ABSTRACT
                The goal of this study was to develop a
competency-based administrative training model for persons
responsible for early childhood education in rural as well as urban
areas in the state of Minnesota. Two problems were addressed: (1) the
lack of appropriate competencies and training for administrators of
early childhood education programs; (2) the lack of early education
programs in rural communities. Persons holding administrative
positions in early education were identified and a role study
(listing role competencies for the administrator of an early
education program) was conducted, using expert juries, interviews,
surveys and a position analysis technique. Various training materials
and educational experiences were devised, using the competency
statements resulting from the role study. Evaluation data suggest a
great need for leadership development in early education. Appendices
provide a list of desired administrative competencies, a course
syllabus in special education administration, and evaluative
materials on an administrators' workshop and a course in early
education administration. (Author/BF)

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The overall goal of this study was to develop an administrative training system for persons responsible for early childhood education in the state of Minnesota. The description that follows is primarily a competency-based training model designed for persons from urban and rural areas who are selected to direct early education programs.

An emerging national problem is the need to develop quality educational services for children, especially children at-risk,[*] in the early years of life. This is especially critical for those children who live in the rural and sparsely populated areas of the country. While programs for children are being developed in the major population centers, all preschool children are not being served. There is no well-developed model for the organization and administration of programs in urban or rural areas so that states can respond to the challenge of providing a continuum of early education services to all preschool children.

Administrators of early education programs frequently have educational backgrounds in several professional disciplines, e.g., early education, social work, elementary education, special education, fine arts, etc. A number of factors result in their being selected for positions as administrators of preschool programs; the pool of persons with appropriate skills available or willing to relocate to an outstate area is limited and programs

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[*] At-risk can be defined as instances where it can be predicted with 75 percent accuracy that an educational handicap will be present at elementary grade level.

to train them in the field have not existed. This program was designed to insure that appropriate administrative strategies are known by administrators of such programs and are incorporated into the early education programs that are now in operation and for those being planned. This project has also served as a stimulus for program development in unserved communities. Fundamentally, the premise underlying the program is that the quality and development of early education programs to serve children in many sections of the country is directly linked to available leadership personnel to administer such programs. Also, although the concept that public schools assume leadership and responsibility for the early education of children is currently accepted, public school control of early education will not in and of itself address the leadership issue nor solve the shortages of trained personnel in outstate areas.

Early education cannot fulfill its public and governmental commitments and serve its needy population of children without leadership. This statement applies to the rural and sparsely populated areas of the United States as an urgent priority. Initiation of programs for these children and the incorporation of viable curricula and other essential service delivery system components is dependent upon an administrative model for training individuals in early education administrative positions especially in rural areas of the state.

Persons holding administrative positions in early education were identified using a variety of state department sources. Although no comprehensive list of all early childhood programs exists in Minnesota, names of programs and program administrators were identified through the Departments of Education, Health and the Department of Public Welfare. Information obtained from these sources revealed that programs serving young children

exist in each of these departments and that there is no central administrative structure in early childhood education.

Following this, a preliminary appraisal of the role of an early education administrator was conducted by the Department of Educational Administration and the Center for Early Education and Development of the University of Minnesota. An expert jury consisting of parents, educators, an attorney, physicians, state department personnel and administrators was used for role review and competency generation. Prior to being convened at a group conference, each expert jury member was asked to generate a list of role competencies for the administrator of an early education program. At this time, the investigator edited all lists for redundancy and prepared a master list for the consideration of the group. At the jury review session, members refined the master list further, added and deleted items and prioritized competencies. This study indicated that necessary skills centered in the areas of educational administration and child development as well as early education to meet the programming needs of both planning for a young child and directing an educational program. In a follow-up survey to practitioners, directors of preschool programs reported seeking continuous assistance from school administrators and/or physicians, persons who generally have no training in early childhood education. Needs were also apparent in the kinds of questions asked by the role survey respondents regarding program evaluation, finance, personnel, decision making, communication skills, law and organizational structure (Goldberg & Wolf, 1976).

The amount or type of training needed by an individual to direct an early education program has not been previously empirically determined. State guidelines for preschool education programs generally do not provide for certification in early education administration, nor is there a specific

job description statement or research investigation concerning the role

requirements of such an individual. Therefore, training objectives were

derived using a combination of goal analysis techniques, statewide program

surveys, interviews with administrators in the field and private discussions

with theoreticians and researchers in early education and administration.

In addition, position descriptions of directors of early education programs

were conducted by 40 early educators as part of a University course experi-

ence and analyzed for consistency using the interview, survey, and goal

analysis information. There was agreement between position description

statements and goal analysis statements in 94 percent of the statements

mentioned. But, directors stated repeatedly that they did not have the

competencies needed to do their job nor did they know where or how to

obtain them. In addition, a study sponsored by the Minnesota Higher Edu-

cation Coordinating Commission, although not yet completely analyzed, sup-

ports this lack of administrative (including planning) competencies on the

part of directors of early education programs. Further, there are virtually

no programs available within the higher education systems of the state

where these skills can be obtained. Community colleges offer no such

training. The University of Minnesota, Mankato State University and three

private colleges within the state offer some administrative training to

early educators. Results of the Minnesota Higher Education Coordinating

Commission study suggests that these courses are primarily in the areas

of: developing a philosophy and establishing policies for the program,

enforcing state and federal regulations, keeping records, budgets, plan-

ning an overall curriculum, dealing with governance boards, and respecting

the individual differences of children and their families.*

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*See Appendix A for complete data on competencies.

5

A variety of educational delivery and training structures have resulted from these derived competencies. A two-week topical institute has been developed and taught using instructional objectives derived directly from the competency study. Course objectives centered around the areas of evaluation, program planning and management and family involvement.

A University course taught through the Department of Educational Administration has been developed and will continue to train 40 to 50 administrators in early education each academic year. This course offers basic administrative information in the areas of leadership, staff development, curriculum planning, evaluation, legal issues, and family management. Numerous seminars and workshops have been planned and offered to the public and private schools and agencies in the metropolitan and outstate areas based on the early education administrative skills identified through competency derivation procedures. Each of these training experiences has been intensively evaluated.* Evaluation data suggest that not only is early education administration a neglected area in education and administration, but creative training systems are needed nationally to create and support leadership in the field. In response to this need, the author is exploring a technical assistance model of administrative content for use with ongoing programs for preschool children in the state of Minnesota. The technical assistance plan would begin with a needs assessment activity designed to revalidate the skills identified as minimum essential competencies for the administration of early education.

Using a competency-based model for the investigation and development of administrative training in early education is a recommended approach to a pervasive problem of leadership inadequacy and program diffusion. Although competency statements have been derived and revalidated using a population

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*See Appendices B and C for evaluation data.

pool, instructional delivery systems and materials for the training program

are in a continuous process of revision. The data collected on early educa-

tion administrators in the state of Minnesota and the competencies derived

are relevant to most states in their quest for a systematic approach to the

development of training materials, certification programs and leadership

development in early education.

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APPENDIX A

Early Childhood Personnel Study

Minnesota Higher Education Coordinating Commission

Preliminary List of Administrative Competencies

Develop philosophy and goals.

Develop policies for the program.

Establish and maintain a record-keeping system.

Insure that licensing standards are maintained.

Develop rules to insure health and safety of children.

Develop and conduct advertising or public relations for the program.

Plan budgets and collect fees.

Plan long-term program/curriculum.

Plan menus.

Deal with officers or board of directors of organization which sponsors
    the program.

Knowledge and respect for individual differences and abilities.

Facilitate children's development of respect for individual differences.

Conduct daily health observations and identify symptoms of childhood
    diseases.

Assess children's physical, sensory or intellectual development and make
    regular notes of this development.

Refer parents to agencies for help with social, emotional, health, or
    legal problems.

Demonstrate an awareness of current laws and regulations affecting child-
    ren, families, and education.

9

APPENDIX B

Evaluation of Two-Week Institute

for

Administrators of Early Education Programs

Table 1.*

Evaluation by Students of Amount Learned

Day	Topic	Mode	Range
1	Child Development	4	2-6
2	Integrating Issues	5	3-7
3	Parent Involvement	7	5-7
4	Attitudes and Myths	6	3-7
5	Assessment	5	3-7
6	Programming	4	1-7
7	Child Management	4	1-7
8	Teaching Strategies	6	3-7
9	Parent Strategies	7	5-7

Table 2.*

Evaluation by Students of Amount Stimulated

Day	Topic	Mode	Range
1	Child Development	4	2-6
2	Integrating Issues	4	1-7
3	Parent Involvement	6	5-7
4	Attitudes and Myths	7	4-7
5	Assessment	5	3-7
6	Programming	4	2-7
7	Child Management	3	1-7
8	Teaching Strategies	5	2-7
9	Parent Strategies	7	5-7

*See daily evaluation form, Figure 1.

Table 3.*

Evaluation of Student's Level of Satisfaction

Day	Topic	Mode	Range
1	Child Development	7	5-7
2	Integrating Issues	5	3-7
3	Parent Involvement	7	5-7
4	Attitudes and Myths	6	5-7
5	Assessment	5	4-7
6	Programming	6	2-7
7	Child Management	4	1-7
8	Teaching Strategies	6	4-7
9	Parent Strategies	7	5-7

Table 4.**

Class Ratings on Usefulness of Handouts
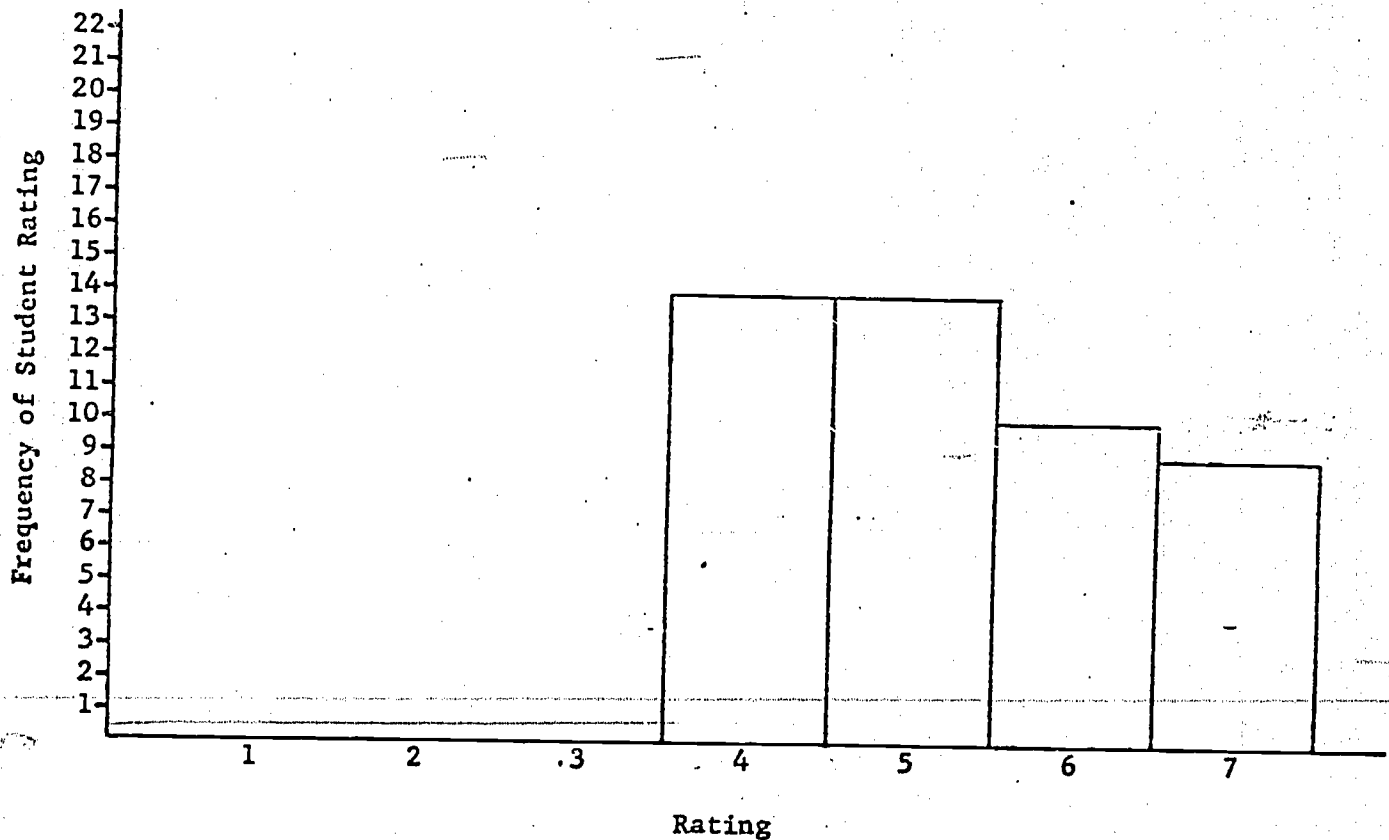
*See daily evaluation form, Figure 1.

**See general evaluation form, Figure 2.

Table 5.*

Class Ratings on Usefulness of New Information
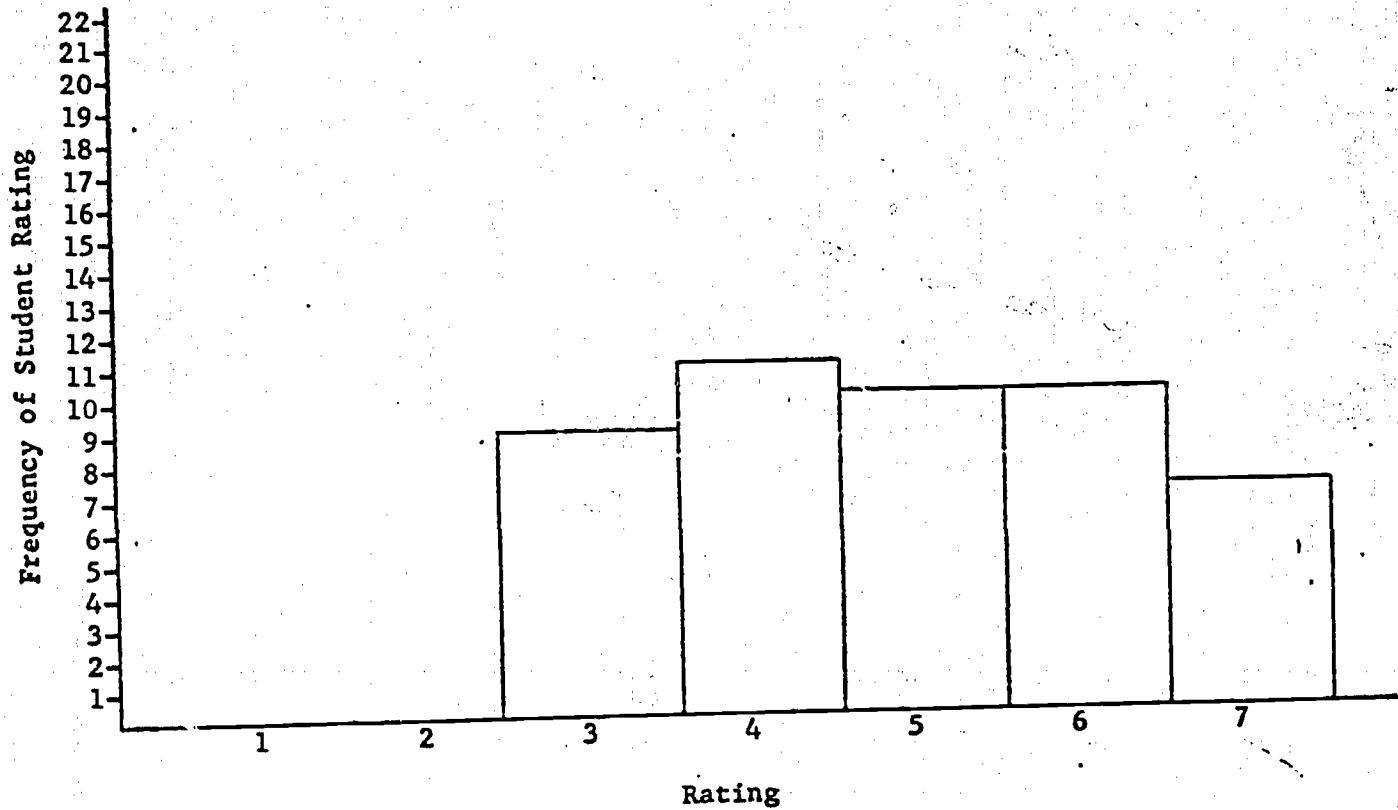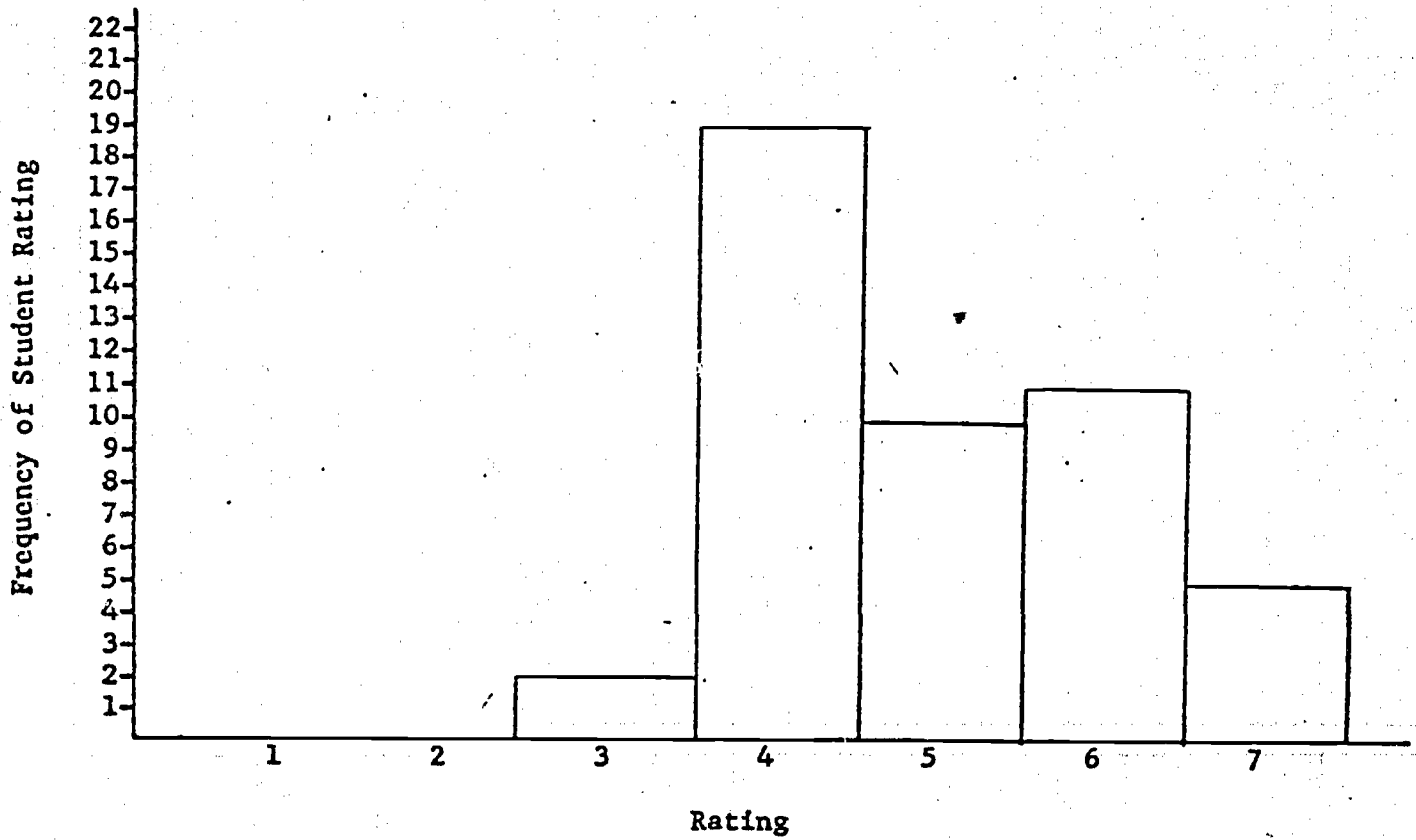

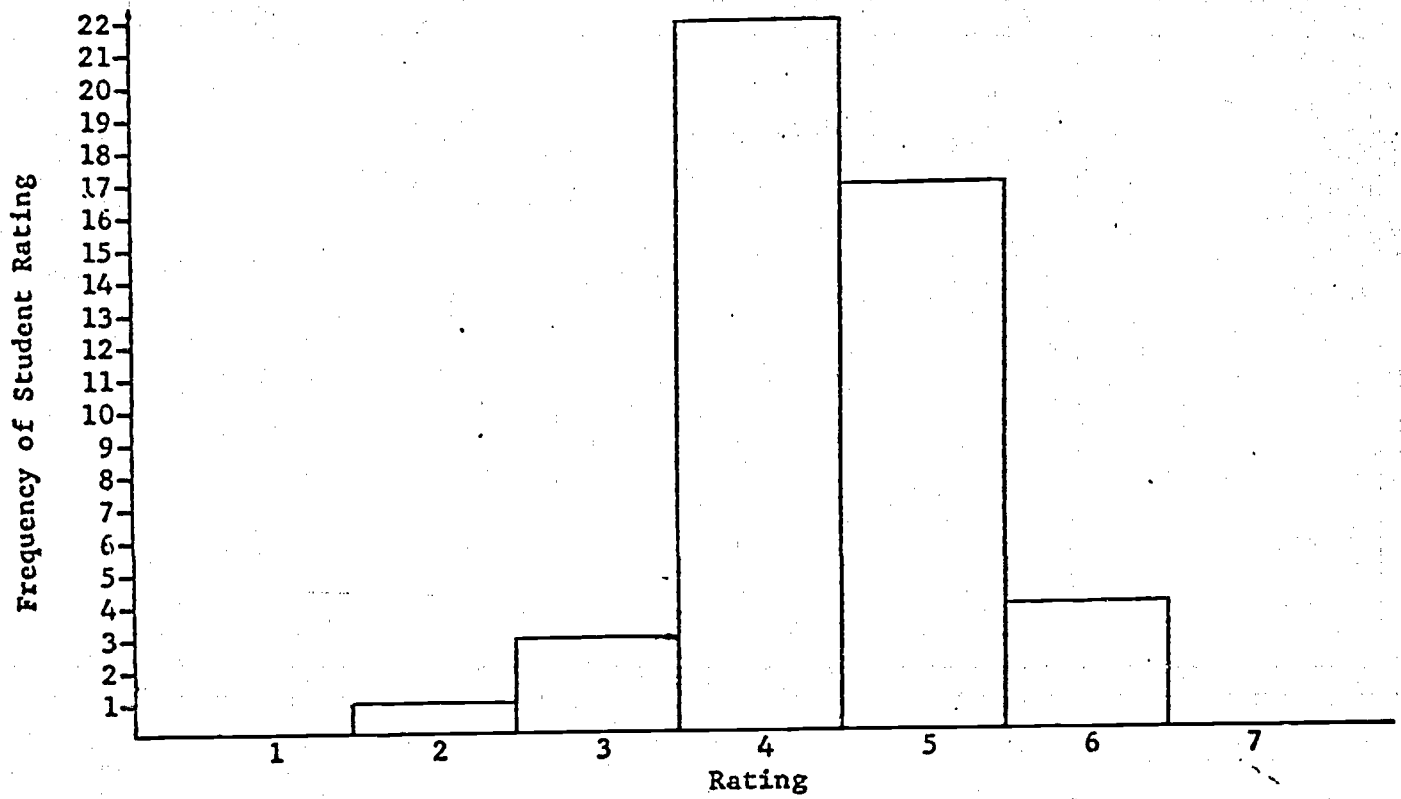*See general evaluation form, Figure 2.

Table 6.*

Class Ratings on Comprehensiveness

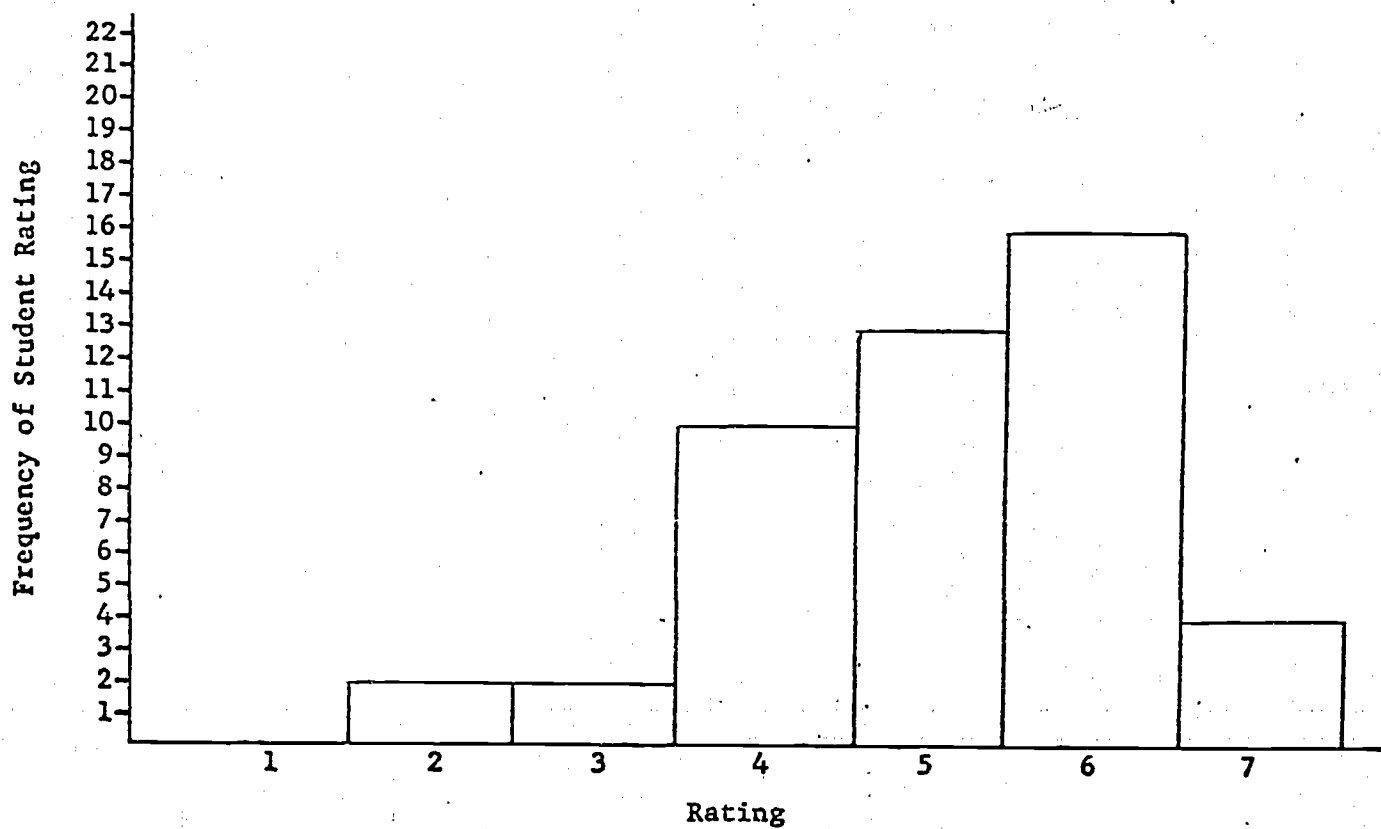*See general evaluation form, Figure 2.

Table 7.*

Have Class Goals Been Met?

*See general evaluation form, Figure 2.
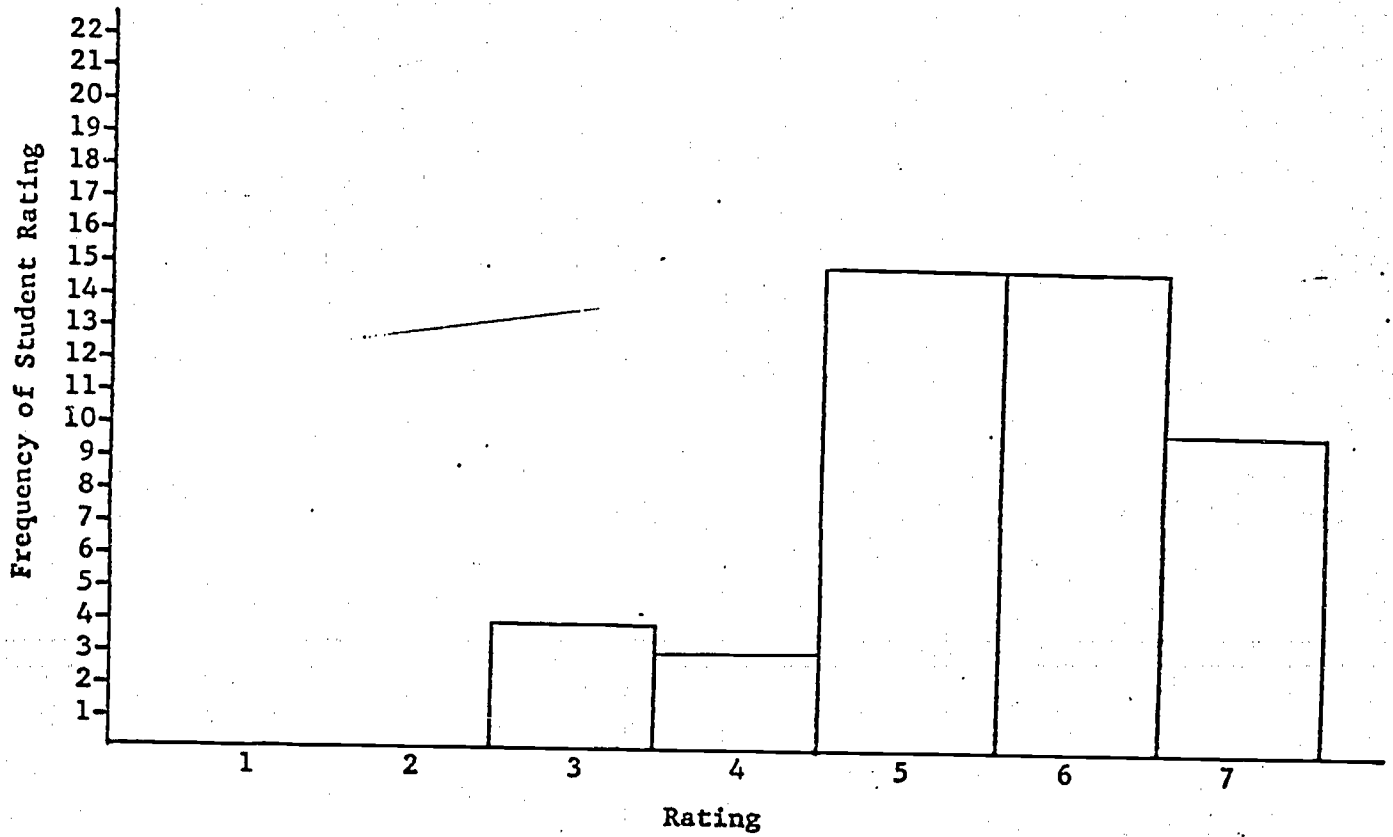
15

Table 8.*

How Much Was Learned?

*See general evaluation form, Figure 2.

Table 9.*

How Satisfied Were You With the Class?

*See general evaluation form, Figure 2.

Figure 1

Employment: Place_____ Number_____

Position_____

DAILY WORKSHOP EVALUATION

1. Today's date is July_____.

2. How much would you say you LEARNED from today's session? (Circle one)

1	2	3	4	5	6	7
almost nothing	very little	little	a fair amount	much	very much	an exception-al amount

3. How stimulating was today's session? (Circle one)

1	2	3	4	5	6	7
not at all	a bit stimulating	somewhat stimulating	stimulating	very stimulating	extremely stimulating	exception-ally stimulating

4. In general, how SATISFIED are you with today's session? (Circle one)

1	2	3	4	5	6	7
extremely dis-satisfied	very dis-satisfied	dis-satisfied	neutral	satisfied	very satisfied	extremely satisfied

5. Should today's session be included in its present form in future workshops?
   (Check one)

   Yes_____
   No_____

   Why?_____

   _____

   _____

6. How could today's session be improved?_____

   _____

   _____

   _____

   _____

18

Figure 2

GENERAL EVALUATION OF WORKSHOP

Arrangements and Format

1. Were the arrangements for the workshop satisfactory?   (Check one)

  __ (1) Yes
  __ (2) No

  If you answered "No," please comment: _____

  _____

2. Was the workshop of an appropriate length (July 7-18)?   (Check one)

  __ (1) No, it should have been shorter
  __ (2) No, it should have been longer
  __ (3) Yes, the length was just right

  If you answered "No," please comment: _____

  _____

3. Were the daily sessions of an appropriate length (1 - 3 p.m.)?   (Check one)

  __ (1) No, sessions should have been shorter
  __ (2) No, sessions should have been longer
  __ (3) Yes, the length was just right

  If you answered "No," please comment: _____

  _____

4. Was the format of the workshop appropriate?   (Check one)

  __ (1) Yes
  __ (2) No

  If you answered "No," please comment: _____

  _____

19

SPECIFIC QUESTIONS ABOUT THE WORKSHOP

Consider each of the following statements about the workshop and circle your answer for each of the following:

	Very strongly disagree	strongly disagree	dis-agree	agree	strongly agree	Very strongly agree	Most strong agre
1. The handouts used in the workshop seem to have been prepared carefully.	1	2	3	4	5	6	7
2. The handouts definitely stimulated my thinking about children with special needs.	1	2	3	4	5	6	7
3. I will refer to the hand-outs frequently in dealing with children with special needs.	1	2	3	4	5	6	7
4. I learned much new information about intervention strategies used in working with children with special needs.	1	2	3	4	5	6	7
5. I learned much new information about issues and problems in integrating special needs children into mainstream settings.	1	2	3	4	5	6	7
6. I was able to integrate the various days of the work-shop into a comprehensive picture of special needs children.	1	2	3	4	5	6	7

OVERALL EVALUATION OF WORKSHOP

1. When you registered for the workshop, you probably had some objectives (goals) you hoped to meet by attending the workshop. How many of your goals/objectives did the workshop meet? (Check one)

___ (1) I had no goals   ___ (4) Some were met
___ (2) None were met   ___ (5) Most were met
___ (3) A few were met   ___ (6) All were met

2. How much would you say you LEARNED by attending the workshop? (Circle one)

1	2	3	4	5	6	7
almost nothing	very little	little	a fair amount	much	very much	an exceptional amount

3. In general, how SATISFIED are you with the workshop? (Circle one)

1	2	3	4	5	6	7
extremely dissatisfied	very dissatisfied	dissatisfied	neutral	satisfied	very satisfied	extremely satisfied

4. What was the best part of the workshop? _____

_____

_____

5. What was the worst part of the workshop? _____

_____

_____

6. How could the workshop be changed/improved to be more valuable for personnel who work with special needs children?

_____

_____

7. Should the workshop be offered again in its current form? (Check one)

___ (1) Yes
___ (2) No

21

8. Are there workshops which you would like to attend on other topics concerning special needs children? Please describe them.

    _____

    _____

    _____

9. What is your current position?

    ___ (1)   Teacher
    ___ (2)   Administrator
    ___ (3)   Other. Please indicate: _____

10. Where do you work currently?

    ___ (1)   Private nursery
    ___ (2)   Private school
    ___ (3)   Headstart
    ___ (4)   Day Care
    ___ (5)   Public nursery
    ___ (6)   Public school
    ___ (7)   Activity Center
    ___ (8)   Other. Please indicate: _____

APPENDIX C

Evaluation of Graduate Level Course:

Administration of Early Education Programs

Results of Student Opinion Survey

Students, in general, had positive (agree, strongly agree and very strongly agree) ratings on each of the questions asked on the student opinion survey. This is a survey supplied by the department to be used in each class taught by every professor. Students indicated that they enjoyed the reading materials for the course, liked exceptionally well the subject matter of the course (administration of early education programs), learned very much from the course, and put much to a fair amount of work in on the course.

Fifty percent of the persons registering for the course were at graduate level, 39 percent were adult special status and the remaining students were juniors and seniors. For 92 percent of the students, the course was not required for their program of study. Ninety-two percent of the students were female and nearly one-half of the students had a cumulative grade point average of 3.6-4.0.

Informal evaluation of this same course revealed that students felt that they desparately need management information concerning early childhood programs. They believed the sessions dealing with leadership, staff development and evaluation to be the most valuable. In addition, they suggested future sessions on grant writing, funding patterns for early education and more information on leadership, power, etc.

APPENDIX D

Institute: Topical Syllabus

Graduate Course Syllabus

Administration of Special Education
(EdAd 5-140)

Spring, 1976
Instructor: Judith M. Wolf

Schedule

March 31	Introduction Delivery models
April 7	Program planning and evaluation
April 14	Student session
April 21	Identification and special needs issues
April 28	Minnesota State Guidelines for Preschool Administration – legal issues
May 5	Student session
May 12	Staff development Leadership styles
May 19	Program organization
May 26	Student session
June 2	Organization and research issues
June 8	Papers due

March 31, April 7, April 21, April 28, May 12, May 19, and June 2 will consist
of a series of informal lectures on selected aspects of topics. In some
instances, guest lecturers will be invited to participate in the course.
Students should spend these weeks (1) broadening their understanding of early
education administration issues through self-guided study; (2) planning their
class presentation; (3) working on course paper.

April 14, May 5, and May 26 will become miniseminars led by students in the
class. Several students (this will depend on the number of students registered
for the course) will have major responsibility, individually, for leading class
discussion on a particular topic. Some tips about how you might proceed in
planning your class discussion: A handout (outline, reading, abstract, etc.)
must be distributed to class members the week before discussion of your topic
is to be presented. Then, you might plan about 10 to 20 minutes of facilitative
remarks to stimulate general class discussion. The most important thing to
remember is that your task is to stimulate and elicit good class discussion,
not to preempt it by long, didactic presentations.

26

Papers and Grades

If you plan to take this course on an S-N basis, you must indicate early in the quarter. Your grade for this course will be based on the quality of a single paper and the quality of your classroom presentation and discussion. The paper should be somewhere around 12-15 double-spaced typed pages in length, excluding references. These papers must be turned in by June 8 unless you have a really creative excuse!

You can elect to do either of two quite different kinds of paper:

1. Research proposal - This paper should begin with a brief critical review of the most recent and relevant literature on a manageable problem in the field of early education administration, and conclude with a fairly specific design for a study that could bring us forward in our understanding of that problem. Please adhere to standard APA citation and referencing practices.

2. Program design - Write a paper in which you present and discuss the organizational plan for a comprehensive early childhood education program for an agency or public school. You should emphasize the administrative organization and not the curriculum. The main intent is to demonstrate your understanding of content and issues in the field.

Discussion Topics

Topics should be selected in reference to issues discussed in the lecture sessions preceding the student session date. For example, the first unit topics include such areas as administrative organization, program development and evaluation. Reading lists are included to offer general as well as directed study opportunities. Obviously, you are not expected to read and retain everything listed in this bibliography. The overall aim of the course is to broaden and deepen your understanding of the content and issues in the field.

Additional Assignments

1. Resource handbook - Class members will be involved, with instructor, in the development of a compilation of resources needed for the effective administration of an early education program.

2. Interview - Each class member will be responsible for discussing job-related issues with one administrator in an early education setting and recording, in written form, the results of the interaction.

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Institute: Topical Syllabus

Instructor: Dr. Judith Wolf

July 7	Administration of mainstream program in early education
July 8	Early intervention and the child with special needs
July 9	Philosophy of family involvement
July 10	Candidates for integration
July 11	Assessment/observation
July 14	Program planning and organization
July 15	Program evaluation
July 16	Staff development
July 17	Early education and the law
July 18	Summary and discussion