A BILL

To elevate the teaching profession through systemic innovations in teacher recruitment and retention to ensure that students, especially those from low-income families, are taught by excellent, well-prepared, and well-supported teachers, 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 “Innovations to Recruit  
5 and Retain Excellent Teachers Act”.

1   **SEC. 2. FINDINGS.**

2       Congress finds the following:

3           (1) The rise of teacher shortages found across  
4           the Nation, particularly in high-needs schools and  
5           high-needs fields, including special education,  
6           STEM, and English language learners, threatens the  
7           ability of schools to ensure our Nation's students are  
8           prepared to participate in the 21st century work-  
9           force.

10          (2) Enrollment in educator preparation pro-  
11          grams has dropped significantly in recent years,  
12          jeopardizing the workforce pipeline at a time when  
13          a large portion of the current workforce is set to re-  
14          tire.

15          (3) High-needs schools and field experience ele-  
16          vated levels of teacher turnover, which negatively af-  
17          fектs student achievement and school culture.

18          (4) Teacher retention is often undermined by  
19          low wages, poor working conditions, lack of suffi-  
20          cient resources and insufficient supports, which in-  
21          clude mentoring, inductions, meaningful professional  
22          development, and career advancement opportunities.

23          (5) Our Nation's schools are experiencing a se-  
24          vere diversity gap that negatively impacts student  
25          achievement and school culture—50 percent of cur-  
26          rent students are from minority groups while only

1       18 percent of teachers are, according to a 2016  
2       study by the Brookings Institute.

3                 (6) According to a 2016 study by the Learning  
4       Policy Institute, America is on the brink of a teacher  
5       shortage crisis, propelled by a decrease of 240,000  
6       teachers in the last five years. The Learning Policy  
7       Institute predicts that, unless teacher workforce pat-  
8       terns change, our schools will face a 100,000 teacher  
9       shortage annually.

10                (7) High-needs schools are often served by high  
11       percentages of inexperienced, ineffective, and out-of-  
12       field teachers, which can negatively impact both  
13       teacher retention and student achievement.

14                (8) Certain types of local educational agencies,  
15       including those that are rural and those that are  
16       high-poverty, are uniquely impacted by challenges of  
17       recruitment and retention, making targeted support  
18       to address the unique challenges faced by certain  
19       types of local educational agencies critical.

20                (9) Structured, well-implemented career contin-  
21       uums for teachers that include teacher leadership  
22       options (such as hybrid roles whereby expert teach-  
23       ers both teach and contribute other skills such as  
24       mentoring) have a positive impact on teacher re-  
25       cruitment and retention.

## **9 SEC. 3. PURPOSES.**

10 The purposes of this Act are as follows:

11                   (1) To transform the profession of teaching to  
12 ensure that every school, including high-needs  
13 schools, provides a rewarding, sustainable, and suc-  
14 cessful experience for all teachers through—

(A) strengthening recruitment of excellent  
and diverse teacher candidates;

(B) supporting stronger teacher entry training and onboarding; and

19 (C) increase teacher retention rates  
20 through the provision of high quality profes-  
21 sional development, improved working condi-  
22 tions, professional leadership opportunities, and  
23 improved compensation systems.

24 (2) To study best practices for recruiting and  
25 retaining a diverse and excellent teacher workforce.

1 reducing beginning teacher turnover and turnover  
2 due to low salaries, filling teacher vacancies in high-  
3 need areas and in shortage subjects, providing better  
4 pay and additional leadership opportunities to teach-  
5 ers, and improving working conditions and teacher  
6 satisfaction overall.

7 **SEC. 4. TEACHER SUPPORT GRANT PROGRAM.**

8 (a) GRANTS TO ELIGIBLE ENTITIES; OUTLYING  
9 AREAS.—

10 (1) COMPETITIVE GRANTS.—For each fiscal  
11 year for which the total amount appropriated under  
12 subsections (a) and (b) of section 8 is less than or  
13 equal to \$2,000,000,000, from the total amount ap-  
14 propriated under such subsections, the Secretary of  
15 Education—

16 (A) shall—

17 (i) reserve one-half of 1 percent to  
18 award grants, on a competitive basis, to  
19 outlying areas to carry out the activities  
20 under this section, and reallocate any  
21 amounts not awarded under this clause to  
22 award grants to eligible entities under  
23 clause (ii); and

24 (ii) award grants, on a competitive  
25 basis, to—

(I) eligible entities that are State educational agencies to enable such eligible entities to make subgrants under subsection (f) to eligible recipients; and

(II) eligible entities that are not State educational agencies and that do not (or will not) receive a subgrant under subsection (f) to enable such eligible entities to carry out teacher support programs; and

(B) may reserve not more than 5 percent to carry out the activities under subsections (a) and (c) of section 6.

20 (A) shall—

14 (b) DURATION OF GRANTS.—

22 (c) STATE APPLICATION.—An eligible entity that is  
23 a State educational agency desiring to receive a grant  
24 under subsection (a) shall submit an application to the  
25 Secretary, at such time, in such manner, and containing

1 such information as the Secretary may require, which shall  
2 include a needs assessment to determine whether the eligi-  
3 ble entity should be carrying out the activities described  
4 in sections 2101(c)(4) and 2103(b)(3) of the Elementary  
5 and Secondary Education Act of 1965 (20 U.S.C.  
6 2611(c)(4); 6613(b)(3)).

7 (d) GEOGRAPHIC DIVERSITY OF AWARDS.—In  
8 awarding grants under subsection (a), the Secretary shall  
9 ensure, to the maximum extent practicable, an equitable  
10 geographic distribution of grants.

11 (e) STATE USES OF FUNDS.—In the case of an eligi-  
12 ble entity that is a State educational agency, the eligible  
13 entity—

14 (1) shall use the grant awarded under sub-  
15 section (a) to—

16 (A) make subgrants to eligible recipients  
17 under subsection (f);

18 (B) provide technical assistance to such el-  
19 igible recipients;

20 (C) work with the State to reduce State  
21 bureaucratic barriers to ensure prompt imple-  
22 mentation of the activities to be carried out  
23 under the grant; and

(D) evaluate under section 5(b) the teacher support programs for which subgrants are awarded under subsection (f); and

(A) provide student support to high-potential, secondary school students who are seeking to become teachers;

(B) implement rigorous standards for entry into teacher preparation programs;

11 (C) improve teacher licensure exams;

1       the schools or local educational agencies served  
2       by the eligible entity, carry out such activities;

3               (F) using not more than 5 percent of such  
4       grant, carry out administrative activities relat-  
5       ing to awarding subgrants under subsection (f);  
6       or

7               (G) using not more than 1 percent of such  
8       grant, enter into a contract, grant, or coopera-  
9       tive agreement with an entity or individual to  
10      conduct the data collection necessary to prepare  
11      the report under section 5(a).

12     (f) SUBGRANTS TO ELIGIBLE RECIPIENTS; GRANTS  
13     TO LOCAL EDUCATIONAL AGENCIES.—

14       (1) SUBGRANT PROGRAM AUTHORIZED.—

15               (A) IN GENERAL.—In the case of an eligi-  
16       ble entity that is a State educational agency,  
17       the eligible entity shall use not less than 90  
18       percent of the grant received under subsection  
19       (a) to make subgrants to eligible recipients to  
20       carry out the activities described in paragraph  
21       (3).

22               (B) GEOGRAPHIC DIVERSITY; PRIORITY.—  
23       In awarding subgrants under this subsection,  
24       an eligible entity shall—

9 (I) serve a high proportion of  
10 low-income students;

11 (II) have—

12 (aa) a teacher shortage; or

13 (bb) a high proportion of  
14 schools identified for comprehen-  
15 sive support and improvement or  
16 targeted support and improve-  
17 ment as described in subsection  
18 (c) or (d) of section 1111 of the  
19 Elementary and Secondary Edu-  
20 cation Act of 1965 (20 U.S.C.  
21 6311); and

22 (III) in the application submitted  
23 under paragraph (2), demonstrate the  
24 capacity to carry out more than one of

the activities described in paragraph  
(3)(B).

16 (i) a plan for the implementation of  
17 such teacher support program;

8 (I) gathering input on local needs  
9 and program design for the teach sup-

10 port program;

(II) implementing the teacher support program;

13 (III) providing ongoing feedback  
14 to ensure effectiveness and continuous  
15 improvement of the teacher support  
16 program; and

(IV) evaluating the teacher support program:

23 (vi) an estimate of the number of stu-  
24 dents who will be served by the teacher

1 support program, including the percentage  
2 of low-income students;

3 (vii) the demographic diversity of the  
4 teachers (as determined by the applicable  
5 local educational agency), and the schools,  
6 to be served under the program, and the  
7 extent to which the program will leverage  
8 the strengths of effective teachers and sup-  
9 port teachers in need of improvement;

10 (viii) if the eligible recipient or eligible  
11 entity plans to use funds for leadership  
12 pathways (described in paragraph  
13 (3)(A)(iii)), how such recipient or entity  
14 will develop and implement a fair, rigorous,  
15 reliable, and objective process to determine  
16 how leadership roles and opportunities will  
17 be granted to teachers; and

18 (ix) how the eligible recipient or eligi-  
19 ble entity will strengthen support for  
20 teachers to effectively implement State  
21 challenging academic standards as de-  
22 scribed in section 1111(b)(1) of the Ele-  
23 mentary and Secondary Education Act of  
24 1965 (20 U.S.C. 6311(b)(1)), such as  
25 strategies to—

12 (B) A needs analysis, created with stake-  
13 holder input (including the stakeholders de-  
14 scribed in subparagraph (A)(iv), that de-  
15 scribes—

(ii) rates of teacher attrition, staffing patterns, and existing educator support systems in the schools or local educational agency to be served under the teacher sup-

1                   port program carried out under the  
2                   subgrant or grant; and

3                         (iii) how teachers will be involved in—

4                             (I) identifying the problems or  
5                           challenges to be addressed by the  
6                           teacher support program, and

7                             (II) addressing such problems or  
8                           challenges through implementation of  
9                           the teacher support program.

10                         (C) A description of how the subgrant or  
11                        grant funds will be used by the eligible recipient  
12                        or eligible entity, including how such funds will  
13                        be used to recruit and retain a diverse teacher  
14                        workforce.

15                         (D) A description of funds, other than the  
16                        subgrant or grant, that the eligible recipient or  
17                        eligible entity will use to carry out the teacher  
18                        support program, and any other activities under  
19                        this subsection that will be carried out beyond  
20                        the subgrant or grant period.

21                         (E) A description of the logic model that  
22                        demonstrates a theory of action by visually con-  
23                        necting the intervention to expected outcomes  
24                        that are stated as well-defined and measurable

1       goals and clarifies how the interventions will  
2       work, which will be used to—

- 3                     (i) develop and evaluate the successes  
4                     of the teacher support program; and  
5                     (ii) outline how the subgrant or grant  
6                     and other financial resources will be allo-  
7                     cated to carry out such program.

8       (3) REQUIRED LOCAL USES OF FUNDS.—Each  
9       eligible recipient receiving a subgrant under this  
10      subsection shall use the subgrant, and each eligible  
11      entity receiving a grant under subsection  
12      (a)(1)(A)(ii)(II) shall use the grant, to carry out a  
13      teacher support program in the elementary schools  
14      and secondary schools served by the eligible recipient  
15      or eligible entity, respectively, that meets the fol-  
16      lowing requirements:

- 17                     (A) Strengthening teaching careers by—  
18                         (i) collaboratively reforming and im-  
19                         proving compensation structures, includ-  
20                         ing—  
21                             (I) using the funds available to  
22                             the eligible recipient or eligible entity  
23                             (other than the subgrant or grant) to  
24                             increase teacher compensation in

order to attract and reward teachers as professionals; and

(II) aligning compensation for teachers in leadership positions with their roles and responsibilities;

6 (ii) creating opportunities for person-  
7 alized professional learning and enhance-  
8 ment for teachers, such as opportunities  
9 for advanced credentialing, that drive stu-  
10 dent learning gains;

18 (I) mentor new teachers or teach-  
19 ers in need of additional support;

(II) lead a cohort of teachers:

(III) develop curricula for their school or local educational agency; or

(IV) review, develop, or implement policies at the school, local edu-

cational agency, State educational agency, or Federal level;

(iv) using strategies such as innovation scheduling and leadership pathways to support the improvement of teachers; and

(v) implementing teacher-led initiatives, such as communities of practice, that promote professional cultures of collaboration, openness to actionable feedback, and continuous improvement; and

(B) Carrying out at least one of the following activities:

(i) Strengthening recruitment and selection of teachers by—

(I) implementing targeted recruitment strategies, particularly for—

(aa) diverse teacher can-  
didates:

(bb) teachers who have degrees in or are specifically licensed for subjects for which the eligible entity is experiencing teacher shortages; and

(cc) secondary school students through support for high-quality opportunities for such students to explore teaching as a potential career path;

(IV) partnering with local teacher preparation programs or alternative certification programs, including minority-serving institutions;

(V) collecting data on personnel needs, knowledge and skill expectations, vacancies, and hiring priorities;

(VI) developing hiring procedures based on evidence-based practices in human capital; and

(VII) developing recruitment strategies tailored to meeting unique challenges of certain types of local educational agencies, including rural local educational agencies and local educational agencies serving high concentrations of low-income students.

(ii) Strengthening the entry of new teachers into the teaching profession at a school served by the eligible recipient or eligible entity by—

(I) partnering with local teacher preparation programs, including minority-serving institutions;

(II) creating residency programs, in partnership with institutions of higher education or nonprofit organizations, as an option for such entry the school served; and

(III) creating high-quality, intensive induction programs that include elements such as individualized, extensive mentoring and coaching, a reduced course load, or co-teaching alongside a master teacher.

14       (g) SUPPLEMENT, NOT SUPPLANT.—Any grant or  
15 subgrant funds provided under this section shall be used  
16 to supplement, not supplant, other Federal, State, or local  
17 funds available to carry out the purposes described in sec-  
18 tion 3.

## **19 SEC. 5. REPORTS AND EVALUATION.**

20       (a) REPORT.—Not less than once each year of a  
21 grant period of a grant awarded under section 4 to an  
22 eligible entity, the eligible entity shall submit a report to  
23 the Secretary, with respect to the most recent 1-year pe-  
24 riod, which shall include—

(A) the percentage increase or decrease  
with respect to—

(i) the teacher shortage, as measured by vacancies;

10 (ii) novice teachers earning a high  
11 score on a performance-based assessment  
12 or another measure indicative of excellent  
13 teaching;

(iv) teachers participating in leadership pathways;

18 (v) teacher turnover due to low sala-  
19 ries, as reported by teachers leaving the el-  
20 igible entity;

(vi) teachers employed by the eligible entity for not less than 3 years;

(vii) teachers with a postsecondary degree in the subject area which they teach;

25 and

(B) the number of teacher vacancies at the start of the school year;

(C) any change in diversity of the teacher workforce;

11 (D) the improvement in measures (which  
12 may include measures of student academic pro-  
13 ficiency or growth as measured by standardized  
14 or formative assessments, or measures of new  
15 and beginning teachers' skills) including how  
16 such measures relate to improving student  
17 learning;

(E) the reduction in beginning teacher turnover;

20 (F) the change in measures of teacher sat-  
21 isfaction;

(G) the average amount of time teachers spend each week collaborating with their peers, as reported by teachers; and

1                             (H) any other information the Secretary  
2                             may require; and

3                             (2) in the case of an eligible entity that is not  
4                             a State educational agency, the results of the teach-  
5                             er support programs assisted under the grant, in-  
6                             cluding the metrics described in subparagraphs (A)  
7                             through (H) of paragraph (1).

8                             (b) EVALUATIONS.—

9                             (1) IN GENERAL.—Not later than 30 days after  
10                            an eligible entity is awarded a grant under section  
11                            4, the eligible entity shall enter into a contract with  
12                            an independent evaluator to conduct an evaluation of  
13                            the teacher support programs carried out under the  
14                            grant or under the subgrants awarded under the  
15                            grant—

16                             (A) during the third year of carrying out  
17                             such program; and

18                             (B) 1 year after the final year of such pro-  
19                             gram.

20                             (2) REQUIREMENTS.—An evaluation of a teach-  
21                             er support program conducted under paragraph (1)  
22                             shall use the metrics the described in subparagraphs  
23                             (A) through (H) of subsection (a)(1).

24                             (3) REPORT.—Not later than 30 days after an  
25                             evaluation is completed under paragraph (1), the eli-

1 gible entity shall submit a report of such results to  
2 the Secretary, and to the Committee on Education  
3 and the Workforce of the House of Representatives,  
4 the Committee on Health, Education, Labor, and  
5 Pensions of the Senate, and the Committees on Ap-  
6 propriations of the House of Representatives and the  
7 Senate.

8 (c) DISSEMINATION OF REPORTS.—Each report pre-  
9 pared by an eligible entity under this section shall be wide-  
10 ly disseminated, including by posting such report on the  
11 website of the eligible entity and by posting the portion  
12 of the report applicable to an eligible recipient on the  
13 website of such eligible recipient.

14 **SEC. 6. ACTIVITIES OF THE SECRETARY OF EDUCATION;**  
15 **GAO STUDY.**

16 (a) TECHNICAL ASSISTANCE.—The Secretary may  
17 provide application support for eligible entities desiring a  
18 grant under section 4(a), and technical assistance to eligi-  
19 ble entities awarded such a grant.

20 (b) GAO STUDY.—

21 (1) STUDY.—The Comptroller General of the  
22 United States shall review this Act, title II of the  
23 Elementary and Secondary Education Act of 1965  
24 (20 U.S.C. 6601 et seq.), and title II of the Higher

1 Education Act of 1965 (20 U.S.C. 1021 et seq.) to  
2 study the best practices for—

3 (A) recruiting and retaining an excellent  
4 and diverse teacher workforce;

5 (B) reducing beginning teacher turnover  
6 and turnover due to low salaries;

7 (C) filling teacher vacancies in high-need  
8 areas and in shortage subjects;

9 (D) providing better pay and additional  
10 leadership opportunities to teachers; and

11 (E) improving working conditions and  
12 overall teacher satisfaction.

13 (2) REPORT.—Not later than 1 year after the  
14 date of enactment of this Act, the Comptroller Gen-  
15 eral shall submit a report on the study to the Com-  
16 mittee on Education and the Workforce of the  
17 House of Representatives, the Committee on Health,  
18 Education, Labor, and Pensions of the Senate, and  
19 the Committees on Appropriations of the House of  
20 Representatives and the Senate.

21 (c) ANNUAL REPORTS TO CONGRESS.—The Sec-  
22 retary shall submit to the Committee on Education and  
23 the Workforce of the House of Representatives, the Com-  
24 mittee on Health, Education, Labor, and Pensions of the  
25 Senate, and the Committees on Appropriations of the

1 House of Representatives and the Senate, an annual re-  
2 port on implementation of the teacher support programs  
3 supported under this Act, including—  
4 (1) information provided by eligible entities to  
5 the Secretary in the applications submitted under  
6 section 4(c);  
7 (2) the reports received from eligible entities  
8 under section 5(a); and  
9 (3) the amount of the grant awarded to each el-  
10 igible entity under section 4(a).

11 **SEC. 7. DEFINITIONS.**

12 In this Act:  
13 (1) DIVERSE TEACHER CANDIDATES.—The  
14 term “diverse teacher candidates” means teacher  
15 candidates from—  
16 (A) underrepresented minority groups; or  
17 (B) teachers who are linguistically and cul-  
18 turally prepared to educate high-need students.  
19 (2) ESEA TERMS.—The terms “elementary  
20 school”, “English learner”, “local educational agen-  
21 cy”, “paraprofessional”, “poverty line”, “secondary  
22 school”, “Secretary”, “State educational agency”,  
23 and “outlying area” have the meanings given the  
24 terms in section 8101 of the Elementary and Sec-  
25 ondary Education Act of 1965 (20 U.S.C. 7801).

1                             (3) ELIGIBLE ENTITY.—The term “eligible enti-  
2                             ty” means—

- 3                                 (A) a State educational agency;  
4                                 (B) a local educational agency;  
5                                 (C) a consortium of local educational agen-  
6                                 cies; or  
7                                 (D) a local educational agency in partner-  
8                                 ship with an institution of higher education or  
9                                 a nonprofit organization with expertise relevant  
10                                to teacher support programs.

11                             (4) ELIGIBLE RECIPIENT.—The term “eligible  
12                                recipient” means—

- 13                                 (A) a local educational agency;  
14                                 (B) a consortium of local educational agen-  
15                                 cies; or  
16                                 (C) a local educational agency in partner-  
17                                 ship with an institution of higher education or  
18                                 a nonprofit organization with expertise relevant  
19                                 to teacher support programs.

20                             (5) EVIDENCE-BASED.—The term “evidence-  
21                                 based” has the meaning given the term in section  
22                                 8101(21)(A) of the Elementary and Secondary Edu-  
23                                 cation Act of 1965 (20 U.S.C. 7801(21)(A)).

24                             (6) HIGH-NEED STUDENT.—The term “high-  
25                                need student” means an elementary school or sec-

1       ondary school student who is at risk of educational  
2       failure or otherwise in need of special assistance and  
3       support, such as a student who—



(8) LOW-INCOME STUDENT.—The term “low-income student” means a student whose family’s taxable income for the preceding year did not exceed 150 percent of the poverty line.

(10) SCHOOL.—The term “school” means an elementary school or secondary school.

## **15 SEC. 8. AUTHORIZATION AND APPROPRIATIONS.**

16       (a) IN GENERAL.—There are authorized to be appro-  
17 priated, and there are appropriated to carry out this Act  
18 (in addition to any other amounts appropriated to carry  
19 out this Act and out of any money in the Treasury not  
20 otherwise appropriated) \$2,000,000,000 for fiscal year  
21 2017 and each of the 5 succeeding fiscal years.

22           (b) ADDITIONAL AUTHORIZATION OF APPROPRIA-  
23 TIONS.—In addition to the amount authorized and appro-  
24 priated under subsection (a), there are authorized to be

1 appropriated to carry out this Act \$1,000,000,000 for fis-  
2 cal year 2017 and each of the 5 succeeding fiscal years.

3 **SEC. 9. RULE OF CONSTRUCTION.**

4 Nothing in this Act shall be construed to alter or oth-  
5 erwise affect the rights, remedies, and procedures afforded  
6 to school or local educational agency employees under Fed-  
7 eral, State, or local laws (including applicable regulations  
8 or court orders) or under the terms of collective bar-  
9 gaining agreements, memoranda of understanding, or  
10 other agreements between such employers and their em-  
11 ployees.

