INTRODUCTION

More states are recognizing that preschool is a vital first step toward helping children succeed in school. Ensuring that preschoolers have a high quality early learning experience provides them with the skills they need for later school success. In New Jersey, the poorest school districts have been collaborating with community-based child care centers to implement this program. But the process of moving beyond health and safety licensing standards, improving the education levels of teachers, and using nationally recognized, research based curricula has been a difficult challenge.

The Newark Lighthouse Initiative sought to assist three child care centers in Newark to achieve the changes that would raise their quality level. This innovative project was intended to serve as a model for preschool programs across New Jersey and around the nation. By striving to provide children with the best possible early education, the initiative would help centers set the stage for later school success.

This report details the experience of these three programs and the lessons learned on the road to building model preschools.

History of the Lighthouse Initiative

The New Jersey Supreme Court, in its 1998 landmark decision, required the state’s poorest school districts to provide high-quality preschool for all 3- and 4-year-old children. To accommodate this influx of students, districts largely turned to private early childhood centers. Bringing these centers to meet the standard recognized by the court -- qualified teachers, small classes, approved curriculum -- became a pressing concern in New Jersey.

A consortium of funders saw this challenge as an opportunity to learn how to build quality early learning programs for our poorest children. These foundations, with strong ties to the Newark community, joined together to provide additional resources to help three Newark based programs become “centers of excellence.”

Publicly launched in the spring of 2001, the funders made a five-year commitment to the initiative, providing up to $200,000 a year to three selected centers, to improve children’s outcomes in school and life by creating early learning centers of excellence. Funding was provided for a planning year and four implementation years.

The major goals of the initiative were:

- To improve overall center and program quality by increasing centers’ expectations and their capacity for change; and
- To positively impact children’s readiness to learn.

In order to achieve the goals, detailed assessments were conducted throughout the project to measure all facets of the centers, including the programs, staff, child outcomes and parental satisfaction. From the...
assessment results, planning and reform strategies were developed. The centers were given supports through technical assistance and financial contributions. The plans were also a tool for identifying broader policy issues.

The Newark Lighthouse Initiative was staffed by employees of New Jersey Community Capital, a financial intermediary facilitating the flow of investment and intellectual capital to create wealth and well-being in communities. The organization has experience in the provision of training, technical assistance and the quality enhancement of early childhood programs. The Association for Children of New Jersey (ACNJ), a statewide child advocacy organization, served as co-facilitator. William Paterson University was selected to be the principal investigating entity for the formal assessment component of the Lighthouse Initiative.

KEY FINDINGS
With the additional resources and guidance provided through the Lighthouse Initiative, children in the three participating centers enjoyed a higher-quality pre-k experience. In all of the assessments, overall gains were made in the Lighthouse centers.

Children’s Language Skills Improved
The vast majority of Lighthouse children entered preschool below age level in language skills, regardless of whether English or Spanish was their primary language. The findings indicate that when the children left the programs, more children functioned at or above age level than on entry. Children who participated in the program for two years made greater gains than those children who participated one year.

Early Learning Experiences For Children Were Enhanced
General program improvements were realized at the Lighthouse centers, including exceeding performance levels over non-Lighthouse Newark preschool programs. Positive changes occurred in a variety of areas, including the addition of classroom materials, teacher support of early literacy and math development, and improvements in general classroom environment.

Support for Training and Credentialing was Expanded
All center staff participating in the Lighthouse program took steps to further their education. While teachers in Abbott classrooms were court-mandated to become certified, non-Abbott teachers faced no such requirement. If not for the Lighthouse funding, it is unlikely these teachers and aides would have had the opportunity to return to school.

Management and Leadership Skills Improved
Several areas of leadership growth were noted over the duration of the Lighthouse Initiative, particularly in areas affecting daily program operations. These included developing personnel policies and procedures, updating job descriptions and including the center directors in agency planning and budgeting. Two of the centers initiated staff retreats during which professional development, planning and team building were addressed.

Satisfied Parents
Parent surveys administered each year found most parents giving high scores in all dimensions.

Better Facilities
All three centers improved their buildings, ranging from fixing a leaking roof to constructing a new building. The centers removed lead-based paint, replaced deteriorating windows and improved the overall maintenance of their buildings. One center used Lighthouse funding as seed money for designing and constructing a new building and for building a new playground. Another used funds to develop a strategic plan for locating space to develop an early care campus which could potentially house multiple program services.

LIGHTHOUSE LESSONS
The Lighthouse experience can provide guidance to successful program reform in developing centers of excellence in early childhood education.

Assessments Were a Key Catalyst for Change
A major component of the initiative was for each center to participate in a multi-dimensional, continuous assessment process that went beyond the state and/or district compliance requirements.
These formal assessments were enhanced by individual interviews that gave additional information on the process of becoming quality early childhood programs. The honesty and candor generated in less formal conversations added a richness of understanding and nuance that could not have been obtained strictly through traditional, more formal forms of assessment.

The result of this assessment process was a better understanding of the strengths and weaknesses of each program, and of areas in which program change was necessary. Initially, center directors said it was difficult not to take the assessment results personally. Over time however, they recognized that the assessment process helped them focus on how to make the programs better. The assessments encouraged them to take stock by conducting self-evaluation on an annual basis.

The findings from the assessments informed the planning process. While assessment is critical in providing a snapshot of a program’s “well-being,” it is meaningless unless the findings are used to effect change.

As such, the annual, data-based assessment report also included recommendations for change. Lighthouse staff worked closely with center administrators to develop the plans in order to ensure that the findings were linked to the needed changes.

While few programs can afford such a comprehensive assessment process, the Lighthouse assessment showcased the importance of using data to effectively guide change. Often program assessments are completed, but their findings are not linked to reform. Such an approach neither improves program quality nor effectively spends limited program dollars.

For the Lighthouse centers, the assessment process was its catalyst for reform.

Effective Leaders are Key to Improvement
A high quality program starts with an effective leader. During Lighthouse, two critical leadership traits emerged: management capability and vision. Management skills include the practice of coordinating day-to-day operations with the ability to design and smoothly implement policies and procedures. During the implementation of Lighthouse, directors increased the regularity and frequency of staff meetings, included staff and families in both evaluation and planning, developed personnel policies and procedures, updated job descriptions, promoted professional development and included staff in analysis of the assessment reports.

The centers that demonstrated substantial and sustained progress for their program over the duration of the Initiative, used the assessment findings to establish a plan and implement the recommended action steps. Conversely, when the director did not adhere to the developed action plan, fewer gains were realized and, in some instances, regression was actually observed despite the availability of financial resources and technical assistance. “Sticking to the plan” was a strong predictor of performance improvements throughout the initiative.

Lighthouse staff facilitated monthly meetings of the agency executive and center directors. In particular, the center directors were encouraged to come out of their comfort zones; to share and discuss issues of concern and potential solutions. The meetings also provided an opportunity to discuss the positive changes that were taking place in each of their programs and agencies.

The second important leadership characteristic is vision. A visionary leader is an individual who is able to look to the future of the organization and assess both risks and opportunities. In order to be more effective, a visionary uses information gleaned through advocacy, communicates with others outside of their organizations and shares in decision-making within their agencies. These traits lead to effective planning resulting in higher-quality services.

There was evidence indicating that all three directors began to see the connection between leadership and becoming a better advocate for their programs, their staffs and the children and families they served.

Finding the balance between adequate funding, a comprehensive assessment process, thoughtful planning and unswerving leadership is pivotal to the development of quality early childhood programs.
Through the Lighthouse Initiative, each director had several opportunities to speak at state and/or national conferences. These speaking engagements gave them a chance to network with colleagues in and out of New Jersey. It also provided them with a forum to describe the positive changes taking place in their individual programs and to promote the importance of quality early learning environments.

One center made marked inroads in shared decision-making, with not only the agency executive director and the center director working together for goal-setting, but the inclusion of the assistant director and education coordinator in this process. Additionally, this quartet promoted leadership development and delegation of authority for decision-making.

**Mentoring Makes Better Teachers**

The implementation of the Abbott preschool program in community-based settings was a new frontier for many of these teachers. While public educational supports were implemented to help teachers return to college and become “qualified,” one-on-one classroom support was just as important for quality growth and development.

Abbott districts are required to employ “master teachers” who work one-on-one with preschool teachers in the community programs. With a ratio of no more than 20 classrooms per master teacher, center-based teachers have complained that the time spent with the master teacher is inadequate.

All three Lighthouse centers attempted to address this issue by including an “educational consultant” in their plans who mentored individual teachers. The greatest overall gains in moving all classrooms toward best practices were in the center that hired an educational consultant for the longest period of time. The long-standing rapport between mentor and teacher seemed to have the greatest impact on improving classroom quality.

While the other two centers had included an educational consultant in their plans, their commitment to this concept was weaker. For example, one center used Lighthouse funds for an educational coordinator for a portion of the four years and later opted to replace the coordinator with a consultant to focus on assisting teachers to prepare for accreditation. The center’s scores indicated minimal growth in movement towards developmentally-appropriate practices.

In the third center, while some funds were allocated for an educational consultant, the position was vacant until the 2004-2005 school year. This center experienced a decrease in beliefs and activities associated with developmentally-appropriate practices.

**Early childhood administrators can play a role in reform that extends beyond their centers**

Much of the Lighthouse work focused on program change needed at each of the three centers. However, it also addressed areas of change and/or support needed at the local district and state level.

As part of the Initiative, center directors and executive directors regularly met to discuss issues affecting the quality of their programs and to identify hurdles.

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**THE CENTERS**

Three centers were selected to participate in the Lighthouse Initiative, each from different parts of the city and with different qualities to offer. At the time they were chosen, the three centers served over 300 young children and already had strong programs and recognized leadership. With extra support from the Initiative, the Lighthouse staff felt that these three had the most potential to meet high quality standards.

**Friendly Fuld Neighborhood Child Care, Inc.**

Established in 1904, this center demonstrated a long commitment to the families in the Central Ward. A program of Community Agency Corporation of NJ, it has been the driving force behind several community initiatives and activities. The center currently includes an infant/toddler (I/T) program, four Abbott classrooms, and two non-Abbott preschool classrooms, which serve more than 80 children from the ages of three to five.

**Ironbound Children’s Center**

Operating in the East Ward since 1969, under the umbrella of Ironbound Community Corporation, this center currently serves 90 Abbott eligible three and four year olds, many of whom are from families whose primarily language is other than English. Families rely heavily on the center to provide information on health care as well as social, civic and other services needed by this community’s extensive immigrant population.

**Vailsburg Child Development Center**

The childhood services unit of Unified Vailsburg Service Organization serves children from the age of six months to 12 years at five locations in Newark’s West Ward. The Vailsburg Child Development Center is currently providing full day care to 48 infants and toddlers and 90 Abbott preschoolers at the participating location.
facing their continued effort to attain excellence. They recognized that the issues facing Lighthouse providers often stemmed from local and statewide implementation concerns. Lighthouse staff used this information to advocate for change in both local and state policy, including professional development, evaluation and placement of children with special needs, and compliance with the court’s mandate for staff credentials and facilities.

Lighthouse staff and members of the participating centers served on the Newark Early Childhood Advisory Council. These individuals were able to bring issues identified through the Initiative to the attention of local and state leaders and advocate for solutions.

For example, all three centers were frustrated with their inability to obtain state funds for expansion or renovation of their facilities. In early 2004, an opportunity to bring statewide attention to this issue was created when the facilities regulations were to be reviewed by the New Jersey Board of Education. One center volunteered to assist ACNJ in providing the board with specific examples of how these regulations were affecting their center—a high-quality preschool that had been nationally accredited for over 10 years, but had a 90-year-old building.

Similarly, through collaborative conversations Lighthouse center administrators realized that the problems confronting their centers were also confronting other centers in Newark. While the Newark public schools provide professional development to the early childhood community, it cannot meet all of the needs of all groups implementing preschool. With assistance from PSE&G, support was provided to Newark’s broader early childhood community by developing professional development opportunities for the entire community. The community response to these forums was excellent. The forums included:

- Anne Mitchell, “Ways to Transform Child Care to Better Meet the Needs of Children and Families;”
- Dr. Jacqueline Jones and Dr. Ed Greene, “Assessment Tools to Build Staff Professionalism;”

Cognizant that any measurable steps taken by the centers needed to be shared with the larger early childhood community, center administrators played an active role in information sharing on the local, state and national level. This sharing of information took on several forms. First, a case study on the initiative entitled, The Newark Lighthouse Initiative: Shining a Light on Quality, was completed and distributed throughout the state. A policy brief that focused on Lighthouse’s comprehensive assessment process was written and broadly distributed. Entitled The Lighthouse Assessment Process: Improving Programs through Measured Outcomes, the brief was highlighted at several state and national conferences, including the New Jersey Child Care Advisory Council, the National Association for the Education of Young Children and the National Association of Child Care Resource and Referral Agencies (NACCRA). At each of these presentations, center administrators participated by presenting their program’s stories.

Lastly, a Lighthouse newsletter entitled The Beacon provided both the local and state early childhood audience with specific examples of the progress being made at the Lighthouse centers.

BARRIERS TO CHANGE
It is clear that the infusion of a comprehensive assessment, thoughtful planning, adequate implementation and funding made a difference in moving all three Lighthouse centers to a higher level of quality. The commitment to improve children’s outcomes and move toward creating and demonstrating early learning centers of excellence was realized.

However, all three centers experienced successes at various levels, indicating that similar funding and support is only one factor, albeit important, to bring about change. Other factors, some in the control of the centers and others out of their control, play an important role in the successful implementation of program improvement. The following are the major obstructions to effective change:

Lack of Consistency
During the period of the Lighthouse project, different circumstances and events made consistent leadership difficult in two of the centers. In one center, changes occurred in both the agency executive and center director. In another agency, the center director changed midway through the project. These changes in key
administrative positions resulted in periods of instability for both programs. The center that lost both leaders had no one setting the program’s direction for a period of time. The program’s overall performance suffered as a result. Once the positions were filled, it took time for the Lighthouse goals to move forward.

The program in which the administrative staff remained the same realized the greatest gains in bringing about change. Their center’s “direction” was set from the Initiative’s inception and the implementation of the program’s plan moved forward without delay. This center also had leaders who saw and embraced the need for change and fostered a culture that allowed the staff to “buy-in” to this need.

Staff Turnover Hurts Quality
The ability to attract and retain qualified teachers is critical to a quality preschool program. Unfortunately, many teachers leave the profession in the first three years, with almost half leaving within five years. In total, more than a quarter-million people annually leave the teaching profession nationally. Turnover rates are highest in poor, predominantly minority schools. Poor working conditions are identified as the main reason for leaving.2

All three of the Lighthouse centers experienced some form of retention problems during the 4-year period. While seven new classrooms were added to one center in 2004, necessitating the hiring of additional teachers, only four out of 15 preschool teachers who were employed in 2001 remained employed in 2005.

In both infant/toddler programs, no lead teachers remained in their positions. Even with Lighthouse funding, neither center could attract certified teachers to their I/T programs because the salaries were still low when compared to Abbott preschool salaries. This resulted in staff being hired with less formal education and who received a lower wage, resulting in a significant turnover rate.

The results of the “Teacher Questionnaire” indicated the importance of retaining staff for the overall quality of a preschool program. The center that experienced the greatest growth in moving towards developmentally-appropriate practices was the center with the least staff turnover. These teachers were able to take advantage of the professional development opportunities afforded to them by Lighthouse throughout the entire periods of the initiative’s implementation.

In contrast, the center that had the most teacher turnover (only one teacher from 2001 remained at the center) experienced a slight decrease in beliefs and activities associated with developmentally-appropriate practices.

In that program most successful in retaining staff, staff members felt supported in their opportunities for collegiality, professional growth, supervision, systems clarity, participation in decision-making and support for innovation and creativity.

Planning Matters for Teacher Training
While research indicates that staff training/professional development is a key component to quality preschool programs, such training at the Lighthouse centers did not have the impact that was expected. The problems were two-fold:

- The school district changed the focus of the training. Midway through the initiative, the Newark Public Schools decided to change their required curriculum from High/Scope to Creative Curriculum. Although many teachers in Abbott contracting centers had already been trained in High/Scope, new training was required for the new curriculum;
- Professional development training planned by the centers lacked long-term vision. Because training focused on immediate needs rather than long-term growth, program outcomes were affected. Short-term results were observed, but not sustained.

Inadequate Facilities Affect Quality
While the quality of facilities are a key component to moving an early learning environment to a higher standard, the existing lack of access to adequate funding remains a significant barrier in raising the overall quality levels of Abbott preschool programs.
Lighthouse funding permitted all three centers to make improvements to their facilities, but the limited dollars could never meet the broader facilities needs of the centers. The result was that regardless of program quality, a center experienced lower assessment scores because of their facility limitations.

RECOMMENDATIONS
Based on the success and challenges of the Lighthouse Initiative, the following recommendations are being made:

1. All pre-k centers should have an objective and external assessment that identifies programs’ strengths and weaknesses.

2. All pre-k centers should have support for broad planning that goes beyond compliance and includes programmatic, financial, organizational, facility and professional development.

3. In order for center directors to expand their capacity as leaders, they must be provided with training and support to broaden their roles as visionaries, managers and advocates.

4. While one time professional development experiences are important, teachers must be given the opportunity to practice new techniques learned from those experiences and be given immediate feedback so that adjustments and fine-tuning can occur. This can be accomplished through the use of mentors and coaches.

5. The success demonstrated by requiring a higher level of training for Abbott preschool teachers should be expanded to include all staff working with young children. This can be accomplished by linking with other existing initiatives such as the director’s credential, the infant/toddler credential, and advanced training for master teachers.

6. Research advocacy plays an important role in shaping and promoting local and state policy. Quality enhancement initiatives should be informed by data collected from formal and informal means. Findings, conclusions and recommendations should be shared with other quality improvement efforts and policy decision-makers through broad dissemination efforts.

7. While consistent leadership is not always in the control of the organization, effective success planning can ensure that impact on program disruption is minimized and that strategic planning can move forward in a timely manner.

8. Centers must develop a supportive working climate where educational philosophies and practice are aligned.

9. Professional development plans should contain both long and short term goals and strategies. While both school districts and individual centers may need to address immediate staff training needs, change takes time and “sticking to the plan” provides the greatest opportunity to realize measured gains in quality.

10. A significant pool of capital funds needs to be available to community-based facilities in order to effectively raise the quality of the overall program.

Lighthouse Funding Partners

- Geraldine R. Dodge Foundation
- The Schumann Fund for New Jersey
- Prudential Foundation
- Lucent Technologies Foundation
- Bank of America
- The Grable Foundation
- Sagner Family Fund
- Victoria Foundation
- Toys R Us Childrens Fund
- The Healthcare Foundation of New Jersey
- BEA Foundation
- United Way of Essex and West Hudson
- The MCJ Foundation
- Rosie’s For All Kids Foundation
Overall Program Improvement
A variety of classroom assessments indicated that Lighthouse centers experienced overall gains. The following summarizes the findings:

- **ECERS:** The Early Childhood Environment Rating Scale (ECERS-R) was used annually to measure program quality in the preschool classrooms. Over-all, the Lighthouse classrooms showed highly significant growth from their baseline scores in the fall 2001 to their final assessment in the spring 2005. Individually, two of the three centers showed significant growth.

- **SELA:** Beginning in 2002 Lighthouse centers were assessed using the Supports for Early Literacy Assessment (SELA) to measure on a scale of 1 - 5, how classroom materials, activities and interactions support young children's early literacy development. When comparing the Lighthouse centers' baseline scores with their 2005 scores, the mean of all Lighthouse classrooms scores indicated statistically significant growth. The individual center's mean comparative scores also indicated significant growth, with one center scoring 4.4 out of 5. Moreover, the Lighthouse classroom means and the mean of their individual centers were higher than a random sample of Newark preschool classrooms in 2005.

- **PCMI:** Similarly, Lighthouse classrooms were assessed using the Preschool Classroom Mathematics Inventory (PCMI) beginning in 2004. On a scale of 1 through 5, this assessment measures the materials and methods used in preschool classrooms to support and enhance children’s mathematical skills. When all Lighthouse classroom scores were combined, there was statistically significant growth between 2004 and 2005. However, only two of the three Lighthouse centers individually showed such growth in this area. Moreover, each of the two improving centers scored higher than a random sample of Newark’s preschool classrooms.

- **ITERS:** All Infant/Toddler (I/T) classrooms were assessed by using the Infant Toddler Environment Rating Scale (ITERS). This instrument assesses program quality and is designed for use in center-based child care programs for infants and toddlers up to 30 months of age. Two of the three Lighthouse centers have I/T programs. While the I/T classrooms in one program improved slightly more than 1 point, from 2.87 to 3.97 between 2001 and 2005, the scores at the other center actually decreased from 3.75 to 3.51.

Changes in Teacher Beliefs and Practices
A variety of assessments were used to determine staff understanding and implementation of developmentally appropriate practices. Following is a summary of those assessments.

An assessment of teacher’s beliefs and practices was conducted utilizing several components, including guidelines for developmentally-appropriate practices from the National Association of the Education of Young Children (NAEYC) and a Teacher Beliefs Scale. This scale asks teachers to respond to questions about their beliefs pertaining to appropriate and inappropriate early childhood practices and to report on their actual practices in the classroom. One center in particular, experienced significant growth in their staffs’ movement toward the implementation of developmentally appropriate practices.

A Work Environment Survey was administered to all program staff to determine how staff members felt about their early childhood center as a place of employment. The survey elicited information on collegiality, opportunities for professional growth, supervisor support, clarity, rewards, decision-making, goal consensus, task orientation, physical setting and innovativeness.

Lighthouse centers' scores indicate significant growth in the organizational climate from 2001 to 2005. In 2001, none of the mean scores were higher than the national norm. In contrast, in 2005, 6 of the 10 dimensions mean scores were higher than the national norm.

Growth in Leadership Ability
A leadership assessment was conducted as part of the planning process prior to the final year of implementation of the initiative. The assessment was loosely based on the Talan/Jorde Bloom Program Administration Scale and modified by Lighthouse staff to ad-
dress leadership issues specific to Lighthouse centers. Areas that indicated leadership strengths included center directors who had strong backgrounds in early childhood, centers where regular and frequent staff meetings were conducted, and centers which intentionally included staff and families in both evaluation and planning processes.

Several areas of leadership growth were noted over the duration of the Lighthouse Initiative, particularly in areas impacting the day-to-day operations of the programs. These included developing personnel policies and procedures, updating job descriptions, and including the center directors in agency planning and budgeting. Two of the centers initiated staff retreats during which professional development, planning and team building were addressed.

While few programs can afford such a comprehensive assessment process, the Lighthouse assessment showcased the importance of using data effectively to influence change.

Footnotes


