# Fremantle and Peel

Department of Education

## DISTRICT EDUCATIDN DFFICE CLUSTER
## INCLUSIVITY WDRKSHDP FDR All DED STAFF

DATES: 24`h January 2DD3 gam to 12noan
Fremantle DED, Fremantle

| SESSIDN | TIME | TOPIC | fACIIITATOR(S) |
|---|---|---|---|
| Introduction | 9.00-9.15am | Dverview and Dutcomes<br>• Background - world wide trend<br>• What is Inclusivity<br>• West Australian Context -<br>o Building Inclusive 3chaols Initiative<br>o Review of Educational services for students with disabilities in Government Schools | Bobbie Lawrence |
| Session I | 9.15am-<br>9.30am | History of the movement towards inclusive schooling<br>• Three stages in educational thinking<br>• What Inclusive practices mean<br>• West Australian processes/program aimed at increasing inclusivity | Adam Scott |
| | 9.30-<br>9.45am | Discussion Activity 1 (refer attached) | Adam Scott |
| Session II | 9.45-<br>IO.~~am | Inclusive schools and students with special educational needs<br>• Cultural, Ethical and Legal issues.<br>• Relevant legislation | Mark Watson |
| | I~.~~am-<br>I0.30 | Discussion Activity 2 (refer attached) | Mark Watson |
| Session III | ILOB-<br>11.3~am | Inclusivity- *Whatitmeanstvusasmemhersafthe schavlcammunity.*<br>• Benefits of Inclusivity<br>• Haw to effect this change (Fullan I 998) | Jane Barbaur/Bobbie Lawrence |
| | 11.3[1-IZnonn | Building inclusivity in our schools<br>• Where to from here far our District?<br>• District based activity to identify planning and processes needed to support schools to become mare inclusive. | Adam Scott |
| | | Discussion Activity 3 (refer attached) | |
| | | Summa and windu | |

GROUP ACTIVITY 1(a)

DISCUSSION QUESTIONS:

l. Name 6 major changes in education since your own days at school.

2. What do you think contributes to the "social capital" of your school? (non-academic suppartstrategies ca-curricular extra-curricular equity strategies etc).

3. What are 2 ways you believe students with and without significant differences benefit from being educated in the same environment?

4. List 4 characters in films and hnaks who represent diversity for you.

5. As a staff, draw up a profile of what you already know to be the points of difference in your school population and match these with what is being done to accommodate them.

GROUP ACTIVITY I(b)

DISCUSSION QUESTIONS:

l. What does being inclusive mean to our schools?

2. Which groups of students are the most vulnerahle in our schools?

3. How are parents included in our schooling processes?

4. How could we improve the inclusivity of our schools?

5. How can we improve the quality of our partnerships with parents?

6. Haw can we involve student peers more in the process of becoming a more inclusive school?

7. What legislation do we need to know more about as a team?

S. What changes need to be made in our schools?

9. What change needs to occur first? (Provide a ranking of survey responses)

## GROUP ACTIVITY 2

**DISCUSSION QUESTIONS:**

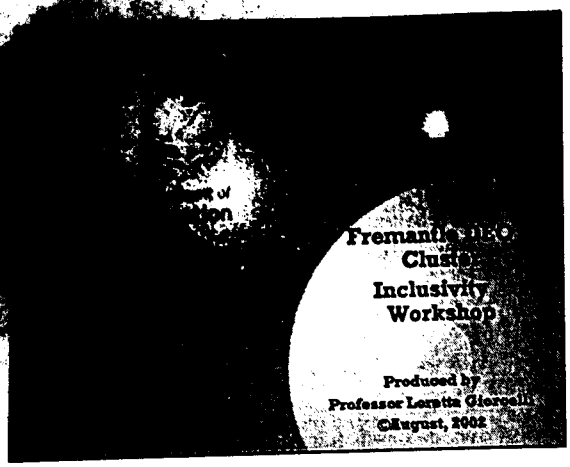
1. **Are there any potential areas of concern about avertdisc~iminatianin our schools?**
2. **Are there any potential areas of concern about** *cavertdiscriminationin* **our schools?**
3. **Are there any concerns about the harassment or victimisation of students with special needs in our schools?**
4. **Are there any ways in which we actively encourage all students to recognise discrimination?**
5. **What do we do when a parent asks teachers to actively discriminate (eg.** *ta_natallawmaretimeina written examination far a student with /earning difficu/ties so he will natgain an unfair advantagel?*
6. **What do we do when a parent says he believes his son has a learning difficulty for which the student presents little evidence at school?**
7. **What is the best course of action to take when we see a colleague violating the Disability Discrimination Act (1992) or Equal Opportunity legislation while at work** (eg. shouting or belittling a student with severe learning prohlems who forgot instructions, not providing adjusted/modified tasks for a student with attentional difficulties etc)?

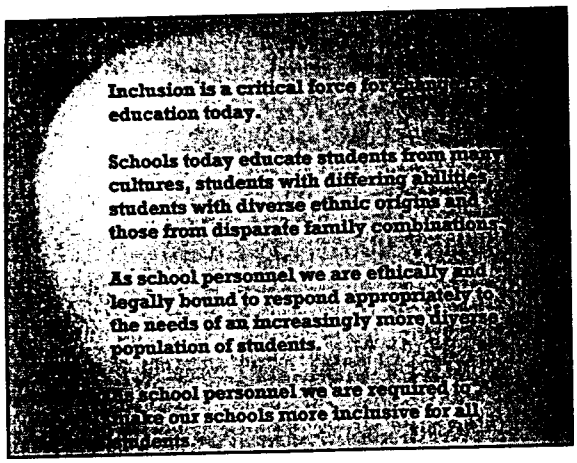
*(These findings can then actas a basis farunderstanding thatreasanable ad"ustments can be andare beingmade a/ready to accommodate differences within the schao% Often this exercise reveals that only manifest (obvious) disability ar differences are seen as needing accommodation.)*

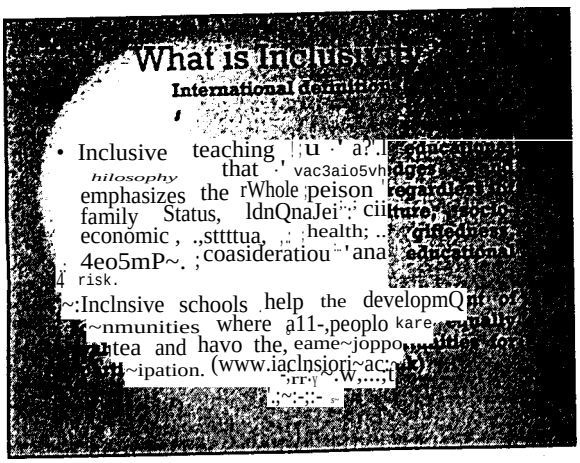
## GROUP ACTIVITY 3

**DISCUSSION QUESTIONS:**

1. **What changes need to be made in our schools?**
2. **School reform usually involves change in one or more of four (4) significant areas (i.e. curriculum delivery, administration, professional development, student assessment and accountability. Which area/s do you believe need reform/renewal in your schools and why?**
3. **What changes need to 6e made to our DEO support structures and practices to assist schools to become more inclusive?**


Inclusivity
Workshop
Produced by
Professor Loretta Giorcelli
©August, 2002


Inclusion is a critical force for
education today.
Schools today educate students from
cultures, students with differing abilities,
students with diverse ethnic origins and
those from disparate family combinations.
As school personnel we are ethically and
legally bound to respond appropriately to
the needs of an increasingly more diverse
population of students.
school personnel we are required to
re our schools more inclusive for all


What is inclusivity?
International definitions
• Inclusive teaching
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economic ,
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risk.
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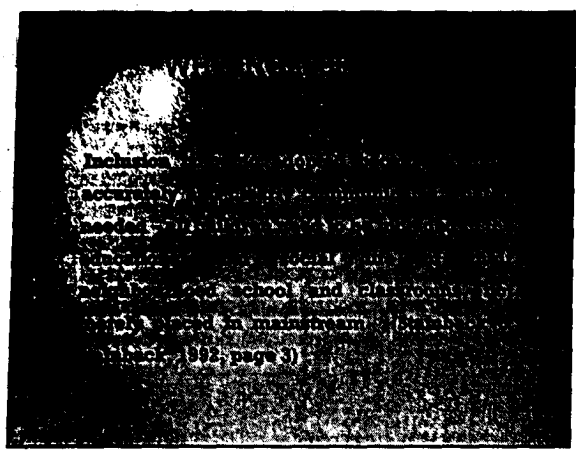
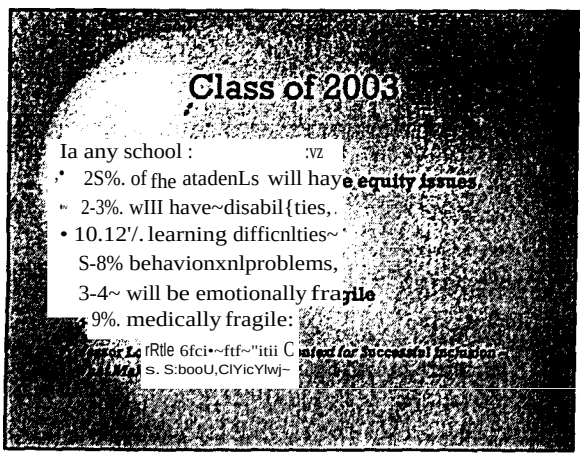


## WHY INCLUSIVITY

In the workplace...Inclusivity's mission is to deve
enhance an organisation's ability to recognise and
people as it's most valuable resource, seeking
partnerships with clients to assist them in the
process of creating inclusive work environme
each person's unique skills and abilities can
organisation's goals. (www.inclusivity.com)



## Class of 2003

Ia any school : :vz

- 2S%. of fhe atadenLs will have equity issues,
- 2-3%. wIII have~disabil{ties,
- 10.12'/. learning difficnlties~
- S-8% behavionxnlproblems,
- 3-4~ will be emotionally fragile
- 9%. medically fragile:

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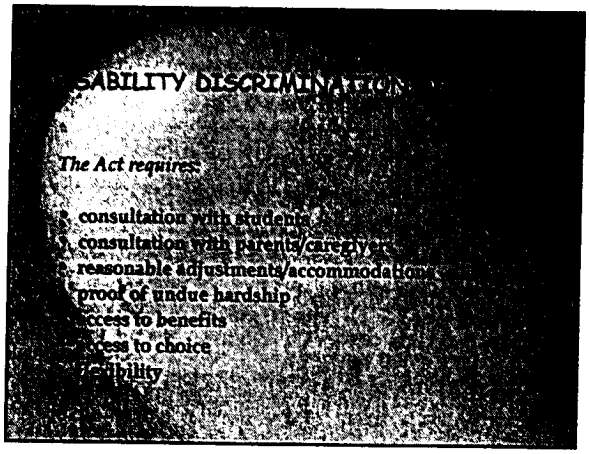
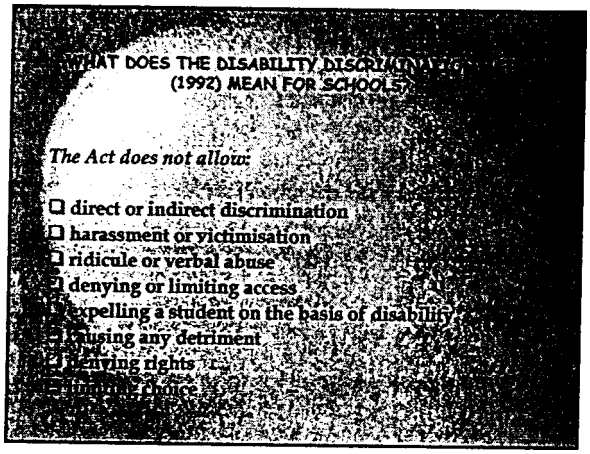
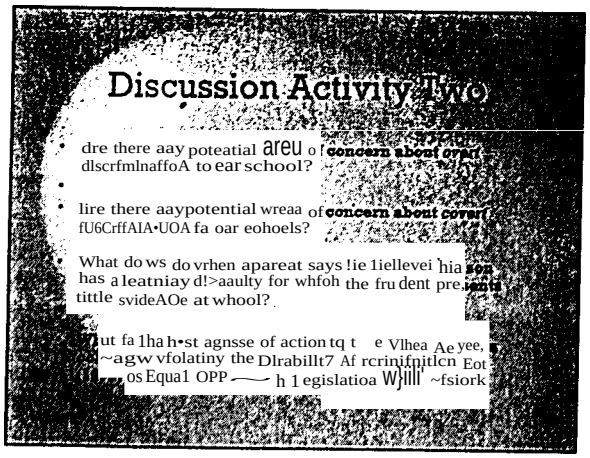

SABILITY DISCRIMINATION
The Act requires:
consultation with students
consultation with parents/caregivers
reasonable adjustments/accommodations
proof of undue hardship
access to benefits
access to choice
ability


WHAT DOES THE DISABILITY DISCRIMINATION
(1992) MEAN FOR SCHOOLS?
The Act does not allow:
direct or indirect discrimination
harassment or victimisation
ridicule or verbal abuse
denying or limiting access
expelling a student on the basis of disability
causing any detriment
denying rights
limiting choice


Discussion Activity Two
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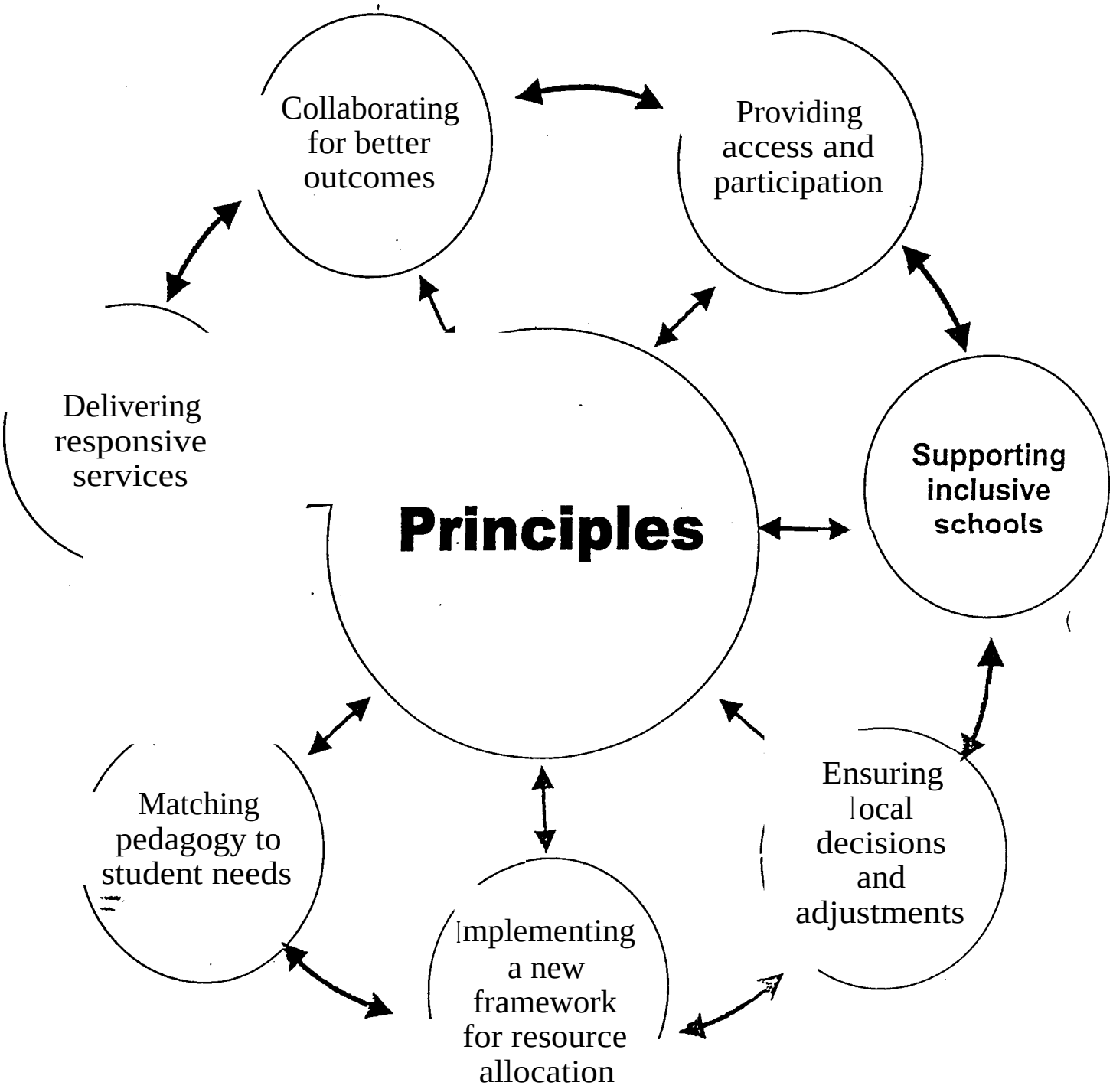
De anment of E~ucation

# Review of Educational Services for Students with Disabilities in Government Schools

## Principles and Indicators



## PRINCIPLE 1 Providing access and participation

Students with disabilities have the right to enrol and participate on the same basis as **other students**

Clear information during the enrolment process, coupled with the ability of peronts to choose the form of education that best suits their child's needs, will support an accessible and inclusive education system.

This principle is visible in practice when:

- The right of students with disabilities to be enrolled on the same basis~as other students is recognised.
- Students with disabilities participate in an appropriate range of teaming environments.
- Parents **are partners in all aspects of the** education process.
- Information about schooling options and the range of services is inclusive and accessible to allow fa informed parental choice.
- Enrolment procedures are collaborative, transparent and consistently applied,
- Effective transitions are made during all phases of schooling.

## PRINCIPLE 2 Supporting inclusive schools

All levels of the system value diversity and operate within an inclusive framework

Inclusive schools will be supported by the development of educational leadership and teaching that recognises diversity and ensures full acceptance and participation of all students.

This principle is visible in practice when:

- School communities value diversity.
- Educators have the awareness and confidence to support students with special edugtional needs.
- Educational leaders take a proactive role in advopting and ensuring equity for all students.
- Schools develop and adopt inclusive pedagogigl and cultural practices.

## PRINCIPLE 3 Ensuring local decisions and adjustments

A range of effective and appropriate adjustments is provided to ensure access, participation and achievement

Schools will make informed decisions to support enhanced student learning outcomes using a collaborative approach. Whole school approaches and frameworks support all students with disabilities in the context of students with special educational needs, Changes to students' programs are based on **local decisions** and a documented educational program.

This principle is visible in practice when:

- Adjustments are informed through collaboration with parents and other relevant stakeholders.
- Students' views are sought and are reflected in the educational program.
- Adjustments are made at the whole school, classroom and individual levels. These adjustments are regularly monitored and reviewed.
- Decisions about adjustments are made, where possible, at the local level.
- Adjustments ¢re culturally sensitive and minimise discrimination.
- Adjustments are recorded within a documented educational program as part of a broader accountability framework.

## PRINCIPLE 4 Implementing a new framework for resource allocation

Adjustments are provided on a needs basis and are equitably resourced

Development of a new funding model is proposed. Supported by an allocative mechanism based on students' learning needs, the model v~ill better provide for all students with disabilities in the context of students with special educational needs. Schools will tie supported in the flexible use of resources.

This principle is visible in practice when;

- A consistent and co-ordinated system=rdde procedure for the identification of students with special educational needs is in place.
- All stakehclders contribute to the identification and assessment of studehts' learning needs.'
- A needs-based allocative mechanism provides resourcing (or appropriate adjustments,
- Schools ara supported to be flexible in planning and implementing appropriate programs for students with special educational need.
- Schccls ~:errcnstrate accountability in the us? of allocated resources.

## PRINCIPLE 5 Matching pedagogy with student needs

### The system supports the development of pedagogy to meet individual student needs

The continuous improvement of teaching and learning practices is identified as the most effective strategy for enhancing outcomes for students with disabilities in the context of students with special educational needs.

This principle is visible in practice when:

- Evidence-based, effective models of teaching and learning for all students with disabilities are identified, promoted and implemented.
- Benchmarks for effective teaching and learning practices are identified, promoted and implemented throughout the system.
- Implementation and ongoing evaluation of effective teaching and learning practices are supported by the system.
- Partnerships with training providers are formed to ensure best quality pre-service and in-service training.

## PRINCIPLE 6 Delivering responsive services

### The range of co-ordinated services provided is flexible and delivered according to student needs

Students' individual needs will be addressed by flexible and responsive services.

This principle is visible in practice when:

- Individual student needs are identified and responded to through a range of co-ordinated services and supports.
- Support services respond to local school community contexts.
- School-based interventions are implemented as early as possible.
- Services and supports are reviewed regularly to acknowledge changing school community and student needs.
- System initiatives are monitored and reviewed.

## PRINCIPLE 7 Collaborating for better outcomes

### Services are provided and supported by collaborative models and partnerships

Services based on strong collaborative partnerships yield the best results. Partnerships may be formed between service providers locally or at a system level.

This principle is visible in practice when:

- Service providers and staff work together to create seamless service delivery to students.
- Schools engage in collaborative models to ensure effective responses to student needs.
- Collaborative partnerships define responsibilities and expectations that are monitored and reviewed.
- Protocols between service providers and the Department are ratified at the system level.

# BUILDING INCLUSIVE SCHOOLS
# REFERENCES AND RESOURCES

## ARTICLES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## DEPARTMENT OF EDUCATION POLICIES AND FRAMEWORKS

Curriculum Framework

Students are Education Risk policy

Retention and Participation Plan

Behaviour Management in Schools policy

Pathways to Health and Well-being in Schools: A Focus Paper

Enrolment Policy

## PROGRAMSIRESOURCE KITS

MIND MATTERS KIT FOR SCHOOLS
Ph: 03 9207 9604
Fax: 03 9639 1616
sales curriculum.edu.au/mindmatters

FAIR AND REASONABLE DDA IMPLEMENTATION KIT FOR SCHOOLS
Ph: 08 8226 1755
Fax: 08 8226 0159
brazier.anna(a~ aaugov.sa.qov.au

## KEY SERVICE PROVIDERS

Curriculum and Student Services Teams, District Education Offices

Centre of Inclusive Schooling (Department of Education)

Disability Services Commission

Department of Community Development

Department of Health

department of Justice

(Note, District Offices will be able to provide you further information on who to contact and other local services that may be relevant.)

**BUILDING INCLUSIVE SCHOOLS - WEBSITES**

www.chadd.or~

www.ldonline.or~

www.schwablearning.org

www.silvereye.com.au

www.unicomeducation.com.au

www.amazon.com

www.inspiration.com

www.funbrain.com

www.learningplace.com.au

www.resourcebank.com

www.zoomschool.com

www.superkids.com

www.landmark-project.com

www.vcsa.vic.edu.au

http://education.gld. ov.au

www.learningplace.com.au

www.indigenet.unisa.edu.au/bull~g

www.nobul~•;~.c~~~nz

www.toffac.sa.~ov.au

www.scre.au.bully

www.caper.com.au

www.luckyduck.co.uk

www.bullybeware.com

www.air-dc.org/cecp/wraparound/articles.html

http://fcis.oise.utoronto.ca/~mfullan/index.html

www.fostering-partnerships.com.au

http://help4teachers.com

# The Three Stories of Educational Reform:

# Inside; Inside/Out; Outside/In

Michael Fullan
Ontario Institute for Studies in Education
University of Toronto

Revised paper submitted to *Kappan*, December 1998

There has been a great deal of discussion about top-down and bottom-up strategies for educational reform and the need to combine the two. In light of the growing knowledge base, and the increased urgency to see deep, lasting and large scale reform, I believe that a more productive formulation combines inside arid outside-the-school perspectives. I refer to this as the three stories of reform.

The first is 'the inside story' - what do we know about how schools change for the better in terms of their internal dynamics? The second orientation is the 'inside-outside' story - what do effective schools do as they contemplate the plethora of outside forces impinging on them? The third perspective is the 'the outside-in' story - how do external-to-the-school agencies — organize themselves if they wish to be effective in accomplishing large scale reform at the level of schools? Taken together three stories provide a powerful and compelling framework for accomplishing education reform on a scale never before seen.

## The Inside Story

Many of us have found that collaborative work cultures (or professional learning communities; I use the terms interchangeably) make a difference in how well,5tudents do in school. Until recently, however, we did not know very clearly how these schools operate to produce such effects. Thanks to Newmann and Wehlage (1995) and their colleagues Louis and Kruse (1995), we now have a much better idea of what is going on inside the black box of collaborative schools. I call this the inside story.

Newmann and Wehlage and their colleagues found that some schools did disproportionately well in affecting the performance of students. The essence of their finding is that the more successful schools had teachers and administrators that (1) formed a professional learning community, (b) focused on student work (assessment), and (c) changed their instructional practice (pedagogy) accordingly to get better results. They did all of this on a continuous basis (see Figure 1).

Figure 1: The Inside Story of Collaboration

Thus, for example, Newmann and his colleagues observe:

> When students and teachers send clear and consistent messages to one another about the objectives and methods of learning, learning is more likely, because student and faculty effort can be directed more effectively toward intellectual ends. When school goals are vague or when consensus is low, teachers may feel comfortable with the autonomy they have to pursue their unique interests. But individual autonomy can reduce teacher efficacy when teachers can't count on colleagues to reinforce their objectives. In contrast, clear shared goals maximize teacher success through collective reinforcement.
>
> Second, collaborative activity can enhance teachers' technical competence. As teachers work with students from increasingly diverse social backgrounds, and as the curriculum begins to

> demand more intellectual rigor, teachers require information, technical expertise, and social-emotional support far beyond the resources they can muster as individuals working alone. When teachers collaborate productively, they participate in reflective dialogue to learn more abut professional issues; they observe and react to one another's teaching, curriculum, and assessment practices; and they engage in joint planning and curriculum development. By enriching teachers' technical and social resources, collaboration can make teaching more effective.
>
> Third, clearly shared purpose and collaboration contribute to collective responsibility: one's colleagues share responsibility for the quality of all students' achievement. this norm helps to sustain each teacher's commitment. A culture of collective responsibility puts more peer pressure and accountability on staff who may not have carried their fair share, but it can also ease the burden on teachers who have worked hard in isolation but who felt unable to help some students. In short, professional community within the teaching staff sharpens the educational focus and enhances the technical and social support that teachers need to be successful. (Newmann & Wehlage, 1995:31)

Newmann and Wehlage report that schools with high 'professional community' have significantly higher achievement scores in mathematics, science, and social studies.

A second example is provided by Bryk et al (1998) in their longitudinal study of the impact of the Chicago school reform over the past decade. They found that schools that made a difference worked differently as professional communities of teachers discussed and acted on new ideas:

> In schools making systemic changes, structures are established which create opportunities for such interactions to occur. As teachers develop a broader say in school decision making, they may also begin to experiment with new roles, including working collaboratively. This restructuring of teachers' work signifies a broadening professional community where teachers feel more comfortable exchanging ideas, and where a collective sense of

> responsibility for student development is likely to emerge. These characteristics of systemic restructuring contrast with conventional school practice where teachers work more autonomously, and there may be little meaningful professional exchange among co-workers. (p. 128)

What's new about these findings is that they unlock the black box of collaboration. We nbw see for the first time some of the inner workings of collaborative schools. They reveal, for example, a new role for teachers working on assessment of student work. In *What's Worth Fighting For Out There,* Hargreaves and I concluded that teachers must "become more assessment literate." (Hargreaves & Fullan, 1998). The "inside story of reform" makes this role clear. By assessment literacy internal to the school we mean two things: (1) the ability of teachers, individually and together, to interpret achievement data on student performance, and equally important, (2) the ability to develop action plans to alter instruction and other factors in order to affect student learning positively.

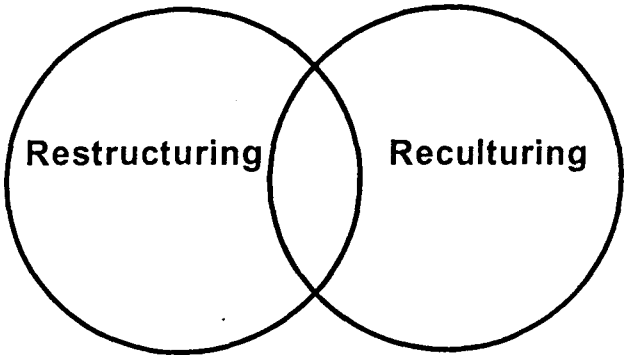
Put another way, even if there was no external accountability, teachers and principals would need to become assessment literate in order to be successful. In collaborative schools, pedagogy and assessment feed on each other, through the interaction of teachers to produce better results.

The clarity of this finding is significant, but there is one fundamental remaining problem. The researchers who report these results found collaborative (or non-collaborative) schools as they were, i.e., once they were "up and running." We know nothing about how these particular schools got that way, let alone how we would go about producing more of them. The particular pathways to collaboration in new situations remain obscure.

Indeed, Hargreaves and I (1998) argue that even if you knew how particular schools became collaborative, it could never tell you precisely how you should go about it in your own case. There is no magic bullet; research can give us promising lines of thinking but never a complete answer. Each group to a certain extent must build its own model, and develop local ownership through its own process.

As local groups draw on the inside story, there is an additional *distinction* that can be quite helpful, namely the difference between'restructuring' and 'reculturing' (Figure 2).

Figure 2: Restructuring and Reculturing




Restructuring as the term suggests is just that - changes in the structure, roles and related formal elements of the organization. The requirement that each school should have a site-based team, or local school council are good examples. If we know anything about restructuring it is that (a) it is relatively easier to do, i.e., restructuring can be legislated, and (b) it makes no difference by itself to improvement in teaching and learning. What does make a --difference is reculturing - defined as the process of developing professional learning communities in the school. i.e., going from a situation of limited

attention, to assessment and pedagogy, to one where teachers and others routinely focus on these matters and make associated improvements. Structure can block or facilitate professional community, but it is really reculturing that must become the key driver. When this happens, deeper changes in both culture and structure are accomplished.

The first story, in short, is that there is no substitute for internal school development. We have an increasingly clear idea about what is needed, but not how to do it on a wide scale. The other two stories help in this regard.

## The Inside-Out Story

While the first story says that schools would be well advised to turn their focus on reculturing, the second story says that they cannot do it alone. Hargreaves and I (1998) made the case that the external-to-the-school context has changed dramatically over the past five years. The walls of the school have become more permeable and more transparent. Teachers and principals now operate under a microscope in a way that they have never had to do before. This new environment is complex, turbulent, contradictory, relentless, uncertain and unpredictable, yet is increases the demands for better performance and accountability of its schools. In light of this new reality, teachers and principals must reframe their roles and orientations to the outside.

In other words, the 'out there' is now 'in here'. Previous outside forces are now in teachers' faces every day. The first lesson of the inside-out story is counter-intuitive. Most outside forces threaten schools, but they are also necessary for success. In order to turn disturbing forces to one's advantage, it

is necessary to develop the counter-intuitive mind-set of `moving toward the danger' (Hargreaves & Fullan, 1998).

Leonard (1995) draws a similar conclusion in her study of successful business organizations involved in technology. These companies combine internal problem-solving with constant pursuit of external connections. In particular, says Leonard, these firms (1) create porous boundaries, (2) scan broadly, (3) provide for continuous interaction with the environment, (4) nurture technological gatekeepers, (5) nurture boundary spanness, and (6) fight the not-invented-here syndrome. (pp. 155-156)

In *What's Worth Fighting For Out There,* we said that schools must link to at least the following five powerful external forces:

1. Parents and community
2. Technology
3. Corporate connections
4. Government policy
5. The wider teaching profession

When there is a rapport among parents/community, teachers/school and the student - learning occurs. The problem is what to do when such rapport does not exist. In Patrick Dolan's (1995) words, you have to involve parents in as many activities as possible and "work through the discomfort of each other's presence." Effective schools use their internal collaborative strength to seek out relationships with the community. They see parents as part of the solution more than part of the problem. They pursue programs and activities that are based on two-way capacity building in order to mobilize the resources

of both the community and the school in the service of learning (Epstein, 1995).

Bryk et al (1998) in the Chicago study provide further confirmation of these findings:

> Schools pursuing a systemic agenda have a "client orientation." They maintain a sustained focus on strengthening the involvement of parents with the school and their children's schooling. They also actively seek to strengthen the ties with the local community and especially those resources that bear on the caring of children. As these personal interactions expand and become institutionalized in the life of the school, the quality of the relationships between local professionals and their community changes. Greater trust and mutual engagement begins to characterize these encounters. In contrast, schools with unfocused initiatives may set more distinct boundaries between themselves and their neighborhoods. Extant problems in these relationships may not be directly addressed. The broader community resources that could assist improvement efforts in the schools are not tapped. These schools remain more isolated from their students' parents and their communities. (pp. 127-128)

The second external factor is technology. It is, of course, ubiquitous. The issue is how to contend with it. Our conclusion in *What's Worth Fighting For Out There* was that the more powerful that technology becomes, the more indispensable good teachers are. Technology generates a glut of information, but is not particularly pedagogically wise. This is especially true of new breakthroughs in cognitive science about how learners must construct their own meaning for deep understanding to occur. This means that teachers must become the pedagogical design experts, using the power of technology - something that they are not yet prepared to do, but is part of the getting out there story.

Third, corporate partnerships are on the rise, and if schools are to hold their own in this new arena, they must know what they are doing. Getting out there means developing the criteria and confidence to form productive alliances. Collaborative schools are less vulnerable, more confident and more open to outside relationships.

Fourth, government policy has also become increasingly demanding. Accountability and assessment policy is a good case in point. Assessment literacy, which I referred to earlier, has an inside-out dimension. To put it directly, teachers must become experts about external standards. On the political side, they must move towards the danger by entering the fray, and by participating in the debate about the uses and misuses of achievement results. They must also take advantage of external standards to help inform what they are doing. It turns out that collaborative schools are active and critical consumers of external standards. They use standards to clarify, integrate and raise their expectations, and they want to know how well they are doing so that they can celebrate and/or work at getting better. Newmann and Wehlage (1995) also argue that external standard setting by professional organizations and states is an essential component of reform. From the inside-out perspective schools that do well seek and make use of standards as part and parcel of their school improvement plans. In a word they become assessment literate as they relate their performance to external standards. As Newmann and Wehlage (1995:41) put it, "without clear, high standards for learning, school restructuring is like a rudderless ship."

The final set of key external forces concerns the current preoccupation with developing the teaching force. School improvement will never occur on a wide scale until the majority of teachers become contributors to and beneficiaries of the professional learning community. Again, effective schools see themselves as part and parcel of this wider movement. They, of course, create conditions for continuous learning for their own members. But they do more than this. They engage in partnerships with local universities and/or become members of other reform networks. They see themselves as much in the business of teacher education as in the business of school improvement. They have explicit criteria for hiring, they pay attention to induction, they support learning opportunities for their members, they look for reform oriented union leadership, they provide a laboratory for student teachers, and so on. In short, they take advantage of new developments in the teaching profession, but they also give as much as they get through active participation in helping to reshape the profession as a whole.

To summarize the critical importance of the inside-outside story, schools *need* the outside to get the job done. These external forces, however, do not come in helpful packages; they are an amalgam of complex and uncoordinated phenomena. The work of the school is to figure out how to makeahis relationship productive.

What does the outside look like to schools? Essentially, it is a sea of overloaded, inconsistent, relentless demands. Policies are replaced or overtaken by new ones before they have had a chance to be implemented. One policy works at cross-purposes to another one. Above all, the set of demands are disjointed. Fragmentation, overload, incoherence appear to be

the natural order. The time line for implementation is always shorter than the timeline for the next election.

One key to understanding the inside-out story is the realization that collaborative schools do not take on the most number of innovations; they do not engage in the sheer, highest number of staff development days. Bryk et al (1998) call these the 'Christmas tree schools' as they indiscriminantly take on every innovation that comes along. By contrast, effective schools are highly *selective,* with respect to external innovations. They select and integrate innovations; they constantly work on connectedness; they carefully choose staff development, usually in groups of two or more, and they work on applying what they learn.

In other words, the ultimate effect of schools that get their act together inside, and that participate outside, is that they'attack incoherence' (Bryk, et al, 1998). They deal with the outside, partly to take on negative forces, partly to ferret out resources (some of which are previous negative forces converted to support), and partly to learn from the outside. In a nutshell, the inside-out story is one of mobilization of resources and coherence-making.

## The Outside-In Story

If you are on the outside and the first two stories are not happening the way they are supposed to, what do you do? Here is where the story gets complex. We know a great deal about individual school success; we know far less about school system success - how large numbers of schools in the same system can accomplish improvement. As we try for and pay attention to large scale

reform, as has been the case over the past few years, we are beginning to get greater clarity about the elements of this third story.

An excellent example at the district level is Elmore and Burney's (1998) study of the development of District #2 (with 48 schools) in New York City. Newmann and Wehlage (1995) examined effective schools. Far less is known about effective school districts. Elmore and Burney report that District #2 is achieving results across a number of schools, and identify five action principles that guide the system-level administrators:

Principle 1: Principals are the key actors in instructional improvement.

Principle 2: Each school presents a unique bundle of attributes into a unique set of instructional improvement problems: "Systemic improvement required a high level of knowledge about the particularities of schools, but [district administrators] viewed this knowledge as critical intelligence about how to develop the competency of principals to deal with their setting and how to adapt district-level resources to the unique bundle of attributes and problems in the school. (p. 17)

Principle 3: Sustained instructional improvement is a process of bilateral negotiation between system=level administrators and principals: "In all cases, there is no question that both system administrators and principals expect to negotiate, and the process of negotiation is the main vehicle by which they arrive at a common understanding of what will happen around instructional improvement in the school ... In essence ... bilateral negotiation is an arena for learning. (p. 18)

Principle 4; Common **work** among principals and teachers across schools is a source of powerful norms about system-wide instructional improvement: "Professional development ... takes the form of activities designed to break down the isolation of principals and teachers. (p. 18)

Principal 5: Instructional improvement is primarily about the depth and quality of student work: "As the strategy has matured ... district administrators, and consequently professional developers and principals, have focused increasingly on what they call high quality student work [they seek] evidence of the increasing sophistication and complexity of student work." (p.19)

District #2 administrators work differentially with schools depending on the level of development of each school while forging common norms and common standards. Clearly this is an example of district reculturing.

Of course, the district is only one level of the outside infrastructure. It is beyond the scope of this article to conduct an analysis of the different levels of the outside structure. (I do this in *Change Forces: The Sequel,* Fullan, 1999), including addressing the question of the complexities of transferability of innovations.) I can, however, map out the main conceptual components of the outside system. Basically, the question is what kind of external reform infrastructure is most likely to produce scores of inside and inside-out stories of the kinds described above.

~4lthough Bryk, et al (1998) identify four main elements of the external structure, as applied to large district, they can be extrapolated for the whole

system. The four components identified by Bryk, et al (1998) are: policies focusing on decentralization, local capacity building, rigorous external accountability, and stimulation of innovation.

The first step is to realize that the goal is to help/get schools,to function as described in stories one or two. Clearly you can't make schools operate this way, but you can conclude that there is no chance whatsoever of large scale reform without movement in these directions. Thus, the first element is to maintain and develop *decentralization policies.* This would involve retaining or strengthening site-based emphasis and local district responsibilities (but remember reculturing) and reversing policies that stand in the way of reform. Healey and De Stefano (1997) call this "clearing policy space" and "filling policy space" with new policies more appropriate to local development.

~tihile the first element says trust decentralization, the other three, in effect, say "but not completely." We have known for some time that decentralization per se does not produce large scale change (or much small change for that matter). The trick is not to abandon it but strengthen it. The second aspect, *local capacity building,* does just that. Here the investment is in policies, training, professional development, ongoing support, etc. in order to develop the capacity of schools, communities an districts to operate a la stories one and two. These activities range from training for school teams, local school councils, redesign of initial teacher education, and the panoply of new activities that will be needed to prepare teachers, principals, parents, and so on to function as professional learning communities inside and outside the school.

Third, *a rigorous external accountability system* must be built into the infrastructure. We have already seen that schools do best when they pay close attention to standards and performance. The external accountability system generates data and procedures that make this more likely and more thorough. However, such a system must be primarily (not exclusively, as we will see in a moment) based on a philosophy of capacity building, i.e., a philosophy of using 'assessment for learning' and otherwise enabling educators to become more assessment literate. No external formal accountability system can have an impact in the long run unless it has a capacity building philosophy. While this is the foremost primary goal, the external accountability system must also have the responsibility to intervene in persistently failing situations. Balancing accountability support and accountability intervention is obviously a tough call, but this is precisely how sophisticated the external infrastructure must become.

Fourth, ideas are important; scientific breakthroughs about learning are on the rise; innovations are being attempted around the world. Therefore, the *stimulation of innovation* must be a strong feature of the infrastructure. Investments must be made in research, development, innovative networks, etc., so that the marketplace of educational ideas is constantly being stimulated. The external system must help schools and school districts access ideas, and through capacity building, support the development of accountable professional communities.

## The Three Stories in Concert

The inside/out reciprocity that I have described provides a much more powerful and specific metaphor than the more general classification that top-down/bottom up combinations are required. The three stories framework is indeed compelling. Sustained change is not possible in the absence of a strong connection across the three stories. Internal school development is a core requirement. But 'this cannot occur unless the school is proactively connecting to the outside. Schools that do develop internally, and do link to the outside, are still not self-sufficient. It is possible for these schools to develop for a while on their own, but in order for this development to be sustained, they must be challenged and nurtured by an external infrastructure.

What hap-pens as the three stories coalesce is that there is a fusion of three powerful forces - the spiritual, the political and the intellectual (Fullan, 1999). The spiritual dimension has to do with the purpose and meaning of reform. The moral purpose of reform is to make a difference in the lives of students. I have argued elsewhere that concern for finding spiritual meaning in reform is on the ascendancy (Fullan 1999). The purposeful interactions that occur within and across the learning communities serve to mobilize moral commitments and energies. Second, mobilization is power so that the political capacity to overcome obstacles and to persist despite setbacks is also enhanced. Third, good ideas in the marketplace, hitherto not noticed or not implemented become more accessible as schools and school systems increase their capacity to find out about, select, integrate and use new ideas effectively.

The main enemies of large scale reform are overload and extreme fragmentation. The three stories are essentially coherence-making capacities

in an otherwise disjointed system. All those involved in reform from the schoolhouse to the statehouse can take advantage of the growing knowledge base embedded in the framework by working'~to establish more and more examples of what the three stories look like in practice. The prospects for reform on a large scale have never been better or more needed, but it will take the fusion of spiritual, political and intellectual energies to make it happen.

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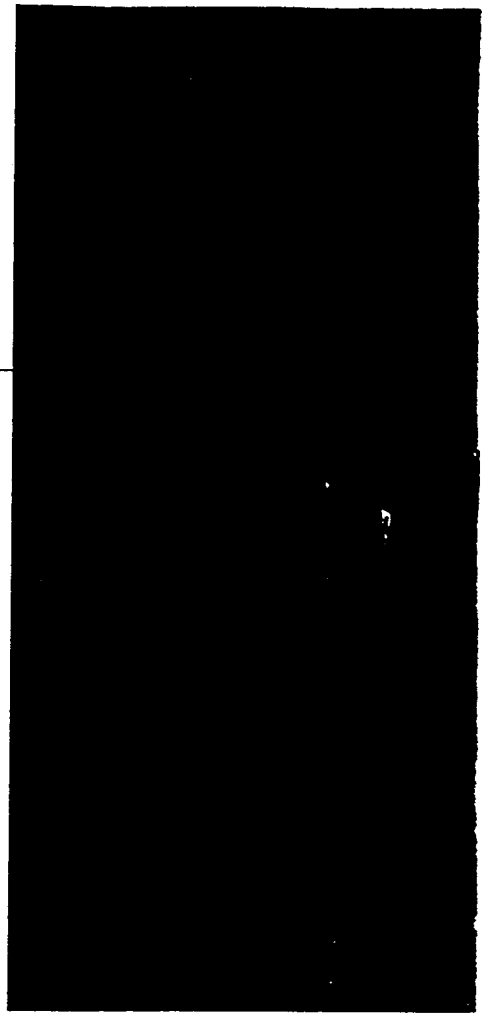
# Why Teachers Must Become Change Agents

**Michael G. Fullan**



**Teacher education programs must help teaching candidates to link the moral purpose that influences them with the tools that will prepare them to engage in productive change.**

Teaching at its core is a moral profession. Scratch a good teacher and you will find a moral purpose. At the Faculty of Education, University of Toronto, we recently examined why people enter the teaching profession (Stiegelbauer 1992). In a random sample of 20 percent of 1,100 student teachers, the most frequently mentioned theme was "to make a difference in the lives of students." Of course, such statements cannot be taken at face value because people have a variety of motives for becoming teachers. Nonetheless, there is a strong kernel of truth to this conclusion.

What happens in teacher preparation, the early years of teaching, and throughout the career, however, is another story. Those with a clear sense of moral purpose often become disheartened, and those with a limited sense of purpose are never called upon to demonstrate their commitment. In an extensive study of teacher burnout, Farber (1991) identifies the devastating effects of the growing "sense of inconsequentiality" that often accompanies the teacher's career. Many teachers, says Farber, begin their careers "with a sense that their work is socially meaningful and will yield great personal satisfactions." This sense dissipater, however, as "the inevitable difficulties of teaching . . .interact with personal issues and vulnerabilities, as well as social pressure and values, to engender a sense of frustration and force a reassessment of the possibilities of the job and the investment one wants to make in it" (1991, p. 36).

## A Natural Alilance

Certainly calls for reestablishing the moral foundation of teaching are warranted, but increased commitment at the one-to-one and classroom levels alone is a recipe for moral martyrdom. To have any chance of making teaching a noble and effective profession-and this is my theme here-teachers must combine the mantle of moral purpose with the skills of change agentry.

Moral purpose and change agentry, at first glance, appear to be strange bedfellows. On closer examination they are natural allies (Fullan 1993). Stated more directly, moral purpose-or making a difference---concerns bringing about improvements. It is, in other words, a *change theme.* In addition to the need to make moral purpose more explicit, educators need the tools to engage in change productively. Moral purpose keeps teachers close to the needs of children and youth; change agentry causes them to develop better strategies for accomplishing their moral goals.

Those skilled in change appreciate its volatile character, and they explicitly seek ideas for coping with and influencing change toward some desired ends. I see four core capacities for building greater change capacity: personal vision-building, inquiry, mastery, and collaboration (sae Senge 1990 and Fullan 1993). Each of these has its institutional counterpart: shared vision-building; organizational structures, norms, and practices of inquiry: the development of increased repertoires of skills and know-how among organizational members; and collaborative work cultures.

But we are facing a huge dilemma. On the one hand, schools are expected to engage in continuous renewal, and change expectations are constantly swirling around them. On the other hand, the way teachers are trained, the way schools are organized, the way the educational hierarchy operates, and the wav political decision makers treat educators results in a system tha: is more likely to retain the status quo. One way out of this quandary is to make explicit the goals and skills of change agentry. To break the impasse. we need a new conception of teacher professionalism that integr~ue.s moral purpose and change agentry, one that works simultaneuusly on individual and institutional development. One cannot wait for the other.

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Especially in moral occupations like teaching, the more one takes the risk to express personal purpose, the more kindred spirits one will find.

### Personal Vision-Building

Working on per;on::l visions means examining and r -rva.^.'l ning why we came into teachinz. .-~~~in~ "What difference am I tryi;;~~ to make personal'y"' i s u good pl;:_e tm srtrt.

F,u rnu~r of u~. trw r_w,t;ons are th~rc. but pvs;i'~};. '~~ri_d. Fvr the b~~rinnin~~ teu~h:_r. tr: cwv be und~r-~im,•:I,)p~d. It i~'fim_ m make them ir)nt .md cent: r Ei! :_l: a:nphasize; that Wreuting u :i~u;n fr~rca~ us to take ;t stand tirr a p~cf~ rrad future~ t I r);37, p. I(12J. "I o artimlate our vi;iun of the future "is to come out of th~~:loset with c,~:r doubts about the vr~anization ar, : tha '.v ay it vpcrates" ( p. l y`~

Personal viaian c, m:w, fru;n within. It gives rncunin~ t~~ :, vrk, and it exists inWpcndcntly o; tY:: organization or gnnrp we hal)pcn t~: by m. ()ncc it get:; gain;„ it i s noU ,u, r>ri ,:: v: ru, it sounds_ I?,pc;, lally in r nur.v! ~» » :l mtn)n~, like W,rc.Irin1;. tf m or:o: ·,;~ : t a.a-, tltc rill: tO CXI)relti pCi',mri:ii ralU;~riC, If1C rnU!~C kindred sl)irit, '„:v ~,il'~f ; u. f':rr:~h>xitally, personal purpose is the route to organizational change. When it is diminished, we see in its place groupthink and a continual stream of fragmented, surface changes acquired un: ritically and easily discarded.

### Inquiry

:~Il leer capacities of change are intimately interrelated and mutually rcinfurcin~. The second one-inyuiry-indicates that formation and an~rctment of personal purpose are not atutic matters but, rather, a peronnial guest. Pascale (1990) captures this precisely: ""the essential activity for heaping our paradigm current is panistent questioning. I will use the term fine/ui~y. Inquiry is the engine Of vitality and self-renewal" (p. 14, crol)Ir;r;is in original).

In~luiry is necessary for loaning and ref awning perwnal purtx)se. While the I;nt~~r tames from within, it must be t1n:lcd t)y infixonatinn and ideas in the .m~imnrnent. Incluir y mean; internal-·i:o.• mwn;. h.rhit~, and tachnic.luus tar continuous learning. For the beginner, learning is critical because of its formative timing. Lifelong learning is essential because in complex, ever-changing societies mental maps "cease to fit the territory" (Pascale 1990, p. 13). Teachers as change agents are career-long learners, without which they would .u : be able to stimulate students to be continuous learners.

### Mastery

Mastery is a third crucial ingredient. People ***behave*** their way into new visions and ideas, not just think their way into them. Mastery is obviously necessary for effectiveness, but it is also a means for achieving deeper understanding. New mind-sets arise from mastery as much as the reverse.

It has long been known that expertise is central to successful change, so it is surprising how little attention we pay to it beyond one-shot workshops and disconnected training. Mastery involves strong initial teacher educatirm and career-long stall develop-

meat, but when we place it in the perspective of comprehensive change, it is much more than this. Beyond exposure to new ideas, we have to know where they tit, and we have to become skilled in them, not just like them.

To be effective at change, mastery is essential both in relation to specific innovations and as a personal habit.

## Coliabo~atlon

There is a ceiling effect to how much we can learn if we keep to ourselves (Fullan and Hargreaves 1991). The ability to collaborate on both a small- and large-scale is becoming one of the core requisites of postmodern society. Personal strength, as long as it is open-minded (that is, inquiry-oriented), goes hand-in-hand with effective collaboration-in fact, without personal strength collaboration will be more form than content. Personal and group mastery thrive on each other in learning organizations.

In sum, the moral purpose of teaching must be reconceptualized as a change theme. Moral purpose without change agentry is martyrdom; change agentry without moral purpose is change for the sake of change. In combination, not only are they effective in getting things done, but they are good at getting the right things done. The implications for teacher education and for redesigning schools are profound.

### Society's Missed Opportunity

Despite the rhetoric about teacher education today, then° does not seem to be a real belief that ipvesting in teacher education v: ill wield results. wth all the problems demanding immediate solution, it is easy to overlook a preventive strate?y that would take several years to ha~:e an impact.

Currently, teacher education-from initial preparation throughout the career-is not geared toward continuous learning. Teacher education has the honoF of being the v;orst problem and the best solution in education. The absence of a strong publicly stated knowledge base allo~~:s the misconception to continue that any smart person can teach. After visiting 14 colle~°_a of education across the U.S., Kramer (1992) concludes:

> Everything [a person] needs to know about how to teach could be learned by ctel!igent people in a single summer of ~~.~_II-planned instruction (p. 24).

In a twisted way, there is some truth to this observation. It is true in the sense that many people did and still do take such minimal instmction and manage to have a career in teaching. 1t is true also that some people with a strong summer program would end up knowing as much or more as others who take a weak yearlong program. In her journey. Kramer found plenty of examples of moral purpose-wring people. committed to social equality. ~~r'hat she found wanting was an emphasis on knowledge and understanding. Ca:in~ and competence are of course not mutually exclusive (indeed t:us is the point), but they can seem that way when the knowledge base is so poorly formulated.

Teacher education institutions themselves must cake responsibility for their current reputation as laggards rather than leaders of educational reform. I will not take up the critical

# Who's Teaching America's Teachers?

Robert Ciscell

**Education professors who haven't taught in a K-12 classroom in 20 years undermine preservice students' attitudes about teaching.**

How **much** will a professor wtio taught for a few~years iit the **face;** 'SOs know aboutahe realities o elementary and secondary ctasst~ootnsy the **'90s4'4s~"`i~'~::** Not much, you might answer, buC one of the best kepf~secrets u~,e~uca~ lion is the factthat the tygie~t educa-~ aon professor has fewer thanfivev~ ~years,of expenencem the real vKorlf of K-12 education: For most t3iat ezperience occtirred more han~two decades ago: Even~moi~ frightening is the revelation that 30 percent of **those** who made,tip the education professoriat in the 1980s had no previous field' experience (Duchaime and~Agne 1983)

Would a~ medical school pennit someone who hadn't worked in a medical facility for three decades to° teach? Certainly not. Students in busi= ness or law wouldn't tolerate it either, yet generations of prospective teachers have been carried along in the deception.

It is a generally accepted premise in our society that anyone can teach, even without professional tiaining. One recent study showed that as many as one-third of education majors believed they could begin teaching immediately without any cotusework or experience in education (Book et al. 1985): Suchassiunptions have been; bolstered bystate legislatures **scram-** 'tiling to,certifyemeigency;teachers~~' simply **becaase** they;possess'aydegree; in a related field

Most children spend 180 days each year in the company~of teachers-- more than 14,000 houis between kindergarten and high school graduation. A few eventually choose a careen in teaching, and as undergraduate education majors theylook back upon their K-12 years as the true internship for prospective teachers. Tn fact, research suggests thatmost of them consider their public school years to be more important **than** preservice coursework as a source of knowledge about the professional realities of a career in teaching.

Students consistently indicate that education professors offer limited information about teachers' professional problems. A survey of nearly 500 Michigan State University students enrolled in an introduction to education course suggested that education courses offered limited knowledge about the day-to-day life of a reader (Book, Freeman 1983). Students looked forward to full time teaching and predicted that educational foundations courses would contribute even less to their professional preparation than their own experiences as K-12 students.

In another study (Ciscell 1989), 227 junior-level education majors in three universities were asked to rank several possible sources of information about the realities of teaching. Respondents rated "student teaching/field experiences" as their most important source of preservice knowledge about the teaching profession. More importantly, these education majors ranked "first-hand observations of former K-12 teachers" as more important than preservice "methods courses." When asked if they felt ready to teach, nearly 70 percent of these junior level respondents indicated that they were ready to start full-time teaching careers immediately.

## Would a medical school permit someone who worked in a medical facility for three decades to teach? Certainly not.

The education reform movement has managed to focus some attention on the process of teacher preparation but few concerns have been expressed about teacher educators themselves. Perhaps it's time to look more closely at who has been teaching America's teachers.

Clearly, restructuring teacher preparation to include a "cutting edge" professorial at and move away from an emphasis on scholarly productivity would be a formidable task. Yet the character of teacher education may be altered in this decade not by legislative mandates or creative preservice requirements but by the massive faculty retirements due before the end of the century. Intelligent recruitment of candidates with broad experience in contemporary elementary and secondary schools could be a logical response to the education reform movement and the basis for rebuilding trust among preservice teachers. ■

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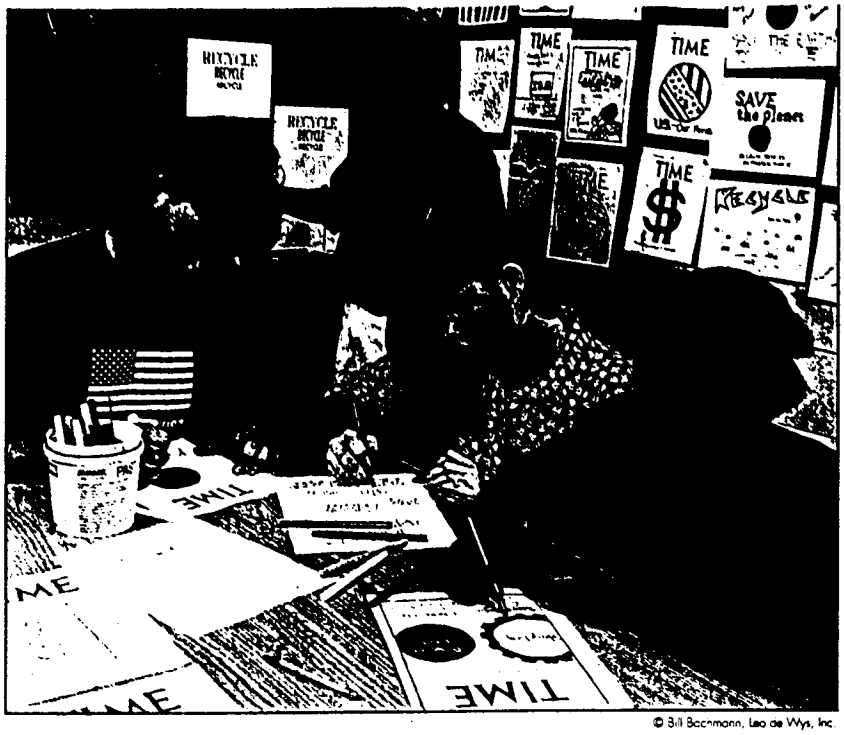
area of recruitment and selection in the profession (for the best discussion, see Schlechty 1990, chapter 1). In many ways an "if you build it, they will come" strategy is called for. It is self-defeating to seek candidates who turn out to be better than the programs they enter. What is needed is a combination of selection criteria that focus on academics as well as experience (related, for example, to moral purpose), sponsorship for underrepresented groups, and a damn good program.

Teacher educators like other would-be change agents must take some initiative themselves. Examples are now happening on several fronts. At the University of Toronto, we embarked on a major reform effort in 1988. With a faculty of some 90 staff and 1,100 full-time students in a one-year post-baccalaureate teacher certification program, we piloted a number of field-based options in partnerships with school systems (see University of Toronto, *Making a Difference* Video, 1992a). In 1991 I prepared a paper for our strategic planning committee, taking as a starting point the following premise: *Faculties of Education should not advocate changes for teachers or schools that they are not capable of practicing themselves.*

Using a hypothetical "best faculty of education in the country" metaphor, I suggested that such a faculty would:

1. commit itself to producing teachers who are agents of educational and social improvement,
2. commit itself to continuous improvement through program innovation and evaluation,
3. value and practice exemplary teaching,
4. engage in constant inquiry,
5. model and develop lifelong learning among staff and students,



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6. model and develop collaboration among staff and students,

7. be respected and engaged as a vital part of the university as a whole,

8. form partnerships with schools and other agencies,

9. be visible and valued internationally in a wav that contributes locally and globally,

10. work collaboratively to build regional, national, and international networks (Fullan 1991).

To illustrate, consider items 3 and 6. It would seem self-evident that faculties of education would stand for exemplary teaching among their own staff. Faculties of education have some excellent (and poor) teachers, but I would venture to say that hardly any have effective *institutional* mechanisms for improving their own teaching. Regarding item 6, many faculties of education advocate collaborative work cultures for schools, and some panicipate in professional development schools. This leads to two embarrassing questions. First, to what extent are teacher preparation programs designed so that student teachers deliberately develop and practice the habits and skills of collaborati~t? Even more embarrassing, to what extent do university professors (arts and science, as well as education) value and practice collaboration in their own teaching and scholarship?

**Key Images for Teacher Preparation**

With such guiding principles, and some experience with them through our pilot projects, we at the University of Toronto have recently begun redesigning the entire teacher preparation program. Our Restructuring Committee has proposed that:

> Every teacher should be knowledgeable about, committed to, and skilled in:
>
> 1. working with all students in an equitable, effective, and caring manner by respecting diversity in relation to ethnicity, race, gender, and special needs of each learner;
>
> 2. being active learners who continuously seek, assess, apply, and communicate knowledge as reflective practitioners throughout their careen;
>
> 3. developing and applying knowledge of curriculum, instruction, principles of learning, and evaluation needed to implement and monitor effective and evolving programs for all learners;
>
> 4. initiating, valuing, and practicing collaboration and partnerships with students, colleagues, parents, community, government, and social and business agencies;
>
> 5. appreciating and practicing the principles, ethics, and legal responsibilities of teaching as a profession;
>
> 6. developing a personal philosophy of teaching which is informed by and contributes to the organizational, community, societal, and global contexts of education (University of Toronto, B.Ed. Restructuring Committee, 1992b).

We are now developing the actual program, curriculum, and teaching designs. Everything we know about the complexities of change applies in spades to the reform of higher education institutions. nonetheless, after four years, we have made good progress and look forward to the next four years as the ones when more comprehensive and systematic reform will be put into place (see also Goodlad 1991, Howey 1992, and the third report of the Holmes Group, forthcoming).

To summarize: Faculties of education must redesign their programs to focus directly on developing the beginner's knowledge base for effective teaching *and* the knowledge base for changing the conditions that affect teaching. Samson puts it this way: "Is it asking too much of preparatory programs to prepare their students for a `real world' which they must understand *and seek to change* if as persons and professionals.they are to grow, not only to survive" (in press, p. 252, my emphasis). Goodlad (1991) asks a similar question: "Are a large percentage of these educators thoroughly grounded in the knowledge and skills required to bring about meaningful change?" (p. 4). The new standard for the future is that every teacher must strive to become effective at managing change.

**Redesigning Schools**

One of the main reasons that restructuring has failed so far is that there is no underlying conception that grounds what would happen within new structures. Restructuring has caused changes in participation, in governance, and in other formal aspects of the organization, but in the majority of cases, it has not affected the teaching-learning core and professional culture (Berends 1992, Fullan 1993). To *restructure is not to reculture.*

The professional teacher, to be effective, must become a career-long learner of more sophisticated pedagogies and technologies and be able to form and reform productive collaborations with colleagues, parents, community agencies, businesses, and

others. The teacher of the future, in other words, must be equally at home in the classroom and in working with others to bring about continuous improvements.

I do not have the space to elaborate-indeed many of **the details have not been worked out.** The General directions, however, are clear. In terms of pedagogy, the works of Gardner (1991) and Sizer (199?}-in developing approaches to teaching for understanding---exemplify the kinds of knowledge and skills that teachers must develop and enlarge upon throughout their career.

Beyond better pedagogy, the teacher of the future must actively improve the conditions for learning in his or her immediate environments. Put one way, **teachers will never improve learning in the classroom (or whatever the direct learning environment) unless they also help improve conditions that surround the classroom.** Andy Hargreaves and I developed 12 guidelines for action consistent with this new conception of "interactive professionalism":

1. locate, listen to. and acticulate your inner voice;
2. practice reflection in action, on action, and about action;
3. develop a risk-taking mentality;
4. trust processes as well as people;
5. appreciate the total person in working life;
6. commit to *u* ~rking with colleagues;
7. seek variety and avoid balkanization;
8. redefine your role to extend beyond the classroom:
9. balance work and life;
10. push and support principals and other administrators to develop interactive professionalism;
11. commit to continuous improvement and perpetuxllexrning;
12. monitor and strengthen the connection between your development and students' development (Fullan and Flargrcaves 1991

We also devclolx~l eight guidelines for principals that t~u:us their energies on reculturing the sch~x~l toward

The teacher of the future must be equally at home in the classroom and in working with others to bring about continuous improvements.

greater interactive professionalism to make a difference in the educational lives of students. However, as important as principals can be. they are a diversion (and perhaps a liability) as far as new conceptions of the professional teacher are concerned. In a real **sense, what gives the contemporary principalship inflated importance is the absence of leadership opportunities on the part of teachers (Fullan** 1993).

## A New Professionalism

Teacher professionalism is at a threshold. Moral purpose and change agentry are implicit in what good teaching and effective change are about, but as yet they are society's (and teaching's) great untapped resources for radical and continuous improvement. We need to go public with a new rationale for why teaching and teacher development are fundamental to the future of society.

Above all, we need action that links initial teacher preparation and continuous teacher development based on moral purpose and change agentry with the corresponding restructuring of universities and schools and their relationships. Systems don't change by themselves. Rather, the actions of individuals and small groups working on new conceptions intersect to produce breakthroughs (Fullan 1993). New conceptions, once mobilized, become new paradigm;. The new paradigm for teacher professionalism synthesizes the faces of moral purpose and change agmtry.

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**Overload and vulnerability make it difficult for reform-minded principals to think outside the box. But a new mindset and four guidelines for action can help them truly lead.**

## *Leadership for the 21st Ce»tury*

# Breaking the Bonds of Dependency

**Michael** Fullan

> ~C'anted: A miracle Rocker who can du more eyith less, pacify rival group•. endure chronic second-guessing. tolerate low levels of support, process large volumes of paper and work double shifts (?~ nights a year out). He or she will have carte blanche to innovate, but cannot spend much money, replace any personnel. or upset any constituency.'

The job of the principal or am' educational leader has become increasing) complex and constrained. Principals find themselves locked in with less and less room to maneuver. They have become more and nwre dependent on contest. At the vew time that proactive leadership is essential. principals are in the (cast favorable position tr prco, ide it. They need a neR• mindset and guidelines for action to break through the bonds of dependency that have entrapped those who want to make a c!iffrrence in their school•.

### The Context for Dependency

Dependency is created by ᴜᴠᴈ interrelutrd cor,diti~>ns overload and corrrspondirS vulnerability to packaged solutions. First, the system fosters dependency on the pa.^. of principals. The role of principa!~ in implementing innuvaturn; more often than not consists of hero); rm the receiving end of externally initiated changes. The constant bombardment of new tasks and the ceuUinual interruptions keep principals off balance. **lvcx** only-arc the demand; fragmented and incrltercnt, but even gcx>d ideas have :t slmrt ,Ilclf life a> initiatire~ arc dropped in favor of tl;r latest new policy. ()vrrluac! in the form of a harragr of di,jointed demands fosters dependency.

"fftese demands Ita'.r recently taken on an even nxrrc intrusivc quality as schcx~l wundaric.s become rnc,r~ ltcrmcaltlr and transparent. In the third book in our trilogy, lY7~crt;i It'ortb Fighting For Out T7~ere. .Wdy Hargreaves and [ document how yew different the school environment is today compared to even five years ago (1998; see also Fullan 199- and Fullan and Hargreaves 1996). The walls of the school have come tumbling dun'n, metaphorically speaking. "Out there' is noR 'in here" as government policy, parent and communiy demands, corporate interests. and ubiquitous technology have all stormed the Ruffs of the school. The relentless pressures of today's complex environments have intensitled overload.

The situation just described makes principals and other leaders especially vulnerable to the latest recipe for success- the second aspect of dependency. Providers of management theories and strategies are only' too happy to oblige the demand for instant solutions- Management techniques. **liter** ₅c) many fads, have a terrible track record. Part of the problem firs in the nature of the advice .~s VicklethR ait and \Y'ooldridge (1996) say about the "guru business": wit is constitutionally incapable of self-criticism; its terminology usually confuses rather than educares: it rare( rues above basic common sense; and it is faddish anti bedeviled by contradictions" (p. 12).

Where does that leave the modern boss? :tsk \licklethwait :tnd \Y%ooldridbr:

> The simple anwer is. overworked. Efe [ or sheJ faces a far nu>re complex challenge than his [or herJ preckcessors: today's boas is expected to give power away while keeping sonic form of control. and tm talt the crr:uive talents of . . . employers while creatin;; a comnum culture within the ccxnpany (p [~~

"The most serious proh(cm, however, is not that the advice is wrcmg, but that there is no am•.vcr out there. Vtintzlterg ( lc>9 i), wlm wrote the definitive critique, 7fx' ₇₁₁.₁₀. ant! lir!l

*of Strategic Plattnittg,* observes only half-facetiously, "Never adopt a [management] technique by its usual name" (P. 27). FaiSOn (1997), the author of *~Yfanagement of the Absurd,* advises, "Once you find a management technique that works, give it up" (p. 35). These authors drew these odd conclusions because they wanted to stress that there is no external answer that will substitute for the complex work of changing one's own situation.

Contrary to what management books would have us believe, organizations did not become effective by directly following their advice. Evens (1996) notes:

> It is one thing to say- in most successful organizations members share a clear, common vision, which is true, but quite another to suggest that this stems primarily from direct vision-building, which is not. Vision-building is the result of a whole range of activities (pp. 208-209).

Educators and business leaders have wasted precious time and resources looking for external solutions. Times of uncertainty and relentless pressure prompt an understandable tendency to want to know what to do. The first insight is that there is no definitive answer to the "how" Question. Take, for example, the very clear research finding t hat student achievement increases substantially in schools with collaborative work cultures that foster a professional learning community among teachers and others, focus continuously on improving instructional practices in light of s,Zudent performance data, and link to external standards and staff development support <Newmann and Wchlagr 1995). To know and believe this does not tell educators *how* to change their own si wation to produce greater collaboration. 'They can get ideas, directions, insights, but they can never know exactly how, to go about it because such a path is exceedingly complex, and it changes as they work

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**search f or the silver bullet is the basic precondition f or overcoming dependency and f or beginning to take actions that do matter.**

R~ith their organization's unique personalities and cultural conditions.

Realizing that there is no answer, that we will never arrive in any formal sense, can be quite liberating. Instead of hoping that the latest technique Rill at last provide the answer, n~e approach the situation differently. Leaders for change get involved as learners in real reform situations. They craft their own theories of change, consistently testing them against new situations. They become critical consumers of management theories, able tq sort out promising ideas from emlxy ones. "They become less vulnerafle to and Icss depende-.nt on external answers. "they stop kx~king for solutions in the wrong places.

Giving up the fiitilc search for the silver bullet is the basic precondition for uvcrcominf; dependency tied fur beginnini; w take actions that dp matter. [t frees educational leaders to gain truly new insights that can inform and guide their actions toward greater success, mobilizing resources for teaching and learning with children as the beneficiaries. We formulated four such novel guidelines in *Il%7~at's 11%'orih Fighting For Out There (1998):*

I. Respect those you want to silence.

2. bfove toward the danger in forming new alliances.

3. bfanage emotionally as well as rationally.

4. Fight for lost causes.

### Respect Those You Want to Silence

Reform often misfires because we fail to learn from those who disagree with us. "Resistance" to a new initiative can actually be highly instructive. Conttict and differences can make a constructive contribution in dealing with complex problems. As Viaurer (1996) observes:

> Often those who resist have something important to tell us. People resist for what they view as good reasons. They may see alternatives we never dreamed of They may understand problems about the minutiae of implementation that we never see from our lofty perch atop Mount Olympus (p. 49).

Thus, for example, it is a mistake for principals to go only with tike-minded innovators. Elmore (1995) puts it this way: "Small groups of self selected reformers apparently seldom influence their peers" (p. 20). They just create an even greater gap between themselves and others that eventually becomes impossible to bridge. In turbulent times the key task of leadership is not to arrive at early consensus, but to create opportunities for learning from dissonance. Mobilizing people to tackle tough problems is the key skill needed these days: "Instead of looking for saviors we should be calling for leadership that will challenge us to face problems for which there arc no simple painless solutions-

problems that require us to learn in new ways" (Heifitz 1994, p. 2).

## Move Toward the Danger in Forming New Alliances

I have said that the boundaries of the school have been pertnanentiy penetrated. I also conclude that this is a good and necessary development because school reform cannot succeed without community reform. Healthy neighborhoods and healthy schools go hand in hand (Schorr 199, and school-community relationships are key. The problem is, What do you do if you do not have a strong relationship with the community? Here leaders have to do the opposite of what they feel like doing. Instead of withdrawing and putting up barricades, they must "move toward the danger." Today's environment is dangerous, but it is also laced with opportunities:

> In a school, where mistrust between the community and the administration is the major issue, you must begin to deal with it by making sure chat parents are present at every major event, every meeting, every challenge. *Within the discomfort of that presence* the learning and healing could begin (Dolan 1994, p. 60, emphasis added).

The same is true with other dimensions of the new environment. For example, educational leaders must directly address state policy that r'bsults in student performance data being generated and published. The way to deal with potential misuses of student performance data is to become assessment-literate. Schools put themselves in the driver's seat when they invest in professional development and collaborative cultures that focus on student learning and,associated improvements in instructional practices.

In all cases, the new leadership requires principals to take their school's accountability to the public. Successful schools are not only collaborative internally, but they- also have the confidence, capacity, and political wisdom to reach out, constantly forming new alliances.

## Manage Emotionally as Well as Rationally

Leaders moving their staff toward external dangers in a world of diversity canpot invite disagreement without attending to then own emotional health.

As biaurer (199 says, "Dealing with resistance can be very stressful. People attack you and your precious ideas. Sometimes they seem to show no respect for you" (p. 59). Someone will always be dissatisfied with the leader's

performance. Relaxation exercises, physical fitness, recalling a higher purpose, teaming up with a supportive peer, separating self from role, and ignoring the temptation to get even are some of the remedies Maurer suggests.

The emotionally intelligent leader also helps teachers, students, parents, and others create an environment of support, one in which people see problems not as weaknesses but as issues to be solved. Managing emotionally means putting a high priority on *reculturing,* not merely *restructuring.* Restructuring refers to changes in the formal structure of schooling in terms of organization, timetables, roles, and the like. Restructuring bears no direct relationship to improvements in teaching and learning. Reculturing, by contrast, involves changing the norms, values, incentives, skills, and relationships in the organization to foster a different way of working together. Reculturing makes a difference in teaching and learning.

Reculturing, because it is based on relationships, requires strong emotional involvement from principals and others. It also pays emotional dividends. It contributes to personal and collective resilience in the face of change. It helps people persist as they encounter the implementation dip when things go wrong. Principals who manage emotionally as well as rationally have a strong task focus, expect anxiety to be endemic in school reform, but invest in structures and norms that help contain anxiety. Collaborative cultures promote support, but they also elevate expectations.

**The education leader of the 21st century, paradoxically, will find greater peace of mind by looking for answers close at hand and by reaching out, knowing that there is no clear solution.**

## Fight for Lost Causes (Be Hopeful When It Counts)

In *What's Worth Fighting For Out There* Andy Hargreaves and I carefully examine the fascinating concept of "hope." It turns out that the best deFutition of *hope* is "unwarranted optimism." Vaclav Havel, president of the Czech Republic, captures this best:

> Hope is definitely not the same as optimism. It is not the conviction that something will turn out well, but

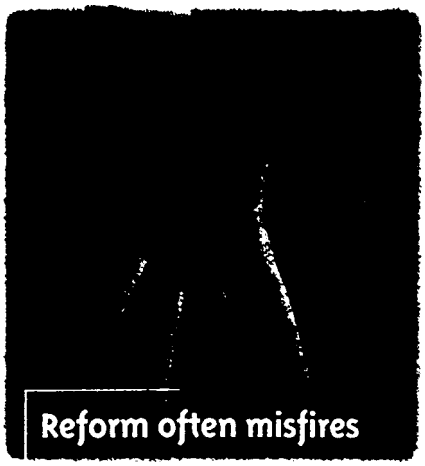
the cenainty that something makes sense, regardless of how It toms out. It is hope, above all, that gives us strength to live and to continually try new things, even in conditions that seem hopeless (1993, p. 68).

Principals with hope are much less likely to succumb to the daily stresses of the job. They place their problems in a loftier perspective that enables them to rebound from bad days. Once leaders realize that having hope is not a prediction, that it is independent of knowing how things might tom out, it becomes a deeper resource. Leaders with hope are less likely to panic when faced with immediate and pressing problems.

It is especially imponant that leaders have and display hope, that they show they are prepared to fight for lost causes, because they set the tone for so many others. Teachers are desperate for lifelines of hope. They understand that hope is not a promise, but they need to be reminded that they are connected to a larger purpose and to others who are struggling to make progress. Articulating and discussing hope when the going gets rough reenergizes teachers, reduces stress, and can point to new directions. Principals will be much more effective (and healthier) if they develop and pursue high hopes as they reculture their schools and their relationships to the outside.

## Scale Up

As we approach the next century, the big question preoccupying policymakrrs and others is how to scale up. Wr havr _witnessed pockets of innovation, but_litile that could be characterized as large-scaly patterns of success. The main problem, I would say, is not the spread of good ideas. Making reform widespread is related to replicating the *conditions* of successful change, not to tctnsfrrring products (Healey and DeStefano 19)7). These conditions involve scores *c)f* principals and other educational le:Ldrrs breaking the bonds




**because we f ail to learn from those who disagree with us.**

of dependency that the current system fosters. The societal context for educational reform has radically changed. To be successful, future leaders of the school, district, or other levels will require very different characteristics than those expected of leaders in the last decade.

Dependency is a function of insecurity, which can never be resolved under conditions of uncertainty. The education leader of the 21st century, paradoxicallv, will find greater peace of mind by looking for answers close at hand and reaching out, knowing that there is no clear solution.

- Life is a path you beat vvhile you walk it," wrote the poet Antonio ~lachado, and DeGues (1997j calls this line of poetry "the most profound lesson in planning and strategy that I havr ever learned." Breaking the bonds of dependency involves grasping this basic tnoh: "It is the walking that beats the path. It is not the path that makes the walk" (p. l55). ~

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