



# Tennessee Learning Loss Remediation and Student Acceleration Act

2022 Annual Report

Tennessee Department of Education | November 2022



# Executive Summary

This report was prepared pursuant to Tenn. Code Ann. § 49-6-1503. Title 49, Chapter 6, Part 15 of the Tennessee Code known as the Tennessee Learning Loss Remediation and Student Acceleration 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 camps over the summer (summer learning camps). School districts and participating charter schools are also required to administer a pre- and post-test to measure the academic improvement of students who attended summer learning camps.

Additionally, the Act requires the department to develop a report to provide information about the effectiveness of the state's learning loss remediation and student acceleration program, and provide the report to the Governor, Speaker of the Senate, Speaker of the House of Representatives, and chairs of the House and Senate education committees by November 1<sup>st</sup> of each year. In accordance with the Act, this report contains data on summer learning camp enrollment and attendance, student performance on pre- and post-tests, and an analysis of 2022 summer learning camp staffing trends.

## ***Key Findings***

- Similar to summer camps in 2021, Tennessee experienced widespread participation in summer learning camps in the second summer of implementation, with statewide attendance rates above 79 percent for students who enrolled in summer learning camps.
- Statewide, students improved in both English language arts (ELA) and math after attending summer learning camps, indicating the Act is having an impact on the acceleration of student learning.
- Average growth of economically disadvantaged students resembled that of non-economically disadvantaged peers in math for both summer learning camps and learning loss bridge camps, and in ELA for summer learning camps.
- Ninety-four percent of summer camp contacts in districts reported summer learning camps were adequately staffed.
- Statewide, teachers who staffed summer learning camps had an average Level of Overall Effectiveness (LOE) score of 4.2 on a scale of 5.

## ***Introduction***

Recognizing and anticipating the immense disruptions to learning and academic achievement caused by COVID-19, in January 2021 Governor Lee and the Tennessee General Assembly took swift action to call a special legislative session on education, putting in place proactive supports to mitigate COVID-19 related learning loss and accelerate academic recovery, including legislation on literacy, learning loss, accountability, and teacher pay. Legislation was enacted to provide funding to public school districts for summer programming through the Act. The Act required districts to provide rising first through eighth grade students with summer learning opportunities to ensure Tennessee students could receive additional academic

instruction throughout the pandemic and would have ongoing support to address learning loss in the future. This prioritization of student needs set Tennessee on the path to lead the nation in accelerating improvements in student outcomes.

*In January of 2021, Governor Lee called a special legislative session on education to put in place proactive supports to mitigate COVID-19 related learning loss and accelerate academic recovery.*

After navigating a global pandemic and its resulting difficult educational circumstances, Tennessee's schools rose to the challenge with an unrelenting commitment and focus on helping students recover and accelerate their learning. [Spring 2022 Tennessee Comprehensive Assessment Program \(TCAP\)](#) results show overall ELA proficiency returned to pre-pandemic levels. Across grades, growth in math matched or exceeded gains seen in previous years and is outpacing math projections for pandemic recovery.

## ***The Tennessee Learning Loss Remediation and Student Acceleration Act***

Tennessee Learning Loss Remediation and Student Acceleration Act (the Act,) passed as part of Chapter 1 of the Public Acts of 2021, 1<sup>st</sup> 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 pandemic. Beginning in the summer of 2021, the Act established three types of summer learning camps (summer learning camps) to be conducted locally over the course of two summers and beyond:

- Summer learning camps for students entering grades 1-5
- After-school STREAM camps for students entering grades 1-5
- Learning loss bridge camps for students entering grades 6-8

Programming was designed for a full school day of instruction, including a focus on ELA and mathematics, with devoted time for STREAM (Science, Technology, Reading, Engineering, Arts, and Math) support, physical education, and response to instruction and intervention (RTI<sup>2</sup>). Tennessee led the nation to enact early legislation to combat learning loss, providing the department and school districts a longer runway to design, build, and implement meaningful summer opportunities to accelerate student learning. All school districts were required to provide opportunities for their eligible students to attend summer learning camps. Public

charter schools had the option to offer summer learning camps directly or offer enrollment to their students in the summer learning camps offered by a school district in their geographic area.

In addition to requiring summer learning camps, the Act required school districts and participating charter schools to administer a department provided pre-test and post-test to measure academic growth in ELA and math over the course of the summer learning camps. Finally, the Act required the department to annually report on a variety of information about summer learning camps, including:

- A summary and interpretation of data generated from pre-tests and post-tests administered to students who participated in summer learning camps;
- An analysis and summary of the how a teacher’s overall level of effectiveness (LOE) score affected the academic performance of the students they instructed in summer learning camps. This data must be disaggregated by subject, grade level, and by the type of summer learning camp in which the teacher's services were provided; and
- Information identifying schools unable to adequately staff or conduct summer learning camps, including the reason for why the school district or public charter school was unable to achieve adequate staffing. This data must be disaggregated by subject, grade level, and by the type of summer learning camp that the school district or public charter school was unable to adequately staff or conduct.

The summer learning camps, created through the Act, served as vital supports for students in need of academic acceleration. The same public chapter that included the Act (Chapter 1 of the Public Acts of 2021, 1<sup>st</sup> Extraordinary Session) also established new guidelines starting in 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 learning camps, in addition to tutoring services, serve as an opportunity for students in need of remediation to advance to the fourth grade and ensure they are prepared for long-term success.

### ***Summer Learning Camp Attendance***

Across Tennessee, families, school district leaders, educators and community partners came together to provide summer learning opportunities for students. Following extensive planning with support from the department, every school district and participating charter schools offered summer learning camps during the summer of 2022. Students gained additional academic hours through targeted and small group instruction and engaging activities, which provided extended, grade-level learning opportunities. The importance of these summer learning opportunities was emphasized by attendance data from the summer of 2022. As Figure 1 shows, in the second summer of implementation, Tennessee witnessed widespread participation in summer learning camps, with over 92,000 students participating, and statewide attendance rates at 79% for students who enrolled in summer learning camps.

**Figure 1: Summer Learning Camp Enrollment and Attendance, Summer 2022**

| Enrollment                                  | ED            | Non-ED        | Total         |
|---|---------------|---------------|---------------|
| Summer Learning & STREAM camps <sup>1</sup> | 24,649        | 47,535        | 72,184        |
| Learning Loss Bridge Camps                  | 8,544         | 11,941        | 20,485        |
| <b>ALL</b>                                  | <b>33,193</b> | <b>59,476</b> | <b>92,669</b> |

| Attendance                     | ED            | Non-ED        | Total         |
|--------------------------------|---------------|---------------|---------------|
| Summer Learning & STREAM Camps | 79.12%        | 80.21%        | 79.84%        |
| Learning Loss Bridge Camps     | 76.12%        | 76.34%        | 76.25%        |
| <b>ALL</b>                     | <b>78.35%</b> | <b>79.44%</b> | <b>79.05%</b> |

Statewide, Tennessee saw widespread efforts by districts and participating charter schools to engage with families and communicate the importance of summer learning camps and encourage attendance for students who needed summer programming the most. Districts repeatedly emphasized that enrollment and sustained attendance were made possible with the transportation funding received from the Tennessee General Assembly. Although school districts saw relatively strong attendance rates across the board, anecdotally school districts reported middle grades attendance was the most difficult to maintain and the data above bears that out showing slightly lower attendance rates for bridge camps.

### ***Summary and Interpretation of Pre-Test and Post-Test Data***

The Act requires school districts and participating charter schools to administer a pre- and post-test to students as part of the summer learning camps. School districts and participating charter schools are then required to submit the results of all pre- and post-tests to the department by September 1<sup>st</sup> each year.

To assist in fulfilling this requirement, the department developed a pre- and post-test in ELA and math and provided those tests to school districts and participating charter schools during the summer of 2022<sup>2</sup>. Tests

---

<sup>1</sup> STREAM camps are 1 hour after school learning mini camps designed to remediate student learning loss and support student academic needs using an educational approach to learning that uses science, technology, reading, engineering, the arts, and mathematics (STREAM). Districts conducted these camps concurrent to Summer Learning Camps, so attendance and performance data for both is combined in this report.

<sup>2</sup> To learn more about the pre- and post-test, please see the 2022 Summer Programming Pre- and Post-Test Guidance [here](#).



were designed to be administered quickly and meant to capture students' academic standing before and measure progress made by students after attending summer learning camps. Summer of 2022 brought improvements to the implementation plan for pre- and post-tests. In grades K-2, students were assessed using the Tennessee Universal Reading and Math Screener on measures and norms from the grade level they were in during the 2021-22 school year. Grade 3 to grade 8 students used Schoolnet's Secure Tester application for ELA and math assessments. To reduce test administration time during valuable learning time, spring 2022 summative TCAP scores were used as the pre-test for students in grade 4 through 8. Grades 3 to grade 8 ELA tests were passage-based using items developed in the same manner as the TCAP summative assessments and math summer tests were developed around specific standards transparently shared with districts. Regardless of grade level, all assessments were automatically scored and submitted to the department. This change increased test security and decreased the amount of time and resources needed for districts to plan for and administer assessments. Though these were strong changes, district experiences with test administration varied regarding platform accessibility and usability. These are areas the department recognizes for improvement moving forward.

The Act also requires the department to report a statewide summary and interpretation of data generated from pre- and post-tests administered to students who participated in summer learning camps. Figure 2 shows student academic improvement in ELA and math for the summer of 2022. As Figure 2 demonstrates, statewide, students who attended summer learning camps and participated in the pre- and post-tests showed academic improvements in both ELA and math. In both subjects and grade bands examined, improvements were slightly greater for middle grades than elementary grades.

**Figure 2: Pre-test and Post-test growth in ELA and Math, Summer 2022**

| ELA  | MATH  |
|--|---|
| <ul style="list-style-type: none"> <li>Overall, data showed an improvement of 2.77 percentage points</li> <li>Elementary grades saw a 2.74 percentage point improvement</li> <li>Middle grades saw a 4.22 percentage point improvement</li> <li>No discernable difference in improvements between economically disadvantaged (ED) and non-economically disadvantaged (non-ED) students in summer learning/STREAM camps</li> <li>ED students in bridge camps demonstrated slightly lower rates of growth than their non-ED peers</li> </ul> | <ul style="list-style-type: none"> <li>Overall, data showed an improvement of 3.77 percentage points</li> <li>Elementary grades saw a 3.73 percentage point improvement</li> <li>Middle grades saw a 5.69 percentage point improvement</li> <li>No discernable difference in improvements between ED and non-ED students across both summer learning camps</li> </ul> |

Taken as a whole, attendance rates and academic growth across both ELA and math during the second summer of implementation are encouraging and suggest the summer programming required in the Act is accelerating student learning. Camp enrollment, attendance, and teacher data, as well as pre- and post-test

results were self-reported by districts into the data collection platforms. The department continues to work to refine its data collection platforms and work with districts to improve data quality.

### ***Teacher Effectiveness and Student Academic Performance***

The Act also requires the department to report on various aspects of summer learning camp staffing. Specifically, the department is required to report the following each year:

- An analysis and summary of the how a teacher's overall level of effectiveness (LOE) score affected the academic performance of the students they instructed in summer learning camps. This data must be disaggregated by subject, grade level, and by the type of summer learning camp in which the teacher's services were provided.

To evaluate how a teacher's LOE score affected student academic performance during summer learning camps, the department compared the LOE<sup>3</sup> scores of teachers who staffed summer learning camps to their student's performance on the pre- and post-tests administered for each type of summer learning camp. Statewide, the average LOE score exhibited by teachers staffing summer learning camps was a 4.2 on a scale of 5.

---

<sup>3</sup> The most recent overall level of effectiveness (LOE) was used in the analysis of the academic performance of the students they instructed in Summer Camps. For this report, 2020-21 LOE were utilized.

**Figure 3: ELA and Math Percentage Point Growth by Teacher LOE Score, Summer 2022<sup>4</sup>**

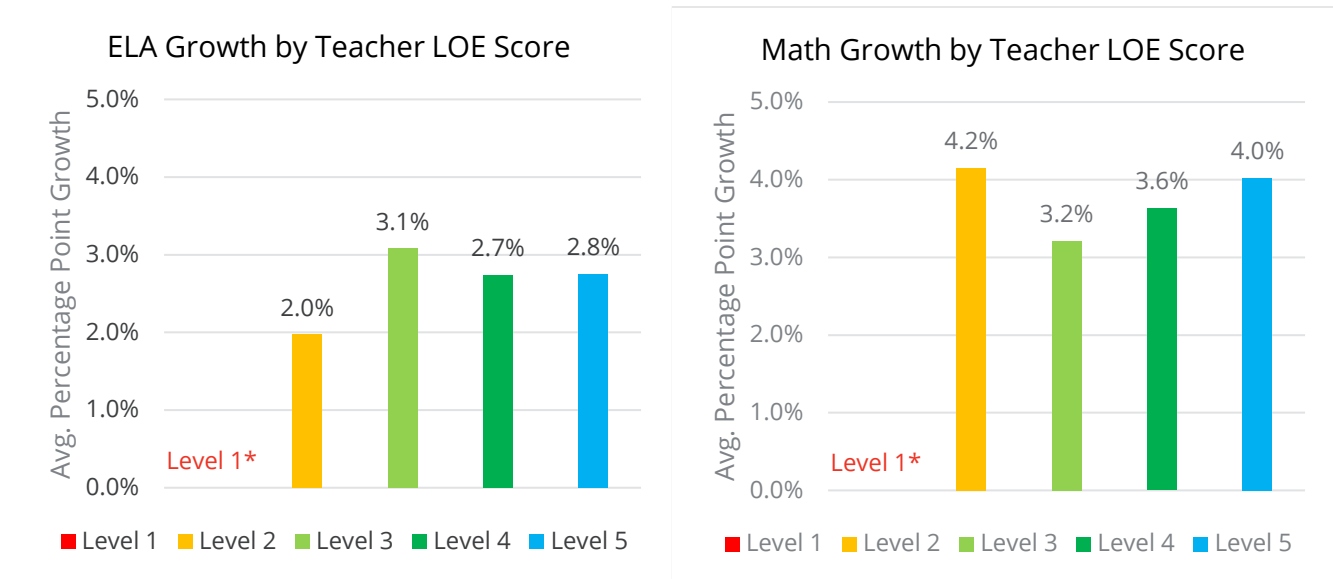


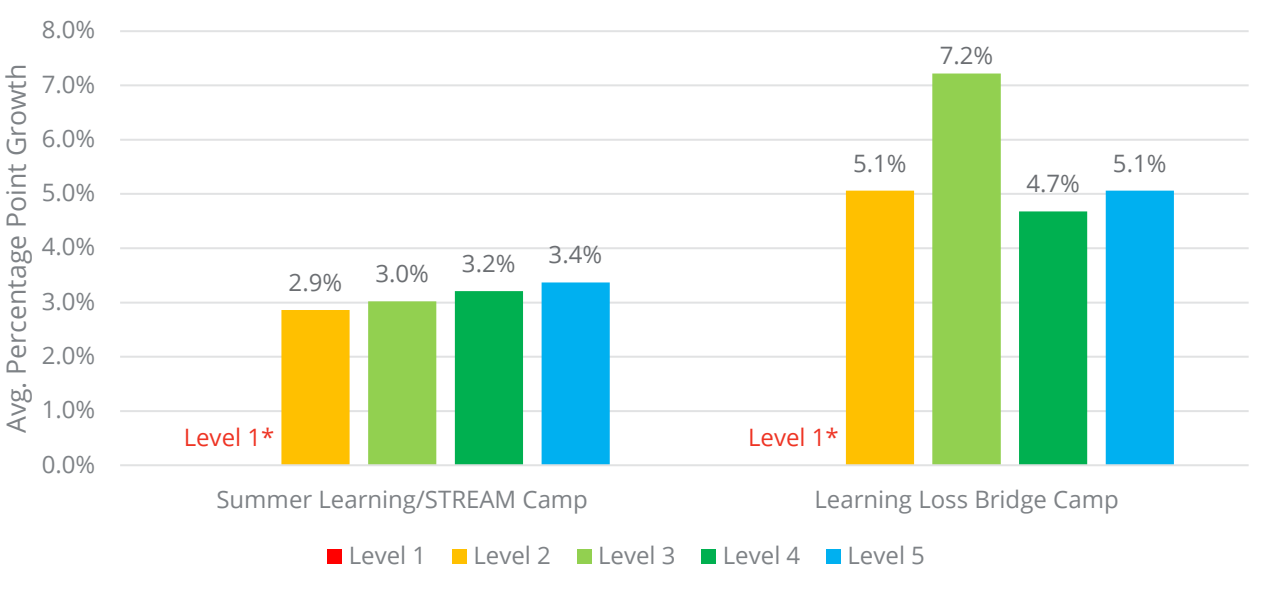
Figure 3 shows statewide average ELA and math growth on pre- and post-tests by teacher’s LOE scores. As Figure 3 demonstrates, at the state level, Level 4 and 5 teachers had similar growth with students for their respective content areas. Across both ELA and math, the average percentage points of growth was either generally consistent or exhibited a positive correlation at Level 3 and above.

The department also examined the correlation between LOE scores and student performance by type of summer learning camp. Figure 4 shows average percentage points growth by summer learning camp type and LOE score. As Figure 4 demonstrates, there was a positive correlation between LOE score and student academic performance for summer learning and STREAM camps, but for learning loss bridge camps, there was an inconsistent correlation between academic performance and LOE scores for teachers with a Level 4 or 5 LOE score.

<sup>4</sup> There was insufficient Level 1 teacher data to provide an estimate of the effect on student academic growth.

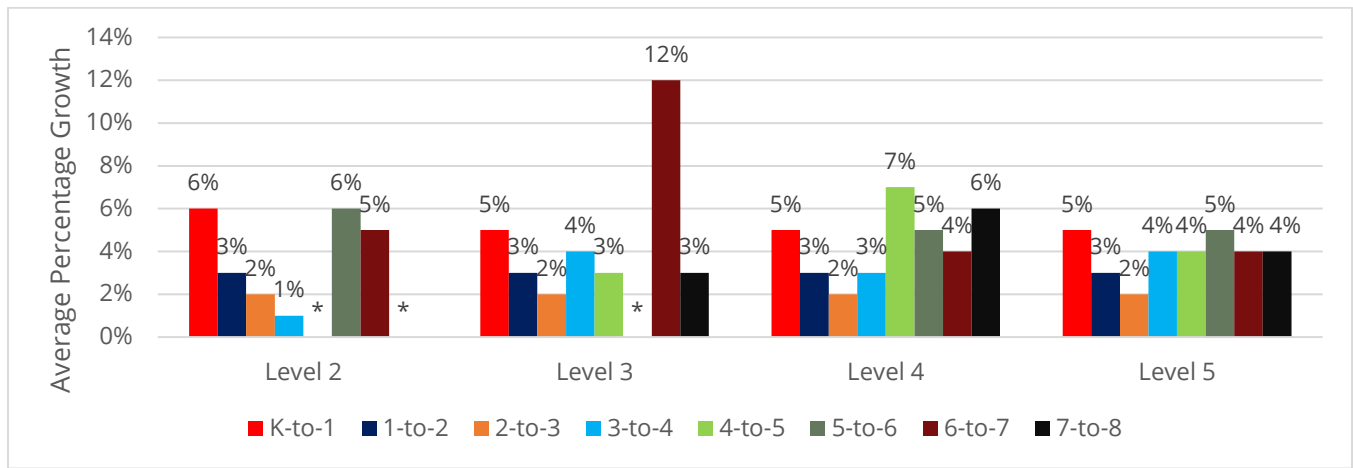


**Figure 4: Average Percentage Point Growth by Summer Learning Camp Type and Teacher LOE Score, Summer 2022**



Finally, the department examined overall growth in ELA and math by grade level and LOE scores (Figure 5).

**Figure 5: Average Percentage Point Growth by Grade Level and Teacher LOE Score, Summer 2022<sup>5</sup>**



The analysis of LOE scores by grade level produced inconsistent correlations. Overall, students instructed by teachers with a Level 5 LOE exhibit the most consistent growth across grade levels. Students in grades K-to-1, 1-to-2, and 2-to-3 had similar or the same growth regardless of teacher LOE.

The inconsistent correlation between LOE and the average percentage growth for students can potentially be explained by the varying ways in which districts utilized licensed teachers. Whenever possible, teachers were placed in their typically assigned grade level and subjects. When this was not possible, teachers were assigned to a grade level or subject which may have been unfamiliar or outside of their endorsement. Another potential explanation may rest in the pairing of teachers to work partial weeks of camp. This created solutions to staffing issues but created additional transitions for students and, potentially, lead to varied levels of growth.

### ***Summer Learning Camp Staffing***

The Act also requires the department to report on school district’s ability to adequately staff summer learning camps. Specifically, the Act requires the department to report on the following:

- 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 by the type of summer learning camp that the school district or public charter school was unable to adequately staff or conduct.

<sup>5</sup> Asterisk (\*) denotes suppressed or insufficient data.

Districts and participating charter schools were required in the law to prioritize staffing summer learning camps with teachers properly licensed and endorsed to teach the subjects and grades served. If schools could not find a properly licensed and endorsed teacher, they could staff a teacher who was licensed but did not hold the proper endorsement, or staff the summer learning camp 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 and administered a survey to all school districts.<sup>6</sup> In the survey, respondents were asked to report on the extent to which they were able to adequately staff summer learning camps in each grade band. If school districts indicated they were not able to adequately staff a summer learning camp, they were asked to identify the reason(s). Out of 147 districts, 133 districts responded.

Survey results indicated that districts were overwhelmingly able to adequately staff both summer learning/STREAM camps and learning loss bridge camps. Figure 6 shows how many school districts reported challenges staffing either type of summer learning camp.

**Figure 6: Was your district able to adequately staff its summer camps?**

| Camp Type                      | Yes | No |
|--------------------------------|-----|----|
| Summer Learning & STREAM camps | 96% | 4% |
| Learning Loss Bridge Camps     | 94% | 6% |

Having camps adequately staffed means that in most school districts, all students who wanted to participate in summer learning camps were able to do so. Districts across the state worked incredibly hard to ensure this was the case and noted some of the challenges they faced in doing so in open-ended responses in the survey. Many districts highlighted the flexibilities granted by the commissioner’s waiver of the number of required days and weeks as the reason why they were able to do so, noting it was easier to recruit staff to teach summer learning camps four days per week instead of five. Additionally, school districts indicated that staffing would have been impossible had they not been able to recruit people in addition to their classroom teachers, such as educator preparation candidates and educational assistants with a bachelor’s degree, as

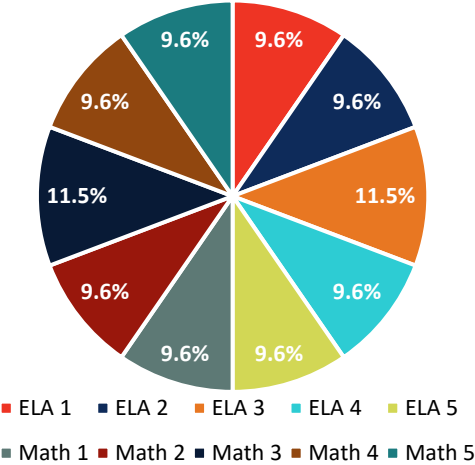
---

<sup>6</sup>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.

allowed in the law. Many also referenced the growing fatigue of their teachers. To reach needed staffing, they increased salary funds and/or allowed teachers to split camps among multiple teachers to reduce the time commitment during the summer.

In total, six school districts indicated they could not adequately staff Summer Learning/STREAM Camps, representing about 5 percent of respondents. Among those six districts, Figure 7 shows the breakdown of grade levels and subjects in which staffing challenges were encountered.

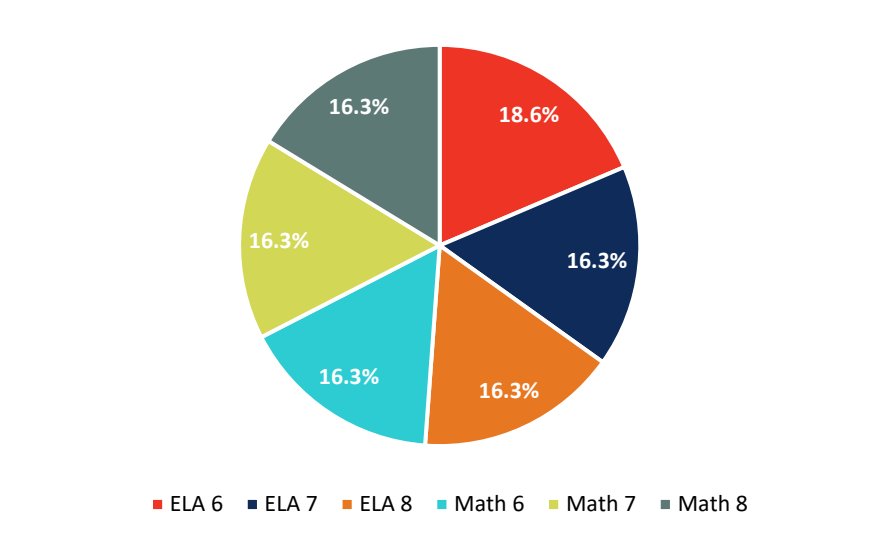
**Figure 7: Statewide Breakdown of Summer Learning/STREAM Camp Grades and Subjects That Could Not Be Adequately Staffed**



As Figure 7 demonstrates, 3rd grade was the more challenging grade to staff in summer 2022. Across all grades, ELA and math were equally as difficult to staff.

In total, eight districts indicated they could not adequately staff learning loss bridge camps, representing about six percent of respondents. Among those eight districts, Figure 8 shows a breakdown of grade levels and subjects in which staffing challenges were encountered.

**Figure 8: Statewide Breakdown of Learning Loss Bridge Camp Grades and Subjects That Could Not Be Adequately Staffed**



As Figure 8 demonstrates, 6<sup>th</sup> grade was slightly more challenging to staff than 7<sup>th</sup> and 8<sup>th</sup> grade in summer 2022 for these eight districts. Similarly, ELA was more difficult to staff than math.

Finally, school districts who indicated they could not adequately staff summer learning camps were asked to indicate the challenges that prevented adequate staffing. Figure 9 shows the reasons districts were not able to adequately staff summer learning camps, and the number of times each challenge was indicated by districts.

**Figure 9: Reasons School Districts Could Not Adequately Staff Summer Learning Camps**

| Reason Districts Could Not Adequately Staff Summer Camps  | Total Number of Times Noted by Districts (Districts could select multiple reasons) |                            |
|---|--|----------------------------|
|   | Summer Learning/STREAM Camps   | Learning Loss Bridge Camps |
| School districts indicating shortage of licensed and endorsed teachers  | 4  | 5                          |
| School districts indicating shortage of administrators or other instructional support staff                   | 3  | 3                          |
| School districts indicating shortage of alternative educators (e.g., community members, EPP candidates, etc.) | 3  | 3                          |

|  |   |   |
|--|---|---|
| School districts indicating shortage of operational staff (e.g., bus drivers, cafeteria workers, etc.) | 4 | 4 |
|--|---|---|

**Conclusion**

Tennessee’s summer learning camps are one example of strategic efforts to prioritize educational investments and improve outcomes for students. The Tennessee Learning Loss Remediation and Student Acceleration Act will continue to play a crucial role in accelerating student learning. Educators and other stakeholders have shown extraordinary leadership in engaging families and encouraging attendance of those who needed summer programming the most. These efforts resulted in high summer learning camp attendance rates and statewide growth in both ELA and math across grade bands and summer learning camp types.

Beginning in the summer of 2023, certain 3rd grade students, who are at-risk of retention under the law and who attended a summer learning camp and demonstrate improvement on the pre- and post-test, may be eligible to advance to 4th grade.<sup>7</sup> Given the high stakes implications of summer learning camp attendance and performance next summer, it is crucial to analyze best practices and use lessons learned from implementation in the summers of 2021 and 2022 to inform continuous improvement. The department will continue to analyze pre- and post-test data, consider ways to improve test administration and the test instrument, and make needed adjustments to attendance and other data collection platforms to maximize data reliability. At the same time, school districts should examine and learn from their own experiences to determine how to improve programming for students in the future, while also strategically investing state and federal education funds to improve summer programming and other academic supports within their local contexts.

---

<sup>7</sup> More information about promotion opportunities for 3<sup>rd</sup> grade students can be found in the department’s [Third Grade Remediation Toolkit](#) and [Promotion and Retention FAQ](#).