

118TH CONGRESS
1ST SESSION

S. _____

To direct the Secretary of Education to award grants to eligible entities to carry out teacher leadership programs, and for other purposes.

IN THE SENATE OF THE UNITED STATES

Mr. LUJÁN introduced the following bill; which was read twice and referred to the Committee on _____

A BILL

To direct the Secretary of Education to award grants to eligible entities to carry out teacher leadership programs, 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 “Teachers Leading,
5 Educating, Advancing, and Designing Act of 2023” or the
6 “Teachers LEAD Act of 2023”.

7 **SEC. 2. FINDINGS.**

8 Congress finds the following:

9 (1) Decades of research have shown that teach-
10 ers are the single most important school-based factor

1 in student achievement, and an analysis by the
2 Brookings Institution indicates that a high level of
3 teacher turnover is negatively associated with stu-
4 dent achievement, and is higher in urban schools
5 and schools with more economically disadvantaged
6 students.

7 (2) A report by the National Commission on
8 Teaching and America's Future estimated that dis-
9 tricts spend between \$10,000 and \$17,000 for each
10 teacher who leaves the district, making teacher turn-
11 over and attrition a costly issue for school systems.

12 (3) The United States education system is ex-
13 perencing an ongoing teacher recruitment, reten-
14 tion, and shortage crisis. According to a National
15 Education Association survey in January of 2022,
16 55 percent of all teachers, 62 percent of Black
17 teachers, and 59 percent of Hispanic or Latino edu-
18 cators said they were more likely to retire early or
19 leave the profession.

20 (4) In the same survey, 74 percent of teachers
21 report having to fill in for colleagues or take on
22 other duties due to staff shortages, while 90 percent
23 of respondents pointed out that teacher burnout is
24 becoming a very serious issue. As a Nation, we face

1 the possibilities of vacancies and educator burnout
2 being exacerbated by educator shortages.

3 (5) An analysis by the Economic Policy Insti-
4 tute of teacher turnover data suggests that low sala-
5 ries, lack of professional development opportunities,
6 and a difficult school climate, including lack of
7 teacher input into school policy, are common factors
8 behind teachers leaving the workforce.

9 (6) According to data from the National Center
10 for Education Statistics, racially and ethnically di-
11 verse teachers are more likely to work in high-need
12 schools. Unfortunately, these schools often experi-
13 ence high teacher turnover rates, which can have a
14 negative impact on students.

15 (7) According to a report by Teach Plus and
16 the Education Trust, teachers of color report that
17 they have considered leaving the profession because
18 they lack agency, autonomy in decision making, and
19 opportunities for leadership.

20 (8) Studies show that all students benefit from
21 having racially and ethnically diverse teachers. These
22 benefits are magnified for students of color, who ex-
23 perience improved academic performance, higher
24 graduation rates, and increased interest in pursuing
25 higher education.

1 (9) Teachers of color are also underrepresented
2 in schools, with only 20 percent of the teacher work-
3 force identifying as people of color versus over 50
4 percent of public school students.

5 (10) Studies show that there is a positive link
6 between professional leadership opportunities, job
7 satisfaction, and retention of classroom teachers,
8 and that compensation for teachers' added leader-
9 ship responsibilities increases teacher retention.

10 (11) In a Gates Foundation Survey, only 12
11 percent of all teachers surveyed reported receiving
12 consistent job-embedded mentorship and professional
13 development from veteran teachers, despite multiple
14 studies showing that consistent mentorship improves
15 student learning.

16 (12) The New Teacher Project found that only
17 26 percent of high-performing teachers agreed that
18 their school leadership identified opportunities or
19 clear paths for teacher leadership roles.

20 (13) According to a report by Teach Plus and
21 the Education Trust, teachers' investment in their
22 schools and their likelihood of retention is greater
23 where opportunities exist to innovate and advocate
24 on behalf of students, especially when a teacher acts

1 in partnership with school and district administra-
2 tion to address student and teacher needs.

3 (14) Structured leadership programs are an ef-
4 fective way to help combat the nationwide teacher
5 shortage and improve teacher retention by empow-
6 ering teachers and establishing formal peer
7 mentorships between effective and experienced teach-
8 ers and those just entering the profession, which
9 also leads to academic and socio-emotional benefits
10 for students.

11 (15) Federal policies are needed to encourage
12 and fund the establishment of structured leadership
13 programs at public schools, especially in high-need
14 schools and school districts.

15 **SEC. 3. TEACHER LEADERSHIP GRANT PROGRAM.**

16 (a) DEFINITIONS.—In this section:

17 (1) ESEA TERMS.—The terms “educational
18 service agency”, “elementary school”, “local edu-
19 cational agency”, “paraprofessional”, “school lead-
20 er”, “secondary school”, and “Secretary” have the
21 meanings given such terms in section 8101 of the
22 Elementary and Secondary Education Act of 1965
23 (20 U.S.C. 7801).

24 (2) DISTRIBUTED LEADERSHIP.—The term
25 “distributed leadership” means a range of ap-

1 proaches wherein the school leadership shares as-
2 pects of the traditional set of school decisions, orga-
3 nization, management, and operations with teachers
4 in a manner that is coordinated by, agreed to, and
5 led by the teachers and school leadership.

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

8 (A) a local educational agency or edu-
9 cational service agency;

10 (B) a consortium of local educational agen-
11 cies or educational service agencies; or

12 (C) a partnership between a local edu-
13 cational agency or educational service agency
14 and—

15 (i) a nonprofit organization with dem-
16 onstrated expertise in teacher leadership
17 programs, as determined by the Secretary;

18 (ii) a State educational agency in the
19 same State as the local educational agency
20 or educational service agency with dem-
21 onstrated capacity in supporting teacher
22 leadership programs, as determined by the
23 Secretary;

24 (iii) an institution of higher education
25 (as defined in section 101 of the Higher

1 Education Act of 1965 (20 U.S.C. 1001))
2 that awards postsecondary teacher certifi-
3 cates or degrees and has a demonstrated
4 capacity in supporting teacher leadership
5 programs or teacher diversity, as deter-
6 mined by the Secretary;

7 (iv) a Minority-Serving Institution,
8 Tribal College or University, or Histori-
9 cally Black College or University; or

10 (v) an Indian Tribe.

11 (4) HIGH-NEED EDUCATIONAL SERVICE AGEN-
12 CY.—The term “high-need educational service agen-
13 cy” means an educational service agency that serves
14 a significant number or percentage of high-need
15 local educational agencies.

16 (5) HIGH-NEED LOCAL EDUCATIONAL AGEN-
17 CY.—The term “high-need local educational agency”
18 means a high-need local educational agency, as such
19 term is defined in paragraph (10) of section 200 of
20 the Higher Education Act of 1965 (20 U.S.C.
21 1021(10)).

22 (6) INDIAN TRIBE.—The term “Indian Tribe”
23 means the recognized governing body of any Indian
24 or Alaska Native Tribe, band, nation, pueblo, village,
25 community, component band, or component reserva-

1 tion, individually identified (including parentheti-
2 cally) in the list published most recently as of the
3 date of enactment of this Act pursuant to section
4 104 of the Federally Recognized Indian Tribe List
5 Act of 1994 (25 U.S.C. 5131).

6 (7) MINORITY-SERVING INSTITUTION.—The
7 term “Minority-Serving Institution” means any of
8 the following:

9 (A) An Alaska Native-serving institution,
10 as that term is defined in section 317(b) of the
11 Higher Education Act of 1965 (20 U.S.C.
12 1059d(b)).

13 (B) A Native Hawaiian-serving institution,
14 as that term is defined in section 317(b) of the
15 Higher Education Act of 1965 (20 U.S.C.
16 1059d(b)).

17 (C) A Hispanic-serving institution, as that
18 term is defined in section 502(a) of the Higher
19 Education Act of 1965 (20 U.S.C. 1101a(a)).

20 (D) A Predominantly Black institution, as
21 that term is defined in section 371(c) of the
22 Higher Education Act of 1965 (20 U.S.C.
23 1067q(c)).

24 (E) An Asian American and Native Amer-
25 ican Pacific Islander-serving institution, as that

1 term is defined in section 320(b) of the Higher
2 Education Act of 1965 (20 U.S.C. 1059g(b)).

3 (F) A Native American-serving, nontribal
4 institution, as that term is defined in section
5 319(b) of the Higher Education Act of 1965
6 (20 U.S.C. 1059f(b)).

7 (8) TRIBAL COLLEGE OR UNIVERSITY.—The
8 term “Tribal College or University” has the meaning
9 given the term as defined in section 316(b)(3) of the
10 Higher Education Act of 1965 (20 U.S.C.
11 1059c(b)(3)).

12 (9) HISTORICALLY BLACK COLLEGE OR UNI-
13 VERSITY.—The term “Historically Black College or
14 University” has the meaning given the term “part B
15 institution” in section 322 of the Higher Education
16 Act of 1965 (20 U.S.C. 1061).

17 (10) TEACHER LEADER.—The term “teacher
18 leader” means a teacher who is selected to partici-
19 pate in the teacher leadership program under this
20 section.

21 (b) PROGRAM AUTHORIZED.—

22 (1) IN GENERAL.—The Secretary shall award
23 grants, on a competitive basis, to eligible entities to
24 carry out teacher leadership programs.

1 (2) RESERVATIONS.—From the total amount
2 appropriated to carry out this section for a fiscal
3 year, the Secretary—

4 (A) shall reserve not less than 5 percent to
5 carry out subsection (h);

6 (B) may reserve not more than—

7 (i) 3 percent to provide technical as-
8 sistance to, and support the capacity build-
9 ing of, the programs assisted under this
10 section; and

11 (ii) 0.5 percent to support program
12 administration and data collection under
13 this section; and

14 (C) may reserve not more than 3.5 percent
15 to award planning grants to eligible entities in
16 order to assist those eligible entities in devel-
17 oping a program proposal in accordance with
18 subsection (h).

19 (3) GRANT PERIOD.—The Secretary shall make
20 grant awards for not more than 3 years and may ex-
21 tend grant awards for not more than 2 additional
22 years if the grantee is making progress in achieving
23 program objectives.

24 (4) GEOGRAPHIC DIVERSITY.—In awarding
25 grants under this section, the Secretary shall ensure

1 that, to the extent practicable, grants are distributed
2 among eligible entities that will serve geographically
3 diverse areas, including urban and rural areas.

4 (c) APPLICATION.—

5 (1) IN GENERAL.—An eligible entity desiring a
6 grant under this section shall submit an application
7 to the Secretary at such time, in such manner, and
8 containing such information as the Secretary may
9 require, including—

10 (A) a description of how the eligible entity
11 will implement the program proposal described
12 in paragraph (2);

13 (B) a description of how grant funds will
14 be spent, including if and how other Federal,
15 State, Tribal, and local funding sources may be
16 used to supplement grant funds in order to
17 meet the requirements of the teacher leadership
18 program; and

19 (C) a description of how the eligible entity
20 will continue the teacher leadership activities
21 assisted under the grant after the grant period
22 ends.

23 (2) PROGRAM PROPOSAL.—The program pro-
24 posal required under this subsection shall include the
25 following:

1 (A) PROGRAM PLAN.—A plan to establish
2 and operate a teacher leadership program that
3 includes the following:

4 (i) A description of how the eligible
5 entity will ensure that the program in-
6 cludes the participation of teacher leaders
7 in goal setting, professional learning, or
8 collaboration with content experts, school
9 leadership, colleagues, or leadership of an
10 eligible entity, with respect to—

11 (I) strategic planning or develop-
12 ment at the school level and the level
13 of the eligible entity, including plan-
14 ning and development relating to
15 school climate, community engage-
16 ment, teacher professional develop-
17 ment and mentorship, and student
18 growth; or

19 (II) implementing practices to
20 support children’s social, emotional, or
21 academic needs, such as—

22 (aa) planning the design of
23 and organizing the physical
24 space, organizational structure,
25 wraparound services, and culture

1 of schools to support positive,
2 healthy, and developmentally ap-
3 appropriate relationships among
4 members of the school and com-
5 munity;

6 (bb) creating multi-tiered
7 and integrated systems of sup-
8 port to address student academic
9 and non-academic needs;

10 (cc) creating and fostering
11 safe and inclusive learning envi-
12 ronments that enable authentic,
13 culturally and linguistically re-
14 sponsive learning in identity-safe
15 settings; or

16 (dd) supporting partici-
17 pating teacher leaders in earning
18 additional certifications or licen-
19 sure to develop their expertise
20 such as National Board Certifi-
21 cation, or licensure in special or
22 bilingual education.

23 (ii) A description of how the eligible
24 entity will ensure that the program offers
25 structures for shared decision making, dis-

1 tributed leadership, common planning, and
2 collaboration between participating teacher
3 leaders and school leaders.

4 (iii) A description of how the eligible
5 entity will ensure that teacher leaders re-
6 ceive training and support to improve skills
7 related to acting as instructional leaders,
8 coaches, mentors, or facilitators of profes-
9 sional learning.

10 (iv) A description of how the eligible
11 entity will use this program to establish
12 and sustain teacher leadership opportuni-
13 ties to increase teacher retention, including
14 for teachers who are individuals from
15 underrepresented populations in the teach-
16 ing profession.

17 (B) PROGRAM REQUIREMENTS.—A de-
18 scription of how the eligible entity will meet
19 each of the following program requirements:

20 (i) Ensuring all full-time teachers
21 with at least 3 years of full-time teaching
22 experience that maintain their roles as
23 classroom instructors and are employed by
24 the local educational agency may apply to

1 participate in such program as teacher
2 leaders.

3 (ii) Providing the selection criteria for
4 program participation to all eligible teach-
5 ers described in clause (i), which will in-
6 clude selection based on an eligible teach-
7 er's demonstrated ability in carrying out
8 not less than 5 of the criteria in subclauses
9 (I) through (VIII) and a commitment to
10 growth in other criteria where they do not
11 have a demonstrated ability of—

12 (I) carrying out leadership re-
13 sponsibilities while maintaining a role
14 as a classroom instructor;

15 (II) focusing on improving or ad-
16 vancing the vision, goals, and prior-
17 ities of the eligible entity that employs
18 such teacher using evidence-based and
19 practice-based data;

20 (III) collecting and analyzing
21 data of student social, emotional, and
22 academic outcomes or teacher profes-
23 sional outcomes and taking actions to
24 improve student outcomes, teacher

1 outcomes or professional learning in-
2 formed by such data;

3 (IV) facilitating collaborative, evi-
4 dence-based and practice-based, and
5 sustained professional learning with
6 peers, including mentorship and in-
7 struction leadership, that lead to im-
8 provements in teaching efficacy, pro-
9 fessional outcomes or student social,
10 emotional, and academic outcomes;

11 (V) analyzing socioeconomic, cul-
12 tural, and historical contexts of stu-
13 dents, their communities, and the
14 local educational agency, including ex-
15 isting pedagogy, school policies, and
16 school-based outreach to families and
17 the community to create safe, healthy,
18 and inclusive school climates;

19 (VI) implementing and evalu-
20 ating strategies aimed at addressing
21 areas of demonstrated need in the
22 school at which the teacher is em-
23 ployed, including increasing wrap-
24 around services, academic supports,

1 family engagement, and community-
2 based services;

3 (VII) supporting teachers to ef-
4 fectively serve students with disabil-
5 ities, English learners, and students
6 who are linguistically, racially, and
7 culturally diverse, economically dis-
8 advantaged, or historically underrep-
9 resented to increase their social, emo-
10 tional, and academic needs; and

11 (VIII) using, customizing, or de-
12 veloping lesson materials and instruc-
13 tional resources to meet the unique
14 needs of students and the eligible enti-
15 ty to further students' academic
16 achievement and social-emotional
17 learning.

18 (iii) Ensuring that all teachers and
19 paraprofessionals employed by the partici-
20 pating local educational agencies served by
21 the eligible entity are eligible to participate
22 in programming led by a teacher leader,
23 when applicable.

24 (iv) Providing financial assistance or
25 compensation to teacher leaders who par-

1 participate in such program for the additional
2 responsibilities that are directly related to
3 the teacher leadership program.

4 (v) Allowing the financial assistance
5 or compensation described in clause (iv) to
6 be substituted for paid time off or satisfac-
7 tion of a contract requirement—

8 (I) at the request of the teacher
9 leader receiving such compensation;
10 and

11 (II) with the authorization and
12 agreement of the eligible entity that
13 serves the elementary or secondary
14 school at which such teacher leader is
15 employed.

16 (vi) Requiring teacher leaders to sup-
17 port their own development and profes-
18 sional growth by evaluating themselves and
19 each other using evidence-, research-, or
20 practice-based rubrics.

21 (vii) Consulting with other teachers
22 who are not teacher leaders when devel-
23 oping and implementing the program as
24 described in this subparagraph.

1 (viii) Expending funds granted under
2 this Act to permit—

3 (I) not more than 5 percent of
4 such grant funds for administrative
5 expenses; and

6 (II) not less than 95 percent of
7 such grant funds to—

8 (aa) implement the program
9 proposal described in this para-
10 graph; and

11 (bb) carry out 1 or more of
12 the following activities:

13 (AA) Facilitating col-
14 laboration between program
15 participants.

16 (BB) Developing or im-
17 proving instructional mate-
18 rials.

19 (CC) Supporting the re-
20 allocation of work hours for
21 teacher leaders between
22 classroom responsibilities
23 and responsibilities as a
24 teacher leader.

1 (3) DATA REPORTING REQUIREMENT.—Each el-
2 igible entity applying for a grant under this section
3 shall include in such application an assurance that
4 the eligible entity will comply with reporting and
5 evaluation requirements described in subsection (f).

6 (d) PRIORITY.—In awarding grants under this sec-
7 tion, the Secretary shall give priority to eligible entities
8 that are or that include—

9 (1) a high-need educational service agency;

10 (2) a high-need local educational agency;

11 (3) a local educational agency that receives
12 basic support payments under section 7003(b)(1) of
13 the Elementary and Secondary Education Act of
14 1965 (20 U.S.C. 7703(b)(1));

15 (4) an Indian Tribe, Tribal educational depart-
16 ment or agency, or Tribal educational organization;

17 (5) a Native Hawaiian community-based orga-
18 nization or Native Hawaiian educational organiza-
19 tion (as those terms are defined in section 6207 of
20 the Elementary and Secondary Education Act of
21 1965 (20 U.S.C. 7517)) or an Alaska Native organi-
22 zation (as defined in section 6306 of such Act (20
23 U.S.C. 7546));

24 (6) a local educational agency that dem-
25 onstrates in their program proposal under subsection

1 (b)(2) a plan to use this program to establish and
2 sustain teacher leadership opportunities to increase
3 teacher recruitment, including teachers who are indi-
4 viduals from underrepresented populations in the
5 teaching profession;

6 (7) an eligible entity described in subsection
7 (a)(3)(C) that has a successful track record in sup-
8 porting teacher leadership models, retaining teach-
9 ers, or advancing teacher diversity; or

10 (8) a Historically Black College or University,
11 a Tribal College or University, or a Minority-Serving
12 Institution.

13 (e) USES OF FUNDS.—

14 (1) IN GENERAL.—An eligible entity awarded a
15 grant under this section shall use—

16 (A) not more than 5 percent of such grant
17 funds for administrative expenses; and

18 (B) not less than 95 percent of such grant
19 funds to implement the program proposal de-
20 scribed in subsection (c)(2) and, at the eligible
21 entity's option, carry out activities described in
22 paragraph (2).

23 (2) PERMISSIVE USES OF FUNDS.—In addition
24 to implementing the program proposal under sub-
25 section (c)(2), an eligible entity awarded a grant

1 under this section may use such grant funds to fa-
2 cilitate—

3 (A) collaboration between program partici-
4 pants;

5 (B) instructional materials development; or

6 (C) the reallocation of work hours for
7 teacher leaders between classroom responsibil-
8 ities and responsibilities as a teacher leader.

9 (f) REPORTS AND EVALUATION.—

10 (1) REPORTS TO THE SECRETARY.—An eligible
11 entity shall submit to the Secretary, in a timeline
12 determined by the Secretary, all information nec-
13 essary for the evaluation described in paragraph (2).

14 (2) EVALUATION.—The Secretary, acting
15 through the Director of the Institute of Education
16 Sciences, shall carry out an independent evaluation
17 measuring the effectiveness of the activities carried
18 out under grants awarded under this section, includ-
19 ing information about whether participating eligible
20 entities experience greater teacher retention than
21 non-participants. In carrying out the evaluation, the
22 Director shall collect and analyze the following infor-
23 mation, disaggregated by race, ethnicity, and gender:

24 (A) With respect to each participating eli-
25 gible entity—

1 (i) the 3-year retention rate of all full-
2 time teachers, disaggregated by—

3 (I) teachers who are in their first
4 year of teaching; and

5 (II) teachers who were hired by
6 such local educational agency in the
7 same school year as one another;

8 (ii) the 5-year retention rate of all
9 full-time teachers, disaggregated by—

10 (I) teachers who are in their first
11 year of teaching; and

12 (II) teachers who were hired by
13 such local educational agency in the
14 same school year as one another; and

15 (iii) the employment status of full-
16 time teachers who were hired by such edu-
17 cational agency, in the same school year in
18 which such eligible entity received a grant
19 under this section.

20 (B) With respect to each teacher leader
21 participating in a program established using
22 such grant funds, the following:

23 (i) The number of years of teaching
24 experience such teacher leader had at the
25 time of program participation.

1 (ii) Whether such teacher leader is
2 employed a local educational agency served
3 by such eligible entity.

4 (iii) If such teacher leader is not em-
5 ployed a local educational agency served by
6 such eligible entity, the reason for leaving.

7 (iv) The year in which such teacher
8 leader was first employed as a teacher.

9 (3) PUBLICATION.—The aggregated data sub-
10 mitted under paragraph (1) and the results of the
11 evaluation under paragraph (2) shall be made pub-
12 licly available on the website of the Department of
13 Education, except that such publicly available data
14 and results shall not reveal personally identifiable in-
15 formation.

16 (4) REPORTS TO CONGRESS.—Not later than 3
17 years after the Secretary makes awards to an eligi-
18 ble entity under this section, the Secretary shall sub-
19 mit to the Committee on Health, Education, Labor,
20 and Pensions of the Senate, the Committee on Edu-
21 cation and the Workforce of the House of Rep-
22 resentatives, the Committee on Indian Affairs of the
23 Senate, the Committee on Natural Resources of the
24 House, the Secretary of the Interior, and the Insti-
25 tute of Education Sciences a summary report of the

1 preliminary results and impact of the teacher leader-
2 ship program. The Secretary shall submit to such
3 committees, the Secretary of the Interior, and the
4 Institute of Education Sciences an annual report of
5 the results and impact of the teacher leadership pro-
6 gram for each year of the grant thereafter.

7 (g) BUREAU OF INDIAN EDUCATION TEACHER
8 LEADERSHIP PROGRAMS.—

9 (1) IN GENERAL.—The Secretary, in coordina-
10 tion with the Secretary of the Interior, shall—

11 (A) develop and implement a teacher lead-
12 ership program plan for Bureau schools (as de-
13 fined in section 1141 of the Education Amend-
14 ments of 1978 (25 U.S.C. 2021)); and

15 (B) award grants to Bureau-funded
16 schools described in subparagraphs (B) and (C)
17 of section 1141(3) of the Education Amend-
18 ments of 1978 (25 U.S.C. 2021(3)).

19 (2) SPECIAL RULE.—The Secretary, in con-
20 sultation with the Secretary of the Interior and In-
21 dian Tribes, may waive any requirement under this
22 section or prescribe an alternative or substantially
23 similar requirement if the Secretary finds that the
24 waiver or alternative requirement is necessary for

1 the effective delivery and administration of activities
2 under this section.

3 (h) PLANNING PROPOSAL GRANTS.—

4 (1) IN GENERAL.—The Secretary may award
5 planning grants to eligible entities to enable those el-
6 igible entities to develop a program proposal under
7 subsection (c)(2).

8 (2) APPLICATION.—Each eligible entity that de-
9 sires a planning grant under this subsection shall
10 submit an application to the Secretary at such time,
11 in such manner, and containing such information as
12 the Secretary may require.

13 (3) DURATION.—A planning grant under this
14 subsection shall be for a period of not more than 1
15 year.

16 (i) AUTHORIZATION OF APPROPRIATIONS.—There
17 are authorized to be appropriated to carry out this section
18 \$400,000,000 for fiscal year 2024 and each of the 4 suc-
19 ceeding fiscal years.