Florida Tutoring Advantage

Statewide Tutoring Landscape Analysis

Best Practices for State Level Education Organizations
to Support District High-Impact Tutoring Efforts
for
The University of Florida Lastinger Center for Learning

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National Student Support Accelerator
equalizing access to quality tutoring

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Context

Purpose

In 2024, the Florida legislature unanimously passed House Bill 1361, creating a new statewide tutoring program led by the University of Florida Lastinger Center for Learning (UF Lastinger Center). Signed into law by Governor DeSantis on May 8, 2024, this program, the Florida Tutoring Advantage (FTA), aims to enhance K-12 achievement throughout the state. The Lastinger Center is specifically tasked with developing and implementing the FTA to provide districts, educators, and students with resources and skills for effective one-on-one and small group tutoring in reading and mathematics, both virtually and in person.

In partnership with the National Student Support Accelerator (NSSA) this summary of best practices was prepared from statewide tutoring efforts nationwide to inform the development of the new Florida Tutoring Advantage program. This report describes the characteristics of high-impact tutoring (tutoring most-likely to meaningfully impact student learning) and the actions state level education organizations like the UF Lastinger Center can take to support the implementation of high-impact tutoring in Florida.

The University of Florida Lastinger Center for Learning improves the quality of teaching, learning, and childcare. We research, develop, and scale equitable educational innovations for adults and children that put all learners on trajectories for lifelong success.

NSSA is a field-building organization that does not operate tutoring programs directly, but conducts research to better understand the drivers of effectiveness, creates tools to make high-impact tutoring easier to implement, and engages stakeholders from across the field to build support for successful programs. NSSA led the development of the High-Impact Tutoring Standards[1] and with over 30 tutoring studies in the field or under development along with partnerships with other research and practice leaders, NSSA is well-positioned to share best practices to inform the development of the Florida Tutoring Advantage.

Why high-impact tutoring?

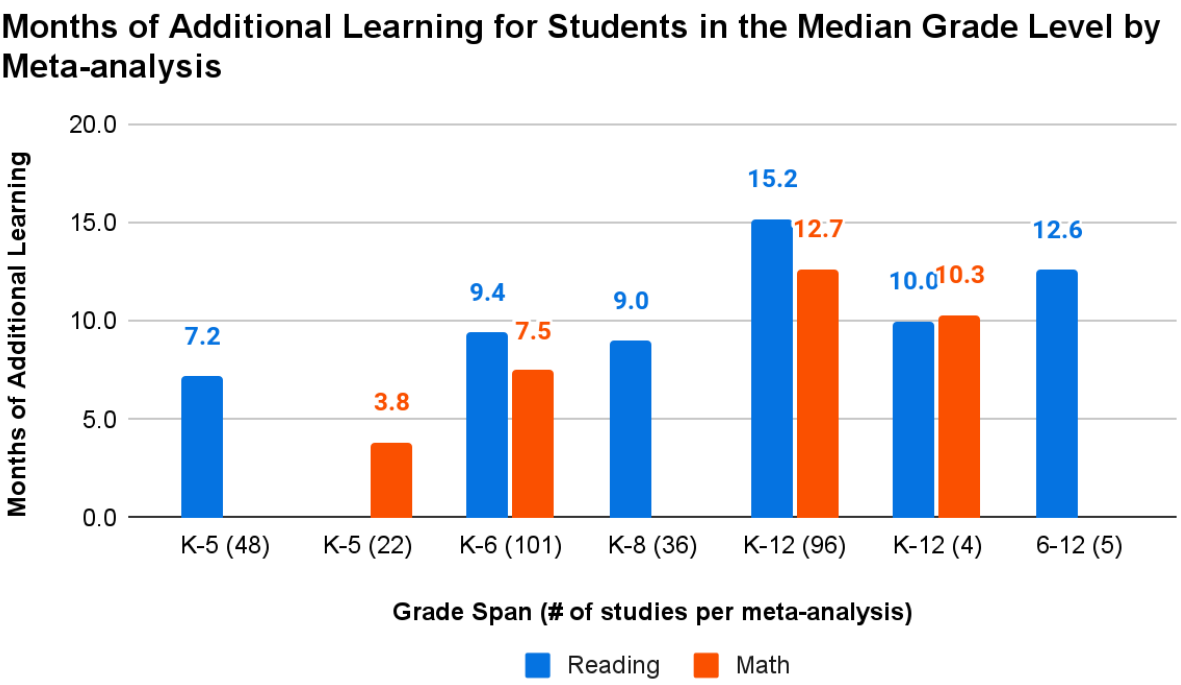
High-impact tutoring is one of the most researched and effective academic interventions for K-12 students. In fact, over 150 randomized controlled trials – systematic studies of program effects that isolate the true effect of the program on student learning – point to the effectiveness of tutoring. Figure 1 below, illustrates the positive effects of tutoring across grade levels and subject areas with effects in most cases ranging from half a year to more than a year

[1] High-Impact Tutoring Standards, 2021.

of learning over one academic year of tutoring. It is rare to find such a large body of research showing consistently positive effects for one specific approach to student learning.

In 2020, NSSA researchers reviewed these and additional research studies to identify the common characteristics of effective programs.[2]

Figure 1 Months of Additional Learning for Students in the Median Grade by Meta-analysis[3]

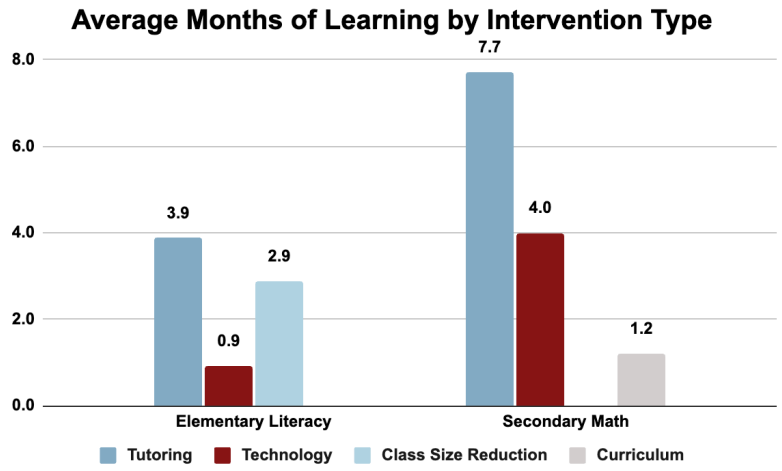


[2] High-Impact Tutoring: State of the Research and Priorities for Future Learning, 2021.

[3] Neitzel, A. J., Lake, C., Pellegrini, M., & Slavin, R. E. (2021). A synthesis of quantitative research on programs for struggling readers in elementary schools. Reading Research Quarterly; Pellegrini, M., Lake, C., Neitzel, A., & Slavin, R. E. (2021). Effective programs in elementary mathematics: A Meta-Analysis. AERA Open, 7, 2332858420986211; Dietrichson, J., Bøg, M., Filges, T., & Klint Jørgensen, A. M. (2017). Academic interventions for elementary and middle school students with low socioeconomic status: A systematic review and meta-analysis. Review of Educational Research, 87(2), 243-282; Dietrichson, J., Filges, T., Seerup, J. K., Klokker, R. H., Viinholt, B. C., Bøg, M., & Eiberg, M. (2021). Targeted school-based interventions for improving reading and mathematics for students with or at risk of academic difficulties in Grades K-6: A systematic review. Campbell Systematic Reviews, 17(2), e1152; Nickow, A., Oreopoulos, P., & Quan, V. (2020). The Impressive Effects of Tutoring on PreK-12 Learning: A Systematic Review and Meta-Analysis of the Experimental Evidence. National Bureau of Economic Research Working Paper Series(w27476); Fryer Jr, R. G. (2017). The production of human capital in developed countries: Evidence from 196 randomized field experiments. In Handbook of economic field experiments (Vol. 2, pp. 95-322). North-Holland; Baye, A., Inns, A., Lake, C., & Slavin, R. E. (2019). A synthesis of quantitative research on reading programs for secondary students. Reading Research Quarterly, 54(2), 133-166.

Tutoring is also more effective than other tested interventions. As shown in Figure 2 below, tutoring is more effective than providing technology support, changing curriculum, or decreasing class size in elementary grades.

Figure 2 Months of Learning by Academic Intervention Type[4]



Tutoring's effectiveness is not surprising given that tutoring can target the specific needs of each student and tutoring from a consistent tutor can help develop the close adult-student relationships which can improve students' engagement in school and their overall wellbeing.

However, not all tutoring is effective. Under No Child Left Behind (NCLB) in the 1990s, parents whose children were in schools failing to meet adequate yearly progress for two or more years, were able to sign their children up for tutoring outside of school. Research showed that this approach was not effective or equitable with only approximately 23% of the eligible students participating and few quality guardrails in place. The average impact was close to zero[5]. The

[4] Nickow, A., Oreopoulos, P., & Quan, V. (2024). The promise of tutoring for PreK–12 learning: A systematic review and meta-analysis of the experimental evidence. American Educational Research Journal, 61(1), 74-107.; Neitzel, A. J., Lake, C., Pellegrini, M., & Slavin, R. E. (2022). A synthesis of quantitative research on programs for struggling readers in elementary schools. Reading Research Quarterly, 57(1), 149-179.;Krueger, A. B. (1999). Experimental estimates of education production functions. The quarterly journal of economics, 114(2), 497-532.; Slavin, R.E., Lake, C., & Groff, C. (2009). Effective programs in middle and high school mathematics: A best-evidence synthesis. Review of Educational Research, 79 (2), 839-911.; Lynch, K., Hill, H. C., Gonzalez, K. E., & Pollard, C. (2019). Strengthening the research base that informs STEM instructional improvement efforts: A meta-analysis. Educational Evaluation and Policy Analysis, 41(3), 260-293.

[5] Heinrich, Carolyn J., Meyer, Robert H., Whitten, Greg (2010). Supplemental Education Services Under No Child Left Behind: Who Signs Up, and What Do They Gain?.

tutoring programs under NCLB varied widely and there was little focus on quality. It should be noted, however, that tutoring programs with minimum dosage requirements, more structured tutoring sessions, and stronger coordination with schools did demonstrate some positive effects.

Tutoring requires specific characteristics to be effective.[6] Based on a review of the rigorous research base[7], the National Student Support Accelerator (NSSA) identified the following common characteristics for effective, or 'high-impact' tutoring programs – those programs that result in most cases from half a year to more than a year of learning over one academic year of tutoring:

- A consistent tutor (who builds strong tutor-student relationships)
- Occurs at least three times a week for a minimum of 10 weeks (adjusted for developmental needs)
- One-on-one or small group (2:1 or 3:1 can be as effective as 1:1 as students get older) settings
- High-quality instructional materials
- Student progress monitoring with data
- Alignment with the school curriculum
- Tutor oversight and necessary training

These characteristics can be challenging to implement with fidelity. However, the urgent need intensified by the pandemic, coupled with additional federal funding for learning recovery, sparked a broader openness to innovation. A recent survey[8] indicated that approximately 46% of schools nationwide now provide high-impact tutoring with examples of success taking hold in a wide range of contexts (e.g., Baltimore Public Schools, MD, Broward County Public Schools, FL, Ector County Public Schools, TX, Greater Baton Rouge, LA, Lenoir City Schools, TN, Office of State Superintendent of Education (DC)).

Florida K-12 Education

Florida's K-12 education system serves a varied population of approximately 2.9 million students across 67 geographical counties. Florida has some of the largest school districts in the country including five of the ten largest. Miami-Dade County Public Schools has over 300,000 students ranking third after New York City and Los Angeles. However, the majority of Florida's districts are much smaller with only seven districts over 100,000 students

[6] Design Principles for Accelerating Student Learning with High-Impact Tutoring, 2024.
[7] High-Impact Tutoring: State of the Research and Priorities for Future Learning, 2021.
[8] National Center for Education Statistics, School Pulse Panel, May 2024.

representing approximately 54% of total Florida enrollment leaving the majority of districts with an average of approximately 19,000 students and 37 of those districts with enrollment under 10,000[9].

Student demographics vary, including 50.4% of students economically disadvantaged, 15.4% students with disabilities, and 11.7% English Language Learners[10], reflecting the state's varied geographic and socioeconomic landscape.

Florida actively engages in K-12 education policy at a state level resulting in strong academic outcomes for students. While pockets of lower performance persist, Florida students rank in the top 10 states in 4th grade reading and math[11] on the National Assessment of Educational Progress (NAEP) while spending-per-pupil ranks in the bottom 10[12].

Tutoring in Florida

Prior to the pandemic, many Florida districts (e.g., Duval, Hillsborough, Pinellas and St. Johns County Public Schools) offered tutoring for students. However, similar to most states across the nation, high-impact tutoring offered during the school day was not consistently available to students across Florida. Early in the pandemic, the state legislature identified tutoring as a learning recovery priority with $59M in ESSER funding allocated in 2021 for the K-3 Reading Tutoring Grant and $16M in ESSER funding allocated in 2023 for Science of Reading Tutoring.

To encourage tutoring, Florida's Governor signed HB 7011 in May 2021 providing community service credit hours and a designation as a New Worlds Scholar for high school students completing a minimum of 75 literacy tutoring hours for younger students.

Additionally families are able to access Step-Up for Students Scholarship funds to support tutoring for their child outside of school.

In 2024, championed by Senator Doug Broxson, and sponsored by Senator Clay Yarborough and Representative John Paul Temple, high-impact tutoring garnered strong support in both legislative houses resulting in the unanimous approval of HB 1361. Signed by Governor DeSantis in May 2024, HB 1361 creates a comprehensive tutoring program, the Florida Tutoring Advantage (FTA), that includes funding for in-person and virtual tutoring and an AI tutoring pilot as well as supports to districts such as guidelines, technical assistance, and

[9] Florida Department of Education.
[10] Florida Department of Education.
[11] Nation's Report Card, 2022-23.
[12] United States Census Bureau, 2022.

professional learning coupled with required progress and outcomes reporting. The $30 million budget to support the FTA was agreed upon by both House and Senate members, but was vetoed by the Governor as part of an overall $1 billion budget reduction process. Although new funding was vetoed, the state budget re-appropriated unspent tutoring funds from the 2023-24 fiscal year to support the FTA. The reduced budget is insufficient to broadly implement high-impact tutoring across the state, but it will support small pilot and trial programs to demonstrate the effectiveness of interventions.

Currently, a number of districts including Broward County, Lafayette County, and others provide tutoring programs for their students. A statewide district survey is planned to clarify the extent of district tutoring efforts including program alignment to research, students served, and outcomes.

Approach

This report outlines a set of best practices that state level education organizations can take to support districts in implementing high-impact tutoring in their state. These best practices are taken from interviews and a review of implementation studies and state level tutoring support efforts to inform the UF Lastinger Center's strategy to support district implementation of high-impact tutoring in Florida. No research has estimated the impact of statewide efforts to support tutoring on student outcomes. As a result, this report is not able to draw on direct causal estimates of the effects of state initiatives. For a more detailed list of specific materials relied upon please see the Appendix.

Best Practices for State Level Education Organizations to Support District High-Impact Tutoring Efforts

State level education organizations, like the University of Florida's Lastinger Center for Learning, can play a crucial role in supporting district-wide implementation of high-impact tutoring with fidelity. This report outlines best practices for planning a statewide tutoring program—such as understanding the current context and risks and considering a pilot phase—as well as operational best practices—like engaging stakeholders, setting standards, and providing implementation resources and support. These guidelines aim to assist the UF Lastinger Center in developing the Florida Tutoring Advantage (FTA) program and to ensure the faithful implementation of research-backed standards for high-impact tutoring.

Planning Best Practices

Understand Current Context

High-impact tutoring requires shifts in mindsets and school operations to implement with quality to ensure effective programs. While tutoring requires specific characteristics in order be high-impact (multiple times per week, with a consistent tutor, etc.), districts also have substantial flexibility to adapt the approach to their context, varying characteristics (virtual or in-person tutoring, paraprofessional or college student tutors, etc.). Understanding what tutoring programs exist currently, the risks to implementation with fidelity, what is successful and what is challenging across Florida contexts will allow the FTA to better design statewide supports to meet the needs of Florida districts. Specifically, the following action steps will identify the highest value supports to develop:

- Gather information on current tutoring programs, including creating a database of each district's tutoring programs, impact, and how closely aligned to high-impact standards can identify proof points to highlight and guide the types of supports needed to improve quality. Gather information on current perspectives on tutoring by identifying education

leaders' concerns to inform supports needed for successful adoption and implementation.

- Based on the above gathered information, identify risks to success and systems and policies that may create challenges to high-impact tutoring. Design risk mitigation strategies and work to shift systems and policies to better support high-impact tutoring (e.g., if contracts do not allow retired teachers to continue to work for districts, amending the contract to allow for a maximum number of tutoring hours could support districts in recruiting sufficient tutors).

Pilot and Improve

High-impact tutoring programs are unlikely to be perfect in the beginning and are also unlikely to operate at a scale that would serve all students in need. The most effective way to reach students with quality programs may be to start with smaller programs, learn about their strengths and weaknesses, and make improvements as necessary while building their size and reach. Piloting high-impact tutoring with a small set of districts builds investment, generates grassroots interest by allowing stakeholders to see the program in action, and enables the collection of data to demonstrate that high-impact tutoring works. Piloting also identifies potential challenges and allows time to iterate solutions on a smaller scale prior to launching larger scale operations.

- Select a small yet varied set of districts that will demonstrate that high-impact tutoring can work in different contexts and that are willing to participate. Work closely with these districts to ensure they understand the drivers of effectiveness and provide support to ensure pilot sites are implementing their program with fidelity.
- Clearly identify goals, metrics, and data collection requirements with district partners prior to launch.
- Develop a regular data review process with pilot districts that includes taking corrective action based on data findings.
- Develop a process to assess effectiveness prior to end-of-year test score availability to ensure effectiveness information is available in time for key decision-making windows.

Operational Best Practices

Engage Stakeholders to Build Statewide Support/Demand for High-Impact Tutoring

Districts need support from a range of their stakeholders to implement high-impact tutoring. In addition to local communications efforts, state level awareness and demand for high-impact tutoring can be built through communications that include:

- What high-impact tutoring is, why it is important, and how it complements existing efforts (e.g., Tennessee requires tutoring for struggling readers in 3rd grade to be promoted to 4th grade)

- The purpose of the FTA as a support rather than a requirement and how the FTA builds on existing efforts as part of the overall education strategy
- The timing of critical steps (anticipated grant application availability, grant award dates, data reporting, etc.) to ensure awareness is high among decision makers
- Statewide impact data and personal success stories.

Set Clear Tutoring Goals Aligned with Statewide Education Goals

Goals provide the basis for measuring effectiveness, improvement efforts, and ultimately whether funding for statewide tutoring efforts should continue and scale. Goals should be specific, measurable, time-bound, and defined in metrics that are relevant and actionable. The following best practices can support the development of strong goals:

- Develop goals using metrics that are part of or aligned with existing Florida goals or policies to reduce confusion and reinforce how tutoring is part of Florida's overall education strategy.
    - For example, Oregon's Early Literacy Success Initiative (HB 3198) and Tennessee's 4th grade promotion policy include high-impact tutoring for struggling students.
- Socialize goals with stakeholder groups prior to making them public.
- Actively share goals and progress toward goals on a regular basis through communications channels that reach all stakeholders.
- Consider the following metrics to set goals:
    - # or % of students in a particular subgroup in a particular subject area receiving high-impact tutoring.
        - Define a minimum standard for 'receiving high-impact tutoring' such as a minimum number of sessions attended over a maximum number of weeks. This definition should be based on sessions attended, not sessions scheduled.
    - Increase in number of tutored students reading on grade level by the end of x grade versus expected increase for a similar set of non-tutored students.
    - Increase in Florida Assessment of Student Thinking (FAST) math scores of tutored students versus expected increase for a similar set of non-tutored students.

Provide Clear Standards

As discussed above, not all tutoring is effective. Therefore, state level education organizations can play an important role to support quality implementation by setting clear standards for districts to follow and by communicating both these standards and the supporting research. The UF Lastinger Center can source standards from these national high-impact tutoring

standards, developed by an Advisory Group of leading tutoring researchers and practitioners. Specifically, the FTA can consider the following best practices to create and share standards:

- Clearly identify the most critical standards to be non-negotiable while allowing for flexibility in other areas to allow districts to make high-impact tutoring successful in their context.
    - For example, require tutoring to be delivered during the school day in group sizes of 1-3, multiple times per week, explicitly using data on student learning and high-quality instructional materials.
    - For example, allow flexibility around which student groups the tutoring serves, the background and experiences of the tutor, and whether a district partners with a provider or creates their own tutoring program.
- Provide a variety of methods to share the research and standards to ensure you reach all stakeholders.
    - Communication methods can include webinars, videos, professional learning, presentations at a variety of stakeholder meetings such as the Florida School Boards Association (FSBA), Florida Association of District School Superintendents (FADSS), Florida Association of School Administrators (FASA) or Florida Organization of Instructional Leaders (FOIL), Parent Teacher Associations (PTA) or Parent Teacher Organizations (PTO) newsletters, School Advisory Councils (SAC) or civic organization meetings, template decks for district leaders and principals, etc.
- See Recommended Tutoring Standards for the FTA.

Support Design and Implementation

As mentioned before, high-impact tutoring can be challenging for districts to implement as it requires shifts in both mindsets and school-day operations. State level organizations are well-positioned to provide support to facilitate implementation. The following are best practices from other state efforts:

- **Offer online, free tutoring program design guidance and/or workshops.**
    - Providing guidance for districts to support easier decision-making that is aligned with research streamlines the design and implementation process for districts. For example, Colorado, Louisiana, Tennessee and others provide central tutoring 'hubs' to make this information easily accessible.
    - This guidance can be in the form of a state-specific High-Impact Tutoring Playbook (states have adapted the NSSA playbook for their own context such as the Texas Education Agency's High-Impact Tutoring Toolkit), more specific tools such as a Site Visit Checklist, design workshops (such as Results for America's Building and Sustaining High-Impact Tutoring), or webinars.

    - Consider adding these guidance opportunities to pre-existing opportunities for district learning to reiterate that high-impact tutoring is part of overall education efforts in Florida and to leverage existing communications channels that are known to be effective.
- **Offer strategic support.** Even with publicly available guidance, each district has specific needs and some may benefit from having one-on-one strategic support. Consider offering a help line or the ability to sign up for a strategic support session with an expert.
- **Create or contract to provide online standards-aligned tutoring materials.** Effective programs use high-quality instructional materials aligned with state standards. State level educational organizations can support districts by creating or partnering with tutoring organizations to provide these materials for districts to use (e.g., Louisiana created their own materials and Tennessee partnered with providers for materials).
- **Develop a statewide tutoring corps.** Recruiting high-quality tutors can be challenging for districts. State level education organizations can support districts through a statewide recruitment and training effort that provides well-trained tutors for districts to hire (e.g., North Carolina Education Corps provides trained early literacy tutors for districts who participate in their grant program, Oklahoma Math Tutoring Corps provides trained middle school math tutors for students). Additionally, institutes of higher education can be encouraged to provide tutors (these tutors can be educator prep program students as part of their degree program, or other students through work-study) to local districts, providing a stable source of tutors for districts and learning opportunities for college students (e.g., The Tutoring Collaborative at UNC - Greensboro).
- **Design state level data systems to identify support needs and help districts learn and improve.** State level data collection is important to understand impact and continuously improve tutoring programs (see more below under Require Districts to Collect and Use Data). Designing these necessary data collection systems to also identify where there are both strengths and weaknesses in understanding or implementation can inform which supports state level education organizations should focus resources on and how to best reach those in need of support. For example, one state identified scheduling as a common challenge for their districts and thus contracted with a scheduling specialist to devise options that fit their state's context.
- **Create a community of learners and believers.** Include sessions on high-impact tutoring in already existing education convenings and consider a tutoring-specific convening as appropriate. These convenings can be used to share learnings both from national research as well as local implementation experiences, highlight success, and build a network of high-impact tutoring experts.

- **For those districts interested in partnering with a tutoring provider, create a vetted tutoring provider list for districts:**
    - By providing a pre-vetted list of potential providers, districts can focus on which of the vetted providers best fit their needs. An effective vetting process is transparent, uses a rubric based on standards, and involves multiple stakeholders.
    - Guidance on outcomes-based contracting for tutoring can also be provided. These contracts pay based partially on outcomes rather than solely on the delivery of services, increasing alignment between the provider and the district around what is most important to support students.

Require Districts to Collect and Use Data to Assess Implementation and Effectiveness and Provide Data to the UF Lastinger Center for Statewide Analyses

Data are needed to understand effectiveness and identify improvement opportunities – and this data will ultimately be used to make funding decisions. State level organizations can support districts and simplify statewide analysis by identifying which data are important to track and by providing an easy-to-use data collection system for districts to adapt and use. Co-developing a comprehensive system focused on continuous improvement that includes student data tracking, site visits and assessments of implementation against standards, and rigorous research will provide multiple opportunities for support.

- Provide guidance for student data tracking:
    1. Create clear data expectations aligned with goals and standards. Data should be by individual student and include student characteristics, participation, and academic outcomes at a minimum. Please see Recommended Student Data Metrics.
    2. Collect and analyze data on a regular basis (e.g., attendance twice per semester and academic outcomes at baseline and end of semester/year; see Recommended Student Data Metrics which includes recommended frequency for data collection). Make data collection easy. Provide an easy-to-use system (e.g., tutor information management system) or even better a direct portal for districts to share their data. Troubleshoot early if systems do not easily support adequate data collection.
    3. Provide analysis in easy-to-use reports for district and state leaders and incorporate in already existing systems of continuous improvement if possible. Use this data to celebrate success and understand where additional support is needed.

- As outcomes and participation data lag implementation, also include site visits and assessments of implementation against standards on a more regular basis. Please see Recommended Cadence of Continuous Improvement Efforts that includes a Site Visit Checklist and Assessment Against Standards.
- Design a rigorous research study to understand the program's effectiveness and identify improvement opportunities as well as provide evidence for ongoing support.earn more about How to Gather Rigorous Evidence of your Program's Effectiveness here.

Build the Case for Sustainable Funding

Stable, long-term funding allows districts to make strategic decisions and fully invest in making the changes required to implement high-impact tutoring with fidelity. State level education organizations are well positioned to build the case for stable state funding.

- Strategically collect and share impact data and stories with state level funding decision makers to build the case for state funding for high-impact tutoring.
- Work with state level leadership to identify and support funding strategies that are appropriate for Florida's context and needs. (Examples include formula funding as in Tennessee, grant programs such as Virginia's ALL In Tutoring, or line item funding.)
- Consider requiring districts to match a percentage of grant funding. Requiring a district match ensures future programming is not wholly dependent on state funding and incentivizes districts to embed high-impact tutoring more into existing operations.

State Tutoring Efforts

- Louisiana
- North Carolina
- Tennessee
- Virginia

Louisiana: State Tutoring Efforts

Louisiana educates approximately 700,000 students through 69 school districts. In 2019, Louisiana was recognized for the progress students made based on a comprehensive approach to education efforts statewide.

A Brief History

Louisiana is an early adopter of tutoring as a response to the pandemic and benefits from a multipronged approach including statewide tutoring guidance and materials, a vetted tutoring list, a grant program to fund tutoring, and legislation that supports tutoring.

Louisiana launched its Accelerate program in February 2021, which provides guidance and funding to districts to implement in-person, high-impact tutoring programs and summer learning programs. The state used $671,000 from a state grant and $455,000 from ESSER to fund this program.[13]

Legislation supports Louisiana's tutoring efforts:[14]

- In 2021, SB 234 funded by ESSER funds, passed. It focused on 3rd - 8th grade students who scored below mastery in ELA, math, science and social studies shall receive high dosage tutoring in small groups.
- During the 2023 Legislative Session, the Louisiana Legislature passed SB 177[15] funded by ESSER funds, expanding on the state's earlier efforts by making high-dosage tutoring in math and reading part of the regular school day for students scoring below mastery.
- In 2024, SB 508[16] funded from Louisiana's state budget, requires K-5 students who score below mastery in ELA and math to receive high dosage tutoring during the school day. In addition, Bill 426 allows teachers and other educators to be paid for providing tutoring services, including school facilities. The bill(s) include requirements for high-impact tutoring for their state and districts.

Statewide Tutoring Support

The Louisiana Department of Education provides many tutoring supports for districts:

- A vetted tutoring provider guidebook from which districts can choose from a qualified list of providers and parents can access through their school and district.
- Online tutoring modules for districts using high-quality instructional materials and aligned with state standards.

[13] Source: Landscape Analysis of State Tutoring Policies, Anneberg, from https://drive.google.com/drive/search?q=louisiana
[14] Source: Pre-K-12 Education Legislation Database
[15] Source: https://legis.la.gov/legis/BillInfo.aspx?i=244554
[16] Source: https://www.legis.la.gov/Legis/ViewDocument.aspx?d=1382661

- Support to schedule tutoring into the school day

Impact of Tutoring on Student Success

In July 2024, Louisiana celebrated students' growth in reading, grades K-3. According to a press release by Louisiana Believes, "the percentage of K-3 students reading on grade level jumped from 44.6% on the beginning of year screener to 54.6% on the end of year screener.[17]" Tutoring is a critical part of Louisiana's multi-pronged approach to dramatically improving students' reading across the state. The Education Recovery Scorecard celebrated Louisiana for becoming one of three states[18] where average reading achievement in 2023 was above 2019 levels." In addition, the report stated, "relative to white students, achievement gaps for Black and Hispanic students grew by 20% and 39% of a grade equivalent since 2019."

North Carolina: State Tutoring Efforts

North Carolina serves over 1.5 million students through 115 school districts. North Carolina education policy is focused largely on early childhood education, reading initiatives and

[17] Retrieved from https://www.louisianabelieves.com/newsroom/news-releases/release/2024/07/09/louisiana-k-3-reading-scores-jump-10-percent-on-state-s-first-universal-literacy-screener#:~:text=Louisiana's%204th%20graders%20were%20No,for%20its%20bold%20literacy%20policies, July 25 2024.

[18] Illinois and Mississippi were the other two

increasing teacher salaries to attract and retain educators. An NWEA analysis of 2022-2023 results for students in grades 4-8 (6.7 million students across 20,000 public schools) show that student performance lags behind in math and reading from pre-pandemic levels.[19] The report concludes that students need four months of extra learning to recover. One aspect of their recovery is the North Carolina Education Corps.

A Brief History

North Carolina is an early adopter of tutoring in response to the pandemic and benefited from a strong coalition of leaders, each providing support focused on their relative strengths resulting in a successful program that quickly served students with research-backed practices.

The North Carolina Education Corps[20] (NCEC) began in 2020 as a partnership between the North Carolina Department of Public Instruction (DPI), the Governor's Office, and North Carolina's Service Corps to "support learning acceleration and strengthen community involvement in schools.[21]" The DPI identified the highest need districts for tutoring and provided the science of reading training and tutoring materials to NCEC. The Governor's Office allocated Governor's Emergency Education Relief funding to launch NCEC and used its visibility to support NCEC. North Carolina's Service Corps provided Service Corps members as part of the NCEC's Tutoring Corps. This allowed NCEC to quickly deploy high-impact tutors, trained to provide aligned and cohesive instruction, to NC's neediest districts.

NCEC continues that mission today as an independent 501c3, recruiting and training community members, including college students, retired educators, and professionals, to serve as high-impact tutors in schools across the state.

Legislation[22]

SB-287, the Excellent Public Schools Act of 2021, part of the 2021-2022 legislative session, updated North Carolina's "Read to Achieve Program." Within Section 6B, North Carolina provided for "tutoring in addition to the regular school day" and "individual or small group instruction throughout the school year" grounded in the Science of Reading. The state leverages federal funds from sources such as the American Rescue Plan (ARP) Act to support these initiatives. For example, Guilford County Schools[23] used ESSER funding to expand their tutoring services, hiring additional tutors and incorporating both in-person and virtual tutoring options. Data-driven approaches are emphasized, with student assessment data used to tailor

[19] Source: https://www.k12dive.com/news/learning-loss-recovery-research-NWEA/686153/
[20] https://nceducationcorps.org/
[21] Source: NCEC 2022-23 School Year Impact Report, retrieved from: https://nceducationcorps.org/impact/, pg.8.
[22] https://www.ncleg.gov/Legislation/Bills/Summaries/2021/S387
[23] Guilford County Schools, Investing in Education, April 16, 2024.

tutoring to individual needs. This ensures that tutoring is personalized, targeting specific areas where students need the most help.

Statewide Tutoring Support

The North Carolina Department of Public Instruction supports districts through support of the NCEC who provides trained tutors to support district programs. Districts use a combination of an assessment of state categorical funding that can apply (e.g., Small District Funding, Low Wealth District Funding, At-Risk Student Funding) as well as Title 1. Some counties are able to secure additional funding. In 2022, for example, Guilford County secured $2 million in federal funding for their " Intensive Tutoring Program," through a local Congresswoman.

Impact of Tutoring on Student Success[24]

Urban-rural disparities persist, affecting access to resources and educational opportunities. Case studies in Guilford County and Winston-Salem, evaluating NCEC-student gains compared to NC students overall, determined that students both started with "greater need... and made larger gains than NC students overall."

A January 2024 evaluation concluded that "proficiency gains of NCEC supported students in grades 1-3 were roughly on par with proficiency gains of peers who are likely to be receiving other MTSS interventions" and NCEC students were more likely to be "economically disadvantaged."

In April 2024, Guilford County self-reported "the district has seen a nearly 60% increase in the number of students attending tutoring sessions this year compared to 2023....students who attend learning hubs have a 25% increased probability of graduating and a 8 percentage point higher graduation rate."

Tennessee: State Tutoring Efforts

Tennessee serves approximately 1 million students across 147 school districts and is one of the fastest improving states on the National Assessment of Educational Progress. A primary focus of Tennessee's education policy is improving literacy rates among elementary students. In 2023, Tennessee adopted a new student-based funding formula that prioritizes funding for

[24] https://nceducationcorps.org/impact/

districts with high concentrations of economically disadvantaged students. According to the Tennessee Department of Education, eighty-seven districts (more than half) participated in the Tennessee Accelerating Literacy and Learning Corps (TN ALL Corps) program, serving over 200,000 students, or one-fifth of the state's million students.

A Brief History

In the summer of 2020, the Tennessee Tutoring Corps (TTC), supported by former TN Governor Bill Haslam, served over 2,000 students across Tennessee through partnerships with local Boys and Girls Clubs and other nonprofits incorporating tutoring as part of their pre-existing summer program, local districts providing tutoring materials aligned with student's school, and Tennessee Tutoring Corps providing trained college students to provide the tutoring. In January 2021, the TN State Legislature convened a special session to address COVID-disrupted learning, adopting legislation to support the science of reading, accountability for student progress, and creating the Accelerating Literacy and Learning Corps (TN ALL Corps) tutoring program. TN ALL Corps provides matching grants to districts and community-based organizations that apply for funding to provide high-dosage, low-ratio tutoring using federal Elementary and Secondary School Emergency Relief (ESSER) funds. The early success of TTC and TN ALL Corps supported new policy and funding for tutoring as described below:

Recent legislation[25] and statewide policies support Tennessee's progress in high-dosage tutoring.

- TN HB 7004, Tennessee Learning Loss Remediation and Student Acceleration Act (2021): Creates the Tennessee Accelerating Literacy and Learning Corps (TN All Corps). The legislation creates a network of high-quality tutors to support LEAs, charter schools, families and community partners to implement high-impact tutoring. It requires statewide tutor recruitment; training, certification and professional development; and content for use during tutoring. Funding to districts came in the form of matching grants to participating local education agencies and charter schools.[26]
- SB 7003: Tennessee Literacy Success Act (2023) - Updates the 2021 law to allow school districts to advance students who score in the "approaching" category on their third grade Tennessee Comprehensive Assessment Program (TCAP) ELA test and score in the 50th percentile on the third-grade reading screener test if they complete summer school or tutoring in fourth grade.[27]

[25] Source: https://studentsupportaccelerator.org/legislation
[26] Source: https://wapp.capitol.tn.gov/apps/BillInfo/default.aspx?BillNumber=HB7004&GA=112
[27] Source: https://wapp.capitol.tn.gov/apps/Billinfo/default.aspx?BillNumber=SB7003&ga=112

- Tennessee Investment in Student Achievement (TISA) Act (2022) - Establishes a student-based K-12 funding formula. Among other items, it provides funding for tutoring in 4th grade for students struggling with literacy in 3rd grade.
- HB 2326 (2024) - Updates Tennessee's 3rd grade retention law and extends to fourth and fifth grade promotion. It requires a student's school "to convene a conference attended by the student's guardian, ELA teacher, and school principal if the student is promoted to fourth grade and does not show adequate growth in order to determine if the student should be promoted to fifth grade with required tutoring or retained in the fourth grade." If the student is promoted to 5th grade, they will receive tutoring.

Statewide Tutoring Support

As discussed above, TN ALL Corps engages both school districts and community partners through a grant matching program[28] and has promising results. The program started with ESSER funding and now includes funding through the Tennessee Investment in Student Achievement (2022).[29]

SCORE, the State Collaborative on Reforming Education, an advocacy organization based in Nashville, provides support to districts implementing tutoring through consultations, materials such as High-Dosage Tutoring: Planning and Implementation Guide and research including Early Literacy Success for All Students: A Coherent Path Forward that showed that high-impact tutoring can be more effective than existing Tier 2 and Tier 3 supports while allowing students to spend more time in Tier 1 instruction.

Impact of Tutoring on Student Success[30]

One early success story (2021) was the Lenoir City Schools. Lenoir City reported that their post-tutoring test showed that "95 percent of students showed growth.[31]" TN ALL Corps results[32] indicated that students improved, with tutoring a key component to COVID-recovery.

[28] https://www.tn.gov/education/tn-all-corps.html
[29] Source:https://www.tn.gov/education/best-for-all/tnedufunding.html
[30] https://nceducationcorps.org/impact/
[31] https://tnscore.org/high-dosage-tutoring-produces-positive-outcomes-for-lenoir-city-students/
[32] Source: https://www.tn.gov/education/news/2022/9/7/tdoe-celebrates-tn-all-corps-month--highlighting-the-impact-of-high-dosage--low-ratio-tutoring-on-student-academic-achievement-.html

Virginia: State Tutoring Efforts

Virginia serves approximately 1.3M students in over 130 school divisions across the state with over 75 of those districts part of the Coalition of Small and Rural Schools of Virginia. In the 2022 NAEP assessment, Virginia's 4th and 8th grade students scored at or slightly above the national average in reading and at/or below in math. However, they experienced a decline compared to pre-pandemic results, consistent with the national trends of reduced math proficiency and challenges in elementary literacy. Likewise, 8th graders' decline reflected broader challenges in middle school math.

A Brief History

Virginia launched ALL In Tutoring in response to the 2022-23 school year test scores in late 2023 to support educational recovery. Districts across the state are expected to offer tutoring for all 3rd - 8th grade students who are failing or in danger of failing state assessments.

Legislative Support

Virginia's tutoring effort does not include specific tutoring legislation.

Statewide Support

ALL In Tutoring is part of a $418M state general fund package of measures intended to accelerate learning. Funds are intended to cover fiscal year 2024, but in certain cases can be carried over to fiscal year 2025 and 2026, and are supported through state general funds. While spending plans from each division are required before the funds are disbursed, the amount of funding per division is based on an allocation. The Virginia Department of Education recommends that 70% of each division's allocation be directed to tutoring.

Virginia's Department of Education provides a High-Intensity Academic Tutoring Division Playbook and contracts with Zearn (math) and Ignite (ELA) to provide free materials and tutoring platforms to support district tutoring.

Impact of Tutoring on Student Success

This upcoming year will be the first full year of ALL In Tutoring, results are not yet available for the partial 2023-24 school year.

Summary and Conclusions

The University of Florida Lastinger Center for Learning will play a critical role in supporting Florida's districts in planning, piloting, and implementing a robust statewide tutoring program under the Florida Tutoring Advantage (FTA). Through collaboration with the National Student Support Accelerator (NSSA) and leveraging national best practices, UF Lastinger Center will provide districts with clear guidelines, technical assistance, and professional development resources. This support ensures districts have the tools to create high-impact tutoring programs that are effective and scalable.

By facilitating initial pilots with select districts, UF Lastinger Center will gather valuable data to refine approaches, ensuring programs are adapted to Florida's diverse educational landscape. With the emphasis on data collection and analysis, districts can continuously improve their programs, making targeted adjustments to boost student outcomes in reading and mathematics. Additionally, UF Lastinger Center's engagement in statewide communications will build awareness and support for the FTA, making the process easier and more streamlined for districts.

This approach will help districts overcome common implementation challenges, such as tutor recruitment, scheduling, and alignment with school-day operations, by offering strategic support and statewide resources. UF Lastinger Center's focus on aligning goals with statewide education objectives and providing clear standards will further ensure consistency and high-quality implementation across Florida's K-12 system.

Appendix

Resources

A Snapshot of State Tutoring Policies

Challenges and Solutions to Implementing Tutoring at Scale

Design Principles for Accelerating Student Learning with HIgh-Impact Tutoring

High-Impact Tutoring: State of the Research and Priorities for Future Learning

State Tutoring Efforts and Legislative Tracker

State Field Guide

Recommended Tutoring Standards: Florida Tutoring Advantage

The recommended Florida Tutoring Advantage (FTA) standards are organized by the design elements as outlined in NSSA's framework for high-impact tutoring and based on this summary of rigorous research as well as more recent studies as indicated in the chart below. Specific elements required by HB 1361 are indicated with an asterisk (*).

The **Research** column describes the research supporting each recommendation. It identifies the following categories with further details when appropriate.

- Research-based: This recommendation comes from a robust research base.
- Research-informed: This recommendation comes from some combination of studies of effective tutoring programs, inferences from analogous research settings, and practitioner insight.
- Emerging evidence: There is not yet a robust research base for this recommendation, but practitioners and researchers are highly aligned on its likely importance for quality.

Design Element	Research-Informed Recommendations	Research
Tutor		
Selection (see Minimum Staffing Qualifications for additional information)	Passion and ability to engage with students and expertise in instruction and content area being tutored	Emerging evidence
Training	Training depending on incoming skills/expertise	Research-informed: Research shows that highly skilled educators have a greater impact on student achievement. Therefore, programs that implement high-quality training to improve a tutor's skill level will likely positively impact student achievement.
Coaching	Ongoing support for tutors through observations, coaching, and two-way	Research-informed: Research shows that educators improve by receiving ongoing support and feedback. Providing tutors with support in utilizing

	feedback between the tutor and their coach	research-based instructional practices is, thus, likely to improve their practice and the program's effectiveness.
Consistency	Same tutor for each session, any adjustments occur sparingly and strategically	Research-informed: Limited research on the effects of tutor consistency on student achievement exists. However, evidence does suggest that the practice of "looping" - students having a consistent teacher for multiple years - may positively impact student achievement. The general consensus is that, similarly, students benefit from receiving instruction from a consistent tutor due to the stronger relationship it fosters.
Instruction		
* Student - Tutor Ratio (Appropriate group sizes for tutoring sessions)	One student for early literacy Up to three students in other grades and content areas	Emerging evidence: Many educators highlight the importance of relationships in effective tutoring, though research has not directly tested the role of relationships in driving student outcomes. Tutors who are able to foster positive and professional relationships with students likely have great potential to engage students and improve outcomes. The Effects of Virtual Tutoring on Young Readers: Results from a Randomized Controlled Trial
* Frequency of tutoring sessions	Minimum of three times per week	Research-informed: Overall, tutoring interventions appear to be more effective as the number of tutoring sessions per week increases. Although research does not identify the most effective combination of duration and frequency, it does provide evidence that at least a minimum amount of exposure is necessary for high-quality tutoring to lead to desired outcomes.

* Duration of tutoring sessions	Appropriate for age of student: Generally 30 minutes but can be shorter for grades K-2 and longer for older students (grade 6+)	Research-informed: Overall, tutoring interventions appear to be more effective as the number of tutoring sessions per week increases. Although research does not identify the most effective combination of duration and frequency, it does provide evidence that at least a minimum amount of exposure is necessary for high-quality tutoring to lead to desired outcomes. A Scalable Approach to High-Impact Tutoring for Young Readers: Results from a Randomized Controlled Trial
Duration of program	10 weeks minimum with one semester or term up to a full school year preferred	Research-informed: Studies on tutoring programs find that programs from 10 weeks to a full year in duration can be effective. However, rigorous studies have not specifically tested duration to identify effective duration by grade or content area.
Modality	In-person when possible, virtual can be effective, computer-assisted learning can complement in-person tutoring	Research-informed: The vast majority of tutoring studies have evaluated in-person programs, whereas the evidence base on virtual tutoring and computer-assisted tutoring is still emerging. Studies of virtual tutoring programs in Italy, Spain, and the U.S. provide promising evidence that live tutoring delivered virtually multiple times per week with a consistent tutor can meaningfully improve student outcomes. Studies on blended models using in-person tutoring and computer-assisted learning provide promising evidence that when coupled with in-person tutoring, computer-assisted learning can be effective.
Learning Integration		
Materials	HQIM aligned with materials used in classroom	Research-based: HQIMs positively impact student achievement in the

		classroom setting; therefore, the use of HQIMs is likely to improve the success of tutoring programs. Teacher knowledge, curriculum materials, and quality of instruction: Lessons learned and open issues
Setting	During the school day	Research-based: Studies on tutoring programs find that the effects of programs conducted during the school day are roughly twice as large as those conducted outside of school. However, out-of-school tutoring programs can be effective if the necessary structures and systems are in place to ensure student participation and engagement. The Promise of Tutoring for PreK–12 Learning: A Systematic Review and Meta-Analysis of the Experimental Evidence
Data Use		
Formative Assessment	The program provides tutors with support to collect, analyze, and use formative assessment data to inform design of future sessions.	Research-based: Research on formative assessments in other settings suggests that they can provide valuable data for educators. As a result, similar formative assessments are likely to help tutors improve tutoring sessions and personalize instruction. Research suggests tutors need time and support to review formative assessment data, as well as the ability to act upon them. Formative Assessment: a critical review
Student Progress Measure	The program has a system for measuring individual student progress over time and responding to those results; measures of progress include both academic growth and adaptive indicators (i.e., student engagement; student confidence).	Research-informed: Tutoring programs can measure student progress over time by analyzing grades, assessment results, and standardized test scores. Monitoring individual student's progress over time can improve tutor's practice as well as allow the program to adjust or change tutors to better reach goals.

*The use of ongoing, informal and formal assessments to target instructional interventions	The program uses a valid and reliable assessment designed to assess the content areas of focus at the beginning and end of the program and also uses fast turn formative assessments during the program such as exit tickets. The program regularly uses the assessment results to identify the most beneficial content areas to focus on during tutoring sessions.	Research-based and Research-informed as detailed above. Getting assessment right at the classroom level: using formative assessment for decision making Maximizing the Power of Formative Assessments

Minimum staffing qualifications for tutors:

Tutor candidates with different qualifications can be effective tutors. (see research here)
However, each tutor type requires a different level of training and coaching to be effective.
Please see the broad categories below:

Tutor Type	**Research-Informed Training Requirement**	**Research**
Certified Teacher (currently teaching or recently retired)	Interactive and engaging training that covers tutoring versus teaching, role expectations, specific assessments, and curriculum if not already familiar.	Emerging evidence
Candidates with no prior education experience (college students, community members, etc.)	Interactive and engaging training that covers role expectations, research and/or evidence-based instructional strategies, relationship building, social-emotional learning, strategies for meeting the needs of diverse learners (including ELLs and special education services students), and cultural competence. Additionally, training should cover assessment usage, data analysis, and designing tutoring sessions based on assessment data, tutored content, and curriculum/materials used.	Emerging evidence
Candidates with some level of education experience (paraprofessionals, etc.)	Supports to develop the skills above that they do not have from their experience.	Emerging evidence

Recommended Student Data Metrics for High-Impact Tutoring Programs

Purpose: Provide recommended metrics for understanding implementation and impact of high-impact tutoring. Link to template here.		
Metric By Student	Data Collected	Frequency
Minimum Metrics		
Student Characteristics	• grade level • gender-identity • race • multi-language learner (MLL) status • individualized education plan (IEP) status • economic disadvantage indicator	beginning of tutoring program
Academic Outcomes	• academic performance in tutored subject	beginning and end of the program

Tutoring Attendance	• # of sessions scheduled
	• # of sessions attended
	• For each session attended:
	  ○ Date
	  ○ # of minutes present
	  ○ group size
	  ○ tutor ID
		each session for the district; reported to the state mid semester and end of semester

Length of Tutoring Program	• # of weeks over which tutoring occurred	end of semester/year
Tutored Subject(s)	• tutored subject • grade level	beginning of the tutoring program
Additional Metrics to Consider		
School Attendance	• present or absent	daily for district; end of semester/year for state
Experience Outcomes (tutor and student (for students 4th grade and above))	• Impact • enjoyment	at least twice during tutoring program
Non-Academic Outcomes	• student confidence, growth mindset • student engagement	• Variable – could be each session, or beginning and end of the tutoring program

Tutor Characteristics	• gender • race • type (certified teacher, paraprofessional, other school personnel, community member, college student, etc.)	• for each tutor when they begin tutoring
Student Characteristics	• other available demographic information (e.g., homelessness)	• beginning of tutoring program
Academic Outcomes	• academic performance in non-tutored subjects	• beginning and end of the program tutoring

Recommended Cadence of Continuous Improvement Efforts

Activity	Frequency
Assessment Against Standards	• Post design and prior to launch • Retake based on level of alignment
Program Design Badge	• Initiate at end of first semester of tutoring • Require earning badge by end of second semester and every year to three years depending on site visit feedback
Site Visit	For pilot: • Randomly chosen schools • Once in first several weeks of program • Once per following semester For larger roll-out, at least one site visit per district in initial tutoring semester and can determine need for future site visits based on initial site visit findings, Assessment against Standards, and reported data
State Level Data Analysis	• Mid and end of semester analysis of by student attendance to assess whether minimum dosage requirements are being met • End of semester/year analysis by student to understand academic progress
District Level Data Analysis	• Encourage weekly data review meetings to ensure minimum dosage is being met • Encourage interim assessment data review twice a semester to identify opportunities for improvement • Encourage deep dive with end of semester or end of year data to compare outcomes of tutored versus non-tutored students