

119TH CONGRESS
2^D SESSION

S. _____

To establish a grant program supporting teacher and school leader induction programs in public schools, and for other purposes.

IN THE SENATE OF THE UNITED STATES

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

A BILL

To establish a grant program supporting teacher and school leader induction programs in public schools, 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 “Beginning Educator
5 Mentorship and Retention Act”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

8 (1) A high rate of teacher turnover, when
9 teachers move to another school or leave the profes-
10 sion altogether, is a primary contributor to teacher

1 shortages at the local, State, and national levels.
2 Moreover, teachers with the fewest years of experi-
3 ence have the highest rates of turnover. In the
4 2020–2021 school year, almost 12 percent of all
5 public school teachers had 3 years or fewer of teach-
6 ing experience. By the next school year, 1 in 5 nov-
7 ice teachers had moved to another school or left the
8 profession entirely. Teacher inexperience and turn-
9 over can—

10 (A) negatively impact student learning;

11 (B) disrupt school stability, negatively im-
12 pacting collegial relationships, collaboration,
13 and the accumulation of institutional knowl-
14 edge; and

15 (C) result in significant financial costs to
16 replace teachers who leave.

17 (2) Studies have shown that beginning teachers
18 who go through 2-year mentoring and induction pro-
19 grams are more effective in improving student learn-
20 ing and achievement, particularly on reading and
21 mathematics assessments. Studies have also found
22 that intensive mentoring and induction is signifi-
23 cantly associated with decreased turnover and im-
24 proved teaching practices.

1 (3) Students of color are more likely to be
2 taught by inexperienced teachers. According to data
3 from the Department of Education’s Civil Rights
4 Data Collection analyzed by the Learning Policy In-
5 stitute, nearly 1 in 6 teachers are just beginning
6 their career at schools with the highest concentra-
7 tions of students of color, compared to 1 in 10
8 teachers in schools serving the greatest proportions
9 of white students.

10 (4) Schools in rural settings often have more
11 beginning teachers, and the challenges they face are
12 often amplified compared to beginning teachers in
13 suburban or urban contexts. Providing strong men-
14 toring and induction in rural settings is also unique-
15 ly challenging, in part because beginning educators
16 in these schools often lack qualified mentors that are
17 matched to their grade or subject, carry high teach-
18 ing loads, and experience a heightened sense of pro-
19 fessional and personal isolation.

20 (5) Induction programs for school leaders have
21 significant positive effects for teacher retention and
22 student outcomes. A panel study in Pennsylvania
23 found that principals’ participation in an induction
24 program was associated with improved teacher re-
25 tention, as well as student achievement and teacher

1 effectiveness in mathematics. The strongest relation-
2 ships were concentrated among the most economi-
3 cally and academically disadvantaged schools in the
4 State and when principals participated during their
5 first 2 years of principalship.

6 **SEC. 3. DEFINITIONS.**

7 In this Act:

8 (1) ESEA DEFINITIONS.—The terms “child
9 with a disability”, “educational service agency”, “el-
10 elementary school”, “English learner”, “local edu-
11 cational agency”, “outlying area”, “school leader”,
12 “secondary school”, and “State educational agency”
13 have the meanings given the terms in section 8101
14 of the Elementary and Secondary Education Act of
15 1965 (20 U.S.C. 7801).

16 (2) EDUCATOR PREPARATION PROGRAM.—The
17 term “educator preparation program” means a
18 school, department, or program of education within
19 an institution of higher education that prepares
20 teachers or school leaders.

21 (3) ELIGIBLE ENTITY.—The term “eligible enti-
22 ty” means a State educational agency.

23 (4) ELIGIBLE SUBGRANTEE.—The term “eligi-
24 ble subgrantee” means—

1 (A) a local educational agency or a consor-
2 tium of local educational agencies;

3 (B) a local educational agency or a consor-
4 tium of local educational agencies that partners
5 with 1 or more educator preparation programs;

6 (C) a local educational agency or a consor-
7 tium of local educational agencies that partners
8 with 1 or more nonprofit entities with a proven
9 track record in providing high-quality induction
10 and mentoring support;

11 (D) an educational service agency, by itself
12 or in partnership with 1 or more educator prep-
13 aration programs; or

14 (E) an educational service agency, by itself
15 or in partnership with 1 or more nonprofit enti-
16 ties with a proven track record in providing
17 high-quality induction and mentoring support.

18 (5) FULLY CERTIFIED AND LICENSED.—The
19 term “fully certified and licensed” means—

20 (A) with respect to a public school teacher,
21 a teacher who—

22 (i) has met all certification or licen-
23 sure requirements for a standard certifi-
24 cate or license from the State in which the
25 teacher is employed and has a regular,

1 standard certificate, license, or endorse-
2 ment issued by the State for each subject
3 in which the teacher is employed to teach;

4 (ii) has not had such certification or
5 licensure requirements waived on an emer-
6 gency, temporary, or provisional basis; and

7 (iii) in the case of a special education
8 teacher, meets the personnel qualifications
9 under section 612(a)(14) of the Individual
10 with Disabilities Education Act (20 U.S.C.
11 1412(a)(14)); or

12 (B) with respect to a public school leader,
13 a school leader who—

14 (i) has met all certification or licen-
15 sure requirements for a standard certifi-
16 cate or license from the State in which the
17 school leader is employed and has a reg-
18 ular, standard certificate, license, or en-
19 dorsement issued by the State for such em-
20 ployment; and

21 (ii) has not had such certification or
22 licensure requirements waived on an emer-
23 gency, temporary, or provisional basis.

24 (6) INDUCTION PROGRAM.—The term “induc-
25 tion program” means a formalized program for new

1 teachers or school leaders in public schools during
2 not less than the teachers' or school leaders' first 2
3 years of teaching or leading, respectively, that—

4 (A) is designed to provide support for, and
5 improve the professional performance and ad-
6 vance the retention of, beginning teachers or
7 school leaders;

8 (B) promotes effective teaching and leader-
9 ship skills, respectively; and

10 (C) includes the following components for
11 new teachers and leaders:

12 (i) High-quality and structured teach-
13 er or school leader mentoring led by a
14 mentor.

15 (ii) Periodic, structured time for col-
16 laboration with teachers or school leaders
17 in the same department or field, including
18 teacher or school leader mentors, as well as
19 time for information-sharing among teach-
20 ers, principals, administrators, other ap-
21 propriate instructional staff, and if appli-
22 cable, participating faculty in the educator
23 preparation program participating in the
24 eligible entity.

1 (iii) Regular and structured formative
2 observation of, and opportunities for, ex-
3 pert feedback in order to inform efforts to
4 support new teachers and school leaders
5 and improve their practice.

6 (iv) Support in the development and
7 application of evidence-based instructional
8 strategies, including the ability to differen-
9 tiate instruction and support the learning
10 needs of students, including students who
11 are children with disabilities and students
12 who are English learners.

13 (v) Assistance for general and special
14 education teachers and school leaders to
15 support the learning of students who are
16 children with disabilities, including—

17 (I) for general and special edu-
18 cation teachers, guidance and instruc-
19 tion related to participation as a
20 member of individualized education
21 program teams, as defined in section
22 614(d)(1)(B) of the Individuals with
23 Disabilities Education Act (20 U.S.C.
24 1414(d)(1)(B)); and

1 (II) for school leaders, guidance
2 and instruction in ensuing that stu-
3 dents who are children with disabil-
4 ities receive special education and re-
5 lated services, consistent with the re-
6 quirements of the Individuals with
7 Disabilities Education Act (20 U.S.C.
8 1400 et seq.), that are needed for
9 those students to meet the challenging
10 State academic standards under sec-
11 tion 1111(b)(1) of the Elementary
12 and Secondary Education Act of 1965
13 (20 U.S.C. 6311(b)(1)).

14 (vi) Opportunities for new teachers or
15 school leaders to draw directly on the ex-
16 pertise of mentors and, if applicable, other
17 experts to support the integration of evi-
18 dence-based instructional practices.

19 (vii) Support in the development of
20 evidence-based skills in instructional and
21 behavioral supports and interventions, in-
22 cluding alignment with State standards on
23 teaching and school leadership.

24 (viii) The modeling of—

1 (I) the integration of research
2 and practice in the classroom;

3 (II) differentiated instruction;
4 and

5 (III) the effective use and inte-
6 gration of technology in the classroom
7 or public school to support instruc-
8 tion.

9 (ix) Interdisciplinary collaboration
10 among exemplary teachers, school leaders,
11 faculty, researchers, and other staff who
12 prepare new teachers or school leaders
13 with respect to the learning process and
14 the assessment of learning, including the
15 development, analysis, and use of forma-
16 tive, interim, and summative assessments.

17 (x) The development of skills to imple-
18 ment and support evidence-based practices
19 that create a positive school culture and
20 climate.

21 (xi) Assistance with the understanding
22 of data, particularly student achievement
23 and classroom engagement data (such as
24 attendance and discipline rates and other
25 measures of school climate), and the appli-

1 cability of such data in classroom and pub-
2 lic school instruction and design.

3 (7) INSTITUTION OF HIGHER EDUCATION.—The
4 term “institution of higher education” has the
5 meaning given the term in section 101(a) of the
6 Higher Education Act of 1965 (20 U.S.C. 1001(a)).

7 (8) MENTOR.—The term “mentor” means—

8 (A) with respect to a teacher mentor, a
9 teacher who—

10 (i) is fully certified and licensed for
11 each subject for which the teacher will pro-
12 vide mentorship;

13 (ii) has demonstrated high skill and
14 effectiveness, which may be demonstrated
15 through advanced certification such as the
16 National Board for Professional Teaching
17 Standards certification or local evaluation
18 systems;

19 (iii) has at least 3 years of teaching
20 experience;

21 (iv) has demonstrated skill collabo-
22 rating with others and facilitating adult
23 learning;

1 (v) teaches or has taught in the same
2 or similar field, grade, or subject as the
3 mentee; and

4 (vi) receives formalized and structured
5 training prior to becoming a mentor; or

6 (B) with respect to a school leader mentor,
7 a school leader who—

8 (i) is fully certified and licensed for
9 school leadership;

10 (ii) has demonstrated high skill and
11 effectiveness;

12 (iii) has at least 3 years of school
13 leadership experience;

14 (iv) has served as a school leader in a
15 school that serves students in the same or
16 similar grade spans as the mentee’s school;

17 (v) receives formalized and structured
18 training prior to becoming a mentor; and

19 (vi) has demonstrated skill collabo-
20 rating with others and facilitating adult
21 learning.

22 (9) PUBLIC SCHOOL.—The term “public
23 school” means a public elementary school or sec-
24 ondary school.

1 (10) SECRETARY.—The term “Secretary”
2 means the Secretary of Education.

3 (11) STATE.—The term “State” means each of
4 the several States of the United States, the District
5 of Columbia, the Commonwealth of Puerto Rico, and
6 each of the outlying areas.

7 (12) TEACHER OR SCHOOL LEADER MEN-
8 TORING.—The term “teacher or school leader men-
9 toring” means the mentoring of new or prospective
10 teachers or school leaders by teacher or school leader
11 mentors, respectively, through a program that—

12 (A) includes clear criteria for the selection
13 of mentors who will provide role model relation-
14 ships for mentees, which criteria shall be devel-
15 oped based on measures of teacher or school
16 leader effectiveness;

17 (B) provides high-quality training for such
18 mentors, including—

19 (i) instructional strategies for com-
20 prehensive literacy instruction;

21 (ii) differentiating instruction;

22 (iii) supporting the learning of stu-
23 dents who are children with disabilities and
24 students who are English learners; and

1 (iv) creating inclusive and supportive
2 classroom environments (including least re-
3 strictive environments for students with
4 disabilities and approaches that improve
5 the schoolwide climate for learning, which
6 may include positive behavioral interven-
7 tions and supports, including trauma-in-
8 formed care and social and emotional
9 learning);

10 (C) provides regular and ongoing opportu-
11 nities for mentors and mentees to observe each
12 other's teaching or leadership methods in class-
13 room and school settings during the school day;

14 (D) adequately compensates mentors by—

15 (i) reducing the teaching or leading
16 responsibilities, and related workload, of
17 mentors in exchange for the mentorship re-
18 sponsibilities and providing paid release
19 time for mentors;

20 (ii) providing an increase to mentors'
21 salaries commensurate with additional re-
22 sponsibilities; or

23 (iii) providing a stipend to mentors
24 commensurate with additional responsibil-
25 ities;

1 (E) promotes the empirically based prac-
2 tice of, and evidence-based research on, where
3 applicable—

4 (i) teaching and learning;

5 (ii) assessment of student learning;

6 (iii) the development of teaching skills
7 through the use of instructional and behav-
8 ioral interventions; and

9 (iv) the improvement of the mentees'
10 capacity to measurably advance student
11 learning; and

12 (F) includes—

13 (i) common planning time or regularly
14 scheduled collaboration for the mentor and
15 mentee; and

16 (ii) joint professional development op-
17 portunities.

18 **SEC. 4. PROGRAM AUTHORIZED.**

19 (a) GRANTS AUTHORIZED.—From the total amount
20 appropriated under section 8 for a fiscal year, the Sec-
21 retary shall, for such fiscal year—

22 (1) reserve 2 percent of such amount for pro-
23 gram administration and evaluation and to provide
24 technical assistance to eligible entities in operating
25 induction programs in public schools;

1 (2) reserve 1 percent of such amount for the
2 Secretary of the Interior to support programs simi-
3 lar to induction programs for schools operated or
4 funded by the Bureau of Indian Education; and

5 (3) use the funds remaining after the reserva-
6 tions under paragraphs (1) and (2) to award grants,
7 on a competitive basis, to eligible entities.

8 (b) REQUIRED MATCH.—

9 (1) IN GENERAL.—Except as provided in para-
10 graphs (2) and (3), an eligible entity receiving a
11 grant under this section shall provide, toward the
12 cost of the activities assisted under the grant, an
13 amount equal to 50 percent of the amount of the
14 grant.

15 (2) EXEMPTIONS.—The matching requirement
16 under paragraph (1) shall not apply to an eligible
17 entity representing an outlying area or an eligible
18 entity awarded a grant under subsection (a)(2) from
19 the Secretary of the Interior.

20 (3) WAIVER.—The Secretary may waive all or
21 part of the matching requirement described in para-
22 graph (1) for any fiscal year for an eligible entity if
23 the Secretary determines that applying the matching
24 requirement to the eligible entity would be inequi-
25 table due to—

1 (A) exceptional or uncontrollable cir-
2 cumstances, such as a natural disaster or a
3 change in the organizational structure of the el-
4 igible entity;

5 (B) a precipitous decline in the financial
6 resources of the eligible entity; or

7 (C) the inability to carry out the author-
8 ized activities described in section 6.

9 **SEC. 5. GRANT APPLICATION.**

10 (a) IN GENERAL.—Each eligible entity desiring a
11 grant under section 4 shall submit to the Secretary an
12 application at such time, in such manner, and containing
13 such information as the Secretary may require.

14 (b) CONTENTS.—Each application submitted under
15 this section shall include the following:

16 (1) An assurance that the eligible entity will en-
17 sure that subgrantees receiving subgrants under sec-
18 tion 6(a) will provide induction programs that meet
19 the criteria described in section 3(6).

20 (2) An assurance that the eligible entity will
21 target funding in accordance with section 6(a)(2) if
22 the funding is not sufficient to provide all teachers
23 and school leaders who are in their first 2 years of
24 teaching in the public schools served by the eligible
25 entity with an induction program, and a description

1 of how the eligible entity will target funding to local
2 educational agencies and public schools with the
3 highest need in accordance with such section.

4 (3) An assurance that mentors participating in
5 the program will—

6 (A) have their mentorship roles con-
7 structed as part of their contracted and com-
8 pensated responsibilities; or

9 (B) receive additional compensation if
10 mentorship for an induction program supported
11 under this Act is in addition to their other re-
12 sponsibilities.

13 (4) A description of—

14 (A) how the eligible entity will involve or-
15 ganizations that represent teachers and school
16 leaders in crafting and supporting induction
17 programs, including how such programs will
18 adequately compensate mentors;

19 (B) how the eligible entity will require local
20 educational agencies to publicly post the re-
21 quirements, and compensation provided, for
22 serving as a mentor in an induction program
23 supported under the grant; and

24 (C) how the eligible entity will commu-
25 nicate with major educator preparation pro-

1 grams (and other major preparation providers)
2 so that induction programs build on and com-
3 plement any high-quality training first- and sec-
4 ond-year teachers received before entering their
5 respective induction program.

6 (5) An assurance that the eligible entity will
7 meet the fiscal accountability requirements of section
8 7.

9 **SEC. 6. USE OF FUNDS.**

10 (a) SUBGRANTS TO LOCAL EDUCATIONAL AGENCIES,
11 CONSORTIA, AND EDUCATIONAL SERVICE AGENCIES.—

12 (1) IN GENERAL.—Each eligible entity that re-
13 ceives a grant under section 4 shall reserve not less
14 than 90 percent of the amounts available to carry
15 out the grant (including any matching funds re-
16 quired under section 4(b)) to make subgrants to eli-
17 gible subgrantees to enable the eligible subgrantees
18 to plan, implement, improve, or expand induction
19 programs in public schools in accordance with para-
20 graph (4).

21 (2) TARGETING FUNDS.—

22 (A) IN GENERAL.—To the extent that
23 funds to carry out a grant under section 4 (in-
24 cluding any matching funds required under sec-
25 tion 4(b)) are available, an eligible entity receiv-

1 other data as the Secretary deter-
2 mines are satisfactory); and

3 (II)(aa) have the highest con-
4 centration of teachers and school lead-
5 ers in their first or second year of
6 teaching or leading, respectively; or

7 (bb) have the highest rates of
8 teacher and school leader turnover for
9 teachers and school leaders in their
10 first or second year of teaching or
11 leading, respectively; and

12 (ii) ensuring that eligible subgrantees
13 receiving the subgrants target their
14 subgrant funding for public schools that—

15 (I) with respect to the local edu-
16 cational agency that serves a specific
17 public school, are in the highest 50
18 percent of schools served by such local
19 educational agency, based on the per-
20 centage of economically disadvantaged
21 students served; and

22 (II)(aa) have the highest con-
23 centration of teachers and school lead-
24 ers in their first or second year of
25 teaching or leading, respectively; or

1 (bb) have the highest rates of
2 teacher and school leader turnover for
3 teachers and school leaders in their
4 first or second year of teaching or
5 leading, respectively.

6 (3) APPLICATION.—An eligible subgrantee that
7 desires a subgrant under paragraph (1) shall submit
8 an application to the eligible entity at such time, in
9 such manner, and containing such information as
10 the eligible entity may require, which shall include—

11 (A) an assurance that the eligible sub-
12 grantee will provide induction programs that
13 meet the criteria described in section 3(6), in-
14 cluding a description of how the eligible sub-
15 grantee plans to do so;

16 (B) an assurance that, if the funding is
17 not sufficient to provide every teacher and
18 school leader described in paragraph (2)(A)
19 with an induction program, the eligible sub-
20 grantee will target funding as described in
21 paragraph (2)(B), including a description of
22 how the eligible subgrantee plans to do so;

23 (C) an assurance that mentors partici-
24 pating in the induction program will—

1 (i) have their mentorship roles con-
2 structed as part of their contracted and
3 compensated responsibilities; or

4 (ii) receive additional compensation if
5 mentorship for an induction program sup-
6 ported under this Act is in addition to
7 their other responsibilities;

8 (D) a description of—

9 (i) how the eligible subgrantee will in-
10 volve organizations that represent teachers
11 and school leaders in crafting and sup-
12 porting induction programs, including how
13 such programs will adequately compensate
14 mentors;

15 (ii) how the eligible subgrantee will
16 publicly post the requirements, and com-
17 pensation provided, for serving as a mentor
18 in an induction program supported under
19 the subgrant; and

20 (iii) how the eligible subgrantee will
21 communicate with major educator prepara-
22 tion programs (and other major prepara-
23 tion providers) so that induction programs
24 build on and complement any high-quality
25 training first- and second-year teachers re-

1 (B) Assisting with the redesign of school
2 schedules to allow for greater collaboration and
3 planning time for educators.

4 (C) Ensuring that induction programs op-
5 erated by subgrantees are of high quality and
6 meet the criteria described in section 3(6).

7 (3) Statewide or regional initiatives to support
8 teacher and school leaders in their first 2 years of
9 teaching or leading in public schools, which may in-
10 clude—

11 (A) induction programs for school leaders;

12 (B) induction programs for teachers or
13 school leaders in their first 2 years of teaching
14 or leading, respectively, who are—

15 (i) serving in rural or remote areas; or

16 (ii) teaching or leading in fields for
17 which there are few local mentors; and

18 (C) creating affinity networks for teachers
19 or school leaders in their first 2 years of teach-
20 ing or leading, respectively, that are from back-
21 grounds that are underrepresented in teaching
22 and leading, respectively.

23 **SEC. 7. FISCAL ACCOUNTABILITY.**

24 (a) SUPPLEMENT, NOT SUPPLANT.—An eligible enti-
25 ty receiving a grant under section 4, and an eligible sub-

1 grantee receiving a subgrant under section 6(a), shall en-
2 sure that funds made available under this Act are used
3 to supplement, and not supplant, funds that would other-
4 wise be used for activities authorized under this Act.

5 (b) RULE OF CONSTRUCTION FOR COLLECTIVE BAR-
6 GAINING.—

7 (1) IN GENERAL.—Subject to paragraph (2),
8 nothing in this Act shall be construed to alter or
9 otherwise affect the rights, remedies, and procedures
10 afforded to public school or local educational agency
11 employees under Federal, State, or local laws (in-
12 cluding applicable regulations or court orders) or
13 under the terms of collective bargaining agreements,
14 memoranda of understanding, or other agreements
15 between such employers and their employees.

16 (2) COMPLIANCE.—Paragraph (1) shall not be
17 construed to exempt a State, local educational agen-
18 cy, or public school from complying with this Act or
19 from negotiating in compliance with State labor laws
20 to comply with this Act.

21 **SEC. 8. AUTHORIZATION OF APPROPRIATIONS.**

22 There are authorized to be appropriated to carry out
23 this Act such sums as may be necessary for fiscal year
24 2027 and each subsequent fiscal year.