



Levels of Leader Development

Thomas A. Petrie and Barry Burton

Leaders develop through five levels, each of which involves use of certain supervisory technologies devised from a developmental model.

Programs for the preparation of supervisors may include psychological and sociological theories, teaching methods, or administrative systems that are unrelated or even contradictory. To be effective, supervisors must select methods, materials, and techniques appropriate to their situation from an array of potentially powerful alternatives, but they often have no way to evaluate various approaches systematically. They need a framework and criteria that will enable them to capitalize on the increasingly rich storehouse of available resources. To meet this need we have devised a developmental model for ordering supervisory technologies.

According to developmental literature, growth follows an invariant sequence which may be facilitated by parents, teachers, supervisors, and others. We believe that leader development follows a similar pattern. That is, leadership may be conceived of as a sequence of five levels of activity which are cumulative and increasingly elaborate. They are (Figure 1, column a): (1) patterning routines; (2) establishing rules and delegating roles; (3) reinforcing relevant activities; (4) stimulating individual development; and (5) clarifying behavioral indicators of values.

These five levels of leadership were analyzed to determine tasks associated with each level and the technologies available to help leaders acquire the necessary proficiencies. Figure 1 shows representative

Figure 1. Levels of Leadership and Related Educational Technology

Level of Leadership	Supervisor Technology	Teacher Technology	Criteria	Values
1. Patterning routines	Time management organization	Lesson planning organization	Efficiency	Trust Causality Hope Order
2. Establishing rules and delegating roles	Rules for coordination Teaching skills Job description Assessment Orientation	Rules for coordination Learning processes Teaching skills Curriculum materials Diagnosis, prescription	Coordination	Cooperation Responsibility Autonomy Stewardship
3. Reinforcing relevant activities	Evaluation Hygienic motivation Policies Pay	Evaluation, testing Extrinsic motivation Praise	Motivation	Purpose Discipline Initiative
4. Stimulating individual development	Job enrichment Program development Critical thinking Clinical supervision	Goal setting Using student ideas Inquiry Problem solving	Development	Competence Industry
5. Clarifying behavioral indicators of values	Value clarification	Value clarification Moral development	Articulation	Integrity

technologies associated with each level, the criteria the leader uses to select technologies, and the values that govern their selection and use.

Level One: Patterned Routines

Establishing the patterned routines attached to a leadership role (level one) is accomplished by organization of time, space, resources, technology, and personnel. In educational supervision, this involves technical competence in time management, organization of resources (including space and people), and handling an enormous amount of detail. Matters are facilitated through efficient management, reflecting the values of order, causality, and hope.

For example, an effective supervisor must manage teacher conferences, provide resources, and conduct meetings. Each of these responsibilities—making telephone calls, confirming appointments, writing memorandums, analyzing observations, planning conferencing strategies, formulating meeting agendas, arranging for coffee—demands time and resources. A multitude of other details reflect the need for efficiency and the values of trust and causality. Supervisors may do these things themselves or delegate them to secretaries, but they are responsible for seeing that the tasks are done. Otherwise, people will consider the purposes of the conference, the timeliness of the resource, or the function of the meeting to be unimportant. If routine matters are not handled with sensitivity and dispatch, trust is destroyed, relationships disintegrate, and those involved fail to get on to more important things.

Level Two: Rules and Roles

Once the leader establishes credibility by competently performing basic routines, he or she is in a position to *delegate roles* and *specify the rules* necessary for coordination (level two). Clarity of rules and precision in job descriptions contribute to staff coordination and enable teachers to exercise autonomy in the classroom. If expectations are not clear, the ambiguity needs to be resolved. Leadership on this level involves comprehending what teachers and others ought to do, what they should decide, and how they should feel. Often the supervisor develops job descriptions, assesses candidates, and orients those selected. This in turn requires some understanding of basic teaching technologies. The supervisor who knows teaching methods is in a position to coordinate teaching specializations and to develop the values of cooperation, responsibility, stewardship, and autonomy.

An excellent technology of teaching currently exists and can be learned. Proficiency in the skills of informing, explaining, questioning, use of student

Skills of Educational Managers Deborah King Pugh

Effective educational managers must be able to:

- *Forecast the future.* Looking at legislation, revenue sources, changing demographic patterns, and other data, managers must be able to predict what conditions will be like a year ahead and five years ahead. Is the neighborhood changing? Is enrollment decreasing or increasing? How will staff changes affect programs? What must be done to help students prepare for the future?

- *Plan.* Planning includes setting both long and short range goals. Realistic targets and corresponding plans of action lead to high achievement. Plans must be flexible and include alternatives.

- *Communicate.* Managers must take time to know their staff, to develop a common set of understandings and expectations.

- *Organize.* Educational managers must assign responsibilities, matching persons to programs and available resources, so that everyone knows who is doing what, where, and when.

- *Delegate.* Managers cannot do every task, so they must direct and delegate. They search for staff strengths, provide coaching and counseling, and see that staff members are trained for new responsibilities. The result is not only increased effectiveness of staff members, but also improved attitudes and personal confidence that come with professional growth.

- *Establish and maintain control.* Effective managers develop a feedback system that enables them to correct problems before they get out of hand and to know at all times what progress is being made.

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ideas, use of informal reading inventories, and clarifying responses prepares any teacher to function more effectively with a broader range of children. Rosenshine identified 11 skills related to student achievement; Louis Raths identified ten components of teaching. These and other instructional skills are worthy of serious attention if supervisors are to orient teachers and help them grow in competence—that is, to exercise level two leadership.

Level Three: Reinforcement

As supervisors accomplish level two tasks and coordinate the efforts of teachers and other staff members, they may also use the evaluation system to

motivate members who contribute to purpose (level three). The leader should be able to *reinforce relevant activities* by controlling pay, conditions of work, and use of verbal praise, or by administering sanctions when things go awry. This requires the ability to evaluate. Objectives, conditions, and standards of performance must be identified.

At the present time, both the literature and practice in schools reflect considerable ambiguity about the supervisor's evaluation responsibilities, but the capacity to identify objectives, analyze the logic and adequacy of planning, observe and transcribe instructional performance, and confer with teachers are necessary tasks in order to reinforce relevant activities. As supervisors evaluate instruction and influence the reward system, they become a primary source of extrinsic motivation. If they do not have evaluation skills, then the process of shared planning, classroom observation, and conferencing becomes a ritual and motivation is destroyed.

Level Four: Individual Development

The sequence of leadership thus far described has suggested that supervisors attend to routines, establish rules, delegate roles, and reinforce relevant activities. These are all desirable and necessary efforts to sustain the organization. As they occur, special talents of individuals emerge and the leader begins to focus on *stimulating individual development*. At this point, job enrichment and program development become possible. The program and the organization can begin to grow by employing unique talents of teachers.

Level four is distinguished from leadership at level two by the emphasis on individual development. At level two, certain fundamental teaching skills are expected of all teachers. They are prescribed when the supervisor orients the members, and reinforced when evaluations are made. But when the supervisor enriches a job description by incorporating a teacher's special skills or talents, he or she is functioning at level four. Other examples of level four functions, include encouraging advanced personnel to learn new concepts and processes and stimulating individuals to go beyond minimum expectations. Individual and organizational development cannot be dictated; they build upon individual proficiencies and people's willingness to use them.

Professional literature describes the supervisor's responsibility for program development or innovation, but it may be impossible for a staff to profit from innovations. If a school's routines are capricious and arbitrary, if there is no agreement about the basic skills of teaching, and if evaluation is not related to job descriptions, innovations only add to the confusion. Both program and individual development

flourish when they emerge from articulated and efficient routines, mutually understood rules, coordinated relationships, and evaluations that logically sustain the motivation of the membership.

Level Five: Values

Leadership at level five integrates performances into a more powerful, functional, and differentiated organization. Leaders working at this level unite individual capabilities and role expectations by appealing to *explicitly held values*. For example, a supervisor may suggest general praise, specific praise, and use of student ideas as instructional technologies to replace certain negative teacher behaviors. Appropriate use of praise capitalizes on the child's need for approval and provides extrinsic motivation. It motivates the student to accept responsibility for personal learning and reveals that the school staff values achievement and respects individuals.

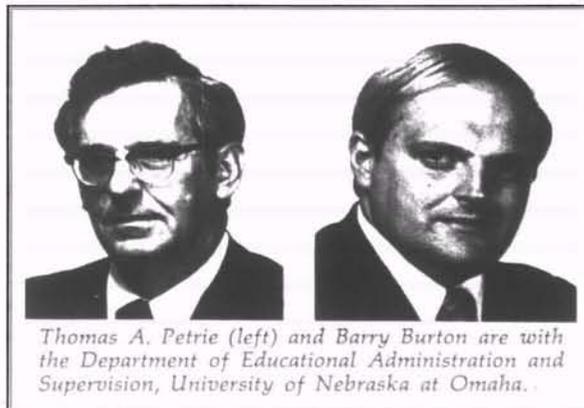
Use of student ideas is consistent with the view that learning is an interactive process which reflects competence and is intrinsically worthwhile. The leader must know not only the technical effects of praise and use of student ideas, but also the values exemplified by habitual use of these teaching skills.

Leadership Increasingly Complex

Each level of leadership is both more complex and more difficult to achieve than lower ones. At each level, certain skills are required. Trainers of super-

Figure 2. Sources of Technologies

Technologies	Contributors
1. Patterned routines Managing time Organizational expertise	Peter Drucker (1977) Thomas Petrie (1975)
2. Establishing rules and delegation The gift is given (Skill training manual) The process of schooling Teaching for learning Developmental teaching skills Mini-courses Research in teaching Job descriptions Recruitment and orientation	Margaret and Douglas Rector (1974) John Stephens (1967) Louis Rath (1966) Thomas Petrie (1977) Walter Borg (1970) Robert Soar (1978) George Redfern (1964) George Redfern (1964)
3. Reinforcing relevant activities The continuum of educational evaluation Clinical supervision Objective marketplace gains Hygienic motivation	Robert Stake (1967) Robert Goldhammer (1969) Tom Kepner and Lanny Sparks (1972) Frederick Herzberg (1964)
4. Stimulating individual development Job enrichment Program development Clinical supervision Critical thinking Goal setting Thinking and teaching Organizational renewal	Frederick Herzberg (1964) John Goodlad (1975) Robert Goldhammer (1969) Louis Rath (1967) Gordon Lippitt (1969) Louis Rath (1967) Gordon Lippitt (1969)
5. Clarifying behavioral indicators of values Value clarification	Louis Rath (1966)



visors may be able to use the structure we propose to help them identify and organize the technologies appropriate for each level. Figure 2, for example, illustrates selected technologies that contribute to learning the interdependent roles of supervisor and teacher.

Because value orientations also differ at each level, trainers must consider them as well. The *skills* of teaching, budgeting, and staff recruitment are certainly necessary, but equally necessary are *values* of autonomy, purpose, initiative, competence, and integrity. In short, methods and materials should not only contribute to proficiency at each level but should be congruent with value orientations at those levels.

Summary

The model we have developed appears to be a useful device for assuring that training programs for supervisors include materials and experiences at each of the five levels of leadership. Supervisors themselves may also be able to use the guide to assess the level of their own leadership and to classify and select educational technologies that will contribute to their further development. *EL*

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