THIRD-GRADE LITERACY
ALASKA’S STUDENTS MUST READ BY 9

A Policy Brief from the Alaska Policy Forum

January 2019
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Our vision is an Alaska that continuously grows prosperity by maximizing individual opportunities and freedom.

**MISSION**
Our mission is to empower and educate Alaskans and policymakers by promoting policies that grow freedom for all.

**BACKGROUND**
The Alaska Policy Forum is a 501(c)(3) independent, non-profit, state-based think tank that takes no government funding.

www.AlaskaPolicyForum.org

**Statement of Quality Research**
The Alaska Policy Forum is committed to delivering high-quality and reliable research on public issues of importance to the people of Alaska. We ensure that all original factual data in our publications are true and correct, and that information attributed to other sources is accurately represented. Full and accurate source information is provided in footnotes and in links to original sources online. Readers’ comments on our research and policy recommendations are always welcome.

Nothing appearing in this document is to be construed as an attempt to aid or hinder the passage of any bill before any legislative body.
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THIRD-GRADE LITERACY: Read by 9

As prepared by

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As previously reported by the Alaska Policy Forum, statistics for literacy amongst Alaskan children are dismal. Alaska’s K-12 education system has arguably the worst student outcomes in the nation in the fundamental task of teaching children to read by the all-important age of nine.

Alaskan children are just as bright. Alaska’s teachers are just as dedicated. Parents in Alaska love their children just as much as parents elsewhere. So why the dismal outcomes? And what can be done about it?

Proven solutions exist. Reading reform programs adopted in other states have led to enormous increases in reading scores over very short periods of time—despite less spending. The Florida model, in particular, has had great success. Alaska should strongly consider such reforms.

Importance of Early Childhood Literacy

Reading is fundamental to participating in our way of life. It is also the gateway to learning. By the third grade, students must make the transition from learning to read to reading to learn. If they don’t, they can’t do their coursework. Each year, as the grade level demands go up, students who are not proficient readers tend to fall further behind and become outsiders inside the classroom.

As they move through life, poor readers often develop coping mechanisms for their illiteracy, sometimes manifesting itself in disruptive and undesirable behavior. Students who cannot read by the end of third grade are four times more likely to drop out of high school. High school dropouts make up 75% of citizens on food stamps. The personal implications of illiteracy are dreadful, but clearly the societal implications are just as staggering.

The importance of early literacy is not theoretical. There is a scientific reason: the brain has a limited window of maximum neuroplasticity. The ease of learning drops off at a certain point. This is why children who do not learn to read in early childhood have much greater difficulty reading to learn later in school and life. Missing that window of maximum neuroplasticity makes reading instruction less effective and much more resource intensive.
### 4th Grade Reading NAEP Test Scores

#### Low-Income Free or Reduced Lunch (FRL)

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#### Upper/Middle Income Non-Free or Reduced Lunch (Non-FRL)

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**Every 10 point difference in NAEP test scores equates to approximately one school year difference in achievement.**

*Figure 1*
Understanding The Problem In Alaska

The National Assessment of Educational Progress (NAEP) from the U.S. Department of Education is an apples-to-apples comparison of achievement between public school students in all 50 states and the District of Columbia that takes place every odd year. NAEP scores are statewide averages only, meaning there are no results released for individual students or schools. Among other subjects, NAEP tests reading achievement. This policy brief uses NAEP results broken down by economic status. This normalizes results between states with very different rates of economically-disadvantaged families. This brief compares low-income students from families which qualify for “free or reduced lunch” programs (FRL) and middle-and-upper income students from families which do not qualify for FRL (Non-FRL). Alaska’s students are thus compared to students from the same economic strata in other states.

According to the latest NAEP result in 2017, Alaska lags dramatically behind the U.S. in fourth-grade reading. On the 2017 NAEP, Alaska’s public schools scored 51st (dead last) in fourth-grade reading for both upper-to-middle-income and low-income students - behind every other state and the District of Columbia (Figure 1).

The achievement gap between Alaskan students and the U.S. average in fourth-grade reading is significant. According to Dr. Matt Ladner, Senior Advisor of Policy and Research at the Foundation for Excellence in Education, a ten-point difference in NAEP scores indicates approximately one school-year difference in achievement. In 2017, upper-to-middle-income Alaskan children were 12 points below the U.S. average and Alaskan low-income students were 18 points below the U.S. average.

Alaska’s disappointing fourth-grade reading results are not a new phenomenon. They have been persistent. Alaskan students have been ranked in the bottom ten states in fourth-grade reading scores since NAEP scores were first published for all 50 states and DC in 2003 (Figure 1).

Is This A Rural Problem?

For the most part, NAEP test scores are not broken down by individual school districts. Thus this policy brief uses our state government’s Performance Evaluation for Alaska’s Schools (PEAKS) English/Language Arts proficiency rates to compare urban and rural school district achievement differences. While it is true many rural school districts in Alaska have very disappointing scores, the top ten highest-performing districts in Alaska in English/Language Arts in 2018 were actually rural districts: Skagway, Haines, Petersburg, Galena, Unalaska, Sitka, Denali, Valdez, Wrangell, and Kake (Figure 2).

Skagway’s leading proficiency rate of 87.10% of students at or above grade level indicates that the PEAKS test standards are certainly achievable by Alaskan students. Alaska’s largest urban school district, Anchorage (accounting for a little more than 1/3 of all the students in the state) ranked 23rd in in the state in the 2017-18 school year, with 45.64% of students at or above proficient. The Alaska state average English/Language Arts proficiency for public school students in 2017-18 was 42.37% (Figure 2).
Figure 2
Is This A K-12 Spending Problem?

In 2015, Alaska ranked #3 in the nation (includes DC) in total per pupil inflation-adjusted spending at $22,379. This was 73.4% above the U.S. average of $12,903. Florida was 44th, spending less than half that at $9,717 per student. Between 2013 and 2015 Alaska had the fourth-highest percentage increase in per student spending in the U.S. Between 2014 and 2015, Alaska had the highest increase in K-12 per student spending at 8.7%.

Spending per pupil is not necessarily the only indicator of a state's financial commitment to K-12 education. K-12 spending can also be broken down per capita. When K-12 spending per capita is compared to personal income (a good proxy for differences in cost of living between states) Alaska is first in the nation in contributing to K-12, at the equivalent 6.2% of all personal income going to K-12 public education, according to the latest figures from the National Education Association (NEA) Rankings & Estimates. By this standard, Alaska’s financial commitment to K-12 is 68% above the U.S. average. Compare this to Florida at the equivalent of 2.8% of personal income going to K-12 (which is 24% below the national average).

Florida’s FRL fourth-graders have scored #1 on NAEP reading in four of the last five NAEP cycles (Figure 1). Thus, even while the state of Florida spends a much lower percentage of personal income on K-12 education, it has managed to ensure Florida’s children are learning to read.

Is Poverty The Cause?

Alaska’s disappointing reading results don’t appear to be related to poverty. U.S. Census data for 2018 shows Alaska with a poverty rate less than average for the U.S.A. At 11.1%, Alaska has the 13th lowest in the nation (Figure 3). Other states with much higher reading scores have higher poverty rates than Alaska. In fact, Florida has a poverty rate of 14%, which is the 19th highest in the nation. It bears repeating: while Alaska’s students score 51st on NAEP reading, Florida’s FRL fourth-graders have scored #1 in four of the last five NAEP cycles (Figure 1).

Does Alaska Have A More Significant Diversity Challenge?

From time to time, the great diversity of the Anchorage School District is pointed to as a specific challenge to producing better student outcomes. In Miami-Dade Public Schools (MDPS) in Florida, 92% of all students are members of a racial minority group or of Hispanic heritage. Nearly 60% of MDPS students don’t speak English as the primary language at home and 66% qualify for free or reduced lunches. Despite these apparent challenges, in 2017, MDPS fourth graders scored five points higher in NAEP reading scores than upper- and middle-income fourth graders in Alaska.
State Poverty Rates 2018

Source: US Census Data

Figure 3
**Could Pre-K Be The Solution?**

Pre-K is a classroom-based school that children attend before they reach kindergarten age. Some posit that those earlier years of time spent in the classroom are what make a difference in better literacy scores. Whether pre-K produces positive student results in any proportion to the cost is the subject of several conflicting study results.

An extensive multi-decade study of nearly 5,000 Head Start pre-K students for the U.S. Department of Health & Human Services found no differences in Head Start students compared with non-Head Start students after third grade.

Today, Florida has voluntary pre-K (VPK). However, it is important to note that Florida achieved the number one ranking in the nation in NAEP low-income fourth-grade reading in 2009 -- before any of the original Florida VPK students (started age 4 in 2005) were old enough to take the fourth grade NAEP test in 2009.

**The Real Solution**

What Florida did much earlier, in 2002, was implement a new reading program, as passed by the state legislature. The model includes a variety of components, several of which are currently in use in some Alaskan schools:

- Close monitoring of K-3 student reading progress and skills
- Intensive reading intervention to identify weak readers early and create reading improvement plans as needed
- Early and continuous parental notification, to include a description of services being provided, proposed interventions and support services, and suggested parental strategies
- Pairing weak readers with highly-effective teachers
- Home reading programs
- Summer school reading programs
- Before- and after-school reading programs
- Reprioritization of education funding
- Instruction in phonological awareness, phonics, fluency, vocabulary, and comprehension
- As a final safeguard, students who do not meet proficiency are retained in third-grade with more intensive intervention focused on rejoining their peers
  - Eliminates social promotion and requires students demonstrate sufficient reading skills through a variety of assessment options
  - Includes common-sense exemptions to retention for some students with special needs (disabilities and English language learners)

Appendix A contains a full draft proposal of Read by 9 legislation.

Some educators and administrators oppose the policy of retaining non-proficient readers, asserting that retention is socially harmful to students. But a full body of academic research refutes such claims and shows the benefits of ending social promotion in favor of competency-based retention (Appendix B).

**Conclusion**

In 2003, just after implementing this comprehensive new program, Florida scored 28th for fourth-grade FRL reading. Alaska was 49th that year. Florida made huge jumps over the next two NAEP cycles, landing in the #1 spot in 2009, dipping to 4th in 2011, and then back up to #1 in 2013, 2015 and 2017. It is
quite a winning streak. Meanwhile, Alaska continued vacillating between 50th and 51st (Figure 1).

Florida is not the only state to have implemented third-grade literacy reform, but it was the first. Many others have followed. By 2018, 35 other states had adopted some form of the reading program that Florida enacted. All have seen improvements.

Alaska state law prescribes no such third-grade literacy program.

Florida’s winning streak and the ripple effect through other states provides a proven policy model that Alaska should emulate. Alaska must give our children the fundamental skills they need to succeed. Alaska’s children must Read by 9.
APPENDIX A

Read by 9 Act

Draft Legislation

{Intent} It is the intent of the Legislature that each student’s progression from one grade to another be determined, in part, upon proficiency in reading; that district school board policies facilitate reading instruction and intervention services to address student reading needs; and that each student and his or her parent be informed of that student’s reading progress.

(A) Reading Instruction and Intervention – It is the ultimate goal of the Legislature that every student read at or above grade level by grade 3. Districts shall offer a reading intervention program to each K-3 student who exhibits a reading deficiency to ensure students can read at or above grade level by the end of grade 3. The reading intervention program shall be provided in addition to core reading instruction that is provided to all students in the general education classroom. The reading intervention program shall:
   (1) Be provided to all K-3 students identified with a reading deficiency as determined by local or statewide screening assessments administered within the first thirty (30) days of school;
   (2) Provide explicit and systematic instruction in phonological awareness, phonics, fluency, vocabulary, and comprehension, as applicable;
   (3) Monitor the reading progress of each student’s reading skills throughout the school year and adjust instruction according to student needs; and
   (4) Be implemented during regular school hours through any available method including in-person or online teachers/coaches.

(B) Reading Deficiency and Reading Improvement Plan – Any student in Kindergarten or grades 1-3 who exhibits a deficiency in reading at any time, based upon local or statewide screening assessments, shall receive an individual reading improvement plan no later than 30 days after the identification of the reading deficiency. The reading improvement plan shall be created by the teacher, principal, other pertinent education personnel and the parent(s), and shall describe the research-based reading interventions and supplemental instructional services and supports that will be provided to the child that are designed to remedy the identified area(s) of reading deficiency. Each student must receive intensive reading intervention (in person, online or both) until the student no longer has a deficiency in reading.

(C) Parent Notification – The parent of any K-3 student who exhibits a deficiency in reading at any time during the school year must be notified in writing no later than 15 days after the identification of the reading deficiency, and the written notification must include the following:
   (1) That his or her child has been identified as having a deficiency in reading, and a reading improvement plan will be developed by the teacher, principal, other pertinent education personnel, and the parent(s).
   (2) A description of the current services that are provided to the child.
   (3) A description of the proposed research-based reading interventions and supplemental instructional services and supports that will be provided to the child that are designed to remedy the identified area(s) of reading deficiency.
   (4) Notification that the parent will be informed in writing of their child’s progress towards grade level reading at least every two weeks.
   (5) Strategies for parents to use at home to help their child succeed in reading.
(6) That if the child's reading deficiency is not corrected by the end of grade 3, the child will not be promoted to grade 4 unless a good cause exemption is met.

(7) That while the statewide reading assessment is the initial determinate for promotion, it is not the sole determiner at the end of grade 3. Additionally, students are provided with a test-based student portfolio option and an alternative reading assessment option to demonstrate sufficient reading skills for promotion to grade 4.

(D) Elimination of Social Promotion – Beginning with the 2020-21 school year, grade 3 students must demonstrate sufficient reading skills for promotion to grade 4. Students shall be provided the following options to demonstrate sufficient reading skills for promotion to grade 4:

1. Scoring above the lowest achievement level on the grade 3 statewide reading assessment;
2. Earning an acceptable score on an alternative standardized reading assessment as determined and approved by the State Board of Education; and
3. Demonstrating mastery of all grade 3 state reading standards as evidenced through a student reading portfolio. Regulation must be established to set criteria for the student reading portfolio and to define “mastery” of all grade 3 state reading standards.

If the student cannot demonstrate sufficient reading skills on one of the three options and does not qualify for a good cause exemption the student must be retained.

(E) Summer Reading Camp – The school district must provide summer reading camps either in person or via an approved online/distance delivery option) to all grade 3 students scoring at the lowest achievement level on the grade 3 statewide reading assessment. Summer Reading Camps must be staffed with highly effective teachers of reading as demonstrated by student reading performance data and teacher performance evaluations. The highly effective teacher of reading shall provide explicit and systematic reading intervention services and supports to correct the identified area(s) of reading deficiency. Summer Reading Camps must include, at a minimum, 70 hours of instructional time in reading. If funding allows, districts shall extend Summer Reading Camps to students in grades 1-2 identified with a reading deficiency.

(F) Good Cause Exemptions – The district school board may only exempt students from mandatory retention, as provided in paragraph (D), for good cause. A student who is promoted to grade 4 with a good cause exemption shall continue to receive intensive reading intervention that includes specific reading strategies prescribed in the student's individual reading improvement plan until the deficiency is remedied. The school district shall assist schools and teachers with the implementation of reading strategies that research has shown to be successful in improving reading among students with reading difficulties. Good cause exemptions shall be limited to the following:

1. Students with Disabilities whose Individual Education Plan indicates that participation in the statewide assessment program is not appropriate, consistent with state law.
2. Students identified as English Language Learners who have had less than 2 years of instruction in an English Language Learner program.
3. Students with Disabilities who participate in the statewide reading assessment and who have an Individual Education Plan or a Section 504 plan that reflects that the student has received intensive reading intervention for more than 2 years but still demonstrates a deficiency in reading and was previously retained in kindergarten, grade 1, grade 2, or grade 3.
4. Students who have received intensive reading intervention for two or more years but still demonstrate a deficiency in reading and who were previously retained in kindergarten, grade 1, grade 2, or grade 3 for a total of 2 years. No student shall be retained twice in grade 3.

(G) Requests for Good Cause Exemptions – Requests to exempt students from the mandatory retention requirement using one of the good cause exemptions as described in paragraph (F) shall be made consistent with the following:
(1) Documentation shall be submitted from the student’s teacher to the school principal that indicates that the promotion of the student is appropriate. Such documentation shall consist only of the good cause exemption being requested, and the existing reading improvement plan or Individual Education Plan, as applicable.

(2) The school principal shall review and discuss the recommendation with the teacher and make the determination as to whether the student meets one of the good cause exemptions. If the school principal determines that the student met one of the good cause exemptions based on the documentation provided, the school principal shall make such recommendation in writing to the district school superintendent. The district school superintendent shall accept or reject the school principal’s recommendation in writing.

(H) Parent Notification of Retention – The school district shall assist schools with providing written notification to the parent of any student who is retained that his or her child has not met the reading level required for promotion, the reasons the child is not eligible for a good cause exemption, and that his/her child will be retained in grade 3. The notification must include a description of the proposed interventions and supports that will be provided to the child to remedy the identified area(s) of reading deficiency in the retained year.

(I) Successful Progression of Retained Readers – Beginning with the 2020-21 school year, students retained under the provisions of paragraph (D) must be provided intensive reading intervention to remedy the student’s specific reading deficiency. The reading intervention services must include effective instructional strategies to accelerate student progress. Each school district shall conduct a review of student reading improvement plans for all students retained in grade 3. The review shall address additional supports and services, as described in this subsection, needed to remedy the identified area(s) of reading deficiency. The district shall provide the following for retained students:

(1) A highly effective teacher of reading, either in person or online, as demonstrated by student reading performance data and teacher performance evaluations.

(2) Reading intervention services and supports to correct the identified area(s) of reading deficiency, including, but not limited to:
   (a) More dedicated time than the previous school year in scientifically research-based reading instruction and intervention;
   (b) Use of reading strategies and/or programs that are scientifically research-based and have proven results in accelerating student reading achievement within the same school year;
   (c) Daily targeted small group reading intervention based on student needs, either in person or online;
   (d) Explicit and systematic instruction, either in person or online, with more detailed explanations, more extensive opportunities for guided practice, and more opportunities for error correction and feedback;
   (e) Frequently monitoring the reading progress of each student’s reading skills throughout the school year and adjust instruction according to student.

(3) The option of a transitional instructional setting. Such setting shall specifically be designed to produce learning gains sufficient to meet grade 4 performance standards in all other core academic areas while continuing to correct the area(s) of reading deficiency.

(4) Before and/or after school supplemental research-based reading intervention delivered by a teacher or tutor, either in person or online, with specialized reading training.

(5) A “Read at Home” plan outlined in a parental contract, including participation in parent training workshops and/or regular parent-guided home reading activities.

(J) Intensive Acceleration Class – Establish at each school, where applicable, an Intensive Acceleration Class, either in person or online, for any student retained in grade 3 who was previously retained in kindergarten, grade 1, or grade 2. The Intensive Acceleration Class shall include criteria established in (J) and:
(1) Have a reduced teacher-student ratio; and
(2) Provide explicit and systematic reading instruction and intervention for the majority of student contact time each day.

(K) District Annual Reporting – Each district school board must annually report in writing to the Department of Education & Early Development by September 1 of each year, the following information on the prior school year:
(1) The district school board’s policies and procedures on student retention and promotion.
(2) By grade, the number and percentage of all students in grades K-3 performing below grade level on local or statewide assessments.
(3) By grade, the number and percentage of all students retained in grades K-3.
(4) The total number and percentage of students in grade 3 who demonstrated sufficient reading skills for promotion on the test-based student portfolio.
(5) The total number and percentage of students in grade 3 who demonstrated sufficient reading skills for promotion on the alternative reading assessment.
(6) The total number and percentage of students in grade 3 who were promoted for good cause, by each category of good cause as specified in paragraph (F).
(7) For all grades beyond grade 3, the performance of students retained and those promoted with good cause exemptions on the statewide reading assessment.

(L) Department Responsibilities – The Department of Education & Early Development shall establish a uniform format for school districts to report the information required. The format shall be developed with input from district school boards and shall be provided to each school district no later than 90 days prior to the annual due date. The department shall annually compile, validate and approve the information required along with state-level summary information, and report such information to the State Board of Education, the public, Governor, the President of the Senate, and the Speaker of the House of Representatives by October 1 of each year. The department shall provide technical assistance to aid district school boards in implementing the Read by 9 Act.

(M) State Board Authority and Responsibilities - The State Board of Education shall have authority to enforce this chapter.

Derived from material provided by:
APPENDIX B

Reading Retention Policy Research

Key Findings from 2017 *Journal of Public Economics*: “The Effects of Test-based Retention on Student Outcomes Over Time: Regression Discontinuity Evidence from Florida”
Link: https://www.nber.org/papers/w21509
- Retention in third grade reduced retention probabilities in future years.
- After six years, the achievement gains from retention remain substantial when compared to peers in the same grade.
- Retention in third grade increased students’ high school GPAs and led them to take fewer remedial courses.
- Retention under Florida’s third grade policy has no negative impact on graduation.

Key Findings from 2012 *Manhattan Institute*: “The Benefits of Florida’s Test-Based Promotion System”

This paper studies the impact of Florida’s policy to end the social promotion of struggling third grade readers. By studying the long-term performance of children who just barely passed the test, and therefore promoted, as well as those who were just barely left behind, and therefore received intensive reading interventions, the researchers found that:
- On average, the students who received targeted intervention performed better academically, in both the short and long term, than those who were promoted.
- The benefits of the remediation were still apparent and substantial through the seventh grade (which is as far as the data can be tracked at this point).

Key Findings from 2009 *RAND Corporation*: “Ending Social Promotion Without Leaving Children Behind”
Link: https://www.rand.org/pubs/monographs/MG894.html

Positive Effects of Promotion-Policy Services Continued Into Later Grades

They examined how specific groups of low-performing students subject to the promotion policy performed in later grades relative to comparable groups of students. Overall, the estimates show small to moderate positive effects of components of the promotion policy in the 6th and 7th grades:
- Small, positive effects of early identification and intervention
• Small, positive effects of summer school.
• Moderate, positive effects of an additional year of instruction due to retention.

Retained Students Did Not Report Negative Socioemotional Effects

The student surveys showed that retention did not have negative effects on students’ sense of school belonging or confidence in mathematics and reading; retained students reported comparable or higher levels than those of their at-risk promoted peers. In addition, retained students reported a greater sense of school connectedness than at-risk promoted students and not-at-risk students, even three years after the retention decision. The mean differences were small but statistically significant. These results mirror what other studies have found.

Near-Term Benefits Hold Promise for the Possibility of Longer-Term Benefits

The study found positive near-term benefits of NYC’s promotion policy. Students affected by the 5th grade promotion policy performed better than they would have in absence of the policy in the 5th grade and into 7th grade. In addition, the study found no negative effects of retention on students.

Key Findings from 2007 Education Finance & Policy: “Revisiting Grade Retention: An Evaluation Of Florida’s Test-Based Promotion Policy”
Link: https://www.mitpressjournals.org/doi/pdf/10.1162/edfp.2007.2.4.319
• This study is an evaluation of Florida’s Third Grade retention policy, and the policies impact on student reading performance in the first two years after students were retained.
• The study uses individual student data.
• The findings suggest that retained students slightly outperformed socially promoted students in reading the first year after the retention.
• These gains increased significantly in the second year.

Key Findings from 2006 OPPAGA Report: “Third Grade Retention Policy Leading to Better Student Performance Statewide”
Link: http://www.oppaga.state.fl.us/reports/pdf/0666rpt.pdf
• Students retained under the third grade FCAT policy improved on the third grade FCAT upon repeating third grade.
• Students who repeated third grade under the policy outperformed similar students who were promoted.
• These students also often maintained their improved performance in fourth grade, outperforming similar low-scoring students who were not retained.
• Students who received exemptions based on alternative assessments or a student portfolio outperformed students who received other types of exemptions.
• Retention increased in grades K-2 statewide after the third-grade retention policy went into effect.
• Schools setting high expectations tended to produce stronger learning gains
Key Findings from 2006 Manhattan Institute: “Getting Farther Ahead by Staying Behind”

- After two years of the policy’s implementation, Florida third graders who were retained made significant reading gains relative to their socially promoted peers.
- These academic benefits grew substantially from the first to the second year after retention.
- Students lacking basic reading skills who are socially promoted fall farther behind over time, whereas retained students appear to be able to catch up on the reading skills they need to be successful.

Derived from material provided by Excellence in Education: https://www.excelined.org/
ENDNOTES

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