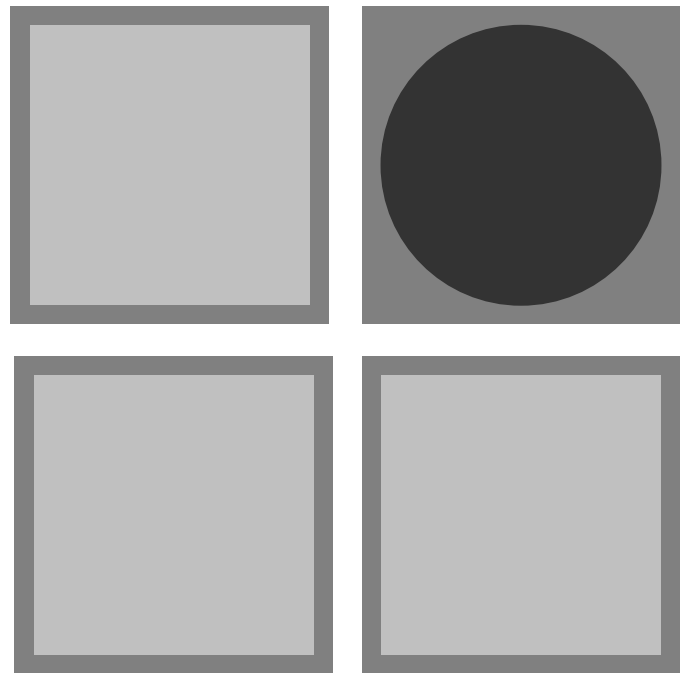




# Grade-Level Retention and Student Performance in Texas Public Schools, 2023-24



Division of Research and Analysis  
Office of Analytics, Assessment, and Reporting  
Texas Education Agency  
December 2025



# **Grade-Level Retention and Student Performance in Texas Public Schools 2023-24**

## **Project Staff**

John Du  
Veronica Pedregon  
Holly Ryon  
Freya Gaertner

## **Editorial Staff**

Shannon Nagy  
Christine Whalen  
Richard Kallus

Division of Research and Analysis  
Office of Analytics, Assessment, and Reporting  
Texas Education Agency  
December 2025

## Texas Education Agency

Mike Morath, Commissioner of Education

## Office of Analytics, Assessment, and Reporting

Iris Tian, Deputy Commissioner

## Division of Research and Analysis

Linda Roska, Executive Director

## Accountability Research Unit

Jennifer Broussard, Principal Director

**Citation.** Texas Education Agency. (2025). *Grade-level retention and student performance in Texas public schools, 2023-24* (Document No. GE26 601 06). Austin TX: Author.

**Abstract.** This annual report provides information for the 2023-24 school year on grade-level retention and student performance in the Texas public school system. Student retention and promotion data are reported with data on the performance of students in Grades 3-8 on the State of Texas Assessments of Academic Readiness (STAAR) reading language arts and mathematics tests.

Additional copies of this document may be purchased using the order form in the back of this publication. Also, the report is available in PDF format on the [Grade-Level Retention webpage](#) of the agency website. Additional information about this report may be obtained by contacting the Texas Education Agency Division of Research and Analysis by phone at (512) 475-3523 or by e-mail at [Research@tea.texas.gov](mailto:Research@tea.texas.gov).

**Copyright © Notice.** The materials are copyrighted © and trademarked ™ as the property of the Texas Education Agency (TEA) and may not be reproduced without the express written permission of TEA, except under the following conditions: (1) Texas public school districts, charter schools, and Education Service Centers may reproduce and use copies of the Materials and Related Materials for the districts' and schools' educational use without obtaining permission from TEA; (2) residents of the state of Texas may reproduce and use copies of the Materials and Related Materials for individual personal use only without obtaining written permission of TEA; (3) any portion reproduced must be reproduced in its entirety and remain unedited, unaltered and unchanged in any way; and (4) no monetary charge can be made for the reproduced materials or any document containing them; however, a reasonable charge to cover only the cost of reproduction and distribution may be charged. Private entities or persons located in Texas that are **not** Texas public school districts, Texas Education Service Centers, or Texas charter schools or any entity, whether public or private, educational or non-educational, located **outside the state of Texas** *MUST* obtain written approval from TEA and will be required to enter into a license agreement that may involve the payment of a licensing fee or a royalty. For information contact: Copyrights Office, Texas Education Agency, 1701 N. Congress Ave., Austin, TX 78701-1494; phone 512-463-9041; email: [Copyrights@tea.texas.gov](mailto:Copyrights@tea.texas.gov).

Texas Assessment of Academic Skills® (TAAS®), Texas Assessment of Knowledge and Skills® (TAKS®), and State of Texas Assessments of Academic Readiness® (STAAR®) are registered trademarks of the Texas Education Agency. Other product and company names mentioned in this report may be the trademarks of their respective owners.

# Contents

Overview .....	v
History of Promotion Policies in Texas.....	1
Definitions and Calculations .....	9
Retention Definition.....	10
Retention Rate Calculations.....	10
Student Performance on the State of Texas Assessments of Academic Readiness .....	11
Data Masking.....	11
Retention and Student Performance .....	13
Statutory Requirements.....	14
State of Texas Assessments of Academic Readiness Passing Rates.....	14
State of Texas Assessments of Academic Readiness Scores .....	16
References .....	19

## List of Tables

Table 1.	State of Texas Assessments of Academic Readiness (STAAR) Percentage Passing 2024 and 2025, Grades 3-8, by Grade and Promotion Status 2023-24, Texas Public Schools.....	15
Table 2.	State of Texas Assessments of Academic Readiness (STAAR) Average Scale Scores 2024 and 2025, Grades 3-8, by Grade and Promotion Status 2023-24, Texas Public Schools.....	17

## List of Figures

Figure 1.	Grade-Level Retention 2023-24 and Average Reading Scale Scores on the English-Version State of Texas Assessments of Academic Readiness (STAAR) 2024 and 2025, Grades 3-8, Texas Public Schools .....	16
-----------	--	----



# Overview

# Overview

This report presents information on the performance of retained students on the state assessment as part of the required biennial reporting under Texas Education Code (TEC) §39.332 (2024, amended to be effective September 1, 2021). Passing rates and average scores were calculated separately, by grade level, for English- and Spanish-language versions of the 2024 State of Texas Assessments of Academic Readiness (STAAR) reading language arts and mathematics tests for Grades 3-8. For students repeating a grade in the 2024-25 school year, 2024 STAAR results were compared to 2025 STAAR results. This report also provides historical information about retention and promotion policies in Texas public schools. A companion interactive report, [\*Grade-Level Retention in Texas Public Schools, 2023-24\*](#) (Texas Education Agency, 2025), presents retention data by student characteristics and program participation.

# History of Promotion Policies in Texas

# History of Promotion Policies in Texas

Texas policy on student promotion and retention decisions has evolved over the past four decades. Legislation passed in 1984 prohibited social promotion, requiring instead that students be promoted only on the basis of academic achievement (Texas Education Code [TEC] §21.721, *Grade Requirement for Advancement or Course Credit*, 1986). The State Board of Education (SBOE) rules implementing the legislation, *Promotions and Alternatives to Social Promotion* (Title 19 of the Texas Administrative Code [TAC] §§75.191-75.195, 1985), outlined the grading procedures to be used by districts and guidelines for promotion. The rules included the provisions that no student could repeat the same grade more than once or repeat more than two grade levels during the elementary grades.

In 1987, legislation was enacted to expand TEC §21.557, *Compensatory and Remedial Instruction* (1988). The legislation provided a definition of students in Grades 7-12 considered to be at risk of dropping out of school and required districts to provide remedial and support programs for these students. The definition of "at-risk" students included students who had not advanced from one grade level to the next in two or more school years.

In 1991, the rule prohibiting retention of students below Grade 1 was amended to allow districts to assign six-year-old students who were not developmentally ready for the first grade to grades deemed appropriate by the schools (19 TAC §75.195(j), 1992 Supplement).

Also in 1991, legislation updated TEC §21.721 (1992) to eliminate the prohibition on advancement of students with grade averages below 70. Policies on advancement from one grade level to the next were to be adopted by school districts. Local policies on promotion had to incorporate a variety of factors, including a minimum yearly grade average of 70; course grades earned in each subject; performance on the Texas Assessment of Academic Skills (TAAS); extenuating circumstances; and the judgment of parents and teachers. Districts were required to consider alternatives to retention, including extended school day, extended school year, specialized tutorial support, peer tutoring, cross-age tutoring, student mentoring, and summer programs.

A retention reduction grant program was enacted in 1993 (TEC §21.562, 1994). A \$5 million appropriation allowed 54 Texas school districts to pilot extended instructional programs to eliminate retentions in first grade during the 1992-93 school year. The retention reduction grants allowed school districts and campuses to offer programs based on lengthening the school year as alternatives to retention. These programs provided additional instruction to students who needed extra assistance to master the first-grade objectives in the Essential Elements—the state-mandated curriculum in place at that time. The pilots were extended to the second grade in 1994-95.

School districts not receiving retention reduction grants could apply to the commissioner of education for approval to provide extended year programs (TEC §21.563, *Optional Extended Year Program*, 1994). Optional extended year programs (OEYPs) of up to 45 days in length could be provided to students in Grades K-8 who would otherwise be retained. To fund the programs, school districts could reduce the number of instructional days in the regular school year by five.

In 1995, the Texas Education Code was reviewed and readopted. In the new code, the provisions on promotion, *Student Advancement*, reiterated that students be promoted only on the basis of academic achievement or demonstrated proficiency in the subject matter of the course or grade level (TEC §28.021, 1996). At the same time, the language regulating local promotion and retention policies was repealed. In April 1996, the SBOE rules regulating local policies, including restrictions on the number of times students could be retained in grade, were also repealed. The definition of students at risk of dropping out was carried forward (TEC §29.081, 1996).

The 1995 TEC revisions included a single set of provisions for extended year programs (TEC §29.082, 1996). Commissioner of education rules implementing the OEYP were adopted to be effective in May 1996 (19 TAC §105.1001, 1997). Districts were required to promote each student who attended at least 90 percent of the extended year program days, unless the student's parents requested that the student be retained. If the parents requested retention, the student's principal, teacher, and counselor were required to meet with the parents to provide information on the effects of retention on future academic performance, student self-esteem, and high school completion. The commissioner of education was directed to withhold 5 percent of the Foundation School Program compensatory education allotment to finance extended year programs. This increased the allocation for extended year programs for students in Grades K-8 who were identified as not likely to be promoted to approximately \$50 million per year. Districts could use portions of their compensatory education allotments or apply for state funds to implement extended year programs. Although districts had to apply for state OEYP funds, they were no longer required to apply for approval to operate OEYPs funded locally.

The promotion policies implemented in Texas public schools in 2002-03 built on the state curriculum and assessment programs that had been developed over many years. In 1984, Texas first adopted a state curriculum, known as the Essential Elements (19 TAC Chapter 75, Subchapters B-D, 1984). Over the years, the rigor of knowledge and skills required of students increased. A revised curriculum, the Texas Essential Knowledge and Skills (TEKS), was adopted by the SBOE and became effective on September 1, 1998 (19 TAC Chapters 110-128, 1998). By state law and SBOE rule, the TEKS in the foundation areas of English language arts and reading, mathematics, science, and social studies are required for use in instruction and statewide assessment. The TEKS have been widely distributed to schools and to the public. Professional development on TEKS implementation in the classroom has been available statewide.

The state testing program known as TAAS was introduced in 1990. When last administered in 2002, the TAAS measured mastery of the state curriculum in reading and mathematics at Grades 3-8 and 10; in writing at Grades 4, 8, and 10; and in science and social studies at Grade 8. The Grade 10 tests served as an exit-level examination. As was the case under the previous testing program, the Texas Educational Assessment of Minimum Skills (TEAMS), satisfactory performance on the exit-level examination was a prerequisite to a high school diploma.

In 2002-03, a new, more rigorous state assessment system, the Texas Assessment of Knowledge and Skills (TAKS), was introduced. Like the TAAS, the TAKS was aligned with the state curriculum,

measuring the extent to which a student learned and was able to apply the knowledge and skills defined in the TEKS at each grade level tested.

In response to statutory requirements, the TAKS was replaced by the more rigorous State of Texas Assessments of Academic Readiness (STAAR) beginning in 2011-12 (TEC Chapter 39, 2010). High school students who began Grade 9 in 2010-11 or earlier continued to take grade-specific TAKS assessments to comply with graduation standards already in place. STAAR is aligned with the TEKS and provides the foundation for the accountability system for Texas public education. In Grades 3-8, STAAR assesses the same grade-specific subjects that were assessed with the TAKS. In high school, however, grade-specific assessments have been replaced by STAAR end-of-course (EOC) assessments. Although 15 EOCs were originally required to graduate for students who started Grade 9 in 2011-12, the 83rd Texas Legislature reduced the requirement to five assessments in 2013: Algebra I, Biology, English I, English II, and U.S. History.

Senate Bill (SB) 149, passed by the 84th Texas Legislature in 2015, revised the state's assessment graduation requirements for students enrolled in Grade 11 or 12 (TEC §28.0258, 2016; 19 TAC §101.3022, 2025, amended to be effective August 9, 2022). The revised requirements were extended by the legislature in 2017 and 2019 and were made permanent by House Bill (HB) 1603 in 2021 (TEC §28.0258, 2022). Under the requirements, a student who fails an EOC assessment for no more than two of five required courses may receive a Texas high school diploma if the student is determined to be qualified to graduate by an individual graduation committee (IGC) (19 TAC §74.1025, 2025, amended to be effective February 10, 2020; 19 TAC §101.3022, 2025, amended to be effective August 9, 2022). A student receiving special education services is not subject to IGC requirements. The student's admission, review, and dismissal (ARD) committee determines whether the student is required to achieve satisfactory performance on an EOC assessment to graduate. If the ARD committee determines the student is not required to achieve satisfactory performance on an EOC assessment, the student is considered to be in compliance with assessment requirements under TEC §39.025 (2022). In 2021, in response to the COVID-19 pandemic, the Texas Legislature passed HB 999, which modified the graduation performance requirements for students in Grade 12 in the 2020-21 school year (TEC §28.0258, 2022). Under the modified requirements a student could graduate in 2020-21 via an IGC determination, regardless of the number of EOC assessments the student failed, and the IGC was not required to consider performance on EOC assessments when determining whether the student was qualified to graduate.

State testing procedures allow accommodations on STAAR for students who need them. Several accommodations are available to eligible students, including content and language supports, spelling assistance, supplemental aids, and extra time to complete assessments. ARD committees and placement committees for students served under Section 504 of the Rehabilitation Act of 1973, as amended (Title 29 of the United States Code §794 [Section 504], 2025; Title 34 of the Code of Federal Regulations, Part 104, 2025), determine which accommodations can be used by students receiving special education services and Section 504 services, respectively. When a student does not receive special education or Section 504 services but meets the eligibility criteria for testing accommodations, the decision is made by the appropriate team of people at the campus level,

such as the response to intervention (RtI) team or the student assistance team. Emergent bilingual (EB) students may also receive accommodations on the statewide assessments, and EB students in Grades 3-5 may be provided Spanish-language versions of tests when available. Language proficiency assessment committees (LPACs) make assessment and accommodation decisions for EB students.

In 1995, Texas statute was amended to stipulate that "a student may be promoted only on the basis of academic achievement or demonstrated proficiency of the subject matter of the course or grade level" (TEC §28.021, 1996). In 1999, specific provisions linking test performance, promotion, and instruction were added (TEC §28.0211, 1999). From 2002-03 to 2008-09, students in Grade 3 were required to pass the state reading test to advance to Grade 4. Student Success Initiative (SSI) requirements for Grade 3 were eliminated after the 2008-09 school year. Students in Grade 5 were required to pass the state reading and mathematics tests beginning in 2004-05. Students in Grade 8 were required to pass the reading and mathematics tests beginning in 2007-08. Through the 2010-11 school year, students in Grades 5 and 8 were given three opportunities to pass the TAKS. School districts were required to provide accelerated instruction in the subject areas failed after each test administration (TEC §28.0211, 2010).

If a student failed the test a second time, the district was required to establish a grade placement committee (GPC) to determine the accelerated instruction the student would receive before the third testing opportunity. A student who failed to perform satisfactorily on the third opportunity was required to be retained. A parent or guardian could appeal the retention decision to the GPC. The GPC could decide in favor of advancement if committee members unanimously concluded, based on standards adopted by the local school board, that the student was likely to perform on grade level if given additional accelerated instruction during the next school year.

In 2009, the 81st Texas Legislature stipulated that students in Grade 5 or Grade 8 who failed the state reading or mathematics assessment must complete accelerated instruction before they may be promoted to the next grade level (TEC §28.0211, 2010). Districts anticipated difficulty implementing the provision for students who failed the third administration of a Grade 5 or Grade 8 test, which occurred during the summer. To help districts and charter schools meet the requirement, the Texas Education Agency developed a waiver that allowed promotion of such students to the next grade level prior to the completion of accelerated instruction.

In 2011, the 82nd Texas Legislature directed that a student in Grade 5 or Grade 8 who is enrolled in a course above the student's grade level or for which the student will receive high school credit is not required to take a grade-level state assessment in the corresponding subject (TEC §28.0211, 2011).

Because performance standards for STAAR had not been established in time for student promotion decisions, promotion criteria for Grades 5 and 8 that were based on state assessment results were suspended in 2011-12. Instead, promotion criteria developed entirely at the district level were in effect. Statutory promotion criteria, including requirements that students receive three

opportunities to pass the reading and mathematics tests, GPCs be established, and accelerated instruction be provided, were made effective again in 2012-13 and remained in effect in 2013-14.

In 2014-15, the STAAR mathematics tests were updated to reflect the revised mathematics TEKS adopted by the State Board of Education in 2012. As a result of these changes, performance standards for 2015 STAAR mathematics tests in Grades 3-8 were not set until after the spring 2015 administration. In addition, SSI retest opportunities for STAAR mathematics tests in Grades 5 and 8 were not offered in May and June of 2015. Districts were instructed to use other relevant academic information in place of STAAR mathematics results when making promotion and retention decisions. SSI requirements for reading remained in effect in 2014-15.

In 2015-16, the administration of STAAR tests was affected by online testing issues and reporting issues with the state's testing vendor. As a result, the June administration of the Grades 5 and 8 STAAR reading and mathematics tests was not offered. Furthermore, SSI requirements for Grades 5 and 8 were suspended. Districts were instructed to use other relevant academic information in place of STAAR reading and mathematics results when making promotion and retention decisions.

In 2016-17, the administration of STAAR tests went as planned. Statutory promotion criteria, including SSI requirements that students in Grades 5 and 8 receive three opportunities to pass the reading and mathematics tests, GPCs be established, and accelerated instruction be provided, were made effective again.

For the 2017-18 school year, SSI requirements were not in place for all students for two reasons. First, after Hurricane Harvey, the commissioner of education gave all districts within the 47-county area identified in the presidential disaster declaration the option to opt out of the June administration of the Grades 5 and 8 mathematics and reading assessments. Second, students who experienced online testing issues during the spring administration of the assessments and who did not perform satisfactorily on the May 2018 assessment were not required to retest during the June administration. In both cases, the commissioner suspended the requirement that districts convene GPCs for affected students and directed districts to use local discretion and other relevant academic information in place of STAAR reading and mathematics results when making promotion and retention decisions.

In 2018-19, the administration of STAAR tests went as planned. Statutory promotion criteria, including SSI requirements that students in Grades 5 and 8 receive three opportunities to pass the reading and mathematics tests, GPCs be established, and accelerated instruction be provided, were made effective again.

In spring 2020, the governor of Texas used the statutory authority granted under Texas Government Code §418.016 (2025, amended to be effective September 1, 2013) to suspend annual academic assessment requirements for the 2019-20 school year because of COVID-19. All STAAR administrations scheduled for April, May, and June 2020 were canceled. Furthermore, SSI requirements for Grades 5 and 8 were suspended. Districts were instructed to use other relevant academic information in place of STAAR reading and mathematics results when making promotion and retention decisions.

In 2020-21, because of the continued effects of the COVID-19 pandemic, the commissioner of education issued a waiver related to SSI promotion requirements. STAAR reading and mathematics tests for Grades 5 and 8 were administered only once, and retest opportunities were not offered. Additionally, SSI promotion requirements for Grades 5 and 8 were suspended. Districts and charter schools were instructed to use STAAR test results along with other relevant academic information when making promotion and retention decisions and to provide accelerated instruction to students who did not perform satisfactorily on the tests. SSI requirements for Grades 5 and 8 were eliminated after the 2020-21 school year.

In 2021, the 87th Texas Legislature passed SB 1697, allowing a parent or guardian of a student in a public school district or charter school to elect for the student to repeat a grade between prekindergarten and Grade 8 or to retake a high school course (TEC §28.02124, 2022). Students in prekindergarten through Grade 3 may still be retained at the request of a parent or guardian, but per statute, this option expired at the end of the 2021-22 school year for students in Grades 4-12. In 2023, the 88th Texas Legislature passed HB 3803, once again allowing a parent or guardian of a student in Grades 4-12 to elect for the student to repeat a grade or retake a high school course (TEC §28.02124, 2025, amended to be effective June 13, 2023).

HB 4545, passed in 2021 by the 87th Texas Legislature, established new requirements for accelerated instruction for students who do not pass STAAR tests (TEC §28.0211, 2022; 19 TAC §104.1001, 2025, adopted to be effective June 9, 2022). Beginning in the 2021-22 school year, the new requirements (a) eliminate SSI retesting and grade retention requirements for students in Grades 5 and 8 who do not pass the tests; (b) require districts to establish accelerated learning committees for students in Grades 3, 5, and 8 who do not pass the STAAR reading or mathematics tests; and (c) clarify prior accelerated instruction requirements for students who do not pass STAAR tests in Grades 3-8 or STAAR EOC tests.



# Definitions and Calculations

*Retention Definition*

*Retention Rate Calculations*

*Student Performance on the  
State of Texas Assessments of Academic Readiness*

*Data Masking*

## Retention Definition

Grade retention has been defined as requiring a child to repeat a particular grade or delaying entry to kindergarten or first grade. This definition of retention—repetition of a grade or delayed entry—applies primarily to Grades K-6. The same grade level in successive years in high school does not necessarily represent the repetition of a full year's curriculum, as it does in elementary school. Secondary school programs are structured around individual courses. Because passing and failing are determined at the level of the course and credits are awarded for courses completed successfully, the concept of a "grade level" becomes more fluid. Students who fail to earn credit in a single course or take fewer courses than required in one year may be classified at the same grade level in two consecutive years. Practices in Grades 7 and 8 may be like those in elementary school or like those in high school, depending on local school district policies.

Public Education Information Management System (PEIMS) data used in this report on the grade levels of all students in the Texas public school system were submitted by districts through the Texas Student Data System (TSDS) (Texas Education Agency [TEA], 2024). Data on State of Texas Assessments of Academic Readiness (STAAR) performance were provided to TEA by the testing vendor.

## Retention Rate Calculations

Retention rates for the 2023-24 school year were calculated by comparing 2023-24 attendance records to fall 2024 enrollment records. Students who left the Texas public school system for any reason other than graduation were excluded from the total student count. Students new to the Texas public school system in fall 2024 were also excluded. Students who enrolled in both years or graduated were included in the total student count. Students found to have been enrolled in the same grade in both years were counted as retained. Students found to have been in a higher grade in fall 2024 than in 2023-24 were counted as promoted. Students reported to have had improbable grade sequences were assigned an "unknown" promotion status. Retention rates were calculated by dividing the number of students retained by total student count. Because of the criteria used, student counts in this report differ from those in other agency publications.

Retention rates have been calculated by TEA based on year-to-year progress of individual students since 1994-95. Prior to the 1998-99 school year, the retention calculations included only students who were enrolled on the last Friday in October. Beginning in 1998-99, additional enrollment data for Grades 7-12 were collected by TEA to calculate the secondary school dropout and graduation rates. This collection expanded available Grades 7-12 enrollment data beyond students enrolled the last Friday in October to include students enrolled at any time during the fall. The change in the retention calculation allowed more secondary school students to be included and made the calculation of the retention rate more like that of the secondary school dropout and graduation rates. Expanded enrollment data were not collected for Grades K-6, so the method of calculating enrollment counts for Grades K-6 was unchanged.

# Student Performance on the State of Texas Assessments of Academic Readiness

STAAR was the primary statewide assessment of student performance in 2024 and 2025. Spanish-version reading language arts and mathematics tests were given to students identified as emergent bilingual students in Grades 3-5 receiving mostly Spanish-language instruction. Additionally, accommodations (e.g., visual aids, graphic organizers, text-to-speech functionality) were allowed for students who needed them.

TEA received student-level data for English- and, where applicable, Spanish-language STAAR tests in each grade level and subject area assessed. STAAR Alternate 2 assessments (designed to assess students with significant cognitive disabilities) were not included in the analysis. For each subject area test, every student received either a score or a code for the reason no score was reported. Only scored tests were included.

In 2024 and 2025, students were classified into four performance categories: Masters Grade Level, Meets Grade Level, Approaches Grade Level, and Did Not Meet Grade Level. The categories were meant to provide clear, accurate information to parents about how their children performed on STAAR. Students categorized as Approaches Grade Level and above were considered to have passed an exam. The commissioner of education sets the passing standards for STAAR (Texas Education Code [TEC] §39.0241, 2025, amended to be effective September 1, 2021).

Analysis of promotion status and test performance in this report required matching student records in the promotion and test databases. Records were matched using the TSDS Unique ID. Records that could not be matched were excluded. In some cases, students participated in spring 2024 STAAR testing but were not enrolled in a Texas public school in fall 2024. Consequently, these students had records in the test database but not in the promotion database. In other cases, students enrolled in school after spring 2024 STAAR testing and, therefore, had records in the promotion database but not in the test database. Finally, some records failed to match because of errors in reporting student identification data.

## Data Masking

The Family Educational Rights and Privacy Act (FERPA) (Title 20 of the United States Code §1232(g), 2025; Title 34 of the Code of Federal Regulations, Part 99, 2025) prohibits improper disclosure of personally identifiable student information by any educational agency or institution that receives funding under any program administered by the U.S. Department of Education (ED). In 2016, ED guidance on reporting education data in compliance with FERPA changed, relaxing requirements for masking state-level data. Based on this guidance, data presented in this report are not masked.



# **Retention and Student Performance**

*Statutory Requirements*

*State of Texas Assessments of Academic Readiness Passing Rates*

*State of Texas Assessments of Academic Readiness Scores*

## Statutory Requirements

This section of the report presents information on the performance of retained students on the state assessment as part of the required biennial reporting under Texas Education Code (TEC) §39.332 (2024, amended to be effective September 1, 2021). Passing rates and average scores were calculated separately, by grade level, for English- and Spanish-language versions of the 2024 State of Texas Assessments of Academic Readiness (STAAR) reading language arts (RLA) and mathematics tests for Grades 3-8. For students repeating a grade in the 2024-25 school year, 2024 STAAR results were compared to 2025 STAAR results. For comparison purposes, 2024 STAAR results for promoted students also were calculated.

## State of Texas Assessments of Academic Readiness Passing Rates

Among students in Grades 3-8 who took the English-version STAAR RLA and mathematics tests in spring 2024, passing rates were higher for students who were promoted than for students who were retained (Table 1 on page 15). After a year in the same grade, passing rates for retained students improved but did not meet or exceed the passing rates for students who had been promoted the year before. For example, 78.5 percent of promoted Grade 5 students passed the RLA test in spring 2024, whereas 30.8 percent of retained fifth graders passed the test. In 2025, after repeating the grade, 53.0 percent of retained students passed the RLA test. Similarly, 65.6 percent of promoted Grade 8 students passed the mathematics test in spring 2024, whereas 23.2 percent of retained eighth graders passed. The following year, 36.9 percent of retained Grade 8 students passed the test.

**Table 1**  
**State of Texas Assessments of Academic Readiness (STAAR) Percentage Passing 2024**  
**and 2025, Grades 3-8, by Grade and Promotion Status 2023-24, Texas Public Schools**

Status	English- version STAAR RLA <sup>a</sup> 2024	English- version STAAR RLA 2025	English- version STAAR math 2024	English- version STAAR math 2025	Spanish- version STAAR RLA 2024	Spanish- version STAAR RLA 2025	Spanish- version STAAR math 2024	Spanish- version STAAR math 2025
<b>Grade 3</b>								
Promoted	75.0	— <sup>b</sup>	69.5	—	46.2	—	49.1	—
Retained	22.0	57.2	16.9	47.7	5.8	40.8	4.8	50.3
<b>Grade 4</b>								
Promoted	81.4	—	68.0	—	48.0	—	40.5	—
Retained	37.2	60.0	16.8	42.5	8.2	30.4	5.9	32.0
<b>Grade 5</b>								
Promoted	78.5	—	75.9	—	61.9	—	48.9	—
Retained	30.8	53.0	25.7	48.8	17.9	53.7	7.0	29.8
<b>Grade 6</b>								
Promoted	74.9	—	69.6	—	n/a <sup>c</sup>	n/a	n/a	n/a
Retained	34.3	52.5	25.1	47.6	n/a	n/a	n/a	n/a
<b>Grade 7</b>								
Promoted	72.4	—	52.7	—	n/a	n/a	n/a	n/a
Retained	33.6	50.8	14.5	26.3	n/a	n/a	n/a	n/a
<b>Grade 8</b>								
Promoted	78.8	—	65.6	—	n/a	n/a	n/a	n/a
Retained	44.2	58.6	23.2	36.9	n/a	n/a	n/a	n/a

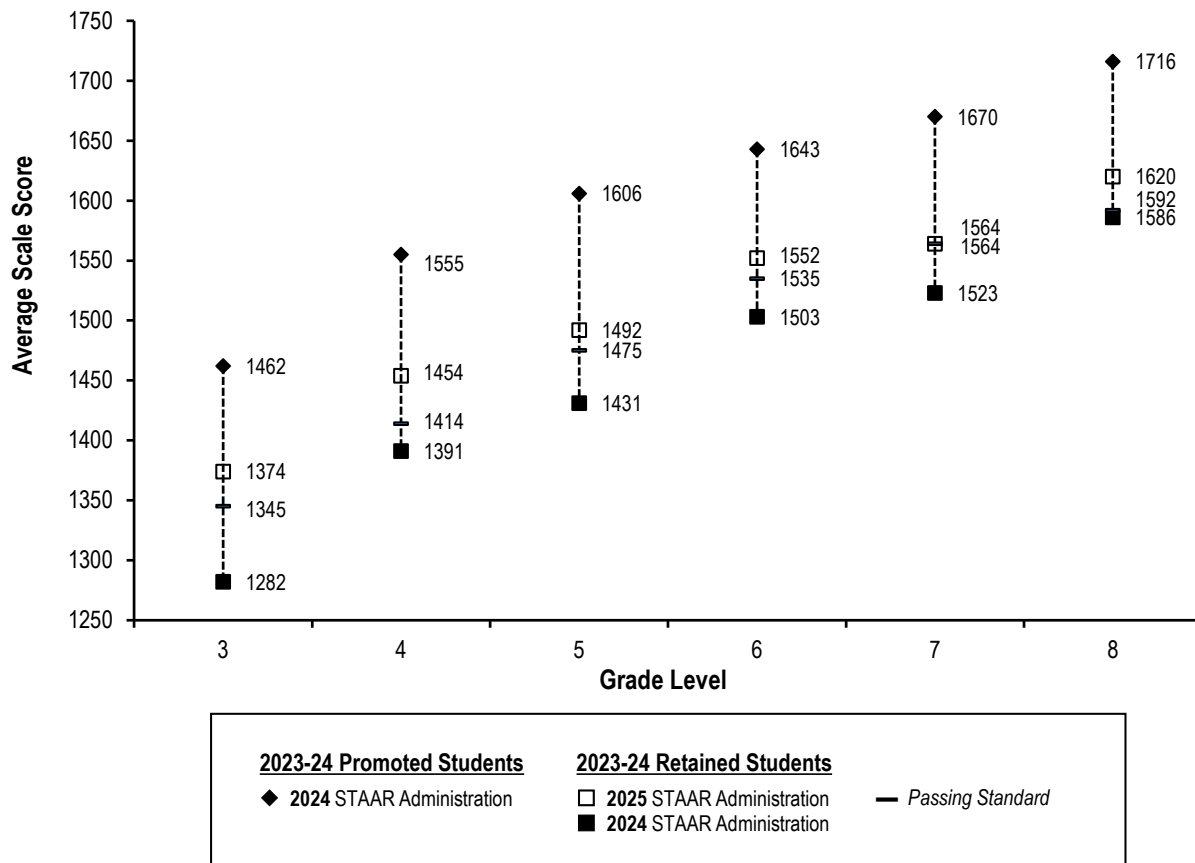
Note. Students taking tests above their grade level are excluded from these analyses.

<sup>a</sup>Reading language arts. <sup>b</sup>A dash (—) indicates data are unavailable. Students promoted in 2024 were not expected to repeat the same grade-level test in 2025. <sup>c</sup>Not applicable. Spanish-version STAAR tests were available in Grades 3-5 only.

# State of Texas Assessments of Academic Readiness Scores

Among students in Grades 3-8 who took the English-version STAAR RLA and mathematics tests in spring 2024, those promoted at the end of the 2023-24 school year had average scale scores on both tests that exceeded the passing standards in every grade (Table 2 on page 17). Average scale scores for retained students were lower than those for promoted students and below the 2024 passing standards on both tests in every grade. After a year in the same grade, average scale scores for retained students improved and either met or exceeded 2025 passing standards on both tests in every grade except for Grades 7 and 8 mathematics (Figure 1 on this page and Table 2 on page 17).

**Figure 1**  
Grade-Level Retention 2023-24 and Average Reading Scale Scores on the English-Version State of Texas Assessments of Academic Readiness (STAAR) 2024 and 2025, Grades 3-8, Texas Public Schools



Note. Students taking advanced-level tests are excluded from these analyses.

Table 2

**State of Texas Assessments of Academic Readiness (STAAR) Average Scale Scores 2024 and 2025, Grades 3-8, by Grade and Promotion Status 2023-24, Texas Public Schools**

Status	English-version STAAR RLA <sup>a</sup> 2024	English-version STAAR RLA 2025	English-version STAAR math 2024	English-version STAAR math 2025	Spanish-version STAAR RLA 2024	Spanish-version STAAR RLA 2025	Spanish-version STAAR math 2024	Spanish-version STAAR math 2025
<b>Grade 3</b>								
<i>Passing standard<sup>b</sup></i>	1345	1345	1360	1360	1318	1318	1360	1360
Promoted	1462	— <sup>c</sup>	1452	—	1310	—	1377	—
Retained	1282	1374	1297	1363	1182	1292	1273	1367
<b>Grade 4</b>								
<i>Passing standard</i>	1414	1414	1462	1462	1408	1408	1462	1462
Promoted	1555	—	1557	—	1410	—	1456	—
Retained	1391	1454	1391	1463	1264	1354	1358	1434
<b>Grade 5</b>								
<i>Passing standard</i>	1475	1475	1515	1515	1431	1431	1515	1515
Promoted	1606	—	1639	—	1471	—	1530	—
Retained	1431	1492	1484	1537	1330	1438	1421	1490
<b>Grade 6</b>								
<i>Passing standard</i>	1535	1535	1616	1616	n/a <sup>d</sup>	n/a	n/a	n/a
Promoted	1643	—	1714	—	n/a	n/a	n/a	n/a
Retained	1503	1552	1588	1626	n/a	n/a	n/a	n/a
<b>Grade 7</b>								
<i>Passing standard</i>	1564	1564	1703	1703	n/a	n/a	n/a	n/a
Promoted	1670	—	1750	—	n/a	n/a	n/a	n/a
Retained	1523	1564	1639	1672	n/a	n/a	n/a	n/a
<b>Grade 8</b>								
<i>Passing standard</i>	1592	1592	1754	1754	n/a	n/a	n/a	n/a
Promoted	1716	—	1825	—	n/a	n/a	n/a	n/a
Retained	1586	1620	1721	1747	n/a	n/a	n/a	n/a

Note. Students taking tests above their grade level are excluded from these analyses.

<sup>a</sup>Reading language arts. <sup>b</sup>The minimum score required to pass each test. <sup>c</sup>A dash (—) indicates data are unavailable. Students promoted in 2024 were not expected to repeat the same grade-level test in 2025. <sup>d</sup>Not applicable. Spanish-version STAAR tests were available in Grades 3-5 only.



## References

## References

- Family Educational Rights and Privacy Act. 20 U.S.C. §1232(g) (2025), retrieved September 8, 2025, from <https://uscode.house.gov/view.xhtml?req=granuleid:USC-prelim-title20-section1232g&num=0&edition=prelim>; 34 C.F.R. Part 99 (2025), retrieved September 8, 2025, from <https://www.ecfr.gov/current/title-34/subtitle-A/part-99>
- Rehabilitation Act of 1973. 29 U.S.C. §794 (2025), retrieved September 8, 2025, from <http://uscode.house.gov/view.xhtml?path=/prelim@title29/chapter16&edition=prelim>; 34 C.F.R. Part 104 (2025), retrieved September 8, 2025, from <https://www.ecfr.gov/current/title-34/subtitle-B/chapter-I/part-104>
- Texas Administrative Code, Title 19, Education. (1984). St. Paul, MN: West Publishing.
- Texas Administrative Code, Title 19, Education. (1985). St. Paul, MN: West Publishing.
- Texas Administrative Code, Title 19, Education. (1992, Supplement). St. Paul, MN: West Publishing.
- Texas Administrative Code, Title 19, Education. (1997). St. Paul, MN: West Group.
- Texas Administrative Code, Title 19, Education. (1998). St. Paul, MN: West Group.
- Texas Administrative Code, Title 19, Education. (2025). Retrieved September 8, 2025, from [https://texas-sos.appianportalsgov.com/rules-and-meetings?interface=SEARCH\\_TAC](https://texas-sos.appianportalsgov.com/rules-and-meetings?interface=SEARCH_TAC)
- Texas Education Agency. (2024). *2023-2024 TSDS web-enabled data standards*. Retrieved September 8, 2025, from <https://tealprod.tea.state.tx.us/TWEDS/103/0/0/0/Introduction/List/878>
- Texas Education Agency. (2025). *Grade-level retention in Texas public schools, 2023-24*. Available at <https://tea.texas.gov/reports-and-data/school-performance/accountability-research/grade-level-retention>
- Texas Education Code. (1986). *Texas school law bulletin*. St. Paul, MN: West Publishing.
- Texas Education Code. (1988). *Texas school law bulletin*. St. Paul, MN: West Publishing.
- Texas Education Code. (1992). *Texas school law bulletin*. St. Paul, MN: West Publishing.
- Texas Education Code. (1994). *Texas school law bulletin*. St. Paul, MN: West Publishing.
- Texas Education Code. (1996). *Texas school law bulletin*. St. Paul, MN: West Publishing.
- Texas Education Code. (1999). *Texas school law bulletin*. St. Paul, MN: West Group.
- Texas Education Code. (2010). *Texas school law bulletin*. St. Paul, MN: Thomson Reuters.

Texas Education Code. (2011). *Texas school law bulletin*. St. Paul, MN: Thomson Reuters.

Texas Education Code. (2016). *Texas school law bulletin*. Charlottesville, VA: Matthew Bender.

Texas Education Code. (2019). *Texas school law bulletin*. Charlottesville, VA: Matthew Bender.

Texas Education Code. (2022). *Texas school law bulletin*. Park City, UT: Blue360° Media.

Texas Education Code. (2025). Retrieved December 18, 2025, from

<https://statutes.capitol.texas.gov/statutesbydate>

Texas Government Code §418.016. (2025). Retrieved September 8, 2025, from

<https://statutes.capitol.texas.gov/Docs/GV/htm/GV.418.htm#418.016>



# **Compliance Statement**

## **Title VI, Civil Rights Act of 1964, the Modified Court Order, Civil Action 5281, Federal District Court, Eastern District of Texas, Tyler Division.**

Reviews of local education agencies pertaining to compliance with Title VI Civil Rights Act of 1964 and with specific requirements of the Modified Court Order, Civil Action No. 5281, Federal District Court, Eastern District of Texas, Tyler Division are conducted periodically by staff representatives of the Texas Education Agency. These reviews cover at least the following policies and practices:

1. acceptance policies on student transfers from other school districts;
2. operation of school bus routes or runs on a nonsegregated basis;
3. nondiscrimination in extracurricular activities and the use of school facilities;
4. nondiscriminatory practices in the hiring, assigning, promoting, paying, demoting, reassigning, or dismissing of faculty and staff members who work with children;
5. enrollment and assignment of students without discrimination on the basis of race, color, or national origin;
6. nondiscriminatory practices relating to the use of a student's first language; and
7. evidence of published procedures for hearing complaints and grievances.

In addition to conducting reviews, the Texas Education Agency staff representatives check complaints of discrimination made by a citizen or citizens residing in a school district where it is alleged discriminatory practices have occurred or are occurring.

Where a violation of Title VI of the Civil Rights Act is found, the findings are reported to the Office for Civil Rights, U.S. Department of Education.

If there is a direct violation of the Court Order in Civil Action No. 5281 that cannot be cleared through negotiation, the sanctions required by the Court Order are applied.

## **Title VII, Civil Rights Act of 1964 as Amended by the Equal Employment Opportunity Act of 1972; Executive Orders 11246 and 11375; Equal Pay Act of 1964; Title IX, Education Amendments; Rehabilitation Act of 1973 as Amended; 1974 Amendments to the Wage-Hour Law Expanding the Age Discrimination in Employment Act of 1967; Vietnam Era Veterans Readjustment Assistance Act of 1972 as Amended; Immigration Reform and Control Act of 1986; Americans With Disabilities Act of 1990; and the Civil Rights Act of 1991.**

The Texas Education Agency shall comply fully with the nondiscrimination provisions of all federal and state laws, rules, and regulations by assuring that no person shall be excluded from consideration for recruitment, selection, appointment, training, promotion, retention, or any other personnel action, or be denied any benefits or participation in any educational programs or activities which it operates on the grounds of race, religion, color, national origin, sex, disability, age, or veteran status (except where age, sex, or disability constitutes a bona fide occupational qualification necessary to proper and efficient administration). The Texas Education Agency is an Equal Opportunity/Affirmative Action employer.



**Texas Education Agency  
1701 North Congress Avenue  
Austin, Texas 78701-1494**

**Document No. GE26 601 06  
December 2025**