

105TH CONGRESS  
2D SESSION

# H. R. 4307

To amend the Elementary and Secondary Education Act of 1965 and the Head Start Act to promote high-quality family literacy programs and train parents effectively to teach their children, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JULY 22, 1998

Mr. SMITH of Michigan introduced the following bill; which was referred to the Committee on Education and the Workforce

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## A BILL

To amend the Elementary and Secondary Education Act of 1965 and the Head Start Act to promote high-quality family literacy programs and train parents effectively to teach their children, 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 “Family Literacy Im-  
5        provement Act of 1998”.

6        **SEC. 2. FINDINGS.**

7        The Congress finds as follows:

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1           (1) Family literacy programs provide important  
2 literacy assistance to families.

3           (2) Family literacy programs assist parents in  
4 improving their literacy skills, attaining self-suffi-  
5 ciency, and helping their children succeed in school.

6           (3) Family literacy programs empower parents  
7 by providing them with the skills to interact posi-  
8 tively with their children, with respect to their chil-  
9 dren’s education.

10           (4) Family literacy programs encourage parents  
11 to read to their children, which is a key component  
12 of children’s academic success.

13           (5) Existing family literacy programs should be  
14 strengthened in order to ensure that they are as ef-  
15 fective as possible in serving the literacy needs of at-  
16 risk families in the United States.

17 **TITLE I—AMENDMENTS TO EVEN**  
18 **START FAMILY LITERACY**  
19 **PROGRAMS**

20 **SEC. 101. RESERVATION FOR GRANTS.**

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

24           “(c) RESERVATION FOR GRANTS.—

1           “(1) GRANTS AUTHORIZED.—In any fiscal year  
2           in which the amount appropriated to carry out this  
3           part exceeds the amount appropriated to carry out  
4           this part for the preceding fiscal year, the Secretary  
5           shall reserve such funds in excess of the amount ap-  
6           propriated for such preceding fiscal years as do not  
7           exceed \$1,000,000 to award grants, on a competitive  
8           basis, to States to enable such States to plan and  
9           implement, statewide family literacy initiatives to co-  
10          ordinate and integrate existing Federal, State, and  
11          local literacy resources consistent with the purposes  
12          of this part. Such coordination and integration shall  
13          include funds available under the Adult Education  
14          Act, Head Start, this part, part A of this title, and  
15          part A of title IV of the Social Security Act.

16           “(2) CONSORTIA.—

17           “(A) ESTABLISHMENT.—To receive a  
18           grant under this subsection, a State shall estab-  
19           lish a consortium of the following State-level  
20           programs:

21                   “(i) Programs under this title.

22                   “(ii) Programs under the Head Start  
23                   Act.

24                   “(iii) Programs under the Adult Edu-  
25                   cation Act.

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

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

11                  “(3) READING INSTRUCTION.—Statewide family  
12                  literacy initiatives implemented under this subsection  
13                  shall base reading instruction on reliable, replicable  
14                  research on reading.

15                  “(4) TECHNICAL ASSISTANCE.—The Secretary  
16                  shall provide, directly or through a grant or contract  
17                  with an organization with experience in the develop-  
18                  ment and operation of successful family literacy  
19                  services, technical assistance to States receiving a  
20                  grant under this subsection.

21                  “(5) MATCHING REQUIREMENT.—The Sec-  
22                  retary shall not make a grant to a State under this  
23                  subsection unless the State agrees that, with respect  
24                  to the costs to be incurred by the eligible consortium  
25                  in carrying out the activities for which the grant was

1 awarded, the State will make available non-Federal  
2 contributions in an amount equal to not less than  
3 the Federal funds provided under the grant.”.

4 **SEC. 102. DEFINITIONS.**

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

7 (1) in paragraph (3), by striking “and” at the  
8 end;

9 (2) by redesignating paragraphs (3) and (4) as  
10 paragraphs (4) and (7), respectively;

11 (3) by inserting after paragraph (2) the follow-  
12 ing:

13 “(3) the term ‘family literacy services’ means  
14 services provided to participants on a voluntary basis  
15 that are of sufficient intensity in terms of hours,  
16 and of sufficient duration, to make sustainable  
17 changes in a family (such as eliminating or reducing  
18 welfare dependency) and that integrate—

19 “(A) interactive literacy activities between  
20 parents and their children;

21 “(B) activities equipping parents to moti-  
22 vate, teach, and otherwise partner with their  
23 children in learning;

1           “(C) parent literacy training, including  
2 training that contributes to economic self-suffi-  
3 ciency; and

4           “(D) appropriate instruction for children  
5 of parents receiving parent literacy services;”;  
6 and

7           (4) by inserting after paragraph (4) the follow-  
8 ing:

9           “(5) the term ‘reading’ means the process of  
10 comprehending the meaning of written text by de-  
11 pending on—

12           “(A) the ability to use phonics skills, that  
13 is, knowledge of letters and sounds, to decode  
14 printed words quickly and effortlessly, both si-  
15 lently and aloud;

16           “(B) the ability to use previously learned  
17 strategies for reading comprehension; and

18           “(C) the ability to think critically about  
19 the meaning, message, and aesthetic value of  
20 the text;

21           “(6) the term ‘reliable, replicable research’  
22 means objective, valid, scientific studies that—

23           “(A) include rigorously defined samples of  
24 subjects that are sufficiently large and rep-

1           representative to support the general conclusions  
2           drawn;

3           “(B) rely on measurements that meet es-  
4           tablished standards of reliability and validity;

5           “(C) test competing theories, where mul-  
6           tiple theories exist;

7           “(D) are subjected to peer review before  
8           their results are published; and

9           “(E) discover effective strategies for im-  
10          proving reading skills; and”.

11 **SEC. 103. PROGRAM ELEMENTS.**

12          Section 1205 of the Elementary and Secondary Edu-  
13          cation Act of 1965 (20 U.S.C. 6365) is amended—

14           (1) in paragraph (9), by striking “and” at the  
15          end;

16           (2) in paragraph (10), by striking the period at  
17          the end and inserting “; and”; and

18           (3) by adding at the end the following:

19           “(11) include a dedicated period of time for  
20          parents and their children to interact for the specific  
21          purposes of enhancing the childrens’ learning and  
22          developing a relationship of reciprocal learning and  
23          teaching.”.

1 **SEC. 104. ELIGIBLE PARTICIPANTS.**

2 Section 1206(a)(2) of the Elementary and Secondary  
3 Education Act of 1965 (20 U.S.C. 6366(a)(2)) is amended  
4 by striking “seven,” and inserting “18,”.

5 **SEC. 105. EVALUATION.**

6 Section 1209 of the Elementary and Secondary Edu-  
7 cation Act of 1965 (20 U.S.C. 6369) is amended—

8 (1) in paragraph (1), by striking “and” at the  
9 end;

10 (2) in paragraph (2), by striking the period at  
11 the end and inserting “; and”; and

12 (3) by adding at the end the following:

13 “(3) to provide States and eligible entities re-  
14 ceiving a subgrant under this part, directly or  
15 through a grant or contract with an organization  
16 with experience in the development and operation of  
17 successful family literacy services, technical assist-  
18 ance to ensure local evaluations undertaken under  
19 section 1205(10) provide accurate information on  
20 the effectiveness of programs assisted under this  
21 part.”.

22 **SEC. 106. INDICATORS OF PROGRAM QUALITY.**

23 (a) IN GENERAL.—The Elementary and Secondary  
24 Education Act of 1965 is amended—

25 (1) by redesignating section 1210 as section  
26 1212; and

1           (2) by inserting after section 1209 the follow-  
2           ing:

3   **“SEC. 1210. INDICATORS OF PROGRAM QUALITY.**

4           “Each State receiving funds under this part shall de-  
5   velop, based on the best available research and evaluation  
6   data, indicators of program quality for programs assisted  
7   under this part. Such indicators shall be used to monitor,  
8   evaluate, and improve such programs within the State.  
9   Such indicators shall include the following:

10           “(1) With respect to eligible participants in a  
11   program who are adults—

12                   “(A) achievement in the areas of reading,  
13                   writing, English language acquisition, problem  
14                   solving, and numeracy;

15                   “(B) receipt of a high school diploma or a  
16                   general equivalency diploma;

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

20                   “(D) such other indicators as the State  
21                   may develop.

22           “(2) With respect to eligible participants in a  
23   program who are children—

24                   “(A) improvement in ability to read on  
25                   grade level or reading readiness;

1                   “(B) school attendance;  
2                   “(C) grade retention and promotion; and  
3                   “(D) such other indicators as the State  
4                   may develop.”.

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

8                   (1) in paragraph (1), by striking “and” at the  
9                   end;

10                   (2) in paragraph (2), by striking the period at  
11                   the end and inserting “; and”; and

12                   (3) by adding at the end the following:

13                   “(3) carrying out section 1210.”.

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

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

1           “(4) INSUFFICIENT PROGRESS.—The State  
2 educational agency may refuse to award subgrant  
3 funds if such agency finds that the eligible entity  
4 has not sufficiently improved the performance of the  
5 program, as evaluated based on the indicators of  
6 program quality developed by the State under sec-  
7 tion 1210, after—

8                   “(A) providing technical assistance to the  
9 eligible entity; and

10                   “(B) affording the eligible entity notice  
11 and an opportunity for a hearing.”.

12 **SEC. 107. RESEARCH.**

13           The Elementary and Secondary Education Act of  
14 1965, as amended by section 106 of this Act, is further  
15 amended by inserting after section 1210 the following:

16 **“SEC. 1211. RESEARCH.**

17           “(a) IN GENERAL.—The Secretary shall carry out,  
18 through grant or contract, research into the components  
19 of successful family literacy services, to be used—

20                   “(1) to improve the quality of existing pro-  
21 grams assisted under this part or other family lit-  
22 eracy programs carried out under this Act or the  
23 Adult Education Act; and

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

4           “(b) DISSEMINATION.—The National Institute for  
5           Literacy shall disseminate the results of the research de-  
6           scribed in subsection (a) to States and recipients of sub-  
7           grants under this part.”.

8           **TITLE II—AMENDMENTS TO THE**  
9           **HEAD START ACT**

10          **SEC. 201. AMENDMENTS RELATING TO FAMILY LITERACY.**

11          The Head Start Act (42 U.S.C. 9831–9852) is  
12          amended—

13                 (1) in section 637(4) is amended to read as fol-  
14                 lows:

15                         “(4) The term ‘family literacy services’ means  
16                         services that—

17                                 “(A) are provided to participants who re-  
18                                 ceive the services on a voluntary basis;

19                                 “(B) are of sufficient intensity, and of suf-  
20                                 ficient duration, to make sustainable changes in  
21                                 a family (such as eliminating or reducing de-  
22                                 pendence on income-based public assistance);  
23                                 and

24                                 “(C) integrate each of—

1 “(i) interactive literacy activities be-  
2 tween parents and their children;

3 “(ii) training for parents on being  
4 partners with their children in learning;

5 “(iii) parent literacy training, includ-  
6 ing training that contributes to economic  
7 self-sufficiency; and

8 “(iv) appropriate instruction for chil-  
9 dren of parents receiving the parent lit-  
10 eracy training.”,

11 (2) in section 639—

12 (A) in subsection (a) by striking “1998”  
13 and inserting “2003”,

14 (B) in subsection (b)—

15 (i) in paragraph (1)—

16 (I) by striking “1998” and in-  
17 serting “2003”, and

18 (II) by striking “and” at the end,

19 (ii) in paragraph (2)—

20 (I) by striking “1998” and in-  
21 serting “2003”, and

22 (II) by striking the period at the  
23 end and inserting “; and”, and

24 (C) by adding at the end the following:

1           “(3) not less than \$5,000,000 for fiscal year  
2           1999, and such sums as may be necessary for fiscal  
3           years 2000 through 2003, to carry out section  
4           648B.”, and

5           (3) by inserting after section 648A the follow-  
6           ing:

7           **“SEC. 648B. FAMILY LITERACY SERVICES.**

8           “From funds reserved under section 639(b)(3), the  
9           Secretary—

10           “(1) shall provide grants through a competitive  
11           process, based upon the quality of the family literacy  
12           service proposal and taking into consideration geo-  
13           graphic and urban/rural representation, for not more  
14           than 100 Head Start agencies to initiate provision  
15           of family literacy services through collaborative part-  
16           nerships with entities that provide adult education  
17           services, entities carrying out Even Start programs  
18           under part B of chapter 1 of title 1 of the Elemen-  
19           tary and Secondary Education Act of 1965 (20  
20           U.S.C. 274 et seq.), or entities that provide other  
21           services deemed necessary for the provision of family  
22           literacy services; and

23           “(2) may—

1           “(A) provide training and technical assist-  
2           ance to Head Start agencies that already pro-  
3           vide family literacy services;

4           “(B) designate as mentor programs, and  
5           provide financial assistance to, Head Start  
6           agencies that demonstrate effective implementa-  
7           tion of family literacy services, based on im-  
8           proved outcomes of children and their parents,  
9           to enable such agencies to provide training and  
10          technical assistance to other agencies that seek  
11          to implement, or improve implementation of,  
12          family literacy services; and

13          “(C) award grants or make other assist-  
14          ance available to facilitate training and tech-  
15          nical assistance to programs for development of  
16          collaboration agreements with other service pro-  
17          viders.

18          In awarding such grants or assistance, the Secretary shall  
19          give special consideration to an organization that has ex-  
20          perience in the development and operation of successful  
21          family literacy services.”.

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