

EXECUTIVE SUMMARY

In the midst of the COVID-19 pandemic, the NC Leadership Forum invited alumni from its 2019 education cohort to reunite via Zoom for two conversations about how NC was addressing challenges in K-12 education during COVID. These conversations are the first time NCLF has gathered alumni for follow-up. The online dialogues illustrated the long-term value of building a network in which leaders across North Carolina could brainstorm with and support each other, sharing very diverse perspectives on the impact of a crisis, and deliberating lessons learned that could be used to transform education in the future.

While COVID-19 has disrupted K-12 education for all participants, engaging in dialogue during this time fostered not only ideas for moving forward during the pandemic, but stimulated a larger reflection on the purpose and value of K-12 education in the state and how it can better serve children and our communities in the future.

NCLF cohort alumni met twice, first at the end of June 2020 and then again after the new school year had commenced in early October 2020. 20 alumni participated in the conversations, most of whom are at the forefront of local or state efforts to educate children during the pandemic as the heads of schools, school superintendents, business leaders, nonprofit directors working on education policy, and state legislators, along with six NCLF steering committee members.

Concerns focused on four areas:

- COVID has burdened ongoing school operations with new needs that are hard to anticipate and/or costly;
- Remote/hybrid learning has negatively impacted academic quality and increased learning gaps, particularly for specific student populations that are most at risk;
- Schools and school system supports for children and families have been disrupted by COVID; and
- COVID has led to changes in school culture that will have short- and long-term negative effects on the whole community.

Participants also brainstormed solutions to these concerns and considered their benefits and downsides. There was significant consensus around three areas of need: 1) improved internet and device access; 2) better data collection and sharing of best practices with LEAs (Local Education Agencies); and 3) increased and higher quality communication with parents.

At the same time, participants talked across party lines, ideologies, professional experiences and regional perspectives about strategies for reopening schools safely and about targeted ways to improve remote/hybrid learning. NCLF alumni reflect the diversity of North Carolina and their conversation captured the difficult tradeoffs between safety, cost, choice, timing, flexibility, experimentation, and adaptability.

Finally, the cohort also focused on how early experience with K-12 education during the pandemic has influenced their thinking about educational needs in North Carolina and how the state might implement changes that serve the educational system and children and families for the long-term.

INTRODUCTION

In the midst of the COVID-19 pandemic, the NC Leadership Forum invited alumni from its 2019 education cohort to meet together via Zoom to talk about how NC was addressing challenges in K-12 education during COVID. Cohort alumni met twice, first at the end of June 2020 and then again after the new school year had commenced in early October 2020. About 20 alumni, most of whom were at the forefront of local or state efforts to educate children during the pandemic as the heads of schools, school superintendents, business leaders, nonprofit directors working on education policy, and state legislators, along with six NCLF steering committee members, participated in the conversations. Participants identified concerns and ideas for addressing both short- and long-term needs that have arisen as a result of the public health crisis. This was the first time NCLF has gathered alumni for continued conversation. The two events illustrated the long-term value of building a network in which leaders across North Carolina could brainstorm with and support each other, sharing very diverse perspectives on the impact of a crisis, and deliberating lessons learned that could be used to transform education in the future.

THE NORTH CAROLINA LEADERSHIP FORUM

Established in 2015, the North Carolina Leaders Forum (NCLF), a program of Duke University, seeks to foster constructive engagement between North Carolina policy, business, and non-profit leaders across party lines, ideologies, professional experiences, and regional perspectives. NCLF uses a unique approach to facilitating deliberative dialogue on critical issues to encourage policy leaders to build authentic relationships, increase their understanding of others' views, and hold in-depth, informed discussions around areas of agreement and disagreement on a specific policy topic. Led by a steering committee of diverse and experienced state leaders, the program has successfully cultivated leadership in NC committed to cross-partisan dialogue and to an improved policymaking environment.

BACKGROUND TO EDUCATION ALUMNI SESSIONS

On March 14th, 2020 NC Governor Roy Cooper announced that all North Carolina schools would close for at least two weeks beginning March 16th in an effort to curb the spread of COVID-19 in the state (by March 23rd, Governor Cooper extended the closure to May and on April 24th, he announced that remote learning would continue through the end of the 2019-2020 school year). Four days later, on March 18th, State House Speaker Tim Moore formed bipartisan crisis legislative groups to work remotely on policy measures to address COVID-19, including a workgroup on education (the Senate relied on standing committees to develop its response).

The NC Legislature enacted its first COVID response bill on May 4th, and a second round of COVID-19 relief in September with broad bipartisan support.¹ In May in particular, legislative leaders of both parties and the Governor spoke to the bipartisan cooperation behind the legislative response,

¹ For a summary of education-related COVID-19 legislation, see Rupen Fofaria, "Legislature passes COVID-19 relief" *EdNC*, 2 September 2020, at www.ednc.org/nc-senate-passes-second-round-of-covid-19-relief-child-care-education-funding/.

expressing pride in the “bipartisan consensus for swift action”, and the “spirit of consensus” behind the bills and expressing hope for further work together.²

NCLF alumni played a critical role in crafting the state’s early response, including Senator Deanna Ballard, who in her role as co-chair of the Senate Committee on Education worked closely with the House bipartisan workgroup, and Representative Ashton Clemmons, who was named as the Democratic representative co-chair of the House Education Working Group. Ballard and Clemmons, who had gotten to know each other through Cohort 3 of the NCLF program, also jointly published an op-ed during this period, calling attention to “local educators who are spreading hope and light through the valley of [the COVID] crisis.” The op-ed noted the difficulties of the digital divide during this period and called on NC to “shift our mindset and reinvent our instructional methods, so we can weather future storms.”³

On July 14th, Governor Cooper announced that school districts could reopen for the 2020-2021 school year at a reduced capacity with health protocols in place (Plan B) or with fully remote learning (Plan C) and in September, he announced that schools could implement fully in-person learning for grades K-5.

While the NC Legislature worked cooperatively in its first response to the COVID crisis, strong disagreement has persisted in the state and in local school districts around the NC response to COVID generally. These disagreements have been particularly strong with regard to opening schools for in-person education at the end of the 2019-2020 school year and especially during 2020-2021. Education and health experts have also identified numerous challenges to K-12 education as a result of COVID, both short- and long-term. Regardless of initial responses to the unwanted disruption to schools caused by COVID and how the state and LEAs have handled the pandemic, these disruptions have forced practitioners and communities to rethink the role schools play in the lives of children and families and brought to light significant opportunities for changes in the delivery of education and services over the long-term.

RESULTS OF THE ALUMNI PROGRAM ON EDUCATION

Because of COVID, the alumni sessions were held solely on Zoom. NCLF used a modified version of its deliberative dialogue process in the two sessions, asking participants to describe their concerns about K-12 education during COVID, grouping those concerns, brainstorming solutions, and then discussing the benefits and downsides of the solutions where there was the most polarization.

In the conversation on June 24th, the Cohort identified four main areas of concern that underlie tensions around whether schools should re-open for in-person learning, remain remote, or take a hybrid approach, and implementation challenges with each approach.

² “Gov. Cooper signs COVID-19 relief package,” *North State Journal*, 4 May 2020, at nsjonline.com/article/2020/05/gov-cooper-signs-covid-19-relief-package/.

³ Sen. Deanna Ballard and Rep. Ashton Clemmons, “Educators spread hope amid the fog of a pandemic,” *North State Journal*, 23 April 2020, at nsjonline.com/article/2020/04/ballard-educators-spread-hope-amid-the-fog-of-a-pandemic/.

1. **COVID has burdened ongoing school operations by posing new needs that are hard to anticipate and/or are costly.** One significant challenge noted by participants was that COVID had led to declines in enrollment in public schools, which could have short- and long-term effects on the success of NC students, as well as the funding of public-school systems.⁴ COVID has also presented many other operational challenges. Participants listed examples of such challenges including:
 - Managing school transportation while complying with COVID social distancing rules;
 - Understanding and implementing public health compliance in schools with young children (i.e. will children stay six-feet apart, and most importantly, what level of public health compliance is really needed); and
 - Managing the different preferences of parents with regard to public health compliance for their children.

Participants also talked about the challenges of managing hybrid schedules, with some children and teachers participating in schools remotely and others in-person.

2. **Remote and hybrid learning during COVID have negatively impacted academic quality and increased learning gaps for students, particularly “at risk” student populations.** Participants particularly emphasized varying access to high-speed internet and devices as a serious impediment to learning for students in some parts of North Carolina as some school systems shifted to remote learning or hybrid remote and in-person learning. They also highlighted that sudden school closures in March 2019 contributed to major learning gaps for some students and that varying participation by students is furthering such learning gaps in the 2020-2021 school year.

It was also noted that the quality of online education varies dramatically across teachers and schools, contributing to learning gaps. In particular, attendees were concerned that remote learning may fail to meet the needs of specific populations, such as students who are learning English, exceptional children with learning needs, those children who do not have parental support at home, and very young children. Participants did acknowledge that some children were thriving with remote learning, which works well with some learning styles and can be customized in terms of pace for individual learning.

Finally, participants questioned whether North Carolina had missed some opportunities to ask the private sector for better resource supports, by drawing on the skills of NC-based companies with expertise in remote learning or digital devices, or by learning from private schools or local colleges that are experienced in digital education.

3. **Schools and school systems provide important supports for children and families and these supports have been disrupted, and in some cases been broken, by COVID.** Participants expressed serious concern about the impact of school closures on students who depend on schools for mental

⁴ T. Keung Hui, “Public school enrollment is down in NC as alternatives grow during COVID pandemic,” *News and Observer*, 26 January 2021, at www.newsobserver.com/news/local/education/article248744740.html.

health support and/or social services. An example of this included the concern that schools often play a lead role in observing and flagging cases of child abuse or other student health concerns.

Participants also talked about how school systems are finding creative ways to continue to provide meal support to children and families in a safe manner and community volunteer efforts that have been deployed to these efforts.

Finally, several participants noted that remote and hybrid school approaches have put enormous pressure on parents, making it challenging for working parents to do their jobs and care for their children safely. This is even more of a challenge for parents whose children have special needs. Such pressures are exacerbated where internet service is not available at home.

4. **Changes in school access and culture during COVID has had negative short- and long-term community effects as well.** Throughout the discussions, participants noted the cultural and societal impact of school closures on students and their communities, both in the short- and long-term. At the end of the 2019-2020 school year, communities were unable to hold milestone ceremonies such as graduation and had to find substitute rituals. During protests over racial justice, and a series of news events involving violence, schools were unable to serve students in need of space for discussion and support in ways they might have during a typical school year. In general, participants noted the extreme stress on young people and their families to manage a period that included fear and anxiety around a pandemic and trauma around racism and violence. Many had concerns about the absence of extracurriculars and athletics for older students. Finally, participants worried that family decisions around schooling during COVID will have permanent effects on the mix of demand for public, private, and charter schools in NC.

PROPOSED SOLUTIONS

At both sessions, participants identified solutions that would address the group's concerns, first brainstorming as many solutions as possible, and then separating solutions into ideas that could be implemented in the current school year and longer-term solutions that have emerged from the COVID pandemic. Of note, many participants argued in favor of reopening schools immediately, with varying perspectives on implementation, while others expressed concerns about reopening too early. The following solutions include recommendations for reopening in-person schooling as well as ideas for how to improve hybrid or remote learning approaches during and after COVID-related closures.

There was significant consensus about three areas of need:

- **Improved internet and device access:** Throughout the discussion, participants noted numerous challenges to remote schooling as a result of poor internet access, as well as challenges with ensuring families have sufficient devices for each child. In particular, the group focused on working parents that are also supporting child learning, especially where the child is too young to engage remotely on their own or could not access the internet at home. Another major problem has been families with multiple children with differing needs, especially if the family does not have internet at home or enough working devices. The group explored making more hotspots available by neighborhood, at public libraries, or in school parking lots, and talked

about the challenges of supervision (especially for working parents and families with multiple children), but identified some creative solutions that were safe and effective such as opening school parking lots to certain grades within time slots, supporting neighborhood community groups to set up hot spots, and using school buses as hotspots. With regard to devices, the group generally agreed that it was possible to distribute and track devices, but expressed concerns about equity between school districts that have already invested mobile devices and those just investing now through federal and state supports, as well as the diminishing value of technology that rapidly evolves.

- **Better data collection and sharing of best practices with LEAs** (Local Education Agencies): Participants regularly requested more data collection on COVID and COVID risks, as well as how different approaches to addressing COVID are serving students. Data was requested across public, charter, and private schools. It was widely agreed that LEAs would benefit from more clear guidance about when and how to reopen using such data, and that parents and the community would benefit from such data.⁵
- **Increased and higher quality communication with parents:** Finally, participants noted that schools should and can be a trusted and effective resource for communicating with parents about COVID, and more communication is needed with parents about what schools are doing to address COVID risks. One suggestion was creating more basic instructional videos for parents about how to navigate the school system during this period, as well as more public health information. Teachers likewise could be instructed in communications best practices.

Reopening schools

At both sessions, some participants advocated that schools reopen fully immediately, while others argued for a slower approach and other solutions in the interim. At the time of the first discussion, very few school systems were open at all, with a handful of private schools still holding class in person. By the time of the second discussion in October 2020, many more school systems had opened with either full in-person learning or a hybrid approach, and several schools had both opened and closed again as a result of COVID cases.⁶

Those who favored accelerating reopening schools focused on concerns about how school closures harm students (loss of learning, poor access to online options, at-risk at home) and/or the burden school

⁵ Some examples of data collection have emerged over the course of discussions, including the [ABC Science Collaborative](#), which pairs scientists and physicians with schools and community leaders and recently published research analyzing COVID-19 data from 11 NC school districts, and the [National COVID-19 School Response Dashboard](#).

⁶ For a summary of school district reopening plans in NC, see *EdNC/Public Impact Database*, 7 October 2020, at www.ednc.org/tracking-fall-reopening-plans-for-all-north-carolina-districts-new-database-from-ednc-and-public-impact/ or the *NC School Board Association's database*, "School Reopening Plans for 2020-2021" at www.ncsba.org/governmental-relations/governmental-relations-issues-in-the-spotlight/.

closures create for employers and their workers, who need child care to be able to do their jobs. Many participants shared examples from their own communities where employers and parents were pleading

for schools to reopen and stories of children that have been missing out on learning or a safe environment as a result of school closures. On the other hand, participants also expressed concerns about teachers who are fearful of contracting COVID-19 if they are required to teach in-person. Participants also noted that if schools were to reopen, because schools are part of networks that extend beyond teacher and classroom, there was a risk of wider community transmission. For example, teachers and children could spread COVID-19 to not just each other, but also other school staff, as well as immediate and extended family or other contacts. While everyone shared concerns about all of these harms, there was disagreement about the degree of risk at stake and whether LEAs or individual schools had the capacity to address any such risks.

In October, participants focused on a range of options for how schools might reopen. Ideas included:

- Learn from the best practices and examples of private schools that have already reopened successfully;
- In order to prioritize reopening schools, increase and focus attention on ensuring schools have resources to acquire and provide PPE to teachers and students;
- Ensure schools have resources and protocols to handle when teachers are sick (i.e. protocols around a sick teacher, available substitutes to teach, etc.);
- Reduce reliance on crowded buses by exploring alternatives for transportation for students beyond buses, such as paying local carriers (van services, Uber or Lyft) to transport children to schools;
- Upgrade school facilities to improve ventilation and to allow for increased spacing of staff, faculty, and students in school buildings;
- Phase in reopening schools along a range of options. One choice might be to prioritize reopening for students who are most in need of supports (students with disabilities, English learners, younger students, students without an adult at home during the day). Another might be to reopen with two shifts to reduce the number of children in school at a time;
- Reopen schools and still continue to offer a long-term hybrid/online option, including beyond the COVID-19 period;
- Consider providing flexibility to principals to make decisions about reopening a school or staying remote, with a base standard that allowed flexibility. Participants also raised concerns about this approach that principals are not trained or prepared to make these decisions and would be under tremendous pressure from parents and teachers that are close in proximity;
- Reduce pay for school staff that is not working full-time to reallocate funds for additional costs incurred in other areas;
- Offer teachers the opportunity to be vaccinated before they are required to return to in-person teaching; and

- In the long-term, develop a preparedness plan and protocols for responding to COVID or other infectious diseases, similar to a hurricane preparedness plan, including how to fund resources, devices and hot spots for students and teachers, and food for children during an emergency.

One key concern acknowledged by participants arising from these options was the cost associated with increasing supports for PPE, additional space or building enhancements, and transportation needs. Another concern was that fearful teachers may resign rather than teach in person, exacerbating an existing teacher shortage. One idea to address teachers' concerns was to further educate teachers about the risks of COVID and how to mitigate risk, based on learnings from existing experience and research.

Improvements to Remote Learning and Hybrid Approaches

Acknowledging that some families continue to be unwilling to send their children to schools in person and that some districts have not yet fully reopened, participants also discussed improvements that could be made to remote learning and hybrid-learning environments (partially in-person, partially remote). Proposals included the following:

- Provide teachers with more training and professional development around online learning;
- Provide technological support to teachers to manage and administer remote learning (i.e. tech assistants to handle students coming in and out and Canvas assignments);
- Adapt best practices and lessons from successful online learning programs to newly adapted public school online learning programs, such as emphasizing a "flipped classroom" (student watches lesson online outside of class time and engages in discussion during class time), the use of discussion boards, and other engagement techniques;
- Significantly increase strong and effective communication with parents and students beyond classroom time (i.e. 1-1 calls or meetings) so that teachers are providing more regular feedback on progress outside of classroom time;
- For hybrid classrooms, consider creative ways for students to engage with classmates and the teacher. For example, have virtual students learn together in a group or set up "buddies" that include one in person student and one remote student;
- Explore facilitating smaller "pods" or small neighborhood school groups as a way to support online/individualized learning with teacher support;
- Pair children with tutors and mentors from local colleges that have education programs to help with online learning;
- Offer centralized learning platforms across schools so that one online learning class can serve individual student needs at multiple schools and offer higher quality distance learning to more students;

- Given that remote learning has worked well for some students, explore offering long-term remote learning or hybrid in-person/remote options to students after COVID.

Participants noted key challenges around teacher training and support related to enhancing the quality of remote learning, particularly in the current school year or short-term. For example, they noted that teachers need training on two separate skills: managing a hybrid class of online and in-person learners and professional development specifically around technology and online learning. The second, in particular, requires significant resources to be effective.

Participants also raised concerns about the quality of training and whether it would successfully help teachers master the skills needed, and raised concerns about any arbitrary requirement of training hours. As an alternative, participants suggested identifying teachers with virtual learning skills and strengthening their role and/or providing support to teachers that need to develop skills. Teachers that have demonstrated success at online teaching could be recorded and used for larger numbers of classes to reach more students. Participants also suggested separating training on administering technology and pedagogy skills needed for online learning, and instead exploring technology support for schools and teachers.

Participants agreed that teachers will continue to need to use technology effectively even when students are back in school in person and that such skills should be developed in student teachers as well. As a result of the concerns about cost, some participants also suggested that there are not state resources for professional development of this nature currently in the state budget. Instead, some participants favored general funding to LEAs with accompanying flexibility for LEAs to decide whether and how to spend funds on professional development in the context of other funding needs.

LONGER TERM RECOMMENDATIONS

Participants also discussed how early experience with K-12 education during the pandemic has influenced their thinking about educational needs in the state and how North Carolina might implement changes that serve the educational system and children and families. Areas of discussion included:

- Participants suggested that the state and LEAs begin planning now for requirements and expectations around the COVID vaccine, for example how schools can help with public education about the vaccine, whether the vaccine will be required for all students and teachers, and how schools will handle refusals to be vaccinated;
- Numerous ideas about changing testing were raised, including an increased focus on start of year assessments to identify what students know and identify learning gaps or needs, and suggestions to modify the statewide testing system to be accessible anywhere (online access);
- Similarly, participants talked about modifying teacher accountability to focus on how teachers provide content, rather than a focus on hours in the classroom, or how teachers manage a classroom;
- Participants also talked about the role of community supports in addressing family and child needs, rather than continuing to rely on schools to address needs beyond learning. For example,

participants asked if the public health system, rather than the schools, could play a larger role in addressing family needs for social services and food. Participants also explored creative ideas such as redeploying educational staff like bus drivers to distribute food or administrative staff to call families to check on wellness. More broadly, they asked whether community institutions or private employers could also redeploy resources to support families. One participant mentioned how some restaurants and food workers who are struggling with economic pressures during COVID have shifted to help with family food needs during this time and asked if such efforts could be expanded. Another asked about how local churches and community groups might offer facilities for support and/or supplies like laptops;

- Noting that COVID has exacerbated existing teacher shortages in the state, participants explored several ideas to recruit and retain more teachers. Some suggested increasing teacher salaries, perhaps coupled with improved evaluation and accountability measures. Others suggested that alternative pathways to teacher certification should be permitted.

Finally, several participants noted that the major shifts in K-12 education that have been necessitated by COVID should spark a conversation about the purpose of education and how education can be reimaged. They suggested considering what is working well in micro-schools, home-schools, and other successful learning environments, and looking at how technology could be used to make education more interactive and engaging. In particular, some participants emphasized using the private sector to develop higher quality online learning as well as personalized education plans and outreach for students that would enable students to progress at their own pace, with online assessments that are conducted in real time. The group did not have the time to fully engage in a debate about the tradeoffs of this type of exploration and change, but the theme of re-evaluation and change was prominent throughout the discussion.

CONCLUSION

Key themes during the two conversations included timing, flexibility, experimentation, adaptability, safety, choice, and cost. NCLF was able to provide an opportunity for leaders from across North Carolina who were struggling with important education policy decisions during COVID to talk with a trusted network of peers about their concerns during this period. We learned that convening alumni in particular over Zoom had some advantages—very busy leaders could get together to brainstorm and share ideas without the need to set aside extra time to travel during a critical period. At the same time, Zoom can create constraints in terms of fixing the amount of time for discussion (participants cannot “linger around the water cooler” post-program) and cannot replicate in-person relational opportunities.

Despite the limitations of Zoom, our sessions enabled NCLF alumni to share stories of what families, teachers and students were experiencing in different parts of the state, explore new and adaptive solutions they had tested or considered, and discuss new ideas for improvement of K-12 education during the pandemic. The diversity by geography, role, and political party enhanced the discussion and provided opportunities for learning amongst the group during a critical time. Many also saw the lessons from this challenging period as a way to identify opportunities for future improvements. While COVID-19 has disrupted K-12 education for all participants, engaging in dialogue during this time fostered not only ideas for moving forward during the pandemic, but stimulated a larger reflection on the purpose



and value of K-12 education in the state, and how it can better serve children and our communities in the future.

*COVID-19 and NC K-12 Education:
Challenges, Changes, and Charting a Course
for the Future
February 2021*

APPENDIX

To see the original report from the 2019 Class of the NC Leadership Forum, who focused on school choice, see the [NCLF website](#). The website also includes a full list of the 2019 Cohort.

Participants in the NCLF Alumni conversations included:

- **Jim Anthony**, Colliers International Raleigh
- **Deanna Ballard**, NC Senate
- **Jonathan Barfield, Jr.**, New Hanover County Board of Commissioners
- **Lisa Stone Barnes**, NC House of Representatives (elected NC Senate Nov. 2020)
- **Tamara Barringer***, UNC-CH Kenan-Flagler Business School; Former NCGA Member (elected NC Supreme Court Justice Nov. 2020)
- **Anita Brown-Graham***, UNC School of Government
- **Ashton Clemmons**, NC House of Representatives
- **Paul Cuadros**, UNC School of Media and Journalism
- **Amy Scott Galey**, Alamance County Board of Commissioners (elected NC Senate Nov. 2020)
- **Maurice “Mo” Green***, Z. Smith Reynolds Foundation
- **Rita Haire**, A.M. Haire Corporation
- **John Hood***, John William Pope Foundation
- **Chris Lowder**, Superintendent of Cabarrus County Schools
- **Natasha Marcus**, NC Senate
- **Ann McColl**, The Innovation Project
- **Kate Pett**, Asheville City Schools Foundation
- **Rodney Pitts**, Southern Elevator
- **Cheryl Riley**, Victory Christian Center School
- **Vickie Sawyer**, NC Senate
- **Patrick Sims**, The Hunt Institute
- **Erica Smith**, NC Senate
- **Terry Stoops**, John Locke Foundation
- **Tammi Sutton**, KIPP Eastern NC Public Schools
- **Thomas Vaidhyan**, Aten Inc.
- **Leslie Winner***, Former Executive Director, Z. Smith Reynolds Foundation; Former NCGA Member

*Denotes NCLF Steering Committee Member