DOCUMENT RESUME

ED 108 375 EA 007 300

AUTHOR Coleman, Peter
TITLE Leadership and Loyalty: The Basic Value Dilemmas of the Educational Administrator in the 70's.
PUB DATE 21 May 74
NOTE 20p.; Paper presented at the Canadian Education Association Meeting (Banff, Alberta, May 21, 1974)

EDRS PRICE MF-$0.76 HC-$1.58 PLUS POSTAGE
DESCRIPTORS Conflict; *Conflict Resolution; *Decision Making; *Educational Administration; Elementary Secondary Education; Leadership; Models; *Organizations (Groups); Politics; Problem Solving; *Values
IDENTIFIERS *Canada

ABSTRACT

Many educational decisions are made on issues over which conflict occurs because of value differences among the groups involved. The decision-making model proposed here is a political or conflict model. It defines an organization as stable patterns of interactions between coalitions of groups having a collective identity and pursuing interests and accomplishing tasks, coordinated through a system of authority. The main value dilemmas faced by educational administrators focus on what constitutes leadership and on who commands the loyalty of the administrator. Leadership value conflicts center on developing commitment to organizational goals, reconciling personal and group goals, delegating responsibility and authority rather than abdicating them, continuing a concern with organizational improvement rather than with mere survival, making decisions, and being both task-oriented and considerate. Loyalty--the most difficult, testing, and potentially damaging dilemma--involves three subissues: (1) professional loyalty conflicts between colleagues, collegial standards, and organizational standards and expectations; (2) intraprofessional and interprofessional conflicts; and (3) conflicts between professionals and laymen, and conflicts arising out of political disputes within and between communities and their elected representatives, the trustees. (Author/IRT)

LEADERSHIP AND LOYALTY: THE BASIC VALUE DILEMMAS OF THE EDUCATIONAL ADMINISTRATOR IN THE 70's

by

Dr. Peter Coleman

Superintendent

St. Boniface School Division
WINNIPEG, Manitoba

An address given at the CEA
Short Course in Educational Leadership

May 21, 1974

BANFF, ALBERTA

LEADERSHIP AND LOYALTY: THE BASIC VALUE DILEMMAS OF THE EDUCATIONAL ADMINISTRATOR IN THE 70's

The main value dilemmas faced by the educational administrator in the 1970's can be summed up in two questions: one, "What constitutes leadership in the current social and political climate in Canadian education?"; and two, "Who commands the loyalty of the educational administrator?"

My purpose here is not to provide answers to these major questions, not to advise you on solutions to these dilemmas, but to signpost them as clearly as I can, and clarify the issues they raise as much as possible.

My procedure will be, first, to define the decision-making context in which these issues appear in their most difficult and controversial form, and provide a model for educational decision-making which itself hopefully will shed some light on our problems.

Much of what is said is drawn from social science research; more is drawn from experience. In virtually every issue to be discussed, whether of leadership or of loyalty, I will illustrate with an example drawn from recent events in Manitoba. I hope you do not find this emphasis on our experience tedious -- it is necessary, when dealing with such an elusive and subjective topic as value conflicts, to introduce concrete events and personalities to avoid getting lost in a maze of abstractions.

First a few words about decision-making and in particular about decision-making in conflict situations. Clearly a great deal of routine decision-making in educational administration is made largely on the basis of incontrovertible data and that kind of decision-making is not our interest here. What we are interested in is decisions on issues in which there are at least two alternative views, based on or modified by two rather different value positions. Essentially then these are issues in which conflict occurs because of value differences.

The decision-making model to be proposed here can be called either a political model or a conflict model. I would like to discuss very briefly conflict models of organizations. Such a model has been proposed by Corwin who defines an organization as consisting of stable patterns of interactions between coalitions of groups having a collective identity and pursuing interests and accomplishing tasks, co-ordinated through a system of authority.

Fundamental to conflict is the fact that the goals and values of the groups differ.

...../2

If you had a number of different groups with complete identity of goals and values, the distribution of power would not be an issue. It is only when goals and values differ that the distribution of decision-making power becomes a critical issue. The conflict model provided is an attempt to illustrate this by showing that there are indeed different interest groups involved in education which are interested in different issues, have different information (for instance parents have different information about the competence of a particular teacher from that available to the superintendent) and have quite different values. Conflict occurs on an educational issue when one or more of these interest groups presents a viewpoint, a possible solution to a problem, or a possible decision which is at odds with that presented by another group or an individual. One of the consequences of this conflict view of organizations is that they can be seen as an uneasy and unstable equilibrium of forces, and many of you here will be able to justify such a view out of your own experience.

The decision-making model provided here is intended to emphasize six things about some decisions in educational administration:

1. They are characterized by compromise and consensus, based on the representation of different points of view by different interest groups.

2. The decision-making process is routinized in the committee whose members represent different interest groups, which is so common a feature of our lives as administrators now as to be virtually invisible.

3. There is an expectation that each group represented will provide some value positions, as their contribution to the decision-making process. This is expected to legitimize the decisions made in the eyes of organizational members and clients. The 'Participation Hypothesis' is the fundamental assumption here: "Significant changes in human behavior can be brought about rapidly only if the persons who are expected to change participate in deciding what the change shall be".

4. Note that this model can include the rational-technical model generally used by decision theorists, since it can be maintained that different interest groups provide different alternatives, and that the best alternative will be chosen. However, the difficulty is that almost invariably the decision made will represent a compromise between different preferences, rather than the best decision in the technical sense.

5. This model then significantly limits the importance of technical competence, and thus of professional control of decision-making. In this respect it is simply another way of representing some of the propositions put forward by Professor Williams.

6. It should be emphasized that the model is intended to suggest that each interest group sees different issues as vital, different data as relevant, and different values as important. For example, teachers would be more concerned with career expectations, working conditions, and job assignments, and would see such data

as the important things about a new school. Parents on the other hand would regard school policies on discipline, transportation, lunch hours, the quality of the teachers, and the type of instructional programs as the important issues, with data on these issues being relevant.

Perhaps it is necessary further to justify the view that this model of decision-making is the relevant one, and vital one, for administrators in the current social climate. It is always hard to characterize social climate since it is perceived differently by observers with different value systems. However, I will borrow from Professor Williams' paper an observation that governmental institutions are continuously affected by three basic value positions: representativeness, technically neutral competence, and executive leadership. Currently, the first value is clearly dominant in many educational jurisdictions. Consider how frequently we hear of Board and/or professional decisions being questioned, not because they are wrong, but because some groups with an interest in the issue were not consulted.

My conclusion from such evidence is that it is simply not sufficient to wield expertise as an educational administrator -- we are all politicians today. The educational administrator who is not aware of the importance of the political or conflict model is certainly due for some difficult times. Do not mistake my meaning in saying that we are all politicans. I do not have in mind the saying "Politics are now nothing more than a means of rising in the world"; rather I have in mind the necessity, for an administrator, of seeking a reconciliation between the interests and objectives of various groups of people. Consider for example a comment of John Gardner's quoted by George Flower here last year: "EDUCATION IS THE SERVANT OF ALL OUR PURPOSES."

LEADERSHIP AND VALUE CONFLICTS

My first major theme is leadership. It is of course appropriate to the general theme, "Educational Leadership: Try it -- You'll Like It" at least in part. However, my task is to point out the value dilemmas involved: I hope I will not convince you that you won't like it, or shouldn't try it.

I would like to present some propositions on leadership which have the sanction of social science researchers. For each one I will also provide some comments, from the perspective of a practising administrator, on the value conflicts which seem implicit in the proposition.

LEADERSHIP IS:

1. Developing Commitment to Organizational Goals

Comment: Clearly, the analysis of goals and the commitment to them is important in any organization. Just as clearly there is certainly built-in conflict between the goals of the organization as a whole, and those of groups and individuals in it. For example, one school district goal is clearly economical operation. A goal of the teachers' association in the district is just as clearly to protect the economic welfare of its members by winning substantial

salary increases each year. The senior administrator can easily become caught in the conflict between these goals. Generally speaking superintendents have been rather careful to avoid involvement in negotiations, although there are some signs that some involvement will become essential. A serious conflict of interest can rapidly develop, however, since the salary of the superintendent is in some respects set by reference to the salary of the teachers.

One Further Comment: We have recently completed in our district a goal identification exercise using Phi Delta Kappan materials. The exercise was successful in that various groups, including representatives of students, parents, teachers, administrators, and trustees, indicated roughly similar priorities. It was unsuccessful in that some individuals in each group found it extremely hard to compromise with the majority view. This was particularly the case with the student group, and long and sometimes quite bitter debate characterized attempts to reach consensus. One could only conclude that consensus on goals is achieved reluctantly and remains shaky at best. Certainly substantial curriculum revision from the basis of the goals we have established is an extremely risky business, with great potential for creating serious conflicts within the school division, within and between representative groups.

2. Reconciling Personal and Group Goals

Comment: The conflicts here have been suggested in the previous comments. I would like to give a further example based on our district's attempt to develop a management-by-objectives scheme for the guidance of division administrators. Basically our view was that administration is a complex and difficult task, in which a great deal of time is wasted because goals and priorities are not clearly stated. We set out school division goals and administrative priorities and asked each administrator to develop a set of personal objectives consistent with the general set of functions identified for his position, which would allow him to assign carefully and effectively his own time and effort. The personal objectives in each instance were expected to be congruent with divisional goals and priorities, but within the rather broad range available a good deal of personal variability was expected.

This was indeed the case, and the process required a series of discussions between individual administrators and myself about their personal objectives. These discussions revealed rather clearly the conflicts which critics of management-by-objectives schemes have already noted.

Some people find it virtually impossible to reconcile personal and organizational objectives or goals. They have become accustomed to operating rather autonomously and not specifying very clearly their personal objectives, and when these have to be specified, it often turns out that they are quite at odds with divisional goals. A single example will suffice: the divisional goals emphasize student self-concept and self-worth as important outputs of the educational system, as important as achievement in the basic disciplines. At least one administrator

in the division takes the view that the schools have no responsibility for the social or psychological development of students, and that the schools' responsibility ends with the development of reasonable levels of achievement in the basic academic disciplines. If a student's achievement is poor because of low motivation, the response of one school administration is to force his withdrawal. This school policy, well known in the district, is clearly at odds with at least one major goal of the school division.

If I can summarize this value conflict, it is as follows: In the case of an individual who cannot reconcile personal objectives and philosophy of education with division goals, and says so, what is the responsibility of the senior administrator? Must he force acceptance of division goals, however grudging, or resignation?

3. Delegating Responsibility and Authority, Rather than Abdicating Them

Comment: Clearly this is an important quality of leadership, and just as clearly, one not easily defined. The normal response to an organizational problem in a school district, within my experience at least, is to develop a committee to make recommendations. The committee is carefully chosen on a representative basis, works diligently for 6 months, prepares a report, and nothing happens. Why? Frequently, because the task and the limits of the responsibility and authority of the committee were not established in the first place, because no commitment was made to accept the committee's report or act on it, and, in general, because implementation of reports is always a much more difficult task than developing them.

Again, an example from our own district. In 1969 a rather useful report on individualization of instruction was prepared for the district. It was officially adopted by the Board as a district policy, and at a seminar early this year, five years later, district administrators spent some considerable time disagreeing as to the reasons why the report was never effectively implemented. It seemed clear that in one or two schools it had been implemented rather successfully, and that in the other 14 schools it had barely been implemented at all.

Two things seem to have gone wrong: first, the task of the senior administrators of the school district had been seen as ending with the acceptance of the committee report. However, in any issue involving substantial change this is only the beginning of the task of the senior administrators. A program for the implementation of such a major change was clearly necessary.

Second, there was, and is, serious disagreement between principals on the basic value assumptions of the report, which raises the same issue as the previous example - how far can the division go in asserting value positions with regard to educational policies, and requiring commitment to them?

To return to the main point regarding this particular proposition on leadership, responding to a problem by assigning responsibility for producing solutions to

it to a committee, without at the same time making some commitment to accepting and implementing proposed solutions, is clearly abdication of responsibility and not delegation.

4. A Continuing Concern With Organizational Improvement Rather Than Mere Survival

Comments: This proposition links with others, of course, and in my view is an absolutely critical element in leadership, given the current climate. In particular, innovations in educational practice are still strongly resisted, and leadership in this area is extremely difficult. There is, as we all know, an enormous inertia in educational organizations, in teaching practice, in administrative routines and so on, and changing anything, given the conflict model and the necessity for consultation, requires enormous patience, persistence, and conviction.

The first value dilemma is of course the constant temptation to give up, to handle the trivia, the in-basket material which one must cope with to ensure organizational survival and continued employment, and ignore the real issues and the long-term health of the organization.

A basic dilemma arising out of this issue is the question of training, particularly in-service training of prospective administrators and classroom teachers. We are currently in the process of developing a teacher centre to provide on-going training programs for teachers and prospective administrators. Such developments are relatively easy to commence, but what if the programs turn out to be unsuccessful in the sense of changing practice? Does one then abandon attempts to train or retrain, and adopt the view that the only way to improve competence is to release relatively weak teachers?

In general, the value dilemma of change for the administrator may be summarized thus: change is inevitable (by the way, Disraeli said that first in 1867), and in education essential; The administrator must insist that changes occur. But he must at the same time resist the temptation to specify the change which is necessary -- that should be left to those close to the problem. The good leader manages change, rather than mandates it.

5. Making Decisions That No One Else Can Make, and Not Making Decisions That Others Should Make

Comments: The general principle enunciated by decision theorists is that as far as possible decisions should be made where the data is, and where the responsibility for implementing the decision rests. Furthermore, it is maintained that good leaders manage decision-making, rather than make decisions personally.

Notice that what not to decide is at least as important as what to decide: "The fine art of executive decision (leadership if you will) consists in not deciding questions that are not now pertinent, in not deciding prematurely, in not making decisions that cannot be made effective, and in not making decisions that others should make." The value dilemmas most commonly encountered here seem to me to be of two kinds. First, how much time can be spent in group

decision-making, in two senses; how long can an organization wait for a decision, and how many man-hours of valuable time can be usefully spent in committee meetings? I am sure that for all of you here, committee meetings are a major user of time. Put another way, do we value the participatory process so much that we are prepared to sacrifice the effective carrying out of our duties?

Let me suggest an interesting exercise: the next time you attend a committee meeting with senior staff, try to assess the actual output of the meeting, in terms of knowledge exchanged or decisions made. Then calculate the man-hours spent, and the cost involved. I suspect the outcome will shock you. In this one instance let me suggest a solution.

Parkinson's Law is at work here: "Work expands to fill the time available," and the law suggests the solution. Drastically limit the time available. In your own schedule, restrict meetings to alternate afternoons; insist that committee chairmen specify both beginning and finishing times for all meetings, and restrict every committee meeting to one or at most two hours. The same ends will be accomplished, I believe, at considerable saving of time, energy, and money. Who knows, you may even rescue some thinking time!

The second dilemma involves the use made of committee decisions or output. Is a senior administrator bound by a committee decision? He may or may not be, depending on the terms of reference of the committee. If the committee is a standing committee with decision-making responsibility, then provided it is within its terms of reference the administrator is, in my opinion bound to accept its decisions, no matter how personally unpalatable they may be. If the committee is advisory, then of course acceptance depends on the quality of the work done, and assessment of the quality of the analysis of the problem, the data collected, the conclusions drawn, and the recommendations made will determine what happens.

6. Being Both Task-Oriented, (i.e., Insisting that Goals be Met), and Considerate (i.e., Friendly and Helpful)

Comment: This is one of the most firmly-founded generalizations of recent organizational research. Recent research has tended to suggest that the two dimensions are independent, and can be separate functions, rather like the stereotypes of the classroom teacher and the school counsellor, the one pressing for academic performance, the other, hopefully being friendly and helpful.

The conflicts here are obvious. The helping professions in general are notoriously tenderminded, as opposed to tough-minded, and sentiment readily replaces reason in decision-making. Again I am reminded of a comment last year: "In education, it's about time we stopped worrying about our bleeding hearts, and started using our bloody heads."

Clearly, there is a balance to be struck between insistence on performance and consideration. For us, again, the issue raised its head in connection with probationary teachers.

In the case of a marginal teacher, do you assume that given time and a good deal of help from the principal he or she will improve? Or, do you insist on demonstrated competence before tenure is granted? Our answer, in general, has been to say that the principal cannot commit himself to spending a great deal of time trying to bring the work of a marginal teacher up to standard; the teacher should be released.

Let me end this section on leadership with a little true story: It consists of a dinner table conversation between a mother and her daughter, Stacie:

Stacie: Gee, I can't wait to grow up!

Mom: Why?

Stacie: There's no one telling you "Don't do this -- do that!" You can do anything you want to!

Mom: It's fun to be a kid too! Adults can't do everything they want. You ask Madame Rheault if she can do everything she wants.

Stacie: (Laughs) No -- she can't 'cause she's a teacher and she has to do what the principal tells her to do!

Mom: (Laughs) Oh! Well, who tells the principal what to do?

Stacie: (Emphatically) God!

Stacie may be a little vague on the source of leadership in education, but she is pretty clear on the desired standard!

LOYALTY: THE ULTIMATE VALUE DILEMMA OF THE ADMINISTRATOR

There is a good deal of useful organizational research on the issue of professionals in organizations. But it rarely refers to the term "loyalty". Clearly, however, loyalty, and conflicting claims on loyalty, is the central value dilemma of the professional in the organization.

Very briefly stated, the issue is this: organizations tend to operate on the bureaucratic model, and teachers would prefer to operate as professionals: The organizational literature on bureaucracies suggests that the fundamental characteristics are the hierarchical structure, and its domination of decision-making and imposed coordination of activities.

This structure clearly runs directly contrary to the fundamental professional activity which I would define as providing specialized services and advice to clients, who have elected to use the services of the professional. These services are based on individual expertise in a highly specialized field.

Corwin states the conflict between the two models thus: "... The teacher, therefore, inherits with the job inconsistent expectations about his proper role in education. The fact that he is an employee establishes one set of obligations; the fact that he is a professional employee compounds the situation by establishing competing expectations and standards."

Before going on to discuss some of the issues which arise out of this and other conflicts grouped under the general heading of loyalty, I would like to refer your attention again, briefly, to the graphic decision-making model you have in front of you. Each group listed in that model does command in some measure the loyalty of the senior administrator. The administrator naturally feels some loyalty to his teachers and to his administrative colleagues. He feels strongly that the students and the parents are the clients of the system and ought to be the beneficiaries, and hence feels some loyalty to them. At the same time, the trustees are his employers, and the taxpayers pay his salary, so he must necessarily feel some obligations as an employee. In what follows I would like to discuss some of the value dilemmas arising out of this range of loyalties necessarily felt by administrators. These dilemmas arise out of conflicts of various kinds: administrator-board conflicts, administrator-teacher conflicts, and board-parent conflicts in which administrators are closely involved.

One particularly sharp issue in the conflict arising between professionals and the organizations in which they work revolves around the issue of expertise and its place in decision-making. I would like to use a non-educational example for a change, drawn from a study of science and politics by C.P. Snow, who has been a researcher at one of the major universities in Britain, is currently a senior civil servant in Britain's Ministry of Science and Technology and is also one of Britain's greatest living novelists. He makes the following comment:

> One of the most bizarre features of any advanced industrial society in our time is that the cardinal choices have to be made by a handful of men, in secret, and at least in legal form by men who cannot have a first hand knowledge of what

those choices depend upon or what their results may be.

> It is in the making of weapons of absolute destruction that you can see my central theme at its sharpest and most dramatic, or most melodramatic. But the same reflections would apply to a whole assembly of decisions which are not designed to do harm. For example, some of the most important choices about a nation's physical health are made, or not made, by a handful of men, in secret, and again in legal form, by men who normally are not able to comprehend the arguments in depth.

Those of you who serve in senior administrative positions will recognize immediately the relevance of this to decision-making at the school board level. You will have had the experience of proposing or recommending a particular decision based on the very best data, and the most careful examination that your professional expertise and experience allows, and of having a group of laymen, who do not fully understand the issue, and have not carefully studied the documentation, make a decision quite at odds with what you recommended. This is, of course, an instance of conflict of loyalties; as an administrator you have a professional expertise and a commitment to professionalism. You are loyal in effect to a set of professional ethics. At the same time the board is the elected representative of the clients whom you serve. This is an extremely frustrating experience and one which is barely possible to provide any useful advice on.

If this is an isolated experience, then perhaps all one can say is, better luck next time. However, if it occurs more than once or twice in a school year, rather fundamental questions are raised, of two kinds: one, is there a sharp discrepancy in perception of role between yourself and the board, and two, is there a value conflict?

With regard to the first, one common problem seems to be a failure as a policy researcher.

One vital role of the board's senior education administrator is to serve as policy researcher, identifying policy objectives, and mechanisms to achieve them. Good policy research requires the statement of a clear choice of objectives and alternative possible routes to accomplishing them, to allow a choice to be made. If you ever, or frequently fail to make policy recommendations in which several alternative possibilities are provided, I would question your wisdom, and suggest that your concept of your role as senior administrator needs re-examination.

With regard to the second possibility, I would suggest that you carry out an assessment of the educational goals of your senior staff and your trustees, and attempt to identify any possible value conflict through that process.

Should this reveal a high degree of consensus, then the next most likely source is the lay-professional conflict of loyalties itself, which can perhaps best be tackled by a series of informal meetings for the discussion of goals and values in an attempt to discover commonalities. However, it is not really my task here to suggest solutions, only to pose problems for your consideration in the sessions which follow.

Even more difficult are conflicts between administrators and teachers. They are often conceived as internal to the teaching profession, but let me make one vital point. Both teachers and administrators are of course professionals, but they are members of different professions. I cannot stress that enough. The appropriate training, the relevant activities, and the means of evaluation, all differ significantly. As Corwin puts it:

> The "teaching profession" turns out to be not one but several groups of people. Principals have their own profession, superintendents theirs, and there are dozens of teaching professions. Teachers cannot identify with administrators who control their salaries and principals can be the "instructional leaders" of seven different curricular areas.

This is a vitally important point which in my opinion is commonly misunderstood by most educators. It is coming to be acknowledged in the United States, where administrators have a separate professional association, the American Association of School Administrators, to which they switch when they become principals or central office administrators. In Canada, however, the picture is complicated by the extreme reluctance of administrators to leave the embrace of the teachers' associations, and the reluctance of these associations to give them up, since they provide an important source of leadership. I do see some change in this regard, however. Our own school district association was at one time dominated, at the executive level, by school principals or vice-principals. At the present time there is not a single administrator on the executive of the association. I suspect that there will never be any significant number of administrators on that executive again, since I believe that teachers clearly see a difference of interests between themselves and their administrators.

The main reason for that is the very high level of decentralization in our district which gives principals very extensive authority. For example, principals are responsible for hiring, evaluating, firing, approval of leaves, and many other personnel functions that in many jurisdictions are the jealously guarded prerogatives of the board and/or superintendent. Thus principals have clearly been made school administrators or managers. They are responsible for total school budgets, and virtually all of our principals control far larger budgets than I do as superintendent. The dilemma of the principal with regard to loyalty is very real and must be resolved in the very near future.

I now want to focus on an even more difficult conflict situation in the loyalties of administrators. Many administrators retain a residual loyalty to the teaching profession. naturally enough, and it is this in part which makes it extremely difficult for them to make personnel decisions of an unpleasant nature regarding teachers. We all know of very many instances of extremely difficult choices regarding teacher dismissal. How heavily do you weigh the complaints of parents? How significant are the ratings of colleagues and/or students? How accurate are the assessment of principals? How useful are your own classroom observations?

We all know that our evaluation techniques have been atrocious, and when they are tested, as they sometimes are, in arbitration hearings before the courts, they are

often found inadequate. The fundamental problem is that these evaluations are purely subjective. No two evaluators arrive at the same conclusions with regard to any teacher on any consistent basis.

The response of professional administrators to this, at least in Manitoba, has been, in my opinion, the abdication of responsibility for evaluation or at least for using it to improve the quality of district staff. Some time ago I accumulated some data on teacher turnover in Manitoba. The highlights of this are as follows: In 1970-71, Manitoba's school districts employed just over 11,000 teachers of whom 13.6% left the units at the end of the school year. Most of these resigned; of those released only 20 or .17% of the total teaching staff had tenure. The remainder of those released were probationary teachers. That is, of the tenured teachers in the province in that year only 20 of some 10,000 were found to be incompetent and released for that reason. In the next year only 32 tenured teachers were released, .27% of the total teaching staff. It should be noted that administrators were asked to include any form of division-initiated termination of contract, including resignations following administrator suggestions, under the "released" category.

I think that these data suggest two important value dilemmas, one of relevance to administrators, the other to teachers and their associations. First, why the reluctance to release tenured teachers on the part of administrators? I believe it stems from three sources:

1. A disinclination to place evaluation procedures under public scrutiny;

2. A humane concern for the future of a professional person who may lose his status and means of earning a living; and

3. A genuine conflict between loyalty to the clients and loyalty to the profession which the administrator may have only quite recently left.

For teachers, the issue is more clearcut. When an association is asked to support a teacher threatened with dismissal, it must weigh loyalty to a colleague against duty to the clients. In a depressingly large number of cases in Manitoba, the associations tend to support teachers against whom the case is overwhelming. It is clearly a very difficult dilemma for the professional associations: if they frequently refuse to support teachers about whose competence they have reservations, many of their less secure and less professional members will be extremely distressed, and they will certainly lose marginal members. Yet the public image of the profession would benefit, just as disbarments sometimes increase the confidence of the general public in the legal profession.

Let me give you an example again from our own experience. We are trying a technique with skepticism on the part of the Board, I must admit, but with some optimism on my part and on the part of the leaders of the association. We have developed what is known as the "Teacher Evaluation Review Committee". Its function is to serve as an appeal system for any teacher whose evaluation

by a principal or other supervisor is, in his opinion, inadequate, unsatisfactory, or unfair. It will obviously mostly be used in cases where the evaluation raises questions regarding the teacher's competence. Consequently it will certainly also be used in cases where dismissal procedures are to be instituted.

The Committee will review the teacher's performance, will probably provide the teacher with suggestions for improving performance and with a reasonable period of time in which it is expected he will do his very best to follow the suggestions. If the performance of the teacher does not improve, then the committee may recommend dismissal.

The committee has just been formed and has not yet dealt with its first case. Clearly the first cases referred to it will be the notorious ones, the cases of teachers who have been in the division some years and whose competence is questioned by virtually everyone, students, parents, teachers, administrators, and school trustees. If the committee succeeds in dealing equitably with those cases and if in fact the general level of teaching effectiveness in the division can be improved by this committee, then I think it will turn out to be a significant mechanism both for the school district and for the profession in our district.

Now to deal with a somewhat different issue which is also an extremely important value dilemma for the administrator. I am not sure how wide-spread and how general this issue is, but it has been of particular concern to me and I suspect to some of you also. I refer to the amount of casual brutality which occurs in the classroom. Virtually every student has experienced it, at some time or other during his school career, and of course students react very differently. Some resent a great deal being struck by teachers or otherwise manhandled, others because of their home backgrounds take it as a matter of course. I recently attended a school graduation in which the student president commended the teaching staff as being very different from that of his previous school. He recalled that at the previous school he personally had only been physically assaulted once, but that was unusual. The student involved is the son of a lawyer and used the appropriate terminology. Such actions by teachers do constitute criminal assault and are punishable by the courts.

The response in our district to this problem which has been brought dramatically to our attention by a series of letters from indignant parents, has been to develop a policy statement, in conjunction with the professional association, which reads in part as follows:

> The board expects and requires all members of the teaching staff to conduct themselves in a completely professional manner in all relationships with students. In particular, in the control and supervision of student behavior, teachers are expected to observe the following principles and practices:
>
> 1. Seek always to understand student behavior;
> 2. Attempt to deal with causes, not symptoms, and consult with school or divisional resource people when in doubt.

3. Control their own behavior as completely as possible - note that this does not imply concealing justifiable emotion in a hypocritical manner;

4. Report directly any unusual incidents involving student behavior and teacher reactions, preferably in writing to their principal. This specifically includes any and all instances of physical punishment.

5. Refrain from striking or in any way manhandling a student, except for purposes of restraining him. Note that the use of physical violence can be considered illegal, in addition to being unethical and unprofessional. This does not apply to instances of physical punishment properly administered.

6. When corporal punishment appears necessary the teacher should report the offence, and the proposed punishment to the principal, in writing, in advance of administering the punishment. In general, courts in Manitoba have ruled that corporal punishment should not exceed that acceptable to the average family.

In schools with a particular history of physical violence, I have personally made a commitment to the teaching staff to investigate immediately any allegations of physical violence against students, and where the allegation seems well-founded to suspend immediately the teacher involved, pending a full investigation. If the investigation reveals that the allegation is fully justified and that the teacher was indeed without provocation or reasonable justification engaged in physical violence then release is automatic.

I wonder if this is a problem for you as well as for us? Are we in Manitoba so different? I have been in Manitoba three years and previously was in British Columbia. I recall vividly that the junior high school which my youngsters attended had a strike by students because one of the teachers was in the habit of using a piece of 2 x 2 lumber to compel the attention of students. A Manitoba problem? I doubt it.

Let me give you another instance which is much more difficult to deal with. A teacher with a newly arrived child, only 2 weeks in the class, in a grade 2 classroom warns the child once that talking is not allowed. The second time the child talks (at seven years of age) the teacher tapes his mouth shut with a piece of masking tape. The immediate response of the parent is to telephone the superintendent and say that her child will not return to the school as long as that teacher is there. This sort of incident is all too common, I'm sure, but clearly in my mind presents a value dilemma for the administrator. Is it possible to condone such behavior by teachers, especially when you investigate the incident and the teacher says, "I did not know what else to do"? This is a probationary teacher who has just completed three years of training at the faculty of education and her response is: "I did not know what else to do."

Let me tell you how I reacted. Since she was probationary she was operating with an interim certificate, I was asked to recommend her for permanent certification under the regulations of our Department of Education. I refused to do so, and within a day received a call from the Manitoba Teachers' Society. The justification in my mind is clear. In my view the interests of the profession and of the district are not served by granting that teacher a permanent certificate to teach, valid anywhere in Canada. What do you do in such cases?

The teacher's defense, by the way, was that it was an isolated instance and not characteristic of her treatment of students. Maybe, but how do we know? What goes on in classrooms is very largely a private transaction between teachers and students. In my view such an overt act is clear evidence of an attitude towards students which I for one cannot condone in teachers, nor can I find it in my conscience to feel comfortable with such a teacher operating in our district. Perhaps I am too harsh.

The final conflict of loyalties is perhaps the most difficult of all, at least for senior administrators. They tend to be closely involved in board decisions, and some of these are fundamentally political decisions. The cliche is that the administrator must stay outside politics, and certainly must avoid becoming associated with politically-loaded decisions.

This is of course nonsense. The board is an elected body, and hence political by definition. The Chief Executive Officer inevitably becomes associated with the board's policies, naturally enough since he helps to shape them. The measure of this association is the regularity with which the firing of the superintendent follows on the electoral defeat of the board he has served.

This points up an extremely difficult conflict of loyalties: in his loyalty as a professional to the clients served, is the administrator to give his allegiance to the board, to the parents, to the taxpayers, or to the students, in cases in which there are some differences of opinion? I will illustrate with a particular issue on which the body politic itself was split. It involved the closure of a small school.

I will present the essential background as briefly as possible. The conflict here was a simple one: educationally and financially, the school was not viable, with a small and declining enrollment, high per pupil costs, and not a very good record of student achievement, as measured by standardized tests.

Two other adjacent schools, about 7 blocks away, were also suffering declining enrollments and could readily accommodate the students. A transfer of students to these schools would improve the services available to students since the larger schools were staffed with resource (remedial) teachers, and music and physical education specialists.

The board, with the interests of the students and the division budget (and hence the taxpayers) in mind, and after a public meeting and two letters to parents explaining the dilemma, decided to close the school. A storm of

protest followed, including very extensive coverage by the media. One part of the protest was a one-day boycott, called for all the schools in the area. The results of the boycott are interesting, and illustrate precisely the conflict here: the total student population of the schools in the area is 4,648. Excluding the population of the school to be closed and the students known to be ill, 152 observed the boycott, or 3%. At the school itself, the boycott was 85% effective.

The value dilemmas for the administration (and for the board) are these: the objections of the school community directly affected were loud and at least in their own minds perfectly valid, and the political heat generated was intense. Yet the interests of the many were also affected and throughout the affair, the board took the view that they were elected to serve the interests of the district as a whole. These interests required the efficient use of facilities, and the board remained firm in its decision to close the school. Those of you with PTA's, School-Community Committees, or Principals with strong local support might want to meditate on the political consequences if you too tried to close a school.

I believe such issues are increasingly likely, and will increasingly force the senior administrators and school administrators to make very difficult choices. The board represents the electors of the district, and hires the administrators. Frequently a close, and virtually collegial relationship develops as the trustees and senior staff struggle with difficult decisions. In this case the solidarity of board and senior staff was unshaken, yet what if I and my colleagues had not been completely convinced that the board's decision was the best possible in the circumstances?

I have no moral to draw from this instance, I'm afraid, except to repeat that we are all politicians now. In my opinion, the conflict or politial model illuminates my recent experience.

Let me then try now to summarize and provide a rather sharply focussed list of fundamental value dilemmas, which may help you in your deliberations in the next two weeks.

1. The major themes. What constitutes leadership, what value dilemmas does it commonly present for educational administrators, and who commands the loyalty of the educational administrator?

2. The organizational context. The paper adopts a conflict model of organization, and of organizational decision-making, in an attempt to stress that it is in the stresses and pressures of conflicts, particularly value conflicts, that tests of leadership and loyalty take place.

3. Some propositions on leadership, with some comments on the value dilemmas with which they may be associated. In most instances illustrations from experience were provided, I hope not to the point of tedium. Let me emphasize that our experiences are intended to illustrate some problems, not present solutions: it is your task to re-examine these issues, and others more relevant, and learn from the sharing of experience which is always a feature of the Short Course.

4. A discussion of loyalty, the most difficult, most testing, and potentially most damaging value dilemma faced by administrators, in my opinion. Three sub-issues are discussed, professional loyalty conflicts between colleagues, collegial standards, and organizational standards and expectations; intra-professional and inter-professional conflicts; and finally, conflicts between professionals and laymen, and conflicts arising out of political disputes, within and between communities and their elected representatives, the trustees.

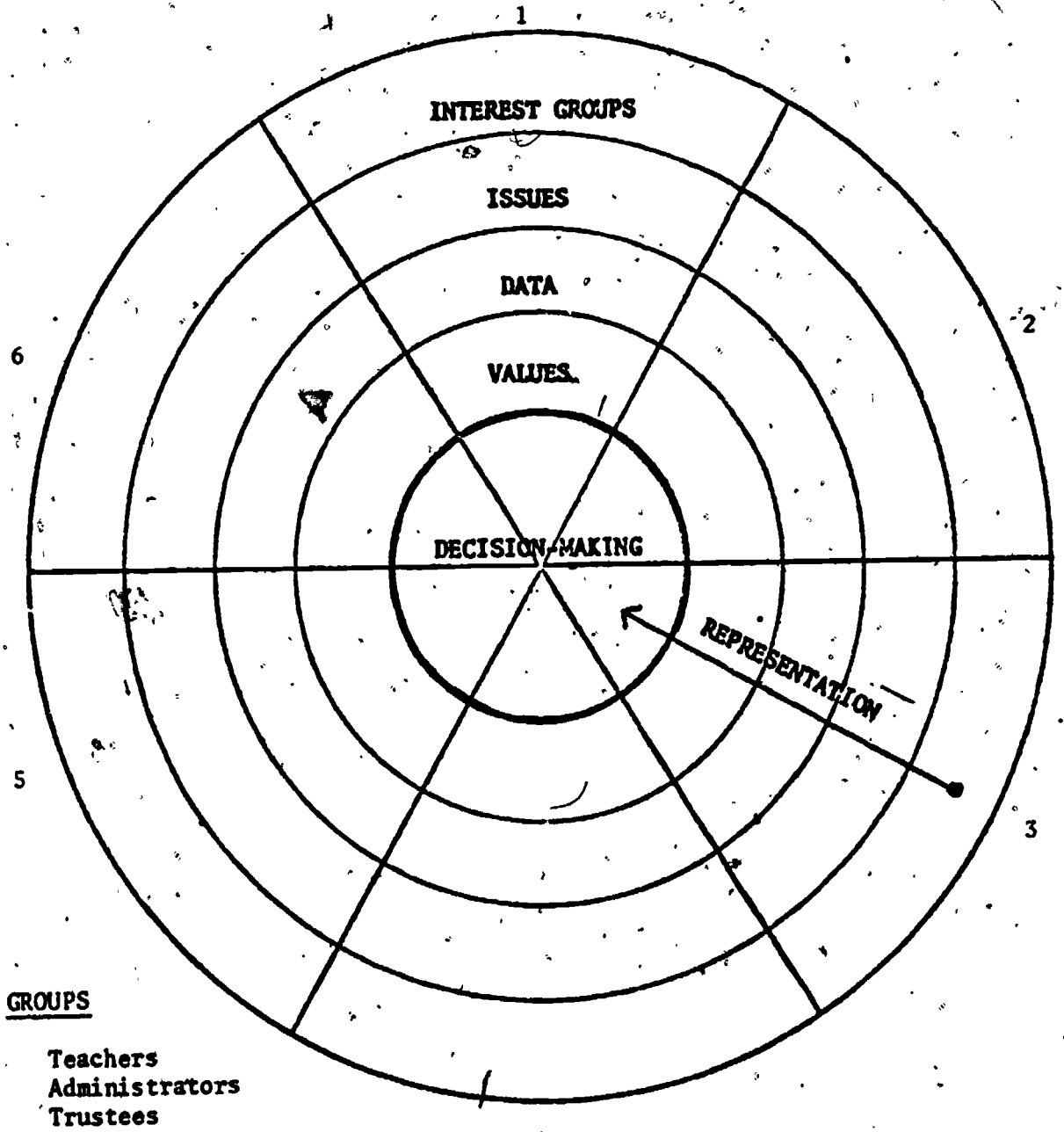
Leadership and loyalty. These are in my opinion the fundamental sources of the value dilemmas we all face daily. I have suggested the importance of conflict; it is inevitable in all organizations, is healthy and necessary, and provides the heat which tests our quality as leaders, and the strength of our loyalties.

Let me add one more true story. A superintendent friend was visiting Los Angeles with his family. His son, who enjoyed the visit, said, "Dad, why don't you become superintendent in Los Angeles?" His father replied, "I don't think I'd like it here. They shoot superintendents here you know." His son's reaction was immediate: "Oh. Mercy killing, I suppose."

LEADERSHIP AND LOYALTY: THE BASIC VALUE DILEMMAS OF THE EDUCATIONAL ADMINISTRATOR IN THE 1970's

Peter Coleman

SCHOOL DISTRICT DECISION-MAKING —A POLITICAL MODEL



GROUPS

1. Teachers
2. Administrators
3. Trustees
4. Students
5. Parents
6. Taxpayers