

103RD GENERAL ASSEMBLY State of Illinois 2023 and 2024 HB2310

Introduced 2/14/2023, by Rep. Will Guzzardi

SYNOPSIS AS INTRODUCED:

105 ILCS 5/2-3.71 305 ILCS 5/9A-11 325 ILCS 80/45-10 new 325 ILCS 80/45-15 new

from Ch. 122, par. 2-3.71 from Ch. 23, par. 9A-11

Amends the Early Childhood Workforce Act. Creates the Early Childhood Workforce Standards Board (Board). Provides that Board members must be appointed within 60 days after the effective date of the amendatory Act. Sets forth the Board's membership. Provides that for State Fiscal Year 2025, and for each state fiscal year thereafter, the Board shall: (1) determine an hourly wage floor, and salaried equivalent, for workers in State-funded early childhood programs which the Board believes will serve to recruit and retain early childhood workers; and (2) determine minimum increments above the wage floor as may be necessary to retain workers in State-funded early childhood programs such as for years of experience or job title. Provides that subject to appropriation, beginning in State Fiscal Year 2025 the Department of Human Services shall implement and administer a program making grants to early childhood worker training programs that value experience, inclusion, equity, and racial justice; and center worker voices and needs such as mentorship, apprenticeships, and peer-led learning. Amends the School Code. Provides that in order to ensure the quality and continuity of services, within 6 months after the effective date of the amendatory Act, all grant agreements shall require each child care center to (i) comply with the wage floor and compensation policies set forth in the Early Childhood Workforce Act, (ii) report quarterly up-to-date contact information for staff to the Department to allow the State Board of Education to communicate with the workers about their rights and supports available to them, (iii) supply the State Board of Education with current copies of its wage scales for classroom and support staff and other matters, and (iv) reconcile expenses quarterly and annually submit a year-end comprehensive financial report in a form prescribed by the State Board of Education. Imposes similar requirements on child care centers in a purchase of service contract with the Department of Human Services under its Child Care Assistance Program.

LRB103 29001 KTG 55387 b

1 AN ACT concerning children.

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

- 4 Section 5. The School Code is amended by changing Section
- 5 2-3.71 as follows:

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- 6 (105 ILCS 5/2-3.71) (from Ch. 122, par. 2-3.71)
- 7 Sec. 2-3.71. Grants for preschool educational programs.
- 8 (a) Preschool program.
 - (1) The State Board of Education shall implement and administer a grant program under the provisions of this subsection which shall consist of grants to public school districts and other eligible entities, as defined by the State Board of Education, to conduct voluntary preschool educational programs for children ages 3 to 5 which include a parent education component. A public school district which receives grants under this subsection may subcontract with other entities that are eligible to conduct a preschool educational program. These grants must be used to supplement, not supplant, funds received from any other source.
 - (2) (Blank).
- 22 (3) Except as otherwise provided under this subsection 23 (a), any teacher of preschool children in the program

authorized by this subsection shall hold a Professional Educator License with an early childhood education endorsement.

- (3.5) Beginning with the 2018-2019 school year and until the 2023-2024 school year, an individual may teach preschool children in an early childhood program under this Section if he or she holds a Professional Educator License with an early childhood education endorsement or with short-term approval for early childhood education or he or she pursues a Professional Educator License and holds any of the following:
 - (A) An ECE Credential Level of 5 awarded by the Department of Human Services under the Gateways to Opportunity Program developed under Section 10-70 of the Department of Human Services Act.
 - (B) An Educator License with Stipulations with a transitional bilingual educator endorsement and he or she has (i) passed an early childhood education content test or (ii) completed no less than 9 semester hours of postsecondary coursework in the area of early childhood education.
 - (4) (Blank).
- (4.5) The State Board of Education shall provide the primary source of funding through appropriations for the program. Such funds shall be distributed to achieve a goal of "Preschool for All Children" for the benefit of all

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children whose families choose to participate in the program. Based on available appropriations, newly funded programs shall be selected through a process giving first priority to qualified programs serving primarily at-risk children and second priority to qualified programs serving primarily children with a family income of less than 4 times the poverty guidelines updated periodically in the Federal Register by the U.S. Department of Health and Human Services under the authority of 42 U.S.C. 9902(2). For purposes of this paragraph (4.5), at-risk children are those who because of their home and community environment are subject to such language, cultural, economic and like disadvantages to cause them to have been determined as a result of screening procedures to be at risk of academic failure. Such screening procedures shall be based on criteria established by the State Board of Education.

Except as otherwise provided in this paragraph (4.5), grantees under the program must enter into a memorandum of understanding with the appropriate local Head Start agency. This memorandum must be entered into no later than 3 months after the award of a grantee's grant under the program, except that, in the case of the 2009-2010 program year, the memorandum must be entered into no later than the deadline set by the State Board of Education for applications to participate in the program in fiscal year 2011, and must address collaboration between the grantee's

1	program and the local Head Start agency on certain issues,
2	which shall include without limitation the following:
3	(A) educational activities, curricular objectives,
4	and instruction;
5	(B) public information dissemination and access to
6	programs for families contacting programs;
7	(C) service areas;
8	(D) selection priorities for eligible children to
9	be served by programs;
10	(E) maximizing the impact of federal and State
11	funding to benefit young children;
12	(F) staff training, including opportunities for
13	<pre>joint staff training;</pre>
14	(G) technical assistance;
15	(H) communication and parent outreach for smooth
16	transitions to kindergarten;
17	(I) provision and use of facilities,
18	transportation, and other program elements;
19	(J) facilitating each program's fulfillment of its
20	statutory and regulatory requirements;
21	(K) improving local planning and collaboration;
22	and
23	(L) providing comprehensive services for the
24	neediest Illinois children and families.
25	If the appropriate local Head Start agency is unable or
26	unwilling to enter into a memorandum of understanding as

required under this paragraph (4.5), the memorandum of understanding requirement shall not apply and the grantee under the program must notify the State Board of Education in writing of the Head Start agency's inability or unwillingness. The State Board of Education shall compile all such written notices and make them available to the public.

- (5) The State Board of Education shall develop and provide evaluation tools, including tests, that school districts and other eligible entities may use to evaluate children for school readiness prior to age 5. The State Board of Education shall require school districts and other eligible entities to obtain consent from the parents or guardians of children before any evaluations are conducted. The State Board of Education shall encourage local school districts and other eligible entities to evaluate the population of preschool children in their communities and provide preschool programs, pursuant to this subsection, where appropriate.
- (6) The State Board of Education shall report to the General Assembly by November 1, 2018 and every 2 years thereafter on the results and progress of students who were enrolled in preschool educational programs, including an assessment of which programs have been most successful in promoting academic excellence and alleviating academic failure. The State Board of Education shall assess the

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academic progress of all students who have been enrolled in preschool educational programs.

On or before November 1 of each fiscal year in which the General Assembly provides funding for new programs under paragraph (4.5) of this Section, the State Board of Education shall report to the General Assembly on what percentage of new funding was provided to programs serving primarily at-risk children, what percentage of new funding was provided to programs serving primarily children with a family income of less than 4 times the federal poverty level, and what percentage of new funding was provided to other programs.

- (7) Due to evidence that expulsion practices in the preschool years are linked to poor child outcomes and are employed inconsistently across racial and gender groups, early childhood programs receiving State funds under this subsection (a) shall prohibit expulsions. Planned transitions to settings that are able to better meet a child's needs are not considered expulsion under this paragraph (7).
 - (A) When persistent and serious challenging behaviors emerge, the early childhood program shall document steps taken to ensure that the child can participate safely in the program; including ongoing challenging observations initial of and behaviors, strategies for remediation and intervention

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plans to address the behaviors, and communication with the parent or legal guardian, including participation of the parent or legal guardian in planning and decision-making.

- (B) The early childhood program shall, with or legal quardian consent as required, utilize a range of community resources, if available and deemed necessary, including, but not limited to, developmental screenings, referrals to programs and services administered by a local educational agency or early intervention agency under Parts B and C of the federal Individual with Disabilities Education Act, and consultation with infant and early childhood mental health consultants and the child's health care provider. The program shall document attempts to engage these resources, including parent or legal quardian participation and consent attempted and obtained. Communication with the parent or legal quardian shall take place in a culturally and linguistically competent manner.
- (C) If there is documented evidence that all available interventions and supports recommended by a qualified professional have been exhausted and the program determines in its professional judgment that transitioning a child to another program is necessary for the well-being of the child or his or her peers and

staff, with parent or legal guardian permission, both the current and pending programs shall create a transition plan designed to ensure continuity of services and the comprehensive development of the child. Communication with families shall occur in a culturally and linguistically competent manner.

- (D) Nothing in this paragraph (7) shall preclude a parent's or legal guardian's right to voluntarily withdraw his or her child from an early childhood program. Early childhood programs shall request and keep on file, when received, a written statement from the parent or legal guardian stating the reason for his or her decision to withdraw his or her child.
- (E) In the case of the determination of a serious safety threat to a child or others or in the case of behaviors listed in subsection (d) of Section 10-22.6 of this Code, the temporary removal of a child from attendance in group settings may be used. Temporary removal of a child from attendance in a group setting shall trigger the process detailed in subparagraphs (A), (B), and (C) of this paragraph (7), with the child placed back in a group setting as quickly as possible.
- (F) Early childhood programs may utilize and the State Board of Education, the Department of Human Services, and the Department of Children and Family Services shall recommend training, technical support,

and professional development resources to improve the ability of teachers, administrators, program directors, and other staff to promote social-emotional development and behavioral health, to address challenging behaviors, and to understand trauma and trauma-informed care, cultural competence, family engagement with diverse populations, the impact of implicit bias on adult behavior, and the use of reflective practice techniques. Support shall include the availability of resources to contract with infant and early childhood mental health consultants.

- (G) Beginning on July 1, 2018, early childhood programs shall annually report to the State Board of Education, and, beginning in fiscal year 2020, the State Board of Education shall make available on a biennial basis, in an existing report, all of the following data for children from birth to age 5 who are served by the program:
 - (i) Total number served over the course of the program year and the total number of children who left the program during the program year.
 - (ii) Number of planned transitions to another program due to children's behavior, by children's race, gender, disability, language, class/group size, teacher-child ratio, and length of program day.

1	(iii) Number of temporary removals of a child
2	from attendance in group settings due to a serious
3	safety threat under subparagraph (E) of this
4	paragraph (7), by children's race, gender,
5	disability, language, class/group size,
6	teacher-child ratio, and length of program day.
7	(iv) Hours of infant and early childhood
8	mental health consultant contact with program
9	leaders, staff, and families over the program
10	year.
11	(H) Changes to services for children with an
12	individualized education program or individual family
13	service plan shall be construed in a manner consistent
14	with the federal Individuals with Disabilities
15	Education Act.
16	The State Board of Education, in consultation with the
17	Governor's Office of Early Childhood Development and the
18	Department of Children and Family Services, shall adopt
19	rules to administer this paragraph (7).
20	(8) In order to ensure the quality and continuity of
21	services, within 6 months after the effective date of this
22	amendatory Act of the 103rd General Assembly all grant
23	agreements shall require each child care center to do the
24	<pre>following:</pre>
25	(A) Comply with the wage floor and compensation

policies set forth in Section 45-10 of the Early Childhood

L	Workforce	Act.

- (B) Report quarterly up-to-date contact information for staff to the Department to allow the State Board of Education to communicate with the workers about their rights and supports available to them.
- (C) Supply the State Board of Education with current copies of its (i) wage scales for classroom and support staff, (ii) formal procedures for addressing employee grievances, and (iii) records of classroom and support staff participation in creation of personnel and operational policies.
- (D) Reconcile expenses quarterly and annually submit a year-end comprehensive financial report in a form prescribed by the State Board of Education which includes a detailed breakdown of the uses of funding including amounts spent on workforce compensation and supports.
- (b) (Blank).
- (c) Notwithstanding any other provisions of this Section, grantees may serve children ages 0 to 12 of essential workers if the Governor has declared a disaster due to a public health emergency pursuant to Section 7 of the Illinois Emergency Management Agency Act. For the purposes of this subsection, essential workers include those outlined in Executive Order 20-8 and school employees. The State Board of Education shall adopt rules to administer this subsection.
- 26 (Source: P.A. 100-105, eff. 1-1-18; 100-645, eff. 7-27-18;

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- 1 101-643, eff. 6-18-20.)
- 2 Section 10. The Illinois Public Aid Code is amended by
- 3 changing Section 9A-11 as follows:
- 4 (305 ILCS 5/9A-11) (from Ch. 23, par. 9A-11)
- 5 Sec. 9A-11. Child care.
- 6 (a) The General Assembly recognizes that families with 7 children need child care in order to work. Child care is 8 expensive and families with low incomes, including those who 9 are transitioning from welfare to work, often struggle to pay 10 the costs of day care. The General Assembly understands the 11 importance of helping low-income working families become and remain self-sufficient. The General Assembly also believes 12 that it is the responsibility of families to share in the costs 13 of child care. It is also the preference of the General 14 15 Assembly that all working poor families should be treated equally, regardless of their welfare status. 16
 - (b) To the extent resources permit, the Illinois Department shall provide child care services to parents or other relatives as defined by rule who are working or participating in employment or Department approved education or training programs. At a minimum, the Illinois Department shall cover the following categories of families:
- 23 (1) recipients of TANF under Article IV participating 24 in work and training activities as specified in the

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- personal plan for employment and self-sufficiency;
- 2 (2) families transitioning from TANF to work;
 - (3) families at risk of becoming recipients of TANF;
 - (4) families with special needs as defined by rule;
 - (5) working families with very low incomes as defined by rule;
 - (6) families that are not recipients of TANF and that need child care assistance to participate in education and training activities;
 - (7) youth in care, as defined in Section 4d of the Children and Family Services Act, who are parents, regardless of income or whether they are working or Department-approved participating in employment education or training programs. Any family that receives child care assistance in accordance with this paragraph shall receive one additional 12-month child eligibility period after the parenting youth in care's case with the Department of Children and Family Services is closed, regardless of income or whether the parenting vouth in care is working or participating Department-approved employment or education or training programs;
 - (8) families receiving Extended Family Support Program services from the Department of Children and Family Services, regardless of income or whether they are working or participating in Department-approved employment or

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education or training programs; and

(9) families with children under the age of 5 who have an open intact family services case with the Department of Children and Family Services. Any family that receives child care assistance in accordance with this paragraph shall remain eligible for child care assistance 6 months after the child's intact family services case is closed, regardless of whether the child's parents or other relatives as defined by rule are working or participating in Department approved employment or education or training programs. The Department of Human Services, in consultation with the Department of Children and Family Services, shall adopt rules to protect the privacy of families who are the subject of an open intact family services case when such families enroll in child care services. Additional rules shall be adopted to offer children who have an open intact family services case the opportunity to receive an Early Intervention screening and other services that their families may be eliqible for as provided by the Department of Human Services.

Beginning October 1, 2023, and every October 1 thereafter, the Department of Children and Family Services shall report to the General Assembly on the number of children who received child care via vouchers paid for by the Department of Children and Family Services during the preceding fiscal year. The report shall include the ages of children who received child

care, the type of child care they received, and the number of months they received child care.

The Department shall specify by rule the conditions of eligibility, the application process, and the types, amounts, and duration of services. Eligibility for child care benefits and the amount of child care provided may vary based on family size, income, and other factors as specified by rule.

The Department shall update the Child Care Assistance Program Eligibility Calculator posted on its website to include a question on whether a family is applying for child care assistance for the first time or is applying for a redetermination of eligibility.

A family's eligibility for child care services shall be redetermined no sooner than 12 months following the initial determination or most recent redetermination. During the 12-month periods, the family shall remain eligible for child care services regardless of (i) a change in family income, unless family income exceeds 85% of State median income, or (ii) a temporary change in the ongoing status of the parents or other relatives, as defined by rule, as working or attending a job training or educational program.

In determining income eligibility for child care benefits, the Department annually, at the beginning of each fiscal year, shall establish, by rule, one income threshold for each family size, in relation to percentage of State median income for a family of that size, that makes families with incomes below

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the specified threshold eligible for assistance and families 1 2 with incomes above the specified threshold ineligible for 3 assistance. Through and including fiscal year 2007, the specified threshold must be no less than 50% of 5 then-current State median income for each family size. Beginning in fiscal year 2008, the specified threshold must be 6 7 no less than 185% of the then-current federal poverty level 8 for each family size. Notwithstanding any other provision of 9 law or administrative rule to the contrary, beginning in 10 fiscal year 2019, the specified threshold for working families with very low incomes as defined by rule must be no less than 11 12 185% of the then-current federal poverty level for each family Notwithstanding any other provision of 13 administrative rule to the contrary, beginning in State fiscal 14 15 year 2022, the specified income threshold shall be no less 16 than 200% of the then-current federal poverty level for each 17 family size.

In determining eligibility for assistance, the Department shall not give preference to any category of recipients or give preference to individuals based on their receipt of benefits under this Code.

Nothing in this Section shall be construed as conferring entitlement status to eligible families.

The Illinois Department is authorized to lower income eligibility ceilings, raise parent co-payments, create waiting lists, or take such other actions during a fiscal year as are

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necessary to ensure that child care benefits paid under this
Article do not exceed the amounts appropriated for those child
care benefits. These changes may be accomplished by emergency
rule under Section 5-45 of the Illinois Administrative
Procedure Act, except that the limitation on the number of
emergency rules that may be adopted in a 24-month period shall
not apply.

The Illinois Department may contract with other State agencies or child care organizations for the administration of child care services.

- (c) Payment shall be made for child care that otherwise meets the requirements of this Section and applicable standards of State and local law and regulation, including any requirements the Illinois Department promulgates by rule in addition to the licensure requirements promulgated by the Department of Children and Family Services and Fire Prevention and Safety requirements promulgated by the Office of the State Fire Marshal, and is provided in any of the following:
- 19 (1) a child care center which is licensed or exempt 20 from licensure pursuant to Section 2.09 of the Child Care 21 Act of 1969;
- 22 (2) a licensed child care home or home exempt from licensing;
 - (3) a licensed group child care home;
 - (4) other types of child care, including child care provided by relatives or persons living in the same home

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as the child, as determined by the Illinois Department by rule.

Solely for the purposes of coverage under the Illinois Public Labor Relations Act, child and day care home providers, including licensed and license participating in the Department's child care assistance program shall be considered to be public employees and the State of Illinois shall be considered to be their employer as of January 1, 2006 (the effective date of Public Act 94-320), but not before. The State shall engage in collective bargaining with an exclusive representative of child and day care home providers participating in the child care assistance program concerning their terms and conditions of employment within the State's control. Nothing in subsection shall be understood to limit the right of families receiving services defined in this Section to select child and day care home providers or supervise them within the limits of this Section. The State shall not be considered to be the employer of child and day care home providers for any purposes not specifically provided in Public Act 94-320, including, but not limited to, purposes of vicarious liability in tort and purposes of statutory retirement or health insurance benefits. Child and day care home providers shall not be covered by the State Employees Group Insurance Act of 1971.

In according child and day care home providers and their selected representative rights under the Illinois Public Labor

- Relations Act, the State intends that the State action exemption to application of federal and State antitrust laws be fully available to the extent that their activities are authorized by Public Act 94-320.
 - (d) The Illinois Department shall establish, by rule, a co-payment scale that provides for cost sharing by families that receive child care services, including parents whose only income is from assistance under this Code. The co-payment shall be based on family income and family size and may be based on other factors as appropriate. Co-payments may be waived for families whose incomes are at or below the federal poverty level.
 - (d-5) The Illinois Department, in consultation with its Child Care and Development Advisory Council, shall develop a plan to revise the child care assistance program's co-payment scale. The plan shall be completed no later than February 1, 2008, and shall include:
 - (1) findings as to the percentage of income that the average American family spends on child care and the relative amounts that low-income families and the average American family spend on other necessities of life;
 - (2) recommendations for revising the child care co-payment scale to assure that families receiving child care services from the Department are paying no more than they can reasonably afford;
 - (3) recommendations for revising the child care

- 1 co-payment scale to provide at-risk children with complete 2 access to Preschool for All and Head Start; and
- 3 (4) recommendations for changes in child care program
 4 policies that affect the affordability of child care.
 - (e) (Blank).

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- (f) The Illinois Department shall, by rule, set rates to be paid for the various types of child care. Child care may be provided through one of the following methods:
- 9 (1) arranging the child care through eligible 10 providers by use of purchase of service contracts or 11 vouchers;
- 12 (2) arranging with other agencies and community 13 volunteer groups for non-reimbursed child care;
- 14 (3) (blank); or
- 15 (4) adopting such other arrangements as the Department 16 determines appropriate.
- (f-1) Within 30 days after June 4, 2018 (the effective date of Public Act 100-587), the Department of Human Services shall establish rates for child care providers that are no less than the rates in effect on January 1, 2018 increased by 4.26%.
- 22 (f-5) (Blank).
- 23 (f-10) When child care is arranged by use of purchase of
 24 service contracts, in order to ensure the quality and
 25 continuity of services, within 6 months after the effective
 26 date of this amendatory Act of the 103rd General Assembly all

1	contracts shall require each child care center to do the
2	<pre>following:</pre>
3	(1) Comply with the wage floor and compensation
4	policies set forth in Section 45-10 of the Early Childhood
5	Workforce Act.
6	(2) Report quarterly up-to-date contact information
7	for staff to the Department to allow the Department to
8	communicate with the workers about their rights and
9	supports available to them.
10	(3) Supply the Department with current copies of its
11	(i) wage scales for classroom and support staff, (ii)
12	formal procedures for addressing employee grievances, and
13	(iii) records of classroom and support staff participation
14	in creation of personnel and operational policies.
15	(4) Reconcile expenses quarterly and annually submit a
16	year-end comprehensive financial report in a form
17	prescribed by the Department which includes a detailed
18	breakdown of the uses of funding including amounts spent
19	on workforce compensation and supports.
20	(g) Families eligible for assistance under this Section
21	shall be given the following options:
22	(1) receiving a child care certificate issued by the
23	Department or a subcontractor of the Department that may
24	be used by the parents as payment for child care and
25	development services only; or

(2) if space is available, enrolling the child with a

child care provider that has a purchase of service 1 2 contract with the Department or a subcontractor of the Department for the provision of child care and development 3 services. The Department may identify particular priority 4 5 populations for whom they may request 6 consideration by a provider with purchase of service 7 contracts, provided that the providers shall be permitted to maintain a balance of clients in terms of household 8 9 incomes and families and children with special needs, as 10 defined by rule.

- 11 (Source: P.A. 101-81, eff. 7-12-19; 101-657, eff. 3-23-21;
- 12 102-491, eff. 8-20-21; 102-813, eff. 5-13-22; 102-926, eff.
- 13 5-27-22.)
- 14 Section 15. The Early Childhood Workforce Act is amended
- by adding Sections 45-10 and 45-15 as follows:
- 16 (325 ILCS 80/45-10 new)
- 17 Sec. 45-10. Wage floor and compensation.
- 18 (a) The Early Childhood Workforce Standards Board is
- 19 created. The Board shall consist of the following members who
- 20 must be appointed within 60 days after the effective date of
- 21 this amendatory Act of the 103rd General Assembly:
- 22 (1) Two members of a labor union representing child
- care workers who serve children in the Child Care
- 24 <u>Assistance Program and the Preschool for All program.</u>

1	(2) Two representatives of early childhood programs.
2	(3) Two members of the public who are parents or
3	guardians of children in the Child Care Assistance Program
4	or the Preschool for All program.
5	(4) One representative of the Governor's Office of
6	Early Childhood Development.
7	(b) For State Fiscal Year 2025, and for each state fiscal
8	year thereafter, the Early Childhood Workforce Standards Board
9	shall determine the following:
10	(1) An hourly wage floor, and salaried equivalent, for
11	workers in State-funded early childhood programs which,
12	based on investigation, the Board believes will serve to
13	recruit and retain early childhood workers.
14	(2) Minimum increments above the wage floor as may be
15	necessary to retain workers in State-funded early
16	childhood programs such as for years of experience or job
17	<u>title.</u>
18	(c) Notwithstanding subsection (b) or any other provision
19	of law, the wage floor in State Fiscal Year 2027 and after
20	shall be no lower than \$25 per hour.
21	(325 ILCS 80/45-15 new)
22	Sec. 45-15. Training and mentorship. Subject to
23	appropriation, beginning in State Fiscal Year 2025 the
24	Department of Human Services shall implement and administer a
25	program making grants to early childhood worker training

- 1 programs that value experience, inclusion, equity, and racial
- 2 justice; and center worker voices and needs such as
- mentorship, apprenticeships, and peer-led learning.