

# **ILLINOIS PRESCHOOL FOR ALL CHILDREN PROGRAM**

**A THREE-YEAR REPORT  
SY 2010 THROUGH SY 2012**



**Prepared by the Division of Early Childhood in Coordination  
with the Division of Data Analysis and Accountability**

**ILLINOIS STATE BOARD OF EDUCATION**

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## **Foreword**

This three-year, FY 2010 through FY 2012, Preschool for All Children (PFA) report is provided to fulfill the requirements of Section 2-3.71 (a) (6) of the Illinois School Code. This report looks at the demographics of PFA children during the relevant period. It also provides several analyses of the academic performance of former PFA students on local assessments and ISAT.

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## Illinois Preschool for All Children Program

This report is prepared in response to the requirements of Section 2-3.71(a)(6) of the Illinois School Code:

*“The State Board of Education shall report to the General Assembly by November 1, 2010, and every three years thereafter on the results and progress of students who were enrolled in preschool educational programs, including an assessment of which programs have been most successful in promoting academic excellence and alleviating academic failure. The State Board of Education shall assess the academic progress of all students who have been enrolled in preschool education programs.”*

In 1985, the Illinois State Board of Education (ISBE) adopted a policy on early childhood education and was authorized by legislation to administer grants to school districts to operate prekindergarten programs for children three to five years of age. Since FY 2004, other eligible entities can also receive the grant. The eligible population to be served in this program was described as “children who are at risk of academic failure because of their home and community environment, are subject to such language, cultural, economic and like disadvantages that they have been determined, as a result of screening procedures, to be at risk of academic failure.” (Section 2-3.71(a)(4.5) of the School Code) From FY 2007, funds were also received for the Preschool for All Program. Under this grant, besides those who are at-risk, children can also be eligible if the family income is less than four times the federal poverty level.

Children are identified for the program through individual screening and assessment, not by their membership in a given group or the characteristics of their families. Individual projects establish their own eligibility criteria and methods for screening based on local needs. ISBE requires the following to be included in screening: fine and gross motor skills, cognitive development, visual-motor integration, language and speech development, vocabulary, English proficiency, and social competence. Information on family history is also collected. Criteria such as low income, homelessness, single parenting, teen parenting, the parents’ education level, drug/alcohol abuse, etc. are also used by projects for program eligibility. No single uniform eligibility standard or screening system is applied to all age-appropriate populations. Because the program eligibility is based on local needs, the characteristics and services of the programs vary according to the needs of the participants.

This report is limited to responding to a reporting requirement related to academic progress of students enrolled in preschool educational programs. Such response is divided into three parts:

1. Demographic characteristics of students served by entities that received funding from Prekindergarten At-Risk (Pre-K) and Preschool for All (PFA) programs in FY 2011 and FY 2012. Funding was combined for Pre-K and PFA in FY 2012. For the remainder of this report, prekindergarten students funded by either Pre-K or PFA funding will be labeled PFA for ease of reporting.
2. Follow-up of academic performance of PFA students enrolled in School Year (SY) 2009 at their kindergarten, first grade and second grade levels as measured by local assessments.
3. Follow-up of performance of cohorts of PFA students on the 2010, 2011 and 2012 Illinois Standards Achievement Test or ISAT.

This report does not compare the performance of PFA students to those of non-PFA children. There are insufficient data at this time to determine the type of programs or services received by children prior to entering kindergarten, preventing the identification of an appropriate control group. Additionally, PFA is focused on serving the most at-risk of academic failure, further complicating the identification of a similar comparison group. An assessment of which programs, among those funded, have been most successful in promoting academic excellence and alleviating academic failure cannot be feasibly addressed in this report given insufficient data and measures in identifying 'successful' programs. However, an evaluation of programs in relation to program quality and child outcomes was conducted and reported in the Illinois Preschool for All Program Evaluation in March 2012.

## **DATA SOURCES**

Following are the data sources of this report:

1. 2011 and 2012 Pre-K and PFA Enrollments and Demographics from the Illinois State Board of Education (ISBE) Student Information System (SIS) provided by the Division of Early Childhood.
2. 2010 through 2012 Follow-Up Data from the SIS extracted and provided by IBM.
3. 2010 through 2012 ISAT data.

## **DATA LIMITATIONS**

Demographic information is limited to FY 2011 and FY 2012. The demographic data from FY 2010 was extracted under different parameters, therefore is not comparable to FY 2011 and FY 2012 data.

## Part I - Entities Funded and Student Demographics

### Entities Funded

The number of entities funded including the number of students served, total allocations and cost per student in FY 2011 and FY 2012 are shown in Table 1. There was a decrease in funding for PFA during the two-year period of 10%. The number of students served also decreased by 4%, and the entities funded decreased by about 17%. Part of the 17% decrease is due to the fact that in FY 2011, entities were counted twice if they received both Pre-K and PFA funding and starting in FY 2012, the Pre-K and PFA funding was combined so that entities were then only counted once.

**Table 1. Funded Entities and Number of Students Served, FY 2011 and FY 2012**

	FY11		FY12		% Difference (2012-2011)
	Number/ Dollar		Number/ Dollar		
Funded Entities	554		461		-16.8
Students Served	* 82,150		78,607		-4.3
Total Funding	\$289,715,561		\$259,770,892		-10.0
Cost Per Student	\$3,527		\$3,305		

*\*The number of students served in FY 2011(82,150) differs slightly than the number originally submitted to the General Assembly (83,997) due to a difference in the timing of the data extraction.*

### Student Demographics

- A. *By Race/Ethnicity.* The rates of distribution of PFA students by race/ethnicity are almost the same between FY 2011 and FY 2012 except for white students served which experienced a slight decrease by 1% in FY 2012 from FY 2011. PFA programs served a majority of non-white students (about 60 to 62 percent). (Table 2).

**Table 2. Number and Percentage of PFA Students Served, by Race/Ethnicity: FY 2011 and FY 2012**

Race/Ethnicity	FY11		FY12	
	Number	Pct	Number	Pct
Am Ind or Alaska Native	289	0.35	285	0.36
Asian	2,485	3.02	2,335	2.97
Black or African American	19,011	23.14	18,643	23.72
Hispanic	24,602	29.95	24,232	30.83
White	32,104	39.08	29,913	38.05
Native Hawaiian or Pacific Is	129	0.16	86	0.11
Two or More Races	3,530	4.30	3,113	3.96
<b>Total</b>	<b>82,150</b>	<b>100.0</b>	<b>78,607</b>	<b>100.0</b>

B. *By Gender.* The rates of distribution of PFA students by gender are the same between FY 2011 and FY 2012 (Table 3). Numerically, the program served slightly more males than females. (Table 3).

**Table 3. Number and Percentage of PFA Students Served, by Gender: FY 2011 and FY 2012**

Gender	FY11		FY12	
	Number	Pct	Number	Pct
Male	42,749	52.0	40,601	51.7
Female	39,401	48.0	38,006	48.3
<b>Total</b>	82,150	100.0	78,607	100.0

C. *By Homeless and Free-Reduced Lunch Status.* There was a very slight increase in the number of homeless students served in FY 2012 from FY 2011 and also a slight increase in students served who were eligible for free-reduced lunch (FRL) (Tables 4 and 5). However, while the rate of homeless students served was only about 2%, more than 50% of students served by PFA programs were eligible for free-reduced lunch (FRL).

**Table 4. Number and Percentage of PFA Students Served, by Homeless Status: FY 2011 and FY 2012**

Homeless Status	2011		2012	
	Number	Pct	Number	Pct
Homeless	1,433	1.7	1,566	2.0
Not Homeless	80,717	98.3	77,041	98.0
<b>Total</b>	82,150	100.0	78,607	100.0

**Table 5. Number and Percentage of PFA Students Served, by FRL Status: FY 2011 and FY 2012**

Free-Reduced Lunch (FRL) Status	FY11		FY12	
	Number	Pct	Number	Pct
Free-Reduced Lunch	44,289	53.9	42,571	54.2
Not Free-Reduced Lunch	37,861	46.1	36,036	45.8
<b>Total</b>	82,150	100.0	78,607	100.0

D. *By IEP and LEP Status.* While students with Individual Education Plans (IEP's) served by PFA programs decreased by about 2%, in contrast, the percentage of Limited English Proficient (LEP) students served by these programs increased by the same rate in FY 2012 from FY 2011. Approximately 17% of students served by PFA programs in FY 2012 are LEP (Tables 6 and 7).



**Table 6. Number and Percentage of PFA Students Served, by IEP Status: FY 2011 and FY 2012**

IEP Status	FY11		FY12	
	Number	Pct	Number	Pct
With IEP	12,442	15.1	10,576	13.5
Without IEP	69,708	84.9	68,031	86.5
<b>Total</b>	<b>82,150</b>	<b>100.0</b>	<b>78,607</b>	<b>100.0</b>

**Table 7. Number and Percentage of PFA Students Served, by LEP Status: FY 2011 and FY 2012**

LEP Status	FY11		FY12	
	Number	Pct	Number	Pct
LEP	12,658	15.4	13,295	16.9
Not LEP	69,492	84.6	65,312	83.1
<b>Total</b>	<b>82,150</b>	<b>100.0</b>	<b>78,607</b>	<b>100.0</b>

E. *By PFA At-Risk Status.* PFA programs served more students who met the PFA At-Risk criteria (see note below) in FY 2012 from FY 2011. In particular, about 83% of students served in FY 2012 met such criteria (Table 8).

**Table 8. Number and Percentage of PFA Students Served, by PFA At-Risk Status: FY 2011 and FY 2012**

PFA At-Risk Status	FY11		FY12	
	Number	Pct	Number	Pct
Met Criteria	65,139	79.3	65,139	82.9
Did Not Meet Criteria	13,468	16.4	13,468	17.1
<b>Total</b>	<b>78,607</b>	<b>100.0</b>	<b>78,607</b>	<b>100.0</b>

Note: At-Risk Criteria as defined in Title 23: Part 235 Early Childhood Block Grant-- "For the purposes of this Part, 'at-risk' is defined as those children *who because of their home and community environment are subject to such language, cultural, economic and like disadvantages to cause them to have been determined as a result of screening procedures* (to be carried out in conformance with Section 235.20(c)(5) of this Part) *to be at risk of academic failure.* (Section 2-3.71(a)(4.5) of the School Code.)

## **Part II – Academic Performance of School Year (SY) 2009 PFA Students in 2010 Through 2012**

The choice of using SY 2009 enrolled PFA students as cohort for this particular analysis is predicated by a report released in 2010 based from SY 2009 data that says:

*Starting in FY10, ISBE will follow all prekindergarten children served in FY09 and subsequent years through ISBE SIS.*

*(Illinois Pre-Kindergarten Report, 2008-2009, page 13)*

SY 2009 PFA students would have been in Kindergarten in SY 2010, First Grade in SY 2011 and Second Grade in SY 2012, and using 2009 PFA students as cohort would have been appropriate given the three-year scope of this report. Since, statewide assessments start at grade 3, it was important to use other means of collecting performance data of former PFA students at their K-2 grade levels, thus the start in collecting 'PFA Follow-Up' data at Kindergarten thru Grade 2 in the Illinois Student Information System (SIS) in FY 2010. With the assignment of student IDs for individual students and using these state IDs as common identifiers, it is now easier to track students across several years of data files.

The Illinois Preschool for All Program is designed to provide student participants with a reasonable chance for academic success in school. One of the indicators identified by ISBE staff in measuring success of the program is academic performance of former PFA students at their later grades. Beginning in FY 2010, PFA Follow-Up has been reported systematically through SIS. The PFA Follow-Up is reported by K-2 teachers by ranking children who participated in the Preschool for All Program on their academic performance in reading, mathematics, and language arts. The five performance categories were "above average," "average," "below average," and "inadequate/failure" and "unknown."

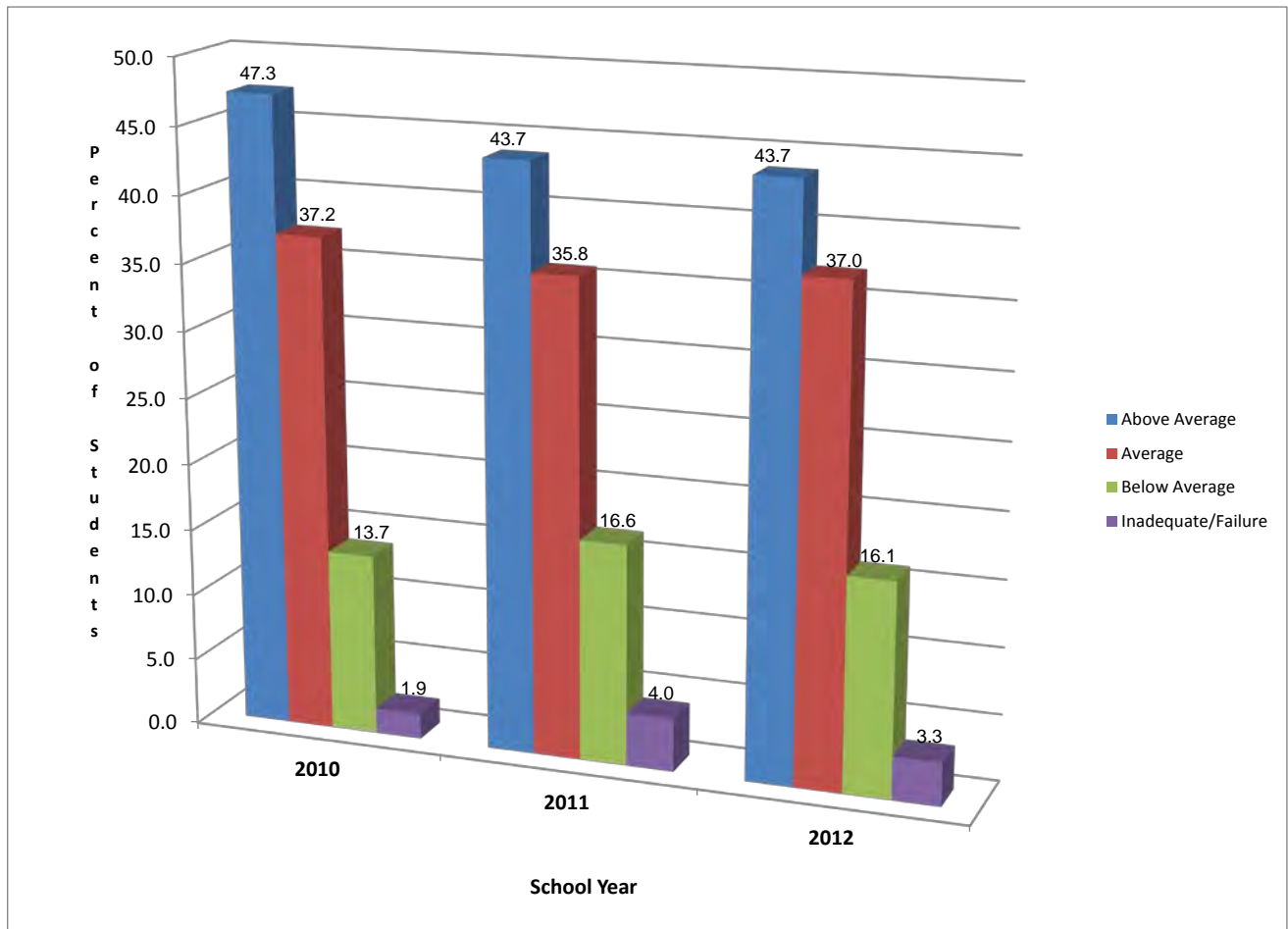
From the SY 2009 PFA data file; 53,263 students or 41%\* have matching records to the 2010 through 2012 PFA Follow-up data files. These 53,263 students constitute the cohort for this analysis. The performance of these students across a three-year period, 2010 thru 2012, in reading, mathematics and language arts, is presented in Charts 1 through 3. The percentages presented in these three charts are based on students with valid ranking data. The tables indicating the number of students at each performance level by subject area are found in Appendix A.

\*Note: The seemingly low matching rate is due to the fact that not all schools reported "Follow-up" data in the Student Information System (SIS). It was optional.

### A. Performance of 2009 PFA Students in Reading in 2010 Through 2012 As Measured by Local Assessments

Using local assessments, 2009 PFA students performed the highest in reading while in their Kindergarten grade where 48% were ranked “Above Average” compared to 44% when they were in first and second grades. Overall, these former PFA students performed very well in reading with an average of 82% across the three-year period ranked “Average” or “Above Average.” (Chart 1).

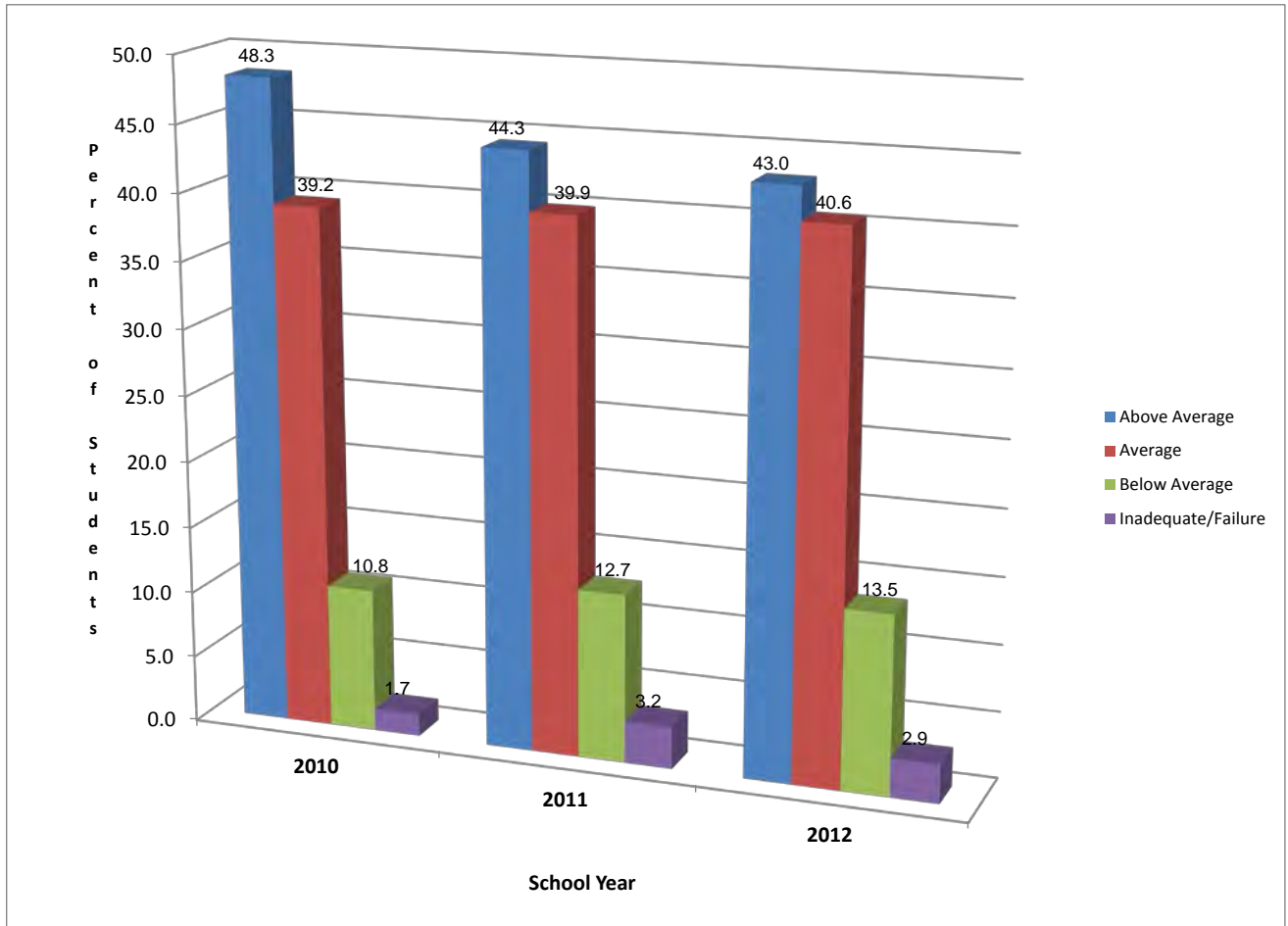
**Chart 1. Performance Levels of 2009 PFA Students in Reading, 2010 through 2012**



## B. Performance of 2009 PFA Students in Mathematics in 2010 Through 2012 As Measured by Local Assessments

The performance distribution of 2009 PFA students in mathematics takes the same pattern as that in reading (Chart 2). More students were ranked at “Above Average” during their Kindergarten grade (49%) compared to 45% while in first grade and 44% while in second grade. Overall, these former PFA students performed very well in mathematics with an average of 85% of students ranked “Average” or “Above Average” across the three-year period.

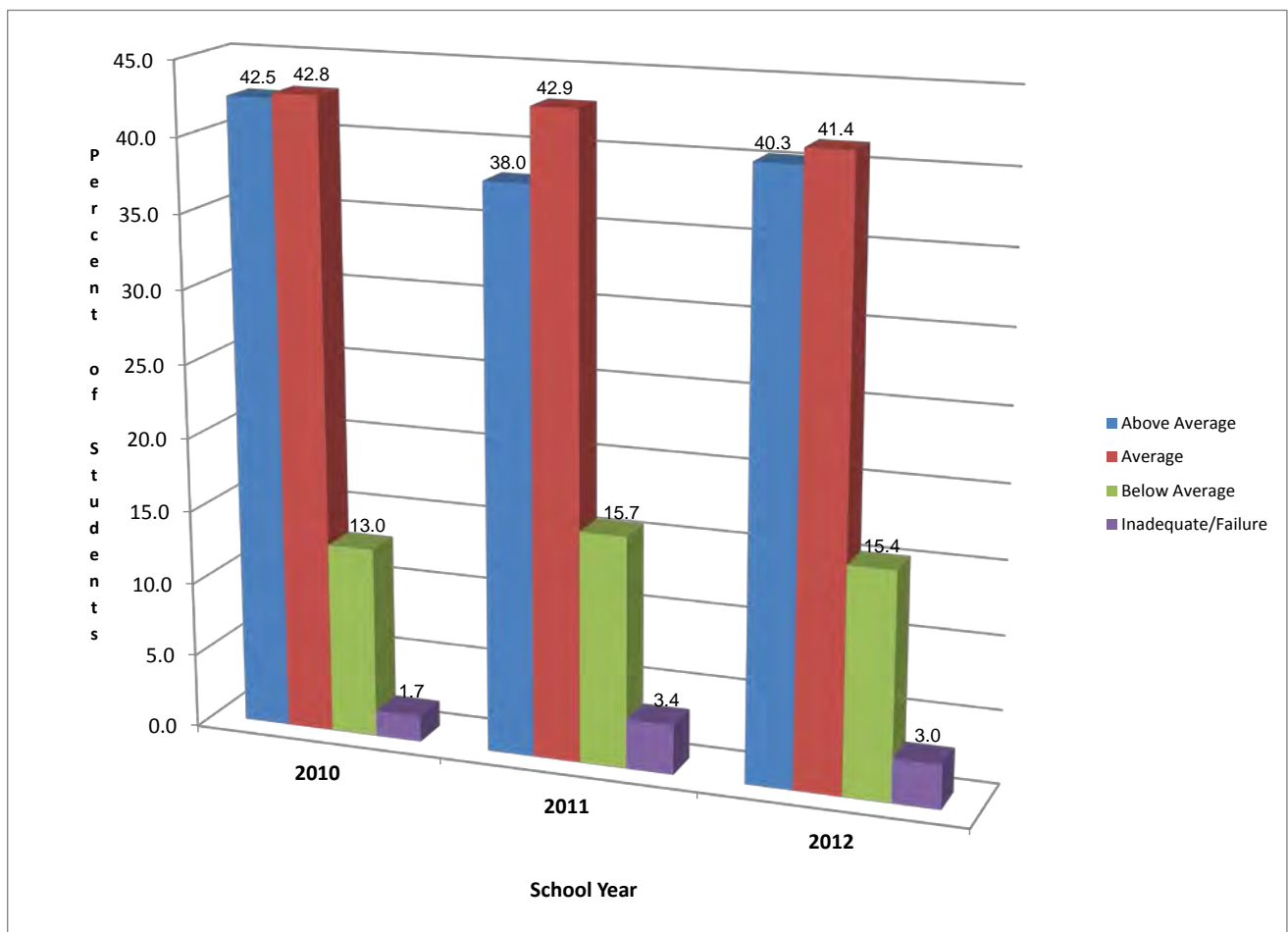
**Chart 2. Performance Levels of 2009 PFA Students in Mathematics, 2010 through 2012**



### C. Performance of 2009 PFA Students in Language Arts in 2010 Through 2012 As Measured by Local Assessments

The performance distribution of 2009 PFA students in language arts is somewhat different from the performance distributions in reading and mathematics where more students were ranked “Average” than “Above Average” (Chart 3). Specifically, during their Kindergarten year, 49% of students were ranked “Average” compared to 39% ranked “Above Average”. Overall, however, an average of 85% of students across the three year period were ranked “Average” or “Above Average” higher than those ranked at the same performance levels in reading (82%).

**Chart 3. Performance Levels of 2009 PFA Students in Language Arts, 2010 through 2012**



### Part III – Performance of Former PFA Students on the Illinois Standards Achievement Tests (ISAT)

One of the indicators demonstrating an enduring effect of PFA programs on the children served, is the latter’s scores and performance levels on the state achievement tests. Numerous research studies demonstrating this and other benefits of early childhood education are cited in the [REL Midwest](#) Research Update Newsletter, Fall 2013, Vol. 2, No. 6. REL Midwest is one of 10 regional educational laboratories funded by the U.S. Department of Education's Institute of Education Sciences (IES) and is administered by American Institutes for Research (AIR)

Thus, this three-year report attempts to present achievement levels of former PFA served students on the 2010, 2011 and 2012 Illinois Standards Achievement Test (ISAT). ISAT is an Illinois statewide assessment that measures the achievement of students in reading and mathematics in grades 3 through 8 and science in grades 4 and 7. The ISAT data used for this report is limited to the performance levels of former PFA students in reading and mathematics at their grades 3 through 8 levels.

The analysis used a cohort of former PFA students (where a data file was created by the previous evaluator of this program) that are in any of the grades 3 through 8 in school year 2009. The reason the cohort is capped at grades 3-8 is because ISAT is only administered to students in grades 3-8.

The cohort consisted of 11,836 students. The data file of this cohort is then matched to the 2010, 2011 and 2012 ISAT data files. The matching process shows the grade distribution shown in Table 9. The arrows direct to the number of students that moved one grade level from their prior year grade level.

**Table 9. Distribution of Cohort of Former PFA Students at Any of Grades 3-8, by Grade and School Year: 2009 Through 2012**

Grade Level	2009	2010	2011	2012
3	4,149			
4	2,155	3,854	6	
5	1,617	2,104	3,777	9
6	1,394	1,582	2,064	3,717
7	1,308	1,356	1,551	2,024
8	1,213	1,273	1,332	1,535
<b>Total</b>	<b>11,836</b>	<b>10,169</b>	<b>8,730</b>	<b>7,285</b>

Basically, Table 9 is indicative of what percentage of students moved to the next grade (promoted). For example, of the 4149 grade 3 students in 2009, 3854 or approximately 93% moved up a grade or were promoted to grade 4 in 2010. Table 9 shows such promotion rates across grades and school years. The average promotion rate of these 11,836 students from 2009 through 2012 is approximately 98% (Table 10.)

**Table 10. Rates of Promotion of Former PFA Students at Any of Grades 3-8, by Grade and School Year: 2009 to 2010 Through 2011 to 2012**

Grade in SY2009 of Former PK	Rates of Promotion to the Next Grade			Percent Average Promoted
	2009 to 2010	2010 to 2011	2011 to 2012	
3	92.9	98.0	98.4	96.4
4	97.6	98.1	98.1	97.9
5	97.8	98.0	99.0	98.3
6	97.3	98.2		
7	97.3			
8				
Overall average promotion rate				<b>97.5</b>

Note: Tables 9 and 10 are a result of matching only ISAT assessment data from 2009 through 2012. It does not include the enrollment information of the children.

## Reading and Math Proficiency

For consistency and purposes of this report, only scores in reading and mathematics of this cohort on the 2010 ISAT through 2012 ISAT are analyzed. Scores are relative to State AYP or Adequate Yearly Progress which was 77.5% in 2010, 85% in 2011, and 92.5% in 2012.

### **A. Proficiency Levels of Former PFA Students on ISAT-Reading and ISAT Math from 2010 to 2012**

Charts 4 and 5 show the percentages of former PFA students that met or exceeded state standards in reading and math as measured by the ISAT from 2010 to 2012. Grade 8 has only one year of data since this is the last grade tested on the ISAT; grade 7 would have two years of ISAT data, while in grades 7 and 8, and the other grades would have three years of ISAT data. Please note that the chart shows tracking of performance of cohort students as they moved up one grade level and took a one grade higher test on the ISAT. For instance, in Chart 4, of the grade 4 students in school year 2010, 66.8% met/exceeded standards in the 2010 ISAT-reading. Of these students promoted to grade 5 (which would have been in school year 2011), 70.1% met/exceeded the standards in 2011 ISAT-reading. Consequently, of these students promoted to grade 6 (which would have been in school year 2012), 78.8% met/exceeded the standards in 2012 ISAT-reading. As shown in Chart 4, across a three-year period, cohort grade 4 and possibly cohort grade 7 moved progressively higher in performance levels in reading (as they move to higher grades) than other grades (cohort grades 5 and 6) where performance levels fluctuate.



**Chart 4. Percentage of Former PFA Students Met/Exceeded Standards in ISAT-Reading, by Grade Cohort: 2010 Through 2012**

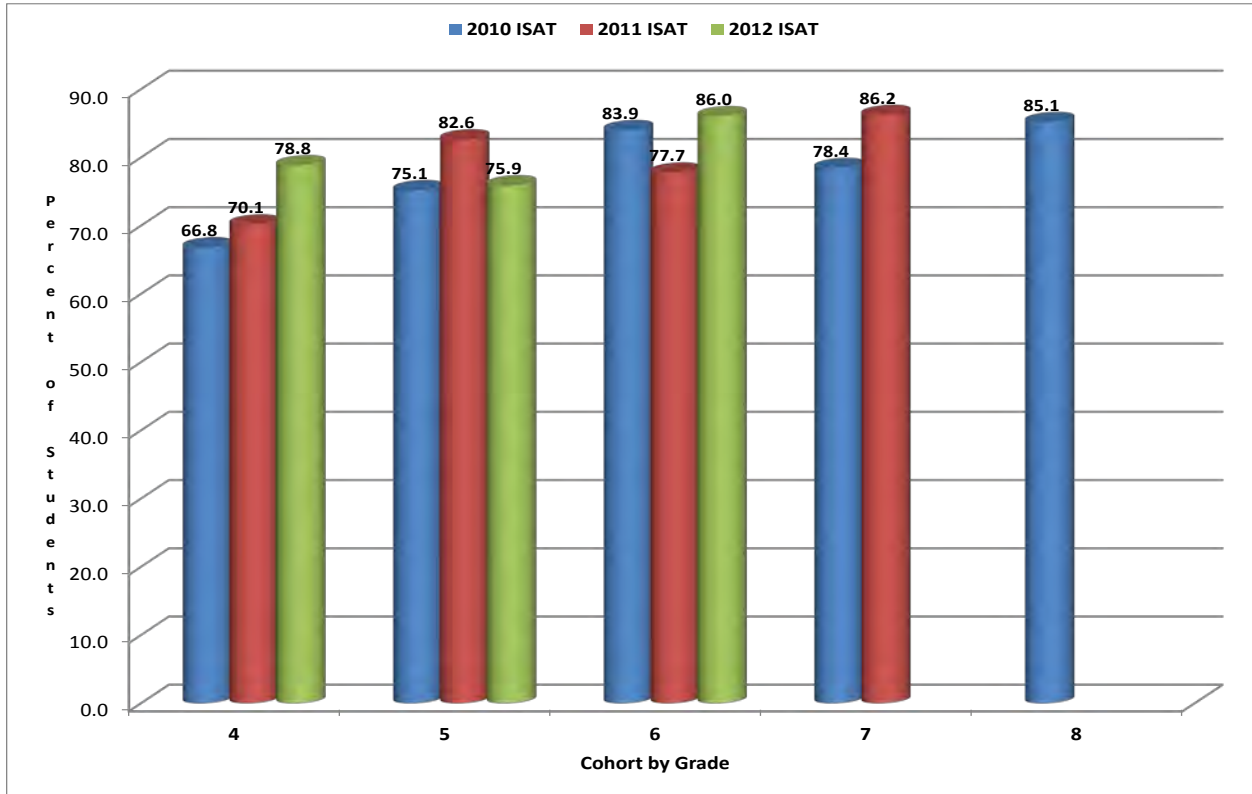
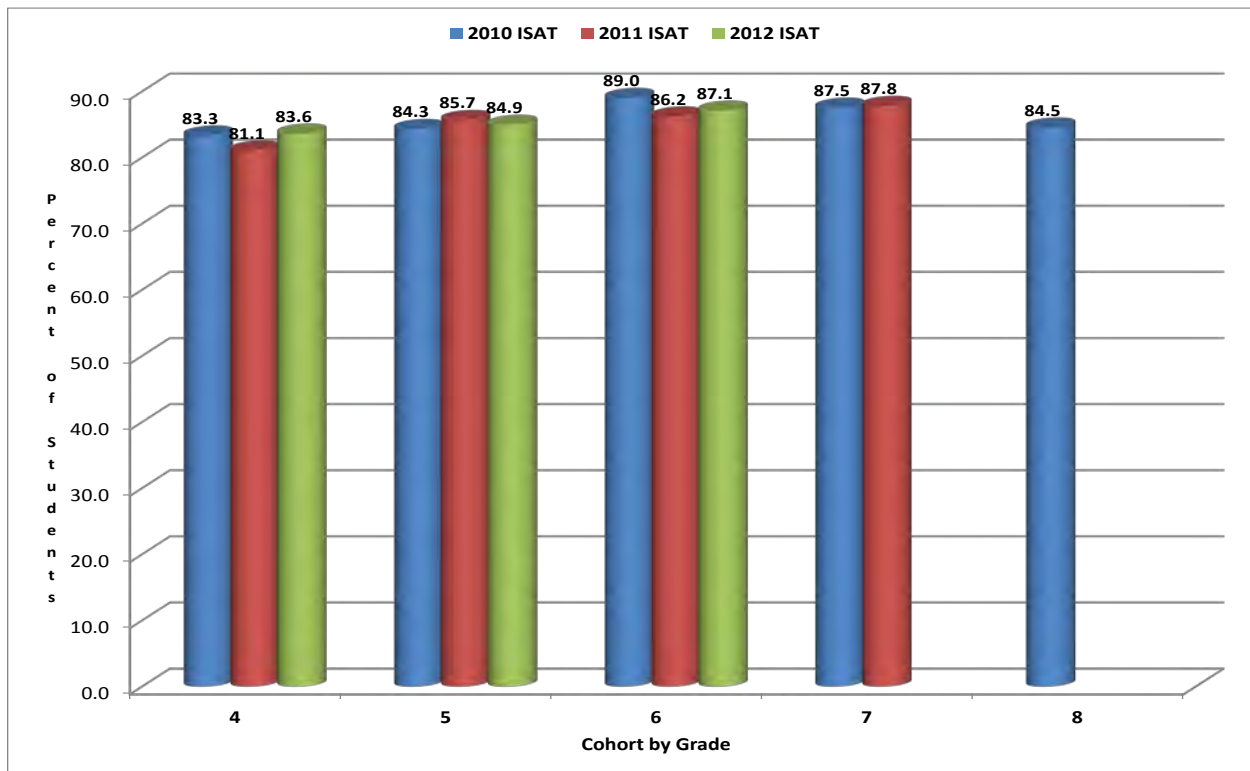


Chart 5 shows the performance levels of former PFA students on the 2010 through 2012 ISAT mathematics. Higher percentages of former PFA students met or exceeded standards in mathematics than they did in reading. Highest performing among cohort grades were grade 6 students in school year 2010 where 89% met/exceeded standards in mathematics.

Former PFA students performed at outstanding levels on the ISAT-mathematics in 2010 and 2011 relative to Illinois AYP criteria. As a group, all grade cohorts surpassed the State criterion for making the Adequate Yearly Progress (AYP) for mathematics in 2010 which was set at 77.5%. In 2011, grades 5, 6, and 7 surpassed the AYP criterion set at 85%.

**Chart 5. Percentage of Former PFA Students Met/Exceeded Standards in ISAT-Mathematics, by Grade Cohort: 2010 Through 2012**



## **B. Change in Scale Scores of Former PFA Students on ISAT-Reading and ISAT Math from 2010 to 2012**

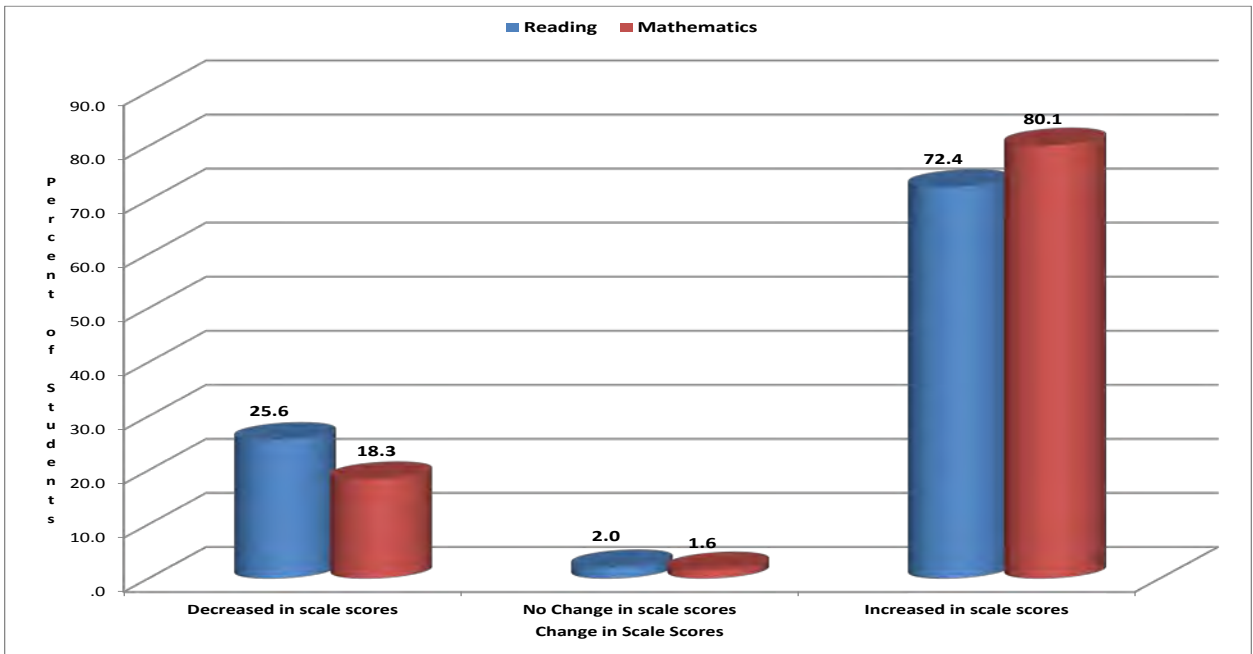
In addition to looking at the proficiency levels of these former PFA students on the ISAT (which ones met/exceeded standards), it would be worth knowing what percentage of students made growth on their scale scores. There is a difference between the two analyses, proficiency levels and scale score growth, in that proficiency levels are based on a range of scores; therefore, a student may not make any growth on their scale scores but remains at the same proficiency level.

In calculating “growth” in ISAT scale scores, students’ scale scores from one year are subtracted from another year. The difference in these scores were then grouped into three categories: “Decreased in scale scores”, “No change in scale scores”, and “Increased in scale scores”. Students who “Increased in scale scores” would be considered having achieved positive growth. Results of “growth” analysis are shown in Charts 6 and 7.

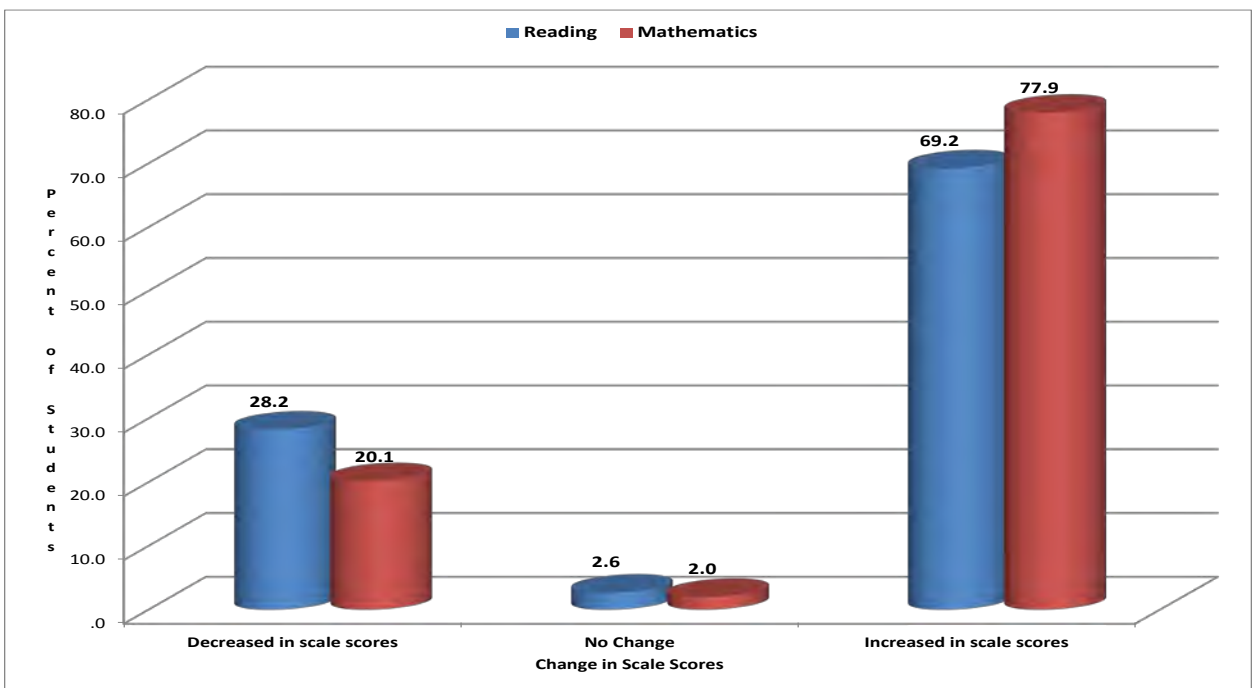
Chart 6 shows changes in scale scores in reading and mathematics between 2010 and 2011. Significantly more students (from the cohort) increased scale scores in both reading and math. In particular, three times and four times as many students increased scale scores than those that decreased scale scores in reading and math, respectively.

Chart 7 shows changes in scale scores in reading and mathematics between 2011 and 2012. Similar to Chart 6, significantly more students are making positive gains as did those making negative gains in both subject areas. While there was an increase in students not making gains between 2012 and 2011, compared to 2011 and 2010, both charts still demonstrate high levels of competencies of former PFA students on the ISAT.

**Chart 6. Change in Scale Scores of Former PFA Students on the ISAT-Reading and ISAT Mathematics, Between 2010 and 2011**



**Chart 7. Change in Scale Scores of Former PFA Students on the ISAT-Reading and ISAT Mathematics, Between 2011 and 2012**



Appendix A

**Performance Levels of Former Preschool for All Students In Reading, Mathematics and Language Arts in their Kindergarten, First, and Second Grades**  
 (Source: 2010 thru 2012 Preschool for All Follow-Up Reports in SIS)

Performance Level	Reading					
	2010		2011		2012	
	Number	Percent	Number	Percent	Number	Percent
Above Average	23,332	43.8	21,577	40.5	21,903	41.1
Average	17,758	33.3	17,384	32.6	18,277	34.3
Below Average	6,484	12.2	7,937	14.9	7,804	14.7
Inadequate/Failure	882	1.7	1,924	3.6	1,595	3.0
Unknown/Records not Available	4,807	9.0	4,441	8.3	3,684	6.9
<b>Total</b>	53,263	100.0	53,263	100.0	53,263	100.0

Performance Level	Mathematics					
	2010		2011		2012	
	Number	Percent	Number	Percent	Number	Percent
Above Average	23,091	43.4	21,622	40.6	21,560	40.5
Average	18,117	34.0	19,109	35.9	19,997	37.5
Below Average	4,968	9.3	6,020	11.3	6,563	12.3
Inadequate/Failure	751	1.4	1,496	2.8	1,440	2.7
Unknown/Records not Available	6,336	11.9	5,016	9.4	3,703	7.0
<b>Total</b>	53,263	100.0	53,263	100.0	53,263	100.0

Performance Level	Language Arts					
	2010		2011		2012	
	Number	Percent	Number	Percent	Number	Percent
Above Average	20,641	38.8	18,341	34.4	19,937	37.4
Average	20,215	38.0	20,368	38.2	20,178	37.9
Below Average	6,065	11.4	7,361	13.8	7,350	13.8
Inadequate/Failure	805	1.5	1,589	3.0	1,449	2.7
Unknown/Records not Available	5,537	10.4	5,604	10.5	4,349	8.2
<b>Total</b>	53,263	100.0	53,263	100.0	53,263	100.0

## Appendix B

### **Early Childhood Care and Education Position Statement Adopted January 20, 2000**

The State Board of Education believes that the educational development and success of all Illinois children can be significantly enhanced when children participate in early childhood programs and services.

For the purposes of this position statement, early childhood is defined as the period in a child's life from birth through eight years of age. Appropriate early childhood programs, practices and services are defined as those which:

- are founded on research-based knowledge about child development;
- promote the child's emotional, physical, mental and social well-being; and
- Support nurturing families.

The Illinois State Board of Education is actively committed to develop, deliver and support early childhood programs, practices and services that will enable all children to be successful students and responsible citizens. The State Board will give particular attention to the following actions:

- 1) Emphasize the need for high-quality early experiences that reflect research and knowledge on program quality and outcomes across the developmental period of birth through eight.
- 2) Encourage Illinois public schools to create coherent early learning systems that minimize major transitions for children and provide stable, consistent educational experiences for young children, ages three through eight years.
- 3) Make prekindergarten programs available for all Illinois children identified as at risk of academic failure and actively seek their participation. Support the provision of full-day prekindergarten for at-risk students who need additional educational experiences.
- 4) Support the availability of full-day kindergarten programs for all Illinois children.
- 5) Collaborate with families and relevant social service providers to provide early identification of and response to educational risk factors among children from birth through three years of age.
- 6) Collaborate with families, community organizations, child care organizations, Head Start and other state agencies to meet the physical, mental, social and emotional needs of young children, including their physical care and protection; share resources, services and accountability.
- 7) Emphasize the quality of instructional staff and leadership for early child hood programs in Illinois.

