Early Literacy Matters
State-by-State Policy Implementation Report

Explore Florida’s adoption and implementation of the 18 Early Literacy Fundamental Principles.
Early Literacy Policy Implementation Rubric

Comprehensive Early Literacy Policy establishes support and intensive reading interventions for all K–3 students to ensure they read on grade level by the end of 3rd grade. The policy also requires 3rd grade students to demonstrate sufficient reading skills for promotion to 4th grade. For students severely below grade level and who do not qualify for a good cause exemption, retention provides struggling readers the additional time and intensive interventions they need to catch up with their peers.

<table>
<thead>
<tr>
<th><strong>FULL IMPLEMENTATION</strong></th>
<th>The fundamental principle is adopted in policy, and there is evidence of full implementation.</th>
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</thead>
<tbody>
<tr>
<td><strong>ABOVE &amp; BEYOND BADGE:</strong></td>
<td>This badge recognizes efforts that exceed full implementation.</td>
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<tr>
<td><strong>PARTIAL IMPLEMENTATION</strong></td>
<td>The fundamental principle is adopted in policy, but there is limited evidence of implementation.</td>
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<tr>
<td><strong>FUTURE IMPLEMENTATION</strong></td>
<td>The fundamental principle is adopted in policy with a future date for implementation.</td>
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<tr>
<td><strong>PRINCIPLE NOT ADOPTED</strong></td>
<td>The fundamental principle is not adopted in policy, does not meet minimum implementation requirements or is grant-based and not sustainable.</td>
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Purpose

The purpose of this document is to provide an analysis of states’ implementation of K–3 reading policies aligned to ExcelinEd’s fundamental principles of an early literacy policy. It builds on an analysis of states’ adoption of statutes and regulations establishing requirements for each component of the four fundamental principle areas, which are:

1. Supports for Teachers & Policy
2. Assessment & Parent Notification
3. Instruction & Intervention
4. Retention & Intensive Intervention

This report summarizes evidence of Florida’s early literacy policy implementation using an implementation rubric designed to gauge state progress toward full implementation of early literacy policies. Each of the fundamental principles is addressed in a separate table.
Science of Reading (SOR) Training

IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

The state offers science of reading training or requires districts to adopt a policy to identify science of reading training, providers of the training and personnel who will be trained. Participation in science of reading training may be optional for teachers and/or administrators.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida policy DOES require candidates entering a teacher preparation program, educator preparation institute, or a professional learning certification program to earn the full Reading Endorsement for certification coverage for certain areas.
- Florida DOES offer science of reading training through the Just Read, Florida! Office, including professional development opportunities through reading academies, coach academies, statewide and regional conferences and face-to-face professional development.
- Florida DOES work with the Florida Center for Reading Research at Florida State University to provide professional development opportunities for educators and leaders focused on evidence-based reading practices, including a Literacy and Leadership Series for elementary school administrators.
- Florida HAS created Reading Endorsement Pathways to give opportunities for educators to become highly qualified in reading and writing, which allows educators to earn Reading Endorsements that are aligned to evidence-based instructional and intervention strategies rooted in the science of reading.
- Florida HAS adopted Reading Endorsement Competencies (approved 2022) that align with evidence-based instructional and intervention strategies rooted in the science of reading. In addition to the two state pathways for the Florida Reading Endorsement, all other pathways to earn the Endorsement are required to be aligned to these competencies.
- In partnership with the University of Florida Lastinger Center, Florida developed three literacy micro-credentials (Emergent, Elementary and Secondary), which includes 60-hour courses and count toward the Florida Reading Endorsement.
- Florida DID recently launch a 5-hour introductory Science of Reading Course.
Science of Reading (SOR) Training

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

NOTEWORTHY

The following aspects of the state’s work are particularly noteworthy:

- Florida provides for State Regional Literacy Directors to provide professional development and targeted services and supports to schools and LEAs with the largest reading achievement gaps, emphasizing services and supports for identified schools serving Kindergarten–5th grade students.

- Florida created the Reading Achievement Initiative for Scholastic Excellence Act (RAISE) High School Tutoring Program. This prepares eligible high school students to tutor students in Kindergarten–3rd grade. (See also FLDOE, RAISE High School Tutoring Program: New Worlds Scholars)

RESOURCES

- FLDOE, Literacy Institutes
- FLDOE, Reading Endorsement Competencies & Matrix (approved 2022)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Florida should require all K–3 teachers and administrators to participate in state-adopted science of reading training.
IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

Literacy coaches are present in policy and trained in the science of reading, and they may provide job-embedded professional development and coaching to K–3 teachers based on student data or other models.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Literacy Coaches ARE established in policy and trained in the science of reading. (FLDOE, Florida Literacy Coach Endorsement)
- Literacy Coaches DO provide professional development and ongoing support for teachers and school leaders. (FLDOE, Florida Literacy Coach Endorsement)
- Florida HAS created a literacy coach model through regulations that outlines the roles and responsibilities of literacy coaches.
- Florida DOES offer a Literacy Coach Endorsement Program for current coaches and teachers interested in pursuing a literacy coach position, developed in partnership with the Florida Center for Reading Research and University of Florida Lastinger Center. (FLDOE, Florida Literacy Coach Endorsement)
- Florida HAS aligned the state’s Domains and Standards with the Literacy Coach Endorsement Program.
- Florida DOES encourage literacy coaches to be assigned to schools determined to have the greatest need based on student performance data in reading, which is then reported in the District K–12 Comprehensive Evidence-Based Reading Plan.
Literacy Coaches

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

NOTEWORTHY
The following aspects of the state’s work are particularly noteworthy:

- The Literacy Coach Endorsement Program includes online Literacy Playbooks – resources for literacy coaches to use that are based on the science of reading and aligned with the main domains of reading development. ([FLDOE, Florida Literacy Coach Endorsement](https://www.fl.gov/DOE/LiteracyCoachEndorsement/))

- Florida provides State Regional Literacy Directors to support evidence-based literacy coaching models and targeted services and supports to schools and LEAs with the largest reading achievement gaps, emphasizing services and supports for identified schools serving Kindergarten–5th grade students.

- Florida requires districts to establish School Literacy Leadership Teams, which consist of school administrators, literacy coaches, media specialists, lead teachers and other relevant team members. This information is reported to the state annually through the District K–12 Comprehensive Evidence-Based Reading Plan.

RESOURCES

- [FLDOE, Literacy Coaching](https://www.fl.gov/DOE/LiteracyCoaching/)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Florida should ensure that a literacy coach that is trained in the science of reading is assigned to each elementary school to provide job-embedded professional development and coaching to K–3 teachers.
**IMPLEMENTATION LEVEL**

**FULL IMPLEMENTATION**

EPP required coursework (elementary, early childhood, and special education) is aligned to the science of reading and prohibits the use of course materials that include three-cueing. Coursework includes evidence-based literacy instruction, how to administer reading assessments, and how to identify students with reading difficulties, such as dyslexia.

**EVIDENCE/GUIDANCE**

Evidence of the state's policy implementation and/or guidance in this area includes:

- Florida DOES have standards for teacher preparation programs that address the components of the science of reading. ([NCTQ, Florida Summary 2023](#))

- Florida **rules** DO require all state-approved teacher preparation programs to provide evidence of candidates completing training in scientifically researched and evidence-based reading instructional strategies that is grounded in the science of reading, which is reported on the Florida Department of Education’s [Preparation Resources](#) page through an annual report.

- Florida **rules** DO require the training to be provided to candidates in early childhood education, elementary and exceptional student education.

- Florida **rules** DO specify that instructional strategies for foundational skills may not employ the three-cueing system model of reading or visual memory as a basis for teaching word reading.

**CONSIDERATION(S) FOR STRENGTHENING POLICY**

This principle currently meets full implementation.
IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida DOES require education candidates to pass a licensure test that addresses reading: Florida Teacher Certification Exam (FTCE) Elementary Education K–6, Subtest 1 Language arts and reading; however this licensure test DOES NOT align to the science of reading. (NCTQ, Florida Summary 2023; NCTQ, False Assurances: Many states’ licensure tests don’t signal whether elementary teachers understand reading instruction (Nov. 2023))

RESOURCES

- Competencies and Skills Required for Teacher Certification in Florida

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Florida should require elementary education candidates to pass an assessment that is *aligned to the science of reading* in order to obtain teacher licensure.
Funding for Literacy Efforts

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

Funding is dedicated to some but not all early literacy fundamental principles and may be temporary or grant based.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida DOES direct funding specifically to support state and/or local implementation of early literacy fundamental principles. These include:
  - Evidence-Based Reading Instructional Allocation funds for reading instruction, literacy coaches and instructional support (moved to base Florida Education Finance Program funding)
  - New Worlds Scholarship Accounts – this provides $500 per eligible student for the 2023–2024 school year, to be used for instructional materials, curriculum, and tuition and fees for part-time tutoring services, fees for summer programs and after school programs for students who have a substantial deficiency in either reading or mathematics, exhibit characteristics of dyslexia or dyscalculia, or scored below a certain level on the ELA or mathematics assessment.
  - Recurring allocation for 10 districts for the School District Intensive Reading Initiative Pilot for students needing additional reading intervention opportunities.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Florida should determine the adequate funding level to ensure implementation of the fundamental principles are fully funded.
Universal Reading Screener

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

A state-approved universal reading screener is administered to K–3 students three times per year to identify students at risk for reading failure.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida HAS approved a universal reading screener (FAST Assessments) for Voluntary Pre-Kindergarten (VPK) through 10th grade that are aligned to the state’s Benchmarks for Excellent Student Thinking (B.E.S.T.) standards.

- Florida DOES require the universal reading screener to be administered three times per year. (FLDOE, Fast Assessments)

- Florida DOES monitor district administration of assessments through the District K–12 Comprehensive Evidence-Based Reading Plan by requiring Districts to report the name of the screener used through the Assessment/Curriculum Decision Trees.

RESOURCES

- FLDOE, FAST Portal

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
A state-approved screener for characteristics of dyslexia assesses the following skills as developmentally appropriate: phonological and phonemic awareness, sound-symbol recognition, alphabet knowledge, decoding, rapid naming, encoding and oral reading fluency. The screener is administered only to students who are flagged as at risk on the universal reading screener or upon teacher or parent request.

Evidence/Guidance

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida statute DOES require the universal screener for reading that is adopted by the state to identify students who have a substantial deficiency in reading, including identifying students with characteristics of dyslexia.
- Florida DOES monitor district administration of assessments through the District K–12 Comprehensive Evidence-Based Reading Plan by requiring districts to report the name of the screener used through the Assessment/Curriculum Decision Trees.
- Florida statute DOES require the universal screener for reading, that screens for students with characteristics of dyslexia, to be administered three times per year.

Resources

- Just Read, Florida! Dyslexia, the Science of Reading, and Structured Literacy: An Overview (Panel Presentation, 2021)
Parental Notification

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

States require parental notification of students identified with reading difficulties based on the state-approved universal reading screener and/or dyslexia screener results. Timeline and frequency of parental notification may vary.

EVIDENCE/GUIDANCE
Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida DOES require notification in writing to parents of any student who exhibits a substantial deficiency in reading or the characteristics of dyslexia. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Florida policy should require parental notification within 30 days of identifying a student with a substantial reading deficiency.
District Adoption of High-Quality Instructional Materials

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state requires school districts to adopt high-quality instructional materials aligned to the science of reading and state standards from a vetted and approved list. Districts must post their adopted materials on the district website.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida HAS created a vetted and approved ELA instructional materials adoption list, which includes information on alignment to standards, the science of reading average and coverage correlation, per statute.
- Florida HAS created a Reading Program Repository as a resource for Florida LEAs to select reading programs. The list is based on LEA program selections through the High-Quality Reading Curriculum grant.
- Florida DOES require instructional materials to be included on the Evidence for ESSA list and What Works Clearinghouse list for the Reading Program Repository. (Florida State University, Reading Program Repository)
- Florida DOES monitor the assessment/curriculum connection at the district level through the District K–12 Comprehensive Evidence-Based Reading Plan by requiring Districts to report the assessment/curriculum connection, including evidence-based curriculum materials and practices used in instruction and interventions that align to the science of reading. These plans must be shared with all stakeholders, including school administrators, literacy leadership teams, literacy coaches, classroom instructors, support staff and parents. (See FLDOE, 2022–2023 District K–12 CERPs)
- Florida law DOES require the Department of Education to provide a list of state examined and approved comprehensive reading and intervention programs, which shall be provided in addition to the comprehensive core reading instruction provided to all students.
District Adoption of High-Quality Instructional Materials

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

RESOURCES

- FLDOE, Policies and Procedures Specifications for the Florida Instructional Materials Adoption (2023)

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
Elimination of Three-Cueing Instructional Materials

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state has adopted a policy to eliminate the use of all instructional materials that include the three-cueing systems model for teaching word reading with a clear timeline for the elimination of the use of these materials.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Florida law DOES prohibit the use of three-cueing system models of reading or visual memory as a basis for teaching word reading.

• Florida guidance DOES specify that instructional strategies and materials used by educators may not employ the three-cueing system model of reading or visual memory as a basis for teaching word reading. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
Individual Reading Plans

IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

The state requires schools to develop and implement an individual reading plan for students who are identified as having a reading deficiency based upon screening results. Timeline and monitoring may vary.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Florida DOES require schools to develop individual reading plans for students who are identified as having a reading deficiency. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

• Florida DOES require the plans to include certain minimum elements, including goals and benchmarks for student growth in reading and a description of the measures that will be used to evaluate and monitor the student’s reading progress. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

RESOURCES

• FLDOE, District K–12 Comprehensive Evidence-Based Reading Plan Template

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Florida should require schools to develop individual reading plans within 30 days of identification of having a reading deficiency.
Regularly Monitor Student Progress

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state requires schools to regularly monitor and document students’ progress within a multi-tiered system of supports (MTSS) and utilize the data to inform instruction and interventions as needed and in a timely manner. Monitoring can take many forms (i.e., observations, screeners, assessments and student work).

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Florida DOES require monthly updates to be provided to parents in response to the intensive interventions and supports. Monthly updates for parents must be in writing and explain any additional interventions or supports that will be implemented. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

• Florida DOES require districts to develop Assessment/Curriculum Decision Trees to demonstrate how data will be used to determine specific reading instructional needs and interventions for all students in Kindergarten–12th grade.

• Florida DOES monitor these requirements through the District K–12 Comprehensive Evidence-Based Reading Plan. (See also FLDOE, Multi-Tiered System of Supports (MTSS))

RESOURCES

• 2022–2023 District K–12 CERPS
Evidence-Based Interventions

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state requires school districts to target students’ needs by adopting interventions grounded in the science of reading from a vetted and approved list. Interventions are provided before, during or after school.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida DOES require districts to provide evidence-based interventions that are grounded in the science of reading to any student in Kindergarten–3rd grade who exhibits a substantial deficiency in reading, or the characteristics of dyslexia. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

- Florida DOES require the Department of Education to provide schools and districts with a list of state-examined and approved comprehensive reading and intervention programs. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

- Florida DOES provide guidance to districts on interventions that have been studied by independent clearinghouses that have evaluated existing research on specific interventions to assist educators in selecting interventions. (FLDOE, Evidence-Based Reading Interventions)

- Florida DOES ensure that interventions are provided before, during and after school. Services for students retained in 3rd grade must be provided with interventions during school, including targeted small group instruction, as well as extended school day, week or year options and before or after school supplemental evidence-based reading interventions grounded in the science of reading. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)
Evidence-Based Interventions

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

EVIDENCE/GUIDANCE (CONTINUED)

• Florida DOES monitor what intensive reading interventions are being used and the multisensory interventions that are used for students in Kindergarten–3rd grade who have a substantial reading deficiency through the District K–12 Comprehensive Evidence-Based Reading Plan by requiring Districts to provide assurances that intensive reading interventions will be used, how they are provided and that intensive reading interventions are delivered by a teacher who is certified or endorsed in reading or instructional personnel who possess a literacy micro-credential.

RESOURCES

• FLDOE, Evidence-Based Reading Interventions

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
Summer Reading Camps

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

The state requires districts to offer summer reading camps to students at risk of reading failure to remediate learning loss and/or build reading skills.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Florida DOES require retained 3rd grade students to be provided intensive interventions in reading, which must include participation in the school district’s summer reading camp. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

• Florida DOES require the summer reading camp to incorporate evidence-based, explicit, systematic and multisensory reading instruction that is grounded in the science of reading. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

• Florida DOES require educators teaching at the summer reading camp to be highly effective as determined by the teacher’s performance evaluation and the teacher must also be certified or endorsed in reading. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

• Florida DOES monitor the requirements of summer reading camps in statute through the District K–12 Comprehensive Evidence-Based Reading Plan by requiring Districts to report how they plan to meet each requirement for summer reading camps, including a description of the evidence-based instructional materials that will be used.

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Florida should require districts to offer summer reading camps to rising students in 1st–4th grade at risk of reading failure to remediate learning loss and/or build reading skills, and not limit participation to retained 3rd grade students.
Parent Read-At-Home Plan

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

The state requires schools to provide read-at-home plans to parents as soon as a student is identified with a reading deficiency. Strategies shared with parents target students’ needs based on data and are aligned with the science of reading.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida DOES require notification to parents when a student is identified as having a reading deficiency and this must include strategies through a read-at-home plan the parent can use in helping their child succeed in reading. (FLDOE, Promotion to Grade 4 Technical Assistance Paper)

- Florida DOES require the read-at-home plan to provide access to the resources compiled by the Department of Education.

- Florida DOES monitor district administration of family engagement through the District K-12 Comprehensive Evidence-Based Reading Plan by requiring districts to report the plan for providing read-at-home plans to parents of students identified with a substantial reading deficiency.

RESOURCES

- FLDOE, Just Read, Families!
Initial Determinant Retention at 3rd Grade Based on State Assessment

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

The state requires that a student who is unable to demonstrate sufficient reading skills on the state test-based options provided — and does not meet a good cause exemption — be retained.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Florida law DOES require students to be retained when the student is unable to demonstrate sufficient reading skills (scoring Level 2 or higher) in 3rd grade on the statewide, standardized English Language Arts assessment.

RESOURCES

• FLDOE, Promotion to Grade 4 Technical Assistance Paper
• FLDOE, Third Grade Guidance

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
Multiple Options for Promotion

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

The state offers at least three pathways for promotion to 4th grade including achieving a predetermined level on the state reading assessment, passing an alternative assessment or retest or successfully demonstrating sufficient 3rd grade reading skills through a portfolio of student work.

EVIDENCE/GUIDANCE
Evidence of the state's policy implementation and/or guidance in this area includes:

- Florida law DOES offer at least three pathways to promotion to 4th grade, including achieving a Level 2 or higher on the state reading assessment, through an alternative assessment or successfully demonstrating reading skills through a student portfolio.

RESOURCES

- FLDOE, Promotion to Grade 4 Technical Assistance Paper
- FLDOE, Third Grade Guidance

CONSIDERATION(S) FOR STRENGTHENING POLICY
This principle currently meets full implementation.
**Good Cause Exemptions for Some Students**

**IMPLEMENTATION LEVEL**

**FULL IMPLEMENTATION**

The state allows *specific* good cause exemptions for promotion to 4th grade that recognize the special needs of some students with disabilities, English language learners and students who were previously retained. Intensive interventions are required to continue in 4th grade for students promoted for good cause.

**EVIDENCE/GUIDANCE**

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Florida *law* DOES provide for good cause exemptions for promotion to 4th grade, including exemptions for limited English proficient students, students with disabilities and students who have previously been retained.

- Florida DOES require intensive interventions, that include specialized diagnostic information and specific reading strategies, to continue in 4th grade for students promoted for good cause. ([FLDOE, Promotion to Grade 4 Technical Assistance Paper](https://www.fldoe.org/techassist/grade4)

**RESOURCES**

- [FLDOE, Promotion to Grade 4 Technical Assistance Paper](https://www.fldoe.org/techassist/grade4)
- [FLDOE, Third Grade Guidance](https://www.fldoe.org/techassist/thirdgrade)