Early Literacy Matters
State-by-State Policy Implementation Report
Explore Indiana’s adoption and implementation of the 18 Early Literacy Fundamental Principles.
## Early Literacy Policy Implementation Rubric

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

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

PURPOSE

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

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

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

ADOPATION IMPLEMENTATION

14 out of 18

STATE POLICY ADOPTION REFERENCE MATERIALS

- IC 20-32-5.1 Indiana’s Learning Evaluation Assessment Readiness Network (ILEARN)
- IC 20-32-8.5 Reading Deficiency Remediation Plan
- IDOE, Indiana’s Priorities for Early Literacy
- IDOE, Literacy Development
- IDOE, IREAD-3
Science of Reading (SOR) Training

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

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

EVIDENCE/GUIDANCE

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

• Indiana HAS created the Indiana Literacy Cadre, supported by the Indiana Department of Education, Center of Excellence in Leadership of Learning and the Center for Vibrant Schools, which develops and implements collaborative professional development for K–3 educators based on the science of reading.

• Indiana DOES offer stipends to teachers who participate in professional development focused on the science of reading. (IDOE, State of Indiana & Lilly Endowment Announce $111 Million Investment to Support Early Literacy for Hoosier Students)

• Indiana DOES provide educators with a list of Science of Reading Resources that have been reviewed and compiled by specialists at the Indiana Department of Education and Indiana University.

• Beginning in 2025, Indiana policy WILL require science of reading training for educators who are renewing licenses first licensed after June 30, 2025 and based on the content area and provision of literacy instruction to students in PreKindergarten–5th grade, unless the educator receives a literacy endorsement, which requires completion of 80 hours of evidence based professional development that is aligned to the science of reading.

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Indiana should expand policy to require all K–3 teachers and administrators to participate in state-adopted science of reading training.

• To implement the required science of reading training, Indiana should create an implementation plan for rollout that is clearly communicated to all educators.
IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

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

EVIDENCE/GUIDANCE

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

- Indiana DOES train instructional coaches in school corporations based on criteria identifying student populations of greatest need in order to help schools implement the science of reading framework. (IDOE, Indiana’s Priorities for Early Literacy)

- Indiana DOES provide funding to support instructional coaches in schools. (IDOE, State of Indiana & Lilly Endowment Announce $111 Million Investment to Support Early Literacy for Hoosier Students; House Bill 1001, Indiana Legislature (2023))

- Indiana IS piloting science of reading instructional coaching through the funds from the Lilly Endowment by providing coaching to 54 schools in the state.

- By 2025–2026, Indiana HAS established a goal of providing 60 percent of elementary schools with an instructional coach. (IDOE, State of Indiana & Lilly Endowment Announce $111 Million Investment to Support Early Literacy for Hoosier Students)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should ensure that a literacy coach that is trained in the science of reading is assigned to each elementary school to provide job-embedded professional development and coaching to K–3 teachers.
Full implementation of this principle requires the following: EPP requires coursework (elementary, early childhood and special education) is aligned to the science of reading and prohibits the use of course materials that include three-cueing. Coursework includes evidence-based literacy instruction, how to administer reading assessments and how to identify students with reading difficulties, such as dyslexia.

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

- Indiana DOES have standards for teacher preparation programs that align to the science of reading. ([NCTQ, Indiana Summary 2023](#))
- Beginning in 2024, Indiana DOES require teacher preparation programs to include content within the curriculum that is aligned to the science of reading for those candidates obtaining an elementary generalist license that is valid for teaching K–5, early childhood or special education.
- Beginning in 2024, the Department must conduct a review of accredited teacher preparation programs to ensure alignment with the coursework science of reading requirements. If a program is not aligned, the program may lose their right to use the word “accredited.”

Indiana should expand policy to ensure that educator preparation programs’ required coursework prohibits the use of course materials that include three-cueing.
Implement an Educator Preparation Program (EPP) Assessment

Implementation Level

Principle Not Adopted

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

Evidence/Guidance

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

- Indiana DOES require an assessment that addresses reading to obtain licensure: Praxis Elementary Education Assessment, Reading and Language Arts & Social Studies; however, this licensure test DOES NOT adequately address all required components of the science of reading. (NCTQ, Indiana Summary 2023; NCTQ, False Assurances: Many states’ licensure tests don’t signal whether elementary teachers understand reading instruction (Nov. 2023))

Consideration(s) for Strengthening Policy

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

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

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

EVIDENCE/GUIDANCE

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

- Indiana DOES direct funding specifically to support state and/or local implementation of SOME early literacy fundamental principles. These include:
  - Specialized teacher training and new supports for students struggling to read, including funding for teacher preparation programs to boost instruction on the science of reading ($111 million investment)
  - Literacy Achievement grants ($10,000,000) and funding to support the Department’s initiatives related to the science of reading (up to $20,000,000), including funding for the 2023–2024 Competitive Science of Reading Grant (House Bill 1001, Indiana Legislature (2023))

CONSIDERATION(S) FOR STRENGTHENING POLICY

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

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

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

EVIDENCE/GUIDANCE

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

• Indiana DOES NOT require schools to administer the universal reading screener to K–3 students three times per year.

• Indiana DOES require schools to administer the IREAD-3 assessment for all 3rd grade students.

• Indiana DOES allow districts to administer the IREAD-3 to students in 2nd grade.

• Indiana DOES collect data on IREAD-3 administration through the Centralized Reporting System.

• Indiana rules DO require districts to include in their reading plan the manner in which schools will use formative and summative assessments to measure students in K–2 for phonemic awareness, phonics, fluency, vocabulary, comprehension and grades 3 and higher in vocabulary and comprehension. (511 IAC 6.2-3.1-3)

RESOURCES

• IDOE, IREAD-3 Remediation Support

• IDOE, Welcome to IREAD-3

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Indiana should approve a universal reading screener that is administered to all K–3 students three times per year to identify students at risk for reading failure.
Screener for Characteristics of Dyslexia

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

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

EVIDENCE/GUIDANCE

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

• Indiana HAS created an approved list of universal screeners to screen for characteristics of dyslexia. ([IDOE, Dyslexia Programming Guidance for Schools (2023)])

• Indiana DOES provide that if parents object to use of the universal screener for characteristics of dyslexia, students may opt out of the process. ([IDOE, Dyslexia Programming Guidance for Schools (2023)])

• Indiana DOES require schools to administer the screener to students in K–2. ([IDOE, Dyslexia Programming Guidance for Schools (2023)])

• Indiana DOES require administration of the universal screener and further diagnostic assessments to occur within 90 days of the start of the school year. ([IDOE, Dyslexia Programming Guidance for Schools (2023)])

• Indiana DOES monitor administration of these screeners by requiring each school corporation or charter school to annually report, through the reading plan, certain data relating to dyslexia screening. ([IDOE, Dyslexia Programming Guidance for Schools (2023)])
IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

NOTEWORTHY

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

- Each school corporation and charter school must report dyslexia related information on their public website annually. ([IDOE, Dyslexia Programming Guidance for Schools (2023)](https://www.education.state.in.us/dyslexia-guidance))

RESOURCES

- [IDOE, Dyslexia](https://www.education.state.in.us/dyslexia)
- [IDOE, Notification of Administration: Universal Dyslexia Screener](https://www.education.state.in.us/dyslexia)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should ensure that the approved list of universal screeners for characteristics of dyslexia assesses all of the following skills, as developmentally appropriate: phonological and phonemic awareness, sound-symbol recognition, alphabet knowledge, decoding, rapid naming, encoding and oral reading fluency.
- Indiana should require the screener to be, at minimum, administered to all students at the end of kindergarten and the beginning of 1st and 2nd grade and amend policy to eliminate the parent opt-out option.
Parental Notification

**IMPLEMENTATION LEVEL**

**PARTIAL IMPLEMENTATION**

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

**EVIDENCE/GUIDANCE**

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

- Indiana [rules](https://www.doe.k12.in.us/sites/default/files/indiana-rules.pdf) DO specify that parents must be notified if a school intervenes with students who have reading deficiencies as identified by an assessment.

- Indiana DOES require notification when a student does not pass the IREAD-3. ([IDOE, Process & Considerations for Issuing a Good Cause Exemption](https://www.doe.k12.in.us/sites/default/files/indiana-rules.pdf))

- Indiana DOES provide guidance to schools with a [parent letter template](https://www.doe.k12.in.us/sites/default/files/indiana-rules.pdf).

- Indiana DOES require schools to notify parents of the results of universal screeners for characteristics of dyslexia. ([IDOE, Dyslexia Programming Guidance for Schools (2023)](https://www.doe.k12.in.us/sites/default/files/indiana-rules.pdf))

**CONSIDERATION(S) FOR STRENGTHENING POLICY**

- Indiana should expand policy to require notification of parents must occur within 30 days of identification of a student with a reading deficiency.
District Adoption of High-Quality Instructional Materials

IMPLEMENTATION LEVEL

FUTURE IMPLEMENTATION

EVIDENCE/GUIDANCE

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

- Beginning in 2024–2025, superintendents and governing bodies MUST adopt curriculum or supplemental materials for reading that are aligned with the science of reading. ([IC 20-26-12.24.5 Reading curriculum requirements](#))

- Beginning in 2025, each school corporation and charter school MUST report the name and publisher of the school corporation’s or charter school’s adopted reading and writing curricula on the school corporation’s or charter school’s website. ([IC 20-26-5-44.2 School website report; reading and writing curricula; remedial programs](#))

- Indiana IS creating vetted and approved lists of high-quality curricular materials, including K-5 reading lists aligned with the 2023 future-focused Indiana Academic Standards aligned to the science of reading, that will inform adoption, instructional practices and professional development. ([IDOE, High-Quality Curricular Materials Advisory Lists Evaluation Process](#))

- Indiana DOES provide guidance for vetting high-quality digital resources through the [Learning Lab](#).

- Indiana DOES provide educators with guidance through grade-level literacy frameworks.
**Elimination of Three-Cueing Instructional Materials**

**IMPLEMENTATION LEVEL**

**FUTURE IMPLEMENTATION**

*Full implementation of this principle requires the following:* The state has adopted a policy to eliminate the use of all instructional materials that include the three-cueing systems model for teaching word reading with a clear timeline for the elimination of the use of these materials.

**EVIDENCE/GUIDANCE**

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

- Beginning in 2024–2025, Indiana WILL prohibit superintendents or governing bodies from adopting curriculum or supplemental materials for reading that are based on the three-cueing model. ([IC 20-26-12-24.5 Reading curriculum requirements](https://example.com))

- Indiana Administrative Rules specify that reading instruction for students in K–3 must include a research-based core reading program. Rules also specify that schools are not required to offer a research-based core reading program if the state board determines that the school falls within 1 of the top 2 performance categories under statute AND 90% of students pass IREAD-3 during the school year immediately preceding the submission of the plan. Indiana should consider expanding rules to specify that all schools must offer a research-based core reading program, with no exceptions.

**CONSIDERATION(S) FOR STRENGTHENING POLICY**

- Indiana should consider expanding rules to specify that all schools must offer a research-based core reading program, with no exceptions.
Individual Reading Plans

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

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

EVIDENCE/GUIDANCE

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

- Indiana DOES NOT have a policy on individual reading plans.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Through policy, Indiana should require schools to develop and implement an individual reading plan for Kindergarten–3rd grade students who are identified as having a reading deficiency within 30 days of administration of universal reading screeners.
Regularly Monitor Student Progress

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

The state requires schools to monitor students’ progress within a multi-tiered system of supports (MTSS). Monitoring can take many forms (i.e., observations, screeners, assessments and student work).

EVIDENCE/GUIDANCE

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

- Indiana DOES administer formative assessments to monitor student progress and growth of 3rd grade students who are being administered the IREAD-3 assessment.

- Indiana rules DO require that, for students who have been identified as having a reading deficiency, interventions must include principles of response to instruction, which includes ongoing monitoring of student data to assess the effectiveness of instruction.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should expand policy to require all students in Kindergarten–3rd grade be administered the universal reading screener. Any student who shows a reading deficiency should receive regular monitoring within a multi-tiered system of supports and student data should be used to inform instruction and intervention, in a timely manner.
Evidence-Based Interventions

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

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

- Indiana DOES require, through rule, schools to provide interventions that are research-based and address reading deficiencies as determined by assessment results.

- Beginning in 2024–2025, superintendents and governing bodies MUST adopt curriculum or supplemental materials for reading that are aligned with the science of reading. (IC 20-26-12-24.5 Reading curriculum requirements)

- Indiana DOES provide some guidance to educators on remediation support following administration of the IREAD-3, which includes encouraging remediation to occur during the school day, before or after school or during a summer program. (See, for example, IDOE, IREAD-3 Remediation Support & Indiana Learning Lab)

- Indiana DOES provide guidance for vetting high-quality digital resources through the Learning Lab.

CONSIDERATION(S) FOR STRENGTHENING POLICY
This principle currently meets full implementation.
Summer Reading Camps

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

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

EVIDENCE/GUIDANCE

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

• Indiana DOES NOT have a policy requiring districts to offer summer reading programs to rising 1st–4th grade students who are at risk of reading failure.

NOTEWORTHY

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

• Indiana provides further support to students in reading through Indiana Learns, a statewide grant program to provide qualifying families with $1,000 to fund approved high-dosage tutoring in Mathematics and English/Language Arts.

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Indiana should require districts, through policy adoption, to offer summer reading programs to rising 1st–4th grade students who are at risk of reading failure to remediate learning loss and/or build reading skills.

• Further, staff at these summer reading camps should be trained in the science of reading.
Parent Read-At-Home Plan

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

EVIDENCE/GUIDANCE

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

• Indiana DOES provide online resources to parents to support reading at home through the Learning Lab’s #INLovesReading page and through the Parent and Family Hub on the Learning Lab page.

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Indiana should require schools to provide read-at-home plans to parents as soon as a student in Kindergarten–3rd grade is identified with a reading deficiency. These plans should target students’ needs based on data and must be aligned with the science of reading.
IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

The state requires that a student who is unable to demonstrate sufficient reading skills on the state test-based options provided be promoted to 4th grade with provisions for additional support through transitional classes, tutoring and/or intensive interventions.

EVIDENCE/GUIDANCE

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

- Indiana rules DO require that a student who does not achieve a passing score on the IREAD-3 assessment during the previous school year or during a subsequent attempt at passing IREAD-3 be retained. (IDOE, Memo: IREAD-3 Guidance (2021))

- Indiana DOES collect data on IREAD-3 administration through the Centralized Reporting System.

- Indiana DOES provide for promotion of a student where the school determines that retention is not necessary based on the overall academic performance of the student in all subject areas. (IDOE, Memo: IREAD-3 Guidance (2021))

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should amend policy to specify that retention is required when a student is unable to demonstrate sufficient reading skills on the state test-based options provided, if a good cause exemption is not met, with no exceptions for overall academic performance in all subject areas.
Multiple Options for Promotion

IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

The state allows the school-based team, in consultation with the parent, to determine the student’s promotion to 4th grade or 3rd grade retention. Students may also be promoted if they attend a summer reading program.

EVIDENCE/GUIDANCE

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

- Indiana DOES offer three pathways for promotion to 4th grade: student achieves grade-level proficiency by passing the IREAD-3; if the student has been retained two times prior to promotion to 4th grade; and if the school determines that retention is not necessary based on the overall academic performance of the student in all subject areas. (IDOE, Memo: IREAD-3 Guidance (2021))

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should consider offering additional pathways to promotion, including through a portfolio of student work.
- Indiana should amend policy to specify that retention is required when a student is unable to demonstrate sufficient reading skills on the state test-based options provided, if a good cause exemption is not met, with no exceptions for overall academic performance.
Good Cause Exemptions for Some Students

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

The state permits districts to determine good cause exemptions for some students who do not demonstrate sufficient reading skills on the state-based option for promotion to 4th grade.

EVIDENCE/GUIDANCE

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

- Indiana DOES allow specific good cause exemptions for promotion to 4th grade, including exemptions for students with IEPs, identified English learners and students who have been retained twice. ([IDOE, Process & Considerations for Issuing a Good Cause Exemption](https://www.idoe.in.gov/documents/1651944))

- Indiana DOES require students who are promoted to continue to receive 3rd grade reading instruction during the subsequent school year, and must retake the IREAD-3 until the student passes the assessment or qualifies for a good cause exemption. ([IDOE, Memo: IREAD-3 Guidance (2021)](https://www.idoe.in.gov/documents/1651944))

- Indiana DOES provide for promotion of a student where the school determines that retention is not necessary based on the overall academic performance of the student in all subject areas. ([IDOE, Memo: IREAD-3 Guidance (2021)](https://www.idoe.in.gov/documents/1651944))

RESOURCES

- [IDOE, Parent Letter Template](https://www.idoe.in.gov/documents/1651944)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Indiana should amend policy to specify that retention is required when a student is unable to demonstrate sufficient reading skills on the state test-based options provided, and work to eliminate the discretion of the school to promote students due to overall academic performance.