

# **Full Day Kindergarten Feasibility/Impact Study**

**Implications of Incorporating a Requirement for Full Day Kindergarten into Rule 10  
(Regulations and Procedures for the Accreditation of Schools)**

Conducted by the Nebraska Department of Education  
December 8, 2005

## Section I. Introduction

### Purpose of this Report

This report represents the results of a feasibility study to determine the impact of requiring public school districts to provide kindergarten 1032 hours per year. The Nebraska State Board of Education recommended providing full day kindergarten (1032 hours or more of kindergarten per year) in the policy document entitled *Providing Equitable Opportunities for an Essential Education for All Students in Nebraska Public School Districts*. The study has been prepared in accord with a feasibility study timeline adopted by the state Board of Education at the meeting of June 8, 2005 and is intended to provide information about the status of Nebraska public school districts with regard to the implementation of full day kindergarten in all districts providing an elementary education.

### Outline of report

This report present information five sections as follows:

- Section I.** Purpose, outline and description of study
- Section II.** Demographic information
- Section III.** Data from schools offering other than full day kindergarten
- Section IV.** Data from school districts operating full day kindergarten
- Section V.** Data summary and points for consideration

### Description of Study

In October 2005, a survey was mailed to superintendents of all Nebraska public school districts in Classes I–V. The survey was distributed to 444 school superintendents. Responses from 357 school districts were returned. Every school district that did not respond to the survey either currently has full day kindergarten or is a Class 1 school. For the purposes of this study, full day kindergarten is defined as kindergarten that is in operation for at least 1032 hours per year. Part day kindergarten includes any kindergarten that operates less than 1032 hours per year. This includes kindergarten sessions that are held during part of the day and kindergarten sessions that operate all day every other day, or some other configuration of class time.

The survey was divided into three parts. All school districts were asked to complete part one of the survey. This section provided data on the number of full day and the number of part day kindergarten sections that are offered by the school district. Part two was to be completed by school districts that offer **only** a full day program to kindergarteners in the district.

Administrators were asked to evaluate whether or not state aid fully reimbursed the district for the additional cost of providing the full day kindergarten program. Part three of the survey was to be completed by school districts that offer **either part day kindergarten or a mix of part day and full day** kindergarten programs within the district. Part three of the survey asked school district administrators to estimate the expenditures, based on costs for the current school year, that would be necessary for the district to provide full day kindergarten for all age eligible students in the district. Additional information was obtained from the 2004 fall membership report returned by public school districts and the 2004 State of the Schools Report.

## Section II. Demographic Information

Tables 1 and 2 present data about the types of kindergarten programs offered by public schools in the state of Nebraska. Information from table 1 is from the 2004 Nebraska State of the Schools Report. This information provides a foundation for the kindergarten feasibility/impact study.

**Table 1. Types of Kindergarten Programs Provided by Districts**

Program Offered	1993-1994		1998-1999		2001-2002		2003-2004	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
<b>1/2 day everyday</b>	44.22%	306	33.61%	203	18.56%	103	8.69%	<u>45</u>
<b>All day every day</b>	2.02%	14	13.91%	84	37.12%	206	54.25%	<u>281</u>
<b>All day every other day</b>	26.59%	184	27.81%	168	13.15%	73	9.85%	<u>51</u>
<b>All day fall semester only</b>	0.29%	2	0.00%	0	0.00%	0	0.39%	<u>2</u>
<b>All day spring semester only</b>	4.62%	32	1.32%	8	0.36%	2	0.19%	<u>1</u>
<b>Other</b>	5.78%	40	7.95%	48	11.89%	66	8.11%	<u>42</u>

Data from table 2 presents information from the kindergarten feasibility/impact survey. As reported earlier, a number of Class 1 schools and schools with full day kindergarten did not return the survey. Therefore, the number of school districts reporting information for table 2 is smaller than the total number of school districts reported in Table 1. Data from table 2 through the end of the report is based on data from the returned surveys.

**Table 2. Number of School Districts Reporting Kindergarten by Program Type**

	Class 1	Class 2	Class 3	Class 4	Class 5	Total
<b>Full day</b>	68	11	177	0*	0*	<b>256</b>
<b>Other than full day</b>	66	1	14	1	1	<b>83</b>

\* School districts in these classes provide a mixture of part day and full day sections of kindergarten. School districts were asked to respond as offering full day kindergarten if the district offers **only full day** kindergarten.

**Section III.**  
**Data from School Districts offering Other than Full Day Kindergarten**

Districts operating part day kindergarten, or a mix of part day and full day kindergarten, responded to questions regarding the additional cost of providing a full day program to all kindergarteners in the district in the following areas: A) Facilities, B) Staff, C) Staff Development, D) Capital Outlay/Materials, E) Transportation. School districts were also given the opportunity to provide additional comments or outline additional issues that would inform the study. Tables three through eight summarize the responses.

**A. Facilities**

Table 3 presents the number of districts that would need new construction, the addition of portable classrooms, and/or building remodeling as well as the amount of money required to provide such facilities.

**Table 3. Facilities Cost**

	<b>New Construction</b>	<b>Construction Cost</b>	<b>Portable Buildings</b>	<b>Portable Cost</b>	<b>Remodeling</b>	<b>Remodeling Cost</b>	<b>Total</b>
<b>Class 1</b>	4 districts	\$ 238,000	0	0	3 districts	\$ 90,000	\$ 328,000
<b>Class 2</b>	0	0	0	0	0	0	0
<b>Class 3</b>	4 districts	\$ 1,302,500	4 districts	\$510,000	4 districts	\$ 547,500	\$ 2,360,000
<b>Class 4</b>	1 district	\$ 8,508,190	0	0	0	0	\$ 8,508,190
<b>Class 5</b>	0	0	0	0	1 district	\$ 3,166,236	\$ 3,166,236
<b>Total</b>	<b>9 districts</b>	<b>\$10,048,690</b>	<b>4 districts</b>	<b>\$510,000</b>	<b>5 districts</b>	<b>\$3,803,736</b>	<b>\$14,362,426</b>

**B. Staff**

Table 4 illustrates the number of school districts that would need to employ additional staff and the amount of money necessary for their employment.

**Table 4. Staff Cost**

	<b>Certificated Staff</b>	<b>Certificated Staff Cost</b>	<b>Other Staff</b>	<b>Other Staff Cost</b>	<b>Total</b>
<b>Class 1</b>	14 districts	\$ 383,619	9 districts	\$ 61,000	\$ 444,619
<b>Class 2</b>	1 district	\$ 10,800	1 district	\$ 4,680	\$ 15,480
<b>Class 3</b>	13 districts	\$ 968,000	8 districts	\$ 239,000	\$1,207,000
<b>Class 4</b>	1 district	\$ 3,604,407	1 district	\$ 63,516	\$3,667,923
<b>Class 5</b>	1 district	\$ 1,517,219	1 district	\$ 942,910	\$2,460,129
<b>Total</b>	<b>30 districts</b>	<b>\$ 6,484,045</b>	<b>20 districts</b>	<b>\$1, 311,106</b>	<b>\$7,795,151</b>

### C. Staff Development

Table 5 shows start up costs and annual costs for staff development. Transitioning from part day kindergarten to full day kindergarten requires staff development and training in order for the additional time to be utilized in ways that benefit children’s academic progress and their social and emotional development.

**Table 5. Staff Development Cost**

	<b>Staff Development Start-up Cost</b>	<b>Staff Development Annual Cost</b>
<b>Class 1</b>	\$ 23,250	\$ 10,725
<b>Class 2</b>	\$ 1,400	\$ 800
<b>Class 3</b>	\$ 12,275	\$ 4,075
<b>Class 4</b>	\$153,555	\$ 0 *
<b>Class 5</b>	\$ 83,539	\$ 27,860
<b>Total</b>	<b>\$274,019</b>	<b>\$ 43,460</b>

\* No annual staff development cost reported

### D. Capital Outlay and Materials

Table 6 shows start-up costs for capital outlay and materials. Examples of capital outlay expenditures include items such as tables, chairs, play equipment, and computers that will be needed to equip the additional classrooms.

**Table 6. Capital Outlay/Materials**

<b>Start-up Cost</b>				
	<b>Capital Outlay</b>	<b>Number of Districts</b>	<b>Materials</b>	<b>Number of Districts</b>
<b>Class 1</b>	\$ 35,500	6	\$ 46,600	13
<b>Class 2</b>	0	0	\$ 3,000	1
<b>Class 3</b>	\$ 130,500	8	\$ 41,000	8
<b>Class 4</b>	\$ 132,891	1	0	0
<b>Class 5</b>	\$ 112,500	1	\$ 217,500	1
<b>Total</b>	<b>\$ 411,391</b>	<b>16</b>	<b>\$ 308,100</b>	<b>23</b>

Table 7 shows annual, ongoing costs for capital outlay and materials. Ongoing capital outlay includes periodic replacement of the equipment needed for the additional class sections. Some schools will need additional materials for the extra kindergarten sessions every year.

**Table 7. Capital Outlay/Materials**

<b>Annual Cost</b>				
	<b>Capital Outlay</b>	<b>Number of Districts</b>	<b>Material</b>	<b>Number of Districts</b>
<b>Class 1</b>	\$ 12,400	5	\$ 13,500	9
<b>Class 2</b>	0	0	\$ 700	1
<b>Class 3</b>	\$ 12,100	8	\$ 22,750	8
<b>Class 4</b>	0	0	\$ 6,496	1
<b>Class 5</b>	\$ 44,775	1	\$ 1,000	1
<b>Total</b>	<b>\$ 69,275</b>	<b>14</b>	<b>\$ 44,446</b>	<b>20</b>

## E. Transportation

Table 8 shows potential changes in transportation costs for operating full day kindergarten programs. For some districts, transportation costs would decrease. School districts that provide morning and afternoon kindergarten may require extra busses, staff, and fuel to complete the mid-day bus routes. The elimination of the additional route(s) during the middle of the day would be a substantial cost savings for some districts.

**Table 8. Transportation**

	<b>Transportation Decrease</b>	<b>Cost Savings</b>	<b>Transportation Increase</b>	<b>Cost Increase</b>
<b>Class 1</b>	2 districts	\$ 1,000	8 districts	\$ 10,000
<b>Class 2</b>	0	0	0	0
<b>Class 3</b>	3 districts	\$ 24,500	2 districts	\$ 10,000
<b>Class 4</b>	1 district	\$ 198,000	0	0
<b>Class 5</b>	1 district	\$ 274,933	0	0
<b>Total</b>	<b>7 districts</b>	<b>\$ 498,433</b>	<b>10 districts</b>	<b>\$ 20,000</b>

## Section IV.

### Information Regarding State Aid in Districts Currently Providing Full Day Kindergarten

The following table presents information from school districts that currently operate full day kindergarten. A number of districts reported that this is their first year operating full day kindergarten, and therefore could not provide data. Several administrators also reported that their school district does not receive state aid. Districts estimated the amounts in different ways; therefore, no accurate cost figure could be generalized.

**Table 9. Districts Currently Providing Full Day Kindergarten**

	<b>State aid covers the additional cost</b>	<b>State aid does not cover the additional cost</b>	<b>Unable to determine/ don't get state aid</b>
<b>Class 1</b>	41 districts	17 districts	8 districts
<b>Class 2</b>	3 districts	5 districts	3 districts
<b>Class 3</b>	78 districts	87 districts	12 districts
<b>Class 4</b>	*	*	*
<b>Class 5</b>	1 district **	**	**
<b>Total</b>	<b>123 districts</b>	<b>109 districts</b>	<b>23 districts</b>

\*No class 4 districts currently have only full day kindergarten; therefore no class 4 districts responded to this question

\*\* Class 5 district reported current state aid covers current costs of the full day classrooms, however, expansion to providing only full day kindergarten is not estimated to be covered by state aid.

Numerous respondents who indicated that state aid covered the additional cost of providing full day kindergarten commented that state aid covers the ongoing expenses of the full day program; however, the start up and remodeling or construction costs were not reimbursed by the State.

## Section V. Conclusion

### Fiscal Impact of the Implementation of Statewide Full Day Kindergarten

The total estimate of the fiscal impact of implementing full day kindergarten in all public kindergarten classes is illustrated in the two tables on this page. Table 10 represents the total cost for school districts to initially implement full day kindergarten. The table includes the costs related to building or remodeling space to house the additional kindergarten sessions, the first year cost of employing additional staff, and the additional start up equipment and materials needed to equip the additional classes.

**Table 10. Full Day Kindergarten Start Up Costs**

	Facilities	Staff Cost	Staff Development	Equipment /materials	Total
<b>Class 1</b>	\$ 328,000	\$ 444,619	\$ 23,250	\$ 82,100	\$ 877,969
<b>Class 2</b>	0	\$ 15,480	\$ 1,400	\$ 3,000	\$ 19,880
<b>Class 3</b>	\$ 2,360,000	\$1,207,000	\$ 12,275	\$ 171,500	\$ 3,750,775
<b>Class 4</b>	\$ 8,508,190	\$3,667,923	\$ 153,555	\$ 132,891	\$12,462,559
<b>Class 5</b>	\$ 3,166,236	\$2,460,129	\$ 83,539	\$ 330,000	\$ 6,039,904
<b>Total</b>	<b>\$14,362,426</b>	<b>\$7,795,151</b>	<b>\$ 274,019</b>	<b>\$ 719,491</b>	<b>\$23,151,087</b>

Table 11 shows the additional expense to districts statewide of maintaining the additional sections of full day kindergarten. These expenses include the additional staffing and materials costs associated with the additional kindergarten sessions. Table 11 also includes any increase in transportation costs to school districts. Finally the cost savings projected by school districts for transportation are included. The total column at the far right of the page deducts any transportation decrease.

**Table 11. Ongoing expenses**

	Staffing	Equipment/ Materials	Transportation Increase	Subtotal	Transportation Decrease	Net Total
<b>Class 1</b>	\$455,344	\$ 25,900	\$ 10,000	\$ 491,244	\$ 1,000	\$ 490,244
<b>Class 2</b>	\$16,280	\$ 700	0	\$ 16,980	0	\$ 16,980
<b>Class 3</b>	\$1,211,075	\$ 34,850	\$ 10,000	\$1,255,925	\$ 24,500	\$1,231,425
<b>Class 4</b>	\$3,667,923	\$ 6,496	0	\$3,674,419	\$ 198,000	\$3,476,419
<b>Class 5</b>	\$2,487,989	\$ 45,775	0	\$2,533,764	\$ 274,933	\$2,258,831
<b>Total</b>	<b>\$7,838,611</b>	<b>\$113,721</b>	<b>\$ 20,000</b>	<b>\$7,979,332</b>	<b>\$ 498,433</b>	<b>\$7,473,899</b>

### Issues/Comments

The survey form included space for administrators to comment on issues related to the implementation of full day kindergarten. Additionally, several administrators returned letters with their comments. Four issues were most often included in the comments. These issues were facilities, funding, best practices, and parent concern. The following summarize the comments.

### Facilities

Regardless of whether or not the school district currently operates full day kindergarten, administrators noted that start-up costs and facility costs are a concern. Several districts that have implemented full day kindergarten responded that the facilities are currently less than

optimal or that the construction costs incurred by the district when full day kindergarten was implemented are a burden for the district. Districts without full day kindergarten cited the facility costs as barriers to implementing the program.

### **Funding**

Administrators from school districts without full day kindergarten commented that the levy lid was a barrier to moving to full day kindergarten. Several administrators indicated that if start up costs were exempt from the state levy lid, the school district would be able to provide the program. Other administrators noted that the payment of state aid in the following year is a barrier for the district. They indicated that the combination of added expenses, start up costs, and the wait for the increased state aid was a deterrent to providing full day kindergarten. Responses from school districts indicated that if full day kindergarten is mandated, the money should be provided through state funds rather than burden local districts. Further, several administrators representing districts that have already implemented full day kindergarten commented that their districts have incurred significant cost by providing full day kindergarten. These administrators recommended reimbursing school districts for past start up expenses if funding is provided for school districts to move to full day kindergarten in future years.

### **Best Practice**

Regardless of whether their school district currently operates full day kindergarten, administrators stated that they believe full day kindergarten is the right thing to do for the children in their district regardless of the cost. An administrator from a district with full day kindergarten reported that referrals to special education and remedial programs have been reduced because of their full day kindergarten program. Another administrator noted that standardized test scores in that district have risen since implementation of full day kindergarten. Several administrators specifically commented that full day kindergarten is a good for children and should be maintained as a part of *Essential Education* and required in Rule 10.

### **Parent Concern**

Several administrators of Class 1 schools reported that parents in the district do not support full day kindergarten. No administrator from a school district in Classes 2-5 reported any parent concern with full day kindergarten.