Tennessee Learning Loss Remediation and Student Acceleration Act

2025 Annual Report

Tennessee Department of Education | November 2025

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Executive Summary

This report was prepared pursuant to Title 49, Chapter 6, Part 15 of the Tennessee Code. Known as the Tennessee Learning Loss Remediation and Student Acceleration Act (the Act), the Act requires the Tennessee Department of Education (department) to establish and administer a learning loss remediation and student acceleration program and set requirements for the program to accelerate student learning in the wake of COVID-19 related disruptions to learning. The Act requires school districts and participating charter schools to offer three types of learning loss remediation—after-school learning mini-camps, summer learning camps, and learning loss bridge camps—and administer a post-test to measure the academic improvement of students who attended summer learning programs.

The department, required by the Act, develops a report annually to provide information about the effectiveness of the state's learning loss remediation and student acceleration program. This report is provided to the Governor, Speaker of the Senate, Speaker of the House of Representatives, and chairs of the House and Senate education committees by November 1st of each year.

In accordance with the Act, this report provides the findings from the 2025 summer learning programs and contains a statewide summary of enrollment and attendance, an analysis of staffing trends, and student performance on post-tests across all summer learning programs (i.e., summer learning camps and summer learning loss bridge camps). Student performance outcomes are reported by teacher effectiveness level (i.e., Level of Overall Effectiveness [LOE]) and disaggregated by subject, grade level, and the camp type (i.e., summer learning camp or summer learning loss bridge camp). For 2025, testing metrics and the district survey were updated from prior versions. This includes the use of percent scores (compared to raw scores) to support future revisions to the summer posttests and increase the ease of interpretation of growth measures.

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Key Findings

- Widespread participation in summer programs continued in Summer 2025 with 89,285 students enrolled (45.8 percent rising grades K-3 students; 54.2 percent rising grades 4-9 students).
- When averaged across rising grade levels 4-9 of participating students, there was a difference between math and ELA outcomes:
    - Students attending at least 90 percent of summer learning camps demonstrated slightly larger growth across all grade levels and subject areas. When averaged across rising grades levels 4-9 of all participating students, student growth varied based on subject area.
    - For math rising grades 4-9, there was slight growth observed across all grade levels.
    - When attendance was considered in the analysis (i.e., students attended at least 90 percent of the camp), slightly higher growth was seen across all grade levels in all subject areas.
    - When comparing spring to fall reading screener data, students who attended summer camps have historically experienced a lesser rate of summer learning loss, or “summer slide” compared to their peers who did not participate.
- Of all camp teachers for Summer 2025, LOE scores were available for 86.9 percent of teachers, and the average LOE score was a 4.1 on a scale of 1-5 with very few teachers at LOE levels 1 and 2.
- Most districts reported having adequate teaching and support staff for summer programming.
    - The overwhelming majority of districts reported having sufficient support staff (e.g., custodial staff, administrative staff, cafeteria staff) and sufficient teaching staff (e.g., lead teachers, teaching assistants, substitute teachers) to implement the camp as intended.

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Background

In 2021, Governor Bill Lee and the Tennessee General Assembly put in place proactive support to mitigate COVID-19 learning loss and accelerate academic recovery, including legislation on literacy, learning loss, accountability, and teacher pay. Included in this 2021 legislation is the Tennessee Learning Loss Remediation and Student Acceleration Act (the Act), the provision of funding to support summer learning programs and after-school learning camps, a proven strategy to support students. In 2023, the Act was amended to ensure that summer learning programs would be in place long-term. In part, this was to support the pathway for fourth grade promotion for students who did not meet expectations on the third grade English language arts (ELA) portion of the Tennessee Comprehensive Assessment Program (TCAP). This promotion pathway includes 90 percent attendance and demonstration of adequate growth during students' summer learning programs. 2023 was also the first year that extended programming to serve priority students rising into kindergarten and grade 9. The prioritization of student needs for additional academic instruction and ongoing support to address learning loss set Tennessee on the path to leading the nation in accelerating improvements in student outcomes. In 2024, the Act was amended to remove the pre-testing requirements from summer programming, allowing districts more time to focus on instruction in the summer learning program.

The Tennessee Learning Loss Remediation and Student Acceleration Act

The Tennessee Learning Loss Remediation and Student Acceleration Act (the Act), passed as part of Chapter 1 of the Public Acts of 2021, 1st Extraordinary Session, codified in Title 49, Chapter 6, Part 15 of the Tennessee Code, outlined clear and actionable steps to accelerate student learning in the wake of the Covid-19 pandemic. The same public chapter that included the Act also established guidelines, beginning with the 2022-23 school year, for retention of third grade students scoring "approaching" or "below" grade level on the ELA portion of the TCAP. Summer programs, in addition to tutoring services, serve as an opportunity for students in need of remediation to advance to fourth grade and ensure they are prepared for long-term success. The Act was further amended in Spring 2023 to expand grade levels served, offering programming for students in rising kindergarten through grade 9 indefinitely.

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For 2023 and future years, the Act outlines two types of summer learning programs to be conducted locally:

- Summer learning camps and STREAM camps for students entering grades K-3
- Summer learning loss bridge camps for students entering grades 4-9

Through summer programs, each student receives at least four weeks of targeted support in ELA and mathematics. As defined in the Act, the requirements for summer learning camps (rising grades K-3) are six-week programs, while the requirements for summer learning loss bridge camps (rising grades 4-9) are four-week programs. Programming is required to be at least 5 days per week, 6 hours per day, with four hours spent on ELA and math, one hour of devoted daily time for intervention, and one hour daily of physical education.

> *Each student received a full day of instruction, including targeted supports in ELA and mathematics, with devoted daily time for intervention and physical education.*

During intervention time, students work in very small groups to address individual gaps in standards and skills. Students in grades K–3 participate in STREAM (science, technology, reading, engineering, the arts, and mathematics) mini-camp programming for at least one hour each day.

All school districts are required to provide opportunities for their eligible students to attend summer programming. Public charter schools have the option to offer summer programming or offer enrollment to their students in the programs offered by a school district in their geographic area.

STREAM Programming

STREAM The majority of districts (98 percent) staffed STREAM programming using the district's current teaching staff, and some districts hired specific teachers to teach only STREAM programming. A variety of curriculum choices for STREAM were implemented. Many districts used state-provided curriculum; some developed their own grade-appropriate lessons, and others incorporated STREAM content into themed ELA and math learning modules. Nearly all districts added STREAM to each summer learning camp day. Throughout this report, it can be assumed that a district's summer learning camp reporting also applies to its STREAM camp unless reported separately.

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Testing and Reporting Requirements

In addition to requiring summer programming, the Act required school districts and participating charters to administer a department-provided post-test to measure academic growth in ELA and math throughout the summer programming. Beginning in Summer 2024, the pre-test requirement was removed, only requiring students to complete a post-test at the end of summer programming with the spring TCAP administration serving as the baseline. Finally, the Act required the department to annually report on a variety of information about summer programming, including:

- A summary of enrollment and attendance;
- A summary and interpretation of data generated from post-tests administered to students who participated in summer programs. With the removal of pre-tests this year, growth was calculated using a baseline (TCAP Spring scores for rising grades 4-9 students; Spring URS for rising grades 1-3 students);
- An analysis and summary of how a teacher's overall level of effectiveness (LOE) score affected the academic performance of the students they instructed in summer programs. This data must be disaggregated by subject, grade level, and the type of summer program in which the teacher's services were provided; and
- Information identifying schools unable to adequately staff or conduct summer programs, including the reason the school district or public charter school was unable to achieve adequate staffing. This data must be disaggregated by subject, grade level, and the type of summer program that the school district or public charter school was unable to adequately staff or conduct.

Project Funding & Budget

Beginning in 2023, districts were permitted to centrally budget summer programming dollars for all camp types (summer learning camps, summer learning loss bridge camps, and STREAM programming). In previous years, each district was given funding for each camp type and was required to budget each camp type separately. The use of one central budget more accurately reflected how districts budget locally and resulted in more accurate budgeting and spending. This also allowed districts additional flexibility to budget where funding was most needed. Transportation funding remained a separate budget outside of the budget for summer programming.

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Summer Programs Enrollment and Attendance

In 2025, 148[1] districts offered summer learning programs. Districts were required to serve students through district-run programs or by partnering with other districts. Table 1 shows the enrollment number, percentage of enrollment, and the average attendance rate by camp type, grade, and economically disadvantaged (ED) status.

For summer 2025, there were 89,265 unique student enrollments after controlling for invalid student identification information and the number of students participating in multiple camps. Districts enrolled 95,074 total students. Of this number, 1,455 students did not have a valid student ID (did not match EIS records), leaving 93,619. Of these records, 4,334 were duplicates as the same student with matching ID was enrolled in multiple camps, leaving 89,265 unique student enrollments for summer 2025. A summary of these records is presented in Table 1.

Overall findings regarding enrollment are:

- Districts across the state enrolled 89,285 students across rising grades K-9.
- 45.8 percent (*n* = 40,933) were enrolled in summer learning camps (rising grades K-3)
- 54.2 percent (*n* = 48,352) were enrolled in summer learning loss bridge camps (rising grades 4-9).
- Rising grade 4 enrollments accounted for approximately 25 percent of all students enrolled, due in part to summer attendance as a pathway to 4th grade promotion as outlined by Tenn. Code Ann. § 49-6-3115.

Overall findings about attendance are:

- The average attendance rate statewide was 90 percent (indicating that students, on average, attended 90 percent of the total days of camp offered).
- The average attendance rate was nearly identical among the Summer Learning Camps for rising grades K-3 students (90.1 percent), in comparison with the Learning Loss Bridge Camps for rising grades 4-9 students (90.2 percent).
- Across all grade levels, there were negligible differences between attendance rates.
- The average attendance rates were not discernibly different between economically disadvantaged and non-economically disadvantaged students. However, the average attendance rate was slightly

[1] 148 districts represent all districts that provided summer programming during summer 2025. Districts that did not provide camps either do not serve students in grades K – 8 or partnered with local districts to have students served in neighboring districts.

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higher among non-ED students in summer learning camps than ED students in summer learning camps (attendance for ED students was 2.3 percentage points higher).

	Enrollment (count)	Enrollment Rate (%) [2]	Average Attendance Rate (%)		
			All Students	ED Students[3]	Non-ED Students
Total	89,285	--	90.2	89.2	90.7
Summer Learning Camps (Rising Grades K-3)	40,933	45.8	90.1	88.7	91.0
Learning Loss Bridge Camps (Rising Grades 4-9)	48,352	54.2	90.2	89.6	90.6
Rising Kindergarten	4,374	4.9	90.5	88.2	91.5
Rising Grade 1	12,061	13.5	90.2	89.0	90.8
Rising Grade 2	12,213	13.7	89.9	88.6	90.7
Rising Grade 3	12,290	13.8	90.3	88.7	91.2
Rising Grade 4	20,831	23.3	92.2	91.4	92.7
Rising Grade 5	9,438	10.6	89.8	88.9	90.3
Rising Grade 6	6,194	6.9	88.7	88.6	88.7
Rising Grade 7	4,983	5.6	88.1	87.5	88.6
Rising Grade 8	4,108	4.6	87.7	87.6	87.7
Rising Grade 9	2,803	3.1	88.1	87.5	88.4

Table 1. Enrollment and Attendance by Camp Type and Grade

Figure 1 below illustrates the percentage of students meeting at least 90 percent attendance rate (missing two or fewer days of a four-week program; or missing three or fewer days of a six-week program) and the percentage of students who attended for less than 20 percent of available days by camp type and student grade. Overall findings are:

- Across the state, 73.4 percent of students attended at least 90 percent of program days, while 3.4 percent attended less than 20 percent of program days.
- Average attendance increased by about 10 percentage points overall from summer 2024. (overall, 79 percent in 2024 compared to 90 percent in 2025)

[2] Percentage of total enrollment
[3] ED status was unavailable for 1.1 percent of students and determined from the accountability demographic file

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- The percentage of students who attended at least 90 percent of program days was lowest among rising grade 8 students (67.6 percent) and highest among rising grade 4 students (79.7 percent)

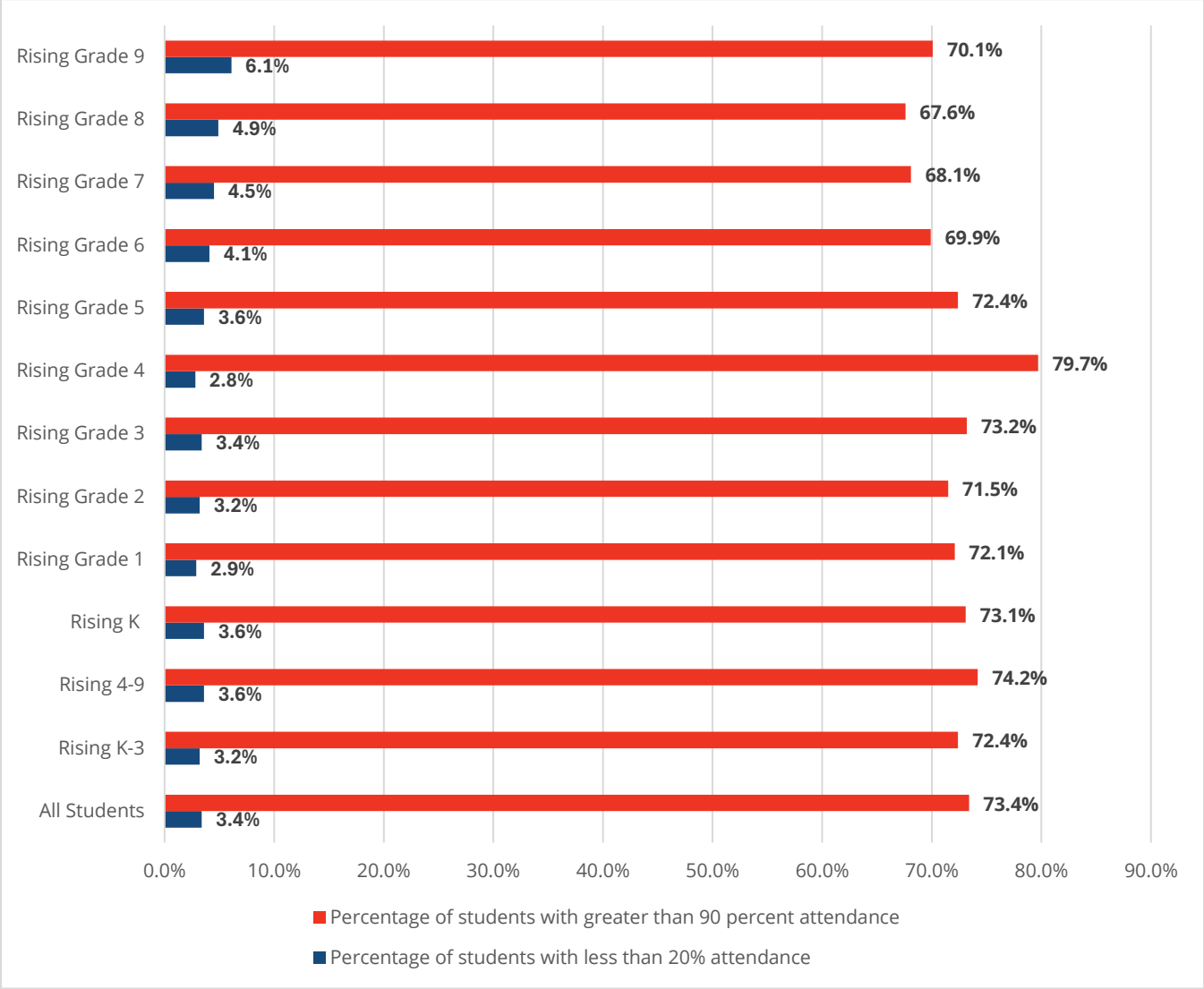

Figure 1. Percent of Students with Attendance Rate Greater than 90 Percent and Less than 20 Percent by Grade and Camp Type

As part of the summer programming evaluation survey, districts were asked about concerns related to student attendance. Most districts (62 percent) reported similar concerns about students' attendance at all grade levels, while several indicated specific concerns about attendance in grades 7 (19 percent), grade 8 (23 percent), and grade 9 (22 percent).

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Several districts offered additional information in the open response section of the survey. Based on feedback, the department will continue to make improvements to SPEAR, the summer enrollment platform, to address reported issues with initial enrollment and attendance. In general, districts shared that interest in summer programming is lower among middle school students (rising grades 6-9) due to competing interests (e.g., recreational summer camps, sports, family vacations); thus, ensuring regular attendance is challenging.

Summer Programs Testing and Student Growth

The Act initially required school districts and participating public charter schools to administer both a pre-test and post-test to students as part of the summer programs. School districts and participating public charter schools are then required to submit the results of all post-tests to the department by September 1st of each year.

In 2024, the Act was amended to remove the pre-testing requirements from summer programming, allowing educators to spend more time on instruction with students. Therefore, for summer 2024 data, the department updated student growth measures based on feedback from districts and to align with the revised statute. Thus, student growth in summer 2024 and beyond is not directly comparable to growth from previous years in some grade and subject bands.

This section reports findings regarding the extent to which summer programming improves student performance from baseline to post-test. With the removal of the pre-test requirement, baseline scores were sourced from previously available assessment data, primarily the spring 2024 TCAP administration. Table 2 describes the data source used for both baseline assessment scores and post-test measures.

Grade	***Baseline***	***Post-test***
ELA		
Rising Kindergarten	*Data Unavailable*	*Districts' existing kindergarten readiness assessment or pre-k screeners*
Rising Grades 1-3	*Spring universal reading screener*	*Summer universal reading screener*
Rising Grades 4-9	*Spring TCAP ELA performance*	*Standards-aligned assessment comprised of 15-20 items from the operational bank of TCAP items (administered in SchoolNet)*
Math		
Rising Kindergarten	*Data Unavailable*	*Data Unavailable*
Rising Grades 1-3	*Data Unavailable*	*Department-created, standards-aligned assessment; districts enter student scores on SPEAR by July 26*

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Rising Grades 4-9	*Spring TCAP math performance*	*Standards-aligned assessment comprised of 15-20 items from the operational bank of TCAP items (administered in SchoolNet)*

Table 2. Assessment Data Sources Used in Student Growth Calculations

When a positive change is observed, it is described as growth. Effect size is reported to present the magnitude of the change (i.e., small, medium, large) from baseline to post-test. Cohen's *d*[4] is commonly used to report the effect size (ES) for pre- and post-test differences. In educational literature[5], an ES value of 0.25 or greater is educationally significant, and an ES value of 0.50 or greater is of practical significance. An ES value less than 0.25 is negligible, meaning the magnitude of change (increase or decrease) is minimal.

Additionally, student attendance is a significant factor associated with student growth[6] and may serve as a proxy for other factors influencing student growth. It might be expected that, compared to students who attend more camp days, those who attend fewer camp days would demonstrate less growth. Therefore, an additional analysis was conducted to examine student growth among students who attended at least 90 percent of camp days.

Summer Learning Camps (Rising Grades K-3)

Legislation proposed by Governor Bill Lee and passed by the Tennessee General Assembly expanded summer program opportunities in 2023 to include rising kindergarten students. Post-tests for rising kindergarten students were a repeat administration of the district-chosen screener. Due to the age of rising kindergarten students and considering that many students entered school for the first time during camp, kindergarten students were not given formal assessments. Thus, this report does not include a summary for rising kindergarten academic achievement or growth. Also, due to the removal of the pre-test requirement for summer 2024, this report does not include growth calculations for rising 1-3 math because there is no available baseline data. Math results for rising 1-3 grades will only include reporting of descriptive statistics. The department will work with school districts to increase the percentage of students for which valid test scores are submitted.

[4] Cohen's *d* expresses the number of standard deviations between the pre- and post-test means. Cohen, J. 1988. Statistical Power Analysis for the Behavioral Sciences, 2nd Edition. Routledge

[5] Wolf, F. (1986). Meta-analysis: Quantitative methods for research synthesis. Newbury Park, CA: Sage

[6] Romero, M., and Lee, Y. (2007). *A National Portrait of Chronic Absenteeism in the Early Grades*. New York, NY: The National Center for Children in Poverty.

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Math Outcomes Rising grades 1-3 students in summer learning camps were given a paper-based math assessment, created by the department, focusing on the standards corresponding to the grade level completed during the 2024-25 school year. Post-tests were scored by teachers, and scores were reported to the department. Scores are on a scale of 0-10 but are presented in this report as a percentage out of 100. A lower rate of scores was reported for rising grades 1-3 as compared to grades 4-9, as the paper-based assessment required printing, scoring, and then reporting each post-test score.

Of all rising grades 1-3 students enrolled in summer learning camps (*n* = 36,559), 26.6 percent (*n* = 9,702) had a valid math post-test with an average score of 60.7% (*SD* = 29). When evaluating students who attended at least 90 percent of camp with a valid math post-test (n=6,025), scores are very similar to overall students with an average score of 61.7% (SD=29). Average student rising grades 1-3 scores are presented in Table 3 for all students, and those students who attended at least 90 percent of the summer camp sessions.

	Number (%) of Students with Valid Post-test Score	Mean Math Post-test Score Percentage	Standard Deviation
Results include all students who attended the camp			
Rising Grade 1-3	9,702 (26.6%)	60.7	29
Rising Grade 1	3,281 (27.2%)	71	26
Rising Grade 2	3,433 (28.1%)	60.1	28
Rising Grade 3	2,988 (24.3%)	50.1	31
Results include students who attended at least 90 percent of the camp			
Rising Grade 1-3	6,025	61.7	29
Rising Grade 1	1,998	71.6	26
Rising Grade 2	2,115	60.8	28
Rising Grade 3	1,912	50.5	31

Table 3. Descriptive Statistics for Rising Grade 1-3 Math Post-test Scores

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ELA Outcomes Rising grades 1-3 students in summer learning camps were tested on ELA standards using the district-selected universal reading screener platform[7] for their post-tests corresponding to the grade level completed during the 2024-25 school year. Each universal reading screener platform calculates student growth using different measures and scales, limiting the ability to generate a standard growth measure across multiple platforms. Thus, reports for spring (baseline used to calculate growth) and summer (post-test) screener reports were provided as a normed percentile rank score[8] on a scale of 1 to 99, which provides the most consistent metric across multiple platforms. Growth, or a positive change in percentile rank from baseline to post-test, should be considered a shift in the relative position of students attending summer learning camp compared to a normative sample.

Of all rising grades K-3 students enrolled in summer learning camps (*n* = 36,559), 57.4 percent (*n* = 20,985) had a valid baseline (Spring URS score) with an average percentile rank of 33.4 (*SD* = 27.8) and valid post-test (Summer URS score) with an average percentile rank of 32.3 (*SD* = 27.8). When evaluating all students who had both valid baseline and post-test scores, growth measured by change in percentile rank, was negative with a negligible effect size for the overall group (mean difference = -1.1, *d* = 0.1). Individual grade levels (mean difference range: -3.0 to 0.7; *d* range: 0.04 to 0.26, are shown in Table 4. Examination of growth with students who attended at least 90 percent of the camp is also shown in Table 4. The main finding was that growth for students who attended at least 90 percent of camp showed slightly higher growth in ELA, and that Rising grade 1 showed a slightly lower mean score change both overall and with 90percent attendance.

	Number (%) of Students with Valid Baseline and Post-tests	Mean Percentile Rank Change (Growth)	Effect Size	
Results include all students who attended the camp				
Rising Grade 1-3	20,985 (57.4%)	-1.1	-0.10	negligible
Rising Grade 1	7,286 (60.1%)	-3.0	-0.26	educationally significant
Rising Grade 2	7,398 (60.5%)	0.8	0.04	negligible
Rising Grade 3	6,301 (51.3%)	-0.7	-0.09	negligible

[7] The State Board of Education approved the following qualified universal reading screeners (URS) on July 23, 2021: Tennessee Universal Reading Screener (aimswebPlus); DIBELs, 8th ed.; easyCBM; FastBridge Suite/FAST; iReady + iReady Early Reading Tasks; Measures of Academic Progress Suite; STAR Early Literacy.

[8] Percentile rank scores provide information about how an individual student performed in relation to a normed sample. For example, if a student scored in the 90th percentile, it means they scored better than 90 percent of students in the same grade and subject.

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	Number (%) of Students with Valid Baseline and Post-tests	Mean Percentile Rank Change (Growth)	Effect Size
Results include students who attended at least 90 percent of the camp			
Rising Grade 1-3	16,964	-0.8	-0.14 negligible
Rising Grade 1	5,861	-2.7	-0.19 negligible
Rising Grade 2	5,926	0.7	0.14 negligible
Rising Grade 3	5,179	-0.4	-0.07 negligible

Table 4. Rising Grades 1-3 ELA Growth: Overall and by Grade with Effect Size

Summer Learning Loss Bridge Camps

Rising grades 4-9 students enrolled in summer learning loss bridge camps were assessed using the department's ELA/math Checkpoint Assessment through *SchoolNet*. On this assessment, each question is aligned with Tennessee Academic Standards and reviewed by Tennessee educators. The post-tests were designed to be efficient to administer by focusing on fewer, vertically aligned standards while also providing educators with meaningful and actionable information about student needs. For the 2025 post-test, the department utilized standard-aligned questions that approximated the same blueprints as the spring 2025 TCAP assessment, allowing the department to measure growth from TCAP to post-test.

Math Outcomes Of all rising grades 4-9 students enrolled in summer learning loss bridge camps (n = 48,352), 58.4 percent (n = 28,076) had a valid TCAP baseline math score with an average score of 43.1 (SD = 23.6), and a valid math post-test with an average score of 43.9 (SD = 23.9). When evaluating students who had a valid TCAP baseline score and the math post-test, growth in math was minimal with negligible effect sizes for all grades when considering the overall group (mean difference = 0.8, d = 0.09 as well as for individual grade levels (mean difference range: 0.7 to 1.2; d range: 0.07 to 0.12), as shown in Table 5. Examination of growth with students who attended at least 90 percent of the camp revealed a similar finding for the overall rising grades 4-9 group as well as students in grades 4 to 9.

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	Number (%) of Students with Valid TCAP Baseline and Post-test	Mean Difference (Growth)	Effect Size	
Results include all students who attended the camp				
Rising Grades 4-9	28,076 (58.4%)	0.8	0.09	negligible
Rising Grade 4	13,435 (64.5%)	0.6	0.05	negligible
Rising Grade 5	5,452 (57.8%)	1.1	0.12	negligible
Rising Grade 6	3,322 (53.6%)	0.7	0.08	negligible
Rising Grade 7	2,608 (52.3%)	1.2	0.05	negligible
Rising Grade 8	2,033 (49.5%)	1.1	0.08	negligible
Rising Grade 9	1,226 (43.7%)	1.1	0.07	negligible
Results include students who attended at least 90 percent of the camp				
Rising Grades 4-9	23,673	0.9	0.08	negligible
Rising Grade 4	11,877	0.6	0.04	negligible
Rising Grade 5	4,468	1.2	0.06	negligible
Rising Grade 6	2,681	0.5	0.04	negligible
Rising Grade 7	2,047	1.4	0.10	negligible
Rising Grade 8	1,582	1.7	0.11	negligible
Rising Grade 9	1,018	1.2	0.09	negligible

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Table 5. Rising Grades 4-9 Math Growth with Effect Size

While the effect sizes were negligible across all grade levels, there was a slight growth value observed for both the total group (all grades) and each individual grade level. Growth values were slightly higher when considering students that attended 90 percent of camp sessions, except for rising grade 6 (overall growth was 0.7; 90pct attendance growth was 0.5).

ELA Outcomes Of all rising grades 4-9 students enrolled in summer learning loss bridge camps (*n* = 48,352), 58.7 percent (*n* = 28,360) had both a valid TCAP baseline score with an average score of 45.1 (*SD* = 20.9) and a valid summer post-test with an average score of 43.4 (*SD* = 21.6). Results for all students attending camps with valid ELA TCAP baseline scores and valid ELA post-test scores are presented in Table 6. When looking at all students overall, there was a decrease in average score from the baseline to the post-test (mean difference = -1.7, *d* = 0.13). The largest reduction in average score was seen in rising grade 6 (mean difference = -3.7, *d* = 0.24). Examination of growth with students who attended at least 90 percent of the camp revealed slightly increased growth as shown in Table 6.

	Number (%) of Students with Valid TCAP Baseline and Post-test	Mean Difference (Growth)	Effect Size	
Results include all students who attended the camp				
Rising Grades 4-9	28,360 (58.7%)	-1.7	-0.13	negligible
Rising Grade 4	13,535 (65.0%)	-0.6	-0.07	negligible
Rising Grade 5	5,513 (58.4%)	-3.2	-0.22	negligible
Rising Grade 6	3,381 (54.6%)	-3.7	-0.24	negligible
Rising Grade 7	2,635 (52.8%)	-0.9	-0.07	negligible
Rising Grade 8	2,049 (49.9%)	-1.9	-0.11	negligible
Rising Grade 9	1,247 (49.5%)	-2.6	-0.15	negligible
Results include students who attended at least 90 percent of the camp				
Rising Grades 4-9	23,874	-1.5	-0.04	negligible

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	Number (%) of Students with Valid TCAP Baseline and Post-test	Mean Difference (Growth)	Effect Size	
Rising Grade 4	11,950	-0.5	-0.03	negligible
Rising Grade 5	4,529	-2.7	-0.17	negligible
Rising Grade 6	2,717	-3.7	-0.22	negligible
Rising Grade 7	2,058	-1.0	-0.08	negligible
Rising Grade 8	1,594	-1.3	-0.09	negligible
Rising Grade 9	1,026	-2.3	-0.13	negligible

Table 6. Rising Grades 4-9 ELA Growth with Effect Size

Teacher Effectiveness and Student Academic Performance

To evaluate how a teacher's overall level of effectiveness (LOE) was related to student academic performance, the department compared the available LOE[9] scores of camp teachers to their students' performance on the baseline and post-tests administered for each camp type and by grade level. It should be noted that summer camp teachers may not have LOE scores if they are partial-year employees, substitute teachers, new teachers in 2024-25, or Educator Preparation Provider (EPP) candidates. Of the 6,620 teachers recorded for summer 2025, LOE scores were available for 86.9 percent (n = 5,757), and the average LOE score was a 4.1 on a scale of 1-5 (SD = 0.8). For those teachers with LOE data, the majority (n = 5484; 95.1 percent) had a LOE of three or greater, and 79.4 percent (n = 4576) had an LOE of 4 or greater. Fewer than thirty teachers had an LOE of 1 (approximately 0.2 percent), with fewer than ten in each grade level. As such, data for teachers with an LOE of 1 has been suppressed for privacy in accordance with department data suppression rules.

To analyze camps for rising grades 1-3, the department determined the LOE based on the teacher of record for summer class enrollment. If there were multiple teachers of record, the department used an average LOE score. LOE was available for 87.9 percent of math test records and 89.2 percent of ELA test records for rising grades 1-3. For rising grades 4-9, the department determined LOE based on the teacher of record of

[9] The most recent overall level of effectiveness (LOE) was used in the analysis of the academic performance of the students instructed in Summer Camps. For this report, 2023-24 LOE scores were utilized. LOE scores were not available for teachers employed for the first time in 2024-25 or for partial-year employees.

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the summer class enrollment. For classes with more than one teacher of record, an average LOE score was used.

Summer Learning Camps

Figure 2 shows the average math post-test score by teacher average LOE scores overall and by grade level for the summer learning camps (rising grades 1-3). Figure 3 shows the ELA growth by teacher average LOE for rising grades 1-3. As shown in Figures 2 and 3, there is no clear relationship between teacher LOE score and student growth score in math or ELA for the overall rising grades 1-3. Across all grades, correlations are slightly positive (0.06 or less); the inconclusiveness of these results is likely partly attributed to the skewed distribution of teacher LOE scores towards the higher level 4 and 5. In summer 2025, 79 percent of teachers had an LOE of 4 or 5, and in Summer 2024, 78% of teachers had an LOE of 4 or 5.

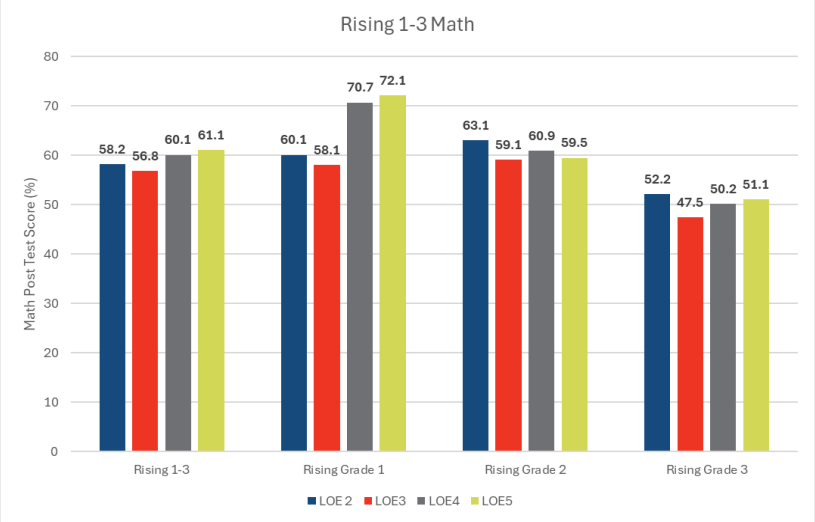

Figure 2. Rising Grades 1-3 Math Scores by Average Teacher LOE

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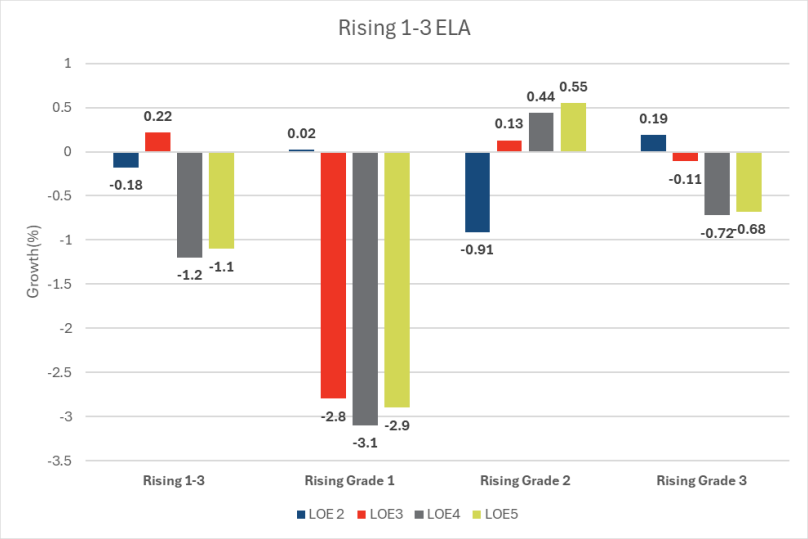

Figure 3. Rising Grades 1-3 ELA Growth by Average Teacher LOE

The department conducted a correlation analysis to examine the statistical significance of the relationship between teacher LOE score and student growth by subject overall and by grade level. Findings are in Table 7 and summarized below:

- Across both math and ELA in rising grades 1-3, there appears to be no association between teacher LOE and student growth (ELA) and math post-test score.
- Though some grades and subjects did have statistically significant variations by teacher LOE score, there is not a strong, direct relationship.

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	Teacher LOE Score			Correlation Coefficient
	Mean	Min	Max	
Math				
Overall Rising Grades 1-3	4.0	2	5	0.05*
Rising Grade 1	4.1	2	5	0.05*
Rising Grade 2	4.0	2	5	0.03
Rising Grade 3	4.0	2	5	0.06*
ELA				
Overall Rising Grades 1-3	4.0	2	5	0.04*
Rising Grade 1	4.1	2	5	0.06*
Rising Grade 2	4.0	2	5	0.01
Rising Grade 3	3.9	2	5	0.06*

*$p < .05$

Table 7. Relationship between Teacher LOE Score and Growth for Rising Grades 1-3 by Subject: Overall and by Grade Level

Summer Learning Loss Bridge Camps

Figures 4 and 5 show the average growth in math and ELA by teacher LOE score overall and by grade level for the summer learning loss bridge camps (rising grades 4-9). As shown in Figures 4 and 5, overall, there seems to be no clear relationship between LOE score and student growth score in math or ELA for rising grades 4-9 students across all grade levels. While there were a few grades in ELA that displayed statistically significant correlations between LOE and student growth observed in the analysis, the coefficient values were extremely weak. For reference, the vast majority of teacher LOE values were 4 and 5, with very few teachers with a LOE level of 1 or 2.

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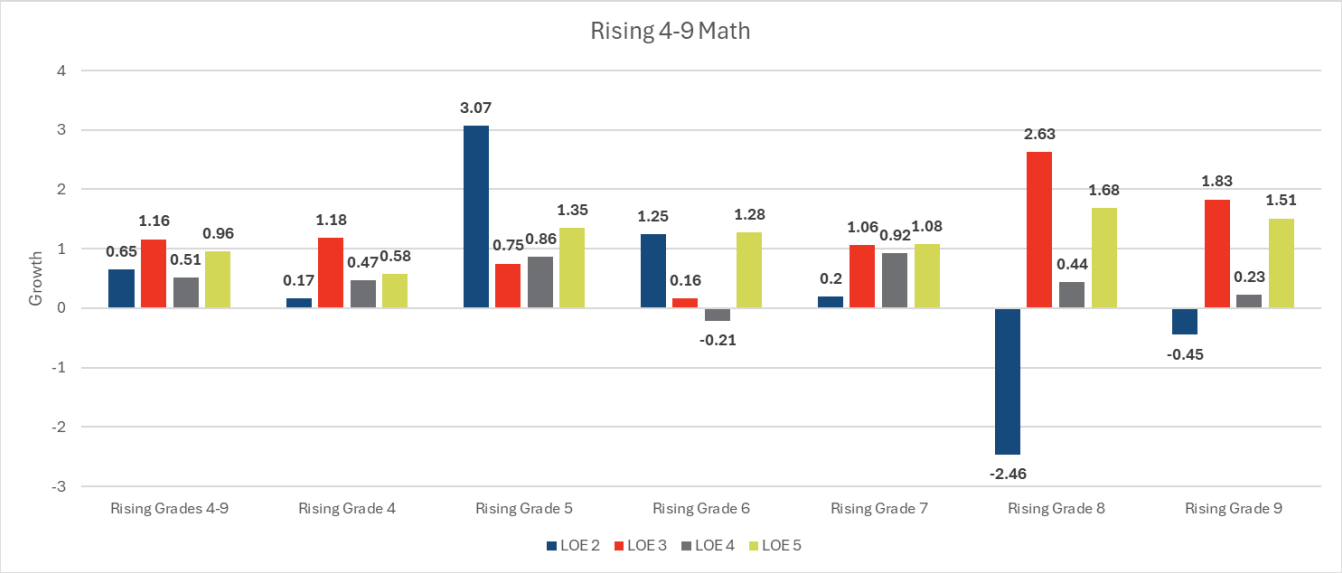

Figure 4. Rising Grades 4-9 Math Growth by Teacher LOE

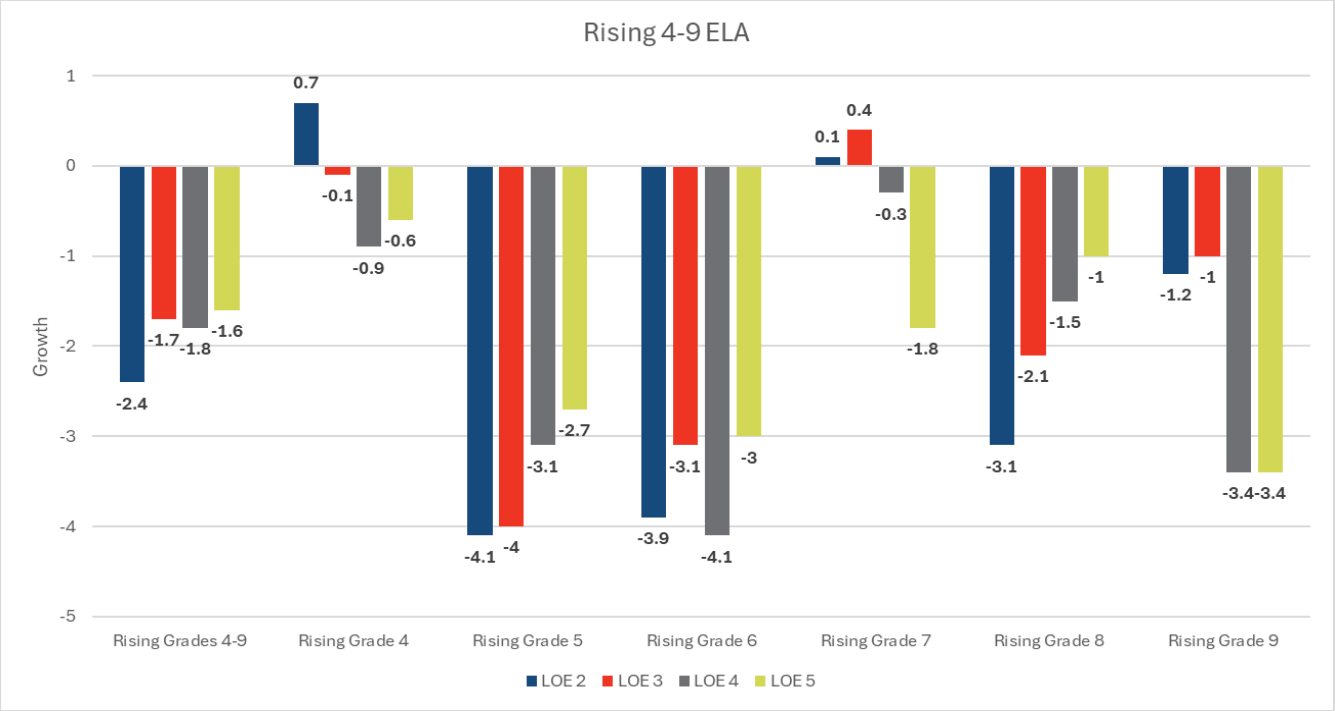

Figure 5. Rising Grades 4-9 ELA Growth by Teacher LOE

The department conducted a correlation analysis to examine the statistical significance of the relationship between teacher LOE score and growth by subject overall and by grade level. Key findings are presented in Table 8 and summarized below:

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- Teacher LOE score was not statistically associated with rising grades 4-9 students' math growth.
- Though some grades in ELA did have statistically significant variations by teacher LOE score, there is not a strong, direct relationship.

	Teacher LOE Score			Correlation Coefficient
	Mean	Min	Max	
Math				
Overall Rising Grades 4-9	4.1	1	5	0.00
Rising Grade 4	4.2	1	5	0.00
Rising Grade 5	4.1	2	5	0.01
Rising Grade 6	4.1	2	5	0.03
Rising Grade 7	4.0	1	5	-0.02
Rising Grade 8	4.0	1	5	-0.01
Rising Grade 9	3.9	2	5	-0.01
ELA				
Overall Rising Grades 4-9	4.1	1	5	0.01
Rising Grade 4	4.1	1	5	-0.01
Rising Grade 5	4.0	2	5	0.04*
Rising Grade 6	4.1	2	5	0.05*
Rising Grade 7	4.0	1	5	0.03
Rising Grade 8	4.0	2	5	0.03
Rising Grade 9	3.9	2	5	0.07*

*$p < .05$,

Table 8. Relationship between Teacher LOE Score and Growth for Rising Grades 4-9 by Subject: Overall and by Grade Level

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Summer Programs Staffing

The Act also requires the department to report on school districts' ability to adequately staff summer programs. Specifically, the Act requires the department to report:

- *"Information identifying schools unable to adequately staff or conduct summer learning camps—including the reason why the school district or public charter school was unable to achieve adequate staffing. This data must be disaggregated by subject, grade level, and the type of summer learning camp that the school district or public charter school was unable to adequately staff or conduct."*

The Act requires districts and participating public charter schools to prioritize staffing summer programs with teachers who were licensed and endorsed to teach the subjects and grades served. If schools could not find a licensed and endorsed teacher, they could staff a teacher who was licensed but did not hold the subject- or grade-specific endorsement or staff the summer programs with a teacher candidate enrolled in an educator preparation provider (EPP). Finally, if none of the above were available, schools could staff summer learning camps with a person with a college degree who successfully completed a summer learning camp preparation course developed and offered by the department.

To identify staffing challenges, the department developed an electronic survey and shared the survey with all school districts[10]. The department requested the director of schools (or a designee/representative) for each district to complete the survey. Designees could include a school building administrator, summer program coordinator, or other district representative. Of the 148 districts that offered summer programming, 52 districts (35.1 percent) returned the completed survey.

The department defined "adequate staffing" for districts in several ways, including districts had sufficient staffing to implement camps as intended; teaching staff were qualified (i.e., licensed or endorsed); and all eligible students in the district who wanted to enroll could enroll. Most districts (more than 90 percent) reported that staffing issues were not a concern in 2025 for either summer learning camps (rising grades K-3) or summer learning loss bridge camps (rising grades 4-9). For districts that did report concerns, the most commonly reported concerns were funding concerns and technical difficulties with the enrollment platform. Figure 6 represents districts' level of agreement with the statements about support and teaching staff. Results for both were similar, as 96.1 percent of districts agreed or strongly agreed with the following statement: "Our district had sufficient support staff (e.g., custodial staff, administrative staff, cafeteria staff) to implement the camps as intended." When asked about teaching staff, 94.3 percent agreed or strongly

[10]The Department only surveyed school districts because Summer Camps are optional for charter schools according to the law. Students who attended charter schools could attend either a Summer Camp offered by their charter school or could attend Summer Camps offered by school districts in their geographic area.

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agreed with the following statement: “Our district had sufficient teaching staff (e.g., lead teachers, teaching assistants, substitute teachers) to implement the camp as intended.”

In a separate set of questions, districts were asked the level of concern the district faced with regard to the following staffing issues: availability of program, school, or district administrators; availability of administrative support staff; availability of operational staff, such as cafeteria workers and bus drivers; availability of alternative educators, such as EPP candidates; availability of substitute teachers or staff; staff to student ratio; and qualifications of teaching staff. As displayed in Figure 7, most districts reported no staffing concerns across grade levels for summer learning camps. These questions allowed the respondent to choose multiple selections.

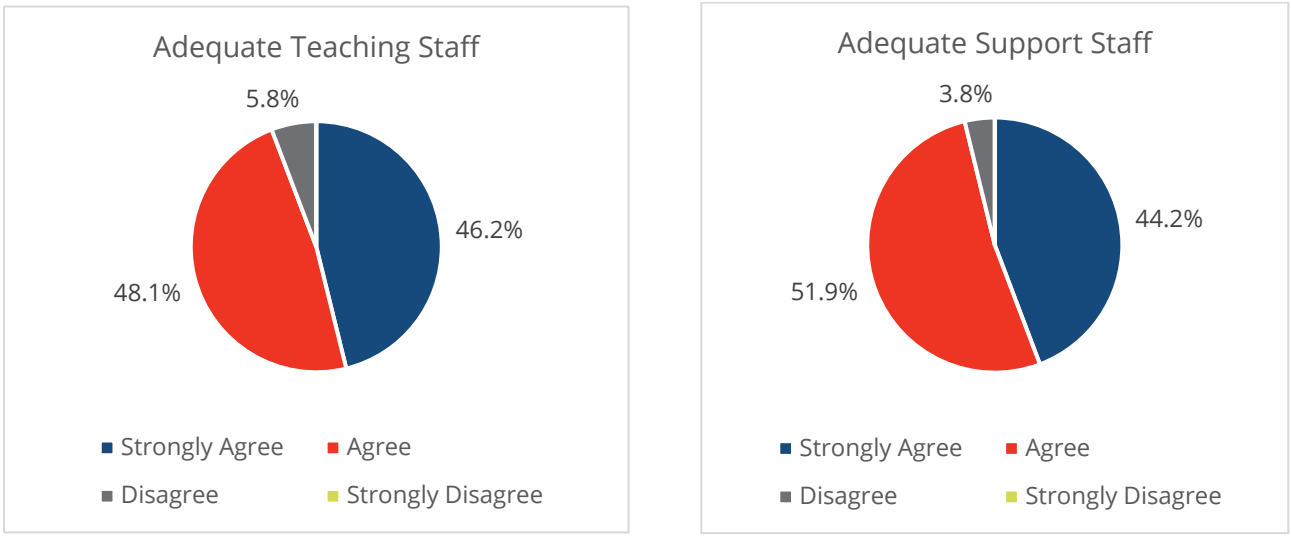

Figure 6. Adequate Support and Teaching Staffing for Summer Programming (n=52)

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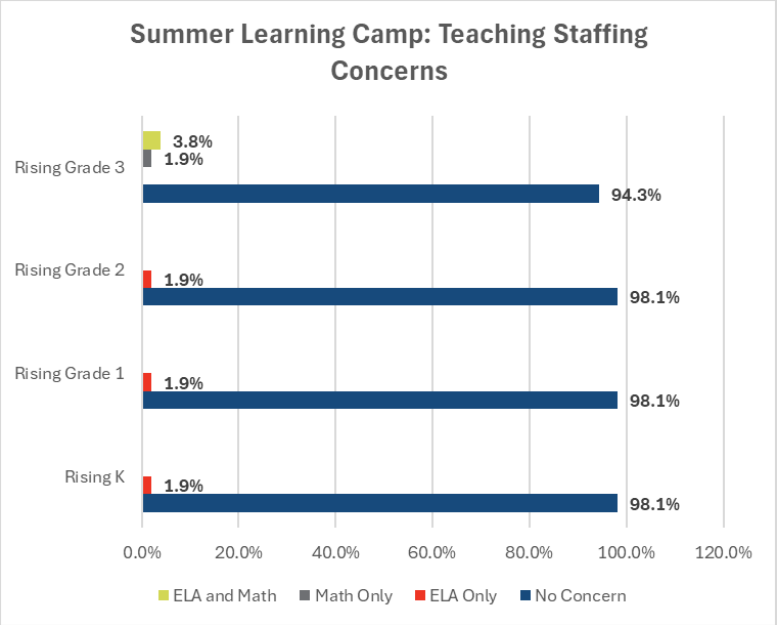

Figure 7. Reported Teacher Staffing Challenges by Grade for Summer Learning Camps (n=52)

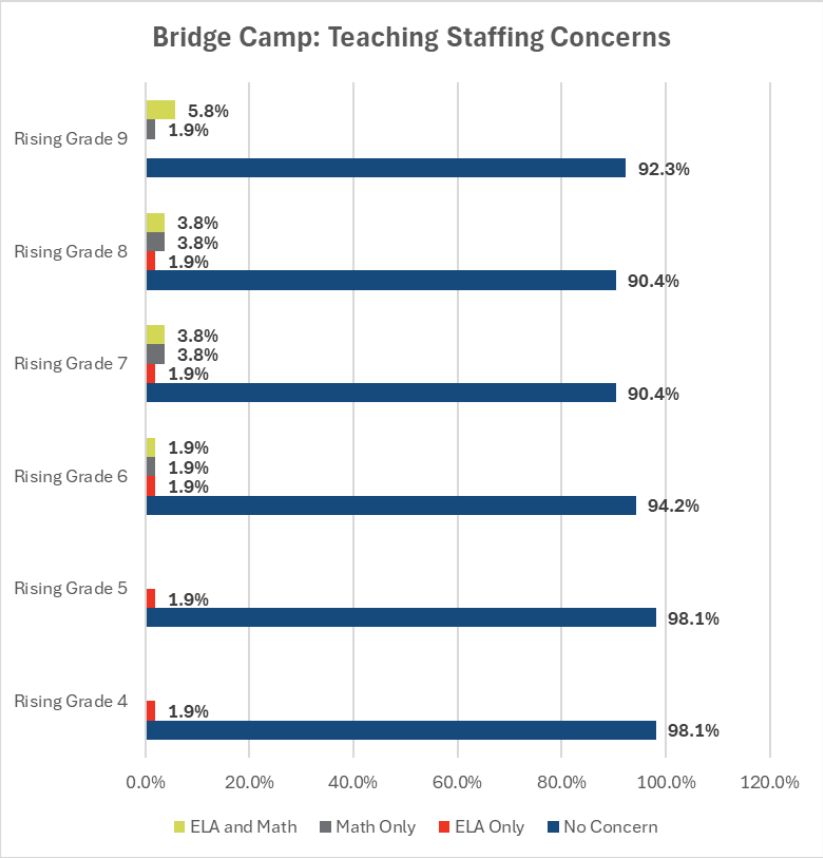

Figure 8. Reported Teacher Staffing Challenges by Grade for Learning Loss Bridge Camps (n=52)

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Districts also had the opportunity to share with the department the reasons they felt they could not adequately staff their summer programs. Districts commented that the mandated structure (required weeks, days) of the camps and issues with funding were two main challenges for hosting summer programs. Several districts also expressed technical difficulties with the summer enrollment platform (SPEAR) that made it difficult for staff to get the correct access to take attendance and administer the summer post-tests.

Conclusion

Tennessee's summer learning camps and summer learning loss bridge camps are part of a strategic plan to prioritize educational investments and improve outcomes for students. School districts, educators, and other stakeholders have put forth notable efforts to plan programming, engage families, and encourage enrollment and attendance for all students eligible and in need of additional learning time. Across the state, 89,285 rising grade K-9 students were enrolled, with an average attendance rate of 90 percent. Across all grade levels, rising fourth grade had the largest number of enrollments with 20,831 students, with an average attendance rate of 92.2 percent.

Districts' efforts in summer programming resulted in growth for rising grades 4-9 students' math outcomes, and in nearly all cases, students who attended at least 90 percent of the camp showed a larger growth outcome. Changes to reporting structures may contribute to changes in ELA scores as districts were not required to administer a pre-test to be used in growth calculations. In lieu of the pre-test for rising grades 4-9 ELA, students' TCAP ELA score was used as a baseline for growth. This was a much different assessment than the pre-test that was administered in previous summer administrations.

Overall, the districts' strategic planning in staffing effective teachers in the summer learning programs was seen throughout all grade level and subject areas. Additionally, the majority of summer camp teachers had a valid LOE score, with the average LOE score being 4.1 (on a scale of 1-5) overall. Examining the relationship between teacher LOE scores and student growth revealed no significant relationship between student growth and teacher LOE score. While there are likely several contributing factors to this result, the unequal distribution of LOE scores (i.e., there were many more teachers at level 4 and 5 than level 1 or 2) may have limited the effects of LOE on growth. This result is consistent with previous summer administrations.

In 2025, many rising grade 4 students attended summer learning loss bridge camp as part of a pathway to promotion to fourth grade. Districts' efforts to support rising grade 4 students were observed in this report, specifically in attendance and enrollment. Enrollment was highest for rising grade 4 students compared to all grade levels, as 23.3 percent of all students enrolled in summer programming in 2025 were rising grade 4 students with an average attendance rate of 92.3 percent. At the same time consistent with previous years,

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the focus on rising grade 4 students created some challenges for districts regarding summer and communication with parents given the uncertainty around enrollment numbers, the timing of spring TCAP retakes, and parent-requested waivers for fourth grade promotion.

For 2025, the majority of districts reported that their teachers were qualified to teach summer camps. Similarly, most of districts reported having no concerns over staffing both teachers and support staff, such as cafeteria workers, bus drivers, and substitute teachers.

Additional Considerations

There were notable limitations to the data and analysis that should be considered when interpreting the results included in this report. First, some students were enrolled in summer programming but did not choose to attend, which affects both overall enrollment estimates and percentages of valid tests reported. Second, valid testing data was missing within each grade band for various reasons, including district reporting errors, testing system errors, and URS reporting issues. When preparing the enrollment data, 1,455 (1.5percent) of students were listed with an invalid student ID and as a result valid testing data was missing for these students. Third, growth is not directly comparable between years (e.g., 2023 and 2024 or between grades,e.g., rising grades 3 and 4). Between 2023 and 2024, the removal of the pre-test requirement in law meant that there was no available baseline data for rising grades 1-3 math, and as such this report only presented descriptive statistics of student results on the rising grades 1-3 math post-tests.

Additionally, rising grades 1-3 testing data for ELA and math are reported on a different scale than rising grades 4-9 testing data. For rising grades 1-3 specifically, the differential scales of the individual URS screeners necessitated transforming scores to percentile rank for meaningful comparison; however, percentile rank change as a measure of growth is less precise and more difficult to interpret compared to differences in scale scores. The department continues to work internally and with districts to improve data quality for future reporting.

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