

TENNESSEE PROMISE ANNUAL REPORT 2023



THEC  TSAC

This report is prepared pursuant to T.C.A. § 49-4-708(e), which instructs the Tennessee Higher Education Commission (THEC) and Tennessee Student Assistance Corporation (TSAC) to:

“...provide assistance to the general assembly by researching and analyzing data concerning [Tennessee Promise], including, but not limited to, student success and scholarship retention. TSAC and the Tennessee Higher Education Commission shall publish its findings annually in the report required by § 49-4-903(b).”

In pursuit of its mission to increase the number of Tennesseans with a postsecondary credential, THEC and TSAC have implemented various programs and initiatives to encourage Tennesseans to engage with higher education and support students through completion. Among the most prominent and highly publicized of these programs (and the focus of this report) is the Tennessee Promise, signed into law by the Tennessee General Assembly in 2014.

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Executive Summary

The 2023 Tennessee Promise Annual Report presents descriptive data on Tennessee Promise applicants and students, student outcomes, student transfer behavior, and program finances. As of this report, nine cohorts of Tennessee Promise students have matriculated into eligible public and private institutions, including the 2023-24 cohort of Tennessee Promise students. The 2023-24 cohort is excluded from the analyses in this report because they are enrolled in their first semester of college at the time of report release. Over 126,000 Tennessee Promise students ([Table 2](#)) have received \$207 million in scholarships ([Table 9](#)) to alleviate tuition and fees since the program's inception.

Key findings from each section of the report are summarized below.

Applicants

- 62,980 high school seniors applied for Tennessee Promise in their senior year to enroll in college in the 2022-23 academic year. Of those applicants:
 - 53,764 (85.4%) filed the FAFSA on-time,
 - 30,172 (47.9%) completed the community service requirements necessary to receive Tennessee Promise,
 - 15,414 (24.5%) were eligible to receive Tennessee Promise, and
 - 13,616 (21.6%) were certified and enrolled at an eligible institution in the 2022-23 academic year.¹
- The share of Tennessee Promise applicants who enrolled as Tennessee Promise students in the 2022-23 cohort (21.6%) was slightly lower than it was in the 2021-22 cohort (22.2%), and both the 2021-22 and 2022-23 cohorts continue to trail pre-pandemic cohorts in this regard. These differences are likely due to effects of the COVID-19 pandemic on applicants ([Table 3](#)).
- The trend of fewer Tennessee Promise applicants converting into enrolled Tennessee Promise students is consistent with high school college-going trends in Tennessee. Fall 2022 saw an increase in the number of in-state public high school graduates who seamlessly enrolled in postsecondary education, but the share of collegegoers enrolling at TBR Community Colleges, where the vast majority of Tennessee Promise students initially enroll, declined from 42.9% in fall 2021 to 40.4% in fall 2022.²

Students

- Disparities persist in who converts from being a Tennessee Promise applicant into a Tennessee Promise student. In the 2022-23 cohort, 19.4% of Tennessee Promise applicants are Black, while only 11.4% of Tennessee Promise students are Black. Applicants are 49.5% male, while students are 47.4% male. Finally, Tennessee Promise students have higher adjusted gross incomes (AGIs) and expected family contributions (EFCs) than applicants ([Table 5](#)).
- An increasing share of Tennessee Promise students are enrolling at Tennessee Colleges of Applied Technology (TCATs), though the vast majority (approximately 80%) enroll at community colleges. In the 2022-23 cohort, 16.6% of Tennessee Promise Students first enrolled at a TCAT, the largest share of any prior Tennessee Promise student cohort ([Figure 4](#)).

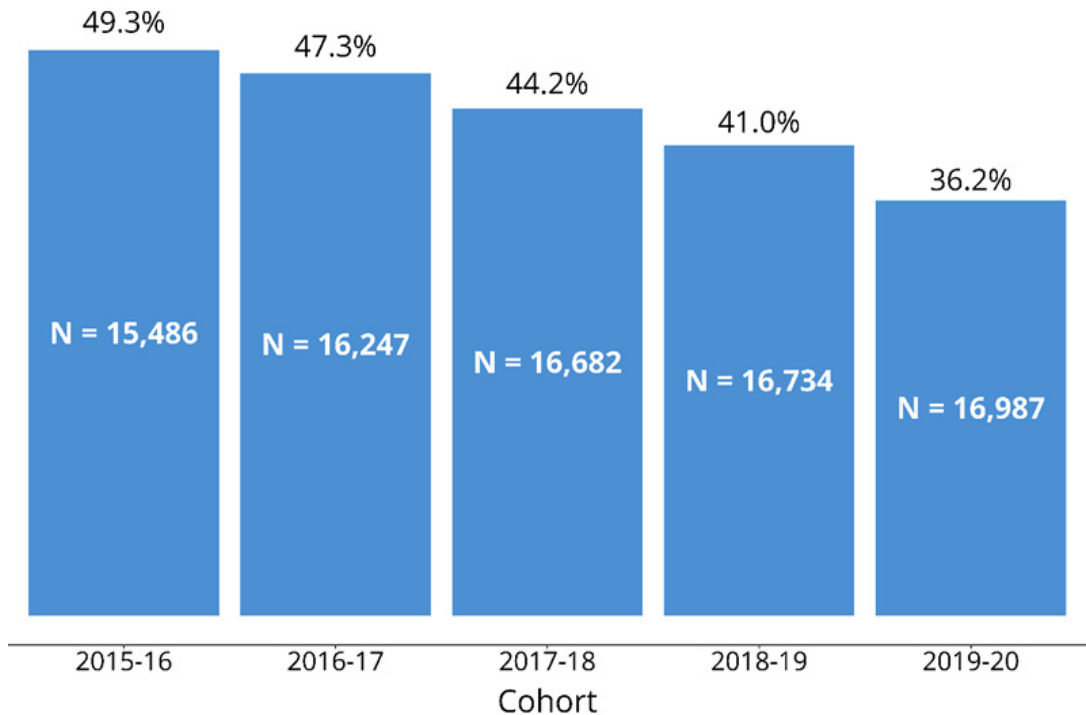
¹ Certified and enrolled students are those who have 1) a certified payment record of Tennessee Promise scholarship dollars in THEC's financial aid database and 2) a record of enrollment at an eligible institution. For more information about how THEC defines a student who is certified and enrolled at an eligible institution, see the Methods section of this report, beginning on page 10.

² To read more about Tennessee's college-going rate, see the [College Going and the Class of 2022](#) report.

Outcomes

- Tennessee Promise students in the 2022-23 cohort attempted 13.8 credit hours on average in their first semester, but they did not complete 3.4 of those credit hours, on average. Overall hours attempted and hours earned in the first semester have returned to pre-pandemic levels ([Figure 6](#) and [Figure 7](#)). Some students, for various reasons, earn zero credits in their first semester. This represents nearly 15,000 students across all eight Tennessee Promise cohorts and represents 1,248 (or 11.0% of) students in the 2022-23 cohort who are enrolled at eligible public, non-TCAT institutions.
- As of fall 2022, nearly 19,000 Tennessee Promise students have transferred to a Tennessee public university to continue their education ([Table 7](#)).
- Over 41,000 Tennessee Promise students have earned a credential since the program began. 49.3% of students in the program's inaugural cohort (2015-16) representing 15,486 students have earned at least a certificate. Figure 1 demonstrates the number of students who have earned a credential and the share of the cohort with a credential through the 2019-20 cohort ([Table 8](#)).

Figure 1: Share of Tennessee Promise Students Earning Any Postsecondary Credential since the Start of the Tennessee Promise Program, 2015-16 Through 2019-20 Cohorts



- Success rates are highlighted in a series of figures ([Figures 8-10](#)) for the 2019-20 through 2021-22 cohorts, illustrating their first 3 years (fall and spring semesters only) of being a Tennessee Promise student. The 2021-22 cohort saw a six-percentage point increase in the share of students who either earned an award or who were retained from fall to spring during their first year relative to the 2020-21 cohort.

Recommendations

Net price at Tennessee's community colleges has grown 9% for Tennessee's lowest income families.³ While Tennessee has a robust portfolio of financial aid available, students still face financial barriers to completion. The cost to enroll and remain enrolled in higher education extends beyond tuition and mandatory fees. Lower-income students who receive Federal Pell grants and Tennessee Student Assistance Award (TSAA) dollars typically receive little, if any, scholarship money directly from Tennessee Promise, which is a consequence of the program's last-dollar structure.⁴ TSAA and Completion Grants present two opportunities for the state to make postsecondary education more affordable for the state's lowest income families.

The [Tennessee Student Assistance Award \(TSAA\)](#) supports financially-needy residents of Tennessee in their undergraduate education. Recent increases to funding for TSAA have allowed TSAC to increase the expected family contribution (EFC) threshold to meet Pell eligibility criteria, but limited funding means that not all eligible students can be guaranteed an award. Increasing funding for TSAA would make recent expansions to TSAA eligibility more impactful, as it would ensure more financially needy students can be awarded TSAA dollars.

Completion grants are another option to support students facing high costs to obtain a postsecondary credential. The Tennessee General Assembly created a pilot program in 2021 providing grants to low-income Tennessee Promise students, resulting in 1,340 completion grants totaling \$243,786 in the 2021-22 academic year. tnAchieves utilized all available funding within the first 10 weeks of the semester, highlighting a demand for these grant resources among Tennessee Promise students.⁵ Recurring funding to make the Completions Grant pilot permanent could further support Promise students in attaining a postsecondary credential.

THEC/TSAC should improve data sharing with TICUA institutions to enhance understanding of Promise students who attend these institutions. THEC recognizes the importance of robust data collection and addressing data limitations wherever possible, and THEC/TSAC are committed to ensuring a comprehensive understanding of all Tennessee Promise students' experiences.

In light of the rising net price trend across the state of Tennessee, THEC/TSAC will continue to monitor how other states' Promise-type scholarships perform. Several states operate Promise scholarships modeled differently than Tennessee Promise and use first- or middle-dollar scholarship models that guarantee eligible students a certain amount of funding. THEC/TSAC will continue to identify the successes and shortcomings of programs like these to ensure that Tennesseans are given the best possible chance of postsecondary success.

³ THEC 2022-23 Fact Book, Table 3.8, <https://www.tn.gov/content/tn/thec/research/fact-book.html>

⁴ For more information about the Tennessee Promise's last-dollar structure, see [Table 1](#) and the text preceding it.

⁵ THEC Completion Grants Report, <https://www.tn.gov/content/tn/thec/research/tuition-free-scholarship-reports/completion-grants-report.html>

Introduction

The 2023 Tennessee Promise Annual Report comprises five sections:

1. The first section provides an overview of the Tennessee Promise Scholarship program.
2. The second section provides descriptive characteristics for Tennessee Promise applicants through eight cohorts.
3. The third section provides descriptive characteristics for students who enrolled with Tennessee Promise.
4. The fourth section examines the outcomes of Tennessee Promise students, including credit accumulation, degree completion, and transfer.
5. The fifth section provides information about program finances, including the total annual cost of the program and the average cost per student.

Data

Data in this report come from the THEC Student Information System (THECSIS) and the TSAC Financial Aid System of Tennessee (FAST) database. The THECSIS is used to assess enrollment, transfer, and completion while the TSAC FAST database is used to assess payments and financial aid.

Methods

Last year's Tennessee Promise report implemented a new methodology for identifying Tennessee Promise recipients. To be eligible for Tennessee Promise, an applicant must complete all pre-enrollment milestones (apply for Tennessee Promise, file a FAFSA, attend a mandatory meeting, and complete 8 hours of community service) and enroll at an eligible institution in the summer or fall immediately following high school graduation.⁶

References to \$0 Tennessee Promise students are made throughout this report. A Tennessee Promise student might have been paid \$0 in a term for a few reasons:

1. Since Tennessee Promise is a last-dollar scholarship, some Tennessee Promise students receive zero dollars from Tennessee Promise because their tuition and fees are covered by other gift aid like Pell grants, TELS, or TSAA. The vast majority of \$0 Tennessee Promise students fall into this category. See [Table 1](#) in this report for an illustration of the last-dollar scholarship model.
2. Some Tennessee Promise students receive a \$0 payment for a term because they are on an approved leave of absence.
3. A student might also receive a \$0 Tennessee Promise payment because, while he or she might be eligible to receive Tennessee Promise, but their program of choice might be oversubscribed. In these instances, a student is placed on a "waitlist" until they can enroll in their desired program. A student maintains eligibility while on this waitlist, and so they are recorded in FAST as having received \$0 from Tennessee Promise.

⁶ Students who graduate high school or homeschool, or who complete a GED/HiSET program in the fall semester may complete the Tennessee Promise application and pre-enrollment milestones and enroll in the spring semester, pursuant to T.C.A. § 49-4-708(c)(1)(C), which was amended in June 2022 to accommodate these students. Tennessee Promise also allows students to delay their initial enrollment or to take a leave of absence from continuous enrollment due to extenuating circumstances or to fulfill required military training.

Prior to last year's report, Tennessee Promise students were defined as those who were paid Tennessee Promise dollars at an eligible institution (including those who received \$0 Tennessee Promise payments). The limitation of this methodology is that it did not consider students who met all the Tennessee Promise eligibility criteria and who were certified by an eligible institution with a legitimate reason for not enrolling. This includes students who:

- Did not enroll in the reported fall term.
- Enrolled in the reported fall term but dropped out before the 14th day of classes.
- Never enrolled at all.
- Enrolled at another institution.

This report now matches Tennessee Promise eligible applicants to payment **and** enrollment data at an eligible public institution. Where previous reports relied on payment data only, this report certifies a student's participation in Tennessee Promise by validating transactional data in FAST with enrollment data in THECSIS.

This report identifies Promise students paid at eligible private institutions but limits analysis to Promise students paid and enrolled at eligible public institutions due to data limitations. Due to this change in methods, this report is only comparable to last year's report. THEC/TSAC are committed to improving data matches through enhanced data collection to allow a comprehensive understanding of Tennessee Promise students' experiences.

Privacy Notice

Throughout this report, THEC complies with federal Family Educational Rights and Privacy Act (FERPA) requirements to protect students' personally identifiable information. When tables are presented, individual cells containing fewer than ten observations are suppressed. Adjacent cells may also be suppressed to prevent unmasking via subtraction (i.e., complementary suppression). The suppressed counts are included in the table totals.

Effects of COVID-19 on Tennessee Promise

Due to the COVID-19 pandemic, TSAC temporarily suspended rules created for receiving and/or maintaining Promise eligibility. For more information about changes to Tennessee Promise eligibility rules during COVID-19, reference this section in the [2022 Tennessee Promise Annual Report](#).

More details on temporary rule suspensions for the Promise scholarship and other programs can be found at [TSAC's COVID-19 Campus & Financial Aid](#) webpage. Data presented in future iterations of this report may not be comparable to the current and to past reports.

SECTION I: PROGRAM DESCRIPTION



Program Description

The Tennessee Promise is a last-dollar scholarship that provides recent high school graduates the opportunity to complete an associate degree or certificate program free of tuition and mandatory fees at a public community college, a Tennessee College of Applied Technology (TCAT), or a public or private university with an eligible associate degree program.⁷

As a last-dollar scholarship, Tennessee Promise funds the remaining balance of tuition and mandatory fees after all other gift aid⁸ has been applied. The amount of the Tennessee Promise award is based on the other gift aid a student receives. First, the federal Pell grant is applied, followed by state gift aid (e.g., Tennessee Education Lottery Scholarship awards and the Tennessee Student Assistance Award). After all federal and state gift aid is applied to the student’s total tuition and mandatory fees, the remaining balance is paid by Tennessee Promise. **Table 1** displays three different funding scenarios. Individuals who have met all eligibility criteria for Tennessee Promise and who have all tuition and mandatory fee expenses covered by gift aid (i.e., have a balance of \$0) are still considered Tennessee Promise students.

Table 1: Tennessee Promise Award Scenarios

	Example A	Example B	Example C
Tuition/mandatory fees	\$4,000	\$4,000	\$4,000
Gift aid (HOPE, Pell, TSAA)	\$4,250	\$3,250	\$0
Gap between grant aid and tuition/mandatory fees	\$0	\$750	\$4,000
Tennessee Promise award amount	\$0	\$750	\$4,000
Tuition/Mandatory Fees Balance	\$0	\$0	\$0

⁷ Scholarships for students attending eligible four-year institutions are equal to the average cost of tuition and mandatory fees at the public two-year postsecondary institutions less all other gift aid.

⁸ Gift aid is money allotted to a student that does not need to be repaid, like scholarships and grants.

Starting in the fall of 2022 and continuing through fall 2023, the application process and corresponding deadlines for the 2023-24 cohort, are detailed in the list below.

1. November 1st: Complete an online application for the Tennessee Promise program.
2. March 1st: File the FAFSA.
3. Fall and Spring: Attend a mandatory meeting coordinated by the partnering organization.
4. Spring: Apply to a Promise eligible postsecondary institution.
5. July 5th: Complete and report eight hours of community service.
6. Fall: Enroll full-time at a community college, TCAT, or other eligible institution.
7. Fall: If selected, provide requested documentation to complete FAFSA verification.

Tennessee Promise students are paired with a mentor to guide them through the postsecondary application and enrollment processes.⁹ Once enrolled, Tennessee Promise students must complete the following steps to remain eligible for the scholarship:

- Renew the FAFSA by the Promise deadline each year they plan to receive the scholarship.
- Maintain a cumulative grade point average (GPA) of at least 2.0 for students enrolled at community colleges and universities; or maintain satisfactory academic progress (as determined by the institution) for students enrolled at TCATs;
- Complete eight hours of community service for each semester in which they enroll using Tennessee Promise¹⁰.

Students may receive Tennessee Promise funds until they earn an associate degree or TCAT diploma or complete five semesters at an eligible postsecondary institution (whichever occurs first).

⁹ The mentorship and community service components are coordinated by two partnering organizations in the state: tnAchieves and the Ayers Foundation. For more information about how tnAchieves and the Ayers Foundation coordinate mentorships and community service requirements for Tennessee Promise students, see the [2022 Completion Grants Report](#).

¹⁰ Up to 4 hours of a student's 8-hour community service requirement each term can be met by attending virtual community service webinars. You can learn more about Tennessee Promise community service requirements [here](#).

SECTION II: TENNESSEE PROMISE APPLICANTS



Tennessee Promise Applicants

Applying for Tennessee Promise involves several steps. **Table 2** displays the total number of applicants completing each pre-enrollment step to be eligible for the Tennessee Promise scholarship. The number of applicants in the 2022-23 cohort increased over the 2021-22 cohort, a promising rebound to pre-pandemic application counts.

The application cycles for the 2020-21 through 2022-23 cohorts span the onset and impact of the COVID-19 pandemic. The 2020-21 cohort, the high school graduating class of 2020, applied to Tennessee Promise prior to the onset of the pandemic, but experienced disruptions in their senior year of high school. The 2021-22 cohort experienced disruptions in both the spring of their junior year and throughout their senior year of high school (2020-21) which may contribute to the decline in application and subsequent pre-enrollment requirements. The 2022-23 cohort experienced COVID-19 disruptions earlier in their high school experience, though societal conditions began to improve in 2021-22 when the 2022-23 cohort was applying for Tennessee Promise. This trend generally aligns with Tennessee’s college-going rate, which declined in both 2020 and 2021 but rebounded in 2022.¹¹

Table 2: Tennessee Promise Application Process by Counts, 2019-20 Through 2022-23 Cohorts¹²

	Cohort			
	2019-20	2020-21	2021-22	2022-23
Applied for Tennessee Promise	64,243	64,062	61,649	62,980
Filed the FAFSA	56,765	57,471	53,017	53,764
Completed Community Service Requirements	28,673		27,517	30,172
Eligible for Tennessee Promise	18,943	19,495	15,378	15,414
Enrolled at an Eligible Institution	16,987	16,886	13,695	13,616

Notes: Community service requirements were waived for the 2020-21 cohort due to the COVID-19 pandemic. Cohort years refer to the first year a student is enrolled in postsecondary education. For example, the 2019-20 cohort graduated high school in spring 2019 and 2019-20 is the first academic year a student would be able to enroll full-time in postsecondary education. Summer 2023 enrollment data is not available at this time for the 2022-23 cohort, which may impact the *Enrolled at an Eligible Institution* count for the 2022-23 cohort. Historically, roughly 0.3% - 0.6% of Promise students enroll in the summer term, so the anticipated increase with summer 2023 enrollment is small.

This report uses both payment data reported by TSAC’s FAST and enrollment information from THECSIS to determine Tennessee Promise enrollment. To be considered *Enrolled at an Eligible Public Institution*, an applicant must have completed all Tennessee Promise pre-enrollment requirements, be paid at a Tennessee Promise eligible institution in the academic year corresponding to their application cycle and be found in enrollment data at an eligible public institution in the academic year corresponding to their application cycle.

¹¹ To read more about Tennessee’s college-going rate, see the [College Going and the Class of 2022](#) report.

¹² [Appendix C.1](#) recreates this table with all eight Tennessee Promise cohorts included.

Table 3 below presents the proportion of applicants completing each step in the application process by cohort. Up through the 2020-21 cohort, around 30% of applicants became eligible for Tennessee Promise in the following academic year. The 2021-22 Tennessee Promise cohort represents the high school graduating class of 2021, which experienced disruptions in both their junior and senior year of high school. Nearly a quarter (24.9%) of Tennessee Promise applicants from the class of 2021 were considered eligible for Tennessee Promise. A slightly smaller share of students (24.5%) in the 2022-23 cohort were eligible for Tennessee Promise, which reflects the smallest share of applicants to have been certified eligible for Tennessee Promise since the program’s implementation. Additionally, just over one-fifth (21.6%) of the 2022-23 cohort’s applicants enrolled in an eligible public institution. See **Table 3** for more information on how this has changed over time.

Table 3: Tennessee Promise Application Process by Proportion, 2019-20 Through 2022-23 Cohorts¹³

	Cohort			
	2019-20	2020-21	2021-22	2022-23
Applied for Tennessee Promise	64,243	64,062	61,649	62,980
Filed the FAFSA	88.4%	89.7%	86.0%	85.4%
Completed Community Service Requirements	44.6%		44.6%	47.9%
Eligible for Tennessee Promise	29.5%	30.4%	24.9%	24.5%
Enrolled at an Eligible Institution	26.4%	26.4%	22.2%	21.6%

Notes: Community service requirements were waived for the 2020-21 cohort due to the COVID-19 pandemic. Cohort years refer to the first year a student is enrolled in postsecondary education. For example, the 2019-20 cohort graduated high school in spring 2019 and 2019-20 is the first academic year a student would be able to enroll full-time in postsecondary education. Summer 2023 enrollment data is not available at this time for the 2022-23 cohort, which may impact the *Enrolled at an Eligible Institution* count for the 2022-23 cohort. Historically, roughly 0.3% - 0.6% of Promise students enroll in the summer term, so the anticipated increase with summer 2023 enrollment is small.

¹³ [Appendix C.2](#) recreates this table with all eight Tennessee Promise cohorts included.

Table 4 presents demographic information for all Tennessee Promise applicants in the 2019-20 through 2022-23 cohorts, including gender, race/ethnicity, first generation status, ACT composite score, and socioeconomic status. Median adjusted gross income (AGI) and expected family contribution (EFC) have both grown steadily over time. The compound annual growth rate (CAGR) for both AGI and EFC has grown 6.0% and 19.2%, respectively, compared to a CAGR of 3.8% in consumer price index over the same timeframe.¹⁴

Table 4: Demographics for Tennessee Promise Applicants, 2019-20 Through 2022-23 Cohorts¹⁵

		Cohort			
		2019-20	2020-21	2021-22	2022-23
Gender	Male	50.4%	49.7%	49.1%	49.5%
	Female	49.6%	50.3%	50.9%	50.5%
Race/Ethnicity	White	64.1%	64.7%	64.9%	64.0%
	Black	20.7%	20.6%	19.8%	19.4%
	Hispanic	7.4%	7.9%	8.0%	9.1%
	Asian/Pacific Islander	2.0%	2.1%	2.4%	2.6%
	Other	1.2%	1.3%	1.3%	1.3%
	Unknown	4.5%	3.5%	3.7%	3.6%
First Generation		35.7%	35.6%	31.8%	31.3%
Average ACT Composite		19.8	19.4	19.3	19.3
Median AGI		\$54,416	\$58,000	\$63,002	\$65,944
Median EFC		\$2,583	\$3,063	\$4,314	\$4,932
Total		64,243	64,062	61,649	62,980

Notes: First Generation status, Adjusted Gross Income (AGI), and Expected Family Contribution (EFC) are derived from the FAFSA and are only available for applicants with a FAFSA on record. "First generation" students are individuals whose parent(s) listed on their FAFSA did not indicate having a college degree. "Other" includes American Indian, Alaskan Native, and Multiracial students.

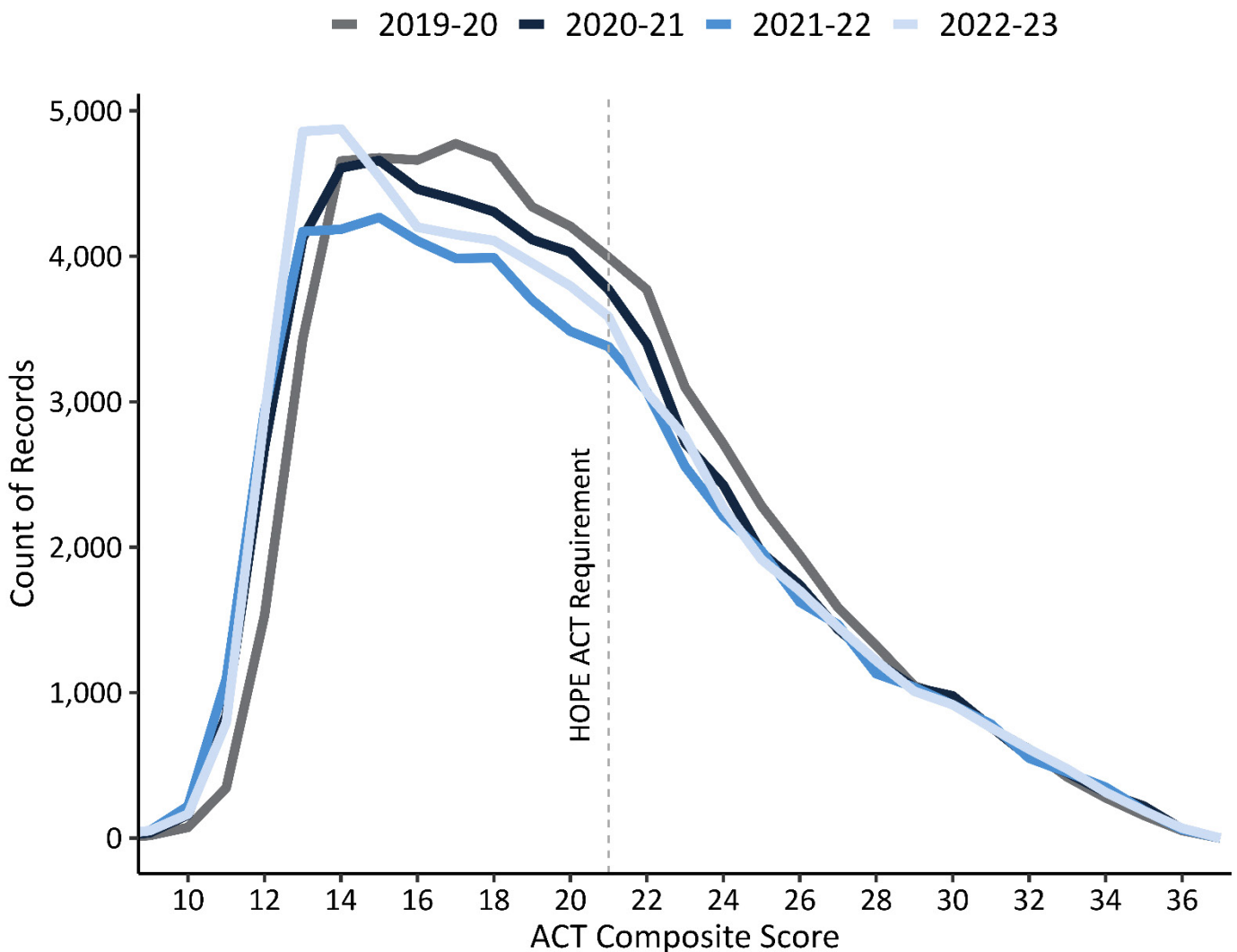
¹⁴ The Consumer Price Index inflation rate change is calculated from September 2015 to September 2022. More information on the Consumer Price Index (CPI) can be found at the U.S. Bureau of Labor Statistics [website](#).

¹⁵ [Appendix C.3](#) shows this table with all eight Tennessee Promise cohorts included.

Figure 2 compares the distributions of ACT composite scores for each cohort of Tennessee Promise applicants since the 2019-20 cohort. The HOPE scholarship eligibility threshold is indicated by a vertical dashed line (a 21 or higher composite ACT score). The horizontal axis has been truncated to demonstrate the differences between groups more clearly. Looking at the peak of the distribution curve, falling to the left of the dashed line, most Promise applicants do not achieve a composite ACT score required to be awarded the HOPE scholarship.

Although Tennessee Promise applicants in the 2022-23 cohort recorded the same average composite ACT score as the 2021-22 cohort's applicants (19.3) and nearly the same average score as the 2020-21 cohort's applicants (19.4), the distribution of scores for the 2022-23 cohort shows that more applicants had lower scores in this most recent cohort than in the three cohorts preceding it.

Figure 2: Distribution of ACT Composite Scores, 2019-20 Through 2022-23 Cohorts



SECTION III: TENNESSEE PROMISE STUDENTS

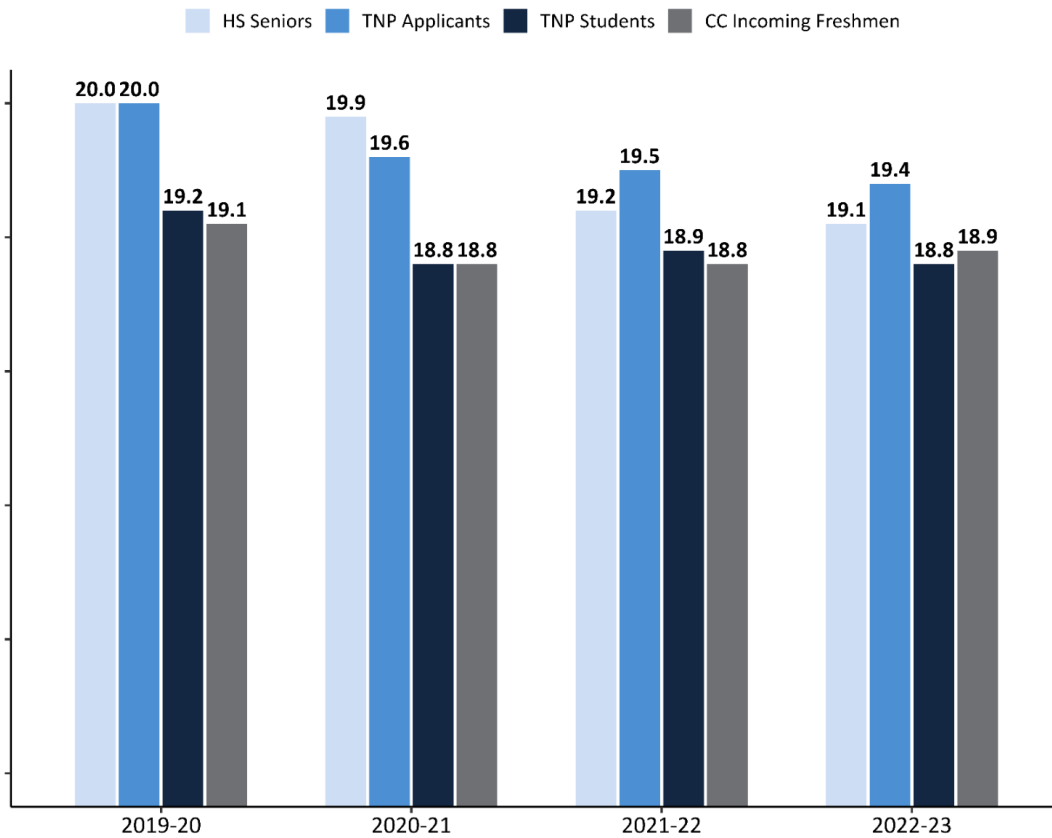


Tennessee Promise Students

This report defines Tennessee Promise students as those who are paid \$0 or more and found in public postsecondary enrollment records in the academic year following their application. These students are certified in financial aid data and are also found in enrollment records at eligible public institutions. Some students might have an approved leave of absence or may be waitlisted for their program. While these students remain eligible for Tennessee Promise, they are excluded from these analyses because they do not yet appear in enrollment records. More information about the identification of Tennessee Promise students can be found on pages 10 and 11.

Figure 3 displays the average ACT composite scores for public high school graduates, Tennessee Promise applicants who did not ultimately enroll as a Promise student, Tennessee Promise students, and incoming freshmen at community colleges across the state. ACT scores range from 0-36.

Figure 3: Comparative ACT Composite Scores, 2019-20 Through 2022-23 Cohorts



Notes: High School Seniors' ACT scores are sourced from the Tennessee Department of Education, who reports the highest ACT score earned for students. For Tennessee Promise Applicants, Tennessee Promise Students, and Community College Incoming Freshmen, ACT scores come first from ACT Inc., which records a student's most recent test score. If a score is not available from ACT, scores are recorded from the TSAC FAST database or from THECSIS. Both FAST and THECSIS maintain the first ACT score reported for a student. Tennessee Promise applicants and Tennessee Promise students are exclusive groups in the figure above. "High School Seniors" and "Community College Incoming Freshmen" include Tennessee Promise applicants and students.

Table 5 presents the demographic characteristics of Tennessee Promise students in the 2019-20 through 2022-23 cohorts as compared to the demographic characteristics of the overall applicant pool. In this comparison, the “Applicants” columns are representative of all Tennessee Promise applicants for each respective cohort, while Tennessee Promise students are *only* those who were certified by financial aid data and were found in enrollment records in the academic year corresponding to their application year.

While the percentage of Black Tennessee Promise applicants has remained mostly consistent from the 2020-21 cohort to the 2022-23 cohort (moving just 1.2 percentage points from 20.6% to 19.4% during that time), Black Tennessee Promise applicants are increasingly less likely to convert into Tennessee Promise students. 15.1% of Tennessee Promise Students in the 2020-21 cohort were Black, while only 11.4% of students in the 2022-23 cohort are Black. The gap between Black Tennessee Promise applicants and students was 5.5 percentage points in the 2020-21 cohort but has widened to 8 percentage points in the 2022-23 cohort.

Male students comprise approximately 50% of applicants but make up approximately 45-48% of Tennessee Promise students. Also noteworthy is the rising share of male Tennessee Promise students. Males made up a larger share of Tennessee Promise students in the 2021-22 cohort (47.9%) and the 2022-23 cohort (47.4%) than in the 2020-21 cohort (45.4%). Promise students also have higher median AGIs and EFCs than the overall pool of applicants.

Table 5: Tennessee Promise Applicants and Tennessee Promise Students, 2019-20 Through 2022-23 Cohorts¹⁶

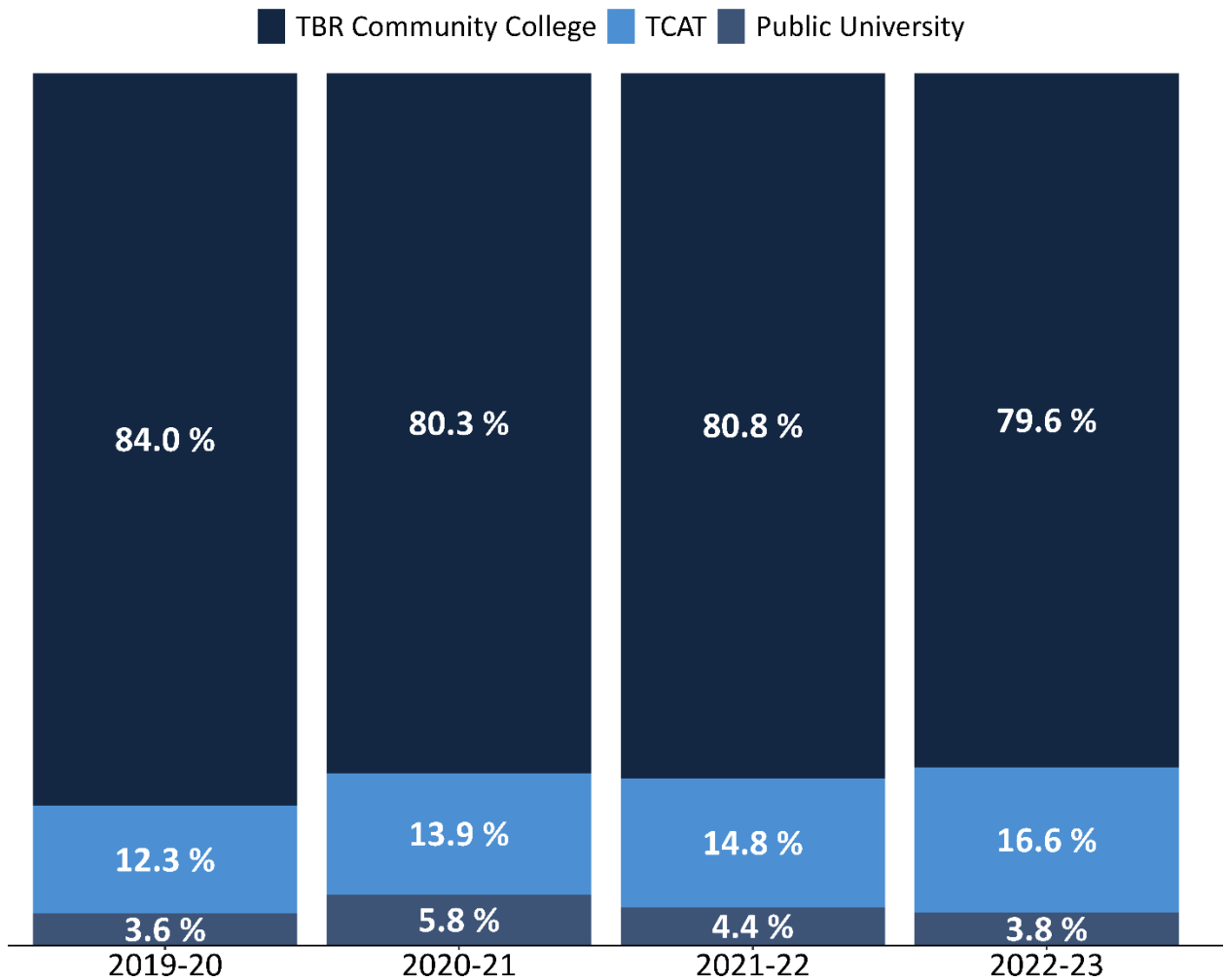
	Cohort							
	2019-20		2020-21		2021-22		2022-23	
Gender	Applicants	Students	Applicants	Students	Applicants	Students	Applicants	Students
Male	50.4%	47.4%	49.7%	45.4%	49.1%	47.9%	49.5%	47.4%
Female	49.6%	52.6%	50.3%	54.6%	50.9%	52.1%	50.5%	52.6%
Race/Ethnicity								
White	64.1%	73.7%	64.7%	73.0%	64.9%	75.4%	64.0%	74.1%
Black	20.7%	14.7%	20.6%	15.1%	19.8%	12.1%	19.4%	11.4%
Hispanic	7.4%	8.1%	7.9%	8.2%	8.0%	8.4%	9.1%	10.5%
Asian/Pacific Islander	2.0%	1.7%	2.1%	1.8%	2.4%	1.9%	2.6%	1.8%
Other	1.2%	1.4%	1.3%	1.6%	1.3%	1.7%	1.3%	1.7%
Unknown	4.5%	0.4%	3.5%	0.4%	3.7%	0.5%	3.6%	0.5%
First Generation	35.7%	37.9%	35.6%	36.5%	31.8%	34.7%	31.3%	35.4%
Median AGI	\$54,416	\$59,505	\$58,000	\$63,043	\$63,002	\$69,300	\$65,944	\$68,746
Median EFC	\$2,583	\$3,992	\$3,063	\$4,500	\$4,314	\$6,274	\$4,932	\$6,065
Total	64,243	16,987	64,062	16,886	61,649	13,695	62,980	13,616

Notes: First Generation status, Adjusted Gross Income (AGI), and Expected Family Contribution (EFC) are derived from the FAFSA and are only available for applicants with a FAFSA on record. “First generation” students are individuals whose parent(s) listed on their FAFSA did not indicate having a college degree. “Other” includes American Indian, Alaskan Native, and Multiracial students. Students enrolled at an eligible private institution, are on a program’s waitlist, or who have an approved leave of absence *are* captured in the “Applicants” counts but *are not* captured in the “Students” columns.

¹⁶ [Appendix C.4](#) recreates this table for the 2015-16 through the 2018-19 Tennessee Promise cohorts.

Figure 4 displays the sector in which Tennessee Promise students first enrolled. The vast majority of Tennessee Promise students enroll first at a community college, but a growing proportion are matriculating to TCATs. In the 2022-23 cohort, 16.6% of Tennessee Promise students enrolled at a TCAT, compared to 11.6% of students in the very first Tennessee Promise cohort and 12.3% in the 2019-20 cohort. [Appendix B](#) provides a more comprehensive view of this data including Tennessee Promise enrollment counts by institution.

Figure 4: First Enrollment of Tennessee Promise Students by Sector, 2019-20 Through 2022-23 Cohorts¹⁷



Notes: Public University includes Austin Peay State University and Tennessee State University. University of Tennessee, Southern, formerly Martin Methodist, was added to the University of Tennessee System in July 2021, and is included in 2021-22 and 2022-23 cohort figures.

¹⁷ [Appendix C.5](#) recreates this figure with all eight Tennessee Promise cohorts included.

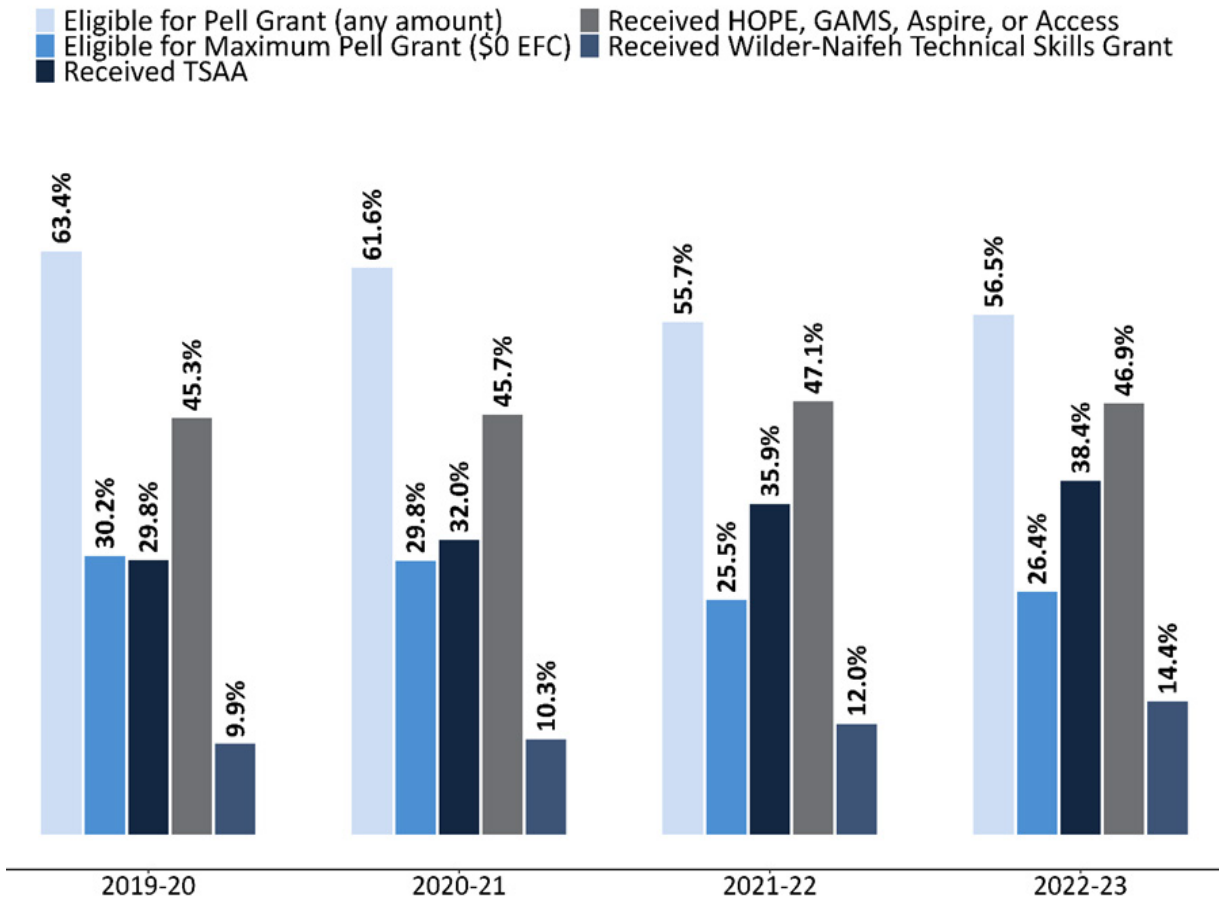
Figure 5 provides financial aid information for Tennessee Promise students in the 2020-21 through 2022-23 cohorts. Pell eligibility is reflective of a student's eligibility for a Pell grant of any amount through their entire enrollment history. For example, if a student was ever eligible for a Pell grant (regardless of when or even if only for one semester), that student is included in the percentage of students who are eligible for a Pell Grant. As time goes on and students are enrolled longer, the likelihood that they will ever be eligible for a Pell Grant goes up. This explains why earlier cohorts have a higher percentage of Pell eligible students.

Scholarship receipt is determined by what percentage of students in each cohort, during their first semester, received a scholarship meaning they were paid more than \$0 for the program. For example, 46.9% of students in the 2022-23 cohort received HOPE, GAMS, Aspire, or Access scholarships in fall 2022.

Notably, the share of students receiving the Tennessee Student Assistance Award (TSAA) has improved in each of the last three years as TSAA eligibility has expanded.¹⁸ The share of Promise students receiving a Wilder-Naifeh Skills Grant has also increased steadily since the 2020-21 cohort, with 14.4% of Tennessee Promise students in the 2022-23 cohort receiving the grant; since the Wilder-Naifeh Technical Skills Grant is available only to TCAT enrollees, this increase mirrors the overall increase in Promise students enrolling at TCATs (**Figure 4**).

¹⁸ In the 2021-22 academic year, the EFC threshold for TSAA eligibility was expanded to equal the EFC threshold for Pell eligibility (an EFC of \$5,846 or less). \$5,846 remained the threshold for TSAA eligibility in the 2022-23 academic year, and in the 2023-24 academic year, TSAA eligibility was expanded once more to include student's whose EFC was \$6,656 or less. Unlike the Pell grant, not all students eligible for TSAA can receive the award due to limited funds. For the 2023-24 academic year, for example, eligible students were awarded until July 1st, meaning FAFSA filers with a qualifying EFC were offered TSAA through July 1st and after that date EFC-eligible students were not awarded TSAA.

Figure 5: Financial Aid for Tennessee Promise Students, 2019-20 Through 2022-23 Cohorts



SECTION IV: TENNESSEE PROMISE OUTCOMES

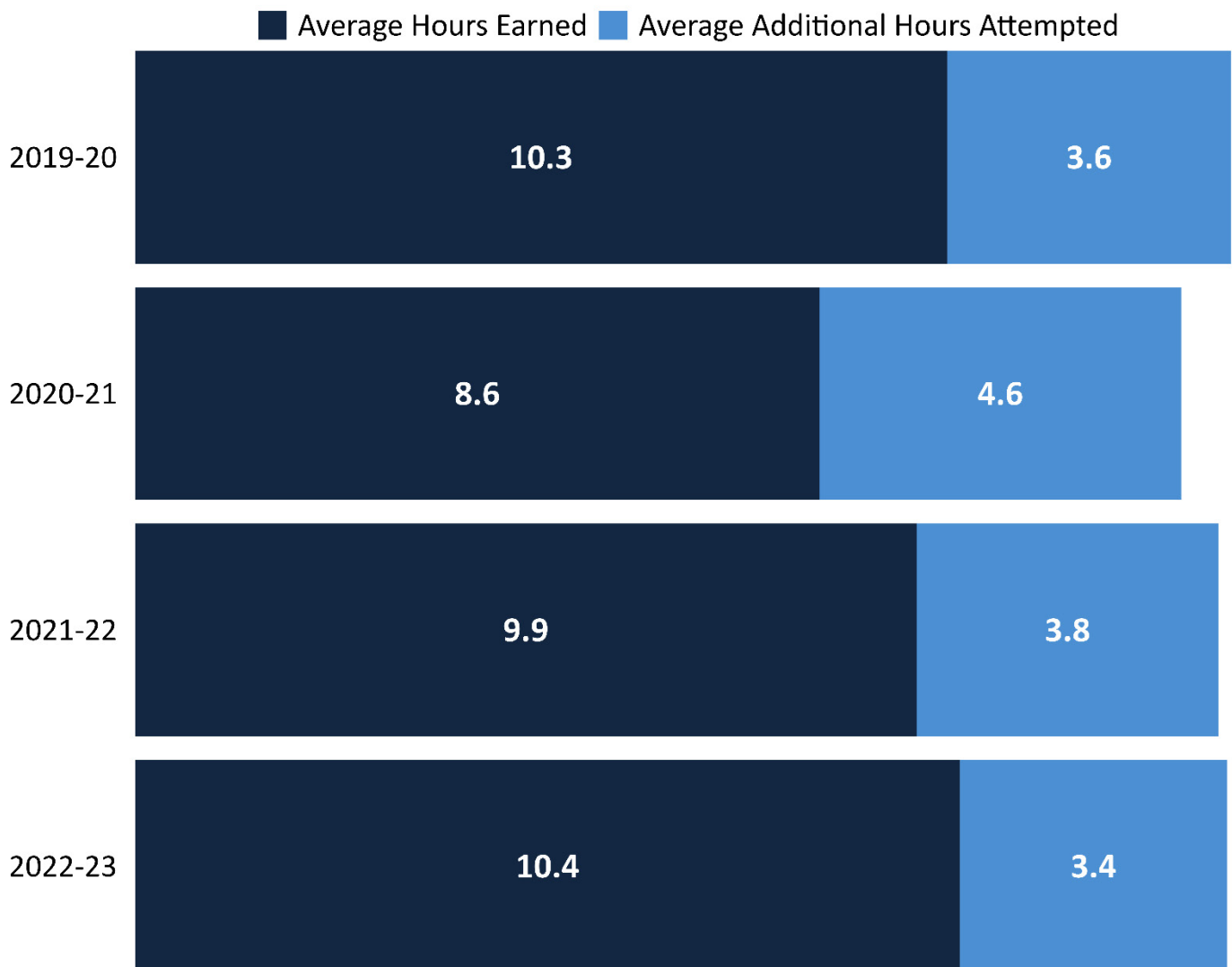


Tennessee Promise Outcomes

Credit Hour Accumulation

Figure 6 displays the credit hours attempted and earned by each cohort in the first semester they enrolled at an eligible institution.¹⁹ TCAT students are excluded from the analyses in **Figure 6** and **Figure 7** since those institutions do not use standard semester hours. The figures below capture 11,346 Tennessee Promise students in the 2022-23 cohort enrolled at all other eligible public institutions. Tennessee Promise students are required to enroll in at least 12 hours to maintain scholarship eligibility. Enrollment status requirements were relaxed due to COVID-19 for semesters impacting the 2020-21 and 2021-22 cohorts, which may explain the decline in hours attempted and earned. Credit hours attempted and earned by the 2022-23 cohort in their first semester mirrored those of pre-pandemic cohorts which were not impacted by relaxed enrollment status requirements.

Figure 6: Hours Attempted and Earned (Including 0 Hours Earned) in First Semester, 2019-20 Through 2022-23 Cohorts²⁰



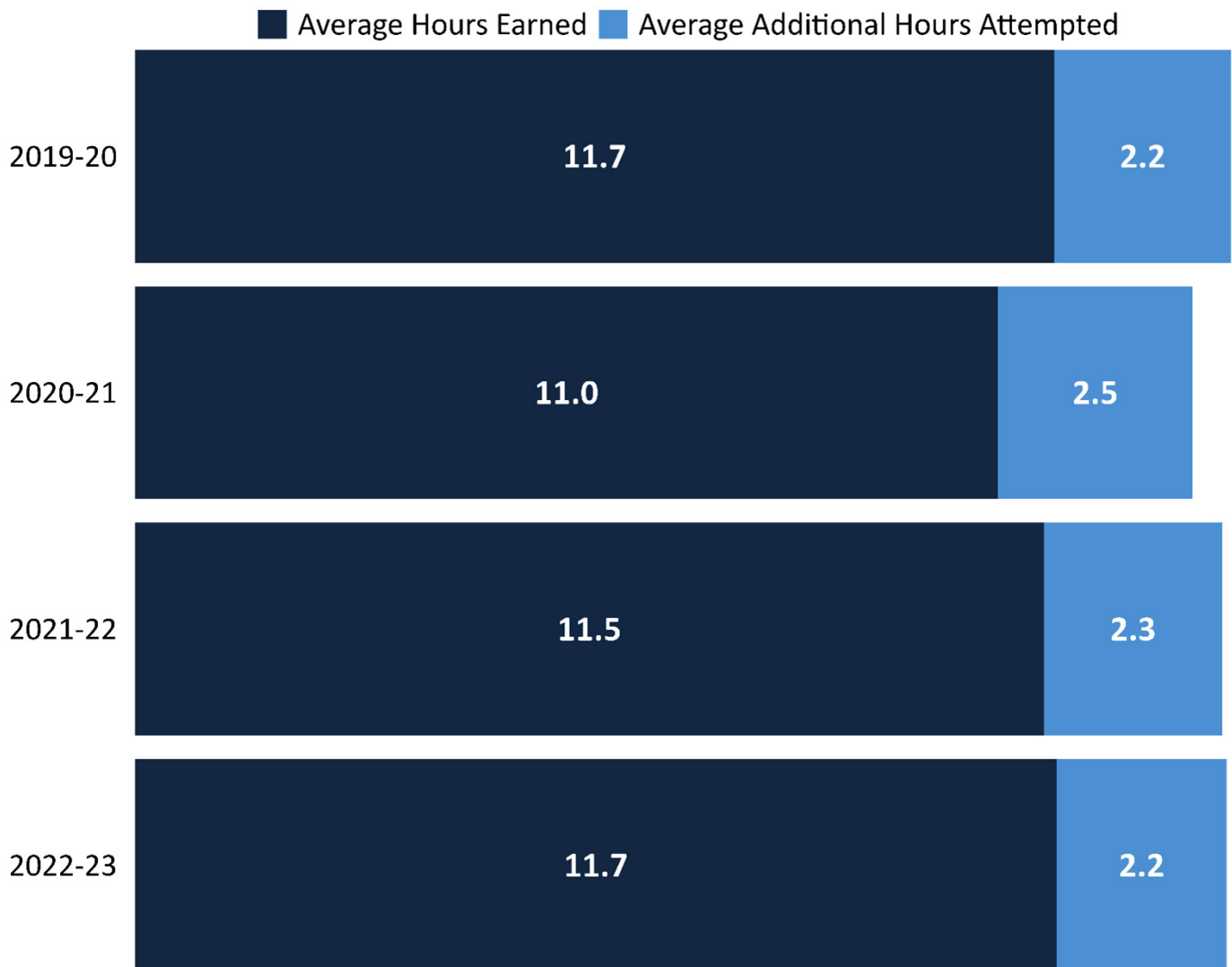
¹⁹ The number of credit hours attempted include hours for non-credit-bearing courses.

²⁰ [Appendix C.6](#) recreates this table with all eight Tennessee Promise students included.

Figure 7 below is almost identical to **Figure 6** above, except it excludes observations where students earned zero hours in their first semester. Zero credit hour earners in the first semester may have been enrolled at the census date but did not successfully complete any credit hours that semester, potentially indicating a student who withdrew completely prior to the end of the semester. This represents nearly 15,000 students across all eight Tennessee Promise cohorts and represents 1,248 (or 11.0% of) students in the 2022-23 cohort who are enrolled at eligible public, non-TCAT institutions.

This figure depicts the average number of credits earned and the average number of additional credits attempted by the 2019-20 through 2022-23 Tennessee Promise cohorts. Excluding zero credit hour earners, the average Promise student in the 2022-23 cohort attempted 13.9 credit hours and earned nearly twelve credit hours in their first semester, which is consistent with past cohorts.

Figure 7: Hours Attempted and Earned (Excluding 0 Hours Earned) in First Semester, 2019-20 Through 2022-23 Cohorts²¹



²¹ [Appendix C.7](#) recreates this figure with all eight Tennessee Promise cohorts included.

Retention and Completion

The following figures depict the success rates of Tennessee Promise students through their first three years of the program, limited to fall and spring semesters. Students who maintain their eligibility can receive Tennessee Promise for a maximum of 5 semesters. The success rate comprises students who meet one of the following criteria:

1. A student is still enrolled at any public Tennessee institution with no award.
2. A student earned a credential and remains enrolled at any public Tennessee institution.
3. A student has graduated.²²

These data restrict the cohorts provided in [Table 2](#) to capture Tennessee Promise students who were certified and enrolled at an eligible institution who first enrolled in the *fall* semester. These data are inclusive of all Tennessee public community colleges, universities, and TCATs. Awards data include certificates, diplomas, associates, and bachelor's degrees. Each figure begins with the *fall* semester and alternates between fall and spring semesters. Awards conferred in the summer, fall, and spring are considered in the calculations for these figures, which marks a change in methodology from previous years' reporting. In past years, only awards conferred in the fall or spring terms were considered in cohorts' success rates. As a result, these figures are not comparable to those in previous reports.

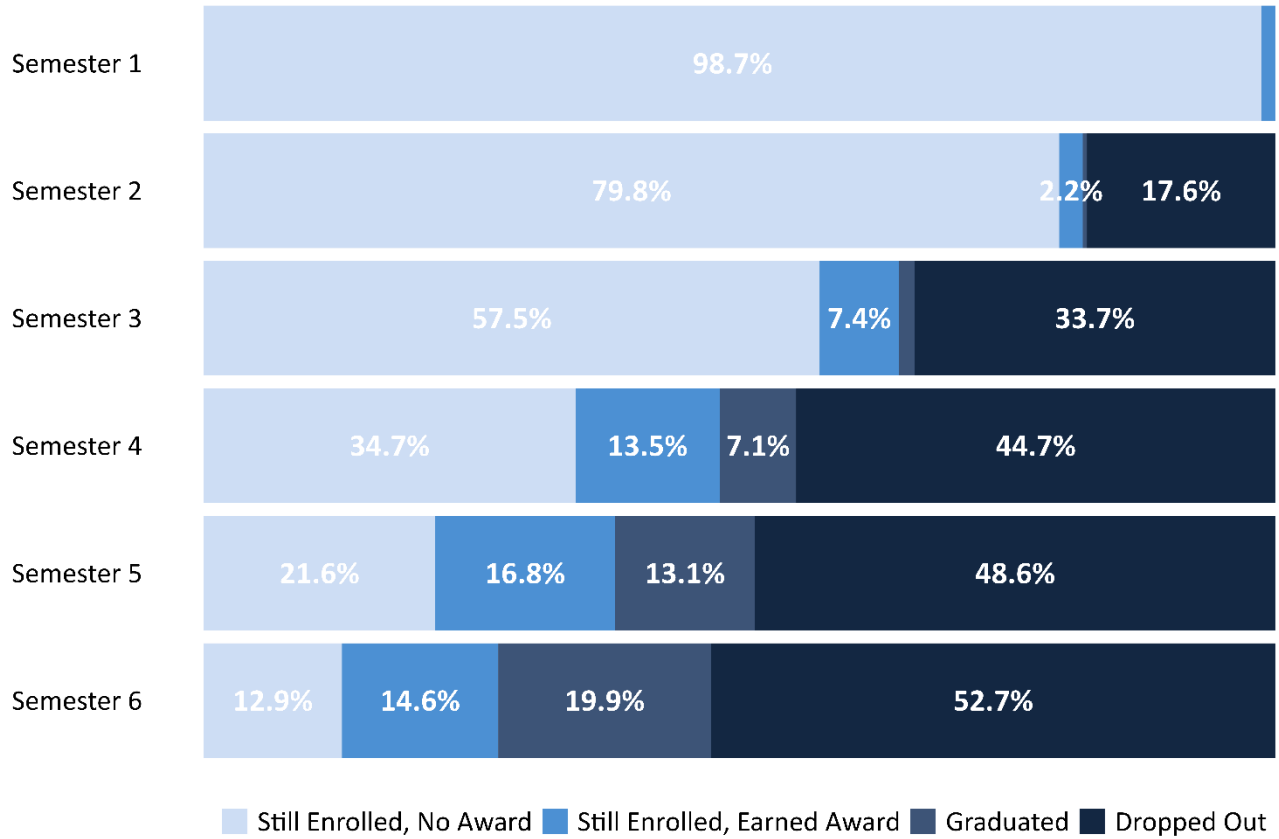
The biggest loss of students to dropout consistently occurs between the first and second fall semesters. Completions begin as early as semester one, with small shares of students earning certificates. Large jumps in credential attainment typically occur at the end of the second year (semester 4).

A persisting trend is the increasing number of students who drop out by their sixth semester. In the 2015-16 cohort, 48.6% of Promise students dropped out by the sixth semester. That figure rose to 49.4% for the 2016-17 cohort, 50.6% for the 2017-18 cohort, 52.4% for the 2018-19 cohort, and 52.7% for the 2019-20 cohort, which is the last cohort for which data is available for all six semesters.²³

²² Figures 7 through 10 capture students' movement through Tennessee public higher education. Due to the varying nature of student pathways, this analysis does not permanently drop students. For example, a student could appear as a drop-out in semester two but re-appear as still enrolled in semester three. If a student completed a credential, they will never be classified as a drop-out; they can only be classified as still enrolled, earned a degree, or graduated.

²³ [Appendix C.8](#) shows success rates of students in the 2015-16 cohort through their first six semesters. [Appendix C.9](#) shows success rates for the 2016-17 cohort. [Appendix C.10](#) shows success rates for the 2017-18 cohort. [Appendix C.11](#) shows success rates for the 2018-19 cohort.

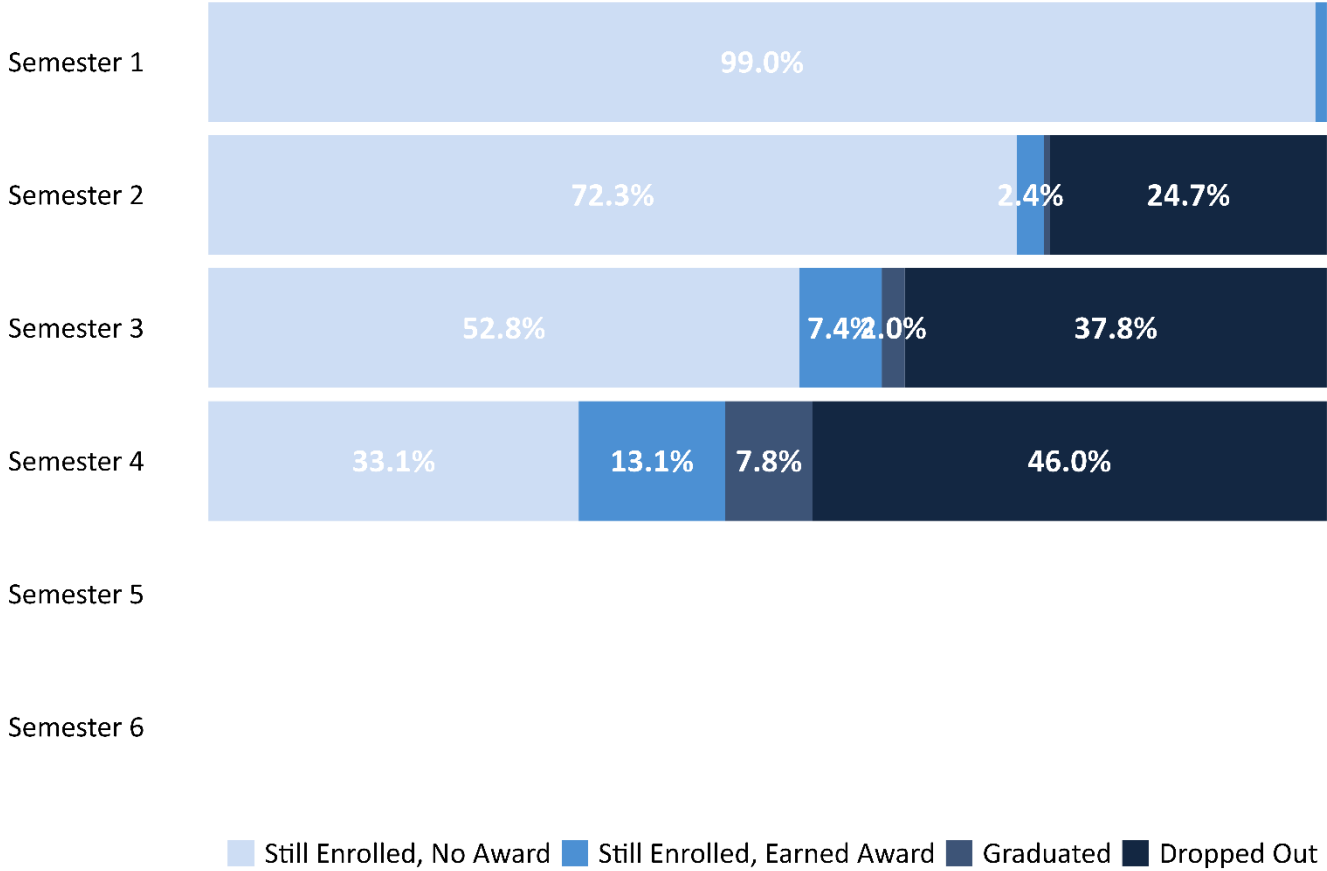
Figure 8: Success Rates by Semester, 2019-20 Cohort



Notes: Semester 1 shows fall 2019 results, semester 2 shows spring 2020, semester 3 shows fall 2020 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester.

Figure 9 shows the success rates for the 2020-21 cohort, by semester. The 2020-21 cohort remains eligible for Tennessee Promise as of this report and data reported are limited to students' first four semesters. Semester 5 (fall 2022) is not shown because awards data for this term are not yet available. The 2020-21 cohort's retention rate from its first to second semester declined substantially relative to past cohorts. In the first five cohorts of Tennessee Promise students, between 16.9% and 17.6% of students dropped out after their first semester. In the 2020-21 cohort, 24.7% of Promise students dropped out after their first semester. This represents an increase of 7.1 percentage points compared to the 2021-22 cohort.

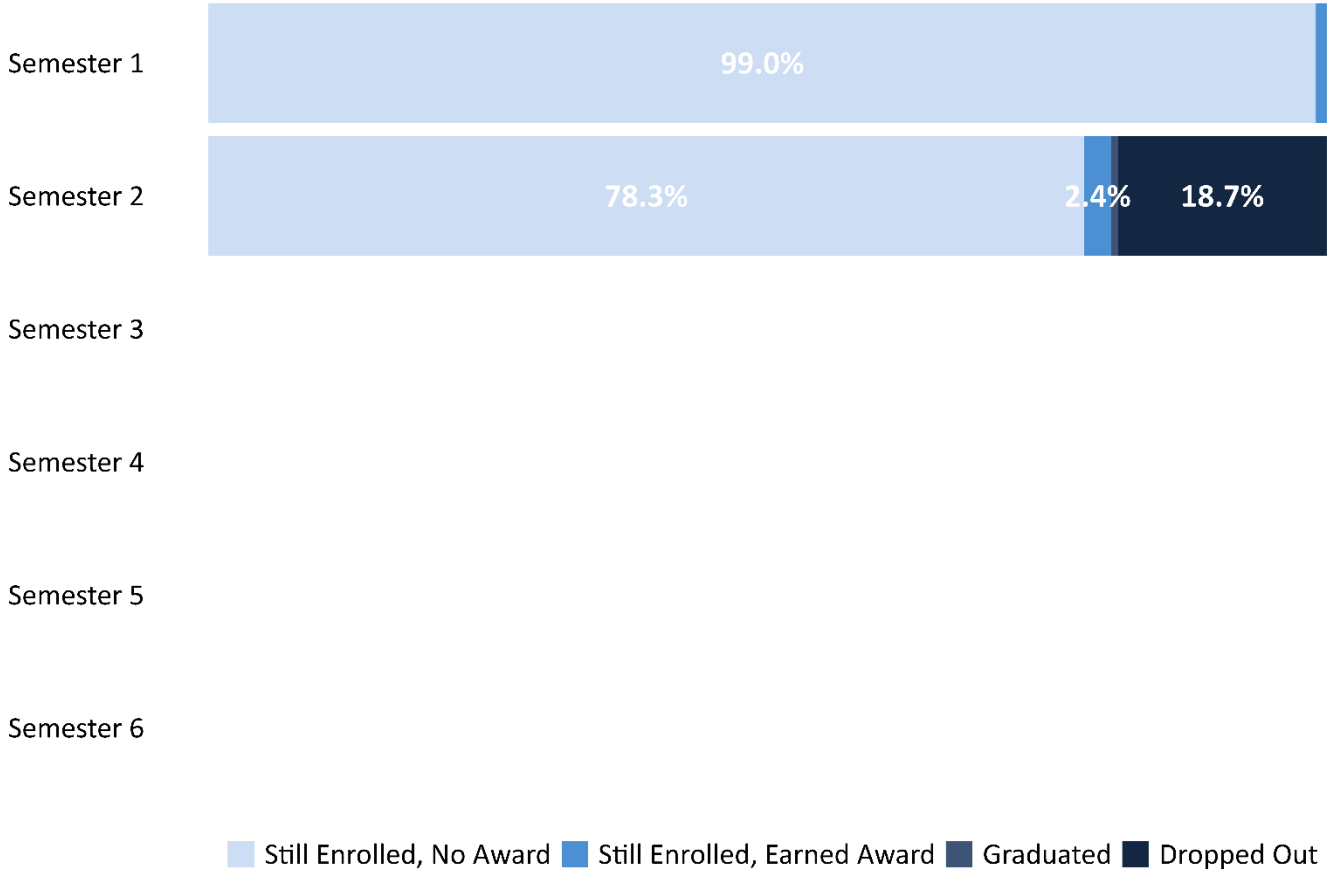
Figure 9: Success Rates by Semester, 2020-21 Cohort



Notes: Semester 1 shows fall 2020 results, semester 2 shows spring 2021 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester.

Figure 10 shows the success rate for the 2021-22 cohort, by semester. The 2021-22 cohort remains eligible for Tennessee Promise as of this report and data reported are limited to students first fall and spring semesters. First-to-second semester retention rates improved for the 2021-22 cohort, returning to a drop-out rate of 18.7%. This represents a six-percentage point improvement compared to the previous cohort’s (2020-21) dropout rate.

Figure 10: Success Rates by Semester, 2021-22 Cohort



Notes: Semester 1 shows fall 2021 results, semester 2 shows spring 2022. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester.

Table 6 shows the proportion of students from each community college that have transferred to a four-year institution, by cohort. Motlow State (29.1%) leads the 2018-19 cohort in transfers to four-year institutions while Pellissippi State leads for the 2019-20 cohort (24.6%) and the 2020-21 cohort (22.9%). For more detail about transfer patterns of the first-time, full-time freshmen cohort, see [THEC's Articulation and Transfer in Tennessee Higher Education reports](#).

Table 6: Tennessee Promise Transfer to University by Community College and Cohort

Institution	Cohort					
	2018-19		2019-20		2020-21	
	Total Enrollment	% with University Enrollment	Total Enrollment	% with University Enrollment	Total Enrollment	% with University Enrollment
Chattanooga State	1,153	18.0%	1,084	16.7%	988	13.7%
Cleveland State	487	15.2%	643	15.4%	587	11.6%
Columbia State	1,242	26.7%	1,320	19.7%	1,251	19.3%
Dyersburg State	344	28.8%	374	18.2%	418	17.7%
Jackson State	707	16.8%	792	19.9%	726	13.9%
Motlow State	1,225	29.1%	1,435	24.4%	1,318	19.3%
Nashville State	847	21.7%	840	17.5%	895	12.4%
Northeast State	1,038	23.3%	1,017	20.4%	997	16.3%
Pellissippi State	1,895	26.6%	1,860	24.6%	1,801	22.9%
Roane State	985	18.6%	965	20.2%	965	13.7%
Southwest TN	1,250	19.0%	1,136	16.3%	1,104	13.7%
Volunteer State	1,572	17.4%	1,580	16.1%	1,452	12.7%
Walters State	1,175	21.6%	1,224	17.9%	1,055	16.9%
Total	13,920	22.0%	14,270	19.5%	13,557	16.3%

Table 7 provides a matrix with the number of Tennessee Promise students from all eight Tennessee Promise cohorts that each community college sent to each Tennessee public university as of fall 2022.²⁴ Pellissippi State has sent the largest number of students onto public universities (n=3,082), followed by Motlow State (n=2,347).

Middle Tennessee State University, the University of Tennessee, Knoxville, East Tennessee State University, and Tennessee Tech University lead among recipients of Tennessee Promise student transfers, with each enrolling well over two thousand Tennessee Promise students since the program's first cohort.

Table 7: Tennessee Promise Transfer to Universities by Sending Community College, 2015-16 Through 2022-23 Cohorts

Sending Institution	APSU	ETSU	MTSU	TSU	TTU	UofM	UTC	UTK	UTM	Total
Chattanooga State	13	48	133	17	91	*	822	79	*	1,217
Cleveland State	*	57	52	*	53	*	271	121	*	566
Columbia State	67	24	899	43	195	14	221	167	115	1,745
Dyersburg State	19	*	37	*	*	177	*	16	239	519
Jackson State	43	*	103	22	20	310	43	23	364	933
Motlow State	40	29	1,577	62	424	10	107	68	30	2,347
Nashville State	257	*	388	170	138	*	43	39	53	1,129
Northeast State	*	1,449	37		55	*	*	68	*	1,627
Pellissippi State	27	281	183	*	204	18	118	2,231	*	3,082
Roane State	12	190	94	*	573	*	62	316	10	1,264
Southwest TN	34	*	79	50	*	1,041	16	30	39	1,299
Volunteer State	215	41	514	99	579	14	138	135	25	1,760
Walters State	15	881	53	*	70	*	38	384	17	1,466
Total	748	3,038	4,149	479	2,422	1,625	1,899	3,677	917	18,954

²⁴ Transfer counts reflect community college students who transferred to a four-year as of end of term fall 2022.

Table 8 displays the awards earned by spring of 2022 by each Promise cohort. Approximately half (49.3%) of Promise students in the 2015-16 cohort have earned an award. Associate degrees are the most common award that Tennessee Promise students earn. Additionally, significant shares of students in each cohort quickly earn a diploma. Students in the first three Tennessee Promise cohorts have been in the higher education environment longer, and as a result these students are more likely to have earned their bachelor's (or associate and bachelor's) degree than students in more recent cohorts. In the 2022-23 cohort, 2.7% of students have already earned a postsecondary award, with 199 earning a certificate and 149 earning a diploma in their first year of higher education. This report will continue to monitor cohorts beyond the five semesters of Promise eligibility.

Table 8: Awards Earned as of Spring 2022, 2015-16 Through 2022-23 Cohorts

Degrees Earned	Cohort							
	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
With Award	7,629	7,688	7,366	6,859	6,141	4,024	1,677	361
No Award	7,857	8,559	9,316	9,875	10,846	12,862	12,018	13,255
% with Award	49.3%	47.3%	44.2%	41.0%	36.2%	23.8%	12.2%	2.7%
Certificate Only	740	680	641	680	694	621	424	199
Diploma Only	1,302	1,290	1,266	1,157	1,280	1,468	1,172	149
Associate Only	2,061	2,456	2,859	3,387	3,396	1,585	37	*
Bachelor's Only	530	502	312	140	*	*	*	
Certificate and Diploma	113	104	118	136	156	94	32	*
Certificate and Associate	770	675	526	586	535	248	*	
Diploma and Associate	52	54	65	*	26	*		
Associate and Bachelor's	1,519	1,551	1,444	680	40			
Certificate, Diploma, and Associate	*	15	*	*	*	*		
Certificate, Diploma, Associate, and Bachelor's	*		*					
Other Combination	521	361	124	51	*	*	*	
Total	15,486	16,247	16,682	16,734	16,987	16,886	13,695	13,616

Note: TCAT awards data includes awards earned up to spring 2023, which means that data for diplomas and some certificates are already available for students in the 2022-23 cohort.

SECTION V: PROGRAM FINANCES



Program Finances

Tennessee Promise scholarships are funded by the interest generated from the Tennessee Promise scholarship endowment fund²⁵ and excess Tennessee Education Lottery funds.

Table 9 and **Table 10** depict the average Tennessee Promise dollars awarded in each semester since the program’s inception. Importantly, these tables reflect all Tennessee Promise students with certified financial aid data (row 4 in **Table 2**), which differs slightly from other tables in this report. Data for this report utilizes THEC’s financial aid data warehouse, a database that provides summarized detail on transactional data from FAST to help track financial aid participants. For full program expenditures see TSAC’s Tennessee Education Lottery summary report.²⁶

Table 9 shows average Tennessee Promise dollars awarded and *includes* students who were paid \$0. **Table 10** shows averages *excluding* students who were paid \$0. In each case, the average amount for the winter semester is substantially lower than other semesters because winter is a payment term only used for TCATs and select private colleges.

Table 9: Average Tennessee Promise Dollars Awarded Per Student, by Academic Year and Semester (\$0 Payments Included)

Academic Year ²⁷	Fall	Spring	Summer	Winter	Total Cost
2015-16	\$519	\$555	\$908	\$209	\$15,124,770
2016-17	\$575	\$618	\$1,059	\$249	\$25,002,594
2017-18	\$579	\$605	\$666	\$244	\$28,013,214
2018-19	\$577	\$602	\$423	\$251	\$28,593,204
2019-20	\$592	\$616	\$748	\$259	\$32,284,494
2020-21	\$528	\$546	\$609	\$241	\$30,213,350
2021-22	\$590	\$623	\$247	\$279	\$25,776,761
2022-23	\$517	\$548	\$238	\$281	\$22,190,350

Table 10: Average Tennessee Promise Dollars Awarded Per Student, by Academic Year and Semester (\$0 Payments Excluded)

Academic Year	Fall	Spring	Summer	Winter	Total Cost
2015-16	\$986	\$928	\$1,072	\$504	\$15,124,770
2016-17	\$1,036	\$1,012	\$1,164	\$531	\$25,002,594
2017-18	\$1,073	\$1,034	\$1,064	\$569	\$28,013,214
2018-19	\$1,092	\$1,060	\$968	\$598	\$28,593,204
2019-20	\$1,129	\$1,095	\$878	\$621	\$32,284,494
2020-21	\$1,072	\$1,015	\$791	\$629	\$30,213,350
2021-22	\$1,111	\$1,074	\$846	\$648	\$25,776,761
2022-23	\$1,010	\$990	\$897	\$649	\$22,190,350

²⁵ The Tennessee Promise scholarship endowment fund was created by T.C.A. § 49-4-708(d).

²⁶ Historical TSAC TELS Year-end summary reports are available [here](#).

²⁷ Academic years correspond to Tennessee Promise cohort years. The 2015-16 Tennessee Promise cohort is represented by the 2015-16 academic year in Table 9 and Table 10, for example.

CONCLUSION



Conclusion

This report details the experiences of Tennessee Promise students from the program's inaugural 2015-16 cohort through the 2022-23 cohort. Students in the most recent Tennessee Promise cohort (those enrolling at postsecondary institutions in fall 2022) are the primary focus of the analyses presented in this report, but year-over-year changes and longer-term trends are presented throughout the report.

The 2022-23 cohort of Tennessee Promise students was similar in size to the 2021-22 cohort, but both cohorts were smaller than pre-pandemic cohorts. Despite not returning to pre-pandemic cohort sizes, students in the 2021-22 and 2022-23 cohorts indicated a return to pre-pandemic levels of student achievement in a few areas:

- Students in the 2022-23 cohort attempted 13.8 credit hours on average and earned 10.4 credit hours on average during their first semester. This represents a complete return to the number of credits attempted and earned in students' first semesters for cohorts prior to the pandemic.
- Students in the 2021-22 cohort had a fall to spring success rate of 81.3% in their first academic year. This follows a success rate of only 75.3% for the 2020-21 cohort, who began postsecondary during the peak of the COVID-19 pandemic. Before the pandemic, cohorts' fall to spring success rates were between 82.4% and 83.1% during their first academic year.

Nearly 17% of Tennessee Promise students in the 2022-23 cohort chose to enroll at TCATs during their first semester in postsecondary education, a nearly two percentage point increase from the 2021-22 cohort. This is the highest ever share of any Tennessee Promise cohort to enroll at TCATs as their first postsecondary destination, while 79.6% enrolled at TBR Community Colleges and 3.8% enrolled at eligible universities.

Tennessee Promise can do more for Tennessee's students and workforce. While Tennessee has a robust portfolio of financial aid available, students still face financial barriers to completion. Expanding TSAA and making Completion Grants permanent are possible solutions to increase the number of Tennessee students attaining the postsecondary credentials needed to succeed in Tennessee's workforce.

APPENDICES



Appendix A: Glossary

Locally Governed Institution (LGI)

There are six public universities in Tennessee that have a local governing board. The six institutions are as follows: Austin Peay State University, East Tennessee State University, Middle Tennessee State University, Tennessee State University, Tennessee Technological University, and the University of Memphis.

Tennessee Board of Regents (TBR)

The Tennessee Board of Regents is one of the two public systems of higher education in Tennessee. The Tennessee Board of Regents governs 13 community colleges and 24 Colleges of Applied Technology across the state.

Tennessee Colleges of Applied Technology (TCATs)

There are 24 TCATs across the state which provide training for workers to obtain technical skills and professional training.

Tennessee Education Lottery Scholarship (TELS)

The Tennessee Education Lottery Scholarship program is a collection of scholarship and grant programs funded by state education lottery proceeds. These programs are intended to provide financial awards to offset costs associated with pursuing postsecondary education (HOPE, GAMS, Aspire, Access, and Wilder-Naifeh Technical Skills Grant, among others).

Tennessee Higher Education Commission (THEC)

The Tennessee Higher Education Commission was created in 1967 by the Tennessee General Assembly to coordinate and foster unity within higher education. The Commission coordinates two systems of public higher education (the University of Tennessee and the Tennessee Board of Regents) and the six locally governed institutions (Austin Peay State University, East Tennessee State University, Middle Tennessee State University, Tennessee State University, Tennessee Technological University, and the University of Memphis).

Tennessee Independent Colleges and Universities Association (TICUA)

TICUA is a membership organization for Tennessee's private colleges and universities to work together in areas of public policy, cost containment, and professional development. There are currently 34 member institutions. You can learn more about TICUA and their member institutions by visiting the [TICUA website](#).

Tennessee Promise Endowment

As stated in T.C.A. § 4-51-111(b)(3), an amount equal to \$100 million must remain in a reserve account. These funds can be drawn upon when lottery revenues are insufficient to fund Tennessee Education Lottery Scholarships (e.g., HOPE Scholarships). The transfers to the Promise Endowment account took place in 2014-15 (July through Oct 2014) in the following amounts: \$312,542,000 from the lottery reserve, and \$48,839,300 from TSAC's operating fund for a total initial transfer of \$361,381,300.

Tennessee Student Assistance Corporation (TSAC)

The Tennessee Student Assistance Corporation (TSAC) was created in 1974 by the Tennessee General Assembly as a non-profit corporation with the merging of the Tennessee Educational Loan Corporation and the Tennessee Tuition Grant Program. TSAC administers over 20 different state student financial aid programs, including the HOPE scholarship, Tennessee Promise, Tennessee Reconnect, Tennessee Student Assistance Award, and the Dual Enrollment grant.

The University of Tennessee (UT)

The University of Tennessee is one of the two public systems of higher education in Tennessee. The University of Tennessee's Board of Trustees governs 4 universities (Knoxville, Chattanooga, Martin, and Southern), the Health Science Center, the Space Institute, the Institute for Agriculture, and the Institute for Public Service.

Appendix B²⁸: Enrollment Counts by Cohort and Institution

Institution	2015- 16	2016- 17	2017- 18	2018- 19	2019- 20	2020- 21	2021- 22	2022- 23
Community Colleges								
CHATTANOOGA STATE	1,089	1,036	1,056	1,156	1,093	997	759	816
CLEVELAND STATE	438	506	513	487	643	591	525	562
COLUMBIA STATE	1,001	1,124	1,202	1,246	1,323	1,260	1,070	959
DYERSBURG STATE	299	368	329	344	375	417	357	348
JACKSON STATE	690	757	724	712	800	740	522	521
MOTLOW STATE	1,347	1,364	1,401	1,225	1,442	1,343	1,037	1,103
NASHVILLE STATE	1,151	1,046	850	847	842	900	707	767
NORTHEAST STATE	1,082	1,112	1,160	1,040	1,019	1,009	830	837
PELLISSIPPI STATE	1,749	1,798	1,832	1,900	1,862	1,813	1,613	1,557
ROANE STATE	996	1,004	1,064	988	969	973	798	782
SOUTHWEST TN	963	1,106	1,232	1,255	1,140	1,129	730	545
VOLUNTEER STATE	1,441	1,453	1,624	1,573	1,584	1,463	1,214	1,102
WALTERS STATE	1,090	1,172	1,276	1,179	1,227	1,061	954	990
Tennessee Colleges of Applied Technology								
TCAT-ATHENS	98	64	83	68	95	106	66	63
TCAT-CHATTANOOGA	95	119	100	132	139	161	133	119
TCAT-COVINGTON	21	23	29	40	56	69	58	57
TCAT-CROSSVILLE	45	50	45	74	65	111	72	80
TCAT-CRUMP	28	41	29	66	74	87	75	113
TCAT-DICKSON	127	135	172	177	168	182	123	193
TCAT-ELIZABETHTON	94	84	114	136	168	228	142	167
TCAT-HARRIMAN	62	79	86	83	99	111	94	81
TCAT-HARTSVILLE	75	89	101	108	78	86	84	84
TCAT-HOHENWALD	100	62	74	87	93	105	73	123
TCAT-JACKSBORO	38	35	33	66	90	71	67	73
TCAT-JACKSON	57	57	47	58	82	96	88	91
TCAT-KNOXVILLE	204	225	198	179	165	480	228	257
TCAT-LIVINGSTON	97	90	94	98	97	94	121	112
TCAT-MCKENZIE	33	39	25	27	34	47	24	31
TCAT-MCMINNVILLE	51	32	35	41	57	76	86	98
TCAT-MEMPHIS	141	98	93	84	149	109	136	105
TCAT-MORRISTOWN	140	147	171	214	257	278	202	248
TCAT-MURFREESBORO	105	101	106	124	178	189	120	161
TCAT-NASHVILLE	100	118	141	191	175	222	149	199
TCAT-NEWBERN	39	53	61	60	56	84	87	52

²⁸ Appendix B reflects students who are eligible for Tennessee Promise as described in [Table 2](#). This is reflective of payment data only and may include students deemed eligible for Promise but who did not enroll due to an approved leave of absence or waitlist for their desired program.

TCAT-ONEIDA	27	16	31	60	49	42	55	49
TCAT-PARIS	34	35	28	48	58	56	21	37
TCAT-PULASKI	61	60	58	65	96	141	66	97
TCAT-RIPLEY	13	*	*	*	16	20	18	11
TCAT-SHELBYVILLE	129	144	103	117	99	140	111	124
TCAT-WHITEVILLE*	15	22	16	20	22	25		

Public Universities

AUSTIN PEAY STATE UNIVERSITY	320	583	616	817	588	953	583	486
TENNESSEE STATE UNIVERSITY	55	48	41	21	33	40	12	28
UNIVERSITY OF TN, SOUTHERN							120	137

Private Universities

ART INSTITUTE OF TN - NASHVILLE	23							
BAPTIST HEALTH SCIENCES UNIVERSITY		*				*	*	*
BETHEL UNIVERSITY	24	29	13	28	48	61	33	23
BRYAN COLLEGE	24	18	26	*	41	65	54	63
CARSON NEWMAN UNIVERSITY	28	53	47	86	99	45	46	64
CUMBERLAND UNIVERSITY	60	232	357	410	472	421	389	359
FREED-HARDEMAN UNIVERSITY						*	*	*
HIWASSEE COLLEGE	34	36	37	36				
JOHN A GUPTON COLLEGE	*	*	10	*	11	*	*	*
JOHNSON UNIVERSITY	*	*	*	13	*	27	28	34
LANE COLLEGE		*	*	*	85	78	55	56
LEMOYNE-OWEN COLLEGE		19	28	31	20	14	20	37
LINCOLN MEMORIAL UNIVERSITY	11	14	24	11	16	17	*	13
LIPSCOMB UNIVERSITY					*	*		*
MARTIN METHODIST COLLEGE	99	117	102	131	111	116		
SOUTH COLLEGE	69	77	129	175	207	228	229	210
SOUTHERN ADVENTIST UNIVERSITY	14	20	13	22	29	32	48	42
TREVECCA NAZARENE UNIVERSITY	22	19	26	25	23	91	11	61
TUSCULUM UNIVERSITY		*	10	52	94	138	80	40
WELCH COLLEGE	*	10	19	21	22	19	16	15
WM R MOORE COLLEGE OF TECHNOLOGY	*				*	29	24	22

Notes:

* In July 2021, TCAT-Whiteville merged with TCAT-Jackson.

** Martin Methodist University became the University of Tennessee, Southern in July 2021.

Appendix C: Additional Tables and Figures

Appendix C.1: Tennessee Promise Application Process by Counts, All Cohorts

	Cohort							
	2015- 16	2016- 17	2017- 18	2018- 19	2019- 20	2020- 21	2021- 22	2022- 23
Applied for Tennessee Promise	57,687	59,373	60,433	62,401	64,243	64,062	61,649	62,980
Filed the FAFSA	45,743	49,054	51,854	55,071	56,765	57,471	53,017	53,764
Completed Community Service Requirements	22,716	23,725	25,681	27,596	28,673		27,517	30,172
Eligible for Tennessee Promise	16,164	17,164	17,847	18,284	18,943	19,495	15,378	15,414
Enrolled at an Eligible Institution	15,486	16,247	16,682	16,734	16,987	16,886	13,695	13,616

Notes: Community service requirements were waived for the 2020-21 cohort due to the COVID-19 pandemic. Cohort years refer to the first year a student is or would be enrolled in postsecondary education. For example, the 2019-20 cohort graduated high school in spring 2019 and 2019-20 is the first academic year a student would be able to enroll full-time in postsecondary education. Summer 2023 enrollment data is not available at this time for the 2022-23 cohort, which may impact the “Enrolled at an Eligible Institution” count for the 2022-23 cohort. Historically, roughly 0.3% - 0.6% of Promise students enroll in the summer term, so the anticipated increase with summer 2023 enrollment is small.

Appendix C.2: Tennessee Promise Application Process by Proportion, All Cohorts

	Cohort							
	2015- 16	2016- 17	2017- 18	2018- 19	2019- 20	2020- 21	2021- 22	2022- 23
Applied for Tennessee Promise	57,687	59,373	60,433	62,401	64,243	64,062	61,649	62,980
Filed the FAFSA	79.3%	82.6%	85.8%	88.3%	88.4%	89.7%	86.0%	85.4%
Completed Community Service Requirements	39.4%	40.0%	42.5%	44.2%	44.6%		44.6%	47.9%
Eligible for Tennessee Promise	28.0%	28.9%	29.5%	29.3%	29.5%	30.4%	24.9%	24.5%
Enrolled at an Eligible Institution	26.8%	27.4%	27.6%	26.8%	26.4%	26.4%	22.2%	21.6%

Notes: Community service requirements were waived for the 2020-21 cohort due to the COVID-19 pandemic. Cohort years refer to the first year a student is or would be enrolled in postsecondary education. For example, the 2019-20 cohort graduated high school in spring 2019 and 2019-20 is the first academic year a student would be able to enroll full-time in postsecondary education. Summer 2023 enrollment data is not available at this time for the 2022-23 cohort, which may impact the “Enrolled at an Eligible Institution” count for the 2022-23 cohort. Historically, roughly 0.3% - 0.6% of Promise students enroll in the summer term, so the anticipated increase with summer 2023 enrollment is small.

Appendix C.3: Demographics for Tennessee Promise Applicants, All Cohorts

	Cohort							
	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Gender								
Male	50.2%	49.7%	50.0%	49.8%	50.4%	49.7%	49.1%	49.5%
Female	49.8%	50.3%	50.0%	50.2%	49.6%	50.3%	50.9%	50.5%
Race/Ethnicity								
White	66.1%	66.1%	65.2%	64.6%	64.1%	64.7%	64.9%	64.0%
Black	23.0%	22.0%	22.0%	21.3%	20.7%	20.6%	19.8%	19.4%
Hispanic	5.1%	5.2%	5.5%	6.3%	7.4%	7.9%	8.0%	9.1%
Asian/Pacific								
Islander	1.4%	1.7%	1.6%	1.9%	2.0%	2.1%	2.4%	2.6%
Other	1.1%	1.2%	1.2%	1.4%	1.2%	1.3%	1.3%	1.3%
Unknown	3.2%	3.7%	4.5%	4.6%	4.5%	3.5%	3.7%	3.6%
First Generation	36.9%	36.4%	36.5%	36.6%	35.7%	35.6%	31.8%	31.3%
Average ACT Composite	19.1	19.7	19.7	19.6	19.8	19.4	19.3	19.3
Median AGI	\$46,499	\$48,762	\$49,361	\$51,782	\$54,416	\$58,000	\$63,002	\$65,944
Median EFC	\$1,716	\$2,177	\$1,870	\$2,304	\$2,583	\$3,063	\$4,314	\$4,932
Total	57,687	59,373	60,433	62,401	64,243	64,062	61,649	62,980

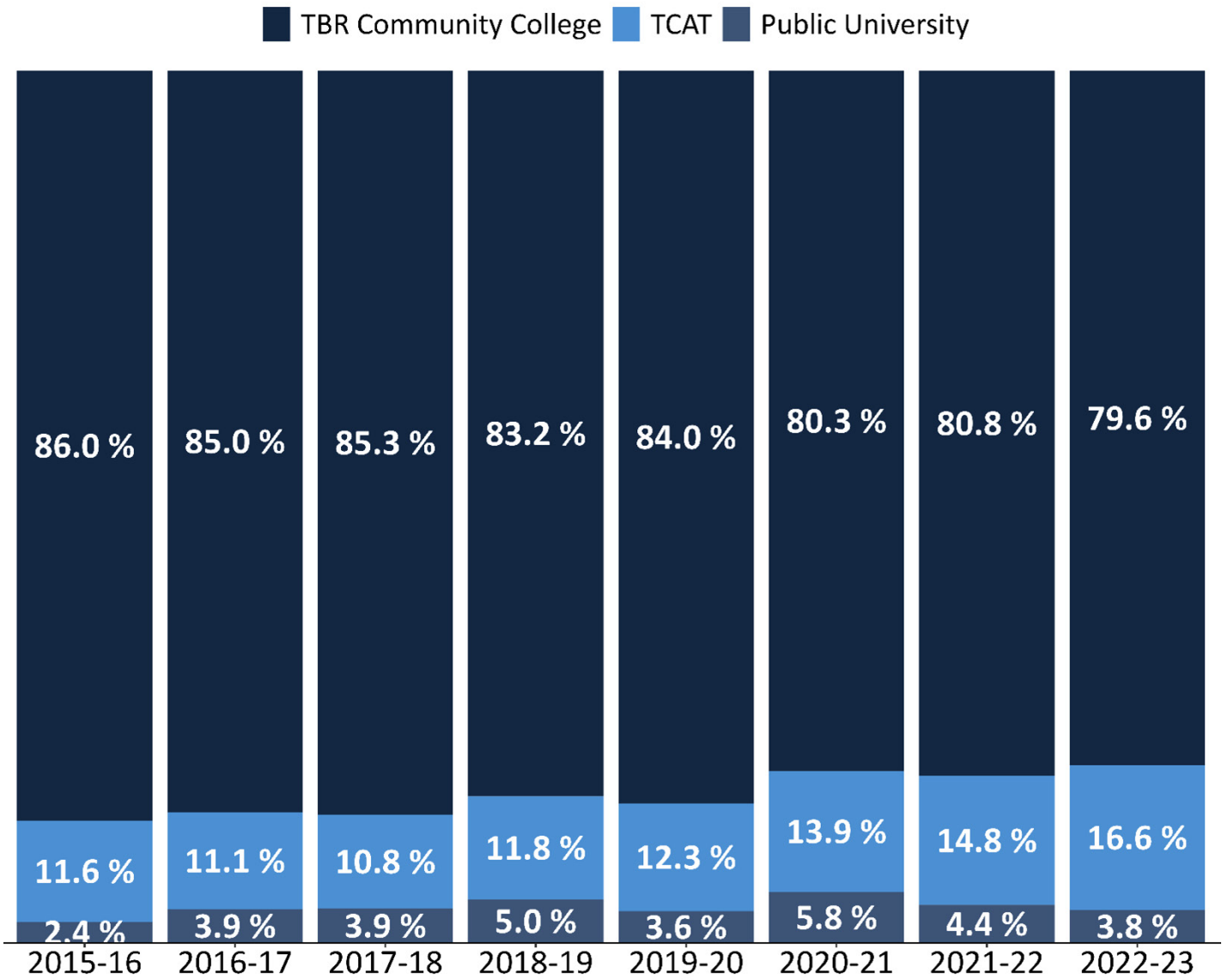
Notes: First Generation status, Adjusted Gross Income (AGI), and Expected Family Contribution (EFC) are derived from the FAFSA and are only available for applicants with a FAFSA on record. "First generation" students are individuals whose parent(s) listed on their FAFSA did not indicate having a college degree. "Other" includes American Indian, Alaskan Native, and Multiracial students.

**Appendix C.4: Tennessee Promise Applicants and Tennessee Promise Students,
2015-16 Through 2018-19 Cohorts**

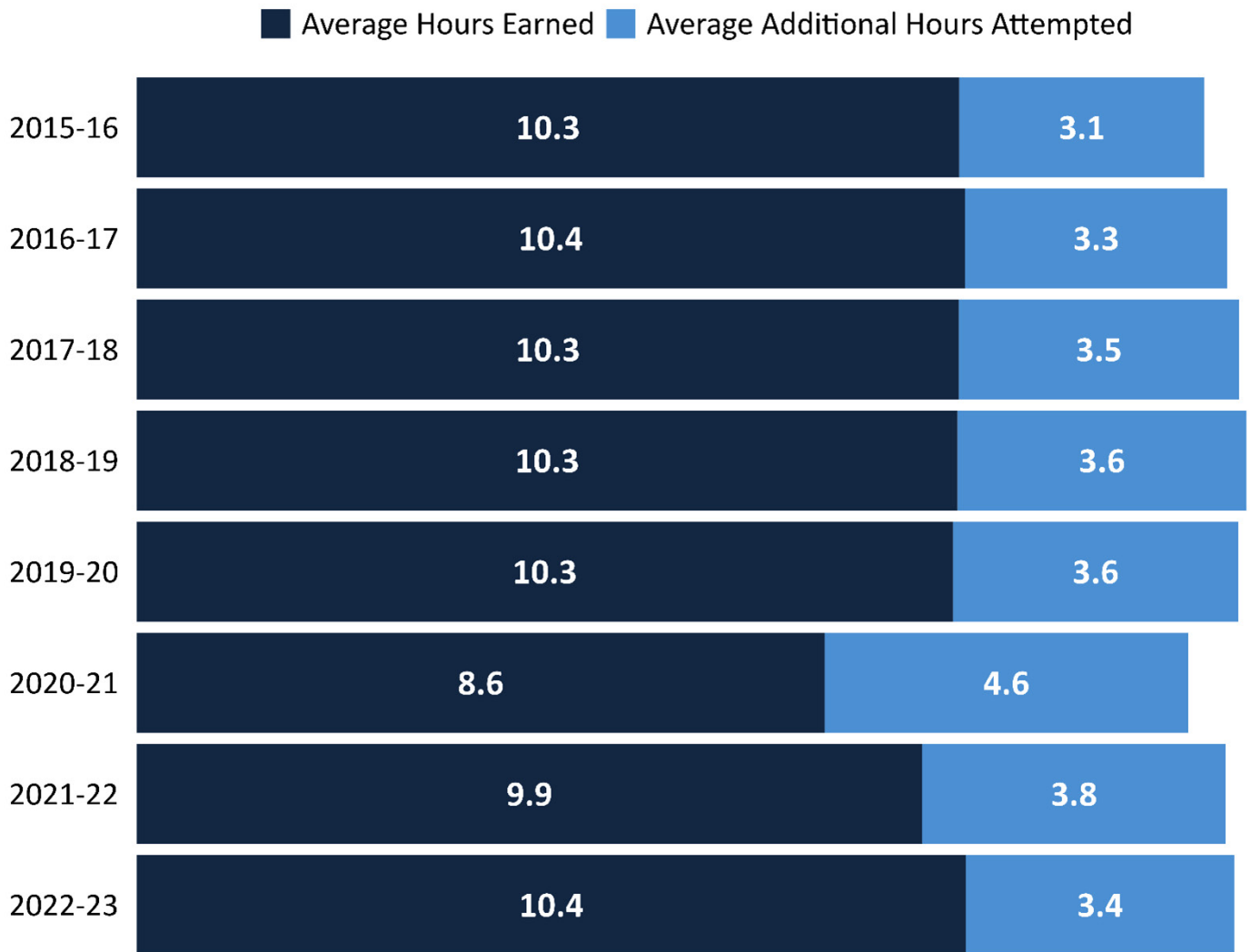
Gender	2015-16		2016-17		2017-18		2018-19	
	Applicants	Students	A	S	A	S	A	S
Male	50.2%	47.6%	49.7%	46.8%	50.0%	46.8%	49.8%	46.6%
Female	49.8%	52.4%	50.3%	53.2%	50.0%	53.2%	50.2%	53.4%
Race/Ethnicity								
White	66.1%	80.5%	66.1%	78.2%	65.2%	77.1%	64.6%	74.5%
Black	23.0%	12.8%	22.0%	14.3%	22.0%	14.9%	21.3%	15.6%
Hispanic	5.1%	4.1%	5.2%	4.1%	5.5%	5.1%	6.3%	6.6%
Asian/Pacific Islander	1.4%	1.3%	1.7%	1.3%	1.6%	1.3%	1.9%	1.6%
Other	1.1%	1.2%	1.2%	1.2%	1.2%	1.2%	1.4%	1.4%
Unknown	3.2%	0.1%	3.7%	0.1%	4.5%	0.4%	4.6%	0.3%
First Generation	36.9%	37.8%	36.4%	37.8%	36.5%	38.0%	36.6%	37.5%
Median AGI	\$46,499	\$60,532	\$48,762	\$60,532	\$49,361	\$58,753	\$51,782	\$57,962
Median EFC	\$1,716	\$5,065	\$2,177	\$5,065	\$1,870	\$3,940	\$2,304	\$3,838
Total	57,687	15,486	59,373	16,247	60,433	16,682	62,401	16,734

Notes: First Generation status, Adjusted Gross Income (AGI), and Expected Family Contribution (EFC) are derived from the FAFSA and are only available for applicants with a FAFSA on record. "First generation" students are individuals whose parent(s) listed on their FAFSA did not indicate having a college degree. "Other" includes American Indian, Alaskan Native, and Multiracial students.

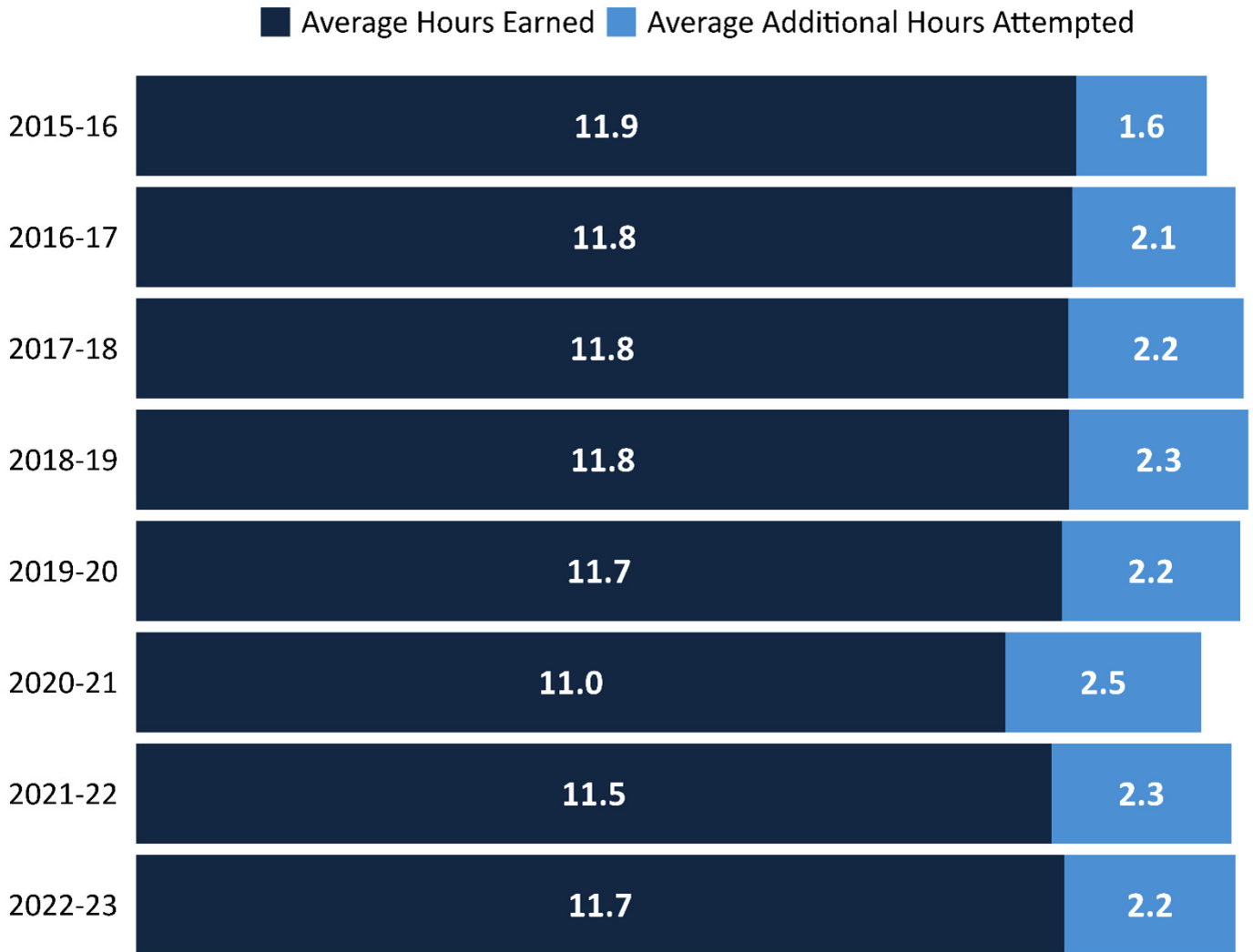
Appendix C.5: First Enrollment of Tennessee Promise Students by Sector, All Cohorts



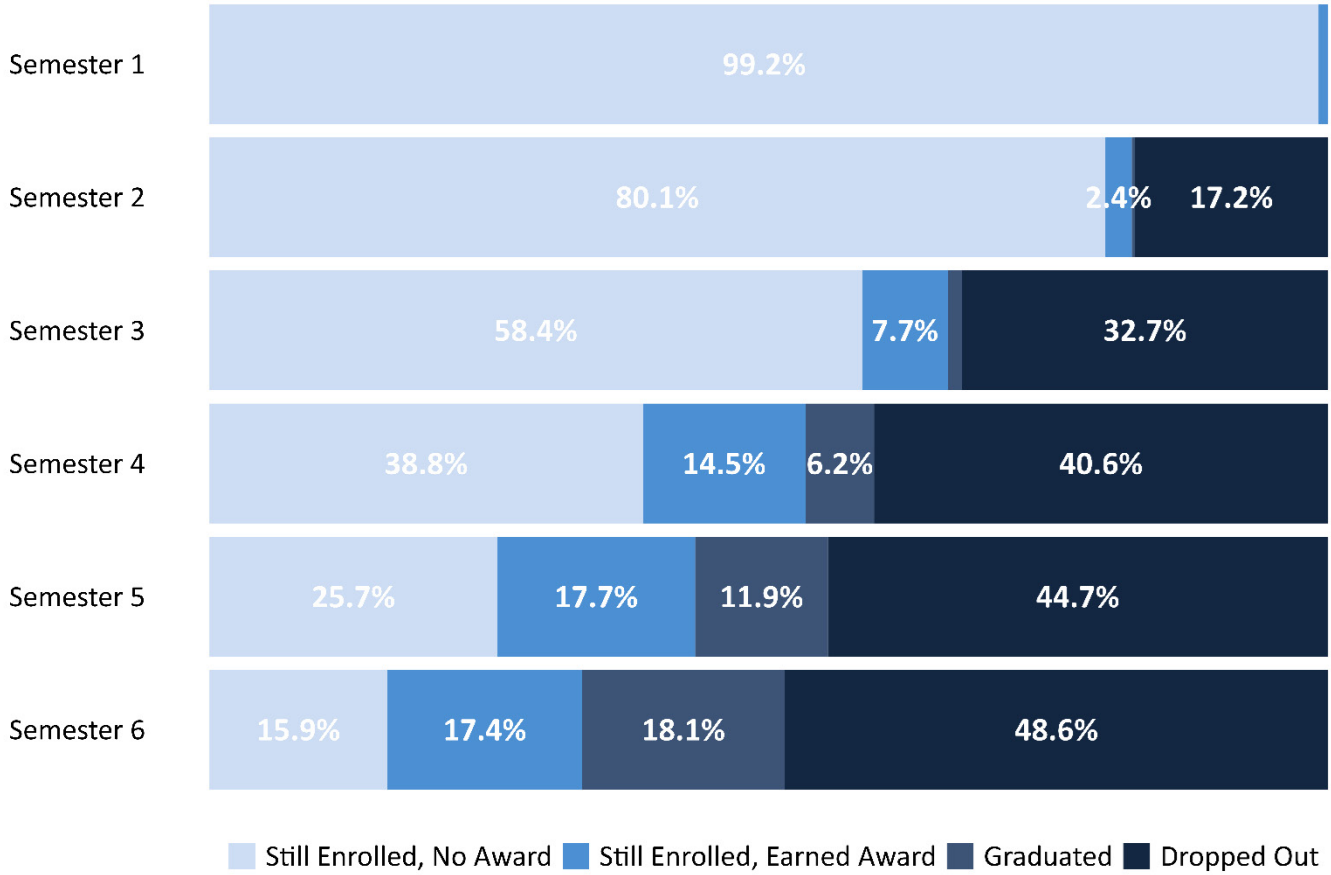
Appendix C.6: Hours Attempted and Earned (Including 0 Hours Earned) in First Semester, All Cohorts



Appendix C.7: Hours Attempted and Earned (Excluding 0 Hours Earned) in First Semester, All Cohorts

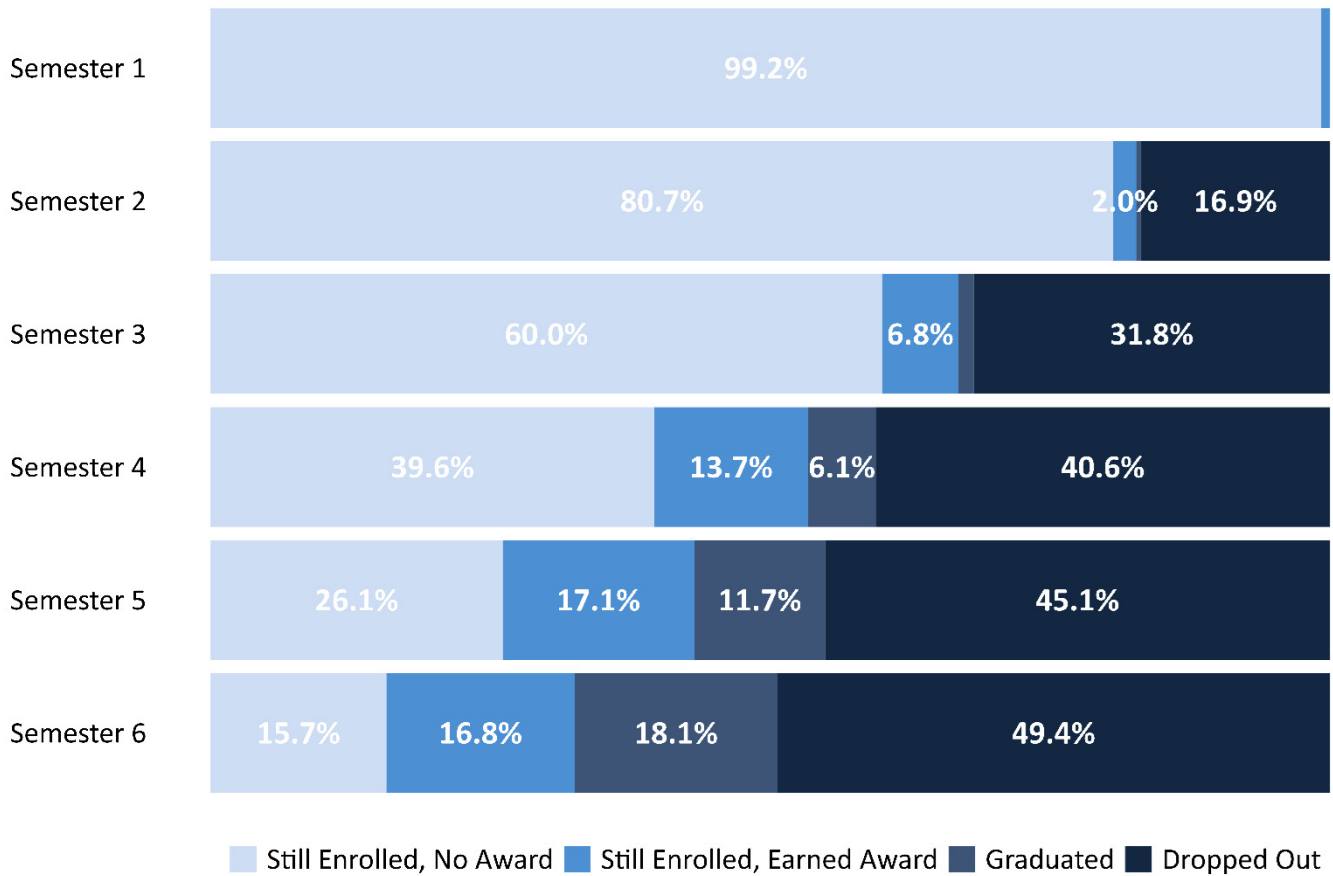


Appendix C.8: Success Rates by Semester, 2015-16 Cohort



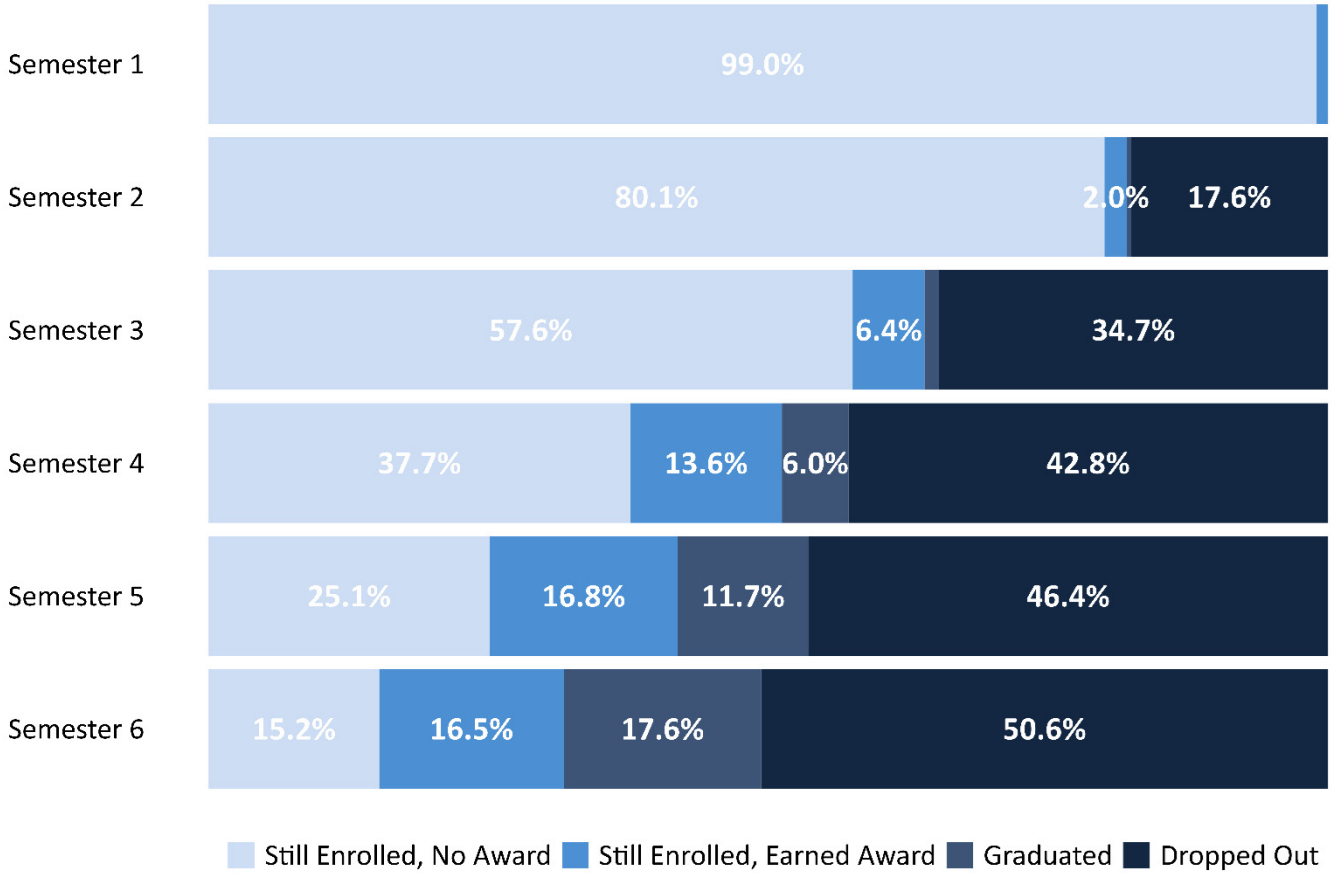
Notes: Semester 1 shows fall 2015 results, semester 2 shows spring 2016, semester 3 shows fall 2016 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester. Beginning with this year's report, student success rate now accounts for awards conferred in summer terms. Due to this change, student success rates in this report are not comparable to past reports.

Appendix C.9: Success Rates by Semester, 2016-17 Cohort



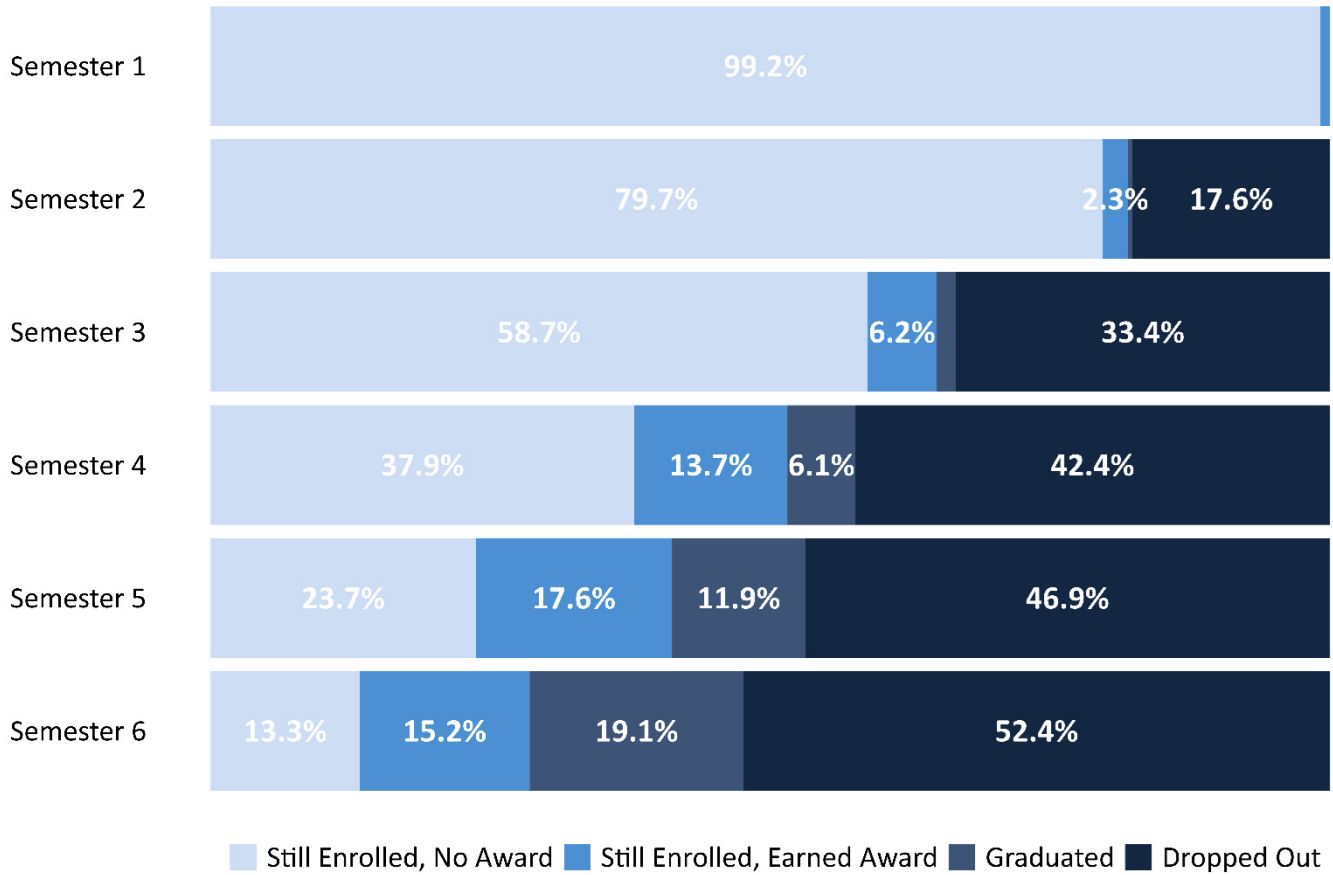
Notes: Semester 1 shows fall 2016 results, semester 2 shows spring 2017, semester 3 shows fall 2017 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester. Beginning with this year's report, student success rate now accounts for awards conferred in summer terms. Due to this change, student success rates in this report are not comparable to past reports.

Appendix C.10: Success Rates by Semester, 2017-18 Cohort



Notes: Semester 1 shows fall 2017 results, semester 2 shows spring 2018, semester 3 shows fall 2018 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester. Beginning with this year's report, student success rate now accounts for awards conferred in summer terms. Due to this change, student success rates in this report are not comparable to past reports.

Appendix C.11: Success Rates by Semester, 2018-19 Cohort



Notes: Semester 1 shows fall 2018 results, semester 2 shows spring 2019, semester 3 shows fall 2019 and so on. Data are limited to students who enrolled in the fall of their cohort year. Awards are noted as of the end of that semester. Beginning with this year's report, student success rate now accounts for awards conferred in summer terms. Due to this change, student success rates in this report are not comparable to past reports.

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