

103<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# H. R. 520

To establish a program of grants for the provision of coordinated educational support services to at-risk youth.

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## IN THE HOUSE OF REPRESENTATIVES

JANUARY 21, 1993

Mrs. LOWEY (for herself, Mrs. MORELLA, Mr. ANDREWS of New Jersey, Mr. MILLER of California, Mr. OWENS, Mr. PAYNE of New Jersey, and Mrs. UNSOELD) introduced the following bill; which was referred to the Committee on Education and Labor

SEPTEMBER 9, 1993

Additional sponsors: Mr. LEWIS of Georgia, Mr. TRAFICANT, Mr. HOCHBRUECKNER, Mr. RICHARDSON, Mr. ENGLISH of Oklahoma, Ms. SLAUGHTER, Mr. MCHUGH, Mrs. SCHROEDER, Mr. BARCIA of Michigan, Mr. SWIFT, Mr. LAFALCE, Mr. KOPETSKI, Mr. CLINGER, Mr. SKAGGS, Mr. HASTINGS, Mr. WYNN, Mr. WELDON, Mr. STRICKLAND, Mr. NATCHER, Mrs. MINK, Mr. SANDERS, Mr. MARKEY, Mrs. KENNELLY, Mr. FROST, Mr. SHAYS, Mrs. COLLINS of Illinois, Mr. MCDERMOTT, Mr. DEFazio, Mr. EVANS, Mr. HAYES, Mr. RANGEL, Mr. BEREUTER, Ms. SHEPHERD, Mr. HINCHEY, Mr. FILNER, Mr. HILLIARD, Mr. HOBSON, Mr. MFUME, Ms. BYRNE, Mr. NEAL of North Carolina, Mr. COPPERSMITH, Mr. MATSUI, Mr. HALL of Ohio, Mr. PENNY, Mr. COLEMAN, Mr. ENGEL, Mr. HUGHES, Mr. FINGERHUT, Mr. WILLIAMS, Mr. GEJDENSON, Miss COLLINS of Michigan, Mr. MARTINEZ, Mr. TOWNS, Mr. OLVER, Ms. WOOLSEY, Mr. REED, Mr. EDWARDS of California, Ms. DELAURO, Mr. KREIDLER, Mr. CRAMER, Mr. MENENDEZ, Mr. TORRICELLI, Mr. DURBIN, Ms. VELÁZQUEZ, Mr. BACCHUS of Florida, Mr. GENE GREEN of Texas, Mr. FARR of California, Mrs. MALONEY, Mrs. JOHNSON of Connecticut, Mr. WATT, Mr. FISH, Mr. PASTOR, Mr. SERRANO, Mr. ROMERO-BARCELÓ, Ms. NORTON, and Mr. SCOTT

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# A BILL

To establish a program of grants for the provision of coordinated educational support services to at-risk youth.

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 “Link-up for Learning  
5        Act”.

6        **SEC. 2. FINDINGS.**

7        The Congress makes the following findings:

8            (1) Growing numbers of children live in an en-  
9        vironment of social and economic conditions that  
10       greatly increase their risk of academic failure when  
11       they become students.

12           (2) More than 20 percent of the Nation’s chil-  
13       dren live in poverty while at the same time the Na-  
14       tion’s infrastructure of social support for children of  
15       poor families has greatly eroded; for example, 40  
16       percent of eligible children do not receive free or re-  
17       duced price lunches or benefit from food stamps, 25  
18       percent are not covered by health insurance, and  
19       only 20 percent are accommodated in public hous-  
20       ing.

21           (3) Many at-risk students suffer the effects of  
22       inadequate nutrition and health care, overcrowded

1 and unsafe living conditions and homelessness, fam-  
2 ily and gang violence, substance abuse, sexual abuse,  
3 and child abuse, involuntary migration, and limited  
4 English proficiency that often create severe barriers  
5 to learning the knowledge and skills needed to be-  
6 come literate, independent, and productive citizens.

7 (4) Almost half of all children and youths live  
8 in a single parent family for some period of their  
9 lives, greatly reducing parental involvement in their  
10 education.

11 (5) High proportions of disadvantaged and  
12 minority children are with never married mothers or  
13 teenage mothers, greatly limiting the resources avail-  
14 able for early childhood development and education.

15 (6) Large numbers of children and youths are  
16 recent immigrants or children of recent immigrants  
17 with limited English proficiency and significant  
18 unmet educational needs.

19 (7) Services for at-risk students are frag-  
20 mented, expensive, overregulated, often ineffective  
21 and duplicative, and focused on narrow problems  
22 and not the needs of the whole child and family.

23 (8) School personnel and other support service  
24 providers often lack knowledge of and access to  
25 available services for at-risk students and their fam-

1 ily in the community, are constrained by bureau-  
2 cratic obstacles from providing the services most  
3 needed, and have few resources or incentives to co-  
4 ordinate services.

5 (9) Service providers for at-risk students such  
6 as teachers, social workers, health care givers, juve-  
7 nile justice workers and others are trained in sepa-  
8 rate institutions, practice in separate agencies, and  
9 pursue separate professional activities that provide  
10 little support for coordination and integration of  
11 services.

12 (10) Coordination and integration of services  
13 for at-risk students emphasizing prevention and  
14 early intervention offer a great opportunity to break  
15 the cycle of poverty that leads to academic failure,  
16 teenage parenthood, leaving school, low skill levels,  
17 unemployment, and low income.

18 (11) Coordination of services is more cost effec-  
19 tive for schools and support agencies because it re-  
20 duces duplication, improves quality of services, and  
21 substitutes prevention for expensive crisis interven-  
22 tion.

23 **SEC. 3. PURPOSES.**

24 (a) IMPROVEMENT OF STUDENT PERFORMANCE.—It  
25 is the purpose of this Act to establish a program of grants

1 to local educational agencies to improve the educational  
2 performance of at-risk students by—

3 (1) removing barriers to their learning;

4 (2) coordinating and enhancing the effective-  
5 ness of educational support services;

6 (3) replicating and disseminating programs of  
7 high quality coordinated support services;

8 (4) increasing parental educational involvement;

9 (5) improving the capacity of school and sup-  
10 port services personnel to collaborate;

11 (6) integrating services, regulations, data bases,  
12 eligibility procedures, and funding sources whenever  
13 possible; and

14 (7) focusing school and community resources on  
15 prevention and early intervention strategies to ad-  
16 dress student needs holistically.

17 (b) COORDINATION.—It is also the purpose of this  
18 Act to provide assistance to foster planning, coordination,  
19 and collaboration among local, county, State, and Federal  
20 educational and other student support service agencies  
21 and levels of government, nonprofit organizations, and the  
22 private sector to improve the educational performance of  
23 at-risk students by—

1 (1) identifying and removing unnecessary regu-  
2 lations, duplication of services, and obstacles to co-  
3 ordination;

4 (2) improving communication and information  
5 exchange;

6 (3) creating joint funding pools or resource  
7 banks;

8 (4) providing cross-training of agency person-  
9 nel; and

10 (5) increasing parental and community involve-  
11 ment in education.

12 **SEC. 4. ELIGIBILITY.**

13 (a) COORDINATED SERVICES.—A local educational  
14 agency that seeks to plan and implement a coordinated  
15 services program for at-risk students with at least 1 other  
16 cooperating public agency is eligible to apply.

17 (b) COORDINATING SUPPORT SERVICES.—A consor-  
18 tium, including at least 1 local educational agency and 1  
19 cooperating public service agency, formed for the purpose  
20 of coordinating support services for at-risk students is eli-  
21 gible to apply.

22 (c) COOPERATING AGENCIES.—Nonprofit organiza-  
23 tions, institutions of higher education, and private enter-  
24 prises with experience or expertise in providing services  
25 for at-risk students may also participate as a cooperating

1 agency with a local educational agency or consortium in  
2 developing, operating, or evaluating programs assisted  
3 under this Act.

4 (d) HEAD START AGENCIES.—A local educational  
5 agency that is receiving assistance under the Head Start  
6 Transition program shall also be eligible for assistance  
7 under this Act if it meets the requirements under sub-  
8 section (a) or (b) and the cooperating public agency is in  
9 addition to a local Head Start agency.

10 (e) LIMITATION.—A local educational agency shall  
11 not be eligible to apply unless it is eligible to receive finan-  
12 cial assistance under chapter 1 of the Elementary and Sec-  
13 ondary Education Act of 1965.

14 **SEC. 5. TARGET POPULATION.**

15 (a) ELIGIBLE STUDENTS.—Educationally deprived  
16 students, in chapter 1 eligible schools or students in chap-  
17 ter 1 schoolwide projects, and their family members, may  
18 receive services provided by a project funded under this  
19 Act.

20 (b) ELIGIBLE SCHOOLS, GRADES, AND AREAS.—An  
21 eligible local educational agency may select any school,  
22 grade span, or program area for project services providing  
23 the requirements of subsection (a) are met and the project  
24 design is of adequate size, scope, and quality to achieve  
25 project outcomes.

1 **SEC. 6. AUTHORIZED USES OF FUNDS.**

2 Local educational agencies receiving grants under  
3 this Act may use the funds to—

4 (1) plan, develop, coordinate, acquire, expand,  
5 or improve school-based or community-based edu-  
6 cation support services through cooperative agree-  
7 ments, contracts for services, or direct employment  
8 of staff to strengthen the educational performance of  
9 at-risk students; education support services may in-  
10 clude but are not limited to child nutrition and nu-  
11 trition education; health education, screening and re-  
12 ferrals; student and family counseling, substance  
13 abuse prevention; extended school-day enrichment  
14 and remedial programs; child care; tutoring;  
15 mentoring; homework assistance; special curricula;  
16 family literacy; and parent education and involve-  
17 ment activities;

18 (2) plan, develop, and operate with other agen-  
19 cies a coordinated services program for at-risk stu-  
20 dents to increase their access to community-based  
21 social support services including but not limited to  
22 child nutrition, health and mental health services;  
23 substance abuse prevention and treatment; foster  
24 care and child protective services; child abuse serv-  
25 ices; welfare services; recreation; juvenile delin-  
26 quency prevention and court intervention; job train-

1 ing and placement; community-based alternatives to  
2 residential placements for handicapped students; and  
3 alternative living arrangements for students with  
4 dysfunctional families;

5 (3) develop effective strategies for coordinated  
6 services for at-risk students whose families are high-  
7 ly mobile;

8 (4) develop effective prevention and early inter-  
9 vention strategies with other agencies to serve at-  
10 risk students and families;

11 (5) improve interagency communications and  
12 information-sharing including developing local area  
13 telecommunications networks, software development,  
14 data base integration and management, and other  
15 applications of technology that improve coordination  
16 of services;

17 (6) support colocation of support services in  
18 schools, cooperating service agencies, community-  
19 based centers, public housing sites, or other sites  
20 nearby schools including rental or lease payments,  
21 open and lock-up fees, or maintenance and security  
22 costs necessary for the delivery of services for at-risk  
23 students;

24 (7) design, implement, and evaluate unified eli-  
25 gibility procedures, integrated data bases, and secure

1 confidentiality procedures that facilitate information  
2 sharing;

3 (8) provide at-risk students with integrated case  
4 planning and case management services through  
5 staff support for interagency teams of service provid-  
6 ers or hiring school-based support services coordina-  
7 tors;

8 (9) subsidize the coordination and delivery of  
9 education-related services to at-risk students outside  
10 the school site by a participating service agency such  
11 as a public housing authority, library, senior citizen  
12 center, or community based organization;

13 (10) provide staff development for teachers,  
14 guidance counselors, administrators, and participat-  
15 ing agency support services staff including cross-  
16 agency training in service delivery for at-risk stu-  
17 dents;

18 (11) plan and operate 1-stop school-based or  
19 nearby community-based service centers to provide  
20 at-risk students and their families with a wide vari-  
21 ety and intensity of support services such as infor-  
22 mation, referral, expedited eligibility screening and  
23 enrollment, and direct service delivery; and

24 (12) support dissemination and replication of a  
25 model coordinated educational support services pro-

1       gram to other local educational agencies including  
2       materials and training.

3       **SEC. 7. APPLICATION REQUIREMENTS.**

4       An applicant seeking assistance under this Act shall  
5       submit an application that provides evidence of—

6               (1) the degree of need for a coordinated services  
7       plan among the students of the local educational  
8       agency;

9               (2) the expected improvement in educational  
10      outcomes for at-risk students served by the program;

11              (3) a plan for assessing educational and other  
12      outcomes of support services by each cooperating  
13      agency providing support services;

14              (4) participation of a coordinated services pro-  
15      gram advisory council in the development of the ap-  
16      plication which council shall consist of the head of  
17      each cooperating support services agency, a member  
18      of the local board of education and the superintend-  
19      ent of schools or their designees, representatives of  
20      parents, students, and the private sector;

21              (5) a plan for improving the educational  
22      achievement of at-risk youth through more effective  
23      coordination of support services, staff development  
24      and cross-agency training, and the educational in-  
25      volvement of parents;

1           (6) a plan for continuing support services when  
2           Federal assistance is terminated; and

3           (7) capacity to serve as a model that could be  
4           replicated by other local educational agencies.

5 **SEC. 8. SPECIAL CONSIDERATIONS.**

6           In making an award under this Act, the Secretary  
7 shall give special consideration to—

8           (1) the geographic distribution of awards, in-  
9           cluding urban and rural districts;

10          (2) districts with high proportions of at-risk  
11          students;

12          (3) plans that include interagency teams of col-  
13          laborators to provide case management services; and

14          (4) districts that experience a significant in-  
15          crease in the number of at-risk students.

16 **SEC. 9. REVIEW OF APPLICATIONS.**

17          The Secretary of Education shall coordinate review  
18 of applications with the Secretary of Health and Human  
19 Services and the Secretary of Housing and Urban Devel-  
20 opment as appropriate.

21 **SEC. 10. DURATION.**

22          Grants under this Act may be for up to 3 years dura-  
23 tion subject to providing the Secretary with evidence of  
24 satisfactory progress toward the achievement of program  
25 objectives.

1 **SEC. 11. LIMITATIONS.**

2 (a) FEDERAL SHARE.—Federal funds may be used  
3 for no more than 80 percent of the costs of the project  
4 with the remaining funds coming from non-Federal  
5 sources, including in-kind services.

6 (b) LIMITATION ON LIABILITY FOR COSTS.—In no  
7 case may a local educational agency be held liable for the  
8 cost of a service under the project provided by a cooperat-  
9 ing agency that is not required by law or mutually agreed  
10 to.

11 (c) NONENTITLEMENT.—The provision of any sup-  
12 port service under this program by a local educational  
13 agency or cooperating agency to any student does not enti-  
14 tle that student or other similarly situated students to the  
15 continuation of such services if at any time the local edu-  
16 cational agency chooses to terminate the program or if  
17 Federal funds are withdrawn for any reason.

18 (d) LIMITATION ON PLANNING COSTS.—No more  
19 than 1/3 of project funds may be used for planning a co-  
20 ordinated services program.

21 (e) LIMITATION ON DELIVERY OF DIRECT SERV-  
22 ICES.—No more than 50 percent of project funds may be  
23 used for the delivery of direct services.

24 (f) SUPPLEMENTATION OF NON-FEDERAL FUNDS.—  
25 All Federal funds must be used to supplement and not

1 supplant the funds that would otherwise be available from  
2 non-Federal sources for this project.

3 **SEC. 12. FEDERAL INTERAGENCY TASK FORCE.**

4       There is established a Federal Interagency Task  
5 Force consisting of the Secretary of Education, the Sec-  
6 retary of Housing and Urban Development, the Secretary  
7 of Health and Human Services, and the heads of other  
8 Federal agencies, as appropriate, for the purpose of identi-  
9 fying means to facilitate interagency collaboration at the  
10 Federal, State, and local level to improve support services  
11 for at-risk students. The Task Force shall, at a mini-  
12 mum—

13           (1) identify, and to the extent possible, elimi-  
14 nate program regulations or practices that impede  
15 coordination and collaboration;

16           (2) develop and implement whenever possible  
17 plans for creating jointly funded programs, unified  
18 eligibility and application procedures, and confiden-  
19 tiality regulations that facilitate information sharing;  
20 and

21           (3) make recommendations to the Congress  
22 concerning a comprehensive youth policy and legisla-  
23 tive action needed to facilitate coordination of sup-  
24 port services.

1 **SEC. 13. STUDY.**

2       The Secretary of Education shall conduct a study of  
3 grantees under the Act to identify the regulatory and leg-  
4 islative obstacles encountered in developing and imple-  
5 menting coordinated support services programs and the  
6 innovative procedures and program designs developed with  
7 support under the Act and report the results to the Con-  
8 gress with recommendations for further legislative action  
9 to facilitate coordinated educational support services.

10 **SEC. 14. AUTHORIZATION OF FUNDS.**

11       There are authorized to be appropriated to carry out  
12 the provisions of this Act \$250,000,000 for the fiscal year  
13 1994 and such sums as may be necessary for each of the  
14 fiscal years 1995, 1996, 1997, 1998, and 1999.

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