



illinois
action for
children

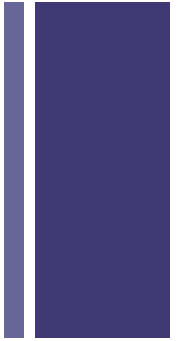
Is ISBE PreK Funding Distributed Equitably? Presentation to IAC

Initial Analysis—not for sharing

*Illinois Action for Children,
December 4, 2018*



Preschool for All Context



- Stated goal in legislation is to ultimately attain universal access, but to grow the program by serving “at-risk” children first
- Early Learning Council has clarified the objective of ensuring that resources fully meet the needs of children with highest needs first, before expanding access to less-at-risk children
 - PFAE Model was designed to allow grantees to provide more intensive and comprehensive services to children in priority populations
- Challenge: “At-risk” is not clearly defined, and local districts can use very different definitions



History



- Pre-Kindergarten At-Risk and Preschool for All have both always been grant funded programs
- Legislation and rules lead to cumbersome application process that only partially prioritizes level of need in community
 - Presence or absence of Head Start services in community not uniformly taken into account in awarding of funding/slots
 - “Need” is determined based on narrative submitted by applicant, and reviewers have widely varying interpretations
- No guidance for communities on number of slots they should be aiming to provide
- No mechanism in awarding process for looking across district-administered and community-based slots to see how total need is being addressed
- Amount of funding per slot varies widely, based on what is requested



Progress towards access to publicly funded preschool



- At the state level in FY 17, the overall ratio of PFA & HS slots to children ages 3 & 4 under 200% FPL was approximately .8
 - OUTSIDE of Chicago that ratio was .73
 - This calculation does not account for duplication of PFA and HS slots. Outside Chicago in FY17, we estimate fewer than 5% of slots were funded by both funding streams
- After FY 19 re-competition, there are enough funded slots to serve 81.4% OUTSIDE Chicago
 - There is definitely an uptick in number of dually PFA & HS funded slots with the re-competition, but still under 10% of those outside Chicago
- Funding per slot remains a challenge
 - Only 12% of slots outside of Chicago are PFAE
- Child Care and PreK remain almost entirely separate systems
 - FY19 RE-competition made progress, but still only about 12% slots in CBOs



Goal of Project



- Better understand the patterns of access to publicly funded preschool by geographic region
 - We are using Elementary and Unit School District boundaries as our “regions”
- Better understand how levels of access relate to the characteristics of communities (e.g., concentration of need, racial/ethnic makeup, urban/rural)
- Better understand how the funding distributed to communities relates to those communities characteristics
- Analyze the degree to which the FY19 re-competition moved the system toward greater equity in distribution of slots and funding



Where we are in our process



- Started with FY17 data as baseline
 - We have final data about where all of the slots were actually located, full amount expended, etc.
 - For FY18—we are still waiting for more detailed data to assign slots from several multi-area grantees to specific geographies
- Have done several analyses and tested different approaches
- Purpose for today:
 - Share what we've seen thus far
 - Gain consensus on assumptions, definitions and approaches
 - Gather input on how to use the findings



Why geography, and why by district?



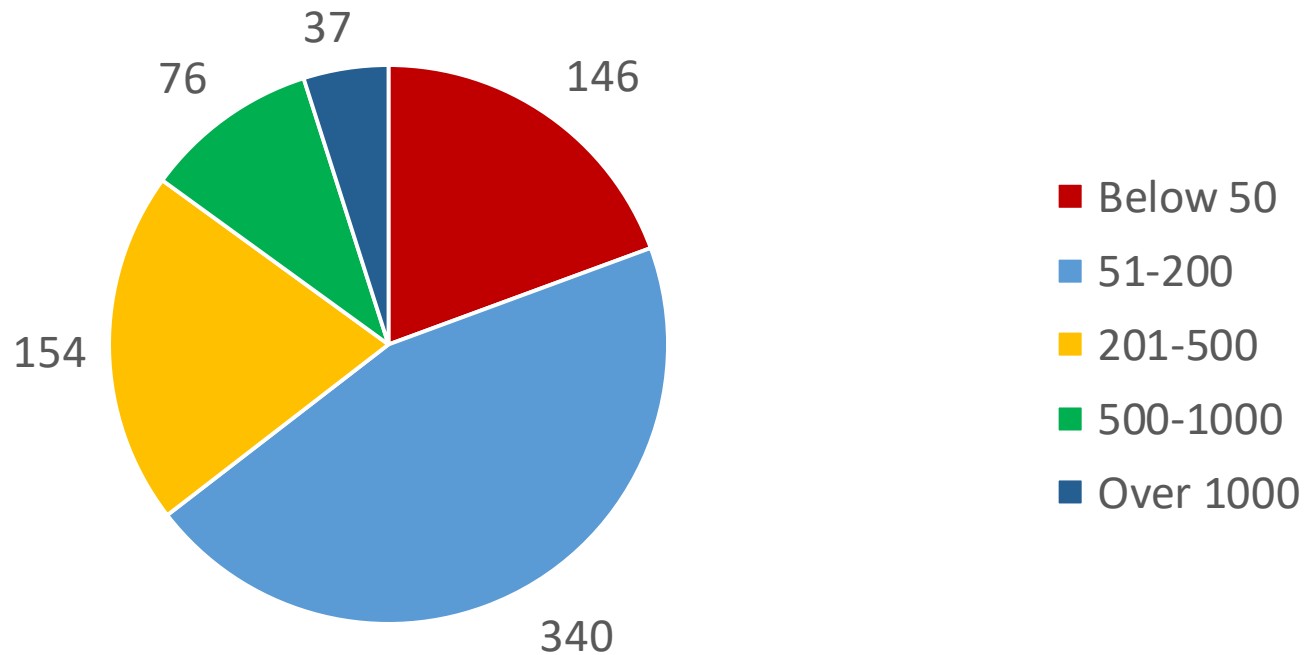
- 80% of slots are controlled by school districts, and few districts will allow children who live outside of their district to attend their program
- Children's access depends on program being close enough to attend
- Easy to understand
- At school district level, in most cases can highlight well the areas of concentrated need (far better than county level)



A few notes about districts in IL: There are a lot of small districts...



School Districts by Number of Children Enrolled in
K + 1st Grade

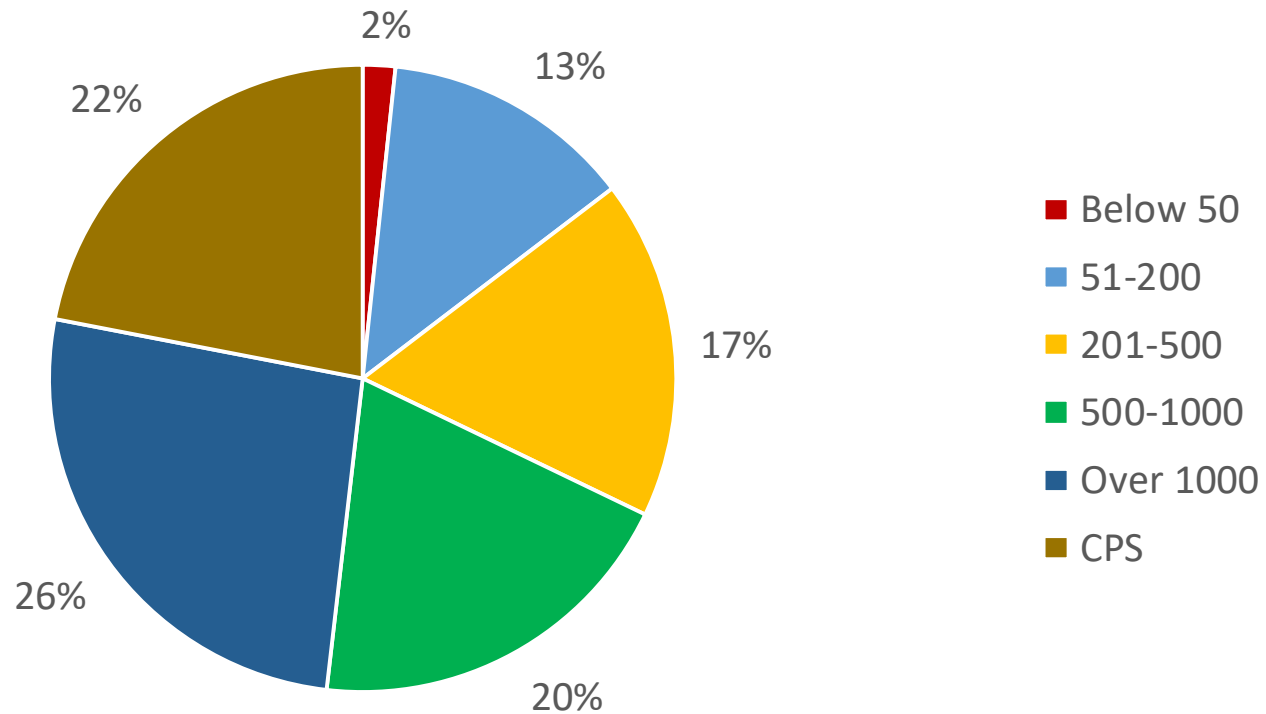




...but most children live in larger districts

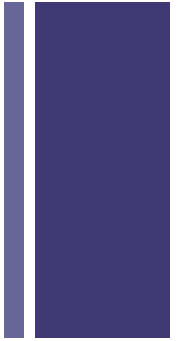


Children Ages 3 & 4 Living in Districts by District Size





Assumptions & Approach



- Goal is that for a child of a given level of need, access to a slot in different school districts should be at least roughly equal
 - Except that access perhaps should be higher in areas with more concentrated need
- Assume that variation in cost per child is expected, but should relate in some way to level of need for more intensive/comprehensive services and/or other cost drivers
- Have done analyses with and without adding in Head Start slots
 - Would like input on how to think about the Head Start slots and funds
- We are using family income below 200% FPL as a proxy for risk
 - Well substantiated by literature
 - Some children below 200% FPL are really not at risk, some over are, but overall it likely balances out
 - We are not using this as a proposed eligibility factor, but rather as a tool for estimating need in a given geography



Assumptions & Approach



- Goal is that for a child of a given level of need, access to a slot in different school districts should be at least roughly equal across the state
 - Except that access perhaps should be higher in areas with more concentrated need
- Assume that variation in cost per child is expected, but should relate in some way to level of need for more intensive/comprehensive services and/or other cost drivers
- Have done analyses with and without adding in Head Start slots
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 - We are not using this as a proposed eligibility factor, but rather as a tool for estimating need in a given geography
- Note: In the presentation, “ISBE PreK” refers to the total of PFA and PFAE



Policy Questions



- Is there significant variation in the distribution of ISBE PreK awards across IL regions (i.e., school district boundaries)?
- To what extent is the variation that exists justified by differences in need across the regions?
- How closely does the actual distribution of resources (funds and slots) match our expressed goals and priorities?

+ Data Sources

- ISBE PreK (PFA & PFAE) funding & slot, FY17 – non-SDs geocoded by site.
- ISBE Report Card Demographic Data (race / ethnicity)
- 2016 American Community Survey (children by age & poverty levels)
- 2017 Head Start Slot Site Data, IECAM
- Regional Price Adjustor (from K-12 Evidence-Based Funding Model)



+ **Equity Indicators**

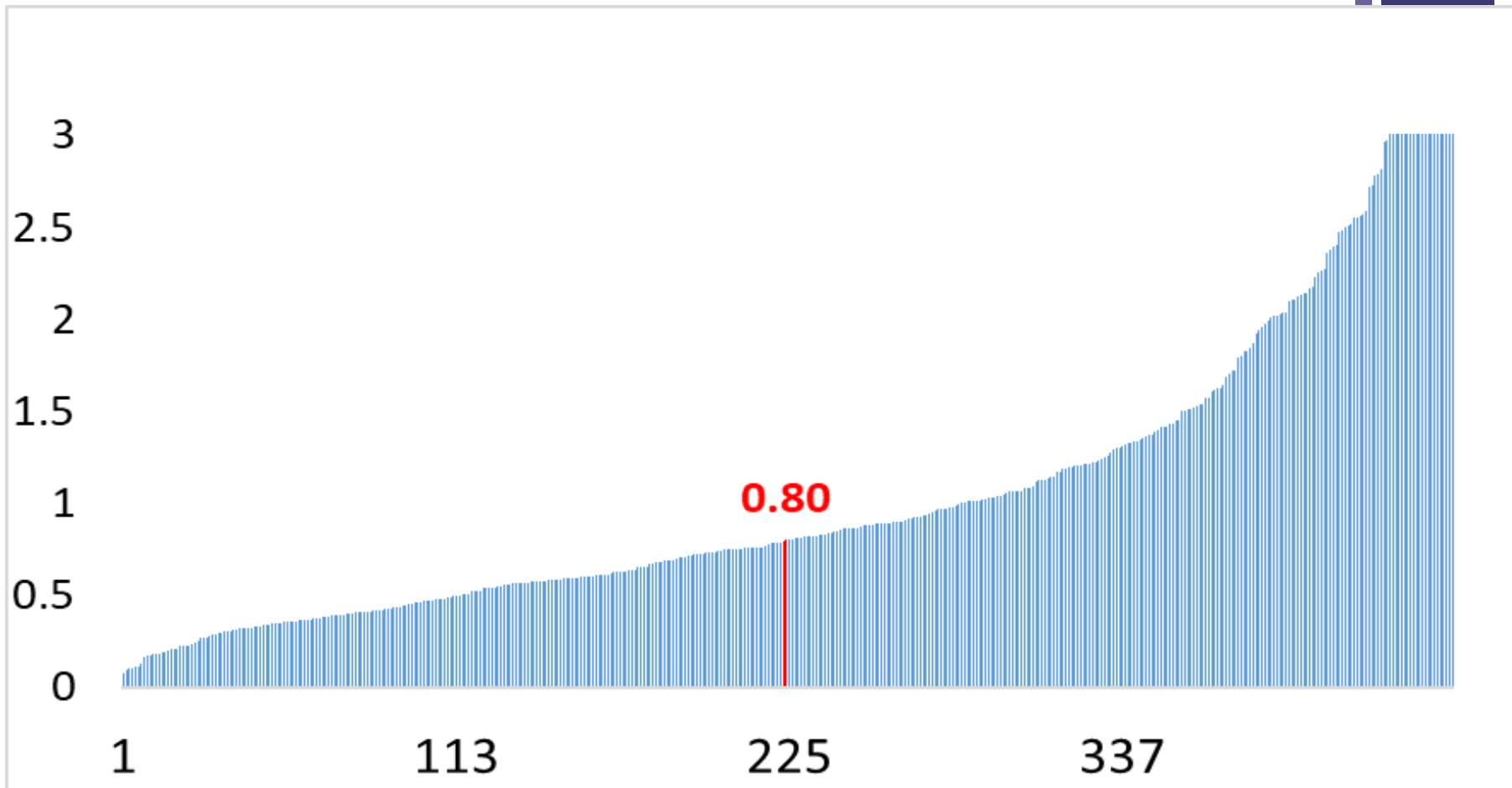
- ISBE PreK funding per low-income 3 & year-old child residing in a school district.
- ISBE PreK funding per PreK slot located in a school district.
- **ISBE PreK slots per child residing in a school district; PreK + Head Start slots per child.**
- **Indicators applied to school districts for: children by family income level; race / Hispanic; urban / rural.**



+ ISBE PreK Slots Per Low-Income 3 & 4 Year-old Residing in School District

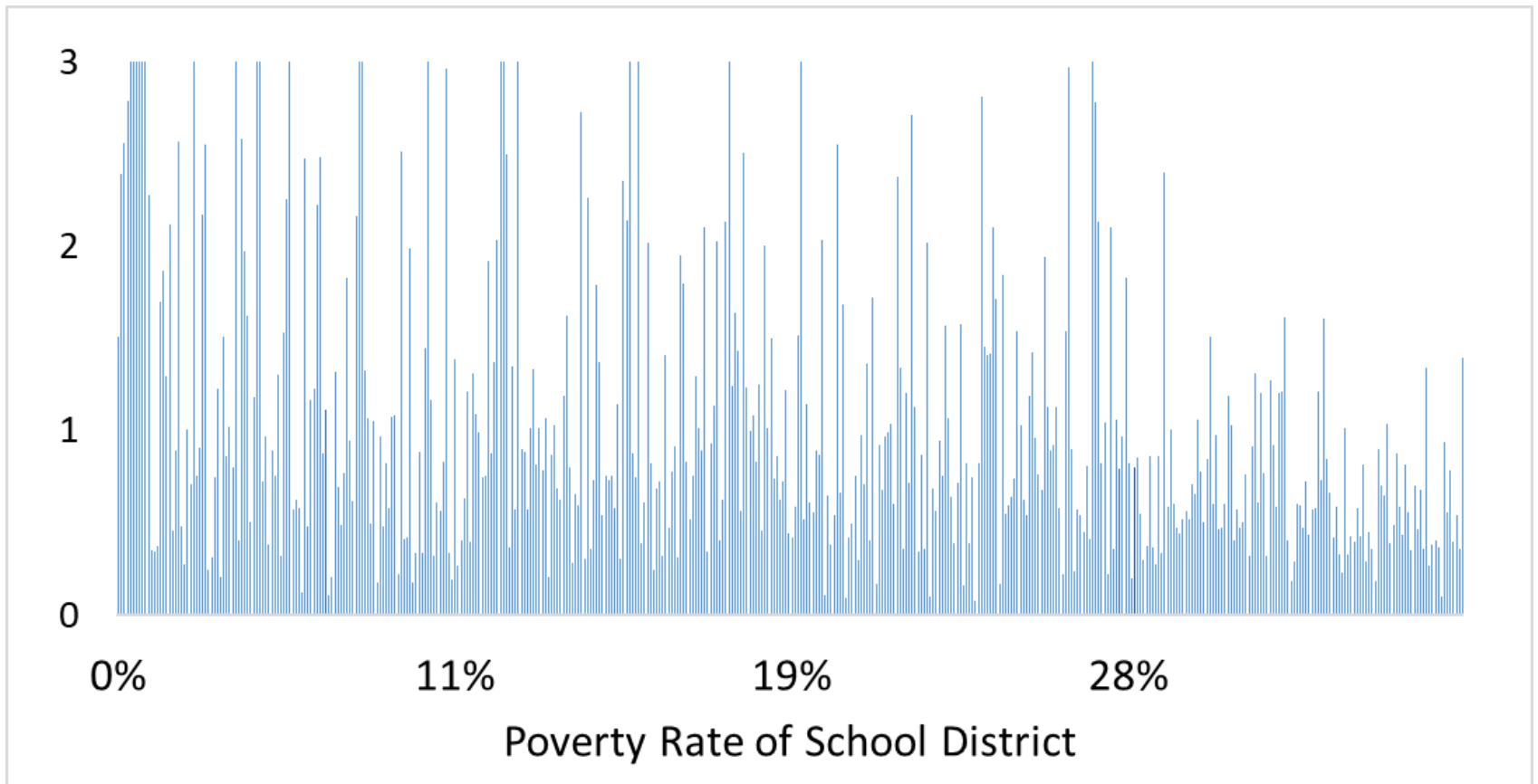
N=447 with 50 or More 3s & 4s (23 cut off at 3)

Min = 0.08, Max = 21.3, Median = 0.80. Funding Adjusted



+ ISBE PreK Slots Per Low-Income 3 & 4 Year-old Residing in School District, *in order of poverty rate of 3s & 4s (0% - 80%)*

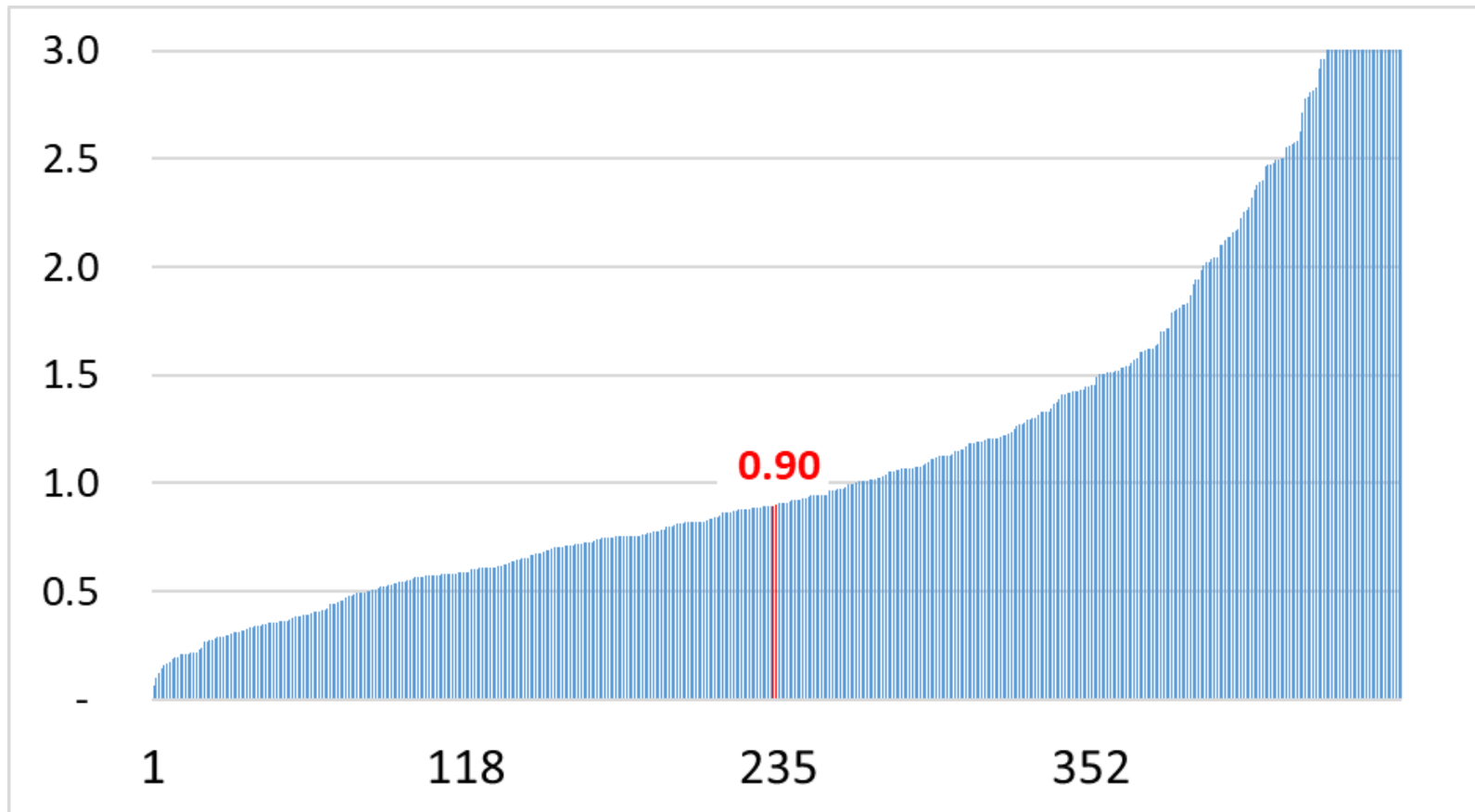
N=447 with 50 or More 3s & 4s (23 cut off at 3)



ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

N=468 with 50 or More 3s & 4s

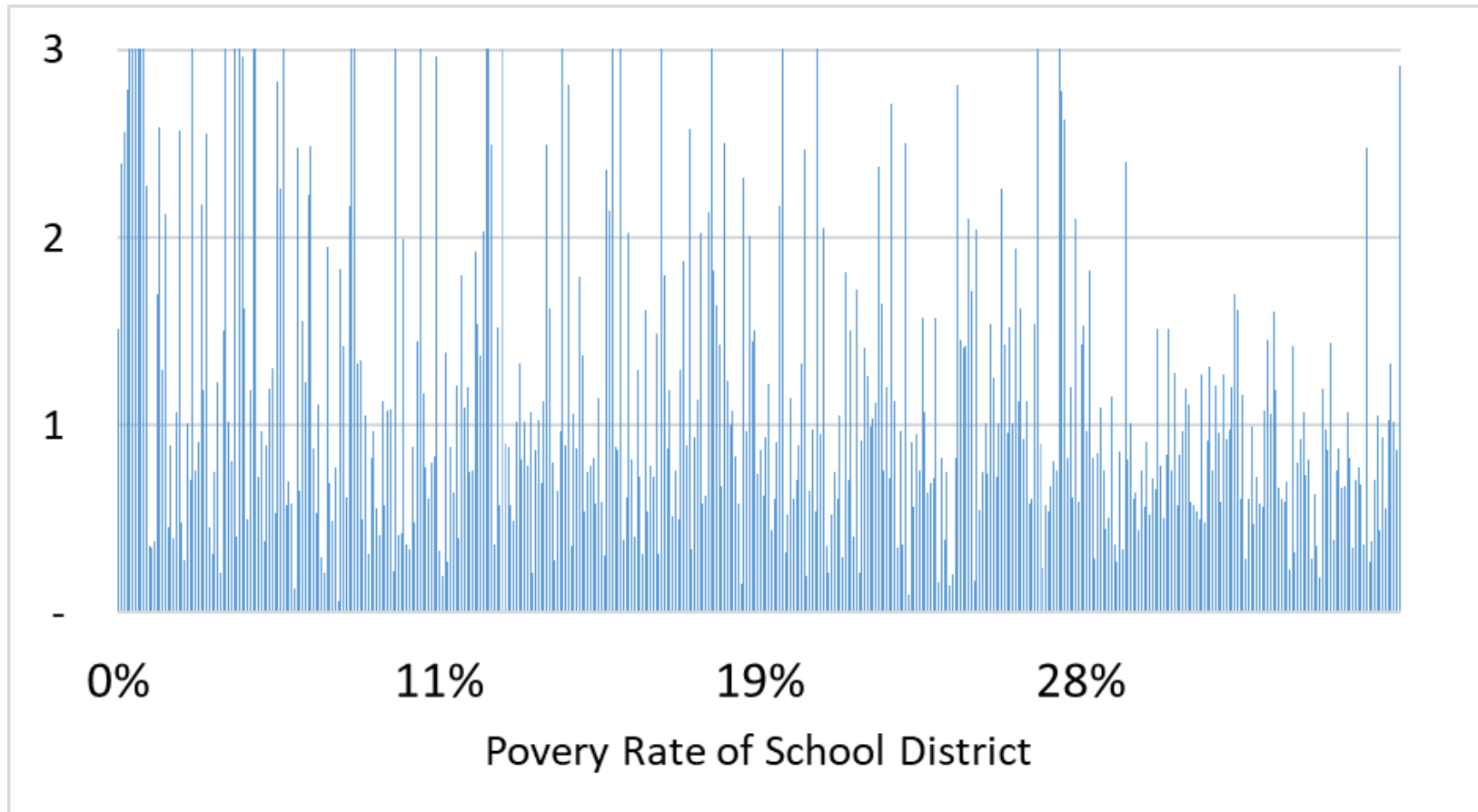
Min = 0.06, Max = 21 (27 cut off at 3), **Median = 0.9**





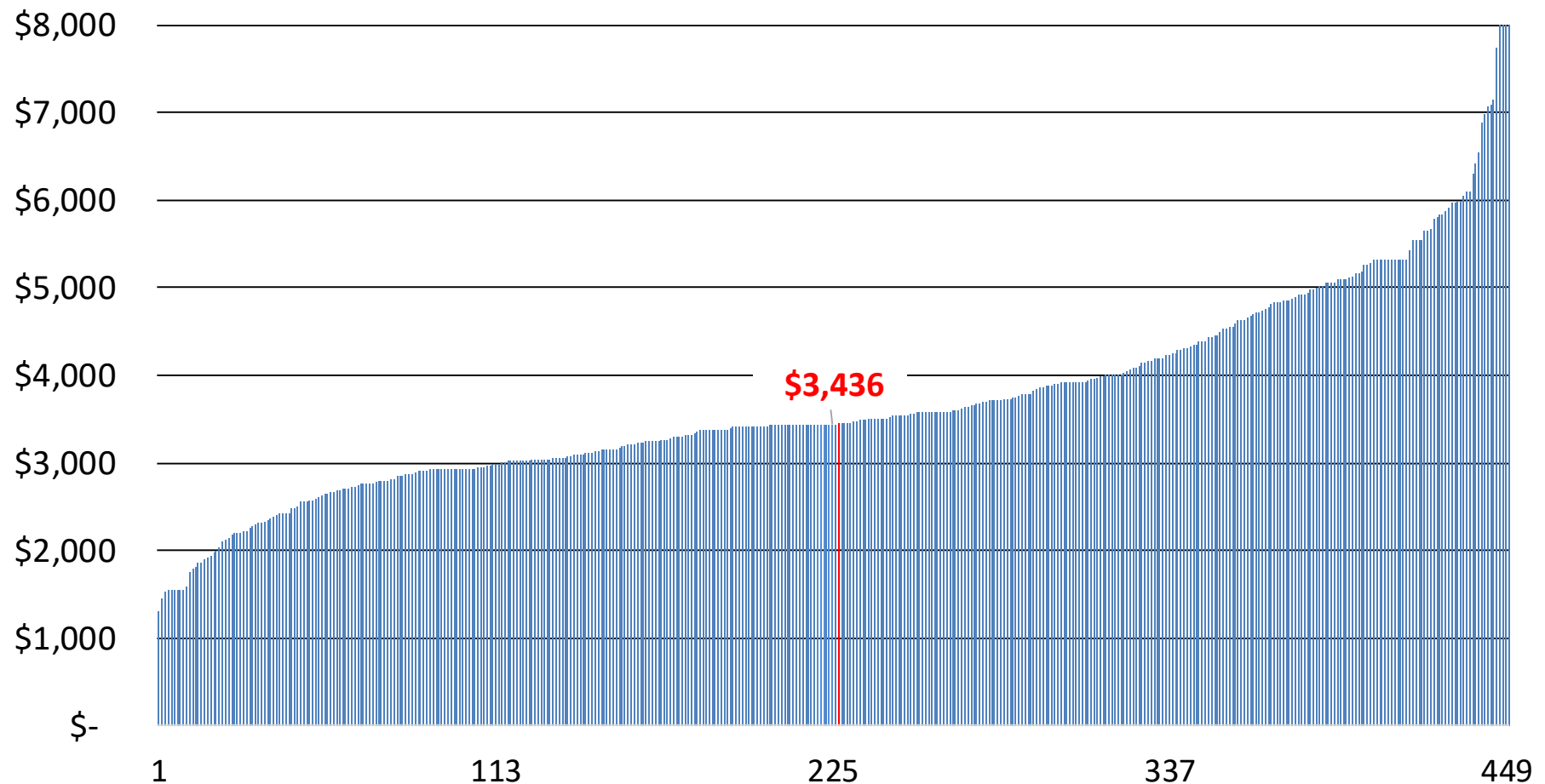
ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

N=468 with 50 or More 3s & 4s (27 cut off at 3)



ISBE PreK Funding per PreK Slot by School District (N=450, with 50 or More 3s & 4s)

Min. = \$1,299; Max. = \$10,970; **Median = \$3,436**. Funding Adjusted 4 cut off at \$8,000 below.





Deeper dive into large districts

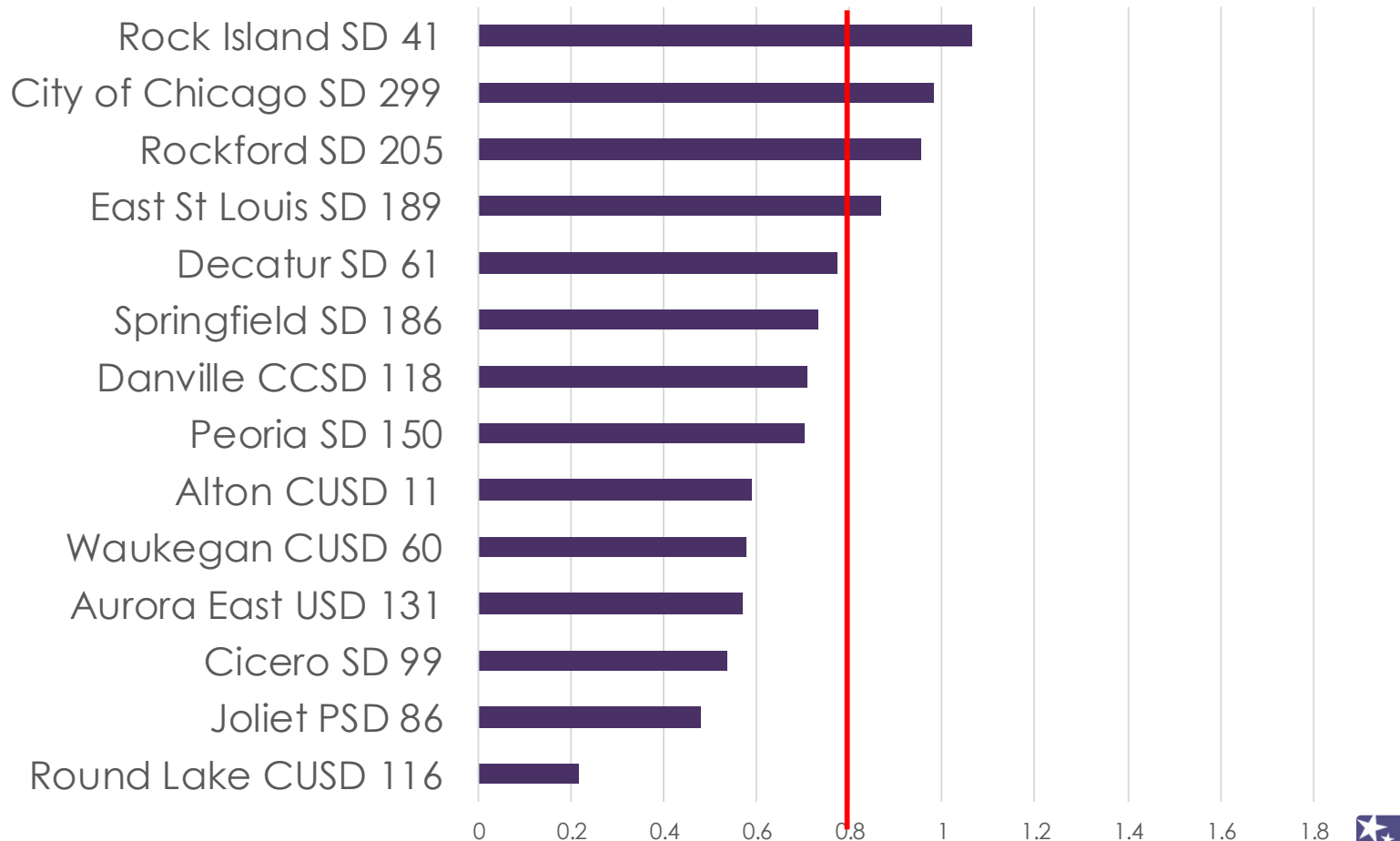


- 50 largest districts
- Essentially the LUDA districts
- Each has over 850 children enrolled in K & 1st grade combined
- Includes many in Chicago suburbs and downstate cities
- Covers 55% of the low income 3 & 4 year olds in state



ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

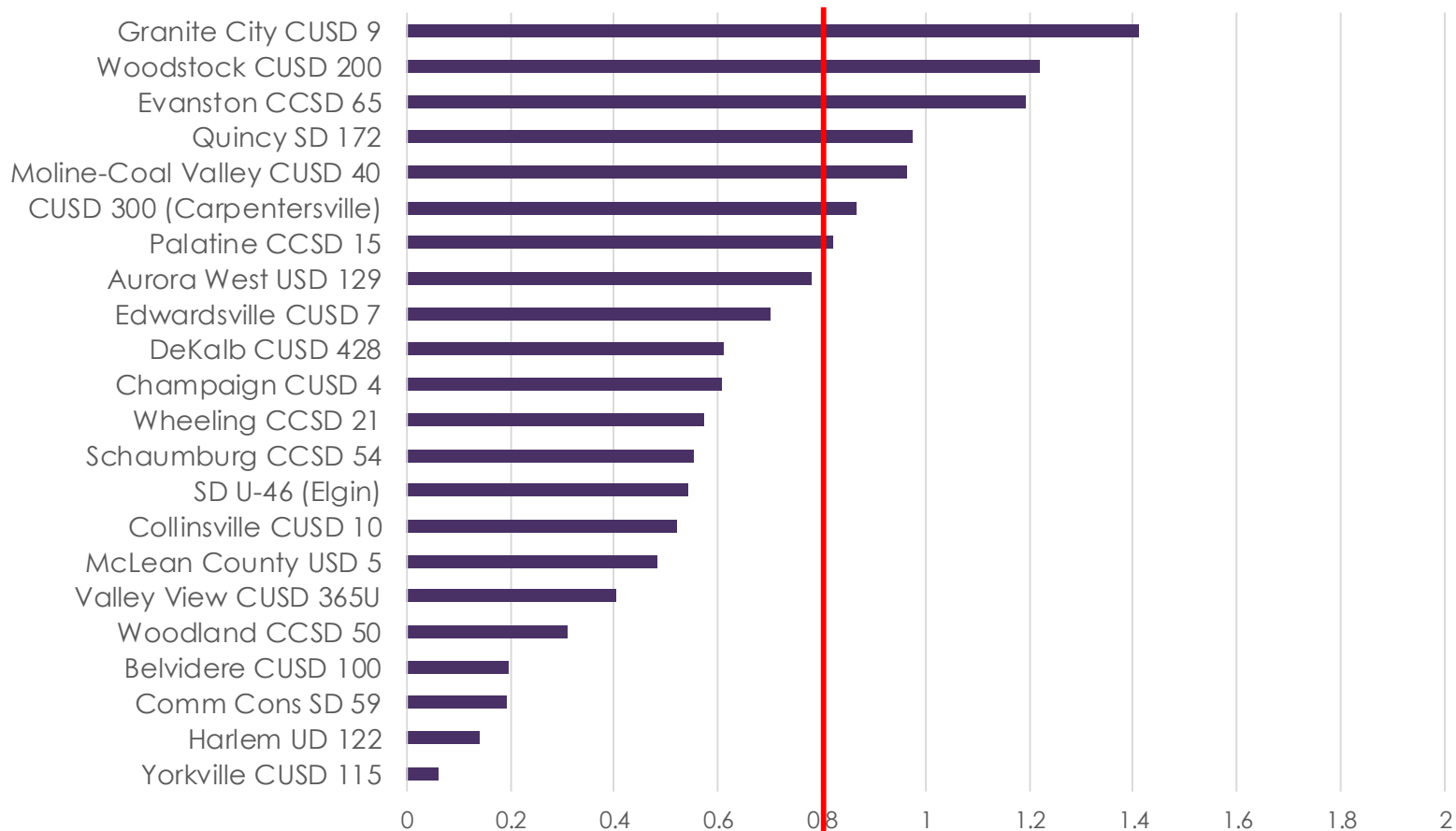
HIGH POVERTY LARGE DISTRICTS





ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

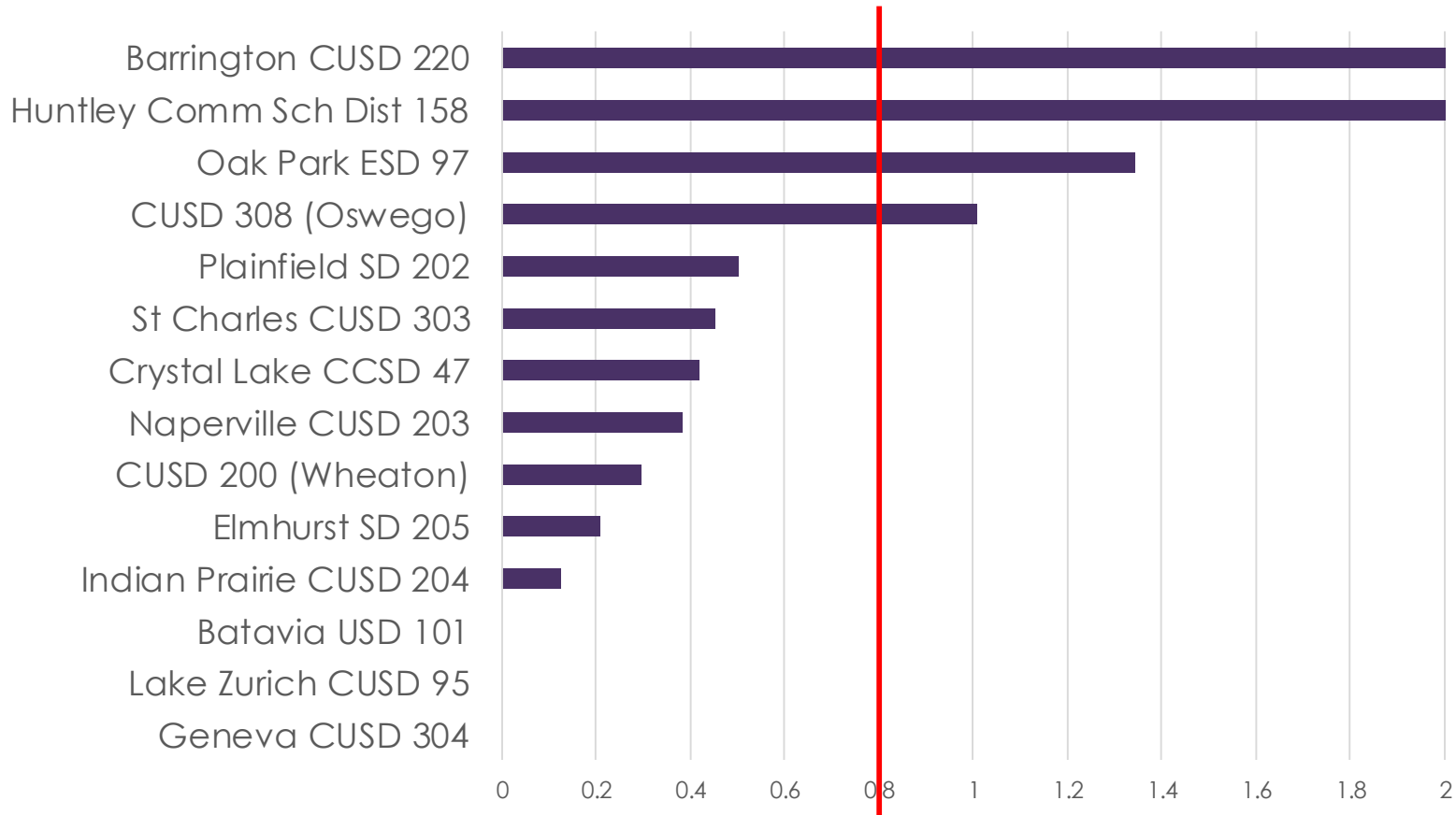
MEDIUM POVERTY LARGE DISTRICTS





ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

LOW POVERTY LARGE DISTRICTS

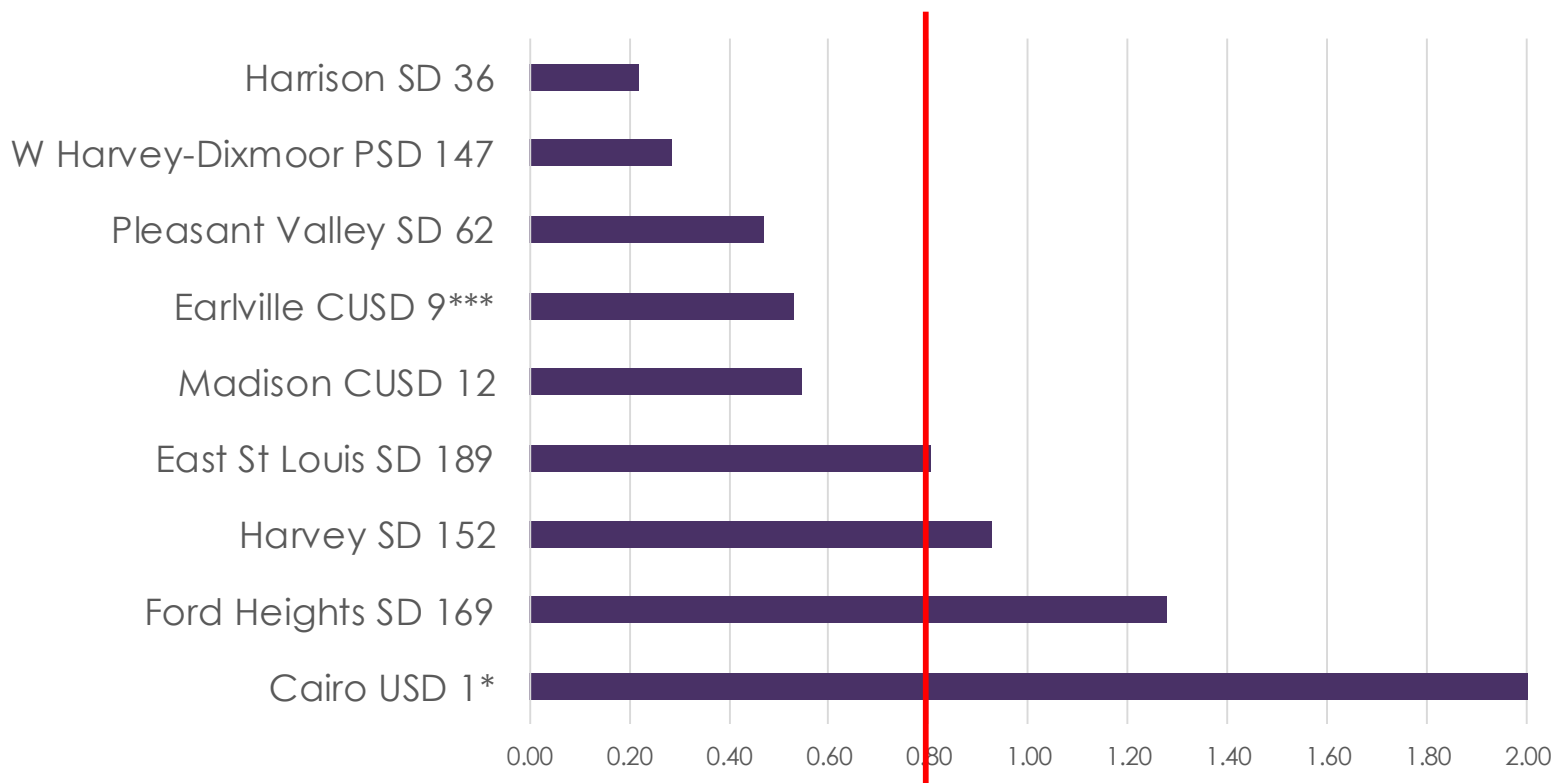




ISBE & Head Start Slots per Low-Income 3 & 4 Year-old

DISTRICTS WITH >35% IN DEEP POVERTY

N = 9 Districts with 50 or more 3 & 4 yr olds

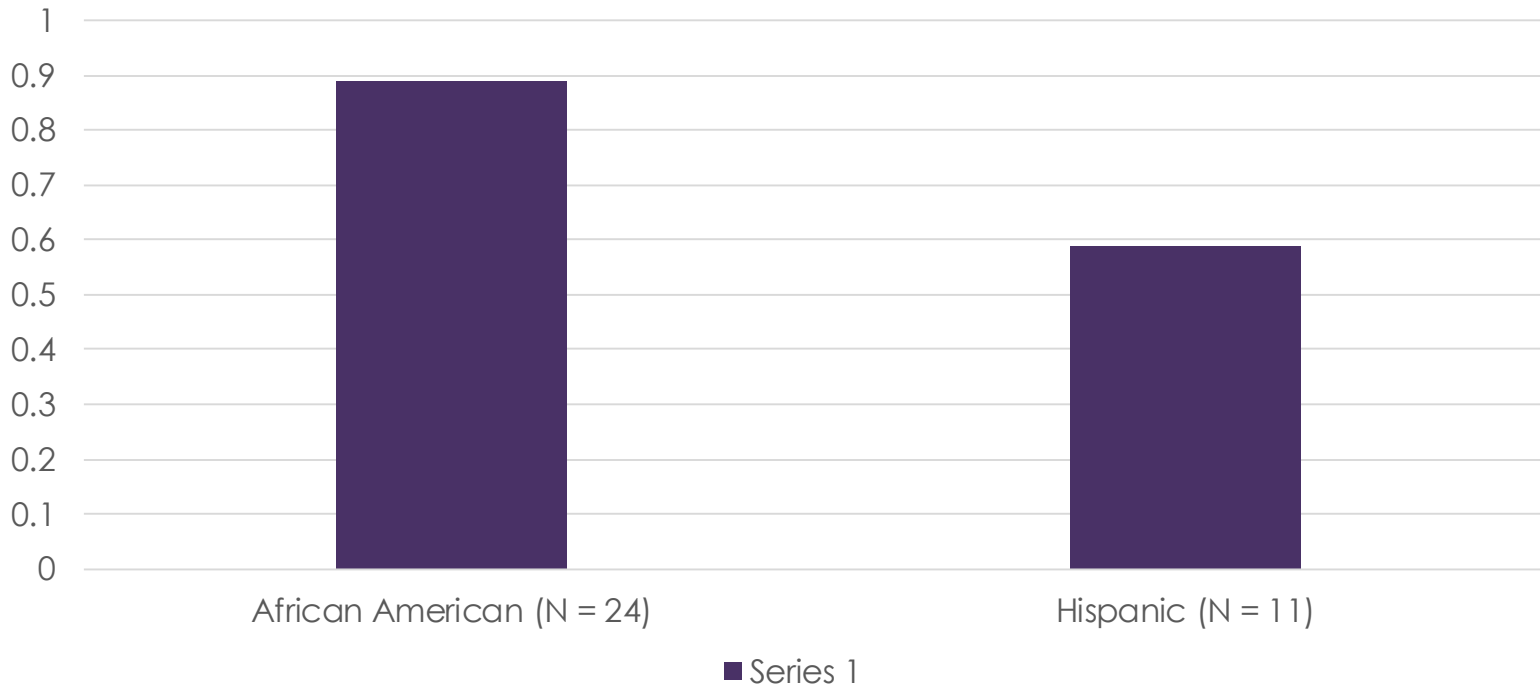




Predominantly minority districts (>70% of one race/ethnicity)

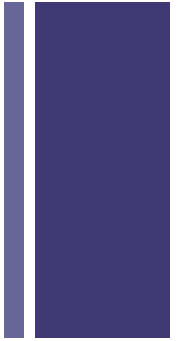


ISBE & Head Start Slots per
Low-Income 3 & 4 Year-old





Our Take-Aways Thus Far

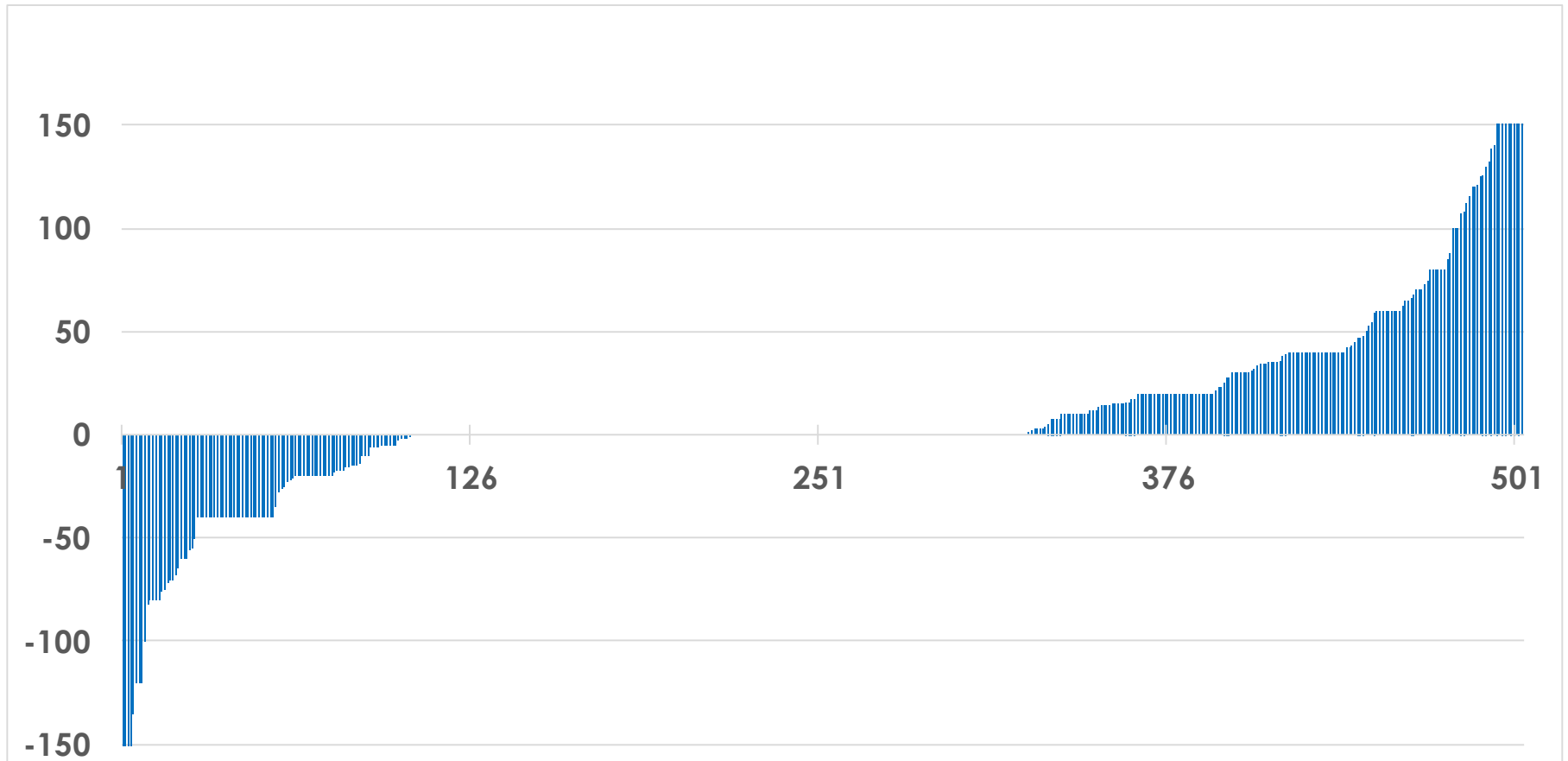


- The distribution of slots does not seem to be strongly tied to level of need in the community, at least as defined by our (very research-based) proxy: the number of low income children
 - A caveat: In about 35% of districts, the ACS/Census seems to be doing a poor job of estimating the number of children living there, so this could be distorting the results somewhat. However, this is mostly true for the small districts.
- Funding doesn't appear to be related to concentration of poverty, i.e., low-poverty communities are about as likely to receive a high per-child amount as high-poverty communities
- Next step: Understand degree to which FY19 re-competition lessened or exacerbated disparities



FY17-FY19 Change PFA + PFAE Slots in 503 SDs

(only SDs with 30 or more 3s +4s below 200% FPL; 222 SDs had no change)





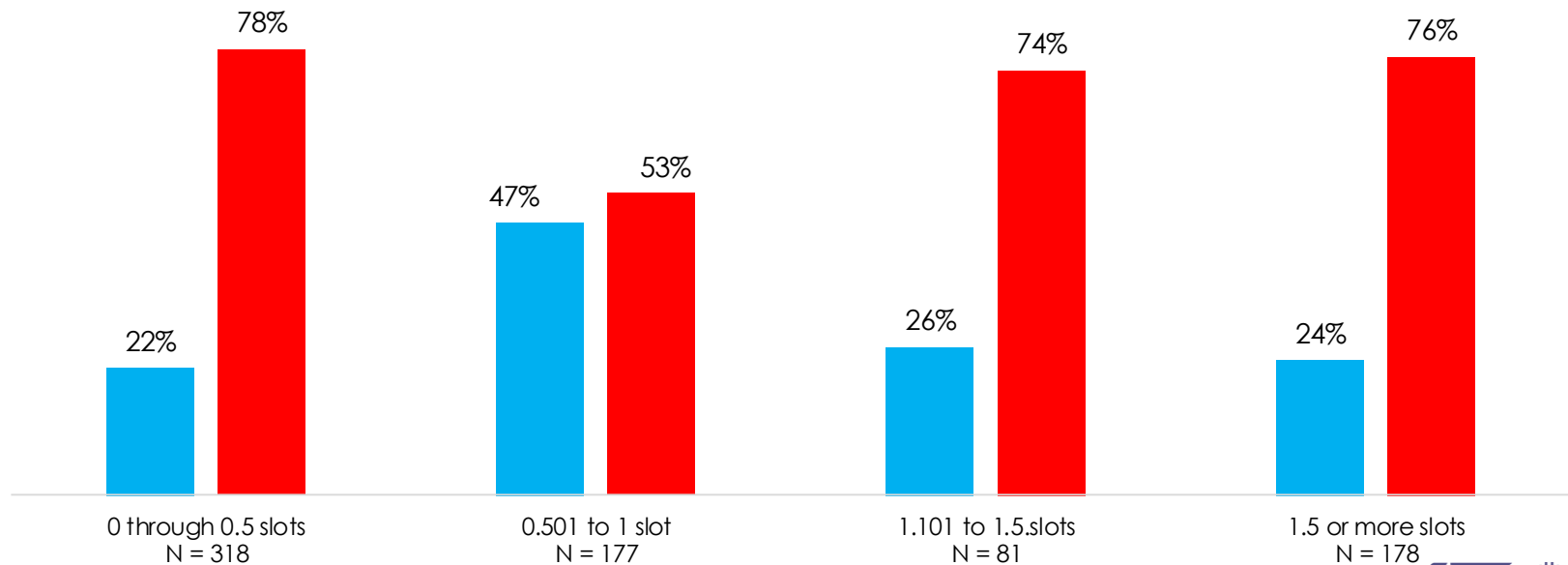


Increases in slots through FY19 ECBG re-competition were only marginally related to ratio of existing slots to low-income children



SDs with FY17-FY19 Increases in ISBE (PFA + PFAE) Slots, Grouped by FY17 ISBE + HS Slots per Resident Child Ages 3 & 4 (N= 754)

■ Increase in Slots ■ No Change / Decrease

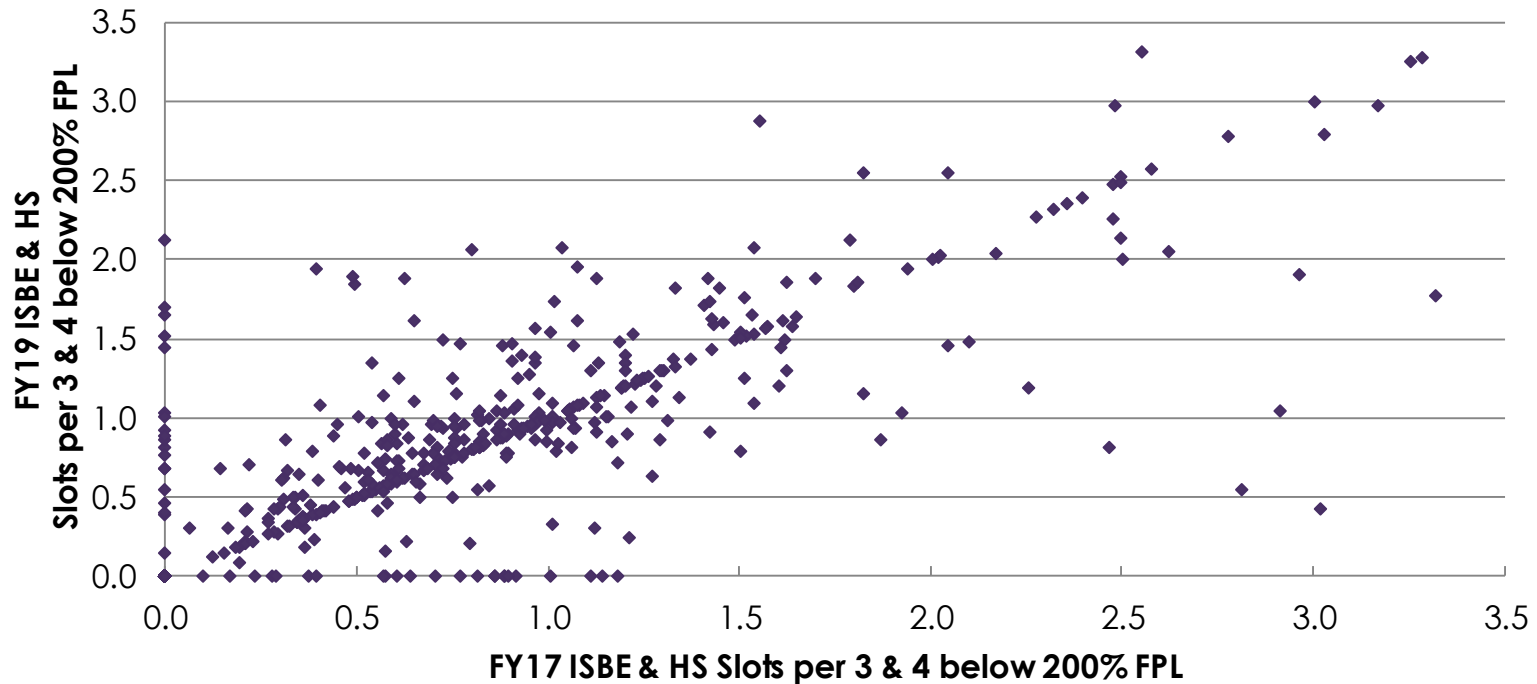


($\chi^2 = 39.1, p = .000$)



FY17 & FY19 Comparison of 503 SD's ISBE & HS Slots per 3s & 4s Living below 200% FPL

(only SDs with 30 or more 3s & 4s under 200% FPL 4 outlier SDs omitted)



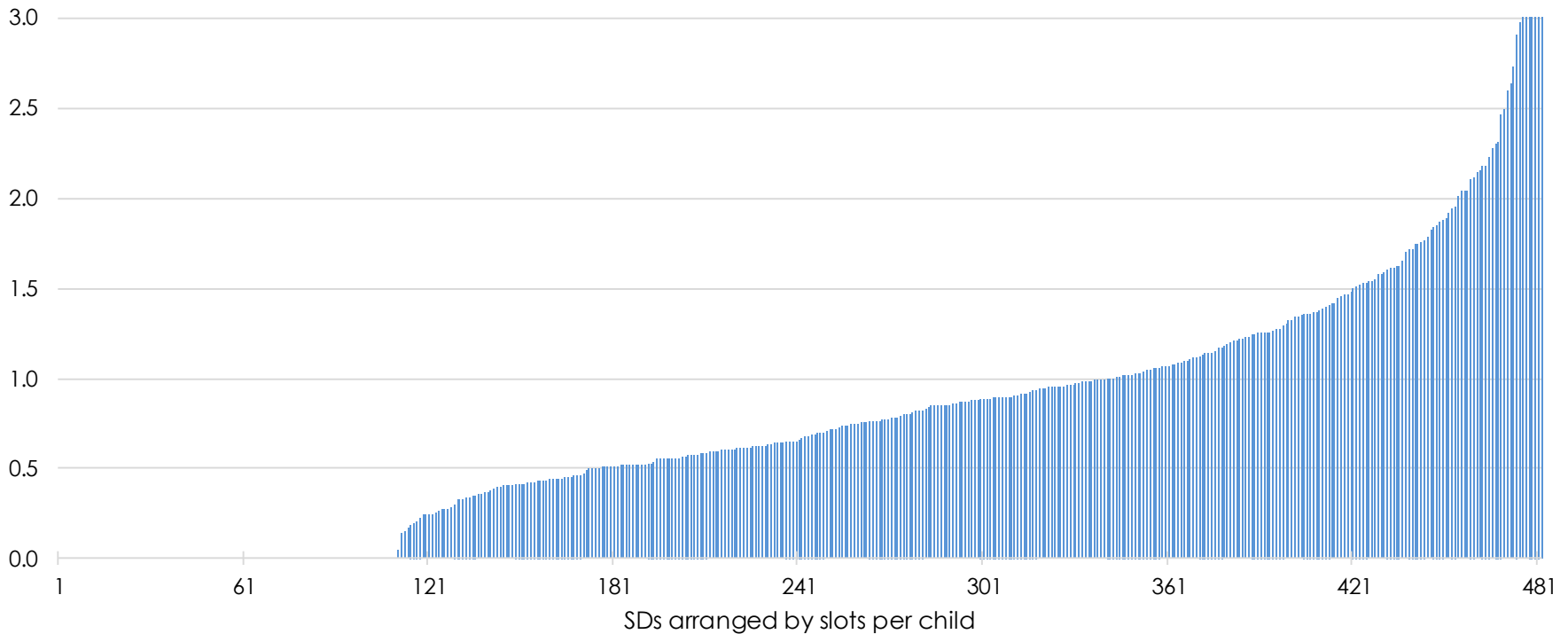


In FY19 there is still a large variation across SDs in ISBE slots per low-income child...



FY19 PFA + PFAE Slots per Child Ages 3 & 4 below 185% FPL

(482 SDs with at least 30 Low-Income 3s and 4s; 7 SDs cut off at 3 slots)



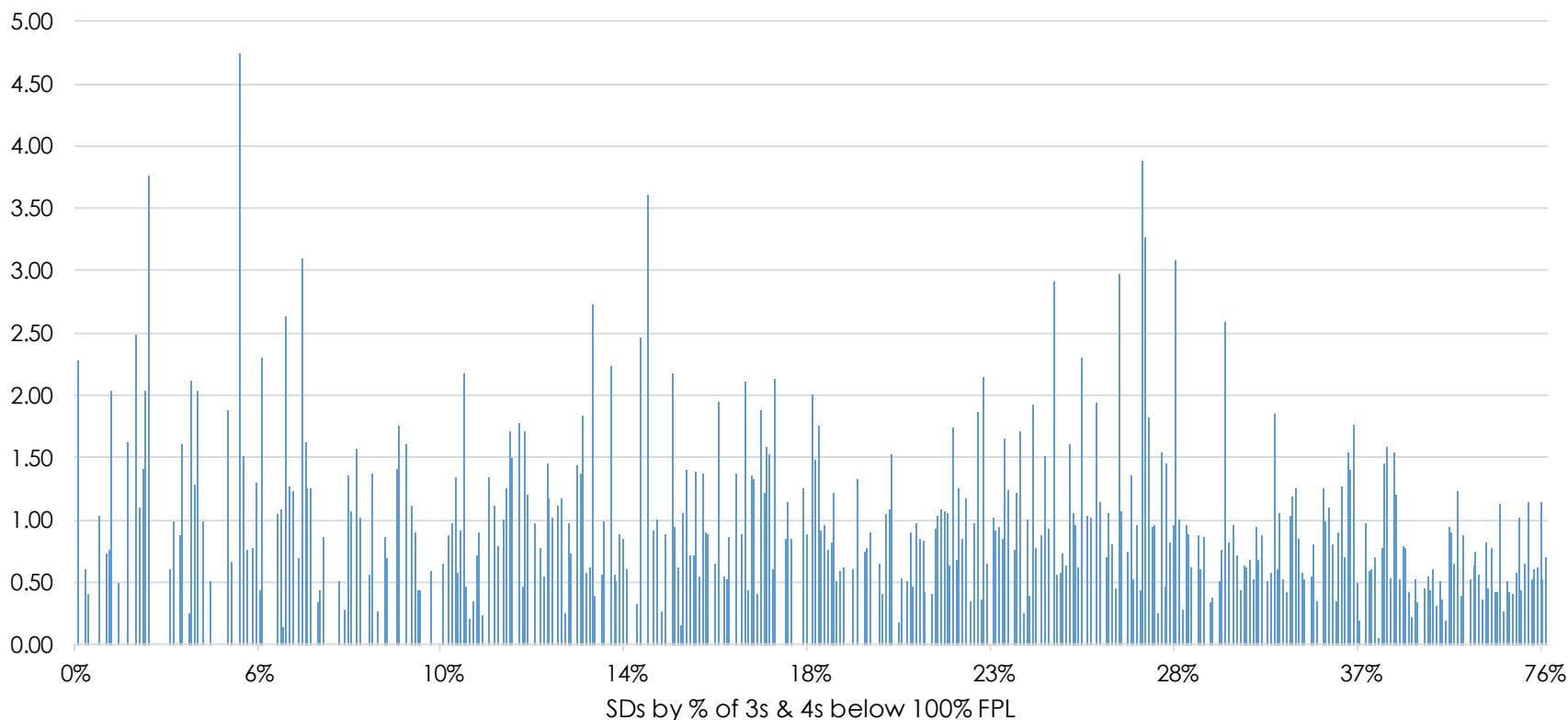


...and the variation is still not very related to the poverty rate in the community



PFA + PFAE Slots per Low Income Child Ages 3 & 4 in FY19

(482 SDs with at least 30 low-income children; 7 SDs are cut off at 3 slots; max = 4.74)





Access to PFAE or Head Start for children in poverty is highly varied by community—few communities have any access



FY19 PFAE + FY18 HS Slots per 3 & 4 Living below 100% FPL

(200 SDs have slots out of the 482 SDs with at least 30 3s & 4s under 185% FPL)

