

MOBILIZING ASPIRING TEACHERS AS TUTORS

POLICY SOLUTIONS

to Accelerate Student
Learning and Strengthen
Teacher Pipelines

March 2023

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INTRODUCTION

American PK-12 schools today face many challenges, but foremost among them are two: (1) the need to accelerate student learning and address inequities after three years of pandemic-related disruptions and (2) the need to staff schools with highly skilled, diverse educators.

The most recent results of the National Assessment for Educational Progress (NAEP) indicate that students, regardless of race, socioeconomic status, geography, or school-type (i.e. private, public) continue to struggle to achieve proficiency in key subject areas, especially in literacy and math. Significant inequities affecting students of color, those from low-income backgrounds, students with learning disabilities, and LGBTQ+ students persist; for example, more than half of students of color and those from low-income backgrounds in grade 8 under-performed on the math portion of the assessment, while only a quarter of white students also under-performed. Recent data from the Centers for Disease Control point to worsening mental health among all young people, but especially among students identifying as LGBTQ+. Compounding these crises, schools across the country continue to struggle to staff classrooms. Much like learning opportunities, the effects of teacher shortages disproportionately affect specific geographies, content areas, grade levels, and student groups.

At Deans for Impact, we believe a win-win solution exists that could simultaneously accelerate PK-12 student learning and build a pipeline of well-prepared, diverse educators. We can mobilize our nation's aspiring teachers as high-impact tutors, especially in our highest-need schools. These individuals are already motivated to work with students and build the instructional skills needed to lead classrooms of their own. Mobilizing just 42% of the **600,000 aspiring teachers** enrolled in educator-preparation programs would meet the Biden administration's **goal of 250,000 tutors** for our nation's children.

Benefits exist at every level of the education system:

- **Students** access more caring, knowledgeable adults trained to support them academically and social-emotionally.
- **Aspiring teachers** strengthen their instructional skills, build more confidence and interest in teaching, fulfill licensure requirements, and, in many cases, earn compensation while learning to teach.
- **Schools and school systems** gain short term staffing solutions and insight into future talent that can help staff their schools for years to come.
- **Higher-education faculty and staff** deepen connections and service to local schools and communities, a mission-driven imperative for many universities.

Many educator-preparation programs have been mobilizing aspiring teachers as tutors for decades, and even more are currently redesigning their programs to embed tutoring as a foundational practice opportunity, especially against the backdrop of the COVID-19 pandemic. Today, many school systems and community organizations are actively recruiting aspiring teachers to serve as tutors.

These initiatives hold great promise for supporting PK-12 students and strengthening America's teacher workforce. We discussed this promise and offered a toolkit for educator-preparation programs and PK-12 school partners in our June 2021 report, [Strengthening Pipelines and Serving Students](#).

To help further realize this promise, Deans for Impact launched the Aspiring Teachers as Tutors Network (ATTN) in 2022. The ATTN is a national collaborative of 23 tutoring initiatives that aims to increase the number of aspiring teachers serving as high-impact tutors and to strengthen their instructional skills through practice-based experiences and training. Collectively, the ATTN is mobilizing more than 1,000 tutors impacting nearly 3,000 students in the 2022-2023 school year.

To mobilize hundreds of thousands more tutors in the coming years, members of the network believe that state and federal policy changes are necessary. Policy can help to:

- **Make high-impact tutoring a common opportunity for aspiring teachers prior to licensure**
- **Streamline funding to enable more aspiring teachers to serve as tutors**
- **Ensure program and tutor quality so that students learn and tutors become strong teachers**

In the following pages, we explore each of these solutions, the problems prompting the need for these solutions, discuss examples of promising practice and propose specific policy actions at the state and federal levels.

Members of the ATTN hope that federal and state policy leaders will use this framework as a tool for scaling and sustaining successful tutoring initiatives that are committed to mobilizing aspiring teachers as tutors.

DEVELOPMENT OF THIS BRIEF

In preparing this brief, the ATTN assumes that not all tutoring is created equal, that community partnerships are critical for sustaining high-impact tutoring initiatives, and that the expiration of federal relief funds in 2024 may lead to a disinvestment in tutoring as an important instructional support. Development of this brief resulted from in-depth interviews with teacher-educators, program administrators, and district officials across the country who have been working together to respond to the pandemic's effect on education by embedding tutoring as a key component of preparation. The framework is also informed by visits to 14 tutoring sites operated by seven of the initiatives in the network, and builds on the belief that mobilizing aspiring teachers as tutors is a win-win for serving PK-12 students and strengthening pipelines into teaching.



At publication, the following tutoring initiatives make up the **Aspiring Teachers as Tutors Network**:

AU Future Teachers Tutor



AMERICAN UNIVERSITY
WASHINGTON, D.C.

Bowling Green State University



EduTutorVA



COE Tutors



Illinois Tutoring Initiative



ILLINOIS STATE UNIVERSITY
Illinois' first public university.



Northern Illinois University



SIU Southern Illinois University
CARBONDALE

Learning for ALL Corps



Tennessee TECH

Metropolitan Chicago Tutoring Corps



CHICAGO STATE UNIVERSITY



NATIONAL LOUIS UNIVERSITY



ROOSEVELT UNIVERSITY



New Jersey TUTORING CORPS INC



NORTH CAROLINA AGRICULTURAL AND TECHNICAL STATE UNIVERSITY

TutorND



UNIVERSITY OF NOTRE DAME

University of Missouri St. Louis



UNIVERSITY OF SOUTH ALABAMA



UNIVERSITY OF St. Thomas

University of Texas El Paso



Vetted Texas Tutor Corps



DALLAS COLLEGE




Sam Houston State University



TEXAS A&M INTERNATIONAL UNIVERSITY



TCU
Texas Christian University



VIRGINIA EARNS



The formation of this framework would not have been possible without the support and guidance of the following **members of the network's Policy Workgroup:**

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American University
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- **Sara DeLano**
Dallas College
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Sam Houston State University
- **Tom Coleman**
North Carolina A&T State University
- **Tracy Huziak-Clark**
Bowling Green State University



A Deeper Look: Tutors Build Confidence and Joy in NEW JERSEY

Steven Volpe walks through the halls of the Paulsboro Boys & Girls Club in southern New Jersey.

"Mr. Steven! Am I going to see you tomorrow?" asks a young girl excitedly.

"Not tomorrow, but Wednesday!" he replies.

"And, what about Thursday?"

"Yup, I'll see you Thursday, too."

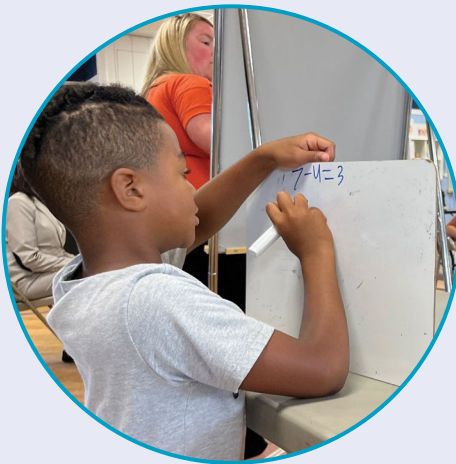
As the girl rounds the corner to her next activity, she lets out a gleeful "Yayyyy!"

"In the beginning, some of [the kids] were a little apathetic," says Volpe, "like, 'Ah, we have tutoring? It's the summer,' but by the end they are like, 'When do we have tutoring? When am I going to see you next?' Just seeing that has been very, very rewarding. It's a good reminder about why you go into [teaching], to see kids enjoy learning."

Joyful moments like this are common for seasoned educators like Volpe. For aspiring and novice teachers like Christian McCarville and Emily Cooper, tutors at

the Boys & Girls in Glassboro, New Jersey, the feelings that stem from these types of joyful moments often solidify their decision to become teachers.

That's why programs like the New Jersey Tutoring Corps (NJTC) – a statewide high-impact tutoring program that recruits future teachers and others as tutors – are not only vital to America's educational recovery but also to current efforts to address persistent and worsening teacher shortages, especially in high-need schools.



Aspiring teachers serving in the NJTC not only support student learning, but also learn valuable instructional skills themselves that will position them to become effective classroom teachers, and remain in the profession for years to come. For example, each week, coaches and tutors review student learning data generated by i-Ready – [a platform used widely across the US](#) – to guide their planning and delivery of instruction. The data allows instructional coaches to provide timely, actionable feedback that helps tutors understand how to improve. By administering the assessment, tutors are also able to access real-time information on how students are progressing.



This is key: aspiring teachers serving as tutors learn to work with assessment data similar to what they will experience as teachers of record.

It's also something we can draw inspiration from as we seek solutions that allow more individuals with a passion for serving students to access opportunities to experience the joys, impact, and intellectual work of teaching. Fortunately, several promising solutions are already being put in place to make high-impact tutoring

a common opportunity for aspiring teachers. As one example, New Jersey lawmakers recently [adopted](#) the New Jersey Tutoring Corps into the state budget, giving the program a well-deserved boost to scale and sustain its effort over the coming school year.



Learn more and watch video interviews from the NJTC on the Deans for Impact website at "[Building Confidence and Joy](#)" and "[Learning to Use Formative Assessment in One New Jersey Tutoring Program](#)."



POLICY RECOMMENDATION 1

Make high-impact tutoring a common opportunity for aspiring teachers prior to licensure

Traditionally, states have required aspiring teachers to spend time in PK-12 schools via “early field experiences,” logging clinical hours through observation but without necessarily requiring instructional practice with PK-12 students prior to a culminating clinical experience (often referred to as “student teaching”). Newer, less-traditional models—such as Grow Your Own (GYO), residency programs, and apprenticeship programs—include earlier opportunities for aspiring teachers to practice instruction with PK-12 students, but not necessarily in the kind of structured, intentional mode of high-impact tutoring.

By making high-impact tutoring a foundational component of learning to teach, leaders can provide meaningful practice opportunities for aspiring teachers to strengthen their instructional skills, build more confidence and joy for teaching, and earn compensation. The following section outlines several problems and specific solutions policy leaders can take to make high-impact tutoring a common opportunity for aspiring teachers, including those who may become interested in teaching, prior to licensure.

≡ THE PROBLEM

Expectations for early “field” opportunities prior to licensure are often overly vague or undefined. Often, aspiring teachers are able to satisfy requirements without engaging in actual instructional practice with groups of PK-12 students. [Appendix A](#) offers a summary of minimum early clinical requirements for all 50 states and Washington, D.C.

≡ WHY THIS MATTERS

High-impact tutoring can give aspiring teachers in traditional, Grow-Your-Own (GYO), and registered apprenticeship programs exposure to working with PK-12 students far earlier than they otherwise would. This allows aspiring teachers to make stronger connections between the theory they learn in class and the practice they engage in with students. It also allows aspiring teachers to test whether they are truly interested and invested in working with PK-12 students as a career. But for high-impact tutoring to become common as an early field experience, policymakers must establish that expectation.

POLICY SOLUTIONS

States should:

- Define, clarify, and set minimum requirements for early field experiences. These should require licensure candidates to engage students in one-on-one or small-group instruction, including as high-impact tutors.
- Require high-school students participating in Grow Your Own programs to serve as high-impact tutors for younger peers.¹

The Department of Labor should:

- Approve National Guideline Standards for Registered Apprenticeship Programs for the occupation of PK-12 Teachers that define high-impact tutoring as an on-the-job learning experience that occurs early in the apprentice's wage progression.

THE PROBLEM

In order for high-impact tutoring to be a viable early practice experience for aspiring teachers—especially those who have been historically underrepresented in the profession—tutors must receive compensation. Currently, laws in some states, such as Ohio, prohibit aspiring teachers from receiving compensation if they serve as tutors.

WHY THIS MATTERS

If aspiring teachers cannot be compensated as tutors, it will be challenging for educator-preparation programs and school systems to recruit sufficient numbers of tutors. The pool of potential tutors will become much smaller and much less diverse.

POLICY SOLUTIONS

States should:

- Repeal laws prohibiting aspiring teachers from receiving pay for hours that satisfy program or state clinical requirements.
- Amend rules governing substitute, paraprofessional, and other educational aide roles, allowing students enrolled in educator-preparation programs to be hired and paid under these roles to complete state and program requirements, including high-impact tutoring.

¹ For more see, "[A Blueprint for Scaling Tutoring and Mentoring Across Public Schools.](#)"



A Deeper Look: Partnerships Grow in TEXAS

Pricila Cano sits at the far corner of a light-filled library alongside a 4th grade student. They're huddled around the following math problem:

Katie has 3,437 stamps in her collection and Steve has 942 stamps in his collection. How many stamps do Steve and Katie have in all?

Cano begins by inviting the student to consider what kind of math sits at the heart of the question: "What clues are there that can tell us whether this requires addition or subtraction?"

Having established that addition is the order of the day, she grounds the task by activating the student's prior knowledge: "Do you remember when we used blocks to break down a number into its place values? Now we're going to do the same for the numbers in this problem."

Carefully, patiently, Cano then works with the 4th grader to determine the place values found in 3,437, then 942, before applying that understanding to solve the problem.

The student completes the calculation perfectly—but rather than moving on, Cano spots a chance to deepen understanding by having the student process the steps they have just taken: "Can you explain how you got to your answer? What did you do to find the total number of stamps?"

Teaching moves like the ones demonstrated above—focusing student attention, activating prior knowledge, and deepening understanding through effective follow-up questions—are exactly what we would hope to find in the classrooms of teachers across the country.

But Cano isn't yet a classroom teacher. She is a junior pursuing a bachelor's degree in Early Childhood and Teaching. She's able to access this opportunity due to a tutoring partnership between Dallas College and Dallas Independent School District. Multiple times each week, Cano visits Bush Elementary School, where she leads after-school tutoring sessions for students.



The collaboration between Dallas College and the local district began as a response to Texas state bill HB4545, which requires students with unfinished learning in math and reading to receive at least 30 hours of additional instruction in that subject. Cano was able to be compensated as a tutor using federal pandemic-era funding that flowed from the Texas Education Agency to Dallas Independent School District, and finally to Cano as tutor.



But pandemic relief funding is time bound and that, combined with other logistical challenges, sent Dallas College administrators on a hunt for sustainable funding to support their teacher-candidates. They found one potential source in the Federal Work Study program.

The Federal Work Study (FWS) was designed to subsidize the cost and experience of higher-education students with demonstrated need. The intent of the program is to compensate students that serve in critical areas of support and service. Yet, given the amount of student financial need and the employment needs on higher-education campuses, many FWS positions are limited to administrative roles such as checking other college students into dorm rooms, libraries, and dean's offices. To explore solutions to these issues, the U.S. Department of Education launched the [Experimental Sites Initiative \(ESI\)](#). As a participant, Dallas College is leveraging waivers it has been granted to pilot the use of FWS funds to pay aspiring teachers as tutors.

Dallas College administrators see the benefits firsthand, and hope to make high-impact tutoring an enduring feature of a redesigned teacher education program.

Tutoring experiences, says Jana Barnett, Associate Dean of Educator Certification at the college, end up doubling as “in-person, live action interviews with principals and administrators.” Now she gets phone calls from schools already interested in these teachers-in-waiting and asking “when will he or she graduate and get certified, because we want to hire them.”

District administrators agree. Says Jason Wallace, Director of the Office of Tutoring Services for the district: “We’re training our future teachers who are going to be future teachers in our district—and that’s invaluable to both parties.”

Learn more and watch video interviews from these partnerships on the Deans for Impact website at “A Tutoring Partnership Grows in Texas,” Parts [1](#), [2](#), and [3](#).



POLICY RECOMMENDATION 2

Streamline funding to enable more aspiring teachers to serve as high-impact tutors

There are several sources of federal and state funding that seek to support students with great needs, develop effective teachers, and, more recently, accelerate student learning for all students. In total, the funding could act as a catalyst to make high-impact tutoring an enduring feature of our PK-12 systems and of learning to teach. However, in practice, these funding streams often do not support one another and are riddled with sub-priorities and limitations that can make it difficult to access the resources for their intended purposes.

By identifying dedicated and sustainable funding streams for high-impact tutoring initiatives, policy leaders can ensure that current and future investments lead to greater learning outcomes for PK-12 students and aspiring teachers. The following section outlines several problems and specific solutions policy leaders can take to streamline funding so that more aspiring teachers can serve as high-impact tutors to support students.

THE PROBLEM

Current policies do not allow funds to be spent where they are most needed to support high-impact tutoring programs that mobilize aspiring teachers as tutors.

WHY THIS MATTERS

Without sufficient flexibility to deploy resources for their intended purpose, school systems, educator-preparation programs, and community organizations are unable to form the sustainable partnerships that are necessary to make high-impact tutoring succeed at scale. The American Rescue Plan represents a potential model for future federal and state funding, where policy establishes minimum expectations and grants flexibility for communities to mobilize resources to meet the needs of their students.

POLICY SOLUTIONS

States should:

- Create aspiring teacher stipend programs (e.g. direct payment, scholarships, loan forgiveness, tuition reimbursement) for individuals serving as high-impact tutors.
- Establish grant programs to high-needs schools to carry out high-impact tutoring programs that mobilize aspiring teachers, and others, as tutors.
- Include tutor and student-teacher-related travel as eligible for free or reduced-fare transportation vouchers available through state and municipal public transit agencies.
- Authorize and fund positions for educator-preparation programs and school systems that can support the design and operations of community-based high-impact tutoring partnerships.

Federal leaders should:

- Revise federal education-related funding streams to enumerate and define high-quality tutoring as an allowable use of funds, including the Elementary and Secondary Education Act of 1965, the Higher Education Act of 1965, and the Workforce Innovation and Opportunity Act (WIOA). See Appendix B for a more detailed list of recommendations.
- Streamline processes for establishing community service programs and positions. This includes:
 - Establishing a process for approving tutor positions as national service positions and a degree or a certificate of completion for a term of service.
 - Developing a program under which national service educational awards can be distributed to tutors upon completion of service.
- Prioritize Community Funding Projects that support high-impact tutoring initiatives that mobilize aspiring teachers as tutors, prioritizing initiatives that serve high-need schools.
- Establish grant programs to high-needs or hard to staff schools to carry out high-impact tutoring programs that mobilize aspiring teachers, and others, as tutors. The PATHS to Tutor Act is one such example.
- Create grant funding to support subsidized transportation for aspiring teachers serving as tutors. This could be accomplished by defining new initiatives and awards under the Bipartisan Infrastructure Law.

THE PROBLEM

Although it was intended to compensate higher-education students that serve in critical areas of support and service, Federal Work Study (FWS) rules limit the number of higher-education students pursuing service-oriented positions, including tutoring.

WHY THIS MATTERS

FWS rules often steer students into administrative roles on higher-education campuses and limit paid tutoring opportunities. For instance, Federal Work Study regulation requires that at least 7% of funds are used for community-service positions and limits roles for meeting this requirement to reading tutors. A source of funding that appears readymade for aspiring teachers serving as high-impact tutors is unnecessarily constrained.

POLICY SOLUTIONS

Congressional leaders should:

- Amend Federal Work Study (HEA, Title IV(C), Sec. 443 – §1087–53(d)) in the following ways:
 - Codify and standardize waivers for institutions of higher education to allow for Federal Work-Study dollars to compensate students for student teaching/clinical experiences as well as other field experience requirements (e.g. tutoring).
 - Codify waivers to the part-time employment requirement under 34 CFR 675, enabling institutions to compensate students for full-time employment (e.g. paraprofessional) opportunities related to the student’s academic program (e.g., relevant apprenticeships, clinical rotations, or student teaching).
 - Expand current use of tutors from reading in grades PK–6 to include tutors in grades PK–12 in all academic subject areas.
 - Prioritize FWS funding for programs that place tutors in “high-needs schools”.²
 - Increase the Community Service Requirement to at least 25% and increase the required number of tutors within the Community Service Requirement.

² We suggest a school or educational service agency (ESA) be defined as “high needs” if they are included in the Teacher Cancellation Low Income (TCLI) Directory, which identifies schools and SEAs that qualify for Title I funds under the Elementary and Secondary Education Act of 1965 and at least 30% of the school or SEA’s total enrollment is made up of students who qualify for services under Title I. Federally, the definition of high-need schools should be expanded to include schools with high rates of teacher turnover, vacancies, and first year teachers.



A Deeper Look: Fueling the Desire to Teach in TENNESSEE

In early February, three second grade students clustered around a kidney-bean-shaped table in the back of a colorful classroom in Sycamore Elementary School in Putnam County, Tennessee.

Each had different feelings about reading. One loved it, one hated it, and one was indifferent. But they shared a commonality: each was on the cusp of reading on grade level.

That's why they were at the table: to get a little extra help from someone who'd been specially equipped to provide it. Megan Jennings, a sophomore teacher-candidate from neighboring Tennessee Technological University, guided the group through a phonics game.



Jennings held up flashcards and students practiced sounding out words. Every now and then, there were some nonsense words mixed in. One such card read "m-o-m-e."

"Mohm," one little boy correctly pronounced, wagging two fingers as he read the card. Jennings noticed his finger shake, recognizing it as the physical reminder of one of the phonics rules they'd learned. She prompted him to articulate this:

"Great job! How did you know this word was pronounced as mohm, not mom?"

"I knew because that's a magic 'e' at the end, and it makes the o say its name," he explained.

Jennings lit up with pride at this small victory. Reflecting back later, she explained, "That's one of my favorite things about teaching and being a tutor – I love to see when the lightbulb goes off in their brain, and they figure something out. It's special."

"Tutoring is a tremendous opportunity for students who want to become teachers, because it gives them a real sense of a day in the life of a teacher," says Dr. Lisa Zagumny, Dean of the College of Education at Tennessee Tech. "It gives them an opportunity to see what teaching will be like before they even have to pursue it as a major. It lets them get comfortable in the classroom."

For Megan Jennings, the opportunity to tutor as a sophomore – years before she'll join a classroom as a student teacher – was possible because of a partnership between Tennessee Tech and Putnam County School System. Using federal funding from **ESSER grants**, intended to help communities **design local responses** to the learning disruption caused by the COVID-19 pandemic. As a participant in the **TN ALL Corps**, a statewide initiative to support high-impact tutoring programs, Putnam County Schools launched the tutoring partnership with Tennessee Tech in 2021 in response to COVID-related learning disruptions.

To ensure teacher-candidates were well-equipped to work as tutors, the district offered comprehensive training, including a full-day workshop on Tennessee's literacy program, Reading 360. Instructional coaches from the district coached aspiring teachers throughout the process, grounding their support in evidence-based early literacy practices.

Jennings found the training to be practical and useful, and she enjoyed getting a preview of how she'll be expected to use phonics in her own classroom later on.

Still, under current policy, Jennings, as a prospective teacher, is prohibited from completing the final assessment in the Reading 360 training, which is a licensure renewal requirement for in-service teachers. The problem? When she becomes a classroom teacher, Jennings will have to participate in the exact same training, despite completing it as a tutor.

Jennings's experience highlights a solvable challenge facing future teachers who serve as high-impact tutors. Often, they gain valuable, practical training and experience that is unrecognized by current state licensure systems. Establishing a system of microcredentials for aspiring teachers serving as tutors could alleviate this issue.

Despite the challenges, Jennings remains a strong advocate of high-impact tutoring placements. Being in the classroom and working with students is invaluable, she says, as it gives her an opportunity to try out the ideas she's learned in training and in her education classes.

And in the face of mounting teacher burnout and low morale, Jennings believes that this type of tutoring partnership could spark greater interest in the teaching profession.

"It sounds silly because what is one program going to do, but if you were to implement it everywhere, then it could change the perspective on teaching," she says.

—
Learn more and watch video interviews from the TN ALL Corps on the Deans for Impact website at "[Fueling the fire of teaching desire](#)."



POLICY RECOMMENDATION 3

Ensure program and tutor quality so that students learn and tutors become strong teachers

Not all tutoring is created equal. The Aspiring Teachers as Tutors Network embraces high-impact tutoring as the intervention that rigorous research has shown to produce demonstrable positive outcomes for students (see [“Embracing Evidence in High-Impact Tutoring”](#) on page 20 for more detail). Yet many school districts have turned to tutoring providers with [negligible track records](#) for supporting student success. Neither PK-12 students nor aspiring teachers are well served if tutoring does not follow the evidence-based tenets of high-impact tutoring. Students fail to accelerate their learning. Aspiring teachers fail to learn, too, or learn ineffective practices, and very well may be turned off from teaching altogether—weakening, rather than strengthening, the teacher pipeline.

By establishing research-based expectations for tutoring programs, policy leaders can play a critical role in ensuring positive learning outcomes for both PK-12 students and aspiring teachers. For example, Tennessee’s ALL Corps program provides matching funds to tutoring initiatives that commit to utilizing a research-based approach. Educator-preparation programs seeking to mobilize their teacher-candidates as tutors can follow state guidelines to set up their own tutoring initiatives or to vet providers that may be looking to hire their aspiring teachers as tutors.

The following section outlines several problems and specific solutions policy leaders can take to maintain quality through consistent definitions, data transparency, and research.

As the research base on high-impact tutoring continues to grow, policy leaders should look to these standards as important guides, while maintaining flexibility to incorporate new findings into policy as they become available.

THE PROBLEM

A multitude of providers offer tutoring services to PK-12 schools, but many do not follow research-based practices that will actually accelerate learning for PK-12 students. [Data from the U.S. Department of Education](#) indicates that 56% of schools used funds for high-impact tutoring in the 2021-2022 school year, but [recent reporting](#) reveals that not all programs who call themselves high-impact adhere to the [characteristics of high-impact tutoring](#).

WHY THIS MATTERS

Without clear guidelines for program quality, aspiring teachers could end up in tutoring placements where PK-12 students are not learning and where aspiring teachers pick up instructional strategies contradicted by cognitive-science research or develop counterproductive mindsets about students. This harms both PK-12 students and aspiring teachers mobilized as tutors. For tutoring to strengthen teacher pipelines and serve PK-12 students, state and federal leaders must prioritize program quality.

POLICY SOLUTIONS

Federal leaders should:

- Encourage states to adopt standards for high-impact tutoring that are guided by rigorous research and responsive to state and local contexts.

States should:

- Establish processes for approving and direct funding and support to high-impact tutoring initiatives. These processes should be differentiated to recognize the various types of programs that can support high-impact tutoring initiatives, including educator-preparation programs. These processes should also denote how each of the programs satisfies the characteristics of high-impact tutoring as defined by research.
- Strengthen data collection and reporting on academic interventions, including tutoring, in order to facilitate ongoing research and hold tutoring initiatives accountable.

THE PROBLEM

Tutor quality goes hand-in-hand with program quality. But in the rush to mobilize large numbers of tutors over the past three years, states have underinvested in training and supporting tutors. In Texas, for example, [House Bill 4545](#) requires schools to provide supplemental education (such as tutoring) to every student who did not reach proficiency on the state’s annual assessment. But to meet the scale of this mandate, lawmakers failed to include robust provisions for training tutors.

WHY THIS MATTERS

To be a strong tutor requires training. A benefit to mobilizing aspiring teachers as tutors is that they have already gained some of the prerequisite skills as part of their preparation, and additional tutor training can help to satisfy licensure requirements. But states must take steps to ensure that high-quality tutor training exists and that aspiring teachers can apply tutor training to fulfill requirements.

POLICY SOLUTIONS

States should:

- Ensure that approved high-impact tutoring initiatives train tutors to deliver rigorous, affirming, and inclusive small-group instruction.
- Prioritize research on the impact of high-impact tutor training protocols, especially those that are grounded in the science of how students learn and aligned to the use of high quality instructional materials.
- Create a system of microcredentials for high-impact tutors who demonstrate skillfulness. At a minimum, this system should be designed to signal additional value to schools hiring tutors and allow tutors to satisfy specific program and/or state licensure requirements.
- Designate mentorship of high-impact tutors as a method for experienced educators to satisfy professional development hours required for licensure renewal.

EMBRACING EVIDENCE IN HIGH-IMPACT TUTORING

The ATTN embraces the [definition of high-impact tutoring](#) offered by the National Student Support Accelerator (NSSA), which describes high-impact tutoring programs as those “that either have directly demonstrated significant gains in student learning through state-of-the-art research studies or have characteristics that have proven to accelerate student learning.” [The Tutoring Quality Improvement System \(TQIS\)](#) offers specific standards and an assessment tool for programs to determine alignment to seven critical dimensions of high-impact tutoring, including equity, tutor, data use, instruction, learning integration, safety, and cohesion. The National Partnership for Student Success builds on the TQIS in their [Voluntary Quality Standards](#).

A CALL TO ACTION: ALLOW PRACTICE TO GUIDE POLICY

“As leaders, it’s time for us to stand up for students and expect more in education.”

– [U.S. Secretary of Education Miguel Cardona, January 24, 2023](#)

Solving America’s learning and school staffing challenges will take years of dedicated attention and investment by those in positions of power to ensure students recover from pandemic-related disruptions and ultimately are prepared to compete on a global stage. The vitality of America’s economy and the ability of its people to live their fullest, most authentic lives depends on it.

Fortunately, American students, teachers, and those that support them are resilient and innovative. State and federal leaders have a unique opportunity – a duty – to create policy conditions that can fuel the scale and sustainability of this resilience and innovation. To create these conditions, ***our leaders must allow practice to guide policy.***

By making high-impact tutoring a foundational component of learning to teach, leaders can provide meaningful practice opportunities for aspiring teachers to strengthen their instructional skills, and build more confidence and joy for teaching. Serving as a tutor can be incorporated as an early clinical experience, fulfill licensure requirements, allow tutors to earn compensation, and elevate teaching as a promising career. Members of the ATTN are already realizing many of these promises. For example, American University’s College of Education now requires all aspiring teachers to complete a service learning course where candidates tutor for 90 minutes three times a week; in addition to being compensated for their service with an hourly rate, candidates are awarded course credit for successful completion of their service and related coursework. North Carolina A&T State University is mobilizing STEM majors to serve students in Guilford County Public Schools with a vision of exposing more individuals to the joys of teaching and working with students, expanding the potential pipeline of aspiring teachers. Others in the ATTN have joined national advocacy groups, like the [Pathways Alliance](#) and the [National Partnership for Student Success](#), to advocate for the inclusion of high-impact tutoring as a learning opportunity in other pathways, such as registered teacher-apprenticeships. Leveraging these examples of local practice and innovation, policy can create conditions for greater access and affordability to high-quality learning opportunities for students and aspiring teachers.

By streamlining available education, workforce and community service funds, federal and state leaders can support communities across the country to more easily transition past the 2024 funding cliff. While states and schools were slow to activate federal relief funds in the first year of availability, they have recently directed more investments for accelerating learning, putting them on track to spend their awards by the prescribed deadlines. Initiatives participating in the ATTN are leveraging these funds to eliminate common barriers to mobilizing aspiring teachers as tutors. Most initiatives in the ATTN are able to compensate aspiring teachers as tutors in a variety of ways, including through

hourly pay, general stipends, and tuition reimbursement. Tapping into the flexibilities afforded by the American Rescue Plan to accelerate learning, initiatives like the Illinois Tutoring Initiative allow programs like Illinois State University, Northern Illinois University, and Southern Illinois University - Carbondale to pay tutors an industry competitive wage. ATTN members are innovating to establish new partnerships and new sources of funds so that their efforts can be sustained long after federal relief funds have expired. At Chicago State University, teacher-candidates who received the [Call me MISTER](#) and [Diverse Scholars in Education](#) scholarships tutor as a requirement for renewing their scholarship in subsequent semesters. In South Bend, Indiana, The [Commuters Trust](#) subsidizes 50% of transportation-related costs for tutors in the University of Notre Dame's TutorND initiative. Leaders should build on these innovations to ensure more aspiring teachers can serve as high-impact tutors in the future.

By ensuring program and tutor quality, leaders can accelerate student learning and strengthen teacher pipelines. Members of the ATTN are embracing the need to be accountable for tutor quality by investing in tutor training directly. This spring, Bowling Green State University, Dallas College, The New Jersey Tutoring Corps, TutorND at the University of Notre Dame, and Virginia Learns are partnering with DFI and the [National Student Support Accelerator](#) to study the impact of high-quality, instructionally-focused tutor training on tutor preparedness. Using learning from this pilot and similar efforts, policy can elevate the deeply instructional, intellectual work of tutoring and teaching.

The role of policy in creating enabling conditions for communities to meet every student's unique needs and develop a strong pipeline of teachers cannot be understated. By collaborating with initiatives like those represented in the ATTN, leaders can ensure policy decisions are guided by practice. This type of collaboration is needed to ensure policy doesn't fall short on implementation and remains committed to leveraging and growing the research base necessary to support effective practice.

Deans for Impact and the Aspiring Teachers as Tutors Network stand ready to support federal and state leaders to scale and sustain successful, high-impact tutoring initiatives that mobilize aspiring teachers as tutors.

ABOUT DEANS FOR IMPACT

Deans for Impact (DFI) is a national non-profit organization committed to ensuring that every child is taught by a well-prepared teacher.

We support educator-preparation programs to bring the science of learning into teaching practice; partner with policymakers to ensure pathways into teaching are affordable, practice-based, and focused on instruction; and equip leaders with the tools to address today's most pressing challenges in educator preparation. Guided by principles of learning science, we aim to help aspiring and early-career teachers create rigorous and inclusive classrooms where all children thrive. Visit deansforimpact.org to learn more.

We would like to thank [Accelerate](#) for support of the Aspiring Teachers as Tutors Network and this policy brief.

Appendix A

Minimum State Early Field Experience Requirements

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
Alabama	not defined	K-12 school*	not defined	not defined	Yes	Early childhood field experiences may occur outside of P-12 schools.
Alaska	not defined	not defined	Y	not defined	not defined	
Arizona	not defined	not defined	not defined	not defined	not defined	
Arkansas	not defined	K-12 school*	not defined	not defined	not defined	Allows for field experiences in "innovative educational settings approved by the Department that engage the candidates in culturally responsive teaching."
California	not defined*	not defined	not defined	not defined	Yes	There is no set number of hours, though California has extensive requirements on the types of activities that must occur.
Colorado	not defined	K-12 school	not defined	not defined	not defined	
Connecticut	not defined*	K-12 school	Y*	not defined	not defined	Clinical experiences, including field experience or student teaching experience, should occur in a classroom during four semesters. Students "may" have a cooperating teacher, but it is not required.
Delaware	not defined	not defined	not defined	not defined	not defined	
District of Columbia	not defined	NSBS*	Yes	not defined	not defined	Revised standards allow for "practicum and clinical experiences in various instructional settings with diverse students and faculty"

POLICY SOLUTIONS FOR MOBILIZING ASPIRING TEACHERS AS TUTORS

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
Florida	60 hours*	K-12 school*	Yes	not defined	Yes*	The 60 hours requirement begins in the 2023-2024 school year. Typically in a PK-12 setting, but if early field experiences take place in a non-traditional setting the DOE will ask about how candidates were supervised to ensure effective instruction is taking place.
Georgia	not defined	NSBS	not defined	not defined	not defined	
Hawaii	not defined*	K-12 school	not defined	not defined	not defined	* Candidates must complete 450 cumulative clinical hours, document satisfactory work experience and observation by and EPP, or pass board approved performance assessment.
Idaho	not defined	not defined	not defined	not defined	not defined	
Illinois	not defined	NSBS*	not defined	not defined	Yes	Field experiences may occur in off-campus settings such as schools, community centers, or homeless shelters (SEA notes that they are not aware of any early field experiences occurring in homeless shelters).
Indiana	not defined	not defined	not defined	not defined	not defined	
Iowa	80 hours	NSBS*	Y	not defined	not defined	Allows for "state-approved school or educational facility".
Kansas	not defined*	NSBS*	Y	not defined	not defined	Early Field Experiences are only required for Early Childhood Education (B-K and B-3), as well as Middle grades Mathematics and Secondary Mathematics. Early Childhood Education field experiences may take place in kindergarten, child care centers and homes/early intervention services, as well as community agency programs.

POLICY SOLUTIONS FOR MOBILIZING ASPIRING TEACHERS AS TUTORS

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
Kentucky	200 hours	NSBS	not defined	not defined*	not defined	Kentucky has specific observation requirements for the student teaching experience but not early field experiences.
Louisiana	not defined	not defined	not defined	not defined	not defined	
Maine	not defined	not defined	not defined	not defined	not defined	
Maryland	100 days across two semesters	not defined	not defined	not defined	Yes (limited)	
Massachusetts	not defined	K-12 school	Y	2	Yes*	Two gateway assessments are required to evaluate candidate readiness prior to the practicum (i.e. student teaching) experience. Where appropriate and applicable, observations may be conducted using video/streaming technology, assuming teacher-student interaction is visible in the video.
Michigan	Min: 70 student contact hours Max: 30 exploratory hours; also, 200 Flex Hours*	K-12 school / NSBS	Y	not defined	not defined	* The 70 student contact hours are to be completed in P12 setting; the 200 flex hours may be completed in a variety of settings outside traditional schools.
Minnesota	100 hours	NSBS*	Y	not defined*	not defined	* Allows for early field experiences to be "school-based or home-based." While a minimum # of observations is not offered, the definition for 'cooperating teacher' includes, "modeling effective instruction to the candidate, observing the candidate engaging with students throughout clinical experiences, and providing feedback to the candidate based on those observations."
Mississippi	not defined	not defined	not defined	not defined	not defined	

POLICY SOLUTIONS FOR MOBILIZING ASPIRING TEACHERS AS TUTORS

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
Missouri	2 semester hours (75 hours)*	K-12 school	Y	not defined	not defined	* Of the required 75 hours, 30 hours are identified as 'early experiences' and 45 of the hours are defined as 'mid-level experiences.'
Montana	not defined	not defined	not defined	not defined	not defined	
Nebraska	100 hours	NSBS	not defined	not defined	not defined	
Nevada	not defined	not defined	Y	not defined*	not defined*	*Observation requirements are left up to the EPPs to decide.
New Hampshire	not defined*	NSBS*	Y	not defined	not defined	While there is no specified number of hours, NH Regulation notes "Early field experience(s) shall require candidates to engage in a variety of experiences related to their content."
New Jersey	50 hours	K-12 school	not defined	not defined	not defined	
New Mexico	not defined*	not defined	Y	not defined	not defined	While early field experiences do not have a time requirement, they must "begin upon entry of a candidate into an educator preparation program." Birth to Grade 3 certification requires early field experiences, which can be satisfied in one of three ways: "earn 18 to 30 credit hours of practicum and supervised field experiences beginning in the first 18 credit hours in an educator preparation program, 150 contact hours of practicum or supervised field experience, OR evidence of three years of work experience and 6 credit hours in the teaching of reading.
New York	100 hours*	K-12 school	Y	not defined	not defined	15 of the 100 hours must focus on understanding the needs of students with disabilities.
North Carolina	12 hours*	K-12 school	Y	not defined	not defined	Of the required 12 hours, 2 hours must take place in the first semester of the program. Rule also requires candidates to have one field experience in a 'low-performing school.'

POLICY SOLUTIONS FOR MOBILIZING ASPIRING TEACHERS AS TUTORS

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
North Dakota	not defined	not defined	Y	not defined	not defined	
Ohio	100 hours*	not defined	not defined	not defined	not defined	Each additional endorsement area requires 50 additional hours of early field experiences.
Oklahoma	60 hours	not defined	not defined	not defined	not defined	
Oregon	not defined	K-12 school	not defined	not defined	not defined	
Pennsylvania	40 hours	not defined	Y	not defined	not defined	
Rhode Island	60 hours	not defined	not defined	not defined	not defined	
South Carolina	100 hours*	K-12 school	Y	not defined	not defined	The 100 hour requirement is at the bachelor's level; candidates enrolled at the initial graduate level are required to complete 75 hours.
South Dakota	not defined	not defined	not defined	not defined	not defined	Administrative rules require EPPs, school partners, and other members of the professional community to design, implement, and evaluate field experiences and are singularly responsible for determining the length, placement, roles, and standards-based assessments for evaluating these experiences prior to and through the 10-week-minimum student teaching placements.
Tennessee	not defined	K-12 school	Y	not defined	not defined	
Texas	30 hours*	K-12 school	not defined	not defined	Yes	Up to 15 hours must be interactive and "engaged in educational or instructional activities in the classroom"; up to 15 hours may be completed virtually. At least 15 hours must be in person and include written reflections. All early field experiences require observations of content certified teachers and actual students in instructional/classroom settings.

POLICY SOLUTIONS FOR MOBILIZING ASPIRING TEACHERS AS TUTORS

State	Length	Modality: Setting	K-12 Mentor	Observations	Modality: Observations (virtual allowed?)	Notes
Utah	not defined	not defined	not defined	not defined	not defined	
Vermont	60 clock hours	not defined	Y	not defined	not defined	
Virginia	not defined	NSBS	Y	not defined	not defined	Tutoring in non-school settings is allowable.
Washington	not defined	K-12 school	not defined	not defined	not defined	
West Virginia	125 clock hours*	NSBS*	Y*	not defined	Yes (limited)*	<p>While a portion of early field experiences may be conducted outside of K-12 schools, candidates are required to be matched with a licensed teacher; this can pose challenges for placing candidates in non-school-based settings.</p> <p>Rule requires a licensed teacher, which does not necessarily mean a practicing teacher. For example, SEA officials and higher-education faculty who maintain their licenses could fulfill this requirement.</p> <p>Not more than 50% of the minimum required experience can be completed in a virtual/online environment</p>
Wisconsin	not defined	K-12 school	not defined	2	not defined	The two written evaluations are based upon "observations by the cooperating teacher or by the SCD [EPP] supervisor." This potentially could allow for virtual observations.
Wyoming	not defined*	not defined	not defined	not defined	not defined	While there is no state requirement set, SEA notes that most practicum courses which include early field experiences tend to include a minimum of 30 contact hours.

Appendix B

Recommendations for streamlining education, workforce, and community servicing funding at the federal and state level

Law	Proposed Amendments to Major Title Funds
Elementary and Secondary Education Act of 1965	<p>Title IV - 21st Century Schools</p> <ul style="list-style-type: none"> • Include a definition of high-quality tutoring • Enumerate high-quality tutoring programs as an allowable use of funds
Higher Education Act of 1965	<p>Clearly define high-quality tutoring as an allowable activity, use of funds, and priority for awarding grants under Title II(B) - Enhancing Teacher Education. For example, leaders should fully fund and revise Subpart 4 - Adjunct Teacher Corps (Sec. 255. §1035) to allow the use of funds (e) and prioritize awards (g) for eligible entities to develop and compensate individuals participating in the Corps to serve as high-impact tutors. Leaders should consider expanding the purpose (a) of the corps to include elementary education.</p> <p>Title IV(C) - Federal Work-Study Programs (Sec. 443 - §1087-53(d))</p> <ul style="list-style-type: none"> • Codify and standardize waivers for institutions of higher education to allow for Federal Work-Study dollars to compensate students for student teaching/clinical experiences as well as other field experience requirements (e.g. tutoring). • Codify waivers to the part-time employment requirement under 34 CFR 675, enabling institutions to compensate students for full-time employment (e.g. paraprofessional) opportunities related to the student's academic program (e.g., relevant apprenticeships, clinical rotations, or student teaching). • Expand current use of tutors from Reading in grades PK - 6 to include tutors in grades PK-12 in all academic subject areas. • Prioritize FWS funding for programs that place tutors in "high-needs schools". • Increase the Community Service Requirement to at least 25% and increase the required number of reading tutors within the Community Service Requirement.
Workforce Innovation and Opportunity Act (WIOA)	<p>Establish a streamlined process under which aspiring teachers participating in approved registered apprenticeship programs that align to approved National Guideline Standards can access WIOA funds.</p>
Temporary Assistance for Needy Families (TANF)	<p>States should identify and highlight "academic enhancement and support including tutoring and extended learning time" as an allowable use of TANF funds.</p>