116TH CONGRESS 2D SESSION	S.	
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To provide resources for States, State educational agencies, local educational agencies, educators, school leaders, and others to measure and address instructional loss in students in kindergarten through grade 12.

IN THE SENATE OF THE UNITED STATES

Ms. HIRONO introduced the following	g bill; which	was read	twice	and	referred
to the Committee on					

A BILL

- To provide resources for States, State educational agencies, local educational agencies, educators, school leaders, and others to measure and address instructional loss in students in kindergarten through grade 12.
 - 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 "Learning Opportunity
 - 5 and Achievement Act".
 - 6 SEC. 2. PURPOSE.
- 7 It is the purpose of this Act to provide resources for
- 8 States, State educational agencies, local educational agen-

- cies, educators, school leaders, and others to measure and
- 2 address instructional loss in students in kindergarten
- 3 through grade 12.

4 SEC. 3. FINDINGS.

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- 5 Congress finds the following:
- 6 (1) Children in every State were affected by 7 school closures during the 2019-2020 school year, 8 which resulted in fewer instructional days for the 9 Nation's 56,400,000 students in Kindergarten 10 through grade 12, and caused instructional loss for these students.
 - (2) Instructional loss for certain students, including Black and Hispanic students, low-income students, children with disabilities, English learners, Native students, migratory students, students experiencing homelessness, children and youth in foster and others, could be especially care, compounding existing opportunity and achievement gaps.
 - (3) Instructional loss for students who lack access to broadband connectivity and mobile devices, or who otherwise lack access to high-quality remote learning, remote instruction, and conducive learning environments, could also be severe.

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(4) Before the coronavirus pandemic, opportunity and achievement gaps between Black and Hispanic students and White students deprived the economy ofthe United States of between \$310,000,000,000 and \$525,000,000,000 per year in productivity, equivalent to 2 percent to 4 percent of gross domestic product. Furthermore, achievement gaps between low-income students and high-income students deprived the United States economy of between \$400,000,000,000 and \$670,000,000,000 per year in productivity, equivalent to 3 percent to 5 percent of gross domestic product.

- (5) Preliminary estimates indicate students will return for the 2020-2021 school year with roughly 70 percent of learning gains in reading relative to a typical school year, and, in some grades, with less than 50 percent of learning gains in mathematics, nearly a full year behind where they would have been under normal circumstances.
- (6) The average instructional loss due to recent school closures could be 7 months for all students, 10.3 months for Black students, 9.2 months for Hispanic students, and more than a year for low-income students.

1 (7) Students in Kindergarten through grade 12 2 in the United States could lose between \$61,000 and 3 \$82,000 in lifetime earnings solely due to 4 coronavirus-related instructional loss. 5 (8) Coronavirus-related instructional loss could 6 result in reduced annual earnings for White students 7 (\$1,348 per year), but even further reduced earnings 8 for Black students (\$2,186 per year) and Hispanic 9 students (\$1,809) per year), resulting in 10 \$98,800,000,000 in reduced earnings per year. 11 (9) Instructional loss caused by school closures 12 and disruptions in learning could further compound 13 learning, achievement, and opportunity gaps, reduce 14 lifetime earnings, and harm competitiveness between 15 the United States and other countries that mitigated 16 the pandemic. 17 (10) The pandemic has created new challenges 18 for education, but educators have performed admi-19 rably and adjusted accordingly to educate students. 20 However, more resources are needed to make sure 21 the Nation's 3,700,000 educators have the necessary 22 tools to address instructional loss in students, espe-23 cially at-risk or marginalized students. 24 (11) Specifically, more resources are needed to 25 support evidence-based approaches to professional

1	development that will help educators in their efforts
2	to more effectively use technology, address equity
3	gaps in learning, and provide personalized instruc-
4	tion within continually changing learning environ-
5	ments.

- (12) Research has shown that, among other things, effective professional development for educators should be collaborative, job-embedded, content-based, and sustained.
- 10 (13) Research has also shown that effective 11 professional development for educators should be in-12 tensive, provide opportunities for coaching and ex-13 pert support, and offer opportunities for feedback.

14 SEC. 4. DEFINITIONS.

In this Act:

(1) ESEA DEFINITIONS.—The terms "Department", "elementary school", "evidence-based", "institution of higher education", "local educational agency", "outlying area", "paraprofessional", "professional development", "school leader", "secondary school", "Secretary", "State", and "State educational agency" have the meanings given those terms in section 8101 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 7801).

1	(2) Alaska native and alaska native orga-
2	NIZATION.—The terms "Alaska Native" and "Alas-
3	ka Native organization" have the meanings given
4	those terms in section 6306 of the Elementary and
5	Secondary Education Act of 1965 (20 U.S.C. 7546).
6	(3) At-risk or marginalized students.—
7	The term "at-risk or marginalized students" means
8	students in elementary or secondary school who
9	are—
10	(A) low-income students;
11	(B) minority students;
12	(C) children with disabilities;
13	(D) English learners;
14	(E) migratory students;
15	(F) homeless children and youth; or
16	(G) children or youth in foster care.
17	(4) CHILD WITH A DISABILITY.—The term
18	"child with a disability" has the meaning given that
19	term in section 602 of the Individuals with Disabil-
20	ities Education Act (20 U.S.C. 1401).
21	(5) COMMUNITY-BASED ORGANIZATION.—The
22	term "community-based organization" means a pub-
23	lie or private nonprofit organization with dem-
24	onstrated effectiveness that—

1	(A) is representative of a community or
2	significant segments of a community; and
3	(B) provides educational or related services
4	to individuals in the community.
5	(6) DISTANCE LEARNING.—The term "distance
6	learning" means the transmission of educational or
7	instructional programming to geographically dis-
8	persed individuals and groups via telecommuni-
9	cations or physical materials that is aligned to the
10	requirements of the Elementary and Secondary Edu-
11	cation Act of 1965 (20 U.S.C. 6301 et seq.).
12	(7) English learner.—The term "English
13	learner" has the meaning given that term in section
14	8101 of the Elementary and Secondary Education
15	Act of 1965 (20 U.S.C. 7801).
16	(8) Homeless Children and Youth.—The
17	term "homeless children and youth" has the mean-
18	ing given the term "homeless children or youths" in
19	section 725 of the McKinney-Vento Homeless Assist-
20	ance Act (42 U.S.C. 11434a).
21	(9) Hybrid Learning.—The term "hybrid
22	learning" means any combination of distance and in-
23	person learning where distance learning represents a
24	substantial component of the instructional model.

1	(10) Migratory Child.—The term "migratory
2	child" means a child or youth who made a qualifying
3	move (as defined in section 1309 of the Elementary
4	and Secondary Education Act of 1965 (20 U.S.C.
5	6399) in the preceding 36 months—
6	(A) as a migratory agricultural worker or
7	a migratory fisher (as those terms are defined
8	in such section); or
9	(B) with, or to join, a parent or spouse
10	who is a migratory agricultural worker or a mi-
11	gratory fisher (as those terms are defined in
12	such section).
13	(11) Native Hawahan, native Hawahan
14	COMMUNITY-BASED ORGANIZATION AND NATIVE HA-
15	WAHAN EDUCATIONAL ORGANIZATION.—The terms
16	"Native Hawaiian", "Native Hawaiian community-
17	based organization" and "Native Hawaiian edu-
18	cational organization" have the meanings given
19	those terms in section 6207 of the Elementary and
20	Secondary Education Act of 1965 (20 U.S.C. 7517).
21	(12) Native students.—The term "Native
22	students" means students in elementary or sec-
23	ondary school who are American Indian, Alaska Na-
24	tive, or Native Hawaiian.

1	(13) Poverty Line.—The term "poverty line"
2	means the poverty line (as defined by the Office of
3	Management and Budget and revised annually in ac-
4	cordance with section 673(2) of the Community
5	Services Block Grant Act) applicable to a family of
6	the size involved.
7	SEC. 5. PROFESSIONAL DEVELOPMENT TO ADDRESS IN
8	STRUCTIONAL LOSS IN STUDENTS.
9	(a) In General.—There are authorized to be appro-
10	priated, and there are appropriated, out of any amounts
11	in the Treasury not otherwise appropriated
12	\$2,250,000,000 to carry out part A of title II of the Ele
13	mentary and Secondary Education Act of 1965 (20 U.S.C
14	6611 et seq.) for fiscal year 2022, of which, not less than
15	10 percent shall be used for activities under that part for
16	school leaders (as such term is defined in that Act).
17	(b) Emergency Designation.—
18	(1) In general.—The amounts provided by
19	this section are designated as an emergency require
20	ment pursuant to section 4(g) of the Statutory Pay-
21	As-You-Go Act of 2010 (2 U.S.C. 933(g)).
22	(2) Designation in Senate.—In the Senate
23	this section is designated as an emergency require
24	ment pursuant to section 4112(a) of H. Con. Res

1 71 (115th Congress), the concurrent resolution on 2 the budget for fiscal year 2018. 3 SEC. 6. PROFESSIONAL DEVELOPMENT GRANTS. 4 (a) Grants Authorized.—From amounts made 5 available under subsection (d), the Secretary shall award 6 grants, on a competitive basis, to States to enable States to provide funds to local educational agencies for supple-8 mental professional development opportunities for edu-9 cators, paraprofessionals, specialized instructional support 10 personnel, and school leaders regarding how to effectively 11 deliver distance learning and hybrid learning models. 12 (b) APPLICATION.—Not later than 30 days after the 13 date of enactment of this Act, the Secretary shall request 14 applications for grants under this section. Each State de-15 siring a grant under this section shall submit an application to the Secretary at such time, in such manner, and 16 17 containing such information as the Secretary may reason-18 ably require, including— 19 (1) a plan to ensure that local educational 20 agencies use evidence-based approaches to profes-21 sional development, and approaches that are collaborative, job-embedded, content-based, and sustained 22 23 in duration; 24 (2) a description of how the local educational

agencies in the State provide evidence-based profes-

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1	sional development, at the time the application is
2	submitted; and
3	(3) a description of how the State will ensure
4	that local educational agencies use grant funds to
5	provide evidence-based professional development—
6	(A) focused on distance learning and hy-
7	brid learning;
8	(B) that supports at-risk and marginalized
9	students, including low-income students, minor-
10	ity students, children with disabilities, English
11	learners, migratory students, homeless children
12	and youth, and children or youth in foster care;
13	and
14	(C) that is collaborative, job-embedded,
15	content-based, and sustained in duration.
16	(c) Uses of Funds.—
17	(1) In general.—A State receiving a grant
18	under this section shall use grant funds to provide
19	funds to local educational agencies for supplemental
20	professional development opportunities for edu-
21	cators, paraprofessionals, specialized instructional
22	support personnel, and school leaders regarding how
23	to effectively deliver distance learning and hybrid
24	learning models.

1	(2) Administrative costs.—A State may re-
2	serve not more than 10 percent of grant funds for
3	administrative costs.
4	(d) Authorization of Appropriations.—There
5	are authorized to be appropriated to carry out this section
6	\$50,000,000.
7	SEC. 7. TRAINING RESOURCE GRANTS.
8	(a) Grants Authorized.—From amounts made
9	available under subsection (e), the Secretary shall award
10	grants, on a competitive basis, to eligible entities to enable
11	those eligible entities to develop training resources for edu-
12	cators, paraprofessionals, specialized instructional support
13	personnel, and school leaders, including online training re-
14	sources.
15	(b) ELIGIBLE ENTITY.—In this section, the term "el-
16	igible entity" means—
17	(1) a State educational agency;
18	(2) a local educational agency; or
19	(3) an entity described in paragraph (1) or (2)
20	in partnership with one or more of the following:
21	(A) A public elementary school or sec-
22	ondary school.
23	(B) A nonprofit institution of higher edu-
24	cation.

1	(C) A national nonprofit organization with
2	experience researching, evaluating, and pro-
3	viding information and guidance, including best
4	practices, on professional development or train-
5	ing programs or professional enhancement ac-
6	tivities, which may include activities that lead
7	to an advanced credential, for educators, para-
8	professionals, specialized instructional support
9	personnel, or school leaders.
10	(D) An Alaska Native organization.
11	(E) A Native Hawaiian community-based
12	organization or Native Hawaiian educational
13	organization.
14	(F) A community-based nonprofit organi-
15	zation.
16	(e) Application; Priority.—
17	(1) Application.—Not later than 30 days
18	after the date of enactment of this Act, the Sec-
19	retary shall request applications for grants under
20	this section. Each eligible entity desiring a grant
21	under this section shall submit an application to the
22	Secretary at such time, in such manner, and con-
23	taining such information as the Secretary may rea-
24	sonably require, including—

1	(A) a plan to develop evidence-based train-
2	ing resources;
3	(B) a description of the eligible entity's ex-
4	perience creating evidence-based training re-
5	sources; and
6	(C) a description of how the eligible entity
7	will use grant funds to create evidence-based
8	training resources—
9	(i) focused on distance learning and
10	hybrid learning;
11	(ii) that support at-risk and
12	marginalized students, including low-in-
13	come students, minority students, children
14	with disabilities, English learners, migra-
15	tory students, homeless children and
16	youth, and children or youth in foster care;
17	and
18	(iii) that support approaches to pro-
19	fessional development that are collabo-
20	rative, job-embedded, content-based, and
21	sustained in duration.
22	(2) Priority.—In awarding grants under this
23	section, the Secretary shall give priority to eligible
24	entities—

1	(A) that serve a high rate of students who
2	are from families at or below the poverty line;
3	or
4	(B) that serve a population with a high
5	rate of COVID-19 infection.
6	(d) Uses of Funds.—
7	(1) In general.—An eligible entity receiving a
8	grant under this section shall use grant funds to de-
9	velop evidence-based training resources for edu-
10	cators, paraprofessionals, specialized instructional
11	support personnel, and school leaders, including on-
12	line training resources.
13	(2) Administrative costs.—An eligible entity
14	receiving a grant under this section may reserve not
15	more than 5 percent of grant funds for administra-
16	tive costs.
17	(e) Authorization of Appropriations.—There
18	are authorized to be appropriated to carry out this section
19	\$100,000,000.
20	SEC. 8. STUDENT SUPPORT GRANTS.
21	(a) Grants Authorized.—From amounts made
22	available under subsection (e), the Secretary shall award
23	grants, on a competitive basis, to eligible entities to enable
24	those eligible entities to provide evidence-based tutoring
25	services and related academic supports for at-risk or

1	marginalized students, including low-income students, mi
2	nority students, children with disabilities, English learn
3	ers, migratory students, homeless children and youth, and
4	children or youth in foster care, and Native students.
5	(b) ELIGIBLE ENTITY.—In this section, the term "el
6	igible entity' means—
7	(1) a State educational agency;
8	(2) a local educational agency; or
9	(3) an entity described in paragraphs (1) or (2
10	in partnership with one or more of the following:
11	(A) A public elementary school or sec
12	ondary school.
13	(B) A nonprofit institution of higher edu
14	cation.
15	(C) A national nonprofit organization with
16	experience researching, evaluating, and pro
17	viding information and guidance, including best
18	practices, on evidence-based professional devel
19	opment or training programs or professional en
20	hancement activities, which may include activi
21	ties that lead to an advanced credential, for
22	educators, paraprofessionals, specialized in
23	structional support personnel, or school leaders
24	(D) An Alaska Native organization.

1	(E) A Native Hawaiian community-based
2	organization or Native Hawaiian educational
3	organization.
4	(F) A community-based nonprofit organi-
5	zation.
6	(c) Application.—Not later than 30 days after the
7	date of enactment of this Act, the Secretary shall request
8	applications for grants under this section. Each eligible
9	entity desiring a grant under this section shall submit an
10	application to the Secretary at such time, in such manner,
11	and containing such information as the Secretary may rea-
12	sonably require, including—
13	(1) a description of the eligible entity's experi-
14	ence providing evidence-based tutoring services or
15	related academic supports; and
16	(2) a description of how the eligible entity will
17	use grant funds to provide evidence-based tutoring
18	services or related academic supports—
19	(A) focused on addressing instructional
20	loss due to COVID-19; and
21	(B) that support at-risk and marginalized
22	students, including low-income students, minor-
23	ity students, children with disabilities, English
24	learners, migratory students, homeless children

and youth, and children or youth in foster care
and Native students.
(d) Uses of Funds.—
(1) In general.—An eligible entity receiving a
grant under this section shall use grant funds to
provide evidence-based tutoring services and related
academic supports for at-risk or marginalized stu
dents, including low-income students, minority stu
dents, children with disabilities, English learners
migratory students, homeless children and youth
and children or youth in foster care, and Native stu
dents.
(2) Administrative costs.—An eligible entity
receiving a grant under this section may reserve no
more than 10 percent of grant funds for administra
tive costs.
(e) Authorization of Appropriations.—There
are authorized to be appropriated to carry out this section
\$50,000,000.
SEC. 9. INNOVATION GRANTS.
(a) Grants Authorized.—From amounts made
available under subsection (d), the Secretary shall award
grants, on a competitive basis, to local educational agen
cies to enable those local educational agencies to carry ou

25 the activities described in subsection (c).

1	(b) APPLICATION.—Not later than 30 days after the
2	date of enactment of this Act, the Secretary shall request
3	applications for grants under this section. Each local edu-
4	cational agency desiring a grant under this section shall
5	submit an application to the Secretary at such time, in
6	such manner, and containing such information as the Sec-
7	retary may reasonably require, including a description of
8	how the local educational agency will use grant funds to—
9	(1) support evidence-based approaches to ad-
10	dressing instructional loss due to COVID-19; and
11	(2) support evidence-based approaches to ad-
12	dressing instructional loss due to COVID-19 in at-
13	risk and marginalized students, including low-income
14	students, minority students, children with disabil-
15	ities, English learners, migratory students, homeless
16	children and youth, and children or youth in foster
17	care.
18	(c) Uses of Funds.—
19	(1) In general.—A local educational agency
20	receiving a grant under this section shall use grant
21	funds (in an amount of not more than \$50,000
22	each)—
23	(A) to purchase evidence-based training re-
24	sources for educators, paraprofessionals, spe-

1	cialized instructional support personnel, and
2	school leaders;
3	(B) to develop evidence-based training re-
4	sources for educators, paraprofessionals, spe-
5	cialized instructional support personnel, and
6	school leaders; or
7	(C) to propose innovative, evidence-based
8	projects to improve distance learning and hy-
9	brid learning for students.
10	(2) Priority.—In awarding grants under this
11	section, the Secretary shall give priority to local edu-
12	cational agencies—
13	(A) that serve a high percentage of at-risk
14	or marginalized students, including low-income
15	students, minority students, children with dis-
16	abilities, English learners, migratory students,
17	homeless children and youth, or children or
18	youth in foster care, or Native students; or
19	(B) who plan to engage in projects that
20	address instructional loss for at-risk or
21	marginalized students, including low-income
22	students, minority students, children with dis-
23	abilities, English learners, migratory students,
24	homeless children and youth, and children or
25	youth in foster care, and Native students.

1	(3) Administrative costs.—A local edu-
2	cational agency receiving a grant under this section
3	may reserve not more than 5 percent of grant funds
4	for administrative costs.
5	(d) Authorization of Appropriations.—There
6	are authorized to be appropriated to carry out this section
7	\$25,000,000.
8	SEC. 10. LEARNING HUBS.
9	(a) DEFINITIONS.—In this section:
10	(1) Eligible school.—The term "eligible
11	school" means a public elementary or secondary
12	school—
13	(A) with respect to which not less than 40
14	percent of students enrolled are children count-
15	ed under section 1124(c) of the Elementary and
16	Secondary Education Act of 1965 (20 U.S.C.
17	6333(e); and
18	(B) that is in compliance with the require-
19	ments of the Americans with Disabilities Act of
20	1990 (42 U.S.C. 12101 et seq.).
21	(2) Learning hub.—The term "learning hub"
22	means a supervised, on-campus learning environ-
23	ment where students, during times of physical school
24	closure, have access to broadband connectivity (such
25	as Wi-Fi), laptop computers, assistive technology de-

1	vices, and other devices necessary for distance learn-
2	ing, school supplies, and technology and digital sup-
3	port services.
4	(b) Program Authorized.—From amounts made
5	available under subsection (f), the Secretary shall award
6	grants, on a competitive basis, to local educational agen-
7	cies to enable those local educational agencies to carry out
8	the activities described in subsection (d) at eligible schools.
9	(c) Application.—
10	(1) In general.—Not later than 30 days after
11	the date of enactment of this Act, the Secretary
12	shall request applications for grants under this sec-
13	tion. Each local educational agency desiring a grant
14	under this section shall submit an application to the
15	Secretary at such time, in such manner, and con-
16	taining such information as the Secretary may rea-
17	sonably require, including, at a minimum—
18	(A) an assurance that the local educational
19	agency has developed a high-quality distance
20	learning curriculum for students in the learning
21	hubs; and
22	(B) an assurance that learning hubs will
23	be required to meet Federal, State, Tribal, and
24	local public health and safety guidelines, as ap-
25	plicable.

1	(2) Priority.—In providing funds under this
2	section, the Secretary shall give priority to local edu-
3	cational agencies that—
4	(A) plan to serve a high percentage of at-
5	risk or marginalized students, including—
6	(i) low-income students, minority stu-
7	dents, children with disabilities, English
8	learners, migratory students, homeless
9	children and youth, and children or youth
10	in foster care;
11	(ii) Native students; or
12	(iii) students who lack internet and
13	device access; and
14	(B) have adopted high-quality distance
15	learning models.
16	(d) Uses of Funds.—A local educational agency re-
17	ceiving a grant under this section shall use grant funds
18	to pay expenses related to the administration of learning
19	hubs at eligible schools, including—
20	(1) the cost of paying instructors who are edu-
21	cators, paraprofessionals, or specialized instructional
22	support personnel who are employed by the local
23	educational agency or eligible school receiving grant
24	funds; or

- 1 (2) the cost of broadband connectivity, laptop
- 2 computers and other devices necessary for distance
- 3 learning, school supplies, and technology and digital
- 4 support services.
- 5 (e) Report.—Not later than 180 days after receiving
- 6 a grant under this section, a local educational agency re-
- 7 ceiving a grant under this section shall submit a report
- 8 to the Secretary containing information about the effec-
- 9 tiveness of learning hubs at eligible schools that are sup-
- 10 ported with funds under the grant, including the number
- 11 of students served.
- 12 (f) AUTHORIZATION OF APPROPRIATIONS.—There
- 13 are authorized to be appropriated to carry out this section
- 14 \$25,000,000.

15 SEC. 11. BEST PRACTICES.

- 16 (a) Best Practices.—The Secretary, acting
- 17 through the Director of the Institute of Education
- 18 Sciences, shall identify information about best practices
- 19 for schools to measure and address instructional loss dur-
- 20 ing the period of the public health emergency declared by
- 21 the Secretary of Health and Human Services under sec-
- 22 tion 319 of the Public Health Service Act (42 U.S.C.
- 23 247d) with respect to COVID-19, especially for at-risk or
- 24 marginalized students, including low-income students, mi-
- 25 nority students, children with disabilities, English learn-

- 1 ers, migratory students, homeless children and youth, and
- 2 children or youth in foster care, and Native students.
- 3 (b) Report.—Not later than 1 year after the date
- 4 of enactment of this Act, the Secretary shall—
- 5 (1) prepare and submit a report to Congress
- 6 containing the information about best practices iden-
- 7 tified under subsection (a);
- 8 (2) widely disseminate such information to
- 9 States; and
- 10 (3) make such information available on the De-
- 11 partment's website.
- 12 SEC. 12. STUDY ON INSTRUCTIONAL LOSS.
- Not later than 1 year after the date of enactment
- 14 of this Act, the Secretary, acting through the Director of
- 15 the Institute of Education Sciences, shall—
- 16 (1) carry out a study to determine instructional
- loss in at-risk or marginalized students, including
- low-income students, minority students, children
- 19 with disabilities, English learners, migratory stu-
- dents, homeless children and youth, and children or
- 21 youth in foster care, during the period of the public
- health emergency declared by the Secretary of
- Health and Human Services under section 319 of
- the Public Health Service Act (42 U.S.C. 247d) with
- respect to COVID-19; and

1 (2) prepare and submit a report to Congress

2 containing the results of that study.