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Snapshots of Indiana's full-day kindergarten programs before and after the state's funding increase for the program

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After the Indiana state legislature increased funding for full-day kindergarten, the Indiana Department of Education and the Indiana State Board of Education requested assistance from REL Midwest to conduct an analysis of administrative data and summarize the results so that the agencies could use them in their reports to the legislature on changes in full-day kindergarten enrollment and funding.

Lovell, R., Kochanek, J., Mathers, C., and Burke, M. (2009). *Snapshots of Indiana's full-day kindergarten programs before and after the state's funding increase for the program* (REL Technical Brief, REL 2009–No. 013). Washington, DC: U.S. Department of Education, Institute of Education Sciences, National Center for Education Evaluation and Regional Assistance, Regional Educational Laboratory Midwest. Retrieved from http://ies.ed.gov/ncee/edlabs.

This REL Technical Brief is available on the regional educational laboratory web site at http://ies.ed.gov/ncee/edlabs.

Summary

The Indiana General Assembly increased the state grant funds for full-day kindergarten from $8.5 million for 2006/07 to $33.5 million for 2007/08. Following the increase in funding, the Indiana Department of Education and the Indiana State Board of Education requested assistance from Regional Educational Laboratory Midwest to analyze Indiana administrative data so that the agencies could report to the legislature on changes in full-day kindergarten enrollment and funding. This technical brief describes Indiana's full-day kindergarten enrollment patterns before and after the legislation (in 2006/07 and 2007/08) both in the state at large and in individual school corporations (equivalent to school districts) for all kindergarten students and disaggregated by student and school characteristics.

This report addresses three research questions:

- Did the percentage of kindergarten students enrolling in full-day kindergarten or the percentage of kindergarten students in key demographic categories enrolling in full-day kindergarten in Indiana change between the 2006/07 and 2007/08 school years?
- Did the number of school corporations providing full-day kindergarten or the percentage of school corporations providing full-day kindergarten by the key demographic categories of their kindergarten students change between the 2006/07 and 2007/08 school years?
- What was the geographic pattern of provision of full-day kindergarten by school corporations in 2007/08?

Overall, full-day kindergarten enrollments in Indiana increased 20 percentage points over the study period, and the number of corporations that provided full-day kindergarten to more than 80 percent of their kindergarten students rose 26 percentage points.

At the state level from 2006/07 to 2007/08 kindergarten students eligible for free or reduced-price lunch were more likely to be enrolled in full-day than in half-day kindergarten. Reflective of the state's demographics, most students enrolled in full-day kindergarten were White, but enrollment rates for minority groups were disproportionately high.

School corporations serving high-poverty populations had a higher percentage of kindergarten students enrolled in full-day kindergarten than did corporations serving low-poverty populations. In 2007/08, 70 percent of corporations serving high-poverty populations enrolled more than 80 percent of their kindergarten students in full-day kindergarten, while 31 percent of corporations serving low-poverty populations did. At the same time 7 percent of corporations serving high-poverty populations enrolled 20 percent or fewer kindergarten students in full-day kindergarten, while 25 percent of corporations serving low-poverty populations enrolled no students in full-day kindergarten.

The comparisons of enrollment before and after the funding increase are descriptive, and changes may reflect factors other than the change in funding for full-day kindergarten.

The data used to inform this brief are from the Indiana Department of Education's (2008) Student Profile Data (Demographics & Enrollment) and from the U.S. Department of Education's National Center for Education Statistics Common Core of Data and School District Demographics System (U.S. Department of Education, Institute of Education Sciences, National Center for Education Statistics 2008a, b).

Technical brief

Why this brief?

The Indiana General Assembly charged the Indiana Department of Education and the Indiana State Board of Education to investigate the relationship between academic achievement and the funding increase for full-day kindergarten. As part of this investigation the two education agencies requested that Regional Educational Laboratory (REL) Midwest analyze and summarize Indiana administrative data for use in their reports to the legislature on changes in full-day kindergarten enrollment and funding. In addition to being useful to Indiana, this brief may provide other state education agencies with ways to summarize and display data to make them more accessible for legislators.

The Indiana Department of Education's grant application defines full-day kindergarten as a program that

- Consists of a minimum of five hours of instructional time (Indiana Administrative Code 511 IAC 6.1-3-1; Indiana General Assembly 2008a).
- Is conducted each school day of the week, following the school calendar.
- Follows the Indiana State Board of Education Kindergarten Curriculum Rules (Indiana Administrative Code 511 IAC 6.1-5-1; Indiana General Assembly 2008a).
- Has a curriculum consistent with the Indiana Academic Standards (Indiana Code IC 20-10.1-16-6; Indiana General Assembly 2008b).
- Remains within the school corporation's prime time guidelines (Indiana Code IC 21-1-30; Indiana General Assembly 2008b).

The Indiana Department of Education asked REL Midwest to investigate changes in overall enrollment patterns before and after the increase in funding. In addition, although the Indiana legislation did not prioritize the equitable distribution of full-day kindergarten, the Indiana Department of Education was interested in any changes in enrollment patterns across key demographic categories. Finally, the department was interested in learning about the provision of full-day kindergarten across all areas of the state. Did provision by school corporations (similar to school districts; see box 1 for definitions of key terms) cluster around particular locations? Were some areas of the state not participating in full-day kindergarten programming? Therefore, REL Midwest investigated changes in enrollment patterns by socioeconomic status, race/ethnicity, and geographic location in answering the following research questions:

- Did the percentage of kindergarten students enrolling in full-day kindergarten or the percentage of kindergarten students in key demographic categories enrolling in full-day kindergarten in Indiana change between the 2006/07 and 2007/08 school years?
- Did the number of school corporations providing full-day kindergarten in Indiana or the percentage of school corporations providing full-day kindergarten by the key demographic categories of their students change between the 2006/07 and 2007/08 school years?
- What was the geographic pattern of provision of full-day kindergarten by school corporations in 2007/08?

Overview of findings

Whether measured statewide or by school corporation, enrollment in full-day kindergarten rose from 2006/07 to 2007/08, when the Indiana General Assembly increased state funding for full-day kindergarten. A larger percentage

BOX 1

Definitions of key terms

School corporation. In Indiana a school corporation is the equivalent of a school district in other states.

Free or reduced-price lunch eligibility. Eligibility for free or reduced-price lunch is determined by the U.S. Department of Agriculture Food and Nutrition Service Agency. Adjusted annually, eligibility is calculated as a percentage of federal poverty guidelines and therefore approximates low-income households. Students eligible for reduced-price lunch come from households earning less than 185 percent of the federal poverty guideline. Students eligible for free lunch come from households earning less than 130 percent of the federal poverty guideline.

Race/ethnicity. Race/ethnicity categories come from the Indiana Department of Education (2008) dataset, as collected from enrollment forms. As with all race/ethnicity categories, terms are open to the interpretation of the person completing the form. Respondents may feel that categories overlap, but instructions indicate that only one category should be selected.

of students were enrolled in full-day kindergarten and more school corporations provided full-day kindergarten to a larger percentage of their kindergarten students in 2007/08 than in 2006/07. In Indiana as a whole the percentage of students enrolled in full-day kindergarten rose 20 percentage points. In 2006/07 Indiana enrolled 79,516 kindergarten students, 32,356 of them in full-day kindergarten. In 2007/08 it enrolled 76,171 kindergarten students, 46,409 of them in full-day kindergarten. The number of corporations that provided full-day kindergarten to more than 80 percent of their kindergarten students rose 26 percentage points from 2006/07 to 2007/08.

The rise in enrollment in full-day kindergarten in 2007/08 continued the demographic patterns for full-day kindergarten enrollments of 2006/07. At the state level from 2007/08 to 2006/07 kindergarten students eligible for free or reduced-price lunch were more likely to be enrolled in full-day than in half-day kindergarten. In 2007/08, 76 percent (21,043) of kindergarten students eligible for free lunch were enrolled in full-day kindergarten programs, up 18 percentage points from 2006/07. Reflective of the state's demographics, most of the students enrolled in full-day kindergarten were White, but minority groups' enrollment rates in full-day kindergarten were disproportionately high.

Demographic patterns in full-day kindergarten enrollment at the school corporation level mirror those at the state level. School corporations serving high-poverty populations had a higher percentage of students enrolled in full-day kindergarten than did corporations serving low-poverty populations. In 2007/08, 88 of 126 (70 percent) corporations serving high-poverty populations enrolled more than 80 percent of their kindergarten students in full-day kindergarten, and 9 (7 percent) enrolled 20 percent or fewer in full-day kindergarten. In 2007/08, 51 of the 167 (31 percent) corporations serving low-poverty populations enrolled more than 80 percent of their kindergarten students in full-day kindergarten, and 41 (25 percent) enrolled no students in full-day kindergarten.

Changes in overall enrollment of full-day kindergarten students

This section explores the first research question, which has three parts.

Did the percentage of kindergarten students enrolling in full-day kindergarten change between 2006/07 and 2007/08?

Statewide enrollment in full-day kindergarten increased from 41 percent of kindergarten students in 2006/07 to 61 percent in 2007/08 (figure 1).[1] In 2006/07 Indiana enrolled 79,516 kindergarten students, 32,356 of them in full-

day kindergarten. In 2007/08 Indiana enrolled 76,171 kindergarten students, 46,409 of them in full-day kindergarten.
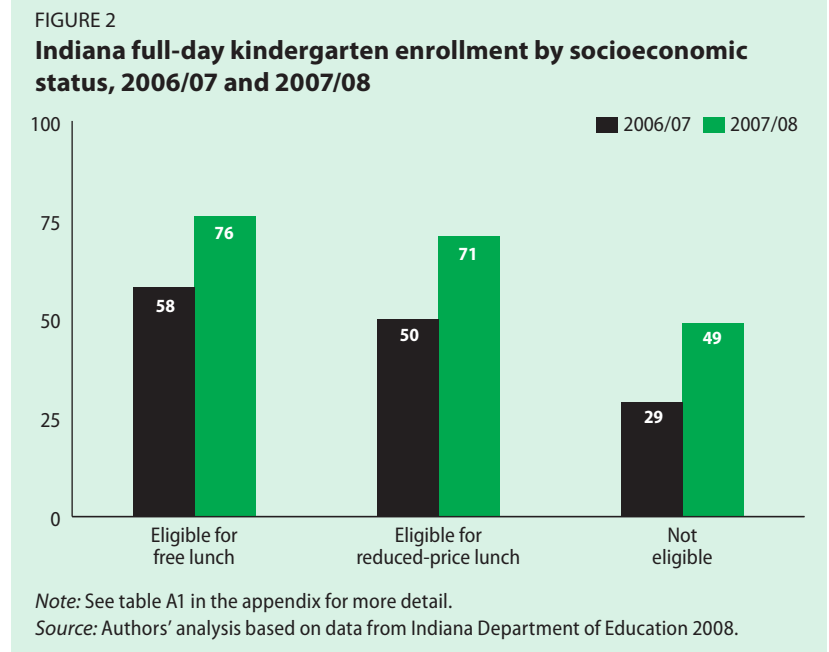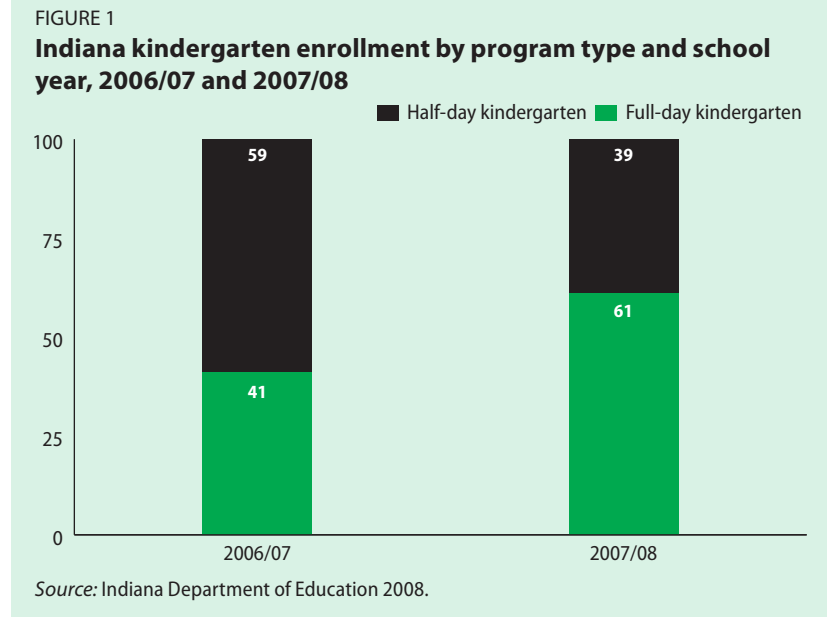
Did enrollment by socioeconomic status change?

To investigate changes in enrollment patterns by key demographic categories, overall enrollment patterns were disaggregated by socioeconomic status, as measured by eligibility for free or reduced-price lunch, and by race/ ethnicity.

In both 2006/07 and 2007/08 kindergarten students eligible for free or reduced-price lunch were more likely to be enrolled in full-day than in half-day kindergarten (figure 2; see table A1 in the appendix for more detail). In 2007/08, 76 percent (21,043) of kindergarten students who were eligible for free lunch were enrolled in full-day kindergarten, an increase of 18 percentage points from 2006/07. The share was similar for kindergarten students eligible for reduced-price lunch, with 71 percent (3,900) of them enrolled in full-day kindergarten, an increase of 21 percentage points. The share of kindergarten students not eligible for free or reduced-price lunch who were enrolled in full-day kindergarten also increased by a similar amount (20 percentage points) from 2006/07 to 2007/08. However, this group remained less likely to be in full-day kindergarten than in half-day kindergarten, with 49 percent of them in full-day kindergarten in 2007/08.

Did enrollment by race/ethnicity change?

The pattern of full-day kindergarten enrollment by racial/ethnic groups shows an increase in the share of kindergarten students enrolled in full-day kindergarten for all racial/ethnic groups between 2006/07 and 2007/08, although there were differences in enrollment across racial/ ethnic groups (figure 3; see table A2 in the appendix for more detail). White students had lower enrollment rates in full-day kindergarten

FIGURE 1

Indiana kindergarten enrollment by program type and school year, 2006/07 and 2007/08

Source: Indiana Department of Education 2008.

FIGURE 2

Indiana full-day kindergarten enrollment by socioeconomic status, 2006/07 and 2007/08

Note: See table A1 in the appendix for more detail.
Source: Authors' analysis based on data from Indiana Department of Education 2008.

than did all other groups in both school years. During the 2007/08 school year, 56 percent of White kindergarten students were enrolled in full-day kindergarten, compared with 59 percent of Asian students, 66 percent of multiracial students, 67 percent of American Indian students, 70 percent of Hispanic students, and 82 percent of Black students.

FIGURE 3

Indiana full-day kindergarten enrollment by race/ethnicity, 2006/07 and 2007/08
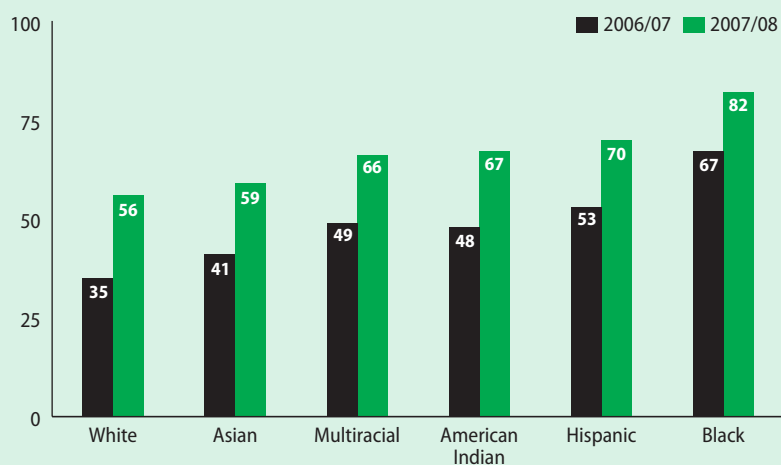
Note: See table A2 in the appendix for more detail.
Source: Authors' analysis based on data from Indiana Department of Education 2008.

Changes in school corporation enrollment in full-day kindergarten

This section explores the second research question, which has two parts.

Did the number of school corporations providing full-day kindergarten change between 2006/07 and 2007/08?

State administrators were also interested in learning the extent to which increases in enrollments were distributed across school corporations and to what extent corporations that were already providing some students with full-day kindergarten before the funding increase raised that share.[2,3] Some school corporations, such as Indianapolis and Fort Wayne, provided full-day kindergarten for the majority of their kindergarten students even before the finding increase.

The number of school corporations enrolling students in full-day kindergarten rose from 194 (66 percent) in 2006/07 to 246 (84 percent) in 2007/08. To analyze the increases in the share of students enrolled in full-day kindergartens across school corporations, corporations were placed into groups: those that enrolled a

large majority of their kindergarten students in full-day kindergarten, those that enrolled a large share (though not necessarily a majority) of their kindergarten students, and those that enrolled a small share of their kindergarten students.[4] The number of school corporations that enrolled more than 80 percent of their kindergarten students in full-day kindergarten more than doubled, from 63 (21 percent) in 2006/07 to 139 (47 percent) in 2007/08 (table 1). In addition to the decrease in the number of corporations providing no full-day kindergarten, from 100 (34 percent) to 47 (16 percent), there was also a decrease in the number of corporations enrolling only a small portion of their kindergarten students in full-day kindergarten. (See table A3 in the appendix for the average percentage of kindergarten students enrolled in full-day kindergarten in each category.)

Did school corporations' provision of full-day kindergarten by the key demographic categories of their students change?

To examine the possibility that changes in enrollment patterns were distributed inequitably across school corporations serving different groups of students, corporations were categorized by the percentage of kindergarten students enrolled in full-day kindergarten and then grouped by the socioeconomic status of the students served.[5] For this analysis, corporations were grouped into six 20 percentage point increments of kindergarten students enrolled in full-day kindergarten. This separation into six intervals provides an even cutoff mechanism to show any changes in students served without an overwhelming amount of data. School corporations were coded as serving high-poverty populations if 40 percent or more of students were eligible for free or reduced-price lunch. School corporations with less than 40 percent of students eligible for free or reduced-price lunch were coded as low poverty. These poverty thresholds follow those defined by the Title I schoolwide program.

The results are similar to those for overall enrollment. The percentage of students enrolled in full-day kindergarten increased both in school corporations serving high-poverty populations and in those serving low-poverty populations from 2006/07 to 2007/08 (table 2). In 2006/07, 42 of the 104 corporations (40 percent) serving high-poverty populations provided full-day kindergarten to more than 80 percent of their kindergarten students. By 2007/08, 88 (70 percent) did, an increase of 30 percentage points. For school corporations serving low-poverty populations the number of corporations providing full-day kindergarten to more than 80 percent of their kindergartn students rose 20 percentage points from 2006/07 to 2007/08. (See table A4 in the appendix for the average percentage of students enrolled in full-day kindergarten for each category.)

Patterns of full-day kindergarten enrollment differed between school corporations serving high-poverty populations and those serving low-poverty populations, with more

corporations serving high-poverty populations than those serving low-poverty populations enrolling more than 80 percent of their kindergarten students in full-day kindergarten. In 2007/08, 88 of 126 (70 percent) school corporations serving high-poverty populations

TABLE 1

Indiana school corporation–level full-day kindergarten enrollment, 2006/07 and 2007/08

Percentage of kindergarten students enrolled in full day kindergarten[a]	2006/07		2007/08		Percentage point change
	Number	Percent	Number	Percent	
More than 80	63	21	139	47	+26
41–80	49	17	48	16	−1
>0–40	82	28	59	20	−8
0	100	34	47	16	−18
Total	294	100	293	100	na

na is not applicable.

a. See table A3 in the appendix for the average percentage of students enrolled in full-day kindergarten in each category.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

TABLE 2

Change in Indiana school corporation–level full-day kindergarten enrollment by socioeconomic status, 2006/07 to 2007/08

Percentage of kindergarten students enrolled in full day kindergarten[a]	School corporations serving low poverty populations					School corporations serving high poverty populations				
	2006/07		2007/08		Percentage point change	2006/07		2007/08		Percentage point change
	Number	Percent	Number	Percent		Number	Percent	Number	Percent	
More than 80	21	11	51	31	+20	42	40	88	70	+30
61–80	8	4	12	7	+3	9	9	12	10	+1
41–60	14	7	12	7	0	18	17	12	10	−7
21–40	27	14	30	18	+4	10	10	5	4	−6
>0–20	32	17	21	13	−4	13	13	3	2	−11
0	88	46	41	25	−21	12	12	6	5	−7
Total	190	100	167	100	na	104	100	126	100	na

na is not applicable.

Note: The Indiana Department of Education collected data from one fewer corporation in 2007/08 than in 2006/07 because of a reconfiguration of school corporations.

a. See table A4 in the appendix for the average percentage of students enrolled in full-day kindergarten in each category.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

enrolled more than 80 percent of kindergarten students in full-day kindergarten, while 51 of the 167 (31 percent) corporations serving low-poverty populations did. Only 6 of the 126 (5 percent) school corporations serving high-poverty populations enrolled no students in full-day kindergarten, while 41 of the 167 (25 percent) corporations serving low-poverty populations did.

Geographic pattern of enrollment by school corporations in 2007/08

To examine the third research question on geographic patterns in the provision of full-day kindergarten, a map was produced depicting the distribution of school corporations across the state by the percentage of kindergarten students enrolled in full-day kindergarten for 2007/08 (map 1). In addition, the map identifies geographic pockets of the state that remain untouched by full-day kindergarten, such as the cluster of corporations in the southwest corner of the state that borders Kentucky. The map also displays the three large clusters of mainly rural corporations with more than 80 percent of kindergarten students enrolled in full-day kindergarten. (Full-day kindergarten enrollment rates by school corporation are available on request.)

MAP 1

Indiana school corporations by percentage of kindergarten students enrolled in full-day kindergarten, 2007/08

Percentage of kindergarten students enrolled in full-day kindergarten

- More than 80
- 41–80
- 1–40
- Less than 1
- No data
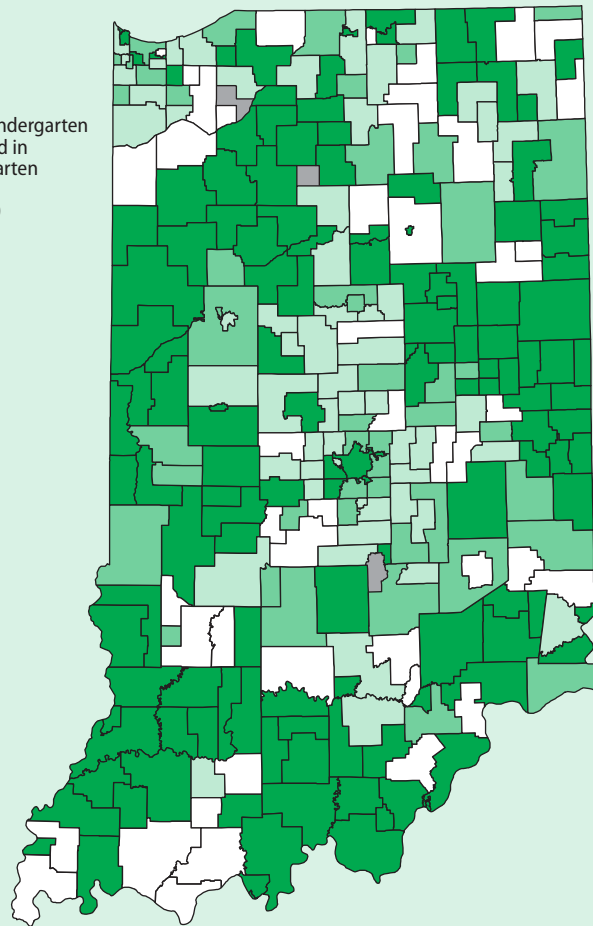
Source: Authors' analysis based on data from Indiana Department of Education 2008.

Notes

1. The percentages presented throughout this brief have been rounded to the nearest whole number, so component percentages might not always sum to 100 percent. Also, enrollment data are as of October of each school year, 2006/07 and 2007/08.

2. Although charter schools in Indiana are funded like traditional school corporations, the Indiana Department of Education typically separates the data for charter schools and the data for traditional school corporations for reporting purposes. Therefore, charter school participation data are reported separately from the statewide and corporation analyses in this brief. For full-day kindergarten findings specific to charter schools, see the appendix.

3. Analysis of the number of schools providing full-day kindergarten and the extent to which schools increased the percentage of kindergarten students served by full-day kindergarten showed results similar to those for the school corporation analysis. Therefore, the data on individual schools are not reported in this brief.

4. Initial analyses grouped corporations in 20 percentage point intervals of kindergarten students enrolled in full-day kindergarten. The intervals "0–20 percent" and "21–40 percent" were combined as "0–40 percent" and "41–60 percent" and "61–80 percent" were combined as "41–80 percent" for ease of interpretation without losing information on major shifts in corporation enrollment.

5. Analyses of full-day kindergarten enrollment patterns by school corporations serving high-minority and low-minority students produced results similar to those based on socioeconomic status. Therefore, only the socioeconomic status analyses are reported in this brief.

Appendix
Detailed tables and charter schools analysis

The appendix contains tables providing the details behind the figures and tables in the technical brief and an analysis of the data for charter schools.

Detailed tables

The following tables provide additional details to support the figures and tables discussed in the main body of the brief.

TABLE A1

Indiana full-day and half-day kindergarten enrollment by school year and socioeconomic status, 2006/07 and 2007/08

| Free or reduced price lunch eligibility status | 2006/07[a] | | | | | | 2007/08[b] | | | | | |
| | All kinder garten students | Full day kindergarten students | | Half day kindergarten students | | All kinder garten students | Full day kindergarten students | | Half day kindergarten students | |
		Number	Percent	Number	Percent		Number	Percent	Number	Percent
Free lunch	26,746	15,642	58	11,104	42	27,513	21,043	76	6,470	24
Reduced-price lunch	5,509	2,766	50	2,743	50	5,503	3,900	71	1,603	29
Not eligible	47,160	13,847	29	33,313	71	42,873	21,184	49	21,689	51
Total	79,415	32,255	41	47,160	59	75,889	46,127	61	29,762	39

a. In 2006/07, 79,516 students were enrolled in kindergarten, 32,356 of them in full-day kindergarten. However, a socioeconomic status classification was missing for 101 full-day kindergarten students, and so the table does not reflect the total number of kindergarten and full-day kindergarten students.

b. In 2007/08, 76,171 students were enrolled in kindergarten, 46,409 of them in full-day kindergarten. However, a socioeconomic status classification was missing for 282 full-day kindergarten students, and so the table does not reflect the total number of kindergarten and full-day kindergarten students.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

TABLE A2

Indiana full-day kindergarten enrollment by race/ethnicity, 2006/07 and 2007/08

| Race/ethnic group | All kindergarten students | | Full day kindergarten students | | | | Percentage point change |
| | | | 2006/07 | | 2007/08 | | |
	2006 07	2007 08	Number	Percent	Number	Percent	
American Indian	212	203	103	49	136	67	+19
Asian	1,099	1,121	454	41	665	59	+18
Black	9,170	9,025	6,136	67	7,380	82	+15
Hispanic	6,581	6,484	3,518	53	4,528	70	+17
Multiracial	4,152	4,126	1,977	48	2,741	66	+18
White	58,302	55,212	20,168	35	30,959	56	+20
Total	79,516	76,171	32,356	na	46,409	na	na

na is not applicable.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

TABLE A3

Indiana school corporation–level full-day kindergarten, average enrollment, 2006/07 and 2007/08

Percentage of kindergarten students enrolled in full day kindergarten	Number of school corporations[a]		Average percentage of kindergarten students enrolled in full day kindergarten	
	2006/07	2007/08	2006/07	2007/08
More than 80	63	139	98.4	97.9
41–80	49	48	55.6	59.8
>0–40	82	59	19.2	22.2
0	100	47	0.0	0.0
Total	294	293	40.7	60.9

a. Indiana Department of Education collected data from one fewer corporation in 2007/08 than in 2006/07 because of an Indiana Department of Education reconfiguration of school corporations.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

TABLE A4

Change in school corporation–level full-day kindergarten enrollment by socioeconomic status, 2006/07 and 2007/08

Percentage of kindergarten students enrolled in full day kindergarten	School corporations serving low poverty populations				School corporations serving high poverty populations			
	Number[a]		Average percentage of kindergarten students enrolled in full day kindergarten		Number[a]		Average percentage of kindergarten students enrolled in full day kindergarten	
	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08	2006/07	2007/08
More than 80	21	51	100	97.8	42	88	98.0	97.9
61–80	8	12	78.8	67.9	9	12	67.0	69.8
41–60	14	12	49.8	52.7	18	12	48.7	48.7
21–40	27	30	28.0	29.1	10	5	29.8	29.7
>0–20	32	21	10.6	11.8	13	3	13.8	12.1
0	88	41	0.0	0.0	12	6	0.0	0.0
Total	190	167	23.4	45.5	104	126	58.4	81.1

a. Indiana Department of Education collected data from one less corporation in 2007/08 due to an IDOE reconfiguration of school corporations.

Source: Authors' analysis based on data from Indiana Department of Education 2008.

Charter schools

A large majority of charter schools enrolled more than 80 percent of their kindergarten students in full-day kindergarten in both 2007/08 and 2006/07: 20 of 26 (77 percent) charter schools in 2007/08 and 16 of 22 (73 percent) in 2006/07. A similar patter is apparent for both years in the small number of charter schools that enrolled no students in full-day kindergarten in both years: 4 of 26 (15 percent) charter schools in 2007/08 and 6 of 22 (27 percent) in 2006/07.

Most charter schools served high-poverty populations in both years: 22 of 26 (85

percent) charter schools in 2007/08 and 17 of 22 (77 percent) in 2006/07. A majority of charter schools serving high-poverty populations enrolled more than 80 percent of their kindergarten students in full-day kindergarten in both years: 19 of the 22 (86 percent) in 2007/2008 and 15 of the 17 (88 percent) in 2006/07. In both years only one charter school with less than 40 percent economically disadvantaged students enrolled more than 80 percent of its kindergarten students in full-day kindergarten.

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