


MEMORANDUM

TO: The Honorable JB Pritzker, Governor
The Honorable Emanuel “Chris” Welch, Speaker of the House
The Honorable Tony McCombie, House Minority Leader
The Honorable Don Harmon, Senate President
The Honorable John Curran, Senate Minority Leader

FROM: Dr. Tony Sanders 
State Superintendent of Education

DATE: January 27, 2025

SUBJECT: Full-Day Kindergarten Task Force

The Illinois State Board of Education respectfully submits this final report on behalf of the state superintendent of education and the Full-Day Kindergarten Task Force to the General Assembly, governor, and chairperson of the State Board of Education to fulfill the requirements of 105 ILCS 5/10-22.18e.

Please contact the executive director of ISBE Legislative Affairs at 217-782-6510 for more specific information or to obtain additional copies of this report.

cc: Secretary of the Senate
Clerk of the House
Legislative Research Unit
State Government Report Center

Contents

Executive Summary.....	3
Full-Day Kindergarten	6
Figure 1: Full-Day & Half-Day Kindergarten Offering by District Type (2021-22 School Year)	9
Table 1: Enrollment in Pre-K and Kindergarten 2017-23.....	9
Table 2: KIDS Participation Rates 2017-23.....	9
Table 3: Overall Readiness of Kindergarten Students 2017-23	10
Table 4: % Readiness in the Three Developmental Areas and Four Domains	10
Figure 2: District Locale Designation.....	14
Table 5: Current Availability of Classroom Space	15
Table 6: Availability of Land for Expansion	15
Table 7: Current and Future Needs to Offer Full-Day Kindergarten.....	16
Table 8: Anticipated Startup Costs.....	17
Toward Final Recommendations	20
Figure 3: Reported Costs by NCES Locale and data submitted by districts currently not implementing Full-Day Kindergarten in Illinois during the 2023-24 school year.	21
Table 9: Survey Data by EBF Tier and NCES Locale Type	22
Table 10: Estimated Expenses by EBF Tier and Locale Type	22
2024-25 Full-Day Kindergarten Statewide Surveys.....	23
Table 11: Location of Full-Day Kindergarten Programming.....	24
Table 12 – Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten	25
Table 13 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by EBF Tier.....	25
Table 14 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by Geographic Region	26
Table 15 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by NCES Locale	26
Table 16: Cost Analysis.....	27
Table 17: Potential Implementation Date for Full-Day Kindergarten.....	28
Table 18: Rank Order of Barriers to Implementation of Full-Day Kindergarten.....	29
Table 19: Opportunity Costs	29

Recommendations	30
Recommendation I – Additional Criterion	30
Recommendation II – Early Childhood Construction Grants	33
Recommendation III – State Funding for Full-Day Kindergarten	34
Concluding Remarks.....	36
Appendices.....	37
Appendix A – Membership List	38
Appendix B – Task Force Charge	39
Appendix C – Meeting One Presentation	41
Appendix D – MentiMeeting1.....	44
Appendix E – KTFMeetingII11724	48
Appendix F: KTF3272024	56
Appendix G: Full-Day Kindergarten Survey Questions 2023-2024 School Year.....	65
Appendix H: 81424 Meeting	67
Appendix I: Full-Day Kindergarten Survey Questions 2024-2025 School Year	74
Appendix J: 111424 Task Force Meeting.ppt.....	76

Executive Summary

Illinois School Code ([105 ILCS 5/10-22.18e](#))¹ created the Full-Day Kindergarten Task Force for the purpose of conducting a statewide audit to inform the planning and implementation of full-day kindergarten.

The task force may recommend that the Illinois State Board of Education (ISBE) consider an additional criterion when granting a waiver to the establishment of full-day kindergarten for two additional years under 105 ILCS 10-22.18(b). ISBE shall make a final determination regarding this additional factor and provide public notice of that determination by no later than July 1, 2025.

The task force, in addition to identifying an additional criterion, also must recommend a means of ranking "... [a] school district ... in the top 25% of capital funding need by the Full-Day Kindergarten Task Force."

To these ends, the Full-Day Kindergarten Task Force met five times, beginning on November 27, 2023. There are two required reports that the task force must submit to the General Assembly and Office of the Governor. The first, an interim report, must be submitted no later than June 30, 2024. The final report must be submitted no later than January 31, 2025.

The development of the interim report occurred during and subsequent to meetings of November 27, 2023; January 17, 2024; March 27, 2024; June 12, 2024; and June 25, 2025. These meetings focused upon familiarization with the task force charge and identification of data and a means to collect it to inform the task force's collective considerations.

Task force members identified the following benefits and challenges to the implementation of the full-day kindergarten requirement:

Benefits:

- Additional learning time and the need for it in the development of academic skills is apparent, especially for those children who come from families identified as low-income.
- Additional time in a full-day kindergarten classroom also is helpful in supporting social and emotional development.
- Full-day kindergarten allows for partnership opportunities between teachers and families.

Challenges:

- Space (e.g., current availability as well future access to)
- Transportation (e.g., availability of equipment, scheduling for, and cost of)
- Staffing (e.g., assignability and teacher shortages)
- Scheduling (e.g., impact of full-day kindergarten on the ordinary and usual scheduling of the school)
- Food services
- Funding (e.g., challenges within contexts where there is not the likelihood of accessing additional local funding)

¹ Public Act 103-0410.

- Program quality (e.g., ensuring that a change in/increase to instructional time is used in ways that will capitalize on the additional learning time and opportunities for supporting academic and social and emotional growth)

Based upon these ideas, a survey was developed and shared with task force members so they could provide feedback. The survey then was administrated during April and May 2024 with districts that are not currently offering full-day programming. They were asked to provide information pertaining to classroom space and availability of land to meet the requirements of PA 103-0894, among other questions. This information informed the task force as it developed its recommendations. Data submitted by respondents suggests that space, staffing, and costs; the uncertainties tied to available and assignable licensed staff; student enrollment over time; and sustainability in relation to developing and implementing high-quality programming are among the realities the task force must keep in mind as it engages in its work.

Subsequent to the submission of the interim report, the task force met on August 14, 2024; September 6, 2024; October 24, 2024; November 14, 2024; January 8, 2025; and January 23, 2025.

The task force unanimously approved the following recommendations at its meeting on January 23, 2025.

Recommendation I: Additional Criterion

ISBE shall develop and implement a process through which any elementary or unit district may submit evidence for delaying the implementation of the full-day kindergarten beginning in the 2027-28 school year.

This process shall include:

- Identification of district and rationale for the request.
- Submission of evidence supporting the request, including, but not limited to:
 - Available and anticipated reserves (current fiscal year and subsequent five years) and, if a district currently runs a tuition-based half-day program, impact on loss of revenue projected over time;
 - Demographic data; and
 - Other materials as submitted by school district to inform its application.

ISBE shall develop the means for submission of the aforementioned for approval to the School Business Services Department.

Recommendation II: Early Childhood Construction Grants

The sequence of determining the ranking of the 25% of districts that applied for but did not receive an Early Childhood Construction Grant in fiscal year 2022 is:

1. Districts are ranked based upon the percentage of students of color and low-income students as determined from the percentage of total average enrollment of FY 2023, FY 2024, and FY 2025.²
2. Districts are ranked by Evidence-Based Funding (EBF) adequacy (average of FY 2023, FY 2024, and FY 2025 percentage of adequacy).
3. Districts with the lowest adequacy rate, highest percentage of the average of students of color and low-income students as determined from the percentage of total average enrollment of FY 2023, FY 2024, and FY 2025, and located in preschool deserts shall be funded first.

Recommendation III – State Funding for Full-Day Kindergarten

Task force members identified several principles relevant to the realization of the mandate, including:

- That any recommendations for additional criterion are “reasonable and feasible” for districts.
- Districts should not be penalized by having their reserves captured to fulfill a valuable unfunded mandate.
- The need for a separate state allocation(s) to support the implementation of full-day kindergarten. Funds could be used for any aspect of implementing kindergarten (e.g., staffing, curriculum, facilities, and transportation).
 - The allocation could fund a three-to-five-year needs-based grant for new adopters or those districts that are currently newly offering full-day kindergarten programming.³
 - Opt-in and phased-in grant program over three years (beginning in 2027-28 school year) and available to all districts, not just those that are not yet ready for the 2027-28 school year.
 - The largest amount of funding would be in Year 1 and decrease each of the subsequent two years.
 - The amount of funding could be determined using a sliding scale, based on factors such as the district’s EBF tier or Title funding.
 - Districts shall be able to roll over unused funds.
- Consideration of the benefits for recalibration of EBF to credit half-day kindergarten student counts as full-day kindergarten students a year or two early to help with the funding.
- Any district that spends more than 15% of its reserves to transition to full-day kindergarten would be reimbursed by the state for no less than half of the expenditure to avoid or mitigate any imposed trade-off and unintended consequences from using reserve funds and assuming increased reoccurring operational expenses to adopt and operate a full-day kindergarten program and being cognizant of the need to keep reserve funds at a financially prudent level. For example, if a district uses reserves to spend \$20 million on full-day kindergarten adoption that reduces the reserve balance by at least 15%, then the state will reimburse the district \$10 million.

² A task force member requested that student outcomes could/should be collected from those districts receiving Capital Development Board Early Childhood Construction Grants.

³ A district “newly offering” full-day kindergarten may be understood as one that is currently offering full-day kindergarten but that was not necessarily doing so prior to the change in law that enacted the full-day mandate.

Full-Day Kindergarten

Kindergarten as a distinct “grade band” was introduced in the United States in the last quarter of the 19th century. This introduction largely benefited children from White and middle- and upper-class families, but within a generation, the notions that grounded the nature of childhood and the role of early education in developing the assets a child brought with him or her increased the numbers of children receiving instruction in a kindergarten as well as the number of states that offered at least one *publicly funded* kindergarten.⁴ More specifically, between 1874 (the first time in which kindergarten was reported as a distinct grade band/means of organizing a classroom) and 1892, there was an increase from one publicly funded program (in St. Louis) and kindergarten reported in 10 states to over 1,300 kindergartens in 39 states -- approximately 450 or 35% of which were publicly funded.⁵

In the first half of the 20th century, the number of children attending kindergarten continued to increase, but there were stark differences in attendance between northern and southern states as well as between urban and rural areas.⁶ In particular, a higher percentage of 3- to 6-year-old children attended kindergarten in northern states as well as a greater number of children in or near urban areas.⁷

Generally:

- In the first quarter of the 20th century, approximately 9% of children aged 4-6 attended kindergarten.
- By 1920, approximately 11% of children aged 4-6 received kindergarten instruction.
- In 1930, approximately 15% of children aged 5-6 received kindergarten instruction.
- By 1950, approximately 16% of children aged 5-6 received kindergarten instruction.
- By 1970, approximately 72% of children aged 4-6 received kindergarten instruction.

As of 2023:⁸

- Seventeen states and the District of Columbia require that children attend kindergarten.

⁴ It is important to note that the movement from a largely private venture to that of a public good did not occur based upon a tacit set of agreements of a singular purpose of such an experience on the development of young children. Rather, like many educational innovations since the later portion of the 19th century in the United States, the “implementation of” was in tension with the multiple purposes and populations for whom the programming was intended to serve.

The case of public kindergarten is no different in that when it was first publicly funded the purposes and those for whom these purposes were identified were in tension (e.g., kindergarten based upon a notion of the child as one with great inquisitiveness and through which kindergarten will support the emergence of this quality *and* the purpose of kindergarten as means of “Americanization” for immigrant children and Native American children).

⁵ Whitebook, M., Alvarenga, C., & Zheutlin, B. (2022) *The Kindergarten Lessons We Never Learned*, Early Childhood History, Organizing, Ethos, and Strategy Project. University of California – Berkeley.

⁶ The differences in attendance derived from differing circumstances based upon geography, local values on what and how children should learn, available funding, availability of workforce, and other related issues.

⁷ *Ibid.*

⁸ [Education Commission of the States K-3 Policies](#).

- Sixteen states and the District of Columbia require districts to offer full-day kindergarten, and 44 states plus the District of Columbia require districts to offer at least half-day kindergarten.

In Illinois:

- In the first quarter of the 20th century, approximately 4% of children ages 4-6 attended kindergarten.
- By 1920, approximately 18% of children aged 4-6 received kindergarten instruction.
- In 1930, approximately 25% of children aged 5-6 received kindergarten instruction.
- By 1950, approximately 22% of children aged 5-6 received kindergarten instruction.
- By 1970, approximately 81% of children aged 4-6 received kindergarten instruction.

Four additions to the Illinois School Code memorialized the requirement for a district to offer kindergarten, modified this requirement over time to require full- or half-day programs, and then required all districts to offer no less than a full-day program.

PA 84-0018 created the first reference to kindergarten as a specific grade band in the Illinois School Code. Second, this reference was further clarified with the addition in 1985 of a distinction between full-day and half-day kindergarten:

After July 1, 1970, to establish and maintain kindergartens for the instruction of children in accordance with rules and regulations prescribed by the State Board of Education. Such kindergartens may provide for either a 1/2 day or a full day of attendance for pupils enrolled therein (105 ILCS 5/10-20.19a).⁹

Third, PA 102-894¹⁰ requires districts to continuing offering either a full-day or half-day kindergarten program until the 2027-28 school year. Beginning in the 2027-28 school year, "... each school board must establish a kindergarten with full-day attendance and *may* establish a kindergarten with half-day attendance."¹¹

Finally, PA 103-410¹² (which served as impetus for the work of the Full-Day Kindergarten Task Force) provides that unit and elementary districts that did not or were unable to offer full-day kindergarten as of October 1, 2022, could apply for an extension of the 2027-28 school year implementation deadline for two additional years if:

1. The school district EBF percentage of adequacy was 76% or below in FY 2023, or
2. The school district is ranked in the top 25% capital funding need by the Full-Day Kindergarten Task Force, but has yet to receive capital funding as of the date of the application, or
3. The school district meets a criterion set by the State Board of Education based on findings by the Full-Day Kindergarten Task Force.

⁹ Originally PA 84-18, which was repealed by PA 102-0894, effective May 20, 2022.

¹⁰ 105 ILCS 5/10-22.18(a), effective May 20, 2022.

¹¹ *Ibid.*

¹² 105 ILCS 5/10-22.18(b), effective August 2, 2023.

Thus, the determination of an additional criterion served as a point of departure in meeting the task force charge. The first meeting on November 27, 2023, provided opportunity for task force members to introduce themselves (Appendix A – Membership List) and share the charge (Appendix B – Task Force Charge).¹³ They also considered recent data that included the numbers of full-day and half-day kindergarten enrollment in Illinois elementary and unit districts and longitudinal Kindergarten Individual Development Survey (KIDS) Data.¹⁴ (See Appendix C – Meeting One Presentation.)¹⁵

Specifically, the task force charge requires that it consider two aspects in the development of recommendations:

1. A recommendation for a means of ranking “... [a] school district...in the top 25% of capital funding need by the Full-Day Kindergarten Task Force,” and
2. A additional criterion set by the State Board of Education based on the Full-Day Kindergarten Task Force's recommendations under subsection (b) of Section 10-22.18e of [Illinois School] Code.¹⁶

The subsequent figures and tables were shared at the first meeting based upon the rationale that PA 103-410 was enacted to create the greatest likelihood of school experiences leading to the positive, wholistic development of children in Illinois. The number of kindergarten classrooms by full- and half-day offerings, enrollment in programming, and other data were considered to be a reasonable point of departure in identification of the initial vision and values of the task force members based upon their expertise and experiences.

¹³ All agendas and meeting minutes for the Full-Day Kindergarten Task Force will be included as appendices in the final report submitted to the Illinois General Assembly and Governor’s Office on or before January 31, 2025.

¹⁴ KIDS is an observational tool designed to help teachers, administrators, families, and policymakers better understand the developmental readiness of children entering kindergarten. The observational data is collected by the kindergarten teacher, at minimum, and during the first 40 days of instruction. It is essential to keep in mind that KIDS is designed to provide information on the *readiness* for kindergarten and is *not* in indication of teacher quality or *ability and/or capacity* of a child. KIDS is a point in time summary of what a child demonstrates as is collected and interpreted by an observer in a naturalistic setting of the child’s classroom.

¹⁵ KIDS is organized in three developmental areas, four learning domains, and the required 14 readiness measures. The three developmental areas and their respective domains are Social and Emotional Development (Domain I – Approaches to Self-Regulation and Domain II – Social and Emotional Development); Language and Literacy Development (Domain III – Language and Literacy Development); and Math (Domain IV – Math). Five of the 14 state of Illinois readiness measures are from Domains I and II, five readiness measure are in Domain III, and four readiness measures are in Domain IV.

¹⁶ Subsection (b) of 10.22-18e provides data points that the task force collects and uses for the purpose of identifying additional criteria through which a district can receive a waiver for implementation of full-day kindergarten in the 2027-28 school year.

Figure 1: Full-Day & Half-Day Kindergarten Offering by District Type (2021-22 School Year)¹⁷

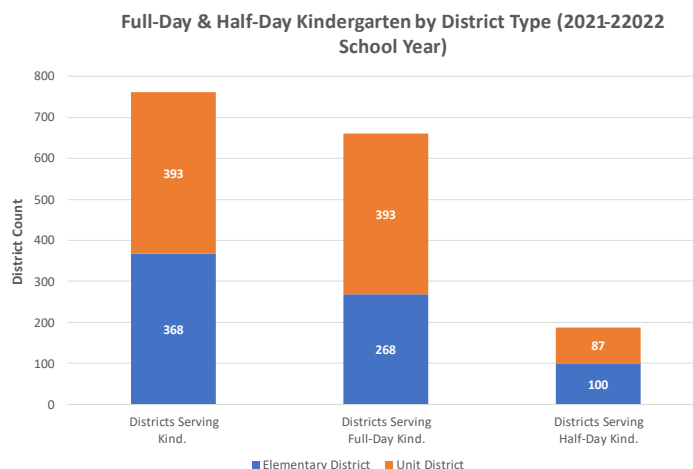


Table 1: Enrollment in Pre-K and Kindergarten 2017-23¹⁸

	Prekindergarten	Kindergarten Enrollment
2017-18	83,664	132,064
2018-19	87,063	129,692
2019-20	79,777	130,713
2020-21	66,827	120,110
2021-22	74,619	124,808
2022-23	80,835	121,812

Table 2: KIDS Participation Rates 2017-23

	KIDS Participation Rate
2017-18	81%
2018-19	90%
2019-20	90%
2020-21	63%
2021-22	85%
2022-23	87%

¹⁷ These data include districts that offer both a full-day and half-day program. If that is the case, then the district is included (counted) in the center (Full-Day) *and* righthand (Half-Day) columns.

¹⁸ Neither pre-K nor kindergarten are compulsory grades in Illinois. Even so, data suggests that many more families enroll their children in public school district kindergarten than do so in a state-funded pre-K program.

Table 3: Overall Readiness of Kindergarten Students 2017-23

	% Readiness in 3 Areas	% Readiness in 2 Areas	% Readiness in 1 Area	% Readiness in 0 Areas
2017-18	24%	18%	17%	42%
2018-19	26%	17%	18%	39%
2019-20	29%	18%	17%	37%
2021-22	28%	17%	17%	38%
2022-23	30%	17%	17%	36%

Table 4: % Readiness in the Three Developmental Areas and Four Domains

	Social and Emotional Development (Domain I – Approaches to Self-Regulation and Domain II – Social and Emotional Development)	Language and Literacy Development (Domain III – Language and Literacy Development)	Math (Domain IV – Math)
2017-18	49%	44%	30%
2018-19	53%	46%	33%
2019-20	56%	47%	35%
2021-22	55%	46%	34%
2022-23	58%	48%	36%

More specifically, the November 27, 2023, meeting provided task force members with opportunities to respond to the following prompts (Appendix D – MentiMeeting1) as a means to identify “first thoughts” tied to the implementation of PA 103-410:

1. Why do you believe full-day kindergarten is important for children and families?
2. When you think about challenges to the implementation of full-day kindergarten, what comes to mind?
3. Please share any other questions or ideas that may inform the work of our task force.

Broadly, the aforementioned generated the following themes:

Why do you believe full-day kindergarten is important for children and families?

- **Additional learning time** and the need in the **development of academic skills** is apparent, especially for those children who come from families identified as low-income.
- Additional time in a full-day kindergarten classroom also is helpful in **supporting social and emotional development**.
- Full-day kindergarten allows for **partnership opportunities between teachers and families**.

When you think about challenges to the implementation of full-day kindergarten, what comes to mind?

- **Space** (e.g., current availability as well future access to)
- **Transportation** (e.g., availability of equipment, scheduling for, and cost of)
- **Staffing** (e.g., assignability and teacher shortages)
- **Scheduling** (e.g., impact of full-day kindergarten on the ordinary and usual scheduling of the school)
- **Food services**
- **Funding** (e.g., challenges within contexts where there is not the likelihood of accessing additional local funding)
- **Program quality** (e.g., ensuring that a change in/increase to instructional time is used in ways that will capitalize on the additional learning time and opportunities for supporting academic and social and emotional growth).

Please share any other questions or ideas that may inform the work of [the] task force.

- **Data that may further clarify the legislative requirement:**
 - Academic data (e.g., KIDS data, Illinois Assessment of Readiness [IAR] data)
 - Demographic data of the districts where there are not currently any full-day kindergarten programs (i.e., for a sense of assignability/staffing needs)
 - Fiscal data (e.g., EBF, transportation data, and the like)

The aforementioned data points were reviewed with task force members at the January 17, 2024, meeting to ensure accuracy in understanding as well as to tie these ideas to specific portions of the task force charge. (See Appendix E – KTFMeeting11724.) Two threads of discussion resulted.

First, a triad of interrelated interests serves as the foci of task force discussion: **cost**, **space**, and **staffing**. For instance, the notion of **cost** considered current local and state funding as well as the (im)possibility of obtaining further additional funding to meet the requirements of PA 103-410. Relatedly, **space** -- regardless of available funding -- was recognized as important and as a potential limitation. Put differently, it is likely that there are districts that can, in theory, “afford” to operate one or more full-day kindergarten classrooms. However, space limitations currently and in the foreseeable future make it unlikely, in fact, that full-day kindergarten programs can be made operational in these districts.¹⁹ Finally, task force members noted that the **staffing** challenges faced in the P-12 sector are exacerbated

¹⁹ Task force members used the term “landlocked districts” to get at the ideas that, regardless of cost, there may be instances in which a district is unable to obtain any additional land needed for classroom space due to location/district boundaries.

by assignability requirements²⁰ and the delivery of developmentally appropriate kindergarten instruction.²¹

Second, the themes of **additional learning time** and **development of academic skills** identified in the previous meeting were further refined. Task force members asked about the “relationship,” if any, between extant data from KIDS and required state of Illinois testing beginning in Grade 3²² and, more importantly, if and how extant data may be used to show the importance of full-day kindergarten offerings for the overall development of a child.

The meeting of March 27, 2024, provided a more detailed set of data that derived from variability between enrollment numbers alone and the KIDS data shared in November 2023 and responses to task

²⁰ Task force members appeared to broadly agree that staffing was central to consider in light of space and staffing. In particular, staffing includes both assignability as well as number of teachers who would, in a given district, be necessary to teach the sections of kindergarten and maintain a reasonable student/teacher ratio.

In the case of the former, *assignability* refers to the grade bands that an educator with a Professional Educator License affixed with a specific endorsement may be “assigned” to teach. Prior to 2013 when Illinois moved from a system of certificates to a system of licensure, an individual who completed an educator preparation program in Elementary Education (Type 03) could be assigned to any grade between K and Grade 5 (and, if the individual completed additional coursework and field experiences, she or he could also be assigned to teach Grades 6 through 9). An individual who held a certificate in Early Childhood (Type 04) could be assigned to classrooms serving children Birth through Grade 3.

In 2013, the grade bands changed in that one holding an Elementary endorsement could be assigned to classrooms serving children in first through sixth grade whereas an individual holding an Early Childhood endorsement could be assigned to a classroom that served children Birth through Grade 2.

The “residue” of the lack of overlap at the kindergarten grade was a point of distinction insofar as some task force members focused upon staffing as *assignability* whereas others suggested that *assignability* is not at issue. Rather it is the paucity of individuals currently entering into the teaching profession that is at issue (i.e., the “problem” is not preparation or grade bands allowable on the current elementary and early childhood endorsement; rather, the issues are of the larger ecology of “teaching as a profession”).

²¹ Here, the central theme of the task force was the student/teacher ratio. In other words, what is the developmentally appropriate “balance” between number of students in a kindergarten classroom and the number of necessary teachers in support of this development?

A few task force members made the point that were a district to currently offer two half-day programs with one teacher, the student teacher for each section is 15:1. PA 103-410 could mean, assuming the district could not hire another teacher with the appropriate endorsement for purposes of assignability, that the full-day offering would require the district to offer a single section of full-day kindergarten with a student teacher ratio of 30:1.

Numerous task force members stated that this is neither developmentally appropriate nor, more broadly, in the best interests of students or the teacher.

²² Please note that the notion of “relationship between” should be read in the broadest possible fashion insofar as kindergarten is not a compulsory grade of attendance in Illinois and KIDS is an observational protocol whereas the IAR is a standardized assessment. Thus, not all children who completed the IAR in Grade 3 underwent the KIDS assessment. Also, the requirements of KIDS administration are limited to only a small subset of the full set of domains.

The very different purposes of the assessments and how data is “collected” suggest that while a picture can be painted from two points in time, it is essential that one is very cautious in making any statement about growth or lack thereof between KIDS readiness and Grade 3 IAR results.

force member questions generated at the January 17, 2024, meeting based upon this data as well as the task force charge.²³

In sum, the data presented at the March 27, 2024, meeting (Appendix F: KTF3272024) in response to the queries of task force members as well as in the development of an instrument to collect data identified in the task force charge contain:

1. Enrollment in kindergarten as pulled from the ISBE Student Information System.
2. KIDS data that includes the 2017-18 school year through the 2022-23 school year.

The number of full-day and half-day kindergarten programs was determined²⁴ through the identification and application of business rules that classified student enrollment as part of full-day,²⁵ half-day,²⁶ or hybrid²⁷ programming.

Also, a draft survey was shared with task force members for feedback prior to finalizing and releasing to those districts that were identified as offering half-day (21 districts and 94 schools) and hybrid (15 districts and 25 schools) programming in the 2023-24 school year. (See Appendix G: Full-Day Kindergarten Survey Questions 2023-2024 School Year.) The survey was released on April 25, 2024, and closed on May 31, 2024. The response rate for the survey was 80.56%.

Categories from the National Center for Education Statistics (NCES) were used to identify distinct locales to provide additional interpretive context. NCES classifies territories in the United States into four types of locales – rural, town, suburban, and city – and each type is divided into three subtypes based on population size or proximity to populated areas. The locale classifications expand on standard urban and

²³ As a reminder, the task force charge required collection of the following:

- [T]he number of elementary and unit school districts in the state that are currently offering kindergarten, including the number offering full-day kindergarten, the number offering part-day kindergarten, and the number offering both part-day kindergarten and full-day kindergarten;
- [T]he number of students currently enrolled in kindergarten in the state, including the number enrolled in full-day kindergarten, the number enrolled in part-day kindergarten, the total number enrolled in either part-day kindergarten or full-day kindergarten, and the number of children on any waitlists for part-day or full-day kindergarten;
- [F]or all elementary and unit school districts, an estimate of the number of students eligible for kindergarten;
- [F]or all elementary and unit school districts that do not currently offer full-day kindergarten, an analysis of their space utilization rate and an assessment of district capacity to provide space for full-day kindergarten classrooms;
- [F]or all elementary and unit school districts that do not currently offer full-day kindergarten and are found to have insufficient capacity to provide space for full-day kindergarten classrooms, an estimate of the costs associated with providing full-day kindergarten classrooms.

²⁴ Determining this number was necessary to identify the population for survey administration.

²⁵ The overall daily average of student attendance falls between .75 and 1.0 (i.e., 75% to 100% of students attend full-day kindergarten).

²⁶ The overall daily average of student attendance falls between .74 and .01 (i.e., 75% to 100% of students attend half-day kindergarten).

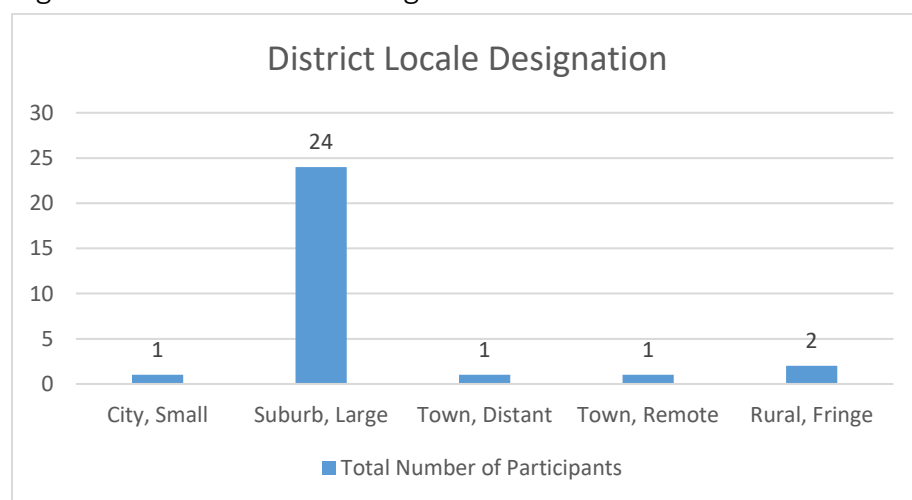
²⁷ A hybrid district is a district where neither full-day enrollments nor half-day enrollments are the majority/75% or more students (e.g., 60% full day/40% half day, 50% full day/50% half day, 31% full day/69% half day).

rural designations defined by the U.S. Census Bureau, and each type of locale is either urban or rural in its entirety.²⁸

- City – Midsize: Territory inside an urbanized area and inside a principal city with population fewer than 250,000 and greater than or equal to 100,000.
- City – Small: Territory inside an urbanized area and inside a principal city with population fewer than 100,000.
- Suburban – Large: Territory outside a principal city and inside an urbanized area with population of 250,000 or more.
- Town – Distant: Territory inside an urban cluster that is more than 10 miles and less than or equal to 35 miles from an urbanized area.
- Town – Remote: Territory inside an urban cluster that is more than 35 miles from an urbanized area.
- Rural – Fringe: Census-defined rural territory that is less than or equal to five miles from an urbanized area, as well as rural territory that is less than or equal to 2.5 miles from an urban cluster.

Figure 2 provides the NCES locale designation for survey respondents.

Figure 2: District Locale Designation



The survey consisted of nine questions, which requested information on items listed in the task force charge tied to current state of affairs (e.g., current number(s) of buildings with available classrooms; square footage of these classrooms); future space needs based upon enrollment projections; and the availability of and access to land. Survey results and themes identified from open-ended questions are shared Tables 5 through 8.

²⁸ Additional information how “locale” is classified can be found on the [NCES Education Demographic and Geographic Estimates webpage](#). Also, the [Locale Lookup](#) map tool provides an easy way to see locales assigned to different locations.

Table 5 shows buildings in the district that are not currently used for -- but could be made available for -- classroom space without creating different facilities issue(s).

Table 5: Current Availability of Classroom Space

Response	Count	Percent
Some Available Space	2	6.90%
No Available Space	13	48.28%
Not Applicable	14	44.83%

Note that many respondents selecting “Not Applicable” shared additional detail on “what” and “why” for this response (e.g., there is no available classroom space available;²⁹ the number of current students in half-day programs is of such a size that the transition from half-day to full-day kindergarten does not require any additional space need).

The requirement for all elementary and unit districts to offer full-day kindergarten as legislated by PA 102-894 and PA 103-410 also means there may be some instances in which a district, even if granted a waiver, would not be able to access or purchase land on which to construct the necessary space to offer full-day kindergarten.

Thus, respondents also were asked to identify if additional land was needed and was it *available* and/or *accessible*.

Table 6: Availability of Land for Expansion

Responses	Count	Percent
Yes.	10	34.48%
No, or we have determined what is available is too far away to be functional.	5	17.24%
Somewhat. Not directly adjacent, but close enough to be workable.	5	17.24%
Unknown. We have not explored this question.	7	24.14%
N/A	2	6.90%

Table 7 provides responses to queries developed to provide additional insight into relevant potential constraints that could impact the ability of a district to meet the requirements set forth in PA 102-894 even if a district were eligible and/or received a waiver as provided in PA 103-410.

²⁹ A survey question that requested information on additional space needed to offer full-day kindergarten resulted in answers that ranged from 2,000 square feet to 21,000 square feet.

Table 7: Current and Future Needs to Offer Full-Day Kindergarten

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	N/A
Have adequate space utilizing current school buildings.	8	6	3	8	4
Reorganize how classrooms are used within current school buildings in order to have adequate space. This may include reorganizing attendance centers and/or reorganizing within a school building.	6	6	3	5	9
Need to purchase land for new addition or school building.	3	1	3	11	11
Need to build an addition of classrooms to current school buildings in order to have adequate space.	11	0	6	3	9
Need to build an addition for other spaces (cafeteria, gymnasium, specialist classrooms, office space, etc.) to current school buildings in order to have adequate space.	9	2	5	4	9
Need to build a new school building in order to have adequate space.	2	1	2	12	12
Have sufficient land available to complete the necessary construction (whether to existing buildings or of a new building), if needed.	8	3	5	3	10
Have adequate financial resources to build a new school building, if needed.	1	0	4	9	15
Have adequate financial resources to build an addition to a current school or schools, if needed.	2	3	7	6	11
Have voter support to pass a building referendum (approval of the new building or addition(s)), if needed.	2	0	4	9	14
Have voter support to pass a bond referendum to support a new building or addition(s) (approval of bond issue for a new building or addition), if needed.	2	1	5	7	14
Have adequate pool or access to potential new teaching staff to support full-day kindergarten.	1	11	6	3	8

In addition to space and land needs, the survey requested information on the estimated cost of expansion from half-day to full-day offerings. (See Table 8.) NCES codes are applied to provide the reader with an indication of a district's size and general location within Illinois.³⁰ Responses suggest that variability in estimated costs and capacity make the decision to implement the full-day kindergarten

³⁰ Note that the numbers of districts that submitted survey data as shared in Table 2 (District Locale Designation) does not equal the number of districts that responded to the item that provides data on startup costs insofar as not all districts responded to this item.

requirement complex. Respondents and task force members appeared to agree that those areas serve as the pillars that must be kept in mind in light of program development and sustainability (e.g., space, staffing, transportation, and the like) at the November 2023 meeting.

Table 8: Anticipated Startup Costs

District Locale Type	Response
Suburb, Large	<ul style="list-style-type: none"> • Renovation: \$800,000 • Staffing: \$500,000 • Supplies and materials: \$60,000 • Curriculum revision: \$10,000 <p>Total: \$1.37 million</p>
Suburb, Large	<ul style="list-style-type: none"> • \$19 million in building additions/renovations • \$2.1 million in 19 new staff, including custodians, speech language pathologists, teachers, paraprofessionals • \$80,000 in additional transportation costs • Unknown utility cost increases
City, Small	<p>Renovations and Additions</p> <ul style="list-style-type: none"> • School 1: \$5,900,000 - \$6,200,000 • School 2: \$4,800,000 - \$5,100,000 • School 3: \$4,600,000 - \$5,100,000 • School 4: \$5,700,000 - \$6,200,000 • School 5: \$5,400,000 - \$5,900,000 • School 6: \$1,400,000 - \$2,000,000 • School 7: \$1,000,000 - \$1,500,000 • School 8: \$6,500,000 - \$7,000,000 • School 9: \$1,900,000 - \$2,200,000 <p>Transportation: \$2.07 million for additional buses at all sites. Additional teachers: Will need to double our kindergarten teaching force.</p>

Suburb, Large	<ul style="list-style-type: none"> • \$450,000 for increased staffing • \$28 million to construct an addition • \$500,000 operating cost increase • \$400,000 for transportation
Suburb, Large	<ul style="list-style-type: none"> • \$19.2 million: Capital investment for additions to six of seven elementary buildings (ONE TIME) • \$200,000-\$250,000: Additional curriculum resources (ONE TIME) • \$60,000: Additional furniture/fixtures for existing half-day kindergarten classrooms (ONE TIME) • \$1.1 million: Estimated additional staffing cost (12.5 certified and four classified staff) (ONGOING)
Rural Fringe	<ul style="list-style-type: none"> • \$75,000: Per additional teacher (number is TBD) • \$200,000: Additional bus routes • \$250,000: Additional furniture, materials, and services
Suburb, Large	<ul style="list-style-type: none"> • \$10 million: Building an addition to School 1 • \$350,000 per year: Five additional teachers • \$100,000: Additional bus routes • \$120,000: Additional support services (SLP, SW, Psych, OT, PT) • \$60,000: Additional Encore teachers
Suburb, Large	<ul style="list-style-type: none"> • \$1 million: Hire 12 new kindergarten teachers (This is an annual ongoing cost increasing every year.) • \$ 125,000: Hire one new administrator (This is an annual ongoing cost increasing every year.) • \$ 90,000: Hire one new special ed teacher (This is an annual ongoing cost increasing every year.) • \$ 90,000: Hire one new speech pathologist (This is an annual ongoing cost increasing every year.) • \$ 70,000: Staff lunch supervision (This is an annual ongoing cost increasing every year.) • \$ 800,000: Add eight buses and drivers to transportation team (annual ongoing cost) • \$ 75,000: Purchase more 1:1 devices and various curriculum items • \$ 250,000: Allowance to equip new kindergarten classrooms with supplies and furniture • \$20 million: Build an addition onto School 1 or School 2 for classroom and supporting spaces <p>Total estimate of \$22.5 million to get started Year 1 and then about \$2.2 million annual ongoing costs every year to keep the program going.</p>

Suburb, Large	<ul style="list-style-type: none"> • \$160,000: Loss of full-day kindergarten tuition • \$30,000: Adapt current room to kindergarten room with furniture and curriculum • \$65,000: Additional teacher in the first year • \$35,000: Additional paraprofessional
Suburb, Large	<ul style="list-style-type: none"> • \$28 million-\$35 million: Renovation and addition costs • \$600,000: Eight additional certified staff (annual recurring cost plus annual pay increases) • \$350,000: Three additional bus routes (annual recurring driver cost, one-time and annual recurring bus cost) • \$50,400: New annual recurring utility cost for additions
Suburb, Large	<ul style="list-style-type: none"> • \$120,000: 1.5 additional full-time equivalent (FTE) • \$300,000: Loss of tuition received
Suburb, Large	<ul style="list-style-type: none"> • \$19,450,200: Building addition at School 1 • \$1.2 million: Annual operational costs (staffing, services, and supplies)
Suburb, Large	<ul style="list-style-type: none"> • Ongoing, additional costs for the shift from a half-day to full-day program amount to approximately \$800,000. Since no significant construction costs have been incurred, the most significant expenses are for additional staffing (salaries and benefits), with secondary costs attributed to equipment, supplies, and minor building renovations. As long as we are able to continue running the program without the need for additional construction, it is expected that future annual costs for the full-day program will persist around this level, with eventual increases over time due to rising salaries and inflation pressure.
Suburb, Large	<ul style="list-style-type: none"> • Added capital improvements and staff FTE have already been included in current and future budgets and financial projections.
Suburb, Large	<ul style="list-style-type: none"> • \$2 million: Building an addition to an School 1 (only if needed) • \$160,000: Two additional teachers (depending on enrollment)
Suburb, Large	<ul style="list-style-type: none"> • \$2.5 million: Add six mobile classrooms to School 1 • \$100,000: Curriculum (Sc/SS Play-Based Learning) • \$1.2 million: 13 teachers • \$200,000: Technology • \$700,000: Furniture/materials • \$50,000: Bus drivers

Suburb, Large	<ul style="list-style-type: none"> • \$9.9 million: Building additions and renovations to School 1, School 2, School 3, and School 4 • Roughly \$1.3 million in the 2027-28 school year for additional personnel and materials
Suburb, Large	<ul style="list-style-type: none"> • \$9.9 million - Addition at School 1 • 2 Teachers - \$160,000 • 2 Custodians - \$70,000 • SLP Teacher - \$100,000 • .5 Secretary - \$25,000

As indicated previously, the survey also included open-ended questions providing opportunity to expand upon select questions. Broadly, **cost** was identified as the most important factor the task force should consider that may impact its recommendations as required by 105 ILCS 5/10-22.18e. Respondents provided explanations of what/how **cost** was understood through examples, such as:

- Need for a future/proximity of a previous referendum (need for construction)
- Staffing costs
- Transportation costs

The notion of **uncertainty** emerged as a concurrent theme. Respondents expressed their understanding of the notion through examples tied to enrollment, cost of start-up and program sustainability, and availability of the numbers of licensed personnel required to deliver programming.

Cost coupled with **uncertainty** provided the ground for final thoughts from respondents that might assist the task force in developing recommendations. More specifically, consideration of the resources **needed to** offer a full-day kindergarten program and the **availability** of these resources ought to ground a recommendation for "... [a]n additional criterion [for] granting a waiver" developed upon the realities of developing and implementing a program (e.g., additional funding through Early Childhood Construction Grants, ISBE-developed guidance that contemplates timeline needed for implementation of developmentally appropriate programming, as well as examples of such programming).

In sum, respondents shared that any recommendations that are developed should include the necessary resources to best ensure that the purposes of full-day kindergarten to support the wholistic development of a child are met through the implementation of the law.³¹

Toward Final Recommendations

The task force settled on the broad themes of cost, uncertainty, and the belief in the importance that access to full-day kindergarten programming is important in the overall development of children.

³¹ At this point, the task force provided "final" ideas for inclusion in the interim report. The interim report was shared at the June 12, 2024, task force meeting in preparation for a motion to approve it at the June 25, 2024, meeting. It was subsequently submitted to the General Assembly and the Office of the Governor on June 28, 2024.

Subsequent to the submission of the interim report, it cited the importance of contemplating additional issues in a final set of recommendations that included:

1. A discussion on the types of issues that would allow for a district to defer implementation of full-day kindergarten.
2. That any recommendations for an additional criterion are “reasonable and feasible” for districts.
3. The need for state funding for the implementation of full-day kindergarten.
4. Data on where those districts with full-day kindergarten “house” their current programming (e.g., in an elementary school, early learning center), and the percentage of the operating and reserve budgets necessary for the implementation of full-day kindergarten for those districts that currently do not offer it.
5. For those districts that currently do not offer full-day kindergarten, when it is feasible to do so (i.e., the constraints that limit the implementation of full-day kindergarten even if a waiver is granted).

The issues of cost, uncertainty, and availability/feasibility generated from task force meetings and in light of survey data collected during school year 2023-24 further accentuated the importance of collecting additional data using similar question categories but with additional refinement or focus from districts both offering and not offering full-day kindergarten programming during the 2024-25 school year. Thus, as a next step toward crafting the recommendations to meet the task force charges and upon request of task force members, staff provided a different view of the contemplating submitted estimated costs (Table 8) and district locale (Figure 2).

Figure 3: Reported Costs by NCES Locale and data submitted by districts currently not implementing Full-Day Kindergarten in Illinois during the 2023-24 school year.

Reported Costs of Conversion to Full-Day Kindergarten

Total Reported Costs	City, Small (1)	Rural, fringe (1)	Suburb, large (16)	Total
Construction/Renovation	\$39,200,000	\$19,200,000	\$153,410,200	\$211,810,200
Staffing	\$4,230,770	\$1,100,000	\$10,185,000	\$15,515,770
Transportation	\$2,070,000	\$0	\$1,980,000	\$4,050,000
Operations/Utilities/Services	\$0	\$0	\$1,855,400	\$1,855,400
Supplies/Materials & Curriculum	\$0	\$285,000	\$1,942,000	\$2,227,000
Approximate Per Pupil Costs	City, Small (1)	Rural, fringe (1)	Suburb, large (16)	Total
Approximate Student Count	420	300	4660	5380
Construction/Renovation	\$93,333	\$64,000	\$32,921	\$39,370
Staffing	\$10,073	\$3,667	\$2,186	\$2,884
Transportation	\$4,929	\$0	\$425	\$753
Operations/Utilities/Services	\$0	\$0	\$398	\$345
Supplies/Materials & Curriculum	\$0	\$950	\$417	\$414

The data provided in Figure 3 resulted in the inclusion of tier distribution (Table 9) and a second presentation of the data in Table 3 based upon Tier and locale type (Table 10). This additional information provided task force members additional insight into the variability of cost and the uncertainty political circumstances that could influence the ability or feasibility to offer a full-day kindergarten program by the 2027-28 school year.

Table 9: Survey Data by EBF Tier and NCES Locale Type

Districts Surveyed by EBF Tier and Locale Type

	Tier 4	Tier 3	Tier 2	Tier 1	Total
City, Small	1				1
Rural, Fringe	1			2	3
Suburb, Large	15	5	7	3	30
Town, Distant				1	1
Town, Remote			1		1
Total	17	5	8	6	36



5

Table 10: Estimated Expenses by EBF Tier and Locale Type

Estimated Expenses by EBF Tier and Locale Type

Total Reported Costs	Tier 1 (2)	Tier 2 (4)	Tier 3 (2)	Tier 4 (10)			Total Tier 4	Total
	Suburb, Large (2)	Suburb, Large (4)	Suburb, Large (2)	City, Small (1)	Rural, Fringe (1)	Suburb, Large (8)		
Construction/Renovation	\$34,000,000	\$49,350,200	\$10,000,000	\$39,200,000	\$19,200,000	\$60,060,000	\$118,460,000	\$211,810,200
Staffing	\$1,800,000	\$3,270,000	\$800,000	\$4,230,770	\$1,100,000	\$4,315,000	\$9,645,770	\$15,515,770
Transportation	\$400,000	\$800,000	\$100,000	\$2,070,000	\$0	\$680,000	\$2,750,000	\$4,050,000
Operations/Utilities/Services	\$50,400	\$700,000	\$180,000	\$0	\$0	\$925,000	\$925,000	\$1,855,400
Supplies/Materials & Curriculum	\$1,000,000	\$367,000	\$0	\$0	\$285,000	\$575,000	\$860,000	\$2,227,000
Approximate Per Pupil Costs	Tier 1 (2)	Tier 2 (4)	Tier 3 (2)	Tier 4 (10)			Total Tier 4	Total
	Suburb, Large (2)	Suburb, Large (4)	Suburb, Large (2)	City, Small (1)	Rural, Fringe (1)	Suburb, Large (8)		
Approximate Student Count	570	710	980	420	300	2400	3120	5380
Construction/Renovation	\$59,649	\$69,507	\$10,204	\$93,333	\$64,000	\$25,025	\$37,968	\$39,370
Staffing	\$3,158	\$4,606	\$816	\$10,073	\$3,667	\$1,798	\$3,092	\$2,884
Transportation	\$702	\$1,127	\$102	\$4,929	\$0	\$283	\$881	\$753
Operations/Utilities/Services	\$88	\$986	\$184	\$0	\$0	\$385	\$296	\$345
Supplies/Materials & Curriculum	\$1,754	\$517	\$0	\$0	\$950	\$240	\$276	\$414

*Student counts rounded to obscure district identity



6

In particular, data Tables 3, 4, and 5 provided a point of departure for the need of further data on the feasibility of meeting current state law for the implementation of full-day kindergarten for those districts that do not currently offer full-day kindergarten as well as the information from those districts

that currently offer full-day kindergarten on where the programming is housed and the approximate amount or percentage of the operational budget in the 2024-25 district budget that supports the delivery of full-day kindergarten.

In anticipation of the August 14, 2024, meeting (Appendix H: 81424 Meeting), staff developed two survey drafts -- one for those districts that are not offering full-day kindergarten programming during the 2024-25 school year and another for those that are doing so. The draft surveys were presented at that meeting, during which task force members also requested the inclusion of questions designed to ascertain the opportunity cost of the full-day kindergarten requirement (i.e., what programming or services must be eliminated or limited on account of the mandate).

2024-25 Full-Day Kindergarten Statewide Surveys

Two surveys were released to all elementary and unit school districts the week of August 30, 2024; the window for response closed on September 20, 2024. (See Appendix I: Full-Day Kindergarten Survey Questions 2024-2025 School Year.)

ISBE staff monitored responses from districts to increase the likelihood of a high response rate from both survey populations. The agency, with assistance from Regional Offices of Education and Intermediate Service Centers, contacted districts that did not respond during the survey administration window approximately every 1.5 weeks.

Upon accessing the survey, respondents identified their district and indicated if, during the 2024-25 school year, it offered full-day kindergarten. The response to this question triggered which of two surveys was accessed -- one for districts offering full-day kindergarten in the 2024-25 school year or one for those districts that were not offering full-day kindergarten.

A total of 760 districts received an invitation to complete the surveys (378 elementary districts and 382 unit districts); 575 districts submitted responses for a 76% response rate. Of these, 555 districts identified that they currently offer full-day kindergarten, and 20 districts responded that they do not currently offer full-day kindergarten. Further, of the total respondents, 300 unit and 275 elementary districts currently offer full-day kindergarten, and 16 elementary and four unit districts do not currently offer full-day kindergarten.

Survey I – Districts that Currently Offer Full-Day Kindergarten (2024-25 School Year)

Task force members deliberated to identify the importance of considering where full-day kindergarten programming was offered in a district. This consideration emerged from previous discussions that captured the tension between the agreement with the core value grounding the importance of full-day kindergarten programming and the viability for all Illinois public school districts to afford this opportunity to their eligible charges. Put differently, the initial identification of space as a potentially limiting, but necessary, barrier for the delivery of programming was of interest to the task force as it continued developing initial potential additional criteria for the delay of the full-day kindergarten mandate.

Thus, districts that offer full-day kindergarten programming in the 2024-25 school year have a better understanding about where programming was delivered. That can assist in clarifying both where programming is typically offered as well as considering the extent to which space and the challenges it

may create for districts that do not currently offer full-day kindergarten programming. This should be included as one potential rationale that, with supporting evidence, could delay the implementation of full-day kindergarten. (See Table 11: Location of Full-Day Kindergarten Programming.)

Table 11: Location of Full-Day Kindergarten Programming

Where is your Full-day Kindergarten program housed?

	Count*	Percent
Co-mingled in a <u>single</u> building that serves K and grades higher than K (e.g., K-4)	356	57.6%
Co-mingled in <u>multiple</u> buildings that serves K and grades higher than K (e.g., K-4)	128	20.7%
In a <u>single</u> building or buildings with Pre-K programming (i.e., PK-K)	106	17.2%
Co-mingled in a <u>single</u> building that serves K, Pre-K, and grades higher than K (e.g., PK-2)	19	3.1%
In a <u>single</u> building or buildings serving <u>only grade K</u>	9	1.5%

*Districts could check multiple options



1

Data provided in Table 11 suggests that most districts offer kindergarten programming in buildings that also house other grade levels. This “typical” location for program delivery also might suggest that space is a reasonable limiting factor for those districts that do not currently offer full-day kindergarten programming insofar as without extant space or the means to construct needed space for program delivery, meeting the implementation date for the full-day kindergarten mandate is a legitimate barrier. That this is so suggests that it should be considered as an additional criterion for delay of the mandate.

The task force also was interested in the funding for full-day kindergarten for those districts currently offering programming. Balancing the need for “real time” data with the desire to limit the burden for survey completion, respondents were asked to share the approximate amount of the operational budget and percentage of the operational budget that supported full-day kindergarten and the amount of, as applicable, a reserve budget and the amount, if any, used to support full-day kindergarten implementation. This data is summarized in Table 12. Subsequent data provided in Table 8 through 10 are different scans of the data requested by task force members. These different scans are built upon the initial survey sent to districts in the spring 2024. (See Appendix G - Full-Day Kindergarten Survey Questions 2023-2024 School Year.) It requested information on anticipated start-up costs. (See Table 13.) The scans were created by ISBE staff using the data submitted to the aforementioned questions on operational and reserve budgets amounts and percentages.

Table 12 – Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten

Operational and Reserve Budget Spent on Full-day Kindergarten

Operational Dollars	State	Reserve Dollars	State
Total	\$1,336,270,620	Total	\$347,355,336
Max	\$590,100,000	Max	\$19,744,000
Min	\$406	Min	\$0
Average	\$2,407,695	Average	\$625,865
Standard Deviation	\$25,112,476	Standard Deviation	\$1,643,905

Table 13 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by EBF Tier

Operational and Reserve Budget Spent on Full-day Kindergarten by EBF Tier

Operational Funds	EBF Tier 4	EBF Tier 3	EBF Tier 2	EBF Tier 1
Total	\$125,023,917	\$50,919,282	\$803,292,155	\$357,035,266
Max	\$15,606,000	\$5,700,000	\$590,100,000	\$20,000,000
Min	\$1,879	\$20,000	\$2,000	\$406
Average	\$1,116,285	\$1,131,540	\$4,616,622	\$1,593,907
Standard Deviation	\$2,131,229	\$1,365,130	\$44,692,274	\$2,978,932
Reserve Funds	EBF Tier 4	EBF Tier 3	EBF Tier 2	EBF Tier 1
Total	\$46,583,552	\$17,410,013	\$113,865,703	\$169,496,068
Max	\$9,960,000	\$2,240,000	\$12,359,000	\$19,744,000
Min	\$0	\$0	\$0	\$0
Average	\$415,925	\$386,889	\$654,401	\$756,679
Standard Deviation	\$1,031,057	\$486,570	\$1,554,266	\$2,052,362

Table 14 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by Geographic Region

Operational and Reserve Budget Spent on Full-day Kindergarten by Geographic Area

Operational Funds	East Central	North East	North West	South East	South West	West Central
Total	\$66,825,047	\$1,001,489,567	\$67,415,452	\$37,836,801	\$86,352,558	\$71,423,196
Max	\$11,935,000	\$590,100,000	\$6,371,589	\$3,400,000	\$9,030,000	\$20,000,000
Min	\$1,879	\$406	\$2,000	\$10,000	\$3,520	\$5,000
Average	\$928,126	\$5,891,115	\$842,693	\$455,865	\$1,308,372	\$881,768
Standard Deviation	\$2,002,981	\$45,197,059	\$1,270,423	\$634,794	\$1,964,816	\$2,326,353

Reserve Funds	East Central	North East	North West	South East	South West	West Central
Total	\$19,901,314	\$220,026,228	\$33,592,561	\$16,741,661	\$25,763,391	\$28,056,180
Max	\$2,660,000	\$19,744,000	\$6,750,000	\$4,272,000	\$6,120,000	\$3,000,000
Min	\$0	\$0	\$0	\$0	\$0	\$0
Average	\$276,407	\$1,294,272	\$419,907	\$201,707	\$390,354	\$346,373
Standard Deviation	\$475,193	\$2,637,776	\$958,098	\$556,612	\$942,357	\$618,789



11

Table 15 - Estimated Operational and Reserve Budgets for Districts Not Currently Offering Full-Day Kindergarten by NCES Locale

Operational and Reserve Budget Spent on Full-day Kindergarten by Locale Type

Operational Funds	City, Large (2)	City, Midsize (1)	City, Small (9)	Rural, Distant (155)	Rural, Fringe (48)	Rural, Remote (23)	Suburban, Large (186)	Suburban, Midsize (3)	Suburban, Small (14)	Town, Distant (63)	Town, Fringe (30)	Town, Remote (18)
Total	\$590,446,188	\$20,000,000	\$50,260,976	\$45,029,264	\$37,538,039	\$9,253,451	\$436,503,280	\$12,713,000	\$23,243,937	\$59,183,395	\$36,741,000	\$15,358,090
Max	\$590,100,000	\$20,000,000	\$15,606,000	\$2,000,000	\$13,760,000	\$3,120,000	\$18,400,000	\$11,935,000	\$6,220,000	\$5,208,000	\$5,100,000	\$4,210,000
Min	\$346,188	\$20,000,000	\$302,000	\$1,879	\$34,000	\$2,000	\$406	\$198,000	\$133,000	\$6,000	\$182,000	\$14,250
Average	\$295,223,094	\$20,000,000	\$5,026,098	\$286,811	\$782,042	\$402,324	\$2,346,792	\$4,237,667	\$1,660,281	\$939,419	\$1,224,700	\$853,227
Standard Deviation	\$417,018,919	\$0	\$4,796,811	\$294,080	\$2,024,464	\$625,277	\$3,090,092	\$6,668,822	\$1,529,248	\$1,033,934	\$1,303,272	\$1,069,513

Reserve Funds	City, Large (2)	City, Midsize (1)	City, Small (9)	Rural, Distant (155)	Rural, Fringe (48)	Rural, Remote (23)	Suburban, Large (186)	Suburban, Midsize (3)	Suburban, Small (14)	Town, Distant (63)	Town, Fringe (30)	Town, Remote (18)
Total	\$28,444	\$3,000,000	\$18,308,429	\$20,776,569	\$9,442,391	\$2,668,880	\$239,300,003	\$542,000	\$9,242,231	\$23,446,090	\$13,864,000	\$6,736,299
Max	\$28,444	\$3,000,000	\$4,272,000	\$2,008,000	\$2,450,000	\$620,000	\$19,744,000	\$369,000	\$3,640,000	\$2,730,000	\$4,980,000	\$2,060,000
Min	\$0	\$3,000,000	\$102,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$8,000
Average	\$14,222	\$3,000,000	\$1,830,843	\$132,335	\$196,716	\$116,038	\$1,286,559	\$180,667	\$660,159	\$372,160	\$462,133	\$374,239
Standard Deviation	\$20,113	\$0	\$1,490,217	\$216,261	\$417,720	\$161,930	\$2,584,927	\$184,619	\$1,081,911	\$540,179	\$898,211	\$613,607



12

Data provided in Tables 13-15 shows variance in the amounts of funding used in support of full-day kindergarten as well as that any assumptions about EBF tier or district location tied to amount or percentage of dollars allocated to full-day kindergarten programming should occur with caution. In particular, that there are no clear trends may suggest the importance of comments by task force members at the June 25, 2024, meeting in respect to the need for recommendations for an additional criteria that are “reasonable and feasible” for districts. In other words, local control and the values inherent within and operationalized through this value suggest that any additional criterion or process through which a delay of the mandate should afford a district a broad range to provide a reasonable rationale for and recognizable evidence of the need for a delay.

Survey II – Districts that Currently Do Not Full-Day Kindergarten (2024-2025 School Year)

The task force was particularly interested in certain information from respondents that indicated that their districts do not currently offer full-day kindergarten in the 2024-25 school year:

- If the district engaged in a formal analysis that included the initial and ongoing costs tied to offering full-day kindergarten. (See Table 16: Cost Analysis.)
- Further information on when (beginning in which school year) implementation could occur. (See Table 17: Potential Implementation Date for Full-Day Kindergarten.)
- Using categories identified by task force members earlier in its work, a rank ordering of the barriers and their impact of potential implementation of the mandate by those districts that do not currently offer full-day kindergarten. (See Table 18: Rank Order of Barriers to Implementation of Full-Day Kindergarten.)
- The “opportunity costs” perceived by those districts not currently offering full-day kindergarten. (See Table 19: Opportunity Costs.)

Table 16: Cost Analysis

Did you conduct a formal full-day kindergarten cost analysis?

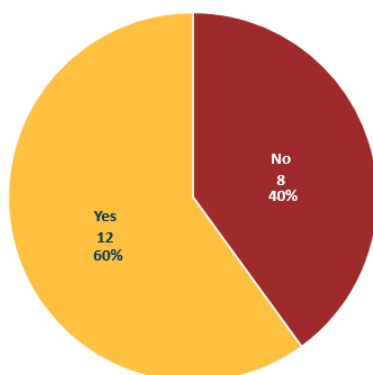


Table 17: Potential Implementation Date for Full-Day Kindergarten

Estimated School Year Full Day Kindergarten Could Be Implemented

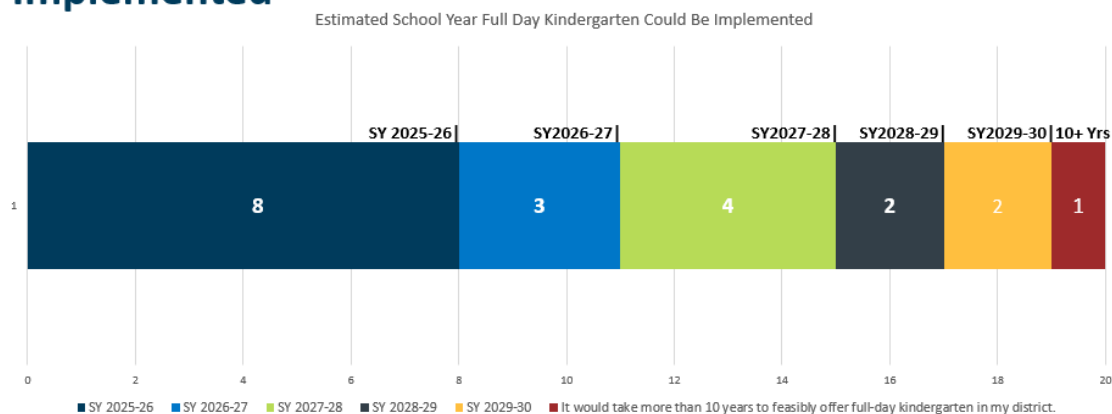


Table 18: Rank Order of Barriers to Implementation of Full-Day Kindergarten

Barriers to Implementation of Full-day Kindergarten

	Times in Top 3	Average Position*
Construction/renovation - time constraints	13	2.5
Staffing - cost constraints	15	2.2
Construction/renovation - cost constraints	15	2
Political or social constraints	2	2
Supplies, materials, or curriculum constraints	2	2
Staffing - time constraints	4	1.25
Transportation constraints	4	1.25
Operations, utilities or services constraints	5	1.2

*Weights were assigned to choice positions:

First = 3, Second = 2, Third = 1, thus a higher average position means more often selected first or second.

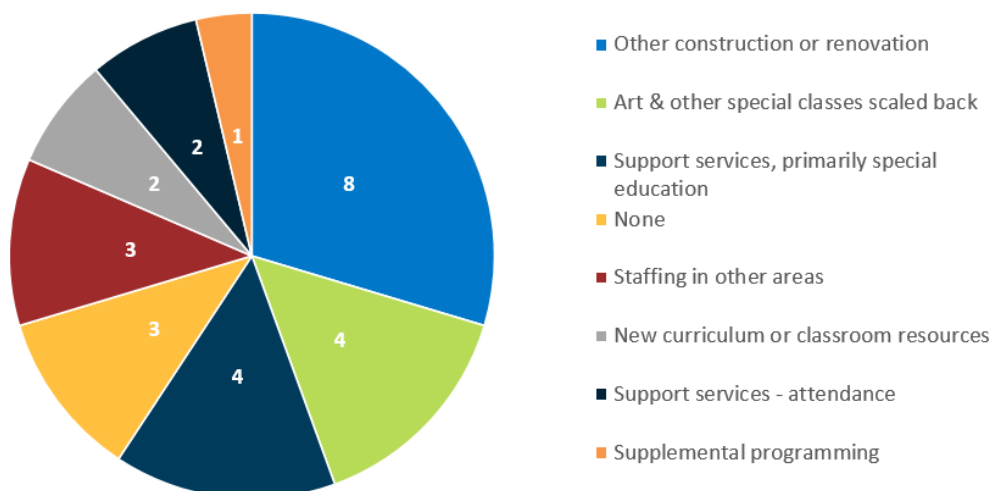
	First	Second	Third
Construction/renovation - cost constraints	3	9	3
Construction/renovation - time constraints	9	2	2
Operations, utilities or services constraints		1	4
Political or social constraints	1		1
Staffing - cost constraints	7	4	4
Staffing - time constraints		1	3
Supplies, materials, or curriculum constraints		2	
Transportation constraints		1	3



16

Table 19: Opportunity Costs

Opportunity Costs of Implementing Full-day Kindergarten



17

The data submitted by those districts that currently offer full-day kindergarten and those that do not suggest that both the broad barriers identified by task force members (e.g., construction, staffing, transportation, and the like) and their relationship to cost, uncertainty, and feasibility of implementation ultimately affect the range of opportunities that a district can contemplate. Few, if any, districts possess unlimited funding and staffing and resources to act upon all potential opportunities from which a student could benefit. This reality suggests that any approaches made available for mandate delay, access to additional state funding (e.g., Capital Development Early Childhood Construction Grants), and to ensure fidelity with the intent of the full-day kindergarten mandate must carefully balance these with the task force values previously identified of “reasonable and feasible.”

The “reasonable and feasible” approach, in light of the task force charge(s), gave members opportunities to provide feedback on emergent recommendations prior, during, and subsequent to task force meetings in October and November 2024. (See Appendix J: 111424 Task Force Meeting.ppt.) In particular, the barriers previously identified by the task force were further considered in light of “reasonable and feasible” evidence that could support the claim of a district applying for a delay of implementation. So, too, to inform deliberations on how to approach the rank ordering of those districts for Capital Development Board Early Childhood Construction Grants should subsequent funding become available, additional EBF data from FY 2023, FY 2024, and FY 2025 on movement between tiers was shared with task force members for consideration as well as and in light of additional ideas on the need for and specific uses of additional state funding for the full-day kindergarten mandate.

Recommendations

What follows are three categories of recommendations. The first two -- for an additional criterion to delay the implementation of the full-day kindergarten mandate and the rank ordering of applications for Capital Development Board Early Childhood Construction Grants for those districts that did not receive funding in the most recent competition -- are part of the task force charge. The final category of recommendation includes ideas that task force members identified as important in supporting the implementation of the mandate in ways that are “reasonable and feasible.”

Recommendation I – Additional Criterion

Elementary or unit school districts funded below 76% of adequacy according to the Evidence-Based Funding formula in FY 2023 already will be allowed to apply to request a delay in implementing the mandate. The committee recommends an additional criterion that would allow other elementary or unit school districts to complete an application process requesting delay of implementation irrespective of their FY 2023 EBF tier.

Two surveys were administered to collect data from elementary and unit school districts in the development of the recommendation for an additional criterion that ISBE may use to approve the delay of implementation of the full-day kindergarten mandate.

Data from a survey administered in the spring 2024 (SY 2023-24) requested information on implementing full-day kindergarten in the 2024-25 school year. Of surveyed districts identified as offering half-day programming (n=20), six are at or below 76% (FY 2023 EBF).

Data collected (N=20) in a survey administered in the fall 2024 (SY 2024-25) indicated that five districts estimate that they will be unable to offer a full-day program by the 2027-28 school year. All of these districts are at or above 76% EBF in FY 2025. All other respondents estimate they will be able to offer a full-day kindergarten program by the 2027-28 school year.

The following barriers were identified by the task force during its meetings. Evidence that could suffice to support the delay of implementation of the mandate also was considered.

- **Space (e.g., current availability as well future access to)**
 - **Evidence:** Current building plans and architect renderings, bidding process and timelines (i.e., competition between districts and impact on meeting implementation deadlines), materials and supply chain issues, length of time to complete projects, evidence of work to explore feasible options to find space for full-day kindergarten.
- **Staffing (e.g., assignability and teacher shortages)**
 - **Evidence:** Data on number of current kindergarten teachers in district with Early Childhood certification; projected number of additional EC teachers needed to transition to full-day kindergarten.
- **Transportation (e.g., availability of equipment, scheduling for, and cost of)/food services**
 - **Evidence:** Need for and availability of additional buses, cost of and impact on other current/projected programs and services. Space currently used and available for delivery of “appropriate” food services (e.g., meets state/local laws).
- **Funding (e.g., challenges within contexts where there is not the likelihood of accessing additional local funding)**
 - **Evidence:** “Possession” or lack thereof of financial capacity to implement (e.g., Annual Financial Report, audits, and analysis of current and projected budgets to show impact on current programming if full-day mandate is implemented, history of/timelines of past and future referendums, available reserves, if a district currently implements a tuition-based half-day program, impact on loss of revenue).
- **Scheduling (e.g., impact of full-day kindergarten on the ordinary and usual scheduling of the school)**
 - **Evidence:** Members identified this as a barrier but did not provide evidence that could serve as such for delay of the mandate.

Considering the aforementioned, the following is the recommendation for an additional criterion that ISBE may use to delay implementation of the mandate is proposed by the Full-Day Kindergarten Task Force.

Recommendation:

ISBE shall develop and implement a process through which any elementary or unit district may submit evidence for delaying the implementation of the full-day kindergarten beginning in the 2027-28 school year.

This process shall include:

- Identification of district and rationale for the request.
- Submission of evidence supporting the request, including, but not limited to:
 - Financial capacity to implement full-day kindergarten;
 - Annual Financial Reports from last five years;
 - Audits from last five years;
 - Analysis of current and projected budgets to show impact on current programming if full-day mandate is implemented (i.e., current budget and projected budgets over the next five years);
 - History of/timelines of past and future referendums, as applicable;
 - An action plan that provides a timeline and process(es) that the district deems reasonable to meet the full-day kindergarten mandate.³²
- Available and anticipated reserves (current fiscal year and subsequent five years), and, if a district currently runs a tuition-based half-day program, impact on loss of revenue projected over time.
 - Space currently available and needed for delivery of programming and necessary services, including, but not limited to:
 - Current building plans and architect renderings,
 - Bidding process and timelines for project completion,
 - District health and safety capital needs requiring capital expenditures,
 - Other evidence of availability of space or lack thereof to find space for full-day kindergarten (e.g., bonding capacity and/or community support of a referendum).³³
- Demographic data, including, but not limited to:
 - Anticipated numbers of students based upon most recent census data;

³² The challenges districts face to implement full-day kindergarten are well documented throughout this report, as is the research supporting the benefits of full-day kindergarten for young learners. Even so, some task force members and their nominating organization(s) do not support an open-ended timeline to implementation beyond what is allowed for in PA 103-410 insofar as multiple years of delay will deny some students access to the educational and social and emotional benefits that full-day kindergarten provides, thereby exacerbating educational access inequities, particularly for students of color and students from lower-income families and communities.

³³ The need for evidence on bonding capacity is on account of a provision in the Illinois School Code. Specifically, [105 ILCS 5/10-22.36\(e\)](#) allows the purchase or construction of a building without referendum, but does not authorize the financing for the purchase/construction.

(e) Notwithstanding the provisions of subsection (a) and (b), beginning September 1, 2024, no referendum shall be required to build or purchase a building for school classroom or instructional purposes if, prior to the building or purchase of the building, the board determines, by resolution, that the building or purchase will result in an increase in pre-kindergarten or kindergarten classroom space in the district.

- Actual/current number of assignable classroom teachers, anticipated needed assignable classroom teachers, and the projected cost of these staff (subsequent five years);
 - Actual/current number of assignable classroom aides/paraprofessionals and anticipated needed assignable classroom teachers and the projected cost of these staff (subsequent five years).
- Other supporting materials as submitted by school district to inform its application.
- ISBE shall:
 - Develop the means for submission of the aforementioned for approval to the School Business Services Department.
 - Acknowledge receipt and provide notification of approval or need of additional information within 45 days of receipt.
 - If additional information is requested and submitted, ISBE shall acknowledge receipt of it and provide a final determination within 30 days.

Recommendation II – Early Childhood Construction Grants

The development of the second recommendation used information on tier movement/distribution from FY 2023, FY 2024, and FY 2025. This charge for the task force, while related to the possible barriers a district may face in implementing the full-day kindergarten mandate, is distinct from it. Early Childhood Construction Grants are overseen by the Capital Development Board and, when available, are funded by an allocation outside of funding streams that typically support district operations (e.g., federal Title funding, EBF, and the like). The following summary of EBF tier data was shared with task force members to assist them in framing a means of ranking districts that did not receive a grant in the 2022 competition:

- 426 districts did not change tiers between FY 2023 and FY 2025.
- 13 districts moved from Tier 2 to Tier 4 in FY 2025.
- 37 districts moved from Tier 1 to Tier 2.
- 38 districts moved from Tier 2 to Tier 3.
- 26 districts moved from Tier 3 to Tier 4.
- 37 districts moved from Tier 2 to Tier 1.
- 2 districts moved from Tier 3 to Tier 2.
- 4 districts moved from Tier 4 to Tier 3.
- 1 district moved from Tier 4 to Tier 2. (Albeit, the enrollment “n” for the district was under 10.)

So, too, and as shared above, survey data from the spring of 2024 (SY 20203-24) and fall 2024 (SY 2024-25) suggest that of the 20 districts that indicated they do not offer full-day kindergarten, five of them estimate that they will be unable to offer a full-day program by the 2027-28 school year. All of these districts are at or above 76% EBF in FY 2025.

Recommendation:

The method for ranking the top 25% elementary and unit districts that applied for but did not receive an Capital Development Board Early Childhood Construction Grant in 2022³⁴ shall use EBF adequacy, percentage of students of color, percentage of low-income students, and location. The sequence of determining the top 25% of districts for receipt of a Capital Development Board Early Childhood Construction Grant is:

1. Districts are ranked based upon the percentage of students of color and low-income students as determined from the percentage of total average enrollment of FY 2023, FY 2024, and FY 2025.³⁵
2. Districts are ranked by EBF adequacy (average of FY 2023, FY 2024, and FY 2025 percentage of adequacy).
3. Districts with the lowest adequacy rate, highest percentage of the average of students of color and low-income students as determined from the percentage of total average enrollment of FY 2023, FY 2024, and FY 2025, and located in preschool deserts shall be funded first.

Recommendation III – State Funding for Full-Day Kindergarten

Task force members identified several principles relevant to the realization of the mandate. What follows should be understood as complementary of both the previous recommendations insofar as the mechanisms for approval of delaying the implementation of the full-day kindergarten mandate or/and rank ordering of Capital Development Board Early Childhood Construction Grants -- while necessary -- also are further supported and strengthened if other values and aspects of the current extant systems are concurrently contemplated and potentially modified.

Recommendation(s)

- That any recommendations for additional criterion are “reasonable and feasible” for districts.
- Districts should not be penalized by having their reserves captured to fulfill a valuable unfunded mandate.
- There is a need for a separate state allocation(s) in support of the implementation of full-day kindergarten. Funds could be used for any aspect of implementing kindergarten (e.g., staffing, curriculum, facilities, and transportation).
 - The allocation could fund a three-to-five-year needs-based grant for new adopters or those districts that are currently newly offering full-day kindergarten programming.³⁶

³⁴ The FY 2022 Capital Development Board Early Childhood Construction Grant funding requirements did not/does allow for kindergarten construction or space as the focus of the FY22 Early Childhood Construction Grant program is for infants-preschool and with a focus on age groups 0-3.

Changes in the early childhood landscape in Illinois since PA 103-410 was enacted may well change the potential for the implementation of Recommendation II insofar as since that time, requests for modification of the application process and scoring of applications through the Capital Development Board as well as the creation of a new early childhood agency in Illinois could result in a new competitive process for school districts and community-based organizations in need of funding for construction.

³⁵ A task force member requested that student outcomes could/should be collected from those districts receiving Capital Development Board Early Childhood Construction Grants.

³⁶ A district “newly offering” full-day kindergarten may be understood as one that is currently offering full-day kindergarten but that was not necessarily doing so prior to the change in law that enacted the full-day mandate.

- Opt-in and phased-in grant program over three years (beginning in 2027-28 school year) and available to all districts, not just those that are not yet ready for the 2027-28 school year.
 - The largest amount of funding would be in Year 1 and decrease each of the subsequent two years.
 - The amount of funding could be determined using a sliding scale, based on factors such as the district's EBF tier or Title funding.
 - Districts shall be able to roll over unused funds.
- Consideration of the benefits for recalibration of EBF to credit half-day kindergarten student counts as full-day kindergarten students a year or two early to help with the funding.
- Any district that spends more than 15% of its reserves to transition to full-day kindergarten would be reimbursed by the state for no less than half of the expenditure to avoid or mitigate any imposed trade-off and unintended consequences from using reserve funds and assuming increased reoccurring operational expenses to adopt and operate a full-day kindergarten program and being cognizant of the need to keep reserve funds at a financially prudent level. For example, if a district uses reserves to spend \$20 million on full-day kindergarten adoption that reduces the reserve balance by at least 15% then the state will reimburse the district \$10 million.

Concluding Remarks

The work of the Full-Day Kindergarten Task Force shared in this report fulfills the statutory charge of developing two recommendations. The first recommendation provides an additional criterion the Illinois State Board of Education can utilize in approving a delay to the implementation of the full-day kindergarten mandate. The second recommendation, while related in part to the first (i.e., the need for a district to possess a location and building(s) for the delivery of a full-day kindergarten program) also is distinct from it insofar as the funding for construction, while necessary for some districts and likely useful for all, is like other unfunded mandates placed upon Illinois school districts, independent of the mandate to deliver a program.

The substance of the recommendations and their potential relationships show the complexity of implementing any mandate in terms of the need for districts to contemplate local context, values, and the opportunity costs that must be considered and balanced when a new mandate is issued. In response to these, during the course of their deliberations, task force members identified a third set of considerations that developed into another category of recommendations. These recommendations, by and large, emphasized the importance of additional annual state funding outside of current funding (e.g., federal funding, EBF, and, when available, funds for specific uses through the Capital Development Board) and ways in which current funding could be reconsidered to best ensure the likelihood that the value grounding and research supporting the importance of full-day kindergarten in the long-term development of a child can occur.

The task force dissolves upon submission of the report to the Illinois General Assembly and Governor's Office. However, the report -- and, in particular, the recommendations -- will be posted by ISBE in spring 2025 with additional detail for the processes tied to implementation of the application for a delay in implementation.

Appendices

Appendix A – Membership List

Appendix B – Task Force Charge

Appendix C – Meeting One Presentation

Appendix D – MentiMeeting1

Appendix E – KTFMeetingII11724

Appendix F: KTF3272024

Appendix G: Full-Day Kindergarten Survey Questions 2023-2024 School Year

Appendix H: 81424 Meeting

Appendix I: Full-Day Kindergarten Survey Questions 2024-2025 School Year

Appendix J: 111424 Task Force Meeting.ppt

Appendix A – Membership List



Illinois State Board of Education

Dr. Tony Sanders, State Superintendent of Education
Dr. Steven Isoye, Chair of the Board

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Full Day Kindergarten Task Force October 2023

Kate Anson
Managing Director, Real Estate Solutions

Dr. Kevin Blankenship
Superintendent, Winchester CUSD #1 & Scott-Morgan CUSD #2

Dr. Robert Bruno
President, Glenn Ellyn District #41 Board of Education

Dr. Tiffany Brunson
Superintendent, Elementary School District #59

Kimberly Devore
Coordinator of Business Services, Norridge School District #80

Laura Garcia
Parent

Leslie Harder
Kindergarten Teacher, Maplewood Elementary School

Kimberly Hefner
Principal, Hollywood Elementary

Dr. Jason Helfer
Chief Education Officer-Instruction, Illinois State Board of Education

Megan Hillegass
Dual Language Early Childhood Special Education Teacher, Valleyview School District 365U

Marcy Joerger
Administrator-Programming, Capital Development Board

Ralph Martire
Executive Director, Center for Tax and Budget Accountability

Leslie McKinily
Chief Officer of Early Childhood Education, Chicago Public Schools

Dr. Lori Motsch
Superintendent, New Lenox School District #122

Julian Orozco
Parent

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Chief of Staff, Illinois State Board of Education

Armita Scott
Kindergarten Teacher, Dolton West School District #148

Christopher Silagi
Assistant Superintendent, Community Unit School District #200

Nick ZuHone
Parent

Appendix B – Task Force Charge

105 ILCS 5/10-22.18e)

Sec. 10-22.18e. Full-Day Kindergarten Task Force.

(a) The Full-Day Kindergarten Task Force is created for the purpose of conducting a statewide audit to inform the planning and implementation of full-day kindergarten in the State and shall, at a minimum, collect, analyze, and report the following:

(1) the number of elementary and unit school districts in the State that are currently offering kindergarten, including the number offering full-day kindergarten, the number offering part-day kindergarten, and the number offering both part-day kindergarten and full-day kindergarten;

(2) the number of students currently enrolled in kindergarten in the State, including the number enrolled in full-day kindergarten, the number enrolled in part-day kindergarten, the total number enrolled in either part-day kindergarten or full-day kindergarten, and the number of children on any waitlists for part-day or full-day kindergarten;

(3) for all elementary and unit school districts, an estimate of the number of students eligible for kindergarten;

(4) for all elementary and unit school districts that do not currently offer full-day kindergarten, an analysis of their space utilization rate and an assessment of district capacity to provide space for full-day kindergarten classrooms;

(5) for all elementary and unit school districts that do not currently offer full-day kindergarten and are found to have insufficient capacity to provide space for full-day kindergarten classrooms, an estimate of the costs associated with providing full-day kindergarten classrooms;

(6) recommendations on how available capital funds for full-day kindergarten might be disbursed to school districts to prioritize districts most in need of State resources; and

(7) other data or recommendations that would support the State or individual school districts in offering full-day kindergarten. Such recommendations may include an analysis of other start-up or categorical costs associated with offering full-day kindergarten.

(b) Based on the findings reported under subsection (a) of this Section, the Task Force may recommend that the State Board of Education consider an additional criterion when granting a waiver under subsection (b) of Section 10-22.18 of this Code. The State Board of Education shall make a final determination regarding this additional factor and provide public notice of that determination by no later than July 1, 2025.

(c) Members of the Full-Day Kindergarten Task Force shall be appointed by no later than October 1, 2023 and shall possess the expertise needed to complete the report and recommendations. Members appointed to the Task Force must reflect the racial, ethnic, and geographic diversity of this State. Task Force members shall include all of the following:

(1) The State Superintendent of Education or the Superintendent's designee.

(2) Three members appointed by the State Board of Education with relevant expertise.

(3) One member who represents the Capital Development Board, appointed by the State Superintendent of Education.

(4) One member from an organization with expertise in school construction and facilities financing, appointed by the State Superintendent of Education.

(5) One member from an organization with expertise in local, State, and federal tax and budget related issues, appointed by the State Superintendent of Education.

(6) One member of a statewide professional teachers' organization who is a kindergarten teacher, appointed by the State Superintendent of Education.

- (7) One member of another statewide professional teachers' organization who is a kindergarten teacher, appointed by the State Superintendent of Education.
- (8) One member who represents a statewide organization of school business officials and has experience overseeing schools with kindergarten programs, appointed by the State Superintendent of Education.
- (9) One member who represents a statewide organization of principals and has experience overseeing schools with kindergarten programs, appointed by the State Superintendent of Education.
- (10) One member who represents a statewide organization of school boards and has experience overseeing schools with kindergarten programs, appointed by the State Superintendent of Education.
- (11) Three members who are parents of students, one of whom is from an urban elementary or unit school district, one of whom is from a rural elementary or unit school district, and one of whom is from a suburban elementary or unit school district, all appointed by the State Superintendent of Education.
- (12) One member who represents a statewide organization of school districts and has experience overseeing schools with kindergarten programs, appointed by the State Superintendent of Education.
- (13) One member who represents an elementary or unit school district that is a Tier 3 or Tier 4 school district as defined by Section 18-8.15 of this Code and that does not currently offer full-day kindergarten, appointed by the State Superintendent of Education.
- (14) One member who represents a school district serving a community with a population of 500,000 or more, appointed by the State Superintendent of Education.
- (15) One member who represents a rural elementary or unit school district, appointed by the State Superintendent of Education.

(d) The Full-Day Kindergarten Task Force shall meet at the call of the State Superintendent of Education or the Superintendent's designee, who shall serve as the chairperson. The State Board of Education shall provide administrative and other support to the Task Force. Members of the Task Force shall serve without compensation.

(e) The Full-Day Kindergarten Task Force shall issue an interim report by June 30, 2024 and a final report to the General Assembly and Governor's Office no later than January 31, 2025.

(f) Upon issuing its final report, the Full-Day Kindergarten Task Force is dissolved.

(Source: P.A. 103-410, eff. 8-2-23.)

Appendix C – Meeting One Presentation

 Illinois State Board of Education	 Illinois State Board of Education <h3>Agenda</h3> <ul style="list-style-type: none"> • Welcome and Roll Call • Introductions • Trainings – Discussions <ul style="list-style-type: none"> – Open Meetings Act – Ethics • Adoption of Rules of Procedure • KIDS Data Presentation • New Business -- Next Meeting Dates • Public Comment • Adjournment
<p>Equity • Quality • Collaboration • Community</p> <p>1</p>	<p>Equity • Quality • Collaboration • Community</p> <p>2</p>
 Illinois State Board of Education <h3>Agenda</h3> <ul style="list-style-type: none"> • Welcome and Roll Call • Introductions • Trainings – Discussions <ul style="list-style-type: none"> – Open Meetings Act – Ethics • Adoption of Rules of Procedure • KIDS Data Presentation • New Business -- Next Meeting Dates • Public Comment • Adjournment 	 Illinois State Board of Education <h3>Agenda</h3> <ul style="list-style-type: none"> • Welcome and Roll Call • Introductions • Trainings – Discussions <ul style="list-style-type: none"> – Open Meetings Act – Ethics • Adoption of Rules of Procedure • KIDS Data Presentation • New Business -- Next Meeting Dates • Public Comment • Adjournment
<p>Equity • Quality • Collaboration • Community</p> <p>3</p>	<p>Equity • Quality • Collaboration • Community</p> <p>4</p>
 Illinois State Board of Education <h3>Agenda</h3> <ul style="list-style-type: none"> • Welcome and Roll Call • Introductions • Trainings – Discussions <ul style="list-style-type: none"> – Open Meetings Act – Ethics • Adoption of Rules of Procedure • KIDS Data Presentation • New Business -- Next Meeting Dates • Public Comment • Adjournment 	 Illinois State Board of Education <h3>Agenda</h3> <ul style="list-style-type: none"> • Welcome and Roll Call • Introductions • Trainings – Discussions <ul style="list-style-type: none"> – Open Meetings Act – Ethics • Adoption of Rules of Procedure • KIDS Data Presentation • New Business -- Next Meeting Dates • Public Comment • Adjournment
<p>Equity • Quality • Collaboration • Community</p> <p>5</p>	<p>Equity • Quality • Collaboration • Community</p> <p>6</p>

Law - 105 ILCS 5/10-22.18

- Kindergarten is for the instruction of children between the ages of 4 and 6 years and funded out of the school funds of the district.
- Until the 2027-2028 school year, upon petition of at least 50 parents or guardians of children between the ages of 4 and 6, residing within any school district and within one mile of the public school where such kindergarten is proposed to be established, the board of directors shall, if funds are available, establish a kindergarten in connection with the public school designated in the petition and maintain it as long as the annual average daily attendance therein is not less than 15.
- Until the 2027-2028 school year, the board may establish a kindergarten with half-day attendance or with full-day attendance; however, if the board establishes full-day kindergarten, it shall also establish half-day kindergarten.
- Beginning with the 2027-2028 school year, each school board must establish a kindergarten with full-day attendance and may establish a kindergarten with half-day attendance. Full-day and half-day kindergarten should be developmentally appropriate and provide opportunities for play-based learning.

Law - 105 ILCS 5/10-22.18

- An elementary or unit school district that does not offer full-day kindergarten as of October 1, 2022, may, by action of the State Board of Education, apply for an extension of the 2027-2028 school year implementation deadline for 2 additional years if one of the following criteria are met:
 - the school district is funded below 76% of adequacy according to the Evidence-Based Funding formula under Section 18-8.15 of this Code in Fiscal Year 2023;
 - the school district is ranked in the top 25% of capital funding need by the Full-Day Kindergarten Task Force, but has yet to receive capital funding as of the date of the application; or
 - the school district meets a criterion set by the State Board of Education based on the Full-Day Kindergarten Task Force's recommendations under subsection (b) of Section 10-22.18e of this Code.

Charge – 105 ILCS 10-22.18e

- The number of elementary and unit school districts in the State that are currently offering kindergarten, including the number offering full-day kindergarten, the number offering part-day kindergarten, and the number offering both part-day kindergarten and full-day kindergarten;
- The number of students currently enrolled in kindergarten in the State, including the number enrolled in full-day kindergarten, the number enrolled in part-day kindergarten, the total number enrolled in either part-day kindergarten or full-day kindergarten, and the number of children on any waitlists for part-day or full-day kindergarten;
- For all elementary and unit school districts, an estimate of the number of students eligible for kindergarten;
- For all elementary and unit school districts that do not currently offer full-day kindergarten, an analysis of their space utilization rate and an assessment of district capacity to provide space for full-day kindergarten classrooms;
- For all elementary and unit school districts that do not currently offer full-day kindergarten and are found to have insufficient capacity to provide space for full-day kindergarten classrooms, an estimate of the costs associated with providing full-day kindergarten classrooms;
- Recommendations on how available capital funds for full-day kindergarten might be disbursed to school districts to prioritize districts most in need of State resources; and
- Other data or recommendations that would support the State or individual school districts in offering full-day kindergarten. Such recommendations may include an analysis of other start-up or categorical costs associated with offering full-day kindergarten.

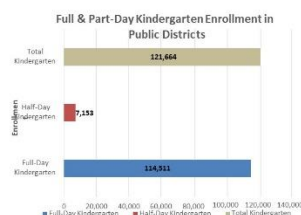
Charge – 105 ILCS 10-22.18e

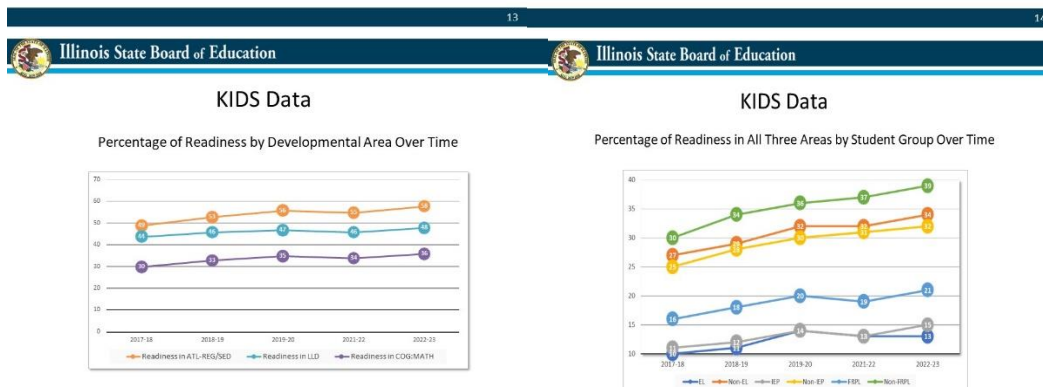
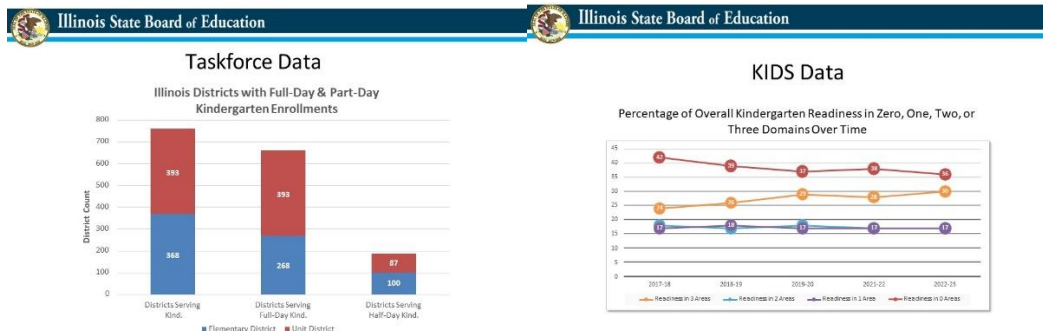
- The Task Force may recommend that the State Board of Education consider an **additional criterion** when granting a waiver under 10-22.18 of the Illinois School Code.
- The State Board of Education shall make a final determination regarding this additional factor and provide public notice of that determination by no later than July 1, 2025.
- The Full-Day Kindergarten Task Force shall issue an interim report by June 30, 2024.
- The Full-Day Kindergarten Task Force shall issue final report to the General Assembly and Governor's Office no later than January 31, 2025.

Agenda

- Welcome and Roll Call
- Introductions
- Trainings – Discussions
 - Open Meetings Act
 - Ethics
- Adoption of Rules of Procedure
- KIDS Data Presentation
- New Business – Next Meeting Dates
- Public Comment
- Adjournment

Taskforce Data





Illinois State Board of Education

Agenda

- Welcome and Roll Call
- Introductions
- Trainings – Discussions
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 - Ethics
- Adoption of Rules of Procedure
- KIDS Data Presentation
- New Business – Next Meeting Dates**
- Public Comment**
- Adjournment**

Thank you for your Time and Attention!

Next Meeting Date - January 17, 2024

Equity • Quality • Collaboration • Community

Appendix D – MentiMeeting1

Mentimeter

Why do you believe full day K is important for children and families?

Provide equitable access to all students and give our students a great start in their educational journey.	Development of skills	Full day K provides an opportunity to give all children a developmentally appropriate K experience.	More learning time equals more learning
The amount of knowledge they gain in full day is a great foundation for their future education.	More time for social/educational benefits	To help build social emotional skills	To provide early learning opportunities for all

10

Mentimeter

Why do you believe full day K is important for children and families?

To provide a strong foundation in not only social skills but both academic building blocks in reading and math.	As teachers we are here to help them learn as they are growing....it takes a full day and cooperation at home	Additional learning experiences and chances to be part of the school community.	Additional support for low income children who did not have adequate pre k
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10

When you think about challenges to the implementation of Full Day K, what comes to mind?

Mentimeter

Facilities

Staffing

Scheduling

Attendance

Transportation

building space staffing concerns

Teacher shortages and space

Hiring additional staff and finding space



When you think about challenges to the implementation of Full Day K, what comes to mind?

Mentimeter

Building capacity

Food service

Classroom space, staffing

Space in buildings for more classrooms. Finding teachers.

Staffing shortages

Facilities number 1, faculty and staff needs #2

impact on regional finances

Funding; ensuring time is spent on ways that benefit young children (ie social emotional learning)



When you think about challenges to the implementation of Full Day K, what comes to mind?

Background knowledge

The quality of class sizes and teachers in the program comes to mind.

Mentimeter

Please share any other questions or ideas that may inform the work of our task force.

We should focus first efforts on areas of greatest needs to maximize benefits from new investments of taxpayer dollars

My last wondering is because the EL students growth was low and comparable to the IEP students. Do we have data on how many students are in dual language classrooms?

What will the capacity study entail? Who will facilitate? Can the task force have input regarding that?

It appears that funding will be an issue. How does the state plan to provide funding to support this initiative.

Transportation issues - lack of busing for all students

Correlation of full day vs half day programs assessed byKIDS will be good data to support full day

Local property tax EAV per student should factor in to capacity to expand facilities

What if the facility project isn't finished in time, but they have the funding?

Mentimeter

Please share any other questions or ideas that may inform the work of our task force.

How will we address staffing issues with districts that have the funding available, however they can't find staff?

EBF Tier should be considered in timing as well.

Do we have data from Kindergarten to 1st grade? This would be useful to determine impact K has on overall educational programming.

Mentimeter



Full-Day Kindergarten Task Force

January 17, 2024



Full-Day Kindergarten Task Force Data

Full-Day Kindergarten Task Force members made a request at the Nov. 27, 2023, meeting for “n size” data pertaining to the three “% readiness” scans provided in the KIDS data presentation.

The original slide presented at the Nov. 27 meeting is shared on the next slide prior to the table(s) that include the requested data.

Data on Overall Readiness



Illinois State Board of Education

KIDS Data

Percentage of Overall Kindergarten Readiness in Zero, One, Two, or Three Domains Over Time



14



3

Table 1: 2018-2023 – N and % in Zero, One, Two, and Three Domains

YEAR	N	n ZERO Domains	% ZERO Domains	n ONE Domain	% ONE Domain	n TWO Domains	% TWO Domains	n THREE Domains	% THREE Domains
2018	105,869	44,032	42%	18,251	17%	18,613	18%	24,973	24%
2019	116,219	45,100	39%	20,395	18%	20,218	17%	30,506	26%
2020	118,854	43,907	37%	20,174	17%	20,840	18%	33,933	29%
2022	110,101	42,189	38%	18,299	17%	18,341	17%	31,272	28%
2023	105,603	38,047	36%	17,890	17%	18,121	17%	31,545	30%



4

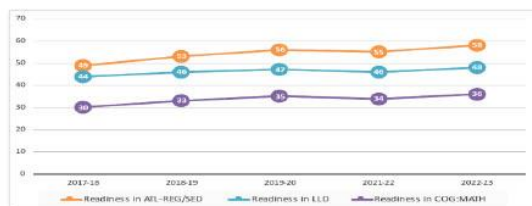
Data on Readiness by Developmental Area



Illinois State Board of Education

KIDS Data

Percentage of Readiness by Developmental Area Over Time



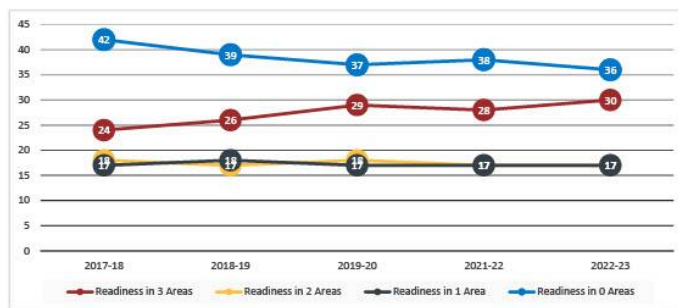
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5

KIDS Data

Percentage of Overall Kindergarten Readiness in Zero, One, Two, or Three Domains Over Time



6 6

Table 2: 2018-23 – N and % Readiness by Developmental Area

Year	N	n - ATL - REG/SED	% - ATL REG/SED	n - LLD	% - LLD	n - COG/Math	% - COG/Math
2018	105,869	52,201	49%	46,080	44%	32,115	30%
2019	116,219	61,416	53%	52,987	46%	37,946	33%
2020	118,854	66,544	56%	56,031	47%	41,078	35%
2022	110,101	60,587	55%	50,911	46%	37,299	34%
2023	105,603	60,730	58%	50,477	48%	37,560	36%

Table 3(a): 2018 - Overall Readiness in Student Groups

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2018	OVERALL Readiness	105,869	24%
2018	IEP	9,959	11%
2018	LEP	27,120	15%
2018	LOW INCOME	52,837	16%
2018	NON IEP	95,910	25%
2018	NON LEP	78,749	27%
2018	NON LOW INCOME	53,032	30%

Table 3(b): 2019 - Overall Readiness in Student Groups

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2019	OVERALL Readiness	116,219	26%
2019	IEP	13,182	12%
2019	LEP	29,776	17%
2019	LOW INCOME	57,789	18%
2019	NON IEP	103,037	28%
2019	NON LEP	86,443	29%
2019	NON LOW INCOME	58,430	34%

Overall Readiness – Student Groups

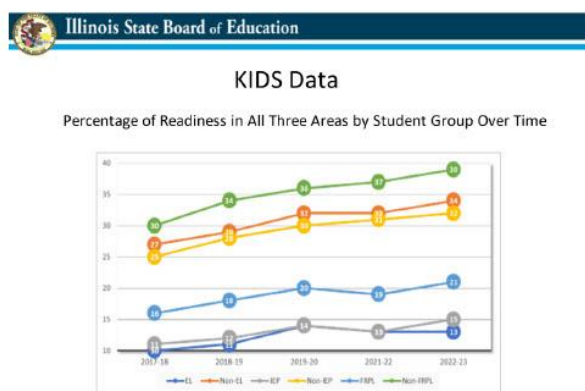


Table 3(c): 2020 - Overall Readiness in Student Groups

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2020	OVERALL Readiness	118,854	29%
2020	IEP	12,497	14%
2020	LEP	20,123	14%
2020	LOW INCOME	55,455	20%
2020	NON IEP	106,357	30%
2020	NON LEP	98,731	32%
2020	NON LOW INCOME	63,399	36%

Table 3(d): 2022 Overall Readiness in Student Groups

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2022	OVERALL Readiness	110,101	28%
2022	IEP	13,755	13%
2022	LEP	19,381	10%
2022	LOW INCOME	53,663	19%
2022	NON IEP	96,346	31%
2022	NON LEP	90,720	32%
2022	NON LOW INCOME	56,438	37%

Table 3(e): 2023 Overall Readiness in Student Groups

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2023	OVERALL Readiness	105,603	30%
2023	IEP	12,738	15%
2023	LEP	18,776	13%
2023	LOW INCOME	51,334	21%
2023	NON IEP	92,865	32%
2023	NON LEP	86,827	34%
2023	NON LOW INCOME	54,269	39%

Table 3(f): 2018-23 IEP/Non-IEP Readiness

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2018	IEP	9,959	11%
2018	NON IEP	95,910	25%
2019	IEP	13,182	12%
2019	NON IEP	103,037	28%
2020	IEP	12,497	14%
2020	NON IEP	106,357	30%
2022	IEP	13,755	13%
2022	NON IEP	96,346	31%
2023	IEP	12,738	15%
2023	NON IEP	92,865	32%

Table 3(g): 2018-23 LEP/Non-LEP Readiness

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2018	LEP	27,120	15%
2018	NON LEP	78,749	27%
2019	LEP	29,776	17%
2019	NON LEP	86,443	29%
2020	LEP	20,123	14%
2020	NON LEP	98,731	32%
2022	LEP	19,381	10%
2022	NON LEP	90,720	32%
2023	LEP	18,776	13%
2023	NON LEP	86,827	34%

Table 3(h): 2018-23 Low income/Non-Low income Readiness

Year	Student Group	N - Student Group	Readiness % (14 indicators)
2018	LOW INCOME	52,837	16%
2018	NON LOW INCOME	53,032	30%
2019	LOW INCOME	57,789	18%
2019	NON LOW INCOME	58,430	34%
2020	LOW INCOME	55,455	20%
2020	NON LOW INCOME	63,399	36%
2022	LOW INCOME	53,663	19%
2022	NON LOW INCOME	56,438	37%
2023	LOW INCOME	51,334	21%
2023	NON LOW INCOME	54,269	39%

Appendix F: KTF3272024

Agenda

- Data
- Definitions
- Density Maps
- State Level Summary
- By Region (5 Year Summary)
- By Region Tabular
- By Region (2023)
- Student Demographics
- KIDS Readiness Rates By Domain Type
- KIDS Readiness Rates By Number of Domains Ready
- Cohort Assessment Data
- IAR Grade 3 Proficiency Rates by Cohort Year
- IAR Grade 4 Proficiency Rates by Cohort Year
- KIDS Readiness & Grade 3 IAR Proficiency Rates
- KIDS Readiness & Grade 4 IAR Proficiency Rates

Interactive Data Display at <https://tinyurl.com/5yb78ckf>



2

Data for the Kindergarten Task Force

March 27, 2024



1

How is Full Day & Partial Day Data Collected?

- There is no clear “full day” or “half day” kindergarten program indicator collected in SIS.
- SIS collects the Percent Daily Attendance (PDA) of a student’s enrollment
 - While 1.0 or 0.5 is most typical, values can range from 0.01 to .99
 - A student can have multiple enrollments that add up to 1.0

Why Differences Between Data Sets?

November 2023 Data	March 2024 Data
Included if Kindergarten enrollment data only	Must have BOTH kindergarten enrollment AND KIDS data (district count lower)
Any enrollment less than 0.75 counted as offering Half Day kindergarten	Divides districts into Full Day / Half Day / Hybrid by percentage of students with enrollments less than 0.75.
One School Year SY2022-23	Multiple School Years SY2017-18 through SY2022-23

- Why change methodology?
 - A district with 998 PDA 1.0 students and 2 PDA 0.5 students isn’t offering half day kindergarten. They have 2 students that attend school less than full time.

3

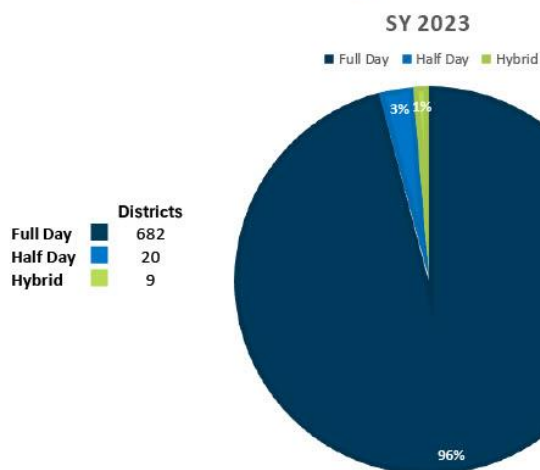
How were Full, Half & Hybrid Districts Distinguished for this Analysis?

Full Day	Half Day	Hybrid
The majority (75% or more) of kindergarten enrollments are PDA 1.0 to 0.75	The majority (75% or more) of kindergarten enrollments are PDA 0.74 to 0.01	A district where neither full day enrollments nor half day enrollments are the majority (75% or more)
100% to 75% of students attend kindergarten full day	100% to 75% of students attend kindergarten half day	e.g., 60% full day / 40% half day e.g., 50% full day / 50% half day e.g., 31% full day / 69% half day

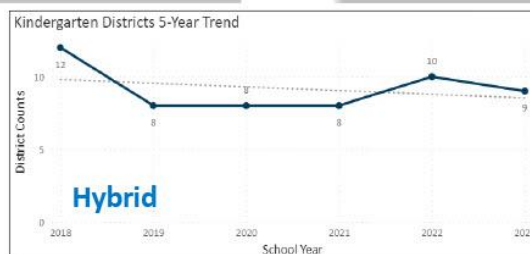
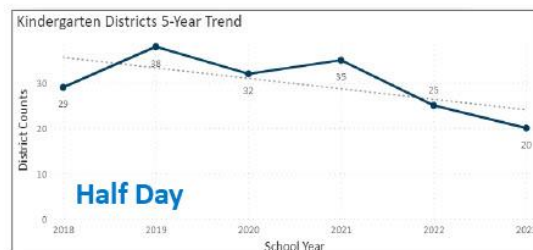
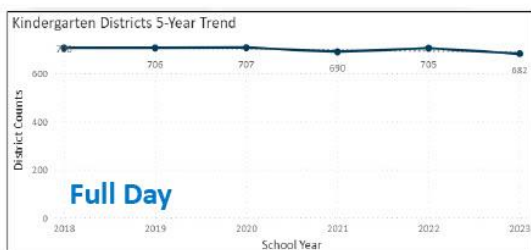
- Why define majority as 75% or more?
 - Given the range of district sizes from smallest (3) to largest (23,392), a percentage threshold makes more sense than a numeric threshold
 - Seventy-five percent was a good fit for the distribution of district sizes

4

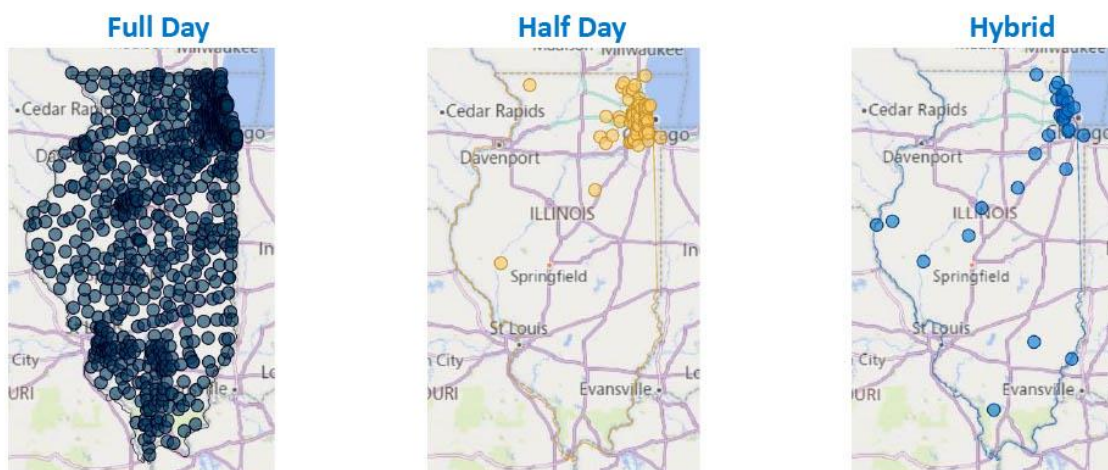
What is the Current Composition of District Kindergarten Programming?



What Patterns Emerge in a 5-Year Summary & Trend?

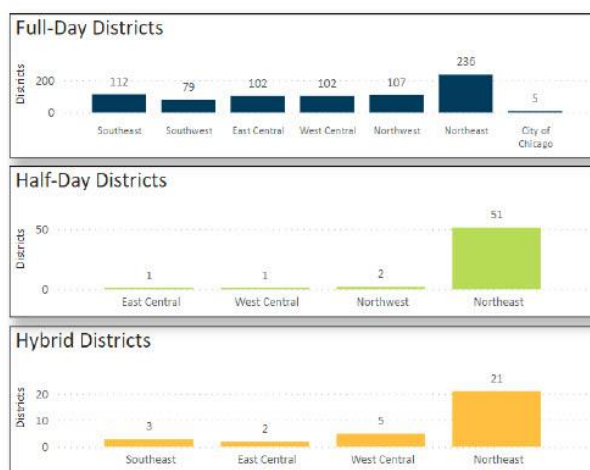


Where are the Majority of Full, Half & Hybrid Districts Located?



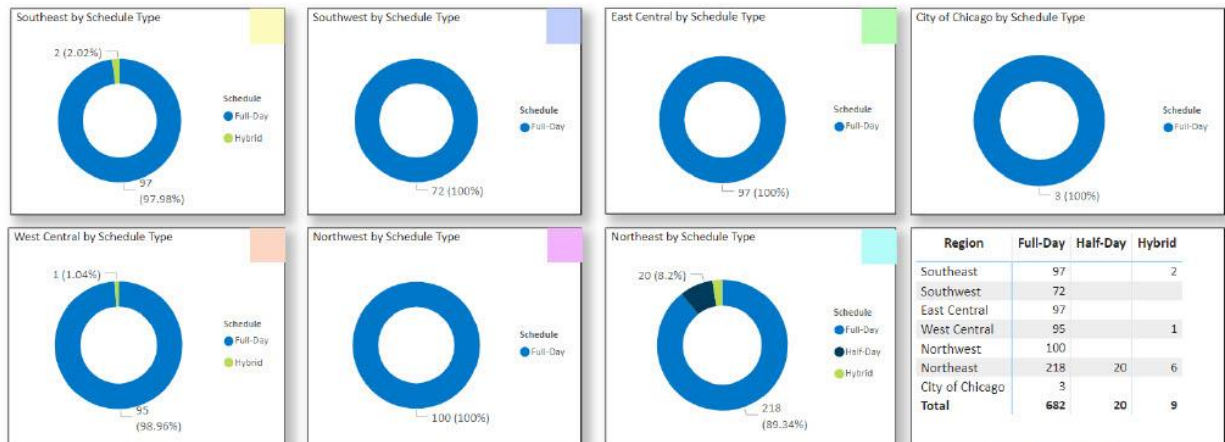
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How are Full, Half & Hybrid Districts Distributed by Region?



8

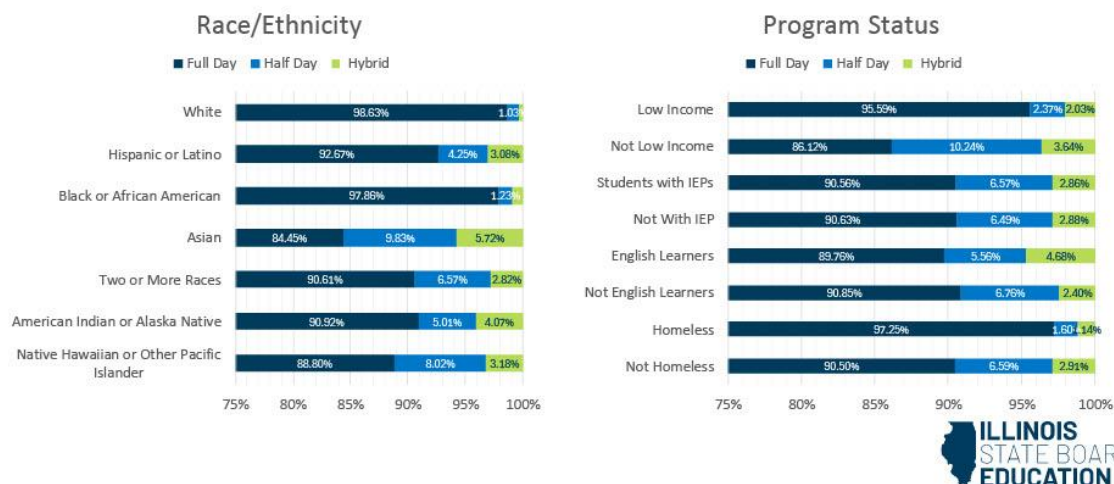
How Does Current Programming Differ by Region (SY 2023)?



Why Do District Counts by Region Change Over Time?

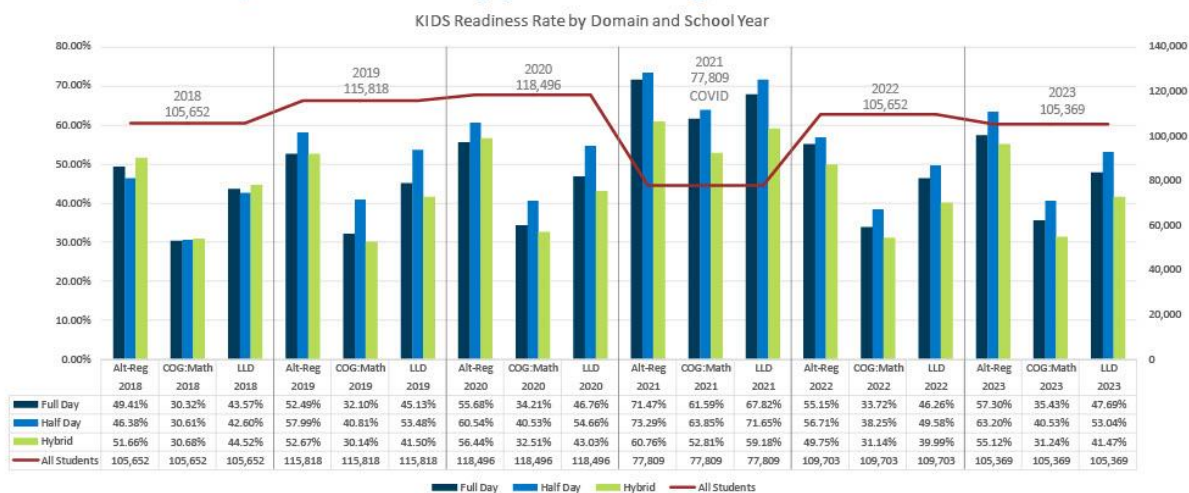
School Year		2018	2019	2020	2021	2022	2023
Region	Schedule	Count	Count	Count	Count	Count	Count
Southeast Region 6	Total	110	112	108	108	107	99
	Full-Day	110	112	108	107	107	97
	Hybrid				1		2
Southwest Region 5	Total	78	79	79	77	77	72
	Full-Day	78	79	79	77	77	72
	Hybrid						
East Central Region 4	Total	102	102	101	100	100	97
	Full-Day	100	101	99	100	100	97
	Half-Day		1	1			
West Central Region 3	Total	101	101	102	99	101	96
	Full-Day	100	100	101	98	99	95
	Hybrid	1	1	1	1	2	1
Northwest Region 2	Total	107	107	106	103	104	100
	Full-Day	107	107	106	101	104	100
	Half-Day				2		
Northeast Region 1	Total	245	246	247	241	247	244
	Full-Day	207	202	210	202	214	218
	Half-Day	29	37	31	32	25	20
City of Chicago	Total	4	5	4	5	4	3
	Full-Day	4	5	4	5	4	3
	Hybrid						
Total		747	752	747	733	740	711

What are the Demographics & Program Status of Students in Full, Half & Hybrid Districts?



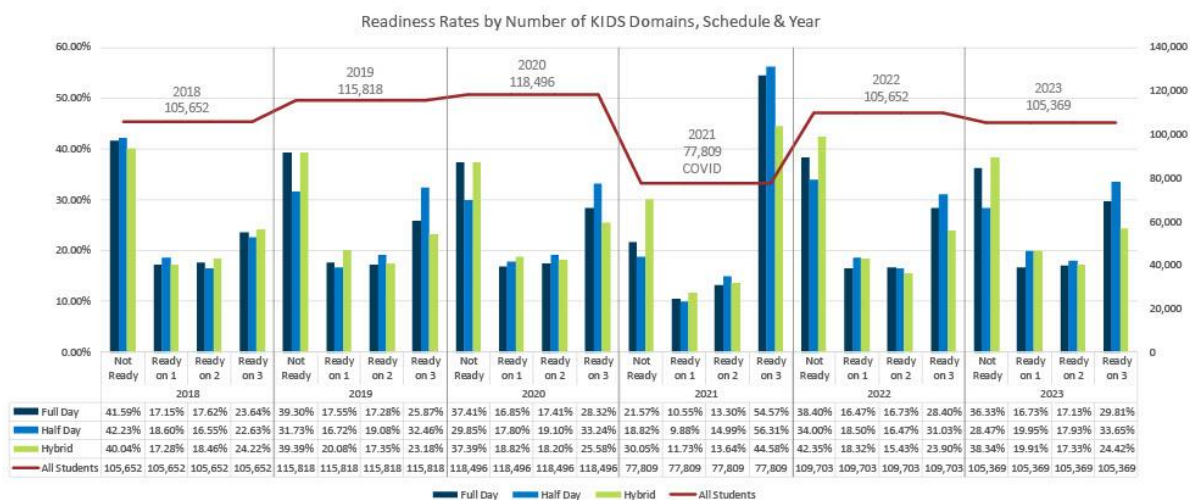
11

Are There Differences in KIDS Readiness Rates By Domain Type & Program Model?



12

Are There Differences in KIDS Readiness Rates by Number of Domains Ready & Program Model?



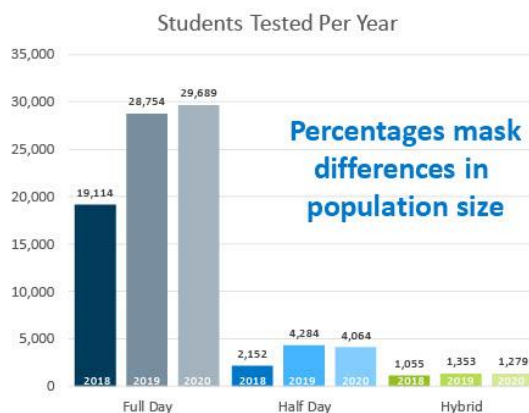
13

What are the Important Considerations for Data Interpretation?

Data Grade & Year				
Kindergarten Start		2021	2022	2023
	2018	Grade 3	Grade 4	Grade 5
	2019	Grade 3		Grade 4
	2020	Grade 3		

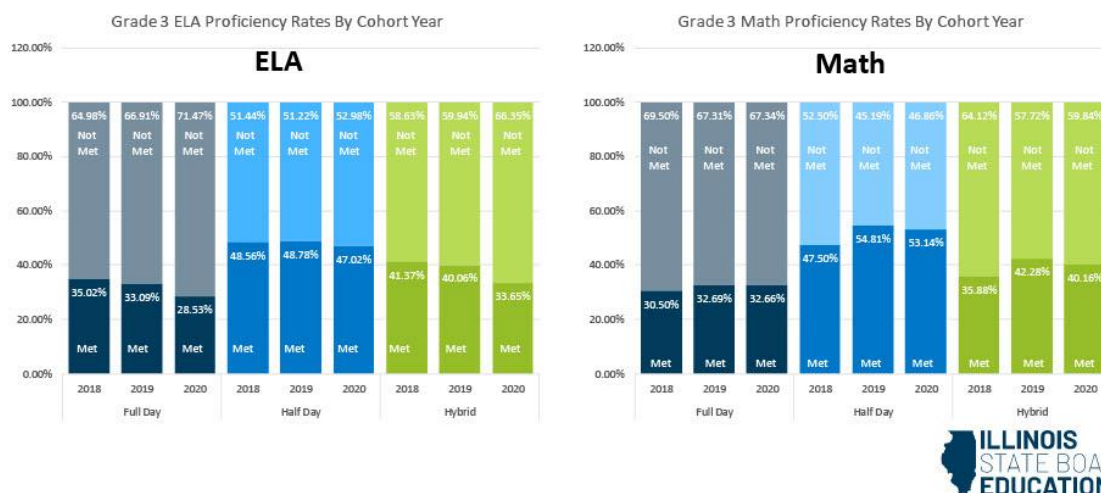
The grade 3 experience of cohort 2018 was substantively different from that of 2019 & 2020.

The early learning experience of cohorts 2019 & 2020 were different from that of 2018.



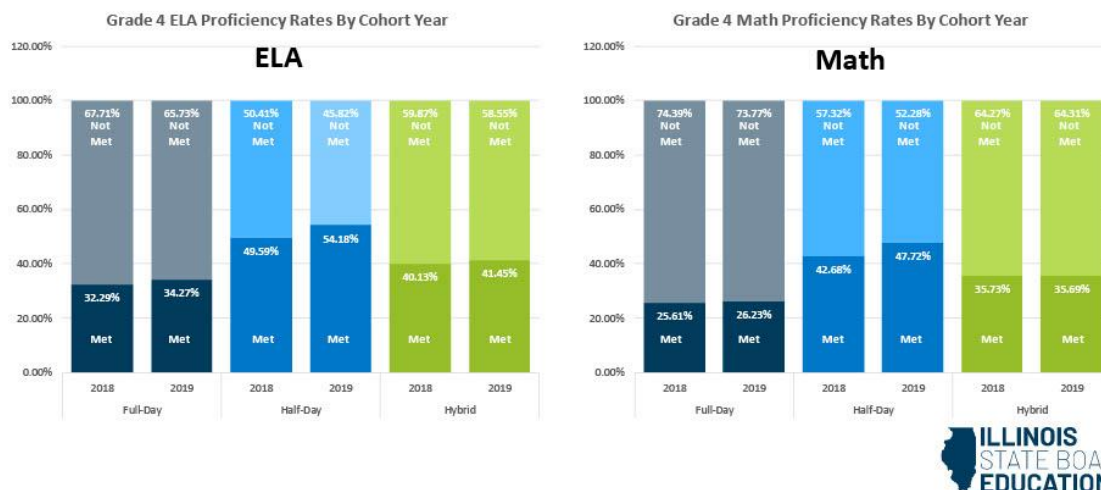
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Are There Differences in IAR Grade 3 Proficiency Rates by District Kindergarten Programming?



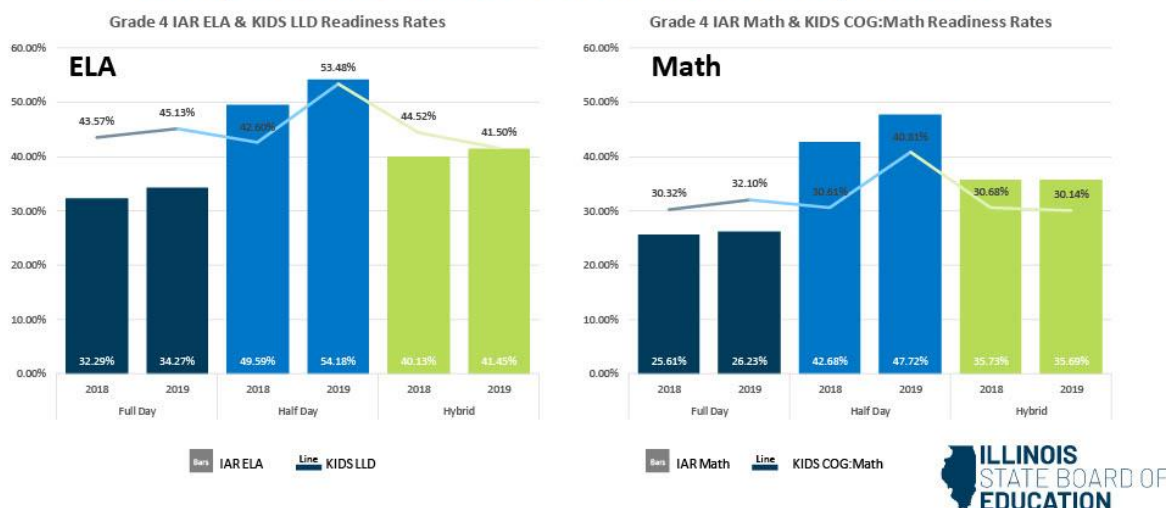
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Are There Differences in IAR Grade 4 Proficiency Rates by District Kindergarten Programming?



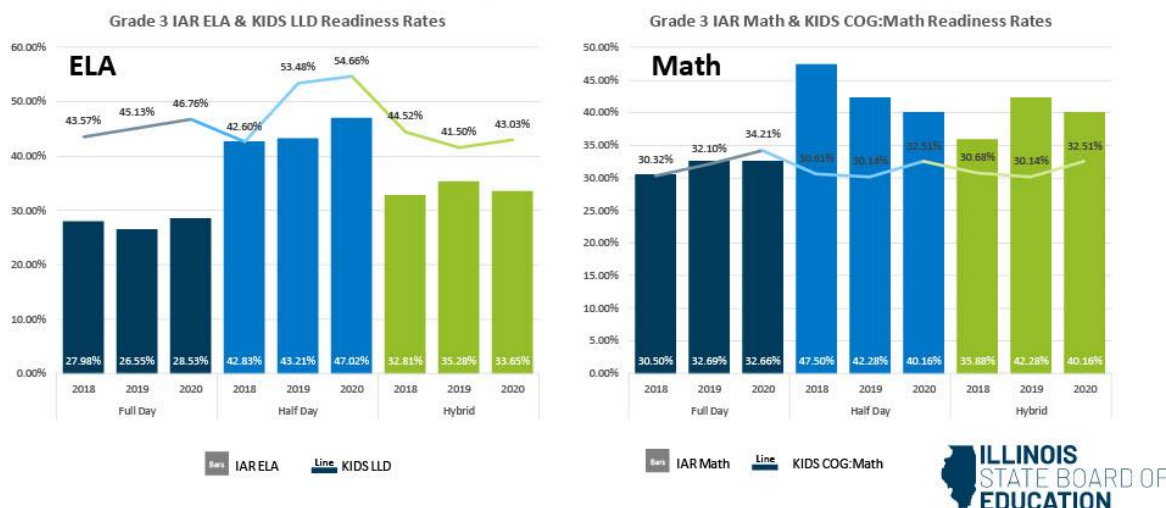
16

Are There Differences in KIDS Domain Readiness Rates Compared to Grade 4 IAR Proficiency Rates?



18

Are There Differences in KIDS Domain Readiness Rates Compared to Grade 3 IAR Proficiency Rates?



17

Appendix G: Full-Day Kindergarten Survey Questions 2023-2024 School Year

1. District Name
2. List all buildings (or buildings with spaces) in the district that are **not currently used for** - but could be made available for -- classroom space **without creating different facilities issue(s)**. If you are entering information for multiple buildings, put each building on a separate line beginning with the school name.
Example: Former Greenfield School
3. **What is the current total number of grade-level classrooms in the building(s)?** Place each building on a separate line beginning with the school name.
4. For the building(s) you indicated could house full-day kindergarten, **what is the current total number of classrooms in the building not used as classrooms?** Place each building on a separate line beginning with the school name.
5. For the building(s) you indicated could house full-day kindergarten, **what is the current average square footage of classroom space for each building?** Place each building on a separate line beginning with the school name.
6. For the building(s) you indicated could house full-day kindergarten, **what is the number of projected additional students in SY 2027-28 if full-day kindergarten is offered?** Place each building on a separate line beginning with the school name.
7. In order to offer full-day kindergarten by SY 2027-28, I believe my district will (Question7 requested respondents select from *Strongly Agree, Agree, Disagree, Strongly Disagree, and N/A*):
 - Have adequate space utilizing current school buildings.
 - Reorganize how classrooms are used within current school buildings in order to have adequate space. This may include reorganizing attendance centers and/or reorganizing within a school building.
 - Need to purchase land for new addition or school building.
 - Need to build an addition of classrooms to current school buildings in order to have adequate space.
 - Need to build an addition for other spaces (cafeteria, gymnasium, specialist classrooms, office space, etc.) to current school buildings in order to have adequate space.
 - Need to build a new school building in order to have adequate space.
 - Have sufficient land available to complete the necessary construction (whether to existing buildings or of a new building), if needed.
 - Have adequate financial resources to build a new school building, if needed.
 - Have adequate financial resources to build an addition to a current school or schools, if needed.
 - Have voter support to pass a building referendum (approval of the new building or addition(s)), if needed.
 - Have voter support to pass a bond referendum to support a new building or addition(s) (approval of bond issue for a new building or addition), if needed.
 - Have adequate pool or access to potential new teaching staff to support full-day kindergarten.
8. Is there property or land adjacent to your current facilities that could be used for expansion, if needed?

9. Please provide any additional details relevant to your responses to the previous questions.

10. If your district will need to build an addition or new school building, please estimate the approximate additional square footage of space that will be needed.

11. When considering your district's ability to provide full-day kindergarten beginning in SY 2027-28, please provide a listing and estimation of anticipated startup costs. Examples:

\$250,000 Reorganizing district attendance centers

\$3,750,000 Building an addition to Grant Elementary School

\$270,000 Four additional teachers (first-year cost only)

\$325,000 Two additional bus routes (driver cost, bus costs, etc.)

12. Please share any other factors that may impact your district's ability to provide space for full-day kindergarten classrooms.

13. Please share additional data or recommendations that can inform the planning and implementation of full-day kindergarten in all elementary and unit schools districts in Illinois beginning in SY 2027-28.

Full Day Kindergarten Taskforce

August 14, 2024



1

Agenda

- Call to Order
- Approval of Minutes
- Old Business
 - Approval of Interim Report
- New Business
 - Data from June 2024 Meeting
 - Draft Surveys
- Public Comment
- Adjournment



2

Agenda

- Call to Order
- **Approval of Minutes**
- Old Business
 - Approval of Interim Report
- New Business
 - Data from June 2024 Meeting
 - Draft Surveys
- Public Comment
- Adjournment



3

Agenda

- Call to Order
- Approval of Minutes
- **Old Business**
 - Approval of Interim Report
- New Business
 - Data from June 2024 Meeting
 - Draft Surveys
- Public Comment
- Adjournment



4

Old Business: Additions to Interim Report

At the June 25, 2024, meeting, task force members identified additional areas of inquiry based upon the survey data in the development of recommendations for the final report:

- A discussion on the types of issues that would allow for a district to defer implementation of Full - Day Kindergarten.
- That any recommendations for an additional criterion are 'reasonable and feasible' for districts.
- The need for state funding for the implementation of Full-Day Kindergarten.
- Data on where those districts with Full-Day Kindergarten 'house' their current programming (e.g., in an elementary school, early learning center), and the percentage of the operating and reserve budgets necessary for the implementation of Full-Day Kindergarten for those districts that currently do not offer it.
- For those districts that currently do not offer Full-Day Kindergarten, when it is feasible to do so (i.e., the constraints that limit the implementation of Full-Day Kindergarten even if a waiver is granted).



Agenda

- Call to Order
- Approval of Minutes
- Old Business
 - Approval of Interim Report
- **New Business**
 - Data from June 2024 Meeting
 - Draft Surveys
- Public Comment
- Adjournment



Data Request from June, 2024

Reported Costs of Conversion to Full-Day Kindergarten

Total Reported Costs	City, Small (1)	Rural, fringe (1)	Suburb, large (16)	Total
Construction/Renovation	\$39,200,000	\$19,200,000	\$153,410,200	\$211,810,200
Staffing	\$4,230,770	\$1,100,000	\$10,185,000	\$15,515,770
Transportation	\$2,070,000	\$0	\$1,980,000	\$4,050,000
Operations/Utilities/Services	\$0	\$0	\$1,855,400	\$1,855,400
Supplies/Materials & Curriculum	\$0	\$285,000	\$1,942,000	\$2,227,000
Approximate Per Pupil Costs	City, Small (1)	Rural, fringe (1)	Suburb, large (16)	Total
Approximate Student Count	420	300	4660	5380
Construction/Renovation	\$93,333	\$64,000	\$32,921	\$39,370
Staffing	\$10,073	\$3,667	\$2,186	\$2,884
Transportation	\$4,929	\$0	\$425	\$753
Operations/Utilities/Services	\$0	\$0	\$398	\$345
Supplies/Materials & Curriculum	\$0	\$950	\$417	\$414

Draft Surveys

Implementation Feasibility Survey (For districts that do not currently offer Full-day Kindergarten)

1. What is the earliest school year it will be feasible for your district to offer full day kindergarten?
[Select your answer]
2. What are the current constraints that limit your ability to offer full day kindergarten before the school year selected in question one?
 - Construction/renovation- time - constraints
 - Construction/renovation- cost - constraints
 - Political or social constraints
 - Staffing - cost - constraints
 - Staffing - time - constraints
 - Transportation constraints
 - Operations, utilities, or services constraints
 - Supplies, materials or curriculum constraints
 - Other

Kindergarten Housing & Cost Survey (Elementary and Unit Districts)

1. Does your district currently offer full-day kindergarten?* **Yes / No**
2. Where is your full-day kindergarten program housed (check all that apply)*
 - In a single building or buildings with the Pre -K program
 - In a single building or buildings serving only grade K
 - Co-mingled in a single building that serves grades higher than K
 - Co-mingled in multiple buildings that serve grades higher than K
 - In a secure portion of a building that serves grades higher than K
 - In secure portions of multiple buildings that serve grades higher than K
3. Total school year (SY) 2024-25 operational budget. Round to the nearest 100,000th if greater than 1 million (e.g. 5.8 million), or 1,000th if less than 1 million (e.g. 987,000).
[Enter your answer]
4. Approximate percentage of your SY 2024-25 operational budget used to support your full day kindergarten program? **[Select your answer 1 - 100]**
5. Total school year (SY) 2024-25 reserve budget. Round to the nearest 100,000th if greater than 1 million (e.g. 5.8 million), or 1,000th if less than 1 million (e.g. 987,000).
[Enter your answer]
6. Approximate percentage of your SY 2024-25 operational budget used to support your full day kindergarten program? **[Select your answer 1 - 100]**

Agenda

- Call to Order
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- Adjournment

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Appendix I: Full-Day Kindergarten Survey Questions 2024-2025 School Year

Introductory Text to Survey:

Why are you receiving this survey?

Illinois School Code (105 ILCS 5/10-22.18e) created the Full-Day Kindergarten Task Force, whose purpose is to conduct a statewide audit to inform the planning and implementation of full-day kindergarten in all elementary and unit schools districts in Illinois beginning in school year 2027-2028.

The taskforce is charged with recommending:

An additional criterion when granting a waiver to the establishment of full-day kindergarten for two additional years under 105 ILCS 10-22.18(b), and

A means of ranking "... [a] school district ... in the top 25% of capital funding need by the Full-Day Kindergarten Task Force."

As part of this work, two reports are required – an interim report and a final report. The interim report was submitted in June 2024. As part of the interim report, those Elementary and Unit districts who did not offer full day kindergarten in the 2023-2024 school year were surveyed. The latter report must be issued to the General Assembly and Governor's Office on or before January 31, 2025. All Unit and Elementary districts are receiving the current survey. Depending upon the response to the question ('Does your district offer Full Day Kindergarten?'), respondents will answer a different set of questions.

Data collected and used in the final task force report will be reported at the aggregate level. The total time to complete the survey is estimated between 5-15 minutes.

For additional information or questions, please contact Jason Helfer at jhelfer@isbe.net. The survey will remain open through September 20, 2024.

For all districts:³⁷

A. District Name

B. Does your district currently offer full-day kindergarten? YES/NO

If 'Yes'

1. **Where is your full-day kindergarten program housed? (check all that apply) ***
 - ☐ In a single building or buildings with Pre-K programming
 - ☐ In a single building or buildings serving only grade K
 - ☐ Co-mingled in a single building that serves K and grades higher than K
 - ☐ Co-mingled in multiple buildings that serves K and grades higher than K
 - ☐ Other
2. **Total school year (SY) 2024-25 operational budget.** Round to the nearest 100,000th if greater than \$1 million (e.g. \$5.8 million), or 1,000th if less than 1 million (e.g. \$987,000).³⁸
3. **Approximate percentage of your SY 2024-25 operational budget used to support your full day kindergarten program** (e.g., An elementary district with an operational budget of \$1 million that spends approximately \$150,000 to support the kindergarten program would select 15% $(150,000/1,000,000)*100$).³⁹

³⁷ This common set of questions was used to 'send' districts to the appropriate survey.

³⁸ For queries such as this, respondents would provide this amount by entering the amount in a text box.

³⁹ Note that for questions like (2) the survey contained a drop-down menu with percentages, one of which the respondent would select based upon the requested approach to calculating the percentage.

4. **Total school year (SY) 2024-25 reserve** budget (e.g., 'reserve funds,' 'fund balances' or funds you hold in reserve for future expenses or unexpected needs). Round to the nearest 100,000th if greater than \$1 million (e.g. \$5.8 million), or 1,000th if less than \$1 million (e.g. \$987,000).
5. **Approximate percentage** of your SY 2024-25 **reserve** budget (e.g., 'reserve funds,' 'fund balances' or funds you hold in reserve for future expenses or unexpected needs) used to support your full day kindergarten program (e.g., A unit district with a reserve budget of \$750,000 that spends approximately \$25,000 to support the kindergarten program would select 3% $(25,000/750,000)*100 = 3.33$ so 3%.

If 'No'

1. **Has your district conducted a formal cost analysis to determine costs associated with offering full-day kindergarten YES/NO**
2. What is the **earliest school year** it will be **feasible to offer full-day kindergarten?**⁴⁰
3. Rank order the **current constraints that limit your ability to offer full-day kindergarten** by dragging and dropping the options so that the most limiting factors are at the top. The committee is particularly interested in the top five constraints identified.
 - A. Construction/renovation - time constraints
 - B. Construction/renovation - cost constraints
 - C. Political or social constraints
 - D. Staffing – cost constraint
 - E. Staffing – time constraint
 - F. Transportation constraints
 - G. Operations, utilities or services constraints
 - H. Supplies, materials, or curriculum constraints
 - I. Other constraint(s) not listed
4. Please list the **opportunity costs**, those projects or initiatives that are likely to be scaled back, delayed or dropped entirely, in order to implement full day kindergarten?

⁴⁰ Respondents were asked to select a school year between 2024-2025 and 2033-2034 **or** 'It will take more than 10 years to feasibly offer full-day kindergarten in my district' **or** 'It will never be feasible to offer full-day kindergarten in my district.'

Agenda

- Call to Order
- Approval of Minutes
- Old Business
- New Business
 - Recommendations
- Public Comment
- Adjournment

Agenda

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- Public Comment
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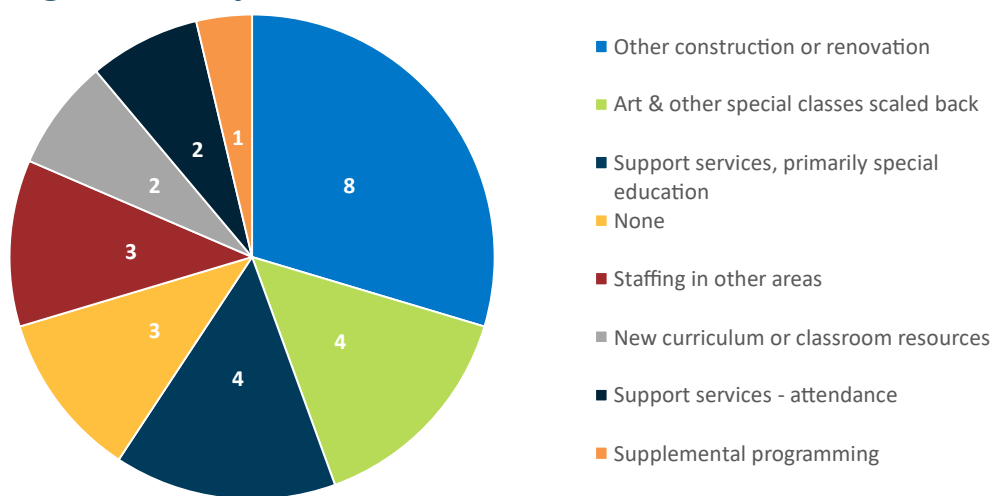
Agenda

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4

Opportunity Costs of Implementing Full-day Kindergarten - Updated



5

Request for K % Expenditure of Total District Budget

- The survey requested information on the operational and reserve budget amounts estimated for those districts currently offering full-day kindergarten.
- ISBE used information submitted from the site-based expenditure plans and Report Card data submitted by districts to estimate the percentage of the total budget allocated to the operation of full-day kindergarten programs (e.g., FY 2024 fall serving school enrollment, salaries, benefits, supplies, purchased services, day-to-day operational costs, and the like). Debt and capital expenditures are excluded.



Agenda

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- Adjournment



Recommendations

1. A recommendation on an additional criterion that ISBE can use to extend the 2027-28 deadline for implementation of the full-day kindergarten mandate.
2. A recommendation on the ranking of districts that applied for but did not receive an Early Childhood Capital Development Grant in the last competition.
3. Other recommendations that should be included as part of the final task force report germane to the context and circumstances of meeting the mandate that all children can access a full-day kindergarten program.

Recommendation – Additional Criterion

Recommendation – Additional Criterion

A recommendation on an additional criterion that ISBE can use to extend the 2027-28 deadline for implementation of the full-day kindergarten mandate.

Recommendation – Additional Criterion

- **Space** (e.g., current availability as well future access to)
- **Transportation** (e.g., availability of equipment, scheduling for, and cost of)
- **Staffing** (e.g., assignability and teacher shortages)
- **Scheduling** (e.g., impact of full-day kindergarten on the ordinary and usual scheduling of the school)
- **Food services**
- **Funding** (e.g., challenges within contexts where there is not the likelihood of accessing additional local funding)

Recommendation – Additional Criterion

Challenges/Barrier: Funding

- Suggestions
 - Opportunities for Capital grants.
 - Seek increase in Evidence-Based Funding (EBF), especially for districts that may not receive much EBF.
- Evidence
 - “Possession” or lack thereof of financial capacity to implement full day K (e.g., Annual Financial Report, audits, analysis of current and projected budgets to show impact on current programming if full-day mandate is implemented, history of/timelines of past and future referendums, available reserves, if a district currently has a tuition-based half-day program, **impact on loss of revenue projected over time**).

Recommendation – Additional Criterion

Challenges/Barrier: Transportation/Food Service

- Suggestions
 - Seek increase in state funding.
- Evidence
 - Need for and availability of additional buses, cost of and impact on other current/projected programs and services.
 - Space currently used and available for delivery of “appropriate” food services (e.g., meets state/local laws).

Recommendation – Additional Criterion

Challenges/Barrier: Space

- Suggestions
 - Seek increase in state funding.
- Evidence
 - Current building plans and architect renderings, bidding process and timelines (e.g., competition between districts and impact on meeting implementation deadlines), materials and supply chain issues, length of time to complete projects, evidence of work to explore feasible options to find space for full-day kindergarten.

Recommendation – Additional Criterion

Challenges/Barrier: Staffing

- Suggestions
 - Flexibility on the specific endorsements required to teach mandated full-day kindergarten (e.g., assignability).
- Evidence
 - Data on number of current kindergarten teachers in district with Early Childhood certification; projected number of additional EC teachers needed to transition to full day kindergarten.

Recommendation – EC Construction Grants

Recommendation – EC Construction Grants

A recommendation on the ranking of districts that applied for but did not receive an Early Childhood Capital Development Grant in the last competition.

Recommendation – EC Construction Grants

‘Fast facts’ between FY 2023 and FY 2025 EBF:

- 426 districts did not change tiers between FY 2023 and FY 2025.
- 13 districts moved from Tier 2 to Tier 4 in FY 2025.
- 37 districts moved from Tier 1 to Tier 2.
- 38 districts moved from Tier 2 to Tier 3.
- 26 districts moved from Tier 3 to Tier 4.
- 37 districts moved from Tier 2 to Tier 1.
- 2 districts moved from Tier 3 to Tier 2.
- 4 districts moved from Tier 4 to Tier 3.
- 1 district moved from Tier 4 to Tier 2 (albeit the enrollment “n” for the district was under 10).



18

Recommendation - EC Construction Grants

- A recommendation on the ranking of districts that applied for but did not receive an Early Childhood Capital Development Grant in the last competition.
 - A survey administered in spring 2024 requested information on implementing full-day kindergarten in the 2024-25 school year. Six of surveyed districts that were identified as offering half-day programming (n=20) were at or below 76% EBF in FY 2023.
 - Data collected (N=20) in a survey administered in fall 2024 indicated that five districts estimate that they will be unable to offer a full-day program by the 2027-28 school year. All of these districts are at or above 76% EBF in FY 2025. All other respondents estimate they will be able to offer a full-day kindergarten program by the 2027-28 school year.



19

Recommendation - EC Construction Grants

Suggestions on/recommendations for how to “rank” district applicants in the top 25% of capital funding need:

- Rank order top 25% from lowest % of Adequacy (e.g., FY 2023 EBF, FY 2025 EBF, FY 2023/FY 2025 [average of]?, movement between tiers)
- Location of district (e.g., in a preschool desert).
- Number of students impacted and % of funding per child.

Recommendation - EC Construction Grants

- Other recommendations that should be included as part of the final task force report germane to the context and circumstances of meeting the mandate that all children can access a full-day kindergarten program.
 - Recalibrating EBF to credit half-day kindergarten student counts as full-day kindergarten students a year or two early to help with the funding. (This may not cover the increased costs. Thus, this item should be coupled with other measures.)
 - A funding source in the state of Illinois annual budget should be created to assist districts over an onboarding period with that cost (i.e., 3to-5-year needs-based grant for new full-day kindergarten adopters).

Recommendation – Other

Recommendation – Other

Other recommendations that should be included as part of the final task force report germane to the context and circumstances of meeting the mandate that all children can access a full-day kindergarten program.

Recommendation – Other

- Any district that spends more than 15% of its reserves to transition to full-day kindergarten would be reimbursed by the state for no less than half of the expenditure in an effort to avoid/mitigate any imposed trade-off and unintended consequences from using reserve funds and assuming increased reoccurring operational expenses to adopt and operate a full day kindergarten program and being cognizant of the need to keep reserve funds at a financially prudent level.
- Waiver of other unfunded mandates for the onboarding period to provide relief for an onboarding period (e.g., two or three years).

Recommendation – Other

State Funding

- Opt-in and phased-in grant program over three years (beginning in 2027-28 school year) and available to all districts, not just those that are not yet ready for the 2027-28 school year.
- Greatest amount of funding in Year 1 and decreasing each of the subsequent two years.
- Amount of funding could be determined using a sliding scale, based on factors such as the district's EBF tier or Title funding.
- Funds could be used for any aspect of implementing kindergarten (e.g., staffing, curriculum, facilities, and transportation).

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