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)
Training Administrators of Early Education

JUDITH M. WOLF
University of Minnesota

Judith M. Wolf
Department of Educational Administration
University of Minnesota
300 Health Service Bldg.
St. Paul, Minnesota 55108

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

*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 administra-
tors 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 state-
ment 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 iden-
tified using a variety of state department sources. Although no comprehen-
sive 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 experience 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 Education Coordinating Commission, although not yet completely analyzed, supports 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, planning an overall curriculum, dealing with governance boards, and respecting the individual differences of children and their families. 

*See Appendix A for complete data on competencies.
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

* 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 education 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.
References

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 children, families, and education.
APPENDIX B

Evaluation of Two-Week Institute

for

Administrators of Early Education Programs
Table 1.*
Evaluation by Students of Amount Learned

<table>
<thead>
<tr>
<th>Day</th>
<th>Topic</th>
<th>Mode</th>
<th>Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Child Development</td>
<td>4</td>
<td>2-6</td>
</tr>
<tr>
<td>2</td>
<td>Integrating Issues</td>
<td>5</td>
<td>3-7</td>
</tr>
<tr>
<td>3</td>
<td>Parent Involvement</td>
<td>7</td>
<td>5-7</td>
</tr>
<tr>
<td>4</td>
<td>Attitudes and Myths</td>
<td>6</td>
<td>3-7</td>
</tr>
<tr>
<td>5</td>
<td>Assessment</td>
<td>5</td>
<td>3-7</td>
</tr>
<tr>
<td>6</td>
<td>Programming</td>
<td>4</td>
<td>1-7</td>
</tr>
<tr>
<td>7</td>
<td>Child Management</td>
<td>4</td>
<td>1-7</td>
</tr>
<tr>
<td>8</td>
<td>Teaching Strategies</td>
<td>6</td>
<td>3-7</td>
</tr>
<tr>
<td>9</td>
<td>Parent Strategies</td>
<td>7</td>
<td>5-7</td>
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Table 2.*
Evaluation by Students of Amount Stimulated

<table>
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</tr>
<tr>
<td>2</td>
<td>Integrating Issues</td>
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<td>1-7</td>
</tr>
<tr>
<td>3</td>
<td>Parent Involvement</td>
<td>6</td>
<td>5-7</td>
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<tr>
<td>4</td>
<td>Attitudes and Myths</td>
<td>7</td>
<td>4-7</td>
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<td>5</td>
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<td>Child Management</td>
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<td>8</td>
<td>Teaching Strategies</td>
<td>5</td>
<td>2-7</td>
</tr>
<tr>
<td>9</td>
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*See daily evaluation form, Figure 1.
### Table 3.*

<table>
<thead>
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<th>Topic</th>
<th>Mode</th>
<th>Range</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Child Development</td>
<td>7</td>
<td>5-7</td>
</tr>
<tr>
<td>2</td>
<td>Integrating Issues</td>
<td>5</td>
<td>3-7</td>
</tr>
<tr>
<td>3</td>
<td>Parent Involvement</td>
<td>7</td>
<td>5-7</td>
</tr>
<tr>
<td>4</td>
<td>Attitudes and Myths</td>
<td>6</td>
<td>5-7</td>
</tr>
<tr>
<td>5</td>
<td>Assessment</td>
<td>5</td>
<td>4-7</td>
</tr>
<tr>
<td>6</td>
<td>Programming</td>
<td>6</td>
<td>2-7</td>
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<tr>
<td>7</td>
<td>Child Management</td>
<td>4</td>
<td>1-7</td>
</tr>
<tr>
<td>8</td>
<td>Teaching Strategies</td>
<td>6</td>
<td>4-7</td>
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<tr>
<td>9</td>
<td>Parent Strategies</td>
<td>7</td>
<td>5-7</td>
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</table>

*See daily evaluation form, Figure 1.

### Table 4**

Class Ratings on Usefulness of Handouts

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<th>Rating</th>
<th>Frequency of Student Rating</th>
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<tbody>
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<td>3</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>1</td>
<td>7</td>
</tr>
</tbody>
</table>

*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.
Table 8.*

How Much Was Learned?

*See general evaluation form, Figure 2.
Table 9.*

How Satisfied Were You With the Class?

<table>
<thead>
<tr>
<th>Rating</th>
<th>Frequency of Student Rating</th>
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</thead>
<tbody>
<tr>
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<tr>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td></td>
</tr>
</tbody>
</table>

*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 little a fair amount much very much an exceptional amount

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

   1  2  3  4  5  6  7
   not a bit somewhat stimulating very stimulating stimulating stimulating

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

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

   ____________________________________________
   ____________________________________________
   ____________________________________________
   ____________________________________________
   ____________________________________________
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: ____________________________
SPECIFIC QUESTIONS ABOUT THE WORKSHOP

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

<table>
<thead>
<tr>
<th>Statement</th>
<th>Very strongly disagree</th>
<th>strongly disagree</th>
<th>disagree</th>
<th>agree</th>
<th>strongly agree</th>
<th>Very strongly agree</th>
<th>Most strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The handouts used in the workshop seem to have been prepared carefully.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>2. The handouts definitely stimulated my thinking about children with special needs.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>3. I will refer to the handouts frequently in dealing with children with special needs.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>4. I learned much new information about intervention strategies used in working with children with special needs.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>5. I learned much new information about issues and problems in integrating special needs children into mainstream settings.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>6. I was able to integrate the various days of the workshop into a comprehensive picture of special needs children.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
</tbody>
</table>
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
   - (2) None were met
   - (3) A few were met
   - (4) Some were met
   - (5) Most were met
   - (6) All were met

2. How much would you say you LEARNED by attending the workshop? (Circle one)
   - 1. almost nothing
   - 2. very little
   - 3. little
   - 4. a fair amount
   - 5. much
   - 6. very much
   - 7. an exceptional amount

3. In general, how SATISFIED are you with the workshop? (Circle one)
   - 1. extremely dissatisfied
   - 2. very dissatisfied
   - 3. dissatisfied
   - 4. neutral
   - 5. satisfied
   - 6. very satisfied
   - 7. 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
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 desperately 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.
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.

Readings

----- General ----- 


----- Children with Special Needs ----- 


Moore, S. Behavior modification in early childhood classrooms, University of Minnesota, 1974.

Nazzaro, J. Headstart for the handicapped - what's been accomplished. Exceptional Children, 1974.

Rynders, J., and Horrobin, M. Project EDGE. University of Minnesota, 1975.


Legal Issues


Revision of Regulation on Nursery School Teachers handout.


Research


Staff development


--- Issues in early education ---


----- Program organization and management -----

Anderson, R. Administrative and program concerns. *As the Twig is Bent*, 1972.


----- Program evaluation -----


### Institute: Topical Syllabus

**Instructor:** Dr. Judith Wolf

<table>
<thead>
<tr>
<th>Date</th>
<th>Topic</th>
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<td>July 7</td>
<td>Administration of mainstream program in early education</td>
</tr>
<tr>
<td>July 8</td>
<td>Early intervention and the child with special needs</td>
</tr>
<tr>
<td>July 9</td>
<td>Philosophy of family involvement</td>
</tr>
<tr>
<td>July 10</td>
<td>Candidates for integration</td>
</tr>
<tr>
<td>July 11</td>
<td>Assessment/observation</td>
</tr>
<tr>
<td>July 14</td>
<td>Program planning and organization</td>
</tr>
<tr>
<td>July 15</td>
<td>Program evaluation</td>
</tr>
<tr>
<td>July 16</td>
<td>Staff development</td>
</tr>
<tr>
<td>July 17</td>
<td>Early education and the law</td>
</tr>
<tr>
<td>July 18</td>
<td>Summary and discussion</td>
</tr>
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32