

2023 Policy Recommendations of the Vermont Early Childhood State Advisory Council Network: Policy Playbook



The Role of the Policy Recommendations and BBF's Mission



The Policy
Playbook tells the story of the 2023
Policy
Recommendations: how they were developed, why they are important, and how they can be used.

The mission of Building Bright Futures (BBF) is to improve the well-being of each and every child and family in Vermont by using evidence to inform policy and bringing voices together to discuss critical challenges and problem solve. BBF brings together a robust network of policy makers, early childhood professionals, educators, health and mental health providers, business leaders, families, and other stakeholders to share insights and problem-solve through regular meetings of 12 Regional Councils, seven Committees moving forward the work of Vermont's Early Childhood Action Plan (VECAP), and a 23-member State Advisory Council.

The State Advisory Council (SAC) is Vermont's Governor-appointed, primary advisory body on the well-being of children in the prenatal period through age 8 and their families. In partnership with the VECAP Committees and the Regional Council Network, the SAC sets priorities and strategic direction for statewide initiatives using the VECAP and up-to-date data. The annual Policy Recommendations are developed with input from across all BBF Network gatherings and seek to identify the current gaps and needs in early childhood policy, promote action in strategic areas for the coming year, provide recommendations that are measurable, and move Vermont toward a more equitable early childhood system.

While the Policy Recommendations are leveraged in a variety of ways by stakeholders from across sectors, their foundational goal is to provide a common agenda and unifying vision for the state's early childhood system and its partners. The Policy Recommendations are a tool that requires championing and monitoring in order to be successful; see page 13 for ways in which early childhood stakeholders in Vermont put the Policy Recommendations into action. The Policy Recommendations' intended role within the BBF Network and for Vermont's early childhood partners and system is outlined below.

## The value and purpose of the Policy Recommendations of the Vermont Early Childhood State Advisory Council Network:

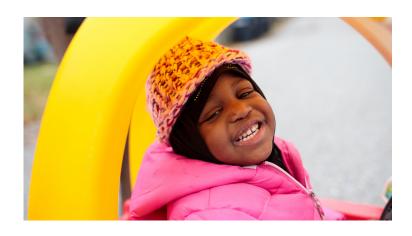


- Elevate urgent, statewide issues and priorities that need to be addressed from across the Network and Vermont's early childhood stakeholders more broadly
- Provide common language to inform decision-making and support partners in their advocacy efforts
- Communicate about cross-sector early childhood needs and priorities to decision-makers
- Validate the work that VECAP Committees, Regional Councils, the SAC, and others are doing to improve the wellbeing of young children and their families
- Create accountability for policy change toward the vision articulated in the VECAP

### The Goals Behind the Policy Recommendations

The 2023 Policy Recommendations are framed around the four foundational goals of the Vermont Early Childhood Action Plan (VECAP) and were developed based on key conversations, priorities, and challenges that emerged across the BBF Network over the course of 2022. The four goals articulated in the VECAP that create the basis of the recommendations are:

- 1. All children have a healthy start.
- 2. Families and communities play a leading role in children's well-being.
- 3. All children and families have access to high-quality opportunities to meet their needs.
- 4. The early childhood system will be integrated, well-resourced, and data-informed.



### Diving Deeper: 2023 Policy Recommendations of the Vermont Early Childhood State Advisory Council Network



While the Policy Recommendations stand alone and speak to the depth and breadth of the challenges and priorities the BBF Network and the State Advisory Council have addressed, the additional context and data below illustrate the importance of these priorities for Vermont's early childhood system. This additional information also serves to provide support and guidance for those turning towards the recommendations when writing policy or making implementation decisions, as well as those looking to use the recommendations as an advocacy tool.

## Care Coordination Recommendations

Goal 1: All children have a healthy start.

Promote and invest in care coordination. Invest in proven care coordination models across sectors to better serve young children and families. Better support access to services for children with special health care needs, children with disabilities, and other marginalized groups by promoting and investing in valuable models of care coordination. Explore creative ways to fund and integrate services across sectors to reduce disparities in access to services.

### **Care Coordination**

VECAP Committee monitoring recommendation: Child Outcomes Accountability Team (COAT)

What it means: Care coordination is a process that links children and their families to services and resources in a collaborative effort to maximize the potential of the children and provide them with optimal care. Care coordination typically includes a team of early childhood professionals working together to ensure a family can seamlessly access the services they need by making direct connections to other services or programs. This is designed to take the burden of navigating services off of families and reduce duplication of efforts for programs and staff. Sometimes used synonymously with the term "service coordination," care coordination is a foundational model and best practice utilized by many of the programs and services within Vermont's early childhood system. 1 Care or service coordination is present in the practices of many early childhood programs in Vermont, notably Children's Integrated Services (CIS), Early Head Start and Head Start programs, and DULCE.

Why it matters: This model is an effective way to improve access to the services and supports that families and young children need. These direct connections between providers are likely to be particularly meaningful when serving traditionally marginalized families, including lower-income families, families, those in more rural parts of the state, families of color, and New American families, as well as families with vulnerable children with special health care needs and/or disabilities. While case management is a part of care coordination, additional time is often needed for early childhood professionals to come together to support integration and coordinate services for children and families. This time is often not billable and hard to fund, despite the critical role it plays.

### **Housing**

VECAP Committee monitoring recommendation: Child Outcomes Accountability Team (COAT)

What it means: While Vermont has made significant progress in investing in the availability and affordability of housing, this basic need continues to be a challenge for many families. One key approach being implemented in the state is the Family Supportive Housing program, which helps families move into affordable housing and provides intensive home-based case management and service coordination to help them keep their housing.<sup>2</sup>. In addition to this strategy, advocates have called for additional investments in infrastructure in manufactured home communities, often referred to as "mobile homes," State mental health stakeholders emphasize the importance of supporting families who are unhoused through implementing trauma-responsive programs in shelters, transitional housing, and other services that families interact with in order to provide mental health supports in addition to basic needs.

Why it matters: Housing is a basic need for all Vermonters and is particularly crucial for families with young children. According to many early childhood developmental experts, including the Harvard Center on the Developing Child, experiences of homelessness in early childhood expose children to "toxic stress," a strong, prolonged activation of the body's stress response system. Toxic stress is linked to detrimental long-term developmental, physical, and mental health outcomes.3. Unfortunately, homelessness is increasingly prevalent in Vermont's families with children. There has been a striking increase in the number of children under 9 identified as eligible for McKinney Vento services (enrolled students experiencing homelessness); in 2020-2021, 247 children were eligible, and in 2021-2022, this number rose to 398 children.<sup>4</sup>

#### **Housing Recommendations**

Goal 1: All children have a healthy start.

Invest in safe, permanent housing for children as a critical basic need. Invest in housing programs and resources that expand availability and promote affordability and equity in Vermont's rental and real estate markets by means such as:

- Expanding the Family Supportive Housing Program
- Protecting manufactured home communities by investing in infrastructure repair and maintenance

Support families who are unhoused or experiencing housing transitions by investing in traumaresponsive shelters, transitional housing, transportation resources, and related staffing. Ensure children are able to attend school in their home districts if preferred.





### Family Leadership on Decision-Making Bodies Recommendations

Goal 2: Families and communities play a leading role in children's well-being.

Representation matters. Develop and implement a formal guidance/protocol when creating new legislatively mandated bodies (study sections, councils, task forces). A list of potential members should include representatives with lived experience in those groups.



### Family Leadership on Decision-Making Bodies

VECAP Committee monitoring recommendation: Families and Communities Committee

What it means: Alongside legislative partners, the BBF Network has identified a lack of a formal process or protocol that is used when developing legislation requiring advisory bodies such as study sections, task forces, and/or councils. Because each advisory body is created from square one in each piece of legislation, there is no standardized way to determine which entities and individuals should be included, to systematically document appointments, or to monitor whether the advisory body is meeting their requirements annually. Consequently, those with lived experience are often either minimally represented, with a singular representative who may feel tokenized, or not represented at all. A new protocol outlining what to consider when developing bill language for an advisory body would serve as a reminder to lawmakers and staff about the importance of hearing from those with lived experiences relevant to the matters at hand, and support the creation of a culture in which those with lived experience, especially families, are seen as partners in decision-making processes related to early childhood issues in Vermont.

Why it matters: Meaningful participation of primary caregivers in decision-making is a key goal articulated in the Vermont Early Childhood Action Plan. We know that when primary caregivers are consulted and valued as experts in their own experiences and needs, outcomes for children improve, as do relationships between families and the systems and individuals that serve them.<sup>5.</sup> In order to work towards this vision, we need more than simply token representatives on committees; we need consistent and robust representation from families at all levels of decision-making and true partnership at all stages of developing policies, programs, and service provision.

### The 2023 Early Childhood Family Needs Assessment

VECAP Committee monitoring recommendation: Families and Communities Committee

What it means: The Families and Communities Committee (FCC), one of seven Vermont Early Childhood Action Plan (VECAP) Committees that drives and oversees the state's early childhood strategic plan, led an Early Childhood Family Needs Assessment in 2022 with a focus on the barriers and successes that Vermont families experience when accessing services for their children. In early 2023, the report will be published and circulated to inform decision-makers.

Why it matters: The 2023 Early Childhood Family Needs Assessment report will provide information directly from 660 primary caregivers of children under the age of 9— data that are not available elsewhere. The process to produce this report was led by the FCC, including survey design, outreach, and involvement in analysis, interpretation, and presentation. This project is one of a number of valuable opportunities that the Building Bright Futures Network and the Families and Communities Committee are aiming to make available for family leaders, further empowering the Committee to serve as an advisory body on key programs and projects related to the early childhood system.

Early Childhood Family Needs Assessment Recommendations

Goal 2: Families and communities play a leading role in children's well-being.

Utilize the findings of the BBF Families and Communities Committee's Family Needs Assessment, which has been designed and implemented by primary caregivers to inform policy and decision-making related to young children and their families

## Supports for Family Leaders Recommendations

Goal 2: Families and communities play a leading role in children's well-being.

Provide commensurate compensation for families participating in engagement, leadership, or feedback opportunities in order to recognize and honor the time and expertise that parents and caregivers contribute. Make other logistical and cultural decisions that welcome and promote the inclusion of primary caregivers, such as offering alternative or evening meeting opportunities, paying for any associated child care or transportation costs, and providing interpretation services.

## Compensation, and Logistical and Cultural Supports for Family Leaders

VECAP Committee monitoring recommendation: Families and Communities Committee

What it means: Creating a culture and environment that are conducive to family leadership and participation means reducing barriers to entry. This means compensating parents and primary caregivers for their time and ensuring that any other needs they have are met, including child care and transportation costs, through stipends or reimbursement. It also means making sure that meetings are held at times that work for families and that the culture of meetings is welcoming to caregivers.

Why it matters: Family leaders and partners across the Building Bright Futures Network and across the state have continued to emphasize the importance of meeting families where they are and valuing their time and expertise, just as we do with professional early childhood stakeholders. In order to cultivate environments that are conducive to family partnership and joint decision-making, the barriers to entry both economically and socially must be examined and addressed by those currently holding power in policy spaces.

### **Early Childhood Educator Workforce**

VECAP Committee monitoring recommendation: Professional Preparation and Development Committee

What it means: Early childhood educators and other early childhood professionals deem compensation as one of the most foundational barriers to being able to recruit and retain a highly qualified, skilled, and dedicated workforce that is sufficient to meet the needs of Vermont families. Bolstering the compensation and support of early educators could be achieved by instituting a number of state policies and benefits that could promote sustainability within the early childhood system more broadly. In addition to compensation, proven models of professional development and support that make the early childhood profession a sustainable and attractive one are longstanding needs identified by Vermont's early childhood community.

Why it matters: Vermont Head Start exemplifies some of Vermont's early childhood system workforce challenges. In program year 2022, it had a turnover rate of 17% among all staff.<sup>6.</sup>A survey of 95 center-based child care programs in March 2022, found that 86% of reported experiencing a staffing shortage leading to enrolling fewer children (63%), reducing program hours (51%) and/or closing classrooms temporarily (43%). Beyond this increased incidence of vacancies, we know that workforce shortages are greatly impacting the early childhood system's ability to deliver high-quality services to all who need them. Without these foundational supports, including sufficient compensation, families will continue to face barriers, especially when seeking spaces in high-quality early education programs. A strong and supported workforce is a prerequisite for building a high-quality system of early childhood services.





## Early Childhood Educator Workforce Recommendations

Goal 3: All children and families have access to high-quality opportunities to meet their needs.

Prioritize and invest in the current early childhood education workforce to ensure the field is justly compensated, well-resourced, and valued as leaders and partners in the early childhood system by:

- Making strategic and substantial investments to bolster the compensation of the early childhood workforce
- Investing in proven professional development programs and ensuring that all early childhood educators have access to resources and supports that make the field a more sustainable and attractive one, such as practice-based coaching, mentorship, Special Accommodations Grants, Early Childhood and Family Mental Health Consultation and treatment, and Early Multi-tiered System of Supports. Ensure these professional development programs and opportunities are comprehensive and coordinate their offerings and activities.



#### STARS Revision Recommendations

Goal 3: All children and families have access to high-quality opportunities to meet their needs.

Continue to commit to stakeholder engagement and national best practices within the STARS Revision work and related Continuous Quality Improvement (CQI) efforts. The updated Quality Rating Improvement Scale (QRIS) should support efforts to dismantle systemically racist and inequitable tools and structures, and to build a system that supports early childhood education programs in providing the highest quality teacher-child interactions possible through a continuous quality improvement lens.

### **STARS Revision Work**

VECAP Committee monitoring recommendation: Early Learning and Development Committee

What it means: The way in which we evaluate and measure quality in child care, preschool, and afterschool programs in the state is currently being revised by the Child Development Division. This measurement system is called a Quality Rating and Improvement System (QRIS), known as the STep Ahead Recognition System (STARS) in Vermont. This system is intended to recognize quality improvements that are made by early care and education programs and financially incentivize quality improvement, in addition to providing families with additional information to consider when they are selecting the right program for their child. As Vermont undertakes the process of redesigning STARS, early childhood and afterschool stakeholders hope to see national best practices and VECAP goals reflected in the changes.

Why it matters: In other states, Quality Rating and Improvement Systems have been updated based on current best practices and evidence. Recent research emphasizes 1) the importance of child and educator interactions <sup>8.9.</sup>and 2) the importance for a QRIS system to support rather than penalize programs that are achieving elements of quality, including ones that indicate strengths such as cultural competence. 10. Depending on how a QRIS is designed and structured, it can either be a tool that is systemically contributing to a racist and unjust system, or it can support the state in dismantling that system. As Vermont strives to lead the way in early childhood quality and access, it is critical that we learn from these best practices and aim to create the most high-quality and equitable system possible.

#### Mental Health Workforce

VECAP Committee monitoring recommendation: Child Outcomes Accountability Team

What it means: Currently, the size and diversity of the state's mental health workforce is insufficient to meet increased and evolving needs. Based on the expertise of mental health providers and administrators in Vermont, more public investment is needed to support recruiting this workforce. Another key component of meeting the mental health needs of our communities is ensuring that service providers are receiving sufficient funding to do so, including rates that keep pace with the increased cost associated with providing services. Finally, another key goal is to support providers across the early childhood field by offering them traumaresponsive and resilience-oriented trainings and ensuring that these trainings are made equally accessible to all providers.

Why it matters: The rate of children with behavioral/conduct problems, anxiety, and/or depression in Vermont was 13.8% in 2021 (up from 8.7% in 2018) for children between the ages of 3-8, compared with 8% for the U.S. These increased needs are currently challenging for providers across the early childhood system to support, as evidenced by the lowest number of children under 9 receiving services from Designated Mental Health Agencies since 2012. With increased capacity, the mental health and early childhood workforce would not only be able to better support children experiencing mental health challenges and their families, but also provide critical preventative services and supports.



## Mental Health Workforce Recommendations

Goal 3: All children and families have access to high-quality opportunities to meet their needs.

Respond to the mental health challenges facing young children and their families and the need to build resilience in our communities by:

- Investing in efforts to recruit a diverse mental health workforce reflective of the communities served (including diversity of race/ethnicity, culture, sexual orientation and identity, socioeconomic status, etc.)
- Continuing to increase Medicaid reimbursement rates for mental health services to adjust for the higher cost of providing services associated with inflation
- Investing in trauma and resilience training for family-serving providers (in the fields of mental health, education, etc.) to enable them to be better prepared to respond to the increased mental health needs of children due to the pandemic. Invest in translation services for training programs to promote equitable and broad access to training.

## Collective Legislativve Action Recommendations

Goal 4: The early childhood system will be integrated, well-resourced, and data-informed.

Prioritize collective
legislative action and
coordination related to
early childhood
administration,
governance, and any
potential investments by
holding joint hearings,
forming ad hoc
committees, and working
collaboratively on
hearing key testimony,
advancing well-vetted
legislation, etc.

### **Collective Legislative Action**

VECAP Committee monitoring recommendation: State Advisory Council

What it means: Passed in 2021, Act 45 required the development of several key studies within Vermont's early childhood system that have queued up the state's policy and decision-makers to take action starting in 2023. The Legislature is expected to discuss key questions related to the financing and governance of the state's early childhood system, particularly related to early childhood education, given the upcoming Finance Study (being conducted by RAND) and Vermont's Child Care and Early Childhood Education System Analysis (conducted by Watershed Advisors and Foresight Law + Policy). In order to have a strong, cross-sector series of solutions that support a strong comprehensive system for children, we need collaboration and action among the Legislature and public and private partners.

Why it matters: Given the complexity of conversations related to the governance and financing of Vermont's early childhood system, it is important that state partners act in a coordinated and collaborative manner as they consider potential legislation and system changes. It is critical that stakeholders and experts from across the early childhood system are engaged and heard from during the legislative process. In order to do so in the most effective and efficient way possible, legislators might consider holding joint hearings and coordinating on legislation and priorities related to early childhood as the session progresses.





### Accountability within the Governance Transition

VECAP Committee monitoring recommendation: State Advisory Council

What it means: The Vermont Child Care and Early Childhood Education System Analysis, or ECSA, made a series of recommendations to strengthen the current structure of our state's early childhood governance and administration. Given these new recommendations and the robust involvement of key stakeholders during this process, action and/or legislative changes are anticipated in 2023. During the transition associated with any decisions made regarding a new governance structure for early childhood, it is also critical that an entity be charged to oversee the process, hold partners accountable, and ensure that stakeholders are engaged and supported throughout the transition.

Why it matters: This change management will be an important part of assigning a new (or existing) governance body to administer early childhood programs and functions, and will ensure that amidst the transition, families, young children, and early childhood professionals still receive the services and support they need. Holding partners accountable during the transition and ensuring that the process runs on time and according to plan is a valuable role for an external entity to hold and monitor.



Accountability within the Governance Transition Recommendation

Goal 4: The early childhood system will be integrated, well-resourced, and datainformed.

As legislation is considered related to Vermont's early childhood governance infrastructure, the Legislature must prioritize accountability by tasking a specific entity to monitor the governance transition, with responsibilities that include:

- Developing a concrete transition plan with accountability and metrics (process and success) prioritizing cross-sector stakeholder engagement
- Monitoring any and all transitions over time and reporting annually to the Legislature
- Defining and measuring success in process and outcomes using a continuous quality improvement framework
- Ensuring alignment with the vision articulated in the Vermont Early Childhood Action Plan

## Inequities in Data Collection Recommendations

Goal 4: The early childhood system will be integrated, well-resourced, and data-informed.

Respond to inequities in data collection and reporting in order to better represent and understand the intersectional experiences of people of color, children with disabilities, and other marginalized communities in Vermont.

- Develop a statewide strategy to gather demographic information that allows people to self-identify in an authentic and appropriate manner while meeting federal demographic reporting requirements.
- Value qualitative data. When the small population size of a group necessitates the suppression of their quantitative data, utilize qualitative data collection to ensure that everyone is counted.
- Secure sustained funding to support high-quality data through compensation for direct service providers who collect and report data.
- Partner with impacted communities throughout the data cycle to ensure that marginalized communities, in particular, have ownership of their experiences and are empowered to advocate for and make decisions on behalf of themselves.
- To enable Vermont to execute the above recommendations, secure sustained funding for additional personnel to increase capacity, with a specific focus on equitable data.

## Inequities in Data Collection and Reporting

VECAP Committee monitoring recommendation: Data and Evaluation Committee

What it means: Equity goals are embedded throughout the VECAP and throughout the vision that Vermont's early childhood partners hold for the system, including our goals to collect and make decisions based on highquality data. Currently, our ability to understand and monitor the well-being of all Vermont children and families is limited by our current data capacity and lack of sufficient strategies for understanding the experiences of traditionally marginalized groups in Vermont, including people of color, children with disabilities, families living in poverty, and others. The integration of early childhood data across the systemincluding common definitions, stakeholder involvement, and investment in those collecting and analyzing data-would increase the accuracy and availability of data for all Vermonters.

Why it matters: Closing access or service gaps is a key element of striving toward equity and quality in Vermont's early childhood system. However, we do not currently have a full picture of who is being adequately served and whether or not we are missing specific groups or communities when administering programs or delivering services. In order to support decision—makers with making data-informed policies that reflect the needs of all families and children in the state, we need to capitalize on efforts to elevate qualitative and qualitative data that tell the stories of those with lived experiences as marginalized or vulnerable people in Vermont.



# Putting the Policy Recommendations into Action

Learn more about how Vermont's early childhood stakeholders use the Policy Recommendations



The 2023 Policy Recommendations of the Vermont Early Childhood State Advisory Council Network can be leveraged (and have already been leveraged) by a variety of stakeholders to move forward legislative proposals, advocate for change, and hold the system and its leaders accountable. The Policy Recommendations are utilized by early childhood stakeholders across sectors for a myriad of purposes and are designed to be leveraged by public and private partners alike.

The following are examples of ways early childhood stakeholders across Vermont can use the recommendations of Vermont's Governor-appointed, designated Early Childhood State Advisory Council to improve the well-being of children and families.

- Legislators, the Administration, and early childhood leaders can reference the Policy Recommendations and the Vermont Early Childhood Action Plan when considering funding allocations, formulating priorities, and developing legislation.
- Early childhood stakeholders, program
   administrators, advocates, and family leaders can
   reference the Policy Recommendations alongside
   the Vermont Early Childhood Action Plan in
   legislative testimony or when advocating for change
   in a variety of settings.
- Public and private early childhood program administrators can reference the recommendations to monitor progress or when attempting to align their team's priorities

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