



***MAPPING SUCCESS:
FAMILY AND CHILD EDUCATION PROGRAM***

Ladislaus M. Semali

Goodling Institute for Research in Family Literacy
The Pennsylvania State University
College of Education
University Park, PA 16802

Abstract

This report summarizes the outcomes of an exploratory study of best practices and critical success factors related to family literacy education programs. Using the Family and Child Education (FACE) program, sponsored by the Bureau of Indian Affairs (BIA) as case material, the study examined the perceptions of stakeholders (school personnel, parents, families, program and other school staff members, and local community agencies and organizations) on program implementation at the local level. FACE was chosen for this case study because it has been referenced frequently as a successful program in the integration of services for parents and children. The overarching question for this inquiry was: What indicators in the FACE program show a composite (profile) of success that can assist educators and policymakers in replication elsewhere in family literacy programs?

The rationale for studying project implementation was based on the assumption that participant outcomes depend on program variables; therefore it was necessary to examine project implementation variables and the extent to which the program was faithful to the original model of family literacy education according to the BIA guidelines before assessing specific participant outcomes. Successful program implementation explains how high quality family literacy programs achieve their goals in meeting the needs of families.

Data collection methods for this study included on-site visits, class observations, expert interviews, and content analysis of trainer and program evaluation reports (1991-2001). First, in the analysis of the data, the researcher identified the critical program features, and second, from these program features identified principles of successful implementation, using Thompson's critical success factors analysis and Porter's theoretical framework of successful policy implementation. The researcher identified five variables derived from the program features of

FACE that qualify as critical success factors of high performance. These features reflect current practices and structures or attributes of existing BIA schools that are already in place and are beginning to show positive results, and include:

- Having an established curriculum
- Following a well known implementation structure
- Establishing quality control measures
- Providing a strong funding support
- Having an efficient organizational communication.

Collectively, these attributes determine the success of FACE and are critical to the implementation process of FACE as a family literacy program and provide a glimpse of how this integrated model of a tribal, early childhood, parental involvement program works and how it can be replicated elsewhere in other American Indian communities and beyond.

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Executive Summary

To identify best practices in existing family literacy programs and study them holistically, my research concentrated on the Family and Child Education (FACE) program using it as case material. Initiated in 1990 by the Bureau of Indian Affairs (BIA) through the Office of Indian Education Programs (OIEP), FACE is presently implemented at 39 sites in 14 states. The humble beginnings of FACE with five sites has since grown to a network of reputable programs that have been evaluated and found to be effective in sites beyond the initial sites. Since the inception of FACE, 15,000 individuals representing 5,000 families have received program services. More than 400 adults have received their GED and over 1,500 adults have obtained employment.

FACE was chosen for this case study because it has been referenced frequently as a successful program in the integration of services for parents and children (e.g., US Department of Education, 2002). The task was to extract the exemplary practices of the overall implementation plan for coordinating the components of family literacy and transitioning the parents and children from FACE to the world of work and elementary school, respectively. The overarching purpose of the study was to examine the indicators in the FACE implementation process that show a composite (profile) of success with the assumption that educators and policymakers will then be able to replicate the successes of FACE in non-FACE family literacy programs.

First, the perceptions of stakeholders on program implementation at the local level were examined. Stakeholders included school personnel, parents, families, program and other school staff members, and representatives from the local communities. The rationale for studying

program implementation was based on the assumption that participant outcomes depend on program variables and the faithful implementation of the model of family literacy.

Data collection methods used in this study included on-site visits, class observations, expert interviews, and content analysis of trainers' manuals and program evaluation reports (1991-2001). In the first analysis, the researcher identified the critical program features from FACE evaluation reports. Principles of successful implementation were derived using Porter's framework (Porter, 1994; Porter, Floden, Freeman, Schmidt, & Schwille, J., 1988) and Thompson's critical success factors analysis (Thompson, 2003). Porter's framework consists of five components: specificity, consistency, authority, power, and stability. Thompson's critical success factors analysis targeted reform changes that encompass standards, school climate, accountability, professional development, system resources, collecting and using data effectively, and effective communication. By applying Porter's theoretical framework of successful policy implementation and Thompson's critical success factors analysis to evaluate the components of the FACE program, five key variables were identified that could qualify as predictors of high performance in family literacy programs.

The practices and structures include: (a) having an established curriculum (e.g., *Born to Learn; Equipped for the Future*), (b) following a well known implementation structure (e.g., FACE guidelines based on Even Start legislation; Reading First and Early Reading First), (c) establishing quality control measures (e.g., collaboration among partners who provide technical support to ensure that family literacy is implemented with integrity, intelligence, and sensitivity to local needs and circumstances; taking control of regular training on-site and national training sessions), (d) providing a strong funding support (e.g., maintaining an annual budget; providing equipment and transportation), and (e) having efficient organizational communication (e.g.,

maintaining regular communication among the BIA, administrators, collaborating partners, and coordinators; holding on-site weekly and annual meetings; having an effective school principal/coordinator; maintaining school–community relationships). Collectively, these factors determine the success of FACE. Together, they are critical to the successful implementation process of FACE as a family literacy program.

This case study revealed the following lessons:

1) FACE is a well-implemented family literacy program. Observations in center-based classrooms confirmed that FACE staff’s pedagogical methods are student-centered and based on problem solving strategies in a constructivist environment. Classrooms are print rich and reflect the language, history, and culture of the students and the community. The curriculum includes the four components of family literacy. For each component, clear statements prescribe what needs to happen in the classrooms. For example, in adult education adults must spend a minimum of two and half hours in educational instruction each day, focusing on adult basic education, technology skill development, high school classes, basic life skills, and/or job training. Thus, this prescription for adult education addresses the need for sufficient intensity of services so that participants can make meaningful differences in their academic and life skills and their child’s academic achievement.

2) The analysis of FACE documents revealed that FACE has a rigorous policy that ensures that there is stability in the programs at all its 39 sites. Each FACE site actively participates in strengths-based technical assistance provided by the OIEP to ensure fidelity to the model. The collaborating partners—National Center for Family Literacy, Parents as Teachers, and *Engage Learning* consultants—provide technical assistance at national meetings and on-site.

Administratively, FACE programs are located in the local BIA schools. The coordinator of the

program is usually the elementary school principal or the early childhood teacher or the adult education teacher. The teacher/coordinator must have teacher certification and have experience working with children, adults, and families. It was also evident to stakeholders that the role actively played at each site by the school principal was significant to the successful implementation of FACE.

Collectively, these qualities affirm Porter's and Thompson's conceptual frameworks and show that the collaboration among the three partners with BIA and OIEP produces the synergy of both consistency and stability that fuels the success of FACE. In sum, Porter's policy attributes theory and Thompson's critical success factors provide useful perspectives to examine family literacy efforts and move toward a better understanding of how to foster successful implementation. As noted by Porter, without consistency, for example, a program is too unreliable to be of value in the large-scale context. However, consistency does not mean that the family literacy program will work in all cases. Rather, it means the model is highly robust and will work powerfully in the vast majority of cases with a variety of measures (Pogrow, 1998).

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I thank the FACE staff for encouraging me to come back again this year. Since November of last year I started feeling different about school and myself. There were times that I wanted to quit and just stay home. I would get up every morning and think to myself, 'If I quit, my children will learn to quit, too.' I see myself as their role model in finishing school. That's what keeps me going every day—my children. (FACE parent essays, 2003).

Mapping Success: Family and Child Education Program, was conceptualized as an avenue to explore what “success” means in the current climate of high-stake testing and state-mandated standards. Located in the theoretical debates of comprehensive school reform, the yearlong study used case material from the Family and Child Education Program (FACE) as the basis from which to identify best practices and structures deemed critical to the implementation success of FACE as a family literacy program. Initiated in 1990 by the Bureau of Indian Affairs (BIA) and the Office of Indian Education Programs (OIEP), FACE has been implemented at 32 sites in 14 states. At the time of this study, seven new sites had been added to the list.

The overarching goal of this investigation was to develop a clear understanding of the effectiveness of FACE as a family literacy program. There is, however, no illusion that the process of identifying effective programs is simple as it has been made to be (Pogrow, 1998; Slavin & Klein, 1998; Fashola & Slaving, 1998).

“Effectiveness” refers to variables significant to the success of family literacy programs that are transferable and replicable to other parent and child learning contexts (e.g., academic needs of parents, parenting skills, adults’ employability skills, etc.) and home-school situations (e.g. parent involvement in child’s education, developmentally appropriate preschool

interactions, active learning strategies, child-directed interactions, etc.). Because of its success (which will be discussed in depth later in this report), FACE offered the ideal context for the proposed inquiry. An effective, ideal, or exemplary program is one that can increase learning to a surprising extent or can exceed a standard, such as a national average, preferably by a substantial amount and with a great deal of consistency. However, Pogrow distinguishes “exemplary” from “effective” to emphasize that the issue is not whether students in a program do a bit better than some other group but that students must make substantial gains and end up by the end of the 5th grade or 6th grade reading reasonably close to grade level (Pogrow, 1998).

The primary objective of this inquiry was to evaluate the often-cited reports that suggest that FACE is a successful family literacy program by profiling the critical success factors of high performance in public schools. Family literacy programs can use this profile as a guide to improve their programs to ensure a future that holds promise for children, young people, and their parents. The profile could also be transferred as an intervention for students at risk for low school performance as predicted by low attendance rates, students’ demographics, and state test scores. The assumption is that it is difficult to systematically improve family literacy education without more powerful and creative replicable programs.

As envisaged in this report, the FACE experiment is part of a national comprehensive school reform effort. It shares similar features with the William F. Goodling Even Start family literacy program that provides educational services for the family -- parents and children alike -- to empower the adults as parents, learners, and workers so that these families will be able to take advantage of and benefit from the tremendous opportunities available to them in this nation.

After discussing the methodology used for this study, this report includes four main sections: (1) An overview and background of the FACE program together with current

legislation (2) Theoretical frameworks; 3) Results and discussion, 4) Conclusion and Implications, 5) Referemces, and 5) Appendices.

This project is both timely and important. It is timely because it sheds some light on other programs that engage the family such as Even Start and Head Start. In several states where similar family literacy programs have been initiated and implemented, claims of overall success have been made about their integrated model of family literacy. Such claims include statements like: (1) “participation in family literacy improves adults’ academic and employability skills;” (2) “family literacy enables children to enter school ready to learn;” and (3) “active learning which is a key component of family literacy contributes to children’s success in elementary school and increases literacy related interactions between parents and their children” (U.S. Department of Education, 2002). Few studies, however, have examined the critical success factors of high performance as an important strategy of future designs for family literacy. While family literacy continues to gain attention nationwide, educators and practitioners are looking for best practices to enhance what works and improve what doesn’t. Currently there are few or no scientific studies that demonstrate or test effective family literacy practices. To identify and determine which practices and procedures work best and hence can be used as a template or model for improving family literacy programs across the nation is a goal of this research.

While paying close attention to the assumptions of family literacy education, this investigation will focus on those areas that might illuminate the language of success through an exploratory study of the FACE Program conducted from 2002-2003. One question asked was: “What program variables might account for a critical success factor?” The lack of clarity in this area led to the overarching question for this analysis: “What attributes in FACE programs

contribute to a composite (profile) of success that can assist educators and policymakers to replicate the successes of FACE elsewhere?”

After a review of the reports and conversations with stakeholders, the following related sub-questions emerged:

- What are the assumptions of “success” as reported in FACE reports?
- What characteristics describe the success of FACE?
- What attributes of effectiveness are manifest in the data collected from 1991-2000?
- What variables support the effectiveness of a family literacy model?
- What role did traditional knowledge practices (indigenous ways of learning and knowing), beliefs, values, and traditional family structures play in the success and effectiveness of the FACE program?
- What evidence is there about effectiveness of FACE?
- Which sites might be categorized as effective programs? Why are these programs effective in the eyes of the stakeholders? What do stakeholders determine as evidence?
- What FACE implementation produced this kind of success?

Methodology

The report of *Mapping Success* comes as a result of yearlong study (2002-2003) funded by the Goodling Institute for Research in Family Literacy at Penn State. During this period, the researcher visited multiple FACE sites, holding informal conversations about FACE with school principals, teachers, coordinators, parents, and members of Indian school boards to explore their

perceptions of FACE's success. The overall objective of the site visits was to examine the effectiveness of FACE goals and, by the end of the visits, clarify the background and context of FACE. Through informal interviews, information was gained to clarify this model of a family-based literacy program to consider how to replicate the model in other contexts. These visits provided glimpses of how an integrated model of a tribal, early-childhood, parental-involvement program works and how it can be replicated elsewhere in other American Indian communities and beyond. FACE sites were visited in New Mexico and Arizona, arranged through the U.S. Bureau of Indian Affairs (BIA). The itinerary included diverse school sites: Wingate Elementary School, Crownpoint Boarding School, Chi Chi'il Tah/Jones Ranch Community School, Ramah Navajo School Board (Pine Hill, New Mexico), and Blackwater Community School at the Pima Reservation near Phoenix, Arizona.

The selected sites were not randomly picked. Instead, the sites were purposively chosen from New Mexico and Arizona because they were identified by training staff, highlighted in BIA newsletters, had outstanding individuals who were recipients of national awards or remarkable school principals or coordinators. During the 2001-2002 period, a number of BIA schools made important gains in implementing family literacy education (BIA Report, 2002). Their stories contain critical lessons and raise important questions that should be thoughtfully explored as the work of systemic change in public education continues.

In the visits, documents found at these sites were examined to explore how well the FACE program achieved its goals. For example, evaluation reports (1991-2000) mention steady participation rates in the ten years of FACE implementation. "Throughout the history of the program, 18% of participants have received both center- and home-based services; 65% have received home-based services only, and 17% have received center-based services only" (OIEP,

Report, 2000). These raised new questions: What accounted for steady participation rates? and What determines participation? Is, then, participation a critical success factor? In other words, what measures can be established to determine success? Past evaluation studies of family literacy programs, for example, emphasize that the quality of family literacy programs must include services that are of sufficient intensity in terms of hours and of sufficient duration to make sustainable changes in a family. Four components must also be integrated:

- Interactive literacy activities between parents and their children,
- Training for parents regarding how to be the primary teacher for their children and full partners in the education of their children,
- Adult literacy training that leads to economic self-sufficiency,
- Age-appropriate education to prepare children for success in school and life experiences (Department of Education, 2000); King & McMaster, 2000).

Existing documents, training manuals, mission and goals statements, and datasets made available by FACE collaborators were examined. Each element of success documented by FACE was drawn from current practices and structures of select existing BIA schools; thus attributes of family literacy practices are already in place and are beginning to show positive results.

Research and Training Associates, Inc. (RTA) provided copies of additional reports they had prepared for the BIA-OIEP. They also provided sample raw datasets for analysis. These reports and datasets illuminated the overall understanding of the goals of FACE and illustrated some of the vital components consistent with the family literacy model. This provided indications for the intended outcomes of FACE.

The document analysis was comprised of several tasks: (1) to review FACE's annual evaluation reports and determine which data might be relevant for further analysis; (2) to analyze additional FACE documents emerging from the National Center for Family Literacy (NCFL), and BIA; and (3) to analyze FACE annual datasets from RTA to determine trends and implementation strategies. The expected outcomes of this investigation were two-fold. First, to identify the critical success factors and, second, to derive principles of successful implementation based on these critical success factors.

As it is for any new line of research, one has to start some place. Although it would be most expedient to embark on outcome measurements, particularly those outcomes that target actual changes in behavior and learning, it was decided to start first with an examination of program implementation variables. For this reason, no attempt was made to establish *a priori* categories for success. Instead, factors related to implementation were examined as they emerged from the review of reports. They were categorized and labeled, and then analyzed in the context of policy attributes captured from Even Start legislation by drawing lessons learned from: (a) past evaluations and reauthorization of Even Start, (b) studies of comprehensive school reform, and (c) annual evaluations of FACE prepared by RTA. The overarching assumption was that before assessing participant outcomes, it is first and foremost necessary to measure the degree of implementation or the extent to which the program has been faithful to the original model of family literacy education. This assumption is based on the following reasons. First, no two programs are alike. Each program has its own context, staff, and implementation structure. Second, no program is universally successful. Programs achieve success gradually as they build on successes of the pilot program. Consistency of gains is "the goal of every program designer and the key criterion for designating a program 'exemplary.'" (Pogrow, 1998). Without

consistency, a program is too unreliable to be of value in the large-scale context that Title I policy encompasses. According to Pogrow, consistency does not mean that the program will work in all cases; rather, it means it is highly robust and will work powerfully in the vast majority of cases with a variety of measures. Vague assertions that the program did not work because the site did not implement it properly or did not have sufficient commitment without very specific details are of little value to researchers or practitioners. The success of a quality family literacy program would therefore at least describe how the program operates and achieves its goals in meeting the needs of families. To designate a program “exemplary” the program will probably have to provide a more powerful learning environment than that available with conventional materials and techniques. Hence, it seems reasonable to establish successful implementation before the next step.

In summary, interview and document analysis data provided indications of the often-referenced accolades of success in FACE (what stakeholders say works, or what doesn't work). A content analysis of parent essays shows that parents believe FACE is working well for them and to their advantage. These stakeholders believe that FACE is truly a community-based program. A comparison between FACE's goals and expected outcomes shows how well FACE implemented the program. These expected outcomes project a goal to be achieved as an observable feature without which success cannot be claimed. Educational outcomes predict program success as well as academic success. Therefore, the evaluation of outcomes provides another way of gauging program effectiveness. By examining the progress participants made towards achieving specific standard-based goals one gets closer to aligning the goals with success—learning and development in parents and children.

Overview and Background

Legislative Background

One of the pervasive challenges of the quest for best practices in school reform is the determination of the type and level of implementation that is effective or successful. In response to the failure of earlier reforms and because of a renewed focus on the importance of restructuring schools to foster changes in teaching and learning, the nation has embarked on what might be considered a third wave of reform: comprehensive school wide reform (CRS) as reflected in the recent *No Child Left Behind Act* of 2001 (Desimone, 2002). School administrators and teachers are caught up in this wave of standards-based reforms and high stakes testing regimes. Teachers struggle to establish benchmarks or levels of best practices that embrace these reforms and are supported by scientifically based practices. School administrators monitor implementation (Slavin & Madden, 2001). Where might these stakeholders begin to deal with these demands? How would schools monitor implementation?

The same need for accountability has carried into family literacy programs through implications of the *No Child Left Behind Act of 2001* and Even Start legislation (Department of Education, 2000), under the Elementary and Secondary Education Act (and also includes Reading First and Early Reading First), the Head Start Act, the Workforce Investment Act (which includes the Adult Education and Family Literacy Act), and the Community Services Block Grant Act. In this Act the term “family literacy services” means services that are of sufficient intensity in terms of hours, and of sufficient duration, to make sustainable changes in a family and that integrates all four components.

Several changes in new legislation in 2001 add another layer of accountability. Local projects must build on existing community resources of *high quality*. The previous law did not

explicitly require collaborator services to be of high quality (Department of Education, 2000). Further, Even Start's purpose now also includes promoting the academic achievement of children and adults, by using instructional programs that are based on scientifically based reading research.

The new legislation has five new requirements, three of which are directly related to instructional quality of family literacy programs. First, programs are to use scientifically based reading research in designing instructional services and include reading readiness activities for preschool children to ensure that children enter school ready to read. In addition, there are stricter staff qualifications. Further, local projects are now explicitly required to encourage families to attend regularly and remain in the program over a sufficient time to meet their program goals; indeed, future funding is often determined by a program's success in duration and intensity of services. Finally, and linked to intensity and duration, programs must ensure that families remain in the program long enough to improve their educational outcomes. In addition to these new requirements, several existing program requirements were amended. Programs now must offer instructional (not just enrichment) services throughout the summer. While local evaluations were always mandated, they now are to be used for program improvement. The reauthorization of Even Start stimulates change by providing a more explicit focus on accountability and quality (Department of Education, 2000, 2001).

Because recent federal education policy has emphasized using proven education methods, it is, perhaps, more appropriate in the current climate to focus on the most rigorous assessment measures—measures that assess actual changes in behavior and learning without minimizing a focus on participant outcomes, program outcomes, and process or improvement strategies. The *No Child Left Behind* legislation presents daunting challenges that must be addressed both by all

educators and students, as well as researchers. The requirements outlined in the law consist of a call for the training of paraprofessional staff; recruitment and retention of quality teachers; assessments that are aligned with curriculum and standards; and outcomes ensuring that all schools make “adequate yearly progress.”

Parental involvement is one of the six-targeted areas in the *No Child Left Behind Act of 2001* and a central piece in previous family literacy education as reflected in Even Start and Head Start authorization and reauthorization educational legislation. The new challenges ushered in by the rhetoric of quality need to be addressed. What constitutes a quality program? How is continuous quality improvement sustained in quality programs? In the context of these new mandates, what does successful implementation mean in the climate of high stakes testing: new required staff qualifications, scientifically based instructional practices, or academic achievement to hold individual students, teachers, and schools accountable? This new call for accountability has changed the climate of family literacy program implementation. It is, indeed, important to look at implementation in terms of critical success factors in this reform effort.

Background: Family and Child Education Program

The BIA established FACE in 1990 within the OIEP as a “model” for educational reform. The program was initially funded at six sites and subsequently was named the Family and Child Education program to emphasize the family focus. FACE grew steadily from six sites to its current 39 sites in 14 states. Additionally, the BIA recently established a Baby FACE component, serving children ages prenatal-8 and their parents or primary caregivers.

The main objective of FACE is to develop and implement an integrated model of education for a tribal early childhood parental involvement program. In keeping with both the

National Goals for American Indians and Alaska Natives and Goals 2000, which promote readiness for school, adult literacy, and lifelong learning, the FACE program targets prenatal to age five children and their families as well as children in grades K-3. FACE supports the mission of the OIEP that has the objective of providing quality education opportunities from early childhood through life in accordance with the tribal needs for cultural and economic well being. With the wide diversity of American Indian and Alaska Native people, it is important to take into account the spiritual, mental, physical and cultural aspects of the person within both a family and Tribal or Alaska Native village context.

The FACE program was supported by three distinct early childhood and family education agencies, namely, National Center for Family Literacy (NCFL), Parents as Teachers (PAT), and *Engage Learning* (earlier partner was High/Scope Foundation). Through a collaborative effort, backing from these nationally acclaimed programs has achieved a robust family education approach that serves families with children and is culturally relevant to the communities it serves, primarily Native American children. This collaborative effort is characterized by its integrative elements, (i.e., home visits, parent meetings, screenings, referrals, adult education, etc.). It is these integrated, complex characteristics that have led evaluators of FACE to consider what criteria will best determine success.

FACE guidelines mandate coordination with other early childhood and early childhood-related programs (Head Start, Title I, [Part B & C], and Early Intervention Services). It will be noted that the policies of FACE as outlined in the BIA Guidelines (OIEP, 2001; 2003) are consistent with the comprehensive school reform policies as first enacted in 1988 as Part B of Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965 (ESEA). Other related policies that the FACE guidelines draw from can be found in the National Literacy Act of

1991 and the Improving America's Schools Act of 1994 (IASA), the Reading Excellence Act of 1999, Omnibus Appropriations Act of FY 2000, Literacy Involves Families Together Act (LIFT), and the *No Child Left Behind Act* of 2001.

FACE's philosophy is similar to that of Even Start although it is funded not by the Even Start appropriations, but by the BIA. The educational goals of OIEP reflect much of what researchers, teachers, and administrators alike now acknowledge as critical to a high quality early childhood education. Such childhood education is vitally important regardless of ethnicity. The premise is that young children who have good vocabularies and who are taught early reading skills before they start school are more likely to become good readers and likely to achieve academic success throughout their school careers. Education experts also acknowledge that parents play a critical role in the language and intellectual development of their children (Adler & Fisher, 2001). Children who have parents who talk and play with them and who read to them have an important advantage. And, parents, who themselves are competent readers are more likely to have good jobs and to be able to help their own children at school.

Over the past three decades, the BIA and the OIEP have actively pursued reforms to improve academic achievement of American Indian children. The majority of these efforts has focused on instruction and intervention practices, but in the last decade the relationship between parental educational levels, parental involvement, and children's school success was added. FACE impacts the role and effectiveness of parents in helping their children learn. The rationale is quite simple: If parents understand the language and literacy lessons their children learn in school, then they can more easily provide the experiences necessary for their children to succeed. Bringing parents and children together to learn in an educational setting is the core of family literacy and the way to provide parents with firsthand experiences about what their children learn

and how they are taught. For FACE, context is important in understanding the implementation process of this program.

From this context emerges a profile of salient attributes that characterize FACE as a successful family literacy program.

Theoretical Background

Family Systems Approach and Family Literacy Research

The study of FACE's success falls within the broad literature on comprehensive family literacy programs as an early intervention effort. As defined here, comprehensive family literacy programs combine four major components: early childhood education, adult basic education, parenting education, and parent-child interactive literacy. By exploring this literature, family literacy can be studied empirically. After a targeted review of the literature on family literacy education and of both the theory and research methods employed to study this emerging domain of study, it was determined to study child, parent, family, and community characteristics within designs that take into consideration relationships, environmental settings, and both short-term and long-term program effects. To appreciate this limited literature and related debates, researchers need to understand the assumptions put forward by proponents of comprehensive family literacy programs as an early intervention effort.

Two theories dominate the literature regarding comprehensive family literacy programs: Bronfenbrenner's ecological model and family systems theory. Bronfenbrenner's early writings promoted the notion that it is more appropriate to focus an intervention on the family itself, rather than only on the child (Bronfenbrenner, 1974). After an extensive review of intervention programs, Bronfenbrenner concluded that the family is perhaps the most effective and economic

system for fostering and sustaining the child's development. Thus, he argued that without family involvement, intervention is likely to be unsuccessful, and the few effects—cognitive, social, and behavioral—are likely to disappear once the intervention is discontinued. His ecological theory envisioned the child as a social being surrounded by and learning from complex environments, beginning with the family, the neighborhood, the community, the school, church, and the larger social structure. Because Bronfenbrenner's model includes families, preschools, adult and parenting education, relationship with the community, social services, employment opportunities and local jobs, this model becomes especially relevant to family literacy education programs.

Bronfenbrenner's other approach—family systems theories—has relevance to family literacy interventions, as well. The family systems approach focuses on ways members of a family influence and are influenced by others in the family. In this approach, the family is seen as a social system with interaction patterns that have been developed over time. Advocates of this approach, who consider what parent's may be able to do with their child, need to take into account the home environment and the resources and needs of other family members.

A good example of this approach is the Even Start family literacy program, one of the most visible programs offering educational services in the four components previously mentioned. Designed to address the literacy needs of parent and child, this program provides opportunities for learning more about parenting and parent-child interactions. The goal of the early childhood education component is to provide developmentally appropriate services to prepare children for regular school programs. The purpose of the adult education component is to provide instruction to promote adult literacy and education. Adults may receive services in the form of Adult Basic Education (ABE), Adult Secondary Education, English as a Second Language, a GED certificate, or a high school diploma. The third component, parenting

education, enables parents to support their children's educational growth. Even Start also requires interactive time for parents and children. As an educational intervention of early childhood education, family literacy is emerging as a domain of study that attempts to meet the family where it is and collaborate with parents with respect to adult education needs, support for parent-child interaction, and other family needs.

Bronfenbrenner's ecological model and family systems theory provide valuable insights in the study of FACE in particular, and family literacy programs in general. These theories demonstrate that the study of family literacy is complex and much more than a combination of individual components. These theories expose family literacy as a multifaceted and intellectually challenging area of study that has emerged as a domain in its own right and, consequently, in need of conceptual models for implementation and research methods to advance the field.

Analysis of the FACE program provides the test bed for this conceptual model, bringing to the foreground a complex mix of values and beliefs of any society regarding families, children, education, schools, and home-school linkages, as well as the political issues of employment, welfare, immigration, and language diversity. It presents a daunting list of challenges for understanding how this model can be developed, nurtured, and replicated in non-FACE contexts. However, persisting questions remain:

- Which components of this approach to family literacy are of most worth or in which ones should stakeholders invest the most?
- Does a single component or a combination of these components account for success?
- How much contribution does each component make toward success?
- What measures or features account for successful implementation of family literacy?
- What features are particular to its tribal or geographical context and which are not?

Collectively, these questions reflect the sense of urgency that results from an awareness of the serious gap in achievement between children from different social, cultural, racial, ethnic, and linguistic backgrounds.

The search for best practices and successful features of family literacy education is not new. Three reports are relevant: (1) *Family Literacy: Directions in Research and Implications for Practice* – January 1996, (2) *Family literacy: a Research Agenda to Build the Future* – October 15-16, 2001, and (3) the National Reading Panel report. These reports highlight state of the art research in family literacy. Numerous studies focus on program and family characteristics, participation rates, and family progress indicators and reading in early years (Askov, 2002; Department of Education, 1996; 2000; National Institute of Child Health and Human Development (NICHD), 2000). However, few empirical studies have established best practices anywhere. No experimental evidence can be found to support the hypothesis that family literacy programs (or adult education programs more generally) can make large enhancements in parent literacy and parenting skills. Even assuming that it is possible to significantly alter parent literacy and parenting skills, research has not shown that these changes will translate into improved literacy performance among children in a timely manner (Department of Education, 1996). These findings provide a glimpse as to what direction future research studies should take, particularly studies that target standards-based achievement.

Neumann and her colleagues reviewed the files of all the grants that have been funded (52) by the Barbara Bush Foundation for Family Literacy (Neumann, Caperelli & Kee., 1998). Analysis of these programs identified successful features of family literacy programs. Additionally, national Even Start evaluations concluded that: (1) Intensity of services and duration of program participation are correlated with participant achievement, (2) The

instructional focus must be on literacy and cognitive development, (3) Data must be used for program improvement. While not all-inclusive of the body of work available regarding family literacy, these grants provided a glimpse of the breadth of programs that exist in the field of family literacy.

Nistler and Maiers (2000) echo many of Neumann's findings and affirm that the program features listed above are critical to the success of a family literacy program and are in keeping with practices found in recent research findings (Nistler & Maiers, 2000). They suggest the following critical success factors: (a) creating a sense of community, (b) playing the critical role of the classroom teacher, (c) encouraging parent-school communication, (d) maintaining participation rates (recruitment for participation must be ongoing), (e) engaging parents in a variety of literacy activities, (f) fostering student academic achievement, and (g) fostering teacher understanding of family challenges. Out of these program features, parental involvement continues to be a significant aspect of the school-family relationship with major implications for children's education (Neumann, et al., 1998).

"Attribute Theory of Successful Policy Implementation" (Porter)

What is successful implementation? The ability to engage families intensely enough to derive the needed academic and social benefits accruing from the program may include management techniques, reorganization, parent involvement, teacher collaboration, and decision-making. In addition, successful implementation of a family literacy program may also involve changes in classroom teaching, including the content covered, instructional strategies, and assessment methods (Desmone, 2002). In the study of success and program effectiveness, scholars contend that given a promising practice, method, type, and pace of implementation will

largely determine outcomes (Haynes, 1998).). However, information network studies emphasize the study of outcomes in terms of product and implementation or process (Houtari & Wilson, 2001). Thus, one cannot study the success of a family literacy program without looking at process and product outcomes at all levels.

Among the prominent proponents of the comprehensive school reform literature were Andrew Porter and his colleagues who developed the attribute theory of successful policy implementation. This theoretical approach can be adapted in the analysis of successful implementation of family literacy programs (Porter, 1994); Porter et al., 1988)). Porter's attribute theory of successful policy implementation is conceptualized within a framework of five components:

- *Specificity* or prescriptiveness refers to how extensive and detailed a policy is.
- *Consistency* represents coherence among policies: the extent to which they contradict or reinforce each other.
- *Authority*. Policies gain authority through becoming law, through their consistency with social norms, through knowledge or support from experts, or through promotion by charismatic leaders.
- *Power* is tied to the rewards and sanctions associated with the policies, such as monetary incentives.
- *Stability* as the extent to which people, circumstances, and policies remain constant over time.

Porter's policy attribute theory provides a simple, yet powerful, framework for analyzing FACE. The framework has been used in other cases to analyze systemic reform efforts (Clune,

1998). The theory provides an analytic foundation from which to draw insights to move closer to a theory of family literacy improvement. For example, one way of measuring the true values of *Specificity* and *Power* might be through a critical analysis of official state, district, or school documents that provide guidelines for implementing family literacy and detail the rewards and sanctions associated with the guidelines. A critical analysis would investigate power relations, equitable distribution measures of school resources, and the way power relations that are socially and historically mediated. Similarly, a true measure might be reflected in records that indicate the level of involvement of particular actors (e.g., BIA, school principals, NCFL and other collaborating agencies) in the development of family literacy design. *Consistency* of the standards with other policy instruments in BIA schools might be measured through document review by outside experts.

Critical Success Factors for High-Performing School Districts (Thompson)

Critical success factors are observable features without which it is unlikely that a school district could be judged “high performing.” A high-performance school district is one in which the overwhelming majority of students in all of its schools meet high standards of learning regardless of their ethnic or economic backgrounds. Further, the district decisively and effectively intervenes in those schools where students’ performance is declining (Thompson, 2003, 490)). The goal of developing critical success factors of high performance in schools is to create a guide to successful implementation supported by a family literacy theory.

Thompson and his colleagues developed a set of critical success factors (CSFs) at the classroom, school, and system levels of a school district (Thompson, 2003). These factors of high performance are appealing to any school system in search of best practices or school wide

comprehensive reform district (AFT, 2000; Council of the Great City Schools, 2001); Education Trust, 2001). These factors include:

1. The school system or program is standards-based.
2. The school system takes as its purpose enabling all students in all schools to meet high standards.
3. The climate of the school system is nurturing and supportive.
4. The system holds itself accountable for the success of all its schools.
5. The system ensures intensive, ongoing, high-quality professional development for all employees.
6. System resources (personnel, funds, materials resources, time, and so on) are strategically focused on supporting powerful instructional practice in all schools.
7. The system collects and uses data effectively.
8. The system engages in active, open, substantive, and clear two-way communication. These communications are directed toward families, business and community partners, and internal stakeholders.

It may be unrealistic to suppose that there is a school district serving a diverse population in the United States that can meet Thompson's definition of high performance, let alone identify a family literacy program that does. Perhaps it is safe to assume that some or all eight critical success factors can be attributed to a school or a family literacy program with some degree of success.

Results and Discussion

Findings on FACE Expected Outcomes

In an earlier section, reference was made to the national educational goals as identified in the *No Child Left Behind Act* of 2001. Even Start's federal definition of family literacy is equally relevant. Further, another set of educational goals comes from the OIEP and include:

- All children will read independently by third grade.
- Seventy percent of students will be proficient/advanced in reading and math.
- Individual student attendance rate will be 90% or better.
- Students will demonstrate knowledge of their language and culture.
- Enrollment, retention, placement, and graduation rates for post-secondary students will increase.

These parameters have become the criteria with which to judge or evaluate a particular family literacy education program to determine if it meets the conditions of effectiveness as described by the above legislation and goals. Figure 1 presents a matrix that matches these federally mandated components of family literacy and expected outcomes.

A basic assumption underlying these outcomes of family literacy programs is that they are successful as long as they do some good. However, several research teams have cautioned that barriers to success can be built into many programs (Department of Education, 1996).

Table 1: Matching Family Literacy Components with Expected Outcomes (NCFL, 2001).

Participants of Family Literacy Programs	➤ Expected Outcomes: FACE
Adult Learner	<ul style="list-style-type: none"> ➤ Earn a GED or other high school credential ➤ Successfully complete examinations or entrance requirements related to academic or career goals ➤ Attend and successfully complete college, vocational, or job training courses ➤ Get a job or a better job, and retain employment <ul style="list-style-type: none"> ○ Continue lifelong learning through reading and self-directed study.
Preschool Child	<ul style="list-style-type: none"> ➤ Perform in school at average or higher levels in reading, math, language, etc. ➤ For non-English speaking children: perform in school at appropriate levels based on language skills at entry, perform at grade level within (a stated period of time). ➤ Display interest in and commitment to learning and school ➤ Succeed in school without (or with minimal need for) remediation or special education services.
Elementary School Child	<ul style="list-style-type: none"> ➤ Perform academically at or above school average ➤ For non-English speakers: perform in school at appropriate levels based on language skills at entry; perform at grade level within a stated period of time ➤ Display interest in and commitment to learning ➤ Succeed in school without (or with minimal need for) remediation or special education services
Parent	<ul style="list-style-type: none"> ➤ Support children's education by promoting school attendance, maintaining involvement with school personnel, and participating in school functions ➤ Encourage children's learning and development by modeling literacy behaviors, continuing education and training, maintaining a healthy and supportive home environment, and expressing high expectations for children's achievements.
Parent-Child Interaction	<ul style="list-style-type: none"> ➤ Maintain positive, supportive interactions with children ➤ Apply knowledge of stages of children's development by refining communication and behavior management techniques appropriately over time ➤ Support/assist children with homework and school-related activities as needed.

These barriers include understaffing, lack of effective planning and evaluation, inadequate staff development, lack of cultural awareness and understanding, concerns with obtaining funds, and a lack of investment in the adults in the program. These problems may

explain why programs may result in failure. However, FACE has established strategies at its 39 sites to overcome these barriers, some of which include weekly planning meetings, on-site professional development workshops and technical support networks. These strategies include funding cycles for up to three years, annual advanced training for all FACE staff, and a parent essay contest where winners are awarded at the annual training.

Implementation Findings

Comprehensive school reform (CSR) shows a great variation in the level and consistency of implementation models, both within and between schools (Desimone, 2002; Berends et al. 2002). Drawing on lessons gathered from earlier studies of school reform, this study first measured the degree of implementation before assessing outcomes or attempting to attribute success to a specific program (Newmann & Wehlage, 1995; Rivlin, & Timpane 1975).

Theoreticians, practitioners and pedagogues, need to more closely examine the assumptions of policy attributes and policy implementation process in terms of family literacy programs. For example, it is a given that the design of a family literacy program is based on the premise of having the four components and that these components build on each other; and that families need to receive all four services, not just one or two—in order to bring lasting change and improve children's school success. The first step to understand successful implementation is to examine what the research literature suggests to be successful outcomes of family literacy programs. FACE prepares children for rigorous academics through high-quality early childhood education, parent and child interactive literacy activities, and adult literacy and parenting.

Several research studies have targeted program outcomes to reveal the potential of family literacy education. For example:

- Parental involvement improves student learning. This is true whether the child is in preschool or the upper grades, whether the family is rich or poor, and whether the parents finished high school (cited in King & McMaster, 2000, 23).
- Children's literacy levels are strongly linked to the educational levels of their parents especially their mothers. A mother's education has a greater effect than other variables, including socioeconomic level (King & McMaster, 2000, 24).
- Higher maternal education is associated with higher levels of cognitive and emotional support for child development (National Center for Children in Poverty, 1992).
- Children are short-changed when adults' literacy skills are not considered. Better-educated parents produce better-educated children, demand and get better schooling for their children, produce safer communities conducive to learning, and are more productive for society (Sticht, 1994).
- Early education has a positive effect on the family. Lazer and colleagues reported significant effects on students' school competence, attitudes about self and school and effects upon families. Mothers of preschool program graduates were more satisfied with their children's school performance and had higher occupational aspirations for their children than mothers whose children had no preschool experience. Children's participation in a high-quality active learning preschool program created the framework for adult success (cited in King & McMaster, 2000).
- Households headed by better-educated adults are more likely to have books, computers, and an atmosphere where academic success is valued (National Institute of Literacy, 1998).

These findings paint a disjointed picture of the family literacy landscape. The findings confirm that there is work to be done before researchers can establish a scientific basis for the best practices of family literacy education. Some of the areas that need attention are: (1) family literacy programs that are faithful to the model embracing the four major components as reflected by Even Start, (2) retention and participation rates, and (3) developing a theory of family literacy education that integrates all four components. This exploration of the literature led me to wonder about what theories of the comprehensive school reform (CSR) could explain the implementation of family literacy education or could be adapted to the study of family literacy.

Porter's framework with its five areas – *Specificity, Consistency, Authority, Power, and Stability* -- was applied to the FACE program, including all components, program outcomes (meeting program goals), and achievement goals (achieving academic gains related to test scores and other state standard related measures) to determine implementation success. For this report however, measuring successful implementation means measuring the extent to which a school or program adheres to the guidelines of particular family literacy design and the extent to which the outcomes match the expected goals.

Specificity

Specificity (also labeled as *prescriptiveness*) refers to the degree to which a policy is extensive and detailed. For example, a curriculum is more specific when accompanied by curriculum frameworks and guidelines for following the curriculum in terms of supplemental materials and pacing suggestions. To ensure that the policy to implement FACE is well documented and distributed to stakeholders, FACE administrators, in collaboration with three

national partners (NCFL, PAT, & High Scope/*Engage Learning*), developed guidelines that cover the full implementation spectrum from admission criteria and minimum program requirements to health and safety standards. For example, the curriculum of the center-based setting is carefully designed to reflect the language and culture of the community and includes the four components.

For each of the components, clear statements prescribe what should happen in each of the classrooms. For example, in adult education, adults must spend a minimum of two and half hours in educational instruction each day (adult basic education, technology skill development, high school classes, basic life skills and/or job training). The CASAS/ECS tests must be administered on entry into the program and upon exit or at the end of the school year to assess academic needs and achievement. NCFL provides support for the adult education component by addressing the academic needs of parents while putting emphasis on parenting skills and employability.

In Early Childhood Education, children must participate in a full-day educational program implemented in a child-centered active learning approach, conducted in developmentally appropriate active learning classrooms four days per week. Children may not attend Head Start or day care part-time and then attend FACE for the remainder of the day. There must be a parent/primary caregiver attending the center-based program with the child. Classrooms are to be print rich and reflect the language and culture of the students. Assessment must be completed in the fall and spring, including the Work Sampling System (WSS) checklist, portfolio collection, parent narrative summary and parent conference.

Parents/primary caregivers and children must spend approximately one hour daily in interactive literacy time that includes child choice, parent and child interaction, and circle time. In parent time, adults spend approximately one hour per day in discussion and exploration of

parenting topics and other topics or issues relevant to them. The adult educator facilitates parenting education, where content is parent/primary caregiver driven.

FACE guidelines stipulate that the staff will operate full-day programs four days a week. One day each week is set aside for staff to plan and coordinate learning activities. Another partner, *PAT National Center*, provides training and technical assistance to support parents in their role as a child's first and most influential teacher. The main thrust of this effort is home-based, including services for children prenatal to five years old and includes infant screening and referrals and monthly parent meetings. Each child enrolled in home-based FACE must be screened annually. Parent educators use the following tools found in the PAT Curriculum guide:

- The Health Questionnaire
- Hearing and vision functional assessments
- Milestones forms.

They also use *Ages and Stages Questionnaire (ASQ)* at least twice a year with the parent or caregiver to assess each child. PAT also supports training and technical assistance with guidance from the *Born to Learn Curriculum*, which is an essential component of the home-based FACE program. Home visits take from 45 to 60 minutes. Approximately two and half hours per family are needed for parent educators to plan, prepare, gather materials, travel, and conduct the visit and complete the required documentation.

The third partner, *Engage Learning*, works with the elementary K-3 level to provide training and professional development for K-3 administrators, teachers, and paraprofessionals at national meetings and at school sites. To ensure *Specificity* and *Consistency* in curriculum and instruction, this partner has consistently trained and supported on-site mentoring and coaching of staff. They maintain a FACE K-3 website. The overall contribution of *Engage Learning* has been

the development of a learning community that fosters environments, interactions, and student engagement. The program implements a learning process that integrates assessment, content based on reading, and scientifically based reading research and instructional strategies.

Consistency

Consistency represents coherence among policies and the extent to which they contradict or reinforce each other. For example, a curriculum may be tied to a school's vision of reform through a guide that links particular parts of the curriculum to specific school goals. Thus, in family literacy education, all states have now developed performance indicators (or standards) for family literacy education, especially those programs funded by Title I, Part A. These programs are held accountable for results. FACE goals address the national *Educate America 2000 Educational Goals* and the *Indian America 2000+ Educational Goals (BIA, 2000)*: These goals are:

1. School readiness
2. High school completion
3. Student achievement and citizenship
4. Adult literacy and lifelong learning
5. Safe, disciplined, and drug free schools
6. Tribal government, language, and culture.

One important provision in the Even Start legislation that is significant to FACE is the integration of services for parents and children (cited in King & McMaster, 2000). The federal definition of Even Start services includes services that "are of sufficient intensity in terms of hours, and of sufficient duration to make sustainable changes in a family, and ensure component integration." This provision requires, among other things, faithful adherence to the structure,

coherence among policies, methods, content, and assessment expectations. Furthermore, this provision assumes that the combined effect of the four components is greater than that of each component separately. Besides, legislation requires that family literacy providers build on existing quality programs (i.e., adult basic and literacy education providers, early childhood providers, school districts, etc.) to implement these coordinated services. However, quality of service provision may become an issue if the available providers are unable to offer services of high quality to produce positive outcomes. For FACE, the guidelines echo this mandate, particularly in those instances where other early childhood and other related programs are operated on or near reservations. The applicant must coordinate with existing programs to provide services that meet identified needs of parents and children. The coordinated services of the collaborating agencies—NCFL, *Engage Learning*, and PAT –ensure that service provision is of the highest quality.

Authority

Policies gain *Authority* through becoming law, being consistent with social norms, having knowledge or support from experts, or being promoted by charismatic leaders. FACE enjoys enormous support and draws its authority from the BIA and the OIEP. To ensure program quality, NCFL offers regular professional workshops at national conferences and on-site technical assistance. Also notable is the series of workshops offered throughout the year entitled *Foundations in Family Literacy Training* to provide family literacy practitioners with the grounding they need to fully understand comprehensive family literacy (NCFL, 2002). Participants learn how to implement effective services, explore the four components of family literacy and find ways to bring all the vital pieces together through integration.

The expertise that sustains the FACE program requires staffing and skills that are not always initially present in schools and communities. Home-based parent educators are required to have a high school diploma or GED, and to either have early childhood certification or be willing to acquire the certification within a four-year period. Center-based teachers must be certified. Even though it is possible that staff members have limited experience working in early childhood or adult education classrooms, FACE guidelines emphasize high quality and sustained professional development as key to the success of the program. BIA contracts with NCFL, PAT, and High Scope/*Engage Learning* to make sure that these organizations provide pre-service and in-service group training at national meetings as well as on-site or school based technical assistance/training.

Power

According to Porter, *Power* is tied to the resources and how resources are distributed throughout the organization. In this equation, power dynamics establish a hierarchy between those at the giving end and those at the receiving end. *Power* also is part of the decision-making processes—who makes decisions and who carries out those decisions that hold the organization together to pursue common goals, to follow specified protocols, and to ensure that regulations or guidelines are followed. As with any organization, rewards and sanctions are associated with the policies, and often linked with monetary incentives. In the school context, it is unlikely that one could describe power relations without reference to resource management and how school resources—funding, buildings, instructional materials, the administrative leadership and interactions between teachers and the principal—fit into the matrix of relationships. These

relationships determine many things in the school environment that count towards the success of programs. And FACE was no exception in this case.

Power relationships in FACE were manifest between different players, from the BIA, the OIEP school principals, teachers and the adult education coordinators, and the center and home FACE providers. Through regular training at workshops, the FACE partners—NCFL, PAT, *Engage Learning* consultants—inserted an interesting dynamic in these relationships that not only legitimated the power relationships from federal to local levels, but also ensured that relationships were monitored constantly. From time to time, workshop trainers emphasized the lines of authority, the process of seeking permissions to attend meetings, workshops, or use of funds designated for FACE. The roles played by the principal and adult education coordinator at the school level in reporting, completing surveys and protocols, and maintaining good relationship with the school board and parents provided a climate for FACE to thrive at both the center and home.

For any organization, such as FACE, to thrive and succeed, resources account for an important contribution to the enterprise. FACE program sites are funded with money set aside at the federal level to cover Indian tribal education programs, not with Even Start appropriations. The FACE budget is almost \$12 million annually. Each site receives about \$350,000 to cover staff, materials, travel, training and so forth. With regular funding the operation, the stakeholders were able to plan, carry out, and maintain the progress already achieved by FACE from year to year.

Stability

Porter defines *Stability* as the extent to which people, circumstances, and policies remain constant over time. FACE has a rigorous policy of making sure that there is stability in all of its programs. Each FACE program actively participates in strengths-based technical assistance provided through the OIEP to ensure that they carry out the established guidelines. Technical assistance is provided at national meetings and on site by PAT, NCFL, and *Engage Learning* consultants.

Administratively, FACE is located at the local BIA school (OIEP, 2001). The coordinator of the program is usually the elementary school principal or the early childhood teacher or the adult education teacher. The teacher/coordinator must have teacher certification and have experience working with children, adults, and families. Research shows that the school principal strongly influences the success of school change efforts (Bryk, et al. 1994). Studies of schools implementing family literacy education demonstrate the critical role of the school principal (Anderson & Shirley, 1995). In some CSR studies, the school principal was the single most important predictor of change. In these studies, principal leadership was measured through teacher reports. Successful principals were those rated highly for clearly communicating expectations for teachers, supporting and encouraging staff, obtaining resources for the school, enforcing rules for student conduct, and talking with teachers regarding instructional practices. In addition, principals had confidence in the expertise of their teachers, and took a personal interest in the professional development of teachers. For this reason, FACE administrators recognize school leadership as pivotal to the success of FACE. Because FACE experiences a high turn over of principals, the partners have put in place measures to reduce this trend. This is achieved by involving principals in on-site professional development work shops, annual conferences that

help principals maintain a sense of belonging and ownership; and active dialogue through a list serve. While these measures seem to be working to slow down the trend, there also remains a high turn over of teachers and staff, which poses a significant threat to stability system-wide.

Porter and his colleagues caution that policies vary in their *Specificity, Consistency, Authority, Power, and Stability*, and that the higher a policy is in one or all of the attributes, the greater the chance of its successful implementation (Porter et al., 1988). This means that policies that gain influence through being authoritative, for example, are persuasive to teachers, principals, students, and other stakeholders. It is important to note also that the five policy attributes may vary at the school, district, and state levels. Porter's policy attributes theory assumes that a policy system has a set of values on each of the policy attributes of *Specificity, Consistency, Authority, Power, and Stability*. The theory posits that whereas "state, district, or school-level stakeholders" knowledge or perception of the policy attributes may vary, the true nature of the attributes remains fixed (Porter et al., 1988). The assumption is that every institution has its own core values and these statements are typically implied in its mission statement.

Critical Success Factors of FACE (Thompson)

Thompson's critical success factors of high performance in schools were applied to the implementation of successful FACE family literacy programs. These include:

- 1) standards-based;
- 2) students meet high standards
- 3) central accountability
- 4) professional development
- 5) resources support exemplary instruction

1. effective use of data and
2. open communication with families, partners, and internal stakeholders.

As stated in the mission statement of the OIEP, the FACE guidelines, and in past evaluation reports, the vision of FACE is well articulated. Specific guidelines were issued and disseminated widely. In fact, this vision, which comprises attributes of family literacy practices, is already in place and beginning to show positive results that can be found in annual evaluations conducted by RTA, 1999-2001. These evaluations have yielded enormous data sets that describe adult education, child education, parent and child time, and attitudes of stakeholders toward the overall program. The indications show the following profile (OIEP, 2000):

1. Almost three fourths of entering kindergartners attended preschool prior to school entry.
2. About 87% of FACE children (87%) attended preschool (OIEP, 2000).
3. Children who participate in both home and center based FACE services enter kindergarten with significantly higher language and literacy skills.
4. Parents who participate in FACE read to their children and tell stories to their children significantly more frequently than parents who do not participate in FACE.
5. Participation in FACE impacts the length of children's preschool attendance; length of preschool attendance is a meaningful predictor of language and literacy skills upon entrance to kindergarten (OIEP, 2000).
6. Almost all FACE parents help their child with schoolwork several times a week, attend classroom or school events several times a month, and communicate with child's teacher weekly (OIEP, 2000).
7. In PY01, about three-fourths of adults with pre-and post-test CASAS scores demonstrated gains in both reading and math compared to only half of adults in PY97.

8. About 1650 FACE adults have obtained employment since the inception of FACE scores (OIEP, 2001).
9. Two thirds of FACE adults participate in community events and one-third of FACE adults volunteer to help community organizations (OIEP, 2000).

From these data we can observe that FACE is meeting its expected outcomes and goals. Table 2 presents a matrix that matches FACE's program features with Porter's framework of policy implementation and Thompson's CSFs. In this matrix, Porter's attributes suggest that authentic policy attributes are related to implementation at the local level.

How are FACE's features implemented at the local level? As shown in Table 2, the emerging profile of success and attributes of effectiveness are performance outcomes. The agencies that provide technical support to FACE have a tight network that contributes to the successful implementation of FACE. To understand the relationship between FACE and these programs, the researcher visited the headquarters of NCFL in Louisville, KY, and met with its officers. This visit helped clarify and make explicit the relationship between NCFL and FACE and the critical role it and the other partners play in realizing the success of FACE.

Table 2: Mapping Critical Success Factors Based on Porter's Framework

Porter's Framework	Thompson's Critical Success Factors	FACE Program Features	Mapping Success—Key Variables
Specificity—Extensive & detailed policy	<ul style="list-style-type: none"> ➤ Standards-based curriculum ➤ Research-based 	<ul style="list-style-type: none"> ➤ Foundation in Family Literacy Training ➤ <i>Born to Learn</i> Curriculum ❖ <i>Equipped for the Future</i> Curriculum 	Curriculum (Quality Content)
Consistency-Coherence among policies	<ul style="list-style-type: none"> ➤ Resolve & Purpose to meet high standards ➤ Nurturing school climate ➤ Vision and set goals 	<ul style="list-style-type: none"> ➤ FACE Guidelines ➤ <i>Reading First</i> ➤ <i>Early Reading First</i> ➤ Integration of services for Parent and Child ➤ Use of Existing Resources ❖ Participation: intensity & duration 	Implementation Structure (Integration) Mission & Goals Participation
Authority—Support from experts	<ul style="list-style-type: none"> ➤ Accountable for success of all its schools ➤ Ensures high quality professional development 	<ul style="list-style-type: none"> ➤ Partners: BIA, OIEP, NCFL, PAT, EL ➤ Competent/Qualified teachers & staff 	Quality Control (Follow the model)
Power—Rewards & sanctions	<ul style="list-style-type: none"> ➤ Resources support instructional practice in all schools ➤ Control ➤ Monitoring 	<ul style="list-style-type: none"> ➤ BIA funds participating schools with program funds, equipment, and transportation ➤ Monitor budgets, teachers and training ➤ Monitoring appropriations and legislation 	Funding Support
Stability—Extent to which people and policies remain constant	<ul style="list-style-type: none"> ➤ Collects and uses data effectively ➤ Strong communication networks 	<ul style="list-style-type: none"> ➤ Annual Meetings & Workshops ➤ Strong Leadership of School Principals ➤ School/Community connection ➤ Teams connection (Parent Group Meetings) 	Organizational Communication

Apparently, through the training of teachers and the collaboration between schools with the community, FACE has gradually grown to become a strong education exemplar that serves families with children prenatal through grade three. As pointed out in Table 2, the clarity of goals, use of established curriculum, and using a familiar implementation process that is fully funded, makes FACE a unique program.

The Complexity of Best Practices

The quest to understand the language of success and identify important best practices in family literacy programs makes one point clear: The study of success is not an exact science. This quest is complicated by the fact that there are no two programs that are the same. The overarching objective of this study was to determine the characteristics and key factors of FACE programs that lead to optimal outcomes in various types of families. However, cultural relevance was significant and it seemed to make this program successful for Native Americans. Stakeholders—schools, parents, families, and communities—need to realize that the skills they utilize from their own culture should not be ignored, but should be shared with their children. A review of the comprehensive school reform literature revealed that success has many attributes: school success, academic success, implementation success, program success, and so on. To determine any of these attributes requires a complex set of strategies and research methods.

Focusing on one of these attributes—positive family support within the home contributing to students with strong literacy skills—would warrant taking a good look at what the parents of best readers and writers are doing in the home to promote literacy skills. This, then, could be duplicated using some of those activities in the homes of those struggling with literacy skills. Determining the factors that are responsible for the differences has been the main thrust and quest for the present study.

To develop a profile of success involves the examination of the relationship between expected outcomes and success. The present study has relied mostly on descriptions of success by the stakeholders of the FACE program. Data from teachers, principals, and district officials described the attributes of success for family literacy education as they understood, perceived,

and predicted. Evaluation reports and access to data collected on FACE sites from 1991-2001 from the National Center for Family Literacy, Louisville, KY, High Scope/*Engage Learning*, and Research & Training Associates (RTA) proved to be useful. RTA was contracted at the inception of the FACE program to conduct a program study and continues to function as the program evaluator. The goal of this program evaluation has been to provide information to monitor continual improvement in program implementation. This objective was achieved through identification of factors that facilitate successful implementation as well as predictable obstacles, and to provide information about impact of the program. These three organizations were generous, supportive, and willing to meet our needs for the present study. These contacts yielded reports from 1991 to 2001 that were examined.

FACE Goals Compared to Factors of Success

To appreciate the giant strides of progress FACE has made so far, it is important to examine its goals, which include: (1) Establish family, school and community connections, (2) Help adults gain motivation, knowledge, and skills needed to become employed or pursue further education, (3) Increase parents' participation in their children's learning and increase expectations of their children's achievements, (4) Enhance the culture and language of the community, and (5) Promote lifelong learning. The performance indicators mandated by Even Start in 2000 for adults correspond with the second goal (Department of Education, 2000). They are: (1) academic achievement in the areas of reading, writing, English language acquisition, problem solving, and numeracy, (2) receipt of a secondary school diploma or a general equivalency diploma (GED), (3) entry into a postsecondary school, job-training program or employment or career advancement, including the military and other state developed indicators.

In evaluating how FACE achieved its goals, data gathered primarily from FACE site visits, informal interviews, classroom observations, and analysis of evaluation reports, showed that FACE has performed well and seems to stand out as an exemplar of family literacy. Characteristics based on observations and interviews with stakeholders that help to arrive at this conclusion are as follows:

1. Participation rates and attendance are high.
2. The learning environment, the classrooms, the teachers, and the school setting seem to help the FACE program to work well. Parents and children feel welcome and encouraged to learn.
3. The strength of the adult education program is its ability to focus on the individual students' needs and their stated goals, as evidenced in adult students' journals, conversations, and parent essays.
4. Students take charge of their own education and learning enterprise as emphasized in the High Scope Key Experiences training guidelines.
5. Observation of parent-child time and a systematic reflection of children's responses to their individual learning reinforced what the child learned. This was confirmed by classroom teachers in various sites.
6. The three-tiered training program of FACE by NCFL, PAT and *Engage Learning* and the consistency of curriculum in every site based on High Scope Key Experiences provided a clear framework that is characteristic of FACE—a point that was constantly reiterated in interviews with teachers and by coordinators.
7. The emphasis on culture and its inclusion in the curriculum—language, history, architecture, etc.—was noted.

8. The observation data show an effort being made to adhere faithfully to the model of family literacy and a notable consistency in doing family literacy in a tribal school-home context.

In pursuance of its goals, FACE has achieved notable successes (Shaughnessy, 2003).

The 2000 FACE report provides these successes (OIEP, 2000).

- a) Since the inception of FACE in 1990, 15,000 individuals representing 5,000 families have received program services.
- b) More than 400 adults have received their GED and more than 1,500 adults obtained employment.
- c) Most children have improved in all development areas; literacy behaviors between parents and children have increased dramatically (OIEP, 2000).
- d) More than 80% of parents participate in their child's education through teacher conferences, volunteering and serving on school committees after they leave the FACE program (OIEP, 2000).

In a recent newsletter published by the BIA, FACE was referred to as the "shining star" of Indian Education. For example, test results show that children who have participated in FACE score higher on standardized achievement tests than their non-participating counterparts. Parents who have been actively involved in FACE become familiar with the school setting. Seventy percent of the parents attend parent-teacher conferences compared to 60 percent of parents who do not participate in a FACE program. More importantly, 85 percent of participants continue to be

involved with the school. After participating in FACE, some participants choose to serve on school committees while others have run for school boards (OIEP, 2003).

The annual Outstanding FACE Program Award provides an example of exemplary work. The OIEP selected the Blackwater FACE Program at the Blackwater Community School the winner of the “Patsy Jones Outstanding FACE Program” award for PY 2002. To be considered for this competitive award, FACE programs must have implemented each aspect of the program successfully—home-based, center-based, and K-3. Blackwater was one of ten sites that began their FACE program in 1993. This program was chosen based on the following factors:

- 1) Enrollment and attendance are outstanding in both home- and center-based programs. There is a waiting list for services.
- 2) The FACE parents participate in many events, trainings and special initiatives at the school. Parents have presented at local, state and national conferences and meetings to talk about their involvement. Several parents were part of a Blackwater presentation about Native language preservation at the National Conference on Family Literacy, Albuquerque, NM.
- 3) Parents feel welcome at the school, have opportunities to volunteer, and receive on-the-job training funded through a grant.
- 4) The school and FACE program have applied for and received grant awards to implement new programs and initiatives that benefit families, the school, and the community.
- 5) Monthly reports are complete and submitted on time.
- 6) The team has been honored with awards. Last year, parent educator Edwardine Thomas was selected the BIA’s Parent Educator of the Year and honored during the National Indian School Board Association’s conference. Gwen Paul, early childhood teacher, was

named Toyota Family Literacy Teacher of the Year 2002 and honored at the NCFL annual conference that same year.

- 7) Blackwater is a year-round school and during intersession the staff is often at school teaching special cultural and enrichment activities.
- 8) The whole school has embraced the High Scope/*Engage Learning* curriculum.
- 9) The principal provides strong leadership to the school and program, serves on the FACE advisory committee, and was recently selected as a fellow in the first Principal's Academy for BIA Administrators.

In summary, in terms of the goals of FACE analyzed by the reports, FACE offers a child-directed, developmentally appropriate, active learning environment within two contexts: center-based and home-based approaches. It utilizes an active learning model of a student-centered educational approach. In the home-based setting, services were provided through home visits, group meetings, screening, and a resource network. At school, services were provided for all four components. The program addresses the academic needs of parents, parenting skills and employability, and provides a unique structured parent and child interactive time. The K-3 services continue or extend the child-centered active learning approach, which includes a daily Plan/Do/Review time and may also include PACT time. Certified trainers from *Engage Learning* supported K-3 teachers with on-site training and teaching assistance in the active learning approach. K-3 teachers had professional development portfolios to document their growth in implementing the child centered active learning approach. In the adult education classes, participants wrote journals, set goals and followed through these goals with the adult educator.

To support this analysis, a content review of a few parent essays confirmed the high value that parents hold for FACE and the benefits they gained from attending the FACE program.

Besides, graduates outlined the many obstacles they had to overcome and discussed the supportive, nurturing, and educative environment FACE had to offer. The parents' words speak volumes.

We enrolled Zack in Early Head Start home-based when he was a month old. Our home visitor told us about the FACE program. I decided to enroll Zack in FACE home-based when he was six months old. We had Mary Meshigaud over at our house bi-weekly for two years. We also enjoyed going to the FACE socials. At the FACE picnic social last August 2002, FACE preschool teacher Amy Hall told me about FACE center-based. I thought it was a neat program. Zack and I went to our first day of school on September 3, 2002. We go every Tuesday and Thursday. Zack is our only child and I thought it would be good for him to be with other kids and improve his speech skills . . . We have been in the FACE center-based for three months now. Zack has been progressing so much on his development skills . . . He is learning to interact with his classmates. He is improving his spoken language skills. He is more independent. He understands that Grandma and I have to leave for adult education. We come back for PACT Time. That's my favorite time to get together as family to play with the kids and have lunch together. FACE stresses the importance that parents be involved in classroom education. I am so proud because he does really well in school. We look forward to going to school. . . . FACE is a great program. They believe strongly that parents are the first and best teacher. I am glad to have the opportunity to be part of FACE. I don't know what I would do without FACE. They have helped Zack and I develop a stronger parent/child relationship and foster our education. Our thanks to all the people of FACE.(OIEP, 2003b, 7)

This parent was satisfied with the wonderful rapport and respect that surrounded the learning environment at FACE.

. . .Now I'm in the FACE program again with my grandson Armondo. He is three years old and we are in the center-based program. I am sixty years old and I am going for my GED. The program is sure helping me with it. My teacher, Mary, encourages me to work on my GED. I have been writing stories from my life and learning how to type. My grandson wasn't talking right. H had an ear problem when I started to come with him to center-based. He is talking very good now and he talks in English. He's learning his colors, animal names, and numbers. I come with him to the FACE program four times a week. We are both learning a lot. He is learning how to play with other kids and read with them in a group. I am glad the FACE program is here for us. They help you with your problems. I like to come to school with my grandson. It is fun to be around the other children and the parents. You get to know them better and you become a good family. (OIEP, 2003b, 3)

As noted earlier, FACE teachers are well prepared professionally. This parent expresses her appreciation for teacher preparation and that "FACE is here for us."

I first heard about FACE from my sister, Nadine, who was a student in center-based with her daughter, Monica, at that time. She encouraged me to try out the program, so I joined the FACE program in 1996, as a home-based parent, with my two older children, Taylor and Vershawna. My son was three years old at that time. I don't think I was that serious about being in the program. I enjoyed going on field trips and doing other activities, but I wasn't serious about helping myself. The welfare department told me to go to work or go back to school. I did try to provide my family by getting job training with Workforce. They helped me by getting training with the BIA Roads Department, as a laborer. I was working in Albuquerque at that time, but because I did not have a GED diploma, I was told to go back to school and get it. I tried to get my GED, but still, I wasn't serious. To me, providing for my family was the most important thing at that time. But I needed a diploma to get and keep a job.

Going back to school was really scary for me. I felt I couldn't do it and I didn't believe in myself. I knew I could not read, write or even do math. I did try to get into an adult education program, but I didn't go through with it, because of the way I felt about myself. The staff at the welfare office encouraged me to get back to school. So, in November of 2001, I decided to try the FACE program again.

I thank the FACE staff for encouraging me to come back again this year. Since November of last year, I started feeling different about school and myself. There were times that I wanted to quit and just stay home. I would get up every morning and think to myself, if I quit, my children will learn to quit, too. I see myself as their role model in finishing school. That's what keeps me going everyday, my children.

Reading has become very important to my family and me. Now we all read together. Sometimes, they read to me. I enjoy listening to them read to me. When I have a hard time pronouncing words, I ask Lola for help. She also helps me with my spelling. I knew my reading level was very low. I started by reading a couple of pages a day, then a chapter a day. It was hard for me at first, but now I can read a whole book in three weeks. I went from smaller books to bigger ones.

Another thing I have learned is EFF (Equipped for the Future). By using the framework, I learned how to communicate with others as a worker, family, and community member. I have learned skills in obtaining financial assistance for job training and more education. I also utilize and use the information in the framework for personal growth. I have learned how we can transition from one job or even career to another. I'm more interest in the activities we do in class. I am supportive of this program.

PACT Time is another thing I've learned. I've been going to the community school for PACT Time with my two older children. I've learned to communicate and be a role model, as well as tutor to them. My oldest son, Taylor, is in third grade. His teacher's name is Ms. Irene. When I go to his class, I sit with him and help him with his spelling words, reading, math and English. I have become closer to my son. By helping him, it makes me feel a lot better about being a good parent. When I am in the class, I ask the teacher questions about what he needs help with. This helps me understand where my son, Taylor, is at in school and what his grade level is. I am proud of him. He is learning a lot every day with one-on-one help from me. (OIEP, 2003b, 9-10)

The voice of this parent shares her views about the curriculum, interactive literacy time and the parent skills she learned, confirming not only that FACE works but that it also assists parents to get to know their families well, particularly in using the communication skills they have learned.

Variables that Influence the Success of FACE

Besides looking at how expected outcomes point to indicators of success, the researcher also examined how well the goals of FACE were achieved. To respond to this quest, bar charts, pie charts, and frequency tallies of the annual reports, were examined. This assisted in mapping out trends, indications, or the path of influence and relationships. These program features are reflected in Figure 1. The objective is to identify important variables that seem to influence the success of the program. To do this, the analysis focused on how well the FACE goals were met. In the process, key features of FACE that account for its success were identified.

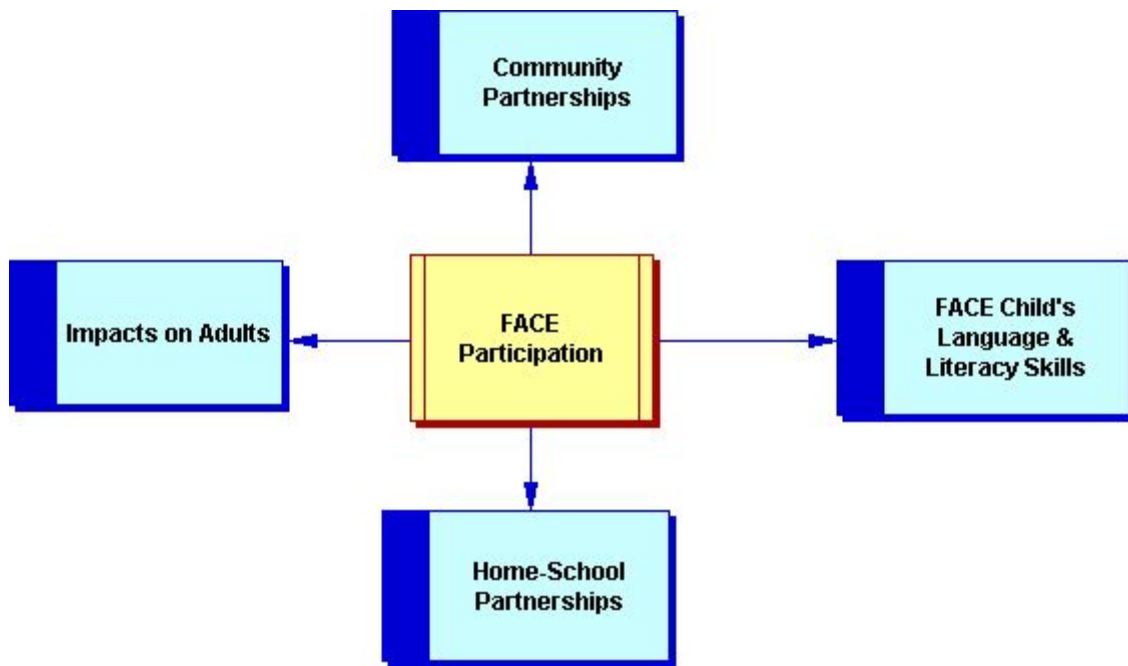


Figure 1: Program Features of FACE

Figures 1-3 show concept maps of the assumed relationships. As it was learned from the Even Start evaluations, retention and participation rates were very important variables for the success of any family literacy program. The FACE data also show this finding to be true. An examination of FACE goals 1 and 2 revealed the following:

Program Impacts on FACE Adults (Goals 1 & 2)

Goals 1 and 2 aim at helping participants to establish family, school and community connections, and help adults gain motivation, knowledge, and skills needed to become employed or pursue further education. Outcomes for adults are measured through educational goal setting

and their academic achievements, impacts on employment, and effects on parenting skills. The evaluation reports show that these two goals were met by the program:

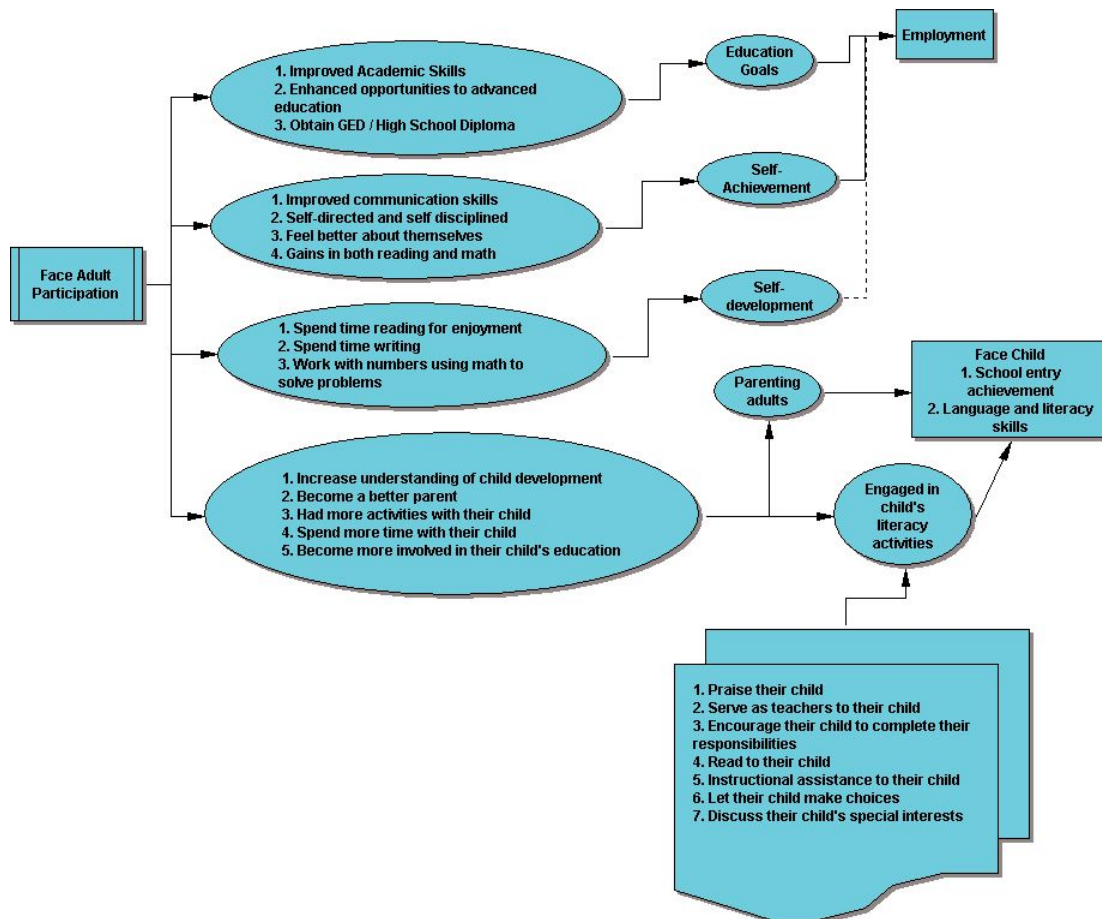


Figure 2: Impact of Adult Education on FACE Adults

Indeed, evaluations showed that many adults met their goals.

- Improved academic skills to enable them to obtain an advanced education (67%).
- Became more self-directed and self-disciplined (70%)
- Improved their communication skills (67%)
- Helped them feel better about themselves (>75%)

- Spent significantly more time reading for enjoyment, writing, and working with numbers (in PY01 than earlier participation)
- Since the inception of FACE in 1990, more than 450 FACE adults have obtained their GED or high school diploma; and at least 1650 have obtained employment.
- Gained in both reading and math (as measured by CASAS pre- and post-test scores)

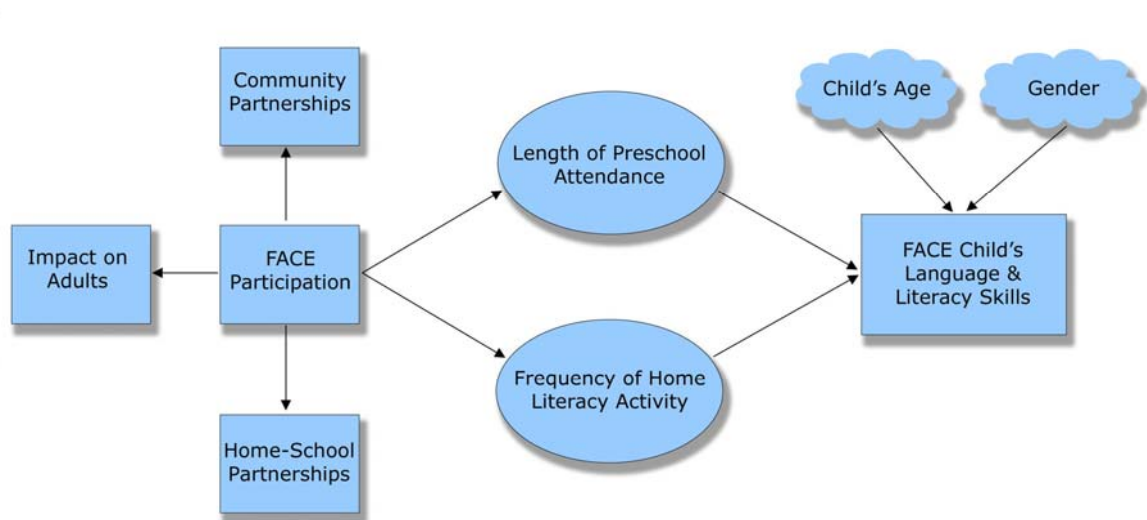


Figure 3: Impact of Parenting Education/PACT on FACE Adults

Regardless of the FACE services in which they participate, parents most frequently report *parenting outcomes* as most important among program impacts.

- Increased understanding of child development.
- Improved parenting skills.
- More effectively interacted with their child.
- Spent more time with their child.

Most FACE parents *frequently* play with their child, read to their child, listen to their child “read”, tell stories to their child, praise their child, teach their child, and encourage their

child to complete responsibilities; the *frequency* with the above activities is significantly greater at the end of PY01 than it was early in their FACE participation.

Home-School Partnerships (Goal 3)

Goal 3 aims to increase parents' participation in their children's learning and increase expectations of their children's achievements. The establishment of home-school partnerships is supported through the *structure* of the FACE program in three ways: (1) by providing opportunities that encourage the partnering of families and the schools, (2) by integrating language and culture into the FACE program, and (3) by collaborating with regular school programs.

Increased parent involvement in children's education is an important impact of FACE participation, and findings indicate that parents who participate in full FACE services (both center-and home-based services) are generally involved at higher rates and more frequently than parents who participate only in home-based services. Parent involvement includes: helping their child with schoolwork, attending classroom or school events, communicating with the teacher about their child, volunteering their time to provide instructional assistance in their child's classroom/other classroom assistance, participating on school committee and obtaining the help they need through the school.

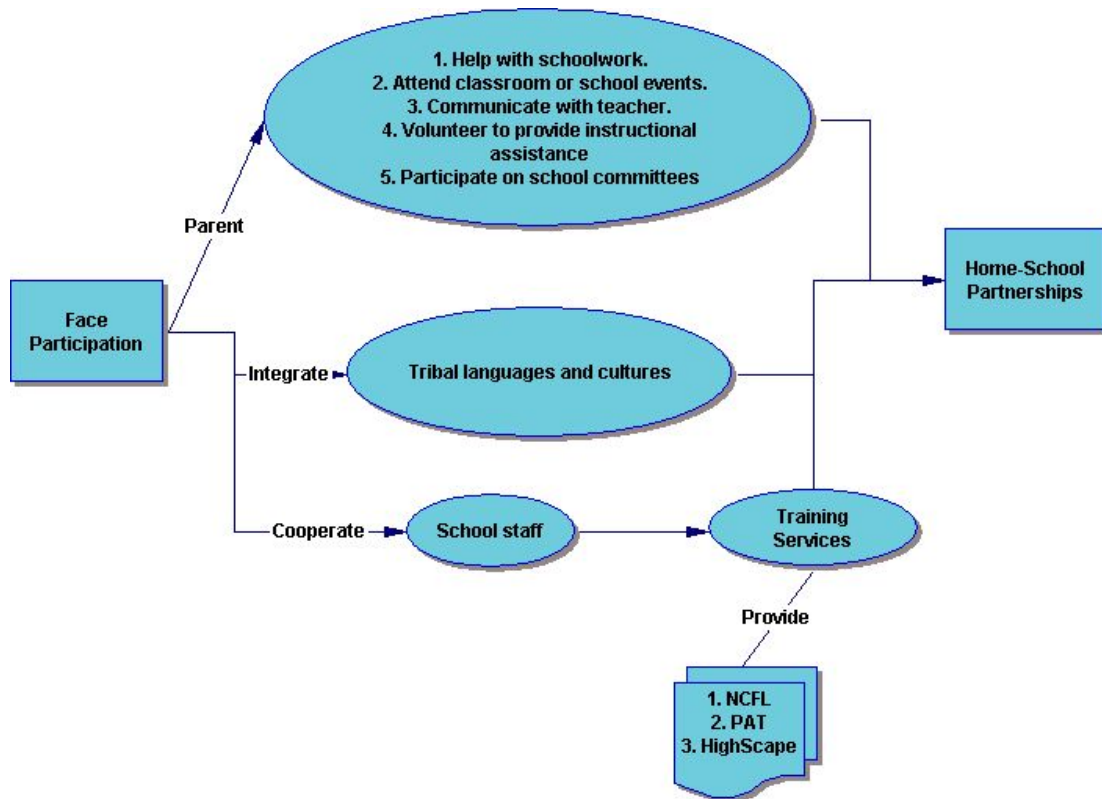


Figure 4: Impact of FACE on Home-School Partnerships

FACE Children (Goal 4 & 5)

Goals 4 and 5 targeted the enhancement of local culture and language of the community, and aim to promote lifelong learning. Information about FACE impacts on children was obtained from health and screening records, preschool student assessments, and parent perceptions.

1. Early identification of concerns about children's health and development and obtaining appropriate resources for children is an essential FACE service. Children are screened on development in the following domains: language, gross motor skills, fine motor skills, cognition, and social-emotional.

2. Children who participate in both home-based and center-based FACE services enter kindergarten with significantly higher language and literacy skills than do other FACE children. Participation in FACE

demonstrates a significant and meaningful structural relationship to the *frequency of home literacy activity*. That is, FACE parents read to their children and tell stories to their children significantly more frequently than parents who do not participate in FACE. The *frequency of home literacy activity* is a direct, significant, and meaningful predictor of the school entry achievement of children in kindergarten in all WSS domains (more language and literacy and personal and social development skills). Participation in FACE additionally impacts children's readiness for kindergarten in terms of their language and literacy skills through its direct effects on the length of children's preschool attendance. *Length of preschool attendance* is a direct, significant, and meaningful predictor of language and literacy skills upon children's entrance to kindergarten.

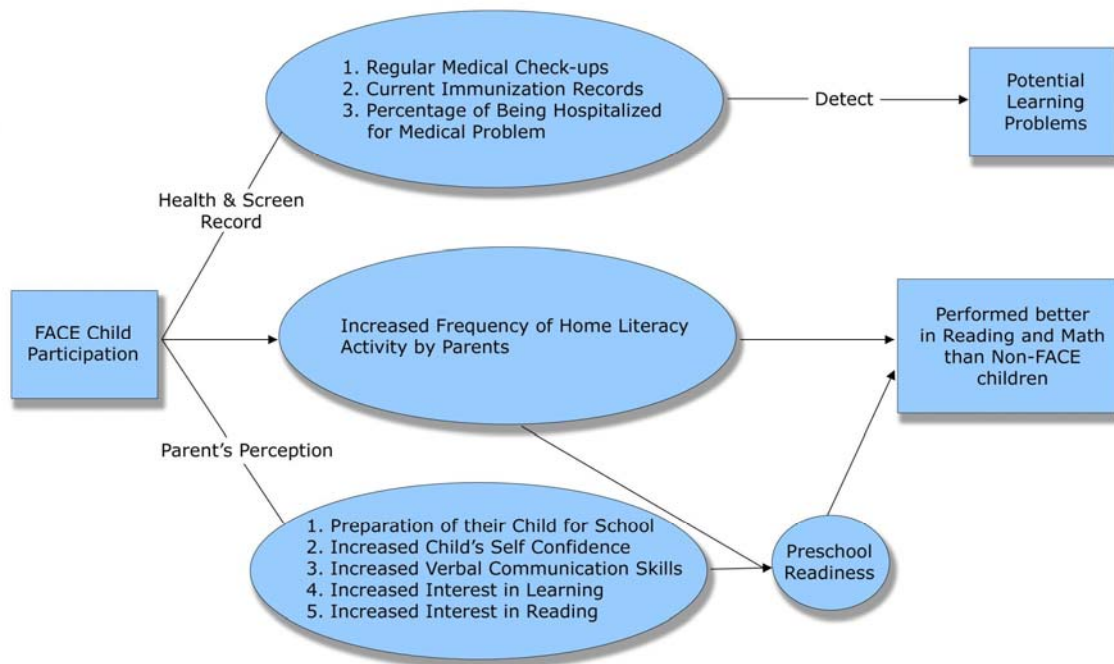


Figure 5: Impact of FACE on Children

Community Partnerships (Goal 6)

The FACE program addresses the goal of reducing family problems by assisting participants to access services available in the community. The results indicate that the frequency with which FACE adults access these services (e.g., housing, health, and social services) increases as they continue to participate in FACE.

Another key to the success of reducing family problems is the collaboration of FACE programs with other community agencies and programs, including social services, health services, and adult and early childhood educational programs.

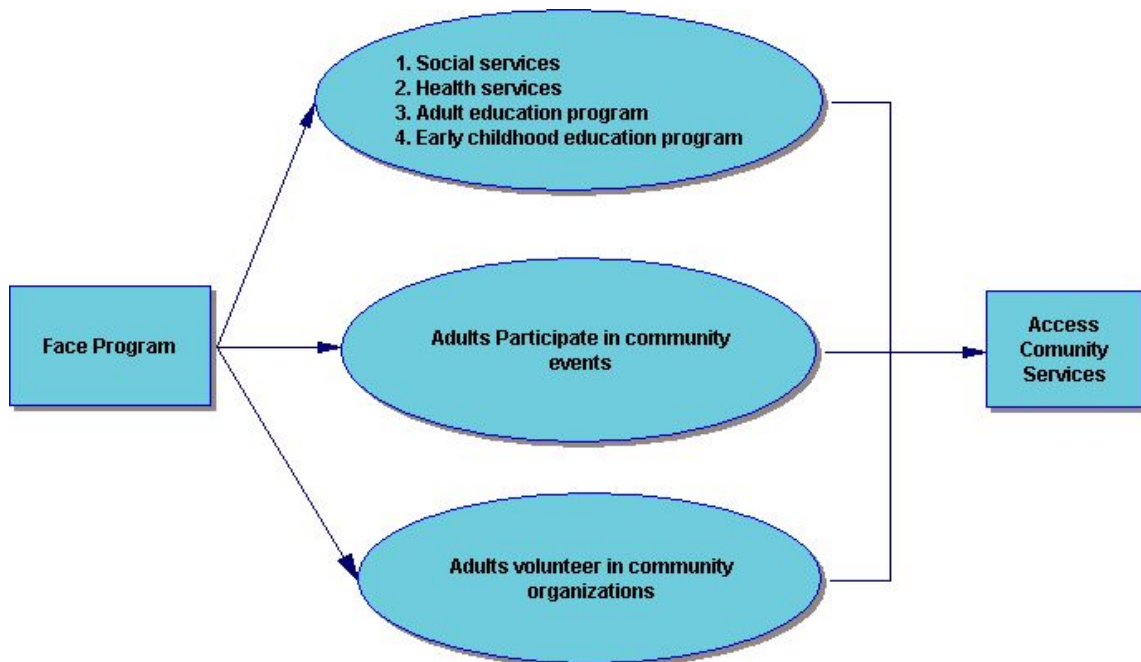


Figure 6: Impact of FACE on Community Partnerships

Another area of interest included reports about relationships of staff with the program and challenges facing the program. Most FACE staff (84%) identified ‘increased cohesiveness of the staff’ as one of their greatest program accomplishments. This cohesiveness attribute is a result of the intensive group training and technical assistance provided through the BIA. The most

frequently identified challenges (reported by 2/3 of the sites) were recruiting and retaining families. Almost two-thirds of the FACE staff identified ‘staff issues’ as one of their program’s greatest challenges (maintaining experienced, dedicated staff members, establishing and practicing teamwork strategies, and accessing support services such as transportation, childcare, counseling services).

Conclusion and Implications

The primary purpose of this study was to investigate FACE family literacy programs and determine best practices evident in FACE implementation that could be used to build an empirical model, which then could be replicated or expanded to other non-FACE programs. A search for best practices implies first that such practices exist and, second, that such practices can be extracted, understood, and applied faithfully to produce quality outcomes.

This report situated the study of a specific family literacy education program, FACE, in the comprehensive school reform effort and drew theoretical frameworks from the literature, which inspired an analysis of FACE case material. The report also presented the outcomes of an exploratory study of best practices and critical success factors of family literacy education. These best practices were based on the analysis of how well FACE was implemented, especially in terms of critical success factors for high achievement. Reports from annual evaluations that monitored the perceptions, attitudes, and outcomes of participants of FACE yielded enormous information on project implementation. From these reports, it was revealed, for example, that FACE increases parents’ understanding of child development, helped parents to become a better parent, helped parents to more effectively interact with their child, and resulted in parents’ spending more time with their child. These outcomes suggest that FACE merits closer

examination as an exemplar of family literacy. There is a high probability of finding within its implementation a case of best practices. Several lessons can be drawn from FACE.

First, FACE is an innovative and a well-implemented family literacy program. Observations in center-based classrooms confirmed that FACE staff take curriculum and instruction seriously. Their pedagogical methods were student-centered and based on problem solving strategies in a constructivist environment. Classrooms are print rich and reflect the language, history, and culture of the students and the community of the families. The curriculum is comprehensive and integrated and includes adult education, early childhood education, PACT Time and Parent Time. The National Center for Family Literacy provides the training and on-site technical assistance to implement the early childhood and adult education components in the school setting to ensure that staff are well-trained and have professional resources to assist. Similarly, certified High Scope/*Engage Learning* consultants provide technical assistance to implement the active learning approach in grades K-3. For each of the components, clear statements prescribe what needs to happen in each of the classrooms. For example, in adult education, adults must spend a minimum of two and half hours in educational instruction each day (adult basic education, technology skill development, high school classes, basic life skills and/or job training). Thus, this prescription of tasks of adult education addresses the need for “intensity” of services to determine an exemplary program.

Second, this study used Porter’s framework of policy attributes of successful implementation to analyze FACE goals. This analysis led the researcher to examine BIA and FACE policy attributes at multiple levels, including the levels of the BIA-OIEP, schools, collaborating partners, and program sites. A synthesis of the comprehensive school reform implementation literature demonstrates the importance of each of the five policy attributes

described in Porter's framework—*Specificity, Authority, Power, Consistency, and Stability*. Porter's research shows that, while each attribute contributes to implementation, *Specificity* is related to implementation fidelity; *Power* is related to immediate effects; and *Authority, Consistency, and Stability* seem to be the driving forces of long-lasting change. He also demonstrated that the attributes are to a large extent dependent on each other.

The analysis of FACE documents revealed that FACE has a rigorous policy that ensures that there is *Stability* in the programs at all its 39 sites. Each FACE site actively participates in strengths-based technical assistance provided via OIEP to ensure fidelity to the model. PAT, NCFL, and *Engage Learning* consultants provide technical assistance at national meetings and on-site. Administratively, FACE is located at the local BIA school (OIEP, 2003). The coordinator of the program is usually the elementary school principal or the early childhood teacher or the adult education teacher. The teacher/coordinator must have teacher certification and have experience working with children, adults, and families. We also acknowledge the role actively played at each site by the school principal (Anderson, & Shirley, 1995). Collectively, these qualities affirm Porter's framework and show that the collaboration between the three partners with BIA-OIEP produces the synergy of both *Consistency* and *Stability* that fuels the success of FACE. In sum, Porter's policy attributes theory provides a useful perspective to examine family literacy efforts and move toward a better understanding of how to foster successful implementation. Without *Consistency*, for example, a program is too unreliable to be of value in the large-scale context that Title I policy encompasses. *Consistency* does not mean that the program will work in all cases. Rather, it means it is highly robust and will work powerfully in the vast majority of cases with a variety of measures (Pogrow, 1998).

Based on Porter's framework, it can be safely assumed that family literacy, as implemented by FACE at the local level, relies on the following six key attributes that make the program successful:

- Established (quality) curriculum
- Established implementation structure (strong integration of services and academic components)
- Intensive and sustained participation
- Quality control (staying faithful to the model)
- Financial support
- Strong organizational communication.

Together, these variables assist a family literacy program to succeed, achieve its expected outcomes, and meet its mission and goals. To succeed, the "intensity of services offered should match the intensity of need" (cited in King & McMaster, 79). Third, we learned that local cultural ways provided an important contribution to the climate of the learning environment for teachers, students, and parents. Although this area of study was not part of the study, it needs to be investigated fully in the future. Emphasis on indigenous ways of knowing was apparent in the many interactions between teachers and parents, and between students and teachers that took place in classrooms and during field trips. Several observations lead to this conclusion: the use of the Navajo language in the classroom as teachers discuss with the children local history, use Navajo proverbs, metaphors, and sayings of the sage. In most classrooms local artifacts were displayed everywhere. The children were engaged in classrooms that linked the home and the school learning environment in ways not observed in the public school system. Future studies should target this area of study to shed light to the ways local culture and indigenous knowledge

can be valued and integrated in family literacy curricula. In addition, it will be important to investigate what aspects of indigenous knowledge can transfer to non-FACE programs.

Fourth, following the historic new law, *No Child Left Behind* of 2001, benchmarks of success in the school reform arena are becoming signposts of increased local control and flexibility for states and school districts. While this politically charged rhetoric is overpowering, the evaluation of FACE made it even more explicit, especially how stakeholders now are grappling with the requirements of the new law. These requirements on evidence-based classroom practices, school governance, learning, and high-stakes testing have ushered in for both parents and educators a new climate of school reform and what “success” means for them and their children in a school environment where “no child is left behind.” In sum, as family literacy education gains attention nationwide, educators and practitioners must look for ways to enhance what works and improve what doesn’t. *Mapping Success* paved the way for further studies to explore at deeper level what it means for FACE to become an exemplary family literacy program for the nation.

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APPENDIX I

FACE Sites in 2000

FACE Site	Location
Alamo Navajo Community School	Magdalena, NW
Blackwater Community School	Coolidge, AZ
Chi Chi'il Tah/Jones Ranch Community Schl.	Vanderwagen, NM
Chief Leschi	Tacoma, WA
Chinle Boarding School	Many Farms, AZ
Chuska Boarding School	Tohatchi, NM
Conehatta Elementary School	Conehatta, MS
Crownpoint Boarding School	Crownpoint, NW
Fond du Lac Ojibwe School	Cloquet, MN
Hannahville Indian School	Wilson, MI
Kickapoo Nation School	Powhattan, KS
Lac Courte Oreilles Ojibwe School	Hayward, WI
Little Singer Community School	Winslow, AZ
Na'Neelzhiin Ji'Olta ([Torreon])	[Torreon] Cuba, NM
Ramah Navajo School Board, Inc.	Pine Hill, NM
Rough Rock Community School	Chinle, AZ
Shiprock Alternative School	Shiprock, NM
Takini School	Howes, SD
T'iis Nazbas Community School	Teec Nos Pos, AZ
Tohaali Community School	[Toadlena] Newcomb, NM
To'Hajiilee-He	[Canoncito] Laguna, NM
Wingate Elementary School	Fort Wingate, NM

APPENDIX II

List of Documents

1. BIA Family and Child Education Program, 2001 Report
2. BIA Family and Child Education Program, 2000 Report
3. BIA Family and Child Education Program, 1997 Report
4. BIA Family and Child Education Program, 1996 Report
5. BIA Family and Child Education Program, 1995 Report
6. BIA Family and Child Education Program, 1994 Report
7. BIA Family and Child Education Program, 1993 Report
8. BIA Family and Child Education Program, 1992 Report
9. BIA Family and Child Education Program, 1991 Report