

Promotion/Retention

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Student Promotion/Retention Policies

Updated By Kyle Zinth November 2005

Overview

Introduction

States take a variety of approaches in determining grade promotion or retention of students:

- Specifying requirements in legislation: six states
- <u>Directing state authorities to establish policies</u>: 11 states
- <u>Directing local authorities to establish policies or</u> consider specific criteria: 15 states
- <u>Authorizing state authorities to establish policies</u>: three states
- <u>Authorizing local authorities to implement specific</u> policies or consider certain criteria: 10 states
- <u>Explicitly making decisions local</u>: seven states
- No policy: 17 states

States directing their respective state boards or local authorities to implement policies frequently provide a legislative framework. A number of states also have multiple policies, which can be targeted towards different subjects, grades or districts.

Promotion Gates

Some state policies contain what can be referred to as "promotion gate" policies. Promotion gates can be understood as a performance threshold that a student is expected to meet prior to grade promotion. For example, a state may decide to test 3rd grade students to determine proficiency in reading, and require students failing to meet the prescribed proficiency to be retained, or promoted contingent upon receiving remediation and demonstrating proficiency.

Twelve states specify in legislation or direct their state boards or local authorities to implement promotion gate policies. (These policies are summarized in Table 1.)

Assessments

Eighteen states have policies that specify an assessment to be used in determining student eligibility for promotion or retention; 12 states specify state tests; three specify locally determined tests; and two specify a combination of state and local assessments. Wisconsin specifies that state assessments be used unless a district or charter school adopts their own assessment.

An additional three states, Minnesota, Ohio, and Virginia, have policies that authorize – but don't require – districts to use state assessments to determine student eligibility for promotion or retention. Illinois directs districts to promote students based on their performance on "Illinois Goals and Assessment Program tests, the lowa Test of Basic Skills or other testing or criteria established by the school board." California directs districts to establish promotion policies that identify students through either the state's assessment or through "other indicators of academic achievement designated by the district."

Examples of Other State Action

Seven states authorize districts to require students not demonstrating proficiency to participate in either summer school or some other form of remediation prior to promotion. Five states authorize local authorities to use student attendance during the school year as a factor in determining eligibility for promotion or retention. Nevada directs the board of trustees of each school district to determine a minimum number of required attendance days for a student to obtain credit or to be promoted to the next higher grade. Locally adopted attendance policies in Ohio must prohibit promotion if the student has been absent without excuse for more than 10% of the required attendance days of the current school year and has failed two or more of the required curriculum subject areas.

Report Organization

• Table 1: Promotion Gate Policies

• Table 2: 50-State Policy Summary Chart

State Policy Profiles

This StateNote does not address retention or promotion policies for students with disabilities or for English language learners. Links to statutory language are provided where available, although if a policy has been recently amended those changes may not be reflected. Corrections or additions to listed policies are welcome. The District of Columbia is treated as a state for the purposes of this StateNote.

Table 1: Promotion Gate Policies

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	Grade Levels Specified	Subjects	Assessment	Notes
Arizona	3rd and 8th	At least reading, writing, mathematics, science and social studies	District selected	Directs the state board to develop competency criteria for promotion of students from 3rd and 8th grade.
California	Entry to middle school and high school	Reading, English language arts and mathematics	State STAR program	Directs the governing board of each school district and each county superintendent of schools to adopt policies regarding pupil promotion and retention. Middle school grades typically begin at 7th grade, high school at 9th grade, although this can vary due to the individual school or district's configuration.
Colorado	3rd	Reading	State selected	Directs the state board to determine the satisfactory reading readiness level for kindergarten students and literacy and reading comprehension levels for students in 1st through 3rd grades. Using the approved assessment instruments, each school district is directed to annually assess students in kindergarten through 3rd grade. Students may not be advanced in grade in reading unless they are assessed as reading at or above appropriate level.
Connecticut	4th and 6th	Reading for 4th, reading, language arts and mathematics for 6th.	State	Pertains to priority districts only. Priority school districts are those located in the eight largest towns in the state in addition to the 11 towns identified with each of the greatest number and ratio of children served by the Temporary Family Assistance Program (CONN. GEN. STAT. § 10-266p)
Delaware	3rd, 5th and 8th	Reading for all three grade levels; additionally, mathematics for 8th	Delaware Student Testing Program	Promotion is contingent on a student participating in an individual improvement plan (which may include but is not limited to summer school, before and/or after school instruction, Saturday school and/or tutoring) or demonstrating proficiency through the state assessment or to a district academic review committee through other approved indicators.
District of Columbia	At least 4th, 8th and 12th	Mathematics, reading and writing for 4th, does not specify for 8th or 12th	District selected	Directs the superintendent to establish and implement "promotion gates" for at least 4th, 8th and 12th grades.
Florida	3rd	Reading	Florida Comprehensive Assessment Test (FCAT) and local assessments	Directs districts to establish student progression plans for all grades in line with state requirements. 3rd grade reading proficiency is demonstrated by performance on statewide test.
Georgia	3rd, 5th and 8th	Reading for 3rd, reading and mathematics for 5th and 8th	Criterion- referenced assessments adopted by the state board	Directs districts to establish student progression plans in line with state requirements.
Louisiana	4th and 8th	Mathematics, English/language arts, science and social studies	Louisiana Educational Assessment Program (LEAP)	Directs districts to establish student progression plans in line with state requirements.

	Grade Levels Specified	Subjects	Assessment	Notes
New Mexico	8th	Mathematics, reading and language arts, science and social studies	State and district adopted assessments	8th graders failing to make adequate yearly progress (AYP) must be retained unless the student assistance team determines that retention will not assist the student in making AYP. In this case, the team must develop a high school graduation plan to meet the student's needs for entry into the workforce or a post secondary educational institution.
Texas	3rd, 5th and 8th	Reading for 3rd, reading and mathematics for 5th and 8th grades (8th grade to be tested starting with the 2007-08 school year)	State selected	Texas law also states that students may be promoted only on the basis of academic achievement or demonstrated proficiency of the subject matter of the course or grade level.
Wisconsin	4th and 8th	Mathematics, science, reading and writing, geography and history	State or locally adopted	Directs school boards and operators of charter schools to adopt written policies specifying the criteria for promoting a student from the 4th grade to the 5th grade and from the 8th grade to the 9th grade. Provides guidance for what must be included in the criteria. Students may not be promoted unless they satisfy the specified criteria.

Table 2: 50-State Policy Summary Chart

	Legislative Specifications	Directs State Authorities	Directs Local Authorities	Authorizes State Authorities	Authorizes Local Authorities	Local Decision	No Policy
Alabama						X	
Alaska							X
Arizona		X					
Arkansas	Х	Х			X		
California			X				
Colorado		Х					
Connecticut	Х		Х				
Delaware	Х	X					
District of		Х					
Columbia							
Florida			X				
Georgia		Х	X				
Hawaii							Х
Idaho							Х
Illinois			Х				
Indiana							X
lowa							Х
Kansas							Х
Kentucky						Х	
Louisiana			X				
Maine							Х
Maryland			Х				
Massachusetts						Х	
Michigan							Х
Minnesota					Х	Χ	
Mississippi				Х			
Missouri	Х				Х		
Montana							Х
Nebraska						Х	
Nevada		Х	Х	Х	Х		<u> </u>

	Legislative	Directs State	Directs Local	Authorizes State	Authorizes Local	Local	No
	Specifications	Authorities	Authorities	Authorities	Authorities	Decision	Policy
New							Х
Hampshire							
New Jersey			Х				
New Mexico			Х				
New York						Х	
North Carolina		Х					
North Dakota							Х
Ohio	Х		Х	Х	Х		
Oklahoma					Х		
Oregon							Х
Pennsylvania						Х	
Rhode Island							Х
South Carolina		Х	Х				
South Dakota							Х
Tennessee			Х		Х		
Texas	Х				Х		
Utah		Х	Х				
Vermont							Х
Virginia					Х		
Washington							Х
West Virginia		Х			Х		
Wisconsin			Х				
Wyoming							Х

States that Specify Requirements in Legislation

Arkansas

ARK. CODE ANN. § 6-15-2005

No student may be assigned to a grade level based solely on age or other factors that constitute social promotion, except as provided by applicable federal and state law.

ARK. CODE ANN. § 6-16-701, ARK. CODE ANN. § 6-16-704, ARK. CODE ANN. § 6-16-705

Authorizes districts to operate optional programs for remediation that may take place outside of the regular school term. Schools that elect not to offer a program outside of the regular school year must offer a department of education-approved remediation program during the regular school year to students in kindergarten through 3rd grade not performing at grade level. Students must participate in this remediation in order to be eligible for promotion.

Assessment selected by:	Does not specify
Waiver/override:	No
Subjects:	Does not specify
Grades:	K-3
District role (Besides administering	Offering of remediation
local assessments, where applicable):	
Other criteria by which student may be	Does not specify
retained:	
Early identification provision:	No
Remediation required:	Yes
District may establish curricula and	Does not specify
competency levels above state criteria:	

Connecticut

Policies Pertain to Priority School Districts

Priority school districts are those located in the eight largest towns in the state in addition to the 11 towns identified with each of the greatest number and ratio of children served by the temporary family assistance program (CONN. GEN. STAT. § 10-266p).

CONN. GEN. STAT. § 10-265I

Pertains to students in priority school districts failing to meet the statewide standard for remedial assistance on the reading component of the 4th-grade mastery examination and for students failing to meet the statewide standard on the 6th-grade mastery examination.

Local and regional boards of education are directed to require identified students to attend school the summer following the examination. The superintendent of schools may exempt an individual student from the requirement, upon the recommendation of the school principal, based on the student's progress with the additional instruction the district must offer, which may include tutoring, an after-school or school vacation program, or a weekend program. Students will not be promoted to the next grade if they do not receive an exemption, have been offered the opportunity to attend a summer school program and fail to attend.

Assessment selected by:	State
Waiver/override:	The state superintendent may exempt an individual student from the summer
	remediation requirement, upon the recommendation of the school principal.
Subjects:	Reading for 4th grade: reading, language arts and mathematics for 6th grade
Grades:	4th and 6th
District role (Besides administering	Districts must offer instruction designed to address the student's deficiencies.
local assessments, where applicable):	
Other criteria by which student may be	N/A
retained:	
Early identification provision:	No
Remediation required:	Yes
District may establish curricula and	N/A
competency levels above state criteria:	

CONN. GEN. STAT. § 10-265g

Pertains to students in priority districts identified as substantially deficient – based on measures determined by the state board – in reading. Students enrolled in 1st-3rd grades are evaluated in the middle and end of the school year. If a student is determined to be substantially deficient based on the end-of-the-year evaluation, the school must develop a personal reading plan for the student. The personal reading plan must include measures – such as tutoring, a transitional class or a summer reading program - to improve the student's reading level. Promotion of the student from grade to grade will be based on documented progress in achieving the goals of the personal reading plan or demonstrated reading proficiency. If a decision is made to promote a student who is substantially deficient in reading from 3rd to 4th grade, the school principal is required to provide written justification to the superintendent of schools.

Assessment selected by:	Does not specify
Waiver/override:	If a student who is substantially deficient in reading is promoted from 3rd to
	4th grade, the school principal must provide written justification to the
	superintendent of schools.
Subjects:	Reading
Grades:	1-3
District role (Besides administering	Districts must evaluate the reading level of K-3rd grade students and offer a
local assessments, where applicable):	summer reading program to exiting kindergartners identified by teachers as
	in need of additional reading assistance.
Other criteria by which student may be	N/A
retained:	
Early identification provision:	Yes
Remediation required:	Yes
District may establish curricula and	N/A
competency levels above state criteria:	

Delaware

DEL. CODE ANN. § 14 § 122

Students in 1st-8th grades must pass at least 50% of all classes taken for credit – excluding physical education – and no student will be promoted without passing English/language arts.

DEL. CODE ANN. § 14 § 153

Pertains to 3rd, 5th and 8th grade students performing "Below the Standard, Level II" or "Well Below the Standard, Level I" on the reading portion of the state assessment and 8th grade students scoring "Below the Standard, Level II" or "Well Below the Standard, Level I" on the math portion. Promotion is contingent on a student participating in an individual improvement plan (which may include but is not limited to summer school, before and/or after school instruction, Saturday school and/or tutoring) or demonstrating proficiency through the state assessment or to a district academic review committee through other approved indicators.

Students may not be retained if they have been previously retained for two years due to academic performance. The state may not require districts to retain students who continue to be academically deficient after completion of one retention year, but the district must develop an individual improvement plan that identifies a specific course of study for the student and the academic improvement activities the student must undertake in order to improve his ability to a proficient level. Academic improvement activities may include mandatory participation in summer school, extra instruction and mentoring programs.

Assessment selected by:	State
Waiver/override:	The state may not require districts to retain students already retained for one
	year under this policy. Students who have already been retained two years
	for academic performance may not be retained.
Subjects:	Reading for all grade levels, additionally, mathematics for 8th
Grades	3rd, 5th and 8th
District role (Besides administering	If the state board approves indicators other than state assessments, the
local assessments, where applicable):	district may determine that a student does not need to be retained through
	the use of academic review committees.
Other criteria by which student may be	Students in grades 1-8 must pass at least 50% of all classes taken for credit
retained:	 excluding physical education. No student will be promoted without passing
	English/language arts (Del. Code Ann. § 14 § 122(b)(4)).
Early identification provision:	No
Remediation required:	Yes
District may establish curricula and	N/A
competency levels above state criteria:	

Missouri

Mo. Rev. Stat. § 162.1100

Students in transitional school districts are not to be promoted to a higher grade if their reading ability is more than one grade below their actual grade level. Students not demonstrating grade-level standards must attend summer school. (Transitional-district governing bodies have additional powers regarding correctional action and flexibility in correcting lowperformance and school improvement.)

Assessment:	Does not specify
Waiver/override:	No
Subjects:	Reading
Grades:	P-12
District role (Besides administering	Establishing student performance standards
local assessments, where applicable):	
Other criteria by which student may be	Does not specify
retained:	
Early identification provision:	No

Remediation required:	Yes
District may establish curricula and	Does not specify
competency levels above state criteria	

Ohio

OHIO REV. CODE ANN. § 3313.60

Every school or school district must include in the requirements for promotion from 8th grade to 9th grade one year's course of study of American history.

OHIO REV. CODE ANN. § 3313.60.8

Third grade students identified as having a limited level of skill on the state-adopted reading test must either be: (1) promoted to the 4th grade if the student's principal and reading teacher agree that other evaluations of the student's skill in reading demonstrate that the student is academically prepared to be promoted to 4th grade; (2) promoted to the 4th grade but provided with intensive intervention services; or (3) retained in the 3rd grade.

Directs districts to use a state board-adopted diagnostic assessment in order to determine the reading level of 1st and 2nd graders. (Districts that are making adequate yearly progress may select a different assessment.)

Assessment:	Adopted by the state board
Waiver/override:	Yes
Subjects:	Reading
Grades:	3rd
District role (Besides administering	Assess the reading levels of 1st and 2nd graders and identify students
local assessments, where applicable):	reading below grade level.
Other criteria by which student may be	Does not specify
retained:	
Early identification provision:	Yes
Remediation required:	Yes
District may establish curricula and	Does not specify
competency levels above state criteria:	

Texas

TEX. EDUC. CODE ANN.§ 28.021

Students may be promoted only on the basis of academic achievement or demonstrated proficiency of the subject matter of the course or grade level. In measuring the academic achievement or proficiency of a student who is dyslexic, the student's potential for achievement or proficiency in the area must be considered.

Tex. Educ. Code Ann. § 28.0211

Unless they meet conditions for exception described in this policy, students may not be promoted to 4th grade if they do not perform satisfactorily on the 3rd grade reading assessment, to 6th grade if they do not perform satisfactorily on the 5th grade mathematics and reading assessment or to 9th grade if they do not perform satisfactorily on the 8th grade mathematics and reading assessment. (These assessments are statewide assessments described in Tex. EDUC. CODE Ann. § 39.023; 8th graders will be assessed starting with the 2007-08 school year.)

Districts must allow a student who initially fails to perform satisfactorily on an assessment at least two additional opportunities to take the assessment. Alternate assessments may be administered to a student who has failed on the previous two opportunities. Students may be promoted if they perform at grade level on an alternate assessment that is grade-level appropriate and approved by the commissioner.

Each time a student fails to perform satisfactorily on an assessment, the school district must provide accelerated instruction in the applicable subject area. An accelerated instruction group administered by a school district may not have more than 10 students for each teacher. If a student fails to perform satisfactorily on an assessment a second time, a grade-placement committee is to be established to prescribe the accelerated instruction the district is to provide before the student is administered the assessment a third time. Grade-placement committees are composed of the principal or the principal's designee, the student's parent or guardian and the teacher of the subject in which the student is failing to perform satisfactorily. Districts must notify parents of the time and place for convening the grade-placement committee and the purpose of the committee.

In addition to providing accelerated instruction to a student, districts must notify the student's parents of: (1) the student's failure to perform satisfactorily on the assessment instrument; (2) the accelerated instruction program to which the student is assigned; and (3) the possibility that the student might be retained at the same grade level for the next school year.

A student who, after at least three attempts, fails an assessment must be retained. The student's parent or guardian may appeal by submitting a request to the grade-placement committee, and districts must give parents written notice of this opportunity. The grade-placement committee may decide in favor of a student's promotion only if the committee unanimously concludes – using standards adopted by the board of trustees – that if promoted and given accelerated instruction, the student is likely to perform at grade level. The decision of the grade-placement committee is final and may not be appealed.

This policy does not preclude the retention, in accordance with state law or district policy, of a student who performs satisfactorily on a statewide assessment.

Assessment:	State adopted
Waiver/override:	Yes, parental appeal
Subjects:	Reading for 3rd, reading and mathematics for 5th and 8th grades
Grades:	3rd, 5th and 8th grades
District role (Besides administering	Parental notification and establishing grade-placement committees
local assessments, where applicable)	
Other criteria by which student may be	Does not specify
retained:	
Early identification provision:	No
Remediation required:	Yes
District may establish curricula and	Yes
competency levels above state criteria:	

States that Direct State Authorities to Establish Policies

Arizona

ARIZ. REV. STAT. ANN. § 15-701

Directs the state board to develop competency criteria for promotion of students from 3rd and 8th grade that include accomplishment in at least reading, writing, mathematics, science and social studies. The state board also is to distribute guidelines for districts to follow in prescribing criteria for promotion of students between 1st and 8th grades. Districts must develop criteria that conform to the guidelines distributed by the state board that include accomplishment in at least reading, writing, mathematics, science and social studies, as measured by a district-adopted assessment. Additional measures of academic achievement and attendance also may be used.

The decision to promote or retain a student prior to high school is the responsibility of the teacher – ARIZ. REV. STAT. ANN. § 15-521 – although a district board may review the teacher's decision according to rules detailed in ARIZ. REV. STAT. ANN. § 15-342. Teachers are to base their decision on criteria determined by the state board. During a review, the student has the burden of proof and must demonstrate mastery of the academic standards adopted by the state board in order to overturn the decision. A district board may have requirements that are higher than the state board's.

Arkansas

ARK. CODE. ANN. § 6-15-2009 (Amended 2005 H.B. 2824)

All students in 3rd-8th grade are required to take a state-determined benchmark assessment. The state board will determine the assessment as well as the satisfactory score. Students who have not passed the most recently administered assessment are required to participate in remediation activities detailed in an individualized academic improvement plan.

Beginning in the 2005-06 school year, students who do not pass the benchmark assessment and don't participate in an academic improvement plan will be retained until they either: (1) participate in an academic improvement plan; or (2) pass the benchmark assessment for the grade level in which they are retained. School districts are required to notify a student's parents of their roles and responsibilities as well as the consequences for the student's failure to participate in the plan.

Colorado

COLO. REV. STAT. ANN. § 22-7-504

Directs the state board to determine the satisfactory reading readiness level for kindergarten students and literacy and reading comprehension levels for students in 1st-3rd grades. After consultation with the state Standards and Assessments Development and Implementation Council, the board is to approve and identify to each school district instruments for assessing the reading readiness of each pupil in kindergarten, and the literacy and reading comprehension level of each pupil in 1st-3rd grades.

Using the approved assessment instruments, each school district is directed to annually assess students in kindergarten through 3rd grade. Students may not pass from 3rd to 4th grade for reading classes unless they are assessed as reading at or above the appropriate reading level. (This does not apply to children with disabilities whose disability is a substantial cause of their inability to read, and the state board is directed to adopt rules to allow for exceptions in cases that have special circumstances.)

If a student's performance is below grade level, the student's parents, teacher and the school administration are to formulate an individual literacy plan for the student or, if the pupil is eligible, enroll the pupil in an intensive literacy program addressed through Colo. Rev. Stat. Ann. § 22-7-506.

Plans must include – but are not limited to – the following: (1) sufficient in-school instructional time for the development of the student's reading readiness or literacy and reading comprehension skills; (2) an agreement by the student's parents or legal guardian to implement a home reading program to support and coordinate with the school; and (3) if necessary, placement of the pupil in a summer reading tutorial program.

School districts are required to reassess each student's progress each semester. The pupil's individual literacy plan or the pupil's enrollment in the intensive literacy program – whichever is applicable – is to continue until the pupil is reading at or above grade level.

Delaware

DEL. CODE ANN. § 14 § 103

Directs the state secretary of education to develop and implement a policy for grades 1-12 that will substantially decrease the number of nonperformance-based promotions, or social promotions, with the goal of eliminating social promotions by the year 2001.

District of Columbia

D.C. CODE ANN. § 38-1803.21

Directs the superintendent to establish and implement "promotion gates" for mathematics, reading and writing for at least one grade K-4th, with the establishment of a 4th-grade promotion gate being required. The policy also directs the superintendent to establish promotion gates for at least one grade level for the following grade spans: 5th-8th and 9th-12th, with promotion gates being established for at least the 8th and 12th grades. Additionally, one goal of the District's long-term reform plan is to identify students – starting in 3rd grade – who don't meet minimum standards in order to ensure that they meet the standards before grade promotion.

Student achievement is determined through the use of district-wide assessments selected by the World Class School Task Force, which will be administered at least at the grade levels at which the superintendent establishes promotion gates (D.C. CODE ANN. § 38-1803.11).

Georgia

GA. CODE ANN. § 20-2-283

Directs the state board to adopt criteria for promotion policies to be adopted by local boards that are consistent with the Georgia Academic Placement and Promotion Policy, described in GA. CODE ANN. § 20-2-282. The criteria must dictate that students in 3rd grade will not be promoted unless they achieve grade level on the 3rd grade criterion-based assessment adopted by the state board according to GA. CODE ANN. § 20-2-281 in reading, and meet all other promotional criteria

established by the state board and the local board. Students in 5th and 8th grades will not be promoted unless they meet all promotional criteria established by state and local boards and achieve grade level on their grade's respective criterionreferenced tests in reading and mathematics.

The parents of students not scoring at grade level must be notified, and the student must be retested with a criterionreferenced test or an appropriate alternative assessment and provided with an opportunity for accelerated, differentiated or additional instruction.

Students that fail the second test will be retained and their parents notified. The notice will inform the parent of the right to appeal the decision. If a parent appeals a decision, a placement committee will decide whether to promote or retain the student.

Nevada

NEV. REV. STAT. ANN.§ 392.033

The state board is directed to establish regulations prescribing the courses of study required for promotion to high school.

North Carolina

N.C. GEN. STAT. § 115C-81

Directs the state board of education to implement a basic education program to be provided to every student in the state. Instruction is to be offered in arts, communication skills, physical education and personal health and safety, mathematics, media and computer skills, science, second languages, social studies and vocational and technical education.

The board is to establish a set of competencies for each grade level and subject and standards for student promotion based on mastery of these competencies. Local boards are directed to adopt policies that include opportunities for parents or quardians to discuss the decision to retain a student (N.C. GEN. STAT. § 115C-47).

South Carolina

S.C. CODE ANN. § 59-5-65

Directs the state board to establish criteria for promotion of students to the next higher grade. In 1st, 2nd, 3rd, 6th and 8th grades, a student's performance on the basic-skills tests of reading and math will constitute 25% of the assessment. Directs the state board to specify other measures of student performance in each of these subjects that will constitute the remaining 75% of the student's assessment.

Students failing to meet the criteria for promotion must be retained at current grade level or assigned to a remedial program during the summer or the next school year. Students assigned to the remedial program must meet minimum criteria, established by the board, for current grade level at the conclusion of the remedial program to be promoted to the next higher grade.

Utah

UTAH CODE ANN. § 53A-1a-107

Directs the state board to provide the framework for an education system – including core competencies and their assessment – in which school districts and public schools permit students to advance by demonstrating competency in subject matter and mastery of skills.

West Virginia

W. VA. CODE § 18-5-40

Directs the state board to establish guidelines for the operation of public kindergarten and elementary schools on a semester basis. Student progress within and between the various grade levels is to be determined on a semester-bysemester basis, and promotion or assignment to middle or junior high school is conditioned upon the completion of either of the last two semesters offered at the elementary school.

States that Direct Local Authorities to Establish Policies or Consider Specific Criteria

California

CAL. EDUC. CODE § 48070 - 48070.5

Directs the governing board of each school district and each county superintendent of schools to adopt policies regarding pupil promotion and retention. In addition, governing boards are required to approve policies regarding the promotion and retention of students between each grade 2nd-5th, for promotion from elementary to middle school and for promotion from middle school to high school. (The transition to middle school typically takes place between 6th and 7th grades, and to high school from 8th and 9th grades, but these may vary depending on the grade configuration of the school or district.)

Policies must provide for the identification of pupils who should be retained and who are at risk of being retained on the basis of either: (1) the result of the student's performance in California's Standardized Testing and Reporting (STAR) Program (established by CAL. EDUC. CODE § 60640) and the minimum levels of proficiency recommended by the state board of education or (2) the student's grades and other indicators of academic achievement designated by the district.

The decision for promotion or retention of students from 2nd to 3rd grade and from 3rd to 4th grade is to be primarily based on the student's level of reading proficiency. For promotion or retention of students between 4th and 8th grades, the decision is based on the student's proficiency level in reading, English language arts and mathematics.

Students identified as performing below the minimum standard for promotion must be retained unless their regular classroom teacher determines in writing that retention is not the appropriate intervention for the student's academic deficiencies. The written determination must specify the reasons that retention is not appropriate and include recommendations for other interventions that, in the opinion of the teacher, are necessary to assist the student in attaining acceptable levels of academic achievement. The teacher's recommendation to promote may be contingent upon the student's participation in a summer school or interim-session remediation program, at the end of which, the student will be reassessed. The teacher's evaluation will be provided to and discussed with the student's parent or guardian and the school principal before any final determination of retention or promotion.

Policies must: (1) provide for parental notification as early in the school year as practicable; (2) provide for a process where the decision of the teacher to retain or promote a student may be appealed; (3) provide for the identification of atrisk students as early in their current grade and school career as practicable; and (4) indicate the manner in which opportunities for remedial instruction will be provided to students.

This policy does not prohibit retention of students in grade levels not listed, nor does it prohibit a governing board from establishing promotion and retention policies that exceed the listed criteria.

Connecticut

CONN. GEN. STAT. § 10-223a

Directs each local and regional board of education to review and revise its policies for grade promotion and graduation in order to ensure that they foster student achievement, reduce the incidence of social promotion and otherwise conform to this policy. Policies must: (1) include objective criteria for the promotion and graduation of students; (2) provide for the measuring of the progress of students against that criteria and the reporting of relevant information to parents and students; (3) include alternatives to promotion such as transition programs; and (4) provide for supplemental services. Policies may require students who have substantial academic deficiencies that jeopardize their eligibility for promotion or graduation to attend after-school, summer or other programs offered by the district that are designed to assist students in addressing their specific academic deficiencies. (Was to be accomplished by July 1, 2000.)

Requires each district's board of directors to adopt student attendance policies, which may include excessive unexcused absences as a mandatory basis for denial of promotion or graduation.

Florida

FLA. STAT. ANN. § 1008.25

Directs local school boards to establish a comprehensive program for student promotion. These programs must include: (1) standards for evaluating student performance, including standards approved by the state board; (2) specific levels of performance in reading, writing, science and mathematics for all grade levels, including levels of performance on statewide assessments defined by the state commissioner, below which a student must receive remediation or be

retained within an intensive program; and (3) appropriate alternative placement for a student retained for two or more vears.

Students identified as deficient are to be assessed again to find the specific nature of their academic deficiency, and an individual academic improvement plan will be developed to assist the student in meeting state standards. The policy has specific requirements for students at the middle and high school levels, as well as for those students identified as having a reading deficiency. Students whose deficiency is demonstrated on a subsequent assessment may be retained and must be offered remedial or supplemental instruction. No student may be assigned to a grade level based solely on age or other factors that constitute social promotion, unless they meet the requirements for a good-cause exemption.

Priority allocation of remedial and supplementary instruction resources is given to students who are deficient in reading by the end of 3rd grade. Students whose reading deficiency has not been remedied by the end of 3rd grade must be retained, unless they meet the criteria for a good cause exemption. Starting with the 2004-05 school year, district responsibilities include establishing a Reading Enhancement and Acceleration Development (READ) initiative for K-3rd grade students to prevent retention and offer intensive accelerated reading instruction.

Georgia

GA. CODE ANN. § 20-2-284

Directs local boards to adopt placement and promotion policies in line with state criteria described in GA. CODE ANN. § 20-

Illinois

ILL. REV. STAT. CH. 105, § 5/10-20.9a

Districts may not promote students based on age or any other social reasons unrelated to academic performance. Directs districts to adopt and enforce a policy they deem necessary to ensure that students meet local goals and objectives and can perform at the expected grade level prior to promotion. Decisions to promote or retain students in any class must be based on successful completion of the curriculum, attendance, performance based on Illinois Goals and Assessment Program tests, the lowa Test of Basic Skills or other testing or criteria established by the school board. Students who do not qualify for promotion – as determined by the local district – must be provided remedial assistance, which may include, but is not limited to, grade retention, a summer bridge program of no less than 90 hours, tutorial sessions, increased or concentrated instructional time and modifications to instructional materials.

Louisiana

LA. REV. STAT. ANN. § 17:24.4

The Louisiana Educational Assessment Program (LEAP) is the state's process of measuring student performance in relation to grade appropriate skills, state curriculum standards and national education indices. Each parish or city school board must establish a pupil-progression plan addressing student promotion and placement that is consistent with this policy. Pupil progression plans are to be based on student performance on the LEAP and should supplement the standards approved by the state board. Particular emphasis is to be placed upon the student's mastery of gradeappropriate skills in English language arts and mathematics before recommendations are made for promotion, provided that other factors are considered (LA. REV. STAT. ANN. § 17:396).

School boards must – at a minimum – offer a summer remediation program to students failing to meet the minimum achievement level to be promoted to the 5th or 9th grade. School boards may require students to attend the program, but must exempt students whose parents sign a form which at a minimum states: (1) the parent understands that the student has failed to meet the required achievement level for grade promotion; (2) that summer school remediation is being offered to the student; (3) that the parent will take responsibility for remediation; and (4) that the student will not be fully promoted to the next grade before demonstrating the required achievement level on a retest.

Maryland

MD. CODE ANN. EDUC. § 7-202

Directs the state board to determine a minimum level of reading ability for each grade 2nd-12th. If a county board – based on a locally adopted assessment and in conjunction with the Maryland Education Accountability Program – finds that a student in 3rd, 7th or 9th-11th grades has not met either a minimum grade level competency or the minimum reading level as required by the state board for the previous grade, the student is to be: (1) retained in the current grade; or (2) enrolled in an appropriate reading assistance program. This policy may not be the sole reason for withholding a student's grade

advancement more than once in grades 2nd-7th and does not apply to students who are "moderately, severely or profoundly intellectually limited."

Md. Code Ann. Educ. § 7-205

Policies pertaining to the promotion or graduation of students in a public school must comply with policies established by the county board and rules and regulations established by the state board.

Nevada

NEV. REV. STAT. § 392.122

The board of trustees of each school district must determine a minimum number of required attendance days for a student to obtain credit or to be promoted to the next higher grade.

NEV. REV. STAT. § 386.583

Directs the governing body of each charter school to adopt rules for the academic retention of students enrolled in the charter school. The rules must prescribe the conditions under which a student may be retained in the same grade rather than promoted to the next grade.

New Jersey

N.J. REV. STAT. § 18A:35-4.9

Local boards of education are directed to adopt policies and procedures for student promotion and remediation related to district goals, objectives and pupil proficiency. District policies are to provide for parental and student notification of the policy and at appropriate times during the school year, notification of the student's progress in meeting policy standards. Policies also are to have a procedure for appealing decisions.

New Mexico

N.M. STAT. ANN. § 22-2C-6

District-developed promotion policies are to be aligned with alternative district-determined assessment results and requirements of the state assessment and accountability program, which tests students through a state-adopted assessment in mathematics, reading and language arts, science and social studies.

Students identified as not making adequate yearly progress (AYP) must be offered a remediation program and may be retained, although they may not be retained for more than one year. Students failing to make AYP for two successive years are to be referred to the student assistance team for placement in an alternative program designed by the school district. Parents are to be notified no later than the end of the second grading period if a student is failing to make AYP.

If, after participating in a remediation program, a student between 1st and 7th grade is still identified as not making AYP, the student must be retained and is to participate in an academic improvement plan developed by the student assistance team. A parent may sign a waiver allowing the student to be promoted to the next grade, but the student must participate in an academic improvement plan, and if at the end of the following school year the student is determined to not be making AYP, the student will be retained.

8th graders failing to make AYP are to be retained unless the student assistance team determines that retention will not assist the student in making AYP. In this case, the team must develop a high school graduation plan to meet the student's needs for entry into the work force or a post-secondary educational institution. Retained 8th graders must participate in an academic improvement plan.

Ohio

OHIO REV. CODE ANN. § 3313.60.9

The board of education of each city, exempted village, local, and joint vocational school district is directed to adopt a grade-promotion and retention policy for students. Policies must prohibit the promotion of a student to the next grade level if the student has been truant (absent without excuse) for more than 10% of the required attendance days of the current school year and has failed two or more of the required curriculum subjects in the current grade, unless the student's principal and teachers agree that the student is academically prepared to be promoted to the next grade level.

South Carolina

S.C. CODE ANN. § 59-19-95

Directs each school district governing body to implement a student promotion policy that at least meets the minimum criteria established by the state board pursuant to S.C. CODE ANN. § 59-5-65.

S.C. CODE ANN. § 59-18-500

Directs schools to notify the parents of all 3rd-8th grade students who are identified through assessments, school work or teacher judgment as lacking the skills to perform at grade level. A conference will then be set up with the parent and appropriate school personnel, at which time an academic plan will be developed to ensure student success at the next grade level. Academic plans will outline additional services the school and district will provide, as well as actions the student and parent are to undertake to further student success.

If, at the end of the school year, the student's work has not been at grade level or if the terms of the academic plan have not been met, the student may be retained, required to attend summer school or required to attend a comprehensive remediation program the following year. Students required to participate the following year in a comprehensive remediation program are considered to be on academic probation. Comprehensive remediation programs established by the district must operate outside of the normal school day and meet guidelines established by the state board. If there is a compelling reason why the student should not be required to attend summer school or be retained, the parent or student may appeal to a district review panel.

At the end of summer school, a district panel will review the student's progress and report to the parent whether academic progress indicates readiness to achieve grade level standards for the next grade. If the student is not at grade level or the student's assessment results show standards are not met, the student will be placed on academic probation. A conference with the student, parent and appropriate school personnel will then revise the academic plan to address academic difficulties. At the conference it must be stipulated that academic probation means that if schoolwork is not up to grade level or if assessment results again show standards are not met, the student will be retained. The district's appeals process remains in effect.

Directs district boards of trustees to establish policies on academic conferences, individual student academic plans and district-level reviews. Information on these policies is to be provided to every student and parent. Each district is to monitor the implementation of academic plans as a part of the local accountability plan. District policies regarding retention of 1st and 2nd graders are not affected by this policy.

Tennessee

TENN. CODE ANN. § 49-5-201

It is the duty of all teachers to follow the state course of study and the rules and regulations for the promotion of students furnished by the commissioner of education.

Utah

UTAH CODE ANN. § 53A-1-603

Requires each district to administer statewide criterion-referenced tests in all grade levels and courses in basic skill areas of the core curriculum. Scores on these tests and assessments are one consideration in determining whether a student will advance to the next grade.

UTAH CODE ANN. § 53A-1-606.5

Directs the state board to determine as part of the Utah Performance Assessment System for Students (U-PASS) testing program the appropriate statewide tests to assess reading levels at the end of each year in 1st through 3rd grades and an appropriate standard for grade-level mastery. Directs districts to require each of their elementary schools to develop a reading achievement plan for their kindergarten through 3rd graders.

Reading achievement plans must include assessment and intervention components. Assessment components must: (1) allow only the principal, teachers and other appropriate staff to identify students reading below grade level, and (2) use U-PASS and local assessment information throughout the year to determine students' instructional needs. The intervention component must provide adequate and appropriate interventions focused on bringing each student at least to grade level and permit grade-level retention of a student reading below grade level based on a joint determination made by the principal or the principal's designee, the student's teacher and the student's parent. The intervention component is to be based on best practices identified through proven researched-based methods, include parental participation and involve a reading specialist—as resources allow.

In developing or reviewing a reading achievement plan, a school community council or subcommittee or task force of a school community council may not have access to data that reveal the identity of students. Districts are to approve each school's plan prior to implementation and review them annually.

UTAH CODE ANN. § 53A-1a-106

Directs districts to implement a comprehensive system of accountability in which students advance through public schools by demonstrating competency in required skills and mastery of required knowledge through the use of diverse assessment instruments such as authentic and criterion-referenced tests, projects and portfolios.

UTAH CODE ANN. § 53A-13-104

Directs local school boards to implement programs for students in grades 7-12 to attain competency levels and graduation requirements established by the state board. Local school boards are directed to establish remediation programs for students who do not meet competency levels in English, mathematics, science, or social studies. Participation is mandatory for students who fail to meet the competency levels based on classroom performance.

Students who require remediation under this policy may not advance to the following class in subject sequences until they meet the required competency level for the subject or complete the required remediation program. Local school boards may allow students requiring remediation, who would otherwise be scheduled to enter their first year of high school, to complete their remediation program during that first year.

Remediation programs provided under this policy are not to be unnecessarily lengthy or repetitive, and a student does not need to repeat an entire class if remediation can reasonably be achieved through other means. Local school boards may charge students a fee to participate in the remediation programs.

Wisconsin

WIS. STAT. § 118.33

Directs school boards and operators of charter schools to adopt written policies specifying the criteria for promoting a student from 4th grade to 5th grade and from 8th grade to 9th grade. The criteria must include: (1) the pupil's score on relevant examinations specified under Wis.Stat. § 118.30, unless the pupil has been excused from taking the examination; (2) the student's academic performance; (3) the recommendations of teachers, which are to be based solely on the student's academic performance; (4) and any other academic criteria specified by the school board or the operator of the charter school. Students may not be promoted unless they satisfy the specified criteria.

States that Authorize the State Board to Establish Policies

Mississippi

MISS. CODE ANN. § 37-16-7

The state board is authorized to establish student-proficiency standards for grade level promotion leading to graduation.

Nevada

NEV. REV. STAT. ANN.§ 389.018

The state board may require the completion of course work in a required subject area for graduation from high school or promotion to the next grade. Unless a subject is required for graduation from high school or promotion to the next grade, a charter school is exempted from this policy.

Ohio

OHIO REV. CODE ANN. § 3301.07

The state board has the authority to formulate and prescribe minimum standards for requirements for student promotion from grade to grade that will assure students are capable and prepared for the level of study to which they are certified.

States that Authorize Local Authorities to Implement Specific Policies or Consider Certain Criteria

Arkansas

ARK. CODE. ANN. § 6-18-209

Directs the board of directors of each school district to adopt student attendance policies. Attendance policies may include excessive unexcused absences as a mandatory basis for denial of promotion or graduation.

Minnesota

MINN. STAT. ANN. § 120B.30

Schools, districts or charter schools may use student performance on a statewide assessment as one of multiple criteria to determine grade promotion or retention.

Minnesota's assessment system annually tests students in 3rd-8th grade and at the high school level. Beginning with the 2005-06 school year, students in 3rd-8th grade and at the high school level are to be annually tested in language arts and mathematics. Starting with the 2007-08 school year, science assessments are to be administered in one grade for the grade spans 3rd-5th and 6th-9th, and a life sciences assessment is to be administered in one grade for the 10th-12th grade span.

Missouri

Mo. REV. STAT. § 160.257

Directs the state department of education to ensure that all districts have an assessment program that tests student competency in English, reading, language arts, science, mathematics, social studies and civics. Districts may set a minimum level of achievement for student promotion.

Mo. REV. STAT. § 167.640

Authorizes districts to adopt policies requiring remediation as a condition for promotion.

Mo. REV. STAT. § 167.645

Pertains to students identified through district-adopted assessments as not reading at grade level by the end of 3rd grade. and for transferring students in grades 4-6 that have not demonstrated the ability to read at grade level. Districts must require identified students to attend summer school, and may require attendance in summer school as a condition of promotion to 4th grade. Students can't be denied promotion more than once solely for inability to meet the reading standards set out in this policy.

Nevada

NEV. REV. STAT. § 392.125

A teacher and principal in joint agreement have the authority to retain a student in the same grade for the next school year. Prior to retention, the student's teacher and principal must make a reasonable effort to arrange a meeting with the student's parents to discuss the reasons and circumstances for grade retention. No student may be retained more than once for each grade, unless the retention is related to the student's inability to meet the standards established by the state board for promotion to high school, as described in Nev. Rev. Stat. Ann. § 392.033.

This policy does not pertain to academic retention of charter school students.

Ohio

OHIO REV. CODE ANN. § 3313.57

Authorizes local boards of education to provide or approve – subject to the approval of parents – activities for children during the summer vacation period. With the approval of the state board of education, the successful completion of vacation activities may be required for promotion and diplomas of graduation, but the completion of such vacation activities may not be a prerequisite for the issuance of an age and schooling certificate.

OHIO REV. CODE ANN. § 3301.0711

With the subjects varying by grade level, Ohio tests students in 3rd-8th grades in reading, mathematics, science and social studies. If a student fails to attain at least a basic level of skill on one of these assessments, a district may use this test score as a factor in determining whether a student should be retained. (3rd-grade students failing to attain at least a basic level of skill on the reading assessment are addressed through OHIO REV. CODE ANN. § 3313.60.8.)

Oklahoma

OKLA. STAT. TIT. 70 § 1210.508E

If a teacher determines that a 3rd grader is not reading at grade level by the end of the second quarter of the school year, the student's parents must be notified of: (1) the reading level of the student; (2) the program of reading instruction for the student required by the Reading Sufficiency Act; and (3) the potential need for the student to participate in a summer academy or other program designed to assist the student in attaining grade-level reading skills. (All kindergarten through 3rd grade students are tested to identify those reading below grade level.)

A teacher who determines a 3rd grader is unable to meet competencies required for promotion to 4th grade, may have the authority - after consultation with the student's parents - to recommend that promotion is contingent upon the participation in and successful completion of the required competencies at a summer academy or other program. Students not successfully completing the competencies in the summer academy or other program may be retained. although a parent may appeal a retention decision by complying with the district's appeal process. The decision of the district board of education is final, although a parent may prepare a written statement stating the reason or reasons for disagreeing with the decision of the board that will become a part of the permanent record of the student.

Beginning one year after implementation – subject to the availability of funds – this policy is to be expanded to apply to 4th grade student promotion to 5th grade. Each following year, the policy is to be expanded by one grade level until the requirements apply to students in 3rd-8th grades. The policy does not prevent the state board or local boards from utilizing private, local or federal funds to implement this policy.

Tennessee

TENN. CODE ANN. § 49-2-203

Local boards of education have the power to establish minimum attendance requirements or standards as a condition for passing a course or grade. Policies must be: (1) established prior to any school year in which they are to be applicable; (2) recorded in board minutes and publicized through a newspaper of general circulation prior to implementation; (3) printed and distributed to students prior to implementation; and (4) may not violate Tenn. Code Ann. § 49-6-3002(b).

Texas

TEX. EDUC. CODE ANN. § 29.082

Authorizes districts to set up an extended year program for 1st-11th grade students identified as not likely to be promoted or 12th graders not likely to graduate. Students who attend at least 90% of the program days and satisfy the requirements of TEX. EDUC. CODE ANN. \$28.021 are to be promoted to the next grade level unless their parents present a written request to the principal that the student be retained. As soon as practicable after receiving the request from a parent, the principal must hold a formal meeting with the student's parent, the extended year program teacher and a counselor. During the meeting, the principal, teacher or counselor is to explain the longitudinal statistics on the academic performance of students who are not promoted to the next grade level and provide information on the effect of retention on a student's self-esteem and on the likelihood of a student dropping out of school. After the meeting, the parent may withdraw the request. If the parent withdraws the request, the student will be promoted. If a student is promoted, the school district will continue to use innovative practices to ensure that the student is successful in school in succeeding years.

Districts operating voluntary extended year program under this policy are directed to adopt policies designed to lead to the immediate reduction and the ultimate elimination of student retention.

Virginia

VA. CODE ANN. § 22.1-254.01

3rd-8th grade students who fail all four Standards of Learning (SOL) assessments must attend a summer remediation program or participate in another form of remediation. Students who fail one or more – but not all – of the SOL assessments may be required to participate in a remediation program. A division superintendent may determine that promotion is contingent upon a student participating in a summer or other remediation program.

West Virginia

W. VA. CODE § 18-2E-3C

Directs the state board to establish a competitive grant program to provide reading programs for students in kindergarten through 4th grade. The program is to be called the Reading Excellence Accelerates Deserving Students program, or West Virginia READS. Counties receiving grants are directed to encourage students who did not perform at grade level to attend summer school, and may consider summer school attendance as a factor in determining whether a student is eligible to be promoted to the next grade.

W. VA. CODE § 18-2E-3D

Directs the state board to establish a competitive grant program to provide mathematics programs for students in kindergarten through 4th grade. The program is to be called the Mathematics Achievement Through Help program, or West Virginia MATH. Counties receiving grants are directed to encourage students who did not perform at grade level to attend summer school, and may consider summer school attendance as a factor in determining whether a student is eligible to be promoted to the next grade.

W. VA. CODE § 18-2E-3E

Directs the state board to establish a competitive grant program to provide science programs for students in 4th-8th grades. The program is to be called the West Virginia Science Education Enhancement Initiative. Counties receiving grants are directed to encourage students who did not perform at grade level to attend summer school, and may consider summer school attendance as a factor in determining whether a student is eligible to be promoted to the next grade.

States that Explicitly Make the Decision Local

Alabama

ALA. CODE. § 16-8-35

Promotion and retention is determined at the county level for students prior to high school. Elementary schools are 1st-6th grades, junior high schools are 7th-9th grades (ALA, CODE, § 16-8-36). County boards are directed to determine the conditions under which a student may progress from elementary to junior high school, and from junior high school to senior high school.

Kentucky

KY, REV. STAT. ANN. 158.140 [From opinions of Attorney General]:

"Retention and promotion of pupils is entirely a matter of local board of education policy and not a matter for control by parents. Parents do not have a right to demand that a child be retained at a particular grade level for any reason, and especially not for athletic purposes."

KY. REV. STAT. ANN. 160.290 [From opinions of Attorney General]:

"Boards of education under their general powers may establish reasonable policies for the retention, demotion and promotion of pupils, including requiring that pupils passed by their teachers move on to the next higher grade."

Massachusetts

MASS. GEN. LAWS ANN. § 71, § 37 [From court decisions]:

"Duty of care and management of public schools, which is vested in school committee under this section, includes the right to establish and maintain standards for promotion of pupils from one grade to another and for their continuation in any particular grade."

Minnesota

MINN. STAT. ANN § 123B.06

Directs each district to develop an appropriate program of pupil progress and promotion for its elementary, middle and secondary schools.

Nebraska

NEB. REV. STAT. § 79-526

The school board or board of education of a Class I, II, III, IV, or VI school district may adopt rules it deems necessary to secure the regular attendance and progress of children at school.

New York

N.Y. EDUC. LAW § 1711 (Pertains to union-free school districts.)

N.Y. EDUC. LAW § 2508 (Pertains to school districts of cities of fewer than 125,000 inhabitants.)

N.Y. Educ. Law § 2566 (Pertains to school districts of cities of 125,000 inhabitants or more.)

All policies state that the district superintendent is "To have supervision and direction over the enforcement and observance of the courses of study, the examination and promotion of pupils[.]"

Pennsylvania

Pa. Stat. Ann. § 15-1532

Directs every public elementary or high school teacher in a 2nd, 3rd or 4th class district to keep a record of the work and progress of each student. The last monthly report required by law of the teacher is to report the grade of proficiency of each student, his standing in the several branches pursued by him in the school, his conduct and a recommendation for promotion or retention for additional preparation. The teacher will not be paid any salary for the last month of the term until the record and report has been examined and approved by the district superintendent or the secretary of the board of school directors.

Kyle Zinth, researcher in the ECS Information Clearinghouse, updated this report. Email: kzinth@ecs.org

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