



Illinois State Board of Education

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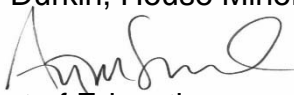
James T. Meeks
Chairman

Tony Smith, Ph.D.
State Superintendent of Education

December 15, 2016

MEMORANDUM

TO: The Honorable John J. Cullerton, Senate President
The Honorable Christine Radogno, Senate Minority Leader
The Honorable Michael J. Madigan, Speaker of the House
The Honorable Jim Durkin, House Minority Leader

FROM: Tony Smith, Ph.D. 
State Superintendent of Education

SUBJECT: FY 2013 through FY 2015 Preschool for All (PFA) Triennial Report

The Illinois State Board of Education (ISBE) respectfully submits this three year, FY 2013 through FY 2015 Preschool for All (PFA) report to the General Assembly in fulfillment of 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 the Partnership for Assessment of Readiness for College and Career (PARCC) assessment.

If you have any questions regarding this report, please contact Cindy Zumwalt, Division Administrator, Early Childhood Division, at (217) 524-4835.

Enclosure

Cc: The Honorable Bruce Rauner, Governor
Tim Anderson, Secretary of the Senate
Tim Mapes, Clerk of the House
Legislative Research Unit
State Government Report Center



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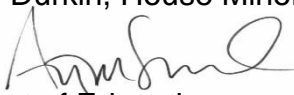
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Illinois **PRESCHOOL FOR ALL**

**EARLY CHILDHOOD BLOCK GRANT PROGRAM
FOR CHILDREN AGES 3 TO 5**

**TRIENNIAL REPORT
FISCAL YEARS 2013, 2014, and 2015**

**ILLINOIS STATE BOARD OF EDUCATION
NOVEMBER 2016**

**James T. Meeks, Chairman
Illinois State Board of Education**

**Tony Smith, Ph.D.
State Superintendent**

FOREWORD

This three-year Preschool for All (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 the Partnership for Assessment of Readiness for College and Career (PARCC) assessment. For more information, contact Jenna Chapman of the ISBE Center for Performance at (312) 814-7217 or jchapman@isbe.net.



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.”

This report is limited to responding to reporting requirements 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 Preschool for All (PFA) programs in fiscal years 2013, 2014, and 2015.
2. Program evaluation data from the ExceleRate Illinois Quality Rating and Improvement System (QRIS).
3. Follow-up of performance of a cohort of PFA students on the 2015 PARCC assessment.

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 children most at risk of academic failure, further complicating the identification of a similar comparison group.

EXECUTIVE SUMMARY

In **FY 2013**, Preschool for All funded **463 programs** serving **75,447 children**. Of the 170 programs evaluated for the ExceleRate program, **136** were rated in the **Gold Circle of Quality**.

Of the children served,

- 61%** were identified as members of **racial/ethnic minority** populations;
- 59%** were eligible for **free or reduced-price lunches**;
- 18%** were **English language learners**; and
- 2%** were **homeless**.

(Data Tables sec. C)

In **FY 2014**, Preschool for All funded **463 programs** serving **75,231 children**. Of the 213 programs evaluated for the ExceleRate program, **168** were rated in the **Gold Circle of Quality**.

Of the children served,

- 62%** were identified as members of **racial/ethnic minority** populations;
- 59%** were eligible for **free or reduced-price lunches**;
- 21%** were **English language learners**; and
- 2%** were **homeless**.

(Data Tables sec. C)

In **FY 2015**, Preschool for All funded **457 programs** serving **75,154 children**. Of the 252 programs evaluated for the ExceleRate program, **160** were rated in the **Gold Circle of Quality***.

Of the children served,

- 62%** were identified as members of **racial/ethnic minority** populations;
- 63%** were eligible for **free or reduced-price lunches**;
- 23%** were **English language learners**; and
- 2%** were **homeless**.

(Data Tables sec. C)

Overall funding for Preschool for All programs decreased over three years, from approximately \$241,000,000 in FY 2013 to approximately \$237,500,000 in FY 2015.

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INTRODUCTION

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 3 to 5 years of age. Other eligible entities have been able to receive the grant since FY 2004. 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*) The Preschool for All Program has received funds since FY 2007. Children who are at risk are eligible under this grant. Also, children can 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 to determine program eligibility. No single uniform eligibility standard or screening system is applied to all age-appropriate populations. Program eligibility is based on local needs; therefore, the characteristics and services of the programs vary according to the needs of the participants.

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

ISBE Web Application Security (IWAS)

Funded programs must use IWAS to access the Student Information System and electronic Grants Management System databases. ISBE has designed data collection instruments in response to the reporting requirements.

- **Student Information System (SIS)**

SIS is a statewide data system developed by ISBE and the IBM Corp. All students are assigned a unique identification number through this system. The use of individual student records will:

- Increase the state's capacity to follow a student's progress over time;
- Improve data quality to support more well-informed policy decisions, resulting in enhanced educational opportunities for all children;
- Reduce the data collection burden on schools and districts; and
- Enhance the use and relevance of state data by districts and schools.

- **Electronic Grants Management System (eGMS)**

The eGMS was developed in FY 2005 with the goals of reducing grant preparation time for local education agencies, improving data quality and communications, standardizing ISBE grant applications, and improving efficiency of the grant review and approval processes. It contains financial, enrollment, and directory information.

Illinois Early Childhood Asset Map (IECAM) project at the University of Illinois

Poverty data for the map on page 12 was provided by IECAM, which was originally sourced from 2014 U.S. Census estimates.

ExceleRate Illinois - <http://www.excelebrateillinois.com>

ECERS-R evaluation and ISBE compliance checklist data for PFA program evaluations are collected by National Louis University and provided to ISBE for rating calculation. Ratings are calculated per the definitions stipulated in the ExceleRate Illinois Circles of Quality chart (see page 13). The calculated awards are then provided to the Illinois Network of Child Care Resource and Referral Agencies, which populates the ExceleRate Illinois website. Award levels of PFA programs are queriable from their website.

DATA LIMITATIONS

This report will include the data uploaded into SIS and ExceleRate program data.

- As of FY 2012, all information (including program and participant information) is submitted to ISBE by individual PFA programs via IWAS, as described in the previous section of this report.
- Students enrolled in SIS at the prekindergarten grade level are not inherently participants in the PFA program. Prekindergarten enrollment records are only considered PFA enrollment records if the entity in the enrollment record is listed in eGMS as a funded PFA program.
- In FY 2009, prekindergarten data began to be collected in such a way as would allow for following prekindergarten students' progression through the public K-12 system, otherwise known as longitudinal analysis. FY 2009 and FY2010 were transition years, and the quality of the data from these years is not suitable for analyzing subsequent state assessment performance from the 2009 and 2010 cohorts.
- In FY 2015, Illinois ceased using the Illinois Standard Achievements Test (ISAT) for students in grades 3, 4, 5, 6, and 8, and instead began to use the PARCC test for statewide student assessment. Reported FY 2015 PARCC scores may be reflective of this transition, and the related changes in classroom preparation that would naturally accompany it.
- When a student is identified as "homeless" in SIS, the program that the student is enrolled in is required to respond to additional data element fields within the system. This occurs relatively infrequently; as such, the extra fields are often unfamiliar to program staff and can be difficult to understand. The "homeless" fields may not be filled in completely due to their complex nature; thus, the data on homelessness presented in this report may not be a complete representation of the homeless PFA population. ISBE is working to improve the process of identifying students as homeless and the subsequent collection of data representing these students.

DATA TABLES

all data represent statewide populations unless otherwise specified

A. STUDENT DEMOGRAPHICS

TABLE 1: Number and percentage of PFA students served, by race/ethnic background

Race/Ethnicity	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
Am. Ind./AK Nat	248	0.3%	321	0.4%	173	0.2%
Asian	2,204	2.9%	2,433	3.2%	2,524	3.4%
Black/Afr. Amer.	17,488	23.2%	16,807	22.3%	17,074	22.7%
Hispanic/Latino	23,220	30.8%	23,641	31.4%	23,385	31.1%
White	29,038	38.5%	28,642	38.1%	28,851	38.4%
Native HI/Pac. Isl	75	0.1%	112	0.1%	89	0.1%
Two or more	3,185	4.2%	3,275	4.4%	3,058	4.1%
Total	75,458		75,231		75,154	

TABLE 2: Number and percentage of PFA students served, by gender

Gender	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
Female	35,993	47.7%	36,112	48.0%	35,889	47.8%
Male	39,465	52.3%	39,119	52.0%	39,265	52.2%
Total	75,458		75,231		75,154	

TABLE 3: Number and percentage of PFA students served, by homeless status

Homeless Status	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
Homeless	1,670	2.2%	1,663	2.2%	1,366	1.8%
Not homeless	73,777	97.8%	73,568	97.8%	73,788	98.2%
Total	75,458		75,231		75,154	

TABLE 4: Number and percentage of PFA students served, eligible for free or reduced-price lunch (FRL)

FRL Eligibility	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
FRL	44,509	59.0%	44,608	59.3%	47,325	63.0%
Not FRL	30,938	41.0%	30,623	40.7%	27,829	37.0%
Total	75,458		75,231		75,154	

TABLE 5: Number and percentage of PFA students served with an Individualized Education Plan (IEP)

IEP Status	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
Has IEP	11,037	14.6%	11,698	15.5%	11,819	15.7%
No IEP	64,410	85.4%	63,533	84.5%	63,335	84.3%
Total	75,458		75,231		75,154	

DATA TABLES

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TABLE 6: Number and percentage of PFA students served with limited English proficiency (LEP)

LEP Status	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
LEP	13,235	17.5%	15,922	21.2%	16,964	22.6%
Not LEP	62,212	82.5%	59,309	78.8%	58,190	77.4%
Total	75,458		75,231		75,154	

TABLE 7: Number and percentage of PFA students served meeting PFA at-risk criteria*

PFA At-Risk Status	FY13		FY14		FY15	
	Count	Percent	Count	Percent	Count	Percent
Met criteria	64,685	85.7%	61,089	81.2%	70,047	93.2%
Did not meet criteria	10,762	14.3%	14,142	18.8%	5,107	6.8%
Total	75,458		75,231		75,154	

* 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.)

B. PROGRAM FUNDING & GEOGRAPHICAL DISTRIBUTION

TABLE 8: Program-level data, statewide and downstate (all programs excluding Chicago Public Schools)

	FY13		FY14		FY15	
	Statewide	Downstate	Statewide	Downstate	Statewide	Downstate
Funded entities	463	462	463	462	457	456
Students served	75,458	56,317	75,231	54,349	75,154	55,487
Total funding	\$241,161,135	\$158,073,675	\$238,037,277	\$157,216,277	\$237,533,198	\$154,314,267
Cost per student	\$3,448	\$2,260	\$3,164	\$2,893	\$3,162	\$2,781

DATA TABLES

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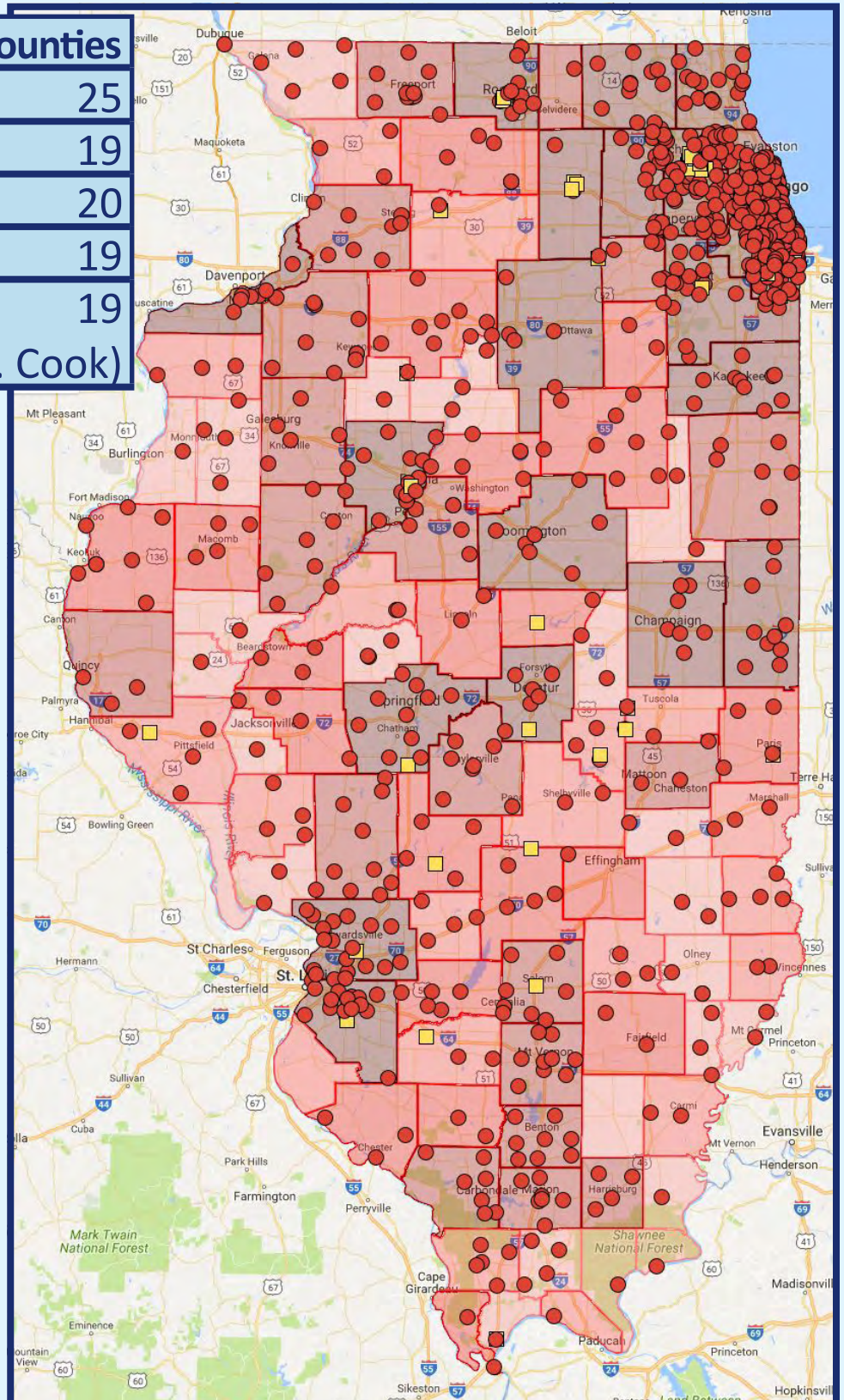
TABLE 9 & FIGURE 1: Current, former PFA sites and number of children ages 0-5 living below 100% of the Federal Poverty Level by county*

# of children	# of counties
30-189	25
190-359	19
360-574	20
575-1,499	19
1,500-100,000+	19 (incl. Cook)

Research shows that poverty, when present at an early age, can contribute to a child's future academic stagnation. In addition to correlating with lower academic achievement, poverty is more likely to be present in the lives of children with multiple other risk factors (e.g, single-parent household, primary home language other than English). (Rathbun, Walston & West, 2005)

In the State of Illinois, **more than 200,000 children** age 5 and under live at or below the 100 percent Federal Poverty Level, or **almost a quarter (22.9 percent)** of children age 5 and under statewide. Cook County accounts for almost half of these children, with **more than 100,000 children** age 5 and under living at or below the 100 percent Federal Poverty Level (about **47 percent** of the statewide total). (Data represent most recent year publicly available: FY 2014)

** Red circles indicate current PFA sites as of EOY FY 2015; yellow squares indicate sites that have ceased actively serving PFA students between FY 2012 and FY 2015.*



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C. PROGRAM EVALUATION

Preschool for All began to participate in the ExceleRate Illinois Quality Rating and Improvement System (QRIS) in FY 2012. PFA programs are set to be monitored once every three years, and every PFA program will be monitored at least once within a three-year cycle. Programs that receive ISBE coaching services may be monitored more than once in a given cycle.

ISBE PFA programs are rated for quality based upon the **Early Childhood Environment Rating Scale (ECERS-R)** metric, as well as their score on certain items of the **ISBE PFA Compliance Checklist** (beginning FY 2015). From these metrics, the evaluated program is determined to fall into one of three Circles of Quality - **Gold, Silver, or Bronze**.

- **ExceleRate Circles of Quality:** <http://www.exceletrateillinoisproviders.com/docman/resources/2-gold-exceletrate-illinois-chart>
- **ISBE PFA Compliance Checklist:** <http://isbe.net/earlychi/preschool/ecbg3-5-compliance-checklist.docx>
- **ECERS-R:** http://isbe.net/earlychi/pdf/ecers_presentation.pdf

TABLE 10: Number and percentage of PFA sites monitored per year, by award level (excludes CPS)

Circle of Quality	FY13		FY14		FY15 [^]	
	Count	Percent	Count	Percent	Count	Percent
Gold	136	80.0%	168	78.9%	160 [^]	63.5%
Silver	34	20.0%	45	21.1%	87 [^]	34.5%
Bronze	0*	0.0%	0*	0.0%	5* [^]	2.0%
Total	170		213		252 [^]	

* The first ExceleRate monitoring cycle was from FY 2012 through FY 2014. During this “pilot” cycle, sites that were awarded the Bronze Circle of Quality were referred to coaching and given a chance to improve their award level before the end of the cycle, so programs could adjust to the evaluation process. Though ISBE and the Illinois Resource Center continue to coach Bronze awardees, any sites awarded the Bronze Circle of Quality after the first cycle were reported as such.

[^] The PFA Compliance Checklist was factored into award levels beginning in the second three-year cycle (FY 2015). This addition of criteria impacted award levels.

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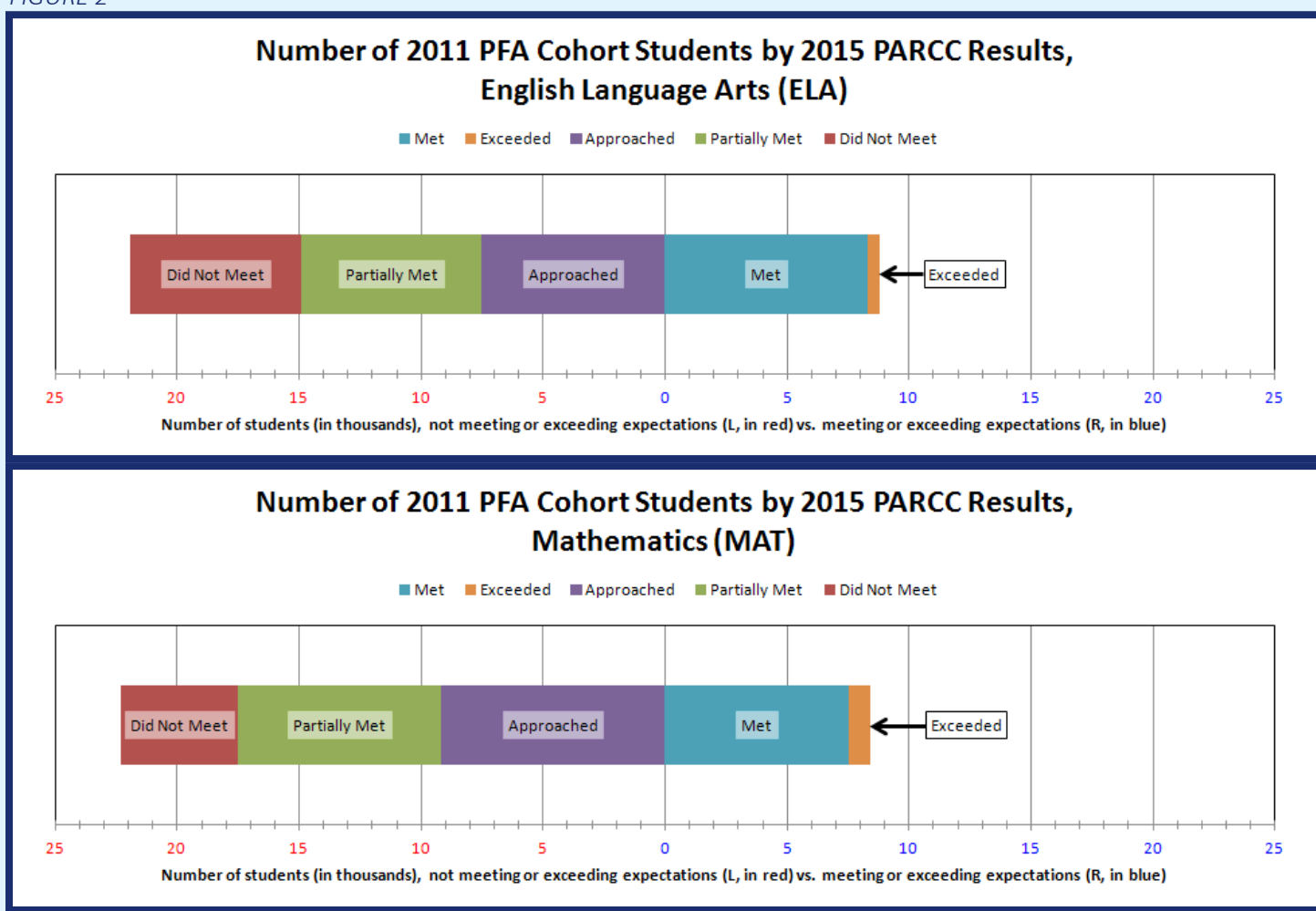
D. COHORT PERFORMANCE

Scores and performance levels on state achievement tests are one way of measuring the enduring effect of PFA services on those children served. Numerous research studies demonstrating this and other benefits of early childhood education are cited in the Regional Education Laboratory (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 and is administered by American Institutes for Research.

Due to changes in data collection procedure and state testing (see **Data Limitations**, page 9), the data presented below reflect the performance of FY 2011's PFA cohort on the 2015 PARCC assessment. PARCC is an Illinois statewide assessment that measures the achievement of students in English language arts (ELA) and mathematics in grades 3 through 8. PARCC began implementation in Illinois in 2015. The PARCC data used for this report is limited to the performance levels of former PFA students in ELA and mathematics at the grades possible within the limitations of the data and the scope of this report - grades 3 and 4.

The resultant cohort of 2011 PFA students with matching 2015 PARCC records consisted of 31,315 students, though not every student had completed scores for both ELA and mathematics. The tables below illustrate their performance by subject (ELA or mathematics) and by score level ("did not meet expectations" through "exceeded expectations").

FIGURE 2



DATA TABLES

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TABLE 11: Number and percentage of PFA FY 2011 cohort by performance level on the FY 2015 PARCC test and subject of test

Performance level	English Language Arts (ELA)		Mathematics (MAT)	
	Count	Percent	Count	Percent
<i>Did not meet</i>	7,039	22.9%	4,789	15.6%
<i>Partially met</i>	7,361	24.0%	8,345	27.2%
<i>Approached</i>	7,535	24.5%	9,179	29.9%
<i>Met</i>	8,282	27.0%	7,517	24.5%
<i>Exceeded</i>	512	1.7%	891	2.9%
Total	30,729		30,721	

FIGURE 3

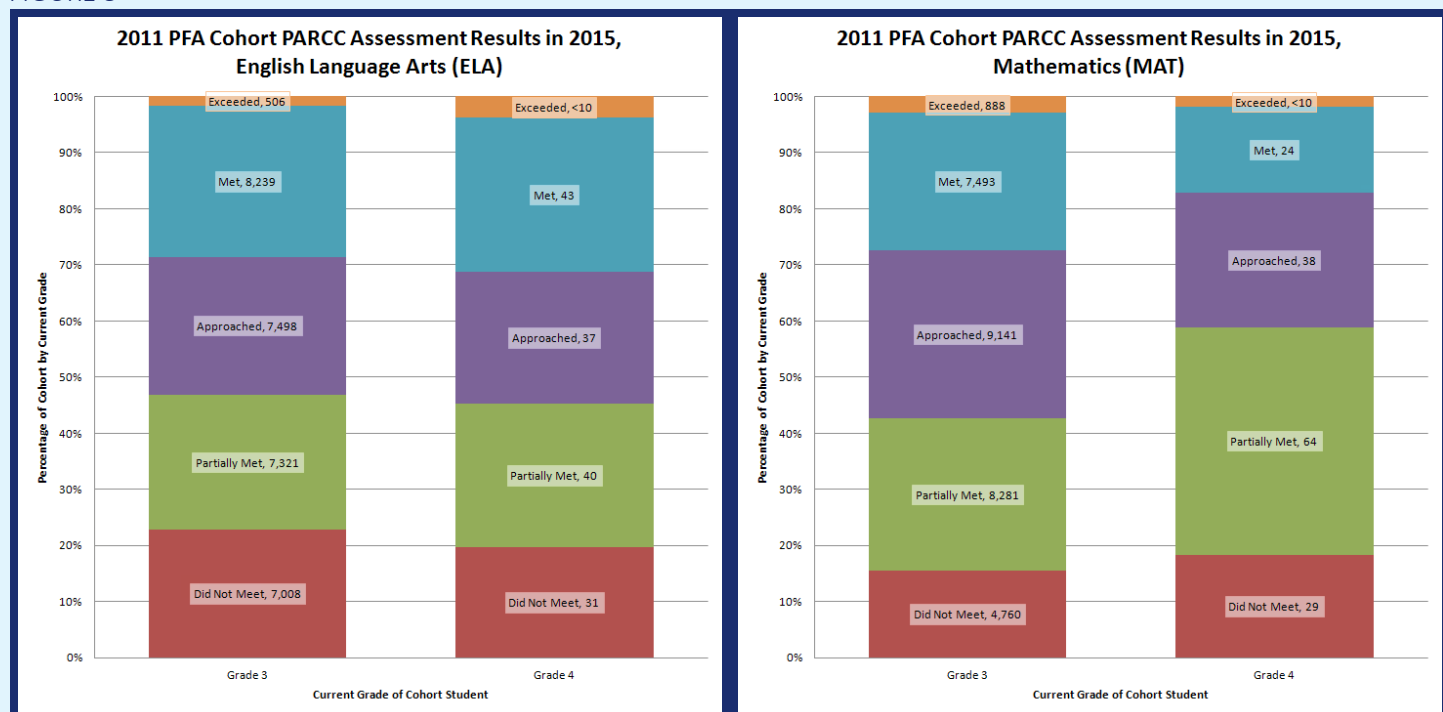


TABLE 12: Number and percentage of PFA FY 2011 cohort by performance level on the FY 2015 PARCC test, subject of test, and grade level at time of test administration

Performance level	English Language Arts (ELA)				Mathematics (MAT)			
	Grade 3		Grade 4		Grade 3		Grade 4	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
<i>Did not meet</i>	7,008	22.9%	31	19.7%	4,760	15.6%	29	18.4%
<i>Partially met</i>	7,321	23.9%	40	25.5%	8,281	27.1%	64	40.5%
<i>Approached</i>	7,498	24.5%	37	23.6%	9,141	29.9%	38	24.1%
<i>Met</i>	8,239	26.9%	43	27.4%	7,493	24.5%	24	15.2%
<i>Exceeded</i>	506	1.7%	<10*	3.8%	888	2.9%	<10*	1.9%
Total	30,572		157		30,563		158	

*Cells that represent fewer than 10 students are redacted per ISBE policy.

ADDITIONAL RESOURCES

ISBE Student Information System data elements

http://www.isbe.net/sis/html/data_elements.htm

ISBE Early Childhood 0-3 Prevention Initiative and Preschool for All Programs reporting webpage

http://www.isbe.net/research/htmls/pfa_prev_init.htm

ISBE PARCC assessment information

<http://www.isbe.net/assessment/parcc.htm>

Request for Proposals (RFP): Preschool for All (FY 2012)

http://www.isbe.net/earlychi/pdf/ecbg_3-5_rfp12_intent.pdf

RFP: Preschool for All (FY 2017)

<http://www.isbe.net/earlychi/preschool/pfa-expansion-3-5-rfp-fy17.pdf>

Preschool for All Implementation Manual

<http://www.isbe.net/earlychi/preschool/pfa-implementation-manual/pfa-imp-manual-0216.pdf>

IECAM - University of Illinois Early Childhood Asset Map

<http://iecam.illinois.edu>

ExceleRate Illinois

<http://www.excelerateillinois.com>

ExceleRate Illinois for Providers

<http://www.excelerateillinoisproviders.com>

Illinois Early Learning and Development Standards (IELDS)

http://www.isbe.net/earlychi/pdf/early_learning_standards.pdf

ISBE Early Childhood Block Grant 3-5 Compliance Checklist

<http://www.isbe.net/earlychi/preschool/ecbg3-5-compliance-checklist-fy17.docx>

Early Childhood Environment Rating Scale (ECERS)

http://www.isbe.net/earlychi/pdf/ecers_presentation.pdf

Rathbun, A., West, J., & Walston, J. (2005, April 15). **Relationships between Family Risks and Children's Reading and Mathematics Growth from Kindergarten through Third Grade**. ERIC.

Retrieved from <http://files.eric.ed.gov/fulltext/ED490454.pdf>



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