ANALYSIS OF AUSTIN AREA PARTICIPATION IN THE TEXAS HIGH QUALITY PRE-K PROGRAM
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SUMMARY

The 84th Texas Legislature passed House Bill 4 (HB4) during the 2015 legislative session as part of Governor Greg Abbotts' emergency early education initiative. The bill aimed to implement high-quality education standards for Texas Pre-K students by establishing a grant funding program of $118 million for the 2016-2017 State fiscal biennium. Under the program, funds were awarded to eligible school districts and open-enrollment charter schools who applied and agreed to meet certain enhanced quality standards. These include: curriculum requirements based on updated Pre-K guidelines; implementation of a progress monitoring tool; additional teacher education requirements; the implementation of a family engagement plan to encourage and maintain family involvement; and working towards teacher-to-student ratios of 1:11. HB 4 also requires all districts to collect and report additional data, such as class sizes and ratios, to the Texas Education Agency (TEA) and the Commissioner of Education.

This report was conducted by United Way for Greater Austin (UWATX) over the last several months in partnership with Texans Care for Children. The focus was to assess the local Central Texas interest in, experience with, and response to the HB 4 high quality Pre-K grant. The research included in this report was produced with the support of the Texas Education Grantmakers Advocacy Consortium. The Consortium is comprised of foundations and philanthropists from across Texas interested in ensuring that parents, educators, policymakers, media, and the general public have objective data about public education. The research included in this report is objective and non-partisan. Created in 2011, the Consortium is currently comprised of 37 foundations from throughout Texas and focuses its work on leveraging private resources to produce credible and necessary data on the most important educational challenges Texas is facing. For more information on the Texas Education Grantmakers Advocacy Consortium, please visit www.tegac.org.

GOALS OF THIS REPORT

The goal of this report is to better understand Central Texas school districts’ interest in and experience with the State’s new HB 4 High Quality Pre-K grant by looking into the level and scope of district demand, the application process, the opportunities HB 4 funds bring to local Pre-K quality improvement efforts, implementation challenges, and policy opportunities for the State to strengthen support for local Pre-K priorities.

METHODOLOGY

Texans Care for Children developed the research framework for this study in conjunction with United Way for Greater Austin and other regional partners across the State who helped identify research priorities. Information for this study was gathered through grant applications, written statements, email exchanges, as well as semi-structured phone or in-person interviews with administrators across 15 of 29 districts in the five county areas of that makes up the Austin-Round Rock Metropolitan Statistical Area (MSA). Attempts were made to select school districts that were different from one another based on their size, rural or urban status, county location, and whether or not they applied for funding. The decision was made to focus exclusively on the independent school districts as there are only five charter schools that provide Pre-K services in the Central Texas area, all of which are located in...
Austin. They serve fewer than 500 Pre-K students, which is just four percent of all of the children served in the Central Texas area. Furthermore, only four of these charter schools applied for this grant and on average received about $45,000 with awards ranging between approximately $15,000 and $115,000.

**MAJOR FINDINGS**

All independent school districts in the Central Texas area who applied for the HB 4 grant indicated that they did so because the funding would allow them to accelerate or enhance their plans for improving the quality of their current Pre-K programs. The majority of the districts are using the HB4 funding to purchase new or additional curriculum, progress monitoring tools, and technology, offer expanded or targeted professional development, and create and formalize their family engagement plans. A small number of districts are using the funds for large structural changes such as hiring new staff to reduce classroom ratios or providing full-day Pre-K. Notably, almost all of districts planning these larger programmatic changes already had concrete plans in place to make these changes regardless of the HB 4 funding. The grant funds allowed them to do so sooner. District administrators were overwhelmingly appreciative of the attention lawmakers were giving to early childhood education and hoped this commitment would continue beyond this one-time funding. They all indicated that applying for the funds provided an opportunity to communicate their community need and was a way for districts to show their appreciation to policymakers.

School districts who did not apply for funding provided a variety of reasons for their decisions. They either did not offer a Pre-K program, had too few Pre-K eligible children, believed that the funding was not a good fit for their current program as they primarily provided tuition based Pre-K, or they indicated that the amount awarded by TEA would not be sufficient to meet the necessary quality standards.

**RECOMMENDATIONS**

Recommendations include:

1. Provide stable and long-term funding support for Pre-K to allow districts to make concrete investments in staff and programs.
2. Provide full-day Pre-K for all eligible three- and four-year-olds.
3. Provide stable and long-term funding for districts to reach teacher to child ratio requirements of 1:11 and to limit class sizes to 22 students.
4. Support teacher quality and development by re-introducing an early childhood teacher certification that will ensure that teachers understand developmentally appropriate practices and can provide ideal environment for three- and four-year-olds.
5. Encourage community collaborations between school districts, Head Start programs, and high quality child care programs to help align and maximize resources, improve quality, and strengthen the overall early childhood system.
**PRE-K IN CENTRAL TEXAS**

The Central Texas Region, examined by UWATX in this report, generally focused on the Austin-Round Rock Metropolitan Statistical Area (MSA), which includes five counties: Bastrop, Caldwell, Hays, Travis, and Williamson. As can be seen in the map below, it encompasses the area surrounding Austin, bordered by New Braunfels to the South, Killeen and Temple to the North, LaGrange to the East, and Marble Falls and Johnson City to the West.

There are 29 independent school districts across these counties. Two of these districts do not provide any Pre-K programming, while six districts serve fewer than 50 children. Additionally, five districts serve fewer than 100 children in Pre-K. Basic information was obtained from most school districts, while more detailed information was obtained from 15 districts through electronic communications, written statements, the district grant applications, as well as from face-to-face or phone interviews with school administrators.

**COMMUNITY LANDSCAPE**

This Central Texas area experienced quick population growth over the last two decades and benefits from both extraordinary wealth and also large numbers of families and children living in poverty. The Austin-Roundrock MSA has one of fastest growing rates of poverty in the country and Austin frequently ranks among the worst cities in terms of economic segregation. The overall poverty rate in the area is 14.9%, which is impacted by the low poverty rate in Williamson County (7.6%). The poverty rates in the other four counties range from 15.9% in Bastrop County to 18.7% in Caldwell County. The median household income in the Austin-Roundrock MSA is $63,603, which is higher than the median income for Texas, yet the area is increasingly less affordable compared to other
cities in Texas. Over the last 20 years, the median salaries in the Austin-Roundrock MSA have skyrocketed by 91%, but median home prices over that same time have increased by 229%\(^v\). More importantly, between 2010 and 2014, medium incomes have fallen for individuals with just a high school diploma. While the MSA is home to large technology companies such as IBM, Dell, and Samsung, and large educational industries, such as the Austin Independent School District & the University of Texas, the majority of individuals work in low-wage jobs in sales/retail settings, the food industry, and providing office and administrative support. Another challenge for families living in the MSA is the prohibitive cost of child care. The average cost for child care can easily be $9,000 per year with high quality care costing as much as $18,000 per year\(^vi\). Many families do not earn enough to pay for child care unless they receive child care subsidies or can attend Head Start or Pre-K programs.

According to local data, school readiness in Central Texas dropped significantly between the 2014 school year and the 2015 school year. In 2015, only 30% of low-income children were ready for school, compared to 42% in 2014. This drop in readiness is likely a result of large local, state, and federal budget cuts experienced in 2010 and 2011 which significantly impacted the availability of research- and evidence-based programming. Children who entered Kindergarten during the fall of 2015 were born during these years and likely received fewer supports and interventions during their early years compared to children who were born prior to 2010 and 2011. This same school readiness data also shows that children who attended Pre-K prior to Kindergarten entry were three times as likely to be school ready compared to children who did not attend Pre-K prior to Kindergarten. This highlights the importance of engaging children and families in Pre-K as soon as possible so that they are ready for school upon Kindergarten entry\(^vii\).

**ENROLLMENT**

For the 2015-2016 school year, the total student enrollment across the Austin-Roundrock MSA districts was almost 318,000 of which almost half were at or below 185% of the federal poverty guidelines. However, districts vary greatly in the percentages of economically disadvantaged students with Eanes ISD serving just 2% and Del Valle ISD serving around 88% economically disadvantaged students. For almost a third of all districts about 70% of their student population were disadvantaged students. Approximately 17% of all students were limited English proficient with numbers again varying greatly across the 29 districts. Less than 1% of students were from military families or in foster care. In this same school year, there were over 11,000 students enrolled in Pre-K. A total of 11 districts served fewer than 100 students, with six serving fewer than 50 students. Program size across the 29 Central Texas area school districts ranged from 17 students (Prairie Lea ISD) to 4,879 students (Austin ISD)\(^viii\). Approximately 70% of eligible children were enrolled to attend Pre-K, with percentages being higher in districts providing full-day services than those only providing half-day services\(^ix\). This is not surprising as several district administrators who were interviewed indicated that the half-day programs were often a barrier for parents due to their work schedules and transportation issues.
### Information for ISDs in the Austin-Roundrock Metropolitan Statistical Area

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<th>Number or Percentage</th>
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<tr>
<td>Total District Enrollment</td>
<td>317,679</td>
<td>150 – 83,648</td>
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<tr>
<td>Total Pre-K Enrollment</td>
<td>11,093</td>
<td>17 – 4,879</td>
</tr>
<tr>
<td>Percentage of Economically Disadvantaged Students</td>
<td>49%</td>
<td>2% – 88%</td>
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<tr>
<td>Percentage of Students with Limited English Proficiency</td>
<td>17%</td>
<td>2% - 36%</td>
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<tr>
<td>Percent Military Students</td>
<td>0.8%</td>
<td>0% - 3.6%</td>
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<tr>
<td>Percent in Foster Care</td>
<td>0.3%</td>
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### EFFORTS AT IMPROVING QUALITY, INCREASING ENROLLMENT

Central Texas districts are very interested in providing high quality, full-day services for children in order to improve school readiness and boost enrollment as local research shows that these two indicators are higher in districts with full-day options compared to those with just half-day options. As the State only provides funding for half-day programming for eligible three- and four-year-olds, districts have to invest significant local funding and resources, offer tuition-based programming, and participate in a variety of community partnerships. Less than a third of Central Texas school districts only offer a half-day program for four year-olds. Others rely heavily on local funds or partnerships to offer a full-day program. Austin ISD spends over $15 million to provide full-day services to all of their eligible four year-olds, while smaller districts such as Georgetown ISD and Elgin ISD, spend respectively $150,000 and $400,000 each year. Slightly over half of the districts provide some type of full-day option, but for several of these districts this arrangement is primarily or even exclusively for tuition-based children. Two districts, Manor ISD and Roundrock ISD, have made the commitment this school year to switch to a full-day service model in order to boost enrollment and provide a longer, high quality day to children.

Unfortunately, the quality of the full-day programming is not always ideal as this can be very cost prohibitive for districts. During the 2015 school year, only five percent of children were enrolled in districts that provided full-day options with low teacher to student ratios – both of which have shown to positively impact children’s school readiness. Over 50% of children who were enrolled in full-day programs experienced high ratios⁴. Furthermore, some districts indicated that it can be challenging to find qualified and bilingual teachers with strong early childhood backgrounds. Nonetheless, several districts have shown a high commitment to quality and have superintendents, boards, and administrative leaders who strongly believe in the importance of early education. During our communications and interviews, the high cost of providing full-day programming, improving ratios, and decreasing class sizes was often cited as a reason why districts cannot move towards better quality despite the districts commitment to quality and school readiness. This was especially true for large districts. The director of Early Childhood for Austin ISD, Jacquie Porter, indicated that it would cost the district about $18 million to hire the 300 teacher aides that would be required to meet the suggested 1:11 ratios in all classrooms. The commitment to quality, better ratios and smaller class...
sizes can clearly be seen in some current programs and as districts design and implement new programming. Both Georgetown ISD and Pflugerville ISD have 1:11 ratios in all or most of their classrooms. When Manor ISD changed their delivery model from serving three and four-year-olds in half-day settings to serving just four-year-olds in full-day settings, they also made sure to keep their ratios at 1:11. When Austin ISD starting providing services to three-year-olds in their district, and in a variety of partnership settings, the program was developed to have class sizes no larger than 16 children and with a ratio of 1:8.

**RELEVANT POLICY HISTORY AFFECTING REGION**

A large barrier to providing high quality, full-day Pre-K are the large sums of money that districts are losing towards the State recapture payments. While even small and medium sized districts, such as Eanes ISD and Georgetown ISD, are affected by this school finance model, Austin ISD is the single largest payer, with over $400 million being paid to the State annually. Projections indicate that more than half of each tax dollar would go to the State by 2019. Thus, districts are paying large sums to the State, which means they have less money to invest much in their own programming. If districts could retain just a fraction of these tax dollars, they would be able to improve the quality of their programs significantly.

In addition to State and local funds, districts have relied heavily on grants to finance their Pre-K programs, including the Pre-K expansion grants, the Texas Early Education Model (TEEM) or Texas School Ready! (TSR!) grants, and the Texas Literacy Initiative (TLI) grants. Austin ISD was the only Central Texas district to be involved in the initial TEEM and TRS! grant funding focused on providing training to teachers through research-based curriculum and web-based coaching. Texas School Ready! Grants ended several years ago, but the majority of districts in Central Texas are currently taking advantages of the different tools that were developed through from the TSR! program, such as the CLI Engage, a progress monitoring tool, and the eCIRCLE, a professional development tool. Five districts, Austin, Bastrop, Leander, Manor, and Taylor, were recipients of the TLI funding over the last 4 years. The intention of this grant was for children who are disadvantaged and limited English proficient to improve school readiness and experience overall success in language and literacy. This grant helped districts provide professional development, as well as data collection and analysis. However, this grant is ending this year and districts are having to find other sources of support or discontinue services and programming going forward.

**COMMUNITY SUPPORT**

The Central Texas area has several community impact and backbone organizations that support early childhood and Pre-K. United Way for Greater Austin leads the School Readiness Action Plan (SRAP), an ambitious three-year plan to increase the percentage of children who enter Kindergarten school ready. A large community coalition, made up of caring community leaders, service providers and educators, advocates, and parents, is involved in creating and implementing this plan and has set community-wide goals, strategies, and metrics to improve children’s school readiness. Part of this plan is to improve quality of and enrollment in high quality early care and education settings and several local funders in Travis County have significant investments in supporting child care quality efforts through wage supplements, a director mentoring system, data collection system, and
community partnerships. Several of these strategies focus specifically on increasing enrollment in and quality of Pre-K3 and Pre-K4. E3 Alliance is a partner in these efforts and collects a large amount of district data for the Austin-Roundrock MSA including the school readiness data that informs local conditions. Both UWATX and E3 encouraged and supported districts during the application process through convening meetings, providing data, and regional information. The Education Service Center Region 13 provides all districts in the area with technical assistance, professional development and training, as well as a variety of resources. They also supported districts with their HB4 grant application. Several districts have partnerships with their local Head Start organizations to provide full-day services for children and solve facility capacity issues. Austin ISD has recently partnered with high quality child care centers in order to provide full-day Pre-K in community settings, which may provide a better fit for working families.

APPLICATION PROFILES

In total, 22 school districts applied and 21 accepted the funding within the Austin-Roundrock MSA. While Lockhart applied for the funding, they chose not to accept it as they were unable to meet the ratio requirements. Seven school districts chose not to apply for the funding. A full list of who did and did not apply or accept the funding can be found on the full District Application List on page 24. Over $6.5 million will be distributed for the 2016-2017 school year across the Central Texas region in two payments based on the total appropriated funding amount, the number of eligible grant applicants, and the number of qualifying students served by each eligible grant applicant. Per district grant amounts ranged from $8,079 (McDade & Thrall) to $2,985,670 (Austin). Due to the high demand for the grant, the awarded amounts average out to $734 per student, which is far less than the anticipated maximum of $1,500 per student.

The following seven profiles of districts were created by reaching out to a number of districts of varying size and location. These profiles provide more information on district plans and concerns around HB 4 in the Central Texas area. School administrators in three large districts, two medium districts, and two small school districts participated in phone or face-to-face interviews covering the grant application process, current programming and future plans, and HB 4 strengths and challenges. Of the profiled districts, six of the districts applied for and received funding and one district chose not to apply.

SUCCESSFUL APPLICATION PROFILES

In the profiles that follow, Austin, Leander, and Pflugerville represent three out of the four largest school districts in the Central Texas area. Manor and Roundrock are medium districts with total student enrollment between 8,000 and 10,000, while Dripping Springs and Taylor fall into the small school districts category with approximately 5,000 students or less.

Five of the six districts who received funding previously offered full-day Pre-K or started in the 2016-2017 school year. Overwhelmingly districts planned to use the grant funds for instructional resources, professional development, and family engagement; this is no surprising given the focus of HB 4. Two districts planned to use the funds to hire Teaching Assistants or Aids to address the 11:1 ratio requirement.
Local Interest in Quality Pre-K

Austin ISD was eager to apply for the grant to show support for Pre-K funding. The leadership, administration, and the school board are very interested in providing quality programming and the district has made significant progress over the last five years. The district is by far the largest in Central Texas and already meets many quality standards. The grant funds will help speed up and support current quality initiatives. Over the years, strong partnerships have developed with United Way for Greater Austin, child care programs, and Child Inc., the Travis County Head Start program. The partnership with UWATX has allowed the district to offer half-day Pre-K to three-year-olds for the last three years. Philanthropic donations are used to provide the initial funding for curricula and materials, while the teacher salaries are paid with the State funds. High quality is important to both AISD and UWATX and ratios are kept low (1:8) and class sizes are capped at 16 children in the Pre-K3 classrooms. UWATX has also helped build Pre-K partnerships between AISD and high quality child care centers so that Pre-K can be provided in extended day, community settings. Centers hire and supervise their own certified teachers and receive funds directly from AISD for each eligible child served at the center. Currently, four centers partnerships are in place, with additional ones planned for the 2017-2018 school year. Child Inc. partners with AISD both through in district partnerships and within Child Inc. child care centers. These partnerships provide additional classrooms and teaching assistants allowing the district to offer some full-day Pre-K3 sites, dual-language learning, and lower ratios under Head Start guidelines.

Local Pre-K Program Highlights

AISD has offered Pre-K since 1987 and full-day Pre-K since 1999. Overall, almost 60% of the children are from economically disadvantaged households. During the 2015-2016 school year, AISD served 4,378 Pre-K eligible children and 304 tuition-based children in full-day Pre-K4. That same year, they served 502 Pre-K eligible three-year-olds in half-day Pre-K3. During the 2016-2017 school year, the district will serve approximately 800 three-year-old children and offer five full-day Pre-K3 classrooms through their partnership with Child Inc. Estimated enrollment has decreased over the years largely due to two reasons: The high cost of living in Austin that is forcing families to move out of the district; and the need for extended school days which has led some parents to switch to charter schools or child care centers, where these longer days are available. However, the district has sought to increase enrollment through outreach, education, and the Head Start and child care partnerships.

Value of HB 4

Austin ISD has a number of HB 4 requirements in place and will use the funding to formalize key pieces of their quality programs including professional development, a sustainable family engagement initiative, and lower class ratios in some classrooms. Current professional development offerings follow best practices and focus on a variety of topics including addressing challenging behaviors,
implementing Second Step and Conscious Discipline, and the eCST study team’s system. However, these sessions are largely voluntary, are difficult to access in Austin traffic, and are typically offered after school. With the HB 4 funds, AISD is able to offer four professional development days during the school year (in September, November, February, and April) to allow teachers year long, focused professional development. Substitutes will be hired so that teachers can be out of the classroom and attend each of the full-day of training. Teachers have requested trainings on social emotional learning and behavior management, science, and literacy and the district also plans to offer training on trauma. While a parent engagement plan is currently in place through campus Parent Support Specialists, the initiative is not coordinated throughout the district. The district plans to put out a Request for Proposals (RFP) for a vendor to train and coordinate with the Parent Support Specialists in order to create a sustainable family engagement plan. The district intends to ‘train-to-sustain’ so that the Support Specialists are able to carry on the work if funding does not continue.

Concerns and Challenges of HB 4

The application process was fairly easy for Austin ISD as they have grant writing infrastructure in place and already meet many of the requirements. The district also connected with a number of partners and other Central Texas districts during the application process. Ready Rosie assisted in the family engagement plan while Region 13 and E3 Alliance provided data, information, and space for districts to collaborate and share information. While the leadership and administration in the district was supportive of the additional quality improvement funding, there were some concerns that the funding would not be enough to carry out all of the grant requirements – especially those related to ratios, which would cost the district approximately $18 million. Ultimately the district accepted funding because the 1:11 ratio was flexible and they could work on reducing ratios in some classrooms by hiring teaching assistants. The largest concern voiced by AISD staff was the uncertainty about the continuation of the funds. If these grant funds were sustainable and long-term, AISD would feel more comfortable addressing the large structural issues, such as ratios and class sizes, which are difficult to address with one-time funding. If the funding is not renewed, the district anticipates that they will need to scale back to a 1:19 ratio in all non-Head Start classrooms and a significantly decreased ability to provide in-depth professional development and a robust family engagement plan.

Moving Forward

In the future, Austin ISD would like to offer full-day Pre-K3 and Pre-K4 across all campuses. Ideally there would also be some high quality, low-or no-cost after school care options available as these extended days are a necessity for working families.

Leander ISD

Local Interest in Quality Pre-K

Similar to other districts profiled, Leander ISD applied for HB 4 grant funding to support Pre-K and demonstrate the district need. Most importantly, Leander ISD accepted HB 4 funds because the district is dedicated to offering high-quality Pre-K to their community. In order to provide better
support for and coordination around their Pre-K program and teachers, the district recently began moving from a model where one teacher taught at each of the 26 elementary campuses, to a "Pre-K community" model. In this model, three to four campuses are brought together to create a community where teachers can collaborate together and Pre-K does not feel like an afterthought on a K-5 campus.

Local Pre-K Program Highlights

During the 2015-2016 school year, Leander ISD served 345 four-year-old children in half-day programming. Enrollment has gone down over the past five years as demographics have shifted. Home values have increased and tend to be unaffordable for families with younger children. Additionally, about a fifth of students are from disadvantaged families. Not being able to offer full-day Pre-K by far outweighs any other barrier for Leander ISD's Pre-K program. There is concern that not offering full-day communicates to parents that Pre-K is not as important as the other grades. Additionally, only offering half-day options prevents some of the most at-risk families from accessing much-needed services as the schedule and transportation challenges are not conducive for working parents. Staff also highlighted that some families already have their children enrolled at child care centers using child care subsidies. Splitting the child’s time between Pre-K and a child care center may not be possible logistically and some families worry that this arrangement may jeopardize their ability to receive child care subsidy funding.

The district is moving to use RSK! for progress monitoring and uses a combination of the OWL curriculum with district-developed additions. Professional development is provided throughout the year with an additional 3-day summer Pre-K summit to get 21 required summer hours. The district’s training includes simulation on what the classroom environment will look like. Teachers are trained to set up a world for four-year-olds. Pre-K teachers are also being hired and screened for high-quality. Historically teachers who were performing poorly were moved to Pre-K and now the coordinator screens and co-interviews with the campus principal so that only high quality teachers, with knowledge of child development, get placed in these classrooms.

Value of HB 4

Leander ISD planned to implement all initiatives expressed as part of their application and, like other districts, the grant funding allowed for the timeline to be accelerated. HB 4 funding allows Leander ISD to continue to focus on improving the quality of teachers and expanding family engagement to build stronger home to school connections. Funding will be used to align the OWL curriculum and district developed tools with the updated Pre-K guidelines, expand access to and quality of professional development, provide training and support around the RSK! progress monitoring tool, and provide resource rooms and materials for every campus as part of the family engagement plan.

Concerns and Challenges of HB 4

As part of the application process Leander ISD collaborated with early childhood coordinators and directors in the Central Texas region to share thoughts and ideas. The Executive Director of
Elementary Instruction and Early Childhood Coordinator wrote the application in consultation with the Executive Director of Federal Programs. Teachers were also surveyed as part of the application process to get a sense of their strength and needs. There are concerns about the execution of the grant as the funding for two program years fall into one school year. The district has been trying to make plans consistent with long-term goals with limited time and limited, and potentially one-time funding. The district is approximately $2 million short compared to the last school year. The impact, if the grant is not renewed, will be significant as the district will lose their ability to execute the family engagement plan, and will significantly decrease professional development opportunities for teachers.

Moving Forward

Leander ISD would like to provide full-day Pre-K for all eligible three- and four-year-old children if additional funding were available. The district also seeks to build and continue relationships with early childhood providers and align with what is happening in child care centers. Suggestions for State support of high-quality Pre-K include teacher development particularly for bilingual teachers. The State can support these efforts in ways individual districts cannot. TEA, the Texas Workforce Commission, or local colleges and universities could also address the salary levels of high quality Pre-K aides and perhaps create a paraprofessional certification or program in-between a teacher and aide. Leander ISD, like all districts interviewed, appreciate the funding and that the legislature recognizes the benefits and importance of Pre-K, and noted that if the legislature wants Pre-K in Texas to be high-quality, funding has to be predictable and available on an annual basis.

Manor ISD

Local Interest in Quality Pre-K

District administrators were eager to apply for the grant despite concerns surrounding the length of funding. Manor ISD felt that it was important to apply for the grant and show support for quality Pre-K regardless of the final funding amount or whether the funds were ultimately accepted. Staff indicated concerns that not applying would send the message that the funding was unneeded.

Up until the 2015-2016 school year, Manor ISD provided half-day programs to three- and four-year-olds and already had several of the requirements in place. However, as a direct result of the HB 4 grant funding, a supportive new superintendent, and groundwork laid by early childhood staff over the last four years, Manor ISD is moving to full-day Pre-K for four-year-olds; a move the district was not considering prior to the grant. High quality was in the forefront of all decision as the district moved from a half-day program with high ratios, to a full-day program with low ratios. HB 4 funds will be used for professional development and family engagement, which will free up district funds that were
previously allotted to these budget items. This shift, along with increasing tuition-based Pre-K, will allow the district to address a large barrier to enrollment for many working families. In order to provide some high quality services for three-year-olds, Manor is partnering with Child Inc. to provide some full-day options on one of their campuses.

**Local Pre-K Program Highlights**

Manor ISD has offered Pre-K for over fifteen years and during the 2015-2016 school year they served approximately 500 four-year-olds and 258 three-year-olds in half-day Pre-K. With the shift of funding only 68 three-year-olds will be served in half-day Pre-K. Enrollment has decreased over the past five years likely due to the district primarily offering half-day Pre-K which is not a good fit for their population as almost 75% of the students come from disadvantaged families. However, for the 2016-2017 school year, an estimated 75% of eligible four-year-olds are enrolled in the district.

While Manor ISD has used a variety of progress monitoring tools over the years, the district is purchasing and using C-PALLS for progress monitoring and will continue to CLI Engage as a resource. The district is looking forward to being able to track data through third grade and to see improvement along with the benefits of full-day versus half-day Pre-K. Currently, the district offers a few professional development opportunities with speakers and trainings brought in through professional connections. A behavior specialist in special education offers support for behavior issues and through the Manor Collaborative initiative, which works with schools and community organizations to promote healthy relationships, Manor ISD is partnered with SafePlace to offer counseling for Pre-K across four campuses. Additionally, the district offers family night events to engage families and is running a pilot with Child Inc. and BookSpring to offer more in-depth classes for parents.

**Value of HB 4**

Although the district meets some of the professional development and family engagement requirements, the leadership saw this grant as an opportunity to offer seven full-days of professional development for their 29 Pre-K teachers on a variety of topics including Conscious Discipline, trauma, and the importance of music and movement. Additionally, the district will identify four teacher leads and train them to offer mentoring and coaching to other early childhood teachers. HB 4 funding will also be spent on offering a variety of support services and resources to parents. These include Parents As Teachers, Ready Rosie, and an expansion of their current pilot program with BookSpring.

**Concerns and Challenges of HB 4**

Early childhood program staff at Manor ISD worked with the Federal Grant department to create and edit their grant application. Manor ISD also mentioned how helpful it was to share ideas, resources, and to ask questions to other districts during the coordinated meetings. There was significant concern that the funding may be one-time funding and as a result, the district did not use the funds on salaries to avoid hiring grant-funded teachers. If the grant funding is not renewed the amount of professional development, mentoring support, family engagement, and parental resources will decrease significantly.
Moving Forward

Looking ahead Manor ISD would like to have a written policy for Pre-K goals. Further, with the shift to offering full-day Pre-K4, fewer options are available for three-year-olds in the district. In the future it would be ideal to provide full-day programming to all eligible children, including three-year-olds. It is also a priority to offer more counseling for the district’s at-risk children.

Pflugerville ISD

Local Interest in Quality Pre-K

The Pflugerville Board of Trustees supports the effort to offer Pre-K at all Pflugerville ISD elementary campuses that serve grades PK - 5. The district promotes its high-quality Pre-K program as an investment for a strong academic foundation of its students. PfISD convened a Pre-K Task Force during the 2015-16 school year, comprised of teachers and administrators, to revise and update its pre-kindergarten program plan. The district currently offers a robust program and has many of the HB 4 High Quality Prekindergarten Grant program requirements already in place. The district plans to use HB 4 funding to accelerate Pre-K plans already in place including purchasing instructional resources, improving professional development, and hiring Educational Associates to reduce teacher-student ratios.

Local Pre-K Program Highlights

Pflugerville ISD has offered Pre-K for over a decade and currently offers Pre-K at all 18 elementary campuses that serve primary grades. Fourteen campuses offer full-day Pre-K and five campuses offer half-day Pre-K. Tuition-based Pre-K is also offered for children who are not eligible under TEA guidelines. 568 four-year-olds receive instruction in a full-day Pre-K classroom while 207 four-year-olds are served in half-day Pre-K classrooms. The district has a phase-in plan to offer full-day Pre-K at each of its primary campuses that is dependent upon the continued district growth and available classroom capacity. The district does not currently offer a Pre-K program for three-year-olds. The Pre-K program is multilingual and offered in English, Spanish, and Vietnamese with nine campuses offering the dual-language option. Behavior challenges are addressed through positive behavior support and teachers utilize the Conscious Discipline approach. The Pre-K program is funded through the coordination of local, Title I, tuition, and High Quality Prekindergarten Grant Program funds. The district instituted tuition-based Pre-K to meet the needs in the community and to support full-day Pre-K for eligible students. Tuition-based classrooms are offered at campuses where there is a higher family interest for tuition-based pre-kindergarten. PfISD meets the recommended class size ratios of 11 students to each teacher/Educational Associate.

Pflugerville ISD currently uses an in-house developed curriculum which is written based on the Texas Prekindergarten Guidelines (updated 2015). The Children’s Learning Institute’s CLI Engage is used for the progress monitoring assessment. PfISD offers its own professional development conference strand for Pre-K teachers along with monthly learning sessions for all 34 Pre-K teachers. Some
campuses only have one Pre-K teacher on site, so these monthly collaboration sessions provide a shared professional learning experience for all Pre-K teachers across the district. The current family engagement plan is a general overview of parental involvement practices, and the HB 4 High Quality Prekindergarten Grant Program Family Engagement Plan is currently under development during the 2016-17 school year. As outlined below, the district plans to use the HB4 funding to improve several of these components.

**Value of HB 4**

Most of the funding will be spent on Educational Associates with the remaining grant funds being spent on instructional resources, professional development, and family engagement efforts. While 60% of classrooms were already at the recommended 11:1 student-teacher ratio, the supplemental HB 4 funding presented PfISD with an opportunity to fund Educational Associates to meet the recommended 11:1 ratio for all Pre-K classrooms for the 2016-2017 school year. District teachers are excited about having an Educational Associate to provide instructional support in their classrooms. HB4 grant funds allowed PfISD to accelerate its long-term Pre-K plan.

“We recognize the value of early childhood education and therefore work to develop a long range plan to scale up full-day Pre-K, decrease class-size ratios, and provide targeted professional development. HB4 provides Pflugerville ISD with an opportunity to implement the last phases of our plan,” stated Dr. Alex Torrez, Superintendent of Schools.

PfISD uses CLI Engage for progress monitoring largely due to being the only tool suitable for both English and Spanish speakers. It will also purchase additional manipulatives for all classrooms based on task force suggestions to ensure that every classroom has the same access to materials. Professional development will help the district meet HB 4 educational requirements and offer trainings based of the needs of teachers, including Conscious Discipline, co-teaching with assistants, and curriculum training aligned to the updated Prekindergarten Guidelines (2015). The district plans to survey teachers to determine remaining professional development needs. Effort will be made to minimize the number of days out of the classroom by embedding training after school as part of the teacher’s work day and by providing summer sessions. Lastly, a documented and formalized family engagement plan will be part of the HB 4 initiative along with having a family member representative for each campus.

**Concerns and Challenges of HB 4**

Early childhood administrators worked with the Task Force to develop the HB 4 High Quality Prekindergarten Program Grant application along with work sessions comprised of parents, teachers, and administrators. Pflugerville ISD also appreciated the ability to meet informally with surrounding area districts. Due to staff familiarity with TEA and the grant process, the application process was not difficult. The director of federal & state programs serves as the grant program manager and, as such, no administrative costs are applied to the grant program.

Due to the accelerated turnaround from the time of grant application to Notice of Grant Award, the application itself lacked some of the components and detail such as a budget section similar to TEA applications for other grant programs. The district has some concerns about the data collection process,
how confidentiality would be protected, how the data would be used, and what story would be told with the data. The increased teacher training requirement provides special consideration given the specificity of the grant requirements. Finally, the family engagement plan requires formalization that previously was embedded with campus Title I Parental Involvement Plans.

Moving Forward

Looking to the future, Pflugerville ISD plans to continue to offer low ratios and targeted professional development. A cost-benefit analysis of Pflugerville data on ratios and full-day Pre-K demonstrates that those elements make a difference in program quality. Both financial and logistical concerns are part of the long-term planning of full-day Pre-K expansion in PfISD. There are few plans to bring in external professional development as the district strives to build its own internal capacity. Overall, Pflugerville ISD is excited about the HB 4 funding and appreciates the “nod in the right direction” toward full-day Pre-K funding. Should the State fully fund full-day Pre-K, PfISD could utilize its current $1.5M in Title I pre-kindergarten funding to provide other supplemental academic supports to its students.

Roundrock ISD

Local Interest in Quality Pre-K

Roundrock ISD viewed the HB 4 grant as a great opportunity to help children be school ready and help push for quality Pre-K.

Local Pre-K Program Highlights

Roundrock ISD offers half-day Pre-K for TEA-eligible children on 19 out of 34 elementary campuses and served 694 four-year-olds in 2015-2016. The current Pre-K program is funded through State and local dollars along with supplemental Title I funding. Almost 30% of students in the district are from disadvantaged families, and until last year enrollment had been decreasing largely due to the districts mobile population. To address the decline in enrollment, the district undertook collaborative marketing efforts and shifted to a centralized registration and enrollment process that would prevent multiple trips to the school. Roundrock ISD now offers a “Pre-K Rodeo,” which is a week-long event during the summer when parents can walk in and enroll their children and thanks to the collaborative presence of other departments, such as food services and SPED, families also get informed and enrolled in a variety of other services such as language testing, and special education.

Pre-K classrooms in the district have a ratio of 1:11 with a teacher and educational assistant in every class with class sizes of 15 to 22 students. The district uses CIRCLE by CLI for progress monitoring and several curricula including OWL, Frog Street Press, Handwriting without Tears, and STEMScope. Professional development is offered over two weeks during the summer, with one week specifically focused on early childhood. Offerings including training on the curricula, Teachers as Leaders, speakers on early childhood, and dual-language training. Last summer’s conference also offered
separate and combined sessions on effective co-teaching strategies for teachers and assistants. Parental involvement for Roundrock ISD’s Pre-K program takes many forms including newsletters, emails, Parent Community specialists and District Parent liaison, and early literacy classes on campuses, which are model literacy classes with children learning at the same time as parents.

**Value of HB 4**

Roundrock ISD plans to use HB 4 funding in very similar ways to other districts by investing in curricula, professional development, and family engagement. The district is starting to use CLI Engage as their progress monitoring tool which will provide them with the ability to use this data to improve instruction and the quality of Pre-K. Professional development will be increased to meet the criteria of 120 hours over a five-year period with 30 hours being covered by the end of the current school year. The district plans to have a two-day early childhood conference just for the Pre-K and Kindergarten teachers that offers differentiated training based the need of each grade level and campus. A family engagement plan committee was created by bringing together principals, teachers, district personal, and parents to create strategies to focus specifically on early childhood. This group will help formalize the current family engagement work as a comprehensive and sustainable family engagement plan.

**Concerns and Challenges of HB 4**

The Department of State and Federal Programs staff researched and wrote the grant application. Staff worked extensively with the Superintendent and Executive Leadership team of all departments and approached the school board for approval. The application process was very extensive but offered early childhood staff an opportunity to say “this is where we are, this is what we can do, and this is why we want to and think we can do it.” The process was also wonderful for teachers as it provided them an opportunity to provide input about their needs. The short application timeline was a challenge for the district, as Roundrock ISD has an extensive internal grant application process and had to get in front of leadership to ask for the sustainable amount needed.

The districts main concern is that the grant only provides one year of guaranteed funding and that all the money has to be spent in just one year. This made it challenging to make long-term plans. While the district took this into account while planning, there would still be an impact on programming if the grant was discontinued. Similar to other districts, much of the professional development and family engagement would not be sustainable at the same level.

**Moving Forward**

While Roundrock ISD currently only offers a half-day program for eligible children, through strategic planning and a bond proposal the district hopes to build an early childhood center for the district and wants to explore the possibilities of full-day Pre-K4 and tuition-based programs. Along with the center, the district seeks to create traveling family nights, a blog, and stronger community partnerships by reaching out to libraries and local bookstores. The goal is to create advocates in different settings and to engage and encourage families to seek knowledge throughout their child’s education as Pre-K is only one year. Roundrock ISD is incredibly appreciative that the State and district recognize the importance of supporting our youngest learners and hopes that the legislature also recognizes the
challenges of creating long-term program improvements on only the possibility of renewed funding. Sustained funding for quality Pre-K would offer increased quality improvement possibilities. Additionally, looking at funding as an instructional piece and the operational side could help offer more variety to the funding stream. While often funds can provide more staff or resources, there is little funding to build classrooms and the physical infrastructure that is needed to keep up with growth, higher enrollment, low-ratios and small class sizes.

Taylor ISD

Local Interest in Quality Pre-K

Taylor ISD is a rural district with about 60% of their children being from disadvantaged families. The district seeks to fill the Pre-K need as much as funding allows, which has been challenging as funding has decreased over the years. Taylor ISD recognizes Pre-K as crucial for later school success and believes there is a need to build on programs that reach into the home. The district views family involvement as critical to Pre-K but is currently missing the specific family engagement piece of HB 4 due to lack of funding.

Local Pre-K Program Highlights

Taylor ISD offers full-day Pre-K4 for children under TEA eligibility guidelines through Title I funding as well as a tuition-based program for non-eligible children. The program served 164 children during the 2015-2016 school year. Enrollment has gone up over the past five years due to increased community awareness partially due to their Texas Literacy Initiative (TLI) grant. The district used 16% of their TLI grant funds on Age zero to School Entry initiatives through community work, outreach to parents, and offering a "literacy line," which required integrated and aligned language development and literacy instruction across infancy to 12th grade.

CIRCLE and CLI Engage are used by Taylor ISD for progress monitoring, and OWL is the district’s current curriculum. Professional development opportunities are currently offered through the TLI grant which will be ending soon. The district hopes to continue to offer training around socioemotional learning, writing, vocabulary, oral language, and reading through the HB4 funds. The current parent outreach program consists of many pieces without a formal program tying the work together including collaboration with Head Start coaches on HS parent initiatives, the Ready Rosie program, and parent engagement meetings. There are barriers to providing Pre-K in the district including limited funding, access to high-quality staff, and offering teacher education opportunities. Staffing is a main concern as the district has difficulty finding qualified staff that understand developmentally appropriate practice and especially struggles with recruiting qualified, bilingual teachers. Aides are also critical to providing low ratios and the district is
unable to pay them well considering the high quality instructional support they provider in the Pre-K classrooms.

**Value of HB 4**

Taylor ISD will spend HB 4 funding on purchasing curriculum to align with the new Pre-K guidelines, continuing to offer teacher education opportunities as required by the HB4 guidelines including some efforts previously covered by TLI funding, and formalizing and expanding their family engagement work. More family education will be offered on the value of Pre-K and how it can prepare their children for school success. Parental education will stress the importance of regular attendance and seek to build the relationship between home and school. Due to the short application time frame and ultimately receiving less funding than anticipated due to the overwhelming demand, the district is still determining specific funding priorities within their program.

**Concerns and Challenges of HB 4**

The application for HB 4 was written by the Federal Programs Director with input from teachers, the campus principal, and instructional coach. Other districts and E3 Alliance provided valuable information and collaboration during the short application phase. The grant application was easy to write but Taylor ISD would have liked to have the first year of implementation to have started in the previous school year. A timelier application period and having key information, such as the approved list of monitoring tools, available immediately would have helped alleviate some of the application-specific concerns.

Taylor ISD chose to accept funds because these funds, although limited, are a step in the right direction. The district was planning on expanding family engagement and professional development regardless and the grant allowed these to be implemented sooner. If the grant funding was not renewed all the components of expansion, such as professional development and family engagement, would be slowed down significantly. The HB 4 funding allowed for a concentrated and quicker push forward. Due to the uncertainty of future funding, the district’s decided to focus on putting those elements into place that would be sustainable outside of the grant funding. The most challenging pieces of HB 4 for Taylor ISD are the ratio requirements and the uncertainty around what "attempt" means. The district had concerns around the language and actual requirements, and noted that offering low ratios is one of the most expensive requirements of the grant, which cannot be covered by the grant amount received.

**Moving Forward**

Increasing parental involvement and continuing to build community awareness is a priority for Taylor ISD in the coming years. The district is excited about the opportunities around family engagement and the chance to formalize the strong work the district is already doing. While the family engagement will take a lot of focus, the outreach effort will not be difficult thanks to the Parents as Partners program and district family engagement services that are already in place. Professional development on the assessment tools, curriculum, and Conscious Discipline is planned to be offered in the future. The district is aware of the huge commitment full-day Pre-K programs are but recognizes that research shows its importance for school readiness. The district would like to see an increased commitment from legislatures by requiring full-day from districts AND helping districts pay for full-day
program. The district hopes for additional funding to offer quality full-day Pre-K through continued low ratios in classrooms. There is the concern that full-day Pre-K will be mandated but only partially funded without the financial support for districts to keep quality programs.

**DID NOT APPLY/REJECTED GRANT PROFILES**

Eleven school districts in the Central Texas area chose not to apply for HB 4 funding. No school districts applied for funding and had their application declined. One district, Lockhart ISD, district chose to apply but ultimately did not accept the funding due to concerns over meeting the 1:11 ratio requirement. Two school districts, Coupland ISD, and Eanes ISD, do not currently have a Pre-K program as there is a lack of identified need and eligible children. Several other school districts who chose not to apply had low percentages of low income students during the 2015-2016 school year, including Lake Travis ISD (12%) and Dripping Springs ISD (11%), who is profiled below. The remaining districts that did not apply had higher rates of disadvantaged students, but they overall served a fairly small number of children in Pre-K. These districts include: Hutto ISD (43% & 174 Pre-K students), Lago Vista ISD (30% & 25 Pre-K students), Luling ISD (71% & 61 Pre-K students), Prairie Lea ISD (85% & 16 Pre-K students), and Smithville ISD (60% & 72 Pre-K students). Some of the feedback we received indicated that the funding they would have received would not have covered the costs of meeting all of the requirement.

**Dripping Springs ISD**

**Decision to Forgo HB 4 Grant Program in 2015-2017**

Dripping Springs ISD chose to not apply for the HB 4 grant due to a low number of eligible children, a largely tuition-based program, and their already implemented, strong professional development offerings and curriculum. After speaking with the Superintendent, the program manager determined that the grant was not a good fit for their district. The demographic makeup of Dripping Springs is mainly affluent and a comprehensive Pre-K program was already offered by the district. Overall Dripping Springs felt they had an ideal situation for Pre-K compared to many other districts and felt applying for the grant would be a lot of effort for little funding and there were other districts in more need of the additional funding.

**Local Pre-K Program Highlights**

In the 2015-2016 school year Dripping Springs ISD served 123 children in full-day Pre-K 4. While the program does serve TEA-eligible children the program is overwhelmingly tuition-based. Pre-K 3 is only offered for students in special education as a Preschool Program for Children with Disabilities (PPCD). Curriculum, assessment, and monitoring tools are non-specific and are teacher designed.
The district has identified little-to-no barriers in terms of Pre-K enrollment. Transportation is offered if needed and parent classes are also available.

**Moving Forward**

In the coming years Dripping Springs ISD hopes to give teachers more professional development opportunities including opportunities to practice, attend conferences, and offering training on the new Pre-K guidelines. Demand is driven by parents needing services. For the current school year one additional teacher was hired due to an increase in student enrollment. The district attempts to stay competitive with local preschools without underpricing them.

Dripping Springs ISD indicated they would likely not apply for HB 4 funding in the future if the grant was continued as their district’s demographics are only shifting towards more affluent. In terms of State support, the district indicated there was always need for more funding, and noted that opportunities for teachers to get more training were hard to find.

**CONCLUSION**

The independent school districts included in the Central Texas area vary greatly in terms of whether or not they offer Pre-K, how many children they serve, and whether the program is half- or full-day. While many districts offer some full-day Pre-K options, most do not offer full-day programming on every campus or to all eligible children due to funding and physical space limitations. An even smaller number of districts offer services for three-year-olds due to these same limitations. Many districts that are able to offer full-day Pre-K4 programs as well as half-day Pre-K3 programs, are only able to do so through tuition-based programming, partnerships with Head Start and child care providers, and local funding support provided by philanthropists, or the districts’ prioritization of school funds for Pre-K. In addition, only a handful of districts are able to offer low teacher-child ratios in all of their classrooms as this can be cost prohibitive.

All of the administrators from surveyed districts were very appreciative of the HB 4 grant funds and saw this grant as a step in the right direction. This included districts who did not apply for the funding. Generally speaking, the districts that applied for the funds were the large, medium, and sometimes small districts who served significant number of eligible Pre-K students. This grant opportunity was not necessarily a good fit for small districts serving small numbers of eligible children as their grant award would not have been large enough to cover the HB 4 requirements – especially if they were not already meeting a large number of them. All of the surveyed districts that accepted the funding plan to spend a significant amount of their grant awards on providing early childhood specific professional development opportunities as well as formalizing and improving their family engagement programs. Some districts plan to invest in curriculum and supplemental instructional resources, as well as a progress monitoring tool and system. While two districts plan to spend the grant funding on additional staff to lower classroom ratios, many of the districts were hesitant to do this. The districts that are investing in reducing ratios and hiring new staff all had previous plans to do so and just used the HB 4 funding to fast track their plans. Sustainability of the initiatives was important to all districts.
and there was common concern about the uncertainty of additional funding. This uncertainty factored into the planning and implementation as many districts focused on one-time expenses or programming that was more easily sustained without the funding, instead of investing in programming that requires on-going funding such as hiring additional staff to reduce ratios. Nevertheless, districts indicated that if funding was no longer available next year, professional development and family engagement efforts would be cut significantly. All districts expressed appreciation towards State legislators for the current funding, but also stressed the importance of having a reliable, sustainable funding stream in order for districts to build and maintain higher cost components of high-quality Pre-K programming including full-day Pre-K and low teacher to child ratios.

When talking about future goals, many of the districts discussed wanting to provide full-day Pre-K to all eligible children as they believe it is an important investment in children’s academic and social success and their school readiness when they enter kindergarten. Additionally, they indicated a need for a quality early childhood workforce that includes bilingual teachers and certified teachers who understand developmentally appropriate practices and development of very young children. This will be especially important as demand for qualified teachers rise due to increases in enrollment, decreases in teacher-student ratios, and increases in the number of three-year-olds served. However, administrators also recognized that these goals are only attainable and feasible with significant policy and funding support by the legislature. District administrators and staff felt strongly that continued funding for Pre-K at this time was very important. Decades of research support the importance of the early years for children’s later success. There is momentum at the districts to grow the capacity and quality of their Pre-K programming and it would be very unfortunate to miss this great opportunity. Furthermore, there were concerns that if funding was not continued, it would send a strong message to the community, families, and district leaders that the legislature did not value Pre-K or our youngest community members and that prioritization of Pre-K was discarded after just a small, one-time investment that cannot sustain quality in the long-term.
RECOMMENDATIONS

To support Central Texas school districts in providing high-quality Pre-K to their communities, United Way for Greater Austin recommends the following to policymakers and other stakeholders, based on feedback through interviews with district staff in the Austin-Roundrock MSA:

1. Provide stable and long-term funding support for Pre-K to allow districts to make concrete investments in staff and programs.

2. Provide full-day Pre-K for all eligible three and four-year-olds.

3. Provide stable and long-term funding for districts to reach teacher to child ratio requirements of 1:11 and to limit class sizes to 22 students.

4. Support teacher quality and development by re-introducing an early childhood teacher certification that will ensure teachers understand developmentally appropriate practices and can provide ideal environment for three and four-year-olds.

5. Encourage community collaborations between school districts, Head Start programs, and high quality child care programs to help align and maximize resources, improve quality, and strengthen the community early childhood system.
# DISTRICT APPLICATION LIST

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<tr>
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REFERENCES


viii Texas Education Agency. PEIMS Standard Reports, Student Enrollment


