

VaxUP FCPS

















Fairfax County Public SchoolsOffice of Communication and Community Relations

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Type of School/Organization

PreK-12 School District: 180,000 students

Number of Communication Staff: 26

2022 NSPRA
Gold Medallion Award Entry
Special Communication
Projects/Campaigns

REESTABLISHING TRUST
IN THE FACE OF PANDEMIC SURGES

VaxUP FCPS

Reestablishing Trust in the Face of Pandemic Surges

SYNOPSIS

In March 2021, the Virginia General Assembly approved a bill requiring public school districts across the state to provide in-person instruction for the 2021-22 school year.

Over the summer and into the start of the school year, this requirement was threatened by the emergence of the delta and omicron variants of COVID-19.

Fairfax County Public Schools – the largest district in Virginia with 199 schools and 180,000 students – faced increased in-school transmission rates and potential school closings. This carried the double risk of failed compliance with the state law, as well as further impacting community trust.

Although a vaccine was available by spring 2021 for those aged 12-18, uptake had been low. A vaccine for elementary school students was not yet available. Research showed uptake in younger children would be low due to higher vaccine hesitancy among parents.

Research indicated the most common reasons for vaccine hesitancy included safety concerns, access, lack of trust in data, and who was delivering the vaccine message. Black and Hispanic communities reported the highest levels of concern, particularly in regard to perceived barriers of access, availability, and cost. With a population including 27% Hispanic, 10% Black, and 26% English Learners, vaccine uptake at FCPS elementary schools was a particular challenge. Data showed FCPS could realistically hope for a 50% elementary vaccination rate. However, as CDC uses a 70% benchmark for community protection, this had to be our ultimate goal.

Anticipated approval of the COVID-19 vaccine for school-age children gave FCPS the opportunity to develop a **VaxUP FCPS** campaign, capitalizing on our collaboration with community health partners, our historical connections to the <u>Polio vaccine</u>, and proximity to the epicenter of push - the White House.

The campaign exceeded its goal of attaining the CDC 70% benchmark for those aged 12-18. Although this was not matched for the 5-11 cohort, we exceeded our research-based goal of 50% for the 5-11 cohort. Finally, the campaign achieved its third most important objective of keeping all 199 schools open throughout the surges, thereby keeping our promise to parents, ensuring compliance with state law, and helping rebuild trust.

RESEARCH

Legal Backdrop:

On March 30, 2021, the Virginia General Assembly passed SB 1303 requiring <u>all public schools to offer inperson instruction</u> to students during the 2021-22 school year.

Dynamic, Changing Public Health Conditions:

While the vaccine was approved for 12-15-year-olds in late spring, the vaccine for elementary school-aged children did not become available until November - three months after the start of the 2021-22 school year. In this time frame, both the delta and omicron variants emerged and seriously impacted school operations.

- State COVID positive cases and school-related outbreaks increased.
- FCPS quarantine and daily case rates followed surge trends.
- The number of <u>paused classes</u> increased.
- <u>Student membership</u> dropped at the start of the school year to a low of 178,595 (<u>approximately 10,000</u> students fewer than the previous year).
- Year on year average <u>student absence rates increased</u>. Average student absentee rates increased from a daily average of 5.8% to 8%.
- Staff attendance rates dropped particularly when students were scheduled to be in school.
- Sub availability and fill rates were at an <u>all-time low</u> due to <u>concerns about safety</u> and being among unvaccinated student populations.
- School districts throughout the <u>nation</u> and <u>region</u> were forced to make large-scale shifts to virtual learning.

Health Guidance Around Vaccinations:

- Vaccination as a strategy to keep schools open for in-person learning was recommended by the <u>Centers for Disease Control and Prevention (CDC)</u>, <u>American Academy of Pediatrics (AAP)</u>, Virginia Department of Education (VDOE), and <u>Fairfax County Health Department (FCHD)</u>.
- The CDC used a benchmark of 70% as their target vaccination rate for community protection.

Vaccination Hesitancy/Trust:

Access and availability were tempered by data showing <u>vaccine hesitancy</u> among parents. In mid-August 2021, a <u>Kaiser Family Foundation</u> poll found:

- Four in ten parents of children under age 12 say they would "wait a while to see how it is working" before getting their child vaccinated.
- Parents of unvaccinated children ages 12-17 cited safety and side effects at the top of their list of concerns.
- Larger shares of Hispanic and Black parents compared to white parents were concerned they would not
 be able to get their child vaccinated at a place they trust, or might have to pay an out-of-pocket
 cost, or will have difficulty traveling to a vaccine site.
- The vaccination status of parents indicates the likelihood of their children being vaccinated.

Primary Research:

A FCPS vaccination-intent survey showed that 76% of respondents intended to vaccinate their 5-11-year-old children. While the overall results of this survey produced informal results due to demographically unbalanced opt-in numbers, when responses are viewed purely by demographic group, the survey yielded more scientifically reliable results, closer to a +/- 5% margin of error. Data analysis showed that across all demographics, a majority of FCPS parents planned to get their younger children vaccinated. Black and Hispanic families had higher rates of being undecided or against vaccination for their younger children. It is worth noting those who opted in to the survey are more likely to support vaccinations.

	All (n=30,939)	Asian (n=5,778)	Black (n=1,781)	Hispanic (n=4,473)	White (n=15,978)	Two or More Races (n=2,698)
Yes	76.3	79.0	59.6	67.8	79.1	79.8
No	9.9	6.3	18.1	13.2	9.5	7.9
Undecided	12.0	12.5	18.9	16.1	10.0	11.0
No response	1.9	2.2	3.4	2.8	1.4	1.3

Informal data was also gathered through the **weekly principal briefings**. Questions principals asked indicated the staff and community concern around our inability to rely on vaccinations to reassure staff at the elementary level.

Conversations with **local pediatricians** indicated local pediatricians, who knew their communities and could reflect their concerns, **needed to be the face of the campaign**. This was reinforced by conversations with doctors from the **Virginia branch of the American Academy of Pediatrics** and their head doctor, Dr. Michael Martin, and conversations the superintendent had directly with the head of the **Fairfax County Health Department**, Dr. Gloria Addo-Ayensu.

This was supported by the American Academy of Pediatrics survey showing the most trusted source of information for parents was their children's doctor. Less than <u>one-half of parents</u> stated they trust their local health department, the CDC, the AAP, or the vaccine approval and development process.

National Effort:

Additional informal data was gathered through conversations with the White House COVID-19 Response team. Their campaign focused on three key messages: safe, accessible, free.

Trust in Schools:

Public trust for teachers <u>fell by six percentage points</u> over the course of the pandemic, dipping from 63% in 2019 to 57% in 2021. 2021 survey data also revealed Republicans trusted teachers less than Democrats, at 56% to 71%. This matters to FCPS as the county is an even 50/50 political split.

The Axios/Ipsos Coronavirus Index found:

- 71% said local schools had done a very good or good job at managing education during the pandemic while just 10% said they had done a poor job.
- There was lower trust among Republican voters.
- The overall impression given through media coverage was negative.
- Public criticism was attributed to a small number of highly-vocal parents a tail-wagging-the-dog scenario.

GOAL

Ensure an environment in which all schools can remain open throughout the pandemic surge to foster and restore parental trust.

ANALYSIS & PLANNING

Role of Schools - Vaccination Information and Encouragement:

- Schools are positioned to play an important role in vaccinating children by educating families and providing information.
- Four in 10 parents of children ages 12-17 say their school provided information about COVID-19 vaccines for children or encouraged parents to get their children vaccinated.
- Those who say their school did either one of these things are more likely to say their child received a COVID-19 vaccine than parents who say their school did not do these things.

Key Messaging:

FCPS' target audiences had one mutual viewpoint - schools should be open for safe, in-person learning. Messaging was framed around the ways vaccination supports a safe, in-person learning environment, rather than other arguments that may not reflect the **mutual orientation**.

- FCPS' primary responsibility was to provide safe, in-person learning and vaccination was a tool to achieve that goal.
- Families wanted their children to learn in school, and vaccination made that safer and more likely that children would not miss school for illness.

Aligning those mutual understandings helped audiences be more receptive to receiving vaccination information from their schools.

It was also determined that messaging should be aligned with national messaging of safe, accessible, and no cost.

Message Delivery:

The **theory of source credibility** supported the use of the third-party endorsement strategy. Messages are more readily accepted as believable when presented by highly credible sources. While FCPS should capitalize on the national campaign, local messaging needed to be delivered through trusted community health leadership:

- Trusted school leaders
- Local pediatricians
- The Fairfax Health Department
- Local hospital doctors

Audiences:

Using the **multi-step flow model**, target audiences were segmented into early-adopters and vaccine-hesitant. Research indicated parents and quardians were split between early adopters and vaccine-hesitant.

- The only strategy needed to reach early adopters was informational—where, when, and how to get
 their child vaccinated. These were the 79% who responded to FCPS' survey that they would get their
 children vaccinated immediately. This group was <u>predominantly white (+14 percentage points) and
 above the poverty line</u>.
- Vaccine-hesitant parents needed more direct, persuasive communication.
 - Hispanics (-13 percentage points); Economically Disadvantaged (-18 percentage points); English Learner (-14 percentage points); and Black (-4 percentage points) were all underrepresented in vaccine survey engagement.
 - Parents of 16-17 year-olds with a "wait and see" approach.
 - Parents of 12-15 year-olds with safety concerns.
 - Parents of 5-11 year-olds who combined both a "wait and see" approach with safety concerns.
- Black and Hispanic communities, particularly in regard to perceived barriers of access, availability, and cost.

Timeline:

June 2021 (as preparation got underway for the 2021-22 school year) - end of January 2022 (by which time it was assumed winter surges would be ending).

OBJECTIVES

OBJECTIVE #1:

By September 30, the fully-vaccinated rate for children ages 12-18 in Fairfax County will reach 70% (per Virginia Department of Health data).

OBJECTIVE #2:

By January 31, 2022, the first dose vaccination rate for children ages 5-11 in Fairfax County will reach the CDC benchmark of 70% (per Virginia Department of Health data).

NOTE: While our own data suggested that a benchmark of 5% lower than the "YES" response rate in FCPS' vaccination intent survey was more realistic, we resolved that we should be aiming to meet the nationally established benchmark.

OBJECTIVE #3:

By January 31, 2022, FCPS will have had ZERO full school closures for the 2021-22 school year.

IMPLEMENTATION

Strategy #1: Alignment with National Messaging

- Use national vaccination messaging as a foundation for local messaging to build credibility and consistency.
- Repeated use of the three key points emphasized in national vaccination messaging: safe, accessible, free.
- Pitch to the White House to be the face of the 5-11 vaccine roll-out.
- Alignment with the <u>FCPS Polio vaccine launch</u> to show how that vaccine was proven safe and changed our national health environment.
- Message adjustment in line with updated national recommendations (boosters etc.)

Strategy #2: Information/Education Strategy

- Shared access opportunities, sites, times, and the value of vaccination through newsletters, social media, and engagement activities.
- Provided consistent information reiterating the message point that vaccines were easily accessible, with clear next steps to calls to action.
- Superintendent-hosted <u>multilingual virtual town halls</u> with a local physician to address family and community concerns in advance of the first day of school.
- Shared Fairfax County Health Department information and resources about when, where, and how to get a vaccine in every communication.

Strategy #3: Third-Party Endorsement Strategy

- Coordinated with local pediatricians to deliver messages related to vaccine safety. Produced a <u>video series</u> <u>featuring local pediatricians</u> addressing parent and guardian concerns around pediatric vaccination.
- Cited national endorsements for vaccination from the Centers for Disease Control and Prevention and the American Academy of Pediatrics.
- Public partnership with three community health organizations (Inova Hospital, the Virginia American Association of Pediatrics, Fairfax County Health Department).

Strategy #4: Multilingual Strategy

- Intentional, multilingual outreach effort.
- Superintendent's video in Spanish from a school-based clinic visit shared on Spanish Facebook and Twitter.
- Superintendent held a <u>Spanish-speaking virtual town hall</u> with a local physician to address family and community concerns in advance of the first day of school.

Strategy #5: Individual Responsibility Strategy

- · Reframed the narrative to emphasize that safe, in-person learning is an individual responsibility.
- <u>Do your part! For yourself, for others, for our schools</u> campaign in employee and family newsletters, social media, and the FCPS website.

Strategy #6: Preemptive Action Strategy

- Monitored media, social media, and COVID metrics to anticipate negative issues.
- Positioned news about positive decision-making to preempt negative stories.
- Staff vaccination mandate announcement before school begins to position schools as safe places to learn.
- Announced a <u>path for fully-vaccinated students to return to the classroom faster</u> after being paused for an exposure as parent concerns around extended pause times began to increase.
- Athletic actions around vaccinations announced as data showed potential for large numbers of studentathletes to be quarantined.

EVALUATION

By the end of September 2021, 70% of Fairfax county children aged 12-18 were fully vaccinated (71.2% of 12-15 year-olds and 80.9% of 16-17 year-olds) meeting objective #1.

While we did not meet objective #2 for the established 70% CDC benchmark (54.2% of children 5-11 received one dose), countywide vaccination demographic data was in line with our own data-driven benchmarks (5% lower than our vaccination-intent survey "yes" response data in line with the margin of error and the assumption that those in support were more likely to complete the survey) for all sub-groups.

All schools remained open from the start of school on August 23, 2021, through January 2022, meeting objective #3 of the plan. Schools saw low numbers of outbreaks with 32 classes out of all 199 schools paused.

- By the end of January, student attendance rates were lower than average at 5.4% compared with an average of 5.8%.
- Enrollment in FCPS' Virtual Program declined as students felt safe enough to return to in-person learning.
- <u>Sub-fill rates</u> were back up to the average of 75% and climbing.
- <u>Total student membership</u> increased from 178,595 in September to 180,182 in January a gain of 1,587 students, indicating increased trust in the school division and its health measures.

FCPS' kick-off of the national 5-11-year-old vaccination campaign - while initially perceived as potentially risky for our politically divided community - proved an overwhelming success. It produced over 2,500 positive media stories in late October/early November 2021, largely carrying our messaging and branding, cementing the school division as national leaders in the critical work of keeping schools open and safe.

NEXT STEPS

FCPS remained compliant with SB 1303, which requires Virginia school divisions to comply with CDC guidance to ensure five days of in-person learning per week. Compliance was particularly critical in maintaining and rebuilding trust in our school district - trust that FCPS, the Board and the superintendent always follow the law; trust that we have the genuine expertise needed to keep students safe; and trust that we have the best interests of our students at the forefront of our work.

Furthermore, compliance on this topic provided the groundwork for the school division's <u>successful lawsuit</u> around <u>masking</u> and School Boards' right to make policy when it arose in the final week of this campaign.

RESEARCH

Background:

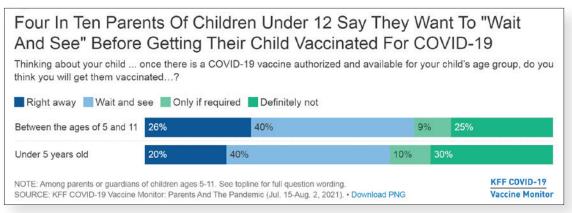
In the weeks leading up to the start of the 2021-22 school year, the delta variant emerged presenting a return to more stringent public health measures. Virginia law requires schools to provide in-person instruction. Vaccination was endorsed as a top strategy to keep schools open for in-person learning by national and local health authorities.

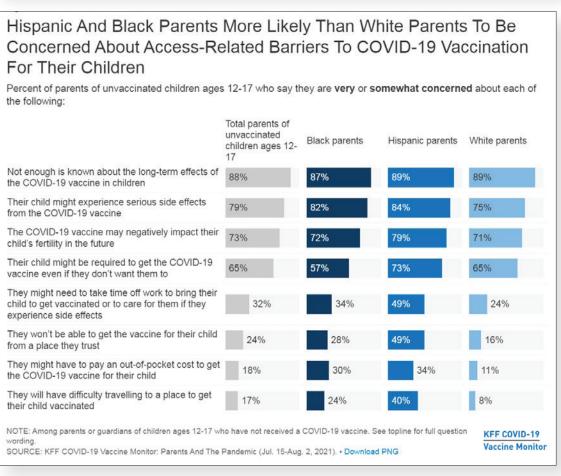


Vaccination as a strategy to keep schools open for in-person learning recommended by: CDC, American Academy of Pediatrics, Virginia DOE, Fairfax County Health Department

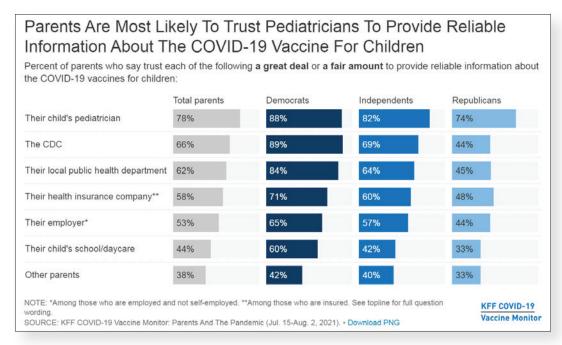
Vaccine Hesitancy/Trust:

Despite media reports that parents were eager to vaccinate their young children against COVID-19, more than half of parents reported a degree of vaccine hesitancy.



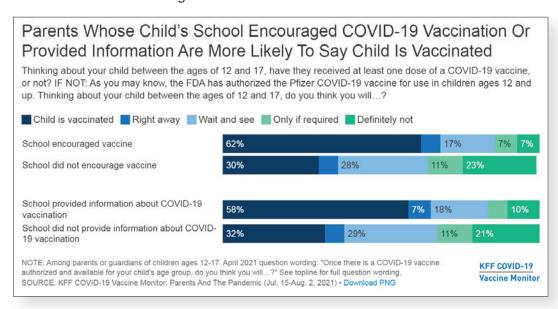


The most trusted source of information for parents is their children's doctor. Less than one-half of parents stated they trust their local health department, the CDC, the AAP, or the vaccine approval and development process.



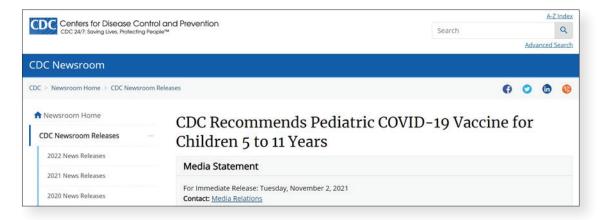
Role of Schools:

Schools were positioned to play an important role in vaccinating children by educating families and providing information. Parents who say their school provided information or encouragement for COVID-19 vaccination were more likely to say their child received a COVID-19 vaccine than parents who say their school did not do these things.



Developing Situation:

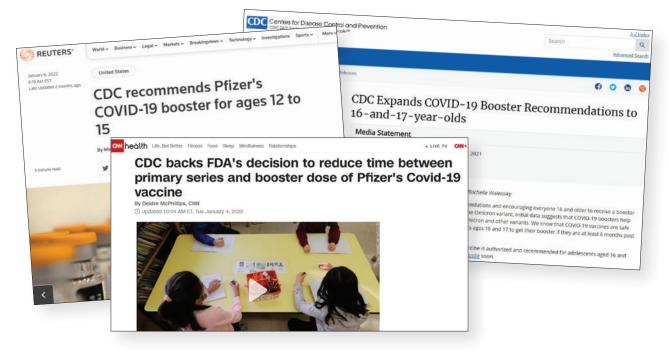
This campaign was conducted in an uncertain and dynamic period. Some developments provided opportunities for the campaign, especially the early November announcement of emergency use approval for a vaccine for children 5-11.



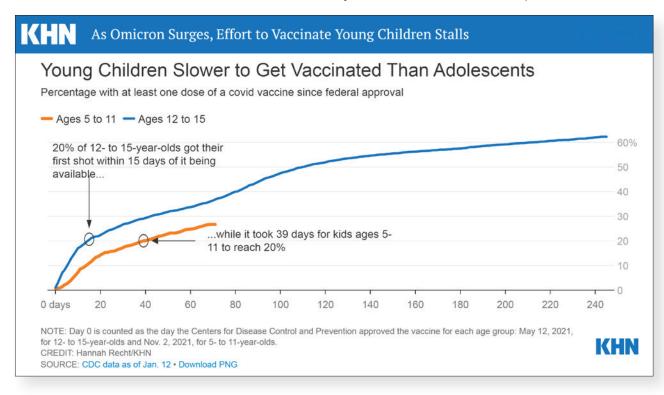
By late November emergence of the omicron variant presented one of the largest challenges of the campaign. Vaccines continued to offer protection at preventing severe disease, but breakthrough infections increased.



Changes in booster recommendations that expanded eligibility and shortened timelines required a new message point: get vaccinated and boosted.



The national effort to vaccinate children stalled in January, even as the omicron variant spread.



IMPLEMENTATION

Branding:

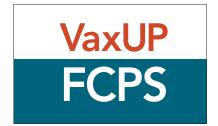
VaxUP FCPS was chosen as a tagline to echo nationwide "vax up" campaigns. Bright, colorful graphics featuring diverse FCPS students show energy and positivity around vaccination.



DESIGN CONCEPT



VARIATION 1 - HORIZONTAL



VARIATION 2 - VERTICAL

MESSAGE

VaxUp FCPS
Get Your COVID-19 Booster
Returning Strong
Safety

COLORS



Dark Teal Pantone 315 CMYK: 100, 12, 21, 44 RGB: 0, 103, 127 HEX: 00677F



Pantone 3125 CMYK: 84, 0, 18, 0 RGB: 0, 161, 187 HEX: 00A2BC



Pantone 3125 CMYK: 0, 22, 100, 2 RGB: 255, 181, 0 HEX: FFB500



Pantone 173 CMYK: 0, 82, 94, 2 RGB: 207, 69, 32 HEX: D3451E



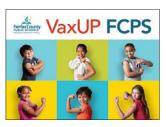
Light Green
Pantone 390
CMYK: 27, 0, 100, 3
RGB: 181, 189, 0
HEX: B5BD00



Light Teal Pantone 3105 CMYK: 44, 0, 11, 0 RGB: 104, 210, 223 HEX: 68D2DF

USAGE

Posters, yard signs, backdrops, animations, video, newsletters, social media, webpage hero images, HDTV Slates.









Strategy #1: Alignment with National Messaging

Use national messaging about vaccination as a foundation for local messaging to build credibility and consistency.









Strategy #2: Information/Education Strategy

FCPS shared access opportunities, sites, times, and the value of the vaccination through newsletters, social media, and engagement activities. Providing consistent information reiterated the message point that vaccines were easily accessible, and gave audiences a clear next step to any call to action.







In the lead-up to the decision to authorize the Pfizer vaccine for 5-11 year-olds, FCPS proactively shared plans for the collective effort to support COVID-19 vaccinations, letting the public know we are ready to provide access to vaccination for younger children.

Collective Effort to Support COVID-19 Vaccinations

Fairfax County Health Department

- Multiple mass vaccination clinics
 - Government Center
 - South County Government Center
 - Tysons Community Vaccination Center
- · Pop-up clinics at school sites in the evening and/or weekends
- · School-based clinics during the school day

Fairfax County Public Schools

- Facilities to support school-based clinics evenings, weekends, and during the school day
- Transportation support for families to access mass vaccination clinics
- Supervision and emotional support for students at school-based clinics during the school day



Virginia Chapter of the American Academy of Pediatrics

- Over 20 practices (representing more than 200 pediatricians) self identified as serving children in Fairfax County surveyed
- More than 80% of these practices plan on vaccinating in some capacity; Collective estimate of 3,900 vaccines per week

Virginia Chapter



INOVA

- Weekend pediatric vaccination clinics at the Inova Center for Personalized Health (ICPH) (500 shots per day by appointment)
- Inova Cares Clinic for Children & Families (Underserved communities by appointment)
- Informational packets and videos on vaccination for families (available in multiple languages)



Note: This plan reflects current planning and is subject to change as situation evolves.



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Multiple Opportunities to Support Different Needs

ommunity

Targeted
Vaccination Clinics in
Evening and/or Weekends

Targeted
Vaccination
Clinics During
the School Day

- 1. Community Vaccination Sites (Immediately once available)
 - Local Community Vaccination Options
 - Medical homes (child's medical provider which can include pediatrician, family medicine doctor, nurse practitioner, physician assistant)
 - Local pharmacies
 - Local health department offices and designated locations
 - Mass Vaccination Clinics—community-located mass vaccination clinics
 - o Tysons Corner Location
 - Fairfax Government Center
 - South County Government Center
- Inova Center for Personalized Health (weekends)

2. Targeted Vaccination Clinics in Evening and/or Weekends (Mid-November)

- Parent/guardian presence is required
- Evening and/or weekend clinics based in schools to accommodate parent presence during vaccination and reduce transportation barriers

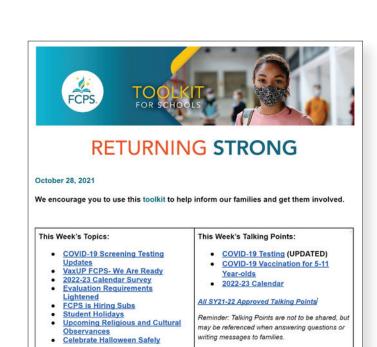
3. Targeted Vaccination Clinics During the School Day (After winter break)

- Parent consent provided in advance for participation
- Clinic during the school day without parent/guardian presence to reduce access and transportation barriers

Note: This plan reflects current planning and is subject to change as situation evolves.



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Strategy #3: Third-Party Endorsement Strategy

Coordinate with local pediatricians to deliver messages related to vaccine safety. Research shows they are the most trusted source of this information.





Promoting vaccination can help schools safely return to in-person learning as well as extracurricular activities and sports.



-Centers for Disease Control and Prevention



All eligible individuals should receive the COVID-19 vaccine... Adequate and timely COVID-19 vaccination resources for the whole school community must be available and accessible.



-American Academy of Pediatrics



Vaccinating teachers, school staff, and students when eligible for vaccination is a critical layer of prevention and protection for all. Achieving high levels of vaccination among eligible students, teachers, and staff is one of the most critical strategies to help schools safely operate.



-Virginia Department of Education



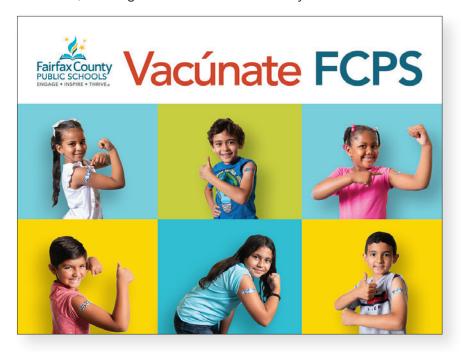
Vaccination remains the most important approach to prevent COVID-19 and particularly to prevent more severe infection.



-Fairfax County Health Department

Strategy #4: Multilingual Strategy

Data show the Spanish-speaking community has greater concerns about vaccine access, making an intentional, multilingual outreach effort necessary.



The Superintendent held a Spanish-speaking virtual town hall with a local physician to address family and community concerns in advance of the first day of school.

Videos recorded in Spanish by the Superintendent while visiting school-based vaccination clinics encouraged the Spanish-speaking community to get vaccinated. Videos were shared on Spanish Facebook and Spanish Twitter.





Local doctor shared children's COVID-19 vaccine information with our Spanish-speaking community on social media.



Strategy #5: Individual Responsibility Strategy

Reframe the narrative to emphasize that providing a safe in-person learning environment requires individual responsibility.

Do your part! For yourself, for others, for our schools messaging was featured in employee and family newsletters, social media, and the FCPS website.



Strategy #6: Preemptive Action Strategy

Monitor media, social media, and COVID metrics to anticipate negative issues. Position news about positive decision-making that moves us closer to the organizational goal to preempt a negative story.

Staff vaccination mandate announcement before school begins to position schools as safe places to learn.

Announced a path for fully-vaccinated students to return to the classroom faster after being paused for an exposure as parent concerns around extended pause times began to increase.

Athletic actions around vaccinations were announced as data showed potential for large numbers of student-athletes to be quarantined.







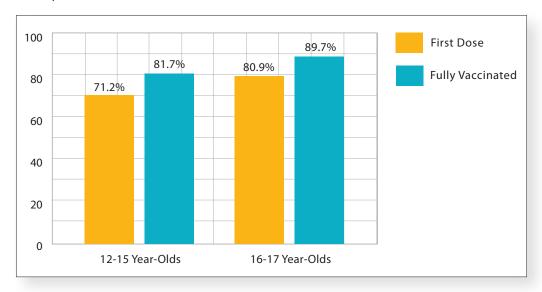
FCPS to Require Proof of COVID-19 Vaccination for Athletic Participation

EVALUATION

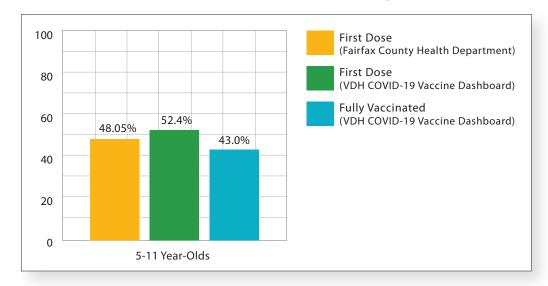
Vaccination rates:

One measure of the effectiveness of our campaign was vaccination rates of identified age groups reported by the Virginia Department of Health (VDH).

Our first objective, a 70% fully-vaccinated rate for children ages 12-18 by September 30, 2021, was achieved. On September 23, 2021 the VDH COVID-18 Dashboard showed:



Our second objective, a 70% first-dose vaccination rate for children ages 5-11 by January 31, 2022, was not achieved. Consistent with national trends, vaccination rates stagnated for the 5-11 cohort.



Consistency of In-person Learning:

By January 31, 2022 FCPS had zero school closures for the 2021-22 school year, achieving the third objective of the communication plan.





