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REPORT

Hawai'i P–3 Initiative

Findings from the First Year of the Evaluation

Gail L. Zellman, M. Rebecca Kilburn

Sponsored by the University of Hawai'i

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This work was sponsored by the University of Hawai'i. The research was conducted jointly in RAND Education and RAND Labor and Population, two units of the RAND Corporation.

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Published 2011 by the RAND Corporation
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Preface

Over the past decade, efforts to improve educational outcomes have increasingly focused "upstream": on improving the readiness of students entering the K–12 (kindergarten through 12th-grade) system and increasing the coordination and alignment of curriculum, assessments, and expectations between prekindergarten (PreK) providers and the K–12 system. The growing "preschool through third-grade," or P–3, education movement reflects this trend. The work reported here examines a P–3 initiative in the State of Hawai'i with the purpose of documenting this particular implementation of P–3 reforms, assessing the progress of the initiative in meeting its short-term objectives, and identifying ways in which the initiative could improve. This report should be of interest to individuals who work in the P–3 area, as well as to those who work in the areas of school readiness, early education, elementary education, and school reform more generally.

The P–20 Partnerships for Education, housed at the University of Hawai'i, is the P–3 grantee and the sponsor of this research; the state's P–3 project is supported by a grant from the W. K. Kellogg Foundation. This research was conducted jointly in RAND Education and RAND Labor and Population, units of the RAND Corporation. For inquiries related to RAND Education, please contact Darleen Opfer, Director, RAND Education, at Darlene_Opfer@rand.org. For inquiries related to RAND Labor and Population, please contact Arie Kapteyn, Director, RAND Labor and Population, Arie_Kapteyn@rand.org.

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Summary

Background

Over the past decade, efforts to improve K–12 educational outcomes have had mixed success at best. One reason often cited by K–12 educators is that many students entering kindergarten lack the basic skills necessary to succeed in school. Differences in language, social, and pre-mathematics skills are apparent when children enter kindergarten, and children who start school behind tend to stay behind (Cannon and Karoly, 2007). In response to these concerns, education reform efforts have increasingly moved "upstream," focusing on ways to improve the readiness of students entering the K–12 system and encouraging the PreK and K–12 systems to better integrate their efforts to promote student learning. The growing "preschool through third-grade," or P–3, movement (Graves, 2006; Rice and McLaughlin, 2007; Takanishi and Kauerz, 2008) reflects this trend. While P–3 initiatives across the country take different forms, at a minimum, they generally include enriched preschool that is strongly aligned with a high-quality K–3 program. Common features of P–3 initiatives include the following:

- alignment of standards, curriculum, and assessment across PreK through third grade
- voluntary PreK offered to three- and four-year-olds
- PreK–3 teachers with at least a bachelor's degree and with specialized training in early education
- both child-centered and teacher-directed instructional approaches in both PreK and K–3 settings.

In 2007, a partnership representing the early childhood, K–12, and higher-education sectors launched a P–3 initiative in Hawai'i with support from the W. K. Kellogg Foundation. This partnership, officially known as the P–20 Partnerships for Education, or P–20, is housed at the University of Hawai'i. The goal of the Hawai'i P–3 initiative is for every child in the state to read at grade level by third grade.

Study Aims and Research Questions

This report presents findings from the first year of RAND's multiyear evaluation of Hawai'i's P–3 initiative, a multilevel effort focused on local demonstration sites and work on broader policy and data issues. A key part of the effort involves implementing a P–3 framework in selected communities to help inform policy and advance the field in professional development, early childhood education coursework, classroom observation, data sharing, and other focus

areas. The Hawai'i initiative also includes broader work at the P–20 partnership level. This report includes an assessment of this P–20 work and that of the two original demonstration sites, the Farrington and Nānākuli-Wai'anae (N-W) complex areas.[1]

The primary goals of the initial year of the evaluation were as follows:

- Clearly document plans for P–20 work and work at the two demonstration sites.
- Develop measures to assess the degree to which the two demonstration sites and the P–20 partnership are executing their plans.
- Identify the strengths of the systems supporting these change efforts and identify opportunities to improve and encourage system-level change.

In addition, the P–20 partnership explicitly asked RAND to help the demonstration sites and the P–20 team develop logic models to describe their work, the purpose of which was to help them articulate their goals and identify measures for assessing progress.

Methods

Key Analytic Tasks

The first year of the evaluation work included two analytic tasks: assessment of plan implementation and examination of the work from a systems-change perspective. To carry out these tasks, the RAND team relied primarily on interviews, focus groups, and document reviews. In addition, we worked with the two sites and the P–20 team to refine logic models that each developed using a template that we provided. Using the plans as a foundation, we worked with each site to develop measures that could be collected over time to assess plan implementation. To understand the information that we collected and to provide input into midcourse corrections, we assessed initiative plans and activities to date from a systems-change perspective. To do so, we relied on a framework developed at RAND that draws from previous work on accountability systems in public agencies (e.g., Stecher et al., 2010; Gormley and Weimer, 1999) and in the private sector (e.g., Welch, 2001; Pande, Neuman, and Cavanagh 2000). It also draws from work on standards-based accountability in education (e.g., Armstrong, 2002; Hill and Bonan, 1991; Adams and Kirst, 1999; McLaughlin and Shepard, 1995) and education reform work more generally (e.g., Lieberman, 2005). It directs attention to the system components and processes that collectively define social systems focused on producing specified outcomes, which generally include expectations, responsibilities, and rewards and specify who is accountable, to whom, and for what, as well as the consequences for meeting or failing to meet specified responsibilities (e.g., Hill and Bonan, 1991; O'Day, 2002; Rothman, 1995). The framework includes five components: (1) setting explicit goals, expectations, and standards for the system; (2) clarifying the responsibilities of key system actors; (3) establishing incentives for participation and appropriate consequences for meeting (or failing to meet) expectations and standards; (4) monitoring and evaluating the performance of key system actors and entities and reporting on progress in a transparent way; and (5) ensuring that key actors have the capacity to carry out their respective responsibilities (Zellman, Ryan, et al., 2009; Ryan

[1] Complex areas are small groupings of schools within the state district that are generally composed of a high school and the middle and elementary schools that feed into it.

and Martínez, 2008). We collected data that were relevant to the system components over the course of our interviews and focus groups. We examined the data in terms of these five components, first assessing the degree to which each component had been addressed formally in the set of current policies and activities in place. Then, we analyzed the ways in which the different components were aligned with each other, focusing particularly on the extent to which the components appeared to work together to promote system goals.

Data Sources

The analyses described in this report drew from several sources, including in-person and telephone interviews and document reviews. Interviews and focus groups were conducted at the P–20 level and in the two P–3 demonstration sites. Interviewees included high-level administrators at the University of Hawai'i, P–20 staff, demonstration site team members, staff from other early childhood organizations, and other key stakeholders. A total of 35 people participated in data collection during our February 2010 visit; 25 were involved in our August 2010 data-collection effort.

Study Limitations

This study had a number of limitations. A key one was constrained resources, which reduced the onsite presence of the RAND team. It was for this reason that we worked to identify measures of progress that could be collected and monitored remotely. Another limitation was the self-selection of the funded demonstration sites, which had to apply for P–3 funds. Hence, the experience of these P–3 "early adopters" cannot be assumed to be generalizable to other school complexes. Another design weakness is the lack of a child-level assessment of kindergarten readiness, which forces us to wait until children exposed to P–3 reach third grade to assess reading scores that are routinely collected at that time. In the interim, we can assess only population-level effects, and this reduces the likelihood of finding effects.

Current P–3 Operations and Activities

In this section, we describe the P–3 activities and the work we did with P–3 participants during the first evaluation year. Our findings are reported separately for the P–20-level work and for the work of each of the two demonstration sites.

P–20 Activities

At the P–20 level, P–3 currently supports a diverse set of activities separate from those in the demonstration sites. These activities are designed to be the "glue" that supports an early learning system that has suffered in recent years from political neglect and fiscal limitations. The work focuses on improving literacy instruction, promoting teacher professional development, and building common data systems from early childhood education through K–20. We identified a number of specific measures that can be used to monitor the initiative's progress toward its objectives; these measures focus on expanding the use of the Classroom Learning Assessment Scoring System (CLASS) for PreK–3, developing courses for teachers and incentives for course completion, increasing the number of demonstration sites, and improving data systems.

Farrington Demonstration Site

This site is led by a Hawai'i Department of Education (DOE) staff member. As in all the P–3 demonstration sites, the goal is to implement activities in support of the P–3 framework and goals. The idea is to test new approaches that, if demonstrated to be effective, could be disseminated to other local communities. Farrington's first site coordinator, a dynamic supporter of P–3, was promoted out of the position, and the site had no coordinator for some time. DOE agreed to provide in-kind staffing for the effort, but staff were assigned P–3 responsibilities without concomitant reductions in their other work. To support the P–3 leadership, P–20 staff have stepped in to perform some of the administrative work. The site's work is directed toward continuing its early P–3 work and devising ways to provide children with quality early education experiences from PreK through third grade. CLASS is a unifying construct for the Farrington P–3 work because it focuses on improving instruction and supporting quality teachers, two key site goals. A primary thrust of the site's work is to bring together people who rarely talk to each other but share the goal of all children reading at grade level by third grade. Site partners hope to encourage early childhood and K–3 teachers and administrators to jointly review standards, identify gaps, and align educational expectations and curricula. Ultimately, the goal is the adoption of a common curriculum and assessments across PreK–3. The site has set measurable goals for assessing PreK–3 teachers, providing coaching and other professional development, assessing student progress, and coordinating its work.

Nānākuli-Wai'anae Demonstration Site

The co-leader organization of the N-W P–3 site is the Institute for Native Pacific Education and Culture (INPEACE), a long-established nonprofit community organization whose goals include the development of community partnerships that provide educational opportunities and promote self-sufficiency among native Hawaiians.[2] The N-W complex has the largest concentration of Native Hawaiian students in the state. INPEACE has resources to facilitate the P–3 effort. In particular, it has taken on a great deal of the P–3 administrative work and provided office space for P–3 staff. INPEACE also supports P–3 by allowing its staff to devote some portion of their time to P–3 work. The N-W P–3 site has a decidedly early childhood focus, in contrast to the greater emphasis on kindergarten and elementary school found in the Farrington site. The focus of N-W's work is carrying out its longstanding agenda to increase exposure to early childhood programs and help children prepare for kindergarten. Its leadership emphasizes the importance of strengthening community and family engagement in early childhood experiences as the best means for improving third-grade reading scores. Key areas of emphasis include ensuring that children's basic needs are met, by making parents aware of services, for example, and promoting the successful transition from PreK to kindergarten. Through work with its DOE partner, N-W is also trying to change DOE's teacher hiring policy in the complex as a means of increasing teacher retention and quality. The site also hopes to increase the number of elementary teachers with early childhood certification.

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[2] The term *Native Hawaiian* refers to residents of Hawai'i identified with native culture. When a lowercase *n* is used, the term applies to those with 50 percent or more blood quantum.

Findings

We relied on the five components of our systems-change framework to organize our analysis of the P–3 initiative and its work to date. In this section, we summarize some of the strengths and challenges that we identified in the P–3 initiative in the first year of the evaluation.

1. Establishing clear goals, expectations, and standards. A key strength of Hawai'i's P–3 initiative is the unanimity and clarity concerning the ultimate goal: all children reading at grade level by third grade. Another strength is the shared understanding among stakeholders of the general argument behind P–3 investments and the key components of P–3 work. Demonstration site autonomy has been a hallmark of the P–3 effort, but the P–20 initiative has increasingly recognized the value of common standards and measures. Consequently, the new sites have been required to include CLASS in their work; P–20 has been working with N-W to encourage the use of CLASS. This change has produced some uncertainty among demonstration site team members regarding site autonomy that should be resolved.

2. Clarifying the responsibilities of key system actors. P–20 staff need to clarify the expectations and roles of the various stakeholders, including demonstration sites and other partners. For example, we encountered considerable confusion among the individuals who believed that they had agreed to serve on the P–3 Advisory Committee outlined in the grant but then had not been asked to meet or provide input after an initial meeting. Another source of confusion concerned the role and relationship of various partners in the initiative, such as the Good Beginnings Alliance, the relatively new Early Learning Council that was established by the last legislature, Kamehameha Schools, and institutions of higher education other than the University of Hawai'i. While they are all key players in early childhood, the roles they are playing in P–3, if any, are not always clear. One reason for the lack of clarity is the reduced role of the Early Learning Council (ELC) in building and supporting an early learning system in the state; its absence reflects a reduced legislative charge and reduced funding.

At the site level, we also encountered considerable uncertainty about aspects of P–3 that should have been straightforward. For instance, the Farrington site did not have a clear understanding of the amount of money available for the planning year, the due date for the site plan, and whether P–3 funds could be used to cover the time that demonstration site staff spent working on P–3 at the Farrington site.

A perceived strength of the Hawai'i P–3 effort is the freedom that the current demonstration sites have been given to design and implement activities that each site believes will promote the shared P–3 goal. Certainly, it allows the sites to tailor plans to fill gaps that are unique to their communities and to build local capacity. At the same time, the P–3 effort would like to create common measures to facilitate cross-site monitoring and ensure shared standards in at least some areas; site autonomy stymies this goal. This issue has produced uncertainty among demonstration site team members regarding expectations and authority, as noted earlier.

3. Establishing incentives and appropriate consequences for meeting or failing to meet expectations and standards. Despite its considerable potential power to do so, the P–3 effort has done little to establish performance incentives at the P–20 or demonstration site level, yet these mechanisms are known to have considerable power to change behavior (e.g., Stecher et al., 2010; Gormley and Weimer, 1999). A notable exception is P–20 staff efforts to work with providers of professional development to create incentives for kindergarten and PreK teachers to attain more education and training. As more demonstration sites join the initiative and common measures are collected, an additional incentive is available to the P–20 team: compe-

tition among sites to administer the most CLASS assessments or improve CLASS scores. Such competition has been found to be a powerful motivator of effort (Brewer, Gates, and Goldman, 2004).

For example, demonstration sites could attain prestige by administering the most CLASS assessments or improving CLASS scores.

4. Monitoring and evaluating the performance of key actors and reporting on progress. One of the RAND team's major objectives for the first year of the evaluation was to develop measures that the demonstration sites, P–20 staff, and the outside evaluator could use to monitor P–3 performance. The team engaged with key P–3 stakeholders in a process that helped the sites and P–20 staff identify measures that they felt reflected the core objectives of their work, were fair, were available, and could be collected at a reasonable cost. Data on these measures will be collected throughout 2011; these measures will enable the RAND team to assess key aspects of P–3 performance in the second year of the evaluation. Establishing similar measures for monitoring performance in the three new sites will be a priority for the initiative in the next year. In addition to collecting and reporting the measures, a clear timetable and forum for discussing these assessments with the demonstration sites should be specified and scheduled. At the time of this writing, there was no specific plan in place for such discussions.

A laudable effort in the area of performance monitoring and data collection is the effort going forward to include PreK data in the state's longitudinal data set, which currently tracks all students in the state beginning in kindergarten. This will provide a powerful tool for determining which programs, levels of exposure, and age of exposure are the most critical to meeting key learning goals. The measures being collected for the demonstration sites could be used to assess whether sites are meeting objectives and where there may be needs for technical assistance or other support.

5. Building capacity. It is essential that key P–3 actors have the capacity to execute their respective responsibilities. Much attention has been focused on building the capacity of teachers by improving the professional development system to deliver higher-quality instruction and by developing ways to reward teachers for seeking and obtaining more education and training. By developing accessible online course sequences and attaching clear incentives to completion of training milestones, the capacity of early childhood educators is likely to grow. At the demonstration site level, the P–3 effort might promote capacity by providing more support for staff time. P–3-funded staff at these sites could more easily be held accountable for site-level progress and would have more time to focus on P–3 efforts. Capacity might also be enhanced by encouraging more cross-site sharing of ideas and best practices and regular convenings of stakeholders in P–3 work.

Conclusions

The Hawai'i P–3 initiative has created a set of activities and systems whose goals are to increase the reading skills of third graders by engaging PreK and K–3 teachers, administrators, and other stakeholders in a number of activities that operationalize the seven focus areas on which the initiative is based. Local demonstration site activities and the broader activities being pursued by the P–20 effort are designed to improve the school readiness of incoming kindergartners, raise the quality of PreK–3 teachers, increase the analytic capacity of the state, and help the sites improve a range of activities, such as coordination, alignment, and instructional prac-

tices. There are already some indicators of success in this area. For example, at the demonstration sites, the requirement that PreK and DOE providers work together to propose a design and goals for the site's P–3 work has increased communication and created working relationships that did not exist before the P–3 initiative.

At least some of the components that make up well-functioning systems are already part of the P–3 initiative. For example, P–3 has set a clear, long-term goal for the initiative, and this goal is widely shared. It has also created participation incentives for the demonstration sites through its funding. Additionally, P–3 has signaled its intention to monitor the performance of the demonstration sites through support for an outside evaluation.

The P–3 initiative exhibits several key strengths that hold promise for significantly advancing the work and promoting its effectiveness. At the same time, several challenges have encumbered P–3 activities in the past year and threaten to undermine progress in the longer term. By recognizing some of these challenges at this early stage and making midcourse corrections, the P–20 partnership is more likely to be able to resolve some of these issues and move forward more effectively. It has already recognized some of these challenges, e.g., the need to afford sites sufficient autonomy to conduct the activities that are most crucial to their respective communities while ensuring that some common measures are collected so that the P–20 and RAND teams can assess the progress of the initiative across sites.

Acknowledgments

The P–20 Partnerships for Education, housed at the University of Hawai‘i, is the P–3 grantee and the sponsor of this research; the state's P–3 project is supported by a grant from the W. K. Kellogg Foundation. We are particularly grateful for the guidance and feedback provided during the course of our work by members of the Hawai‘i P–20 Partnerships for Education staff, particularly that from executive director Tammi Oyadomari-Chun (now on staff in the governor's office), director of early learning programs Hugh Dunn, and operations manager Mandy Westfall-Senda.

We appreciate the insights provided by our technical reviewers, Susan Gates at RAND and Jill Cannon of the Public Policy Institute of California.

We also greatly benefited from administrative support provided by Lance Tan and support in preparing the document provided by Christopher Dirks.

Finally, we are extremely grateful for the time and input provided by the members of the two demonstration site teams in Nānākuli-Wai‘anae and Farrington, as well as various community stakeholders, such as participants in the P–3 "critical friends" meetings and staff of the Good Beginnings Alliance. We would also like to thank Jean Osumi of Hawai‘i P–20 Partnerships for Education for providing us with information about data available in the state.

Abbreviations

CAS	complex area superintendent
CLASS	Classroom Learning Assessment Scoring System
CPC	Chicago Child-Parent Center
CRDG	Curriculum Research and Development Group
DIBELS	Dynamic Indicators of Basic Early Literacy Skills
DOE	Hawai‘i Department of Education
ECE	early childhood education
ELC	Early Learning Council
HAEYC	Hawai‘i Association for the Education of Young Children
HIPPY	Home Instruction for Parents of Preschool Youngsters
HSSRA	Hawai‘i State School Readiness Assessment
INPEACE	Institute for Native Pacific Education and Culture
K–12	kindergarten through 12th grade
K–3	kindergarten through third grade
KCAA	Kindergarten and Children’s Aid Association
KKP	Ka‘u-Kea‘au-Pahoa
N-W	Nānākuli-Wai‘anae
P–20	preschool through higher education
P–3	preschoolthrough third grade (initative)
PACT	Parents and Children Together
PLC	Professional Learning Community
PPVT	Peabody Picture Vocabulary Test
PreK	prekindergarten

PreK–3	Prekindergarten through third grade
RFA	request for application
RFP	request for proposal
RTTT	Race to the Top
SES	socioeconomic status
SPARK	Supporting Partnerships to Assure Ready Kids
STEP	Strategic Teaching and Evaluation of Progress

CHAPTER ONE

Introduction

Background

As policy in the kindergarten through 12th-grade (K–12) education sector has increasingly focused on students' performance on standardized assessments, decisionmakers across the country have expressed frustration with U.S. students' continued poor performance. Elementary schools assert that too many students enter school lacking the skills and habits that they need to succeed in kindergarten and build their intellectual capacity. Early elementary educators point, in particular, to deficits in language skills among their students. A major predictor of later school success is early language development. Disparities in early vocabulary growth between children from low- and high-SES (socioeconomic status) families manifest in children as early as 16 months of age (Hart and Risley, 1995). Differences in language, social, and pre-mathematics skills are apparent when children enter kindergarten, and children who start school behind tend to stay behind (Cannon and Karoly, 2007). Hence, it is not surprising that educators have focused their attention on the need to improve school readiness and promote early literacy as a way to boost later student performance.

One approach to improving school readiness and promoting early literacy that has attracted growing interest in recent years is known as the "preschool through 3rd-grade" education movement, or P–3 (Graves, 2006; Rice and McLaughlin, 2007; Takanishi and Kauerz, 2008). While P–3 initiatives across the country have taken different forms, the key feature of a P–3 program is continuity across the P–3 education system. At a minimum, P–3 initiatives generally include exposure to enriched preschool experiences that are strongly aligned with high-quality K–3 programs. Common features of P–3 initiatives include the following:

- alignment of standards, curriculum, and assessment from prekindergarten (PreK) through third grade
- voluntary PreK offered to three- and four-year-olds
- PreK–3 teachers with at least a bachelor's degree and specialized training in early education
- both child-centered and teacher-directed instructional approaches in both PreK and K–3 settings.

In 2007, a partnership representing the early childhood, K–12, and higher-education sectors launched a P–3 initiative in Hawai'i with support from the W. K. Kellogg Foundation. This partnership, officially known as the P–20 Partnerships for Education, or P–20, is housed at the University of Hawai'i. P–20 engages in a number of projects designed to strengthen the educational pipeline from preschool through higher education to help Hawai'i's citizens achieve college and career success. The goal of the Hawai'i P–3 initiative is for every child in

the state to read at grade level by third grade. It proposes to accomplish this goal by focusing on the P–3 level, the early years of the educational pipeline. In particular, the P–3 initiative focuses on developing high-quality, culturally sensitive environments in early learning settings and in K–3 classrooms and on increasing system capacity through the support of effective teaching and learning.

The Hawai‘i P–3 project initially proposed five tactics to achieve the initiative's ultimate goal: (1) identifying P–3 community teams of early childhood programs and elementary schools that would work together to support the development, implementation, and evaluation of P–3 plans in local communities and address local needs; (2) replicating successful community strategies that had been developed under an earlier W. K. Kellogg Foundation planning grant; (3) aligning statewide efforts by coordinating many local efforts to improve outcomes for young and vulnerable children; (4) providing enhanced training for P–3 teachers and leaders, in part through improved access to coursework at the University of Hawai‘i; (5) educating families and communities about the importance of early learning and literacy and supporting their involvement in early education. As the work has progressed since 2007, the original goals remain, although the strategies employed and the structure of the initiative have evolved, and continue to evolve, as discussed in Chapter Two.

Research Objectives

This report presents the findings from the first year of the RAND team's five-year evaluation of Hawai‘i's P–3 initiative. We began to gather information about Hawai‘i P–3 activities early in 2010, and we concluded the research reported in this document at the end of 2010.

The main objectives for the first year of the research were as follows:

- Clearly document plans for P–20 work and work at the two demonstration sites.
- Develop measures to assess the degree to which the two demonstration sites and the P–20 partnership are executing their plans.
- Identify the strengths of the systems supporting these change efforts and identify opportunities to improve and encourage system-level change.

Organization of This Report

The next chapter provides more background on national P–3 efforts, a detailed description of Hawai‘i's P–3 initiative, and the RAND evaluation. Chapter Three describes the methods that we used in conducting this research. Chapter Four provides an overview of the statewide P–3 initiative, outlines a logic model for the statewide work that is presented in Appendix B, and discusses measures for monitoring the progress of the statewide initiative. Chapters Five and Six summarize the same information for the Farrington and Nānākuli-Wai‘anae (N-W) P–3 demonstration sites, respectively. The final chapter summarizes the key findings and recommendations for the statewide initiative and outlines next steps for the ongoing evaluation.

CHAPTER TWO

Background on P–3 Initiatives

P–3 Initiatives Across the Country

The case for P–3 investments follows a chain of logic that begins with children's experiences and skill development well before they enter school and traces a process that continues through third grade. The process unfolds over the child's educational career and ends in assessments in adulthood of school, workplace, and social success. P–3 advocates generally argue that a P–3 focus is critical to promoting early learning, which, in turn, predicts later success. They typically use the following points to buttress their argument:

- Large numbers of children arrive in kindergarten with low levels of school readiness; children from disadvantaged families are less likely to have had any PreK experience and, thus, start kindergarten trailing their more advantaged peers.
- These gaps in achievement rarely narrow in the first four years of public education; in fact, they generally widen.
- Gains from high-quality early education programs often fade over the first few years of school; this is often attributed to underresourced or low-quality K–3 programs.
- Third-grade reading scores are correlated with a range of important adult outcomes, such as high school completion, teen pregnancy, and incarceration.

The argument made by P–3 advocates, then, is that it is important to improve access to PreK programs and improve their quality so that more children enter kindergarten ready for school. They further argue that aligning PreK and K–3 programs and improving the quality of K–3 programs will maximize the benefits of PreK investments and improve outcomes by the end of third grade (examples include Graves, 2006; Jacobson, 2009; and Rice, 2008). Another aspect of the case made by proponents of P–3 is that, with improved third-grade outcomes, children will experience better outcomes in adulthood (Fiester and Smith, 2010).

This argument, relying on the chain of logic above, is supported by little direct empirical evidence. Rather, the argument is bolstered by a body of research that focuses on the individual core components of P–3 systems, such as research on the effects of high-quality PreK programs, efforts to attenuate fade-out of gains from early education, or assessments of the efficacy of programs or initiatives that exhibit many core P–3 components (Reynolds, Magnuson, and Ou, 2010). The paucity of research on the gains that can be attributed exclusively to P–3 initiatives is due in part to the relative newness of this educational reform strategy, as well as to the research design challenges inherent in attributing effects to a multifaceted reform strategy such as P–3. For instance, if P–3 initiatives are characterized, as described in Chapter One, by the availability of high-quality, voluntary PreK programs, highly educated PreK–3 teachers,

the use of both child-centered and teacher-directed instructional approaches, and the alignment of standards, curriculum, and assessments over the course of a child's P–3 education, it is not clear how to construct the counterfactual or comparison condition that constitutes "not P–3." That is, would one compare a situation with all four P–3 components to one with none of the four P–3 components, or a situation with all four P–3 components to one with only one or two of the four components? In addition, such research is slow and costly; identifying the effects of complex interventions on child outcomes is difficult because of considerable transiency in preschool enrollments and the challenges inherent in assessing young children with individually administered assessments (see, e.g., Zellman, Perlman, et al., 2008). Finally, evaluations of many programs would suffer from serious biases because preschool enrollment is voluntary, and parents who select higher-quality preschools likely differ from parents who do not send their children to preschool or who select lower-quality ones (see, e.g., Zellman, Perlman, et al., 2008).

The research cited most often as demonstrating the value of a P–3 approach may be found in a set of studies of the Chicago Child-Parent Center (CPC) program (see Reynolds, Magnuson, and Ou, 2010; Reynolds, 1994, 1995; Reynolds and Temple, 1998; and Reynolds, Temple, et al., 2007). This program included many key components of P–3 initiatives, including enriched preschool, teachers with bachelor's degrees, and an integrated curriculum from age 3 to age 9. Relative to children in the Chicago Public Schools who did not attend CPC schools, participants in the CPC program were found to have lower rates of placement in special education, lower high school dropout rates, and lower arrest rates. These results are certainly consistent with the notion that the components of P–3 produce better child outcomes, but the findings do not indicate whether the entire P–3 "package" produced the gains or whether the improvements can be attributed to just one or another of the components, such as enriched preschool. Furthermore, the CPC project was implemented at a time when PreK was not the norm for four-year-olds, and the CPC model included elements that are not always part of P–3 projects, further compromising the utility of the CPC research as evidence of current P–3 effectiveness.

The CPC longitudinal study is rather unique; most research that directly examines P–3 initiatives focuses on the implementation of these initiatives and not their outcomes. These efforts have largely relied on case studies that describe the progress of and lessons learned from early-stage P–3 initiatives in a number of localities, including Miami-Dade County in Florida, Montgomery County in Maryland, New Jersey, and elsewhere (see Golan et al., 2008; Marietta, 2010; Mead, 2009; Raden, 2002; Jacobson, 2009; and Foundation for Child Development, undated). The first-year evaluation of the Ready Schools Miami systems-change effort (Golan et al., 2008) documents accomplishments in the areas of collaboration and coordination of the many organizations that support early learning from birth through third grade. Specifically, in the first year, this initiative was able to promote community support for early learning investments, encourage joint strategic planning among a diverse set of partner organizations, implement an early childhood education (ECE) quality-rating system, establish professional learning communities at 16 schools, improve kindergarten transition programs, increase early identification and screening of young children, and use data and evaluations to improve programs.

Similarly, a case study of Maryland's Montgomery County Public Schools (Marietta, 2010) documented the activities undertaken there as part of a broad reform effort that incorporated both ECE and the district's K–12 schools. Starting in 1999, the district implemented a

set of reforms that emphasized quality early learning programs aligned with the district's K–12 curriculum. Over the next ten years, despite a changing demographic profile—characterized by increased percentages of students with significant learning deficits or needs—measures of school readiness, academic achievement, and college readiness improved dramatically. The case study enumerated five key lessons that can be learned from the Montgomery County experience. Other reports have recounted the path that various states took toward expanding state PreK (Mead, 2009), implementing full-day kindergarten (Raden, 2002), or integrating early childhood and elementary education programs (Jacobson, 2009).

While these reports provide useful accounts of implementation challenges, describe progress in building key aspects of early education systems, and provide lessons learned during the implementation process, none effectively tests the P–3 model by posing research questions to which the answers might be negative or by comparing the P–3 activities, singly or together, to other models of early education improvement or to no efforts at all. Although it might be argued that failure could be an outcome of these efforts if the questions underlying the evaluation had been posed in a different way (e.g., "What percentage of PLCs promised in the project plan have been established?"), a finding that PLCs had been established in only two of the 16 schools would be evidence of failure in that activity. But the reality is that the wide range of activities undertaken and the considerable enthusiasm at the beginning of such efforts, combined with a lack of clear standards (for success or failure), result in reports in which progress is applauded and failure is absent.

Perhaps more significantly, these reports may reflect a publication bias toward reporting only positive findings. While this bias is common across research publications in general (Cooper, 1998), it may be even more likely in the case of P–3 efforts because all of the studies cited here were funded by organizations that advocate for greater investments in P–3 initiatives; the reports document examples that could be considered success stories. Certainly, such efforts have value in many respects. For example, they document implementation processes that might be used by others, highlight activities that seem to be effective in the first year or two of implementation and contribute to the growth of the effort, and may also suggest key targets for continuous quality improvement efforts. However, they do not document the absolute or relative effectiveness of the P–3 approach. To do that, it is necessary to use different research designs that compare P–3 with other approaches. In addition, key aspects of these efforts, such as their cost, need to be assessed to determine whether the outcomes of P–3 initiatives justify their investments. We were not able to identify any studies of P–3 efforts that went awry, nor could we find any information about the costs of P–3 initiatives or any analysis that compared P–3 approaches to alternatives.

In our evaluation of the Hawai'i P–3 initiative, we add to this body of literature by measuring the degree to which site and P–20 partnership P–3 activities were executed as planned, and we analyze the P–3 initiative from a systems-change perspective. We also will assess the relationship between P–3 activities and student outcomes in a later phase of the research. In the section "RAND Evaluation," we discuss in more detail how the previous research on P–3 initiatives relates to the RAND team's approach.

The History of the Hawai'i P–3 Initiative

The home of Hawai'i's P–3 initiative is a state partnership called the Hawai'i P–20 Partnerships for Education, or P–20. This partnership works to strengthen the educational pipeline from preschool through higher education so that Hawai'i's citizens achieve college and career success. The leaders of P–20 include representatives from each of the major segments of the education pipeline: the Good Beginnings Alliance, the Hawai'i Department of Education (DOE), and the University of Hawai'i System. The Good Beginnings Alliance is a nonprofit organization that is often seen as the state's leading advocate for early childhood policy; DOE oversees K–12 education through a single school district that includes the entire state. The third partner, the University of Hawai'i System, is the state's leading provider of higher education. The primary goal of Hawai'i P–20 is for 55 percent of the state's working-age adults to have a two- or four-year college degree by the year 2025, and the main strategies that the program employs to promote this goal are as follows:

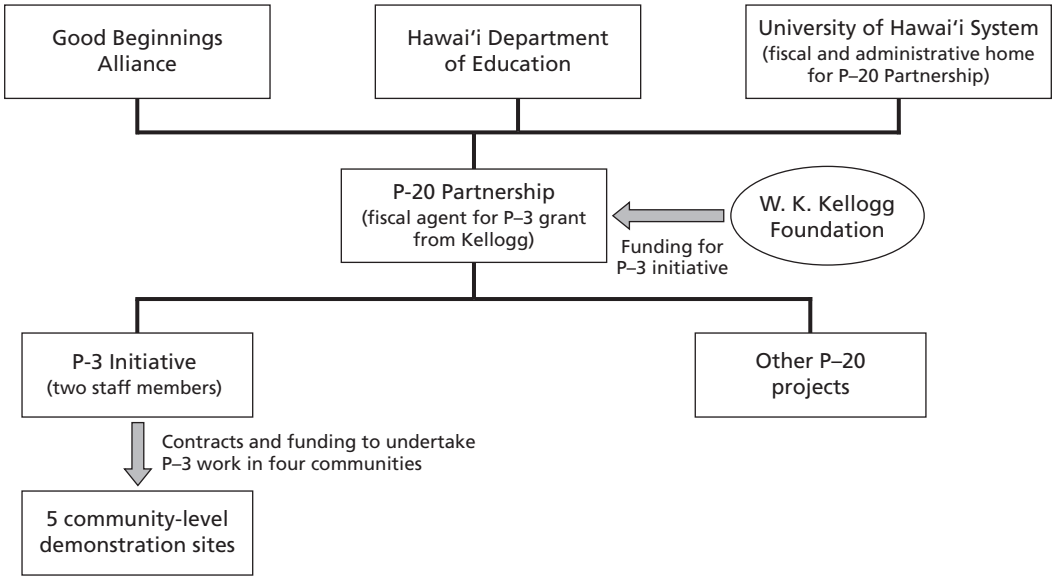
- having all children reading at grade level by third grade
- strengthening the rigor of the high school curriculum
- increasing student access and success in college
- facilitating program and policy development based on research and data.

The director of P–20 oversees the P–3 initiative, and the two individuals who work on the statewide P–3 initiative are P–20 staff. The University of Hawai'i is the official recipient of the W. K. Kellogg Foundation grant that supports the P–3 initiative, and all P–20 staff are employees of the university. While this report focuses on P–20's work related to PreK–3, a number of P–20 projects focus on later phases of the education pipeline. For example, the P–20 partnership publishes the state *College and Career Readiness Indicators Report*, is developing a campaign to encourage high school students to take more rigorous courses and earn a Board of Education Recognition Diploma, and is overseeing statewide implementation of the Advancement Via Individual Determination program, which provides assistance to middle-performing high school students to raise their chances of successful college entry and completion (Hawai'i P–20 Partnerships for Education, 2010). Figure 2.1 presents an organizational chart of the P–20 partnership and its relationship to the Hawai'i P–3 initiative.

Note that while the P–20 partnership pursues goals that focus on educational outcomes, the partnership is not part of the state government and has no authority to mandate cooperation among the actors, such as elementary schools, preschools, or teachers, that are essential to achieving P–20 goals. In the absence of authority, P–20 works to engage key actors through a process of consensus-building and community collaboration and relies on relationships and nonbinding agreements to maintain involvement and cooperation. Indeed, the only exception to this lack of authority may be found in P–20's relationship with the demonstration sites. P–20 is the demonstration site funder and has issued contracts that specify that the demonstration sites will execute particular tasks in exchange for funding. We return to this issue later in this report.

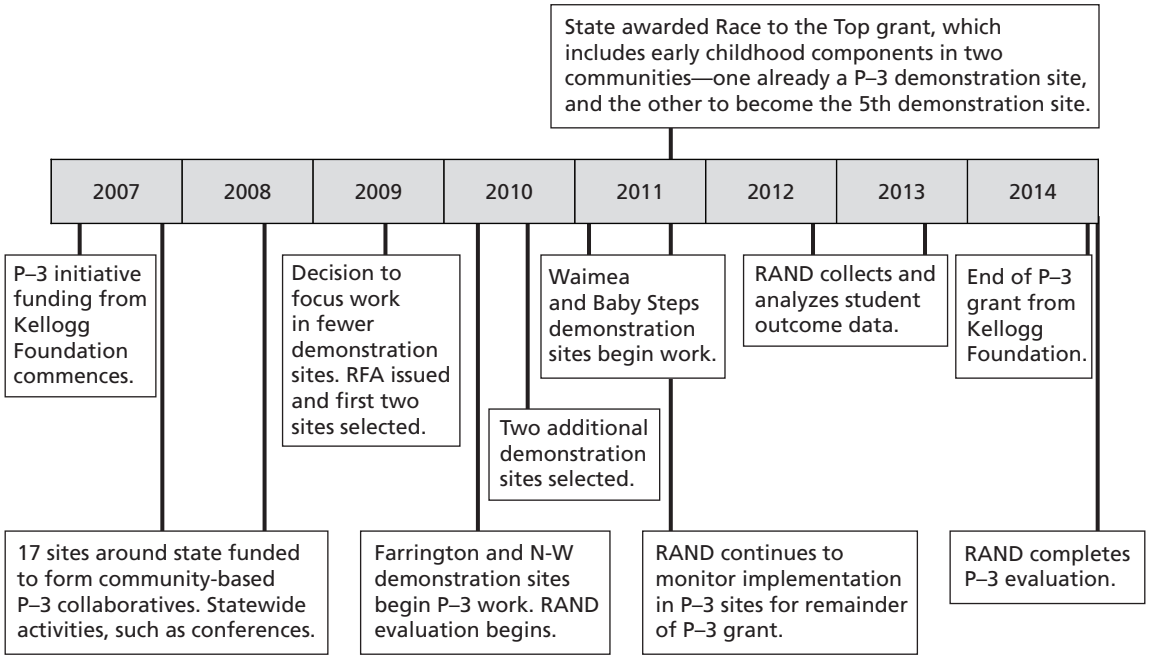
The Hawai'i P–3 initiative has evolved in terms of its goals and strategies since its inception; a timeline for the P–3 initiative is presented in Figure 2.2. In 2007, the first year of Hawai'i's grant for P–3 work from the W. K. Kellogg Foundation, the focus was on building PreK–3 connections, which did not exist in most communities. Funds were awarded to

Figure 2.1
Organizational Chart of the P–20 Partnership and P–3 Initiative



RAND *TR921-2.1*

Figure 2.2
Timeline of Hawai'i P–3 Initiative



RAND *TR921-2.2*

17 communities across the islands that would enable them to begin bringing together the key players to a P–3 initiative: PreK teachers, kindergarten teachers, elementary school principals, and other stakeholders, including parents. These efforts, according to those involved, introduced people to others in their community who had been working, in some cases for many years, on similar issues and with similar goals but who had often never met or worked together. P–20 level staff also engaged in some activities early on to enhance the capacity of the state in the area of P–3 education. For example, they hosted conferences at which attendees could learn about key components of P–3 models, such as the importance of school readiness for elementary school success.

However, by the end of the second year of the initiative, P–20 staff began to worry that the P–3 work in the 17 communities was not gaining sufficient traction and might not be perceived by the end of the grant period as having produced significant observable effects on student outcomes. While there was agreement that promoting collaboration was valuable, there was a growing consensus among P–20 leadership that more intensive work in fewer sites might "move the needle" more effectively. In 2008, a new approach was devised that reframed the work from being entirely community-driven in terms of the activities pursued and the aims to be accomplished to an initiative with more central direction. It was also decided that the central direction would be based on evidence demonstrating what works to improve third-grade reading achievement. Local communities would retain some ability to modify their plans to match local strengths and address unique needs, but the intellectual core would be devised and overseen by P–20. Furthermore, a far smaller number of sites would enable each site to receive more funds—enough to generate measurable changes in student outcomes. The sites would be subject to far more scrutiny of their plans, activities, outputs, and outcomes.

These ideas were expressed in a decision to produce a request for application (RFA) rather than a request for proposal (RFP) for the continuing P–3 work in 2009. The RFA model would essentially ask interested sites to explain how they would go about implementing the basic concepts and approaches established by the P–20 staff (described in more detail later in this report). The P–20 partnership would issue contracts to the successful demonstration sites to implement the plan and activities described in the application.

Two sites were selected to receive funds under the new approach—the Farrington demonstration site and the Nānākuli-Waiʻanae (N-W) demonstration site. The two winning sites understood that they would be participating in an evaluation of their efforts and would be expected to work with the outside evaluator chosen, through a competitive process, to design and oversee the evaluation work. They were also expected to present their work at various forums both within the state and in other venues, including the Harvard Graduate School of Education's PreK–3rd Institute and meetings of P–3 initiative staff called by the W. K. Kellogg Foundation. The demonstration sites had already accepted the common goal of improving literacy skills by third grade; they understood that, within the framework of the initiative's seven focus areas (discussed later), they had considerable discretion to direct their plans toward those activities that promised the greatest payoff. We describe the P–3 work of these two sites in detail in Chapters Five and Six.

In 2010, the P–20 partnership issued a second RFA, which mirrored the first, and two additional sites were selected—the Windward site on the eastern side of Oahu and the Baby Steps/Honokaa site on the Big Island. These sites began to implement their P–3 work at the beginning of 2011. Also in 2010, DOE learned that Hawaiʻi was one of 12 states to win the coveted Race to the Top (RTTT) education reform grants from the U.S. Department of

Education. RTTT grants incentivize states to adopt ambitious reform plans for raising student achievement, promoting high school graduation, and reducing achievement gaps, and states are asked to demonstrate the feasibility of those plans. The executive director of P–20 was one of five members of Hawai'i's RTTT core team, and the application included numerous references to P–20 activities, including the P–3 initiative. The Hawai'i RTTT plan included early childhood activities in one of the original two P–3 demonstration sites (N-W) and another site in the state—Ka'u-Kea'au-Pahoa (KKP) on the Big Island. Recognizing the opportunity to leverage RTTT funds, P–20 successfully applied to the W. K. Kellogg Foundation for additional funding to add the KKP site as a fifth P–3 demonstration site.

Seven Focus Areas

The P–3 demonstration site RFAs asked potential sites to describe their planned work in terms of a framework defined by seven focus areas. Furthermore, each of these focus areas included a number of suggested activities. In the first year of funding, the two selected demonstration sites were asked to devise and submit a detailed P–3 plan using the structure of the seven focus areas and subsidiary activities. Table 2.1 lists the seven focus areas along with some illustrative examples of activities in each area. The grids that the demonstration sites were to use to submit their second-year plans are included in Appendix A.

In the chapters that follow, we describe the P–3 work of the P–20 partnership and of each of the two demonstration sites in the context of these seven focus areas.

RAND Evaluation

The P–20 partnership issued an RFP in 2009 for an evaluation of the Hawai'i P–3 initiative, and P–20 selected RAND to conduct the evaluation. When P–20 issued the RFP, the first two demonstration sites had been selected, and these sites were commencing work. At that time,

Table 2.1
Seven Focus Areas

Focus Area	Example Activities
Leadership for literacy	Training for literacy coaches; administrators exposed to research-based strategies to promote student learning
Standards, curriculum, and assessment	PreK and K–3 teachers meet to review P–3 standards and align educational expectations; curriculum mapping
Instruction	Selection of a common instructional assessment tool; training on selected tool
Teacher professional development	Scholarships for K–3 teachers seeking ECE certificate; inventory of PreK teacher education levels
Comprehensive early learning services, access to services for children from birth to age 5	Map of local services; school-based strategy for service referrals
Family-school transitions and partnerships	Development of transition plans for incoming kindergarteners; parental early literary education
Data	Collection of available student-level ECE data; discussion of future data needs

P–20 anticipated potentially adding a third demonstration site, but there was no clear timetable for doing so. The RFP indicated that the evaluation should examine both the work of the demonstration sites and work at the P–20 level and should include an assessment of the implementation of the P–3 plans of these entities as well as an assessment of student outcomes. In addition, the RFP specified that the evaluation team would collaborate with the sites and P–20 to articulate a logic model describing each of the plans. The RFP also asked that the evaluation give particular attention to system-level aspects of the initiative. Finally, an overarching component of the evaluation was to provide feedback to P–20 on such issues as demonstration site plan implementation and system-level performance so that P–20 could engage in ongoing improvements to enhance the success of the P–3 initiative.

The first phase of the evaluation was to be executed in 2010 and 2011, with a report due at the end of each evaluation year. The first phase was to focus on the implementation of the P–3 initiative in the first two demonstration sites and P–20. The evaluator was to help the sites and P–20 articulate their logic models and begin to assess system-level performance. This report describes evaluation activities and findings during the first year of this effort; a report of the second year of the first phase will be published approximately one year after the publication of this report. The second phase of the evaluation will commence in 2012 and will include an examination of all five demonstration sites as well as the P–20 partnership. This second phase of the evaluation will continue the activities begun in the first phase—examining implementation, articulating logic models, and assessing system-level performance. In addition, during that phase, the RAND team will begin to collect and analyze student-level data to capture potential impacts of the P–3 initiative on student-level outcomes. RAND is tasked with submitting a detailed plan for the second phase of the work before the end of the first phase; the RAND team is working with P–20 to finalize the plan for the second evaluation phase. (The timeline in Figure 2.2, earlier in this chapter, shows some of the evaluation activities and how they fit with the P–3 activities.)

In this chapter, we discussed the limited empirical foundation for P–3 work. The current research effort promises to strengthen that foundation. It will more critically assess the progress of Hawai'i's P–3 initiative than has been the case in previous studies of other P–3 initiatives. It will do so by explicitly comparing measured accomplishments against initial plans rather than merely reporting on what the initiative appeared to accomplish. The RAND team designed the measures for the process evaluation so that they are not expensive to collect and so that some of them can be used in the future for regular assessments of progress. This early phase of the evaluation will also help the initiative make needed midcourse corrections. If site objectives or activities are revised based on feedback from the evaluation process, these revised plans will be taken into account in assessing progress going forward. This can be done fairly easily for the more qualitative assessments, which represent a key component of the evaluation work. Such changes of course also may be reflected in the quantitative measures of progress; we will remain cognizant of this possibility as we conduct those analyses, recognizing that future changes may reflect both what was initially done and revised plans. Additionally, the second phase of this evaluation will examine student outcomes in the P–3 demonstration sites, which is the first time of which we are aware that student outcomes will be assessed with a comparison group as part of a P–3 evaluation. We anticipate that any midcourse corrections that sites adopt will be made in service of this unchanging, ultimate outcome: improvements in third-grade reading scores.

In the next chapter, we discuss in detail the methods employed in our evaluation.

CHAPTER THREE

Methods

In this chapter, we present our evaluation approach and outline the major tasks that we pursued during our first year's work. We then describe the sources of our data and the ways in which the data were collected. We conclude the chapter with a discussion of the limitations of our study design.

Approach

The two main analytic tasks for the first year of the RAND team's evaluation effort were to assess the implementation of the demonstration sites' and the P–20 partnership's plans and to examine the strengths and weaknesses of the initiative from a systems-change perspective. In addition, the RAND team worked with the demonstration sites and the P–20 team to develop logic models that described their work.

Assess Plan Implementation

The first step in this part of the project was to document the plans that the two demonstration sites and the P–20 partnership had developed for their P–3 work. The two demonstration sites were required to submit detailed plans to the P–20 partnership that indicated which activities they were undertaking in each of the seven focus areas in the first year. These and other documents, along with interviews with demonstration site and P–20 staff and stakeholders, provided much of the information required to outline the plans in detail. Other important sources of data regarding the sites' plans were the logic models that we developed in collaboration with the sites and the P–20 partnership. Chapters Four, Five, and Six describe the sites' and the P–20 partnership's plans in detail; logic models may be found in Appendix B.

Using the plans as a foundation, we then worked with each site to develop measures that could be collected over time to indicate the degree to which the sites and the P–20 partnership were implementing their plans. We wanted the measures to be clear and comprehensible indicators of the concepts articulated in the plans, but we also had other guiding principles for the measures. These included that they be relatively easy to collect from administrative data or other sources (i.e., that they did not require a community survey of families), that they be available over time, and that the quality of the data be high. Chapters Four, Five, and Six describe the measures that we developed with the two sites and the P–20 team, respectively.

Finally, as part of the enumeration of the measures, we outlined a plan for collecting each measure beginning early in 2011, and we proposed the periodicity for the data collection. These measures will be collected for the remainder of the evaluation project, and we will use

them to document progress toward achieving the implementation plans in a year-end report in each year of the project.

Systems Analysis

The RFP for the P–3 initiative evaluation specifically requested an assessment of the initiative from a systems-change perspective. To enable this analysis, we relied on a framework developed at RAND that draws from previous work on accountability systems in public agencies (e.g., Stecher et al., 2010; Gormley and Weimer, 1999) and in the private sector (e.g., Welch, 2001; Pande, Neuman, and Cavanagh, 2000). It also draws from work on standards-based accountability in education (e.g., Armstrong, 2002; Hill and Bonan, 1991; Adams and Kirst, 1999; McLaughlin and Shepard, 1995) and education reform work more generally (e.g., Lieberman, 2005). It directs attention to the system components and processes that collectively define social systems focused on producing specified outcomes, which generally include expectations, responsibilities, and rewards and specify who is accountable, to whom, and for what, as well as the consequences for meeting or failing to meet specified responsibilities (e.g., Hill and Bonan, 1991; O'Day, 2002; Rothman, 1995). A key advantage of this framework is that (1) it can be used to describe systems and track differences over time and space (as we are doing here beginning in year 1 of our P–3 evaluation); (2) it can be applied to all levels of a system, including all the players in a hierarchy; and (3) it can be used to not only monitor the implementation of innovations but also to identify changes that might bring the system components into better alignment and thus help improve system functioning. Using the framework, we examine each of the local sites as well as P–20 as a system, then examine the interrelationships of these individual systems, particularly as they support or mitigate change at each level of Hawai'i P–3.

The framework allows us to pose key questions, such as, "What incentives are in place to promote the activities believed to be important to producing site outcomes?" "Are performance standards clear?" and "How well is the system working to achieve its goals?" The framework includes five components:

1. setting explicit goals, expectations, and standards for the system
2. clarifying the responsibilities of key system actors
3. establishing incentives for participation and appropriate consequences for meeting (or failing to meet) expectations and standards
4. monitoring and evaluating the performance of key system actors and entities and reporting on progress in a transparent way
5. ensuring that key actors have the capacity to carry out their respective responsibilities.

Our analyses in this report examine the interview data and document the review material that we collected to determine the extent to which and the manner in which each of these system components is operating and to understand the degree to which each component had been addressed formally in the set of current policies and activities in place. We then formally identify the responsibilities of key actors and array them by system component within each of the subsystems, e.g., the demonstration sites and P–20. Once this is done, we analyze the extent to which responsible individuals are incentivized to carry out their tasks and to which their performance is monitored; we also analyze the degree to which responsible individuals have sufficient capacity to perform their responsibilities.

Then, we examine the ways in which the different components are aligned with each other, focusing particularly on the extent to which these components appear to be working together to promote system goals and on identifying gaps in alignment that are likely to interfere with system functioning. This assessment shows that the strength of individual system components and their alignment are key to system success (see also Zellman, Ryan, et al., 2009, and Ryan and Martínez, 2008).

In this first year of work, our focus has been on identifying how the key components are being addressed and who the key actors are. We present our analyses of the P–3 system to date at the conclusion of the chapters on each of the demonstration sites and discuss our analysis of the P–20 effort in the final chapter of this report. These analyses include a description of the level of development of the five system components for each demonstration site and for the P–20 work, as well as any information that we had at this early point about the degree to which these components are aligned with each other within sites and across the levels of the P–3 system.

Development of Logic Models

As described earlier, the evaluation RFP explicitly required that the RAND team work with each site and the P–20 team to develop logic models for their P–3 work. Development of a consensual logic model for each site would make explicit the activities to be carried out and the expectations concerning what these tasks would produce, and it was a key source of data for documenting the plans of the two demonstration sites and the P–20 initiative. Logic models also suggest, in their focus on outputs and outcomes, the indicators of progress and monitoring approaches that could be used to assess the degree to which expected outcomes were achieved. We discussed possible measures in our work with site participants during our August visit and reached consensus about those that would be used.

Six weeks before the August site visits, we sent the P–20 team and each demonstration site team a blank logic model with instructions for filling it out. The logic model template was based on the ideas presented in the W. K. Kellogg Foundation's *Logic Model Development Guide* (W. K. Kellogg Foundation, 2004), which describes how nonprofit organizations can use logic models to design and carry out outcome-oriented evaluations. The logic model included five columns, with the final column representing the common goal that the demonstration sites had accepted as the ultimate goal of their site-based activities (and of P–3 efforts more generally): a higher percentage of children reading at grade level by third grade. The other four columns focused on resources (inputs), program components (activities), outputs, and intermediate outcomes, respectively. Completed logic models for the P–20 work and each site are presented in Appendix B.

The P–20 team and each of the demonstration sites sent us a draft logic model in advance of our visit. Before the site visit, we reviewed the draft logic models in detail. During the August site visits, we refined these logic models in partnership with the site teams. As part of these discussions, we also worked with the site team to identify and select a set of measures that were agreed to be reasonable indicators of progress for each of the activities in the logic model. After the site visits, the RAND team investigated the feasibility of collecting the selected measures and the quality of the measures proposed in the site visits. Using this information, the RAND team revised the logic models and measures again, and sent these versions back to the site teams for review. The versions discussed in Chapters Four, Five, and Six and presented in Appendix B incorporate the additional comments that the site teams provided.

Data Sources

The analyses described in this report draw from several sources to examine the Hawai'i P–3 initiative activities that are being carried out as part of the P–20 partnership and at the two demonstration sites that began operating in early 2010—Farrington and N-W. The work of the two demonstration sites and the P–20 partnership is described in detail in Chapters Four, Five, and Six.

Over the course of the first two years of this evaluation, we will rely on several sources of data, including in-person and telephone interviews, document reviews, and information collected through an online survey of elementary school principals at each site. Since the principal survey will be conducted in year 2 of the evaluation, the first-year evaluation findings are based on document reviews and interviews.

Document Reviews

We reviewed such documents as proposals submitted by P–20 to the W. K. Kellogg Foundation, the proposals that the demonstration sites submitted to P–20, strategic plans submitted by the demonstration site teams, copies of presentations made at various stakeholder meetings, state legislation related to early childhood issues, DOE guidance on such issues as the definition of "highly qualified teachers," narratives about the Hawai'i P–3 project in W. K. Kellogg Foundation publications, project budgets, and other written materials.

Interviews

RAND staff conducted in-person interviews in February and August 2010 at the two demonstration sites and with other individuals. We also engaged in telephone conversations with P–20 staff approximately twice per month. We conducted telephone conversations with key demonstration site staff several times over the course of the year. The first set of interviews focused largely on gathering background information, such as P–3 history, goals, and activities.

To obtain information about the broader P–3 efforts being conducted by the P–20 partnership, we conducted lengthy interviews with the two staff members of the P–20 initiative team and separately with the director of the P–20 initiative. We also interviewed eight P–20 initiative staff as a group and separately interviewed the vice president for policy and planning at the University of Hawai'i, which is the official grantee for the W. K. Kellogg Foundation grant that supports the Hawai'i P–3 work.

At each of the two demonstration sites, we interviewed the site teams as a group; teams generally included the site's P–3 project coordinator and at least four other key team members. These other team members included staff representing local public schools (employees of DOE), ECE providers, and other organizations directly involved in the P–3 project.

We also interviewed other P–3 stakeholders. These included officials from the DOE and Kamehameha Schools (a private school system that serves Native Hawaiian students),[1] individuals from local child and family advocacy organizations and foundations (including Good Beginnings Alliance), and members of the original P–3 advisory group convened when the state received the initial grant from the W. K. Kellogg Foundation. We met with these stake-

[1] The term *Native Hawaiian* refers to residents of Hawai'i identified with native culture. When a lowercase *n* is used, the term applies to those with 50 percent or more blood quantum.

holders in groups ranging in size from three to 12. A total of 35 people participated in data collection during our February 2010 visit.

Prior to each interview, RAND staff provided information about the purpose of the interview and the confidentiality of responses. Interviewees provided verbal consent to proceed with the interview in February and written consent to proceed with the interview in August. The RAND Corporation Human Subjects Protection Committee and the University of Hawai'i Institutional Review Board reviewed and approved all consent statements and processes for the site visits and interviews. Prior to the interviews, we generated a set of open-ended questions to guide our discussions with each group and to ensure that we obtained the information needed to address the key objectives of the project. For example, we asked explicitly about how the site plan addresses each of the seven P–3 focus areas, and we asked site staff to describe how they would know whether their objectives were being met. Since both sites had been involved with the P–3 initiative for several years by the time we visited, we also asked how activities, goals, and approaches had changed since the initiative work began. We did not explicitly ask site staff to talk about the systems-based accountability framework change components individually; rather, we asked questions that would enable us to characterize how the P–3 activities were organized and what assumptions were being made about how change would happen. Interviewees were also encouraged to provide information on other topics that they wished to discuss.

The second set of visits, in August 2010, had a different purpose, although we continued to gather information on systems-change components and initiative and site progress and endeavored to understand any changes in policy and practice that had occurred since our February visit. The primary objective of the second set of interviews with the statewide team and the demonstration site teams was to refine the site's logic model that the site team had developed from a blank model table that we provided prior to our visit. A second objective was to identify ways to measure the site's progress toward its goals. Given these objectives, the second set of interviews involved fewer people and was far more lengthy and interactive—in fact, the work devolved into a half-day workshop with each site and with the P–20 staff respectively. A total of 25 people were involved in our August 2010 data-collection effort.

Two interviewers were present for each interview or focus group. While both interviewers took notes, one interviewer had primary responsibility for note-taking and typing up the notes. These notes were then reviewed by the other interviewer, and any discrepancies were resolved.

Study Limitations

This study faced a number of limitations. A key one concerns the limited resources available to conduct the evaluation. Limited resources meant that the RAND team could not spend much time conducting site visits; we conducted two in year 1 and plan to conduct an equal number in year 2. It was for this reason that we worked to develop measures of progress that could be collected and monitored remotely. This necessarily limited the sorts of measures that could be included in the evaluation. Biweekly client meetings helped us to stay abreast of the many changes that were occurring that may affect the initiative's progress and outcomes so that we

could continue to understand the context of the work despite the widely spaced visits.[2] Additionally, the two demonstration sites that were the focus of this first year of work, as well as the other three demonstration sites, are probably not typical of all local school complexes that might implement P–3 work. These sites applied for P–3 funds and hence were more motivated to engage in P–3 activities than the average local school complex. Thus, the experience of these P–3 "early adopters" cannot be assumed to be generalizable to most other geographic areas or school complexes in the state.

An additional weakness of the study was that no child-level assessment of kindergarten readiness was available, and resource limitations precluded its collection as part of the evaluation.[3] Consequently, we must wait until children exposed to P–3 reach third grade to assess individual reading scores that are routinely collected at that time. Thus, we are not able to measure changes in functioning over time for individual children; we are able to measure population-level changes only. The inability to assess changes in individual children's performance over time reduces the likelihood of finding effects for several reasons. First, we cannot control for the composition of the third graders when the test data are collected, and we will not know how much exposure individual children had to P–3 activities. Nor will we know how many children left the area before third grade or are new to the area and were not exposed to any P–3 activities at all. In sum, the inability to collect data on individual children prior to third grade means that the likelihood of finding P–3 effects using data from the third-grade assessments is reduced.

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[2] For example, the November 2010 election of a new governor who has expressed more of a commitment to early education than the previous administration is widely viewed as likely to affect the climate for the P–3 work and may also affect support for related efforts.

[3] Kindergarten readiness is currently assessed at the classroom level by kindergarten teachers using the Hawai'i State School Readiness Assessment (HSSRA).

CHAPTER FOUR

P–20 Early Childhood Activities

Overview

The P–20 partnership supports a diverse set of activities, each funded by a different outside funder and designed to promote student performance at different grade levels, in addition to overall capacity-building.[1] Significant efforts are being made in the P–20 partnership's P–3 early childhood work to promote a greater focus on the value of early education and to facilitate continuing investments in the early childhood sector. A key P–3 goal is to get a higher percentage of children reading at grade level by third grade and, as a key component of this effort, to close the achievement gap discussed in Chapter One. This has led to a decision to focus resources on a small number of local demonstration sites where good ideas can be tried out with sufficient funds to have a measurable impact; ideally, the successful strategies from the demonstration sites can be scaled up.

While the bulk of P–3 funds have been used to support the work of the demonstration sites, the P–20 partnership recognizes that change is also needed on a larger scale: activities focused on developing infrastructure and improving early childhood policy can also have important impacts on P–3 and on early childhood efforts more generally. Consequently, P–20 is engaged in a number of activities of this sort. A good example of such an activity may be found in its efforts to include early childhood data in a longitudinal K–20 data set that is being developed by P–20. This data set will track students through college using a consistent identification number. By including PreK data, PreK providers will be able to examine the progress of their students in elementary school and beyond, providing useful feedback for program improvement. Such data, which could link PreK interventions to school outcomes, could also provide useful information to other key stakeholders as well. For example, if such data were available, they could help elementary schools understand the preschools and other early childhood programs that feed into their schools, indicating where the schools should focus alignment and transition efforts.

Another P–20 effort to affect the PreK–3 landscape may be found in P–20's attempt to coordinate its efforts with DOE and build connections between PreK and DOE in the demonstration sites. There are already some indicators of success in this area, and DOE has adopted some P–3 goals as its own. For example, a number of the P–3 indicators described in the original P–3 grant proposal to the W. K. Kellogg Foundation have been included in DOE's strategic plan, including increasing the number of children entering kindergarten with PreK experi-

[1] Projects oriented toward older students include development of common core standards for K–12, with an emphasis on quantitative literacy, and an effort designed to encourage low-income students to go to college. A third project encourages eighth- and ninth-grade students to seek a higher-level high school diploma.

ence, increasing the number of children who are kindergarten-ready, and adopting third-grade reading scores as a separate indicator of proficiency. In the demonstration sites, the imperative that PreK providers and DOE work together to propose a design and goals for the P–3 work in the site has already resulted in an important change as of the end of the planning year: DOE and PreK providers have begun working together on shared tasks and goals, in some cases for the first time.

The P–20 partnership has also worked closely to develop early childhood capacity in the PreK–3 workforce to increase the supply of trained and credentialed early childhood staff and to support early elementary teachers to develop a better understanding of child development. This work includes the development of undergraduate and graduate-level opportunities, as well as efforts to make them more accessible by offering them online.

P–20 has paid attention to the need to provide incentives to the workforce to promote additional education and training. The six graduate-level courses discussed below lead to a PreK–3 College of Education Graduate Certificate, which was developed collaboratively with P–20 staff by faculty in the Department of Curriculum Studies and the Department of Educational Psychology at the University of Hawai'i. To enroll in the program, students must gain graduate admission to the University of Hawai'i at Mānoa and fill out an application for cohort membership that is reviewed by P–20. Cohort members receive tuition assistance; upon successful completion of the program requirements, students will receive a certificate conferred by the College of Education at the University of Hawai'i at Mānoa (Shonleber, 2010). The plan is for teachers who complete the certificate to obtain salary points for doing so, although this had not yet happened as of December 2010.

P–20 also strives to increase the knowledge base of those working in PreK–3 through support for conference attendance by key stakeholders. For example, P–20 funded the participation of the N-W complex area superintendent (CAS) in the Harvard Graduate School of Education's four-day institute "PreK–3rd: The Foundation for Educational Success."

Focus of P–20 Early Childhood Activities

While the centerpiece of Hawai'i's current P–3 initiative is the work of the local demonstration sites, the P–20 partnership has undertaken a number of activities designed to influence the statewide P–3 context in the hopes of effecting lasting systemic changes that will be of value well beyond the borders of the local demonstration projects. The focus areas and measures that we discuss here emphasize this broader component of the P–3 initiative; the logic model that the RAND team developed with P–20 staff, found in Appendix B, helped identify key measures of progress that could be used going forward.

The P–20 partnership is undertaking a range of activities that align with the initiative's seven focus areas. However, the activities being executed by the partnership in the near term are not evenly distributed across the seven areas, but instead cluster in several focus areas. Table 4.1 highlights the five focus areas that the P–20 initiative emphasizes among the seven. They are leadership for literacy; standards, curriculum, and assessment; instruction; teacher professional development; and data. The table also lists some examples of key activities that the P–20 work is emphasizing in each focus area.

Table 4.1
P–20 Emphasis Among Seven P–3 Focus Areas

Focus Area	Example Activities
Leadership for literacy	Increase knowledge base in PreK–3 education through work with P–3 sites; participation of site leaders in varied learning opportunities
Standards, curriculum, and assessment	Coordinate with RTTT plan on common core standards and with DOE on a common curriculum
Instruction	Develop and implement strategic plans for Classroom Learning Assessment Scoring System (CLASS) administration
Teacher professional development	Provide ECE coursework online to increase the supply of trained and credentialed staff; link ECE certificate with defined coursework to reduce need for self-reports of ECE courses taken
Comprehensive early learning services, access to services for children from birth to age 5	
Family-school transitions and partnerships	
Data	Promote data-sharing between ECE providers and elementary schools; improve kindergarten entry survey use across DOE

In the P–20 logic model (which is presented in Appendix B), we provide a more comprehensive overview of the activities, objectives, and outcomes that underlie the current early childhood work of P–20. Here, we briefly elaborate on some of the key P–20 activities.

Support P–3 Implementation

The objective of this activity is to provide necessary support and technical assistance to the demonstration sites to ensure progress toward demonstration site objectives and outcomes. A key piece of this effort is focused on increasing the PreK–3 knowledge base of site team members. As discussed in Chapter Five, P–20 staff have spent a good deal of time working closely with the Farrington site because the original coordinator left and a replacement was not named for some time. Essentially, P–20 has staffed the Farrington site's program in its planning year. Another part of the demonstration site work involves providing opportunities for site leaders to participate in a range of learning opportunities that they can bring back to the site team. Site leaders in both ongoing demonstration sites have attended Harvard's Preschool Institute, and P–20 staff have helped the sites gain access to training on CLASS, an observational tool to assess quality in PreK–3 classrooms.[2] P–20 staff also convened a committee to determine which complexes would be selected as the third and fourth demonstration sites.

[2] Unlike earlier measures of classroom quality, CLASS focuses on teacher-student interactions in the classroom, which are widely believed to be the key input into learning. CLASS assesses three dimensions of teacher-student interaction: emotional support, classroom organization, and instructional support for learning (La Paro, Pianta, and Stuhlman, 2004). Research has shown that the instructional support for learning score is one of the strongest predictors of gains on cognitive assessments and subsequent student-achievement tests (e.g., Howes et al., 2008; Mashburn et al., 2008).

Increase Teacher Capacity

At the undergraduate level, P–20 began work in 2007 with ECE community college faculty in the University of Hawai'i System to develop the prerequisite courses for a B.S. in ECE at University of Hawai'i at West Oahu (see University of Hawai'i at West Oahu, 2009–2010).

Twelve courses were targeted for development in the articulation agreement between the community colleges and the university. However, feedback from the field indicated that the prerequisite courses were not accessible across all campuses. To address these access issues, each ECE faculty member volunteered to develop one of the 12 courses for online delivery; two additional courses that were not part of the original agreement also received development support. The expectation was that by fall 2011, all 14 courses would have been developed so that they could be taken completely online.

At the graduate level, P–20 has worked with the University of Hawai'i to develop learning opportunities for post-B.A. early childhood educators. In fall 2010, the first cohort of the P–20-sponsored PK–3 Graduate Certificate began its studies, which included earning 18 credits (six classes) over an 18-month period.[3] The courses teach a progression of skills; later courses promote coaching skills using the Center for Research on Education, Diversity and Excellence model, an instructional coaching model focused on use of five research-based teaching practices to improve achievement among diverse student populations (Teemant, Tyra, and Wink, 2009). The final course is a "capstone" class that brings together the concepts and approaches from the previous courses. All courses have an online component but are taught as hybrid courses, requiring some in-person meetings. A goal is to make them available completely online, as mentioned earlier. To do this, P–20 staff are working with university faculty to provide them with frameworks, research, and strategies to develop and sustain aligned P–3 programs and to develop online courses from more traditional ones.

Support Knowledge and Use of CLASS

CLASS is a key strategy for P–20, because it promises to set standards, enable assessments of teacher performance and progress, compare the progress of the demonstration sites, and identify key points where professional development is needed. P–20 is working with the demonstration sites to develop implementation strategies for CLASS, whose use is required in the new sites. P–20 is encouraging the training of CLASS assessors, educating site team members and administrators about CLASS, and working with the sites to reach assessment goals for PreK and kindergarten classrooms. P–20 is also committed to training higher-education faculty in CLASS to encourage the incorporation of CLASS concepts and tools in A.A. degree and certificate coursework.

Share Data

As part of its long-term objective to promote the use of data at all levels of the PreK–3 system, P–20 is working with PreK providers and elementary schools to develop and execute data-sharing plans in all demonstration sites. Its goal is to execute a memorandum of agreement authorizing data-sharing between P–3 ECE partners and P–20 in each site and to support data-sharing through technical assistance and training as needed. In addition, P–20 staff are

[3] The second cohort will earn the certificate with 15 credits over five courses.

working to improve the Kindergarten Entry Survey completed by parents so that more parents complete it and the data they provide will be as valuable as possible.

Evaluate and Disseminate Successful Strategies

Activities that P–20 staff are executing in this area include overseeing evaluator efforts, coordinating evaluator site visits, and providing the evaluator with important contextual information. P–20 staff will work with the evaluator to track progress on the indicators designated by the demonstration sites and P–20.

Measures for Monitoring Progress

While the P–3 initiative includes many activities and goals, the P–20 leadership clearly indicated that it prioritizes some activities over others. Table 4.2 lists the measures that will be used to assess progress for the highest-priority activities over the next two years, which, as discussed earlier, are clustered in five of the seven P–3 focus areas. The table lists the source for each measure as well as the date by which the outcome would ideally be achieved, the date at which the first measure would be taken, and the measure's periodicity.

Next Steps

The P–3 initiative has evolved a great deal since its inception; we anticipate that the initiative will continue to change to take advantage of new opportunities and in response to lessons learned. A second RFA was issued in the summer of 2010 to select a third site, and in August 2010, P–20 announced that it had in fact selected two new demonstration sites. The new sites are Windward, a Honolulu complex comprising 23 elementary schools, and a site called Baby Steps/Honokaa, which has partnered with two elementary schools on the Big Island. The Baby Steps/Honokaa work is supported by the P–3 grant, while the Windward work is supported by a combination of P–3 monies and a supplementary grant from the W. K. Kellogg Foundation, the Samuel N. and Mary Castle Foundation, the Harold K. L. Castle Foundation, and Kamehameha Schools

In fall 2010, the state learned that Hawai'i had been selected as a winner of the federal RTTT grant, which provides funding to states to implement education reforms designed to transform chronically low-achieving schools (lowest 5 percent) located in "zones of innovation." The two primary sites for the state's RTTT work will be the N-W complex and a set of complexes in an isolated rural part of the island of Hawai'i (KKP), where children experience some of the worst outcomes in the state on a variety of measures. Part of the RTTT award includes funds for ECE activities. In December 2010 the P–20 partnership learned that it would receive additional funds from the W. K. Kellogg Foundation to add the KKP site as a fifth P–3 demonstration site so that it could leverage the RTTT funds along with P–3 funds to significantly enhance supports for early learning in the area. P–20 will seek to coordinate RTTT and P–3 planning and improvement efforts in the two RTTT sites and at the policy level.

Table 4.2
P–20 Initiative Early Childhood Measure List

Measure	Source	Achievement Target Date	First Measure Date	Periodicity
CLASS				
Strategic plan for CLASS roll-out in demonstration sites	P–20 staff	March 2011	March 2011	Once
Develop implementation outcomes for CLASS steps	P–20 staff	March 2011	March 2011	Once
50 administrators and principals exposed to CLASS	P–20 staff	May 2011	May 2011	Yearly
15 people trained to do PreK CLASS observations	P–20 staff	May 2011	May 2011	Yearly
15 people trained to do K–1 CLASS observations	P–20 staff	May 2011	May 2011	Yearly
CLASS assessments implemented in 6 PreK and 6 K–1 classrooms	P–20 staff	May 2011	May 2011	Yearly
Courses				
Develop 12 online courses	P–20 staff	May 2011	May 2011	Once
Enroll the maximum number of students in all online courses (starting spring semester)	P–20 staff	May 2011	May 2011	Yearly
At least 1 person enrolled from an island other than Oahu in each course (starting spring semester)	P–20 staff	May 2011	May 2011	Yearly
Increase ECE Development Certificate holders in state by 6 every 6 months (to reach a total of 30 by May 2013)	P–20 staff	May 2013	March 2011	Semiannual
Develop ECE endorsement plan in partnership with DOE	P–20 staff	August 2011	August 2011	Once
Demonstration sites				
Increase number of implementing demo sites to four	P–20 staff	March 2011	March 2011	Once
Data-sharing				
Develop and execute data-sharing plan between PreK and elementary schools in the first two demonstration sites	Leadership of the original two demonstration sites	May 2011	May 2011	Once
Develop and execute data-sharing plan between PreK and elementary schools in the second two demonstration sites	Leadership of the two new demonstration sites	May 2012	May 2012	Once
Standardize Kindergarten Entry Survey across DOE	P–20 staff	September 2011	September 2011	Once
Student third-grade reading				
Student third-grade reading scores improve in schools served by P–3 demonstration sites more than in schools that are not part of demonstration sites	DOE data	May 2014	August 2011	Annual

Summary and Conclusions

The Hawai'i P–3 initiative has created a set of activities and systems whose goals are to increase the reading skills of third graders by engaging PreK and K–3 teachers, administrators, and other stakeholders in a number of activities that operationalize the seven focus areas on which P–3 is based. The local demonstration site activities, along with the broader activities being pursued by P–20, are designed to improve the school readiness of incoming kindergartners, raise the quality of PreK–3 teachers, increase the analytic capacity of the state, and help the sites improve a range of activities, such as coordination, alignment, and instructional practices. There are already some indicators of success in this area; DOE has adopted some P–3 goals as its own, as discussed earlier. In the demonstration sites, the requirement that PreK and DOE providers work together to propose a design and goals for the site's P–3 work has increased communication and created working relationships that did not exist before P–3.

The systems created by P–3 include the work of the P–20 staff, relationships between P–20 staff and the local demonstration sites, and the work at the demonstration sites. This complex system, like all systems designed to improve the outcomes of complex organizations, depends on successfully implementing the five components discussed in Chapter Three above and aligning them in a way that promotes system goals at each site and for P–20 as well.

At least some of the components that make up these systems are already part of the P–3 initiative. For example, P–3 has a clear long-term goal, and this goal is widely shared. It has also created participation incentives for the demonstration sites through its funding of them. Additionally, P–20 has signaled its intention to monitor performance of the demonstration sites through support for an outside evaluation.

The next two chapters describe the focus areas, logic models, and performance measures for the Farrington and N-W sites, respectively; each chapter concludes with the RAND team's assessment of local strengths and challenges. Chapter Seven summarizes the strengths and challenges that P–20 has encountered in its effort to pursue P–3 goals in the first year of the evaluation and briefly describes RAND's work going forward.

CHAPTER FIVE

Farrington Demonstration Site

Site Overview

The Farrington complex schools serve students living in an area of west Honolulu flanked by downtown Honolulu to the east and the neighborhoods of Mapunapuna, Moanalua, and Salt Lake to the west. The neighborhood includes several large public housing projects; a substantial number of the students who attend Farrington complex elementary schools or early learning programs live in these federal and state housing projects. The complex includes nine elementary schools that are all designated as Title I schools and generally serve students who are at a greater disadvantage than the average Hawaiian student. For instance, the rate of students in the complex qualifying for free or reduced-price lunch is over 50 percent higher than the statewide rate: In the 2009–2010 school year, more than 68 percent of students in the Farrington complex qualified, compared to about 44 percent of students across the state (Hawai'i Department of Education, 2011b). Many community residents are immigrants. The complex serves an unusually high number of English-language learners: More than 26 percent of students in the Farrington complex were included in this category; across the state, the comparison statistic was about 10 percent of all students. Students of Filipino ethnicity were the largest group in the complex (between 40 and 50 percent in many schools), with Samoan, part-Hawaiian, and other ethnicities accounting for another third or more of students. Kindergarteners in the Farrington complex are much less likely to have attended preschool than other kindergarteners in Hawai'i (44 percent versus 60 percent), and across third- through tenth-grade assessments, Farrington students lag well behind the rest of the state. In reading, for example, 69 percent of Hawai'i's third-grade students rate as proficient, while only 49 percent of third graders in the Farrington complex achieved a rating of proficient.

Site History

The Farrington complex P–3 demonstration project site consists of all nine elementary schools in the community plus three early childhood programs: Kindergarten and Children Aid Association (KCAA) Preschools of Hawai'i, Parents and Children Together (PACT), and Honolulu Community Action Program (HCAP) (Hawai'i P–20 Partnerships for Education, undated). KCAA operates a preschool in the area, and PACT and HCAP are larger organizations that provide a range of family services, including Early Head Start and Head Start. The nine ele-

mentary schools feed into two middle schools. Many of the individuals working on P–3 at this site have been working together since the first P–3 grants were funded in 2007 (the original grant included three elementary schools and two PreK providers, all of which are part of the current initiative). Much of the current Farrington P–3 work is a continuation of some of its previous P–3 efforts, particularly meetings with early childhood educators.

A large share of the early P–3 work (2007–2010, referred to as the P–3 initial phase) focused on building relationships between kindergarten and PreK teachers and administrators. These relationships included teacher-to-teacher meetings and attempts to align curriculum across this age span. To encourage more meaningful relationships and a shared vocabulary among PreK and kindergarten teachers, kindergarten teachers developed an observational tool for PreK teachers to use when they visit kindergarten classrooms; PreK teachers did the same for the kindergarten teachers making PreK visits. Many of the P–3 activities in the first three years focused on these visits; PreK teachers have now visited kindergarten classrooms in each of the elementary schools that participated in the initial phase of the P–3 effort. Site partners commented that the collaboration that occurred during that phase was valuable and set the stage for the current work. By introducing teachers to each other and forming a working team of PreK and elementary school educators, they believe that the work going forward will be supported by good interpersonal relationships and a richer understanding of the context and issues at the other level.

Farrington partners commented that the last year (school year 2009–2010) was largely a planning year, and P–20 staff concurred with this assessment. However, the site subsequently reported that its work with the RAND team on the development of the logic model made the partners perceive that they had in fact already made important progress toward some of their goals. Said one partner, "Last year at this point, I didn't think they would be this far." When asked why not, she noted that the site staff had little time to devote to the project. The current site coordinator has taken on the coordinator role in addition to her other full-time DOE responsibilities. DOE agreed to provide in-kind staffing for the effort, but staff were assigned P–3 responsibilities without concomitant reductions in their other work. Needless to say, this gave the site coordinator little time to devote to P–3. Moreover, neither she nor anyone else was formally accountable for P–3 progress. Indeed, the P–20 partnership's director of early learning programs and the P–3 operations manager, who are responsible for oversight of the demonstration sites from their University of Hawai'i offices (and who are referred to here as P–20 staff for the sake of clarity), have stepped in to perform some of the administrative work for this site. For example, until it meets the requirements to turn its fiscal operations over to a local fiscal agent that is standing by, P–20 is handling the finances for the site. During the first year of the RAND evaluation work (calendar year 2010), P–20 staff attended all meetings and scheduled the CLASS trainers who came to the site.

Organization of the Work

Sites vary in terms of whether PreK or elementary school staff (DOE) assume more leadership. DOE staff took the lead in the Farrington site from the very beginning of the work in 2007. The P–3 effort was originally led by a CAS who also oversaw two other complexes. The CAS took a strong leadership role in initiating the P–3 partnership and committing to bold goals for the effort. When the CAS was promoted, a DOE administrator who was formerly an ele-

mentary school principal became the site coordinator after a period when there was none. The new leader has needed time to orient herself to this new role. PACT, one of the nonprofit early childhood partners on the Farrington project, is to assume fiscal responsibility once a budget is submitted to P–20 and approved. In the meantime, P–20 staff have taken on fiscal responsibilities for the site. Along with DOE, the Farrington site involves three ECE providers, as noted earlier. Two of the three are Head Start programs with large enrollments, so the number of PreK children likely to be affected by this site's P–3 work is substantial.

As described earlier, the current site coordinator performs this role in addition to a full-time DOE job; no P–3 funds support the coordinator position. A key factor in the lack of support for administrative work for the P–3 effort is that Farrington site staff believed that P–20 policy discouraged funding for administrative functions. Indeed, P–20 leadership acknowledges that the goal of the initiative is to incorporate P–3 work into ongoing operations and avoid spending large amounts of P–3 funds on staffing. The logic behind P–20's preference was that it was concerned that if P–3 funds were used to support a full-time site coordinator, a substantial share of site resources would be absorbed by a single salary. Moreover, funding of the position would not promote sustainability of the efforts: Once the grant period ended, site partners would be inclined to assume that, without a coordinator, it would not be possible to sustain P–3 activities. However, there actually is no prohibition about using some P–3 funds to support administrative work. Indeed, P–3 funds are being used at the N-W site to support some of the administrative staff's time as discussed in Chapter Six. P–20 appears to have accepted the decision of Farrington partners not to fund administrative support, and P–20 staff continue to provide administrative support to the site.

The Farrington demonstration site has, as of December 2010, spent only a small amount of its P–3 funds: somewhere between $50,000 and $60,000 of its $1 million budget, which covers the remaining four P–3 years. The site's need for P–3 money has diminished in the short term because it has other sources available to fund the activities that were proposed as part of its P–3 plan. These funding sources have deadlines for use of the money, so these funds had to be used right away. After allowing the site to function without a budget for at least a year, P–20 staff asked the site to submit a multiyear budget by the end of 2010. However, no budget has been submitted as of this writing. What will happen with the unspent funds is unclear; at one point, the RAND team was told that the site would still be entitled to the full amount requested in the original application and would be expected to do more of the same activities. At another point, however, P–20 staff also suggested that they may consider reallocating some of these funds to other P–3 activities or sites.

Focus of Site Activities

While the demonstration sites were required to submit a plan indicating how they were addressing all seven of the focus areas specified by the Hawai'i P–3 initiative, it was understood that sites had different histories, capacities, and community concerns. Hence, in developing their P–3 plans, it was anticipated that sites would emphasize activities that best addressed community needs and utilized community assets, and therefore were likely to concentrate their work in some focus areas while engaging in fewer activities in other focus areas. The Farrington demonstration site emphasizes the three areas highlighted in Table 5.1: leadership for literacy;

Table 5.1
Farrington Site Emphasis Among Seven P–3 Focus Areas

Focus Area	Example Activities
Leadership for literacy	Training for administrators and teachers on research-based and developmentally appropriate strategies for promoting early literacy
Standards, curriculum, and assessment	Select and adopt common curriculum across PreK–3 levels by the end of the 2011–2012 school year
Instruction	Develop Professional Learning Communities (PLCs) for administrators and teacher leaders; CLASS assessments
Teacher professional development	
Comprehensive early learning services, access to services for children from birth to age 5	
Family-school transitions and partnerships	
Data	

standards, curriculum, and assessment; and instruction. The table lists a few examples of key activities that the site is undertaking in these focus areas.

In the Farrington logic model (which is presented in Appendix B), we provide a more comprehensive overview of the activities, objectives, and outcomes that underlie the current work at the Farrington site. Here, we briefly elaborate on some of the key site activities.

CLASS

Farrington P–3 originally aimed to get all PreK–3 assessed during the 2009–2010 school year so that there would be a baseline CLASS measure for each teacher. However, the site concluded fairly early in the year that this was too ambitious a goal. To assess classrooms, a cohort of assessors would have to be trained before the assessments could begin. External evaluators were to be brought in to train local staff, as discussed later; both external and internal assessors had limited time to devote to this work. Consequently, a decision was made to start with PreK teachers, who were assessed during the 2009–2010 school year. Kindergarten teachers are to be assessed during the 2010–2011 school year. The plan is to expand to grades 1, 2, and 3 by 2013–2014. Farrington is working with the Curriculum Research and Development Group (CRDG) at the University of Hawai'i's College of Education to train assessors. CRDG assessors will team with Farrington assessors to help the Farrington assessors feel more confident and improve their ability to conduct CLASS assessments. Administration dates have not yet been set with CRDG; P–20 staff are encouraging Farrington partners to schedule these administrations, arguing that this is a key site benchmark.

Some CLASS assessments have already been completed; for example, Head Start teacher CLASS reports are available in Head Start administrative records, and four of five teachers in one Head Start program have been assessed. Farrington also intends to provide an overview of CLASS prior to its implementation so teachers know what to expect.

Incoming Kindergartner Data

P–20 helped develop a new kindergarten entry instrument as a supplement to the HSSRA, which is a form completed by kindergarten teachers about the school readiness of the entering class as a whole. Many members of the education community in Hawai'i have expressed dissatisfaction with the HSSRA because it does not identify the readiness of individual students and because it relies largely on views and perceptions of the teachers rather than data collection. For example, the teacher is asked to estimate how many students had PreK experience. There has been some discussion about modifying the HSSRA to include individual student information and linking that to other data using student identifiers, but there has been no progress in this area. There appears to be a growing consensus that the HSSRA should be dropped, because its aggregate ratings are so imprecise. The newly developed incoming kindergarten survey is to be completed by parents of incoming kindergarten students in the Farrington complex. The survey asks parents whether their child went to preschool and, if so, for how long, among other questions. The survey does not include a child identifier. This year, the site would like to increase the response rate within schools and the coverage of the survey across schools.

Peabody Picture Vocabulary Test

The Peabody Picture Vocabulary Test (PPVT) is an individually administered norm-referenced assessment of listening comprehension for spoken words in standard English. It assesses children's vocabulary and word retrieval skills (Dunn and Dunn, 1997). The test consists of 204 items but poses a minimal burden on children because it focuses quickly on items at their current functioning level. It yields one overall, standardized summary score. In fall 2010, with the help of P–3 and CRDG, the PPVT was administered to all kindergarten students in six of the nine Farrington demonstration site elementary schools. The Farrington partners would like to eventually administer the PPVT to students in all PreK and kindergarten classrooms.

Coaching

Under the new P–3 grant, the Farrington partners plan to develop a coaching and mentoring infrastructure. The plan is to identify and train a cohort of coaches and then have them work with PreK and elementary teachers to improve instruction guided by CLASS results. Most of the elementary schools in the complex already have one trained coach. Each coach will be expected to meet at least once with every teacher in his or her coaching portfolio. Farrington's goal is to convene two meetings for all coaches over the next year.

Professional Development

Farrington's goal was that half of PreK teachers in their partner programs attend the Hawai'i Association for the Education of Young Children (HAEYC) conference in October 2010. The partners also hope to encourage ten elementary school teachers to enroll in at least one of the six courses that make up the P–3 Certificate Program described in Chapter Four.

Another component of Farrington's professional development efforts involves the establishment of PLCs for administrators and teacher leaders in all participating programs. The goal is to have quarterly meetings for principals and site administrators and monthly meetings with literacy coaches for teacher leaders from all sites.

PreK–Kindergarten Articulation

Articulation involves efforts to align curriculum and expectations across PreK and kindergarten programs to promote continuity and build on previous learning. A key articulation goal is to have early childhood and K–3 teachers and administrators review ECE and K–3 standards, identify gaps, and align educational expectations across programs at different levels. Ultimately, the goal is to select and adopt a common curriculum across PK–3 by the end of the 2011–2012 school year. Once this common curriculum is adopted, an ECE and elementary study group will investigate and recommend common assessments for use in monitoring alignment for implementation no later than 2011–2012.

The site hoped to be able to convene at least one PreK–kindergarten articulation meeting at each elementary school during the 2009–2010 school year, but these meetings have been postponed until 2011–2012. It also hoped to convene quarterly meetings for all nine elementary principals in the complex.

Student Outcomes

The Farrington partners have proposed using the Dynamic Indicators of Basic Early Literacy Skills (DIBELS) assessment as a measure of student outcomes to collect assessment information prior to the standardized third-grade assessments. Every elementary school in the Farrington complex but two now use DIBELS for K–5 students. The site will try to get the other two sites to adopt the assessment, which is free to DOE schools. After all schools are using the DIBELS, the site plans to set goals for its use.

Measures for Monitoring Progress

As described in Chapter Three, at each demonstration site, the RAND team convened site partner meetings to discuss the site logic model that staff had developed using RAND's template. At these meetings, the RAND team and site staff jointly refined the logic model and identified measures that could be used to monitor the site's progress on the activities that site partners had identified as core activities. The Farrington site partners reported that this process helped them develop a much clearer sense as a group about what they were trying to achieve and what they had already accomplished. There was little disagreement about what the appropriate indicators should be once the group enumerated the priority activities and identified the specific steps that it wanted to execute. Table 5.2 presents the measures for the highest-priority activities over the next two years. The table lists the source for the measures and the date by which the outcome would ideally be achieved, the date at which the first measure would be taken, and the periodicity of the measure. Some of the standardized measures, e.g., CLASS, are described in more detail in Chapter Four.

Implementation to Date and Next Steps

Originally, the Farrington site had planned to launch most of the key activities presented in its logic model (see Appendix B) by the end of calendar year 2010, including the CLASS assessments in PreK and kindergarten classrooms. In addition, it proposed to meet with professors at the University of Hawai'i to discuss coursework offerings in ECE and professional devel-

Table 5.2
Farrington Measure List

Measure	Source	Achievement Target Date	First Measure Date	Periodicity
CLASS				
Every teacher in PreK and kindergarten assessed for baseline CLASS data	Site administrative records	April 2012	April 2011	Yearly
One quarter of first- through third-grade teachers assessed for baseline CLASS data	Site administrative records	April 2013	April 2011	Yearly
Conduct overview of CLASS for all teachers who will be assessed	Site administrative records	April 2013	April 2011	Yearly
Coaching				
Identify and train literacy coaches for elementary school	Site administrative records	April 2013	April 2011	Yearly
Coaches have met at least once with each mentee	Site administrative records	April 2013	April 2011	Yearly
Remote video "coaching" support from Teachstone for all KCAA teachers	Site administrative records	April 2013	April 2011	Yearly
Two meetings of all coaches	Site administrative records	April 2013	April 2011	Yearly
Other professional development				
Half of PreK teachers attend HAEYC conference in October	Site administrative records	April 2013	April 2011	Yearly
Two principals and 8 teachers go to either Wai'anae conference or HAEYC	School information form	April 2013	April 2011	Yearly
Ten people from demonstration site attend at least one University of Hawai'i certificate course each year	School information form	April 2013	April 2011	Yearly
Assessment				
PPVT administered to all PreK children	Site administrative records	April 2013	April 2011	Yearly
PPVT administered to all kindergarten children in year 3 (unless replaced with Strategic Teaching and Evaluation of Progress [STEP] assessment)	Site administrative records	April 2013	April 2011	Yearly
PreK and elementary coordination				
Identify what data are needed regarding incoming kindergartners to inform future years' planning	Site administrative records	April 2013	April 2011	Yearly

Table 5.2—Continued

Measure	Source	Achievement Target Date	First Measure Date	Periodicity
Develop and implement plan for collecting needed data on incoming kindergartners	School information form and site administrative records	April 2013	April 2011	Yearly
Hold one PreK–K articulation meeting	School information form	April 2013	April 2011	Yearly
Quarterly meetings of principals and P–3 demonstration site team	Site administrative records	April 2013	April 2011	Yearly
Student outcomes				
Student third-grade reading scores improve in schools served by P–3 demonstration sites more than in schools that are not part of demonstration sites	DOE	August 2014	August 2011	Yearly
DIBELS or STEP in first and second grade	DOE	August 2012	August 2011	Yearly

opment opportunities for P–3 teachers. Finally, it had hoped to cultivate a partnership with Chaminade University, a major supplier of teacher training in the state, to provide more professional development coursework so that demonstration site teachers would have other options in addition to those provided by the University of Hawai'i. One strategy that the Farrington site planned to use to accomplish its goals was to encourage key players to meet together and discuss shared goals. One Farrington partner expressed the opinion that these meetings have paid off in promoting PreK–kindergarten interaction and discussions and that the project has helped promote collaboration between PreK and kindergarten teachers through the scheduling of monthly meetings over the past year.

However, some of the site's plans have been delayed, and, in some cases, the site has revised its goals to be more modest. One reason for the pullback has been the high level of turnover among complex principals. The original goal was for the P–3 team to meet with complex area principals at least quarterly. However, the departure of the CAS, who had taken a leadership role in creating bold goals for P–3 and gaining community acceptance for them, has slowed the site's momentum to a noticeable degree. Moreover, the fact that there were new principals at fully half of the Farrington complex area schools in the fall of 2010 has made this goal a difficult one to attain, as they have been preoccupied with learning about their schools and developing their leadership plans. In this context, P–3 activities, which have not yet been integrated into DOE policies and practices, have been accorded lower priority by principals in some schools. Moreover, some of the new principals were not yet permanently assigned at the time of our mid-August 2010 discussions with the Farrington partners, so they were not willing to invest heavily in P–3. Other retractions simply reflect overly ambitious goals, given the partners' limited time to devote to P–3 activities and limited incentives for them to execute P–3 activities, as discussed earlier.

An additional challenge may be found in DOE's efforts to develop and support the implementation of a common curriculum in K–12 schools. The entire district planned to transition to new core standards during the 2010–2011 school year. Schools were told that student assess-

ments, which were conducted in April 2011, would include items aligned to the new common standards. However, a great deal of uncertainty surrounds this point, such as whether full implementation of standards and curriculum will require the use of common textbooks. For now, principals have been told not to buy new curriculum materials. The Farrington P–3 site team has considered all this uncertainty in the site's P–3 design. One partner said, "If the state changed its curriculum, none of what we are doing [in our P–3 work] would need to change. This is important."

A lack of clear accountability provisions for the P–3 sites implied that there were no consequences when sites did not make progress on stated objectives and activities. For example, the Farrington site had been given a deadline by P–20 staff to complete a budget sometime in July 2010, but when the budget was not forthcoming, there were no consequences. After that deadline was missed, a new deadline was established to submit a budget by the end of calendar year 2010; a budget was not submitted by that date. As with other site activities, the development of a budget has also been stymied by a lack of staff time.

System-Level Analysis

In this section, we briefly discuss how well the five key system components are operating for this demonstration site and how this is related to the site's progress toward its objectives.

1. Establishing clear goals, expectations, and standards. Use of CLASS and PPVT represent clear, easily conveyed ways to establish and convey consistent standards for teaching and teaching outcomes. The site has a plan for implementing these standards, and the success of these efforts will hinge on whether the site executes them successfully. When these measures are implemented, site staff will have a straightforward way of assessing how well teachers are teaching and how well students are performing on a measure that assesses a key contributor to reading skills. They could also be used to support professional development activities. The fact that both measures are widely used in ECE settings also will enable staff to benchmark their performance against that of other programs. Farrington's focus in these areas is an important first step in improving classroom performance and outcomes. But in a systems analysis, it is critical to look at not just the presence of individual components of a system but also their interactions.

2. Clarifying the responsibilities of key system actors. The lack of time that the members of the Farrington team have to devote to P–3 work is a serious weakness and impediment to implementing the site's plan. Relying on people to conduct major efforts in addition to their full-time jobs makes it difficult to hold anyone accountable for outcomes even when they take on these responsibilities willingly. Indeed, since the site leader continues to work for DOE on other full-time responsibilities, she has been primarily accountable for her other DOE work. The ultimate goal of P–3 is to integrate the work of the sites into ongoing operations, which presumably would reduce the problem of competing loyalties and the need to "add on" work. However, in this early phase, when so much work needs to be done to get key P–3 activities, such as CLASS and PPVT, up and running and leadership is new, integration seems very unlikely unless there is clarity on the expectations and site participants are held accountable. The Farrington staff who are not DOE employees also have large workloads, and the degree to which their organizations have provided explicit instruction or prioritized their work on the P–3 project is unclear.

3. Establishing incentives and appropriate consequences for meeting or failing to meet expectations and standards. A notable issue for the Farrington site is the apparent lack, at this point in time, of rewards or punishments for meeting or failing to meet goals or deadlines. While mentors are to use CLASS scores to support teacher improvement and build teacher capacity, it is unclear whether anyone is rewarded for improvement. A lack of incentives weakens the effectiveness of standards-setting.

At the P–20 level, there also appears to be an absence of performance incentives for the demonstration sites. While P–20 staff spend considerable time encouraging sites to move forward with activities or to develop or refine their efforts and might, in theory, impose consequences on sites that do not meet performance goals, there is little evidence that this is occurring or will occur in the future. Further, in Farrington, the fact that no one is responsible for P–3 as a core part of their job description further diminishes the reasonableness of imposing such consequences.

4. Monitoring and evaluating the performance of key actors and reporting on progress. Collecting CLASS and PPVT data is an important component of system change in the site because these measures set clear performance standards. But it is not yet clear whether these data, which will be employed in the course of one-on-one mentoring to support and improve the performance of individual teachers, will be employed in a more powerful way to promote system change. If, for example, CLASS were universally implemented, these data could potentially be used to make public comparisons that might support more change, especially if incentives were attached to performance. However, CLASS is only beginning to be implemented. No other monitoring plans or any aggregation or reporting plans appear to be in place. Yet, monitoring and reporting are essential to supporting change. In some school reform systems, for example, student test scores are published so that parents can either choose better-performing schools or put pressure on their current schools to improve (e.g., Zellman, Ryan, et al., 2009; McLaughlin and Shepard, 1995). However, there is some evidence that parents consider many other things besides test scores in making school choices (e.g., Schneider and Buckley, 2002).

5. Building capacity. The Farrington site has focused a great deal of attention on building teacher and administrator capacity. Teachers are encouraged to apply to enter a program to earn an early childhood post-baccalaureate certificate, discussed in detail in Chapter Four; tuition support is offered by P–20 to demonstration site teachers who are accepted into the program. However, the system as a whole provides few to no incentives for teachers to undergo time-consuming education and training. Nor have efforts been put in place to assess whether attendance at and completion of these programs on the part of teachers will translate into better teaching or better student performance. Indeed, research in ECE finds mixed effects of additional education and training on teacher performance and student outcomes (e.g., Early, Bryant, et al., 2006; Early, Maxwell, et al., 2007). One reason for the mixed results is the enormous variation in teacher preparation programs. Collection of CLASS and PPVT data would enable P–3 staff to assess the value of these teacher training efforts. Assuming that they do promote improved child outcomes, DOE might develop more powerful incentives, such as salary increases or bonuses for completion of specified certifications. P–20 staff involvement in RTTT, as discussed earlier, has helped to set the stage for such efforts, which will have to be coordinated among DOE, the state Board of Education, bargaining units, and other stakeholders.

Summary and Conclusions

The Farrington site team worked with RAND to articulate its key activities and goals and identify measures of progress toward those goals. The site has made inconsistent progress toward its original objectives; lack of staff time has been a major inhibitor of progress. In the year ahead, the site could be much more successful if it were able to obtain more support in the form of personnel time. Providing more local staffing would also help clarify the responsibilities of key system actors and promote accountability. Attention might also be focused at the state level on improved incentives, including establishing rewards for meeting benchmarks and promoting recognition of teachers who attain training milestones. Consideration should also be given to ways in which principals might be encouraged to more fully participate in P–3 work at the site. New and, particularly, temporary principals are busy and may not see the value in devoting time to P–3 activities. More support and stronger participation incentives could help bring them along.

CHAPTER SIX

Nānākuli-Wai'anae Demonstration Site

Site Overview

The N-W demonstration site includes both the Nānākuli and Waiʻanae complexes. These complexes are located in an area of Oahu that hugs the coast as it makes a crescent north of Honolulu for about 20 miles between the ocean to the west and mountains to the east. The area includes a large concentration of Native Hawaiian homesteads, which are land grants made available to native Hawaiians with 50 percent or more blood quantum. Most of the beachfront is part of public beach parks, but there are few recreational facilities and there is little tourism in the area. There are large tent cities in these beach parks, which serve as temporary shelter for people without homes; these settlements are perceived to contribute to crime in the community and are subject to periodic sweeps by authorities. The area is also home to several government and military installations, including a naval magazine site and solid-waste landfills.

The Nānākuli and Waiʻanae complexes include seven elementary schools; all of these schools are ranked among the lowest ten percent on school performance in the state (Hawaiʻi Department of Education, 2011a). In the 2009–2010 school year, more than two-thirds of students in the complex area qualified for the free or reduced-cost lunch, a much larger percentage than the state average of 44 percent. In contrast to the Farrington complex, this complex area has fewer English-language learners than the rest of the state: About 6 percent of N-W area students are classified as English-language learners; the state average is about 10 percent. The N-W complex has the largest concentration of Native Hawaiian students in the state, with about two-thirds of the students reported to be Hawaiian or part-Hawaiian. The state average is just over a quarter (Hawaiʻi Department of Education, undated). Recent data indicate that fewer than two out of five kindergartners in this area attended preschool, compared to about three out of five kindergartners across the state. In the 2009–2010 school year, less than a third of Nānākuli third graders were proficient in reading, and less than half of Waiʻanae third graders were proficient. The comparative statistic for third graders across the state on the same reading assessment was 69 percent.

Site History

This site has a long tradition of engaging community members and partners in promoting young children's welfare. A leading organization at this site and a partner in leading the P–3 work is the Institute for Native Pacific Education and Culture (INPEACE), a long-established nonprofit community organization. Its goals include the development of community part-

nerships that provide educational opportunities and promote self-sufficiency among Native Hawaiians. Much of the work of INPEACE focuses on supporting parents and teachers and providing programs that enable young children to have PreK experiences. Some of these programs actively involve parents in the classroom, as many Native Hawaiians are disinclined to send young children to more traditional organized programs that do not include parents. Its work is supported by a number of funders, including the Office of Hawaiian Affairs, the U.S. Department of Education under the Native Hawaiian Education Act, Kamehameha Schools, and the W. K. Kellogg Foundation.

One important feature of the N-W demonstration site is that INPEACE, as a nonprofit community organization, is able to contract with the P–3 initiative and is the P–3 fiscal agent for the demonstration site. Moreover, INPEACE has resources that facilitate the P–3 work. In particular, it does a great deal of P–3 coordination and administrative work and provides office space and a home for the N-W site's P–3 work. INPEACE also promotes P–3 by allowing its staff to devote some portion of their time to P–3 work. So, while there is no full-time site coordinator in N-W (similar to the situation in Farrington), there is administrative infrastructure and support for the effort. One of the two co-coordinators is the chief executive officer of INPEACE, and that organization clearly prioritizes the P–3 effort.

INPEACE was the grantee for the State of Hawai'i's SPARK site from 2003 to 2009. SPARK, which stands for Supporting Partnerships to Assure Ready Kids, was a W. K. Kellogg Foundation initiative that aspired to create seamless transitions to school for vulnerable three- to six-year-olds. SPARK shared many of the same principles that are being promoted in the P–3 initiative: community collaboration, engagement of local school leaders, strong involvement of parents, and high-quality services (see W. K. Kellogg Foundation, undated). When the SPARK initiative sunsetted in 2009 after about six years of operation, INPEACE continued many of the same activities through the P–3 demonstration project, which began in 2007. The P–3 work in N-W was described more than once as "the next iteration of SPARK," and N-W partners who have been involved with early childhood work in the area for some time uniformly view the majority of their current work and plans as a continuation of SPARK. They see P–3 as providing the resources to continue the programs that were most successful under the former initiative. Indeed, INPEACE materials make this link explicitly. In discussing the P–3 project, its website notes,

> It is the goal of the [P–3] project to build on the foundation set by SPARK Hawai'i, an early childhood initiative that utilizes the strengths of the community, continues partnerships and affects policy to prepare children and families for school and vice versa. (INPEACE, undated)

Organization of the Work

Reflecting its INPEACE host and its evolution from the SPARK initiative, the N-W P–3 site has a decidedly early childhood and PreK focus, in contrast to the greater emphasis on kindergarten and elementary schools found in the Farrington site. Its leadership emphasizes the importance of strengthening community and family and engagement in early childhood experiences as the best means for improving third-grade reading scores. Central areas of focus include ensuring that children's needs are met, with a particular orientation toward making services

known to parents, and promoting successful school transition through greater involvement in PreK programs or transition programs that include parents. A critical component of promoting successful transition is the active engagement of parents in their children's education.

An important difference between SPARK and the P–3 work is that the P–3 project more actively engages K–3 staff and institutions; N-W brought the CAS into its meetings and planning discussions as a demonstration site co-leader. In addition, the P–3 initiative has sought to involve all elementary schools in the area; SPARK worked with only a subset of these schools. Working with DOE staff, the site partners hope to attain their goals by building a culture of shared responsibility for student learning, creating professional communities of practice, and increasing the knowledge and capacity of education professionals. Teacher focus groups and PreK visits will be employed to encourage teachers to concentrate on curriculum alignment and better understand how to improve the transition process. The N-W team asks teachers to volunteer for these focus groups and visits. To promote children's successful transition to kindergarten, the site encourages and supports PreK program enrollments, as well as increased involvement in other programs offered in the community for preschool-aged children.

Through INPEACE's Ka Lama Academy, a teacher recruitment and retention program, N-W is also trying to change teacher supply and hiring policies. Currently, there is a perception that because of the area's reputation as high-poverty and low-performing, as well as its remoteness, local schools typically wind up with less-qualified teachers. There is also a belief that teachers rarely choose to work in N-W, and as soon as a position opens elsewhere, they leave, creating a high level of teacher turnover. Kamehameha Schools, a group of private schools for native Hawaiians funded generously by a bequest from Princess Bernice Pauahi Bishop, great-granddaughter and last royal descendant of Kamehameha the Great, support Ka Lama Academy, along with the Office of Hawaiian Affairs, which receives both public and private funds to provide native all Hawaiians with opportunities for a better life. These groups have been working with the N-W site team to address the issues of teacher turnover and quality. For example, Kamehameha Schools has produced videos designed to convince prospective teachers that the area is a good place to work. It has also provided some limited funds for new teacher mentoring and induction. On the supply side, Ka Lama Academy endeavors to recruit community members to be teachers in their own community. However, this presents challenges: For instance, Native Hawaiians almost always need remediation to get into college, according to N-W team members. To date, it is believed that the effort to recruit locally has helped develop a stable, local PreK workforce, although such an effort is far easier than at higher levels because PreK teachers do not need college degrees. Nevertheless, N-W team members are optimistic that recruitment of teachers from the community may ultimately increase aggregate teacher quality because Native Hawaiian teachers will want to be working in N-W and will be sensitive to cultural issues that may impede learning that other teachers might overlook. Native Hawaiian teachers will also help decrease high teacher turnover rates in the area. To encourage the development of teachers among local residents, site partners bring in community college instructors to teach some of the first college courses onsite. P–20 funds were also used to send the CAS to Harvard University's program for improving PreK–3 education.

These efforts appear to have increased the involvement of schools in the site's P–3 work. However, not all elementary schools are participating, and the strong connection of key DOE staff to the P–3 effort that is a hallmark of the Farrington demonstration site is lacking. DOE commitment in N-W is enthusiastic but does not always extend to behavioral or policy change. For example, N-W demonstration site partners have been trying for some time to

get the CAS to commit to having all kindergarten teachers assessed with CLASS, a goal that the Farrington CAS actively supported. As of this writing, the N-W CAS had left the use of CLASS in kindergarten classrooms to the discretion of individual principals, consistent with her view that mandates are an ineffective policy tool. However, a P–20 staffer noted that few principals would proceed to implement a new, time-consuming activity unless it is required or they feel pressured to do so. Similarly, the N-W CAS has raised objections regarding the potential burden on principals of completing a school information form in N-W schools, which was designed to collect data on measures that were identified by the P–3 and RAND teams as key to assessing P–3 progress at the site.

P–20 and the sites agreed that the 2009–2010 school year was to be a "planning year"; N-W was given more than $200,000 for the year to carry out its planning efforts. This amount would have been adequate if it limited itself strictly to planning, according to one site partner, but in fact the site was trying during that year to continue to implement a number of activities, such as teacher focus groups, early kindergarten registration campaigns, and kindergarten literacy efforts, that had been supported by SPARK and other funders in the past. The reduced P–3 funding (compared to levels of funding under SPARK) created a difficult challenge: Site leaders did not want to stop supporting important ongoing activities to take up the P–3 work, but lack of funding forced them to do so in some cases. Nevertheless, some new activities were initiated during the planning year. Virtually all the collaboration with elementary schools was initiated that year, although some collaboration had begun before the arrival of P–3 funds. Partners noted that the P–3 RFA, with its seven focus areas, had "galvanized" this reaching out to DOE.

The N-W team members provided some examples of benefits that they had experienced from their P–3 participation, including input into teacher professional development courses, participation in additional conferences and training opportunities, and valuable interaction during quarterly meetings with the Farrington site. The meetings with the Farrington site were reported by several team members to be instrumental in raising interest in CLASS in the N-W complex area. An N-W co-director described as "quite brilliant" the way in which the P–3 initiative had motivated the site to form partnerships with DOE and others. The improved relationship with area schools grew out of meetings with P–20 staff.

Focus of Site Activities

While the demonstration sites are required to submit a plan indicating how they are addressing all seven of the focus areas specified by the Hawai'i P–3 initiative, it was understood that sites had different histories, capacities, and community concerns, which would be reflected in the way in which activities were concentrated. The N-W demonstration site emphasizes the three areas highlighted in Table 6.1: teacher professional development, comprehensive early learning services, access to 0–5 services, and family-school transitions and partnerships. The table lists a few examples of key activities that the site is undertaking in these focus areas.

Appendix B provides a more comprehensive summary of the logic model underlying the current work of the N-W site; we briefly summarize the main activities here.

Table 6.1
Nānākuli-Wai'anae Site Emphasis Among Seven P–3 Focus Areas

Focus Area	Example Activities
Leadership for literacy	
Standards, curriculum, and assessment	
Instruction	
Teacher professional development	Increase the number of highly qualified teachers in complex area schools; raise number of literacy coaches at elementary schools; encourage ECE teachers to obtain degrees and credentials
Comprehensive early learning services, access to services for children from birth to age 5	Establish strong links among health, human services, housing, and education providers to ensure that the basic needs of children and families are met
Family-school transitions and partnerships	Promote smooth transition to kindergarten; arm parents with knowledge and resources to promote child development
Data	

PreK Program Involvement

As noted earlier, a key N-W site goal is to increase the number of children entering kindergarten with some organized PreK experience. To achieve this goal, N-W promotes PreK program involvement while recognizing that keeping young children at home is valued by many Native Hawaiians. For this reason, a number of alternative programs exist in the community to expose children and parents to PreK experiences, such as Keiki Steps and Keiki Steps to Kindergarten. Keiki Steps is a free INPEACE family-child interaction program for Native Hawaiian children from birth to age five. The program creates a learning environment that includes culturally enriching experiences that are designed to promote school success for Native Hawaiian children. The program offers family-child interaction learning sessions four times per week and seeks to help parents in their role as the child's first teacher. Keiki Steps to Kindergarten is a free two- to three-week summer transition program to help entering kindergarten students adjust to the school setting before the school year begins. In addition, N-W is supporting efforts in elementary schools to encourage parents who are enrolling their kindergarten or older children to consider PreK options for their PreK-aged children, and it is making materials available to provide to parents to encourage this choice.

Improved Teacher Performance

N-W has approached this objective with a number of activities. N-W partners are trying to implement CLASS and related training in elementary schools; PreK providers have already agreed to participate in CLASS observations. Indeed, as of fall 2010, N-W had four reliable PreK CLASS assessors and had assessed six preschool teachers. As of December 2010, the CAS had expressed interest in CLASS but had not recommended it or required its use in complex area schools. N-W also hopes to increase the number of elementary school teachers with ECE certification and the number of PreK teachers attending A.A.- or B.A.-level ECE programs. N-W has established limited incentives to support enrollment in these programs, including groups for family members in which the value and cultural appropriateness of additional schooling for women is stressed. This is perceived as necessary because there is a belief that in

many Native Hawaiian families, husbands are reluctant to support additional education when it requires the mother to spend additional time away from the family. PLCs are another route that N-W intends to pursue to improve teacher performance. The goal is to establish a PLC at each participating elementary school; some PLCs were in place prior to P–3 funding.

Reduced Teacher Turnover

Retaining high-quality teachers is an important N-W goal in which it plans to invest for the long run, particularly as it involves recruiting and training local residents to be teachers, as discussed earlier.

Measures for Monitoring Progress

At the N-W site, as in the Farrington site, the RAND team convened site partner meetings to discuss the site's logic model and to identify measures that could be used to monitor the progress of the site's P–3 work. Table 6.2 presents measures for the highest-priority activities over the next two years. The table lists the source for the measures and the date by which the outcome would ideally be achieved, the date at which the first measure would be taken, and the periodicity for the measure. Key measures are described in more detail in the next section.

Table 6.2
Nānākuli-Wai'anae Measure List

Measure	Source	Achievement Target Date	First Measure Date	Periodicity
Early learning/access to 0–5 services				
More children participating in ECE programs	INPEACE administrative records	April 2013	April 2011	Yearly
Increase the number of recruiters who recruit families into services (pending additional funding)	INPEACE administrative records	April 2012	April 2011	Yearly
Create a comprehensive inventory of services available to area families	INPEACE administrative records	August 2011	August 2011	Once
Develop and execute a plan for disseminating service inventory to families and service providers	INPEACE administrative records	April 2012	August 2011	Yearly
More children and families linked to health, housing, and human services; fewer children exhibit needs for basics	Complex area records of free and reduced-price lunch rates, local homeless shelter family service data	April 2013	April 2011	Yearly
Family-school transitions and partnerships				
More children enter kindergarten with either PreK or transition program experience	HSSRA data; Keiki Steps to Kindergarten data	April 2013	April 2011	Yearly

Table 6.2—Continued

Measure	Source	Achievement Target Date	First Measure Date	Periodicity
ECE programs serving area have strong parent component	INPEACE administrative records	April 2013	April 2011	Yearly
More children enter kindergarten ready to learn	HSRRA for complex schools	April 2013	April 2011	Yearly
Teacher professional development				
Increased number of elementary teachers with ECE certification	School information form	April 2013	April 2011	Yearly
Increased number of teachers in ECE programs with A.A. or B.A.	INPEACE administrative records	April 2013	April 2011	Yearly
Increased number of highly qualified teachers in complex	School information form	April 2013	April 2011	Yearly
Data-sharing between PreK and elementary schools	School information form	April 2013	April 2011	Yearly
Reduce teacher turnover	School information form	April 2013	April 2011	Yearly
Commence literacy coach program at all complex elementary schools	School information form	April 2013	April 2011	Yearly
Establish PLCs at all complex elementary schools	School information form	April 2013	April 2011	Yearly
Student outcomes				
Student third-grade reading scores improve in schools served by P–3 demonstration sites more than in schools that are not part of demonstration sites.	DOE	August 2014	August 2011	Yearly
DIBELS in first and second grade	DOE	August 2012	August 2011	Yearly

Implementation to Date and Next Steps

N-W has largely continued to emphasize the parent engagement and school transition activities that it was pursuing as part of SPARK. The site is leveraging P–3 funds by strengthening existing partnerships that are already working in the community on behalf of P–3 goals. For example, work is being devoted to strengthening links among health and human services, housing, and other human services providers to ensure that children's and families' basic needs are met.

P–3's direct influence in the complex area is most apparent in the work that the site has undertaken in partnership with DOE. Central to this work was the decision to reach out to DOE and to bring the CAS on board as a co-director of the site. This blossoming partnership

has increased the site's sphere of influence and could increase the initiative's impact considerably. In addition, DOE and other initiatives hold promise for improving local teaching staff capacity in both early childhood and K–12 settings. A new program to offer training in ECE is attempting to make training more accessible to local educators by providing needed social and emotional support to encourage participation and retention. For example, N-W partners are working to build cohorts of attendees who can provide each other with practical support (e.g., carpools into town to attend classes), as well as emotional support.

Some external policy issues have reduced the degree to which the site can pursue its goals. For example, because of fiscal constraints, the state stopped paying child-care subsidies for three-year-olds, which has reduced PreK enrollments in this age group. This policy change makes it much more difficult for N-W to achieve its goal of increasing the percentage of preschoolers who participate in an organized PreK experience. Additionally, as mentioned in the discussion of the Farrington site activities, DOE is developing a core curriculum that will be implemented in the near future, and it has made educators hesitant to adopt new curricula or practices at the present time. While this anticipated change has not thwarted efforts in the Farrington site to begin aligning instructional guidance in the complex, in N-W, it has stalled alignment efforts.

System-Level Analysis

From a systems point of view, some key components are in place at the N-W site, but others are not. In this section, we briefly discuss the current status of each of the five system components at this site.

1. Establishing clear goals, expectations, and standards. As in the Farrington site, as well as at the P–20 level, the N-W site has adopted the goal of all children reading at grade level by third grade. The use of CLASS in N-W is evolving as the way in which N-W P–3 will establish standards for teaching. However, there is currently no requirement that principals and teachers at the N-W site use it. As of this writing, CLASS had been made available, but principals were generally not adopting it. Realistically, until its use is either mandated or incentivized, it is not likely to happen except in scattered instances. Moreover, CLASS is not an appropriate standard for many of the site's activities. At the present time, there appear to be few standards governing the solidly PreK work.

2. Clarifying the responsibilities of key system actors. This site benefits from the presence of two dynamic co-coordinators, at least one of whom has P–3 activities as a major part of her job description. But as in many community partnerships, the coordinators have only limited control over the initiative's activities, as they are nearly all funded by multiple sources and have long histories that precede P–3. An exception may be found in some of the DOE work: The DOE co-coordinator maintains clear authority over the schools and therefore could impose mandates on principals. However, she is clearly measured in exercising this authority through programmatic mandates; the clearest example is her decision not to require the use of CLASS.

3. Establishing incentives and appropriate consequences for meeting or failing to meet expectations and standards. As in the Farrington site, there is an apparent lack—at this point in time—of rewards or sanctions for site partners for meeting or failing to meet performance benchmarks, such as getting agreed-on numbers of teachers to undergo a CLASS assessment.

These incentives might include recognition, increased control, or financial rewards. While it is likely that CLASS performance will be relied on to support teacher improvement and build teacher capacity, it is unclear whether teachers will be incentivized to improve their performance. A lack of such incentives weakens the effectiveness of assessments and the standards that they set. Teacher collaboration across PreK and K–3 also operates on a voluntary basis. Teachers are asked to participate in focus groups on their own time, without incentives for doing so. While limited funds may dictate this approach, it cannot be expected to have maximal impact if it must rely on voluntary participation. One new possibility is that RTTT funds will be used to provide N-W teachers with extra professional development time, and, if so, they might be encouraged or incentivized to use this time to become more knowledgeable in the area of ECE. For example, enrollment in ECE coursework could be part of teacher performance evaluations.

There also appears to be an absence of performance incentives or consequences set by P–20 staff for the P–3 sites. While P–20 staff spend considerable time encouraging both sites to move forward with activities or to develop or refine their efforts, there appear to be no clear consequences for sites that do not meet performance benchmarks.

4. Monitoring and evaluating the performance of key actors and reporting on progress. N-W supports a number of activities designed to help promote preschool attendance, improve families' access to basic needs, help children transition to kindergarten, and promote alignment between early childhood and elementary programs. But little is known about how well these efforts are working. As part of the RAND team's evaluation, the site intends to begin measuring outputs that will begin to assess performance as described in Table 6.2. Doing so will force the site to define the scope of and expectations for these efforts. Ideally, performance on these measures will be tied to specified incentives.

5. Building capacity. While N-W is devoting more attention to building teacher and administrator capacity, the limited incentives available to teachers to undergo time-consuming education and training and the lack of incentives for administrators to build their capacity will limit the attainment of this goal. Currently, efforts are under way to develop a certification for the completion of six core graduate courses, as discussed in Chapter Four, and scholarships are being offered to teachers in the demonstration sites. However, uptake has been very limited among N-W teachers. Efforts by P–3 staff to support teachers who choose to enroll and efforts to convince Native Hawaiians living in the area to pursue teaching careers are designed to provide support for these individual choices. There are also some incentives in place as part of elementary teacher salary schedules and INPEACE ECE salaries to promote professional development and ECE certification. Over the next year, the N-W site will work with the RAND team to monitor the measures listed here and to track progress toward the initiative's goals. A number of the steps that we suggested in this discussion rely on changes being made by P–20 leadership.

Summary and Conclusions

The N-W site has continued many of its long-established activities under the P–3 grant, using P–3 resources to support and expand existing partnerships and efforts. Indeed, its participation in P–3 is motivated in large part by the opportunity that P–3 funds provide to continue this work. But P–3 has also motivated the site to reach out to DOE in a way that it has not done in

the past. Indeed, the most obvious impact of the P–3 initiative to date has been the inclusion of DOE as a key partner in at least some site activities, which holds promise for expanding the impact of the site's work beyond early childhood. The site's work has been facilitated by the fact that INPEACE has been involved in most of these activities for years and has been able to provide significant infrastructure and support for the P–3 efforts.

At the same time, the site's implementation timetable had to be revised and replaced by more modest goals for the 2010–2011 school year. Some of the more limited goals reflect the realities of working closely for the first time with DOE. DOE staff needed to be assimilated into the P–3 partnership and exposed to assessments, such as the CLASS, that were already known to PreK site partners. Additionally, the N-W partners have learned that new activities cannot be quickly imposed in school settings, where principals and teachers already have many demands, where traditional education functions remain the key priority, and where P–3 activities are not embedded in the incentive structure.

In the next chapter, we conclude the report with a discussion of the operation of the Hawai'i P–3 initiative as a whole in terms of the five system components.

CHAPTER SEVEN

Analysis of the P–20 Work and Implications for P–3

This chapter describes our analysis of the P–20 partnership's work that is part of the P–3 initiative in the same way that Chapters Five and Six presented our analyses of the work of the Farrington and N-W demonstration sites, respectively. It summarizes some of the strong points and challenges that the P–20 partnership encountered in the first year of the RAND team's evaluation and draws implications for P–3 going forward.

System-Level Analysis

We use the five components of the systems-change framework outlined in Chapter Three to organize our observations concerning the strengths and challenges that we have found to date in the P–20 partnership's P–3 initiative, including its role as an overseer of the demonstration sites' work.

1. Establishing clear goals, expectations, and standards. A key strength of Hawai'i's P–3 initiative is the unanimity and crystal clarity around the ultimate goal: all children reading at grade level by third grade. Every individual with whom we spoke about the initiative indicated that this was the goal of the Hawai'i P–3 effort. This unanimity around an ultimate goal is notable; education reform initiatives are not always able to devise and communicate specific measurable objectives with this level of clarity and support.

Another strength of the initiative is that stakeholders across the state seem to have a shared understanding of the general argument behind P–3 investments and have a common understanding of the key components of P–3 work. We observed that most stakeholders could describe *what* P–3 work would entail. That is, they could list the primary strategies and activities that P–3 sites might pursue (e.g., increase access to preschool, improve kindergarten transition, align PreK and K–3 curricula, improve PreK–3 instruction). We also found that most stakeholders could articulate *why* P–3 activities might have an impact on the ultimate goal. That is, they could outline the basic logic behind P–3 reforms, as described earlier.

2. Clarifying the responsibilities of key system actors. An area that could be strengthened is the clarification of expectations and roles of the various stakeholders, including demonstration sites and other partners. For example, we encountered considerable confusion among the individuals who believed they had agreed to serve on the P–3 Advisory Committee. The committee, which was part of the original proposal to the W. K. Kellogg Foundation, had met several times (about once per year) since 2007. When we met with a "critical friends" group convened by P–20 staff in February 2010, some members of that group were unsure whether they were actually members of the Advisory Committee. Others were sure they were part of

the committee because they had been invited to national W. K. Kellogg Foundation Learning Lab meetings on P–3 to represent Hawai'i, even if they were rarely called on to provide input or review ongoing work. Nearly all bemoaned the dearth of meetings and the lack of clarity on the committee's role. Virtually all felt that they were not knowledgeable about P–3 progress, although they wanted to be. A number of the group members noted that they felt they had a lot to offer P–3, but if they learned anything about the initiative's progress, it was generally after the fact—too late to provide support and guidance.

Another source of uncertainty that could affect P–3 concerns the roles and relationship of various partners in the initiative, such as the Good Beginnings Alliance, the relatively new Early Learning Council established by the last legislature, Kamehameha Schools, and institutions of higher education other than the University of Hawai'i. While they are all key players in ECE and policy in the state, the roles they are playing in the P–3 initiative, if any, are not clear to many P–3 actors.

The unclear communication between P–20 staff and the P–3 Advisory Committee is echoed in the relationships between P–20 staff and the demonstration sites. At the Farrington site, we encountered considerable uncertainty about key aspects of P–3 that should have been straightforward, such as the amount of money available for the planning year and the due date for the site plan. That site was also unclear about whether and how much of the P–3 funding could be used to fund staff time.

A perceived strength of the Hawai'i P–3 effort is the freedom that the current demonstration sites have been given to design and implement activities that each site believes will best promote the shared P–3 goal in its respective community. By allowing the sites to select activities that build on each site's assets, strengths, and needs, P–3 avoids the common problem of trying to roll out a "one-size-fits-all" approach in sites that differ in fundamental ways. It also may allow the sites to tailor plans to fill gaps unique to their communities while building local capacity. While these arguments are compelling, flexibility may also have some disadvantages. For example, significant local autonomy may enable sites to continue doing "business as usual" rather than pushing them to pursue activities that are outside their comfort zone but that may be more closely linked to desired outcomes. It may also limit P–20's ability to apply and hold sites accountable for shared standards. P–20 has struggled with the issue of local control versus autonomy ever since it began making grants to demonstration sites. Whether and how to reconcile these conflicting aspects of local autonomy versus central control are difficult questions. While P–20 encouraged local autonomy on all aspects of the work in the seven focus areas in the first two demonstration sites, it has moved away from local autonomy and toward more standardization, at least in terms of measurement and monitoring, in the three new demonstration sites. The original sites are aware of this shift. At times, current site-level partners feel uncertain about whether the specific mandates being applied to the new sites apply to them and, more generally, whether the apparent shift on this dimension will have other implications for their work.

The use of CLASS in the demonstration sites is a good example of this tension. Voluntary use of CLASS in the demonstration sites initially was viewed as consistent with the P–3 goal of empowering local sites and allowing them to define and meet community needs through the activities they chose to pursue. At the same time, a P–3 focus-area objective includes the adoption and implementation of a common tool for assessing the quality of instruction via observations. A common tool used by all demonstration sites would allow the P–3 initiative to better measure and monitor progress within and across sites and would provide all sites with a

tool that is viewed as important to achieving initiative goals. This tension has been resolved for CLASS: All new P–3 sites have been asked to commit to using it.

P–20 has spent considerable energy "encouraging" and supporting the use of CLASS in the N-W site, which did not originally include CLASS in its plan. It has done this through targeted conference support and exposure to the Farrington work, which does include CLASS. The N-W site has now made a commitment to implement CLASS in preschool settings. Indeed, as of fall 2010, N-W had four reliable PreK CLASS assessors and had assessed six preschool teachers. However, this type of encouragement may be limited: CLASS implementation in DOE schools is still uncertain, as it remains a voluntary option for elementary school principals. Developing and offering some incentives for its use represents a potentially promising approach to achieving the goal of full CLASS implementation in the N-W site. Alternatively, P–20 could consider reversing its policy of discretionary use of measures and monitoring in the original P–3 sites and could perhaps support the extra cost of implementing assessments in a site that had not planned to do so.

3. Establishing incentives and appropriate consequences for meeting or failing to meet expectations and standards. Despite its considerable potential power to do so, P–20 has done little to establish performance incentives at the local level. Such mechanisms are known to have considerable power to change behavior (Stecher et al., 2010). A notable exception is P–20 staff support for efforts to develop incentives for kindergarten and PreK teachers to attain more education and training. Now that measures for demonstration site performance have been established for the two original sites, it is an ideal time for P–20 staff to work with these sites to begin to identify appropriate rewards for meeting objectives and consequences for not doing so. Furthermore, as more demonstration sites join the initiative and common measures are collected, P–20 has an additional incentive that it can employ: comparing the sites to determine which are moving forward most effectively in implementing common measures and which are most effectively improving teaching performance as assessed by those measures. By publicizing the number of teachers in each site who underwent a CLASS assessment or identifying sites that attained the most improved CLASS scores, P–20 could encourage sites to compete to look the best, which has been found to be a powerful motivator of effort (Brewer, Gates, and Goldman, 2004).

4. Monitoring and evaluating the performance of key actors and reporting on progress. To evaluate success, it is necessary to have in place mechanisms for monitoring performance. In education reform efforts, this process is often challenging because the outcomes (typically, student achievement) are monitored most closely, but some of the important changes need to occur much earlier.

One of the major objectives of the first year of this evaluation was to develop measures that the demonstration sites and P–20 could use to monitor performance. In Chapter Three, we described a process that helped the sites and P–20 staff identify measures that they felt reflected the core objectives of their work, were fair, were available, and could be collected at a reasonable cost. Data for these measures will begin to be collected in the next year, which will provide indicators of performance in the second year of this evaluation. Establishing similar measures for monitoring performance in the three new sites should be a priority for the initiative going forward.

The measures being collected for the demonstration sites could be used to assess whether sites are meeting objectives and also where there may be needs for technical assistance or other support; the provision of technical support can also serve as an incentive. In addition to collect-

ing and reporting the measures, a clear timetable and forum for discussing these assessments should be specified and established. Currently, there is no specific plan in place for conducting this type of assessment with the demonstration sites. The P–20 staff could establish a timetable and format for these types of reviews for the new demonstration sites from the beginning and can institute them for the original sites. Ideally, incentives would be attached to performance on these assessments.

A laudable effort in the area of performance monitoring and data collection is the plan to include PreK data in the state's longitudinal data set. This will provide a powerful tool for determining which programs, levels of exposure, and age of exposure are the most critical to meeting key learning goals in the future. By being able to track students from PreK programs through high school and beyond, system planners and policymakers may be able to determine what sorts of interventions at which points in time should be prioritized for which groups of children.

Furthermore, the plan for evaluating success should also include a strategic communication activity. A number of stakeholders we interviewed decried the lack of effort that had been made to date to publicize the nontrivial accomplishments of P–3 as of the end of the planning year—a key one is the bringing together of DOE and PreK providers, as discussed earlier. In fact, more than one individual specifically said that P–3 has made a lot of progress but that the outside world knows little about that progress or about P–3 goals, activities, and plans more generally. This is despite the fact that progress was reported at a well-attended local briefing in June 2010 and in the P–3 initiative's report to the W. K. Kellogg Foundation, published in early 2010, which was disseminated to the P–20 Council and the P–3 Advisory Committee and has been made available on the P–20 website.

5. Building capacity. As discussed in Chapter Four, much attention has been focused on building the capacity of teachers by improving the professional development system's ability to deliver higher-quality instruction and figuring out ways to reward teachers for seeking and obtaining more training. By developing accessible course sequences and attaching clear incentives to the completion of training milestones, the capacity of early childhood educators is likely to grow, although it will be important to assess the extent to which particular professional development sequences and certificates improve teaching and learning; CLASS could be utilized for this purpose. Ongoing training is a particular challenge in a state comprising multiple islands. The state's development of online courses should help reduce access barriers for many teachers.

The initiative may also benefit from considering ways to build the capacity of the leadership of the demonstration sites and other stakeholders. At the demonstration site level, P–20 might promote capacity by providing more support for staff time or clarifying whether some support already is permitted. Initiative-funded staff in the demonstration sites could more easily be held accountable for site-level progress and would have more time to focus on P–3 efforts. Site capacity might also be enhanced by encouraging more cross-site sharing of ideas and best practices and regular convenings of stakeholders in the P–3 effort. Particularly now that there will be five sites engaging in P–3 work, there are likely to be substantial gains from participating in peer-to-peer learning opportunities, as well as more traditional learning in the form of conferences or seminars. Sharing best practices in early literacy from across the nation and lessons learned from the demonstration sites' experiences was originally one of the initiative's goals, but activities related to this goal have not been frequent during the planning year.

Summary and Conclusions

The P–3 initiative exhibits several key strengths that hold promise for significantly advancing the work and promoting its effectiveness. At the same time, several challenges have encumbered P–3 activities in the past year and threaten to undermine progress in the longer term. By recognizing some of these challenges at this early stage and making midcourse corrections, the P–20 partnership is more likely to be able to resolve some of these issues and move forward more effectively. P–20 has already recognized some of these challenges, e.g., the need to afford sites sufficient autonomy to conduct the activities that are most crucial to their respective communities while ensuring that some common measures are collected so that P–20 and the RAND team can assess the progress of the initiative across sites.

The second year of the RAND evaluation will focus on collecting the measures outlined in this report for the P–20 partnership and for the two demonstration sites. The RAND team will also continue to monitor developments in P–3 implementation plans and activities and assess system-level performance. A second phase of the evaluation—slated for years 3 through 5—will document the focus areas, logic models, and performance measures for the three new sites; it will also begin to analyze student outcomes in the demonstration site complex areas.

APPENDIX A

Focus-Area Grids for Demonstration Site Year-2 Plans

Focus Area 1: Leadership for Literacy

Objective

Administrators provide strategic vision and leadership for literacy instruction to improve student success.

Outcomes

- Educational program leaders develop a Professional Learning Community (PLC) focused on aligning ECE and elementary educational experiences for children, improving quality teaching, increasing families' access to comprehensive services to promote children's well-being, and increasing student learning, particularly in literacy.
- Trained and effective literacy coaches at the elementary school and complex area level to support quality and effective teaching and learning.

Focus Area 1: Leadership for Literacy	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
1.a. PLC for education leaders					
1.b. Training for literacy coaches at the elementary school and complex area levels to support literacy and effective teaching					
1.c. Administrators' participation in leadership conferences and workshops to learn strategies (research-based and developmentally appropriate) to promote student learning, resulting in every child reading on grade level by third grade					

Focus Area 2: Standards, Curriculum, and Assessment

Objective

Horizontal and vertical alignment of literacy standards, curriculum, and assessment ensure a seamless transition for children between educational programs and that expectations are developmentally appropriate and research-based.

Outcome

- Identification of areas of alignment, gaps, developmental appropriateness, and rigor in literacy instruction and in expectations for children as they pertain to ECE and K–3 standards.

Focus Area 2: Standards, Curriculum, and Assessment	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
2.a. Participation of early childhood and K–3 teachers and administrators in study groups to review standards (ECE and K–3), identify gaps, and align educational expectations among programs					
2.b. Inventory of curriculum currently in use in ECE and elementary programs.					
2.c. Selection and adoption of curriculum for implementation no later than the 2011–2012 school year					
2.d. Curriculum mapping across sites/ project					

Focus Area 3: Instruction

Objective

Quality classroom instruction is developmentally appropriate and includes research-based practices on literacy to ensure student learning for diverse learners.

Outcome

- Adoption and implementation of common tools (across all projects) for assessing quality instruction via observation and follow-up professional development to improve instruction and spur collaborative discussion about teaching and learning.

Focus Area 3: Instruction	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
3.a. Cross-project study group to investigate and select tool for assessing instruction via observation (fall 2009); pilot efforts to use tools					
3.b. Training and use of tool (e.g., CLASS) starting with kindergarten and 4-year-old children for the 2010–2011 school year, with plan to expand to all levels by 2013–2014					
3.c. Cross-project dialogue about the use of the tool and quality instruction					
3.d. Follow up professional development to improve instruction					
3.e. Ongoing coaching and mentoring regarding quality teaching					

Focus Area 4: Teacher Professional Development

Objective

Educators (EC and K–3) are trained in research-based, developmentally appropriate practices (child development) and are developing literacy proficiency among children. Educators are highly qualified, effective, and culturally competent.

Outcomes

- More elementary teachers, particularly those in kindergarten classrooms, with ECE post-baccalaureate certificate. By June 2013, 85 percent of kindergarten teachers in demonstration site elementary schools should possess the ECE certificate.
- More ECE educators will possess an associate's degree or higher. By June 2013, 85 percent of early childhood educators in demonstration sites should possess an associate's degree or higher. Among all teachers and aides, 100 percent will have an educational plan for an associate's degree or, for those with an A.A., a plan for continuing education, such as earning a bachelor's degree.

Focus Area 4: Teacher Professional Development	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
4.a. Scholarships for K–3 teachers seeking ECE post-baccalaureate certificate; incentives for teachers who earn certificate and for schools reaching 85-percent benchmark					
4.b. Inventory of educational preparation of early childhood teachers and aides in demonstration sites; development of a plan to have all early childhood educators complete coursework for an associate's degree					
4.c. Academic advising, scholarships, and support services (e.g., computer access, tutoring) for early childhood educators; incentives for early childhood educators who earn degree and for ECE programs reaching 85-percent benchmark					

Focus Area 5: Comprehensive Early Learning Services/Access to 0 to 5 Opportunities

Objective

Schools are a community-based hub for resources and referral to comprehensive services that support children's well-being through enhanced outreach efforts for children from birth to age 5. More young children participating in quality/effective early learning experiences through improved coordination and recruitment for early learning programs in the community.

Outcome

- Development of capacity and implementation of a strategy for resource and referral of comprehensive and ECE services (e.g., developmental screenings, health, public assistance) in demonstration project community.
- Development and implementation of strategy for coordinating access to an early learning program for every child in the demonstration project community.

Focus Area 5: Comprehensive Early Learning Services/Access to 0–5 Opportunities	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
5a. Map of comprehensive services in demonstration sites					
5b. Development and implementation of a strategy for resource and referral of comprehensive and ECE services using school as physical location and focus of outreach to children from birth to age 5 who have school-age siblings					
5c. Development of resources needed to implement strategy for resource and referrals (screenings, training, materials, outreach)					
5d. Map of early learning experiences available to children in partner region; improved coordination among ECE programs to increase the number of young children with ECE experience					

Focus Area 6: Family-School Transitions and Partnerships

Objective

Families and education programs partner to support children's learning and literacy development from the early years through elementary school.

Outcomes

- Teacher professional development and parent education opportunities provided so parents and educators are partners in children's learning and literacy development.
- Education programs implement, assess, and continually improve transition plans that facilitate children's transition from early care settings to educational programs in different learning environments.

Focus Area 6: Family-School Transitions and Partnerships	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
6.a. Development and implementation of educational programs' transition plan(s) for students entering kindergarten (including early kindergarten registration)					
6.b. Parent education to support children's learning and literacy, including early care settings					
6.c. Teachers and individuals working with young children are provided with opportunities to learn about and interact with children and their families in their respective communities to understand cultural practices and beliefs					

Focus Area 7: Data

Objective

Student-level enrollment and assessment data are used to improve curriculum and instruction via the following:

- Data requirements and data-collection plan for the ECE component of the statewide interagency longitudinal data system (ECE to workforce).
- Demonstration of use of student participation, progress, and performance data to identify feeder patterns of students from early learning programs to elementary schools and to inform teaching.

Outcomes

- Data collected are needed to inform teaching and program development.
- Definition of data requirements for statewide longitudinal data system.
- Pilot of protocols for data collection of data requirements.

Focus Area 7: Data	Year-2 Goals	Year-2 Focus-Area Goal Performance Measures	Year-2 Performance Measure Target		Year-2 Key Action Steps and Due Dates
			Raw Number	Ratio	
7.a. Collection of available student-level ECE data (e.g., kindergarten entry forms)					
7.b. Site-level participation in discussions about the types of information to collect					

APPENDIX B

Logic Models

This appendix presents the logic models developed by the P–20 team and each of the demonstration sites.

Table B.1
P–20 Logic Model

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 1: Engaging P–3 Community Teams				
Partners: • Hawai'i Department of Education • Good Beginnings Alliance • P–3 advisors (official Advisory Committee and other critical stakeholders) • Kamehameha Schools • University of Hawai'i • Early Learning Council • Foundation for Child Development • W. K. Kellogg Foundation Learning Labs • Makaha Studios Funders: • W. K. Kellogg Foundation • Samuel N. and Mary Castle Foundation • Harold K. L. Castle Foundation	Support P–3 demonstration projects: • Recruit committee to select third and fourth demonstration sites • Select and announce third and fourth demonstration projects • Hold kickoff meeting with new demonstration project leadership teams • Provide necessary support/tech assistance to demonstration sites to ensure progress toward demonstration project focus-area objectives and outcomes • Convene forums for P–3 sharing and learning	Increased number of P–3 demonstration project sites Increased number of "critical friends" for P–3 to partner with and elicit feedback from to inform work Increased number of early childhood programs and elementary schools collaborating to align standards, curriculum, and assessments Increased number of schools serving as a community-based hub for resources and referral to comprehensive services Increased number of families and education programs partnering to support children's learning and literacy development	Established culture that fosters strong partnerships between ECE programs and elementary schools, evidenced by cross-sector articulation, training, and meetings Shared acceptance of P–3 theory of change Commitment across demonstration sites to sustain planning, collaboration, and collective action Replication of model systems, processes, and products engendered by P–3 demonstration site efforts Ongoing collaboration among families and education programs to support children's learning and literacy development from early years through elementary school	Higher percentage of children reading at grade level by third grade

Table B.1—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 2: Evaluating and Chronicling Successful Community Strategies				
Partners: Hawai'i Department of Education Good Beginnings Alliance P–3 advisors (official Advisory Committee and other critical stakeholders) Kamehameha Schools University of Hawai'i Early Learning Council Foundation for Child Development W. K. Kellogg Foundation Learning Labs Makaha Studios Funders: W. K. Kellogg Foundation Samuel N. and Mary Castle Foundation Harold K. L. Castle Foundation	Apply external evaluation formative recommendations: Oversee evaluator efforts; coordinate evaluator site visits Year-1 report draft review Host briefing on year-1 findings/ recommendations Develop plan for Hawai'i P–3 mo'olelo (documentary) DVD: Draft outline Select and contract documentary videographer for DVD Track progress on P–3 demonstration project indicators: Consult with RAND to determine appropriate P–3 demonstration project indicators Collect P–3 indicator data (e.g., PPVT, cohort pre- and post- questionnaire responses, HSSRA) Consult with RAND to analyze P–3 indicator data Disseminate findings/lessons learned Identify and disseminate best practices/lessons learned Enhance P–3 section of P–20 website: Revisit and revise features and functions	Formative feedback based on objective research and analysis to gauge demonstration project progress and improve program effectiveness P–3 logic models (site and program level) Appropriate indicators of progress selected Increased access to Hawai'i P–3 identified best practices/lessons learned Increased video documentation of Hawai'i P–3 development	Collective understanding of P–3 theory of change evidenced by site- and program-level logic models Inform field and policy regarding impact of investments in comprehensive P–3 models Disseminate lessons learned to ensure that successful P–3 strategies are scaled and sustained	Higher percentage of children reading at grade level by third grade

Table B.1—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 3: Aligning and Informing Statewide Efforts (Curriculum, Assessments, Standards, Culture-Based Education, and Longitudinal Data Collection)				
Partners: • Hawai'i Department of Education • Good Beginnings Alliance • P–3 advisors (official Advisory Committee and other critical stakeholders) • Kamehameha Schools • University of Hawai'i • Early Learning Council • Foundation for Child Development • W. K. Kellogg Foundation Learning Labs • Makaha Studios Funders: • W. K. Kellogg Foundation • Samuel N. and Mary Castle Foundation • Harold K. L. Castle Foundation	Convene CLASS informational briefings: • Coordinate administration of common assessments (e.g., PPVT, CLASS) • Finalize scope, dates, and schedule • PPVT data collection, analysis, management, and reporting plan • Administer PPVT Execute memorandum of understanding authorizing data-sharing between Hawai'i P–3 ECE partners and P–20 Coordinate and convene Hawai'i culture-based education clinic	Increased number of ECE and elementary school teachers and leaders briefed on the merits of CLASS • Pilot implementation of student-level progress monitoring assessment to ensure consistent language and measures of student learning and to inform statewide decisions regarding the transition to and adoption of CLASS assessments • Pilot common student-level kindergarten readiness assessment to inform early learning and kindergarten program planning and professional by measuring PreK program effectiveness Increased number of schools adopting and implementing common tool for assessing quality of instruction Increased CLASS observation and certification capacity Increased data-sharing between early childhood programs and elementary schools Increased networking with other states regarding Hawai'i's culture-based education research and findings	Adoption and implementation of common tools for assessing quality instruction, including tailored, ongoing professional development Teaching and program development informed by data shared between ECE programs and elementary schools Recommend statewide strategy for early childhood data collection based on exploratory analyses of demonstration project student-level data and data-collection pilots	Higher percentage of children reading at grade level by third grade

Table B.1—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 4: Increasing Teacher and Leadership Capacity				
Partners: Hawai'i Department of Education Good Beginnings Alliance P–3 advisors (official Advisory Committee and other critical stakeholders) Kamehameha Schools University of Hawai'i Early Learning Council Foundation for Child Development W. K. Kellogg Foundation Learning Labs Makaha Studios Funders: W. K. Kellogg Foundation Samuel N. and Mary Castle Foundation Harold K. L. Castle Foundation Other resources: Facilities Equipment	Provide access and incentives to increase participation in teacher professional development Administer and evaluate PreK–3 Graduate Certificate Program: Disseminate application information to P–3 ECE and K–12 leaders Recruit selection committee for second cohort Select and announce new cohort Provide leaders with frameworks, research, and strategies to develop and sustain aligned P–3 programs Convene and send P–3 leadership team to Harvard University's PreK to 3rd institute, W. K. Kellogg Foundation Learning Lab conferences, W. K. Kellogg Foundation–sponsored Learning Experiences to Advance Policy and Practice	Increased number of educators in demonstration sites trained in research-based, developmentally appropriate practices Establishment of PreK–3 graduate certificate program recognized by the University of Hawai'i Board of Regents Provide access to system-level associate's-level courses to increase enrollment and completion of associate's degrees Increased number of certified CLASS observers/coders, trainers, and coaches Among partner sites and in teacher preparation curriculum, CLASS used regularly and systematically to improve instructional quality, through common language and assessment Increased number of P–3 leaders understanding early childhood frameworks, research, and strategies to strengthen P–3 alignment and programs	Expanded base of leaders and educators who share a common understanding of P–3 research and best practices More educators possess knowledge and skills for teaching and leading so that they might better affect children's achievement during the critical first stage of their educational experience More educators are highly qualified, effective, and culturally competent	Higher percentage of children reading at grade level by third grade

Table B.2
Farrington Demonstration Site Logic Model

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 1: Improve Instruction				
Participants: • Elementary school principals • Elementary school K–3 teachers • Partner ECE program administrators and teachers • Hawai'i Department of Education and complex leadership Funders: • P–3 grant • Hawai'i Department of Education • Federal American Recovery and Reinvestment grant Other resources: • CLASS training • University of Virginia coaching support • Scholarships for professional development	Develop PLCs: • PLC for administrators • PLC for teacher leaders Establish literacy coach system at elementary school and complex area levels to support literacy and effective teaching Training for administrators and teachers on research-based, developmentally appropriate strategies for promoting early literacy Training and use of CLASS starting with kindergarten and classes for 4-year-olds in the 2010–2011 school year, with a plan to expand to grades 1, 2, and 3 by 2013–2014 Incentivize ECE and elementary teachers to obtain additional higher-education credentials	Quarterly meetings of PLCs held: • Quarterly meetings of principals/site administrators • Monthly meetings of literacy coaches/ teacher leaders from all sites Literacy coach meetings and training held: • Convene literacy coaches' monthly meetings • Needs assessment and next steps for baseline data on CLASS observations developed • Increased attendance by literacy coaches at the New Teacher Center trainings to increase capacity for coaching using the CLASS tool Increased administrator attendance at the following: • ECE conferences locally and nationally • P–3 conference with the N-W demonstration site More ECE and elementary administrators and teachers receive training in CLASS: • CLASS raters identified and trained • CLASS ratings begun in 2–3 PreK and 4–5 elementary classrooms by end of the 2010–2011 school year Plans are developed for ECE and elementary pathways and incentives: • Scholarship program and pathways for elementary teachers to get post-baccalaureate ECE certificates • Potential pathways outlined for ECE teachers to obtain at least an A.A. degree	Nearly all school leaders engaged in the PLCs: • 90% attendance by site administrators at quarterly meetings • 90% attendance by site teacher leaders at monthly meetings Highly active literacy coach system: • 90% attendance by literacy coaches at monthly meetings • 100% of monthly meeting agendas include CLASS data discussions • Increased percentage of literacy coaches participating in New Teacher Center training sessions (baseline: 2009–2010 school year) At least 2 principals and 8 teachers attend the following: • HAEYC conference • P–3 conference with the N-W site Quality of instruction promoted through the use of CLASS Increase in credentials for ECE and elementary teachers: • 5-percent increase in elementary teachers participating in ECE post-baccalaureate certificate (baseline: 2009–2010 school year professional development plans)	Higher percentage of children reading at grade level by third grade

Table B.2—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 2: Promote Integration of EC and Elementary School Programs				
Participants: • Elementary school principals • Elementary school K–3 teachers • Partner ECE program administrators and teachers • Hawai'i Department of Education and complex area leadership Funders: • P–3 grant • Hawai'i Department of Education • Federal American Recovery and Reinvestment grant • Castle Foundation grant Other resources: • Meeting places • Information about assessments, curricula, and best practices	ECE and K–3 teachers and administrators review standards, identify gaps, and align educational expectations among programs Select and adopt common curriculum across PreK–3 by end of the 2011–2012 school year ECE and elementary study group to investigate and recommend common assessments proposed for the use of progress monitoring for implementation no later than the 2011–2012 school year Obtain better understanding of PreK experience of incoming kindergartners	Meetings held between ECE and K–3 teachers and administrators: • Agree on common standards and alignment objectives by end of the 2010–2011 school year Common student assessment implemented by the 2011–2012 school year Plan developed for collecting kindergarten entry data by fall of the 2011–2012 school year	Alignment between ECE and K–3 standards and expectations Common student assessment across PreK–3 Accurate understanding of which PreK programs feed into elementary schools to improve ECE and elementary coordination	Higher percentage of children reading at grade level by third grade

Table B.3
Nānākuli-Wai'anae Demonstration Site Logic Model

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 1: Create Service Coherence Through Community-School Partnerships and Leadership				
Participants: • Complex area staff • Principals • Teachers • Early childhood providers • Community members Funders: • P–3 grant • U.S. Department of Education Other resources: • INPEACE website (information clearinghouse) • Designation by Kamehameha Schools of N-W as an innovation zone • Keiki Fest • INPEACE programs	Create a trilevel agreement to build a community culture characterized by collective responsibility for student learning Create trilevel professional communities of practice and professional learning to simultaneously achieve P–3 goals: • PreK providers in the community • Complex area administrators • School-level staff Build capacity for instructional leadership at the school and complex area levels to support literacy: • Coaches Academy • Principals Academy Develop and implement a strategy for communitywide early identification and referral of at-risk children from birth to age 5 to comprehensive ECE services	Clearinghouse of best education practice options established to encourage use of best practices Map of comprehensive services in the demonstration project created to disseminate to schools and ECE programs Resources created for partners to communicate with families: brochures, flyers, presentations, public service announcements	Increased number of children receiving PreK educational services Increased number of students who are assessed by their kindergarten teachers as school-ready at the beginning of kindergarten Increased number of students who are making learning progress of a one-year gain or better	Higher percentage of children reading at grade level by third grade

Table B.3—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 2: Building Young Children's Social Capital to Successfully Transition into Kindergarten				
Participants: Elementary school principals Providers of preK programs Complex area leaders Parents Funders: Title I; 10% of budget must be spent on parental involvement activities P–3 funds Kamehameha Schools support for Keiki Steps to Kindergarten Other resources: Hawai'i Department of Education school facilities for transition programs Materials for parent education Materials or training programs for teachers and individuals working with children Keiki Spring Fest Keiki Steps to Kindergarten curriculum Media campaign on early kindergarten registration	Develop and implement transition plan(s) from PreK and other programs to elementary schools for students entering kindergarten (including early kindergarten registration) Establish intake system at schools to ensure maximum registration for program Provide parent education to support children's learning and literacy Provide teachers and individuals working with young children with opportunities to learn about and interact with children and their families in local communities to understand cultural practices and beliefs	A common kindergarten transition plan template created to be used across the complex area Modules for parent training on PreK literacy and learning developed At least 50% of eligible children registered early for kindergarten	Entering kindergartners have had either PreK or transition experience Best practices used in partnering PreK classrooms in the demonstration site Increased percentage of students performing at grade level in literacy at the end of the school year Improved parental knowledge of early literacy and learning	Higher percentage of children reading at grade level by third grade

Table B.3—Continued

Resources (Inputs) →	Program Components (Activities) →	Outputs →	Intermediate Outcomes →	Long-Term Outcomes →
Strategy 3: Promoting Quality Teaching in PreK–3				
Participants: Elementary school principals Literacy coaches Elementary school teachers PreK teachers Funders: U.S. Department of Education scholarships for teachers to get ECE certification through INPEACE Kūlia I Ka Pono program HI DOE funding for literacy coaches P–3 support Other resources: Designation as highly qualified for the teachers Meeting place for PLCs Available ECE certification opportunities Social and emotional support for up to 8 teachers in obtaining their degrees	Establish ECE certification programs for elementary teachers Develop PLCs that engage in reflective practice, use data, and focus on practice improvement Literacy coaches assigned at all elementary schools Participating preschool partners implementing CLASS observation Up to 8 scholarship recipients participating in CLASS observation	Clear routes and incentives established for elementary teachers to obtain ECE certification PLCs in place, meeting regularly, and engaging in reflective practice Literacy coaches trained and assigned, conducting teacher assessments, and providing regular feedback Teachers meet with teacher mentors to review CLASS observation and receive constructive feedback for improving practice	Increased number of elementary teachers with ECE certification Continuously improving teacher instructional practices Effective literacy practices in place in 85% of PreK–3 classrooms Reduced teacher turnover/ retaining higher fraction of quality teachers Improved instructional practice	Higher percentage of children reading at grade level by third grade

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