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Justice Centered Leadership

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Educational Leadership and Administration: Teaching and Program Development

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FOREWORD

Welcome to the Special Edition Volume 1 of *Educational Leadership and Administration: Teaching and Program Development: The Journal of the California Association of Professors of Educational Administration (CAPEA).* This special edition on justice-centered leadership was conceptualized by the editorial team at the 2019 conference. There is a substantial body of professional literature about the kinds of leadership that best meet the needs of schools with students of color and those with students whose families are situated in poverty. Scholars have used terms such as culturally proficient leadership, social justice leadership, equity-principled leadership, transformative leadership, anti-racist leadership, and abolitionist leadership. The title of this special edition, *Justice Centered Leadership,* reflects the CAPEA Journal focus area of Diversity and Social Justice. [1]

A content analysis was conducted on the CAPEA Journals from 2009 to 2019 to systematically evaluate articles on the journal's focus area of Diversity and Social Justice. The content analysis yielded previously published articles on social justice frameworks, best practices, marginalized populations, and inclusive practices. Based on expertise, CAPEA members were selected and invited to be authors for this special edition. The authors synthesized the previously published articles, provided literature updates in each subsection, and offered recommendations for future journal submissions.

Special Edition Volume 1 begins with the article, ***From Preparation to the Principalship: Towards a Framework for Social Justice in Leadership***. This article begins with the status of leadership preparation in California and calls for programs to consider social justice frameworks. The authors synthesized previously published articles in the CAPEA journal that focused on social justice leadership. The article describes current justice-oriented frameworks in leadership preparation, and recommendations are made for future journal submissions. In the second conceptual article, ***Cultural-Historical Activity Theory (CHAT): A Structure for Examining Justice-Centered Leadership Outcomes,*** urged leadership preparation programs to consider a cross-disciplinary framework in analyzing their programs for social justice approaches. CHAT is proposed for programs to explore instructional approaches that grasp cultural challenges at the micro-level and interpret them against the larger historical social justice frame to perpetuate course effectiveness. ***Social Justice Leadership as Inclusion: Promoting Inclusive Practices to Ensure Equity for All*** argues for a broader definition of inclusion as more than just a focus on students with disabilities, but involving other marginalized groups, such as linguistically diverse students, students of color, and LGBTQ youth. The authors emphasize the importance of school leaders who consider social justice leadership as a means by which to promote a broader and inclusive approach capable of addressing the social inequities and disparities of marginalized populations. Included is a synthesis of recent articles published in the CAPEA journal about marginalized populations and inclusion. ***A Collective Approach to Building an Equitable and Inclusive System that Meets the Needs of Marginalized Populations in Education*** highlighted on social justice framework to demonstrate how leadership programs can promote the development of key social justice concepts among students. The authors provide a synthesis of recent articles published in our journal for the past 10 years, and discuss how they apply this model. The special edition concludes with an invited commentary, ***CAPEA's Continuing Commitment to Equity: Collective Action on CCTC***

[1] Many scholars use the term, *Justice Centered Leadership*, including Gloria Ladson-Billings and David Stovall. We believe this term reflects the type of leadership necessary for addressing inequities in schools with Black, Indigenous, and other People of Color (BIPOC) and students with families situated in poverty.

Initiatives*,* describes CAPEA's efforts to collectively advocate for leadership preparation for equity and social justice since 2013 at a time of substantial changes in administrator certification.

This special edition would not have been possible without the efforts of the CAPEA Board members who approved this special edition on social justice leadership. We thank all of the authors who contributed manuscripts and our copy editor, Dr. Jamiella Brooks. Lastly, we thank our publishers, especially Brad Bizzell and ICPEL Publications.

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From Preparation to the Principalship: Towards a Framework for Social Justice in Leadership

Mariama Smith Gray
Cal State University East Bay

Noni Mendoza-Reis
San José State University

This article is a response to the clarion call for leadership preparation programs to ground their work in social justice pedagogies and policies in light of the current sociopolitical context of multiple pandemics. It includes four distinct sections. We begin with an analysis of the state of leadership preparation in California. Next, we synthesize the articles published in the CAPEA journal since 2005 that address leadership preparation frameworks for diversity and social justice to create an early framework for social justice leadership and preparation for the journal. We review social justice frameworks for both leadership preparation and practitioners. We conclude with recommendations for future submissions from our members to address the focus area of diversity and social justice.

Keywords: social justice, educational leadership, principal preparation programs

The call for leadership preparation programs to ground their work in social justice pedagogies, policies and practices is again at the forefront of the field. In the last year, multiple pandemics of COVID-19, structural racism, deepening socioeconomic inequality, and increasing environmental degradation (Ladson-Billings, 2020) have sparked a national discussion of school practices that exacerbate and maintain social and economic inequities, including school policing, lack of access to technology, and food insecurity. These inequities have brought a moral imperative to prepare educational leaders who can align their pedagogies, policies and practices with social justice into sharp relief and in turn, reinforced our commitment to preparing leaders who voice their dedication to social justice.

Along with a moral imperative to prepare social justice leaders, there are at least two other imperatives that drive our work as faculty in leadership preparation programs. First, is the representation gap between students and leaders of color. Our student population is increasingly diverse, heightening the incongruence between the demographics of students and school leaders. A recent policy brief from the UCLA Civil Rights Project/Proyectos Civiles illustrates the increasing diversity of the 6.1 million students in California schools. According to the brief, California students are 55% Latinx, 22% white, 12% Asian or Pacific Islander, 5% Black, 1% American Indians, and 4% multiracial (Orfield & Jarvie, 2020). These student demographics are not reflected in California's school leaders. A 2017-2018 report from National Center for Education Statistics described the ethnicity of California principals as 66.1% white, 22.5% Hispanic, 6.1% Black, and 5.3% Other (American Indian/Alaska Native, Asian, Pacific Islander).

Our second imperative includes the persistent failure rates of students of color who have been marginalized through systemic inequities. In California, one measure of student success is the percent of high school graduates who have met the requirements for "college and career readiness." The measure is based on students' completion of "rigorous coursework" ranging from the state's A-G requirements to community college classes, passing challenging exams like the International Baccalaureate or Advanced Placement, or receiving a state seal of biliteracy (CDE, 2021). In 2019, the high school graduation rate was 88%. Of these, about half, or 44.1% met the college and career readiness indicator prior to graduation. Upon further disaggregation, the results reveal disproportionate numbers by race, class, and disability, as noted in Table 1. American Indian, African American, Pacific Islander, and Hispanic students are the least prepared for college or career according to state indicators. Other low college and career readiness rates include students who are in foster care, multilinguals, homeless, economically marginalized, and/or receive special education services.

Table 1

California Dashboard 2019 College and Career Readiness Completion Rates

Indicator	% Completed	Student Enrollment
African American	27.7	30,255
American Indian	0.5%	2,864
Asian	74.0	45,829

English Learners	16.8	71,834

Table 1 (continued)

Filipino	64.5	14,805
Foster Youth	13.3	6,364
Hispanic	36.1	270,276
Homeless	1.4	30,375
Pacific Islander	33.5	2,488
SES	35.8	343,216
Students with Disabilities	10.8	59,064
Two or More Races	49.7	14,689
White	53.8	118,333

Source: State of California Dashboard, https://www.caschooldashboard.org/reports/ca/2019/academic-performance#college-career

These imperatives are cause for programs to continue to look beyond "universal, one-size-fits-all approaches to leadership preparation" (Lopez, Magdaleno & Reis, 2006, p. 11). As noted in a recent report by the Wallace Foundation (Grissom, Egalite & Lindsay, 2021), schools with diverse populations require a new kind of thinking and exceptional leaders who practice social justice. Among the conclusions from this report are that leaders must develop "an equity lens, particularly as they are called on to meet the needs of growing numbers of marginalized students" (p. 92); principal diversity is also cited as a contributing factor in improved outcomes for students and faculty of color. Moreover, the report suggests that white educational leaders learn the skills, expertise, and social justice practices of principals from racially and ethnically diverse groups. This recommendation is important because California statistics mirror the national data of approximately 22% of principals of color (National Center for Education Statistics, 2020) and 6% of superintendents (Kowalski, 2013). To be clear, these statistics indicate that the candidates in our leadership preparation programs may not fully understand the sociopolitical context of the students in their schools. However, while the report is a clarion call for equity-driven educational leadership preparation and professional learning, it leaves the details of leadership preparation for social justice to the field of educational leadership.

In this article, we take up where the Wallace Report concludes. The Wallace Report clearly states "what" is needed, but not "how" to go about it. To generate possibilities to answer the "how"

for preparing leaders to take on significant issues of equity in education, we turn to three distinct bodies of literature. We begin with a synthesis of articles published in the CAPEA Journal, *Educational Leadership and Administration: Teaching and Program Development,* between 2005 and 2020 that address leadership preparation frameworks of diversity and social justice. These articles highlight the journal's early conceptualization of social justice leadership preparation and development. Next, we analyze the recent scholarship of social justice leadership preparation frameworks to identify how the field of educational leadership conceptualizes the preparation of pre-service educational leaders for social justice oriented educational leadership. Third, we review the scholarship of social justice leadership, highlighting new and emerging social justice frameworks for practicing educational leaders. We conclude with recommendations for future submissions that address the focus area of diversity and social justice leadership preparation.

Synthesis of Articles Published in the CAPEA Journal 2005-2020

In this section, we synthesize the CAPEA Journal articles that have addressed social justice leadership theory and frameworks to conceptualize the journal's early framing of social justice leadership preparation and development. We analyzed the archives of *Educational Leadership and Administration: Teaching and Program Development* for articles focused on social justice leadership theory and frameworks that were published between 2005—when the journal published its first article about social justice—and 2020. Our review uncovered four articles: Barbara and Krovitz's (2005) *Preparing Principals to Lead the Equity Agenda*, Elizabeth Reilly's editorial notes for volumes 15 and 18, *Toward Equitable Schools: Reflections and Challenges* (2005) , *The Future Entering: Reflections on and Challenges to Ethical Leadership* (2006), and *Developing Leadership for Equity: What Is the Role of Leadership Preparation Programs*? (Lopez, Magdaleno and Reis, 2006). We briefly review each article before putting them in conversation with one another to form an early framework for social justice leadership pedagogy.

The articles provide an early framework for social justice leadership preparation and development. Barbara and Krovitz's (2005) *Preparing Principals to Lead the Equity Agenda*, was written from the perspective of what the authors call "equity leadership." Although they do not explicitly define this term, the authors posit that equity leadership is characterized by investing in the resources that serve the most vulnerable students. To do this, educational leaders must: 1) understand the difference between an equitable education and an equal education, 2) understand the significance of race, 3) examine white privilege through the testimony of communities of color, and 4) have strong district support. The framework for equity leadership draws on the early scholarship regarding the achievement gap, as well as moral leadership, organizational change, race, and the then emerging field of Critical Whiteness Studies. These themes would be echoed in later frameworks and more explicitly defined, and the call to expand equity leadership would be extended to leadership preparation.

In *Toward Equitable Schools: Reflections and Challenges* (2005), former Educational Leadership and Administration editor, Elizabeth C. Reilly, advances a vision for leadership preparation in the editorial notes to volume 15. Arguing for a need to level the playing field of education, Reilly centers educational leadership as foundational to the effort, and uses Twale and Place's assessment model for educational leadership preparation in the same volume to illustrate her point. The model calls on educational leadership programs to examine the collegiate ideology/ethos, academic culture, mission statement, managerial climate, and organizational structure as a means of program assessment. Moving from Twale and Place's assessment model to

the larger field of educational leadership, Reilly closes with a few recommendations for the field: 1) include the voices of our students and those who we are attempting to help in our research, 2) integrate issues of social justice and equity in teaching, 3) share ideas of social justice and equity with others and in a community of practice, and 4) leverage leadership power to advocate for education policy that advances equity (pp.130-131); she returns to a focus on advocacy in later volumes, sharpening her focus on advocacy within a leader's sphere of influence.

Reilly's second article, *The Future Entering: Reflections on and Challenges to Ethical Leadership* (2006), emphasizes ethical leadership, a concept borrowed from the business community that gained traction in education in the late 1990s. Ethical leadership—also known as moral or values-based leadership—is a term wrought with definitional issues, but can be summed up as "exercising influence in ways that are ethical in means and ends" (Rhodes, 2006, p. 9). Reilly makes clear the spheres of influence that ethical leaders address and the desired "ends" of their efforts:

> The moral imperative of ethical leadership is the addressing of the most sensitive issues our society faces—issues of access to the basic rights of all human beings: to freedom, to justice, and to equity, but equally important, to responsibility and to duty (Beckner, 2004). Second, they ask us to recognize that by taking action, we fulfill the responsibility entrusted to us as educators: to alleviate suffering and to initiate healing within our spheres of influence. (p.165)

According to this framework, ethical leaders have a moral imperative to act at the individual level, including within the sphere of their professional influence in leadership; the local and regional levels, such as within their departments, schools, and programs, to address policy issues at each of these levels; and the societal level, bridging the connection between local, state, and federal spheres of influence.

In *Developing Leadership: What is the Role of Leadership Preparation Programs?* Lopez, Magdaleno and Reis (2006) report on the efforts of a transformative colloquium of educational leadership faculty from CSU East Bay, San Jose State, and Fresno State who studied a "leading for equity approach." During the colloquium, a focus group of CAPEA participants responded to the question, *"What can our Educational Leadership Departments and Programs start doing to change the way we prepare administrators to serve in today's schools?*" The focus group responded with recommendations for programs, curriculum, and instruction. Programs were encouraged to prioritize recruitment of candidates from districts with the greatest need for leadership by working with stakeholders to recruit candidates of color through a cohort model. Focus group participants suggested that programs continue to follow up on graduates to document successful practices. Recommendations for curriculum and instruction included strengthening equity and social justice concepts through an examination of course syllabi. Participants recommended that candidates be taught to challenge the status quo by consistently asking difficult questions, and encouraged programs to include courageous conversations about race in the curriculum.

In reviewing the journal's publications over the past fifteen years, we initially despaired at the disappointingly small number of articles with a social justice framework. Nonetheless, the journal is committed to publishing more scholarship about social justice frameworks and empirical studies related to their application. Given the small number of articles, we put the three articles in conversation with one another by pulling tenets of social justice leadership from each of the

articles. When read in this way, they provide an early framework for social justice leadership.

Social Justice Tenets from CAPEA Submissions 2005 – 2020

1. Educational leadership is foundational to social justice in education. It includes leadership preparation grounded in the principles and practices of social justice leadership and continues with strong district support (Barbara and Krovitz, 2005).

2. Educational leadership preparation programs must internally assess their work and consider how it aligns with principles and practices of social justice leadership (Reilly, 2005).

3. Educational leaders must understand the difference between an equitable education and an equal education and invest in the resources that serve the most vulnerable students (Reilly, 2005).

4. Educational leaders must have a good understanding of race, including the role that race plays in reproducing historic inequities. They must be willing to listen to and learn from the experiences of communities of color. White educational leaders must reflect on and address the impact of their unearned white privilege in education (Barbara and Krovitz, 2005).

5. Educational leaders must engage in ethical leadership in every sphere of their influence, including leadership preparation (Reilly, 2005), the individual level, and various organizational (e.g. program, department, university) and systemic levels (e.g. policy, federal) (Reilly, 2006).

6. Educational leadership programs must be attentive to their role in adopting a "leading for equity" approach that includes continual examination of programmatic, curricular and instructional areas to align with social justice leadership (Lopez, Magdaleno, and Reis, 2006).

Within the field of educational leadership, the scholarship regarding social justice leadership has expanded since the publication of the CAPEA journal's first articles in 2005 and 2006. However, the development of theory and frameworks for social justice leadership remains an emerging field. In the next section, we provide an overview of social justice pedagogies and frameworks that bridge the time of CAPEA's publications, 2005 and 2006, and the beginning of our analysis, 2010, before reviewing the literature from 2010-2020.

Advances in Social Justice Leadership Preparation, 2010-2020

To understand the most recent advances in social justice leadership, we review social justice pedagogies, theory, and a handful of representative frameworks for the last decade, from 2010 to 2020. We searched for literature using various combinations of these keywords: social justice, equity, leadership, principal, school administrator, education administration, preparation, professional development, theory, pedagogy, principles, tenets, and frameworks. Next, we reviewed the abstracts to identify articles about social justice pedagogies, theories and frameworks in education. We were left with a set of empirical and theoretical articles that addressed social

justice leadership preparation for pre-service educational leaders and practicing educational leaders. We followed up with a final search using specific theoretical constructs like anti-racist leadership, and culturally responsive leadership to ensure we had found a good selection of works about educational leadership. To minimize repetition, we selected one example for each of the most popular and commonly discussed pedagogies, theories, and frameworks. Finally, we divided the review into two sub-sections: social justice leadership preparation pedagogies, theories, and frameworks for pre-service educational leaders, and social justice leadership pedagogies, theories and frameworks for practicing educational leaders. In the section that follows, we share the results of our systematic review of the literature regarding social justice leadership preparation and development.

Pre-Service-Social Justice Leadership Preparation Pedagogies, Theories, and Frameworks

Pedagogies

Numerous scholars have proposed social justice frameworks for leadership preparation programs to address social issues of race, disability, and language (Brown, 2005; Capper, Theoharis & Sebastian, 2006). With principals learning on the job (Graham, 2007), often from other leaders who lack skill in addressing social issues (Swanson & Welton, 2019) and the shifting demographics of schools, there is a clear need for preparation programs to equip pre-service educational leaders for equity work (Marshall, 2004). In our review of articles regarding pre-service leadership preparation, the majority focused on instructional pedagogy and program design. The result is a body of scholarship that includes specific practices for teaching and learning (i.e., pedagogy), as well as social justice leadership preparation frameworks that offer ideas to guide educational leadership program structures and philosophy, including two excellent reviews that will bring readers quickly up to speed on the field of educational leadership for social justice prior to 2005. McCabe and McCarthy's (2005) examination of the emerging social justice discourse in educational leadership and the challenges for universities and other programs that prepare education leaders is essential reading for anyone trying to understand the history of social justice leadership preparation. Similarly, Jean-Marie, Normore and Brooks (2009) extend themes in educational research on preparing educators to engage in social justice and consider the field's capacity for "preparing school leaders to think globally and act courageously about social justice for a new social order" (p.1).

Though beyond the scope of this study, Table 2 outlines promising pedagogical practices for preparing pre-service educational leaders for equity work, (See also Hafner, 2010). Mariama Gray synthesized the list from a systematic review of social justice leadership pedagogies for pre-service educational leaders from 2005 to 2020 using the search terms: social justice, equity, leadership, principal, school administrator, education administration, preparation, professional development, pedagogy, and practices. Dr. Gray identified common themes in the literature which she synthesized as a table of evidence-based practices from teacher education and educational leadership that have been shown to develop pre-service leaders' capacity to achieve greater equity in their schools and foster student success.

Table 2

Evidence-based Pedagogical Practices for Pre-service Educational Leaders

❑ Critical readings, videos, podcasts with discussion (Theoharis & Causton-Theoharis, 2008)
❑ Critical consciousness raising and reflection (Capper, Theoharis & Sebastian, 2006)
❑ Emphasis on funds of knowledge & community cultural wealth (Moll et al., 2012; Yosso, 2005)
  ❑ Educational plunge (Brown, 2005)
  ❑ Neighborhood walks (Capper et al., 2006)
❑ Racial/cultural biographies, life histories & Genograms (Ohito & Oyler, 2017)
❑ Affective experiences that facilitate embodied knowledge (Franklin-Phipps, 2020)
❑ Equity audits (Capper et al., 2006)
❑ Race caucus/Affinity group (Obear & Martinez, 2013)
	❑ Case studies/role playing (Capper et al., 2006)
	❑ Sustained conversations about race (Swanson & Welton, 2019)
	❑ Discomfort pedagogy (Freitas & McAuley, 2008)
	❑ YPAR/Community relationship building (Bertrand & Rodela, 2018)
	❑ Explicit instruction in leadership theory (DeMatthews et al., 2017) & global perspectives (Theoharis & Causton-Theoharis, 2008)
	❑ Outlining specific steps for structural change (Theoharis & Causton-Theoharis, 2008)
	❑ Naming inclusive counter-hegemonic practices (Ohito & Oyler, 2017)
	
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Frameworks for Pre-Service Programs

While there are many frameworks focused on diverse issues of equity, the scope of our review considers the work of authors who use the terms "social justice" or "equity" in their definitions of leadership preparation. Our analysis takes up the scholarship regarding social justice leadership since 2010. It is not an exhaustive review of all leadership frameworks, but rather a synthesis of the representative works that address social justice leadership preparation for the past decade. We focused our scholarship search on pre-service school leadership preparation, in contrast to in-service leadership development. We further limited our analysis to scholarship published from 2010 to 2020.

The research we reviewed regarding social justice in educational leadership exhibits some common themes. They include the importance of critical reflection and reflexivity (Furman, 2012), action (Furman, 2012), ethics (Dantley & Tillman, 2010), the salience and impact of race (Gooden & Dantley, 2012) and other social locations like gender, sexual orientation, disability, linguistic identity (Theoharis & Scanlan, 2015) and their connection to learning and achievement. In this section, we highlight three of the articles we reviewed. The articles written by Furman (2012) and Gooden and Dantley (2012) extend the work of Capper, Theoharis & Sebastian (2009) who proposed a framework for social justice leadership preparation with three domains, critical consciousness, knowledge, and practical skills focused on social justice; as well as an alignment of the curriculum, pedagogy, and assessment with the three domains. Bertrand and Rodela's (2018) framework for Collective Transformative Agency (CTA) emphasizes an uncommon yet important aspect of leadership preparation: youth and community voice. When put together, the three articles offer a diversity of ideas for preparation programs who want to equip leaders for social justice.

Furman (2012) proposed the Praxis-Dimensions-Capacities framework for leadership preparation programs. The framework is organized around three nested concepts. The first is that social justice is praxis. Praxis requires both reflection and action. The second concept is that social justice leadership is enacted in multiple dimensions in life, including the personal (knowledge of self), interpersonal (development of trusting communication and relationships), communal (democratic development of community), system (critique, assessment, and transformation of

systems), and ecological (sociopolitical contexts). The third concept is the development of social justice capacities for both reflection and action in every dimension. In Furman's model, preparation for pre-service educational leaders must combine critical reflection with action if leaders are to foster a school-wide culture and practice that provides students with access to educational opportunity.

Gooden and Dantley's (2012) *framework for social justice leadership preparation* is based on their study of six UCEA affiliated programs and modules that focus on diversity leadership. The framework builds on previous scholarship that illuminates pre-service leaders' need for critical self-reflection and praxis, and critique of the traditional theories of leadership taught in most preparation programs. Among their findings is that pre-service educational leaders' learning about race (and other social issues) is often confined to just one course in diversity. Arguing that race has received "short shrift" in many preparation programs, the authors propose the integration of race-focused discussions and learning throughout leadership preparation, and define the practices that prepare pre-service principals to lead for diversity. These practices include: 1) self-reflection, 2) a grounding in a critical theoretical construction, 3) a prophetic and pragmatic edge, 4) praxis, and 5) the inclusion of race language.

Pre-Service Theories

Bertrand and Rodela (2018) note that most social justice leadership literature overlooks the leadership of youth, parents, and community educators, especially when they are non-school based leaders who are from communities of color. The framework for *Collective Transformative Agency (CTA)* which borrows from Critical Race Theory (CRT) (Crenshaw et al., 1995; Ladson-Billings, 1995; Delgado & Stefancic, 2017), CHAT (cultural history activity theory) (Vygotsky, 1978), distributed leadership (Spillane, 2006), and transformative leadership (Shields, 2010), promotes an expansive definition of leadership for preparation programs. Collective transformative agency includes those not often characterized as leaders such as youth, parents, community educators, and members of historically marginalized communities. A second tenet of the framework is integration, including the integration of family and community approaches in faculty work, and the integration of frameworks of community cultural wealth across courses and assignments.

A collective transformative agency approach to leadership preparation is multi-leveled. At the organizational, district, and site levels, it encourages leadership candidates to engage in collaborative and participatory research with educational leaders, youth, parents, community educators, and members of historically marginalized communities. At the university level, it encourages the faculty who prepare educational leaders to re-examine their assumptions about leadership, especially since leadership is often characterized as an individual endeavor. Moving from individual leadership to collective leadership requires leadership faculty to engage in ideological change. That is, to expand their definition of equity in decision-making practices to include the voices of diverse members of the school community such as students, parents, community educators, and members of historically marginalized communities, and communicate this expansive view of leadership to their leadership students.

Social Justice Leadership Pedagogies, Theories and Frameworks for Practicing Educational Leaders

In the section that follows, we examine several social justice leadership pedagogies, theories, and frameworks from the last decade. Our selection process began with a systematic review of the scholarship regarding social justice leadership practices for educational leaders from 2010 to 2020. Using different combinations of the search terms social justice, equity, leadership, principal, school administrator, education administration, pedagogy, and practices, we focused our scholarship search on in-service leadership learning and development. We identified the following frameworks: a tri-level framework for leadership, abolitionist leadership, indigenous and decolonizing school leadership, emancipatory leadership, applied critical leadership, transformative leadership, culturally competent, and culturally responsive school leadership that met our search goals.

Table 3 offers a synthesis of the characteristics of social justice leadership practices based on Mariama Gray's analysis of the field that are described in the frameworks (see also Khalifa, Gooden & Davis, 2018).

Table 3

Synthesis of Characteristics of Social Justice Leadership Practice

❑ Requires ideological clarity
❑ Begins with critical self-reflection and critical consciousness
❑ Identifies the sources of educational inequities
❑ Is praxis:
  ❑ Is action-oriented and transformative
  ❑ Is reflective
❑ Is committed and persistent
❑ Is inclusive and democratic
❑ Is relational and caring
❑ Works to eliminate marginalization, inequity of opportunity, and disparate outcomes
	❑ Incorporates indigenous ways of knowing, communities of color, students, and families
	❑ Recognizes, critiques, and attends to asymmetrical power relations
	❑ Is leadership at the personal, institutional, and pedagogical levels
	❑ Addresses social issues
	❑ Is fostered in leadership preparation
	
	Sources: Furman, 2012; Mendoza Reis, 2020; Santamaria & Santamaria, 2015; Theoharis & Causton-Theoharis, 2008
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Reculturing Instructional Leadership for Schools with Multilingual Learners: A Tri-Level Framework

A tri-level framework for leading with a social justice orientation addresses leadership for schools with multilingual learners (Mendoza-Reis & Flores, 2014). The authors argued for the "critical role of administrators in advocating for access, equity, and achievement policies that will improve K-12 outcomes for the growing segment of the U.S. school population" (p.192). The tri-level framework proposes three levels for school leaders to consider: (1) institutional, (2) pedagogical, and (3) personal. The three levels are guided by several theories and pedagogies grounded in critical pedagogy (Freire, 1997), sociocultural theory (Portes & Salas, 2011: Tharp & Gallimore, 1995), cultural historical activity theory (Portes, 2005), and critical race theory (Solorzano & Delgado Bernal, 2001; Yosso, 2005).

At the institutional level, this framework requires school leaders to interrogate structural

barriers by asking themselves if they are reproducing or disrupting inequities, and asks leaders to respond with advocacy and activism (Radd, Generett, Gooden & Theoharis, 2021)

The pedagogical and second level of this framework requires that administrators understand the content knowledge necessary for leading schools with multilingual learners, including culturally relevant and culturally sustaining practices, sociocultural theories of education, language acquisition theories, and the socio-political issues affecting the education of multilingual learners.

The personal level requires that leaders have ideological clarity about leading schools with multilingual learners. Bartolomé, (2000), further clarifies,

> "Ideological Clarity" refers to the process by which individuals struggle to identify and compare their own explanations for the existing socioeco-nomic and political hierarchy with that of the dominant society. The juxtaposing of ideologies should help teachers to better understand if, when, and how their belief systems uncritically reflect those of the dominant society and thus maintain the unequal and what should be unacceptable conditions that so many students experience on a daily basis (p. 98).

The tri-level framework requires leaders to have the moral courage to resist and transform the status quo and challenge policies of oppression, lead with integrity and by example, build a culture of collaboration, authentically engage with parents, and most importantly, be honorable, humble and caring (Flores & Mendoza-Reis, 2015).

Abolitionist Leadership

Abolitionist leadership (Gray, Chambers, Southern & Walton, 2021) is an emerging framework based on the collective work of the faculty, students and alumni of California State University, East Bay's Department of Educational Leadership, their thought partners, and Harvey (2021). As praxis, the framework for abolitionist leadership draws on scholarship from critical race theory (Crenshaw et al., 1995; Ladson-Billings, 1995; Delgado & Stefancic, 2017), prison abolition (Davis, 2003; Kaba 2021) and abolitionist teaching (Laura, 2014; Love, 2019, Anderson-Zavala et al., 2017) to center the dismantling of anti-blackness and carcerality in education. Abolitionist leaders understand that schools are microcosms of an anti-Black, carceral society, and that anti-Blackness and carceral logics structure every part of our educational system (e.g. student tracking, disciplinary processes, Eurocentric curriculum and instruction, the disproportionality of students qualified for special education services, the organization of the school day), iincluding leadership practices.

While the CSU East Bay definition is still being refined in community with thought partners from the prison abolition and educational abolition communities, the preliminary principles of the framework include: 1) an abiding love for Black people and other marginalized communities affected by the carceral state, 2) the disruption and interrogation of anti-Black and carceral thinking, 3) the conscious, intentional and active creation of new humanizing systems, 4) the centering of supportive, nurturing, caring and humanizing relationships, 5) an investment in community, 6) self-reflexivity that cultivates awareness of injustices and understanding of why the carceral state needs to be abolished, 7) active and engaged emancipatory efforts, 8) the empowerment of diverse members of the school community, and 9) leadership from members of historically silenced communities.

Applied Critical Leadership

Arguing that, "leadership in the new century needs to come from the experience and knowledge base of the largest number of people in many parts of the United States and many parts of the world: Indigenous people and people of color" (p. 23), Santamaria and Santamaria (2015) propose Applied Critical Leadership (ACL). ACL is a practice of culturally responsive leadership that is grounded in the embodied and lived experiences of leaders from communities of color and indigenous communities, their professional practice, and equity. ACL has interdisciplinary theoretical foundations. It integrates ideas from the transformative and culturally responsive leadership practices of more than eleven indigenous and culturally linguistically diverse educational leaders in the U.S. and New Zealand with the authors' lived experiences as members of communities of color, along with critical pedagogy, and critical race theory to form a framework for counteracting inequitable relations of power that maintain disproportionate outcomes for communities of color and create enduring change. ACL intentionally departs from transformative practices of leadership which "includes more progressive versions of previously understood and traditional notions of educational leadership" (p. 36), including the notion of leadership as management.

Leaders who practice ACL draw from their identities as members of cultural communities and integrate non-dominant practices in their leadership. White educators who "race themselves outside of whiteness" can practice ACL by intentionally leading through non-white, non-dominant frames of reference. Leaders who practice ACL draw on their cultural or identity-based strengths and are responsive to the local context in their practice of leadership. They have a deep connection to their local community and seek out connections, collaborations, and professional learning opportunities with others at the local and global levels for the purposes of improving their school community.

Emancipatory Leadership

Simmons (2015) proposed a theory and pedagogy of Emancipatory Leadership (EL) guided by a school leader's vision and agenda for liberation education with a goal of challenging and eradicating systems of oppression. Nested in critical pedagogy (Freire, 1968, 1970), Simmons proposed four tenets of emancipatory leadership: 1) cognitive skills that extend beyond professional content knowledge and management skills to include an understanding of institutional inequities; these understandings contribute to Freire's concept of "conscientization" and critical pedagogy, 2) interpersonal skills are developed such that an EL leader understands how leadership influences the social and cultural climate of institutions, 3) intrapersonal skills are evidenced by uncompromising values and beliefs in liberation education, and 4) language that includes a strong voice for equitable education for all in PK-20 institutions.

Transformative Leadership Theory

Although transformative leadership appeared earlier in the literature, Shields (2010) was among the first to articulate a theory of transformative leadership as it applied to practicing school leaders. Shields (2010) made the distinction between transitional, transformational, and transformative leadership theories by emphasizing the need for education to focus both on academic excellence and on social transformation. Furthermore, in transformative leadership there

is a commitment to interrogating inequitable educational outcomes for historically marginalized groups and reconstructing them with a more socially just approach. Similar to previous frameworks in this section, transformative leadership is nested in critical pedagogy (Freire, 1997). Issues of justice and democracy are important in transformative leadership. Shields (2010) posits that, "transformative leadership takes account of the ways in which the inequities of the outside world affect the outcomes of what occurs internally in educational organizations (p. 684). Transformative school leaders are courageous activists who take risks to change inequitable systems in their schools. Central to transformative leadership is the notion of the common good, and a belief about the role of public schools in building and maintaining our democracy.

Culturally Responsive School Leadership

Khalifa, Gooden, and Davis (2016) synthesized 108 books, articles, and reports about Culturally Responsive School Leadership (CRSL) to identify the leadership behaviors consistent with CRSL. The authors use the term Culturally Responsive School Leadership because it is most commonly referenced in leadership studies; the term "responsive" emphasizes the need for an action-based social justice leadership grounded in a sense of urgency. CSRL is a liberatory framework with four behaviors: 1) critical self-awareness/critical consciousness where leaders are clear about values, beliefs and dispositions necessary to lead schools with children of color and those situated in poverty, 2) culturally responsive curricula and teacher preparation where the leader's role is ensuring that teachers practice culturally responsive teaching, 3) culturally responsive and inclusive school environments where school leaders are intentional about hiring teachers and staff who will develop and promote a culturally responsive school context, 4) engaging students and parents in community contexts emphasizes the ability of school leaders to be responsive of the sociopolitical context of the school community**.**

Indigenous and Decolonizing School Leadership

Building on earlier work in Culturally Responsive School Leadership, Khalifa, Khalil, Marsh and Halloran (2019) developed a framework for Indigenous and Decolonizing School Leadership (ISDL) after reviewing 35 sources that included journal articles, books, reports, and dissertations about indigenous leadership. Important to this framework is an understanding of how current leadership practices can perpetuate practices of colonization. The theory has five common strands, including the practices of (1) prioritizing self-knowledge and self-reflection; (2) enacting self-determination for community empowerment; (3) centering community voices and values; (4) serving through altruism and spirituality; and (5) approaching collectivism through inclusive communication practices with parents and students.

Concluding Remarks and CAPEA Journal Recommendations for Future Articles

The call for social justice approaches in leadership preparation is not ahistorical. Requests to reframe leadership preparation programs with social justice orientations have appeared in the scholarship for decades. Twenty years ago, Riehl (2000) recommended that leadership preparation programs include social justice approaches. In 2002, Grogan and Andrews reviewed the history of principal preparation and development from 1890-2000. In their conclusion they offered nine recommendations, including for leadership programs to recruit into leadership educators "who have already demonstrated skills as inquiring and reflective professionals and a deep commitment

to social justice" (p. 250). A second recommendation called for programs to prepare aspiring principals to "understand their ethical and moral obligations to create schools that promote social justice" (p. 250). Indeed, our own synthesis of articles published in the CAPEA journal dates back to 2005 when similar recommendations were made by CAPEA authors.

Our analysis of these authors found that few articles in the CAPEA journal addressed social justice but those that did emphasized important components of social justice leadership that included attention to issues of race and power in education, and ethical and equity-focused leadership. An extensive review of the literature regarding social justice leadership was beyond the scope of this article. However, in addition to an historical perspective on social justice leadership, we included a review of current and emerging frameworks for social justice leadership preparations and practice.

Given our analysis and the current state of the profession, it is clear that there is a need for scholarship that describes the successful program elements of preparation for and practice of leadership for social justice. We call on scholars to study the kinds of readings, assignments and assessment of program elements that prepare leaders for social justice leadership and invite their submission to the CAPEA Journal. There is an undeniable demographic mismatch between California's student population and its school leaders. The recent Wallace report acknowledges the importance of diverse leaders to serve diverse learners. Therefore, we call on scholars to study how programs and districts can recruit and support diverse leadership candidates and invite their submission to the CAPEA Journal.

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Cultural-Historical Activity Theory (CHAT): A Structure for Examining Justice-Centered Leadership Outcomes

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Today's educational leadership candidates are subjects-in-process, as they learn and develop in response to rapidly changing social justice contexts with new potentials and new constraints. To prepare these candidates to lead social justice change, Educational Leadership Programs need to explore instructional approaches that grasp cultural challenges at the micro-level and interpret them against the larger historical social justice frame to perpetuate course effectiveness. In this conceptual article, the author proposes a process for analyzing course effectiveness through a cross-disciplinary framework, Cultural-Historical Activity Theory (CHAT). Utilizing this activity-based framework to analyze current course structures will allow collective research projects to increase the effectiveness of creating action-driven justice centered leaders. The call is for all educational leadership programs to analyze their programs and social justice courses, and publish insights and their results to transform our educational system.

Keywords: Educational Leadership, social justice, cultural proficiency, transformation, Activity System, Activity Theory, Cultural-Historical Activity Theory, CHAT, justice-centered leaders

Today's public education leaders face numerous challenges, including inadequate funds, opportunity, access and achievement gaps, active shootings, pandemic-forced online learning, and social unrest. These significant challenges can become even more complicated when dealing with societal barriers for our low-income, special education, LGBTQ, and diverse students. Multifaceted educational issues such as these can overwhelm the most experienced leader, leaving new leadership candidates feeling underprepared for crisis decision-making.

The Commission for the Principalship (2020) states that influential social justice leaders and their preparation programs are misaligned. Despite reports of educational institutions' attempts to ensure critical social justice for their leadership candidates, there is little connection between preparing school leaders to identify, judiciously examine, reflect, and respond to possible social justice issues (Commission for the Principalship, 2020; Dracup, 2020). Currently, leadership programs have struggled to prepare future leaders for action to ensure equal access to resources, equity in learning, inclusion, active participation of diverse groups, and the promotion of human rights values (Rowan et al., 2020).

Tomorrow's educational leaders need to be well-versed in social justice principles, understand historical implications, be aware of their own biases, comprehend cultural change complexities, and take actions to secure our democracy (Brooks & Miles, 2010). A challenge emphasized in the literature is for educational leadership programs to explore how they might prepare educational leaders to change their institutions when, in reality, their actions, beliefs, and values are all conditioned by the educational organization they seek to transform (Manaseri & Manaseri, 2017; Sannino, 2011). The urgency is for educational researchers to collectively cultivate guidelines that assist in developing leaders who can turn theory into action and produce social justice outcomes. Given the more transparent social unrest of racial tensions and privilege, crucial disproportionality concerns, and the growing diversity of our student population, Educational Leadership Programs need to take a more in-depth look at how their courses are structuring their practicum to support transformative instruction that leads to social justice change. Through the lens of cultural proficiency, we need to study how our leadership programs are preparing future educational leaders to equip them to transform our education system for every student justly.

Typically, leadership programs offer courses on social justice frameworks or cover components of systemic oppression, critical consciousness, and racial inequities within program courses. Are these content areas enough to prep educational leaders for action? How might we successfully structure these courses to ensure leadership candidates explore their biases, learn about others' experiences, and problem-solve social justice issues with a diverse perspective resolution? This article will discuss program and course structures that impact leadership candidates' social justice viewpoints and ready them to be justice-centered leaders. It will also discuss the potential offered by cultural-historical activity theory for analyzing and redesigning new or expanded pedagogic practices, challenging the readers to examine their own courses, and promote institutionalized collective knowledge by publishing the findings.

Literature Review

As the number and intensity of social and political conflicts increase, scholars, policymakers, and practitioners seek ways to prepare leaders to be agents of social justice change in conflict-prone regions (Khalifa et al., 2016). The literature review started by analyzing published articles between 2005 and 2020 in the *Educational Leadership and Administration:*

Teaching and Program Development Journal that focused on preparing educational leaders' praxis. Scholars of the journal explored deficit-based thinking and designed leadership courses from a needs approach that affirms and nurtures the assets of all students and the infusion of critical discourse analysis of microaggressions (Arriaza, 2015). Additionally, these scholars expressed the importance of developing professional identity and identifying equity barriers (Arriaza, 2015; Lindsey et al., 2018). Most recently, the scholars emphasized the importance of developing facilitators for equity-focused leadership actions towards social justice change (Reis, Lu, & Miller, 2016). The articles accentuated the need to analyze educational leadership courses to maximize effective praxis for preparing educational leaders to identify, critically analyze, and transform educational barriers and the perpetuation of systemic oppression.

Identifying Beliefs, Values, Biases, and Assumptions

Collay (2006) highlighted the importance of *Transformational Learning* in providing educational leaders with opportunities to interpret their contextualized learning experiences related to historical assumptions. The emphasis was to increase knowledge and skills and explore multiple perspectives for developing inclusive leadership actions. The author noted the historical implications within educational organizations and explored how educational leaders of color and women leaders have formed beliefs based on past management styles dominated by privileged white males. Due to this influence, when educators began their careers in teaching, they brought some of the same beliefs from their experiences in childhood with them. These formed beliefs continued when entering the teaching profession and may limit cultural awareness and inclusion due to past experiences. Collay's article highlights the need for educational leadership programs to develop pedagogical constructs to challenge and overcome biased beliefs historically formed from prior experiences.

When restructuring a course to overcome the sociocultural phenomenon of historically dominate formed beliefs based on assumptions about other cultures, educational candidates must first recognize their biased beliefs and values. Lindsey et al. (2018) suggest that we anchor our instruction on exploring leadership candidates' assumptions, beliefs, and values about people of cultural differences from self. By assessing personal cultural knowledge, it begins the inside-out approach to identify biases that may perpetuate systemic oppression.

Based on developmental research to assess social-cognitive processes, the use of videos and personal stories will assist in connecting students to others' perspectives in a positive self-paced exploration (Sumbera, 2017). Using repetitive cycles will build upon the previous inquiry to help delve deeper and develop students' cultural knowledge to eliminate single-story assumptions (Adichie, 2009). The one perspective of a single-story creates stereotypes due to being incomplete, leading to misunderstandings.

Recognizing and Challenging Deficit Thinking

Sharma (2018) found, when considering *Deficit Thinking*, that we must acknowledge how deep-seated it is throughout the United States, where many educators in our nation's public schools identify as white. McKay and Devlin (2016) discussed Deficit Thinking in leadership and its manifestation when people of color are presumed not to have the necessary skills to be successful. The deficit thinking cycle affects people of color due to societal and leadership judgments starting in preschool throughout the professoriate. This reminds us that educational leadership programs

should have leadership candidates explore socio-historical processes that have kept conditions and opportunities between white students and students of color uneven, and not just on student outcome data. To activate the leadership candidates' cognitive interest, instructors can lead discussions and debates on historical obstacles and barriers of educational democracy in the United States. Exploring the universal agreements outlined in the Declaration of Independence and the U.S. Constitution can lead to judicial, legislative, and executive insight to ensure individual rights for a sustainable structure for educational democracy. Current events analysis can also offer formative program checks on candidates' ability to apply their learnings and increase their self-confidence in handling current social justice issues.

Recognizing and challenging Deficit Thinking is essential in the preparation for the next generation of educational leaders. Through ethnographic exploration of various historically underserved populations, students can examine direct perspectives (McKay & Devlin, 2016). Reflecting on—and researching—student perspectives of educational experiences will allow leadership candidates to gain insights that challenge Deficit Thinking. Future leaders for equity, must also understand our schools and organizations as part of the systemic fabric of inequality (Dracup, 2020). Failing to acknowledge this reality, we will unwittingly reproduce oppressive dynamics that blame children for the deep-rooted opportunity gaps that hinder their growth. Examining educators, policymakers, policies, and educational structures through a social justice lens can additionally switch our thinking and overcome a deficit mindset (Sumbera, 2017).

Discourse Analysis and Critical Self-reflection

Arriaza (2015) discussed critical discourse analysis (CDA) as a strategy to build a perspective for developing school leaders' decision-making and school reform. CDA enables a vigorous assessment of the meaning of language when used to describe and explain. Personal discourse can perpetuate inequities, and self-awareness can aid in understanding how subordinating communication patterns can be disrupted. The intentional practice of CDA cultivates educational leaders' understanding of the micro-level ideologies that inform their leadership decisions. Moreover, the piece contends that *the language of school transformation needs to align with school transformation actions (*Arriaza, 2015, p. 1, emphasis my own). Educational leadership programs should emphasize language when cultivating relationships for transforming an organizations culture as an essential creative foundational structure.

Attention to language can assist in identifying social change needed for school reform. When discourse is applied to self-reflecting language in a professional setting, the alignment has the potential mean to transform inequities. Such alignment is said to be useful in understanding the micro level of relatedness in relationships for the benefit of reform of leadership (Manaseri & Manaseri, 2017). New language that speaks to under-performing students has potential to offer course offerings and programs to relate to specific structures and schedules so students can have a broader access to resources. When embedding CDA within educational leadership courses, practicing self-reflection on one's language in discussions can bring about awareness to transform inequities.

Identifying and Removing Obstacles and Barriers

Two decades of research in journal articles identified instructional challenges and the need for developing justice centered leaders for educational change. After analyzing California's school achievement indicators and measures from the past five years, it was evident by the consistency of performance patterns among ethnic groups that we need better culturally proficient leaders to drive the required educational change (Gay & Geneva, 2018; Landa, 2011). The change identified in the research consisted of breaking down instructional obstacles and barriers so every student can learn (Landa, 2011). However, this was greatly dependent on each leader and their ability to assess their own biases and personal knowledge on adapting to diversity (Lindsey et al., 2018). To confront and overcome educational impediments for student success, educational leaders must also critically analyze educational structures, policies, and protocols that prevent a culturally proficient instructional program (Sumbera, 2017).

Case studies and community engagement projects are an effective learning tool to assist leadership candidates in such exploration. They allow leaders the opportunity to analyze educational structures, policies, and protocols from multiple perspectives as well as explore their own biases and the origins of their assumptions through in-depth discussions. When candidates use case studies and reflect on their beliefs and values in a positive and safe setting, it opens up the opportunity for educational leaders to form new ways of thinking and communicating when leading our schools.

This literature review highlighted the need for educational leadership program accountability for producing social justice change agents. It suggests that these programs require adapting a cultural-historical lens when exploring instructional structures, procedures, and protocols operationalized as part of the systemic fabric of inequality (Sumbera, 2017).

Approach for Researching Course Structures

Educational leadership programs must explore socio-historical processes related to equity and understand how to interpret educational leadership candidates' contextualized learning experiences to transform learning into action. This article introduces a socio-cultural cross-disciplinary framework, Cultural-Historical Activity Theory (CHAT). CHAT is related to theoretical perspectives arising initially from Vygotsky's (1978, 1986) work and focuses on dialectical-theoretical thinking (Dogan, 2018), which introduced culture into explaining human functioning (Engeström, 2001).

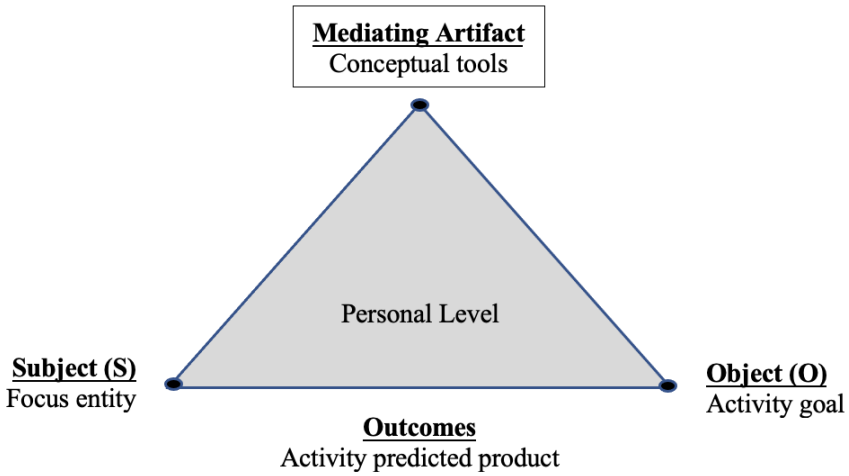
CHAT's philosophical and epistemological roots consider psychological components (affective component) and the micro-and macro-level social processes (behavioral component) within the social dynamics of power, privilege, economic status, cultural tensions, and civil rights issues (Engeström, 1987). It is Design-based research grounded in an activity system that uses three different levels of analysis, personal, interpersonal, and institutional exploration (Rogoff, 1995). These three levels provide a robust meta-theoretical framework for redesigning educational leadership programs and courses (Igira & Gregory, 2009). Moreover, CHAT interlinks social and cultural norms to historical processes for human action's situatedness (Vygotsky, 1978), which is ideal for informing the development of possible educational leadership social justice course structures and activities to increase action-oriented social justice leaders. However, CHAT focuses on specific and localized cultural and social practices, not on the larger society.

Represented in Figure 1 are the dynamics of the subject (i.e., student, teacher, program, or

course), object (i.e., motive, goal, or product), and mediating artifact (i.e., conceptual tools, strategies, components, or pedagogical practices) in the first-generation triad. The triangle represents individual and group actions established in an activity system. An activity system as a collective formation of complex mediational structure as the primary unit of analysis. Vygotsky's (1978) study of child development introduced the *culture mediation of action* in the first generation of CHAT. He maintained that human beings as agents react to and act upon mediating objects (artifacts) of the environment leading to an outcome (Vygotsky, 1978). No longer was stimulus a direct link to response as expressed initially by Pavlov in 1927. It was transcended by complex mediating artifacts to understand human behavior and learning (Engeström, 2001). This article focuses on course redesign to produce candidates who can identify and lead social justice change, but CHAT also provides a robust framework for analyzing programs.

Figure 1

CHAT Model – First Generation – Personal Level – Equity-Minded Leaders



Notes: Adapted from Vygotsky's First Generation CHAT Model (1978).

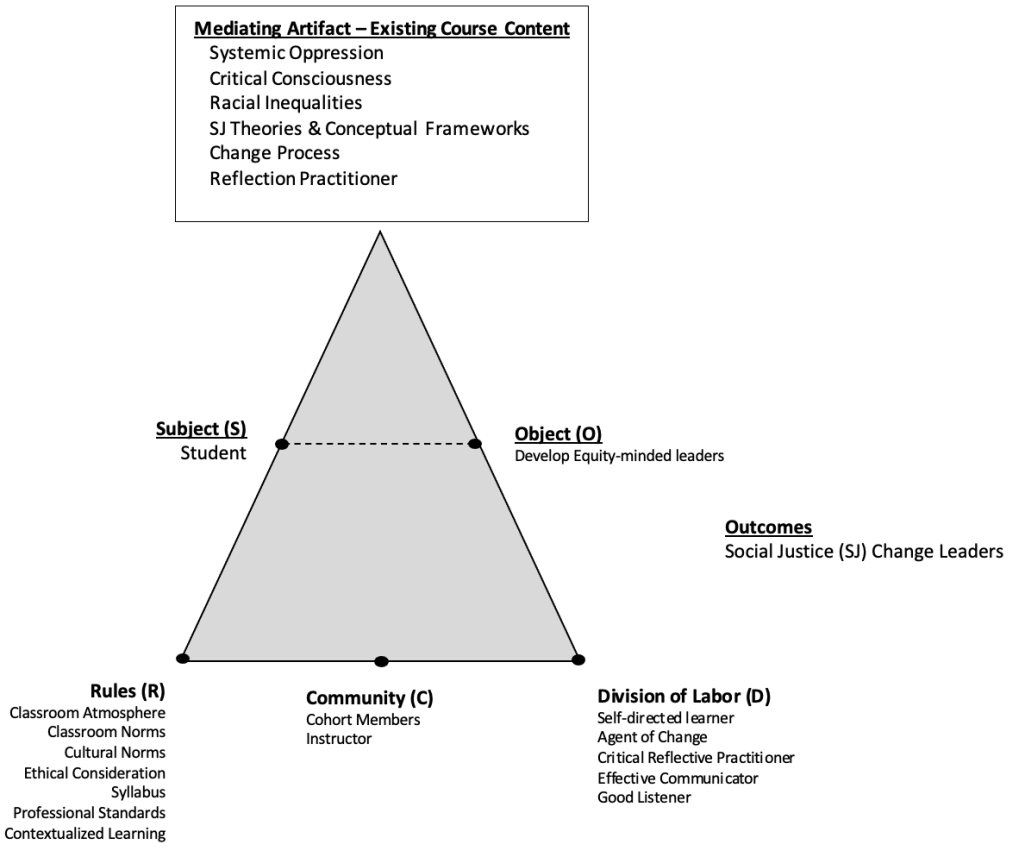
Engeström (1987) developed the second generation of CHAT ($CHAT^2$), which presents the complex interpersonal interactions of an activity system adding Rules (that regulate action), Community (stakeholders that share the general object of activity), and Division of Labor (between members of the community) components to the lower portion of the triangle (Figure 2). The addition of these elements reflects the social/collective elements in an activity system and the significance of analyzing the interactions between them. The added elements complement the multidimensional aspects of real-life situations on the activity system and are applied to groups of people rather than to individuals. Since human activity can modify the environment, we are also subject to the results of such modification. Thus, we change culture and society through mediation, and in turn these mediations change us (Engeström, 2001).

Since the upper triangle of Figure 1 (First Generation) represents individual and group actions established in an activity system, combined with the lower portion of the triangle, these $CHAT^2$ components provide educational researchers with a methodological framework for analyzing social justice activities (*activity in practice)*. By using $CHAT^2$, Educational Leadership Programs will be able to improve their understanding of various pedagogical practices (mediating

artifacts) and motives (Objects) needed to produce action-driven justice centered leaders. When applied in research analyses on courses, it allows for an in-depth understanding of the process (engaging in the activity) through a multidimensional lens and the effects of mediating artifacts on the object towards the outcome (Ellis et al., 2010).

Figure 2

CHAT Model - Second Generation – Interpersonal Level



Note: Adapted from Engeström (1987) Second Generation CHAT Model.

Engeström's (2001) third generation of CHAT (CHAT^3) uses two interdependent activity systems as the minimal unit of analysis (Figure 3). By interlinking the two activity systems together, it can highlight the tension of not having a unified motive (object) between the two subjects. This lack of alignment will lead to tensions and contradictions in the inter-activity system's outcomes. In exposing the contradictions that may occur within an inter-activity system, CHAT^3 aims to enable researchers to comprehend cultural and social influences effecting learning outcomes and to identify the catalyst for learning and improvement.

The catalyst for learning and improvement is in the Zone of Proximal Development indicating that object-orientated actions are "characterized by ambiguity, interpretation, sense making, and potential for change" (Engeström 2001, p.134). CHAT3's analytical approach is distinct from other qualitative methodologies and aimed at bringing about changes to practice. The process of CHAT^3 analysis can clarify an issue for the researcher, and this may in turn lead to the adoption of an action research approach to bring about change, but this is not the automatic outcome of applying the CHAT^3 methodology. CHAT^3 has been applied to various aspects of

education and uses a variety of ways to collect data including but not limited to observation, interviews, and document analysis (Daniels et al., 2010).

Chat3 Model Research Sample

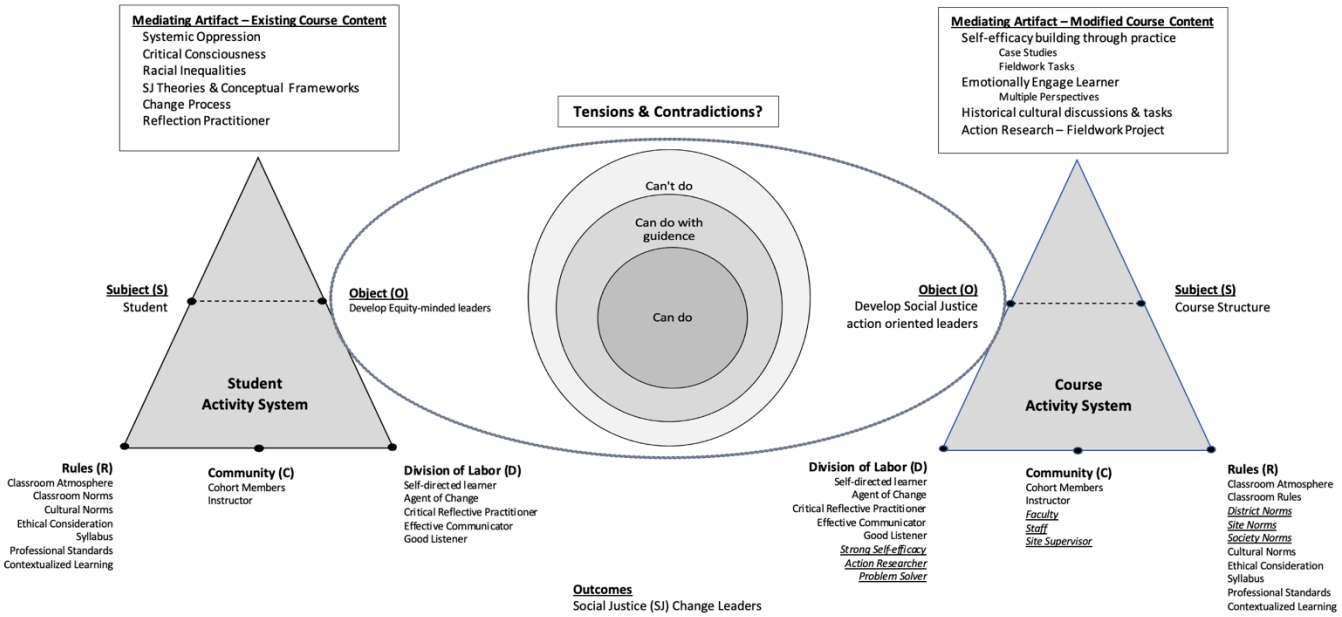
To demonstrate the Chat3 model, the author will walk the reader through the activity system analysis steps but will not report on the actual data as this is not the article's focus. Due to several feedback surveys saying that candidates lacked confidence or ability to implement change towards social justice practices. The instructor performed an analysis on the educational administration social justice course in the program. The instructor analyzed student feedback data, grades, and evaluations. The analysis showed general students' excellent course grades, and expression that they highly enjoyed the course, thought the course discussions assisted with their learning, and learned a lot from the course. However, the candidates' action and confidence towards social justice change were self-reported and confirmed by supervising administrators as lacking. After further data collection through interviews, it seemed that candidates could identify and cognitively acknowledge social justice issues and change steps but were not confident in their ability to initiate a social justice change. Given that the program had about 75% first-generation minority candidates, the instructor felt they had not understood the importance of self-efficacy building in their courses. These findings led to further analysis by faculty and participating site administrators in looking at candidate work samples and interview transcripts. Figure 3 represents the findings in a unit of analysis $CHAT^3$ model of a student and course activity system interlinked.

There were several tensions highlighted in the division of labor element. Specifically, candidates' low self-efficacy in leading change, trusting in their problem-solving skills, and action research facilitation skills. The structure of the course was redesigned to include self-efficacy skill building and problem-solving practice with case studies and fieldwork tasks. An action research project was also added for site-based practice. Additionally, historical cultural discussions on actual events with tasks to support the action research components were added. Next, to get the candidate to emotionally connect to other perspectives to spark an urgency for change, an emotional component was introduced before every case study and for all social justice topics.

Once these course structures were identified the research group then noticed that the burden of producing social justice action leaders was solely on the course instructor. Accordingly, the proposed change would be to include the three division of labor components to all courses and add faculty, staff, and site supervisors to the community element. Lastly, district, site, and society norms were added to the rules element to give candidates practice of identifying and understanding the importance during change initiatives.

Figure 3

CHAT Model - Third Generation – Institutional Level (Two interdependent activity systems)



Notes: Adapted from Engeström's Third Generation CHAT Model (2001).

CHAT3 analysis introduced the mediating conceptual tools to understand how dialogue, multiple perspectives, practice, and networks of interacting activity systems could improve the outcomes of courses to produce justice-centered leaders. Although our sociocultural context shapes us, we are not necessarily determined by it. We must become more intentionally aware of how knowledge is socially constructed. If so, we can analyze the interactions and relationships within a specific activity system to create more action-driven justice-centered leaders.

The author hopes this article has enabled the reader to reflect on the structures that support the development of justice-centered leaders and stimulated interest in publishing from specific research insights.

Summary

Systemic oppression has historical antecedents. Systemic oppression exists at all levels and across structures that are interconnected and reinforced over time. Without rigorous examination of our programs and current course structures, our own behavior reproduces inequities. By default, current practices, cultural norms, and institutional practicums foster and maintain inequitable outcomes. Therefore, we must confront our past and current racism and inequality to transform our educational leadership candidates to act for transformation of our programs and courses. CHAT is the analytical tool that offers opportunities for analysis of educational leadership courses to stimulate discussion on course design through a critical conscious lens and embolden social justice leadership action. CHAT is also used to assists educators to consider the tensions, contradictions and different beliefs and values which may be creating assumptions leading to barriers while addressing educational social justice issues (Lindsey, 2018).

CHAT is undoubtably valuable within education as it is both a method of analysis and a

stimulus for change. It allows for faculty and their program partners to see social and cultural situations in a new light. It can foster different perspectives of members within an activity system to emerge more explicitly, and tensions and contradictions to become more evident. The analysis offers opportunities for collective reflection and critical planning of current course structures and pedagogical practices, leading to recommendations for improvements or changes. The benefit of CHAT analysis, is that it enables the researcher to study the process, engaging with an activity rather than merely the outcome (Ellis et al., 2010). The call to action is to examine the tensions inherent in candidates' changed role as a leader and use these to improve the outcome of producing action-driven justice centered leaders.

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Social Justice Leadership as Inclusion: Promoting Inclusive Practices to Ensure Equity for All

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Historically, the inclusive education movement has primarily focused on the inclusion of students with disabilities in the general education setting, along with their participation in school activities and interaction with other peer groups. Gradually, scholars have begun to look at inclusion as more than just a focus on students with disabilities, but involving other marginalized groups, such as linguistically diverse students, students of color, and LGBTQ youth. With this focus in mind, and in order to develop and sustain inclusive schools and spaces, school leaders need to consider social justice leadership as a means by which to promote a broader and more inclusive approach capable of addressing the social inequities and disparities of marginalized populations. This means engaging in a leadership stance that puts issues of race, class, gender, disabilities, and other marginalized conditions at the core of their practice. As empirical research in social justice as inclusion gains traction, faculty in leadership preparation programs must begin to rethink and redesign their programs to better prepare candidates to possess the knowledge and skills necessary to be social justice leaders for inclusion and equity.

Keywords: leadership preparation programs, inclusive leadership practices, social justice, inclusion, equity and access

As initially discussed in the literature, the inclusive education movement was primarily concerned with the inclusion of students with disabilities in general education classrooms, along with their participation in all school activities. Katzman (2007, as cited in DeMatthews and Mawhinney, 2014) has defined inclusion as "an educational philosophy that calls for schools to educate all learners - including students with disabilities and other special needs - together in high quality, age-appropriate general education classrooms…" (p. 129). This view is further supported by McLeskey, Waldron, et al. (2014) who define inclusive schools as "places where students with disabilities are valued and active participants… are provided supports needed to succeed in the academic, social, and extra-curricular activities of the school" (p. 4).

Although early discussions on inclusive leadership practices looked primarily at the needs of special needs students, Theoharis and O'Toole (2011) have added another marginalized group of students to the discussion, advocating for the rights of English Language Learner (ELL) students. In this model, "Inclusive service delivery for (ELL students) involves valuing students learning English and positioning them and their families… as central, integral aspects of the school community" (p. 648). As it pertains to ELL students, inclusive education should "provid(e) each student the right to an authentic sense of belonging to a school classroom community where difference is expected and valued" (2011, p. 649).

The addition of ELL students to the discussion on inclusive leadership practices is definitely warranted; however, the current literature widens the net even further. In defining inclusive leadership practices, Lalas and Valle (2007) state that "…a social justice perspective…is essential in evaluating the impact of race, ethnicity, class, gender, sexual orientation, poverty, and disability on the educational outcomes of students in urban schools" (p. 75). Likewise, Theoharis (2007), in discussing social justice leadership and inclusive schooling practices, believes that principals must "…advocate, lead, and keep at the center of their practice and vision issues of race, class, gender, disability, sexual orientation, and other historically marginalizing conditions..." (p. 223).

Purpose

The central purpose of this article is to encourage discourse among faculty members in educational leadership preparation programs to adopt a more broadened and comprehensive framework of social justice leadership, and to further develop the capacity of emerging school leaders to engage in social justice work at their schools. The application and practice of social justice leadership cannot remain detached from inclusive leadership practices; this is necessitated by efforts to arrive at a more equitable, just, and inclusive educational and societal environment (Shyman, 2015). As it pertains to educational leadership preparation programs, a broader and comprehensive understanding of social justice leadership would serve to develop the capacity of future school leaders to more effectively support all marginalized students, and also strengthen individual educational leadership preparation programs.

Aligning to CAPEA Articles Discussion

The issue of equity-driven leadership in education has recently shaped the broader dialogue and debate among higher education faculty. Increasingly, faculty responsible for leadership preparation programs are reassessing the effectiveness of their programs in preparing candidates to assume leadership positions as advocates of social justice work to create equitable and inclusive

spaces in schools (Lopez et al., 2006; Mirci, 2008; Woods & Hauser, 2013). Past thinking about universal approaches to educational leadership are quickly giving way to preparing future school leaders who directly tackle issues of inclusion, equity, diversity, and marginalization. As discussed by Celoria (2016), "...there is a need for principal and leadership preparation programs to support candidates in developing the disposition, knowledge, and skills necessary to address inequities and marginalization related to class, language, gender, race, ethnicity, gender identity, disability, and economic status" (p. 208). Therefore, it is important to understand the impact of social justice education on leadership preparation programs. Scholarly thinking and research has shifted from a place of theoretical discussion to identifying leadership practices that ameliorate the structural and systemic barriers to equity and inclusion for historically underserved and marginalized student populations (Lalas & Morgan, 2006; Mirci, 2008).

In developing social justice leaders, preparation programs must be grounded in principles that strive to create equitable learning opportunities for all children (Woods & Hauser, 2013). As such, "Professors of education administration preparation programs should ensure that their graduates develop the competence and commitment to lead schools with equity (Woods & Hauser, 2013, p. 16). Leadership for equity, as discussed by Lopez et al (2006), "...refers to bold, courageous actions and behavior on the part of school leaders to ensure that inequities are addressed openly and directly (p. 14). So as to ensure that our school site leaders are equipped to respond to issues of inequity that manifest themselves on their campuses, it is of utmost urgency that our leadership preparation programs develop their candidates' abilities and skills necessary to support all students. As further stated by Lopez et al (2006), "...our graduates must provide bold, socially responsible leadership in schools and districts that ensure successful results for the students that have been historically failed by leaders of schools prepared by our state's universities" (p. 17).

Aside from developing and enhancing the skill set to respond to issues of inequity, leadership preparation programs must look at cultivating positive diversity dispositions in their candidates in an effort to support student success. By addressing socio-cultural consciousness, cultural proficiency, and community connections in an intentional and developmental manner, leadership faculty are able to promote growth in knowledge, skills, and dispositions of diversity in their candidates (Keiser, 2009). Solely discussing these concepts in an open forum, though, does not yield a greater understanding of positive diversity dispositions and their impact on students and the school community. It is also necessary to provide candidates with opportunities to engage with the community; this would serve to enhance their understanding of these dispositions in the context of their school community.

Developing a commitment to lead schools with equity, and cultivating positive dispositions of diversity would serve in preparing school site leaders to create equitable and inclusive spaces in schools. This aligns directly with the principal's ability to develop collaborative structures that fully support effective instruction, and that result in improved educational outcomes for all students. With the implementation of response to intervention (RTI) and, most recently, multi-tiered systems of support (MTSS), it is even more critical that school site administrators possess the ability and skill set to work collaboratively with teachers in developing effective instructional practices driven and informed by data. As noted by Garrison-Wade, Sobel, and Fulmer, "Facilitating such collaborative problem-solving situations must be modeled, nurtured, and fostered by principals." It behooves faculty, then, in principal preparation programs to provide the training required to implement structures that promote communities of practice focusing on collaboration in the interest and support of student needs.

In the additional articles reviewed for this special edition, the authors have presented a broad and brief summary of social justice in education and its place in educational leadership preparation programs. Faculty undertaking preparation program redesign efforts must be informed on current frameworks, competencies, and practices to better prepare today's school leaders to be equity driven and inclusive in their practice.

The Inclusion Education Movement

The inclusion education movement has shaped the contemporary landscape of special education from its direct impact upon legislative policy, research, and educational practice to influencing the philosophical and programmatic approaches of educational supports and services for marginalized student populations (Artiles, 2006). Historically, special education students have been excluded from opportunities to participate in all aspects of education alongside their general education peers. Additionally, special education students have been educated in schools and districts with no regard to accountability for programs and support services that would provide them with equal opportunities and access afforded to general education students (Skiba et al., 2008).

As noted by Garrison-Wade et al. (2007), "One of the most important challenges in education is to create and nurture inclusive environments that support learning for all students" (p. 117). This means not only providing highly-qualified teachers to all students, including those with special needs or disabilities, but also providing future school site leaders with the knowledge and skills necessary to effectively implement inclusive structures that seek to support all students. What is required, then, as discussed by Artiles et al. (2006) is "...the transformation of the philosophy, values, and practices of entire educational systems" (p. 260). Over the last few years, though, the literature on inclusive leadership practices has widened considerably to include all historically marginalized students, not only those with special needs or learning disabilities.

Scholars have long argued that special education students have been marginalized, stigmatized in schools, and denied equal access to curriculum, teachers, programs (DeMatthews & Mawhinney, 2014). As can be seen, the challenge regarding special education students involves the continued persistence of inequities, discrimination, over-identification, lack of proper support services, and disproportionate identification of students of color for special education in schools and, more so, in urban districts (Skiba et al., 2008; Torres & Barber, 2017).

Researchers and practitioners in the field of education are constantly examining ways to address student learning outcomes in an effort to close the opportunity and equity gaps at the school, district, and even state levels. This is especially critical since the achievement disparities between different student groups, including students with special needs, continues to be challenging. For many students with special needs, full inclusion has not been achieved; as such, these students continue to be under-served in schools and school districts (Berryman, Ford et al., 2015). As students with special needs continue to be marginalized and under-served, the opportunity and equity gap widens and is further amplified. These students continue to be part of an education system that is increasingly more culturally, linguistically, and ethnically diverse. Consequently, students with disabilities find themselves in educational settings that are not improving but exacerbating their marginalization as inclusion remains a distant reality (Berryman, Nevin et al., 2015). Whether classrooms, schools, or districts take up the call to embrace inclusion as an extension of social justice depends on multiple factors, such as site-level leadership, a vision for inclusion as social justice, or even the political will to allocate equitable and sustainable

resources for these students (Naraian et al., 2020).

This line of inquiry and examination has impacted the field of educational leadership as faculty take a more introspective approach in assessing the presuppositions and assumptions of their current educational leadership preparation programs. Faculty are redesigning their programs to be more relevant and responsive to the challenges aspiring school leaders face as they assume leadership positions where they are expected to navigate and lead in more diverse, equitable, and inclusive spaces (Dantley, 2010). Additionally, the work of educational leadership and social justice requires that scholars and practitioners not only move beyond embracing a specific view of social justice, but challenge others to examine educational leadership and leadership practice from different social justice perspectives (Dantley et al., 2008). By uncovering and exploring educational leadership from these different perspectives, scholars and practitioners will expand their understanding of what social justice leadership can mean in its broadest sense.

Capper and Young (2014) argue that, unfortunately, the concept of inclusion is not at the forefront of the current, broader discourse on social justice leadership, but continues to remain on the periphery as researchers and practitioners fail to look beyond inclusion or inclusive practices as applicable to a wider range of students than only those identified as students with disabilities. The current discourse needs to be broadened so as to include students of color, linguistically diverse students, homeless and foster youth, and Lesbian, Gay, Bisexual, Transgender and Queer/Questioning (LGBTQ) students in the inclusion discussion.

Attempting to define the concept of inclusion in the educational setting presents challenges on two levels: *identifying* core principles of inclusion, and *implementing* inclusive practices aligned to core principles (Shyman, 2015). As such, the implementation of the practice of social justice must be linked to the practice of inclusion and what it means to promote and advocate from a social justice perspective to benefit the whole of society. Schools and individual classrooms reflect communities of practice where individual teacher and administrator practice communicates consistent and powerful messages about existing norms and principles. If the system of schooling is about social justice practices that build and support inclusive education, then belief systems, values, and practices must be carefully examined (Shyman, 2013). Furthermore, Frattura and Capper (2007) explain that in order to develop and sustain inclusive schools, school personnel and the school community itself must engage in continuous reflection to determine whether students with disabilities are addressed through a social justice and equity lens.

The following sections situate educational leadership practice for social justice in three key areas: social justice in education; social justice leadership, and the impact of educational policy on inclusive leadership practices. This framework is a result of the analysis of prior scholarly work conducted through a narrower focus on social justice leadership.

Social Justice in Education

The debate regarding how best to define social justice in education has spanned the decades, and continues well into the present day as educational leadership preparation programs continue to reinvent their programs to include references to social justice in their mission and vision statement, and courses are revised and developed to include a social justice perspective (Hytten & Bettez, 2011). What started out as debate and discourse aimed at diversifying the educational system in America, and continuing to the multicultural and bilingual education movements, evolved to a movement where monocultural assumptions were challenged in order to understand the lived experiences and histories of traditionally marginalized populations in society

(Landreman & MacDonald-Denis, 2013). Fast forward to today where social justice as a concept is grounded in specifically identifying and addressing institutionalized privilege in society, not only in the higher education arenas of teacher and educational leadership preparation programs, but also in the realm of elementary and secondary education. Despite the discourse across the nation, social justice education and educational leadership continues to be misunderstood as the term social justice is used interchangeably with other terms such as inclusion and diversity.

The phrase "social justice" warrants closer examination by those working in education. Increasingly, this term is featured in conferences, scholarly writings, textbooks, and teacher and administrator preparation programs (North, 2016). In the area of educational leadership, scholarly research seeks to investigate the application of social justice principles and philosophies in the work of school leaders, which has potential long-term implications for universities offering leadership preparation programs (Furman, 2012). As awareness and increased accountability builds for school leaders to address the social inequalities and disparities of marginalized populations in schools and districts, additional empirical research is needed to move beyond advocacy and position papers. What is needed is a focus on the conceptual exploration and development of descriptive social justice practices that school leaders can adopt and initiate, in order to sustain the equity-driven leadership needed for social justice work that will lead to systemic cultural change in schools (Brown, 2004; Theoharis, 2008).

Social Justice Leadership

Increasingly, school leaders are challenged to address significant issues in urban schools and districts that serve diverse and marginalized students from varying linguistic and cultural backgrounds (Brown, 2004). School leaders with a social justice perspective who are focused on improving educational outcomes for marginalized students can start with two essential beliefs that frame teaching for social justice (Hawkins, 2014). First, there is injustice where certain students are consistently marginalized and others are consistently privileged (Kendal, 2006). Second, educators, including school leaders, can be forces for change and challenge the structures and systems that marginalize and oppress student populations based on ethnicity, social class, or gender (Adams, 2007).

Leading and teaching for social justice involves exposing the inequities that exist in schools and districts, and taking action to transform and reframe perceptions and attitudes relating to social justice. Additionally, Theoharis (2007) posits how social justice leaders put issues of race, class, gender, disabilities, and other marginalized conditions at the core of their equity leadership practice, vision, and advocacy. This work of advocacy is focused on addressing and eliminating the marginalization of people in schools and dismantling the systems and structures that continue to marginalize and compound inequities for certain student populations (Lewis & Kern, 2018).

In defining social justice, McKenzie, Christman, Hernandez, Fierro, et al. (2008) "...specifically link social justice with academic achievement, critical consciousness, and inclusive practices" (Grant & Sleeter, 2007, as cited in McKenzie, et al., 2008). Additionally, social justice, when applied to educational leadership, means that school leaders must become activist leaders whose focus is equity for all students (McKenzie, et al., 2008). Theoharis (2007), in his definition of social justice leadership, refers to the manner in which "principals make issues of race, class, gender, disability, sexual orientation, and other historically and currently marginalizing conditions...central to their advocacy, leadership practice, and vision" (p. 223). His definition takes into account inclusive schooling practices for students with disabilities, which include English

language learners and other students traditionally segregated in schools (Theoharis, 2007).

The Impact of Educational Policy on Inclusive Leadership Practices

Billingsley, McLeskey, and Crockett (2019) noted that "changes in federal laws (Individuals with Disabilities Education Act, IDEA, 2004; Every Student Succeeds Act, ESSA, 2015) set a high bar for principals and teachers as they strive to help *all* students meet state standards, including students who speak a language other than English, those who have disabilities, as well as those living in poverty" (p. 306).

The Education for All Handicapped Children Act of 1975 is the crucial piece of legislation for special education. This federal legislation sought to provide a free and appropriate education for all students and protected the rights of special education students (Florian, 2007). Furthermore, this law mandated Individualized Education Programs and Least Restrictive Environments to ensure due process procedural rights for children (Torres & Barber, 2017). Additionally, the Individuals with Disabilities Education Improvement Act of 2014 sought to provide a free and appropriate education for students with disabilities. This significant legislation addressed the two-prong challenge of referrals, evaluations, and identification of English learners and recognizing the overidentification of marginalized students of color in the areas of emotionally disturbed and developmentally delayed (Skiba et al., 2008). These pieces of legislation attempted to address the pervasive inequalities that had existed for marginalized populations and students of color especially. We cannot lose sight of the connection between historically marginalized populations in schools and special education students, many of whom are students of color and have also been marginalized by educational systems. The time for social justice leadership for inclusion is timely and clear.

Implications for Preparation Programs

Educational leadership is both challenging and complex. For many aspiring school leaders, the pathway to certification is through university preparation programs specifically designed by faculty to train candidates to assume leadership positions in schools. Historically, though, these educational leadership preparation programs have fallen short in two ways. First, the inadequate focus on incorporating pedagogical practices that create opportunities for candidates to investigate their own values, assumptions, and biases as a precursor to crafting a leadership agenda for social justice advocacy is lacking (Celoria, 2016). And second, when addressing the preparation of aspiring school leaders for equity and diversity work, faculty have focused on situating candidates in a "universal-one-size fits all" approach to understanding the role they play to ensure equitable outcomes for all students (Lopez et al., 2006). Because of this inadequacy, faculty in preparation programs must move beyond the umbrella of multicultural education or a "one-size-fits-all" approach. This would require programs to move towards specifically teaching social justice leadership as inclusion by developing sociocultural consciousness and cultural proficiency as entry points for candidates to address issues of diversity, equity, and cultural beliefs as they work with school communities (Keiser, 2009; Rosine, 2013).

As further discussed by Celoria (2016) and Woods and Hauser (2013), leadership preparation programs must provide candidates with a curriculum linked to pedagogical approaches that foster debate and action on a societal and political level to address equity, access, and advocacy. The call to action, then, is for faculty to rethink their program frameworks, standards,

and course offerings to better prepare aspiring school leaders to advocate for the underrepresented and marginalized in their role as leaders for social justice inclusion.

The dialogue around social justice as inclusion continues to accelerate in importance as the demographic profile of the United States quickly changes and becomes increasingly diverse. The U.S. Department of Education projects that the number of White students enrolled in public schools will continue to decrease, and will constitute 46 percent of total enrollment in 2025 (Kena et al., 2016). Consequently, as students of color and marginalized student groups increasingly constitute the majority of students enrolled in public schools, social justice as inclusion is critical. The shift in student demographics also exposes a need to address the challenges that many students of color and marginalized populations experience with poverty and growing up in households below the national income norms (Barakat et al., 2019).

As empirical research in the area of social justice as inclusion expands, scholars continue to develop theoretical and conceptual understandings of social justice leadership that can inform and guide faculty teaching in educational leadership programs. Additionally, scholars and faculty are calling for an examination of the manner in which educational leadership programs are preparing future school leaders to possess the capacity, dispositions, and skills to engage in the work of inclusive social justice leaders (Furman, 2012; Hernandez & Marshall, 2017). Consequently, conversations continue to center on to what degree preparation programs are actually developing more robust approaches and establishing measured outcomes for preparing future school leaders as inclusive social justice leaders (Cambron-McCabe & McCarthy, 2005). As a result, the gradual shifts taking place in educational leadership programs are centered on developing a broader understanding of the various roles and responsibilities future school leaders can play as inclusive social justice leaders (Berkovich, 2017).

Amidst the current throes of the Anti-Racist movement in America, it is critical that inclusive leadership practices focus on the broader definition and understanding of what constitutes inclusive social justice leadership. As faculty are challenged to engage in focused discussions on the pedagogical shifts and programmatic implications needed to evaluate and redesign educational leadership programs at their respective institutions, they must consider the divide that currently exists between the theoretical understanding of inclusive, social justice leadership and what leadership practice looks like when enacted by school leaders (Trujillo & Cooper, 2014). The implications for these pedagogical and programmatic discussions are critical. Preparing and mentoring current and future school leaders in building inclusive leadership practices that ensure all students, including those with special needs and disabilities, benefit from equitable and accessible school structures and systems is needed and long overdue (DeMatthews & Mawhinney, 2014). The time for social justice leadership for inclusion is timely and clear.

Conclusion

The challenges of closing the opportunity gap for students of color in urban public schools have been exacerbated by issues associated with racism, poverty, and inequitable access to resources. In response to addressing how these broader social community issues affect students and their success in schools, researchers have turned to examining social justice leadership in schools as a way to recognize and address the causes of structural and systemic inequity and lack of inclusion and opportunity for students (Lalas & Morgan, 2006; Woods & Hauser, 2013). Additionally, as the equity and inclusion agenda begins to be advanced by educators, discussions center on how best to distinguish between what is equitable as opposed to what is equal. The need

to understand the equitable versus equal construct of deep-seated systemic inequities of White privilege and racism that have historically contributed to disenfranchising students of color, and the manner in which they contribute to a greater degree of inequity and lack of opportunity for these students, is of paramount importance. School leaders need to be equipped with the skills necessary to initiate difficult conversations within the context of the school community so as to better address equity issues of race, privilege, and inclusion that are reflected by the opportunity gap that exists for students of color (Barbara & Krovetz, 2005).

If the current education system is to be transformed, future school leaders must exercise their leadership to tackle issues such as racism, class, diversity, inclusion, marginalization, and disabilities (Mirci, 2008). Toward this end, preparation programs will be called upon to develop authentic educational justice leaders whose core identity is aligned to social justice for equity and inclusion (Lalas & Morgan, 2006). Given the current issues impacting our Nation, today's school leaders must do more than simply gain an understanding on how our most vulnerable students experience marginalization in its varied forms. School leaders are now charged with ending all forms of discrimination, oppression, and marginalization by understanding that educational justice is situated in the context of a broader social justice discussion (Dailey, 2015). This discussion centers on how marginalization and discriminatory practices are directly impacted by school and classroom culture, curriculum and pedagogy, human and budgetary resources allocation, and district politics and policies (Mirci, 2008). Leading for social justice to end marginalization and discriminatory practice will require faculty in preparation programs to take a serious introspective look at how they can begin creating opportunities for candidates to develop the dispositions and skills necessary to engage in social justice work for equity and inclusion as leadership practice (Barbara & Krovetz, 2005).

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A Collective Approach to Building an Equitable and Inclusive System that Meets the Needs of Marginalized Populations in Education

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There are multiple theoretical frameworks for systematic equity and leadership development, each providing a different perspective towards a systemic approach to equity and inclusive education for marginalized populations. Although we recognize that there is no single framework or solution to build equitable and inclusive education systems, we feel that there is a need to understand how a collective approach could build a more inclusive and diverse equitable education system that meets the needs of all students. Therefore, the goal of this paper is not to promote one framework over another, but to illustrate the discussion, used in one example of Glenn Singleton's framework. Our purpose is to promote an understanding as to how one might connect to such a framework in a meaningful way. As a result, this article explains the application of the Pacific Educational Groups Systemic Racial Equity Transformation Framework as an example of how such a framework can be used within educational leadership programs to promote the development of key concepts among students. We also provide a synthesis of recent articles published in our journal for the past 10 years and discuss how they apply to this model.

Keywords: systemic equity, marginalized populations, underserved, people of color

We are living in a time of an international pandemic which will have a lasting impact on the education system. Without a doubt, the education and well-being of students are being challenged by the ever-changing dynamics of at-home learning and the use of technology. Providing an equitable education for all students in California has become more challenging than ever. While the focus of this article is not on the specific disparities that are currently occurring within the pandemic, the larger question still looms. Due to the effect of COVID-19, there was no achievement testing for the 2019-2020 academic school year. Therefore, we will consider the achievement data for the 2018-2019 school year.

According to the EdSource Report on the 2019 Smarter Balanced Assessment results for California, the students' test scores rose marginally in 2018-19 for the fifth year of the tests. However, there was little to no progress in closing wide disparities among ethnic, racial and other student groups. As EdSource described the data on the California Assessment of Student Performance and Progress (CAASPP) from 2015 to 2019, it was evident that race played a key role in the outcomes. Asian students started out high in 2015 and continue to outperform their white counterparts. White students followed as the second highest with 65.42% scoring proficient in English Language Arts (ELA) and 54.24% scoring proficient in math. Latinx students began at approximately 32% proficient in 2015 for ELA and attained 40.56% proficient in ELA with 21% proficient in math in 2015 and 28.5% proficient in 2019. While African-American students began in 2015 with 28% proficient in ELA and 33% proficient in 2019 and 16% proficient in math in 2015 and 20.4% proficient in 2019. This still leaves a gap of 24.86% between white and Latinx students in ELA in 2019 and a gap of 33.84% between white and African American students in 2019 in mathematics.

The report by The Civil Rights Project titled, The Hidden Cost of California's Harsh School Discipline (2017) describes the disproportionate suspension rates based on ethnicity. According to the Kids Data Website, for every 1,000 students:

- 60 homeless students were suspended compared to 34 non-homeless students
- 45 socioeconomically disadvantaged students were suspended compared to 19 socioeconomically advantaged students
- 66 students with disabilities were suspended compared to 30 students without disabilities
- 92 African-American students, 73 American Indian, 36 Latinx students and 30 white students were suspended

Not only are suspensions disproportionate, but according to a report by the Civil Rights Project, this impacts the graduation rates of students. For example, of the students who were suspended even once only 60% graduated, while for those who were never suspended, 83% graduated. This is significant when one closely examines who is impacted most by such suspensions. Whether one considers academic achievement, suspension rates, or graduation rates, there is a compelling need to examine the role that race plays.

In an effort to not only view the role that race plays in public schooling, but in an effort to find solutions that work for all, this article explains the Pacific Educational Groups Systemic Racial Equity Transformation Framework. We also provide a synthesis of recent articles published in our journal and discuss how they apply to this model. The goal of this paper is to explore this concept further, via a review of articles in the CAPEA Journal for the past 10 years.

In the field of psychology, Noel Burch, (1970) is credited with the development of the Conscious Competence Ladder. He proposed that one could move from a level of unconscious

incompetence, toward conscious incompetence, to conscious competence and ultimately toward unconscious competence. One strategy that can be of assistance with such matters is to utilize a framework that one can use to gauge the developing knowledge. It is our hope that the use of a model for systemic equity could promote the development from unconscious incompetence toward unconscious competence for those who aim to be leaders, if used systematically in all educational leadership programs.

Literature Review

There are multiple theoretical frameworks for equity and leadership development, each providing a different perspective towards approaches to equity and inclusive education for marginalized populations. For example, at the administrative level, Shields (2010) highlights Transformative Leadership as a way to gauge or measure the various types of leadership. The Transformative Leadership model identifies eight tenets of leaders' dispositions when working to create equitable and socially-just school settings: 1) a mandate to effect deep and equitable change; 2) a need to deconstruct and reconstruct *knowledge frameworks* that perpetuate inequality and injustice; 3) focus on emancipation, democracy, equity, and justice, 4) a need to address the inequitable distribution of power; 5) emphasis on both private and public (individual and collective) good; 6) emphasis on interdependence, interconnectedness, and global awareness; 7) necessity of balancing critique and promise, and 8) the call to exhibit moral courage (Shields, 2012, 2019). Specifically, these tenets call for the practice of establishing effective relationships and a collaborative approach where the focus of the leadership is on social justice and equity (Shield, 2012). Shields describes the transformative leader as one who, "...combines careful attention to the authentic, personal leadership characteristics, a focus on more collaborative, dialogic, and democratic processes of leadership; and at the same time, attend simultaneously to goals of individual intellectual development, and goals of collective sustainability, social justice, and mutually beneficial society" (2018, p. 39).

On the other hand, if we were to examine the classroom level, Ladson-Billings and Tate's (1995) Critical Race Theory (CRT) framework focuses on the role of race and racism in the educational space and its processes. Specifically, CRT postulates the following: 1) racism, both conscious and unconscious, exists and is considered to be a permanent part of daily lives (*permanence of racism*); 2) the concept of white privilege is real (*whiteness as property*); 3) there's a method of telling a story that aims to cast doubt on the validity of the narrator (*counter storytelling and majoritarian narratives*); 4) any progress achieved by Black people is essentially made possible by the dominant group (interest convergence); 5) there's a critique of concepts such as color blindness, meritocracy and neutrality of the law (*critique of liberalism*); and 6) both class and gender can and do intersect with race (*intersectionality*) but that "gender and class alone cannot be fully explain the educational inequities" (p. 51). Furthermore, the CRT framework recognizes the complexity of race and racism, but challenges the dominant ideology of race and racism in both historical and contemporary contexts, drawing on various transdisciplinary perspectives. Through a sharing of lived experiences and engagement in authentic conversations, the goal of CRT is to eliminate racial oppression and to empower minority groups. Expanding on the concept of "race", Santamaria (2014) used CRT to examine how language, and sexual/gender identity influenced leadership practices.

At the community level, Moll, Amanti, Neff and Gonzalez's (1992) Funds of Knowledge (FoK) framework served to encourage educators to understand and tap into the community as a

resource to provide meaningful connections to homes and classrooms; as well as making sound decision when developing instructions in the classroom based on the funds of knowledge. It also recognized students' prior knowledge and lived experiences as fundamental to their learning and success. Moll, et al described FoK as 1) academic and personal background knowledge, 2) accumulated life experiences, 3) skills and knowledge used to navigate daily's social contacts, and 4) world views structured by broader historically and politically influences social forces. This notion of a two-way exchange between schools and their local communities is well documented in the research pertaining to classroom instruction. For example, the work of Moll, et al (1992) conducted extensive qualitative research that acknowledges the assets of Latinx families and explored how the knowledge that families already possess could be used to enhance instruction. The FoK are collections of knowledge based on cultural practices that are part of a family's inner culture, work experience, or their daily routine. It is the knowledge and expertise that students and their family members have because of their roles in their families, communities, and culture. To the detriment of those who come from what may be perceived as "disadvantaged" homes, few schools aim to connect with the community and examine Funds of Knowledge as a source of empowerment. In other words, instead of viewing what students bring to the classroom as deficits, these educators chose to view what students bring as legitimate prior knowledge.

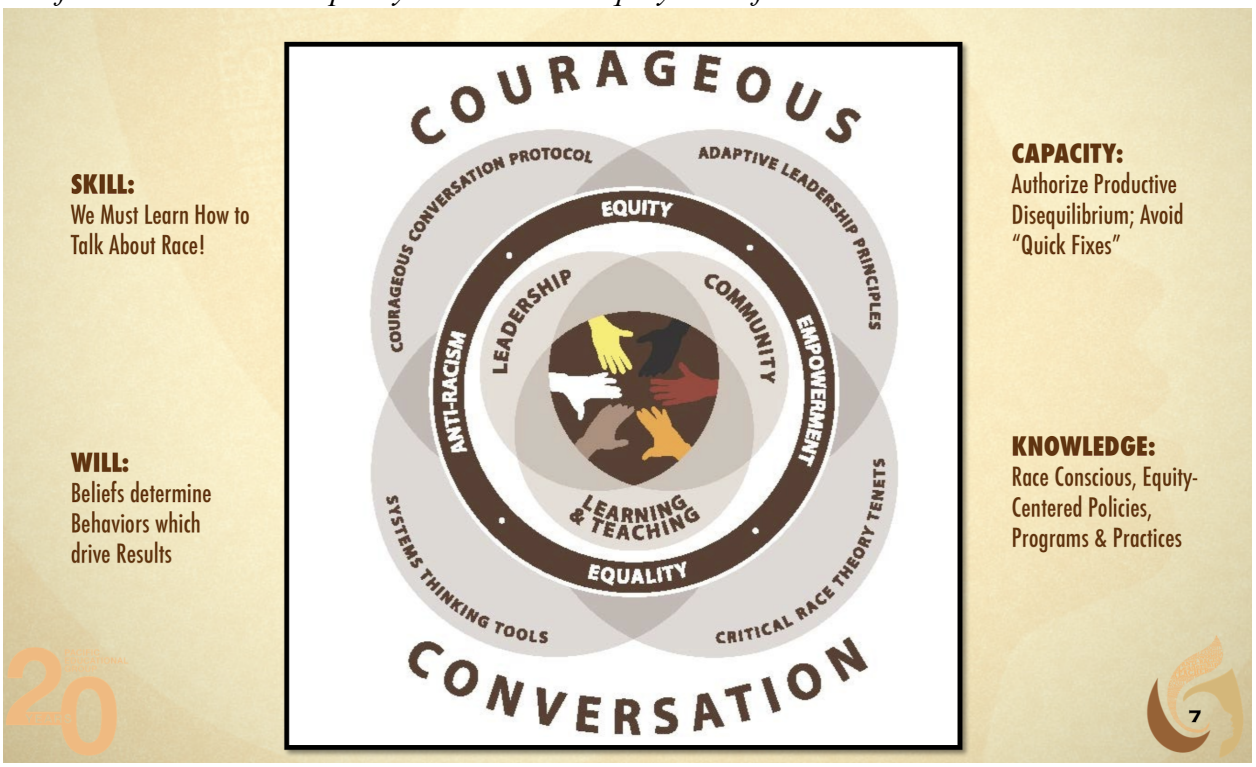
Although these theoretical frameworks are all relevant to the conversation to promote equitable education, a systematic approach requires a more holistic view and collective approach to link all the practices together. Taken alone, each framework provides a specific lens or perspective, offering somewhat a narrow approach to addressing educational equity. In addition, when viewing each approach in isolation, it seems disconnected to other components of the system. As a result, there's a need to address equity in a holistic and systematic way. Such examples of Theoretical Frameworks that address a systemic approach to equity exist. For example, Singleton's (2015) Systemic Racial Equity Transformation Framework aims to provide a systemic approach to equity that examines all levels within a school district. Although our purpose is not to promote one framework over another, we felt it would be helpful to illustrate the discussion using one example selected from Glenn Singleton. We hope that the use of Singleton's example would help promote an understanding as to how one might connect to such a framework meaningfully to enhance and engage in a more equitable education for marginalized populations.

The Systemic Equity Framework

The Pacific Educational Group's Systemic Racial Equity Transformation Framework (Singleton, 2015) is composed of intersecting circles that each represent an important element at play in schools. In order to facilitate our understanding, a brief summary of each component is provided in the section that follows. In addition, we provide the reader with a review of how articles submitted over the past few years have successfully addressed key elements of this framework, as well as how they may have made connections more successfully (see Figure 1).

Figure 1

Pacific Educational Group's Systemic Racial Equity Transformation Framework



Notes: Taken directly from Singleton, 2015, p. 238. Presented at the Council of the Great City Schools Annual Meeting in Milwaukee, WI: Beyond the Pledge: Courage to Become My Brother's Keeper (2014).

Tier 1: The Inside Layer—Leadership, Community, and Learning & Teaching

At the innermost point of Singleton's (2015) framework is the "Leadership, Community, and Learning and Teaching" (see Venn Diagram on Figure 1). Here, in his book on *Courageous Conversations About Race*, Singleton emphasized that "while engaging the passion, practice, and persistence of both community and district leadership is essential to achieving equity, the principal is the key and guiding force behind equity efforts in a school" (p. 243). It goes without saying, that in order to be the driving force behind leading a movement, one must embrace the concepts and ideas of equity. Leading the movement does not necessitate knowing all that there is to know, but being willing and able to learn alongside others is an asset.

Leadership

Singleton describes a collaborative leadership model which is inclusive of administrators, teachers, parents, and those in the community each playing a specific role. He discusses the use of three key types of teams: an Equity Team, Collaborative Action Research for Equity (CARE) Teams, and Partnership for Academically Successful Students Group (PASS). The Equity Team is composed of teachers from various departments or grade levels who will bring "credibility, courage, confidence and compassion," while working to accomplish three key goals (p. 239). Those that meet the "Equity Team" goals would 1)engage in a process of investigation to discover

how race impacts their personal and professional beliefs and behaviors; 2) lead the school or central office staff in the examination of individual and institutional culture as it relates to equity and anti-racism; and 3) establish a professional learning community in which adults can effectively develop skills and knowledge necessary to improve student performance and eliminate racial achievement disparities. Similarly, the CARE team is also composed of teachers who aim to learn at a deeper level. They meet with a focus group of students of color to better understand aspects of teaching and learning and to, "pinpoint how and when their teaching is most and least effective," while sharing this new knowledge with others (Singleton, 2015, p. 241). The third group, Partnerships for Academically Successful Students (PASS), is composed of community-based educators from families, the local clergy, and government. The purpose is to engage in a deep and true exchange of understanding that grows and develops over time.

In order to build an equitable and inclusive education system, there is no single framework or solution. However, the application of any one framework may unintentionally perpetuate other forms of inequity. Therefore, a combination of collective approaches is critical to building a more inclusive and diverse equitable education system. The goal of this paper is to explore this concept further, via a review of articles in the CAPEA Journal for the past 10 years.

Community

The next topic that Singleton calls out pertains to community. He defines it as "a network of effective and supportive relationships shared by all throughout the system" (2015, p. 241). In essence, he notes that the initial work of building a community begins with everyone "acknowledging that the school represents a community in and of itself, and is also part of an established broader community" (p. 241). Singleton conveys the importance of really getting to know the community at large and that in addition to developing community awareness, engagement, and empowerment—"must take into account and give value to the resources that the community provides" (p. 242).

Learning and Teaching

The third circle pertains to learning and teaching. Singleton discusses the use of the Equity Teams to bridge between teachers' "current understanding and skill level and the vision of quality instruction that they need to reach" (2015, p. 240). This is an important concept that is supported by the work of Dr. Joseph Johnson (2017) of the National Center for Urban School Transformation. In his book, Leadership in America's Best Schools, Dr. Johnson discusses the notion of "Access to Challenging Curricula for All Students." Whether students are English Language Learners, African-American, Latinx and/or Lesbian, Gay, Bi-sexual, Trans-gender and Queer (LGBTQ), they all have the right to a guaranteed and viable curriculum that is accessible to them. Specifically, Johnson states,

> "It is important to note that educators in the high-performing schools provided all students access to challenging curricula, not just those deemed academically talented or gifted. Students who struggled with a particular objective because of a lack of grade-level ability, challenges at home, or disability were generally expected to master the same curricular goals as did other students. For English learners, whether instruction was provided in the students' native language or in English, the learning goal was the same as the goal for

students whose first language was English" (2017, p.40).

There are many researchers who would argue similarly including Marzano 2003, Novak 2019, and a plethora of others.

Tier 2: Equity, Empowerment, Equality & Antiracism

Within the second tier of the Framework the first component pertains to the notions of Equity, Empowerment, Equality, and Antiracism and is represented by the dark ring that sits in the middle of the graphic organizer. Singleton (2015) begins by calling out systemic oppression. He states, "the most devastating factor contributing to the lowered achievement of students of color and indigenous students is systemic racism, which we recognize as the unexamined and unchallenged system of racial biases and residual white advantage that persist in our institutions of learning" (p. 44). It is important to note the words, *unexamined* and *unchallenged* used in Singleton's statement. It makes us ponder, what chance is there to change the outcomes if things are left *unexamined* and *unchallenged?* What changes the outcomes is indeed conversations and examination as well as challenging issues of systemic oppression continually over time.

Ibram Kendi (2019) suggested that one must not leave any racist policy or practice *unexamined* and *unchallenged*. To do so is to remain complicit. Instead, one should demonstrate an antiracist mentality. What does it mean to portray an antiracist mentality? To be an antiracist means to call attention to matters of race (Kendi, 2019). In his book, *How to Be an Antiracist*, Ibram Kendi defined that a racist "is one who is supporting a racist policy through their actions or inaction or expressing a racist idea," whereas an antiracist is, "one who is supporting an antiracist policy through their actions or expressing an antiracist idea" (p.13). Supporting Kendi's framework, Singleton emphasizes that one must be an antiracist who promotes equity when leading the movement at a school site to achieve equity.

Singleton (2015) provided and described the Six Conditions for Courageous Conversations as: 1) Getting Personal Right Here Right Now, 2) Keeping the Spotlight on Race, 3) Engaging in Multiple Racial Perspectives, 4) Keeping us All at the Table, 5) What Do You Mean By Race?, and 6) Let's Talk About Whiteness. As one can see by the titles of the Six Conditions, it emphasizes continual, focused conversations about race and how race impacts outcomes. Singleton further described that equity is "a belief, a habit of mind that does not correspond to the beginning or end of the school day. Achieving true equity for all students must be a moral imperative" (p. 55). He states that educational equity is achieved when 1) there's a raise in the achievement of all students while 2) the gaps between the highest and lowest performing students are narrowed, and when the 3) racial predictability and disproportionality of which student groups occupy the highest and lowest achievement categories are eliminated.

Expanding on the educational equity concept, Singleton (2015) addresses the issue of equality. He argued that giving all students equal resources is insufficient and does not acknowledge "the processes, structures and ideologies that justify inequity are not addressed and dismantled" (p. 56). He clarified that equity means that the students of greatest need should receive the greatest level of support to guarantee academic success. This is to say, that for underserved students, their underservice is compounded cumulatively over time. It is not about providing equality in resources, it is about giving the neediest students what they need to succeed. Finally, Singleton addresses the notion of *empowerment*, the relationship between marginalized groups and power dynamics. Specifically, he calls for leaders to be conscious of their position to avoid abusing

their power, and encourages leaders to use their position to eliminate power dynamics. In essence, by ensuring that everyone is valued, respected, and has an equal voice in decision-making as well as being accountable to the decision, this balance of power strengthens the practice of equitable education.

Tier 3: The Tools

The third tier of the Pacific Educational Group's Systemic Racial Equity Transformational Framework considers the '*How*.' In this section, Singleton (2015) addresses how to use the Courageous Conversation Protocol, Adaptive Leadership Principles, the Tenets of Critical Race Theory, and the Systemic Thinking Tools to move a school system toward a more equitable reality for all students. Specifically, he discussed how one can engage in authentic conversation, sustain and deepen one's understanding of "whiteness" while interrogating their own beliefs to ensure real change. He further encapsulates the two tiers mentioned above to demonstrate how it affects and impacts the entire system.

Aligning to CAPEA Articles Discussion

To illustrate and connect Singleton's framework in a meaningful way, we provide a synthesis of recent articles published in our journal for the past 10 years; we then discuss how they apply to the application of the Pacific Educational Groups Systemic Racial Equity Transformation Framework within the educational leadership programs to promote the development of key concepts among students. We purposefully did not address specific issues discussed in each CAPEA Journal article nor did we make individual recommendations to each article. Instead, we believe that by explaining how Singleton's framework is utilized to promote equitable systems, one might be able to move from a level of being unconscious about issues of equity toward becoming conscious about such matters. Our aim would be for individual authors to analyze their own work and apply it. As a result, in the next section, through unconscious competence, an individual would have enough experiences and information from our Singleton example that he or she can perform it unconsciously.

In the past 10 years, the California Association of Professors of Educational Administration (CAPEA) Journal included a total of five journal articles focused on marginalized populations. Specifically, three of the six articles focused on English Language Learners, one on minorities "at-risk", and the other article broadly discussed marginalized minorities. None of the articles employed or discussed a specific theoretical or conceptual framework. In addition, the articles were largely focused on a single ethnic or racial minority population, e.g. Hispanic and/or African American. For example, the three English Language Learners articles were specifically on Hispanic students. Likewise, when discussing academic achievement concerns, two main groups were mentioned (e.g., Hispanic and African American) but no one else. See Table 1.

Table 1
CAPEA Article Summary

Author (Year)	Focus area(s)/Marginalized Population(s)	Framework component(s) addressed
Cheung, Flores, and Sablo-Sutton (2019)	"Allyship", minority and leadership	Tier 2
Gallegos and Wise (2011)	English Language Learners	Tier 1
Mirci, Loomis, and Hensley (2011)	"at-risk" and school leaders	Tier 2
Smith (2005)	Students of color and school leaders	Tier 2
Whitenack (2015)	English Language Learners	Tier 1

Articles Analysis of Tier 1: Leadership, Community, and Learning & Teaching

Two of the six articles that were written on marginalized populations addressed tier 1 of the framework. In their research, Gallegos and Wise (2011) compared scores on the California English Language Development Test to results on the English Language Arts scores on the California Standardized Test. It is important to note that one could have examined the role of the English Learner Community and their funds of knowledge. What role might the community play in this issue from an asset-based perspective? One might also consider the role of leadership, either at the school site level or district level. How might leaders align elements in the environment to engage the students and community to know and understand the elements measured in the CELDT? The article did not explore issues of equity and empowerment in the second tier of the Pacific Framework, nor did it explore the third tier.

The second article, *Equitable Education of English Learners in the Common Core Age: Implications for Principal Leadership* by Whitenack (2015) also addressed the first tier of the Pacific Framework. This article explored the role of the Sheltered Instruction Observation Protocol (SIOP) in providing instruction for English Learners and promoted the educational leadership programs to focus more fully on the use of such models for English Learners. In addition, one might have considered the second tier of the Pacific Framework regarding issues of equity, empowerment, equality, and antiracism. One might have also examined the role of the third tier of the model and how one might engage in Courageous Conversations as well as use the Adaptive Leadership Principles, the Tenets of Critical Race Theory and Systems Thinking Tools to fully engage the school community at examining their practices for all students.

Article Analysis of Tier 2: Equity, Empowerment, Equality and Antiracism

Of the remaining four articles submitted, each addressed this second tier. *Tipping the Balance: Social Justice Leaders Allying with Marginalized Youth to Increase Student Voice and Activism* by Cheung, Flores and Sablo-Sutton (2019) addressed issues related to equity and empowerment. This article explored the role of developing leaders in practicing Kendall's (2013) *allyship*, effectively defining what it means to be an ally and why it is important for educational leadership programs to teach such concepts to their students. The article describes three cases in which the school leader successfully lifted the voice of students to disrupt systemic inequities. However, to explore more fully how the leaders engaged with the community to engage in

courageous conversations, the authors could utilize adaptive leadership principles, systemic thinking tools, as well as the tenets of critical race theory could add a more fully dimension to the, *"How,"* to accomplish the work. Imagine the fullness of the learning if educational leadership programs taught all three tiers of a framework for systemic equity.

Similarly, the article, *School Factors that Contribute to the Underachievement of Students of Color and What Culturally Competent School Leaders Do*, by Camille Smith spoke to the elements in the second tier of the Pacific Educational Framework. The author, in discussing the relationship between the first two tiers, addressed the importance of engaging the school communities in a systematic discussion of privilege. However, to further build on this, the author could provide examples and a discussion of how one might use the tools listed in the third tier of the Framework could provide the readers with an exploration of how to lead courageous conversations, use systemic thinking tools and the adaptive leadership principles and the tenets of critical race theory.

The third article that addressed the second tier of the Pacific Framework was *Social Justice, Self-Systems, and Engagement in Learning: What Students Labeled as "At-Risk" Can Teach Us* written by Mirci, Loomis, and Hensly (2011). This article explores the relationship between the perceptions of, "At-Risk," students and the implications for school leaders. They found that identifying a student as, "At-Risk," was harmful to the students' self-attribute while discussing issues of equity and empowerment. However, they did not address the third tier of the Pacific Framework.

Article Analysis of Tier 3: The Tools

As mentioned, the third tier addresses how to use the Courageous Conversation Protocol, Adaptive Leadership Principles, the Tenets of Critical Race Theory and the Systemic Thinking Tools to move a school system toward a more equitable reality for all students. As noted, each of the articles addressed the first two tiers of the framework. However, none of the articles fully addressed this tier as alluded to in Singleton's framework. It is important to note that the use of such a framework would make explicit how to lead such work.

Conclusion

In Wallace Foundation's most recent report in February 2021, *How Principals Affect Students and Schools*, they found that in order to meet all students' needs, "principals must develop an equity lens, particularly as they are called on to meet the needs of growing numbers of marginalized students" (p. 92). The report goes on to note, that the research continues to grow and points to the fact that there exist frameworks that describe the interaction between, "how equity intersects with instructionally focused interactions with teachers, a productive school climate, and the other areas of practice effective leaders use to engage" (p. 92).

As we continue to examine and explore how we can further address the needs of marginalized populations, one central question comes to mind. How do educational leadership programs use frameworks similar to the Pacific Educational Group's Systemic Racial Equity Transformation Framework, in the training of their candidates? CAPEA calls on programs to submit articles that convey how programs use such Frameworks in the development of school leaders. Additionally, we would like to invite more articles that focus on the collective needs of all students. There are some marginalized groups for which little is written, including students with

disabilities, twice exceptional, LGBTQ, foster youth, Native American, Pacific Islander, and Black, Indigenous, and People of Color (BIPOC) (www.thebipocproject.org). It is our hope that by clarifying and expanding on the call, or having a special edition that captures all marginalized populations, we might break the cycle of inequitable education.

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INVITED COMMENTARY

CAPEA's Continuing Commitment to Equity: Collective Action on CCTC Initiatives

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This article chronicles CAPEA's efforts to collectively advocate for equity-centered leadership preparation. The 2013 CAPEA journal featured an article by members' describing the organization's commitment to equity and cultural competency in leadership preparation. This article reports on efforts since 2013, a time of substantial changes in administrator certification from leadership preparation program portfolios to state-mandated performance assessments. We offer this historical perspective of CAPEA's commitment to social justice leadership preparation in California.

Keywords: equity-centered leadership preparation, educational leadership assessments, coalition building, advocacy, collectivism and activist organizations, dedication to social justice.

In the spring and summer of 2013, Peg was honored to join members of the Diversity, Equity, and Social Justice Committee of the California Association of Professors of Educational Administration (CAPEA), Franca Dell'Olio, Albert Jones, Susan Jindra, Linda Jungwirth, Delores B. Lindsey, Randall B. Lindsey, Philip Mirci, Linda Purrington, Thelma Moore-Steward, Chris Thomas, Cheryl Ward, and Don Wise, as they chronicled CAPEA's collective work to move from an organization that lacked a significant number of diverse members and perspectives to an organization "committed to equity and cultural competency." The journal, published in the fall of 2013, captured "a newfound direction, passion, and commitment in a quest for equity to be 'the innovators of change in practice' focused on creating social justice leaders."

CAPEA continues to develop a community of praxis to lead for social justice throughout the state. The collective actions of our members have influenced policy and practices in higher education institutions as well as district, county, and state offices of education. As scholar-practitioners we not only contribute to a body of research dedicated to the disruption of systemic inequities, we take action. Our belief is that achieving equity in education requires more than advocacy. It requires efforts of activism and moral courage to advocate for the educational rights of California's diverse student population.

As scholars who research leadership and social justice, we have ample evidence that without an intentional, relentless focus on anti-racist, critical praxis, the educational system will continue to produce inequitable outcomes. This article provides a snapshot of CAPEA's collaborative work with the California Commission on Teacher Credentialing (CCTC) to guide the preparation of leaders who will better serve California's diverse student population. CAPEA's mission drives us to deliberately disrupt and dismantle educational practices that perpetuate the historic and systemic denial of educational opportunities. CAPEA members are compelled to dedicate time and apply a critical lens to the articulation of all policies and practices pertaining to leadership preparation and development. CAPEA members consistently contribute to a variety of venues that facilitate statewide collaboration, including: CCTC Think Tanks, webinars, surveys, office hours, work groups, conferences, and commission meetings. CAPEA's responses to the CCTC regarding authentic assessment, professional standards and performance expectations, coaching for equity, fieldwork, and the role of program providers in the design, development, and monitoring of the California Administrator Performance Assessment (CalAPA), shape the nature of preparation and support of leaders throughout the state.

CAPEA's efforts reflect our members' understanding of systems and organizational theories and scholarship. In addition to teaching courses on these theories, we have experiential knowledge in leading educational organizations. We are scholars of educational leadership. Our experiential and research knowledge guides our enactment of community organizing principles. On their website, the National Education Association (NEA) notes, "a culture of organizing is one that promotes deep member engagement, leadership development, and collective action. At its core, organizing means facilitating collective action among a group and empowering others to take on leadership roles." We would add that organizing for social justice requires persistence and patience as activism takes time and requires coalition-building through shared interests. We offer this story to convey some of the ways CAPEA members walk our equity talk as we steadfastly immerse ourselves in statewide work to influence policy and practice. This is a narrative of persistence and resistance in the name of social justice. We share the story of how a small organization can make change when we do not waiver from our vision, and choose to live the principles of community organizing. More importantly, this journey exemplifies how educational leadership programs can move beyond advocacy to activism.

We begin our narrative with descriptions of CAPEA's organized responses to information and action items on the CCTC meetings in the fall of 2013. We share how CAPEA members pursue anti-racist, abolitionist leadership through aligned initiatives which we address in the following sections: Advocating for Authentic Assessments of Equity-Driven Leadership: Not the Connecticut Administrator Test; Coaching, Professional Learning, and Assessment: Getting Explicit about Equity; Aligning Standards and Centering Equity: Not a Laundry List; Framing Administrative Expectations to Explicitly Serve Diverse Student Populations: Beyond the "All Students" Statement; and Inserting Scholar-Practitioner Leaders for Social Justice in the Design, Implementation and Monitoring of the CalAPA.

Advocating for Authentic Assessments of Equity-Driven Leadership: Not the Connecticut Administrator Test

In the fall of 2013, CAPEA members attend the California Commission on Teacher Credentialing (CCTC) meeting and learn that legislation has been passed that requires the adoption of an Administrator Performance Assessment, parallel to the Teacher Performance Assessment, (EdTPA). At the CCTC meeting, the item under consideration is for California to adopt the Connecticut Administrator Test. CCTC staff as well as the Association of California School Administrators (ACSA) representatives are scheduled to travel to Connecticut to learn more about the proposed assessment. At the time, CAPEA members are unaware of the proposal and are not invited to the demonstration sessions in Connecticut. However, as we quickly recognize the implications of an administrator assessment, we mobilize our membership and a significant number of CAPEA members attend a subsequent Connecticut Administrator Test webinar on November 4, 2013. The webinar documents, the Candidate Registration Bulletin/Study Guide for the Connecticut Administrator Test, and an Alignment of Connecticut Administrator Performance Expectations to the California Administrator Performance Expectations, are then forwarded to all CAPEA members for comment. Based on the collective comments of CAPEA members we submit a letter to the commission. In the letter we acknowledge the similarities across the Connecticut Leadership Standards and the California Administrator Performance Expectations (under consideration at that time). We outline the collective concerns raised by CAPEA members that the "Connecticut Administrator Test is a test, not an authentic performance assessment" and that "the carefully constructed scenarios fail to capture the essential skills and competencies that preparation programs expect of leaders." We provide a detailed critique of the Connecticut Administrator Test sample materials including the excerpts below:

> In the elementary sample module, applicants are provided with the pre- and post-conference questions and responses. In an authentic assessment, an applicant would be expected to review the lesson, determine objectives for the post observation conference, develop reflective questions, and be prepared to share evidence of promising practice as well as identify areas for improvement… The prompts for response and the sample responses are contextually problematic. The actual provision of such extensive, yet disjointed, feedback to a teacher would not meet the standard of effective professional learning or instructional support in an applied program. The sample passing responses offered detailed diagnoses of the lesson (including a suggestion about adopting a token economy discipline system), but failed to address a key component of the common core mathematics standards.

> The high school sample module offered an opportunity for candidates to reflect upon multiple data sources, but again did not assess the capacity of a leader to collect and analyze data, or prepare agendas and questions for stakeholders to address. The sample module did not offer candidates the opportunity to navigate differing perspectives in order to arrive at actions that best serve students. An authentic assessment would require candidates to provide evidence of meetings and initiatives candidates have actually led.

It is worth noting that the inadequacies CAPEA members identify in the Connecticut Administrator Test later become critical considerations in the development of the CalAPA. While CAPEA opposes the proposed adoption, we make a commitment to collaborate on the design of an assessment that will align with our vision and values.

> The Connecticut Administrator Test does not adequately address performance expectations for Preliminary Administrative Services Credential applicants who complete programs. As an organization of professors committed to developing quality leaders, we cannot support the dedication of financial and personnel resources to this test. While we are unable to support the proposed instrument as a performance assessment for programs, we are able to offer our support of an authentic alternative.

It is important to note the application of some key elements in organizing deep member engagement. CAPEA Members are consistently kept informed of all communication with the CCTC, and their input is sought. At the time of these efforts, we communicated through monthly newsletter and just-in-time emails. The elements of leadership development and collective action are evident as more and more CAPEA members begin to contribute to these discussions, and take proactive roles in their respective leadership preparation programs.

In public comments at the December 12, 2013 CCTC meeting, CAPEA members provide persuasive evidence to dissuade the commission from taking immediate action on the adoption of the Connecticut Administrator Test for program candidates. CCTC staff are directed to review and modify CAT items for a potential pilot, but ultimately the commission choose not to move forward on the adoption of the CAT.

The subsequent PSC 3B -2 December 2014 posting reflects a significant change in direction by the CCTC:

> The development of the program route APA presents an exciting opportunity to potentially push the boundaries of the field. The fact that there is presently no available job-situated APA in the nation, except for one still under development by Massachusetts, is testament to the difficulty and complexity of this type of examinations development.

CAPEA letters and testimonies to the CCTC set in motion this initiative to "push the boundaries of the field" in the design of an authentic performance assessment. Beyond the goal of examining "job-situated" tasks, CAPEA continuously frames school leadership in terms of working towards more just and equitable learning experiences for a diverse student population.

Examining Coaching, Professional Learning, and Assessment: Getting Explicit about Equity

At the February 12, 2014 CCTC meeting another action item (6C) is presented to offer "an overall

direction" as to the Program Standards for the Administrative Services Credential Clear Induction Programs. The proposal includes three intersecting elements: coaching, professional learning, and assessment. CAPEA's letter to the CCTC challenges the degree to which each of these elements might validate an induction model that would simply inculcate a new leader through indoctrination into the accepted practices of a school and district. For instance, critical reflection must focus not merely on individual actions, but on actions and policies that sustain systemic oppression. Our response is as follows:

> We applaud the coaching requirement to "implement a research-based model, with a sound rationale, that meets the individual needs of beginning administrators". The exemplars clearly describe the importance of "confidential" and "non-evaluative" support. The relationship between coaches and district administrators must be thoughtfully delineated, as it was with BTSA coaches, to promote the optimal learning conditions for new leaders. It is critical that this opportunity for reform be used NOT to perpetuate an apprenticeship model ("do as I do"), but to thoroughly prepare leaders for today's schools. The description of the coaching process supports an ongoing cycle of critical refection and adaptation.

CAPEA rejects the notion of organizational neutrality and recognizes the systemic tendency to maintain and sustain leadership practices that perpetuate the marginalization of student populations. This recognition includes explicitly addressing equity issues in coaching as well as professional learning:

> We assume that every professional learning option is research-based and that the conceptual frame and research underlying the practice will be shared with the candidate. Too often educators are "trained" to implement current practices without developing an understanding of why a practice was developed and how it can be effectively implemented… There is a difference between attending a "how-to" meeting on master scheduling (which should be considered an extension of coaching) and working on the question of how to develop pathways for English Language Learners who are unintentionally, but systemically, excluded from STEM and other curricular elective options… It is critical that new leaders be engaged in professional learning that not only improves their current practices, but also perpetuates professional inquiry throughout their careers.

CAPEA advocates for the potential role of new activist leaders in schools and districts, who, as scholar-practitioners, will mobilize ongoing equity-focused inquiry.

> This (professional learning) is a critical component in supporting not only the development of the individual candidate but also the improvement of the educational system that the leader serves. Just as beginning teachers regenerate the practice of their colleagues with current research-based pedagogy, new leaders revitalize sites and districts with their praxis.

CAPEA addresses the intersecting elements of induction: coaching, professional learning, and assessment that will influence leaders' praxis throughout their careers.

We commend the assessment process design that engages "the candidate in gathering

> evidence of his/her own leadership practice, promotes reflection, documents candidate learning and leadership impact, and identifies next steps." This cycle of inquiry and continuous improvement should be initiated in preparation programs and sustained throughout an administrator's tenure in the profession… CPSELs may also be used as a professional learning tool for administrators who have completed their clear credential. District administrators report that it is helpful to share a common language and expectations.

CAPEA lauds the induction assessment design because the process of evidence-gathering and reflection aligns with the practice of ongoing inquiry. CAPEA's vision is that leadership inquiries should be intentional and specifically address service to underserved student populations. CAPEA members contribute this equity lens to each refreshed standard and thus CAPEA also proposes that the newly revised CPSEL be used as part of the evaluation process for veteran administrators as well as new leaders.

At a working meeting on March 14, 2014 CAPEA members examine the CCTC initiatives on leadership preparation and determine a need to concretize the expression of leadership for equity and name the work. Two motions are put forth: (1) CAPEA will continue to examine and discuss performance assessments of credential candidates; and (2) CAPEA will promote culturally relevant and responsive coaching models. Both actions are unanimously approved. In response to the second proclamation, the CAPEA Board considers the leadership coaching offerings provided by larger state and national organizations and finds that issues of inequity are addressed tangentially, as separate modules, not central concerns. We call upon the expertise of our CAPEA members, Delores Lindsey, Ken Magdalono, and Keith Myatt, who constructed CAPEA's Coaching-for-Equity Model. Cultural Proficiency is, and continues to be, used as a conceptual framework for examining issues of equity and access related to the leadership standards (Lindsey, Martinez & Lindsey, 2006; Lindsey, Martinez, Lindsey & Myatt, 2019). CAPEA Coaches fine-tune their coaching strategies, while practicing reflection, dialogue, and goal setting with candidates. Coaches learn protocols for observing, providing feedback, and assessing candidates through an assets-based approach that ensures candidates' continued growth over time. Coaches model and discuss cultural competency with their leadership candidates to instill an equity frame, a lens to apply to every administrative action. The articulation of an overarching and consistent commitment to equity-minded leadership guides to this day CAPEA's responses to all components of leadership preparation.

Aligning Standards and Centering Equity

The revision of the California Professional Standards for Educational Leaders, CPSEL, is another action item brought to the commission at the same time as the APA in 2013. CAPEA members who serve on the revision work group carefully consider the language used to depict leadership practices that support transformation, versus terms that designate management skills that will maintain a static and inequitable system. They focus on assets-based approaches to student learning, discipline, and community involvement. Proposed revisions are distributed to the larger CAPEA membership and comments are incorporated in the final version. In a February 9, 2014, CAPEA letter to the commission regarding the adoption of the updated California Professional Standards for Educational Leaders, CPSEL, CAPEA explicitly remind the CCTC of our commitment to equity and social justice. Grounded in the refreshed CPSEL (not CAPE) language,

CAPEA offers a shared-goal statement for consideration in the assessment design to better serve underserved student populations that we find critical to incorporate: use of multiple data sources, including student attendance and discipline data, to develop and monitor school plans; research-based professional learning; leveraging of community resources to meet student needs; examination of personal and institutional biases to remove barriers that create educational disadvantage; understanding of social, cultural, economic, and political context to shape policies to improve educational and career opportunities for all students.

In public comments to the commission at the February 12, 2014 meeting, CAPEA members not only support the approval of the revised CPSEL, they ask that the CCTC use the CPSEL to review the latest version of the California Administrator Performance Expectations, CAPE, and to use a refreshed CPSEL/CAPE alignment to frame the design of a California Administrator Performance Assessment, Cal APA. CAPEA members again note that the proposed connections across the current Connecticut Leadership Standards and the California Administrator Performance Expectations fail to capture the critical need to prepare and support the ongoing development of leaders who will have the capacity to better serve California's diverse student population.

In October of 2015, the CCTC address the recommendation offered by CAPEA on February 12, 2014:

> In anticipation of the opportunity to move forward with an APA, the Commission's Performance Assessment Work Group (one of the work groups working on the effort to strengthen and streamline the accreditation system) developed draft Administrator Performance Assessment Design Standards and related APA Program Implementation Standards for Commission consideration. A draft of these standards was presented to the Commission at its April 2015 meeting: http://www.ctc.ca.gov/commission/agendas/2015-04/2015-04-4C.pdf. Commissioners directed staff to revise the draft standards, engage in discussion with stakeholders, and return with a revised draft for consideration and possible adoption. (EPC 2F-3 October 2015)

Through the process of composing and advocating for revisions to each of the California Professional Educational Leadership Standards, CPSEL, CAPEA identifies an imperative to frame the CPSEL and the CAPE with a direct assertion that leaders will commit to providing educational opportunities, and more equitable service, to all students. Noting that districts and schools throughout the state use the phrase "all students" in vision and mission statements, CAPEA proposes clarifying the description of "all students" in order to move forward with more inclusive practices.

Framing Administrative Expectations to Explicitly Serve Diverse Student Populations: Beyond the "All Students" Statement

At the June 13, 2016 CCTC meeting, CAPEA respond to Action Item 2C with appreciation as well as a call to activism.

> On behalf of the California Association of Professors of Educational Administration (CAPEA), we want to acknowledge the Commission for consistently responding to recommendations from the field of educational leadership (CAPEA) concerning the

California Administrator Performance Expectations (CAPEs) and the California Professional Standards for Education Leaders (CPSEL). We also wish to recognize Karen Kearney's considered facilitation in developing descriptors of practice for the CPSEL. At this stage in the adoption of standards that will frame the Administrator Performance Assessment (APA), we want to appreciate the teamwork of CTC staff including Director Mary Sandy, Amy Reising, and Gay Roby who have worked closely with program providers to develop shared language to align the CAPEs and CPSEL.

As we consider item 2C, Adoption of the Revised California Administrator Performance Expectations, we applaud the thoughtful work conducted to more clearly align the CAPEs with the work of preliminary candidates and to provide a more coherent transition to the CPSEL. While we note that there are references to equity throughout the CAPE/CPSEL document (including the 2C agenda insert), we recognize the commission's deep commitment to equity and provide a recommendation based on the stated values of the commission.

In recognition of the Commission's values and honoring the commitment of educational leadership program providers to prepare administrators who lead for equity and work to close the opportunity gap for students in California, we recommend that the Commission adopt a guiding statement as a preamble to the CAPEs and CPSEL. This statement should clearly communicate the responsibility of administrators to lead for equity.

Prior to the June 13, 2016 meeting, CAPEA members review several sources including the National Policy Board for Educational Administration's Professional Standards for Educational Leaders; they offer a preamble draft to clearly frame the expectation that administrators will lead for equity. The proposal includes the phrase that "educational leaders confront and alter institutional biases of student marginalization, deficit-based schooling, as well as low expectations associated with race, class, culture and language, gender and sexual orientation, and disability or special status; they also address matters of equity and cultural responsiveness in all aspects of leadership".

Several CAPEA members address the commission in support of the proposed preamble. They speak of the need to confront marginalizing practices, the necessity of identifying what is meant by "all students," and the imperative to convert vision statements into policies that will guide the development as well as assessment of leaders throughout the state. In response to CAPEA's proposal, Linda Darling Hammond asks for a recess from the meeting. After the commission's recess, she offers a few edits and additions to CAPEA's draft statement. She reads a revised statement and makes a motion to provide the following preamble as an introduction to the CAPE:

Effective educational leaders strive for equity of educational opportunity and culturally responsive practices to promote each student's academic success and well-being. California leaders recognize, respect, and employ each student's strengths, experiences, and culture as assets for teaching and learning. Effective educational leaders confront and alter institutional biases of student marginalization, deficit based schooling, and low expectations associated with race, class, culture and language, gender and sexual orientation, and disability or special status to support the learning of every child.

> Throughout this set of CAPEs, reference is made to "all students" or "all TK-12 students." This phrase is intended as a widely inclusive term that references all students attending public schools. Students may exhibit a wide range of learning and behavioral characteristics, as well as disabilities, dyslexia, intellectual or academic advancement, and differences based on ethnicity, race, socioeconomic status, gender, gender identity, sexual orientation, language, religion, and/or geographic origin. The range of students in California public schools also includes students whose first language is English, English learners, and Standard English learners. This inclusive definition of "all students" applies whenever and wherever the phrase "all students" is used in the CAPEs.

This action is unanimously approved by the CTC with a comment thanking "the field" for our (CAPEA's) engagement throughout a three-year process to adopt leadership standards and expectations that will inform the direction of preparation and induction programs, as well as the design of the CalAPA.

At the end of June, Gay Roby sends the ASC Handbook, dated 2016 to differentiate from its predecessor. The new handbook is posted on the CTC website on the Administrator Preparation page, as well as the standards page. CAPEA members note that most of the changes adopted are based on CAPEA's consistent and comprehensive input, including CAPEA's letter proposing an equity preamble to the standards.

Inserting Scholar-Practitioner Leaders for Social Justice in the Design, Implementation, and Monitoring of the CalAPA

CAPEA's social justice commitment to preparing staunch leaders for ALL the students of California supports members' advocacy work through the three-year process leading to the adoption of APA design standards. However, the activism work continues through a sustained commitment to actively participate in the design and implementation of an administrator performance assessment. This activism includes a demand that program providers be included in all steps of the design and implementation process:

> On behalf of the California Association of Professors of Educational Administration (CAPEA), we offer the following response to item 3F. At the fall conference, CAPEA members appreciated the sessions offered by CTC staff members Amy Reising and Gay Roby. We were also pleased that many of us were able to participate in the stakeholder meetings on November 5th and 9th. While we note that the revised APA design standards reflect many of the suggestions offered in the CAPEA letter sent to CTC staff on November 16th, the action steps proposed in item 3F do not reflect the action steps CAPEA requested in letters to the commission and comments at the October 8th & 9th and December 3rd meetings. Members participated in the CAPE/CPSEL meeting on January 7th and coordinated the venue for sharing performance assessments on January 15th. Based on considered deliberation, CAPEA's objection to 3F is based on the omission of specific directives to include program providers throughout the APA implementation process including: designing, piloting, and revising tasks as well as developing exemplar responses for calibration purposes.

> In all references to "model sponsor" under the Required Elements for Assessment Design Standard 1: Assessment Designed for Validity and Fairness from1(c) through 1(m); under Assessment Design Standard 2: Assessment Designed for Reliability and Fairness 2(b) through 2(i); and under Required Elements for Assessment Design Standard 3: APA Assessment Sponsor Support Responsibilities 3(a) through 3(c), we ask that the phrase "with a design team of program providers" be added.

In oral comments to the commission in support of this written request, CAPEA notes that program providers have the expertise, research background, and field experience to support the development of an authentic assessment that will irradiate equity-driven leadership practices. We reminds the commission that it was program providers who reviewed the Connecticut Administrator Test (CAT) two years ago and uncovered critical issues in the exemplar candidate responses. Basing preliminary performance expectations on the CPSELs and including program providers in the development of the assessment (1) provides new leaders with a coherent professional learning experience, and (2) strengthens the professional learning community among program providers. Both recommendations will improve the preparation of administrators. CAPEA's recommendations are consistent with direction provided to CTC staff at the December Commission meeting to proceed with the following steps: (1) that the CAPEs and CPSELs be reviewed to create a set of comprehensible performance criteria for emerging leaders to guide the APA and inform the assessment of new administrators in the induction program; (2) that the Commission adopt the draft APA Assessment Design and Program Implementation Standards with direction to CTC staff that program providers be included in every stage of the development and implementation process.

> Without CAPEA's amendments, the approval of the 3F action item presents not only a missed opportunity to draw upon the expertise of program providers, but also poses a potential threat to the development of professional practice throughout the state. We remind the Commission that two years ago CAPEA's review of an exam that met all criteria regarding alignment to state professional standards as well as reliability and validity measures, failed to meet the critical component of addressing best practice in leadership and teaching to better serve students. Program providers who have a research background in curriculum and instruction as well as adult learning theory would not have approved the exemplar candidate response to the teacher observation task on the Connecticut Administrator Test.

CAPEA also reiterates to the Commission an offer we first made in our October 2015 letter:

> As an organization representing public and private administrative preparation programs throughout the State, we offer our participation in the design and implementation of an authentic performance assessment. We have the capacity to support the development of rubrics, sample artifacts, and calibration. We have already dedicated our time and resources to the enactment of the Commission's directives... As an organization, CAPEA continues to offer our support of the APA initiative. We look forward to hearing from members who will participate in the design team and we will continue to offer venues for the development, piloting, and implementation of this important assessment work.

Commissioners unanimously approve the action item with the recommendations provided by CAPEA. A design team is appointed by the commission and they begin a two year process to design leadership tasks that align with the critical work of leading for social justice. Visionary and instructional leadership as well as school improvement are identified by the Commission as key areas in the assessment of administrators' practices. Program providers share instructional leadership signature assignments and a teacher observation cycle is identified as an essential component of instructional leadership. Another multi-faceted cycle of collaborative inquiry, developed by CSUEB faculty (Collay, Winkelman, Garcia, & Guilkey-Amado, 2010; Winkelman, 2013) as an "Equity Plan", asks new leaders to collect qualitative and quantitative data to facilitate a collective determination and examination of a problem of practice, an opportunity gap, that must be addressed in order to better serve students at their site(s). After some debate, the "Equity Plan" is divided into two separate cycles of inquiry. Ultimately the design team collaboratively constructs three leadership cycles. Each cycle employs "a four-step process that includes investigating the context of a school and current practices, developing a plan, taking action based on the plan, and reflecting on the outcomes." (Capea.org)

CAPEA members serving on the APA design team continue to promote and pursue an authentic, equity-driven assessment of leadership practice. Each cycle embeds unambiguous directives for candidates to frame their leadership actions within an understanding of the systemic inequities that plague public education. In cycle 1, *Analyzing Data to Inform School Improvement and Promote Equity,* the purpose is to identify equity gaps to inform an initial plan for equitable improvement in alliance with a school's vision, mission, and goals. The closing step of the cycle requires candidates to reflect upon equitable leadership. Cycle 2, *Facilitating Communities of Practice,* focuses on facilitating collaborative professional learning for the purpose of improving teaching and student learning or well- being. The candidate leads a group in selecting an evidence-based instructional strategy to address the problem of practice that will strengthen and increase equitable learning and/or well-being for all students. Finally, throughout cycle 3, *Supporting Teacher Growth,* candidates reflect on their strengths and areas for professional growth as an instructional coach and an equity-minded leader (Appendix I). CAPEA members on the design team are instrumental in creating assessments to support the ongoing development of leaders for social justice.

Throughout the pilot and non-consequential scoring years, design team members not only facilitate CalAPA professional learning, they also gather input as they revisit and revise the descriptions and rubrics for each cycle. This process continues after the non-consequential scoring year as several design team members, along with a few additional CAPEA members, agree to serve on the standards-setting committee in the spring of 2019. The 2019-2020 academic year is the year the CalAPA becomes consequential, as candidates are required to post submissions for all three cycles and meet a Commission-adopted passing standard as a completion requirement for their PASC program.

At the August 2019 CCTC meeting the Commission discuss an action item to establish initial passing scores for all three CalAPA cycles. In public comments, CAPEA commends the collaboration across programs, CCTC staff, as well as the contractor, Pearson that has led to a robust, equity-center assessment. CAPEA draws attention to disaggregated data regarding candidate submissions. As an example, CAPEA shares the data table for cycle 2 which indicates that, at the standard setting committee's recommended cut score of 17, only 62% of Black PASC candidates would pass the cycle. CAPEA supports the CCTC staff recommendations to adopt lower, provisionally cut scores at this time. CAPEA offers to collaborate with CCTC staff on a

thorough examination of the disproportionate data. We propose that as scholar-practitioners we can contribute extensive research on bias, using frameworks such as Critical Race Theory (CRT) to not only discuss, but address the issues that emerge in the scoring of CalAPA cycles. The commission approves the provisional cut scores suggested by CCTC staff, but commissioners raise concerns about moving forward with the standards-setting committee's recommendations without addressing the discrepancies in the disaggregated data.

In June 2021 the commission is again presented with an action item addressing CCTC staff recommendations for adopting a new passing score standard for the California Administrator Performance Assessment (CalAPA):

> Preliminary Administrative Services Credential (PASC) programs, in partnership with the Commission, an appointed Design Team, and Evaluation Systems group of Pearson (ES) have been engaged in the development and implementation of the CalAPA for the past six years, 2015-present. In June 2019, a standard setting panel comprised of California educators was convened to conduct a review of the 2018-19 CalAPA candidate score data and recommend a passing standard to the Commission for the 2019-20 operational administration.
>
> Now, after two years' implementation of that passing score recommendation, it is appropriate for the Commission to revisit the panel's initial proposed passing standard and consider increasing the current passing score standard for the CalAPA beginning January 1, 2022. Commission staff will continue to monitor CalAPA score data in 2021-22 and will update the Commission at a future meeting, providing the opportunity for the Commission to consider adopting the initial recommendation made by the 2019 standard setting panel by January 1, 2023, if warranted. (EPC 4C-1 June 2021)

Upon reading this action item, CAPEA members coalesce to express their concerns and request that the commission reconvene a standards-setting committee to address the issues raised in August 2019. As evidenced in the following excerpts from public comments provided by CAPEA members, we articulate the inequities that have become further exposed in the two years since the CalAPA scores were last publicly examined.

> I see firsthand the impact the test has had, in particular, on minoritized educators whose communities have been disproportionately affected by the four pandemics, and with teaching and leading in hard hit underserved and majority minority schools. While 2020 was a challenging year for CalAPA, 2021 has been undoubtedly one of the hardest years for educators in general, and Black and Brown educators, in particular as you assuredly have seen in the data, including on the decline of submissions of the CalAPA. Not only has this been a difficult year in every way, but the proposal to increase cut scores that may disproportionately impact the number of principals of color is concerning. For these reasons, I object to moving forward without the opportunity for the field to be provided an analysis of the data regarding the concerns raised by The Committee in 2019.

CAPEA members further uphold the initial call for program providers to have representation, a voice, in the oversight of the CalAPA. The statement that "commission staff" will monitor score data does not align with the promise to include program providers throughout the design process and

implementation:

> The representation gap of principals of color is alarming. The recent Wallace Report is clear about the benefits of principals of color in schools with students of color. We must intensify our recruitment, preparation and retention efforts of leaders of color who can be effective with marginalized students. Raising cut scores without discussion from the Standard Setting Committee and other stakeholders is concerning and not what our committee was led to believe.
>
> It is my responsibility to prepare aspiring school leaders. Our program emphasizes social justice leadership preparation. It is concerning to hear that increasing Cal APA scores may result in fewer numbers of leaders of color in our schools. I strongly support the reconvening of the Standards Setting Committee before any decisions are made about scores for the Cal APA.

CAPEA members coordinate our comments with Dr. Rebecca Cheung, who writes on behalf of the UCLA and UCB Principal Leadership Institutes and clearly captures many of the reasons why item 4C should not move forward as an action item:

> I object to moving forward without the opportunity for the field to be provided an analysis of the data regarding the concerns raised by The Committee in 2019. I am in agreement with the four issues raised by Rebecca Cheung, EdD, Executive Director Leadership Programs, Graduate School of Education Director, 21CSLA State Center. This is not the time to raise scores I support waiting another year so that data will reflect a longer span of time to analyze the impact to candidates of color. Then once again involve the Standards Committee with continuing members and adding new members to support both field involvement and transparency.

As further articulated by Dr. Noni Reis in comments made at the commission's zoom meeting, approving the higher cut scores at this time would lead to a systemic exclusion of leaders of color:

> Given the commission's commitment to leadership for equity, it is imperative that we further examine the issues of inequity in the CalAPA before raising cut scores. The proposed cuts would result in 13 fewer schools led by Latinx leaders. This at a time when a recent report by the Wallace Foundation cites principal diversity as a contributing factor in improved outcomes for students. California statistics mirror the national data of approximately 22% of principals (National Center for Education Statistics, 2020) and 6% of superintendents (Kowalski, 2013) are of color. Our goal must be to increase the number of leaders of color in our schools.

In response to the public comments provided online, as well as in zoom meetings, commissioners express concern that those of us in the field have not yet had the opportunity to collectively return to the question as to why the CalAPA yielded inequitable outcomes (in terms of scores); after much discussion a motion is made to postpone the proposed action to change the cut scores and a request that the standards-setting committee be reconvened. This has been a journey and the journey continues:

> The Commission began discussing the development of a performance assessment for administrative services credential candidates in September 2012, approving the idea in September 2013. In 2015 the project was funded through the state budget act and development work began. To ensure scoring reliability, the CalAPA is centrally managed and scored by calibrated assessors to ensure that detailed, analytic, feedback based on the California Administrators' Performance Expectations (CAPE) is provided to candidates and programs in a timely manner to guide both candidate development and program improvement. As a result, CalAPA candidate data is consistent and reliable and aligns with the needs of the Commission's Accreditation Data System (ADS) providing an outcomes-based set of quality indicators to help guide review of administrator preparation programs. (EPC 4C-1 June 2021)

As CAPEA continues our collective action to support the preparation and development of equity-minded leaders, we must consider not only the implications of policy, but the underlying assumptions upon which policy decisions are based. We must continue to raise questions at every juncture in our journey. We must take the time to examine, discuss, and apply research frames to better understand current circumstances and potential next steps. For instance, we know that educators of color are most likely to serve predominately low-income communities of color (Sun, 2018). This raises many potential inquiries, questions, such as: what are the conditions (i.e. high teacher turnover) in the communities candidates serve; how are these conditions addressed, taken into account, within the CalAPA assessment?; are we carefully reading candidates' reflections on historically marginalized communities and bearing in mind the challenges faced as they develop learning communities engaging in relevant (not cookie cutter) problems of practice? Furthermore, we may need to explore the degree to which the demographics of the CalAPA "calibrated assessors" align with the demographic data of California school communities. Is it possible that while assessors meet the criteria for experience in the field, they are not a representative sample of leaders who serve diverse communities? CAPEA members appointed to the next standard-setting panel may also consider the questions that provoked a re-convening, including: Who is the "we" who will continue to monitor CalAPA score data? And who will offer scholar-practitioner advice on recommendations regarding leadership preparation policy and practice? CAPEA members, as scholar-practitioners, can contribute extensive research on bias, using frameworks such as CRT to not only discuss, but also address, the issues that may emerge in the scoring of CalAPA cycles.

Continuing the Activism, Moral Courage: A Public Face

We are proud of CAPEA's continuing, collective actions as stewards of educational leadership. We also wish to acknowledge the individual CAPEA members who generously and courageously commit their time to essential committee work on the CalAPA Design Team (Appendix I) as well as the CalAPA Standards-Setting Panel (Appendix II). We recognize the CAPEA Presidents who take responsibility, with approval from their Board members (Appendix III), for addressing the commission in formal letters. Finally, we appreciate the CAPEA members who serve as the "face of CAPEA" through their willingness to provide public comments at commission meetings: John Borba, Ardella Dailey, Steve Davis, Mariama Gray**,** Margaret Harris, Mei-Yan Lu, Ken Magdeleno, Noni Mendoza-Reis, Vicki Montera, Bobbie Plough, Carol Van

Vooren, and Peg Winkelman. We encourage others, who identify themselves as leaders for social justice, to join us in our efforts of activism and moral courage to advocate for the educational rights of California's diverse student population.

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Appendix I

CalAPA Design Team Members

Name	Affiliation
Susan Belenardo	La Habra City Schools, University of California, Irvine
Rebecca Cheung	University of California, Berkeley
Kathy Condren	Madera County Superintendent of Schools
Janice Cook	University of San Diego
Katrine Czajkowski	Sweetwater Union High School District
Ardella Dailey	California State University, East Bay
Alan Enomoto	Brandman University
Deborah Erickson	Point Loma Nazarene University
Douglas Fisher	San Diego State University
Lanelle Gordin	Riverside County Office of Education
Keith Myatt	California State University, Dominguez Hills
Ursula Reveles	Azusa Pacific University
Kelli Seydewitz	California Teachers Association representative
James Webb	William S. Hart Union High School District

Charles Weis	California State University, Channel Islands

Appendix II

CalAPA Standard-Setting Panel Members

Member	Affiliation
Cheryl Argawal	San Mateo County Office of Education
Susan Belenardo	University of California, Irvine
Leticia Bradley	Santa Barbara County Education Office
Dana Coleman	Loyola Marymount University
Kathy Condren	Madera County Superintendent of Schools
Ardella Dailey	California State University, East Bay
Ellen Edeburn	California State University, Northridge
Delia Estrada	Los Angeles Unified School District
Ursula Estrada-Reveles	Riverside County Office of Education
Toni Faddis	Chula Vista Elementary School District
Charles Flores	California State University, Los Angeles
Joe Frescatore	San Diego County Office of Education
Lanelle Gordin	Riverside County Office of Education
Jason Lea	Sonoma County Office of Education

Maria Montgomery	San Diego Unified School District
Tonikiaa Orange	University of California, Los Angeles
Glenn Sewell	National University
Nichole Walsh	Fresno State University
Noni M. Reis	CAPEA (Note: Day 1 participant)

Appendix III

CAPEA Board Members 2013-2021

Executive Committee 2019-2021

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California Administrator Performance Assessment (CalAPA) Liaison: Dr. Mariama Gray |California State University, East Bay

Social Justice Liaisons: Dr. Ardella Dailey California State University, East Bay, Dr. Mei Yan Lu California State University, San José

Membership & Promotion Officer: Dr. Sonia Rodriguez National University Communications

Officer & Webmaster: Dr. Brooke Soles California State University, San Marcos

Research Grants Liaison: Dr. Teri Marcos National University

Association of California School Administrators (ACSA) and CAPEA Liaisons: Dr. Teri Marcos National University, Dr. Cliff Tyler National University

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Historian: Dr. Louis Wildman California State University, Bakersfield

ICPEL Liaison: RD Nordgren National University

Executive Council 2017-2018

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Journal Managing Editors Volume 29: Gilberto Arriaza, California State University, East Bay; Noni Mendoza Reis, San Jose State University

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Liaison to ICPEA: Gary Kinsey, California State University, Channel Islands

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Liaison to ACSA Superintendents: Cliff Tyler, National University

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Membership Committee: Wayne Padover, National University

Liaison to CTC: Peg Winkelman, CSU East Bay

Liaison to NCPEA: Gary Kinsey, CSU Channel Islands

Liaison to ACSA/CAPEA: Teri Marcos, National University Liaison to ACSA Superintendents Cliff Tyler, National University

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Board Members: Susan Belenardo, Ardella Dailey, Cary Dritz,Susan Jindra, Louis Wildman

Historian: Randall Lindsey

Membership Committee: Wayne Padover

Liaison to CTC: Peg Winkelman

Liaison to NCPEA: Gary Kinsey

Liaison to ACSA/CAPEA: Teri Marcos

Liaison to ACSA Superintendents: Cliff Tyler

Journal Managing Editors: Gilberto Arriaza, California State University, East Bay; Noni Mendoza Reis, San Jose State University

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CAPEA Diversity & Equity Committee Chairs: Dr. Ken Magdaleno California State University, Fresno Dr. Ardella Dailey California State University, East Bay

ACSA/CAPEA Committee Chair: Dr. Rich Malfatti, Association of California School Administrators (ACSA)

California School Board Association/CSBA Liaison: Dr. Bobbie Plough California State University, East Bay NCPEA Liaison; Dr. Gary Kinsey California State University, Channel Islands UCEA Liaison

Journal Managing Editors: Dr. Gilberto Arriaza, California State University, East Bay; Dr. Noni Mendoza Reis, San Jose State University

Legislative Liaison: Dr. Peg Winkelman California State University, East Bay

Membership Committee Chair: Dr. Wayne Padover National University

Historian: Dr. Randall Lindsey California State University, Los Angeles Professor Emeritus

Members at Large: Dr. Cary Dritz Cal Lutheran University;Dr. Jody Dunlap California State University, Northridge; Dr. Bendta Friesen California State University, Fresno; Dr. R.D. Nordgren National University; Dr. Anthony Rosilez California State University, San Marcos

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ACSA Superintendents' Committee Liaison: James Scott *California State University, Long Beach*

CSBA Liaison: Ron Leon *California State Polytechnic University, Pomona*

UCEA Liaison: Linda Hauser *California State University, Fresno*

Legislative Liaison: Bob Kladifko *California State University, Northridge*

NCPEA Liaisons: Deb Erickson *California Lutheran University;* Wayne Padover *National University;* Gary W. Kinsey *California State University Channel Islands*

Appendix IV

Description of CalAPA Leadership Cycles

The CalAPA includes three leadership cycles that PASC candidates complete during their preliminary preparation program. The cycles require candidates to engage in a four-step process that includes investigating the context of a school and current practices, developing a plan, taking action based on the plan, and reflecting on the outcomes.

Leadership Cycle 1: Analyzing Data to Inform School Improvement and Promote Equity
Leadership Cycle 1 focuses on analyzing multiple sources of school data for the purpose of identifying equity gaps to inform an initial draft plan for equitable improvement in line with the school's vision, mission, and goals. Within the cycle of investigate, plan, act, and reflect, candidates collect and analyze multiple sources of longitudinal quantitative and qualitative data. They then conduct an equity gap analysis to identify potential factors, institutional and/or structural, all culminating in a problem statement defining a specific area of educational need related to equity. Candidates seek input from a stakeholder(s) at the school site and alter their plan to address the equity issue. To close, the candidate reflects on equitable leadership. This cycle has 8 rubrics.

Leadership Cycle 2: Facilitating Communities of Practice
Leadership Cycle 2 focuses on facilitating collaborative professional learning within a community of practice for the purpose of improving teaching and student learning or well- being. Within the cycle of investigate, plan, act, and reflect, candidates begin by identifying and working with a small group of educators to identify a problem of practice. That group selects an evidence-based instructional strategy to address the problem of practice that will strengthen and increase equitable learning and/or well-being for all students. Then, during initial implementation of the selected strategy, they facilitate meetings with the group and collaboratively lead the professional learning of the community of practice. In addition, candidates reflect on how their facilitation supports the group to address the problem of practice, understands early implementation findings, and how they responded to the group's feedback on their facilitation. This cycle has 7 rubrics.

Leadership Cycle 3: Supporting Teacher Growth
Leadership Cycle 3 focuses on coaching an individual teacher to strengthen teaching practices and improve student learning and/or well-being. Within the cycle of investigate, plan, act, and reflect, candidates familiarize themselves with coaching and observation practices at the school; identify a volunteer teacher with whom they work; and conduct a full coaching cycle, including a pre-observation meeting, a focused classroom observation to collect CSTP-related evidence of practice, and conduct a post-observation meeting. Throughout this leadership cycle, candidates reflect on their strengths and areas for professional growth as an instructional coach and an equity minded leader. This cycle has 7 rubrics.