TOP EDUCATION | 2021-22

MEASURING PROGRESS





About the Top Education Issues

The Public School Forum's Top Education Issues outlines the Forum's priorities on what should be at the forefront of education policy decision-making each legislative biennium, as we work toward eliminating the systemic racism and inequities that exist and are visible throughout our educational system. Our Top Education Issues publications provide analysis and recommendations, grounded in research, to help guide discussions and decision-making by state and local policymakers when it comes to the most critical needs facing public school students across North Carolina. These priorities are informed by engagement with our Board Members and Advisors, educators and students, researchers, state leaders, community members, and other key partners and stakeholders.

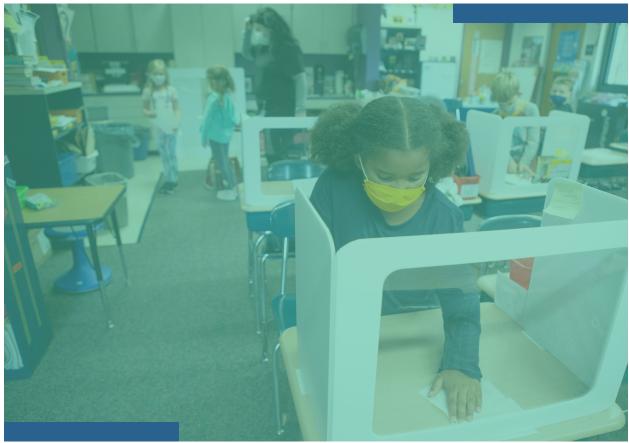


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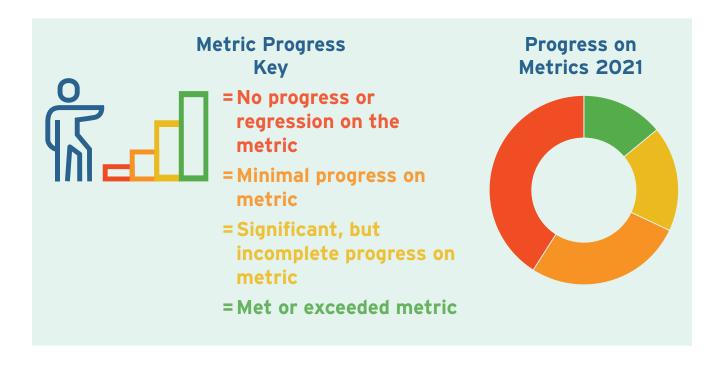
This year's Top Education Issues was authored by Dr. Lauren Fox, Sara Howell, Elizabeth Cunningham, and Lindsay Wagner. The entire Forum team contributed to the development, drafting and editing of this publication. We are grateful to the Forum's Board of Directors, Advisory Board, and Partners who helped to shape this document and the Forum's perspective by generously sharing their expertise.

Measuring Progress

The Forum's 2021 Top Education Issues identified a set of evidence-based actions that we hoped to see our policymakers tackle during the 2021-23 legislative biennium. Over the past twelve months, our team has worked towards and tracked progress on specific metrics for each of our policy priorities. This year's report presents an overview of progress made in year one of the biennium and the significant needs that remain in order to build a stronger and more equitable system of public education in North Carolina.

This year's report presents an overview of progress made in year one of the biennium and the significant needs that remain in order to build a stronger and more equitable system of public education in North Carolina.

Overall, we found that while progress has been made on some metrics – including investments in broadband access, the ADM hold harmless provision to stabilize local district funding, funding for additional school psychologist positions, expansion of the North Carolina Teaching Fellows program, and some investments in educator salaries and supplements – we are still far from meeting the educational needs of our students, to which they are constitutionally guaranteed.² Efforts made by our state leaders over the past year to address the challenges facing our schools were sorely needed, but are insufficient to lead to meaningful systemic change.



Introduction

Over the past year, the COVID-19 pandemic has continued to intensify and exacerbate the challenges and deep inequities that our public schools were already facing. And now, more than ever, our students, educators, families, and communities are suffering the consequences of decades of disinvestment in public education.

Educators and school support personnel have been working incredibly hard over the past two years to support the mental, physical, and academic well-being of their students, while also managing their own personal and family challenges. While teachers, school leaders, cafeteria workers, and bus drivers were celebrated as heroes early on in the pandemic, they are yet again facing disrespect for their professions, poor working conditions, concerns over their health and safety, and inadequate pay and benefits.³

Staffing shortages have become a widespread crisis, further straining our public education system to the point that public schools are now essentially operating in survival mode. Survey results released by the North Carolina Principals and Assistant Principals Association in September 2021 showed an estimated 1,300 vacant bus driver positions and 2,600 vacant teaching positions statewide.⁴ A recent national survey of educators found that 55 percent of respondents were considering leaving the profession earlier than they anticipated – and this percentage was even higher among Black (62 percent) and Latinx (59 percent) teachers who are already underrepresented in the field.⁵ Teachers and staff who love their students and are very good at their jobs are feeling compelled to leave highstress roles in schools to take readily available jobs in sectors like retail and business, where they are often able to receive higher pay and better working conditions.⁶

Staffing shortages are already making it challenging for our educators to deliver high quality instruction, creating disruptions in transportation, and leading to severe burnout for teachers, school leaders, and staff who remain in schools and are taking on additional workloads. Lack of a stable, consistent, diverse, high-quality teacher workforce will ultimately deny our students the ability to build critical relationships and receive the equitable, high-quality educational opportunities they need and deserve.

Systemic Investments Are Key

North Carolina needs systemic investments in its public schools, and research demonstrates that those investments should be directed towards targeted supports such as higher teacher pay; evidence-based recruitment and retention efforts to ensure all students have access to a highly qualified, diverse teacher workforce; more school support personnel; expanded access to high-quality early childhood education; and post-secondary pathways, to name a few.⁹

In November 2021, Superior Court Judge David Lee ordered the state to appropriate more than \$1.7 billion in FY 2021-22 as part of the Leandro Comprehensive Remedial Plan, to begin to provide much needed, systemic investments in our state's students, schools, and ultimately our communities and economy overall. The North Carolina General Assembly did not fully comply with the order in the 2021 long session, despite having an estimated \$9 billion surplus in the state's General Fund; instead, approximately half of what was ordered by Judge Lee was funded in the state budget. Several of the appropriations made in the 2021-23 state budget used one-time, federal ESSER funds rather than the recurring state funds that were ordered by the court.



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The 2021-23 state budget also includes tax cuts that will significantly limit North Carolina's future ability to secure the necessary revenue to fulfill the Leandro Plan and provide a sound basic education for every child across our state. Planning for the education needs of our state requires acknowledging the investments and revenues that will be needed in the future. The long-term decision to eliminate corporate taxes and reduce individual income taxes could come at a significant price for our state's education system, workforce development, and ultimately our economy.

The *Leandro* case is currently in a state of flux.¹¹ Whatever the outcome of the legal proceedings, however, our children need bold, systemic action from their state leaders. Our students deserve – and our state's future depends on – prioritizing investments in public education so that every student has the opportunity to be prepared for college and career, to become critical thinkers and engaged citizens, and to feel safe, supported, and represented in their schools.

What's Next

In order to attain a strong and equitable system of public education, the Forum remains committed to ensuring that our lawmakers understand and act upon the tremendous need that remains for our schools, educators, and students.

In 2022, the Forum will continue to monitor progress in the Top Education Issues that we have identified and provide the public with ongoing updates during the upcoming short legislative session. Furthermore, we commit to informing, convening and elevating the perspectives of those most impacted by disinvestment in public education; we recognize that educator, family, and student voices must guide us as we develop and promote effective strategies to build the equitable education system that we envision and that our children deserve. Leadership and insights from school communities will be instrumental as we focus our work in the year ahead on building diverse and sustainable educator pipelines, instilling equitable and trauma-informed practices in schools, promoting adequate and equitable school funding, and more.

Our work, strengthened by broader connections and action-oriented convenings, aims to ensure that lawmakers dedicate themselves to providing the resources necessary to support a thriving public education system in North Carolina. We look forward to continuing our advocacy for systemic investments in education by informing the public and elevating critical voices that are too often left out of the decision-making process.

Top Education Issues 2021-2022 Metrics Progress Report¹²



Progress Key

- = No progress or regression on metric
- = Minimal progress on metric
- = Significant, but incomplete progress on metric
- = Met or exceeded metric

Top Issue	Progress	Metric	Details
Broadband access		100% of K-12 students have access to broadband outside of school by June 30, 2022.	While significant efforts are underway to improve broadband access and adoption, an estimated 19 percent of households with children still lack broadband internet subscriptions. Governor Cooper's digital equity plan seeks to improve broadband infrastructure, affordability, and digital literacy and raise the percentage of households with children with broadband subscriptions to 100 percent by 2025. Approximately \$1 billion in COVID relief funding has been invested in this plan. ¹³
		Local communities with the lowest adoption rates have the capacity and resources to implement innovative approaches for long-term solutions to affordable and reliable broadband in more districts.	\$1 billion of one-time federal COVID relief funding was allocated to broadband expansion in the 2021-23 budget. These funds will be used to support the Completing Access to Broadband Fund and expansion of the NC GREAT Grant program to improve access to broadband in rural areas, as well as to address local infrastructure needs and connections for unserved and underserved households.
Teacher recruitment, retention and diversity		Teacher and instructional support staff salaries are increased by 5% by December 31, 2021.	The 2021-23 budget provides teachers a 1.3 percent salary increase in each year of the biennium in addition to planned step increases that are embedded in a deeply inequitable salary schedule which does not allow for step increases for teachers in years 15-24 of their careers. New raises, combined with step increases result in an average 5 percent raise over two years for teachers in years 1-14 and year 25. Others will receive only the 2.6 percent raise over the next two years. The budget also allocates \$100 million annually for a new allotment to increase salary supplements for teachers and instructional support personnel in the majority of the state's LEAs, which will help them to compete with the salaries offered by larger, wealthier districts. Supplement amounts vary by district from \$490-\$4,250 and are based on county tax base, median income, and tax rate.
ecruitme			recruitment bonuses for the state's low-wealth and small districts. However, the requirement that districts match those funds dollar for dollar may weaken the program's ability to provide the equity it seeks to achieve.
Teacher			While the additional, one-time bonuses included in the budget will provide educators some additional financial support during a time of increased inflation, it will require sustainable, recurring salary increases to significantly impact our state's ability to recruit and retain a diverse, highly effective workforce.

Top Issue	Progress	Metric	Details
		Teacher recruitment programs are put in place by June 20, 2022 that will make progress towards increasing the current teacher pipeline to match 7.5% of our current teaching workforce (the average teacher turnover rate across the state).	The 2021-23 budget does not make adequate investments in student and teacher recruitment programs to increase the current teacher pipeline by 7.5 percent annually.
			The Leandro Comprehensive Plan and DRIVE Task Force report included many recommendations for recruiting, preparing, and retaining a diverse, high-quality educator workforce, including student recruitment initiatives, such as the NC Teaching Cadets Program and the NCDPI Teaching as a Profession Pathway and teacher recruitment and preparation initiatives, such as Teacher Assistants (TAs) to Teachers, 2+2 programs, and Grow-Your-Own programs. ¹⁴
			The budget provides some support for educator development:
Teacher recruitment, retention and diversity			 North Carolina Education Corps (federal); Teacher and principal professional development in the science of reading (federal); Coaching support and professional development for principals and school improvement leadership teams (federal); and Expansion of the Advanced Teaching Roles program (state).
			However, the scope and scale of investment, particularly of one-time federal COVID-19 relief funds, is inadequate to sustain and strengthen the state's educator workforce.
		Amend state requirements for teacher licensure	Policymakers have not amended state requirements for teacher licensure and the barriers to entry that disproportionately impact the recruitment and retention of educators of color.
		to replace barriers to entry that disproportionately impact educators of color, including the Praxis Core EPP entrance exam and other current licensure testing barriers, with multiple, unbiased measures of performance and effectiveness by June 30, 2022.	However, the Professional Educator Preparation and Standards Commission (PEPSC) is considering a proposal to transform teacher licensure requirements for the state's teachers - NC Pathways to Excellence for Teaching Professionals. ¹⁵
	<u>-d</u>	NC Teaching Fellows Program includes at least one HBCU by June 30, 2022.	In July 2021, the NC Teaching Fellows Commission announced the selection of three new HBCU and MSI partner institutions: Fayetteville State University, NC A&T State University, and UNC Pembroke. ¹⁶
	are strengthened t	preparation, recruitment, and professional learning are strengthened to increase the pipeline	The 2021-23 budget provided principals a 2.5 percent salary increase in each year of the biennium. The budget also allocated \$1.5 million in recurring funds beginning in the second year of the biennium for expansion of the North Carolina Principal Fellows Program, although the Comprehensive Remedial Plan calls for nearly \$20 million across the biennium.
		of high-quality	In addition, non-recurring federal funds were allocated to provide teacher and principal professional development in the science of reading and coaching support and professional development for principals and school improvement leadership teams.

Top Issue	Progress	Metric	Details
Social and emotional learning		The number of social workers, psychologists, nurses, and counselors are increased so that the gaps for each role are decreased by 25% by December 31, 2021, including Social Worker at 1:1,029, Psychologists at 1:1,475, Counselors at 1:327, and Nurses at 1,947.	No additional positions for social workers, nurses, or counselors were allotted in the 2021-23 state budget, and the resulting ratios have either stagnated or worsened. While the budget did include funding for 115 additional school psychologist positions, the ratio remains far behind recommendations, 17 does not provide flexibility of use for districts, and distribution of these positions is inequitable. Updated ratios for these mental health support positions are anticipated to be released by DPI in March of 2022.
		Financial and human resources are in place to support the development and implementation of SEL and traumainformed practices in all of our schools by June 30, 2022.	A new school-based mental health policy ¹⁸ requires K-12 public school units to adopt and implement a school-based mental health plan ¹⁹ which includes a mental health training program and a suicide risk referral protocol. However, no additional funding was provided to districts to implement plans, the mandate did not include district flexibility, and the path to implementation remains unclear.
Culturally Responsive Curriculum and Pedagogy		New Social Studies Standards are implemented with fidelity, including professional learning supports for all teachers of social studies, by Summer 2022.	After much debate, the fifth iteration of the revised social studies standards was approved by the State Board of Education in February 2021. This represents important, but incomplete progress toward a more inclusive social studies curriculum. The revised standards include the terms racism, identity, and discrimination, but do not include the terms systemic racism, gender identity, or systemic discrimination, which were included in version four of the proposed standards. ²⁰
		Pre- and in-service Educators across North Carolina have access to professional learning on culturally- responsive curriculum so that they can serve a racially and ethnically diverse student population by Summer 2022.	There is no statewide support for professional learning on culturally responsive curriculum and pedagogy. House Bill 324, which was passed in the House and Senate but was ultimately vetoed by Governor Roy Cooper, was representative of alarming efforts on the part of state lawmakers to limit teachers' ability to discuss the reality of racism in the United States and limit students' engagement with history, current events, and personal health, as well as their social and emotional learning. ²¹

Top Issue	Progress	Metric	Details
Flexibility for Local School Districts	<u>-</u> dl	Districts have the flexibility to use particular funding line items, including textbooks, low wealth supplemental funding, and classroom supplies, to meet the needs of their students by June 30, 2021.	Funding flexibility was not addressed in the 2021 legislative session.
Flexibility for Loo		Districts have the flexibility to establish calendars that allow them to maximize student learning opportunities in the context of their communities by June 30, 2021.	A bill for statewide local calendar flexibility bill passed the House 114-1, but stalled in Senate. Lawmakers in the House proposed 24 separate bills to allow flexibility for specific districts, and 16 were proposed in the Senate. Despite significant support in both chambers, Senate President Pro Tem Phil Berger stated, "I don't know that the appetite for school calendar bills has changed." ²²
countability	4	Lawmakers successfully revise A-F school grades to a 50/50 split between student growth and proficiency by September 30, 2021.	While accountability and reporting requirements were waived for the 2020-21 school year, the A-F school grading system remains in place, with no revision to the formula.
Assessment and Accountability		Policymakers remove any punitive measures connected with high stakes testing, while holding harmless any educators or administrators who receive additional pay based upon the testing outcomes by March 31, 2021.	In March 2021, the federal government waived accountability and reporting requirements related to standardized testing. In August, Governor Cooper signed into law Senate Bill 654, which waived state statutes requiring the State Board of Education to calculate and report school performance measures for the 2020-21 school year, including A-F grades, school report cards, and the identification of low-performing schools. ²³
Afterschool Programs and Expanded Learning		Reduce unmet demand, currently at 666,635, by 20%, to 533,300, by June 30, 2022.	Afterschool programs in North Carolina continue to be supported primarily by federal funding, with recovery funds directed to before school, afterschool, and summer extension program grants in the amount of \$72 million. No recurring state appropriations have been made in this area. Thus, unmet demand for afterschool programs remains unchanged; there are 666,625 children who wish to enroll in afterschool care in North Carolina. ²⁴

Top Issue	Progress	Metric	Details
Early Childhood Education		The funding and implementation of a new child care subsidy rate structure that provides child care programs in all 100 counties with adequate and equitable rates that incorporate the true cost of care, including workforce compensation and benefits.	The FY 2021-23 budget makes no changes to the child care subsidy rate. Only 22% of children age 0-5 who are eligible receive child care subsidy assistance, ²⁵ and the amount of subsidy assistance provided is not enough to fully cover the true cost of high-quality care, including adequate pay and benefits for providers. ²⁶
Post-Secondary Attainment		Districts have the flexibility to establish calendars that allow them to maximize student learning opportunities in the context of their communities by June 30, 2021.	A bill for statewide local calendar flexibility bill passed the House 114-1, but stalled in Senate. Lawmakers in the House proposed 24 separate bills to allow flexibility for specific districts, and 16 were proposed in the Senate. Despite significant support in both chambers, Senate President Pro Tem Phil Berger stated, "I don't know that the appetite for school calendar bills has changed."
	_1	Expand the NC Community College System Career Coaches Program	No additional funding was appropriated to support the expansions of the NC Community College System Career Coaches Program.
	<u>-</u> 1	College Advising Corps to serve more low-wealth students, students of color, and English Language Learners by June 30, 2022.	The 2021-23 budget appropriated over \$7 million of American Rescue Act funds to College Advising Corps to support the additional placement of college advisors in NC public schools, with the goal of increasing the number of underrepresented, low-income, and first-generation postsecondary degree or certificate students entering and completing postsecondary education at community colleges and universities.
Adequate and Equitable State Funding to Support Public Education		Allocate an additional state investment of at least \$1.7 Billion (\$690.7 Million in 2021-22 and \$1.06 Billion in 2022-23) to fulfill the requirements of the Leandro Comprehensive Remedial Plan.	The state has made some, yet insufficient progress toward fulfilling the requirements of the Leandro Comprehensive Remedial Plan. The investments made in the 2021-23 state budget amount to approximately half of what is necessary to achieve compliance. Full funding of the plan across 8 years will be necessary in order to ensure that every child has the opportunity to receive a sound basic education.
	<u>-</u> dl	Approve a statewide school bond to be placed on the ballot by May, 2022.	The NCGA again neglected to approve a statewide school bond referendum to be placed on the ballot, despite significant 5-year school facility needs totaling nearly \$13 billion statewide. ²⁸

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Our Vision

All North Carolina children shall have the opportunity to reach their full potential through equal and meaningful public education that nourishes our state's civic and economic vitality.

Mission of the Public School Forum of North Carolina

To provide trusted, nonpartisan, evidence-based research, policy analysis and innovative programs that empower an informed public to demand that education best practice becomes common practice throughout North Carolina.