Using Power and Political Skills in Ethical Ways to Lead Whole-System Transformation
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Courageous, passionate and visionary leaders should use power and political behavior in ethical ways to help their districts move toward desirable futures. Leaders unwilling to lead in this way probably will fail to transform their school systems. This article offers some insights to using power, politics, and ethics while leading transformational change.

(Note: All of the figures and tables referred to in the main body of the article are found at the end as appendices.)

Introduction

Power exists when a person is able to convince other people to do something. There are four common power strategies to move others to action. These are displayed in Figure 1. In that figure you see four quadrants created by the intersection of "balance of power" and "level of goal agreement." If the balance of power between individuals or groups is relatively high, but there is a low level of goal agree-

ment, then the power strategy of choice is "*negotiate*." If the balance of power is low, and the level of goal agreement is also low, the power strategy is "*unilaterally decide*." If the balance of power is high and the level of goal agreement is high the power strategy is "*cooperate*." And, when the balance of power is low, but the level of goal agreement is high, then the power strategy is "*influence*." If people fail to act after you use any of these power strategies, then you are powerless in your relationship with them.

Clearly, the "unilaterally decide" strategy is a dangerous one for change leaders because it can create resentment, anger and retribution. The "influence" strategy, although it seems like it ought to be a good strategy can backfire if the person or group with more power uses that power in negative ways to intimidate people. The effectiveness of the "negotiate" and "cooperate" strategies can be increased if they are based

on a solid ethical foundation.

Each of the power strategies shown in Figure 1 requires political behavior. Political behavior aims to shape the power strategy to elicit desirable behavior from others. When political behavior is exercised in the best interest of others and for the best interest of a school district, that behavior is exercised in an ethical manner.

Power and political behavior can be used in negative or positive ways. Power and political behavior used in negative ways is often effective in the short-term, but ineffective in the long-term. In the short-term, negative power creates compliance, not commitment. Compliance creates immediate action that is desired by a leader. Commitment, on the other hand, motivates people to do what's best for a school district without being ordered to do so. Commitment trumps compliance because commitment creates long-term positive outcomes.

Empowerment is a popular buzz word. Leaders are encouraged to empower their followers by sharing power with subordinates. But they are often reluctant to do so because they believe power sharing is a zero-sum game whereby their power is reduced in quantity by sharing it. This fear is analogous to sharing the money in your wallet. If you share it with others, you have less money. But sharing power is actually more like sharing knowledge. If you share what you know you are still left with the same amount of knowledge you had before you shared it. And, in sharing your knowledge it is enhanced as recipients share their knowledge with you. Sharing power works the same way. When you distribute some of your power you still have what you started with and the quality of your power is enhanced as others use it.

Empowerment, however, is insufficient. People also need to be enabled. Enabling people to use the power given to them is often overlooked in the literature on empowerment. Enabling people to use newly received power means giving them the resources they need to succeed and removing obstacles to their success. Enabling people also means helping them to become willing to accept and use their power, helping them to develop skills to use their power effectively, and providing them with opportunities to use their power.

Transformational Change Creates Paradoxical Situations

The use of power and political behavior in ethical ways is particularly important for transforming entire school systems because transformation is a complex endeavor that must simultaneously follow three meandering paths toward the future: Path 1—transforming core and support work; Path 2—transforming internal social infrastructure; and Path 3—transforming relationships with the external environment (Duffy, 2003). Transformation also requires substantial change, not the least of which is reshaping organization culture, dissolving the status quo, and restructuring power relationships. Transformation also requires political support from people both inside and outside a school district. Without the application of power and the ethical use of political skills, transformation will not happen.

The Dysfunctional Use of Power and Political Behavior is Common

Astute observations of organization life show us that leaders sometimes use power and political skills in dysfunctional ways. This dysfunctional behavior frequently manifests itself in two forms: gentle paternalism (I know what's best for you so I'll decide for you) and mean-spirited authoritarianism (just do what I tell you and don't

ask questions). When these dysfunctional behaviors emerge during a transformation journey they produce significant emotional and psychological consequences for people working in a district (e.g., reduced commitment to organization goals, lowered job satisfaction, declining motivation, and deteriorating communication).

The negative use of power and political skills has many underlying causes. One of the possible causes is a function of expectations for leadership behavior in school systems. Leaders are expected to do the difficult or the nearly impossible. Then, they are often rewarded for doing the wrong things; e.g., principals might be expected to participate actively in change leadership activities for the district, but central office administrators reward them instead for maintaining the status quo; or, superintendents are expected to provide executive level leadership for school district improvement, but school boards sometimes reward them instead for attending to the personal political agenda of school board members.

A second reason for the dysfunctional use of power and political skills is that future school district leaders rarely receive skill-training in their professional preparation programs on how to use power and political skills effectively.

These topics are frequently discussed in graduate courses on education leadership, but most graduate education develops concepts and principles, not skills. Graduate courses to teach future leaders about the ethical use of power and political skills would be designed more like training workshops (which focus on skill-building) rather than as lectures or seminars (which focus more on knowledge-building). These workshop-like courses would help future leaders develop technical and political competence to be effective in their roles as change leaders.

A third underlying cause of the negative use of power and political skills is that dysfunctional leadership behavior often emerges out of a leader's frustration with trying to engage people to collaborate for change, meeting significant resistance, trying again, failing again, and then giving in either to paternalism or authoritarianism. What this cause also implies is that some people in school districts do not know how to follow. If leaders make an authentic and repeated effort to engage people in collaboration and if leaders demonstrate that they are listening to their colleagues, then whatever ideas and plans emerge from the collaboration should be supported and nurtured by followers. Often, however, this is not the case. Followers, too, have negative

political agenda that can interfere with a transformation process. Their undermining of the transformation process or their road-blocking behavior can motivate leaders to use power and political behavior negatively.

A fourth possible reason for the dysfunctional use of power and political skills is the dominant mental model burned into the brains of American leaders. It is a societal mental model that guides leaders to act either as benevolent dictators (paternalism) or despicable autocrats (mean authoritarianism). These two approaches to leadership are so prevalent that there is no other way to explain them except to describe them as societal mental models.

The Political Foundations of Management Philosophies

Organization Politicians

What images does the term "organization politician" elicit–manipulative, untrustworthy, power hungry, deceitful, winning at all costs, liar, corrupt, egocentric? In organizations, people who are labeled "politicians" are often held in high disdain. A person acting politically runs the risk of being tagged with pejoratives suggested in the opening question. Consequently, some managers often go out of their way to avoid appearing political in their work, even to the point of denying the

existence of the political foundations of their managerial behavior. Yet, it is only through the effective use of power and political behavior that managers are able to accomplish things; and, in the effective use of power and political skills managers are transformed into leaders.

Effective Leaders Are Politicians

Whether or not they are willing to admit it, effective leaders are excellent politicians. They recognize that an organization is at least as non-rational as it is rational. They know that leaders who naively assume that rational management behavior is what works best (planning, organizing, staffing, directing, coordinating, budgeting, and reporting) are often the losers in the organizational game of power and politics.

Leader-politicians recognize the value of conflict in organizations. Leaders are often trained to be collaborators and peacemakers, both of which aim to eliminate conflict. They are not trained to engage in conflict in productive ways. But conflict, if engaged effectively, forces out the issues and displays them in the vivid colors of emotions made intense by passionate beliefs and strongly held values. The true dimensions of an issue become clear as people take positions that define the extreme boundaries of that issue. Know-

ing where people stand and understanding the dimensions of an issue are both important for effective conflict resolution. After the fighting is done and the issues are defined and resolved, the leader-politician also knows that fence-mending must occur. Thus, the leader-politician must be both a warrior and a healer, and know when to be each.

Leader-politicians use power. Effective change leaders know that power must be used with skill and finesse and based on an ethical foundation. They know that their personal power must be used like a laser where the beam of projected light particles is narrow, targeted precisely, and extraordinarily effective in accomplishing its purpose.

Despite the fact that effective leaders are also effective politicians, many people in school systems eschew political behavior, denigrate those who demonstrate it, and sometimes punish that behavior when they see it in others. Yet, the philosophies that guide the managerial behavior of leaders are nothing less than the extension of a political philosophy into leader behavior; that is to say, when change leaders act on their beliefs about how things should be done in their school district, these actions are really nothing less than a political agenda-in-use. Therefore, even those leaders who deny they are political and

who scorn those who are political, are, in fact, very political themselves–an interesting irony.

To illustrate the political foundations of leadership philosophies, a questionnaire developed by Marshak and James (date unknown) is presented at the end of this article as an appendix. This questionnaire was designed with a focus on management rather than leadership, but the managerial beliefs and political philosophies identified in the questionnaire also apply to leadership. The questionnaire asks you to express your level of agreement with fourteen management belief statements. Following the belief statements you will find descriptions of fourteen political philosophies that underpin each of the managerial belief statements. You will then be asked to match your chosen management philosophies with their corresponding political philosophies.

The Paradoxical Blend of Power, Politics, and Ethics

Whenever power, politics, and ethics are discussed simultaneously, a paradox is occasionally created. "How," people may think, "can a change leader use power in a political way and be ethical at the same time?" Yet, effective change leadership in a school district results from the skillful interplay of power, politics, and ethics. This section presents an argument in support of this

belief. Let's explore each element of the power, politics and ethics triad.

Power. Power is woven tightly into the fabric of organizational life (Mintzberg, 1984). It is possible to interpret every decision and every social relationship within an organization using power as a controlling variable. Leaders and followers use power to accomplish goals and, in some cases, to strengthen their own positions (Cornelius & Love, 1984). Power used within the framework of an organization's structures (job descriptions, policies, procedures, and so forth) is basically non-political in nature. Power used outside of the framework of these structures is basically political and will often present ethical dilemmas. Therefore, a sophisticated understanding of power, knowing how and when to use it, and being able to anticipate its probable effects, significantly influences a leader's success or failure in using power.

Power is derived from interpersonal, structural, and situational sources. Examples of power from each source are provided below:

Interpersonal power.

French and Raven (1959) provide the classic typology of interpersonal power. They describe five kinds of power.

- **Legitimate power**: this is power gained because of one's position in the organizational hierarchy.
- **Reward power**: this type of power is connected to a person's ability to reward others for appropriate behavior.
- **Coercive power**: this is the opposite of reward power—it is the power to punish.
- **Expert power**: a person has expert power when she possesses special expertise that is highly valued.
- **Referent power**: this is power derived from one's personality or behavioral style. It is often referred to as charisma.

Structural power

Power is frequently prescribed by structure within an organization (Pfeffer, 1981; Tjosvold, 1985). Structure is a control mechanism for governing an organization. Structure creates formal power and authority by assigning certain individuals specific tasks and giving them the right to make certain decisions. Structure also encourages the development of informal power by affecting information and communication within the organization. Ivancevich and Matteson (1990, 353-354) describe three sources of structural power:

- Resource power—access to and control of resources.
- Decision-making power—degree to which a person or unit affects the decision making process in his school district.
- Information power—having access to relevant and important information.

Situational power

A number of organizational situations can serve as a source of power. Leaders have situational power when they are given assignments that allow them to:

- allocate required resources,
- make crucial decisions, and
- access important information.

Politics

Politics is also an integral part of organizational life. Individuals and subunits of an organization engage in politically oriented behavior (Velasquez, Moberg, & Cavanaugh, 1983; Yoffie & Bergenstein, 1985). Political behavior at its most positive influences others in ethical ways to join with others to achieve common goals and dreams.

Ethics

The study of ethics is an ancient tradition, rooted in religious, cultural, and phi-losophical beliefs (Lewis, 1985). A basic understanding of ethics suggests that it focuses on a critical analysis of human behavior to judge its rightness or wrongness in relation to two major criteria: truth and justice.

Daft and Noe (2001) offer a set of criteria for determining if power and political behavior are used ethically. "Yes" answers suggest ethical behavior. "No" answers suggest unethical behavior. These criteria are:

- Is the behavior consistent with the organization's goals?
- Does the behavior preserve the rights of groups affected by it?
- Does the behavior preserve the rights of individuals affected by it?
- Does the behavior meet standards of fairness?
- Would you wish others to behave in the same way, if that behavior affected you? (p. 437)

Effective Change Leadership: The Skillful Interplay of Power, Politics, and Ethics

To make a real difference, change leaders in school districts need to affect decisions and events. This is what power and political behavior are all about; and, there is nothing inherently wrong or evil with power and political beha-

vior. Power and politics are neutral dynamics. Problems arise in the way they are practiced when they are used either for selfish, negative reasons or for the good of the whole. Therefore, the exercise of power and politics must be done in an ethical manner. Macher (1988) reinforces this belief in his discussion of a concept called ethical influence. Ethical influence (interpreted to mean the ethical use of power and politics) is based on the premise that straightforward, non-manipulative politics is an effective approach to power and self-respect.

Effective change leadership in organizations results from the skillful interplay of power, politics, and ethics. Power and political behavior are like two edges of a single sword blade, while ethical behavior is like the conscience of the swordsman using the blade as an instrument of his or her intentions–whether for evil or for good. Manley-Casimir (1989) indirectly reinforces this interplay when he says (the terms within the brackets are added):

> *The school administrator occupies and works in a context with inherent tensions [politics?], which give rise to the need to reconcile competing claims [the use of power and political behavior?], which in some cases involve the voices of conscience [ethics?] and require their recog-*

nition and affirmation.... Administrative success...depends upon the way the administrator handles these tensions in the everyday world of administrative life [the skillful interplay of power, politics, and ethics?]. (p. 3)

A graphic display of the arena for effective leadership formed by the skillful interplay of power, politics, and ethics (Duffy, 1991) is shown in Figure 2. This figure was constructed using a "y" axis representing the inseparable forces of power and political behavior and an "x" axis representing ethical behavior. Both axes represent a continuum where the poles of the "y" axis are powerful, political behavior versus powerless, apolitical behavior; and, the poles of the "x" axis are unethical behavior versus ethical behavior. The intersection of the two axes creates four quadrants. Quadrant 1 (Q_1) represents leader behavior that is powerful, political, but unethical. Quadrant 2 (Q_2) represents leader behavior that is powerful, political, and ethical. Quadrant 3 (Q_3) captures leader behavior that is powerless, apolitical, but unethical. And, finally, Quadrant 4 (Q_4) represents leader behavior that is powerless, apolitical, and ethical. Here are a few examples of behaviors within each quadrant.

Q_1-- Powerful, political, but unethical behaviors

a superintendent attacking a principal who is outspoken in resisting their district's transformation goals

- a principal punishing people who disagree with her during a meeting about change
- an assistant superintendent leaking sensitive information to the media to influence underhandedly a future transformation decision by the superintendent

Q_2--Powerful, political, and ethical behaviors

- a change leader using his position to serve as a mentor to a subordinate, even though there is no formal requirement to do this
- an assistant superintendent for curriculum and instruction resolving conflict among several internal constituencies by bending some rules so that the district does not suffer
- a department chair building support for a major change that will benefit multiple stakeholders

Q_3 -- Powerless, apolitical, and unethical behaviors

- an assistant superintendent for business and administration lying about his involvement in a non-problematic situation
- an assistant superintendent whose district pays her way to a professional conference,

but she never attends any sessions at the conference.

Q_4 --Powerless, apolitical, but ethical behaviors

- a curriculum director who shows up at a change leadership meeting and participates minimally
- a department chair showing up for meetings with other chairs, but participating minimally in the meetings
- a principal complying with directives from superiors without question, even when the directives are in conflict with personal values

Effective change leadership occurs in "Q2"– powerful, political and ethical leadership. This conclusion is supported by Bennis and Nanus' (1985) research on effective leaders that identified common traits among "super-leaders." The traits were (questions in parentheses were added):

- The capacity to create a compelling picture of the desired state of affairs that inspires performance (is this political behavior?).
- The ability to portray the vision clearly and in a way that enlists the support of followers (is this political behavior?).
- The ability to persistently move ahead re-

gardless of obstacles (is this the use of power?).
- The ability to create a structure that effectively uses others' talents to achieve objectives (is this the interplay of power, politics and ethics?).
- The capacity to monitor followers, learn from mistakes, and consequently, improve performance (is this, also, the interplay of power, politics and ethics?).

Courageous, passionate, and visionary change leaders in school districts need to recognize that their effectiveness is the result of the skillful interplay of power, politics, and ethics; i.e., they need to be Q_2 leaders. Q_1 leaders cannot become or stay effective if they continuously exercise power and political behavior unethically. In fact, the most dangerous and potentially most destructive leaders are the Q_1s, and they ought to be fired outright. Q_3 leaders should also be removed from their positions for obvious reasons. Q_4 leaders function in a powerless, apolitical, yet ethical way and do just enough to get by in an above-board fashion. They have and wield little influence, yet they somehow remain in their jobs. These people need either to move into Q_2 or be asked to step aside.

It's reasonable to assume that most people who move into leadership positions aspire to become Q_2 leaders. But, something happens to them when they actually make the move to a leadership role. Somehow some of them loose their sense of moral direction, their notions of right and wrong, their definitions of truth and justice, and they frequently seek expedient solutions to problems without regard to underlying ethical principles. Then, before long they change into Q_1s, Q_3s, or Q_4s. This presents a leadership development problem for school districts: how do they recruit leaders who are capable of and willing to be Q_2 leaders and then how do they re-tool their district's reward system to help leaders stay within the Q_2 arena? The solution to this puzzle is important to the future of leadership for whole-system transformation.

Tips for Using Power and Political Behavior in Ethical Ways

Tip 1: Redefine Leader Roles

The voice of change leadership will always be needed in school systems. The need for change leaders, however, doesn't mean that their roles should remain defined as traditional leadership roles. These roles need to be recreated in ways that distribute some of their responsibilities to competent

followers throughout their school systems. By distributing selected responsibilities those in formal change leadership positions will be freed to provide transformational leadership that focuses on communicating, envisioning, building relationships, and moving people ever closer to their districts' transformation goals. Additionally, these roles must be re-tooled to assure that the change leaders possess both technical and political competence for leading change.

Tip 2: Redefine Follower Roles

It is assumed that people naturally know how to follow leaders. However, human experience in organizations of all kinds tells us that people naturally know how <u>not to follow</u>; especially highly educated professionals. We've all experienced this phenomenon either as leaders or as followers working against our leaders. We have seen situations where we pule about the lack of leadership in our organizations. Then, one from among us stands up to assume leadership. Suddenly, the new leader is under attack by arrows dipped in the poison of unbridled and unfair criticism. He or she has to arm wrestle almost everyone to get things done. Then, either from fatigue or from being driven away, the leader steps down. And once again, the "we need good leadership" puling

begins. This cycle continues unabated until an extraordinary leader emerges who skillfully uses power and political skills in ethical ways.

Leaders need leadership development. Followers need followership development. School systems should educate all faculty and staff about how to follow. The purpose of this education should not be to create a legion of automatons mindlessly following their leader. Instead, their education should focus on what it means to be a follower, how to follow effectively, how to engage in productive conversations with colleagues, and so on.

Follower roles also need to be redefined by injecting special leadership responsibilities into those roles. Competent followers deserve the chance to provide leadership within their teams, schools, clusters and throughout their school districts. When these roles are redefined in this way, a person's "plate" full of responsibilities also needs to be balanced so that new leadership responsibilities are not piled on top of existing responsibilities.

Tip 3: Distribute Leadership Responsibilities

Leadership for whole-system transformation must exist at all levels in a school system, but most importantly it must first exist at the school board

and superintendent's levels. Effective senior-level change leadership is like a tree. It has roots, a trunk, and a canopy. Its roots are made of unwavering courage. The trunk is a burning passion to educate all children. The canopy is a grand vision of a school district that creates excellent student, faculty and staff, and whole-system learning. Like a healthy tree, this kind of leadership must also be rooted in rich and fertile "soil"; which is a school district's internal social "infrastructure" enriched by a code of ethics, trust, commitment, and collaboration.

This kind of leadership will not by itself result in a transformed school system. Only when the "tree" becomes a "forest" will the potential for whole-system improvement be tapped. It is only when courage, passion, and vision are replicated throughout a school system like the fractals we read about in the new sciences (see Wheatley, 1992) that motivation to engage in whole-system improvement will reach a tipping point and spread like a contagion (see Gladwell, 2000).

Tip 4: Create A Chain of Excellence

A school district's effectiveness is connected to its ability to create customer and stakeholder loyalty and support. Loyalty and support are linked to customer and stakeholder satisfaction with schooling in

a district. Satisfaction, in turn, is related to a district's ability to deliver on its promises. Delivering on promises depends on teacher and staff loyalty and retention of effective faculty and staff; and so on. This chain of cause-and-effect loops can be envisioned as a chain of excellence. This "chain" provides a powerful framework for weaving and strumming a web of accountabilities within your school district and it should be one of the outcomes of creating and sustaining strategic alignment. In the end, if you want your district to experience sustained high-performance by achieving its strategic goals and if you want your district to be among the best in your state, you must create and sustain alignment among your faculty and staff, your district's strategy, its work processes, and its internal social infrastructure with customer and stakeholder expectations; i.e., you need to create a chain of excellence.

Tip 5: Re-Tool Your District's Reward System

A school district should have systematic ways of recognizing and rewarding performance using both intrinsic and extrinsic rewards that reinforce behavior that supports the district's mission, vision, and strategic priorities. In addition, a district needs a performance management program (see Duffy, 2002) that will help administra-

tors, supervisors, and team leaders make fair and objective decisions about individual, team, school, and cluster performance based on observable, measurable, or quantifiable behavior.

Tip 6: Identify Allies, Opponents, Adversaries, Bedfellows, Fence-sitters

Peter Block (1991) describes ways managers can use positive political skills at work. His model for doing that identifies five political categories within which individuals and groups in your school system will fit (see Figure 3). These categories are allies, opponents, adversaries, bedfellows, and fence-sitters. It is very important to identify as best you can who in your school system fits into each of these categories. Then, you need to develop ethical political strategies for working with people in each group.

Tip 7: Practice Stakeholder Management

Table 1 illustrates a matrix you can create to 1) identify key stakeholders in your district's environment, and 2) assess the benefit and harm each may experience if certain changes are implemented. This approach to managing stakeholder relationships is a core process for strategic planning.

Tip 8: Tune Into the Undercurrents in Your School System

Farson (1996) discusses the importance of paying attention to the grumbles and gripes flowing throughout an organization. These expressions of discontent are part of the undercurrent in the ebb and flow of life in an organization. You should pay close attention to the quality of this discontent in your school district.

The quality of discontent in your district is important because transformational change is partially a consequence of deliberately cultivating higher-quality discontent, followed by creating innovative ideas for improvement. Abraham Maslow (in Farson, 1996, p. 93) often advised change agents to listen to what people complain about. In less healthy organizations, people complain about little things—low-order grumbles, according to Maslow. These gripes are manifestations of deficiency needs. In healthier organizations, people have high-order gripes that focus on more altruistic concerns. In very healthy organizations, people engage in meta-gripes—complaints about their need for self-actualization. Therefore, as you engage in whole-system transformation, repeatedly assess the quality of discontent to see if it is moving toward higher-order complaining. This could be a good sign that your change effort is succeeding.

Engaging your district in transformational change will not eliminate the grumbling. The improvements you create and sustain won't create contentment. Instead, as your transformation journey succeeds and as you create effective changes, your people's expectations will rise and they will want more higher-order improvements. Rising expectations are a powerful generator of human energy in support of change.

Tip 9: Raise Expectations

The theory of rising expectations (de Tocqueville, 1887) explains human motivation to engage in big change (e.g., de Tocqueville suggested that the French Revolution was ignited when the French people began to *expect* that their fate in life might change). When people have rising expectations, when they see that a new future is really possible, that higher level of expectations creates discontent with the status quo and motivates people to seek change. In the language of systems theory, rising expectations creates disequilibrium. This kind of discontent can be the engine that drives great change.

Tip 10: Create Short-Term Success

People working in your district must see what is possible–must recognize what can be achieved by engaging in transformation and when it can be

achieved. You do this by creating short-term successes that demonstrate that your transformation journey is producing results. These early successes will also help to raise expectations (see Tip 9) for what is yet to come, which will add even more positive energy to your transformation journey.

Tip 11: Honor Resistance to Change

A useful metaphor for understanding forces for and against change in a school district is planning for a community parade. Imagine that you are planning a community parade. You need about 25% of the community's population to help you plan and organize the parade. You can expect about 50% of the population to stand curbside and watch the parade go by. And you can count on about 25% of the population actively resisting your efforts.

Within the 25% group resisting your efforts to transform your district you will have adversaries and opponents. According to Peter Block (1991) (please refer again to Figure 3), adversaries are people who disagree with your goals and who do not trust you (and vice versa). Opponents, on the other hand, are people who disagree with you, but trust you. While honoring and exploring the resistance offered by your adversaries probably won't change their attitudes toward your

change effort, working with your opponents' resistance could pay off by motivating them to change their minds; or in convincing you to modify your change goals in response to their concerns which might convert them to allies.

Tip 12: Invest Time in Helping People to Unlearn Dysfunctional Mental Models

People spend a lot of energy complaining about the need to change and then once you start a change process they reinvest their energy in resisting those changes. Farson (1996) says there is a parallel in psychotherapy. He describes how people seek psychotherapy to get help changing troublesome patterns of behavior and then they are frequently very unwilling to abandon these patterns to make necessary changes. People resist changing their views of who they are, what they think they know, and what they think they are capable of doing (i.e., they resist changing their mental models). But transformational change requires this kind of change in individuals, teams, and whole school systems.

Unlearning and learning mental models is a difficult challenge, yet this kind of professional unlearning and learning is also crucial to the success of any transformation effort in school systems. But, all mental models are strongly

conservative and extraordinarily resistant to change and they predictably can obstruct efforts to make and sustain improvements.

Mental models guide the work of educators by unconsciously shaping their attitudes and behavior. In this way, mental models are unassuming, yet potent. They are unassuming because people often are unaware of their mental models and their effects; and they are potent because they significantly influence what people pay attention to and therefore shape what people do and how they do it.

Left unchallenged and unexamined, mental models will influence people to see what they have always seen, do what they have always done, be what they have always been, and, therefore, unknowingly produce the same results they have always produced. Left unchallenged and unexamined, mental models allow people and organizations to extend their current mental models into the future, whereby their past and present ways of doing things are cast before them like a beam of light and called the future.

Tip13: Generate Innovative Ideas for Change, Not More of the Same

Creating innovative ideas is not easy. Implementing those ideas is even more challenging. The fundamental problem with inno-

vation is that really new or unusual ideas require significant change to implement them. Significant change requires controlled disequilibrium that disrupts the status quo. Since organizations of all kinds are inclined to protect and defend their status quo they are either consciously or unconsciously managed to discourage innovation and change.

Yet, genuine transformation requires truly innovative ideas for transforming your school district's core and supporting work processes, transforming its internal social infrastructure, and transforming its relationship with its external environment. And, innovation that creates breakthrough change requires change leaders who are willing to break or bend rules (Duffy, 2004).

Tip 14: Question Everything Your District Does—Everything

The first step of any transformation journey is down. As progress is made and as individual and organizational learning occurs, the curve of the transformation journey takes a decidedly upward slope. The "first down, then up" journey begins when educators start questioning their district's success. Not everything you do as a school district has to be abandoned completely, but everything you do needs to be questioned completely. Yet, when people are considering change, they often

fight to preserve what they have been doing. However, doing more of the same will not move your district upward breakthrough toward levels of performance. If you focus on doing more of the same, that focus may blind you to stunning opportunities to improve student, faculty and staff, and whole-system learning.

Tip 15: Do Not Use Continuous Improvement as a Substitute for Transformational Change

Dr. Martin Luther King, Jr. in his famous "I have a dream" speech (August 28, 1963) used a metaphor that captured the nature of incremental change. He called it the "tranquilizing drug of gradualism." Continuous improvement is a "tranquilizing drug" because it gives educators the illusion of making significant improvements in their district. Yet, true progress is only achieved by creating breakthrough improvement. Breakthrough improvement is not achieved through incremental, continuous improvement strategies.

There is a place and a time, however, for continuous improvement. Its place and time is found after you complete your transformation and your system enters into a period where you need to stabilize the changes, reinforce the positive things that happened, tweak promising changes that were not fully successful, and elimi-

nate changes that were totally ineffective. These actions represent a period of continuous improvement. Continuous improvement (aka, incremental change) should follow and support transformational change—not precede or supplant it.

Tip 16: Demonstrate Unequivocal Support for the Transformation Journey

Change leaders, especially the superintendent and school board members, must be 100% behind your district's transformation. You must also have solid political support for change both inside and outside your district. If your colleagues see your commitment to change as real, visible, and powerful, they are more likely to commit themselves to the transformation. On the other hand, if they see change leaders as lukewarm supporters of the change or if they see change leaders dithering like a mule between two bales of hay unable to commit to the transformation journey, they will see an opening that invites resistance to change.

There are many reasons why leaders are unable or unwilling to commit to great change. One reason is that school district transformation is difficult. But as President George W. Bush said in his inaugural address on January 20, 2005, "The difficulty of the task is no excuse for avoiding it."

Other reasons for being unable to commit to transformation are eloquently captured in a quote by Dr. Martin Luther King, Jr. (date unknown),

> Cowardice asks the question, 'Is it safe?'
>
> Expediency asks the question, 'Is it politic?'
>
> Vanity asks the question, 'Is it popular?'
>
> But, conscience asks the question, 'Is it right?'
>
> And there comes a time when one must take a position that is neither safe, nor politic, nor popular, but one must take it because one's conscience tells one that it is right

School district transformation requires senior leaders who have the courage, passion and vision to commit unequivocally to that transformation journey because it is the *right thing to do*.

Tip 17: Make a Transformation Methodology a Permanent Part of Your School District

Transformational change is not a one-time event. It is a journey that lasts for the life of your school system. This journey will require periods of significant change followed by periods of stability and incremental continuous improvement. Significant change can be sustained by integrating a permanent

change methodology into your district's organization design—a methodology that remains in place for the life of your school district. There are no quick fixes—there are no short cuts—for transforming a school system. It is a life-long journey for a school system that continues long after current employees have retired.

Tip 18: Identify Political Trade-Offs For Each Major Improvement Idea

All proposals for change will always require political behavior to implement. One political behavior that will almost always be required is that of negotiating trade-offs to gain support for a proposed change. Your efforts to negotiate trade-offs with adversaries and opponents (see Figure 3) will be more effective if your negotiation partners perceive you as trustworthy and genuinely interested in responding to their concerns. Negotiation will probably work better with opponents (who trust you even though they disagree with the change goals) than with your adversaries (who don't trust you, disagree with your goals, and will probably fight you every step of your district's transformation journey).

All systems have different levels, so the trade-offs you may need to make can occur at each of these levels. Table 2 shows these different system levels and provides examples of op-

portunities for political trade-offs.

Tip 19: Set Boundaries for the Improvements

One of the core principles of systemic change is that there are many different acceptable routes to a single goal. The term of art for this principle is equifinality (Cummings & Worley, 2001). Even though equifinality should be encouraged and rewarded, it must be practiced within pre-determined boundaries.

A strategic framework contains your district's mission statement, vision statement, strategic plan, and the boundaries within which changes can be made. These boundaries put a fence around your transformation journey and identify acceptable and unacceptable routes toward your strategic goals. Within these boundaries educators should be encouraged to exercise innovative thinking and risk-taking and be rewarded for doing so as long as the innovations are clearly aligned with your district's grand strategy and strategic direction.

Tip 20: Create and Sustain Strategic Alignment

Although you want to promote equifinality and innovation, everything that happens in your district must be aligned with your district's strategic framework. You cannot have individuals and teams doing their "own thing" with total disregard for your district's mission, vision and strategic goals. Creating and sustaining strategic alignment will require sophisticated political skills and the judicious use of power.

Tip 21: Build Trust

One thing's for sure…if you have the courage, passion, and vision to lead whole-system change you will get nowhere if your teachers and professional staff don't trust you. Trust is the foundation for respect. Respect is the cornerstone of professional influence. Influence is the essence of leadership. "No trust + no respect + no influence = less than effective change leadership."

Mistrust in senior leaders in organizations of all kinds is widespread and contagious like the flu in the late fall. Someone gets it, and then it spreads through the whole population like a wildfire. Unlike the flu, however, once mistrust spreads, there is almost no chance of recovering from it quickly, if at all. That which makes trust even more difficult to understand is that it takes a very long time to build and only a moment to destroy.

Tip 22: Don't Try To Change People First– Instead Change the System First

When you act on the premise that you can and should change people first, you will get nowhere with your transformation goals. Instead, if you give up the mindset that changing individuals should be the starting point of your district's transformation journey you can proceed more effectively. Then, as you create changes in your district's core and supporting work processes, its internal social infrastructure, and in its relationships with the external environment you will see subsequent change in individuals as they adapt to and adopt the changes; in other words, change the system first, then changes in individual behavior will follow.

The principle of "change the system first" is also supported by Beer, Eisenstat, and Spector (1990). They observe that many change efforts fail because the change process used is

> ... guided by a theory of change that is fundamentally flawed. The common belief is that the place to begin is with the knowledge and attitudes of individuals. Changes in attitudes ... lead to change in individual behavior ... and changes in individual behavior, repeated by many people will result in organizational change.... This theory gets the change process exactly backward. In fact, individual behavior is powerfully shaped by the organizational roles that people play. The most effective

way to change behavior, therefore, is to put people into a new organizational context, which imposes new roles, responsibilities, and relationships on them. (p.159)

Tip 23: Use Data to Make Decisions, but Don't Forget Your Intuition.

Managing by fact is popular in school administration circles. It is important because decisions need to be informed by data. But data are insufficient for making wise decisions. Data must be converted into information, information transformed into knowledge, and knowledge used judiciously to make wise decisions.

A frequent mantra in leadership circles goes like this: managers do things right, leaders do the right things. The effective use of intuition and wisdom can help change leaders use data (the facts) to do the "right things."

Don't eschew intuition; embrace it!

Conclusion

One of the greatest challenges facing school systems in the 21st Century is their need for effective change leadership for transforming entire school districts into high performing organizations that create unparalleled opportunities to improve student, faculty and staff, and whole-system learning. If

history offers any guidance for the future, one consequence of *not having* this kind of leadership in a school system is that good education innovations that attempt to improve student learning will come and go, largely with mediocre results. When there is success, it will be isolated in "pockets of excellence." Regarding this phenomenon, Michael Fullan (in Duffy, 2002) says,

> What are the 'big problems' facing educational reform? They can be summed up in one sentence: School systems are overloaded with fragmented, ad hoc, episodic initiatives–[with] lots of activity and confusion. Put another way, change even when successful in pockets, fails to go to scale. It fails to become systemic. And, of course, it has no chance of becoming sustained. (p. ix)

Even the best current and past education reform programs are limited in their scope of impact because they focus almost exclusively on changing what happens inside single school buildings and classrooms. This focus is not totally misguided. Schools and classrooms are where change needs to happen. School-based reform must continue; but as an integral part of a whole-system transformation methodology. As a stand-alone change strategy it is insufficient for producing wide-

spread, long-lasting district-wide improvements.

Many of us believe that change in school districts is piecemeal and non-systemic. Jack Dale, Maryland's *Superintendent of the Year for 2000* and now the superintendent of the Fairfax County Public School System in Virginia, is one of these people. He comments on the problem of incremental, piece-by-piece change. He says piecemeal change occurs as educators respond to demands from a school system's environment. He asks (in Duffy, 2002),

> *How have we responded? Typically, we design a new program to meet each emerging need as it is identified and validated.... The continual addition of discrete educational programs does not work.... Each of the specialty programs developed have, in fact, shifted the responsibility (burden) from the whole system to expecting a specific program to solve the problem.* (p. 34)

Another person who comments on the ineffectiveness of piecemeal change is Scott Thompson, Assistant Executive Director of the *Panasonic Foundation*, a sponsor of district-wide change. In talking about piecemeal change, he (2001) says,

> *The challenge [of school improvement], however, cannot be met through isolated programs; it re-*

quires a systemic response. Tackling it will require fundamental changes in the policies, roles, practices, finances, culture, and structure of the school system" (pp.1-2).

Focusing school improvement on individual school buildings within a district leaves some teachers and children behind in average and low performing schools. Leaving teachers and students behind in average or low performing schools is a subtle, but powerful, form of discrimination. School-aged children and their teachers, families, and communities deserve better. It is morally unconscionable to allow some schools in a district to excel while others celebrate their mediocrity or languish in their desperation. Entire school districts must improve, not just parts of them.

There are two significant consequences of piecemeal change within school systems. First, piecemeal improvements are not and never will be *widespread*; second, piecemeal improvements are not and cannot be *long-lasting*. Widespread and long-lasting improvements require district-wide change led by courageous, passionate, and visionary leaders who recognize the inherent limitations of piecemeal change and who recognize that a child's educational experience is the cumulative effect of his

or her "education career" in a school district.

Leading whole-system change, although challenging, is not an impossible task for change leaders. It is, however, a leadership task requiring courage, passion, and vision enacted with power and political skills based on an ethical foundation. This article offered insights to the nature of power and political skills for leading whole-system change.

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Thank you for your interest in these Reports.

Francis M. Duffy

The F.M. D uffy
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In the past, these reports often contained articles written by readers. If you would like to write an article for these reports on a topic related to whole-system change in school districts, please send a copy of it to me as an E-mail attachment to duffy@thefmduffygroup.com.

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Management Philosophy Questionnaire

The following questionnaire was developed by Robert Marshak [1] and Dorothy James (used with permission). Below are fourteen statements of managerial beliefs. In the space provided, express the degree to which you agree with each of the statements. Use a scale of 1 to 5, where 1 = Disagree, 2 = Slightly Disagree, 3 = Neither Disagree Nor Agree, 4 = Slightly Agree, and 5 = Agree.

_____1. Everyone in the organization has a special role to play. Some, by nature, are best suited for leadership roles, while others are best suited to be followers. Each person has a place, should know that place, and should stick to it.

_____2. Because an organization is structured in response to its particular mission, goals, and environment, there must be a variety of roles to be filled by people in the organization. Further, the organization which takes into consideration the *common* interest of all its people will be the *best* organization.

_____3. If a person in the organization is not committed to the purpose and goals of the organization, then that person does not have the right to participate in the decision-making processes of that organization.

_____4. The newest custodian has a job to do just as the most senior administrator in the organization has one to do. Given that each person is seeking to do their jobs, everyone in the organization has the right to decide whether or not to comply with management directives which may affect their jobs.

_____5. If people in an organization were left to their own devices, there would be nothing except a war of all against all. Therefore, there is a need for strong and central leadership to keep the organization from deteriorating into aggression and anarchy.

_____6. An organization should be organized on the principle that people come into the organization relatively equal and independent. As such, no one in the organization should harm the professional life, freedom, or possessions of these people. Further, no one

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should be dismissed without his or her consent which is gained through a group process where majority rules.

_____7. Organizations are subject to the principle that the whole is greater than the sum of its parts. Thus, each person entering an organization must subsume his or her individual needs and interests to the common good of the organization.

_____8. Organizations are really nothing more than contrivances of human ingenuity designed to respond to human needs. As such, organizations have a permanent contract with society--with the past, the present and the future. Therefore, there must be restraints on people in the organization, on their liberties, and on their rights so that the implied contract with society is protected.

_____9. People in organizations are basically narrow-minded, self-centered, and present-oriented. Thus, the need for management arises so that the greatest good can be achieved for the greatest number.

_____10. In an organization, the individual is more important than the achievement of organizational goals. Individuals are, therefore, an end in themselves. They are not a means to organizational ends and they are not to be subjected to the will of management.

_____11. An organization is best designed and most healthy when the interests of individuals in the organization become one and the same with the common interests of the organization. Through the acquiescence of individual needs to organizational needs, both the individual and the organization find gratification, one in the other. Further, in pursuit of the goal of making individual needs submissive to organizational needs, there is a need for a great and unique leader to emerge--a leader who is not afraid to lead with authority, directness, and control.

_____12. As individuals grow professionally, they become more valuable to themselves and to others. Thus, the worth of an organization, in the long run, is a function of the worth of the individuals within it. An organization which prevents or inhibits the development of its people so that they may remain docile instruments of management will find

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that with undeveloped people, no great things can be accomplished. Thus, the professional growth of individuals is critically linked to organizational effectiveness.

_____13. A healthy organizational environment cannot exist without providing autonomy to the people in the organization. Paradoxically, the organization can extend autonomy *only* indirectly; that is, autonomy *cannot* be given through rules, regulations or management directives. In fact, if the organization tries to take direct action to extend autonomy to its people, it may do more harm than good. But, the organization can indirectly allow autonomy to develop by removing the barriers to achieving true autonomy for its people.

_____14. In organizations, autonomy is a privilege of the strong--those who are not superficial and who regard morality as timidity. A strong person has duties only toward his or her equals. Toward others of a lesser rank, a strong person may act as he or she sees fit, for this is a natural and fitting relationship. And this strong person may act with egoism, for this is a characteristic of a distinguished person.

Next, match the above management belief statements that you agreed with (the 4s and 5s) to the corresponding political philosophies (below) that underpin those management beliefs. The identifying number for each of the political philosophies described below corresponds to the identifying number for each management belief statement described above; e.g., political philosophy #1 corresponds with management belief statement #1.

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Political Philosophies Underpinning Management Philosophies

1. "...we have laid down, as a universal principle, that everyone ought to perform the one function in the community for which his nature is best suited him...when each order...keeps to its own proper business in the commonwealth and does its own work, that is justice and what makes a just society." (Plato, in *The Republic*)

2. "Constitutions are various: there must thus be various kinds of citizens; ...In one variety of constitution it will be necessary that mechanics and laborers should be citizens; in other varieties it will be impossible....Those constitutions which consider the common interest are *right* constitutions, judged by the standard of absolute justice. ...One sort of constitution may be intrinsically preferable, but there is nothing to prevent another sort from being more suitable in the given case." (Aristotle, in *The Politics*).

3. "...no person has a right to an interest or share in the disposing or determining of the affairs of the Kingdom, and in choosing those that shall determine what laws we shall be ruled by here...that has not a permanent fixed interest in this Kingdom...." (Lt. Gen. Henry Ireton, in the "Debates on the Putney Project," 1647).

4. "...the poorest he that is in England has a life to live as the richest he; and therefore truly, Sir, I think it clear that every man that is to live under a Government ought first by his own consent to put himself under that Government;..." (Col. Thomas Rainboro, in "Debates on the Putney Project," 1647).

5. "...the state of men without civil society (which state we may properly call the state of nature) is nothing else but a mere war of all against all; and in that war all men have equal right into all things;...all men as soon as they arrive to understanding of this hateful condition, do desire (even nature itself compelling them) to be freed from this misery. But that this cannot be done except by compact, they all quit that right they have to all things...the original of all great and lasting societies consisted not in the mutual good will men had towards each other, but in their mutual fear they had of each other. ...It is most manifest

by what hath been said, that in every perfect city...there is a supreme power in some one...we call absolute" (Thomas Hobbes, in *De Cive*, 1642).

6. "The state of Nature has a law of Nature to govern it, which obliges everyone, and reason, which is that the law, teaches all mankind who will but consult it, that being all equal and independent, no one ought to harm another in his life, health, liberty or possessions...Men being...by nature all free, equal, and independent, no one can be put out of his estate and subjected to the political power of another without his own consent, which is done by agreeing with other men, to join and unite into a community for their comfortable, safe, and peaceable living, one amongst another, in a secure enjoyment of their properties, and a greater security against any that are not of it...When any number of men have so consented to make one community or government, they are thereby presently incorporated, and make one body politic, wherein the majority have a right to act and conclude the rest" (John Locke, in *Second Treatise on Civil Government*, 1762).

7. "Each of us puts his person and all his power in common under the supreme direction of the general will, and, in our corporate capacity, we receive each member as an indivisible part of the whole" (Jean Jacques Rousseau, in *The Social Contract*, 1762).

8. "...You began ill because you began by despising everything that belonged to you...Government is a contrivance of human wisdom to provide for human *wants*...In this sense the restraints on men, as well as their liberties, are to be reckoned among their rights...Society is a permanent contract...a partnership between those who are living...those who are dead, and those who are to be born" (Edmund Burke, in *Reflections on the Revolution in France*, 1790).

9. "Men are not able radically to cure either in themselves or others that narrowness of soul which makes them prefer the present to the remote... Government, therefore, arises from the voluntary convention of men...The chief spring of actuating principle of the human mind is pleasure or pain... [Government must achieve the greatest pleasure for the greatest number]" (David Hume, in *A Treatise of Human Nature*, 1737).

10. "Man and every rational being *exists* as an end in itself, *not merely as means* for arbitrary use by this will or that; but he must in all his actions...be regarded *at the same time as an end*" (Immanuel Kant, in *Groundwork of the Metaphysics of Morals*, 1785).

11. "..., only the study of world history itself can show that it has proceeded rationally, that it represents the rationally necessary course of the World Spirit...a state is then well constituted and internally vigorous when the private interest of its citizens is one with the common interest of the state, and the one finds gratification and realization in the other...human actions in history produce additional results, beyond their immediate purpose and attainment, beyond their immediate knowledge and desire...world historical individuals [e.g., Caesar, Napoleon]...grasp...a higher universal, make it their own purpose, and realize this in accordance with the higher law of the spirit...so   mighty a figure must trample down many an innocent flower, crush to pieces many things in its path" (Georg Wilhelm Freidrich Hegel, in *Reason in History*, 1838).

12. "...In proportion to the development of his individuality, each person becomes more valuable to himself, and is therefore capable of being more valuable to others...The worth of a State, in the long run, is the worth of the individuals composing it;...a State which dwarfs its men in order that they may be more docile instruments in its hands even for beneficial purposes...will find that with small men no great thing can really be accomplished; and that the perfection of machinery to which it has sacrificed everything will in the end avail it nothing, for want of the vital power which, in order that the machine might work more smoothly, it has preferred to banish" (John Stuart Mill, in *Essay on Liberty*, 1859).

13. "The good life is the end of all social activity. It cannot exist without freedom. The State can only further it indirectly, and may, by mistaking its sphere and capacities, do harm. But the State's compulsions are not the only hindrances to liberty, and the good citizen will consider what in social and economic conditions are harming the conditions necessary to the living of the good life, and ask whether the state's compulsion may not be so

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used in the removal of these harmful conditions as to produce an addition of real liberty" (Thomas Hill Green, in *Lectures on the Principles of Political Obligation*, 1879).

14. "Very few people are capable of being independent; it is a privilege of the strong...men are superficial...morality is timidity...`Exploitation' is not a part of a vicious or imperfect or primitive society: it belongs to the *nature* of living things, it is a basic organic function, a consequence of the will to power which is the will to life...it is the *basic fact* underlying all history...one has duties only toward one's equals; toward beings of a lower rank, toward everything foreign to one, one may act as one sees fit,...Egoism belongs to the nature of a distinguished soul"(Friedrich Nietzsche, in Beyond Good and Evil, 1885).

One lesson learned from the Marskak-James questionnaire is that even those leaders who claim to be apolitical are, in fact, political. They are political in the sense that the management beliefs they espouse or practice are based on a political philosophy and when they enact that management belief they are operating from a political agenda.

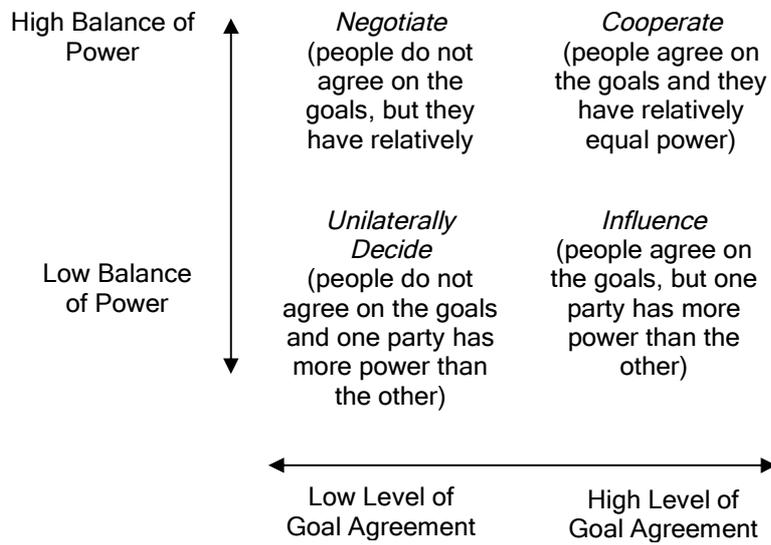Figure 1: Four Common Power Strategies for Change Leadership

High Balance of
Power

Negotiate
(people do not
agree on the
goals, but they
have relatively

Cooperate
(people agree on
the goals and they
have relatively
equal power)

Low Balance
of Power

*Unilaterally
Decide*
(people do not
agree on the goals
and one party has
more power than
the other)

Influence
(people agree on
the goals, but one
party has more
power than the
other)

Low Level of
Goal Agreement

High Level of
Goal Agreement

Figure 2: Q_2 -The Arena for Powerful, Political, and Ethical

Powerful, Political
Change Leadership

The arena for leading
whole-system change in
school districts

Q_1 Q_2

Unethical Change
Leadership

Ethical Change
Leadership

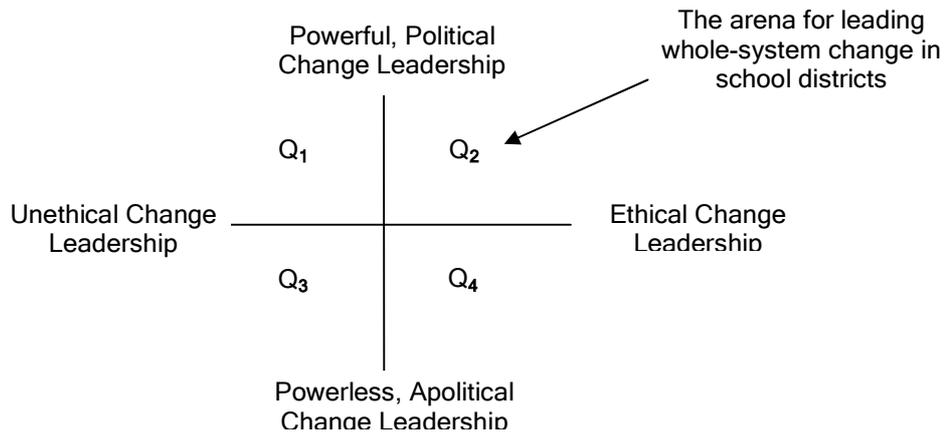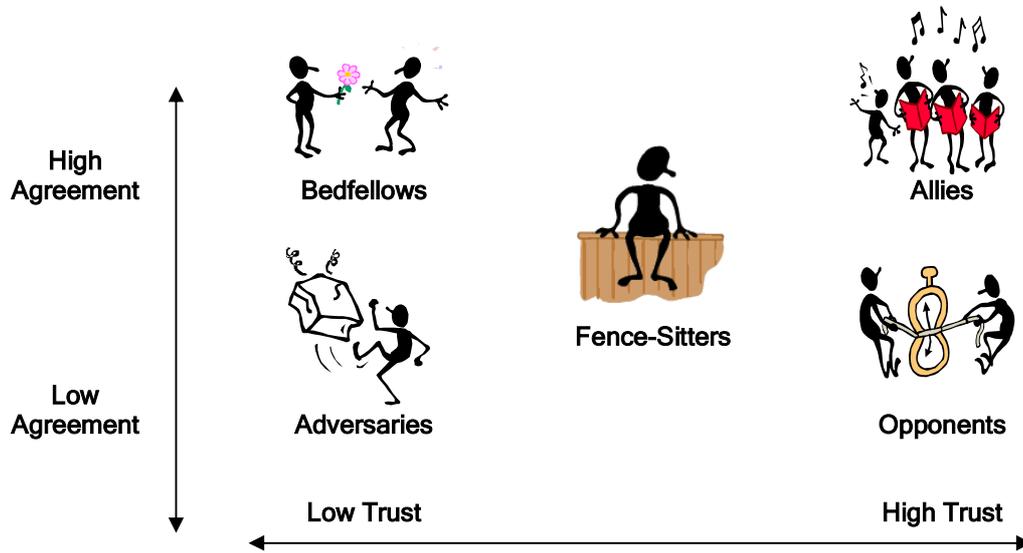Q_3 Q_4

Powerless, Apolitical
Change Leadership

Figure 3: Political Groups in School Systems

Adapted from Block, P. (1991). *The empowered manager: Positive political skills at work*. San Francisco: Berrett-Koehler Publishers.

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Table 1: Stakeholder Management Matrix

Stakeholders	Benefits and Disadvantages of Proposed Changes
Critics (e.g., individuals and groups)	
Competitors (e.g., private schools and home "schoolers")	
Suppliers (providers of money, supplies, equipment, and new employees; including teacher education programs in local universities)	
Customers (those who purchase your services through their tax dollars; i.e., parents of school-aged children), businesses that employ graduates, colleges and universities enrolling graduates.	
Other Stakeholders (Community groups, state departments of education, the federal department of education, et al.)	

Note: For each stakeholder, identify the benefits and disadvantages of all significant changes that are being proposed for your school system.

Table 2: Political Tradeoffs at Different Levels of a System

System Levels

System-Environment Level: The school system linked with its external environment which includes external organizations and agencies as well as individuals and groups.

Opportunities for Political Trade-Offs
- Managing relationships with external stakeholders
- Assessing stakeholders' dreams, aspirations and concerns

The Whole System Level: All operations within the school system.

Opportunities for Political Trade-Offs
- Assessing faculty and staff's dreams, aspirations and concerns
- Strategic planning

The Cluster Level: Clusters of schools and supporting units, with each cluster containing an entire work process; e.g., in a preK-12 school district each cluster of schools would contain one high school and all the middle and elementary schools that feed into it.

Opportunities for Political Trade-Offs
- Empowering and enabling educators within clusters to plan for change within their clusters
- Creating opportunities for collaboration for organizational learning.

The Individual School or Supporting Unit Level: Individual school buildings and service departments (e.g., cafeteria and maintenance) within each cluster.

Opportunities for Political Trade-Offs
- Empowering and enabling teams to plan and implement changes within their schools and units.
- Managing conflict

The Team Level: Teams (Within buildings and departments and across buildings and departments).

Opportunities for Political Trade-Offs
- Empowering and enabling teams of faculty and staff to work in support of the district, cluster, and school or unit's performance goals.
- Setting goals

The Individual Level: Individual faculty and support staff.

Opportunities for Political Trade-Offs

- Empowering and enabling individual faculty and staff to work in support of the district, cluster, and school or unit's performance goals.
- Managing individual performance