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Letter from the Editors

Volume 7.2 of JTLPS thematically focuses on the development of transformational leaders through the use of critical theory and pedagogy aimed at challenging status quo leadership practices. The deconstruction of repressive values follows the construction of inclusive pedagogical and action-oriented leadership practices. The volume challenges readers to question the applicability and relevancy of traditional modes of operation that guide leadership practices. This common link is presented across the various manuscripts that make up this volume. The authors present thoughtful and insightful research informed by empirical, conceptual, and critical analysis on the need to develop bold transformational leaders equipped with the courage to challenge the status quo that systemically disenfranchises underserved populations. We applaud the authors for sharing their provocative thoughts with our JTLPS readership.

Volume 7.2 features several insightful manuscripts on transformational leadership preparation programs. The first is entitled, "Preparing Educational Leaders for 21st Century Inclusive School Communities: Transforming University Preparation Programs." The article examines restructuring practices undertaken to scale up the quality of special education preparation programs. In this article, Kristine J. Melloy focuses on how program changes are informed by professional standards, empirical data, and practice-based evidence. The author suggests that transformational, focused preparation programs equip educational leaders to create inclusive organizations that value equity for all students, including those with disabilities. The second article, "Decolonizing Leadership Practices: Towards Equity and Justice at Hispanic-Serving Institutions (HSIs) and Emerging HSIs (eHSIs)," by Gina A. Garcia and Nicholas D. Natividad, provides a compelling critical examination, and makes a call for Hispanic-serving institutions (HSIs) and emerging Hispanic-serving institution (eHSI) leaders to consider leadership practices underscored by values of social justice in advancing student success. The authors propose that leaders within these institutions abandon colonial practices and honor the history and experiences of indigenous Raza students.

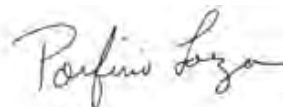
In "How Exemplary Educational Leadership Preparation Programs Hone the Interpersonal-Intrapersonal (i2) Skills of Future Leaders," Bryan A. VanGronigen, Kathleen M.W. Cunningham and Michelle D. Young examine learning experience implementation in educational leadership preparation programs within five award-winning organizations. The authors suggest that transformational leadership should be informed by powerful transformational learning experiences which alter educational leader mindsets and improve their inter- and intra-personal skills.

In their article entitled, "When Management Defines Leadership: High Demand x High Support in a Rural Community College," Paula K. Clarke and W. Ted Hamilton engage the readership by providing a thought-provoking article focused on High Demand X High Support (HD X HS) pedagogy at a rural community college. The authors suggest that an HDx HS pedagogy, when supported by administration, can lead to positive student outcomes, moving community colleges one step closer to actualizing their democratic promise. The authors argue that this recommitment to the community college democratic promise is an essential element of transformational leadership.

The JTLPS and its editorial board wishes to thank the Chancellor's Office of the California State University, the Doctorate in Educational Leadership, College of Education, and the President's Office at California State University, Sacramento for its continued support. We also invite future authors to submit their manuscripts with the understanding that they are accepted for review on a rolling basis.



Carlos Nevarez, PhD
Executive Editor



Porfirio Loeza, PhD
Editor

FOREWORD FROM THE PRESIDENT OF SACRAMENTO STATE

Robert S. Nelsen



This volume of the *Journal of Transformative Leadership and Policy Studies* challenges leaders and the leadership profession to critically reflect on leadership practices and their relevancy in meeting the

needs of a population that continues to become more diverse. It prompts readers to think about our past leadership successes, while questioning their contemporary effectiveness in advancing the educational success of our students. The volume aims to provide readers with the analytical tools to deconstruct dated leadership practices, while asking them to think anew.

The articles are written by passionate practitioners and scholars driven by an altruistic approach and who intimately understand the plight of

our students, particularly those underserved. The opportunity to hear from authors who have experienced firsthand the narrative they have written adds to the richness of this volume.

The profession has made a call to the leadership discipline to engage in critical conversations. These articles address topics such as colonial practices, failures of leaders, and programs aimed at perpetuating the status quo. The authors accomplish this while giving readers a sense of hope, in that the authors present frameworks and practical insights to advancing student success.

As the President of California State University, Sacramento I am proud to see that the articles found in this volume provide a deep understanding of leadership. I encourage you to share Volume 7.2 with your colleagues and scholarly communities.

A MESSAGE FROM THE DEAN OF THE COLLEGE OF EDUCATION

Leadership, demystified

Alexander M. Sidorkin



Overestimating the power of leadership is as common as it is unwarranted. The greatest leadership cannot solve structural problems, such as lack of resources and talent, residential segregation, and income inequality. For years, policymakers implicitly believed that an elite cadre of

strong leaders could turn around underperforming schools just by the sheer power of their will and skill. So retired military generals were hired to run urban school districts, and school principals were summarily fired in misguided attempts at “school turnarounds.” It is all fantasy, of course, an excuse to avoid doing the bigger and harder things.

The reason for blind faith in a great leader is somewhat grounded. The existence of great schools operating in difficult conditions has been documented very well (Stringfield et.al., 2017). They all seem to have very strong leaders. However, strictly speaking, we do not know whether such schools are exceptional because of their great leaders, or if there is some hidden cause that made

the schools exceptional which, in turn, created the great leader. All people tend to own success, and disown failure.

However, once we abandon the foolish hope for magic solutions, leadership looms large among other ingredients of the educational enterprise. Giving up on the idea of superhero is a very productive shift. A superhero model forces us to focus on selection, for heroes are rare, and mysterious. Once you recognize that leaders are important, but not magical, you also have to accept they are fallible, imperfect, need to learn and be supported. I would call this process the demystification of leadership. It helps to take a close look at what leaders do in the context of their institutions that both shape and are shaped by them. The demystification invites much more ecologically minded conversations, some of which are represented in this volume. These are important, thoughtful papers that contribute to the important task of leadership demystification.

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EMPIRICAL STUDY

How Exemplary Educational Leadership Preparation Programs Hone the Interpersonal-Intrapersonal (i²) Skills of Future Leaders

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Abstract

John P. Kotter argues that business schools continue to prepare leaders for 20th century needs, as they typically teach students how to *manage* an organization, rather than how to *lead one*. In this article, we explore how Kotter's assertion applies to educational leadership preparation programs. We examine the ways a purposive sample of exemplary programs structure and implement learning experiences for aspiring educational leaders. Leveraging our findings from these cases and the literature on transformational learning and leadership, we argue that today's programs should include "powerful learning experiences" that challenge and coach leadership candidates to build the skills and capacities necessary to both *manage* and *lead* organizations. If educational leaders are the "driving subsystem" for school improvement efforts, then leadership preparation must move aspiring leaders beyond technical competence and toward the more transformational aspects of leading.

Keywords: educational leadership preparation; transformational learning; principals; management; leadership; transformational leadership

How Exemplary Educational Leadership Preparation Programs Hone the Interpersonal-Intrapersonal (i²) Skills of Future Leaders

In his seminal work on leading transformational organizational change, Kotter (1996, 2013) argues that contemporary business schools continue to prepare business leaders for 20th, not 21st, century, needs. They spend most of their time teaching students how to *manage* an organization, not how to *lead one*. He also laments that the terms "leadership" and "management" are often used interchangeably. To him, the practices are not interchangeable. Kotter's notion of leadership aligns with many of the core tenets of transformational leadership, as used in educational scholarship: it centers on the actions leaders take to secure buy-in, inspire and empower others, and produce goal-oriented change (Avolio & Bass, 2004; Bass, 1985). This paper explores if and how Kotter's assertion about business schools applies to educational leadership preparation programs, which are programs, typically offered by a college or university, that prepare educators for leadership positions in K-12 schools and systems. Through these programs, candidates earn a graduate degree (e.g., master's, doctorate) and/or a state license to practice as a school administrator.

This empirical study examines how leadership preparation programs develop educational leaders in ways that attend to both the leadership and management dimensions of the profession. To carry out this examination, we reviewed and analyzed application packets from programs that received the University Council for Educational Administration's (UCEA) Exemplary Educational Leadership Preparation Program (EELP) Award between 2013 and 2016. UCEA is an international consortium of higher education institutions committed to advancing the preparation and practice of educational leaders for the benefit of schools and children. The EELP Award, which UCEA established in 2013, recognizes exemplary leadership preparation programs and is awarded using a set of research-informed criteria drawn from scholarship on effective leadership development (Young & Crow, 2016). In addition to recognizing exemplary programs, UCEA also uses the award competition as a way to increase awareness of exemplary leadership preparation programs, features, and practices and "to cultivate a group of exemplary programs that model and can help to catalyze and support ongoing program improvement in other [institutions]" (UCEA, 2018, para. 1).

The award competition is national and seeks nominations from any university-based leadership preparation program. Each year, a committee of senior scholars in educational leadership is convened to review applications and assess applicant programs' designs and practices for "exemplary" status—in some years, multiple programs win while in other years, no program is recognized with the award (Jacobson, McCarthy, & Pounder, 2015). A complete application includes: (a) a description aligning the program with UCEA's Program Quality Criteria (Young, Orr, & Tucker, 2012), (b) course syllabi, (c) a description of the program's field experiences, (d) evidence of program effectiveness and impact, and (e) each program faculty member's curriculum vitae (UCEA, 2018).

We intentionally selected EELP Award-winning programs for this research because these programs are recognized for their innovative design and effectiveness, making them distinctive in the field. In this article, we share our findings, including an overview of how our sample of exemplary programs, through transformational learning tenets, address the leadership and management dimensions of the profession. We include how these programs' curricula guide leadership candidates toward forming a strong and clear transformational leadership mindset through what Young (2015) and Cunningham and colleagues (2018) refer to as "powerful learning experiences" and assessments aimed to challenge and coach leadership candidates to build capacity, effectively lead, and purposefully manage.

Educational Leaders in the 21st Century

Arguably, the expectations for today's educational leaders are more broad and complex than ever before (Green, 2010; Peterson, 2001; Sebastian, Camburn, & Spillane, 2018). Researchers, such as Cuban (1988) and Neumerski (2012), acknowledge the persistent tension for educational administrators to lead and manage. The National Policy Board for Educational Administration (2015) articulates that principals of 21st century schools need to be attuned to both the leadership and management aspects of their jobs in order to "foster safe, caring and supportive school learning communities and promote rigorous curricula, instructional and assessment systems" (p. 4). Developing leaders who can "build and strengthen a network of organizational supports; the professional capacity of teachers and staff; the professional community in which they learn and work; family and community engagement; and effective, efficient management and operations" (p. 4) is a complex endeavor.

The decisions leaders make and the actions they take to successfully build professional capacity and cultivate authentic relationships require a

combination of skills. Research demonstrates how educational leaders' decisions and actions can influence numerous school- and student-level factors, from creating working conditions that promote teacher commitment to school improvement initiatives (Cucchiara, Rooney, & Robertson-Kraft, 2015), to fostering a school culture where students feel safe and inspired to learn (Day, Gu, & Sammons, 2016). In their extensive work in Chicago Public Schools, Bryk, Sebring, Allensworth, Luppescu, and Easton (2010) assert educational leaders are the "driving subsystem" for school improvement efforts and describe this subsystem as operating along three dimensions: (a) the *managerial*, (b) the *instructional*, and (c) the *inclusive-facilitative*. The managerial dimension, such as balancing budgets, focuses on operations and systems that are essential to running any organization. The instructional dimension focuses on a leader's role as supervisor of a school's "operational core" of teaching and learning (Bush, 2011; Mintzberg, 1979). The third dimension, however, focuses on something more tacit and nebulous: a leader's ability to nurture individual and collective agency among staff and build collective capacity to consistently perform at high levels. Bryk and colleagues (2010) argue that this inclusive-facilitative dimension is the "lubricant" that keeps all of the parts associated with strong organizational performance moving forward efficiently and successfully.

The three dimensions may appear to introduce a tension for current and aspiring educational leaders as well as those who prepare them. That is, although all three are vital for student and school-wide success, some aspiring leaders may disregard or reduce their emphasis on dimensions that are less clearly managerial and instructional, while others may struggle to find an appropriate balance among the dimensions. We have found, however, that is not so much an issue of priority or balance—it is one of approach. That is, attending to the less clearly managerial and instructional dimensions of leadership work requires a combination of

technical skills and what we refer to as *interpersonal-intrapersonal (i²) skills*. These i² skills, which align with Bryk and colleagues' (2010) inclusive-facilitative dimension, serve as an essential emollient, enabling leaders to successfully accomplish a wide range of leadership and management tasks.

Given the complexity of work in which educational leaders must engage, we sought to understand the following: *How do educational leadership preparation programs support leadership candidates in developing the technical and i² skills needed to attend to both the leadership and management dimensions of the profession?* We explored this question using the application materials of UCEA-recognized exemplary leadership preparation programs. These award-winning programs espouse creating transformational leaders by encouraging leadership candidates to shift their mindsets through a series of transformational and powerful learning experiences (Cunningham et al., 2018; Merriam, 2004; Mezirow, 1997; Young, 2015). While transformational leadership and transformational learning are not synonymous, they can be used in conjunction with one another. Transformational leadership is an approach where focusing on the culture of an organization can lead to positive changes and goal attainment (Bass, 1985; Leithwood & Jantzi, 1990). Transformational learning aims to challenge people's default frames of reference—their mindsets—by using deliberate powerful learning experiences such as critical reflection to deepen how people interpret the world and adjust their perspectives (Alfred, Cherrstrom, Robinson, & Friday, 2013; Cunningham et al., 2018; Young, 2015). Mezirow (1997) encourages critical reflection for two reasons:

1. Becoming critically reflective of the assumptions of others is fundamental to effective collaborative problem posing and solving; and
2. Becoming critically reflective of one's own assumptions is the key to transforming one's taken-for-granted frame of reference, an indispensable dimension of learning for adapting to change (p. 10).

As people engage in transformational learning experiences, Mezirow (1997) asserts they become more:

- aware of and critical in assessing assumptions—both those of others and those governing one's own beliefs, values, judgments, and feelings;
- aware of and better able to recognize frames of reference and paradigms (collective frames of reference) and to imagine alternatives; and
- responsible and effective at working with others to collectively assess reasons, pose and solve problems, and arrive at a tentative best judgment regarding contested beliefs (p. 10).

In the context of this study, we posit that programs utilizing transformational and powerful learning experiences targeted toward honing i² skills can guide leadership candidates to adopt a transformational approach to leading and managing schools and districts. This, in turn, better positions future leaders to create positive, sustained change for their students and communities.

Methods

Data sources and data collection. Utilizing a theoretical sampling model (Glaser & Strauss, 1967) in which our research question drove the selection of data sources, this study examined award application documents submitted by the 2013-2016 recipients of the UCEA EELP Award. UCEA provided access to the applications of the five award-winning programs. Table 1 lists award application statistics across the four-year time period, such as the number of programs that signaled an intent to apply for the award, applied for the award, and won the award. Table 2 describes the five award-winning programs in more detail, such as the program focus (e.g., district- or school-level leaders), degree awarded (e.g., master's, doctoral), program

Table 1. Application Statistics of the University Council for Educational administration's Exemplary Educational Leadership Preparation Program Award

	2013	2014	2015	2016
No. of programs that signaled intent to apply for the award	10	10	5	9
No. of programs that applied for the award	10	10	3	6
No. of programs that won the award	2	2	0	1

Table 2. Program Features of Winners of the University Council for Educational Administration's Exemplary Educational Leadership Preparation Program Award

Program	Program Focus	Degree Awarded	Program Setting	Yearly Cohort Size	District Setting
A	District Leadership	Ed.D	Urban	Up to 30	Urban
B	School Leadership	Master's/State licensure	Urban	~16	Urban
C	School Leadership	Master's/State licensure	Urban/Rural	6 to 18	Urban
D	School Leadership	Master's/State licensure	Rural	~22	Rural
E	School Leadership	Ed.D	Urban	~20	Urban

setting (e.g., rural, urban), yearly cohort size, and partnership school district setting (e.g., rural, urban). We consider each award-winning program to be a separate participant (N = 5). Our total data corpus consisted of 963 pages and included detailed program descriptions along with course syllabi and content, assignments and assessments, field work experiences, and assessment of program effectiveness (UCEA, 2018).

Data analysis. We employed an inductive content analysis approach (Elo & Kyngäs, 2008), which uses data analysis techniques akin to grounded theory, such as the constant comparative method (Glaser & Strauss, 1967) and an open coding scheme (Strauss & Corbin, 1990). This approach is especially apropos when extant literature offers few a priori hypotheses. Over five rounds, we separately reviewed an application and engaged in inductive coding to identify *in vivo* codes (Miles & Huberman, 1994). After each review, the research team met to discuss each application, its codes, and emerging themes. After examining all five applications, we engaged in the data reduction process and axial coding (Miles & Huberman, 1994) to identify primary themes and devise evidentiary assertions (Erickson, 1986).

Limitations. We acknowledge two caveats with our methodological approach. First, our conclusions are limited by the nature of the data. The EELP Award applications offer only an espoused view of what occurs in the five programs, yet it was outside the scope of this study to determine what these programs actually enact in practice (Schein, 2010). Nonetheless, the spirit of a Pedagogical Perspectives article calls for *reviewing* evidence-based best practices used to develop current and future educational leaders, something these applications have in abundance. The second limitation also concerns the data we examined, which was limited to secondary data. Future research aims to collect primary data from faculty members and students about their program experiences. We are particularly interested in

learning what might differentiate award-winning programs from other programs along with whether a program's award-winning status influences future candidates' decision to enroll.

Findings

This study's research question asked how educational leadership preparation programs support candidates in developing their technical and *i*² skills to address leadership and management dimensions of the profession. Although each program we examined was distinct, we found evidence of common practices employed to develop candidates' technical and *i*² skills. In this section, we address three key findings: (a) programs aimed to shift the mindsets of their candidates, (b) programs prioritized the development of *i*² skills, and (c) programs provided practical and authentic field experiences that permitted candidates to engage with current problems of practice in the school's "operational core" (Bush, 2011).

Shifting Mindsets of Leadership Candidates

When leadership candidates enroll in their programs, they have a mindset that encompasses prior knowledge, dispositions, and a set of values and beliefs (Merriam, Caffarella, & Baumgartner, 2007). Through coursework and discussions with colleagues, instructors, mentors, and stakeholders in partner school districts, the programs offered opportunities for candidates to examine issues and structures from other perspectives, which laid the groundwork for a potential shift in a candidate's mindset (Young, Gooden, O'Doherty, & Goodnow, 2011). Program B stated, "The focus on preparation is initially on attitudes and mindsets, and then on skills."

Shifting a mindset is akin to *cognitive rewiring* (Hayek, 1945; Strong, 2013), during which an individual's original mindset is shaped by specific experiences. For leadership candidates, this rewiring or reshaping results in new and likely lasting changes that influence subsequent decision-making processes for leadership and management tasks. Through our exploration, we identified three

mindsets relevant to our research question: Mindset A, Mindset B, and Mindset C. Each of these is delineated below.

Mindset A. Rooted in prior experiences, candidates begin a program with a particular perspective (Merriam et al., 2007; Mezirow, 1997), which we label Mindset A. Mindset A is the candidate's baseline perspective, and EELP Award-winning programs were committed to understanding their applicants' baseline perspectives. Indeed, programs engaged in the deliberate selection of candidates using admissions processes that included a variety of strategies for ascertaining candidates' viewpoints and assessing leadership potential. Selection committees used interviews, written statements, simulations, and other strategies to build a sufficient profile of their incoming students' Mindset A.

Mindset B. According to research on educational leadership preparation, an effective program subscribes to an institutional perspective that explicitly articulates the type of leader the program is designed to develop (Young & Crow, 2016). We label this programmatic or institutional perspective as Mindset B, which embodies the program's purpose, goals, mission, vision, and/or theory of action. Table 3 lists the primary goals that each program in our sample articulated for its candidates. Program materials revealed an intent to shift and expand the mindsets of their candidates

through "powerful learning experiences" that were intentionally designed to help candidates develop as transformational leaders (Cunningham et al., 2018; Young, 2015).

Mindset C. Leadership candidates enter their program operating from Mindset A. As a result of encountering the program's Mindset B, candidates' Mindset A may undergo varying degrees of cognitive rewiring from participating in transformational and powerful learning experiences (Cunningham et al., 2018; Mezirow, 2000; Young, 2015). Through activities such as keeping reflective journals, continuously revisiting personal leadership development plans, and engaging in cycles of inquiry within courses, the programs in our sample encouraged candidates to engage in critical reflection of their own assumptions and beliefs, an essential practice of both transformational and powerful learning (Cunningham et al., 2018; Merriam, 2004; Mezirow, 1997; Young, 2015). Thus, candidates' new perspective (Mindset C) is influenced by both their original mindset (A) and the program mindset (B), which, through well-designed processes, merge into and manifest as Mindset C. It is within this new Mindset C that a transformational leadership perspective can become candidates' ontological foundation for making future leadership and management decisions.

Table 3. Programs' Stated Purpose, Goal(s), Mission, Vision, and/or Theory of Action*

To "prepare school and district leaders to have the complex knowledge, skills, and understanding needed to lead effective schools. The... mission is to be a force for positive change in the lives of individuals, organizations and communities through unleashing the power of learning."
To "lead beyond their current span of control to change systems to support excellent educational opportunities and outcomes for each and every student; this requires special attention to students of color, students eligible for services for English Language Learning and Special education, those living in low-income households, and others who have historically been underserved by public school systems"
To "[train] emerging leaders...by tapping into and building on local strengths to bolster human capital and systemic capacity. The purpose...is to harness the fertile grounds of community awareness to reclaim school and community outcomes. We believe our graduates are well situated and capable of envisioning, dreaming, and enacting this reclamation process"
To "prepare and develop principals and system leaders who lead significant improvement in the culture, climate, and student learning outcomes of high-need urban schools as a rule, rather than as an exception to the rule"
To "prepare aspiring school leaders who are committed to social justice advocacy to practice in schools"

*To protect anonymity, names and/or identifying evidence were omitted from the statements.

Prioritizing i^2 Skills

Our research revealed that programs also prioritized developing and honing leadership candidates' i^2 skills, which they deemed key to building relationships with students, teachers, staff, parents, and the wider school community. Relationships are particularly important when leaders need to craft and realize a vision for school improvement efforts, as broad "organizational transformation demands that leaders nurture individual agency and build collective capacity to support fundamental change. [A key skill] is a leader's ability to inspire teachers, parents, school community leaders, and students around a common vision" (Bryk et al., 2010, p. 63). Programs developed i^2 skills by creating conditions for cohorts to establish trust among one another and to work together, taking a candidate-centered approach to teaching and learning, and aiding candidates in understanding that leaders are intimately tied to and influential within the communities they work. To exemplify this commitment, one program reported how "developing effective educational leaders is fundamentally and irrevocably an interpersonal, relationship process—one that requires face-to-face human contact, deep thought, deliberation, reflection, engagement, and interaction" (Program D).

Experience with the School's "Operational Core"

Since school administrators function as both leaders and managers, they are responsible for leading and managing a school's "operational core"—teaching and learning—which requires accomplishing both technical and non-technical tasks (Bush, 2011; Mintzberg, 1979). Technical tasks, which we refer to as *management tasks*, involve decisions typically included in Bryk and colleagues' (2010) managerial dimension, such as balancing budgets and maintaining the physical plant. Non-technical tasks, which we refer to as *leadership tasks*, involve those interpersonal and intrapersonal areas of leadership that may include

directing a school-community relations outreach program or building a positive, empowering professional culture among staff and students.

The programs in our sample aided their leadership candidates in using i^2 skills to learn how to work in the operational core to address both management and leadership tasks. For example, programs invited candidates to gain experience with management tasks by having them shadow a budget meeting or perform school safety walks. To gain experience with leadership tasks, programs assigned mentor principals to coach candidates through authentic leadership work, such as building a trusting school environment or contending with a public relations challenge. Programs also deliberately planned how candidates would use their i^2 skills to accomplish management tasks. For instance, Programs C and D required candidates to conduct an equity audit of school resources (Skrla, McKenzie, & Scheurich, 2009) and to analyze findings using a social justice leadership lens in order to develop a set of recommendations for how the school could promote more equitable resource allocation.

Discussion

Our research demonstrated how a sample of educational leadership preparation programs intentionally developed their candidates' i^2 skills, recognizing the foundational role such skills played in the decision-making of future educational leaders. This finding provided us with the opportunity to build a conceptual model of how programs influence candidates' mindsets and future practice. Figure 1 illustrates our proposed conceptual model and shows how Mindsets A and B converge to form Mindset C, which educational leaders then rely upon as they exercise and continue honing their i^2 skills to accomplish both leadership and management tasks within schools' operational core. The development of i^2 skills is critical, as it sits at the intersection between Mindset C—the "new" way a leader thinks about how to make leadership and management decisions—and the leader's educational context.

For aspiring educational leaders to truly experience a transformation in their learning to the point of reshaping their foundational perspective for decision-making (i.e., Mindset C), they must engage in reflective, transformational, and powerful learning experiences in their program (Cunningham et al., 2018; Merriam, 2004; Mezirow, 1997; Young, 2015). Based on our findings, we posit that effective programs guide candidates to a point where candidates can no longer turn back—that is, they come to “know too much” (Program B). Indeed, prior literature (e.g., Alfred et al., 2013) describes how adult learners engage in transformational activities to advance new perspectives and habits of mind. Our evidence suggests that the EELP Award-winning programs are designed to help students hone their i² skills to build an inclusive, socially just, and improvement-focused Mindset C as their default perspective, which then influences future decision-making. Moreover, responsibilities

traditionally viewed as technical tasks may be subsumed under a broader leadership umbrella, resulting in more decisions being classified as non-technical rather than technical. Whether a decision concerns allocating school resources, scheduling classes, creating budgets, supervising personnel, crafting a vision, or spearheading school improvement efforts, the cognitive framework driving the decision is that inclusive, socially just, and improvement-focused Mindset C.

Conclusion

In this study, we explored if and how Kotter’s (1996, 2013) assertion of outmoded business leader training applied to a sample of five award-winning educational leadership preparation programs. Our findings provide promising evidence countering Kotter’s concern, as the sample of programs offered a leadership-focused perspective. Based on the data, we suggest effective programs guide

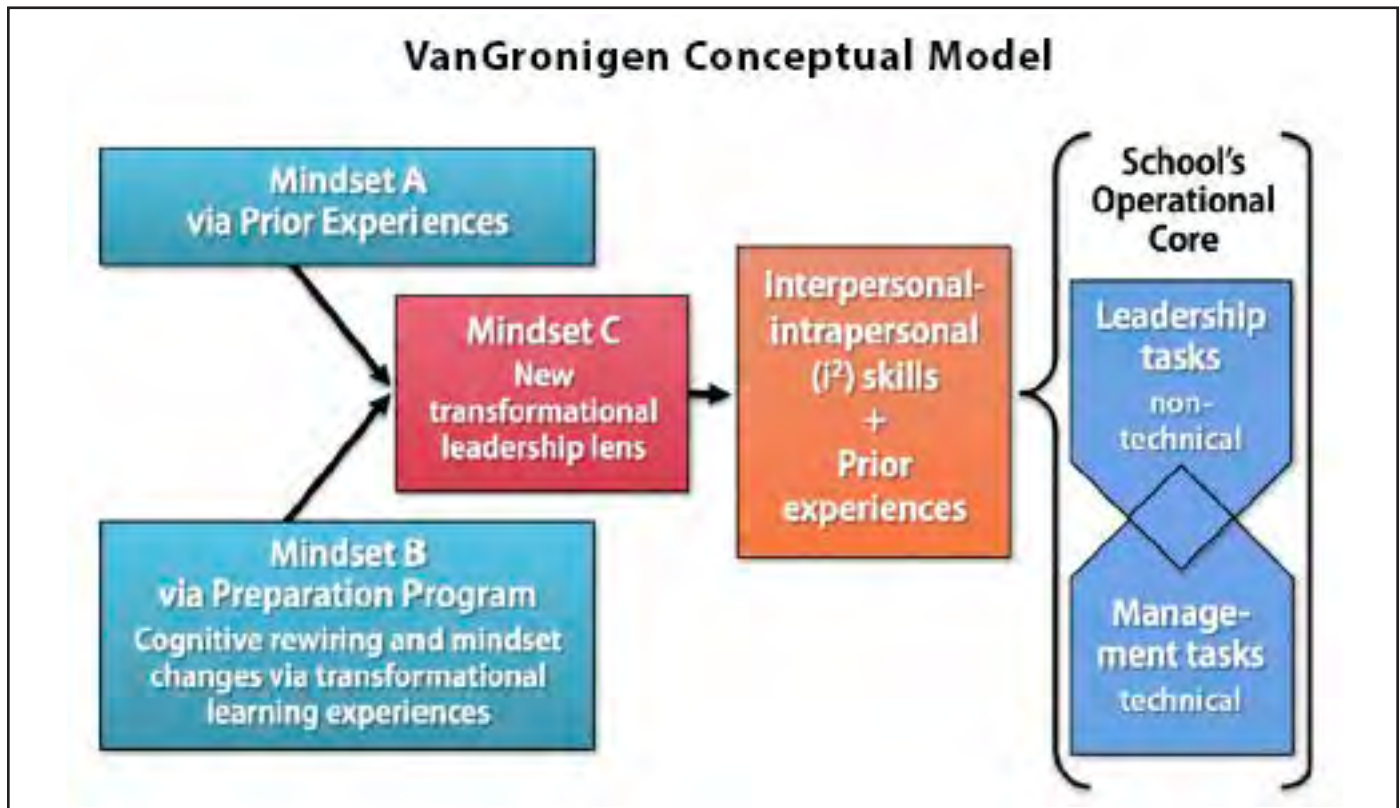


Figure 1. Conceptual model demonstrating the mindset shift of educational leadership preparation program candidates from initial enrollment (Mindset A) to future practice within an educational context.

candidates toward developing a distinct set of i^2 skills through a process of transformational and powerful learning experiences. When used in concert with candidates' newly formed perspective (i.e., Mindset C), i^2 skills can then be leveraged and applied to the leadership and management dimensions of the profession.

The programs we studied desired to shift the core perspectives of their candidates, prioritized the development of candidates' i^2 skills, and provided practical and authentic field experiences that permitted candidates to engage with current problems of practice in schools' operational core. They accomplished this by (a) aligning their programs with a distinct purpose, goal, mission, vision, and/or theory of action (Mindset B); (b) involving candidates in ongoing transformational and powerful learning experiences that incorporated critical reflection and cycles of inquiry, including purposeful community building and networking opportunities within cohorts and between candidates and partner school districts; and (c) engaging candidates in authentic field experiences (Cunningham et al., 2018; Merriam, 2004; Mezirow, 1997; Young, 2015).

However, our study examined a small slice of the leadership preparation program landscape and that slice was distinctive in that it comprised five programs recognized for the strength of their practices. A next step, and one we recommend, is to conduct research with graduates from EELP Award-winning programs who are applying in their educational contexts what they learned in their programs. Our proposed conceptual model needs to be examined and tested in the field. Potential studies could examine (a) how much candidates' mindsets shifted from Mindset A to Mindset C, (b) the extent to which and how Mindset C influences educational leader practice, or (c) the extent to which and how graduates use i^2 skills to accomplish leadership and management tasks. This additional research—exploring how graduates apply what they learned in their leadership preparation

programs—will provide valuable insight into practice along with outcome data for programs to use for self-assessment and improvement.

Leadership preparation matters. Over the past two decades, scholars have built a significant base of knowledge on the development of educational leaders (Young & Crow, 2016). This study contributes to that knowledge base and initiates a new strand of questions about transformational and powerful learning experiences and their influence on candidate learning, thinking, and practice. The recently released 2018 National Educational Leadership Preparation (NELP) Standards require educational leadership preparation programs to build the skills and capacities candidates need to both *manage* and *lead* organizations (NPBEA, 2018). Consequently, we feel this research is especially timely and our results may have implications for how programs design learning experiences that build candidate capacity to address the managerial, instructional, and inclusive-facilitative dimensions of 21st century educational leadership.

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CONCEPTUAL STUDY

Preparing Educational Leaders for 21st Century Inclusive School Communities: Transforming University Preparation Programs

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Abstract

University educational leadership preparation programs whose mission is to prepare Transitional Kindergarten through 12th grade (TK-12) school administrators need to transform their curriculum so that all leaders (not just special education leaders) have the knowledge and skills to create inclusive school communities that truly include all students. Evidence suggests that even though there are policies, laws, recommendations and an empirical base that supports inclusive education for students with disabilities, equity, achievement and opportunity gaps remain in our nation's public schools. The purpose of this conceptual study is to provide a look at redesigned preparation programs built on professional standards changes, evidence-based practices, and practice-based evidence correlated with inclusive school communities. Transformed preparation programs prepare educational leaders who lead inclusive school communities in closing the gaps for students with disabilities, considering that 100% of the students spend 80% or more of their day in general education classrooms. The impact for students with disabilities is that they experience equity, social justice and their civil rights for education in inclusive school communities where *all* benefit.

Key Words: Principal preparation, inclusive schools, special education, social justice, civil rights

Introduction

Educational leaders are responsible for leading schools that are inclusive and high-achieving for all students. Effective inclusive schools are “places where students with disabilities are valued and active participants and where they are provided supports needed to succeed in the academic, social, and extra-curricular activities of the school” (McLeskey, Waldron, Spooner, & Algozzine, 2014, p. 4). It is true that substantial changes in the education of students with disabilities have occurred over the last twenty-five years. For example, the proportion of students with disabilities receiving special education services under the Individuals with Disabilities Education Act (IDEA, 2004) who spend 80% or more of the school day in general education classrooms increased from 33% in 1990 to 62% in 2014 (Digest of Education Statistics, 2016). Students with disabilities who are most likely to be included are those with speech or language impairments, specific learning disabilities, physical disabilities, visual impairments, other health impairments and developmental delays (Digest of Education Statistics, 2016). Those students with disabilities who spent the least amount of time in inclusive school settings were students with emotional and behavior disorders, intellectual disabilities, or multiple disabilities (Digest of Education Statistics, 2016). Although the trend is increasing to include students with disabilities in general education classrooms, there are still many students excluded from their civil right to inclusive education.

Given that educational leaders are a significant influence on effective inclusion practices, the purpose of this reflective essay on preparing educational leaders for 21st century inclusive school communities is to share how educational leadership

preparation programs can be redesigned. Redesigned leadership preparation programs built on professional standards changes, evidenced-based practices (EBPs), and practice-based evidence (PBE) correlated with students with disabilities and special education are predicted to benefit all. This prediction is based on the work of Billingsley, McLeskey and Crockett (2014). They found that university leadership preparation programs better prepared leaders for inclusive and high achieving schools for students with disabilities when they implemented EBPs and PBE (Billingsley et al., 2014). The EBPs and PBE that Billingsley et al. suggested included program evaluation and integration of explicit information about students with disabilities in preparation programs.

The foundation for inclusive education settings stems from a history of decisions by influential groups across the world and landmark legislation in the United States of America. According to the Universal Declaration of Human Rights, children have a fundamental human right to quality education and to be treated with dignity (United Nations, 1948). Ninety-two governments and twenty-five international organizations developed the Salamanca Statement and Framework for Action that described the policy shifts required to promote inclusive education for students with disabilities (UNESCO, 1994). Furthermore, according to this dominant policy for educating students with special educational needs and disabilities (SEND), it is a right of all students to be educated in the mainstream or general education setting (Lindsay as cited in Hattie & Anderman, 2013). The passage of the Education of all Handicapped Act of 1975 (EHA, 1975) and the reauthorizations of that act in the form of the IDEA (1990, 1997, 2004) guarantees the right to a free and appropriate public education (FAPE) in the least restrictive environment (LRE) for children with disabilities. The California Task Force on Special Education recommended a coherent education system. The task force envisions general and special education working seamlessly together

as one system designed to meet the needs of all students (One System: Reforming Education to Serve All Students [One System], 2015).

Additionally, researchers found that students with moderate and mild disabilities were more likely to achieve academically, behaviorally and socially in inclusive learning environments (e.g., Hattie & Anderman, 2013; Lane, Oakes, & Menzies, 2014). Despite this strong foundation that supports inclusive school communities for students with and without disabilities, many students experience marginalization. Marginalization becomes a social justice issue for the students because of denied access, opportunity, and their rights to equitable, inclusive education.

Evidence suggests that even though there are policies, laws, recommendations and an empirical base that supports inclusive education for students with disabilities, equity and opportunity gaps remain in our nation's public schools (Hattie & Alderman, 2013; IDEA, 2004; Lane et al., 2014; United Nations, 1948; UNESCO, 1994). The Civil Rights Data Collection (2016) reported data for 99.2% school districts in the U.S. on 1) school discipline, 2) restraint and seclusion, 3) early learning, 4) college and career readiness, 5) chronic student absenteeism, and 6) teacher and staffing equity. Students with disabilities served by IDEA represent only 12% of all students in K-12 school settings (CRDC, 2016; IDEA, 2004). The CRDC report (2016) revealed that in all but two areas (i.e., early learning, teacher and staffing equity) students with disabilities were reported to experience significant equity and opportunity gaps compared to their peers without disabilities.

In the area of school discipline, the CRDC (2016) reported that students with disabilities are more than twice as likely to receive one or more out-of-school suspensions as students without disabilities. Students of color who have a disability are more likely to receive one or more out-of-school suspensions than white students. Students of color

are even more likely to be identified as having a disability and then face harsher discipline than their white peers.

Students with disabilities are more likely to be secluded or physically restrained than their peers without disabilities as a consequence for behavior problems. Of the more than 100,000 students who were placed in seclusion or physically restrained at school, 69,000 (67%) of those were students with disabilities (CRDC, 2016). As a result of these exclusionary practices, students with disabilities are denied access to: a FAPE (IDEA, 2004; Peterson, Ryan & Rozalski, 2013); the general education curriculum and enhancement of their IEP goals as defined by Endrew (Turnbull, Turnbull & Cooper, 2018; Yell & Bateman, 2017); and, their civil right to an inclusive education (Reece et al., 2013; UNESCO, 1994).

College and career readiness is an opportunity that is accessible for some but not all (CRDC, 2016). Students with disabilities represent only 6% of students enrolled in Algebra II; 1% of students enrolled in calculus; and 6% of students enrolled in physics. Similarly, students with disabilities represent fewer than 3% of gifted and talented education (GATE) students nationwide. Fewer than 2% of them enrolled in at least one advanced placement (AP) course. Students with disabilities are more likely to be retained or held back in high school than students without disabilities.

Chronic student absenteeism (i.e., absent 15 or more school days during the school year) presents another equity and opportunity gap issue for students with disabilities (CRDC, 2016). High school students with disabilities are 1.4 times as likely to be chronically absent as high school students without disabilities. Elementary school students with disabilities are 1.5 times as likely to be chronically absent as their peers without disabilities.

The CRDC data are not new, shocking or unique to any one state in the U.S. For example, California reported similar information about students with disabilities (One System, 2015). It is disturbing,

though, that it is still an issue forty-three years after the passage of landmark legislation designed to promote an equitable opportunity and re-guarantee the civil right to an education for students with disabilities. Even more disturbing is the fact that most preparation programs do not provide educational leaders with the opportunities to develop the necessary special education knowledge and expertise they need to be socially just leaders of inclusive schools (Pazey & Cole as cited in Grogan, 2013). Billingsley et al. also reported that “the majority of evidence suggests that principals are not well prepared to address the needs of students with disabilities and others who struggle in school” (2014, p. 7). The experience of the author of this essay is that many of the candidates in the educational leadership program where she was a professor have little knowledge about students with disabilities and special education even though they have teaching credentials and experience in general education.

Professional Standards Changes

CEC’s Standards for Professional Preparation

The Council for Exceptional Children (CEC) is an international organization comprising over 27,000 members. This organization sets the professional standards for high-quality education for children and youth with exceptionalities, including children who have disabilities and those who are gifted and talented. Boscardin, Schulze, Rude, and Tudryn (2018) included CEC standards in their research and suggested that “professional standards if used appropriately, guide preparation, induction, and professional development” (p. 6). CEC is the leading professional organization for special educators and has advocated for well-prepared and high-quality professionals for over 85 years (CEC, 2018). CEC’s Standards for the Preparation of Advanced Special Education Professionals “are designed for candidates who are already special educators and seeking training in a new role – such as... special education administration - who may be at the master’s, specialist or doctoral level” (CEC, 2015, p.

2). The standards include an advanced specialty set for “Special Education Administration Specialist” (CEC, 2015, p. 100). This set of seven standards describes knowledge and skills items in assessment, school improvement, instruction, ethical principles, collaboration, and programs and services (Tudryn, Boscardin, & Wells, 2016). These standards apply to the preparation of candidates seeking special education administration credentials and licenses. Interestingly, the CEC standards describe many of the areas of responsibilities that mirror preparation of candidates for other educational leader credentials and licenses (e.g., Kearney, 2015; National Policy Board for Educational Administration [NPBEA], 2015). The difference is that the CEC standards are specific to preparing candidates regarding special education and students with disabilities whereas the other standards merely allude to preparing candidates to work with students with these needs. For example, the Kearney (2015) and NPBEA (2015) standards use implicit terms (e.g., all students, inclusive settings) whereas the CEC standards (2015) use explicit terms (e.g., students with disabilities).

NPBEA and California Standards

The NPBEA provided Professional Standards for Educational Leaders (2015). This set of standards is student-centered and implicitly addresses inclusive education. The standards do not use explicit language that refers to students with disabilities. However, an earlier version of NPBEA approved standards (2011), “implicitly stressed a call to incorporate and mandate curriculum content related to special education and special education law” (Pazey & Cole as cited in Grogan, 2013, p. 175). Likewise, the California Professional Standards for Educational Leaders (CPSEL), the California Administrator Performance Expectations (CAPE) and the California Administrator Content Expectations (CACE) implicitly identify what a school administrator must know and be able to do in order to demonstrate effective leadership related to students with disabilities and special education

(Commission on Teacher Credentialing [CTC], 2016). The CPSEL, CAPE, and CACE are standards set by the CTC for candidates pursuing credentials to become educational leaders. The most recent changes to these standards reflect “an increased emphasis on equity, access, opportunity, and empowerment for all members of the school community” (Kearney, 2015, p. 2).

Both the CTC (2016) and NPBEA (2015) standards emphasize interdependent domains of leadership knowledge and skills that are linked to student achievement and imply inclusiveness. These domains include 1) mission, vision, and core values; 2) ethics, professional norms, equity and integrity, and cultural responsiveness; 3) community of care and support for students; 4) curriculum, instruction, and assessment; 5) meaningful engagement of families and community; 6) operations and management; and 7) professional capacity of school personnel and professional community for teachers and staff (CTC, 2016; NPBEA, 2015).

The CEC, CTC, and NPBEA provide examples of professional standards changes that were designed to assist educational leadership preparation programs in designing programs that address the needs of students with disabilities in inclusive school communities. These needs include access to equitable, inclusive education in a socially just school environment. Students with disabilities in inclusive school communities may rest assured that their well-prepared principal and other educational leaders know about and are skillful in all aspects of education, including special education.

Evidenced-Based Practices

Preparation of Educational Leaders

In addition to professional standards changes there is overwhelming support in the literature for the need for educational leaders to be prepared to educate students with disabilities in inclusive settings (Bateman & Bateman, 2014; Billingsley et al., 2014; McLeskey et al., 2014; One System, 2015; Pazey & Cole as cited in Grogan, 2013). These

same authors indicated, however, that educational leaders, except those in programs specific to the preparation of special education administrators, receive little or no preparation in university programs about students with disabilities and special education (CEC, 2015; McLeskey et al., 2014). In the next section two examples of evidenced-based practices (EBPs) for preparing principals and other educational leaders are provided (Bateman & Bateman, 2014; Billingsley et al., 2014). The examples offered here are guides for transforming university educational leader preparation programs that promote the preparation of 21st century leaders for inclusive school communities.

Examples of EBPs for Preparing Principals and Other Educational Leaders

Significant changes have occurred in inclusive settings. In order to provide all students in their care with access to an equitable, socially just and quality education principals face challenges to be knowledgeable and skillful in sharing responsibilities and school-wide collaboration (Riehl, 2009). "Principals set the tone for the school community and are the chief advocate for special education" (Bateman & Bateman, 2014, p. 9). It is vital that university faculty pay attention to the program design for their preparation of educational leaders so that leaders are ready to take on the responsibilities described by Bateman and Bateman (2014) and Billingsley et al. (2014). The guide for principals (Bateman & Bateman, 2014) and innovation configuration (Billingsley, 2014) examples are described in the following paragraphs.

Guide for Principals Example

Bateman and Bateman (2014) offered a practical guide for principals based on nine themes related to the principal's primary responsibilities. The themes include that the principal is responsible for:

1. the education of all students in the school,
2. being familiar with the concept and practice of special education,
3. ensuring that staff members know what is necessary for providing special education services,
4. verifying that staff members are appropriately implementing services for students with disabilities,
5. leading efforts for data collection,
6. ensuring that all staff members are aware of the process for identifying students with disabilities,
7. being prepared to lead meetings related to services for students with disabilities,
8. needing to know all students in the building and be ready to talk about them, and
9. needing to know how to prevent discipline problems (Bateman & Bateman, 2014, p. 4).

Innovation Configuration Example

Billingsley et al. (2014) described an EBP called "innovation configuration matrix" (IC) for consideration by university preparation programs to guide educational leaders toward inclusive and high-achieving schools for students with disabilities. The IC is a tool that can be used to evaluate course syllabi in educational leadership preparation programs. The IC is based on the Billingsley et al. (2014) review of the literature on the use of EBPs in inclusive school settings related to principal leadership. Their review revealed that principals are crucial in creating a vision and providing leadership for inclusive school communities. Unfortunately, many principals are inadequately prepared to carry out such leadership roles and responsibilities due to the lack of emphasis on the topic of inclusive

schools in university preparation programs. Billingsley et al. (2014) also found that professional leadership standards call for implicit rather than explicit coverage of topics related to students with disabilities and inclusive education. They suggested that “it is necessary to be more explicit regarding the knowledge and skills that should be included in leadership programs to prepare principals to address the needs of students with disabilities in inclusive settings” (Billingsley et al., 2014, p. 10). According to Billingsley et al. (2014), four topics must be explicitly included in preparation programs to prepare effective leaders for inclusive schools. These topics include 1) instructional leadership for all students, 2) principal leadership for inclusive schools, 3) parent leadership and support, and 4) the importance of district and state leadership. These topics are reflected in the Billingsley et al. (2014) IC tool. The following paragraphs briefly describe the topics.

Topic #1: Instructional leadership for all students is related to the work of the principal toward students’ instructional improvement. Billingsley et al. (2014) reported on their review of EBPs of principals who shared leadership to improve student learning through six core leadership dimensions:

1. ensures “academic press” described as maintaining high expectations for achievement for all students,
2. develops a positive disciplinary climate,
3. ensures high-quality instruction,
4. develops a system for progress monitoring,
5. organizes working conditions for instructional effectiveness, and
6. provides opportunities for professional learning and teacher evaluation.

Principals and other leaders whose focus is on their responsibilities of instructional leadership for all students will realize improved student academic, behavioral and social outcomes (Boscardin et al., 2018; Lane et al., 2014).

Topic #2: Principal leadership for inclusive schools involves setting the direction for the school and motivating teachers and staff to support the vision and value the work (Billingsley et al., 2014). According to the authors addressing these components is critical: 1) building a shared vision and commitment, 2) developing a professional community that shares the responsibility for the learning of all students, 3) redesigning the school for inclusive education, and 4) sharing responsibility for leadership.

Topic #3: Parent leadership and support is closely linked to improved student outcomes and therefore related to principal leadership preparation (Billingsley et al., 2014). Parent engagement and involvement was identified as an essential factor in developing effective inclusive schools. EBPs identified as critical components of leadership for parent engagement included 1) engaging parents to enhance students’ opportunities for learning, and 2) engaging parents in shared decision-making as inclusive schools are developed and sustained.

Topic #4: The importance of district and state leadership has become apparent given the “emerging evidence which suggests that students’ academic achievement improves when district and state policies align with school-wide commitments to high-quality instruction for all learners” (Billingsley et al., 2014, p. 38). Further, Kozleski and Huber posited that “[i]n a well-aligned system, the delivery of special education is conceptualized as a seamless system of supports and services delivered within the context of an equitable and culturally responsive general education system” (as cited in Billingsley et al., 2014, p. 38). Principals who have been prepared to collaborate with state and district leaders will be in the best position to:

1. strengthen the alignment of systems at the state, district, and local levels that are in the best interest of all students;
2. strengthen decision-making that is ethically sound and legally correct regarding the administration of special education;

3. work with district special education administrators to strengthen instruction for all learners; and
4. work with district special education administrators who can provide support for strengthening relationships with families and agencies to improve outcomes for students with disabilities (Billingsley et al., 2014).

Principals and others leaders who are prepared to work with district level administrators, state department of education personnel and local education agencies will find they are in the best position to positively affect the education of all students in inclusive school communities (Melloy, Cieminski & Sundeen, 2018; Miller, 2018).

Bateman and Bateman (2014) and Billingsley et al. (2014) offer examples of transformational educational leadership preparation programs for preparing educational leaders for inclusive schools based on EBPs. There are some similarities between the two examples. The similarities include the principal being prepared to be an instructional leader who leads faculty, parents and community members in a shared vision that values high-quality inclusive education for all students. The EBPs briefly reviewed in this essay are reflective of the professional standards that are meant to guide educational leadership preparation programs – also reviewed in this essay (CEC, 2015; Kearney, 2015; NPBEA, 2015). The next section of this reflective essay presents information on practice-based evidence (PBE) of preliminary results of an educational leadership program that was redesigned to meet the needs of 21st century educational leaders.

Practice-Based Evidence

Preparation Program Redesign Based on CTC Standards

The CTC in collaboration with the California Department of Education (CDE) regularly updates the professional standards that guide the practice of teachers and educational leaders. The most recent updates to the CTC professional standards for educational leadership programs (CPSEL, CAPE, CACE) were adopted in 2013 with updates in June 2016 (CTC, 2016). Based on these updates, the Educational Leadership Program at a California university was redesigned and implemented over a three-year period. The focus of the redesigned program is on graduate level coursework. Completing the program results in either a Master's Degree in Educational Leadership with a credential in Administrative Services, or an Administrative Services credential without a Master's Degree in Educational Leadership.

During the redesign process, there was much discussion among faculty and key stakeholders about preparing educational leaders for inclusive school communities that would provide equitable, socially just and culturally responsive opportunities for all TK-12 students. Discussions included mention of students with disabilities, special education, and making sure that these topics were part of the curriculum. Although these topics are addressed implicitly in coursework as required by CTC standards, no course was added to the Educational Leadership program that would address these topics explicitly. The redesign included aligning the Educational Leadership Program curriculum (e.g., coursework, field experiences) with the CTC professional standards (CTC, 2016; Kearney, 2015). Two courses in particular focus on the CTC professional standards related to students with special needs. The titles of these courses are "Program Interventions" and "Organizational Culture and Change." The course on program interventions is designed to enhance educational leaders' knowledge and skills in multi-tiered systems of support (McIntosh & Goodman, 2016). The focus of the course on organizational culture and change

is on developing educational leaders’ professional knowledge and skills related to building inclusive school culture and environment (Chance, 2013; Lencioni, 2012).

The CTC professional standards for the preparation of educational leaders for inclusive schools are implicit but not explicit (CTC, 2016). To have included a course specific to special education and students with disabilities in the curriculum would have deviated from the CTC professional standards. For example, the language of CPSEL 1 is “Development and Implementation of a Shared Vision – Education leaders facilitate the development and implementation of a shared vision of learning and growth of all students” (Kearney, 2015, p. 6). Although there is some language within the description of practice (DOP) statement for CPSEL 1 (e.g., special needs), there is no explicit language about students with disabilities or special education in this or the other five CPSEL. The CAPE and CACE aligned with the CPSEL include implicit but not explicit language about students with disabilities.

To determine the effect that the redesigned program had on leadership program students’ acquisition of knowledge and skills about students with disabilities and special education, students were asked to complete an informal survey related to this topic. The following section describes the students’ responses to the survey.

Students’ Responses to the Survey About the Redesigned Program

In an informal survey of graduate students enrolled in the redesigned Educational Leadership program, the students were asked to answer questions about their preparation for inclusive schools as principals. The survey’s ten questions were based on Bateman and Bateman’s (2014) nine themes and the primary responsibilities of principals (see Table 1). The majority of the students’ responses indicated that they are not prepared to lead inclusive school communities based on their preparation (see Figure 1). Students responded that they know little to nothing about TK-12 students with disabilities and special education. The students who responded that they are prepared and have knowledge about TK-12

Inclusive School Communities

Table 1. Student Survey About Their Preparation for Leading Inclusive Schools as Principals

Themes and Questions

Theme	Survey Question
Special Education Law	I know about the main laws related to special education.
Staffing	I have the knowledge and skills needed to hire special education faculty and staff.
Eligibility	I am knowledgeable about the educational leader’s role in special education eligibility process.
Individualized Education Program (IEP)	I understand the IEP and the educational leader’s role in the IEP.
Placement	I am knowledgeable about placement options, how to make decisions and the role educational leaders play in making those decisions.
Instructional Leadership	I have the knowledge and skills to be an instructional leader as it relates to special education.
Discipline	I am knowledgeable and can apply the skills needed by an educational leader in disciplining students with disabilities.
Accountability	I have the knowledge and skills needed by an educational leader to supervise, monitor and evaluate special education teachers.
School Counselors	I know as an educational leader how to support special education teachers.

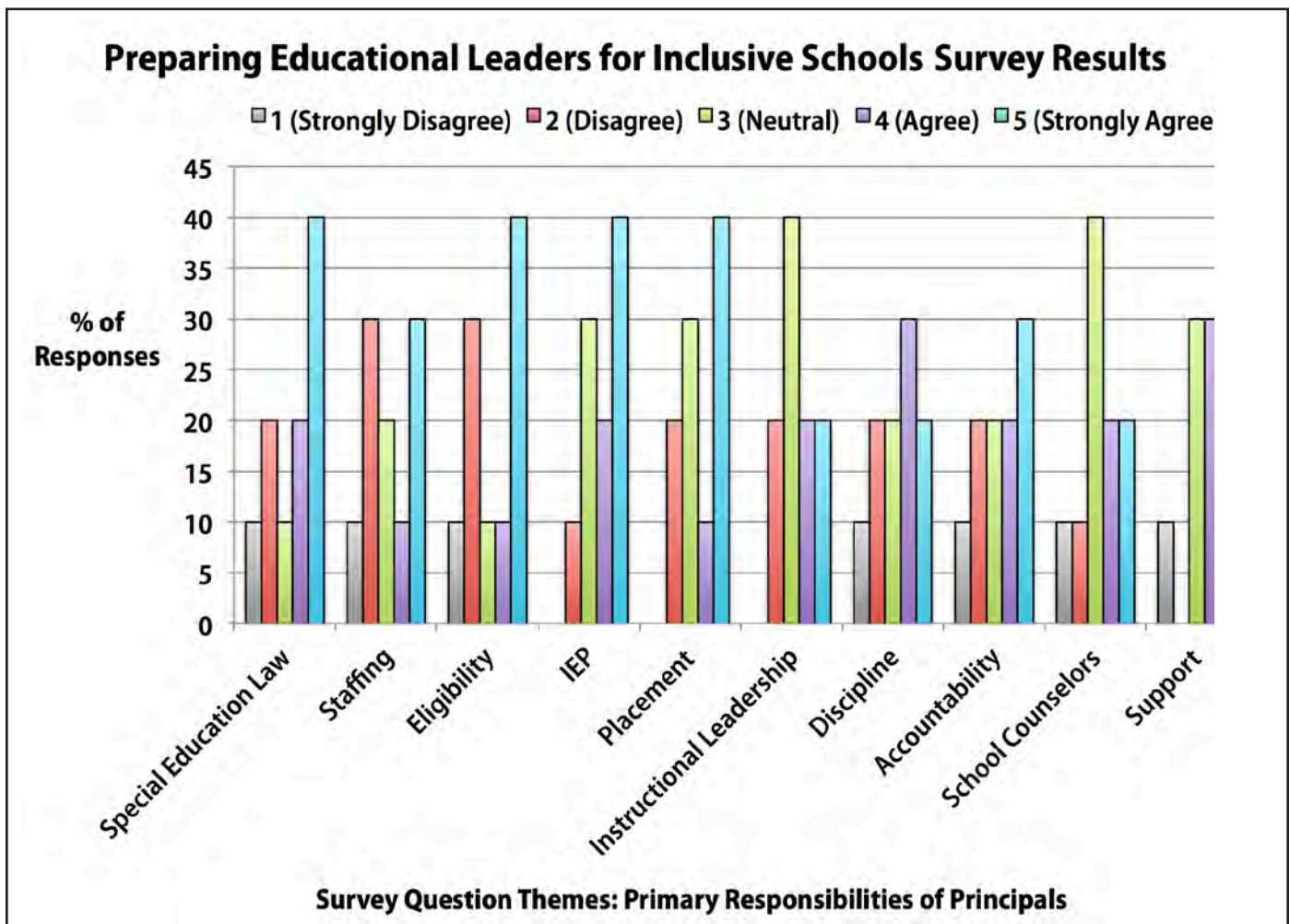


Figure 1.

students with disabilities and special education gained that knowledge elsewhere but not in the redesigned Educational Leadership program. These data are similar to that reported in the literature (Billingsley & McLeskey as cited in McLeskey et al., 2014; Pazez & Cole as cited in Grogan, 2013). Given that TK-12 students with disabilities and special education was not an explicitly targeted topic, but rather an implicit topic for the redesigned Educational Leadership program redesign, these limited data provide some food for thought as the faculty continues to design a preparation program for 21st century educational leaders for inclusive school communities.

Conclusion

At this juncture, given the findings from this conceptual study related to professional standards changes, EBPs and PBE, it is time for faculty to take a look at Educational Leadership preparation programs and seriously consider changes that are needed if we indeed are interested and invested in preparing 21st century educational leaders for inclusive school communities.

The following are recommendations for transforming educational leadership preparation programs for creating inclusive school communities.

- Institutions of higher education schools of education collaborate with state departments of education administrator licensing commissions to develop standards that explicitly state knowledge and skills that principals and other educational leaders must know in topics regarding students with specific disabilities as a result of completing a licensing program.
- Faculty in educational leadership programs review their curricula to determine whether or not principal and other educational leader candidates are being adequately prepared to lead in inclusive school settings:
 - Evaluate course syllabi using innovation configuration (Billingsley et al., 2014).
 - Collect data from alumni of educational leadership programs to get information about preparation and get suggestions for improvement.
 - Collect data from key stakeholders in the field (e.g., school district personnel who hire educational leadership program alumni) as principals, assistant principals.
 - Based on these data, make needed changes to the curricula to strengthen educational leadership programs in order to prepare principals and other educational leaders who lead inclusive and high-achieving schools (e.g., add a course that explicitly teaches about students with disabilities).

These transformed university preparation programs will prepare educational leaders who lead inclusive school communities in closing the gaps for students with disabilities because 100% of the students spend 80% or more of their day in general education classrooms. The effects for students with disabilities are that they experience equity, social justice and their civil rights for education in inclusive school communities where *all* benefit.

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CRITICAL ANALYSIS

Decolonizing Leadership Practices: Towards Equity and Justice at Hispanic-Serving Institutions (HSIs) and Emerging HSIs (eHSIs)

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Abstract

Hispanic-Serving Institutions (HSIs; colleges and universities that enroll at least 25% Raza undergraduates) are increasing in number in the United States, growing rapidly from 189 in 1994 to 492 in 2016. Moreover, there were 333 emerging HSIs (eHSIs) in 2016, indicating that the number of HSIs will continue to grow; however, leaders, including faculty, staff, and administrators at (e) HSIs, continue to grapple with the question, "How do we move from 'enrolling' to 'serving' Raza students?" There are a lack of leadership frameworks specifically designed for those working at (e)HSIs and with a focus on serving Raza students. The authors argue that decolonizing leadership practices will help leaders liberate and empower Raza students by disrupting the coloniality of power that promotes and sustains higher education institutions as racial/colonial projects. The authors propose leadership processes for working with Raza students at (e)HSIs. Although leaders at non-(e)HSIs may consider these processes, the authors call on leaders at (e)HSIs to transform their leadership practices as a necessity for becoming Raza-serving.

Keywords: Hispanic-Serving Institutions, Raza college students, transformative leadership, decolonization, coloniality of power

Decolonizing Leadership Practices: Towards Equity and Justice at Hispanic-Serving Institutions (HSIs) and Emerging HSIs (eHSIs)

Hispanic-Serving Institutions (HSIs), which are enrollment driven, non-profit, postsecondary institutions that enroll at least 25% Raza¹ full-time equivalent (FTE) students, are increasing in number each year as the number of Raza college students grows proportionately with their overall population in the United States. HSIs were officially recognized by the federal government in 1992, following a long political battle in which leaders of postsecondary institutions enrolling the largest percentage of Raza college students and legislators fought for the designation (Santiago, 2006; Valdez, 2015). HSIs became eligible for federal funding in 1995, with the goal of building institutional capacity to better serve Raza students (Santiago, 2006). By fall 2016, there were 492 institutions that met the criteria to be eligible for the HSI designation, which is approximately 15% of all postsecondary institutions in the U.S. (*Excelencia in Education*, 2018b).

¹ We use the term "Raza" instead of "Latina/o/x" or "Hispanic" to refer to people who have Indigenous roots in Mexico, Central and South America, and the Caribbean. In using this term we recognize that this racial/ethnic group evolved as a result of colonization, rape, and subjugation of Indigenous peoples. In using the term "Raza," we also center our analysis on race, with "Raza" translating to "race."

Moreover, there were 333 institutions that enrolled between 15-24% FTE Raza college students, which *Excelencia* in Education (2018a) calls, “emerging HSIs” (eHSIs). The number of (e)HSIs suggests that the percentage of institutions that reach the threshold for becoming designated as HSIs will continue to grow in the near future. Yet leaders, including faculty, staff, administrators, at (e)HSIs² continue to grapple with the question, “How do we move from ‘enrolling’ to ‘serving’ Raza students?”

This question arises as a result of Raza college students lagging behind their white counterparts in graduation, completion, and enrollment in advanced degree programs (NCES, 2017). Even at (e)HSIs, there are discrepancies in graduation, completion, and transfer rates between white and Raza students (Contreras & Contreras, 2015; Garcia, 2018b). Although scholars have proposed numerous reasons as to why Raza students continue to earn degrees in fewer numbers than their white peers (e.g., Villalpando, 2004), we argue that the history of oppression and subjugation that Raza have experienced as a result of colonization and U.S. imperialism have prevented them from excelling in postsecondary education. We fully recognize that colonization has affected Indigenous people across the world, yet here we focus on Raza in the U.S. context.

Arguably, (e)HSI leaders must deconstruct colonial ways of being that are embedded within institutions of higher education, historically and systemically, in order to effectively serve Raza (Patton, 2016; Wilder, 2013). In reviewing the literature centered on (e)HSIs, there are a lack of leadership frameworks specifically designed for those working at (e)HSIs. Raza college students have specific needs that leaders at these campuses must consider, but there are no specific models to help them become effective leaders for Raza. This is particularly troubling, as Raza are underrepresented in leadership positions at (e)HSIs (Contreras, 2018;

Garcia, 2019; Gonzales, 2015; Santos & Acevedo-Gil, 2013). For example, in fall 2015 at one four-year HSI in the Midwest where 35% of the undergraduate population identified as Raza, only 11% of the faculty and 18% of the administration identified as such (Garcia, 2018b, 2019). At another four-year HSI in the Midwest in the same year, only 2% of the faculty and 7.5% of the administration identified as Raza, compared to 27% of the undergraduate population (Garcia, 2018b, 2019). There has been a call to increase the representation of Raza leaders at HSIs (e.g., Contreras, 2018; Gonzales, 2015), yet in this article we call on all leaders at (e)HSIs, even non-Raza leaders, to reconsider their leadership practices in order to center Raza students. In this article, we propose processes and practices for decolonizing leadership at (e)HSIs, with the goal of promoting equitable outcomes, liberatory environments, and justice for all. Although leaders at non-(e)HSIs may consider these processes, we call on leaders at (e)HSIs to transform their leadership practices as a necessity for becoming Raza-serving and Raza-liberating, particularly since HSIs alone enroll 65% of all Raza college students (*Excelencia* in Education, 2018b).

Conceptual Foundation

To understand how decolonization theory can be used to develop leaders that transform (e)HSIs, we first provide a brief overview of Raza’s unique history of colonization, then we discuss the idea of “coloniality of power” as a theoretical foundation, and finally discuss how colonialism has played out in educational settings, and specifically within higher education.

Raza’s Unique History of Colonization

It is important to note that Raza students’ identities are both Indigenous and European/Spanish. As such, they represent the crossroads of situated knowledge, or what Anzaldúa (1987) calls, “mental nepantlism.” *Nepantla* is an Aztec word meaning “torn between ways/worlds” and is often used by Chicana theorists to describe the Chicana reality

² We use the notation “(e)HSI” to encompass both HSIs and emerging HSIs

of “being tricultural, monolingual, bilingual, or multilingual, speaking a patois, and in a state of perpetual transition. Cradled in one culture, sandwiched between two cultures, straddling all three cultures and their value systems” (Anzaldúa, 1987, p. 100). Anzaldúa (1987) writes that as a result of this reality *la mestiza* undergoes an inner war and struggle of borders within. Institutional leaders at (e)HSIs seeking to incorporate decolonized leadership practices must recognize and accept that the identities of Raza students are unique, “messy,” and intersectional in nature, crossing multiple borders across history, time, and space.

Raza students’ unique history of conquest, colonization, enslavement, and subjugation is a result of Spanish conquest and U.S. imperialism (van Dijk, 2009). Colonial education established in “New Spain” in the 16th century, which included parts of modern day Mexico, California, Arizona, Texas, and New Mexico, solidified a racial classification system that valued “whiteness” and subjugated Indigenous and dark-skinned people to lower levels (MacDonald, 2004; Menchaca, 2008). Colonial schools were intended to preserve Spanish culture and Catholic principles while stripping Indigenous people of their ways of knowing (MacDonald, 2004). U.S. imperialism further solidified a unique social and educational experience for Raza, with events such as the signing of the Treaty of Guadalupe Hidalgo, which led to the acquisition of Mexico’s northern territories, and the 1898 signing of the Treaty of Paris, which led to the acquisition of Puerto Rico, Guam, and the Philippines (MacDonald, 2004; Ochoa, 2016). With each historical event, colonization and institutional racism became ingrained in the lives of Raza, with coloniality of power and white supremacy reigning supreme in the modern United States, and continuing to affect the social and educational experiences of these colonized/racialized people (van Dijk, 2009).

Colonization has played out through state and federal policies, which continually strip Raza of their language, culture, and educational rights,

leading to inequities in educational outcomes for these groups (San Miguel, 2008). Examples include the historical reality of segregated K-12 schools, with court rulings such as *Wysinger v. Crookshank* in 1890 and *Plessy v. Ferguson* in 1896 solidifying a “separate but equal” doctrine and having long-term effects on the schooling environment and outcomes for Native, Black, and Raza students (Ochoa, 2016). Other anti-Raza policies include California’s Proposition 63 (1986) and Proposition 187 (1994), which sought to eliminate bilingual education in the state (primarily targeting Raza English Language Learners) (Quezada, 2016) and Arizona’s House Bill 2281, which allowed the state superintendent of public education to withhold funding to districts that offered ethnocentric courses that the bill claimed promoted resentment toward a race or the overthrowing of the federal government (primarily targeting Mexican American Studies) (Cabrera, Milem, Jaquette, & Marx, 2014). Texas’ school funding models have also been found to promote inequitable allocations for operations, maintenance, and facilities in majority Mexican-American school districts (directly targeting Raza students) (Alemán Jr., 2007).

Coloniality of Power & Knowledge Production

Quijano (2000) complicated our understanding of colonization by proposing the concept of the “coloniality of power” which maintains that the political and economic spheres of colonialism are linked to racial hierarchy and power, and ultimately to knowledge production and dissemination. The coloniality of power explains how racial classification in the Americas was used to control labor and develop a new global power around capitalist-wage labor relations (Quijano, 2000). Power relations that developed during colonization of the Americas shaped the development of racial and economic epistemic structures of power that are evinced and (re)inscribed in numerous institutions. The development of this new world economy includes commodification of education that is linked to defining and reinforcing identities

that become configured around domination, hierarchically arranged societies, and colonial expansion for the exploitation of labor. As a result, division of labor and the idea of race are structurally linked and mutually reinforcing.

The modernity/coloniality research project, which includes scholars such as Walter D. Mignolo (Mignolo, 2010, 2011), Arturo Escobar (Escobar, 2011), Santiago Castro-Gomez (Castro-Gómez, 1996; 2000), and others, have extended the concept of the coloniality of power (political and economic) to the “coloniality of knowledge.” They remind us that we always speak from a particular location in power structures (Collins, 1990), therefore our knowledges are always situated. The modernity/coloniality research project uses Quijano’s concept of coloniality of power because of its ability to open up “the reconstruction and the restitution of silenced histories, repressed subjectivities, subalternized knowledges and languages performed by the Totality depicted under the names of modernity and rationality” (Mignolo, 2010, p. 305).

Despite the remnants of colonialism, decolonization is a historical process that disrupts the order of the world (Fanon, 1963), and is about the repatriation of Indigenous land and life (Tuck & Yang, 2012). It has sought to end colonial oppression that marks human life, land, and natural resources as commodities to be exploited. Learning and teaching in Indigenous communities represent the alternative reality to colonial processes (Memmi, 1991; Bruyneel, 2007; Bryd, 2011) and, as a result, alternative epistemologies toward the relationship of humans to land, labor, environment, and law (Lauderdale & Natividad, 2010; Lauderdale, 2011) that are seldom represented nor taught in education, but still learned in Indigenous communities (Waziyatawin & Yellow Bird, 2005). Although the history of decolonization theory is outside education, education scholars have begun to use it within research, recognizing postsecondary institutions as systematically grounded in colonialism (Patel, 2016).

Education as a Colonial Project

Prakash and Esteva (2008) outlined how education has been central to the colonizing enterprise throughout the world to create a homogenous understanding of social organizing practices built around authority and leadership. According to the authors, this has been counterproductive for Indigenous populations because the centers of power that communities ascribe and aspire to are always aligned with the centers of “civilization” and the “civilizing” projects of colonialism (Prakash & Esteva, 2008). Even though education is touted as social mobility and freedom, for Indigenous peoples, the politics of knowledge production and dissemination are intimately tied with modern western ordering of the world. As such, education has created “cultures of silence” for those with Indigenous roots. (Prakash & Esteva, 2008).

As a result of their unique experience with settler colonialism, educational systems have created a global epidemic of educated Raza individuals who lack a basic understanding of their communities and identities because educational systems have required them to abandon their own forms of cultural initiation (Illich, 1971, 1978; Prakash & Esteva, 2008). Policies have stripped them of their languages and promoted monolingualism, with multilingualism being viewed as a hindrance rather than asset (Baron, 1990; Crawford, 1992, 2000; Menken, 2008). As a result, Raza students have been forced to abandon their native tongue to succeed in the monolingual culture of education in the United States. “Cultures of silence” also pertain to Raza students living in rural communities that leave their homes for schooling, leaving their communities struggling with rural depopulation (Hondo, Gardiner, & Sapien, 2008). It also relates to Indigenous ways of knowing that are still thriving in Raza communities and families, yet are devalued as “traditional superstition” as opposed to “true science” discovered only through education (Villanueva, 2013).

Institutions of Higher Education as Colonial Projects

The U.S. system of higher education, by nature, is a racial/colonial project (Wilder, 2013). Some of the colonial colleges, which have become world-renowned prestigious universities in modern times, were funded by the Trans-Atlantic slave trade, exploited slave and Indigenous labor, and developed special schools for “civilizing” and “Christianizing” Indigenous people (Wilder, 2013; Wright, 1991). U.S. institutions also launched programs to solidify U.S. imperialism and domination in Puerto Rico and Cuba in the early 20th century, while postsecondary institutions actively denied dark-skinned Raza, further perpetuating segregation at the postsecondary level (MacDonald, 2004). As such, institutions of higher education solidified coloniality of power and white supremacy, and we continue to see the vestiges of this racial/colonial project as evidenced by inequitable access to and graduation from postsecondary education for racially minoritized students (Dache-Gerbino, 2017).

The U.S. system of higher education as a racial/colonial project is also understood when examining how colleges and universities conflict with cultural practices, traditions of learning and teaching, and ways of knowing found in Indigenous communities (de los Ríos, 2013). These communities remind us that education and educational institutions are of modern western origin and have been used as tools for acculturation and “Americanization” (Arenas, Reyes, & Wyman, 2009; de los Ríos, 2013). Even at HSIs, there is evidence of colonialism in modern curricular structures, with only 2.1% of the curriculum at “incidental” mainland HSIs having an ethnocentric focus (i.e., focused on the experiences of one ethnic group) (Cole, 2011). As noted by Cole (2011), it may not be coincidental that many of these HSIs are located in colonized

territories of the U.S. Southwest, with postsecondary institutions actively participating in the process of acculturation through curricular structures. Moreover, ethnocentric curriculum is often found on the margins in ethnic studies programs, rather than woven throughout the general education curriculum for all to experience (Aguirre, 2005)

Transformative Leadership

With an understanding that Raza are a uniquely colonized group, and that institutions of higher education continue to reinforce coloniality of power, even at (e)HSIs, we call on leaders at (e) HSIs to transform the organizational structures that continue to oppress Raza, with the goal of liberation and justice. First we discuss the evolution of leadership theories and briefly talk about transformative leadership practices, which we used as a foundation for the proposed decolonizing leadership practices within (e)HSIs.

Leadership has undergone significant theoretical changes and advancements in the last two centuries. The great man theory of the mid-1800s focused on leaders as heroes and was rooted in individualistic culture of leadership (Carlyle, 1841). Trait theory, introduced in the early to mid 20th century, claimed leaders were born with innate traits (Allport, 1950), whereas behavioral theory, introduced in the 1950s, shifted the focus from internal traits to external behavior of leaders (Katz, Maccoby, Gurin, & Floor, 1951). The latter half of the 20th century saw the introduction of new theories on leadership that accounted for contextual variables (e.g., Fiedler, 1971). Servant leadership emphasized leaders to serve their followers (Greenleaf, 1970), whereas transformational leadership theory emphasized transforming, rather than transactional, the moral dimension of leadership (Burns, 1978; Bass, 1998). The most recent system leadership theory relies on collective responsibility as the foundation for understanding collaborative efforts in solving problems (Heifetz, 1994; Senge, Hamilton, & Kania, 2015).

Arguably, leadership models, despite their progression, have primarily been grounded in colonial ways of knowing and being with little effort to understand how minoritized people engage in leadership and/or how leadership practices affect colonized groups; however, several transformative frameworks lend themselves to values grounded in decolonized leadership practices. Transformative leadership incorporates Critical Race Theory (CRT) to unearth ways inequality and inequity are deeply embedded in social structures and institutions (Shields, 2016). It uses a social justice approach and calls on leaders to be intentional “in identifying and countering issues related to marginalization, subjugation, discrimination, oppression, and racism” with the overall goal of dismantling systemic forms of oppression (Nevarez, Wood, Penrose, 2013). Rather than viewing diversity as a deficit, leaders using a transformative approach view diversity as “value-added,” which, according to Nevarez et al. (2013), can advance equitable outcomes in postsecondary institutions. Transformative leadership is relevant to decolonizing practices because it calls on leaders to become aware of issues of inequality and inequity and the ways they are reinforced by educational institutions (Shields, 2010).

Similarly, through their work with minoritized educational leaders across the P-20 pipeline, Santamaría and Santamaría (2012) proposed the Applied Critical Leadership (ACL) model, which incorporates transformational leadership, critical pedagogy, and CRT. They defined ACL as “a strengths-based model of leadership practice where educational leaders consider the social context of their educational communities and empower individual members of these communities based on the educational leaders’ identities (i.e., subjectivity, biases, assumptions, race, class, gender, and traditions) as perceived through a CRT lens” (p. 5). This model not only asks educational leaders to recognize the racial, cultural, and ethnic ways of knowing of students, but to also understand who they are, as leaders and people, as racialized,

cultural, and ethnic beings. This self-reflexive model is key for decolonizing practices as it helps leaders rethink their relationships to systems of power. In seeking to validate and expand the model through empirical research, Santamaría and Santamaría (2016) found that applied critical leaders were willing to engage in critical conversations about systems of oppression, apply a critical lens (if not critical race lens) to their work, make decisions through consensus building, honor all members of their constituencies, lead by example, give back to marginalized communities, build trust with members of dominant groups, and with the expression of service and transformation (i.e., grounded in servant leadership and transformative leadership ideologies).

It is important to understand how transformative leadership theory and the ACL model are connected to the decolonizing leadership practices and processes we propose. Colonization is a multidimensional process that includes legal, cultural, economic and other forms of domination of populations (Chabal, 2012). The ideological control of a population often seeks to negate the reality, existence, and legitimacy of colonized people and their ways of knowing. Decolonization acknowledges manifestations of colonial legacy with the purpose of dismantling hierarchies that have been established through colonial enterprises (MacFarlane & Schabus, 2017). This includes dismantling ideological biases and hierarchies that manifest in education and educational settings. Decolonizing theory therefore calls on educators to rethink their relation to knowledge production and dissemination. Likewise, transformative leadership theory and the ACL model call on leaders to rethink their relation to issues of inequality and inequity and recognize the ways their own racial, cultural, and ethnic ways of knowing are biased. Decolonizing leadership practices for leaders at (e)HSIs extend transformative leadership and the ACL model as praxis by calling on these leaders to recognize how they are participants in the exercise and consolidation of new forms of power that may

lead to increased suppression of Raza cultures, religions, traditions, ways of knowing, natural resources, and languages.

This is significant, because higher education is often positioned as the absolute and universal authority for knowledge production and dissemination. This assertion often elides the awareness of alternative history, language, worldviews, realities, or localities that are capable of producing knowledge that gets relegated to 'particularities' and 'peculiarities' in society. Therefore, we challenge leaders at (e)HSIs to incorporate decolonizing practices and processes in order to engage in a deeper analysis of the normative pronouncements about the legitimacy of higher education institutions as the epitome of all knowledge production and dissemination. Theoretically grounded and empirically tested, transformative leadership theory and the ACL model are nearest to decolonized leadership practices; therefore, we draw on their foundations as we suggest processes to be used in (e)HSIs.

Decolonized Leadership Practices & Processes

Garcia (2018a) proposed a framework for organizing HSIs, grounded in decolonial theory, which recognizes Raza people's complicated history in connection to coloniality of power and white supremacy, both of which have impeded their economical, legal, social, and educational progress. This transformative organizational model included nine elements, first and foremost grounded in redefining the mission and purpose of HSIs as decolonized spaces (Garcia, 2018a). Once an institution commits to a mission grounded in anti-oppressive, anti-racist, decolonizing ideologies, and strives to produce both normative (i.e. graduation rates) and non-normative (critical consciousness) outcomes and a culturally enhancing environment, it must redefine its membership and organizational structures, including its technology (i.e., curricular and co-curricular practices), governance, community standards, accountability, incentive structures, and external boundary management (Garcia, 2018a).

Although the organizational model did not include "leadership" as a core dimension, this article connects leadership to governance, as governance is essentially about the authority and decision-making practices within the institution. Governance in higher education has long been talked about and written about, ranging from the macrolevel, system-wide governance (i.e., local, state, and federal policies and regulations), to the mesolevel, organizational governance, and at the microlevel, departmental governance (Austin & Jones, 2016); here we focus on the meso- and microlevels, calling on department chairs, deans, directors, vice presidents/chancellors, provosts, presidents/chancellors, and governing boards to rethink the way they lead institutions that enroll a critical mass of Raza students. Within a decolonized model of organizing HSIs and through a lens of decolonizing leadership practices, the core governance question is, "Who has the authority and decision-making power to promote and enact a decolonial educational model grounded in equity, justice, and liberation for all?" This includes all those in positions of authority who can create a liberatory and culturally relevant environment, promote curriculum shifts that link social theory to identity development and community impact, and produce cultural icons in imagery and representation for recruitment (Natividad, 2015).

Here we discuss specific processes and practices for leading through a decolonized lens and lay out specific dimensions of the organization that leaders using a decolonized lens must address. Importantly, decolonizing leadership practices at (e) HSIs presupposes that leaders at (e)HSIs do not have to be Raza. This is essential since leaders as (e)HSIs continue to be predominantly white (Contreras, 2018; Garcia, 2019; Gonzales, 2015; Santos & Acevedo-Gil, 2013). Although Garcia (2018a) calls on HSIs to specifically recruit organizational members committed to the mission and purpose of a decolonized institution, we recognize that changing the compositional nature of the organization takes time. The call to use decolonized

leadership practices, therefore, suggests that if the goal is liberation and justice for all, both the oppressed and the oppressor must work together to disrupt the coloniality of power that dictates how leaders manage and organize institutions of higher education (Freire, 1970).

Process #1: Understanding Own Identity in Relation to Coloniality of Power

Santamaría and Santamaría (2012) found that leaders from minoritized groups draw extensively on the positive attributes of their identities, including racial, cultural, and gender identities when leading for cultural relevance. We recognize that this is an important process for minoritized leaders within (e)HSIs, but members of all groups must take time to understand their identities in relation to larger systems of oppression. As individuals are called on to lead an organization that is working towards equity and justice for minoritized communities, they must first come to know who they are and understand their own racial privilege within a larger social system. This process must be intentional and will likely evoke feelings of denial, anger, shame, guilt, dissonance and resistance (Linder, 2015; Robbins & Jones, 2016). Becoming an antiracist ally committed to decolonial mentality is developmental and long-term (Broido, 2000; Edwards, 2006), suggesting that leaders in (e)HSIs must invest time and patience when learning about their own identities as connected to coloniality of power.

Process #2: Accessing Decolonization Theory

There is evidence that leaders from minoritized backgrounds regularly draw on critical theories when engaging in leadership practices (Santamaría, 2014; Santamaría & Santamaría, 2012; Santamaría & Santamaría, 2016). Yet little evidence suggests that members of dominant groups lead in such ways. All leaders at (e)HSIs must ground their leadership practices in critical theory, and specifically decolonial theory. Decolonization, however, must not be considered a metaphor, where metaphor "invades decolonization, it kills the very possibility

of decolonization; it recenters whiteness, it resettles theory, it extends innocence to the settler, it entertains a settler future" (Tuck & Yang, 2012, p. 3). In drawing on decolonial theory to develop leadership practices at (e)HSIs, we encourage leaders to learn about settler colonialism and all its form, analyze its effects on Raza/Indigenous people, reposition the work of Raza/Indigenous thinkers as central to the operations of the institution, and take steps to redistribute the land, water, and Earth to Raza/Indigenous people (Tuck & Yang, 2012). This is a complicated request, yet in learning about decolonization as a theory and grounding all practices in this process, we suggest that leaders at (e)HSIs rethink their connection to the land and original peoples. This may include a historical look at the founding of the institution, which for some, particularly those that were founded in the late 19th century and especially those founded as land grant institutions, may have a direct connection to settler colonialism worth considering (Patel, 2016). In addition to grounding practices in decolonial theory, leaders must also draw on critical race theory, as it forces leaders to recognize race and racism, as well as the intersectionality of social identities, while striving to center minoritized voices within decision-making (Santamaría, 2014).

Process #3: Engaging in Critical Conversations about Colonialism

In conjunction with coming to understand their own identities as connected to coloniality of power, and accessing critical theories for leading, leaders at (e)HSIs must engage in difficult, yet critical, conversations about the larger systems that are hindering student progress and success. Harper (2012) reminds us that educational researchers rarely name racism (or other systems of oppression) when seeking to make sense of inequities in student outcomes. This inevitably leads to race-neutral conversations in practice, in which institutional leaders, similarly, name anything but racism as the problem they see in their institutions (Bensimon, 2012). Leaders at (e)HSIs must reframe

their conversations, asking themselves how their policies and practices are excluding Raza and other racialized students (Malcom-Piqueux & Bensimon, 2015). Conversations must be anti-deficit in nature, with the focus on “analyzing how practices might be failing Raza students. Leaders, from the president to department chairs, must model for others how to reframe unequal outcomes as a problem of practice rather than a problem of student deficiencies” (Malcom-Piqueux & Bensimon, 2015, p. 9). Moreover, critical conversations must include definitions of complicated ideas such as settler colonialism, institutional racism, structural racism, equity, and justice (Dowd & Bensimon, 2015).

Process #4: Recognizing Inequities in Outcomes and Experiences

Santamaría, Jeffries, and Santamaría (2016) suggest that as leaders move towards a plan of action for culturally relevant leadership, they must first recognize inequities. This is essential in (e) HSI, where inequities in academic outcomes and experiences for minoritized people are still present (e.g., Contreras & Contreras, 2015; Cuellar & Johnson-Ahorlu, 2016). One approach for learning about inequities is to disaggregate data by race and other social identities (Bensimon, 2012). Leaders must also access and utilize indicators of equity, which include proportional representations of each group’s outcomes and experiences (Malcom-Piqueux & Bensimon, 2015). While disaggregating data will help leaders see inequities, it is essential that they seek to be race-conscious and equity-minded practitioners who take responsibility for inequities, rather than placing the onus on students (Bensimon, 2012). As leaders learn about inequities, there are numerous outcomes and experiences they must consider when seeking to adequately serve Raza students, including graduation rates, course completion rates, transfer rates, job attainment rates, post-baccalaureate enrollment, academic self-concept, civic engagement, experiences with discrimination, and critical consciousness

development (e.g., Contreras & Contreras, 2015; Cuellar & Johnson-Ahorlu, 2016; Garcia, 2018a; Garcia & Cuellar, 2018).

Process #5: Building Consensus in Decision-making

Garcia (2018a) argued for a community-based, decentralized approach to authority and decision-making, influenced by an Indigenous approach to organizing and leading. Leadership within Indigenous communities looks different than it does in settler communities, often grounded in collaborative decision-making practices between educational systems and the communities from which students come from (Bird, Lee, & López, 2013). Moreover, leadership is connected to service and contributions to the community, with the ultimate goal of strength and self-determination for these communities (Bird et al., 2013). As enrollment driven, broad access institutions, (e)HSIs are often situated within Raza communities, meaning that they reflect the population of surrounding communities (Garcia, 2016). As such, leaders of (e) HSI that enact decolonial leadership practices must be committed to collaborative decision-making, not only within the institution, but also with the local Raza communities. This may come more naturally for leaders from minoritized backgrounds, with evidence that they prefer consensus building when leading (Santamaría & Santamaría, 2012), yet leaders from dominant groups must also be committed to rethinking their approach to leadership. As a result of building consensus in decision-making processes within communities, (e)HSI leaders must also be prepared to rethink their own definitions of success, advancement, and development, as a community definition may differ from their own.

Process: #6: Taking Action to Disrupt, Address, and Repair Inequities

It is one thing to recognize and name inequities in outcomes and experiences for Raza and minoritized students, taking action to interrupt the inequities will take specific leadership practices that lead to changed behavior (Santamaría et al., 2016).

Bensimon (2012) reminds us that taking action will take time, as educational leaders and practitioners have been trained to connect student outcomes with student behaviors, rather than behaviors of the organization. Malcom-Piqueux and Bensimon (2015) suggest that leaders at (e)HSIs adopt specific metrics of equity, apply them to disaggregated data, engage in performance benchmarking activities, and model practices of equity-minded data interpretation. Moreover, taking action will require goal-setting exercises, data monitoring, and ongoing reflection and action (Malcom-Piqueux & Bensimon, 2015). Leaders at (e)HSIs must become institutional agents who not only recognize the unique capital and knowledge that minoritized students bring with them to campus, but also recognize the larger systems that are preventing these students from succeeding while working to dismantle those systems (Garcia & Ramirez, 2018).

We argue that leaders at (e)HSIs who adopt these processes will ultimately enact practices that will lead to greater outcomes for Raza students. Rather than developing specific programs and practices that have been empirically shown to work for serving Raza, we suggest that leaders focus first and foremost on deconstructing their own leadership processes. In leading through a lens that is conscious of colonialism and white supremacy, adopting critical theories for leading, disaggregating data to reveal inequities, and engaging in consensus-building decision-making and action, leaders at (e) HSIs will be best suited for addressing inequities that plague Raza students as a result of their unique history of colonization and oppression.

Conclusion

HSIs, despite their federal designation and/or enrollment of Raza students, must be understood as racial/colonial projects. In proposing decolonizing leadership practices, we recognize that, like education, leadership has been completely grounded in western ideation and understandings of the nature of followers and their relationship to leaders. Grounded in decolonization, leadership practices within higher education must be reframed, which requires an interrogation of the premise of leadership. It also challenges the idea that leadership is only "legitimate" if it fits within a western framework and values dominant non-Indigenous culture. The idea that there are leaders and followers is a colonial model; to decolonize the concept of leadership there must be a mitigation of power and a reconsideration of how power operates and flows. As Foucault (1984) reminds us, the idea that power is wielded by individuals by way of sovereign acts of domination or control is false. Instead, power is dispersed and flows throughout society (Foucault, 1984). This is not to say that we should do away with western notions of leadership. Instead, it is to remind us that Raza students are Indigenous and carry with them the history and legacy of colonialism, and that their Indigenous roots, identity, understandings, and ways of being have been taken from them. Yet, remnants of this identity persist and survive within the students in other ways. We call on leaders at (e)HSIs to help them understand their colonial past and their Indigenous culture as a way of healing, developing critical consciousness, and moving toward civic engagement and social action.

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CRITICAL ANALYSIS

When Management Defines Leadership: High Demand x High Support in a Rural Community College

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Abstract

Drawing upon a diversity of data from efforts across almost four decades – the last two in the same rural community college – devoted to developing, implementing and studying the impact of a High Demand x High Support (HDxHS) teaching pedagogy, this paper addresses four topics: First, we briefly address the values and perspectives informing the HDxHS effort. Second, we sketch the HDxHS pedagogy and describe case exemplars, situating these in the context of a rural community college (CC). Third, we describe different leadership responses to HDxHS in terms of the use of strategic ignorance strategies (SIS), suggesting that these likely function more as a barrier than a conduit for understanding the challenges facing rural communities and CCs. Fourth, acknowledging that CCs are currently at a crossroads facing an uncertain future as legitimate public post-secondary institutions, we outline elements of a re-scripted more democratic CC leadership model. Part overview and part summary, the conclusion addresses the strengths and weaknesses of the HDxHS approach and the various bodies of knowledge to which it might contribute.

Keywords: democratic, critical cases, leadership, heterarchy, strategic ignorance, natural science

Introduction

According to Joseph Rost (1993), leadership “is the most studied and least understood topic of any in the social sciences” (p. 20). However, in spite of its popularity, there is no widely shared definition of leadership (Berube, 2000, p. 2). Furthermore, the most agreed upon synonym for leadership, “management,” is, according to those who have studied the issue, the opposite of what is meant by the idea (Berube, 2000, p. 26). In fact, conflating the terms management and leadership is in part responsible for many institutional problems, especially in times of change (c.f. Hecllo, 2008; Stark, 2009). While management is not intrinsically inferior to leadership, under conditions of change it usually represents an effort to preserve what has already disappeared and/or is fast disappearing. What is necessary, during times of upheaval such as the present, is leadership, particularly for a public institution like the community college (CC), beset as it is with a complex mix of long standing (Brint & Karabel, 1989; Dougherty, 1994; McGrath & Spear, 1991; Richardson, Fisk, & Okun, 1983; Zwerling, 1976) and new challenges (Bailey, Jaggars, & Jenkins, 2015; Beach, 2011; Brint, 2003; Levin, 2001; Reed, 2013; Riggs, 2016; Rogers, 2013). Unlike management, leadership entertains the vision to see beyond the programming of the past to envision a future, a task that may involve entertaining ideas that “cut against the grain of the mainstream” (Berube, 2000, p. 27).

The distinction between management and leadership is notably striking in times of rapid change. Under these conditions institutional legitimacy and self-correcting capacity greatly depend upon “intelligent creative disobedience” (Chaleff, 2015; c.f. Zimbardo, 2008), questioning the authority of existing norms, suspending (if only temporarily) moral judgment, re-thinking working assumptions (ethical and otherwise), definitions, and goals. Stated another way, leadership decisions/temptations to resolve the tensions of change by selective ignorance leave institutions at an impasse (Hecl, 2008, p. 11; Stark, 2009); this more “managerialist strategy ... entails the risk of foregoing the big opportunities” for innovations (Stark, 2009, p. 5).

Besides relevant scholarship, our presentation draws upon two additional bodies of work. First, our insights are drawn from more than sixty years of combined teaching experience, in a wide range of settings; one of us (WTH) has also been active in governance at the local, state, and national level.¹ Second, we also draw upon data gathered across several decades devoted to designing, implementing, and eventually studying the impact of a High Demand x High Support (HDxHS) teaching pedagogy, the last two decades (1997-2016) in the same small rural CC.

Although a comprehensive presentation of the larger HDxHS effort from which the current paper is drawn is beyond this paper’s scope, before moving on we briefly describe HDxHS’s most significant characteristic. Associated with Sanford (1967) in the U.S. and Anton Makarenko in the former Soviet Union (who was to Soviet education what John Dewey was to education in America) (2001/1955,

2004), HDxHS represents one of the organizing propositions in the bioecological model informing “Developmental Science in the 21st Century” (Bronfenbrenner & Evans, 2000, p. 122-123). Neither Sanford nor Makarenko suggest that the idea can or should be reduced to a mechanical boilerplate recipe. Rather, the focus is on the complex task of creating maximum of demand – maximum of support environments (classroom, school, community). Based on a body of multidisciplinary evidence, the idea is that intellectual, emotional, social and moral development in human children and adults greatly depends upon such environs (Bronfenbrenner & Evans, 2000, p. 122-123). The overall model acknowledges that “we are now living in a period of growing chaos in the lives not only of families but in all the day-to-day environments of people of all ages” (p. 123), and that creating environs where individuals have legitimate opportunities to re-cast lives is essentially a principal challenge confronting contemporary societies in the early days of the 21st century.

While selected features of our HDxHS effort are described later on in the paper, overall the pedagogy is designed to challenge more than accommodate common limitations of entering college students in a climate of support. Notable details about this work can be found at our substantially resourced faculty websites as well as the in-progress HDxHS website designed to accompany the authors’ post-retirement writing and public presentations about our long complicated professional effort.^{2,3}

We proceed as follows: First, we briefly focus on some of the more important values and perspectives informing our HDxHS efforts. Second, we briefly describe the HDxHS pedagogy and

¹ One of the authors taught in the CC for 44 years, the other for 20 years; governance activities of the former include president of the state faculty association, Faculty Association of California Community Colleges (FACCC), serving three times as academic senate president (twice at our college and once at our sister college), and president of the local bargaining unit (Yosemite Faculty Association). Other professional details can be found in our C.V.s (<http://hdxhs.com/paula-k-clarke/> and <http://hdxhs.com/ted-hamilton/>).

² Our faculty websites detail the provisions and expectations of the HDxHS environment: <http://clarkep.faculty.yosemite.edu/> and <http://hamiltont.faculty.yosemite.edu/>

³ See the in-progress HDxHS website, especially the Our Research section: <http://hdxhs.com/>

present transfer data and case exemplars from the experience in a small rural CC. Third, by describing different leadership responses to HDxHS in terms of their use of strategic ignorance strategies (SIS), we suggest that these likely function more as a barrier than a conduit for understanding the challenges facing rural communities and CCs. Finally, acknowledging that CCs are currently at a crossroads facing an uncertain future as public post-secondary institutions (McClenny, 2013), we sketch elements of a re-scripted more democratic model of CC leadership. Part summary and part overview, the conclusion addresses the strengths and weaknesses of HDxHS and various bodies of knowledge to which it might contribute.

HDxHS: Values and Perspectives

We are committed to John Dewey's ideal of an educational system whose commitments *include more than marginalize* a dedication to the cultivation of a democratic citizenry (Martin, 2002, pp. 250, 255-258, 279-280, 292). Like Dewey, we are committed to expanding access to education. And, also like Dewey, we recognize that in a democracy, educational institutions need to do "more than offer students access and award credentials" (Harbour, 2015, p. 7).

Though consistent with the CC self image, this democratic commitment is nonetheless at odds with CC history and current realities. Despite a self-characterization as "people's colleges," the democratic promise of the CC has never truly been a reality and those who have tried to make it so have faced formidable obstacles (Beach, 2011, pp. 125-133; Brint & Karabel, 1989, p. 232). Though transfer to a four-year college or university was one of the original CC missions, "two-year institutions have throughout their history been less likely to send on to four-year institutions their *less* [emphasis added] socially and culturally advantaged students" (Brint & Karabel, 1989, p. 229); instead, CCs became "vocalized" (Brint & Karabel, 1989, pp. 11-17). In fact, transfer rates from CCs to all baccalaureate-granting institutions remain low

(Bailey & Morest, 2006, pp. 260-262), and to selective institutions almost non-existent (Dowd et al., 2008). Furthermore, even when students do transfer they are often ill equipped for success in upper division college work (Berger & Malaney, 2003). In rural areas, where we taught for two decades, these issues are often compounded by complex rural realities that we describe further on (Carr & Kefalas, 2009, pp. 53-106; Bailey & Jacobs, 2009; McDonough, Gildersleeve, & Jarsky, 2010). Finally, though the accountability movement may appear to guarantee the competencies that credentials are presumed to represent, this matter appears more than open to debate (Adelman, 2010; Gilbert, 2018; Straumsheim, 2016).⁴

Thus, while CCs view themselves as colleges-of-the-people, CCs lack "a normative vision that organizes and validates commitments to individual growth and the development of democratic communities" (Harbour, 2015, p. 154). Therefore, though our HDxHS effort is in line with the "people's college" idea, it is nonetheless marginal to CC institutional culture. In other words, the formidable obstacles marking past efforts to realize the democratic CC promise remain in place.

As the following brief and by no means exhaustive overview suggests, the idea of normalizing the democratic CC promise is complicated by a mixture of CC history and current realities, including the complications of professionalism in an institutional culture tethered to the broader contradictions of American culture and to the conditions marking current rural realities. In the first place, however, it is important to note that CCs are not unique in falling short in their democratic promise investment. Deficits in citizenship knowledge and habits are widespread throughout American higher education

⁴ Overall, American schools largely reflect Woodrow Wilson's recommendation: "We want one class of persons to have a liberal education, and we want another class of persons, a very much larger class of necessity in every society, to forgo the privilege of a liberal education and fit themselves to perform specific difficult manual tasks" (quoted in Lapham, 1991, p. 10).

(c.f. Arum & Roksa, 2011; Bok, 2013a, pp. 77-200; Colby, Ehrlich, Beaumont, & Stephens, 2003; Mooney & Kirshenbaum, 2009; Perez-Pena, 2013; Silva, 2013; Smith, Mayer, & Fritschler, 2008).⁵ Moreover, we realize that unlike other parts of post-secondary education, CCs face an especially difficult education task, enrolling those who have “the most daunting educational, economic, and social barriers to their education, yet have the fewest resources per student to serve those students” (Bailey & Morest, 2006, p. 4).

Further still, CC history is marked by a dizzying maze of complexities and contradictions. Like “other institutions of higher education, [CCs] are subject to powerful constraints in their relationships to economy, the polity, and the rest of the system of higher education itself” (Brint & Karabel, 1989, p. vi). Reflecting America’s contradictory cultural commitment to *both* democratic ideals and capitalism places CCs on the horns of a dilemma (Dougherty, 1994), pressured to both extend and limit opportunity (Brint & Karabel, 1989, p. 9), the latter known as “Cooling Out” student aspirations (Clark, 1960b, p. 513). Thus, along with positive attributes (open access, local, affordable and flexible), CCs are also linked with unfortunate images such as, places where students reach “undesired destinations” (Clark, 1960a, p. 165), “default/better than nothing” (Draut, 2005, p. 35) and “second best” (Zwerling, 1976).⁶

Another more current complicating force is the increasing impact of private philanthropy on public institutions (Callahan, 2015, 2017; Mangan,

2013; Massing, 2016). Known by a number of labels, including “The Gates Effect” (GE), this movement, focusing on student success and college completion, has been described as an “efficient system designed for maximum measurability, delivered increasingly through technology, and focused on the short-term (Parry, Field & Supiano, 2013).⁷ Despite the widespread endorsement of such approaches to social and economic challenges, the movement compounds existing complicated CC conditions (c.f. Brown & Jacobs, 2008; Giridharadas, 2018).⁸ First, GE-type reform is driven by a *highly questionable* though very popular cultural belief that closing the achievement gap among the disadvantaged will solve social and economic inequities.⁹ Second, efficiency metrics are particularly unsuitable for under-resourced programs serving strained populations (Jacobs, 2003), the hallmark of the CC, most especially rural ones (c.f. Campbell, 1988).¹⁰ Third, incentives directing institutions to focus resources on short-term goals marginalize the call of other emerging novel, complex, and pressing demands associated with social and economic change. Fourth, the success of GE-type education reform is apparently more than open to question (Cody, 2014; Mangan, 2013; McGoey, 2015; Russakoff, 2015). And, fifth, perhaps among the most important concerns when

⁵ Political knowledge rises with education (college graduates can correctly answer an average of almost three more questions than those who never attended college, 7.4 vs. 4.5), age (people over fifty can answer about two more questions than those under thirty), and political engagement (registered voters know more than their unregistered counterparts). But no matter how one slices the electorate, the conclusion remains grim: Americans are as uninformed, disengaged, and disconnected in 2008 as they were fifty years ago (Freedman, 2008, p. 58).

⁶ According to Beach (2011), “CCs hold immense promise if they can overcome their historical legacy and be reinstitutionalized with unified missions, clear goals of educational success, properly trained faculty, sufficient numbers of support staff, and adequate financial resources (p. xxxv).

⁷ In California the impact of GE-type reform is reflected in the Student Success Act of 2012 (Dorr, 2012). Essentially stripping away the usual meaning of the college experience, strategies discourage student exploration of perceived non-vocational coursework, restrict total unit accomplishment, punish students for meaningful change of direction, and emphasize attendance much as in the fashion of high school.

⁸ Referring to GE-type strategies as “uncivic economism” Dahlgren (2009) explains that the approach emphasizes “the congruence between democracy and capitalism while downplaying the dilemmas” (p. 20).

⁹ According to Wilkinson and Pickett (2009) the impact of education depends upon the steepness of the social gradient (pp. 12-13, 103). Social mobility is not only lower in more unequal countries regardless of educational attainment (pp. 103-118) education seems to be both a cause and consequence of the gradient. As the U.S. has the highest level of inequality among advanced industrial societies (p. 15) this is an important factor to keep in mind when considering institutions (rural community colleges) and communities (rural) occupying a highly disadvantaged position on the social gradient.

¹⁰ The Harlem Children’s Zone Project is a good example of the lack of fit between efficiency-driven success metrics and reform efforts in disadvantaged populations (Tough, 2008).

it comes to leadership matters, although the size of philanthropic donations get attention, there is conspicuous silence surrounding the implications of the increasing role of private interests in shaping public investments (Callahan, 2017; Edwards, 2009; Kohl-Arenas, 2016; Massing, 2016).^{11, 12} When added to CC history, the rub in this situation is that, intended or otherwise, institutional success in serving GE-type efficiency comes at the cost of compromising CC institutional legitimacy and the capacity for moving the democratic promise from the margins.¹³

Responsible professionalism represents yet another complication, as institutional efficiency incentives are often antithetical to optimal professional practice (c.f. Khurana, 2007; Prothrow-Stith 1991). First, in spite of institutional incentives encouraging institutional agents to do so, catering to student desires is not without problems (for institutions, students, and broader society) (Bok, 2013a, pp. 24-25, 183-185). Second, graduate programs may be inadequate preparation for current conditions (Bok, 2013b). And, last, increasingly insecure employment likely functions as a barrier to faculty willingness/ability to engage with these issues (Bok, 2013a, p. 226; Fain, 2014).¹⁴

¹¹ Peter Buffett, son of billionaire Warren Buffett, described the inability of foundations to address the causes of inequality as the curse of “philanthropic colonialism” in which boardrooms in the “charitable industrial complex” are populated by wealthy trustees, “searching for answers with their right hand to problems that others in the room have created with their left” (Buffett, 2013).

¹² Of importance for underfunded public institutions like CCs, in the U.S. philanthropic contributions are tax write offs subsidized by taxpayers, diverting about \$40 billion annually from the public treasury, a source upon which CCs have traditionally depended (Massing, 2016, p. 74).

¹³ Located at Teachers College, Columbia University, the Community College Research Center (CCRC) was founded in 1996 with a grant from the Alfred P. Sloan Foundation. Since 1996, the center has received funding from numerous philanthropic organizations, including the Ford Foundation, Lumina Foundation, and the Bill and Melinda Gates Foundation. Although the CCRA website describes itself as the “leading independent authority on two-year colleges in the United States,” those familiar with philanthropy practices suggest that donors rarely give without agendas (Massing, 2016).

¹⁴ Some believe that throughout higher education, many faculties are unwilling/unable to defend their own political and economic interests (c.f. Bousquet, 2008; Ginsburg, 2011).

These professional dilemmas take on a special character in CCs. While a contradictory CC mission marks no other institution in quite the way that it marks the CC, no other institution is as likely as the CC to “serve” a population as uncritically accepting of such a contradiction (Labaree, 1997, p. 221). As this entanglement takes on increasingly troubling dimensions in the midst of current conditions, contemporary students are, according to Willis (2003), “unconscious foot soldier[s] in the long front of modernity, involuntary and disoriented conscripts in battles never explained” (p. 390). Besides having many problems including a well-crafted resistance to schooling, popular mobility ideology via credentialing is not convincing to many. Sadly, though their lack of confidence in credentialing has some legitimacy, the rejection of cultivating good mental habits, as Willis notes (p. 393), reconciles them and those like them to long spells of unemployment, even permanent unemployment (c.f. Haberman, 1997; Standing, 2014).

A related matter involves the long-standing CC commitment to the needs of business and the economy (Brint & Karabel, 1989, p. 14). While CCs have traditionally believed that serving economic needs also served the needs of communities and students, current conditions challenge this view. While the standard metric for assessing the health of the economy, GDP, suggests success, the same cannot be said for employment conditions; the main reason for this is inequality. “A small affluent segment of the population receives a large and growing share of the economy’s bounty. As a result, statistics that sound as if they describe the broad American economy – GDP – mostly describe the experience of the affluent” (Leonhardt, 2018). Thus, according to Beach (2011), CC “credentials and certificates may become almost worthless commodities” (p. 67).

As problematic as these conditions are for CCs in general, rural CCs are likely to be particularly compromised by the complex rural realities mentioned earlier. Despite the idealized

images often associated with rurality in the American cultural imagination, many of these settings are sites of extreme strain, “increasingly fragile institutions serving increasingly fragile communities” (Fluharty & Scaggs, 2007, p. 19). In fact, one source recently described rural America as the “new inner city” (Adamy & Overberg, 2017). In a study of the transition to adulthood in rural places, researchers Carr and Kefalas (2009) identified many areas where rural places are close to or well beyond the edge of what they know (pp. 14-16, 54, 82, 93, 171). Many young people they met were “tripped up when they try [tried] to play by twentieth century rules in a twenty-first century economy, and by the time they do [did] understand, it’s too late” (p. 82). Important for CC leadership, the researchers concluded, “key institutional actors in small towns are aware that what they do is flawed and self-defeating, yet they are slow to embrace the kind of thinking that will help them face the challenges ahead” (Carr & Kefalas, 2009, p. 161).¹⁵ Thus, the CC practice of reflecting the communities they serve (Grubb, 1999, p. 352) is unlikely, especially in rural places, to represent a road from ruin for either the CCs or the communities.¹⁶

These briefly reviewed values and perspectives, some variously stated elsewhere for at least half a century (Brint & Karabel, 1989, p. 232; Zwerling, 1976, p. 251) and others more recent (Beach, 2011, pp. 132-133; Reed, 2013; Riggs, 2016), demonstrate some of the complex formidable forces contributing to the marginalization of the democratic CC promise. In the absence of effective challenge, the result will almost certainly increase CC’s peripheral position relative to the rest of higher education. Therefore, while individuals are likely better off with

than without credentials, institutional incentives built on speedy credentialing for disadvantaged populations are more than likely to leave individuals unprepared for either 21st century work or life (c.f. Beach, 2011, pp. 59-60, 113-119; Levine, 2005; McClenney, 2013).

HDxHS: The Evolution of An Unintended Natural Experiment

The HDxHS teaching pedagogy that we have developed has been a professionally complicated (individually resourced) almost four-decade journey trying to understand and respond to the fragile competencies of entering college students, especially those in the nation’s CCs (Bailey & Morest, 2006, p. 10; Beach, 2011, p. 51). Although often calculated via standard assessment scores, these traditional college readiness metrics do not measure the full range of competencies implied by the idea of readiness (NCPPE & SREB, 2010, p. 5). Generally, though, it seems that about one-quarter of incoming students to two-year colleges are fully prepared for college level studies (p. 2).

As we teach transfer courses and transfer, as noted earlier, is one of the traditional CC *missions* that has been frayed at the edges for sometime (Brint & Karabel, 1989, p. 164), we tried to do what we could in our teaching to facilitate strong transfer potential (STP). More complex than instrumentally moving students along to acceptance at a transfer institution, the STP goal aims to increase student chances for moving out of the bottom of America’s educational hierarchy and/or graduating from a four-year college or university with more, rather

¹⁵ David Orr (2004) suggests the languishing state of rural places and their institutions will require a “spirit of innovation and renewal that is often not characteristic of small communities” (p. 197). Others have made similar observations (c.f. Bishop, 2008; Florida, 2012; Longworth, 2008).

¹⁶ Most of rural America can be found in the Midwestern and Eastern U.S. (van Gundy, 2006, p. 28).

¹⁷ Labaree (1997) describes CCs as the “lower track of higher education” (p. 216). Professor X describes CCs as “the basement of the Ivory Tower” (2011). Beach (2011) claims, CCs “were designed to be underfunded and marginalized institutions in hierarchical state systems of education” (p. xxxiv). A remedial/developmental CC instructor describing CCs, “They’re not institutions like the university; they’re looked on as kind of very low-status” (Grubb, 1999, unpaginated).

than fewer, of the expected competencies.¹⁷ Labaree (1997) might describe the goal as aiming to increase the exchange value of student credentials (p. 22).

The HDxHS pedagogy is the foundational anatomy in the 20+ transfer-level courses that we teach.¹⁸ Spanning several disciplines (biological, physical, social and behavioral sciences, and philosophy), the courses represent core lower division general education curriculum. Some are also vocational program requirements. Only two courses have prerequisites and these were externally mandated. As most courses taught in the HDxHS format are available in other venues (other instructors, online), enrollment and persistence in HDxHS courses reflects the *many* forces influencing student decision-making, a process we describe as “student-initiated triage.”

HDxHS: An Unintended Quasi-Natural Experiment

The HDxHS effort essentially represents an unintended quasi-natural experiment at the rural CC where we taught for two decades.¹⁹ Although the courses represent offerings in the core liberal arts curriculum, the low enrollments and/or high drop rates typically marking these courses mean that most students at the college have either never enrolled and/or have never persisted in a HDxHS course. In experimental terms, these conditions mean that most students represent the control group; the exceptions, the small numbers of individuals who have persisted in the HDxHS experience, represent what would be viewed in an idealized research setting as those exposed to the “treatment.” We use the term “quasi” in our

description because ideally group assignment would be random and obviously this has not been the case. Also, as pointed out further on, the groups are not entirely distinct and non-overlapping; among those persisting are individuals who were members of the larger more representative group at an earlier date – sometimes much (e.g. years) earlier.

We point out here that in the early days of our work we did not fully realize that our focus on transfer-related issues were marginal to CC culture. We were slow to recognize that the STP goal driving HDxHS represented a dilemma-in-waiting; in time coming into *stark* conflict with the “student success” metrics associated with accountability and the institutional incentive structures resulting from GE-type education reform goals. Thus, while HDxHS is concerned with long term, often difficult to measure, desirable rather than attainable goals, these other prevailing “success” metrics emphasize short-term, easy to measure, attainable goals (Jacobs, 2003). While our concern emphasized *student learning and development*, they were at odds with incentives emphasizing *productivity, efficiency, and cost effectiveness* (Beach, 2011, p. 107-108; Parry, Field, & Supiano, 2013).

HDxHS: Critical Cases

As it turns out, we were confronted with a professional ethical dilemma almost from the start. Within the context of the efficiency assumptions informing ideas about teaching and learning, low enrollments and high drop rates signal something other than success.²⁰ But, the small persisting HDxHS numbers told a different and more complex story. They were/are “critical cases” (Flyvbjerg, 2001, pp. 66-87), most likely or least likely instances, “cases which are likely either clearly to confirm or

¹⁸The courses we teach include team-taught courses (Cultural Anthropology with Cultural Geography; U.S. History 1877-present with American Social Problems; Introduction to the History and Philosophy of Science).

¹⁹As our employment history is part of the public record, we clearly cannot offer anonymity to the college where we have taught. Our efforts reflect our status as functioning members of an institution as well as active responsive witnesses to conditions in public institutions in recent decades. Many institutions (c.f. Hecl, 2008) and professionals (c.f. Hirschman, 1970) are currently struggling with similar challenges.

²⁰We were told directly by administration that good CC teaching is marked by high enrollment and persistence rates. Overall, enrollment management (class minimums) was applied in discretionary ways that reflect the current marginalization of the humanities and social sciences (Coleman & Hennessey, 2013).

irrefutably to falsify propositions and hypotheses” (Flyvbjerg, 2001, pp. 78-79). As demonstrated by a corpus of classic critical cases, non-representative data is likely to have strategic importance in terms of both theory and practice.^{21,22} Thus, though plagued by misconceptions, favoring large samples over cases (Flyvbjerg, 2001, p. 66), both approaches are necessary for sound social science development.

The data we have collected on the transfer experience of students persisting in our HDxHS courses suggests that in the management-driven “accountability” culture, efficiency focused

incentives (Beach, 2011, p. 103) appear to create barriers and/or punish efforts outside the accountability calculus. Thus, although from the “student success” view, the HDxHS effort represents an institutionally inefficient, professionally suspect, teaching/learning failure, the *unexpected uncommonly successful patterns* uniquely associated with persisting in these on-the-margin-courses suggest something more complicated.^{23,24}

Specifically, we find that persisting in two or more HDxHS courses is uniquely associated with *unusually* successful trajectories after moving on from our institution, courses of development that

Table 1. Enrollment and Persistence Pathways in HDxHS Courses, 1996-1997 to 2016

Pathway and Interpretation	Avoid	Drop Early and/or Late	Persist
Pathways 1-5	Intentional & Unintentional Avoidance — usually the former	Most enroll & quickly drop. A few enroll and drop later.	Complete the course regardless of grade.
Pathway #1 Most never enroll; some intentionally avoid	X	0	0
Pathway #2 Many enroll but never persist		X	0
Pathway #3 Most who eventually persist do so only after bouts of avoidance & dropping, sometimes failure.	X	X	X
Pathway #4 Those who enroll & persist without first avoiding or dropping are the exception	0	0	X
Pathway #5 Former Pathway #1 & Pathway #2. Those who make contact after graduating and/or transferring who avoided or dropped when they were in college.	0	0	X?

Note. Pathway #5 includes a complex mix of mostly Pathways #1 and #2. Depending upon individual circumstances, some enroll and complete courses, others complete performance requirements and make use of HDxHS opportunities for success but do not enroll, and others utilize the HDxHS environment from distance via phone, email, etc.

²¹ Critical cases are also known as anomalies or freak occurrences (Blumberg, 2009), outliers (Gladwell, 2008), contrary to the accepted frame of reference (Sacks, 1995, p. 161) and Black Swans (Taleb, 2007).

²² As demonstrated by classic critical cases (Lane, 1976; Michels, 2018/1911; Whyte, 1943), data departing from the expected frame of reference reveals more information about a general problem than representative samples that typically focus on problem frequencies and symptoms.

would not be expected from student backgrounds. Although engaging and persisting with HDxHS via different, often messy, pathways (Table 1), in the language of critical case research, most individuals are “least likely” instances. Though small in number, they are associated with unique transfer trends²⁵ and/or unique experiences with transfer and well beyond; individuals who began the CC experience with low probabilities of success, but have beaten odds on many fronts, academic and otherwise.

What Critical Cases Look Like

Sketched from a “thick description” (Geertz, 1977) case, student stories demonstrate the complex forces at work in a single case. Overall, uncommonly successful outcomes are negatively associated with efficiency metrics and positively linked with uncommon institutional opportunity (HDxHS) and uncommon agency in the form of student decision-making.^{26, 27}

Becky, now in her late thirties, recently completed a Ph.D. at one of the most prestigious research universities in the U.S. Her early history, educational and otherwise, reads like the

proverbial rural youth train-wreck that included attending numerous (6) CCs and a transcript that, as she says, “makes counselors think you are a loser.” When Becky did eventually transfer from our college to one of the University of California campuses, she earned a distinguished award for interdisciplinary research and was invited by a demanding professor to take graduate courses as an undergraduate. She earned her first graduate degree at a well-known British university and also won a competitive internship with an equally well-known international aid organization. In spite of opportunities resulting from prestigious credentials, and to the surprise of her graduate advisers, Becky chose to teach in a CC where she hopes to “pay forward” her own HDxHS experience.

Like many other HDxHS students, Becky began her CC studies largely because of the social pressure to do so. Her original college expectations included a two-year degree, maybe. She also imagined a life in the community where she grew up, giving snowboarding lessons and perhaps making candles for a local gift shop. Like many rural communities, Becky’s hometown lost its backbone economy ages ago.

Becky’s case includes other common threads of HDxHS experience. Like many others, Becky encountered considerable social pressure from friends, family, and college personnel not to enroll/persist in HDxHS courses. Also, like others, support from family did not appear for Becky during, but after, her HDxHS experiences. Reflecting somewhat common local ideas about intelligence and learning, one family member suggested that the amount of time she spent investing in her studies suggested that she wasn’t very smart. Becky was the recipient of many hours (we kept records) of face-to-face

²³ Certainly, technical “causality” is tricky territory when assessing educational impact. Many confounding factors in student lives make it difficult to identify clear cause and effect pathways. However, the steady stream of highly unusual successful profiles over a period of two decades that are, as far as we can tell, essentially unheard of in the CC and/or rural literature, suggest something other than isolated chance “flukes.” Thus, while the unique correlation between unusually successful outcomes and persistence in HDxHS courses *does not* constitute technical causality, the link does represent what Meehl (1990, p. 108) and Salmon (1984) would likely describe as “damn strange coincidences.” Ergo, while HDxHS may not be sufficient for *causing* unexpected successes, it may represent a necessary condition for understanding the forces associated (+/-) with them (Flyvbjerg, 2001, pp. 77-81).

²⁴ Although beyond the scope of this paper, the patterns associated with avoiding and dropping HDxHS courses add even more complexity to the HDxHS experience.

²⁵ One of the most significant transfer trends is from our college to U.C. Berkeley. In the 15 years (1980-1995) prior to the introduction of HDxHS on campus, there were 6 transfers; in the following 20 years (1996-2015), after HDxHS was introduced in 1996, there were 53 transfers. According to our in-progress follow-up, 40 (75 percent) of the transfers are individuals who persisted in at least one (usually more than one) HDxHS course (California Postsecondary Education Commission, 2011; The Regents of the University of California, n.d.).

²⁶ All names are pseudonyms.

²⁷ Each case invariably involves several of the more troubling features of rural life (family violence, homelessness, mental illness, ethnic/gender identity challenges, poverty, etc.). We have omitted some of these details in the service of protecting individuals who live in small communities where anonymity is difficult.

contact outside the classroom while enrolled in HDxHS classes as well as continued contact (electronically and otherwise) after transfer and well beyond. Furthermore, and also like others, Becky had numerous long-term unattended health issues while at our college, some of which were addressed by assistance from the HDxHS environment, while others waited for student health service opportunities upon transfer to the university. While work-related problems are common barriers for many, Becky benefitted from supportive employers while she was enrolled at our college. When asked if she would have enrolled/persisted in a HDxHS setting if she had encountered such an option earlier in her educational experience, she says that she really does not know.

Doug is in his early fifties. We met him around the time we first arrived at the college (1997). Like many students that we have met, Doug had complicated family relationships, equally complicated family caregiving obligations, and obviously a suite of demanding but also quite common rural growing up experiences. He attended our college part-time for nine years while also working full-time as a school custodian (a job that has since disappeared). As with many students, he came to the college with no particular goals or expectations. He enrolled in his first HDxHS course because it fit his schedule and looked like it might be interesting. As he was to earn a final grade of C in his first course, he elected not to take the final exam so that he would be able to earn a failing final course grade with the aim to take the course again, which he did. In all, he enrolled and successfully completed virtually all of the HDxHS course offerings (20+). Probably because college was a "retreat" from other parts of his complicated life, the critical campus mythology about HDxHS courses was an insignificant part of his experience: he often said that he loved "the [course] work," noting that he thought it was good for his mental health. As his family obligations shifted somewhat along the way, he applied for transfer and was accepted to a UC campus where he graduated with high honors in two majors. In time,

he completed a graduate degree in library science at one of the top university-based programs in the nation. As family demands eventually re-appeared he has since been geographically tied once again to the limits of a rural community. As with others similarly tied, this situation results in restricted opportunities, employment and otherwise.

Louise is a foreign student now in her mid-thirties. She came to the U.S. (East Coast) in her late teens from a small rural village in her home country. By U.S. standards neither of her parents completed high school, a common feature of the adults in her native community. When she arrived she spoke two languages but not English. In order to support herself she often held down two or more jobs, working where her language would not be a barrier (dishwashing, domestic work). Eventually meeting and marrying a partner from the local area, she enrolled in our CC. During her time as a student, she depended on public transportation (difficult in rural places) and simultaneously held down several part-time jobs. She dismissed campus rumors about HDxHS courses with incredulity, explaining that it was unheard of where she came from to get the assistance provided in the HDxHS setting (assistance which she routinely utilized and tried to encourage others to do the same). While she found the language related demands in HDxHS courses difficult at first, she also believed that they helped improve her language related skills. Successfully completing 15+ HDxHS courses, she became a tutor and something of an "ambassador" for HDxHS. After successfully navigating a host of institutional complexities to secure foreign transcripts for her transfer application, she was accepted to all the UCs to which she applied (3 that we know of). Impressively English language proficient by the time of transfer, she received departmental recognition (at the university) almost immediately; she also secured on-campus employment at the university so that she could address financial concerns without unduly compromising her studies. Besides her major field of study, she began taking

another language course while at the university, which means she is now proficient in at least four languages. Encouraged by her department to apply to virtually all the top Ivy League research universities for graduate school, she was accepted by all; at least two of the East Coast institutions offering to pay air fare for her to visit prior to her decision, and also extending considerable funding options to cover the cost of her studies. Her doctorate, along with her language competencies, provides her with global employment options.

Like many rural students we have met, Louise encountered difficulties with family members while enrolled at our college. While her partner (who had not attended college) and his family were initially supportive when Louise attended our CC, her developing interests in transfer and increased knowledge of previously unconsidered/unknown possibilities slowly eroded this support. This rift eventually resulted in a mutually agreed upon dissolution during her years at the university.

Beating Odds: Rural and Community College

Those familiar with CCs and conditions in many parts of rural America will recognize that these cases represent instances of beating well-known CC *and* rural odds. As noted earlier, CCs are often a barrier to college completion and other outcomes expected of college (Bailey & Morest, 2006). And, though rural places occupy a near sacred status in the American cultural imagination, many of these settings currently offer more opportunities for floundering than flourishing for those who do not leave immediately after completing high school (Carr & Kefalas, 2009). When these two conditions are added together, as they are in the rural CC, they essentially represent a setting where there is, to borrow from a 1960s folk song, “too much of nothing.” Rural towns are one of the hardest places

to live in America and degree attainment does not appear to have the expected effects in rural areas (Flippen, 2014).²⁸

Leadership Responses to HDxHS: Less and More Strategic Ignorance

It is well known that institutions often select strategic ignorance strategies to cope with perplexing challenges that create dissonance (McGoey, 2007). Such strategies include dismissing, marginalizing, distorting, and/or discrediting unwanted knowledge and those associated with it. Since 2007, when there was considerable administrative turnover at our college, this strategic ignorance pattern became particularly prominent. Coinciding with declining public funding and increased influence of reform policies, these changes *deemphasized* student education and social mobility while *emphasizing* productivity, efficiency, and cost effectiveness (Beach, 2011, pp. 107-108; Parry et al., 2013). In other words, in the decade between 1997 (when we came to the college) and 2007, leadership supported HDxHS efforts, reflecting a commitment to institutional knowledge rather than strategic ignorance. However, in the following decade (2007-2017), this leadership pattern reversed; strategic ignorance became more important than institutional knowledge.

This shift to the “accountability culture” increasingly marginalized HDxHS courses. Although previous leadership had encouraged and supported HDxHS efforts (e.g., developing/offering team-taught courses, extensive face to face contact [30-40 office hours/week], the development of faculty websites, after-transfer support and follow-up), this pattern reversed as the institution moved in “a new direction.” Eventually, most HDxHS courses were cancelled as the institution emphasized distance education, large enrollment courses, and limited course options.²⁹

The culture also directed its ignorance-producing efforts more broadly. This involved a conspicuous campus-wide silence around “undiscussable”

²⁸ According to the County Health Rankings website, which produces annual health rankings for counties throughout the U.S., rural counties are those that tend to occupy the lower health rankings.

topics³⁰ such as unique rural conditions, student malaise, and administrative pressure for classroom “fill and retention rates.” Further, even though HDxHS courses and office hours were open at *any* time to any member of the campus community, the number of individuals doing so could be counted on one hand. Further still, when we made presentations in the community (sometimes accompanied by current and/or former HDxHS students), some audience members invariably asked, “Why is it that we have never heard about these kind of opportunities at the college?”

Although ignorance can be a virtue and is not always something to be rectified, like knowledge, it occupies space (ideological, institutional), taking

²⁹ In two related instances, current and former HDxHS students wrote letters (Spring 2015) to college leadership and asked (Fall 2016) to be placed on a Board of Trustees meeting agenda. Providing readily verifiable details about the impact of HDxHS courses on their education, the students asked for the reinstatement of cancelled courses and critiqued the institutional emphasis on distance learning, high enrollment courses, and limited course options. While an analysis of these two related events would involve a separate lengthy paper, it is worth pointing out the following: First, the events represent a strategic ignorance strategy; no one from “leadership” contacted any student to inquire further about their experiences. In fact, one student reported being verbally admonished by a board member after the meeting for participating in the presentation. Second, the events demonstrate current concerns about public institutions and the professions “serving” in them (Nichols, 2017; Sullivan, 2005, pp. 1-33), namely the seeming inability/unwillingness of “leaders” to grapple with the way efficiency priorities *both* support and undermine democracy (c.f. Dahlgren, 2009, p. 20; Stark, 2009). Third, one board meeting exchange is especially noteworthy. In response to student concerns *about education as learning, not simply meeting technical requirements toward degree or program completion*, a board member’s response was much like early white responses to African American demands for full civic participation. Though not always stated directly, early white responses were along the lines of, “you should be happy to have access to the bus, you don’t need to sit down or be in the front.” Similarly, “leadership” responses to the students essentially imply, “you have access to earning a credential, you should not expect small classes, opportunities for extensive face-to-face contact beyond the classroom, chances to fail, make false starts and take wrong turns,” opportunities otherwise recognized as legitimate routes to success (c.f. Seybold, 2014; Yosemite Faculty Association, 2017).

³⁰ Zerubavel (2006) states, “Essentially revolving around common knowledge that is practically never discussed in public, undiscussables and unmentionables that are ‘generally known but cannot be spoken’” (p. 3).

³¹ On the will to ignorance, “whether there are circumstances that change the relationship between knowing and ignorance, perhaps to the point in which ignorance becomes the most important resource of action” (Luhmann, 1998, p. 94).

us down one path rather than another. “Decisions about what kind of knowledge we want to support are also decisions about what kinds of ignorance should remain in place” (Proctor, 2008, p. 26). As knowledge is rarely value-free (Kwa, 2011), decisions about what kind of knowledge we want to support are also decisions about the values we wish to ignore or assign less priority.³² For rural communities and CCs, both at a crossroads facing an uncertain future, these represent profoundly practical matters.

CC Leadership: Re-Scripting a More Democratic Model

If CCs are to avoid becoming zones of social abandonment, those places marked by low levels of public investment and populations increasingly marginal or entirely disposable in the new economic order (Biehl, 2013), they will almost certainly be required to rethink the “loser’s strategy” (Labaree, 1997, p. 220) assigned to them by the larger culture and consider an alternative strategy. Instead of serving contradictions that exhaust resources and compromise goals, they could self-consciously assume the role of an inclusive educational institution with a clear mandate to model democratic values and prepare students for participation in a democratic society (c.f. Harbour, 2015). As our experience suggests, in spite of ideas to the contrary, such a commitment does not conflict with the liberal arts canon or general education curriculum.

Such a strategy almost certainly requires a re-scripted more democratic model of CC leadership.³³ Instead of uncritically accepting common definitions and assumptions of the accountability culture this model would involve taking moral risks by questioning these.³⁴ Such leaders must ask “to whom the new audit culture makes professionals and institutions accountable, and for what it makes them accountable” (O’Neill, 2002, p. 52).

³² According to Csikszentmihalyi (1996), “to overcome the anxieties and depressions of contemporary life, individuals must become independent of the social environment to the degree that they no longer respond exclusively in terms of its rewards and punishments” (p. 16).

One of the most significant moral risks is acknowledging that the CCs have never really taken charge of their own narrative (Seymour, 2016a, 2016b). As noted earlier, although democratizing in spirit, “those who have struggled to make its democratic promise a reality have faced formidable obstacles” (Brint & Karabel, 1989, p. 232). And, as a result, the CCs lack a normative vision that organizes and validates commitments in that direction. However, in spite of the undeniable challenges involved, now may be an optimal time for such a venture as the questionable though popular cultural belief that closing the achievement gap among disadvantaged groups will solve social and economic inequities is increasingly hard to uphold (Garner, 2016; Silva, 2013; Standing, 2014; Wilkinson & Pickett, 2009). Thus, the CC could address some, perhaps many, of its traditional maladies and initiate a flourishing institutional debut by beginning to chart a more coherent, less contradictory, narrative for the 21st century than the one with which it has historically struggled. The following ideas sketch some of the significant, often overlapping, aspects of this re-scripted model.

The first requirement involves acknowledging how moral revolutions happen. While a substantial body of respected inquiry acknowledges the considerable power of systems (broader and local culture) and situations (institutional incentives) to shape behavioral outcomes in many settings (Zimbardo, 2008, p. 445), *leadership* (regardless of formal status) is marked by the willingness/ability to consider fresh solutions to challenges, striking

the right balance between obedience to authority and independence of choice and decision-making (Appiah, 2010, pp. 196-204; Chaleff, 2015, p. xiii; Pascale, Sternin, & Sternin, 2010; Zimbardo, 2008, pp. 444-467). A new direction requires leaders who lead more than manage and in doing so encourage and support changes in systems and situations.

Organizationally, this form of leadership would move away from models of authoritarian hierarchy in favor of heterarchy (c.f. McCulloch, 1945; Stark, 2009), or “self-organization”:

[Unlike hierarchies], heterarchies are places where multiple orders of worth are discussed and debated, and where organizational goals are understood to be in flux in response to a rapidly changing organizational environment. This is the case because new ideas, new means for enacting those ideas and citizens competent for life in a democracy, emerge from discourse and deliberation. They emerge from reflection on taken-for-granted notions about the way things are. They emerge from the design, debate, and implementation of imagined futures. In point of fact ... many of the most dynamic companies have at least partially abandoned hierarchies in favor of heterarchies. (Busch, 2017, p. 117)

While the current managerial model is associated with a frenzy of mission statements sounding more like advertisements filled with “weasel words” than statements of educational vision, leadership should craft statements that create a “structural tension” (Seymour, 2016a) between an actual state (where we are) and a desired state (where we want to be).³⁵ These should lead to strategic action to resolve the discrepancy. This means the use of “forward-leaning language” (e.g., “aspires to become”). Like other official documents, mission statements should not reflect what might be described as a Potemkin village effect – a pretentiously showy façade intended to mask or divert attention from otherwise embarrassing conditions.³⁶

³³ The re-scripted leadership model likely has more in common with what Rosener (1990) describes as “transformational” rather than “transactional.” Transactional leaders view job performance “as a series of transactions with subordinates – exchanging rewards for services rendered or punishment for inadequate performance.” Transformational leaders are characterized by “getting subordinates to transform their own self-interest into the interest of the group through concern for a broader goal” (pp. 119-125).

³⁴ On moral risk, “There is no escape: we must decide as we decide; moral risk cannot, at times, be avoided. All we can ask for is that none of the relevant factors be ignored, that the purposes we seek to realize should be seen as elements in a total form of life, which can be enhanced or damaged by decisions” (Berlin, 1998, p. 15).

Leaders should refashion institutions as bridges and beacons more than as mirrors. As previously noted, historically the CC has reflected the communities they serve; while this makes sense when communities are functioning in the flourishing range, under conditions of strain (particularly in rural areas) the wisdom of exclusively reflecting community priorities is questionable. This change in functioning would enable the CC to link to points beyond and shed light where there is little or none. In times of rapid change, these institutional beacon and bridge functions take on critical significance, acting as midwives to the inevitable chasms growing between existing competencies *and* what will be required (of individuals, communities, institutions, the society) in the near and immediate future. Such a shift *acknowledges* rather than *marginalizes* new challenges in adult development (Côté, 2000), local, national and global citizenship (White, 2009), work (Brown, Lauder, & Ashton, 2011; Hatton, 2011), including what Rifkin (1996) believes to be “the most pressing issue in the decades to come,” namely “redefining the role of the individual in a near workerless society” (c.f. Kolowich, 2017).

Such a strategy would include redefining the meaning of “community.” This redefinition, of particular importance in rural and other isolated settings, would extend beyond the parochial, distancing the CC from its often “default/better than nothing” (Draut, 2005, p. 35) public reputation by becoming a *preferred destination* for those from *outside* and from *within* the community, offering *strong launch potential* for those wishing to leave, and *revitalizing potential* for those wishing to stay. This idea has already been suggested for CCs (Levin, 2001, p. 182).

The re-scripted leader should understand and influence research. This would involve recognizing the limitations in common social science research methods (epistemic science) and entertaining a wider range of approaches (Flyvbjerg, 2006). As is increasingly being acknowledged, following the natural science model (epistemic science), compromises social science in terms of its ability to capture what policy makers and administrators claim they want to know and endorse (Ekowo, 2016; Flyvbjerg, 2006; Horgan, 2011; Kolowich, 2016). Though numbers may be pure, counting is value laden and far from pure. Thus, numbers do not speak for themselves. As a result, numbers should *begin* rather than *end* inquiry and deliberation. For better and for worse, numbers that stand out (e.g. our HDxHS effort) usually do offer good clues, even if they do not provide definitive answers. (Blastland & Dilnot, 2009, pp. 78-95).³⁷ In the case of institutional reporting, for example, numbers that stand out might be understood in terms of the Astin and Antonio (2012) I-E-O (Input, Environments, and Output) assessment model or Crick’s (2007) learning how to learn model. As these have the capacity to point out the limitations in preferred metrics, they could be used for institutional troubleshooting.

Next, leaders should forge relationships with research institutions/venues concerned with the study of social problems and social change. This appears to be a neglected area of potentially valuable inquiry, especially now. For example, as far as we can determine no CC has been included in large-scale research assessing student gains (c.f. Arum & Roksa, 2011). Also, there are no studies following a CC cohort in the fashion of the Terman (Goleman, 1995) and Harvard Grant (Vaillant, 1995) studies; and no studies envelope CCs into a

³⁵ According to the *New York Times* archive, September 02, 1916 (“Origin of Weasel Words”), the use of the term appears to originate with Theodore Roosevelt; it implies the use of deception by claiming misleading authority.

³⁶ Potemkin Village, named after Prince Potëmkin, who allegedly had portable villages constructed for Catherine II’s visit to the Ukraine and the Crimea in 1787.

³⁷ An example of numbers beginning rather than ending inquiry: Business is one of the most numerically popular majors in higher education: enrollment, retention, and graduation rates are high. However, research has found majoring in business to be associated with attributes that run counter to the aims of undergraduate education and also contradict what companies claim they want in individuals they hire (Bok, 2006, p. 303).

public health framework,³⁸ like the Framingham Heart Study (2018) or Werner's (1989) study of risk and resilience. Given the CCs size and population characteristics under evolving conditions associated with economic neoliberalism, such an approach places the CC in the forefront of important questions facing the country and the world. Many countries have embraced the idea that credentialing is a panacea for social and economic challenges associated with changing economic conditions, and many are seemingly finding what the U.S. is also experiencing (c.f. Mangan, 2012).

Finally, re-scripting efforts are encouraged to form alliances with others taking on similar issues, across disciplines and *even* institutional types. Such alliances would include but should not be restricted to the P-12 system or CCs.³⁹ These alliances could mitigate against the inevitable forces of inertia particularly within highly authoritarian settings, and introduce new vitality into the fragile state of professionalism, particularly in public institutions (Nichols, 2017; Sullivan, 2005).^{40, 41}

Because normalizing the democratic promise depends upon a realistic awareness of status quo conditions, we encourage the development of a new field, Critical Community College Studies (CCCS).⁴² Following the lead of "critical university studies," CCCS would explore how CCs came to adopt corporate methods and goals, how these changes affect educational quality and the public good, while suggesting alternative futures (Williams, 2012; c.f. Newfield, 2016).⁴³ Such an effort is likely to be challenging, outside the routine reward system for researchers, involving a willingness/ability to suspend unwritten rules about what should be studied and how (Ziliak

& McCloskey, 2008), including the bias toward short-term productivity (Voosen, 2015), exclusive commitment to representative sampling (Flyvbjerg, 2001), and simplistic ideas about disadvantage (Bourgeois, 2003, pp. 14-18).

Conclusion

Using a long-running teaching/learning effort (HDxHS) in a rural community at a time of extreme strain, this paper has demonstrated the leadership (and followership) challenges associated with an attempt to move the democratic promise of the CC away from the margins into the normative vision of CC culture. As suggested in our title (*When Management Defines Leadership*), such ventures implicitly represent the power of competing views of moral authority, one view that marginalizes the democratic CC promise and is committed to cultural contradictions, and the other view that essentially reverses these. The outcome we describe would not surprise those familiar with research on change-related movements (Jasper, 1997); when the stakes are high, as is the case in education matters (c.f. Gutmann, 1987; Stewart, 2012) there are formidable

³⁸ Given the link between disadvantage and health, involving CCs in health research seems like a good idea. See Claire Conway, "Poor Health: When poverty becomes a disease" (2015).

³⁹ Alliances might include, higher education in general (Busch, 2017; Newfield, 2016), schools of management and business (Khurana, 2007), medical health (Wachter, 2015), and the preparation of physicians (Ludmerer, 2015), as well as efforts to provide prisoners with access to higher education (Karpowitz, 2017).

⁴⁰ Among the other highly relevant issues for a re-scripted leadership to address include, questioning the wisdom of capitulating to student desires, faculty recruitment and evaluation, relationship with Trustees, the costs of technology, the practices associated with efforts to compensate for the public support vacuum in the U.S., and "transparency" about what students can and cannot expect in terms of the outcomes of their CC experience.

⁴¹ It may be worthwhile to consider forging for post-secondary education matters an organization like The Hastings Center, an independent bioethics research institute based in Garrison, New York. Founded in 1969 as the first bioethics research organization, the center was important in establishing bioethics as a field of study. Such a setting would enable the ethical assumptions underpinning education matters to be scrutinized by a broad range of perspectives. Consider also the Hastings Center project, *How Should the Public Learn?*

⁴² While concerns about higher education in an era of corporate-philanthropic control have been articulated (Bok, 2013), involving accreditation (p. 404), trustees (p. 46), presidents (pp. 47, 50), other officials (p. 185), as well as faculty (p. 185), there is comparative silence about such matters in the nation's approximately 1200 CCs.

⁴³ In the Fourth Edition of *The American Community College*, Cohen & Brawer (2003) write, "Educators do not solve problems or cure ills. But neither do they deliberately sell false dreams or spread bad taste. It is only when they imitate the worst characteristics of business corporations and the mass media that they lose the status the public has granted them" (p. 434).

forces in the service of strategic ignorance. Thus, in spite of the American cultural belief that leadership is an individual character trait independent of the forces around it, leadership is in fact intimately caught up in the forces (past and present) around it. As suggested at the start, leadership is about “entertaining visions to see beyond the programming of the past to envision a future, a task that may involve entertaining ideas that “cut against the grain of the mainstream” (Berube, 2000, p. 27); it is about working at the edge of a society’s or group’s understanding of itself (Jasper, 1997, p. 375). For leaders in institutions like CCs, assigned to a disadvantaged position (the loser position described earlier) in the institutional hierarchy, the task really “does wind uphill all the way But that is no reason to lose heart. The way up can also be the way out, toward something better” (Hecló, 2008, p. 195). As such, it is worthwhile to briefly assess how John Dewey found his way into the CC and what purpose our HDxHS efforts might serve.

The first junior colleges (the original CC label) appeared in the early years of the last century, about the time that John Dewey’s book, *Democracy and Education* (1916) was published. Dewey was writing at a time of great change in America. Much like the present, the America of the early 1900s was experiencing a new economy, increased urbanization and immigration, the pulse of a powerful but unregulated economy, and growing inequality in terms of income and wealth. “Dewey’s purpose in writing the book was to explain the kind of education needed to advance American democracy” under these emerging novel demanding conditions (Harbour, 2015, p. 7). This context informed his dual commitment to expanding access to public education while also recognizing that in a “democracy educational institutions needed to do more than offer students access and award credentials” (Harbour, 2015, p. 7).

Though Dewey was an optimist, believing that individuals could improve their democracy, he was not a naive optimist. As time passed and the Great

Depression conditions became clearer, his interest in the linkage between education and democracy grew and his focus sharpened on the problems that undermined the development of democracy in America. The result was a substantial list of threats to democracy that accompanied commitments to it in American culture (Dewey, 2008/1939; Harbour, 2015, pp. 147-155).

He came to the view that the “nation’s schools and colleges reinforced the status quo and failed to teach students how to think critically” (Harbour, 2015, p. 151). He recognized that many institutions, including education, and cultural beliefs would need to be reformed in order to achieve a better democracy (c.f. Harbour, 2015, p. 151; Martin, 2002, pp. 376-398).

Dewey provided no specifics about CC education. However, his views have much to offer in the service of improving democracy, which every democracy implicitly is ethically committed to do. “What Dewey does offer, is a set of beliefs, a coherent philosophy, and a collection of priorities and values for a group of educators disappointed with a set of aspirations that goes no further than access and completion” (Harbour, 2015, p. 159).

As we move into highly uncertain times, perhaps Dewey’s concern with the relationship between effective democracy and education is his most important lesson. It has never been more important to help individuals effectively engage with uncertainty, to learn how to learn, and to understand that education is a moral enterprise concerned with developing informed citizens capable of making informed choices and decisions. As the late Martin Haberman observed, (we paraphrase) with or without basic work skills, those who are ill informed, unable to distinguish between reasoning and rationalization, and incapable of recognizing the moral dimensions of choices are downright dangerous. They are costly to themselves and to others (c.f. Haberman, 1991, pp. 290-294). Their needs already overwhelm institutions designed to serve them, including the CCs.

Although our HDxHS effort has been informed by many of Dewey's ideas, we cannot know how much of the effort approaches what Dewey (1859-1952) had in mind. And, likewise, we also cannot know how much what we have done fulfills what Nevitt Sanford (1909-1996) had in mind when he wrote about the maximum of demand and the maximum of support. All we can say is that the two lives overlapped and seem to have much in common. Both were concerned with educational opportunity and the forces that contribute to and threaten democracy.

Our HDxHS effort has been intentionally focused on the long-standing marginalization of the democratic CC promise. With a deliberate recognition of the challenges associated with the transition from learning in the novice range to learning beyond the novice range,⁴⁴ the approach attempts to function as a "holding environment" for transformation (Berger et al. 2007), *addressing more than accommodating* factors identified as promoting the attenuated educational attainment of CC students (Labaree, 1997, p. 216; McGrath & Spear, 1991). The goal aims to assist students in overcoming improbabilities, to beat the odds against them on many fronts, odds that include the effects of rural origins and a CC start-point as well as, more often than not, a host of other characteristics.

In spite of the limitations of a personally resourced cobbled together exploratory research venture on our own pedagogical efforts, there are strengths in our data. Our work has the benefit of a time-duration (1996-1997 to the present). Much of what we describe can be verified via public institutional records as well as a substantial body of supplemental evidence that we have maintained (and will pass on to former students involved with education). Also, as CC faculty we have not been

bound by the timing and other features associated with the cultural politics of research (c.f. Baez & Boyles, 2009).

As unusual instances invariably reveal more information (than typical or average instances) "because they activate more actors and more basic mechanisms in the situation studied" (Flyvbjerg, 2001, p. 78), our HDxHS efforts potentially contributes to a broad spectrum of disciplinary inquiry and knowledge. In addition to the study of agnotology, or, ignorance (Proctor, 2008), the interdisciplinary critical case literature (Flyvbjerg, 2001), emerging concerns about the risks associated with the epistemic model informing social and behavioral science (Flyvbjerg, 2006), our work may also contribute in adult development, CCs, leadership, mental health/resilience, professionalism and institutions, rurality, and, teaching and learning. Examples of work with similarly broad relevance include recently published works like, *Hillbilly Elegy* (Vance, 2016), *Educated* (Westover, 2018), and *Heartland* (Smash, 2018), earlier works like *Children of the Great Depression* (Elder, 1984), and even films like *Stand and Deliver* (Musca & Menendez, 1988) based on high school educator Jaime Escalante.

As described earlier, our effort confirms the observation by Harbour (2015) that undertakings to move the democratic promise from the margins require leadership as well as faculty. In our experience, when previously supportive leadership disappeared, our HDxHS efforts became far more difficult to maintain (only hinted at these in this paper), even in the face of our willingness to continue (largely at our own expense, economically and otherwise) and requests from former as well as then-current students for us to do so.⁴⁵

⁴⁴ Perry (1999) observes, "the most difficult instructional moment for the students, and perhaps therefore for the teacher as well, seems to occur at the transition from the conception of knowledge as quantitative accretion of discrete rightnesses (including the discrete rightnesses of Multiplicity, in which everyone has a right to their own opinion) to the conception of knowledge as the qualitative assessment of contextual observations and relationships" (p. 236).

⁴⁵ For example, when there was supportive leadership at our CC we were both compensated for team-taught HDxHS offerings. However, after leadership disappeared, only one of us received compensation. Though we continued the offering nonetheless, the example illustrates the significance of both leadership and faculty investment.

What we can confirm from our experience (and that of colleagues who made similar efforts) is that reinvigorating the long-standing marginalization of the CC democratic promise likely will not be easy, even in the presence of willing/able leadership (presidents, chancellors, trustees, etc.) and willing/able faculty. It involves constantly tackling deeply entrenched uncritically accepted cultural commitments (assumptions, definitions) on many fronts (both sides of the desk and beyond). As McClenney (2013) describes (we paraphrase), it is devilishly hard to do. It is intellectually challenging, complex, emotionally demanding, politically risky, and time consuming. It demands unprecedented leadership as well as collaboration at all levels. Overall, it amounts to “transformation more than innovation, and the former is far more difficult than the latter” (p. 28).

Though we all likely prefer a smooth ride, these institutional frictions are not something to be avoided at all costs (Stark, 2009, p. 7). As we all know when taking a sharp curve while driving, we count on friction to keep us on course. “When institutional environments are turbulent and there is uncertainty about what might constitute a resource under changed conditions, contending frameworks of value can themselves be a valuable organizational resource” (Stark, 2009, p. 7) rather than a threat or a weakness.

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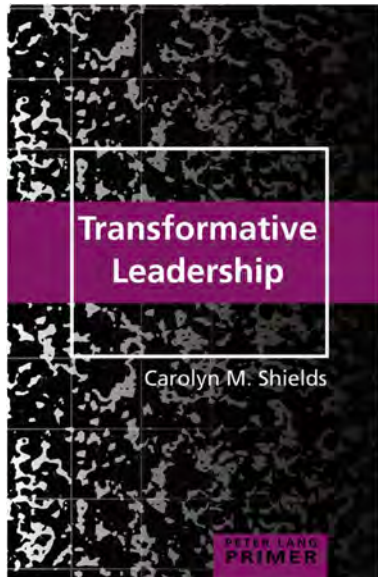
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BOOK REVIEW

Transformative Leadership Primer

By: Carolyn M. Shields

Reviewer: Khanh Dinh, Ed.D. student, California State University, Sacramento



While the achievement gap has been a subject of concern for educational leaders, policy makers, and researchers for quite some time, Carolyn M. Shields (2016) reframes the issue as an *empowerment gap*. The focus is expanded beyond acknowledging that low socioeconomic

status negatively affects student outcomes to recognizing the hegemonic systems and assumptions that perpetuate the marginalization of the minoritized. Shields' use of the term *minoritized* is not meant to be mistaken as the group with the least numerical value, but rather the least power socially, economically, and politically. In *Transformative Leadership* the author calls upon leaders to challenge normalized beliefs that can be attributed to the imbalance of power and take action to bring about democratic improvements in public education. Educators, administrators, and other leaders in the K-12 space will find this primer thought provoking, as Shields provides an equity and empowerment lens to evaluate and address social injustices of the 21st century for the purposes of advancing inclusive, equitable student outcomes.

The book is composed of five chapters filled with references to seminal works, data, personal student stories, and Shields' experiences as a teacher and professor. The first chapter starts off as an

overview of socioeconomic problems, the impact of these challenges on education, and the need for a leadership theory that can deliver effective solutions. Here a transformative leadership model is introduced as a tool for leaders to affect change for improvements in public education. The following chapters provide further insight into the model in four segments: deconstructing and reconstructing knowledge frameworks; power and community; transforming action; and transformation underway.

Transformative Leadership

Acknowledging that there are many leadership theories and styles that have been studied and practiced, Shields emphasizes the need for a radical, critical theory to solve current socioeconomic inequities. According to Shields, conventional leadership theories have led to small, incremental changes at best. Previous approaches have been inadequate, as unfulfilled societal promises continue to threaten academic achievement and, more importantly, the development of informed citizens. Referencing the ideas of John Dewey and Thomas Jefferson, Shields maintains the responsibility of schools to prepare students to effectively participate in the democratic process. This is done through providing students with opportunities to critique learned assumptions, engage with conflicting perspectives, and understand how decisions affect not only them but their fellow citizens – locally and globally. Learning the interconnectedness and interdependence of the human and natural global environment at a young age builds a foundation that prepares students for collaboration with other cultures in school and the workplace (Douglas, Raynice, & Yanghee, 2015).

Drawing upon previous literature, theories, and models on transformative leadership, Shields developed eight tenets used to drive transformative leadership:

1. a mandate for deep and equitable change,
2. the need to deconstruct knowledge frameworks that perpetuate inequity and injustice and to reconstruct them in more equitable ways,
3. the need to address the inequitable distribution of power,
4. an emphasis on both private and public good,
5. a focus on emancipation, democracy, equity, and justice,
6. an emphasis on interconnectedness, interdependence, and global awareness,
7. the necessity of balancing critique with promise, and
8. the call to exhibit moral courage.

As illustrated in Figure 1, this model is designed in the shape of an infinity sign to signify the continuous process for transformation. Additionally, the eight tenets are complementary and flow in a natural order, though visually the model may be difficult to follow. Shields states that leadership models are meant to be blueprints rather than instructions, and the proposed model does not include techniques relating to change management. Public education institutions are known to be bureaucratic and highly political – inevitably, significant change is often met with resistance (Berkson, 1968). As such, the lack of information about seeking buy-in from constituents is a limitation of the model.

Deconstructing and Reconstructing Knowledge Frameworks

Leaders begin the transformative leadership model at the first tenet, which involves establishing a mandate for change after recognizing the social, economic, and political inequities within and



Figure 1. Transformative Leadership Model

outside of their organization. Shields briefly explains this step and neglects to address the importance of involving stakeholders. Shields could provide more comprehensive insight by discussing how the mandate for change should serve as the leader's vision for grounding the future seven steps. Additionally, it would be beneficial for leaders to communicate the mandate for change to other members in the organization. This could be done through storytelling with relevant data and eliciting feedback from various constituents. Studies have shown that it is difficult for an organization to sustain change after the leader leaves, and a possible solution to the issue is to create a system of multiple key players who believe in the need for change and will continue the effort (Williams, 2009). Thus, it is vital to include all participants early on in the transformational journey.

Once a need for improvement has been realized, the next step is vital to the process – requiring self-awareness, critical thinking, and empathy. To reiterate the nation's grave state of inequity, Shields provides examples of current injustices plaguing urban cities, such as Detroit, where she currently works as a professor in the College of Education at Wayne State University. Some examples are: 48% of preschool children who have been suspended more than once are Black, and 16 million children in the United States live below the poverty line, 33% of whom are Latino. Shields also speaks to the injustices faced by LGBTQ and Muslim students, expanding the issue beyond race and class to gender identity and religion.

The text prompts questions as to how educators are addressing inequities and the consequential effects on academic outputs. Shields explains the current framework is *deficit thinking*, where stereotypes are formed regarding students' ability and performance based on their background. Juxtaposing equality with justice, Shields criticizes the popular belief that children should all be treated the same for the sake of fairness, as it fails to take into consideration the incredibly influential

discrepancies in circumstances. She argues for differential treatment and advises schools to be mindful of each student's situation and to provide resources and thoughtful opportunities to combat disadvantages. The new framework proposed is one in which educational leaders are consciously aware of who is disadvantaged, marginalized, and excluded, while remembering that students cannot choose their race, gender identification, and class. Thereby, educators have a responsibility to view all children of different backgrounds and resources as having the same capabilities, encourage them to reach their potential, and advocate for them when necessary.

Power and the Community

Dispelling assumptions from deficit thinking paves the way for the third tenet, recognizing the imbalance of power, and fourth tenet, emphasizing the public good of education. Shields points to examples of how groups with power influence educational decisions about what is important and who can participate. The instance of exclusion that references a small percentage of women engineers in 1960 may not be surprising; however, the instance of Black children being asked to leave a Philadelphia swim club in 2009 strikingly reinforces the current existence of discrimination. Other cases include the removal of Mexican American history curriculum, teaching materials that challenge evolution, and test questions that require access to knowledge beyond the classroom. Shields associates these educational decisions that disadvantage certain groups with achievement gaps and low graduation rates, explaining the negative effects when students do not see themselves represented. Moreover, students who are in the groups of power are disadvantaged when they are not exposed to learning about the background and history of other countries. Infusing global literature into the curriculum allows students to appreciate the role of cultural experiences in their lives, respect the differences of others, and ultimately reject perceptions that are oppressive or

discriminatory (Martens et al., 2015).

The lack of diversity in curriculum becomes lack of diversity in the classroom as education is viewed more as a private good, evident through parents exercising school choice. Through time, the focus of educational goals has shifted more towards student achievement, college readiness, and career preparation due to parents directing their children to be socially mobile educational consumers. Moreover, *American exceptionalism*, a concept described by Shields as a phenomenon of America striving to lead the world in various areas such as academic achievement, further overshadows the democratic objective of developing students to become informed citizens. All of which leads to competition among students for advanced placement classes, gifted programs, and high-ranking universities. Naturally, many disadvantaged students will be excluded – perpetuating the cycle of inequality and power disparities.

Transforming Action

Going through the first four tenets will result in an understanding and awareness of the disproportionate landscape in education and society. In this part of the primer, Shields becomes more prescriptive with the fifth tenet in that suggestions are offered for incorporating emancipation, democracy, equity, and justice in curriculum. She refers to emancipation as freedom from physical and psychological restraints and cites Phillip Martin and Luis CdeBaca to reveal current day slavery practices of human trafficking and farm workers. While these topics can be controversial, Shields argues for students to be exposed to issues concerning equity. Furthermore, she proposes that justice be taught as the theme across various subjects. For example, racism can be discussed while reviewing literature from the past, and economic inequalities can be discussed during an analysis of air quality in different neighborhoods. In being taught how to listen, reflect, and critique,

students will be prepared to participate in the democratic process and advocate for human rights and equity.

The necessity for such curriculum is solidified in the following tenet that emphasizes interconnectedness, interdependence, and global awareness. All three topics are explained through relationships of people, places, and times. According to Shields, students need to understand individual and collective relationships, local and global relationships, and past and present relationships. In learning interconnectedness, students can be taught how to reinterpret history, as a flag from the past may be a symbol of hate in the present. They will understand how agriculture subsidies in one area can affect the cost of food locally. These topics can ignite their interests to the global landscape, and they can learn how tensions in one country can result in immigrants coming to another country. Beyond teaching, Shields urges teachers to connect with students to demonstrate the value of relationships, recounting her own experiences with middle school, high school, and university students.

Transformation Underway

The final chapter reinforces a commitment to action in the seventh tenet as leaders balance the previous activities of critique, analysis, and discussion with promise. Shields acknowledges that leadership is a collective effort, and fulfilling promised outcomes requires leaders to create communities. The term *community* is robustly defined, and some examples provided by the author include church groups, country clubs, and the NRA. In the context of education, Shields briefly mentions the necessity for schools to seek parental input. Families are vital inputs to the process of education and could have been woven throughout the model to strengthen the efficacy of tenets that influence student learning.

Moral courage, the last tenet, holds together the transformative leadership model. Shields suggests leaders begin the transformative journey with *spiritual grounding* to affirm beliefs and values that

will allow the empowerment of others. Incorporating this concept in the first tenet could provide a more comprehensive explanation of how a leader establishes the mandate for change. This last chapter of the primer also includes key strategies: examining data to inform discussions around inequities, engaging in dialogue around inclusion and justice, and maintaining the priority for change in the face of everyday challenges and emergencies. Beneficial to the process, these strategies could be discussed during the appropriate tenets along the way, allowing leaders to more effectively apply each tactic to the pertinent areas.

In Closing

Although primarily explained through educational use cases, Shields' transformative leadership model can be used by leaders in various fields, particularly those seeking to advance equity and inclusion within their organizations. Readers may need to augment the eight tenets with change management methodologies. Shields' main objective is to encourage leaders to remove learned assumptions and deficit thinking in the educational environment and create opportunities that will not only close the achievement gap but also prepare students to be informed citizens. The work done in schools cannot be successful if not reinforced in homes and communities. A limitation of this model is the lack of sufficient information addressing the role of stakeholders – teachers, parents, and community members – and their involvement in improving public education. Shields does discuss the necessity for leaders to engage in dialogue briefly in the last chapter; it would be more impactful if this strategy was immersed throughout the tenets. This would be particularly relevant to the first tenet, which could be expanded from a leader's mandate for change to a vision that is shared with constituents.

With over 50 years in the education field as a teacher, professor, and administrator, and a wealth of publications, Shields' experience is evident in the stories, examples, and data presented throughout the book. The transformative leadership model provides a framework that is a thorough approach for analyzing socioeconomic problems and the assumptions, practices, and systems that perpetuate inequity. Additionally, the suggested corrective actions can be of value for educational leaders. Overall, Shields presents information coherently connected to educational practices. This primer will be insightful to those seeking to better understand academic inequities and enhance democracy in public education.

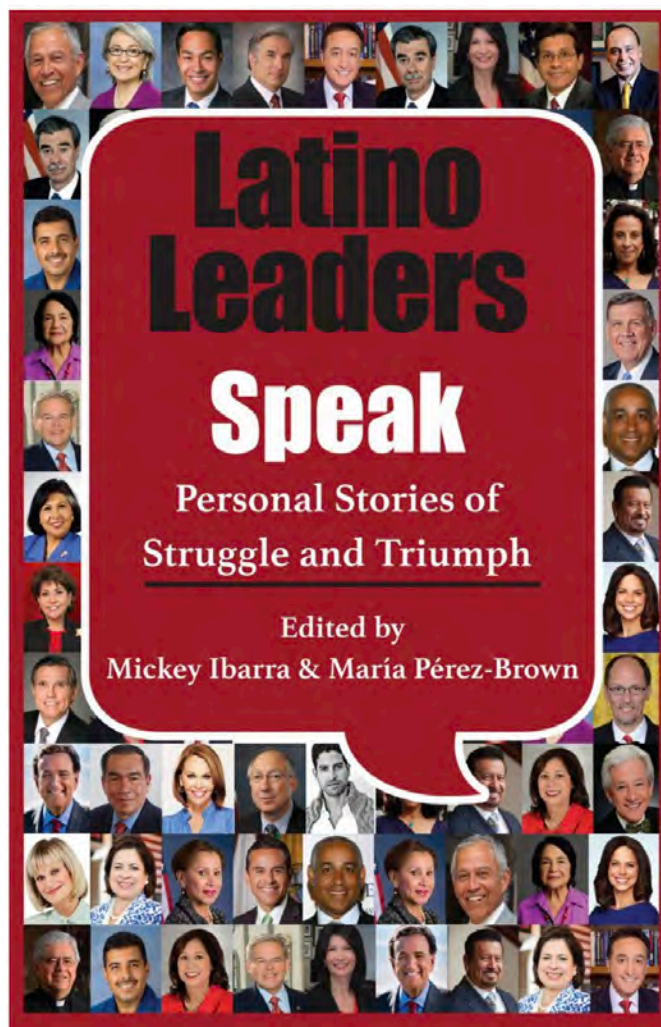
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TRENDING BOOK PUBLICATIONS

Latino Leaders Speak: Personal Stories of Struggle and Triumph

The importance of education is a common refrain in the lives of the leaders represented here. Many reference one particular teacher or mentor who made a difference. The late Reverend Father Virgilio Elizondo, a professor at the University of Notre Dame, said his fifth-grade teacher changed his life. She taught him to love school and learning. Others remember the sacrifices made by parents so that their children could have more opportunities for a better life. In all, these writings are both a testament to perseverance and a guide to life, for readers of all backgrounds.

Originally presented at the Latino Leaders Luncheon Series in Washington, DC, and other major cities, the personal stories included in this book are all by successful Latinos involved in a variety of occupations, from politics and sports to education and activism. Contributors include former Los Angeles Mayor Antonio Villaraigosa; former general manager of the New York Mets, Omar Minaya; and Dr. Francisco G. Cigarroa, the Chancellor of the University of Texas System. Their words will inspire readers of all ages to follow their dreams and help those less fortunate.

Authors: Mickey Ibarra and Maria Perez-Brown

Sold by: Arte Publico Pr

ISBNs: 1558858431, 978-1558858435

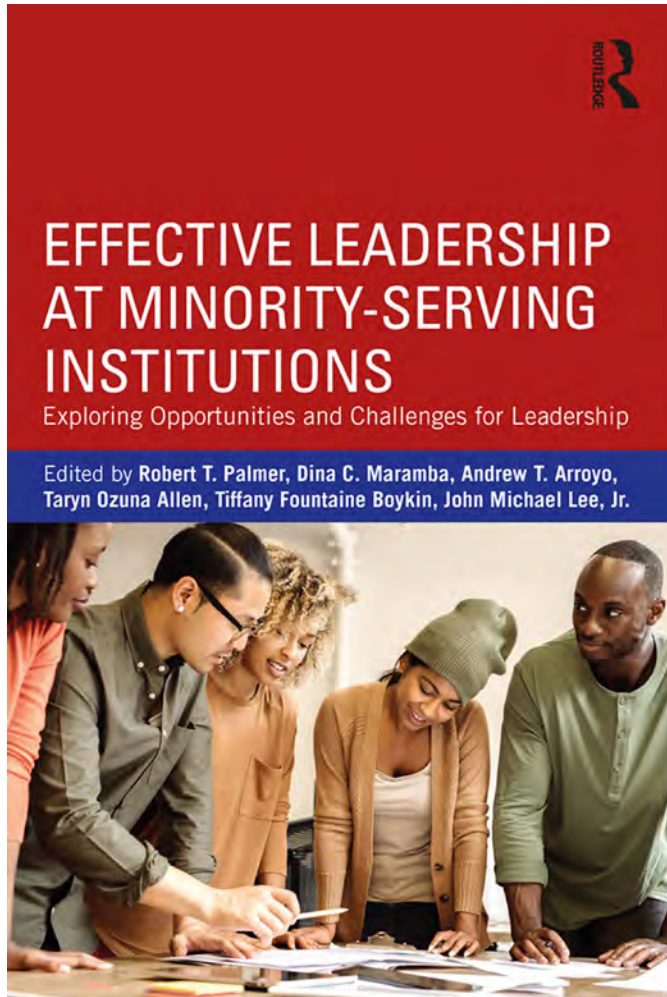
Publish Year: 2017

Language: English

Number of Pages: 272

TRENDING BOOK PUBLICATIONS

Effective Leadership at Minority-Serving Institutions: Exploring Opportunities and Challenges for Leadership



Strong, effective, and innovative leadership is critical for institutions of higher education, especially for Minority-Serving Institutions (MSIs). Indeed, research and examples have shown leadership instability among some types of MSIs, while discussions and research on effective leadership for other MSIs is noticeably absent from the extant literature. In this volume, noted experts, researchers, and leaders discuss opportunities and challenges for leadership across the full range of MSIs, while creating a dialogue on leadership models and best practices. Chapters explore issues at Historically Black Colleges and Universities (HBCUs), Hispanic Serving Institutions (HSIs), Tribal Colleges and Universities (TCUs), and Asian American and Native American Pacific Islander Serving Institutions (AANAPISIs). This book helps higher education and student affairs scholars and administrators unpack contemporary leadership issues and strategies, and synthesizes best practices to help MSI leaders increase the effectiveness and sustainability of their institutions.

Edited by: Robert T. Palmer, Dina C. Maramba, Andrew T. Arroyo, Taryn Ozuna Allen, Tiffany Fountaine Boykin, John Michael Lee Jr.

Sold by: Routledge

ISBNs: 978-1-138-21172-8 (hbk), 978-1-138-21174-2 (pbk), 978-1-315-45229-6 (ebk)

Publish Year: 2017

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Call for Papers

SUBMISSION DEADLINE: OPEN SUBMISSIONS

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Sponsored by the California State University's Chancellor's Office and the system's thirteen Education Doctorate programs, the Journal of Transformative Leadership and Policy Studies (JTLPS) publishes peer reviewed studies for the educational leadership and policy community in California and beyond. The focus is to advance our understanding of solutions to the problems faced by the nation's schools and colleges.

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Call for Guest Editors

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JOURNAL OF TRANSFORMATIVE LEADERSHIP AND POLICY STUDIES

Overview

JTLPS primarily publishes peer-reviewed empirical studies of interest to the educational leadership and policy community that advance our shared understanding of possible solutions to the many inequities present in America's schools and colleges. Our offerings are meant to help focus our distributed, collective actions to transform schools and colleges from places with uneven opportunities to learn from to institutions that provide an abundance of opportunities for all learners. We believe that leadership and policy are twin levers in the struggle for social justice. We are particularly interested in research into leadership in STEM education and plan to publish 1-3 articles per issue on this topic as a regular part of the journal. We invite submissions in the following genres: Empirical studies, concept papers grounded in empirical and scholarly literature, policy briefs, and reflective essays on professional experience. General guidelines regarding format must be applied to all submissions. Particular guidelines for empirical studies and for policy briefs are applied as appropriate. Independent of the genre selected for publication submission, all submissions will follow a strict peer review process. At the same time, every effort will be made to match topics with the expertise area of respective reviewers.

The Journal of Transformative Leadership and Policy Studies (JTLPS) is a peer-reviewed journal sponsored by the Doctorate in Educational Leadership Program at California State University, Sacramento. JTLPS accepts articles that focus on current research promoting and documenting work in P-16 public education, including: schools, community colleges, and higher education.

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Doctorate Program in Educational Leadership

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General Guidelines

Please read the general guidelines thoroughly. Articles will be accepted in the following format:

1. The submission file is in Microsoft Word.
2. Use 12-point Times New Roman or similar font.
3. Margins should be 1.0 inches on the top, bottom, and sides.
4. Include a title page with each author's name and contact information. (Please indicate the institutions and/ or grant numbers of any financial support you have received for your research. Also indicate whether the research reported in the paper was the result of a for-pay consulting relationship). If your submission is derived from a paper you have published elsewhere please make that evident on your title page as well.

5. Include an abstract of 175 or fewer words. The abstract should reflect the content and findings of the article and emphasize new and important aspects of or observations related to the study. In general, it should include information on the background or context of the study as well as the purpose(s), methods, results, conclusions, and policy and/or leadership recommendations.
6. Using the APA Style Manual, 6th edition, fully reference all prior work on the same subject and compare your paper to that work. In addition to referencing the work of other scholars, you should be certain to cite your own work when applicable.
7. Figures and Tables
 - Please state the number of figures, tables, and illustrations accompanying your submission so that editorial staff and reviewers can verify their receipt.
 - Where possible, supply figures in a format that can be edited so that we can regularize and edit spelling, the font and size of labels and legends, and the content and presentation of captions.
 - Illustrations need to be of publishable quality as we do not have a dedicated graphics department.
 - If you are submitting a figure as an image file (e.g., PNG or JPG), do not include the caption as part of the figure; instead, provide the captions with the Word file of the main text of your article.
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9. We may publish a picture on the journal home page with each article. We encourage authors to submit their own digital photographs.
10. The submission has not been previously published, nor is it before another journal for consideration.
11. Where available, URLs for the references are provided.
12. Upon acceptance of the manuscript, all revisions must be made in 'Track Change Mode' when resubmitted.

General Guidelines

EMPIRICAL STUDIES

We are interested in submissions of academic studies of educational leadership consistent with quantitative, qualitative, and mixed methods research designs. For our purposes, quantitative studies seek to examine, compare, describe, or discover relationships among variables through the analysis of reliable and valid numerical data. Qualitative studies seek to explore institutions, people, and their practices, activities, cases, social or cultural themes, or experiences to find meanings shared by participants in a setting; such studies rely on observations, interviews, document analysis, focus groups, and related data sources useful in interpreting local meanings. Mixed methods studies incorporate a quantitative phase and a qualitative phase orchestrated to provide the broadest possible understanding of a phenomenon, problem, or case. In this section we present some guidance in the preparation of a manuscript for JTLPS. First, we discuss our assumptions about quantitative studies. Next, we outline our expectations for qualitative studies. Finally, we refer back to these guidelines as necessary and explain what we would like to see in a mixed methods study. Note that we ask our reviewers to read for these elements as they review and provide feedback on submissions.

QUANTITATIVE STUDIES

1. The introduction should state the research problem and justify its importance for an audience of school administrators, professors, other researchers, and policy makers. As a leadership and policy studies journal, we seek submissions for peer review that advocate for equity and social justice and focus on educational problems of impact on high-poverty, diverse learners. Readers should have a clear understanding early in the study of the key factors or variables causing or associated with the research problem and the posited relationship among those variables under study. These variables should constitute the set of factors measured during data collection. Additionally, these factors should be named in the research question(s).
2. The introduction should provide the theoretical perspective of the researcher(s) on previously published scholarship about the research problem and its key factors, including mention of established or emerging theoretical models or policy concepts. Extended discussion of the literature should not take place in the introduction, though collections of referenced authors in parentheses can be used as sign posts for the discussion of the literature.
3. The introduction should include a statement of purpose that explains for the audience what the researcher(s) aim to accomplish by conducting and publishing the study. Again, as a policy studies journal, we welcome submissions that logically and cogently advocate for under-served learners. To that end, the introduction should also include a carefully crafted research question(s) or hypothesis about the key factors in the context of learning communities made up of high poverty, diverse learners.
4. Following the introduction, the discussion of relevant literature should make a theoretical argument for the importance of and relationships among the key variables and include current seminal empirical studies with a clear bearing on the research question and on the key factors, while engaging the readers in a critical analysis of these studies. A conceptual or theoretical framework should lead readers to a point of clarity about the logical reasons for selection of the research question(s) as the basis for data collection. We ask authors not to view the discussion of the literature in a quantitative report as they might traditionally view a full-blown review of the literature. Three critical elements we seek are currency, quality, and relevance of the studies discussed. Researcher(s) should assume the audience has non-expert knowledge of the topic and should therefore provide sufficient context for engaged readers to grasp the relevant meanings of concepts.
5. The methods section should fully explain the research design, i.e., everything connected with participants, interventions, instruments, chronology, and procedures for data collection and analysis. If human subjects are involved, readers should be provided with sufficient information to understand the nature of the population, sampling procedures employed if appropriate, criteria for inclusion and exclusion in the study, and any other information required to understand the study in its context. If a treatment is employed, it should be fully explained with attention to any ethical issues raised by the study. If instruments or surveys or other materials are employed, they should be fully explained. Planned statistical analyses should be described and explained with attention to how the analysis will answer the research question(s). Limitations and delimitations should be stated explicitly, using the terminology of threats to internal and external validity where appropriate.
6. The findings section should logically and sequentially address all research question(s) and/or hypotheses. Tables and Figures are used to contribute to the readability and comprehensibility of the report. Results of statistical tests or other analyses are explained

and interpreted with sufficient background to make clear the connections between the results and the research questions.

7. The discussion section comments on conclusions drawn with regard to the research problem. The discussion should have a clear connection to the theoretical perspective and framework developed in the introduction and literature review. In this section researcher(s) should trace implications from the study with an eye toward alternative interpretations, make recommendations for action. It is appropriate for reports published in JTLPS to argue for particular policy and leadership actions and strategies that are supported by findings as advocates for students. We encourage authors to be purposeful in taking a strong stance on the phenomena under study, when such a stance is supported by the study's findings.

QUALITATIVE STUDIES

1. Like quantitative studies, the introduction to a qualitative study should state the research problem and justify its importance for an audience of school administrators, professors, other researchers, and policy makers. As a leadership and policy studies journal, we seek submissions for peer review that advocate for equity and social justice and focus on educational problems of impact on high poverty, diverse learners. Unlike quantitative research, however, a research problem appropriate for qualitative study has not been theorized to the point that variables have been identified and defined; the need for the study derives from the need for clarity about the underlying concepts, practices, meanings, or variables involved in the problem. Alternatively, existing theory may be inaccurate, incomplete, or biased, and a need for exploration of such theory in practice invokes qualitative study.

2. The introduction should provide readers with a clear sense of any theoretical lens researchers are using to view the concept or phenomenon under exploration, e.g. critical race theory, funds of knowledge, distributed leadership models, etc. Often, qualitative studies are written from a first-person point of view, and readers are provided with insight into the experiences of the researchers that led to the study. In light of this personal stance toward the audience, writers should provide multiple reasons for the significance of the study vis a vis its contribution to existing scholarship, its potential to improve practice, or its potential to improve policy.

Quantitative studies seek to examine, compare, describe, or discover relationships among variables through the analysis of reliable and valid numerical data. Qualitative studies seek to explore institutions, people, and their practices, activities, cases, social or cultural themes, or experiences to find meanings shared by participants in a setting; such studies rely on observations, interviews, document analysis, focus groups, and related data sources useful in interpreting local meanings. Mixed methods studies incorporate a quantitative phase and a qualitative phase orchestrated to provide the broadest possible understanding of a phenomenon, problem, or case.

3. The statement of purpose should include information about the central concept or phenomenon under study, the participants in the study, and the research site or context. Unlike quantitative studies where at least two variables are identified with the intention of comparing or relating them, qualitative studies focus on one central concept or idea as it plays out in a setting with participants going about their ordinary lives. One main purpose of qualitative research is to identify and explore concepts, factors, or variables (themes)

emerging from the qualitative data and to develop insights that explain what these themes mean in the lives of the participants.

4. The introduction should conclude with the central question of the research followed by a limited set of subsidiary questions. The relationship between the central question and the chosen qualitative research strategy should be made explicit. For example, the ethnographic strategy is designed to explore meanings, beliefs, expectations, values, etc., of a group sharing a culture; the central question should focus on a group and shared culture. On the other hand, a phenomenological strategy is designed to produce a theory of the constituent parts of common individual experiences; the central question should focus on the individuals and the experience.
5. The methods section should identify, define, and document a recognized qualitative inquiry strategy with a brief discussion of its history. Criteria for site selection and for purposeful sampling of participants should be clearly stated. Specific strategies for data collection should be mentioned with a rationale given for their use. Procedures and protocols for recording and organizing data during collection in the field should be described. Specific steps in data analysis should be described consistent with the qualitative strategy selected, including methods of coding. Elements in the research design that emerged during the fieldwork should be described. The role of the researcher should be thoroughly discussed, including personal experiences or connections with the site and/ or participants. Checks implemented to ensure qualitative reliability and validity should be described.
6. The write-up of the findings should be consistent with the qualitative strategy. For example, narrative inquiry should include the presentation of an analysis of stories told by individual participants with appropriate quotes and chronologies. An ethnographic study

should provide a detailed, thick description of life in a group that shares a culture. Tables, matrices, figures, and diagrams may be helpful in communicating findings. Unlike quantitative studies, which are often written in the third person point of view, the findings section in qualitative studies can be written from the first-person point of view. Interpretations from the researcher(s) are often made as data are presented to help the audience grasp meaning as experienced by the participants in the setting.

7. The discussion section should be consistent with the qualitative strategy employed. For example, if the purpose of the study was to derive a grounded theory of a process or event from the fieldwork, the discussion should articulate this grounded theory and link it to previous scholarship. In almost all cases, the discussion should focus on recommendations to improve policy and/or practice as well as suggestions for future research directions.

MIXED METHODS STUDIES

1. The introduction to a mixed methods study should be consistent with the emphasis in the study. If the dominant phase of the study is quantitative, that is, if a central purpose is to explain the relationship between two or more variables using measurements and statistical analysis, while the qualitative phase is follow up to explore the meanings of concepts for participants, the introduction should read like a quantitative introduction. If the dominant phase of the study is qualitative, that is, a concept or phenomenon is explored to identify its parts/ factors, while the quantitative phase is follow up to test any hypothesis that emerged during the qualitative phase, then the qualitative introduction is appropriate.
2. The mixed methods purpose statement should appear early in the study as a significant signpost for the reader. Because the study will report on two different designs with distinct inquiry strategies and research questions,

readers will need to know quite clearly the rationale for integrating two designs in the study of one research problem. Readers also should be given a general overview of the procedures that were followed during the course of the study, including the timing and weighting of the two designs.

3. The methods section should begin with an overview of the design of the mix, that is, a general framework specifying when, how, and why each phase of the study was done. This overview should include an announcement of the way in which the data sets will be integrated. For example, a sequential mixed methods study with a dominant qualitative phase implemented first could be employed to discern a grounded theory of the variables important in setting; the findings from this phase might be used to develop a survey implemented to discern how widespread a particular practice or behavior is. All of the elements of the methods section in the single paradigm studies should appear in the methods section of a mixed methods study where there are two separate designs, which are connected in the end.
4. The findings section should present the data and its analysis in separate sections consistent with each paradigm. Visuals such as Tables and Figures should be displayed as appropriate for each paradigm. Integrated data analysis to show the convergences and tensions between the data sets should be presented.
5. The discussion section should clearly and explicitly explain the conclusions drawn from each of the separate designs as well as interpretations that emerge from mixing the findings. As with all other discussions, this discussion should focus on recommendations to improve policy and/or practice as well as suggestions for future research directions.

TRANSFORMATIVE CONCEPT PAPERS GROUNDED IN EVIDENCE FROM SCHOLARSHIP, POLICY, AND PRACTICE

JTLPS seeks to publish concept papers developing a perspective on an issue or problem facing the K-12 or community college systems that analyze, discuss, and document evidence and theoretical arguments that support one or more critical recommendations for action. Such papers integrate and synthesize peer reviewed empirical studies conceptual or theoretical or philosophical articles, policy briefs, legal or historical texts, or other papers of policy or practice germane to the selected topic. The expectation is that these papers will adhere to APA Guidelines (6th edition) and will be accessible to a wide audience of academics, professionals, and practitioners. Although we would be interested in seeing concept papers on a variety of topics of current interest, we have a special interest in concept papers related to STEM education for diverse students. We want to offer papers that emerge from deep and careful reading and thinking about influential and significant texts and present an original perspective on the topic grounded in evidence and scholarship.

Evaluative criteria for transformative concept papers:

1. Coverage
2. Original Perspective
3. Mixed Methods Perspective
4. Scholarly and Transformative Importance
5. Rhetorical Effectiveness

Our reviewers will consider the following elements in making judgments about publishing submissions of transformative concept papers grounded in evidence from scholarship, policy, and practice.

1. **Coverage:** We consider a topic to be covered if the scholarly literature discussed in the paper is relevant, up to date, broadly based, and representative of the authoritative voices that have written on the topic. Authors must explain explicitly the direct connections between the sources discussed in the review and the perspective on the topic under development. Although we expect authors to reference and discuss seminal works relevant to the topic regardless of the date of publication, we also expect authors to include the most up to date, cutting-edge literature with particular attention to current findings, conclusions, questions and challenges. A review that is broadly based includes references from across disciplines and research paradigms and arenas of policy and practice; the intent is to integrate sources in an innovative way that encourages our audience to push the boundaries from concept to action.
2. **Original Perspective:** We are very interested in concept papers that synthesize information and ideas in innovative and useful ways and point to and provoke future empirical study and/or action in policy and/or practice. While the concept paper is no place for unfounded opinions or biases, it is the place for reasoned and evidence-based argument, for taking a stance that acknowledges the strengths and limitations of available evidence, for careful judgments grounded in the views and evidence reported by other scholars, leaders, and policy analysts. Authors must accurately summarize the work of others as a way to report what others have said, but are obligated to compare and contrast, take issue or agree with what others have said, comment on the strength of the evidence. Consonant with the transformative purpose of the concept paper, our reviewers expect authors to enter the discussion as a full participant with a developed point of view.
3. **Mixed Methods Perspective:** We are especially interested in concept papers that attend explicitly to the methods researchers have implemented to study particular topics with commentary on the strengths and weaknesses of particular methodologies in regard to the topic. We encourage authors to search out any and all studies done using a mixed methodology and to comment on what and how the mixed methodology contributed to knowledge about the topic. If appropriate, authors may discuss insights into how the methods others have employed might be modified or combined to produce even more and better information.
4. **Scholarly and Transformative Importance:** We acknowledge that particular references within concept papers are more or less important for the topic at hand. We encourage authors to indicate their judgment of the level of importance of particular papers or studies or sources of information to enable our readers to access these sources as follow up to their reading of the literature review. Our interest is in publishing literature reviews that provoke thoughtful action, ranging from motivating future empirical studies to informing policy debates.
5. **Rhetorical Effectiveness:** JTLPS seeks to publish papers of the highest quality in terms of writing and documentation. We invite submissions that are unified, organized, coherent, ordered, complete, and conventional regarding the APA Style Manual. The concept paper must have an introduction with a clear statement of the thesis or controlling idea. When a reader finishes the introduction, the reader ought to have a solid idea of the case the review will make, the organization of the material, and the direction of thought. The review must have a system of headings that provides a reader with clear signals to the structure and coherence of the ideas embodied in the text such that the reader

can skim the concept paper, identify the main ideas, and search for connections among them within the paragraphs. The concept paper must have transitional statements and elements within and across paragraphs and sections of the paper as well as periodic summaries for the aid of the reader. The paper must be made up of complete, purposeful paragraphs arranged to develop the thesis, which are made up of grammatically and syntactically correct sentences with accurate and conventional spelling. Unlike a policy brief, a concept paper must be thoroughly documented so that a reader can trace the thoughts and words of others back to the source with no possibility of confusion between the words and ideas of the sources and the words and ideas of the authors.

We are interested in publishing policy briefs that present the rationale for choosing a particular policy option related to a current policy debate in the K-12 or community college arena.

POLICY BRIEFS

We are interested in publishing policy briefs that present the rationale for choosing a particular policy option related to a current policy debate in the K-12 or community college arena. Our goal is to publish briefs that advocate for an immediate course of action likely to reduce inequities and enhance social justice for minority and high-poverty learners. The audience for the brief may be administrators or legislators, but the purpose is to convince the audience of the urgency of the problem and the intensity of the need for the particular action outlined. No longer than 3-5 pages, the policy briefs we want to publish are not academic papers fully documented with an extensive reference list. Instead, they are prepared for a busy reader who has to make a decision and needs an analysis of available evidence together with a reasoned recommendation. The following elements describe content that our reviewers will look for when they review submissions.

Evaluative criteria for policy briefs:

1. Introduction
2. Policy Options
3. Recommendations
4. Conclusion
5. Reference List

1. **Introduction:** The introduction should convince the target audience that an urgent problem exists. It should provide a succinct overview of the causes of the problem. It should include a map of where the argument will take the reader and explicitly state a thesis.
2. **Policy Options:** This section provides a brief overview of the policy options, including options that are currently in play if appropriate as well as options that others are proposing.
3. **Recommendations:** Authors should clearly and succinctly state their recommendations with an analysis of relevant evidence supporting the preferred option. Evidence should be drawn from research literature and other sources with in-text attributions, but the brief does not require APA-style documentation. Evidence should be analyzed and organized logically and succinctly.
4. **Conclusion:** The overall argument should be restated and summarized. Specific next steps or action should be detailed.
5. **Reference List:** Authors are not required to provide citations for all of the evidence consulted and/or discussed in the brief. However, well-chosen citations to sources of immediate importance to the audience can be provided along with annotations.

REFLECTIVE ESSAYS ON PROFESSIONAL LEADERSHIP AND POLICY EXPERIENCES

JTLPS is primarily interested in empirical studies, policy briefs, and concept papers, but we are also interested in publishing formal personal essays that give a voice to transformative educational leaders and policy makers with important stories to tell grounded in their personal experiences as professionals. We believe that even the highest quality empirical studies can never completely achieve their aims in the cauldron of living and breathing schools and communities without intelligent action, and action requires human beings to take the reins and follow a path to emancipation. To that end, we would like to publish reflective essays that provide our readers with insights into the lived experiences of leaders in the cauldron of real-world schools and colleges. Our reviewers will consider the following elements when making decisions about reflective essays.

Evaluative criteria for the reflective essay:

1. Professional Significance
2. Voice
3. Ethical Stance
4. High Quality Writing

1. **Professional Significance:** Authors of reflective essays have a powerful story to tell about a significant experience or set of experiences directly related to transformative educational leadership. Such significance does not always come from success, but may also come from

failure to make a change. Regardless of the outcome of an initiative or a reform effort, the story is about the attempt to make the world more equitable and fair for diverse learners.

2. **Voice:** Authors of reflective essays may write in a highly formal style, or they may write in a more conversational style, but they always develop a recognizable voice that speaks directly to individual readers on a human level. It is this sense of the author's presence in the essay that permits readers with the opportunity to apprehend what it is really like to be on the front line of change in an educational system with well documented inequities.
3. **Ethical Stance:** Authors of reflective essays are fair to all of the individuals they name in their story. There is never an ax to grind or an individual to smear, though there may be heroes and villains. Authors are fully aware of their obligation to avoid slander and libel, diligent in avoiding malicious, false statements of a defamatory nature.
4. **High Quality Writing:** JTLPS wants all of its published pieces to reflect the highest standards of writing, but the reflective essay opens the door for authors to showcase their special writing style or talent. We would like to publish essays that can be studied not just for their substance, but also for their elegance and beauty. We invite authors to polish their essays as pieces of literature, pleasing to read as well as powerful in impact. Our reviewers will point out particularly well written passages and will also highlight awkward passages during the review process as a way to support in regard to this element.



JTLPS

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