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ABSTRACT

An evaluation was made of the structure and adequacy of the administration of the Infant/Toddler Care Program (ITCP), a program that helps teenage parents in New York City complete their high school education. Infant and toddler care is one of the four program components. The ITCP provides both early childhood and secondary education and is administered for the New York City Board of Education by the Office of Alternative High Schools and Special Programs. Field supervisors provide early childhood education administrative services, while on-site administrators provide secondary education administrative services. Objectives of the evaluation were to determine the roles and types of on-site supervision at ITCP sites, the nature of field supervision of program staff, and the nature and sufficiency of the program's central staff. During spring and summer, 1988, survey and interview data were collected from program staff and administrators. All program staff were sent surveys, and interview data were collected from a representative staff sample. In addition, all central administrators, project coordinators, and six site supervisors were individually interviewed. Findings indicated that early childhood education paraprofessionals received the least communication and training. Recommendations for program improvement are offered. (RH)

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Office of Research, Evaluation, and Assessment
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April 1990

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INFANT/TODDLER CARE PROGRAM
ADMINISTRATIVE STRUCTURE
REPORT

1987-88

Prepared by the OREA
High School Evaluation Unit

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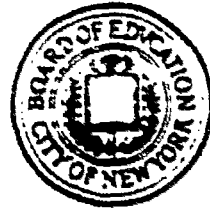
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SUMMARY

PROGRAM BACKGROUND

The 1987-88 Infant/Toddler Care Program consists of four components: Living for the Young Family Through Education (LYFE) and satellite family day care sites, both of which provide infant/toddler care; the LYFE hotel project, which provides homeless parenting teens with referrals to other program components; and LYFEbrary, which makes books and materials available to the program's parenting teens. The program's goal is to help New York city public school parenting teens complete their high school education.

LYFE site staff consists of New York City Board of Education licensed social work and early childhood education professional and paraprofessional teams, while the satellite family day care project staff consists of a family paraprofessional (family para) and New York State licensed family day care providers. There are a total of 10 family day care providers, 19 social workers, 17 family paras, 19 early childhood education teachers, and 77 education paraprofessionals (ed paras).

The program is centrally administered by the acting director of the Office of Adolescent Parenting Programs (O.A.P.P.), two teacher coordinators, and a social work coordinator. In addition, the hotel project and the satellite family day care site each has a coordinator who reports to the acting director of the O.A.P.P. Moreover, there are a total of six site supervisors, and 13 principals who either directly or indirectly administer program sites and share supervisory responsibility for program staff with the acting director of the O.A.P.P. and her staff. Further, all administrative program staff report to the Superintendent for Alternative High Schools and Special Programs. The O.A.P.P. staff and project coordinators provide field administrative services, while the site supervisors provide on-site supervisory services.

EVALUATION OBJECTIVES

During the 1986-87 school year the Chancellor of the New York City Board of Education reassigned the supervision of the Infant/Toddler Care Program from his office to the Superintendent for Alternative High Schools and Special Programs. As such, the Superintendent of Alternative High Schools and Special Programs requested that the Office of Research, Evaluation and Assessment (OREA) provide information on the structure and adequacy of the program's administration. In response to this request OREA devised the following evaluation objectives:

- To determine the roles and types of on-site supervision at Infant/Toddler Care Program sites;

- To describe the nature of the field supervision of program staff: and
- To determine the nature and sufficiency of the program's central staff.

EVALUATION METHODOLOGY

During the spring and summer of 1988, OREA staff collected survey and interview data from program staff and administrators. All program staff were sent anonymous surveys, and interview data were collected from a representative staff sample. In addition, all central administrators, project coordinators, and six site supervisors were individually interviewed.

EVALUATION FINDINGS

OREA examined staff and administrative perspectives on the nature and scope of staff supervision, development, and training services, as well as staff and administrative communications and relationships to determine the differences and similarities between field and on-site supervision.

The acting director of the O.A.P.P. functions as the program director and is responsible for supervising all program staff. The social work coordinator and the teacher coordinators are responsible for supervising the program social work and early childhood education staffs, respectively, while the project coordinators administer their individual project staffs. In addition, family day care providers in the satellite day care project are also supervised by the director of family day care at the agency that hires them. Moreover, one teacher coordinator is also responsible for processing the educational staff's personnel papers, while the other trains and oversees the social work staff's completion of funding source forms and reports; they are both also responsible for purchasing and distributing day care center equipment and supplies.

Formal program staff supervision is initiated by request from site administrators/principals and is handled by either a field or on-site administrator. In general, field administrators handle issues related to program implementation, while on-site administrators handle staff promotion and attendance issues. Staff are informally supervised through visits made by the program's field administrators at least once a month, and casual encounters and general staff meetings conducted by the on-site administrators.

With the exception of the ed paras, all survey respondents most often perceived their principal, assistant principal, on-site supervisor, and the program director to be their supervisors. The ed paras most frequently perceived the early

childhood education teacher and the program social worker to be their supervisors.

Each staff group meets with its coordinator on a bimonthly basis to receive in-service training. The ed paras receive in-service training on alternating months because of day care center coverage concerns. Moreover, the program director, and the social work and teacher coordinators, also provide three program-wide staff development days each school year. Staff reaction to their training and staff development day experiences, as evidenced by their staff survey responses, were largely positive.

Only five of the six site supervisors in the sample stated that they had supervisory responsibilities for program staff. However all site supervisors indicated that they provide on-site training and release-time for program staff to attend O.A.P.P. and other off-site training.

The Infant/Toddler Care program's field administrators communicate with each other at least once a week, primarily over the telephone rather than in person because of the large amount of time they spend in the field. Although on-site administrators find their communications with field-supervisors to be cooperative, reliable, and supportive, 50 percent of them (N=3) made communications recommendations including: more timely notification of field-supervisors' program staff meetings, increased information on the early childhood education goals and learning objectives used in program day care centers, and institution of more regular communications among all program administrators. Staff interview data regarding the frequency and nature of their communications with the O.A.P.P. indicated that they are generally satisfactory. However, 43 percent of the ed paras indicated that they never communicate with field administrators.

CONCLUSIONS AND RECOMMENDATIONS

The Infant/Toddler Care Program has a dual educational focus--providing early childhood and secondary education. The field supervisors provide early childhood education administrative services, while the on-site administrators provide secondary education administrative services.

Both supervisory staffs' services appear to be well received. However, there is a difference in the quantity and type of administrative services staff receive depending on their education specialty and professional level. For the most part, the ed paras who function solely in the early childhood education domain, are the staff members who receive the least communication and training. Moreover, the fact that all on-site supervisors do not supervise all program staff is indicative of a general

tendency to separate program staff from the rest of their personnel.

Based on these findings, the following recommendations are offered:

- The program director and her assistants should be responsible for staffing, purchasing day care center equipment, and providing funding source forms training and assistance;
- Program field and on-site administrators should hold regularly scheduled meetings so that all parties can benefit from a systematic means for sharing their insights on program implementation and improvement; and
- Field administrators should periodically inform on-site supervisors of the early childhood education instructional objectives and methods used in program day care centers. This would improve on-site supervisors' abilities to evaluate day care center staff performance and increase their level of interaction with ed paras.

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I. INTRODUCTION

PROGRAM BACKGROUND

The Division of High Schools (D.H.S.) fully implemented the Infant/Toddler Care Program in 1982-83 to help pregnant/parenting teenagers complete their high school education. The program is administered by the Office of Adolescent Parenting Programs, under the supervision of this office's acting director.

Over the course of its six year existence, the program has grown tremendously in both size and scope. Because the Infant/Toddler Care Program has evolved along with the needs of its population, it is now comprised of a diversity of projects which reflect the complexity of the needs and subgroups within the New York City pregnant/parenting teenaged population. Moreover, every project within the program shares the same goal: to help pregnant/parenting teens complete their high school education.

Since its inception, the Infant/Toddler Care Program has been funded by a combination of federal, state, and tax-levy monies. A number of sites are partially funded by the New York City Human Resources Administration (H.R.A.) through its Family and Children's Services Agency (FACSA). Its budget for 1987-88 was approximately \$2.5 million. While the program has numerous funding sources, it has no operating budget and functions using direct allocations from the D.H.S.

The 1987-88 Infant/Toddler Care Program consisted of four elements: Living for the Young Family Through Education (LYFE)

and satellite sites, both of which provided infant/toddler care; the LYFE hotel project, which provided referrals to other program components; and LYFEbrary, which made books and materials available to parenting teens.

Each of these program elements was directly supervised by the acting director of the Office of Adolescent Parenting Programs. In addition, the satellite, hotel, and LYFEbrary components also have a project coordinator responsible for program implementation.

PROGRAM COMPONENTS

LYFE Hotel Project

The dramatic increase in the number of people living in single-room-occupancy (S.R.O.) hotels over the past 10 years has contributed to the development of the LYFE hotel project. The hotel project is different from other Infant/Toddler Care program components in that it does not include day care; in theory, its goals are merely to identify and refer parenting teen hotel residents to appropriate programs, a task that is complete when a resident enrolls in an educational institution. In practice, hotel project staff members provide a wide range of services (e.g., social service referrals, counseling, weekly rap sessions) in addition to referral.

LYFEbrary

Established in 1983-84, LYFEbrary is a central toy-lending library for LYFE teenage parents. LYFEbrary was designed to

serve two purposes: 1) to enhance program participants' parenting skills; and 2) to provide early childhood educational supplies and equipment to the LYFE sites.

Satellite Day Care Sites

The satellite day care program component was implemented in 1984-85 to provide home-based, or "satellite," day care for parents who are enrolled at LYFE sites that do not have on-site day care. Satellite care is provided in the homes of Family Day Care (F.D.C.) providers who are licensed by the state of New York. In 1984-85, there was one satellite program in place at Andrew Jackson High School. Seven F.D.C. providers cared for 12 program children (as well as for a number of children whose parents were not registered in LYFE). In 1987-88, one satellite site was still operational at Andrew Jackson High School, providing day care for 17 children through 10 F.D.C. providers.*

LYFE Sites

LYFE provides a variety of services to teenage parents in New York City public high schools: on-site day care, parenting classes, adult basic education classes, social service referrals, support groups, and counseling.

The number of sites has risen exponentially since the program's inception. In 1982-83, there were only two LYFE sites

*John Jay High School's LYFE site used both on-site and satellite day care during the 1987-88 school year.

in the New York City public school system serving a total of 67 teenage parents; during the 1987-88 school year there were 20 sites which served 526 teenage parents.

EVALUATION OBJECTIVES

During the 1986-87 school year the Chancellor of the New York City Board of Education reassigned the supervision of the Infant/Toddler Care Program from his office to the Superintendent for Alternative High Schools and Special Programs. Therefore, in the spring 1987 term the Superintendent of Alternative High Schools and Special Programs requested that OREA provide information on the structure and functioning of the administration of the Infant/Toddler Care Program. In response to that request OREA devised the following evaluation objectives:

- To determine the roles and types of on-site supervision at Infant/Toddler Care Program sites;
- To describe the nature of the field supervision of program staff; and
- To determine the nature and sufficiency of the program's central staff.

EVALUATION METHODOLOGY

During the spring and summer of 1988, OREA staff collected survey and interview data from Infant/Toddler Care Program staff and administrators. All program staff were sent anonymous surveys which included questions regarding staff training,

development, and supervision.* Staff interview data were collected from a representative sample and included their perceptions of who supervises them, and the nature and frequency of their communications with program administrators. In addition, all central administrators, project coordinators, and a representative sample of site supervisors were individually interviewed. Administrative personnel were asked about their program duties and responsibilities, and the nature of their relationships with one another and their subordinates.

Staff and site supervisor interview data were collected from a representative sample of seven program sites selected for their diversity of Infant/Toddler Care Program educational and day care options, and for their location in New York City's five boroughs. They were:

- Bronx Outreach Project;
- P911/Center for Continuing Education;
- High School Redirection;
- Sadie American Off-Site Educational Services;
- Satellite Academy High School;**
- William Howard Taft High School; and
- Upper Manhattan Outreach Project/West Side High School.

High School Redirection and William Howard Taft High School represent high school diploma-granting LYFE sites (H.S. LYFEs),

*The overall percentage of staff members who responded to the survey was 49 percent, (N=64).

** Only staff interview data were collected at this site.

Bronx Outreach Project represents General Educational Development diploma-granting LYFE sites (G.E.D. LYFEs), P911 and Sadie American O.E.S. represent teen pregnancy program LYFE sites, and Satellite Academy High School and Upper Manhattan Outreach Project/ West Side High School represent program sites that grant both regular and equivalency high school diplomas (mixed diploma LYFEs).

All staff data cited in this report are based on the representative interview sample and the respondents to the staff survey. In addition, the site supervisor data contained in this report are based on the representative interview sample of on-site administrators. As such, the views expressed are illustrations of a segment of each group rather than an entire program staff group.

SCOPE OF THIS REPORT

This report focuses on perceptions of the nature, scope, and effectiveness of the administrative staffs of the Infant/Toddler Care Program. Chapter I gives an overview of the Infant/Toddler Care Program, and the evaluation scope and objectives. Chapter II contains a description of the program's administrative staff functions and structure. Chapter III contains OREA findings on the nature of field and on-site administrative services. Chapter IV delineates conclusions and recommendations for program organizational enhancement.

II. ADMINISTRATIVE STAFF DESCRIPTION

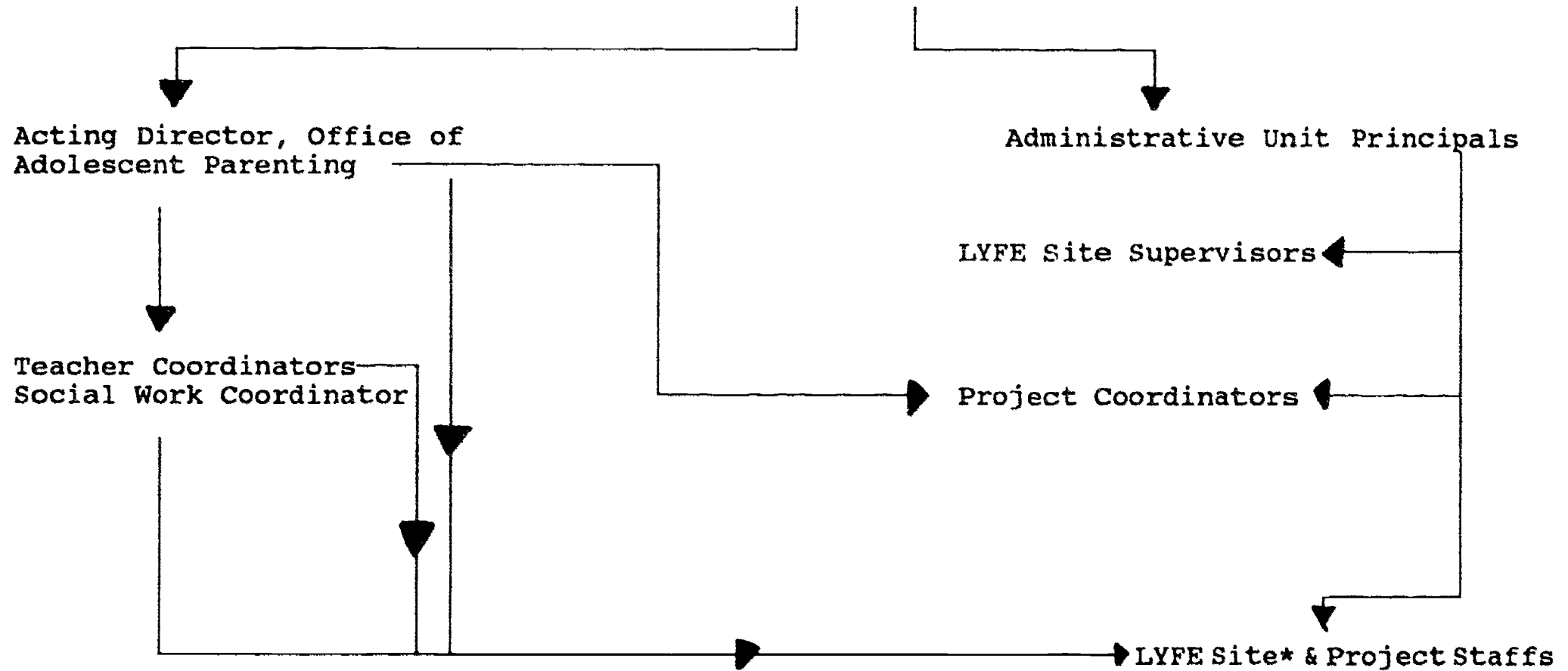
OVERVIEW

The program is centrally administered by an acting director, two teacher coordinators, and a social work coordinator. In addition, the Hotel Project and the Satellite Family Day Care site each have coordinators who report to the acting program director. Each Infant/Toddler Care Program site is housed in an administrative unit within the D.H.S. i.e.--an Offsite Educational Services (O.E.S.) unit, a high school building, or an Outreach Project Center--and has a site supervisor. The site supervisor is either the unit principal or his/her designee. Finally, all administrative unit heads, the principals, and the acting director of the Office of Adolescent Parenting Programs (O.A.P.P.), report to the Superintendent of Alternative High Schools and Special Programs. Therefore, there are a total of six site supervisors, two project coordinators, and 13 principals who either directly or indirectly administer program sites and share supervisory responsibility for Infant/Toddler Care Program staff with the program director and her staff. The central staff and project coordinators provide field administrative services, while the site supervisors provide on-site supervisory services. This very complex hierarchy of supervision has evolved over the program's six years and is graphically depicted in Figure 1.

Figure 1

Organizational Chart of the Infant/Toddler Care Program

Superintendent of Alternative High Schools
and Special Programs



* LYFE Site staff titles include: Social worker, family paraprofessional, early childhood education teacher, and education paraprofessional.

• The lines drawn indicate the supervisory responsibilities each higher level position type has to its subordinates.

FIELD SUPERVISORY STAFF

Program Director

The program director (acting) began her Infant/Toddler Care Program position during the spring 1987 school term. Prior to her promotion to Director of the O.A.P.P. she functioned as an Education Administrator and Coordinator in guidance services providing career, vocational, and occupational resources to middle schools, and also coordinating a sex equity program seeking access to high school for middle school students. She has worked in the early childhood education field for 20 years and holds New York City and State certificates in supervision and a Master of Science degree in Early Childhood Education.

The program director has two Office Associates who are officially assigned to her and provide administrative support services. The rest of the program's "central staff"--the two Teacher Coordinators and the Social Work Coordinator--are unofficially assigned to the O.A.P.P. with official position titles of field teachers and field social worker, respectively.

The program director is responsible for hiring, training and supervising all program staff. Infant/Toddler Care Program staff include: 14 Early Childhood Education Teachers, 77 Educational Paraprofessionals (Ed Paras), 19 Social Workers and 18 Family Paraprofessionals (Family Paras). Each staff member must meet regular New York City Board of Education (B.O.E.) employment criteria and Agency for Child Development (A.C.D.) criteria.

Early childhood education teachers must also meet New York City Department of Health employment requirements.

Teacher and Social Work Coordinators

Teacher Coordinators. There are two Teacher Coordinators for the Infant/Toddler Care Program who generally supervise and troubleshoot the early childhood education teachers' or ed paras' problems with program implementation. One coordinator is responsible for 10 program sites and the other works with nine sites. Some of their additional duties include:

- ordering, packing and delivering day care center supplies;
- designing staff development days;
- conducting monthly staff meetings with their assigned teachers and ed paras; and
- periodically meeting with Infant/Toddler Care Program site principals and their designees to discuss program-related issues.

One teacher coordinator is also responsible for processing the educational staff's personnel papers, while the other trains and oversees program social workers' and family paras' completion of A.C.D. statistical forms and reports for program funding. The latter teacher coordinator has been in her position for two years, and the former for one year.

The coordinator with the longest tenure in her position has worked for the B.O.E. for 26 years. Her previous work experience included positions as an early childhood education coordinator and kindergarten specialist training teachers and paras and providing parent workshops. She holds a New York State

Administrator and Supervisor license, as well as a B.O.E. Early Childhood Education teacher license. The other teacher coordinator has worked for the B.O.E. for 13 years. Her previous related work experience includes being a B.O.E. pre-kindergarten through fifth grade elementary school teacher, a high school equivalency instructor in a community-based organization's adolescent pregnancy program, and an early childhood education teacher at one of the Infant/Toddler Care Program sites for five years. She has N.Y.C. and N.Y.S. early childhood education and common branch licenses.*

Each teacher coordinator conducts site visits depending upon staff members' requests and/or their total work experience in the program; therefore, newer staff members are seen more often than more experienced staffers. In addition to site visits they also maintain continuous telephone contact with their subordinates. Some of the issues they discuss with their staffs include:

- time schedules of staff members;
- curriculum development and improvement;
- personal support to subordinates;
- site equipment and supply needs;
- special needs and concerns regarding particular children; and
- questions regarding administrative protocol.

* A common branch license entitles teachers to work in the kindergarten through sixth grades in New York City public schools.

In addition, the coordinator who works on the A.C.D. forms also visits the social workers and family paras at her assigned sites to find out if they have any questions regarding the forms. Moreover, if A.C.D. revises its forms she also goes to the other program sites to discuss the changes with their social worker or family para.

Social Work Coordinator. The Social Work Coordinator has school social worker licenses for both New York City and New York State, and has worked for the Infant/Toddler Care program since its inception. She started as a school social worker at one of the program sites and, upon the recommendation of the former program director, was promoted to the coordinator position during the 1985-1986 school year. All of her public school work experience has been in the Infant/Toddler Care Program. Before coming to work for the B.O.E. she worked in the foster care system for seven years.

Her primary function is to provide case management to the program social workers and family paras. As such she has individual meetings with her staff members upon request at either their site or her office. She also is in constant telephone contact with her subordinates. The nature of her communications with the social work staff include providing:

- administrative liaison functions between other B.O.E. offices and external agencies;
- social service resource information both to program participants and non-participants;
- assistance in handling program students' personal problems;

- personal support and encouragement to her staff;
- clarification of program rules and regulations to persons inside and outside of the B.O.E.; and
- coordination of student recruitment and agency involvement in the program.

She stated that she had more frequent communications with the social workers and family paras in the 1987-88 school year than during the previous school year. This increased communication level is largely due to the greater complexity of problems for which her staff requested assistance, i.e. housing, immigration law, bereavement counseling, etc., and also because she became responsible for supervising family paras during the 1987-88 school year.

Project Coordinators

LYFE Hotel Project Coordinator. The LYFE Hotel Project Coordinator oversees the activities of a social worker, and a full-time and a part-time family para. This four-member staff functions as two separate teams dividing their work along geographic lines.* The project coordinator meets with her staff on a weekly basis and works closely with the full-time family para to provide client services for the adolescent parents living in single-room occupancy (S.R.O.) hotels in Queens, Staten Island, and Brooklyn. The project social worker and part-time family para served adolescent parents living in S.R.O. hotels in the Bronx and Manhattan.

* See the "1987-88 LYFE Hotel Project Report" for a complete explanation of this Infant/Toddler Care Program component.

The LYFE Hotel project coordinator does not view her job as one of supervision but rather of coordination. She reported her duties as:

- collecting data on hotel residents;
- attending meetings of task forces and organizations established around the issue of adolescents living in hotels;
- working on the social service providers teams in the hotels she visits;
- providing support group sessions for approximately 30 student-mothers enrolled in non-Infant/Toddler Care Program high schools in Queens; and
- conducting project staff training at assigned hotels.

The LYFE Hotel project coordinator is supervised by the Acting Director of the O.A.P.P. and the principal of the high school where she is located (Middle College High School).^{*} She holds both a N.Y.C. license and a N.Y.S. certificate in day high school administration. She has been the project coordinator since the beginning of the LYFE Hotel project in the 1984-85 school year. Prior to her employment with the Infant/Toddler Care Program she was a grade advisor in a New York City public high school.

Satellite Day Care Coordinator. The satellite day care coordinator assists in the training and supervision of the F.D.C. providers who give direct care to the infants and toddlers of the students enrolled at the Andrew Jackson High School LYFE site.

^{*} The work she does with Queens adolescent parents who are still enrolled in high school is an expansion of the services she provides to the students at Middle College High School.

She spends three days of the week at Catholic Guardians Society, the agency that provides prospective F.D.C. providers for Andrew Jackson High School LYFE participants. During these days she works in conjunction with Catholic Guardians Society's director of family day care, screens and trains the care givers, and also makes visits to their homes. For the remainder of the week, the satellite day care coordinator is located at Andrew Jackson High School where she functions as a social worker for this school's Infant/Toddler Care program students. Some of the services she provides to the students include counseling, parenting class instruction, functioning as a liaison between the students and the teachers in the school, attending meetings of a teen parenting network, and training the family day care agency personnel. She has the additional responsibility of assisting in contract negotiations between the B.O.E. and the Catholic Guardians Society. This role was unanticipated and was undertaken because the negotiations started prior to the acting program director's tenure.

The satellite day care coordinator's staff consists of a family para and the F.D.C. providers from Catholic Guardians Society. She meets with the family para on a daily basis to discuss student needs. She also meets with the teachers and guidance counselors at Andrew Jackson High School to discuss program-students' needs and any new resources the school might have that would be helpful to them.

The satellite family day care coordinator is supervised by the Director of the O.A.P.P. and the principal of Andrew Jackson High School. She holds New York state and city common branch teaching licenses and has eight years of extensive counseling and social work experience in adolescent parenting programs.

ON-SITE SUPERVISORS

A sample of six site supervisors were interviewed for this report. They represent the full range of possible position titles: the outreach projects had two center administrators, the H.S. LYFEs had two principals, and the remaining sites had three assistant principals functioning in this role. Most of the site supervisors listed administration/record-keeping, staff development, and supervision as their main duties in relation to the Infant/Toddler Care program. Additional duties and responsibilities which they mentioned included site supervision, informing students and grandparents of the program, counseling students, and monitoring staff attendance and punctuality. Only five of the site supervisors stated that they had supervisory responsibilities for Infant/Toddler Care Program staff: three said they supervised all Infant/Toddler Care Program staff, while one also included responsibility for supervising the parenting class teacher, and the other site supervisor listed every program staff person except the ed paras.

III. THE NATURE OF PROGRAM ADMINISTRATIVE SERVICES

OVERVIEW

In general, all administrative staff members of the Infant/Toddler Care Program provide staff supervision, training, and development services. Moreover, the nature and extent of staff and administrative communications and relationships are also part of any program's administrative services. Therefore, further examination of staff supervision, training, and development services, as well as investigation of these additional program features, should provide a more complete perspective on the nature of field and on-site administrative services for the Infant/Toddler Care program.

STAFF SUPERVISION

Formal program staff supervision is initiated by request from site administrators/principals and is handled by either a field or site administrator. In general, field administrators handle formal supervision issues related to program implementation, while on-site administrators handle staff promotion and attendance issues. Staff are informally supervised through visits made by the program's field administrators at least once a month,* and casual encounters and general staff meetings conducted by the on-site administrators.

*In addition to being supervised by one of the field administrators (the satellite day care coordinator) F.D.C. providers are also supervised by the director of family day care at Catholic Guardians Society.

Table 1 displays survey data on program staff perceptions of who supervises them. Respondents had the opportunity to indicate up to two supervisors, and were given a list of all the supervisory and program position titles from which to choose.* With the exception of the ed paras, all respondents most often perceived their building administrators to be their supervisor.** The second most frequently selected position title for all groups, again excluding the ed paras, was the program manager. In general, the remaining responses given for this survey item follow the hierarchy of supervision depicted in Figure 1 and reflect the complex blend of on-site and field supervision of the program's staff.

The ed paras' most frequent and second most frequent perceptions of who supervises them were the early childhood education teacher and the program social worker, respectively. These workers' responses appear to reflect their day-to-day work experience, rather than any official designations. However, it is interesting to see that none of the ed paras chose the teacher coordinators or on-site administrators as their supervisors.

STAFF TRAINING AND DEVELOPMENT

Field Supervision Activities

O.A.P.P.-Sponsored Activities. New staff members and old staffers who are transferred from one Infant/Toddler Care Program

*All respondent groups, except the ed paras, had a 56 percent or greater survey response rate; only 36 percent of the ed paras returned the survey.

**The building administrator position title includes staff members' perceptions that the assistant principal, principal and/or the site supervisor was their supervisor(s).

Table 1

Infant/Toddler Care Program Staff Perceptions of Who Supervises Them

Supervisory Title Selected	Number of Responses By Position Title				Total Responses	
	Social Workers	Family Paraprofessionals	Early Childhood Education Teachers	Education Paraprofessionals	N	%
Social Worker	1	9	0	5	15	10
Family Paraprofessional	0	1	0	3	4	3
Building Administrator ^a	13	13	16	4	46	29
Early Childhood Education Teacher	0	1	0	25	26	17
Education Paraprofessional	0	1	0	3	4	3
Social Work Coordinator	11	9	0	1	21	13
Teacher Coordinator	0	1	5	0	6	4
Program Manager	11	9	11	4	35	22
Totals ^b	36	44	32	45	157	101*

^a The building administrator supervisory title includes staff members' perceptions that the assistant principal, principal and/or the site supervisor was their supervisor(s).

^b Respondents could give more than one answer; therefore the total number of responses may be greater than the total number of people asked.

* The sum is greater than 100 due to rounding.

- With the exception of the educational paraprofessionals, all respondents most often perceived their building administrators to be their supervisor.
- In general, the responses reflect the complexity of supervision of the program's staff.

site to another are given on-the-job orientation training at long-term program sites by experienced staff members. In addition, the O.A.P.P. conducts in-service training during bimonthly staff meetings and three program-wide staff development days each school year. The program director, teacher, and social work coordinators collaborate to design staff development day programs which include topics that were requested during in-service training and/or their subordinates requested at other times during the school year.

Training activities are usually provided by non-program personnel for each staff group and presided over by their respective O.A.P.P. coordinator. The satellite day care coordinator and her family para, as well as the hotel project staff, receive the same orientation and staff development training as all other program staff. This year was the first time ed paras received both in-service and staff development training. However, their in-service training occurred every-other month, rather than twice a month. This training schedule was devised to maintain adequate coverage of the day care centers.

Assessment of O.A.P.P.-Sponsored Activities. On the whole, program central staff believed that they provided effective training for their staffs. Some of the topic areas they highlighted as particularly effective were the:

- National Association for the Education of Young Children's filmstrips, and the subsequent discussion which focused on how to encourage children to do things without forcing them, and the proper way to set up an

environment that fosters either independence or dependence;

- Legalization Workshop, where staff were able to resolve questions that program grandparents had regarding the new immigration laws;
- Mediation techniques training which reinforced the skills the social workers and family paras were using; and
- Family Life group work training, including a sex education curriculum which was provided to assist the social workers in their group work.

Program Staff Reaction. Staff reaction to their training and staff development day experiences, as evidenced by their responses on the staff survey, were largely positive. The in-service training experiences that staff found most effective included: being able to network and interact with personnel from different sites; the child abuse and development sessions; the sessions on parenting skills and working with teen parents. Moreover, at least 70 percent of each of the survey respondent groups attended staff development events during the 1987-88 school year. Some of the workshop topics that staff indicated were particularly effective were the teachers' session on teen parenting and the ed paras' session on health and nutrition.

Project Coordinator Activities. The satellite F.D.C. providers are unable to attend the O.A.P.P.-sponsored staff development activities because there is no mechanism that can provide for paid substitutes to cover their homes while they are away at training. Therefore, they receive orientation and in-service training from their coordinator and the Catholic Guardian Society's director of family day care. The coordinator has

monthly meetings with the F.D.C. providers, observing their child care activities, and giving workshops on proper developmental activities and materials. She would like the day care providers to be able to receive O.A.P.P. training.

The LYFE hotel project coordinator supplements the O.A.P.P.-sponsored training her staff receives by introducing each staff member to other B.O.E. and Human Resources Administration (H.R.A.) personnel who work at their assigned hotels, and accompanying her staff members on visits to client rooms. She would like to see H.R.A. provide an overview of what they do in the hotels so that her staff can better understand the services the other agencies provide.

On-Site Administrators' Activities. All site supervisors provided release-time for program staff to attend field administrators orientation and in-service training activities. In addition, most on-site supervisors sponsored their own staff development activities which included:

- weekly meetings with the early childhood education teacher;
- the provision of materials on work-related subjects;
- the organization of adolescent development workshops for early childhood teachers and educational para-professionals; and
- facilitating the attendance of staff at non-B.O.E. workshops.

PROGRAM COMMUNICATIONS

Administrative Staff Communications

Communications Between Field Administrators. The Infant/Toddler Care program's field administrators communicate several times a week. The program director and coordinators

discuss program implementation, personnel matters, and site visit administrative issues, while program coordinators and central staff usually talk about placement and social service intervention issues. The majority of their communications take place over the telephone due to the large amount of time they spend in the field.

On the whole, field administrators are pleased with the nature and frequency of their communications. They have established a good rapport with one another and can work cooperatively to solve problems they encounter in the field. The only weakness cited was the difficulty encountered in scheduling meetings, which is to be expected given the number of sites for which they are responsible and their field visit schedules.

Communications Between Field and On-Site Administrators.

The program director described her communications with the site supervisors as on an as-needed basis and mainly focused on A.C.D., Department of Health, and Office of Personnel matters. Additional matters she discusses with the site supervisors concern equipment and supplies for the day care centers, Infant/Toddler Care Program staff development activities, and anything related to the health and welfare of the infants and toddlers. The rest of the field administrators, i.e. program and project coordinators, have infrequent contact with on-site administrative personnel regarding issues that are similar to those discussed with the program director.

While one site supervisor stated that he never spoke to the O.A.P.P., the rest found their communications with program field administrators to be:

- reliable;
- highly cooperative;
- supportive;
- helpful in problem solving;
- accurate in message relay; and
- timely in message response.

Only one site supervisor indicated that there was a weakness in communications between the sites and the O.A.P.P. and attributed this problem to their field status.

Fifty percent of the site supervisors made recommendations to improve communications between sites and the O.A.P.P. These recommendations included:

- instituting a more timely notification of meetings scheduled for program staff;
- providing access to the day care centers' instructional objectives and holding workshops on these objectives once or twice a year; and
- establishing a reporting mechanism for sites to communicate with the O.A.P.P. on a more regular basis.

Communications Between Administrators And Program Staff

Staff Communications with Field Supervisors. Interview data were collected from the program staff sample regarding the frequency and nature of their communications with the O.A.P.P.

*Day care instructional objectives are the cognitive and developmental learning objectives used for the instruction of the infants and toddlers enrolled in the Infant/Toddler Care Program.

Staff and field administrator communications generally focus on issues regarding supplies and equipment, problem solving, and explanation of program policy. On average, all respondent groups reported weekly communications with central staff members.

However, three ed paras (43 percent of the interview sample) indicated that they never communicate with field administrators.

On the whole, program staff were pleased with the level and nature of their communications with the O.A.P.P. Thirty-two percent of the responses to an interview question regarding staff perceptions of the O.A.P.P.'s communication strengths indicated that field administrators were reliable and responsive in their communications. In addition, another 24 percent of the responses indicated that staff and the O.A.P.P. had a good rapport.

Staff Communications with On-Site Administrators. Although five site supervisors stated that they have Infant/Toddler Care Program staff supervision responsibilities, all six stated that they met with their site social worker. In addition, three of them also met with the rest of the program staff, and one met with the early childhood education teacher as well as the site social worker. The nature of the communications the site supervisors have with their Infant/Toddler Care Program staffs were quite varied. Areas of discussion included:

- outreach activities and special ceremonies for program participants;
- student retention and admission strategies;
- various social, health, personal, and other needs/problems of student-mothers;

- education and development of the infants and toddlers;
and
- payroll and supervision issues.

Site supervisors and staff reported virtually identical rates of communication with each other: the teachers in the sample reported the highest average rate of communications with their site supervisors, several times a week; the social workers averaged weekly meetings; the family paras indicated monthly meetings; and the ed paras and their site supervisors met, on average, less than once a month.

IV. CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The Infant/Toddler Care program is highly diverse. During the 1987-88 school year there were 19 program sites, as well as the hotel and the satellite day care projects. All of these program components share the goal of helping New York City adolescent parents complete their high school education. Moreover, the principle means by which they achieve this goal include: providing day care services to these students' infants and toddlers while helping student-parents obtain a high school diploma. Therefore, the Infant/Toddler Care Program has a dual educational focus--providing both early childhood and secondary education.

The program's dual educational focus requires two types of education administration specialties--early childhood and secondary education. The field supervisors provide early childhood education administrative services, while the on-site supervisors provide secondary education administrative services. Program staff selection and training are primarily handled by field administrators, while site supervisors are responsible for program staff rating and promotion decisions. While the services both administrative staffs provide appear to complement each other, there is a need for better overall coordination.

In general, field and on-site administrators communicate on an as-needed basis around issues that aim toward facilitating the integration of participant and staff needs and functions within

the overall site's operations. However, when site supervisors were asked for their recommendations for program improvement they indicated a need for regularly scheduled communications with the Office of Adolescent Parenting Programs. Moreover, some of the program coordinators indicated that the principals they speak with on their site visits would also like an opportunity to discuss program issues with other Infant/Toddler Care Program site principals. These data indicate a need for a more systematic approach to administrative communications.

Field administrative services to program staff also are not consistent. In particular, the program director and coordinators spend a lot of time visiting staff at their sites. However, these visits are on an as needed basis, with need defined by staff member requests or tenure in the program. This practice results in some sites being seen more than others. Moreover, as can be seen in Table 1, because staff members have more frequent contact with each other, the ed paras and the family paras also tend to identify the early childhood education teachers and the social workers, respectively, as their supervisors at a rate greater than, or equal to their perception of the program coordinators as their supervisors.

The administrative services both supervisory staffs provide to program personnel appear to be well received. However, here also, there is a difference in service delivery along education specialty lines. For the most part, the ed paras are the least communicated with and trained program staff members. While their

lack of interaction with other sites' staff and administrators is partially due to day care center coverage considerations, it is also attributable to the fact that they are the program staff members who are least involved in secondary education.* During the 1987-88 school year efforts to more fully integrate these staff members into the overall program have improved. However, another recommendation offered by a site supervisor for clarification of the instructional objectives and activities in the day care centers clearly points to a need for more program staff integration at the site level.

This staff integration problem indicates a general tendency of program sites to maintain a separate status from the rest of their personnel for Infant/Toddler Care Program staff. To be sure, the level of site and program staff interaction varies from site to site, however, to the extent that any program staff members are not fully integrated into the general administrative operations of their site, the level of service delivery to program participants will be diminished.

RECOMMENDATIONS

Based on these findings, the following recommendations are offered:

- Program field and on-site administrators should hold regularly scheduled meetings so that all parties can

* This condition is even more evident for the satellite family day care providers who are only tangentially involved in any other program activities beside day care.

benefit from a systematic means for sharing their insights on program implementation and improvement.

- Field administrators should periodically inform on-site supervisors of the early childhood education instructional objectives and methods used in program day care centers. This would improve on-site supervisors' abilities to evaluate day care center staff performance and increase their level of interaction with ed paras.
- The field supervision schedule should be more systematically implemented as opposed to the current procedure of more readily visiting sites that request assistance or have predominantly new personnel.
- Program coordinator duties should be restricted to interaction and supervision of their particular program staff members, rather than staffing and equipment purchase and distribution. In this way they will be perceived of as a greater resource by their staffs.
- The program director and her staff should be responsible for staffing, purchasing and distributing equipment, and providing A.C.D. forms training and assistance.