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Effect of the COVID-19 Pandemic on Student Absences, Grades, and Grade Retention

Sarah Crittenden Fuller, Tom Swiderski, Camille Mikkelsen, Kevin C. Bastian, & John McDonnell

In this research brief, we provide descriptive data on the effect of the pandemic on student absences, course grades, and grade retention in the 2020–21 school year. We also examine how these effects vary across grade levels, at different points of the absence and course grade distribution, and for student subgroups. We find that: (1) On average, students in 2020–21 missed more days of school, performed worse in their courses, and were more likely to be retained in grade in the following year as compared to pre-pandemic peers. (2) The distribution of absences and course grades widened in 2020–21 compared to pre-pandemic years. While many students experienced outcomes in 2020–21 that were similar to their pre-pandemic peers, a small share experienced very high absences and very low course grades. (3) The impact on non-test score outcomes varied across grade levels; middle schoolers experienced larger effects for absences and course grades while high schoolers experienced larger effects on grade retention. (4) Negative impacts tended to be most concentrated among subgroups of students that have historically experienced educational disadvantage, including Black, Hispanic, and economically disadvantaged students as well as students with disabilities and English learners. These results can inform efforts to support students in re-engaging with school and improving their academic outcomes.

Introduction

From March 2020 through the 2020–21 school year, the COVID-19 pandemic introduced a unique set of challenges for schools, teachers, and students in North Carolina public schools (NCPS) and across the nation. For more than a year, students attended school through a mixture of remote, hybrid, and in-person options that varied across the state. In addition, students and teachers faced the stress created by the public health risks of the pandemic, a national recession, and a renewed focus on racial injustices. Evidence in North Carolina and other parts of the United States has begun to show strong negative impacts on student standardized test scores in math and reading. Although standardized test scores are one useful measure, there is much more to learn about the impacts of the pandemic on learning and engagement.

This brief aims to extend our knowledge of the impact of the pandemic on student outcomes in North Carolina by examining a range of non-test score outcomes, including absences, course grades, and grade retention.
grades, and grade retention. The direct effects of the pandemic (for example, illness, stress, and childcare issues) as well as remote and hybrid learning during the 2020–21 school year are likely to have had widespread impacts on student engagement and progress through school. To that end, we address four research questions: (1) How did the pandemic affect student absences in the 2020–21 school year? (2) How did the pandemic affect course grades in the 2020–21 school year? (3) How did the pandemic affect grade retention in the 2020–21 school year? And (4) How did effects on student outcomes vary across different types of students? In answering these questions, we hope to motivate continued research on pandemic effects and inform the efforts of policymakers and educators to meet students' learning and school engagement needs.

**Background**

In this brief, we use statewide data provided by the North Carolina Department of Public Instruction (NCDPI) on all students in NCPS, including traditional public and charter schools, from the 2017–18 through 2020–21 school years. This includes student demographics and program participation measures, including gender, race/ethnicity, economic disadvantage, English Learner status, and disability status. The data also include student-level measures of attendance, course grades, and grade retention as well as test scores from before the pandemic. The data cover more than 1.5 million students spanning kindergarten through the end of high school each year.

We descriptively compare outcomes in 2020–21 to the pre-pandemic school years of 2017–18 and 2018–19. We focus on the 2020–21 school year – the first year fully affected by the pandemic – which was characterized by widespread remote instruction for much of the year, with localities gradually turning to hybrid or fully in-person instruction as the year progressed.³ We examine changes in each of three sets of outcomes – absences, course grades, and grade retention.

We measure absences in two ways: 1) the number of days each student was absent and 2) an indicator for whether a student was chronically absent, defined as missing 10 percent or more of the total number of days they were enrolled in NCPS.⁴ For course grades, we examine an indicator for whether a student failed any course in which they were enrolled as well as their average quality points across all courses.⁵ Quality points are calculated similarly to a GPA, with students earning 0.0 points for an 'F' letter grade, 1.0 point for a 'D', 2.0 points for a 'C', 3.0 points for a 'B', and 4.0 points for a 'A'. Finally, we examine whether a student was retained in grade — i.e., whether a student remained in the same grade in the subsequent year.⁶ For each of these measures we compared across years, pre- and post-pandemic, and report the average outcomes and the distribution of outcomes by school level.

To extend our analyses, we examine changes in outcomes over time for key student subgroups, including subgroups by race/ethnicity, economic disadvantage (ED), prior achievement, student with disability status (SWD), and English Learner status (EL). Economically disadvantaged students are defined based on school free or reduced-price meal eligibility.⁷ For prior achievement, we group students into four quartiles based on state standardized reading test scores at the prior school level (the 5th grade score for middle school students and the 8th grade score for high school students).⁸ SWD students include all students who had received services within the past four years at the time of data collection, while EL students include all students actively receiving EL services.

**How did the pandemic affect student absences in the 2020–21 school year?**

**Figure 1** (page 3) displays the average days absent (left) and percent of students who were chronically absent (right) pre-pandemic (2017–18 and 2018–19) and in 2020–21 at the elementary, middle, and high school level.⁹ Average days absent increased from pre-pandemic for all three school levels, with the largest increase in middle school (7.2 additional days), followed by high school (4.4 additional days) and elementary school (3.3 additional days). These increases are large enough to have a

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³ We do not use data from the 2019–20 school year because data is not complete or not comparable to prior years due to pandemic responses that changed measures, such as temporary course grading policies.

⁴ To reduce data quality issues, we restrict analysis of absences to students who were enrolled in a NCPS for between 80 and 190 school days (97.6% of all students).

⁵ Because many elementary school courses are not graded or are graded on a different scale than courses in middle and high school, we restrict analysis of course grades to middle and high school students.

⁶ There were generally no or only very small increases in the percentage of students who exited the data (i.e., exited a NCPS) over this period. Therefore, we present results as the percent of students who were retained out of all students who appeared in the data in each year.

⁷ Because emergency measures for the pandemic allowed all students to receive free lunches in 2021, we use students’ 2020 ED status for 2021 when available.

⁸ Elementary students are not included in prior achievement analyses because the lack of testing in spring and fall of 2020 results in missing test scores for most students. Each student’s quartile is defined relative to all students who took the same exam in the same year.

⁹ Elementary school is defined as grades kindergarten to 5; middle school is defined as grades 6 to 8; and high school is defined as grades 9 to 12.
meaningful impact on learning — for example, this represents nearly an additional week and a half of school missed by the average student in middle school.

Figure 1 also shows that the percent of students who were chronically absent (i.e., more than 10 percent of days missed) increased at all three levels. Again, the largest increase was in middle school, where the rates of chronic absences more than doubled from pre-pandemic (14.1 percentage point increase). After middle school, elementary schools saw larger increases in chronic absences (9.6 percentage points) than high schools (6.1 percentage points). These increases in chronic absenteeism are concerning because they represent increases in the share of students missing large amounts of instructional time. This may substantially impact student learning. They may also represent disengagement from school, particularly at the middle and high school level where students have more agency to make decisions about whether to attend school.

In Figure 2 (page 4), we examine changes to the distribution of absences across time in greater detail. In particular, Figure 2 displays the median, 75th percentile, and 90th percentile number of days absent from 2017–18 to 2020–21. These data show that the median number of days absent fell slightly from seven days in 2017–18 and 2018–19 to five days in 2020–21. At the 75th and 90th percentile, however, the story is quite different. From 2018–19 to 2020–21, the 75th percentile of days absent increased from 12 to 16 days, while the 90th percentile doubled from 19 to 39 days. In other words, the 10 percent of students with the most absences in 2020–21 all missed at least 39 days of school (almost 8 weeks, or 20 percent of a 185-day school year). This suggests that the pandemic had a limited impact on school attendance in 2020–21 for most students but severe impacts on a small but significant share of students who missed substantial instructional time in 2020–21.

How did the pandemic affect course grades in the 2020–21 school year?

Turning to course grades, Figure 3 (page 4) shows the average quality points earned (left) and the percent of students failing at least one course (right) in middle and high school over time. For middle schoolers, average quality points fell from a pre-pandemic average of 3.1, or approximately a B average, to 2.4 in 2020–21, or approximately a C plus. For high schoolers, averages fell from 2.8, or approximately a B minus, to 2.5, or a C plus. Similarly, Figure 3 shows sharp increases in the percentage of students who failed at least one course in the 2020–21 school year. For middle schoolers, the percentage
Figure 2. Distribution of Days Absent, Pre- and Post-Pandemic

Note: This figure shows the number of absences at several points in the distribution of absences across time from 2017-18 to 2020-21. Specifically, the figure shows the number of absences at the median, the 75th percentile, and the 90th percentile of the distribution of days absent for all students in NOPS.

Figure 3. Average Quality Points Earned and Percentage of Students Failing Any Course by School Level, Pre- and Post-Pandemic

Note: This figure shows the average course grades, represented as quality points, and the percentage of students failing at least one class at the middle and high school level. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21).
of students failing at least one course in 2020–21 increased by 24.1 percentage points from pre-pandemic (from 15.5 percent to 39.6 percent). In other words, two in five middle schoolers failed at least one of their classes in 2020–21. Among high schoolers, the percentage of students failing a class increased from 21.7 percent to 34.9 percent (an increase of 13.2 percentage points). Like absences, the negative impact of the pandemic on course grades was greater for middle schoolers than for high schoolers.

Figure 4 (above) displays the distribution of letter grade averages for middle and high schoolers over time. Among middle schoolers, the percentage of students earning an A or B average decreased during the pandemic, while the percentage earning D and F averages increased substantially. Specifically, the percentage of students earning A or B averages fell from 72.5 percent to 48.1 percent, while the percentage earning D or F averages increased from 6.3 to 30.2 percent. For high schoolers, the percentage of students earning an A average increased slightly in 2020–21 compared to pre-pandemic. However, the percentage of B and C averages decreased, while the percentage of D and F averages increased. In particular, 14.4 percent of high schoolers had a D or F average pre-pandemic, while 28.0 percent had a D or F average in 2020–21.

In Figure 5 (page 6), we track individual middle and high school students’ yearly letter grade averages over a pair of two-year time spans. The left panel follows students who were between 6th and 10th grade in 2016–17 to 2018–19 (pre-pandemic), while the right follows students who were between 6th and 10th grade in 2018–19 to 2020–21 (across the pandemic).10 In particular, we want to focus attention on students who began at an A/B average in the base year – 72% of the 2016–17 cohort and 71% of the 2018–19 cohort – who are represented in the top-left of each panel. The blue bar represents the proportion of these students who continued to hold an A/B average two years later, with a thicker bar representing a larger proportion. The gray bar represents the proportion who had dropped to a C average two years later, and the green bar represents the proportion who had dropped to a D/F average. On the left, the top blue bar shows that a very large percentage of students who had an A/B average in 2016–17 continued to have an A/B average in 2018–19 (80% of students who started with an A/B average); the gray bar shows

10 Appendix Figure A1 shows the change in average grades for individual students by race/ethnicity.
that a modest percentage had decreased from an A/B to a C average (17%); and the slim green bar shows that a very small share dropped from an A/B to a D/F average (3%). By contrast, for students affected by the pandemic (right), the top blue bar remains the thickest but has thinned relative to the left panel, while the thickness of the green bar has grown substantially. Specifically, the percentage of students in this cohort who maintained an A/B average in 2020–21 had decreased to 66%, while the percentage dropping from an A/B to a D/F average was 15 percent. In other words, 5 times as many students dropped from an A/B to a D/F average over the course of the pandemic as in a typical pre-pandemic cohort. Once again, this highlights very large negative impacts of the pandemic among a small but substantive group of students, with smaller impacts for most students.

How did the pandemic affect grade retention in the 2020–21 school year?

Finally, we explore the impact of the pandemic on grade retention. Figure 6 (page 7) displays the percent of students retained in grade over time. After the 2020–21 school year, the percentage of students retained in grade in elementary and middle school was only slightly higher than pre-pandemic (an increase of 0.2 and 0.3 percentage points). For high schoolers (9th–11th graders), however, the percentage of students retained following the 2020–21 school year was nearly triple the percentage retained pre-pandemic (9.7 percent compared to 3.7 percent). This large impact in high school, with very modest impacts in middle school, stands in contrast to the impacts observed for absences and course grades.

Figure 7 (page 7) further explores changes in grade retention for specific grade levels at which retention is more common - kindergarten, third grade, eighth grade, and the first three years of high school (grades 9–11). For students in kindergarten, third grade, and eighth grade, the percentage retained in grade in 2020–21 was approximately the same level as pre-pandemic. In contrast, there were substantial increases in grade retention following the 2020–21 school year for students in all three high school grades examined. Relative to pre-pandemic, the rate of grade retention more than doubled in 9th grade (from 5.9 to 13.7 percent), nearly tripled in 10th grade (from 3.4 to 9.1 percent), and more than tripled in 11th grade (from 1.7 to 5.5 percent). The percentage point increase was largest in 9th grade (an increase of 7.9 percentage points), resulting in more than one in every eight 9th graders retained in 9th grade after the 2020–21 school year.
Figure 6. Percentage of Students Retained in Grade by School Level, Pre- and Post-Pandemic

Note: This figure shows the percentage of students who were retained in grade — defined as enrolled in the same grade in the subsequent year — at the elementary, middle, and high school level. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21).

Figure 7. Percentage Retained in Grade at Key Grade Levels, Pre- and Post-Pandemic

Note: This figure shows the percentage of students retained in grade – defined as being enrolled in the same grade in the subsequent year – for key grade levels at which grade retention is more common. These grade levels include kindergarten, 3rd grade, 8th grade, 9th grade, 10th grade, and 11th grade. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21).
How do effects on student outcomes vary across different types of students?

For a deeper understanding of the changes in outcomes during the pandemic, we examine results over time for key subgroups of students. Figure 8 (page 9) displays the percentage of students chronically absent in each student subgroup pre-pandemic (2017–18 and 2018–19) and in 2020–21. All subgroups experienced a sharp increase in chronic absences in the 2020–21 school year. However, students from historically disadvantaged subgroups tended both to have higher pre-pandemic absence rates and to experience larger negative impacts in 2020–21. For example, Black and Hispanic students had higher rates of chronic absenteeism than White and Asian students pre-pandemic and experienced larger increases in chronic absenteeism in 2020–21. Relative to pre-pandemic, chronic absenteeism more than doubled for both Black and Hispanic students. In 2020–21, one-third of Black students and nearly 30 percent of Hispanic students were chronically absent. Similarly, compared to non-economically disadvantaged students, economically disadvantaged students had higher baseline rates and larger increases in chronic absences in 2020–21. Chronic absences also increased more for students with lower prior achievement levels and English Learners as compared to their counterparts, but increases were similar for students with and without disabilities. Students in the lowest quartile of prior achievement had the highest rates of chronic absenteeism in 2020–21 of any subgroups we examined, with more than 40 percent of these students missing greater than 10 percent of school days.

For each of the same student subgroups, Figure 9 (page 10) shows the percent of middle and high school students failing any course during the pre-pandemic years (2017–18 and 2018–19) and in the 2020–21 school year. As in Figure 3, all subgroups saw a sharp increase in 2020–21, and students from historically disadvantaged subgroups tended to experience more negative impacts in 2020–21 than their counterparts. For example, Black and Hispanic students had higher rates of course failure pre-pandemic and saw larger percentage point increases in course failure rates in 2020–21 compared to White and Asian students. In 2020–21, 48.7 percent of Black students, 50.0 percent of Hispanic students, and 26.2 percent of White students failed at least one course, compared to 28.5, 24.5, and 12.9 percent, respectively, pre-pandemic. Like Black and Hispanic students, ED, SWD, and EL students all saw an increase in course failures in 2020–21, such that approximately half of the students in each of these groups failed at least one class. Finally, we note that even among the highest performing quartile of students, 15 percent failed at least one class in 2020–21; however, among the lowest performing quartile of students, more than 60 percent failed at least one class. These high course failure rates across groups may have meaningful impacts on students’ progress through school.

Figure 10 (page 11) shows student subgroup outcomes for retention in grade for students in grades 9–11 in the pre-pandemic period (2017–18 and 2018–19) and after 2020–21. Grade retention at least doubled for all subgroups of 9th to 11th graders, but, as with other outcomes, grade retention increased most substantively among students from historically disadvantaged subgroups with high baseline retention rates. For example, among EL students and students in the lowest prior achievement quartile, approximately one in five students was retained in grade in grades 9–11 in 2020–21, compared to one in ten pre-pandemic. Black, Hispanic, ED, and SWD students also experienced large increases in retention in 2020–21, growing to rates of between 13 and 16 percent from pre-pandemic levels of 5 to 8 percent. Meanwhile, Asian students, White students, non-ED students, and students with higher prior performance had lower rates of grade retention after 2020–21, but still experienced substantial increases relative to their pre-pandemic rates.

Subgroup results for days absent follow similar patterns as chronic absences and can be found in Appendix Figure A2.
Figure 8. Percentage Chronically Absent by Student Subgroup, Pre- and Post-Pandemic

Note: This figure shows the percentage of students chronically absent for student subgroups of interest. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21). Student subgroups included are Asian, Black, Hispanic, and White students; economically disadvantaged and non-economically disadvantaged students; students in each quartile of prior achievement; SWD and non-SWD students; and EL and non-EL students.
Figure 9. Percent Failing Any Course by Student Subgroups, Pre- and Post-Pandemic

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Note: This figure shows the percent of students failing at least one course for student subgroups of interest. This figure includes data for the pre-pandemic period (2017–18 and 2018–19) and during the first full school year of the pandemic (2020–21). Student subgroups included are Asian, Black, Hispanic, and White students; economically disadvantaged and non-economically disadvantaged students; students in each quartile of prior achievement; SWD and non-SWD students; and EL and non-EL students.
Figure 10. Percent Retained in 9th–11th Grades by Student Subgroups, Pre- and Post-Pandemic

Note: This figure shows the percent of students retained in grade for student subgroups of interest. This figure includes data for the pre-pandemic period (2017–18 and 2018–19) and during the first full school year of the pandemic (2020-21). Student subgroups included are Asian, Black, Hispanic, and White students; economically disadvantaged and non-economically disadvantaged students; students in each quartile of prior achievement; SWD and non-SWD students; and EL and non-EL students.
Discussion

In this brief, we used administrative data on all NCPS students from the 2017–18 to 2020–21 school years to examine the impact of the pandemic on three important non-test score outcomes—absences, course grades, and grade retention. There are several key takeaways.

First, all outcomes examined show significant negative changes during the 2020–21 school year. These findings match data from North Carolina and other states showing negative impacts of the pandemic on standardized test scores. The increases in absences, decreases in course grades, and increases in grade retention are large and illustrate a need for significant supports to re-engage students in school, fill in gaps in their learning, and support their educational progression.

Second, the negative effects of the pandemic on outcomes are not distributed equally across all students. For example, the median number of days absent did not increase in the 2020–21 school year, but the 90th percentile in the absence distribution more than doubled. Similarly, while course grades decreased overall, the average student experienced a decrease of half a letter grade or less, whereas a small but important group of students’ average grades fell from the A/B range to the D/F range. This suggests that although the impacts of the pandemic were widespread, some students may need much more support to recover to pre-pandemic levels of achievement and engagement than others, with the significant share who experienced substantial negative impacts potentially requiring long term, intensive, and comprehensive supports to recover.

Third, the effects of the pandemic were not the same across grade levels for all outcomes. Elementary students experienced much smaller increases in absences compared to middle and high school students and no change in retention in grade. The percentage of middle schoolers that were chronically absent and that failed at least one course increased more than the percentage of high schoolers, even though high schoolers had higher pre-pandemic rates. However, high schoolers in grades 9 to 11 were retained following the 2020–21 school year at much higher rates than pre-pandemic, while middle schoolers did not experience similar effects on retention in grade. These differences highlight how differences in the age of students and the structure of schooling at different grade levels may lead to variation in impacts on different outcomes. Thus, different grade levels may need different types of supports.

Finally, although outcomes were negatively affected for all subgroups of students, traditionally disadvantaged groups generally fared worse than their peers. Among those groups that experienced the largest negative impacts were Black students, Hispanic students, economically disadvantaged students, students with disabilities, English Learners, and students who had low pre-pandemic achievement. These results also indicate a need to target resources to these student groups to prevent a further widening of existing gaps in educational outcomes.

Overall, our analyses show substantial negative effects of the pandemic across a range of outcomes related to school engagement and progress, with those effects unevenly distributed across the student population. We hope that these findings will support policymakers and educators in addressing challenges students face following the disruption of the pandemic.

Subgroup results for average quality points follow similar patterns as course failures, though with somewhat less pronounced differences between groups, and can be found in Appendix Figure A3.
For More On This Topic


Acknowledgments

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Appendix Figure A1. Trends over Time in Changes in Grade Point Average, 2018–19 to 2020–21 School Years by Student Race/Ethnicity

Note: This image tracks individual student outcomes by race/ethnicity longitudinally, restricted to students who appeared in grade 6 to 10 in the start year and had advanced 2 grade levels, to grade 8 to 12, by the end year. Students with an A/B average have a mean GPA (“quality points scale”) of 2.67 or higher. Students with a C average have a mean GPA between 1.67 and 2.67. Students with a D/F average have a mean GPA below 1.67.
Appendix Figure A2. Average Days Absent by Student Subgroups, Pre- and Post-Pandemic

Note: This figure shows the average days absent for student subgroups of interest. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21). Student subgroups included are Asian, Black, Hispanic, and White students; economically disadvantaged and non-economically disadvantaged students; students in each quartile of prior achievement; SWD and non-SWD students; and EL and non-EL students.
Appendix Figure A3. Average Quality Points from Course Grades by Student Subgroups, Pre- and Post-Pandemic

Note: This figure shows the average quality points earned – on a 4-point scale – for student subgroups of interest. This figure includes data for the pre-pandemic period (2017-18 and 2018-19) and during the first full school year of the pandemic (2020-21). Student subgroups included are Asian, Black, Hispanic, and White students; economically disadvantaged and non-economically disadvantaged students; students in each quartile of prior achievement; SWD and non-SWD students; and EL and non-EL students.