

POLICY BRIEF

BEYOND THE MANDATE:

An Analysis
of a Survey of
School District
Early Learning
Programs in
Washington State

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Economic Opportunity Institute



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About the Economic Opportunity Institute

The Economic Opportunity Institute is a public policy institute that researches issues, evaluates programs, and seeks practical solutions to some of the most pressing problems facing individuals and children in Washington—solutions that result in long-term economic security for families and communities.

The institute is currently working on issues in the following areas: state taxation policies, family leave insurance, early childhood education, retirement security, Social Security, and health care.

The complete survey findings are located on the EOI website: www.eoionline.org

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Executive Summary

Early learning programs, such as pre-kindergarten and extended-day or full-day kindergarten, are increasingly considered critical components in preparing children for academic success. Armed with consistent research linking high-quality early learning to a child's success, school districts around the state have gone beyond the state-mandated requirements for preschool and kindergarten in order to have students better prepared and ready to learn by the time they enter first grade.

In an effort to assess the quantity and quality of early learning programs conducted by school districts in Washington state during the 2003-2004 school year, the Economic Opportunity Institute (EOI) and the Washington State Office of Superintendent of Public Instruction (OSPI) surveyed school districts in the summer of 2004. This survey was intended to be a follow-up to a 2002 survey of similar nature completed by EOI.

The survey was administered by OSPI through the use of a website questionnaire that school district administrators were encouraged to complete. The survey contained many of the same questions as the 2002 phone survey (school year 2001-2002), and the collection of data through the web allowed the information to be analyzed in a quantitative manner. EOI analyzed the data collected throughout July and early August for use in this report and for display on the EOI website in the form of a district database.

As a follow-up to the original web survey, school districts that appeared to have had major changes in the past two years in either or both of their pre-kindergarten and extended kindergarten programs were selected for potential phone contact. The purpose of these phone contacts was to verify information provided in their web survey responses, as well as to inquire about several additional topics, including transition-to-kindergarten services and extended learning programs.

Approximately 46.6% of the state's 296 school districts responded to the web survey, and these districts accounted for more than 56% of the state's students. Though the recent survey included approximately half of the districts from the previous survey, which was administered entirely by phone over the course of a year, the sample gained is substantively representative of the population of school districts in the state with regard to size, geography, achievement, poverty rates, and minority student enrollment. About 14% of the respondents were contacted for the follow-up phone survey.

Key findings:

- Nearly 43% of respondents offered a pre-kindergarten program beyond that required by state law, and more than 54% of districts responding offered a kindergarten program beyond the state-mandated 180 half-days of instruction.

- Large districts (those with over 5000 students in grades K-12) were much more likely than small districts (under 1000 students in K-12) to have extended programming.
- Districts with over 75% of students in grades K-12 eligible for free and reduced-price lunch, indicating a very high percentage of low-income students, were more likely than other districts to have more kindergarten than required, but less likely to have pre-kindergarten programs.
- School districts that scored, on average, below the national average on the 3rd grade Iowa Test of Basic Skills in the spring of 2004 were also likely to have more extensive kindergarten programs, as were districts with more than 50% minority student enrollment in grades K-12.
- Approximately 58% of full-day kindergarten programs were started within the last three years. In addition, these full-day kindergarten programs were far more likely to be open to all students than the pre-kindergarten programs, which were often restricted by income.
- About 68% of full-day kindergarten (FDK) programs used I-728 as a main funding source, by far the largest contributor to FDK financing. The second and third most popular sources were parent tuition and Title I. By contrast, pre-kindergarten programs used parent tuition most heavily (49%), followed by I-728 and Early Childhood Education Assistance Program (ECEAP) funding.
- Early literacy programs were a focus in many districts in both pre-kindergarten and kindergarten, as well as in their extended learning programs offered before or after school or during the summer.
- Nearly all of the districts participating in the follow-up survey indicated that they had a transition-to-kindergarten program for preschool-aged children in their district, whether the district itself ran a program or not.
- Unmet demand for early learning programs remained high. More than 40% of districts with an expanded kindergarten program had unmet demand, as did 67% of districts with a pre-k program.

The follow-up phone survey provided many qualitative details about the types of programs offered in Washington. Administrators conveyed a general opinion that early learning programs had consistently yielded positive results and should be expanded. Their comments highlighted the variety and flexibility of programs throughout the state while noting the barriers to expanding pre-kindergarten, full-day kindergarten, and extended kindergarten programs.

Consistent throughout the comments from the phone and web-based surveys was an acknowledgment of the value and importance of pre-kindergarten and expanded or full-day kindergarten programs. The absence of dedicated and universally available funding has meant that not all children in the state are able to benefit from these programs. Although Initiative 728 and several federal and state programs may provide piecemeal dollars for early education, the

instability and inadequacy of funding have led many districts to restrict eligibility or offer no additional programming beyond what is state-mandated.

I. Introduction

Research has consistently shown the importance of high-quality early learning in preparing children to enter elementary school ready to learn. Growing numbers of kindergarten school teachers, principals, administrators, school boards, and parents are aware of the benefits of preschool and full-day kindergarten programs in setting the stage for academic success. Building on research and the demand for enhanced early learning, many are seeking to expand opportunities to all children.

School districts around the state have responded by going beyond the mandated requirements for pre-kindergarten and full-day kindergarten. Additional emphasis on the importance of academic achievement as measured by the district's national percentile rank on the 3rd grade Iowa Test of Basic Skills (ITBS) and the Washington Assessment of Student Learning (WASL) has added impetus to school district efforts to strengthen early learning programming.

Although public pre-kindergarten programs beyond those for special education students and public full-day kindergarten have not been mandated by the Legislature and despite a lack of dedicated funds, many school districts have found creative ways to implement such programs. Some of the mechanisms used to fund these programs are Title I, Initiative 728, tuition, and local levies. However, the absence of dedicated and universally available funding has meant that some school districts have not been able to offer extended programs, despite their conviction that the programs are necessary. Though Initiative 728 and several federal and state programs may provide piecemeal dollars for early education, the instability and inadequacy of funding have led many school districts to severely restrict eligibility or offer no additional programming beyond what is state-mandated.

In the absence of mandated programmatic requirements, school districts have created innovative educational programs to meet the needs of their communities. Programs offered by school districts range from a 'home base' visitation for children ages 2 through 5 to full-day kindergarten with a special emphasis on reading.

To identify school district efforts to meet the challenges of implementing pre-kindergarten and full-day kindergarten, the Economic Opportunity Institute (EOI) conducted the first survey of pre-kindergarten and extended-day kindergarten programs in Washington state for the school year 2001-2002. A second survey was conducted for the 2003-2004 school year. The purpose of this report is threefold: to describe the results of the second survey, to gain a better picture of the state's public early learning programs, and to determine the direction of progress in the past two years. The survey was conducted as a joint project of the Washington State Office of Superintendent of Public Instruction (OSPI) and EOI and was completed in the summer of 2004.

II. Methodology

Web survey: The survey was developed by staff from EOI and OSPI and tested with six school district administrators who provided comments and suggestions. Once tested, OSPI administered the survey to all districts through the use of a website. Districts were encouraged to take the survey and immediately submit their responses online to OSPI. The survey collected information on pre-kindergarten and full-day kindergarten program characteristics from the 2003-2004 school year, including program longevity, funding, eligibility requirements, and future prospects. A copy of the web survey, which consisted largely of “yes” or “no” checkbox answers, can be found in Appendix B.

There are 296 school districts in Washington state. OSPI e-mailed the survey to district administrators in mid-June. District administrators received reminder e-mails in mid-July and early August. Only school districts were allowed to respond to the survey, rather than individual schools or educational service districts (ESDs),¹ and districts were asked to respond only regarding programs that they run directly, excluding those that are run by community agencies, ESDs, federal programs, or other entities. For the purposes of this report, only data submitted by August 16, 2004, is included.

OSPI sent the data to EOI for analysis and later posting on a survey-specific website. The data consists of the responses of the 138 school districts that took the survey. The data analysis found in Appendix A includes only these districts.

The survey did permit some latitude in responses through the use of a comments box. An effort was made to integrate these comments into the data analysis and assure that they were consistent with the remainder of responses provided on the survey. In addition, some districts responded twice. An attempt was made to contact these districts before August 13, 2004, to clarify the correct answers. However, if the district was unreachable or the response was received after August 13, 2004, the most recent survey response was used for data tabulation and inclusion on the website. All qualitative data regarding the programs was gleaned directly from the surveys while all demographic data was assembled from OSPI annual reports for the 2003-2004 school year.

Definitions: The purpose of the survey was to gain information about programs that were more extensive than those required by state law. Regarding pre-kindergarten education, current statutes require public school districts to provide schooling to children with disabilities beginning at age three. For kindergarten, the law mandates that districts offer the equivalent of 180 half-

¹It should be noted, however, that Educational Service District 114 faxed in a response to the survey that detailed some programs the ESD provides for the 15 school districts it serves. Only some of the school districts in ESD 114 offered details pertaining to these programs. Since these programs are actually run by the ESD, it is likely that some of them were omitted from the survey results.

days of kindergarten. The survey clearly indicated that responses were to pertain to programs beyond these universal requirements.

For purposes of the survey, full-day kindergarten (FDK) was defined as five full days of schooling per week. School districts also had the option to indicate if they did not offer full-day kindergarten but did offer something beyond the state minimum of 180 half-days, which is defined in this report as extended-day kindergarten.

Finally, some demographic analysis was cross-referenced with survey results by region. The regions, though not equal in population, were intended to be geographically significant. They are defined as follows:

Central Puget Sound (CPS): Snohomish, King, Pierce, and Thurston Counties.

Western Washington (outside Central Puget Sound): Whatcom, Skagit, San Juan, Island, Clallam, Jefferson, Kitsap, Mason, Grays Harbor, Pacific, Lewis, Wahkiakum, Cowlitz, Skamania, and Clark Counties.

Central Washington: Okanogan, Chelan, Douglas, Kittias, Grant, Yakima, Benton, and Klickitat Counties.

Eastern Washington: Ferry, Stevens, Pend Oreille, Lincoln, Spokane, Adams, Whitman, Franklin, Walla Walla, Columbia, Garfield, and Asotin Counties.

Phone survey: EOI conducted a follow-up phone survey to more than 10% of the respondents to gather additional information. The purpose of the phone survey was to gather data on extended learning programs, staffing, and other matters, as well as to clarify survey responses and gain more details about particular pre-kindergarten (pre-k) and full-day kindergarten programs and goals. A list of the phone survey questions can be found in Appendix C.

School districts chosen for the phone survey were diverse with regard to geography, size, number of students eligible for free and reduced-price lunch, and the district's national percentile rank on the 3rd grade Iowa Test of Basic Skills. Also chosen for this follow-up were school districts that had a major change in programming since the previous survey. Twenty school districts, 14% of the total number of respondents, participated in the phone survey.

Staff members at EOI conducted the phone survey in July and August. An effort was made to cross-reference phone survey responses with web responses and update the data accordingly, though phone surveys were largely used for anecdotal program evidence.

Website: In order to disseminate survey results to state agencies, school administrators, teachers, and the public, a website was created by EOI after the 2002 survey. It is available

through the following link: <http://www.eoionline.org/ELC/Survey/About.htm>. The records are listed by district and can be searched through several methods. Records were updated for 2004. The previous survey results can be reached through the archive link on each district's page.

Though much of the information collected is reflected on the website, more complex descriptions and answers were occasionally unavailable. Phone survey comments were not included because they were not available for all districts. However, if clarifying information was provided during the phone interview, it is reflected in the website description. An example of a district website can be found in Appendix D.

The abbreviation FDK is used for full-day kindergarten and pre-k is used for pre-kindergarten throughout the website. In addition, the survey inquired as to whether the particular program had been in place for three years or less, between four and ten years, or more than ten years. The website reflects the answers "relatively new program" for those in existence three years or less and "long-standing program" for those in place for four or more years.

III. Summary of Findings

The following analysis is based on information provided by the 138 school districts that responded to the survey. These 138 districts represent 46.6% of districts statewide and enroll more than 56% of students in Washington state. Although slightly skewed toward larger districts, this group is representative of the state school district population at large with regard to geography, test scores, percent minority enrollment, and percent of students eligible for free and reduced-price lunch. Therefore, though caution should be used in making inferences for particular school districts that have not responded to the survey, the statistics that follow are likely accurate to describe the situation statewide. A comparison between the demographic characteristics of the population as a whole and of the sample can be found in Tables 3 and 4 in Appendix A.²

Nearly 43% of respondents offered a pre-kindergarten program beyond that required by state law. The results also revealed that nearly 43% of districts offered full-day kindergarten programs and almost 12% of districts offered kindergarten programming that was more generous than state law, though not full day. These numbers combined to show that over half of all school districts, approximately 54%, offered kindergarten programming beyond required levels (Table 1). Thirty-four districts offered both a pre-kindergarten and a full-day kindergarten program, amounting to a 57% overlap between the two categories (i.e. 57% of the districts that offered one program also offered the other).

²Some tables in the sections to follow include percentages based on numbers of respondents that may skew results to the high or low end. The tables in Appendix A should be used as a guide to interpreting the percentages found in the summary section to verify the presence of a small n for any particular statistic.

Table 1: Prevalence of programs

Districts with pre-k	43%
Districts without pre-k	57%
Districts with half-day kindergarten only	45.6%
Districts with more than required half-day kindergarten	54.4%
<i>Subset: Districts with FDK</i>	42.8%
<i>Subset: Districts with extended k</i>	11.6%

In the following section, the presence of both pre-kindergarten and extended kindergarten programs is analyzed with regard to various demographic characteristics, including district size, the region in which the district is located, the percent of students eligible for free and reduced-price lunch, the district's national percentile rank on the 3rd grade Iowa Test of Basic Skills (ITBS) administered in the spring of 2004, and percent minority students enrolled in grades K-12. Extended kindergarten programs, for this section, are defined as both full-day kindergarten programs and programs that offer more kindergarten than required by state law but not full-day instruction. The section immediately following is an analysis of the attributes of both pre-kindergarten and full-day kindergarten programs.

Demographic Analysis

Size: Washington's school districts range in size from as few as 9 students to over 47,000. The average district size is approximately 3500 students in grades K-12. In the survey sample, districts with a K-12 enrollment of 5000 or more were much more likely than their smaller counterparts to offer both pre-k and extended kindergarten programs. The largest school districts, those with more than 10,000 students, were more than twice as likely as districts under 1000 to offer pre-kindergarten and nearly twice as likely to offer full-day kindergarten. Eleven out of the twelve largest districts that responded to the survey offered a full-day kindergarten program. Of all districts offering enhanced kindergarten programs, almost 80% were full-day programs (Figure 1).

Region: Closely correlated with size dispersion is the distribution of school districts by region. In the survey sample, two-thirds of districts in the central Puget Sound area offered pre-kindergarten and nearly three-quarters offered extended kindergarten, most of those being full-day programs. Schools in eastern Washington were least likely to offer extended kindergarten, while those in western Washington outside of the Puget Sound metro area were least likely to offer pre-kindergarten programs (Figure 2). It should be noted, however, that districts in larger cities statewide were much more likely to offer early learning programs beyond state requirements than those in rural areas.

Figure 1: Program prevalence by district size

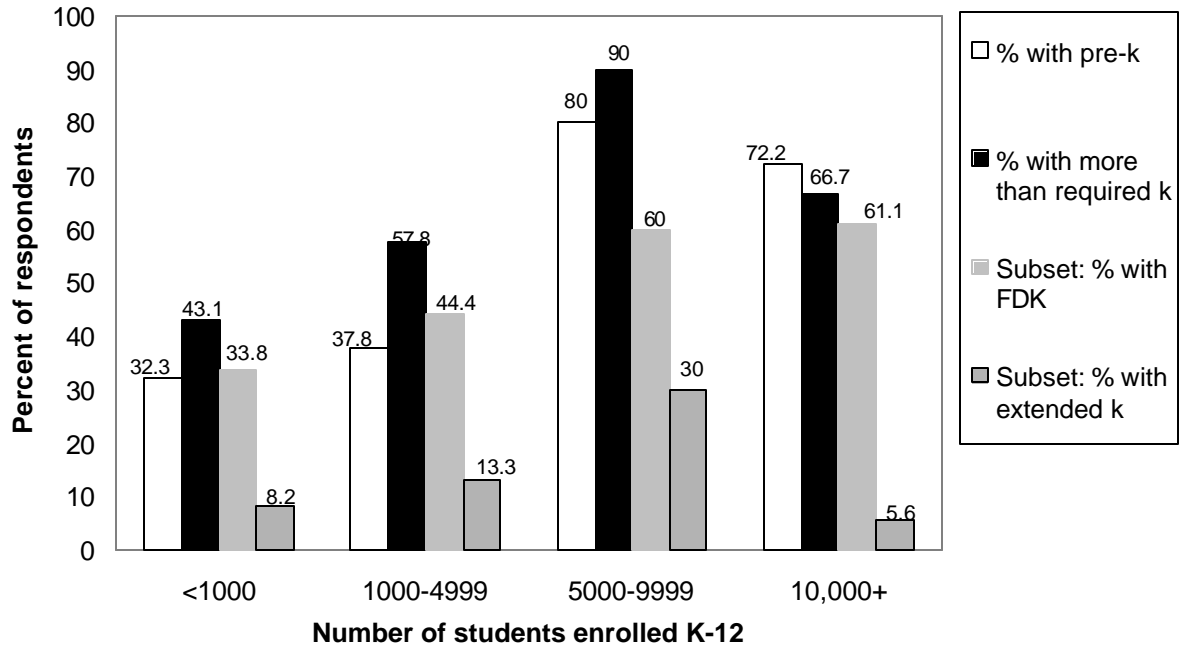
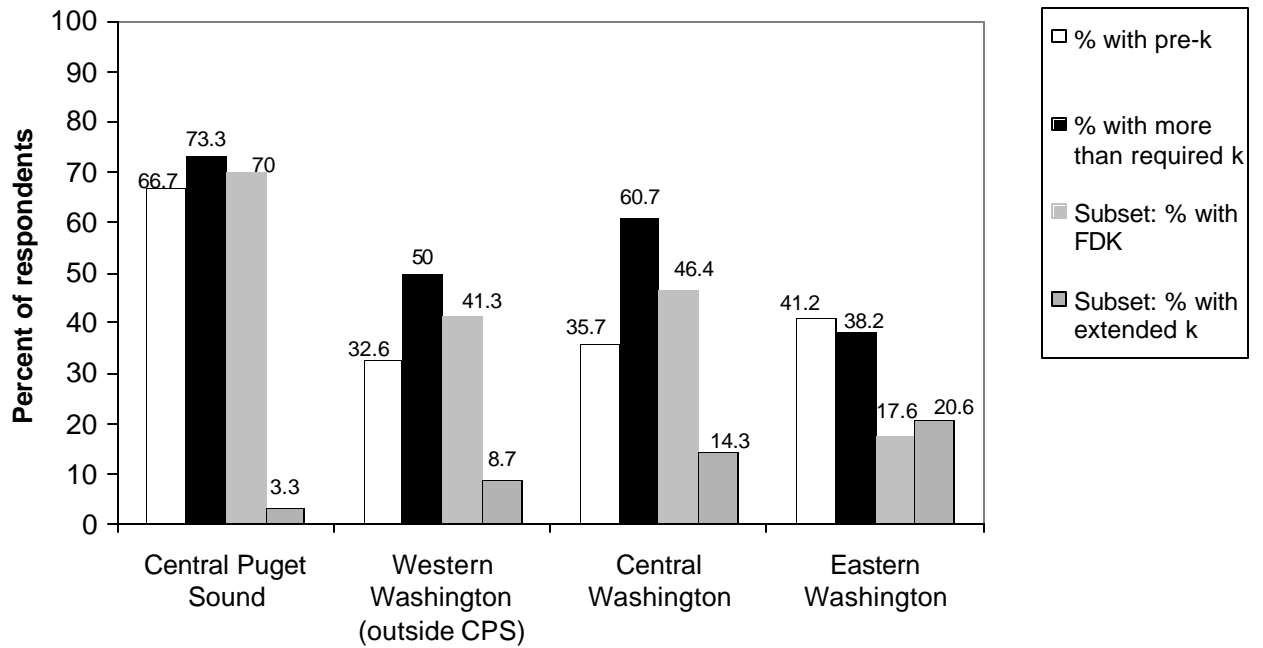
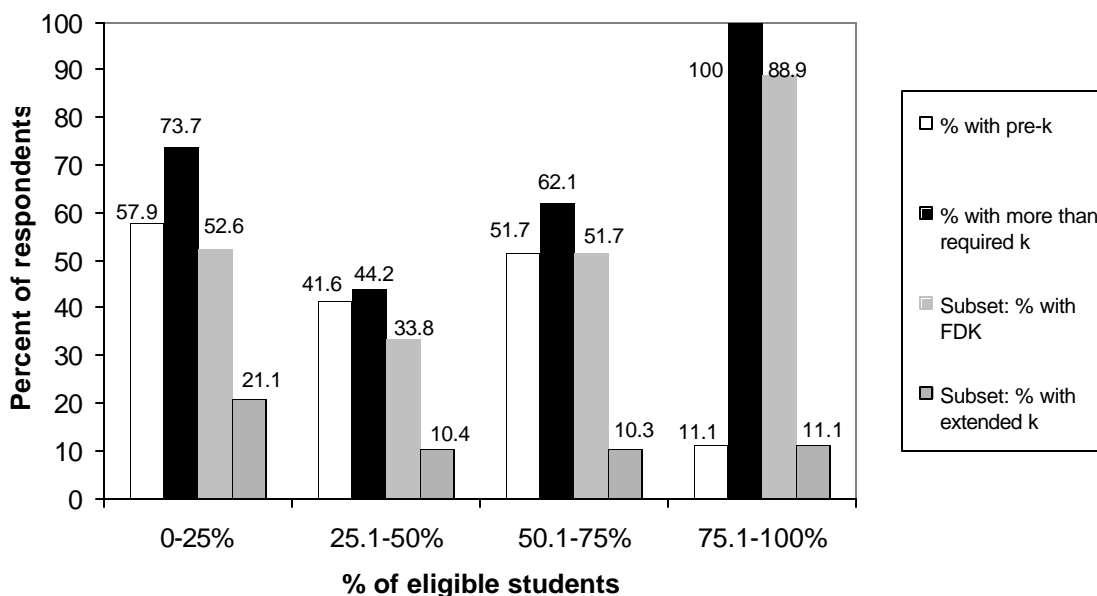


Figure 2: Program prevalence by region



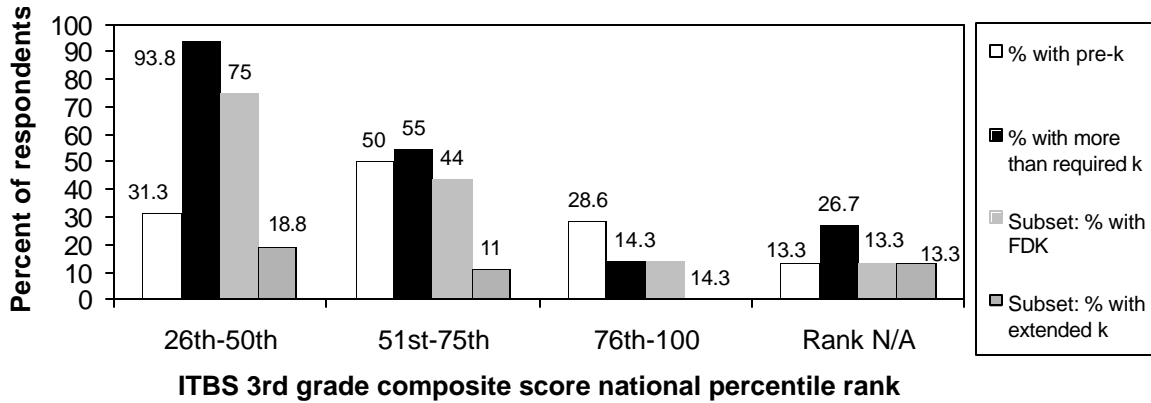
Free and reduced-price lunch eligibility: The rate of students eligible for free and reduced-price lunch can be used as a measure of the relative poverty of an area, as it is linked to the federally defined poverty guideline. Districts in the sample with extremely low or extremely high rates of eligibility for free and reduced-price lunch were more likely to have extended kindergarten programs. In fact, all respondents in high-poverty areas had an extended kindergarten program, with 89% having a full-day program. However, districts with the highest rates (between 75 and 100% of students eligible for free and reduced-price lunch) were the least likely to have a pre-kindergarten program (Figure 3). It is important to note that many children from low-income households in those districts may be participating in Head Start or ECEAP programs administered by another entity.

Figure 3: Program prevalence by % of students eligible for free and reduced-price lunch



Academic performance: During the spring of their 3rd grade year, elementary school students complete the Iowa Test of Basic Skills (ITBS), a standardized test that measures their math and reading skills in comparison to students nationwide. Most districts in the state score between the 50th and 75th percentile compared to districts in other parts of the nation. Those districts in the survey sample with the lowest ITBS scores (between the 26th and 50th percentile nationwide) were the most likely by far to have extended kindergarten programs; of those, three-fourths were full-day kindergarten programs. Though the data does not support determinations of causality, this extreme variance may point to school districts trying to remedy low scores through the use of an early learning program. Districts with the highest ITBS scores (between 76th and 100th percentile), though there were not many, were least likely to have either pre-kindergarten or extended kindergarten programs (Figure 4).

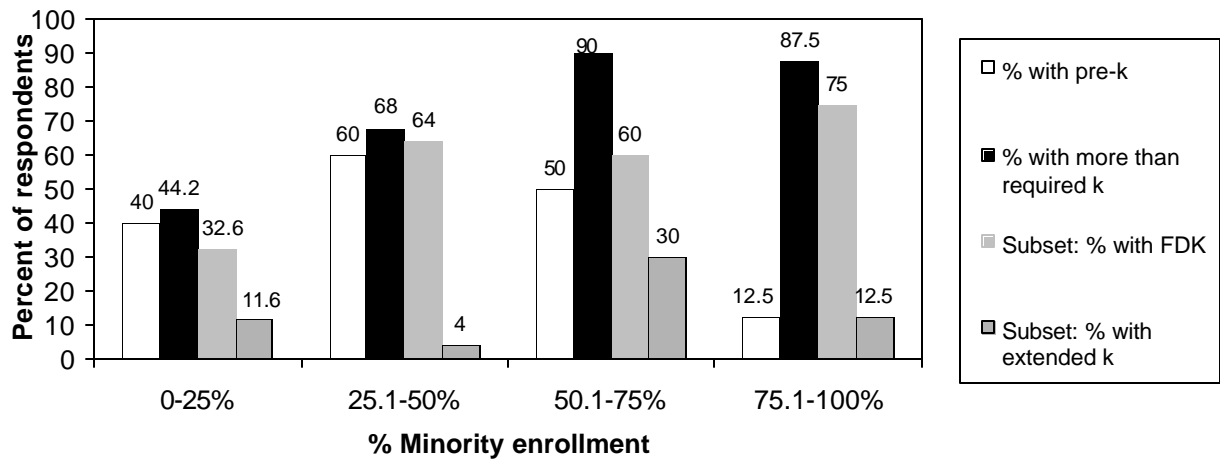
Figure 4: Program prevalence by academic performance



Minority enrollment: In the survey sample, the presence of full-day and extended-day kindergarten appears at first glance to be correlated in a linear way with the percent of minority students enrolled.³ Only 44% of school districts with low minority enrollments (0-25%) had extended kindergarten while more than four out of five districts with high minority enrollments (more than 50%) had these programs. However, pre-kindergarten prevalence was not similarly linked. Only 12% of those districts with more than 75% minority students had pre-kindergarten, while about half of other districts did (Figure 5).

³OSPI collects racial/ethnic data using the following categories based on definitions provided by the U.S. Department of Education: American Indian/Alaskan Native, Asian or Pacific Islander, Black, Hispanic, and White. OSPI reports minority enrollment as the percentage of non-white students in a school district.

Figure 5: Program prevalence by % minority enrollment



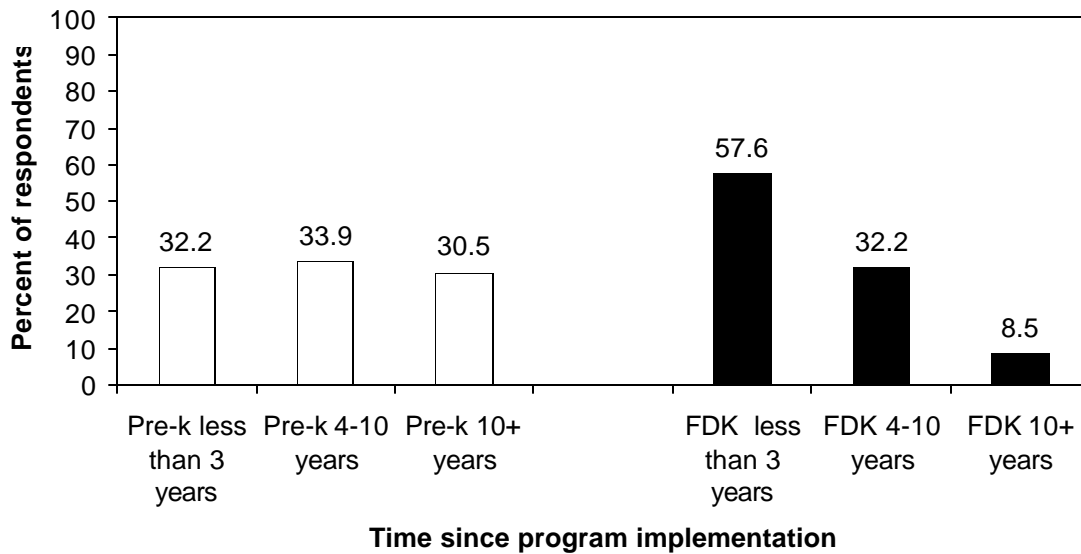
Program Attributes⁴

The following section addresses the characteristics of pre-kindergarten and full-day kindergarten programs in Washington state as reported by school districts. The survey showed tremendous variety with regard to structure and funding in both FDK and pre-k programs, so the categories used for this discussion are only an attempt to describe the range of options offered.

Longevity: Pre-kindergarten programs in the sample were about as likely to be new as they were to be old. More than 30% of programs had been in existence for more than ten years, and another 34% had been around for between four and ten years. By contrast, full-day kindergarten programs were a relatively new development. Over half of them (57.6%) were created in the last three years. Only 8% had been around for more than ten years (Figure 6).

⁴The program attributes section refers only to full-day kindergarten rather than to extended kindergarten because participants filled out the program characteristics portion of the survey for kindergarten only if they administered a full-day program.

Figure 6: Longevity of District Programs

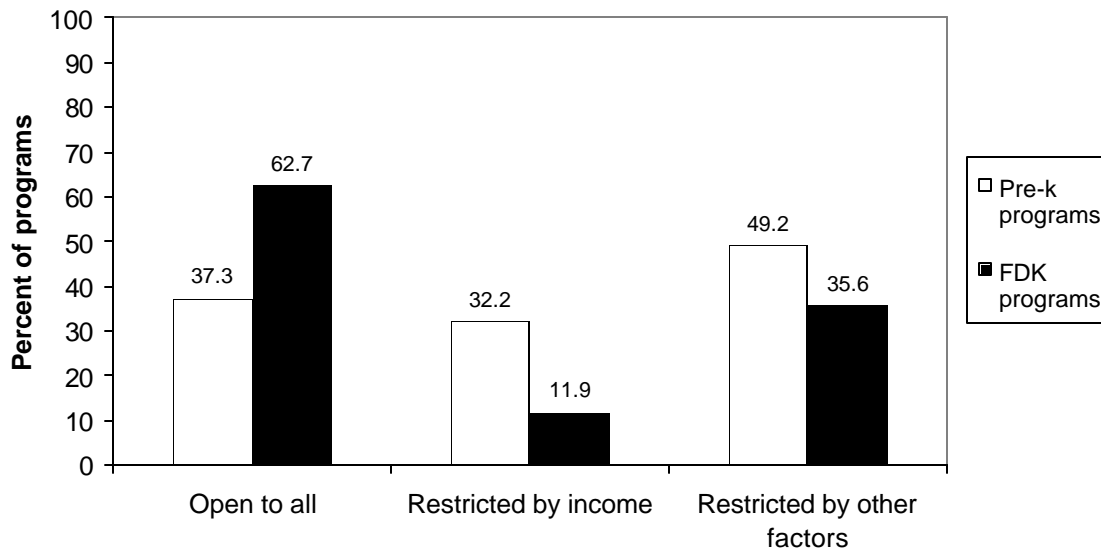


Eligibility: There were various types of restrictions school districts placed on entry to their programs. These eligibility barriers to universal access were in place for several reasons, including purposeful targeting of student populations, lack of sufficient funding, space limitations, and limited staffing resources.

Full-day kindergarten programs were much more likely than pre-kindergarten programs to be open to all students. Approximately 63% of FDK programs were open to all students, while only 37% of pre-k programs were. This may be owing to the fact that students were already at school for half-day kindergarten and more of the fixed costs were already paid through the existence of a half-day program. One-third of all pre-k programs were targeted to low-income children. Almost half also employed other eligibility criteria (e.g. geographic location, academic performance, and English language skills) to decide who was able to enter the pre-k program (Figure 7).⁵

⁵Percentages in each category do not add up to 100% as survey respondents were permitted to make multiple choices in the area of eligibility.

Figure 7: Program eligibility



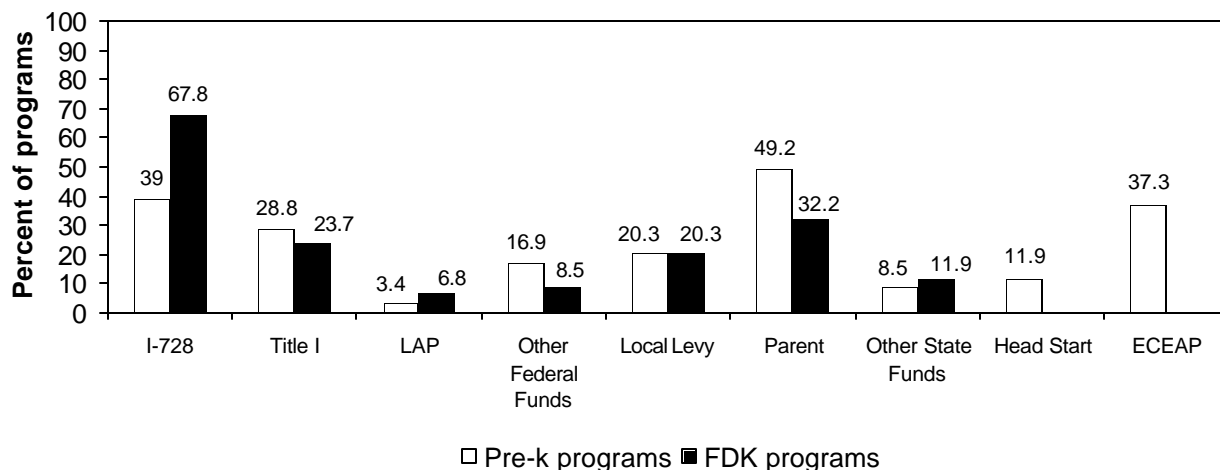
Funding: In the absence of a single allotment of funding from federal, state, and local governments, school districts have looked to many different funding sources to pay for their early learning programs. A detailed description of these sources can be found in Appendix H.

The inability of school districts to find stable funding has meant that many districts have had to institute eligibility restrictions for early learning programs or not have any program at all. In phone interviews as well as written survey comments, district administrators often brought up funding as the number one barrier to expansion for both pre-kindergarten and kindergarten programs.

A severe lack of funding has meant that many programs had a tuition component. In the survey sample, about 50% of pre-k programs used parent tuition, as did 32% of full-day kindergarten programs. Of those districts that charged tuition, the average amount for pre-k was just over \$160/month while the amount for FDK was just over \$200. Many districts offered fee waivers, scholarships, or subsidies or implemented a sliding fee scale as a way to help students whose families could not afford the entry fee.

FDK was much more likely than pre-k, however, to use I-728 money as a funding source. Over 67% of FDK programs used I-728, while only 39% of pre-k programs did. The majority of programs used more than one source of funding for pre-k or FDK, and many used more than two funding sources (Figure 8).

Figure 8: Program funding sources

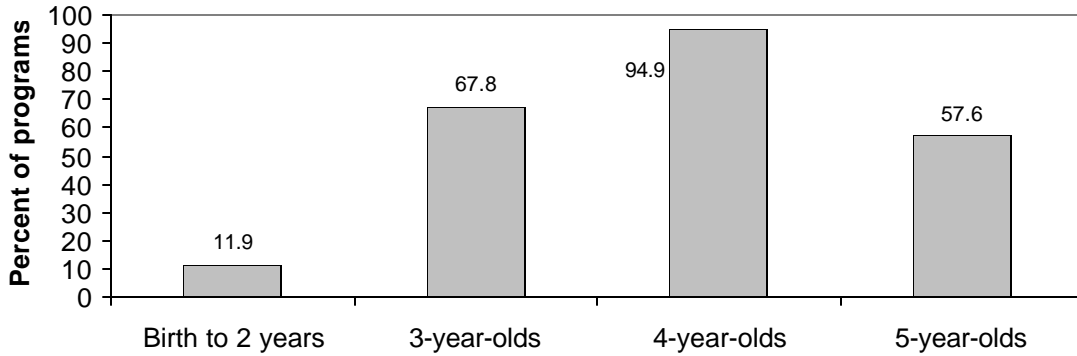


Program evaluation: Out of survey respondents, more than two-thirds of school districts with pre-kindergarten programs had tracked the progress of children who participated in these programs in comparison with those who did not. About half of full-day kindergarten programs did so in comparison with those students who took only half-day kindergarten. As many of these districts tracked the students longitudinally with regard to academic performance, a follow-up research project on their results would determine the effectiveness of these programs.

Unmet demand: Two-thirds of school districts that had pre-kindergarten programs indicated that they still had unmet demand for pre-k services. In many cases, space and funding restrictions did not allow districts to extend their programs to everyone who wanted it. About 42% of districts with FDK had unmet demand for their programs. However, these numbers dramatically underestimate the unmet demand for these services at the state level. One might assume that districts that were not asked about demand on the survey (those without programs) also had unmet demand.

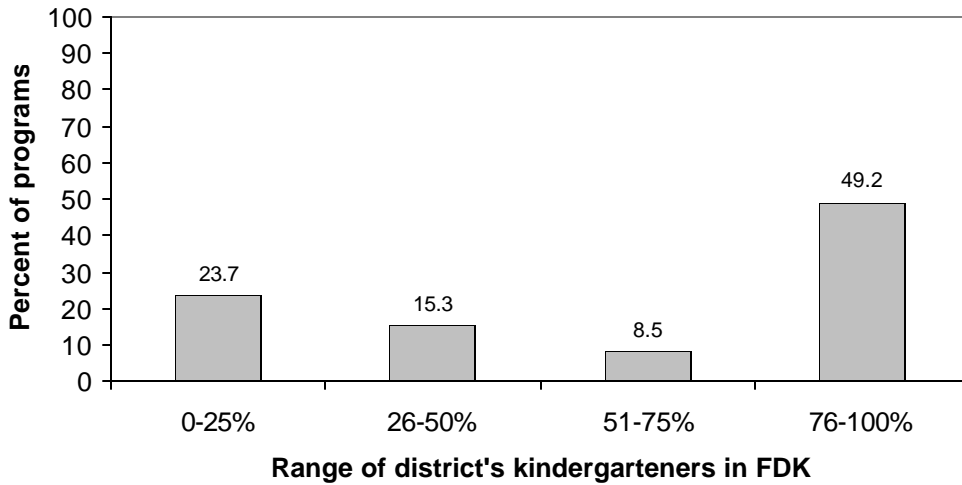
Other characteristics: There were many varieties of pre-kindergarten programs in place in Washington state school districts. While some served infants through five-year-olds, many served only a portion of this age range. Ninety-five percent of pre-k programs in place served four-year-olds, and 68% served three-year-olds. There were also a few programs that instituted early learning programs for toddlers and infants through home visitation (Figure 9).

Figure 9: Ages of children served by pre-k programs



The survey also tracked both the number of children and the percent of children served by full-day kindergarten in each district. Many FDK programs served 100% of the kindergarteners. In those districts, students who did not participate were those whose parents elected to enroll them only in the half-day class. About 50% of FDK programs served between 75 and 100% of students, while another 9% served between 50 and 75%. More targeted programs that served only 0-25% of kindergarteners made up 24% of programs offered (Figure 10).

Figure 10: Percent of kindergarteners served by FDK



Degree of Change Since 2001-2002

Several factors make a comparison between the 2001-2002 and 2003-2004 difficult. The first survey was conducted over a full year with information gathered entirely by personal phone interviews with approximately 95% of school districts.⁶ The second survey was web-based with respondents self-selecting to participate and resulting in approximately 47% of districts responding. In addition, questions were also phrased differently in each survey and included different topics. Based on the above caveats, a comparison of the data showed these results.

Pre-kindergarten programs: An analysis of the survey sample showed that fewer districts reported pre-kindergarten programs in 2003-2004 than in 2001-2002 (43% in the 2003-2004 sample vs. 64% of all districts in 2001-2002). However, the variety of different funding options remained very close to what it was in 2001-2002. Parent tuition was still the top pre-k funding source, followed by I-728 and ECEAP.

Kindergarten programs: Full-day and extended-day kindergarten programs were much more widely available in 2003-2004 than they were in 2001-2002, according to the sample surveyed. Two years ago, 57% of school districts offered only the state-required minimum of 180 half-days of kindergarten. That number had been reduced to 45.6% in the 2003-2004 sample. Comparing the 2003-2004 sample to the 2001-2002 survey, almost 12% more school districts offered either FDK or extended kindergarten in 2003-2004 than in 2001-2002.

I-728 continued as a primary source of funding for full-day and extended kindergarten programs while reliance on parent tuition decreased. Ten percent more schools were using I-728 funds as a source of money for their FDK programs than in 2001-2002. Local levies were also much more prevalent as a funding source for FDK.

Phone Surveys

Twenty school districts that responded to the web survey were contacted for additional information. The purpose of the phone survey was to expand on the results of the web survey as well as to gain qualitative information about other programs, such as transition- to-kindergarten services and extended learning programs.

Districts were first chosen for the phone survey based on the appearance of large changes in the status of one or both programs since the 2002 survey. After those districts were selected, districts were chosen to represent diversity in size, geographical area, percent of students on free and reduced-price lunch, and academic achievement. In all cases, an effort was made to speak to the person who was responsible for the web survey responses to ensure continuity.

⁶A copy of the 2002 survey can be obtained at www.eoionline.org.

The phone survey revealed a tremendous variety in the sizes and types of programs offered throughout Washington state for pre-k, kindergarten, and extended learning. In many districts, these programs were also offered on a school-by-school basis, so innovation and ability to adapt were important in making the program fit the needs of the student population. In particular, many transition-to-kindergarten programs were done at the school level.

Pre-kindergarten programs: Many school districts that expanded their pre-kindergarten programs beyond the state-mandated pre-k for special education students over the age of three targeted the additional slots to particular populations. These populations may have been children with limited English-speaking ability, those in a particular geographical area, those with a low family income, or those who scored low on early academic assessments. Many continued to expand their programs to all students, regardless of these factors, and used first-come, first-served methods to allocate the slots until space was filled.

Several districts also indicated that they worked in partnership with community preschools to ensure students were ready to learn when they entered kindergarten. Bremerton, for example, funded a pre-k program that was a collaborative effort with community preschools. The district provided a preschool curriculum, monthly trainings for teachers, and a literacy coach who worked with teachers on implementing the curriculum. About 75% of Bremerton's community preschools participated in the district's pre-kindergarten program.

Kindergarten programs: Several phone survey respondents indicated that school districts were seeing positive results from extended-day and full-day kindergarten programs. Administrators were able to call on a large body of research showing the promise of these extended programs to alleviate concerns of parents and school board members as districts moved to offer more than the state-mandated 180 half-days of kindergarten. Many districts chose to begin pilot programs with a small group and then expanded these programs after observing convincing results. The Lind School District, for example, approached these concerns by beginning kindergarten in the fall with a program that was three full days a week for the first semester and then expanded into five full days for the second semester.

In most districts, full-day or extended-day kindergarten was optional. After a successful program was implemented, however, parents were more likely to partake in expanded kindergarten services. In the Eatonville School District, which began a full-day program last year, Superintendent Ray Arment sounded a familiar theme, "This year more parents are interested; demand is up."

Many administrators commented that teachers in their districts expressed an overwhelming preference for the longer instructional day and indicated that they would be uninterested in a return to half-day programming. In most cases, the curriculum between half-day and extended-day or full-day programs did not differ; both maintained a strong focus on basic skills, including early literacy, vocabulary-building, mathematics, and developmental activities. However, teachers in full-day classes found that they had time for more individualized instruction, more

small group instruction, more opportunities to expand learning activities, and more targeted interventions. Several districts also took advantage of the longer day to teach more subjects, such as science and physical education.

Instructors found the benefits of the longer day to be clear—children were better prepared when entering the first grade with regard to knowing letters and sounds. “Teachers were able to get their children twice as far. They were accomplishing things earlier in the school year, and you can just relax with the kids because you have more time,” said Dr. Jan Goodheart of the Clarkston School District.

The driving forces behind the expansion of half-day kindergarten programs were teachers, principals, and administrators who were aware of the body of research supporting extending learning opportunities for early childhood education. In some cases, superintendents from school districts that had full- or extended-day programs transferred to other districts, bringing their knowledge and confidence with them.

Districts that had unmet demand and were unable to expand their programs to all children indicated that funding and space were factors that limited their options. Administrators had little concern about finding or training staff to move to a longer instructional day. Many phone survey respondents indicated that staff were very supportive of the move to a longer day and would now actively resist attempts to return to half-day programming.

The phone survey also collected information in two areas that were only lightly touched upon, if at all, in the web survey: transition-to-kindergarten services and extended learning programs outside of pre-kindergarten and extended-day kindergarten.

Transition-to-kindergarten programs: Whether they administered a pre-kindergarten program or not, many districts offered programs to help children transition into kindergarten. These ranged from events like open houses and parent seminars to curriculum coordination with district pre-kindergarten programs and community preschools. Only one district out of the twenty selected for the phone survey did not provide any transitional services for children. Eight districts specifically mentioned their efforts to coordinate curriculum between the pre-kindergarten and kindergarten programs. In many cases, instructors from kindergarten met with those in pre-kindergarten to learn about the past performance of individual students. In addition, the teachers from each program often shared information about lesson plans.

Several districts had instituted innovative programs to aid children and families with the transition to elementary school. Among these districts is Hood Canal, which offers a yearly “K Kamp” each August. Each child is given a book bag with books, flash cards, math and science videos, information for parents on teaching and discipline, and handbooks. These packets of information have been well-received by parents and students alike. During K Kamp, the children become familiar with the classroom and cafeteria, get to know other children, have

lunch, and do some seat work. Teachers have an opportunity to observe the children and develop a relationship with them and their parents during this orientation.

Some school districts allowed each school to conduct its own transitional program. For example, Spokane School District commented that schools with large numbers of low-income students tended to have more transitional programs. In that district, Whitman Elementary School had a 71.6% rate of eligibility for free and reduced-price lunch and conducted a very extensive kindergarten orientation which spanned a week for both parents and children before school started. The Edmonds School District made a particular effort to involve parents of students with English as a second language. At one of its schools, the district sponsored a training session for parents while children were in a parallel session becoming accustomed to classroom concepts.

In some cases, districts collaborated with outside programs to create a more effective transition. In the Queets-Clearwater School District, all preschoolers had been enrolled in a Head Start program. In that case, district staff worked directly with Head Start program staff to ease the transition for students. In the Bremerton School District, district staff implemented and oversaw a coordinated program with the majority of the community's preschools (nearly 75%) as a way to adequately prepare children for kindergarten.

Extended learning programs: The results of the web survey indicated that 41% of the school districts surveyed offered extended learning opportunities of some kind for their kindergarten students. Another 8% of districts planned to do so in the future. Seventy-five percent of the phone survey respondents had such a program. Funding sources used for these programs varied, and programs often relied on more than one type of funding. The programs themselves were also quite diverse in nature, though the objective was often similar—to increase elementary school readiness. School districts showed variety and flexibility in their programs based on the needs of their students and available resources.

Some districts, like Spokane and Kiona-Benton, offered before- or after-school learning opportunities for children, though Spokane's program focused more on child care and Kiona-Benton's on homework assistance. Half of the school districts indicated that they offered summer programs, and many of these were focused specifically on literacy training. Bremerton, which assessed incoming students and determined those who would best benefit from a full-day program, also had a summer program for these students. In a recent assessment, Bremerton found that students who went to summer school maintained grade level skills in reading or went up a grade level, while those who didn't maintained grade level or went down. Lind operated a summer program four days a week from 8 a.m. to 1 p.m. and offered swimming lessons. North Franklin's summer program was open to all students who were below grade level after completing kindergarten. Clarkston worked with its community's Boys and Girls Club on a summer literacy and language program for incoming kindergarteners. Northshore offered "Literacy Link" in the summer and hopes to have an extended learning program at each elementary school.

In all cases where summer and school-year programs were offered, districts emphasized that these programs were not aimed simply at custodial child care, but at achieving concrete learning goals. As Rosalia School District Superintendent Tom Crowley emphasized, “All offerings slant toward increasing readiness skills with a planned structure. This is not babysitting.”

Funding: Though many administrators expressed concern that there was no dedicated funding source for their particular pre-kindergarten, full-day kindergarten, or extended kindergarten programs and that the cost for these programs was high, they were resolute that the programs were a necessity. Bert Miller, a principal in the Hood Canal School District, said, “We will find a will and a way to continue the program because it is such a need in our district. The school board would find ways to fund the program.” Likewise, Pam Hopkins of the Edmonds School District said that the district is seeing such consistently positive results that they have held firm on the need for full-day kindergarten as a priority.

The instability of funding, though, may impact the ability of schools to offer the same range of programming in early learning and other areas. Migrant funding has recently been discontinued in some districts, necessitating a search for replacement funds. The range of uses for which I-728 money can be allocated means that kindergarten programs are competing against other programs within their own district for the money. This funding instability results in a lot of staff time spent searching for and applying for other federal and state funding, as well as county and city grants.

Some districts also relied on parent tuition as a key funding source, and the administrators of these districts often expressed concern that parents were made to bear too much of the burden. The cost of full-day kindergarten in the Port Townsend School District, for example, is now at \$270 per month, which may be a hardship for some families.

IV. Conclusion

Within the past three years, the availability of expanded and full-day day kindergarten opportunities has continued to grow throughout Washington, with 58% of programs started within the last three years. Full-day and extended kindergarten programs were most noticeable in school districts in large metropolitan areas, those in high-poverty areas, and those with low ITBS test scores. The survey indicated that districts around the state were looking at improving access to and availability of full-day and extended-day kindergarten as a way to increase educational opportunity for children in high-poverty areas and to increase student achievement in low-performing districts.

Survey respondents identified I-728 funding as a major source for expanded and full-day kindergarten; parent tuition was more commonly used for pre-kindergarten programs. In addition, districts tended to have less restrictive eligibility requirements for kindergarten programs than for pre-kindergarten programs.

The survey highlighted several important barriers to allowing all children in all districts to benefit from enhanced learning opportunities. Lack of adequate funding was the most significant barrier. Although many school districts used Initiative 728, parent tuition, and other funding sources, funding was not enough to guarantee full access to all programs. Survey data measured only unmet demand in districts that had a pre-k and/or FDK program. Although more than 40% of districts responding to the survey had unmet demand, the survey could not gauge unmet demand in districts not offering a FDK program. Similarly, unmet demand was noted in 67% of districts with a pre-k program.

Not only were the funding sources insufficient to allow universal access to pre-kindergarten and full-day kindergarten programs, they were not stable revenue sources, requiring administrators to constantly adapt programs to changing allocations. Lack of funding stability affects a district's ability to plan for its students, allocate space, hire staff, and, most importantly, provide consistency for children and their parents. In addition, school district administrators commented on limitations posed by program components that were largely determined by funding.

Space was mentioned as another barrier to program expansion. However, as Ron Porterfield of the Vancouver School District said during the phone survey, "If I have the money, I'll find the space."

The phone survey pointed to school districts taking advantage of their existing capital facilities with the added benefits of eliminating transportation costs because off-site facilities were not used and simply increasing hours for existing staff for the expanded program.

Phone survey respondents expressed overwhelming support for full-day kindergarten programs. Teacher, parent, and school board support enabled districts to expand with very limited opposition. Teachers appreciated the longer day to provide more individual activities with

students as well as adding more activities to reinforce concepts and improve learning. Most district administrators found that although some parents were concerned about the amount of time their children would be in school, this concern was alleviated shortly after the school year began. Other districts gradually transitioned from part-day to full-day kindergarten programs in response to parental concerns.

Driven by research, their community needs, and their own experiences, administrators and teachers were increasingly seeking ways to enable all kindergarteners in their districts to benefit from full-day kindergarten. The survey clearly highlighted the autonomy and flexibility of school districts to go beyond state mandates to implement and enhance programs, choose curricula, determine staffing requirements, and evaluate programs. Of equal importance was the concern expressed that only with adequate and stable funding can full-day kindergarten become the standard for all children throughout the state.

APPENDIX A: Descriptive Tables

Table 1: Characteristics of pre-kindergarten programs in Washington state, by district, 2003-2004*

Program Characteristics	All Districts with Pre-k Programs	
	#	%
<i>All Districts</i>	59	100
Age Served		
<i>Birth-2-year-olds</i>	7	11.9
<i>3-year-olds</i>	40	67.8
<i>4-year-olds</i>	56	94.9
<i>5-year-olds</i>	34	57.6
Longevity		
<i>Three years or less</i>	19	32.2
<i>Four to ten years</i>	20	33.9
<i>More than ten years</i>	18	30.5
<i>No response to survey</i>	2	3.4
Eligibility		
<i>Open to all children</i>	22	37.3
<i>Restricted by income</i>	19	32.2
<i>Restricted by other factors</i>	29	49.2
<i>No response to survey</i>	2	3.4
Funding Sources		
<i>I-728</i>	23	39.0
<i>Title I</i>	17	28.8
<i>LAP</i>	2	3.4
<i>Head Start</i>	7	11.9
<i>ECEAP</i>	22	37.3
<i>Other federal funds</i>	10	16.9
<i>Local levy</i>	12	20.3
<i>Parent tuition</i>	29	49.2
<i>Other state funds</i>	5	8.5
<i>No response to survey</i>	2	3.4
Implement Program Evaluation	40	67.8
Unmet Demand for Pre-k	40	67.8
Location of Programs		
<i>School district facilities</i>	52	88.1
<i>Elsewhere</i>	10	16.9
<i>No response to survey</i>	2	3.4

*Percentages in each category may exceed 100% as survey participants were permitted to make multiple choices in most areas, including age served, eligibility, funding and location.

Table 2: Characteristics of full-day kindergarten programs in Washington state, by district, 2003-2004*

Program Characteristics	All Districts with FDK	
	#	%
<i>All Districts</i>	59	100
<i>% Kindergarten Students Served</i>		
<i>0-25%</i>	14	23.7
<i>26-50%</i>	9	15.3
<i>51-75%</i>	5	8.5
<i>76-100%</i>	29	49.2
<i>No response to survey</i>	2	3.4
<i>Longevity</i>		
<i>Three years or less</i>	34	57.6
<i>Four to ten years</i>	19	32.2
<i>More than ten years</i>	5	8.5
<i>No response to survey</i>	1	1.7
<i>Eligibility</i>		
<i>Open to all children</i>	37	62.7
<i>Restricted by income</i>	7	11.9
<i>Restricted by other factors</i>	21	35.6
<i>No response to survey</i>	1	1.7
<i>Funding Sources</i>		
<i>I-728</i>	40	67.8
<i>Title I</i>	14	23.7
<i>LAP</i>	4	6.8
<i>Other federal funds</i>	5	8.5
<i>Local levy</i>	12	20.3
<i>Parent tuition</i>	19	32.2
<i>Other state funds</i>	7	11.9
<i>No response to survey</i>	1	1.7
<i>Implement Program Evaluation</i>	29	49.2
<i>Unmet Demand for FDK</i>	25	42.4

*Percentages in each category may exceed 100% as survey participants were permitted to make multiple choices in most areas, including age served, eligibility, funding and location.

Table 3: Washington school district pre-kindergarten programs by demographic divisions, 2003-2004*

School District Characteristics	All Districts		DISTRICTS RESPONDING TO SURVEY					
			All Respondents		Districts with Special Ed Pre-k Only		Districts with Pre-k Programs	
	#	%	#	%	#	%	#	%
All Districts	296	100	138	100	79	100	59	100
By District Size (K-12 Enrollment)								
<1000	147	49.7	65	47.1	44	55.7	21	35.6
1000-4999	91	30.7	45	32.6	28	35.4	17	28.8
5000-9999	27	9.1	10	7.2	2	2.5	8	13.6
>10,000	31	10.5	18	13.0	5	6.3	13	22.0
By Region								
CPS**	56	18.9	30	21.7	10	12.7	20	33.9
Western WA (exc. CPS)	96	32.4	46	33.3	31	39.2	15	25.4
Central WA	68	23.0	28	20.3	18	22.8	10	16.9
Eastern WA	76	25.7	34	24.6	20	25.3	14	23.7
By % of Students Eligible for Free/Reduced-Price Lunch								
0-25%	42	14.2	19	13.8	8	10.1	11	18.6
25.1-50%	143	48.3	77	55.8	45	57.0	32	54.2
50.1-75%	73	24.7	29	21.0	14	17.7	15	25.4
75.1-100%	25	8.4	9	6.5	8	10.1	1	1.7
Information Not Available	13	4.4	4	2.9	4	5.1	0	0.0
By ITBS Math/Reading Composite Percentile Rank								
0-25 th	3	1.0	0	0.0	0	0.0	0	0.0
26-50 th	37	12.5	16	11.6	11	13.9	5	8.5
51-75 th	197	66.6	100	72.5	50	63.3	50	84.7
76-100 th	17	5.7	7	5.1	5	6.3	2	3.4
Rank Not Available	42	14.2	15	10.9	13	16.5	2	3.4
By % Minority Students Enrolled Districtwide								
0-25%	203	68.6	95	68.8	57	72.2	38	64.4
25.1-50%	55	18.6	25	18.1	10	12.7	15	25.4
50.1-75%	20	6.8	10	7.2	5	6.3	5	8.5
75.1-100%	18	6.1	8	5.8	7	8.9	1	1.7

*Percentages in each category may not add up to 100% due to rounding.

**Central Puget Sound

Table 4: Washington school district kindergarten programs by demographic divisions, 2003-2004*

School District Characteristics	All Districts		DISTRICTS RESPONDING TO SURVEY							
			All Respondents		Districts with Minimum Required by Law		Districts with More than Required, but not FDK		Districts w/FDK	
			#	%	#	%	#	%	#	%
<i>All Districts</i>	296	100	138	100	63	100	16	100	59	100
<i>By District Size (K-12 Enrollment)</i>										
<1000	147	49.7	65	47.1	37	58.7	6	37.5	22	37.3
1000-4999	91	30.7	45	32.6	19	30.2	6	37.5	20	33.9
5000-9999	27	9.1	10	7.2	1	1.6	3	18.8	6	10.2
>10,000	31	10.5	18	13.0	6	9.5	1	6.3	11	18.6
<i>By Region</i>										
<i>CPS**</i>	56	18.9	30	21.7	8	12.7	1	6.3	21	35.6
<i>Western WA (exc. CPS)</i>	96	32.4	46	33.3	23	36.5	4	25.0	19	32.2
<i>Central WA</i>	68	23.0	28	20.3	11	17.5	4	25.0	13	22.0
<i>Eastern WA</i>	76	25.7	34	24.6	21	33.3	7	43.8	6	10.2
<i>By % of Students Eligible for Free/Reduce-Price Lunch</i>										
0-25%	42	14.2	19	13.8	5	7.9	4	25.0	10	16.9
26-50%	143	48.2	77	55.8	43	68.3	8	50.0	26	44.1
51-75%	73	24.7	29	21.0	11	17.5	3	18.8	15	25.4
76-100%	25	8.4	9	6.5	0	0	1	6.3	8	13.6
<i>Information Not Available</i>	13	4.4	4	2.9	4	6.3	0	0	0	0
<i>BY ITBS Math/Reading Composite Percentile Rank</i>										
0-25 th	3	1.0	0	0	0	0	0	0	0	0
26-50 th	37	12.5	16	11.6	1	1.6	3	18.8	12	20.3
51-75 th	197	66.6	100	72.5	45	71.4	11	68.8	44	74.6
76-100 th	17	5.7	7	5.1	6	9.5	0	0	1	1.7
<i>Rank Not Available</i>	42	14.2	15	10.9	11	17.5	2	12.5	2	3.4
<i>By % Minority Students Enrolled Districtwide</i>										
0-25%	203	68.6	95	68.8	53	84.1	11	68.8	31	52.5
25.1-50%	55	18.6	25	18.1	8	12.7	1	6.3	16	27.1
50.1-75%	20	6.8	10	7.2	1	1.6	3	18.8	6	10.2
75.1-100%	18	6.1	8	5.8	1	1.6	1	6.3	6	10.2

*Percentages in each category may not add up to 100% due to rounding.

**Central Puget Sound

Appendix B: Web Survey Template

Full-Day Kindergarten and Pre-kindergarten Survey

District: _____ Contact person: _____

Phone: _____ Email: _____

PART I: Full-Day Kindergarten

1. Does your district offer more than the state minimum of 180 days of half-day kindergarten (or equivalent) to any students? Yes ___ No ___ → If No, skip to question 13.
2. Do you currently offer full-day kindergarten (FDK), 5 days per week, in any school in your district? Yes ___ No ___ → If No, skip to question 13.
3. How many schools in your district offer full-day kindergarten? _____
4. About how many students were enrolled in FDK this school year? _____
5. About what percent of all your kindergarten students are enrolled in FDK? ___%
6. Are all kindergarten-aged children eligible to be enrolled in FDK or just certain children?
 - # Open to all children
 - # Just certain children are eligible

→ Indicate which types of children are eligible (*check all that apply*):

 - # Low-income
 - # Non-English speaking
 - # In a certain geographic area
 - # First-come first-served until capacity is reached
 - # Special education
 - # Other (specify _____)
7. When did the district first begin offering FDK?
 - # Within the past 3 years
 - # 4-10 years ago
 - # More than 10 years ago
8. How is your FDK program currently funded (beyond state funded kindergarten time)? (*Check all that apply*)
 - # I-728 funds
 - # Title I
 - # LAP

- # Other state funds → Identify source _____
- # Federal funds → Identify source _____
- # Local levy
- # Parent tuition
 - How much is charged per month? \$ _____
 - Check if any of the following are available or apply:
 - # Fees are waived
 - # Subsidies/scholarship
 - # Sliding fee scale
- # Other (Specify _____)

9. Do you have a waiting list in the event an opening occurs in FDK?
 # Yes # No

10. Do you have plans to expand the FDK program in the near future?
 (Yes (No
 If yes, what is the expected source of funding? _____

11. To what extent do each of the following limit the expansion of FDK?

	Greatly limiting	Somewhat limiting	Not limiting at all
a. Lack of space or facilities	___	___	___
b. Finding qualified teachers	___	___	___
c. Cost to run the program	___	___	___
d. Other (specify _____)	___	___	___

12. Does the district track progress of children who attend FDK in comparison to half-day kindergarteners? Yes ___ No ___
 [Skip to question 14]

13. Does the district have plans to offer full-day kindergarten (FDK), 5 days per week, in any of its schools? Yes ___ No ___

If yes, what source of funds will be used to offer FDK other than state funds for basic education? (*Check all that apply*)

- # I-728 funds
- # Title I
- # LAP
- # Other state funds → Identify source _____
- # Federal funds → Identify source _____
- # Local levy
- # Parent tuition

14. Other than or in addition to full-day kindergarten, does the district currently offer or plan to offer another type of opportunity for extended learning for children in kindergarten?

- # Yes, we currently do so.
- # Yes, we plan to do so in the future.
- # No (*Skip to question 16*)

15. What sources of funds are used to pay for extended learning opportunities for children in kindergarten, other than state funds for basic education? (*Check all that apply*)

- # I-728 funds
- # Title I
- # LAP
- # Other state funds → Identify source _____
- # Federal funds → Identify source _____
- # Local levy
- # Parent tuition

PART II: Pre-Kindergarten for Non-Special-Education Students

16. Does your district currently offer pre-kindergarten for non-special-education children?

- # Yes
- # No
→ Does the district plan to offer pre-kindergarten in the near future for non-special-education students? # Yes # No

End of Survey

17. What age of non-special education students does your pre-k serve? (*Check all that apply*)

- # Birth to 2 years
- # 3-year-olds
- # 4-year-olds
- # 5-year-olds

18. Are all students of pre-k age eligible to be enrolled or just certain students?

- # Open to all children
- # Just certain children → Indicate which are eligible (*check all that apply*):
 - # Low-income
 - # Non-English speaking
 - # In a certain geographic area
 - # First-come first-served until capacity is reached
 - # Special education
 - # Other (specify _____)

19. About how many non-special education children are enrolled in pre-k? _____

20. When did the district first begin offering a pre-k program to non-special-education students?

- # Within the past 3 years
- # 4-10 years ago
- # More than 10 years ago

21. How is your pre-k program that serves non-special education students funded?
(Check all that apply)

- # I-728 funds
- # Title I
- # Head Start
- # ECEAP
- # LAP
- # Other state funds → Identify source: _____
- # Federal funds → Identify source: _____
- # Local levy
- # Parent tuition
 - How much is charged per month? \$ _____
 - Check if any of the following are available or apply:
 - # Fees are waived
 - # Subsidies/scholarship
 - # Sliding fee scale
- # Other (Specify _____)

22. Does the district provide pre-k programs:

	Yes	No
a. In school district facilities?	___	___
b. At local community agencies?	___	___
c. At local childcare centers?	___	___
d. In ECEAP?	___	___
e. In Head Start?	___	___
f. Other? (describe below)	___	___

23. Does the district track the progress of children who attend pre-k programs? Yes ___ No ___

24. Is there unmet demand for preschool? Yes ___ No ___ Don't Know ___

25. Does the district have any plans to expand the pre-k program? # Yes # No

If no, why not? (Check all that apply)

- # Not a priority
- # Lack of facility space
- # Lack of qualified teachers
- # Lack of parental demand
- # Other _____

26. Please provide any comments or clarification you want to make about your responses or the nature of your early childhood programs or plans.

Appendix C: Phone Survey Template

Pre-k/Full-day Kindergarten Phone Survey

Interviewer _____

Interviewee (name and title) _____

Did you or did someone else in your district filled out the questionnaire?

- Who on your staff responded re: pre-kindergarten programs? (Person's job title/position)
- Who on your staff responded re: kindergarten programs? (Person's job title/position)

Transition to kindergarten

- Does the district offer any type of transition to kindergarten services? Describe.
- Does the district conduct any kindergarten screenings? Describe.

Program

- If district has full-day kindergarten: why do you have an FDK program?
- If district does not have FDK: has the district considered an FDK program? What were the factors in deciding not to have an FDK program?
- There has been significant change in programming from 2001-2002 (describe to interviewee). What caused this change?

Extended learning

- What type of extended learning program do you offer? For FDK, for pre-k?
- When? (e.g. before school, after school, Saturday programs, during vacation periods, teacher in-service days.)
- For how long? How many hours a month; how many days/week; how many weeks per summer, etc?

- How is the extended learning program staffed? (ECEAP? school district employees? etc.)

Decision-making

- Does the district make decisions about full-day kindergarten and pre-kindergarten programs or is the decision made by individual elementary schools?

Curriculum

- Do you have a particular curriculum you use for pre-kindergarten?
- How is the pre-k program staffed? (through K-12 system? nonprofit? etc.)
- How does the full-day k curriculum differ from the half-day curriculum?

Challenges

- Did the district have any difficulty with parents or the local school board in implementing a full-day or pre-kindergarten program?
- How did you prepare teachers for the new time frame?
- Was it difficult to find teachers for full-day k or pre-k programs?

Funding

- Did you experience any cutbacks in pre-k or full-day k programs because of cutbacks in I-728 funding?
- How stable are your funding sources?

Additional information

- **Is there anything else you would like us to know about your district's efforts in terms of pre-kindergarten and full-day kindergarten?**

Authorization

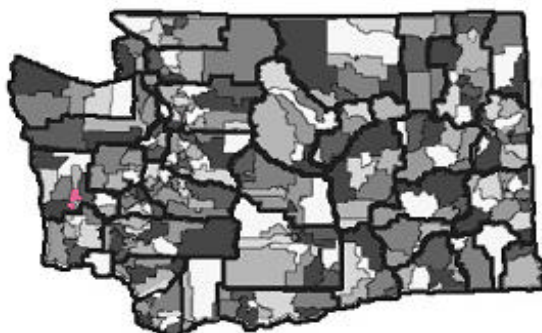
We are interviewing a selected number of school districts to get some qualitative information around the survey questions. May we quote you in our report?

Appendix D: Example of Website Entry



School District Kindergarten & Pre-Kindergarten Programs in Washington State, 2003-2004

[About](#) [By County](#) [By District](#) [Policy](#) [Glossary](#) [EOonline](#)



Aberdeen School District

[Grays Harbor County](#)
 Educational Service District 113
[School District Contact Information](#)

2003-2004 School Year Data

K-12 Enrollment: 4,140
 Kindergarten Enrollment: 308
 Student Demographics:
 - Eligible for Free/Reduced Price Lunch: 56.2%
 - Minority: 25%
 National Percentile Rank 3rd Grade Basic Skills Test:
 53 Reading; 58 Math;
 Composite Math/Reading: 56

[Archived 2001-2002 Survey](#)

Kindergarten

Pre-Kindergarten

Kindergarten

Program Description	Offers full-day kindergarten at six schools.
Length of Time in Place	Long-standing program.
# of Children Enrolled FDK	300
% of Children Enrolled FDK	100%
Eligibility	All children are eligible.
Funding Source	Initiative 728
Program Evaluation	No.
Unmet Demand	No.
Early Learning Program	Plans to offer in the future using federal 21st Century funds.
Plans to Expand or Offer FDK	Does not plan to expand full-day kindergarten.

Pre-Kindergarten

Program Description	Offers a pre-k program for 3- to 5-year olds at school district facilities.
Length of Time in Place	Long-standing program.
# of Children Participating	200
Eligibility	All 4- and 5-year-olds.
Funding Source	Initiative 728, Title I, ECEAP, federal Early Migrant funds.
Program Evaluation	Yes.
Unmet Demand	No.
Plans to Expand Pre-K	Plans to expand pre-k program.

Comments

To report changes or add information, contact the survey's database administrator at: survey@eionline.org.

Updated: September 16, 2004

[About](#) [By County](#) [By District](#) [Policy](#) [Glossary](#) [EOonline.org](#)

Economic Opportunity Institute (EOI)
 1000 North Northlake Way, Suite 237, Seattle, Washington 98103
 Phone: (206) 633-6580, Fax: (206) 633-6605
 Email: info@eionline.org, Website: www.eionline.org

Appendix E: List of Responding School Districts (as of 8/16/2004)

Aberdeen	Granger	Orient
Adna		Orondo
Almira	Granite Falls	Paterson
Anacortes	Grapeview	
Arlington	Green Mountain	Peninsula
Asotin-Anatone	Harrington	Pomeroy
Auburn	Highland	Port Angeles
Battleground	Hockinson	Port Townsend
Bellevue	Hood Canal	Pullman
Bellingham	Inchelium	Queets-Clearwater
Blaine	Index	Quinault
Bremerton	Kelso	Raymond
Brewster	Kent	Renton
Bridgeport	Kiona-Benton	Republic
Carbonado	LaCenter	Rosalia
Castle Rock	LaCrosse	San Juan Island
Centerville	Lakewood	Satsop
Centralia	Lind	Seattle
Cheney	Lynden	Selah
Chewelah	Mansfield	Selkirk
Chimacum	Manson	Sequim
Clarkson	Mary Walker	Shaw Island
Cle Elum-Roslyn	Marysville	Snohomish
Colfax	McCleary	Snoqualmie Valley
College Place	Medical Lake	South Bend
Columbia (Stevens)	Mercer Island	Spokane
Cosmopolis	Meridian	Sprague
Coulee-Hartline	Methow Valley	Stanwood-Camano
Coupeville	Mount Adams	Star
Darrington	Mount Baker	Stehekin
Davenport	Mukilteo	Steilacoom
Dayton	Naselle-Grays	Tacoma
Dieringer	Newport	Taholah
East Valley (Yakima)	North Franklin	Tahoma
Eastmont	North Mason	Toledo
Easton	North Thurston	Tonasket
Eatonville	Northshore	Toppenish
Edmonds	Oakville	Toutle Lake
Elma	Ocean Beach	Trout Lake
Ephrata	Ocosta	Vancouver
Everett	Odessa	Waitsburg
Evergreen (Clark)	Okanogan	Walla Walla
Evergreen (Stevens)	Olympia	Warden
Federal Way	Orcas Island	Wellpinit
Freeman	Orchard Prarie	West Valley (Yakima)

White Salmon Valley
Wilson Creek

Wishkah Valley
Woodland

Yelm

Appendix F: List of Non-Responding School Districts (as of 8/16/2004)

Bainbridge Island	Kettle Falls	Quilcene
Benge	Kittitas	Quillayute Valley
Bethel		Quincy
Bickleton		Rainier
Boistfort		Reardan-Edwall
Brinnon	Klickitat	Richland
Burlington-Edison	Lake Stevens	Ridgefield
Camas	Lake Washington	
Cape Flattery	Lamont	
Cascade	Liberty	
Cashmere	Longview	Ritzville
Central Kitsap	Loon Lake	Riverside
Central Valley	Lopez	Riverview
Chehalis	Lyle	Rochester
Clover Park	Mabton	Roosevelt
Colton	Mary M. Knight	Royal
Columbia (Walla Walla)	Mead	Sedro-Woolley
Colville	Mill A	Shelton
Concrete	Monroe	Shoreline
Conway	Montesano	Skamania
Crescent	Morton	Skykomish
Creston	Moses Lake	Soap Lake
Curley	Mossy Rock	South Kitsap
Cusick	Mount Pleasant	South Whidbey
Damman	Mount Vernon	Southside
Deer Park	Naches Valley	St. John
Dixie	Napavine	Starbuck
East Valley (Spokane)	Nespelem	Steptoe
Ellensburg	Nine Mile Falls	Stevenson-Carson
Endicott	Nooksack	Sultan
Entiat	North Beach	Summit Valley
Enumclaw	North Kitsap	Sumner
Evaline	North River	Sunnyside
Ferndale	Northport	Tekoa
Fife	Oak Harbor	Tenino
Finley	Oakesdale	Thorp
Franklin Pierce	Omak	Touchet
Garfield	Onalaska	Tukwila
Glenwood	Onion Creek	Tumwater
Goldendale	Oroville	Union Gap
Grand Coulee Dam	Orting	University Place
Grandview	Othello	Vader
Great Northern	Palisades	Valley
Griffin	Palouse	Vashon Island
Highline	Pasco	Wahkiakum
Hoquiam	Pateros	Wahluke
Issaquah	Pe Ell	Wapato
Kahlotus	Pioneer	Washougal
Kalama	Prescott	Washtucna
Keller	Prosser	Waterville
Kennewick	Puyallup	Wenatchee

West Valley (Spokane)
White Pass
White River
Wilbur
Willapa Valley
Winlock
Wishram
Yakima
Zillah

Appendix G: School Districts Surveyed by Phone

Aberdeen
Bremerton
Clarkston
Eatonville
Edmonds
Elma
Hood Canal
Kiona-Benton
Lind
Lynden
North Franklin
Northshore
Port Townsend
Queets-Clearwater
Rosalia
Spokane
Toledo
Vancouver
Walla Walla
West Valley

Appendix H: Description of Funding Sources

Early Childhood Education and Assistance Program (ECEAP)

ECEAP is a state-funded preschool program created in 1985 to support the healthy development and future success of less advantaged children. The program has four components: education, health and nutrition, parent involvement, and family support. The target ECEAP population is three- to four-year-old children, with priority to four-year-olds, whose family incomes are at or below 110% of the federal poverty guideline. ECEAP operates locally through a variety of contractors - school districts, educational service districts, local governments, nonprofit organizations, childcare providers, community colleges, and tribal organizations. In fiscal year 2004, ECEAP funding was \$30.5 million for 5,804 full-time slots for children and their families.

Head Start

The federally funded Head Start program was begun in 1965 to provide comprehensive preschool services to low-income children and children with disabilities. Head Start legislation mandates that programs match federal funding with a 20% non-federal share. The four major components of the program - education, health, social services, and parent involvement - are intended to help prepare children to succeed in the public school system and in life. The target population is three- to five-year-old children and their families. In order to be eligible, a family's income must be at or below 100% of the federal poverty guideline and/or the family must be receiving Temporary Assistance for Needy Families (TANF) services. Although Head Start programs typically have provided part-day services for eight or nine months out of the year, Head Start sites are increasingly offering full-day, full-year programs in collaboration with childcare centers to meet the needs of parents who are either working or in job training. Head Start is administered by the Head Start Bureau, Administration for Children and Families, U.S. Department of Health and Human Services. Grants are made directly to local public agencies, private nonprofit, and for-profit organizations, Indian Tribes and school districts. In fiscal year 2003-2004, Head Start received \$82 million and served approximately 9,500 children in Washington. Data from 2001-2002 for Migrant and Seasonal Head Start and American Indian Head Start programs show an additional \$29 million in funding with approximately 4,000 more children served.

Initiative 728

In November 2000, Washington state voters approved Initiative 728, the K-12 Student Achievement Act. The initiative dedicates a portion of the state property tax and state lottery revenues to the Student Achievement Fund, with funds then allocated annually to school districts on a per-student basis (\$212 in the 2003-2004 school year). I-728 funds may be used by school districts for six allowable uses. One allowable use is to provide early assistance for children who need pre-kindergarten support. Another allowable use is extended learning programs, including full-day kindergarten. Under the

initiative, funding to districts was scheduled to increase to \$450 per student in 2004-2005 and to increase with inflation thereafter. As amended by the Legislature, funding will instead increase to \$254 per student in 2004-2005 and ramp up in increments to reach \$450 in 2007-2008.

Learning Assistance Program (LAP)

LAP was created by the Washington State Legislature in 1987 to provide extra assistance for students who are below grade level in reading, math, and language arts. In the 2003-2004 school year, \$64 million was distributed to school districts. Nearly 90% of all districts received some LAP funding.

Local school levy

School districts in Washington state are allowed to raise money locally using a property tax. Although school districts can collect four types of local levies (maintenance and operations, capital projects, debt service, and transportation vehicle), the most common levy is the maintenance and operations levy that is intended to support school programs beyond the basic education funded by the state. This includes hiring additional teachers and funding school enrichment programs. A maintenance and operations levy can last two, three, or four years, at which time it must be re-approved. Approval requires a 60% supermajority "yes" vote in a districtwide election. In 2003, 274 of the state's 296 school districts passed General Fund Maintenance and Operations levies. In the 2002-2003 school year, Maintenance and Operations levies made up over 15% of total school district operating revenues statewide.

Title I

Title I of the federal No Child Left Behind Act is intended to ensure equal educational opportunity for children regardless of socioeconomic background. Title I funding is based on a formula that uses U.S. Census data to determine the number of students living in poverty. Washington state distributes its Title I funds to school districts based on the number of students receiving free or reduced-price lunch.

Title I is split into several parts. Parts A, B, and C can be used to help fund pre-kindergarten and expanded kindergarten programs. Part A, Basic provides flexible funding for programs for pupils in high-poverty schools. In 2003-2004, the state distributed \$150.8 million in Title I, Part A funds.

Part B is dedicated toward literacy efforts including Reading First, Early Reading First, and Even Start. Reading First funds comprehensive reading instruction for children in grades K-3. Early Reading First provides funding for early language, literacy, and pre-reading development of pre-school age children. Even Start provides for early childhood education, adult literacy, parenting education, and interactive literacy activities between parents and children. In 2003-

2004, the state distributed \$6.8 million in Title I, Part B funds for Even Start and Reading First. Early Reading First funds are distributed by the U.S. Department of Education directly to school districts based on a competitive selection process. In January 2003, Seattle School District was the only successful applicant from Washington and received approximately \$2.7 million.

Part C is designated for migrant education and provides for the establishment and improvement of programs to meet the special educational needs of children of migratory agricultural workers or migratory fishers who have moved from one school district to another during the past twelve months because their parents sought temporary or seasonal employment in agriculture, fishing, or related food-processing activities. In 2003-2004 the state distributed \$9.7 million in Title I, Part C funds.