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LEADERSHIP

**Preparing Cross-Boundary Leaders:
A Study of the Education Policy Fellowship Program
For Education**



prepared for
Lumina Foundation for Education

MATTERS

Disclaimer

"The views expressed in this publication are those of the author(s) and do not necessarily represent those of Lumina Foundation for Education, its officers, or employees."

INTRODUCTION

A new generation of leaders for education is needed. These future leaders will need skills and knowledge to work effectively across the boundaries of the complex public education system—boundaries defined by race, culture, institutions, and hierarchies. Completing society’s successful leap into the post-industrial age also will require that the two parts of the education system—Pre-K–12 and higher education—work together.

Where these two systems meet has been described as a place where “borders are rather clearly drawn and reasonably well fortified” and as a situation in which “sustained diplomatic statecraft (leadership)... will be needed to alter historic and entrenched definitions of territory and responsibility” (Timpane 1999). These future leaders—inside and outside the education system—will also need to be able to work effectively across boundaries in other sectors. They must know how young people learn and develop as well as how to influence the policies and practices of the related systems and organizations over which they have no control, yet whose work will contribute to or detract from their successes. The good news is that we know much of what we need to know in order to address the situation with optimism (Hale and Moorman 2003).

With support from Lumina Foundation for Education, the Institute for Educational Leadership (IEL) conducted an in-depth, five-part study of its leadership development activity, the Education Policy Fellowship Program (EPFP). The primary goals of the study were (1) to understand how leaders for education—Pre-K through Postsecondary Education—are prepared and supported to improve outcomes for all children and youth and (2) to synthesize and disseminate broadly the lessons learned to help ensure that our nation is preparing the leaders for education needed in a new era. Using EPFP as a learning laboratory, IEL addressed the question, “How do we get the leaders we need to improve results in education?” Through the EPFP study, IEL learned that the short, unvarnished answer to the question is, “We get the leaders for education we need by developing them.”

This brief describes what IEL learned about preparing the leaders for education we need through the lens of EPFP. Specifically, the brief presents key findings from a survey of EPFP participants, the centerpiece of the EPFP study. These findings help confirm the importance of cross-boundary leadership development and, more importantly, suggest its utility in current and future efforts to prepare a new generation of leaders for education and other public policy sectors. The brief concludes with ideas for improvement for policy makers—individuals whose decisions have an impact on leadership development activities and initiatives. ❖

Education Policy Fellowship Program

The Education Policy Fellowship Program (EPFP) is a leadership development program that provides job-embedded learning opportunities to individuals across the country who work in an array of public, non-profit, and private organizations serving children and youth. Its goal is to develop leaders for the contemporary policy environment through site-based, regional, and national learning activities focused on leadership, policy development, and networking. EPFP is a partnership between organizations in state capitals and/or major urban centers and the Institute for Educational Leadership (IEL), a non-profit organization based in Washington, DC. The program currently operates in twelve program sites and has been in continuous operation since 1964. EPFP has more than 6,900 alumni.

About the Study

The study used a combination of research approaches, including a survey of EPFP alumni supplemented with a literature review, case studies of four program sites, and focus groups. IEL identified ways in which participation in EPFP benefits individuals and their employing organizations and how specific aspects of EPFP’s design and curriculum affect program outcomes. Additionally, one-on-one discussions held with senior staff from a wide range of leadership development programs, as well as staff from the fifteen EPFP program sites, confirmed these findings and led to a clearer understanding of key program elements that work best in mid-career leadership development programs designed to prepare individuals for public service.

ACKNOWLEDGEMENTS

The Institute for Educational Leadership (IEL) is indebted to Lumina Foundation for Education for supporting a study of the Education Policy Fellowship Program (EPFP). We are pleased to share what we learned from our research through three publications in IEL's Leadership Matters series.

This report, *Preparing Cross-Boundary Leaders: In Education*, summarizes the findings from a survey of EPFP alumni, the centerpiece of the EPFP study. It translates what IEL learned into ideas for improvement to inform the work of policy makers—the individuals whose decisions have an impact on leadership development and related capacity-building efforts. Other publications in the series include *Preparing Cross-Boundary Leaders: By Design*—a report identifying the program elements necessary to successful cross-boundary leadership development programs and offering ideas for improvement to inform the work of leadership program staff—and *Preparing Cross-Boundary Leaders: EPFP in Action*, a report documenting how program sites adapt EPFP to their state's policy environment. The complete EPFP study is available at: www.iel.org.

Many people made significant contributions to the EPFP study. Karen Seashore Louis, Rodney S. Wallace Professor of Teaching and Learning, Educational Policy and Administration at the University of Minnesota, took the lead in designing the five-part research project and in analysing and reporting the survey results. She was ably assisted by Taryn McKenzie Williams, the EPFP Research Associate who had the task of conducting the literature review and writing first drafts of all reports to the Foundation, including this report. Douglas Brattebo, EPFP Director, 2005–2008, oversaw the project and orchestrated the work of the EPFP Coordinators who helped conceptualize the study, reviewed drafts, and participated in focus group discussions. At the four case study sites, the EPFP Coordinators helped arrange on-site interviews with various program stakeholders. Stefani Wilcox, EPFP Program Associate, provided technical assistance over the life of the project. Finally, many EPFP participants responded to the Alumni Survey and offered their suggestions through various focus group discussions. In essence, the EPFP study is their story.

IEL is both a leadership source and resource. We are a hub—or what the sociologists call a “third place”—for boundary-crossing leaders, and we are a research and action center, helping and leading people to proven solutions. IEL's history of achievement—working through networks to support reform agendas such as creating and sustaining community schools, ensuring the education of young people with disabilities, and improving school leadership—has given us immediate access to layers of perspectives on leadership for education. We are pleased to share both our access and those perspectives with you.



Martin J. Blank
President, IEL

ABOUT THE EDUCATION POLICY FELLOWSHIP PROGRAM

The Education Policy Fellowship Program (EPFP) is a leadership development program designed to prepare leaders who can be effective in turbulent contemporary environments. Its primary goals are to (1) increase participants’ knowledge and understanding of public policy, (2) develop their leadership capacity, and (3) broaden their professional networks and relationships. EPFP equips individual leaders with a deeper understanding of the political and policy making processes that drive educational practice.

In continuous operation since 1964, EPFP is an in-service, fee-based program. Fellows work full-time in an array of organizations. Their employers pay their program fee and travel expenses to national meetings. During the two-year study, EPFP operated in fifteen program sites (see Table 1). In 2007–08, EPFP served 221 fellows employed by 160 different agencies in the public, nonprofit, and private sectors. In 2008–09, 214 fellows from 148 different agencies participated.

To date, EPFP has served over 6,900 individuals. Alumni include individuals who exercise or have exercised leadership in roles as varied as classroom teacher, community activist, human services program director, foundation director, state legislator, college president, chief state school officer, school board member, city council member, U.S. Cabinet member, or member of the U.S. House of Representatives.

Two basic assumptions are implicit in EPFP’s design:

1. Strong educational policy emerges from the consideration and balancing of divergent perspectives.
2. Programs to develop policy savvy are best suited to mid-career professionals who have some grounding in the technical skills and the conceptual knowledge related to their work and the policy environment in which they operate, but know that they need further development.

Table 1. IEL’s Education Policy Fellowship Program (EPFP) Site Partnerships

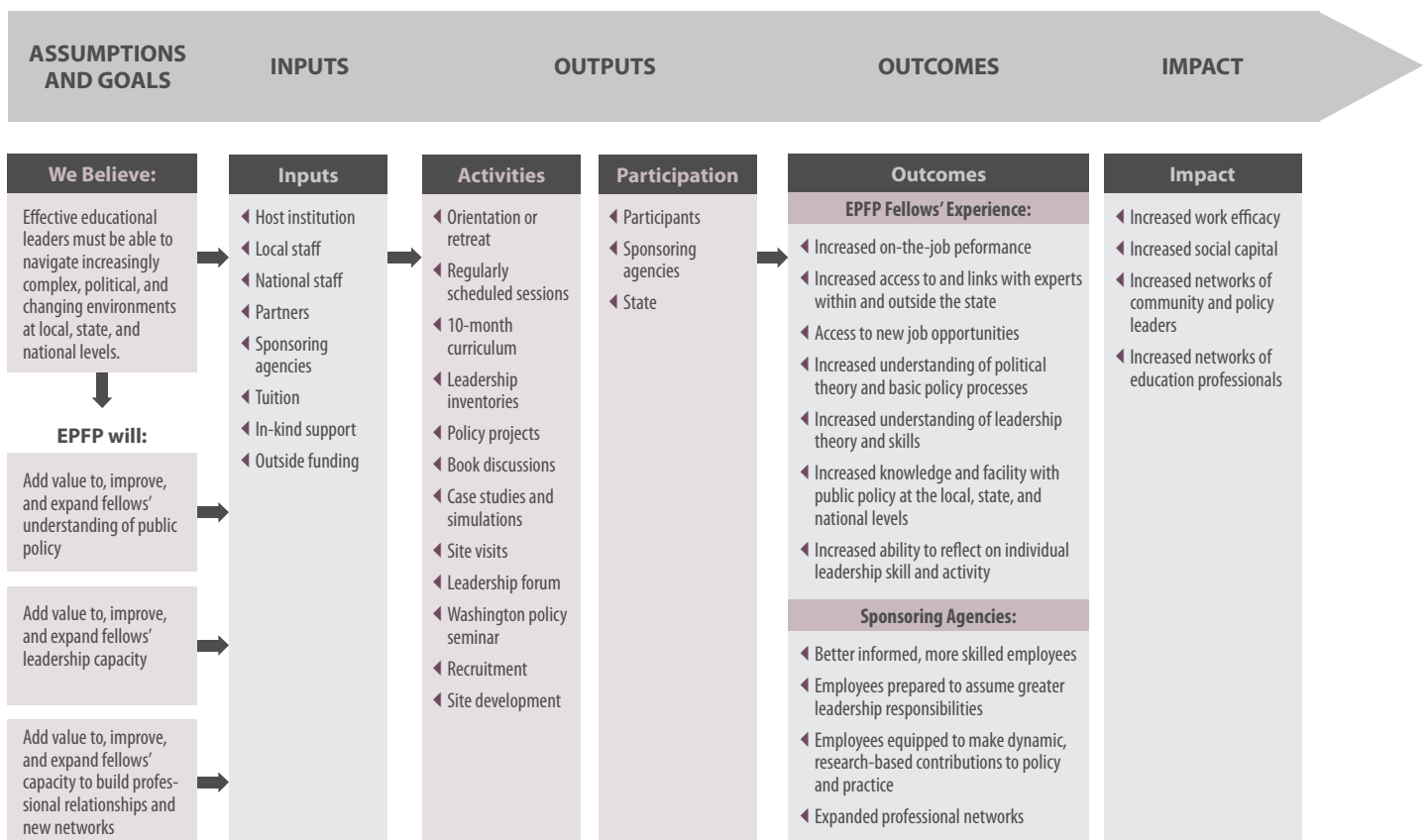
State	Institutional Partner
Arizona	Lincoln Center for Applied Ethics and Mary Lou Fulton College of Education, Arizona State University
Connecticut	Area Cooperative Educational Services
Georgia	Georgia Partnership for Excellence in Education
Massachusetts	Department of Political Science, Northeastern University
Michigan	The Education Policy Center, Michigan State University
Minnesota	College of Education and Human Development, University of Minnesota
Mississippi	Mississippi State University – Meridian and The Montgomery Institute
Missouri	School of Education, University of Missouri, Kansas City
New York	Teachers College Columbia University and Putnam/Northern Westchester Board of Cooperative Educational Services
North Carolina	Public School Forum of North Carolina, Inc.
Ohio	Center for Educational Leadership, Cleveland State University (CSU) and Lake County Educational Service Center
Pennsylvania	Education Policy and Leadership Center
South Carolina	South Carolina Association of School Administrators
Washington, DC	Institute for Educational Leadership
West Virginia	The Center for Education in Appalachia, Fairmont State University

Contact information available at: <http://www.iel.org/epfp/index.html>

EPFP rests at the intersection of leadership development in education and leadership development in public policy. The EPFP logic model (see Figure 1 on page 4) is built on the assumption that leaders for education must be able to navigate increasingly complex social, economic, and political environments at the local, state, and national levels. Linked by collective

goals and objectives and guided by the logic model, the EPFP sites combine state and local activities with national events to provide a leadership development experience to about 200 diverse fellows annually. While partners conduct local programs independently, they do so within the context of the logic model. ❖

Figure 1. Education Policy Fellowship Program Logic Model



LEADERSHIP DEVELOPMENT—THE THEORETICAL CONTEXT

The field of leadership development has evolved significantly from its earliest days when executive training and support programs first began appearing on campuses and in corporations across the nation. The Center for Creative Leadership (CCL) has described leadership development as generating “individual and collective capacities to create shared meaning to effectively engage in interdependent work across boundaries, and to enact tasks of leadership in a way that is more inclusive” (McCauley and Van Velsor 2004). This definition highlights a distinction between development work that enhances the capacity of an individual and development work that enhances the capacity of a collective.

Developing Human Capital/Creating Social Capital

David Day (2001, 586) clarifies the distinction between leader development and leadership development this way, “Leadership development can be thought of as an integration strategy by helping people understand how to relate to others, coordinate their efforts, build commitments, and develop extended social networks by applying self-understanding to social and organizational imperatives.” Day further contends that the interpersonal competencies increased through leadership development can be characterized as a form of social capital. Using this framework, *leader development* can be conceived of as an activity that develops an individual’s human capital (e.g., knowledge and skills), whereas *leadership development* has an “orientation towards social capital [that] emphasizes the development of reciprocal obligations and commitments built on a foundation of mutual trust and respect” (Day 2001, 605).

Social capital is often discussed in terms of citizenship and social cohesiveness and the importance of semi-permanent social networks in creating social trust (Putnam 1995). Emerging consensus in the management literature, however, suggests that social capital is also important to individual work performance and organizational functioning (Adler and Kwon 2002). This broader idea of social capital emerges from the relatively obscure work of a French sociologist, Pierre Bourdieu (1986). He defined social capital as the development of actual or potential resources based on

a lasting network of personal relationships, and suggested that social networks translate into economic benefits as well as social benefits.

Two Types of Social Capital: Bonding and Bridging

More recently, researchers have turned their attention to two types of social capital that offer different kinds of benefits. The first type focuses on ties within a group, whether a workgroup or a social network. In the IEL study, this type of social capital is denoted as *bonding social capital*. James Coleman (1988), like Putnam, emphasized the importance of group cohesiveness and interaction at the local or small group level as the “glue” that allows sustained cooperation. Bonding social capital—when looked at in the context of developing human capital, the goal of most mid-career leadership development programs—is what permits the development of trusting relationships that allow people to take risks, make small errors, and learn from each other. Developing group bonds translates into economic benefits because individuals are able to develop new analytic skills and understanding that would not have occurred in a lower trust setting.

The second type of social capital examines the development of networks that reach across group or organizational boundaries. In the IEL study, this type of social capital is denoted as *bridging social capital*. Building on Bourdieu’s work, this view emphasizes the positioning of people in loose networks in which resources can be accessed on an as-needed basis. The larger an individual’s loose network of relationships across various groups and organizations, which act more like mutual acquaintances than friendships, the easier it is to gain access to resources when needed by the individual or by member(s) of other groups to which he or she belongs. This perspective has led to the idea that people who can span the boundaries of work and friendship groups in which they are members are those who can best take advantage of opportunities presented by new knowledge. In the context of leadership development programs that focus on individuals in a cohort, one must consider how participation increases the individual’s ability to gain access to networks after they have completed participation. ❖

THE EPFP ALUMNI STUDY IN BRIEF

IEL’s exploration of EPFP was a five-part study that had as its centerpiece a survey of EPFP alumni. The survey instrument was constructed after an extensive review of the literature on leader and leadership development. The content of the survey also was informed by focus group discussions with EPFP coordinators and EPFP alumni, and by lessons learned through a review of similar leadership development programs. The human capital and social capital framework outlined previously made it possible to explore how developmental activities targeted at individuals can result in enhanced capacity at a broader collective level.

To conduct the survey, IEL contacted EPFP alumni for whom it had current e-mail or ground mail addresses (about 3,000). The survey response rate (n=820) was 28 percent. Responses were received from diverse par-

ticipants in all states ever affiliated with the program. Table 2 breaks down the demographic characteristics for all EPFP survey respondents.

In conducting the EPFP survey, IEL sought answers to three basic questions:

1. What are the effects of participating in a relatively intensive mid-career leadership development program on work effectiveness?
2. What are the effects of participating in a relatively intensive mid-career leadership development program on career trajectories?
3. Are the effects of participating in EPFP enduring? That is, did people who are now late in their careers (or even retired) report the same kind of impacts as those who have gone through EPFP more recently? ❖

Table 2. EPFP Survey Respondents’ Characteristics

Number of Responses	Gender	Race	Years Since Participation	Employing Agency During Participation
			Mean=17.3 years	Note: Only 701 respondents answered this question
Percent	Percent	Percent	Percent	Percent
Response Rate: 28 %	Female: 62 % Male: 38 %	White: 62% Black/African American: 19% Hispanic: 7% American Indian or Alaskan Native: 1% Other or self-identified as mixed-race/ethnicity: 11%	<10 years: 20% 10 to 25 years: 60% >25 years: 20%	State agency or unit: 27% Local educational agency: 26% Post-secondary institution: 20% Foundation, non-profit organization, or for-profit organization: 17% Federal government agency: 8%

More methodological details are available in IEL’s full report to Lumina Foundation for Education, which can be found at: www.iel.org.

THE EPFP ALUMNI SURVEY: WHAT IEL LEARNED ABOUT DEVELOPING CROSS-BOUNDARY LEADERS

The analysis of the EPFP Alumni Survey responses identified what participants think they learned in EPFP and the work and career outcomes participants ascribed to their participation. The discussion that follows summarizes the findings within the context of the three research questions.

1. Does Participation in EPFP Develop Human Capital?

Leadership training through EPFP introduces participants to new knowledge and ideas through curricula focused on U.S. and global issues in education policy and reform and exposes them to a variety of leaders via interactions with researchers, politicians, and top officials of public and private agencies. During the program year, fellows are introduced to doers and thinkers as well as critics and advocates through site programs and national plenary events.

► FINDING 1. Participation in EPFP Increases Participants' Knowledge and Understanding

Respondents were asked to assess the degree to which their knowledge had increased in a variety of areas regarded as core to the program. Analysis of responses to these survey items showed three areas of increased understanding after participating in EPFP:

- ◀ *Understanding of **policy issues** [education] affecting their state/area.*

Over the program year, participants dig deeply into the most pressing policy issues affecting youth. Accountability, school finance, early childhood education, adequate yearly progress, school turnaround, and charter schools are but a few of the issues that participants dissect, debate, and distill during their fellowship seminars.

- ◀ *Understanding of **leadership** theory and skills.*

EPFP combines the study of leadership with opportunities for participants to observe and question what it means to be a leader for education in their state. From judges to principals to lobbyists to state education chiefs to teachers and

parents, participants observe and learn about the leadership exercised by their state's opinion leaders and change agents.

- ◀ *Understanding of basic **policy processes and systems.***

Site visits and simulations help participants learn about the major policy levers in their field and their state and, more importantly, when and how to use them effectively. Fellows learn about government infrastructure, acquire sensitivity to political pressure points across agencies and institutions, and learn how to work effectively in particular policy and practice environments.

► FINDING 2. Participation in EPFP Develops Participants' Leadership Skills

One of the distinguishing features of EPFP is its emphasis on honing participants' leadership skills. Time is set aside for discussions about experiences that help participants apply what they are learning to their daily work. Several items in the Alumni Survey asked about skills that are tied to the exercise of leadership in educational work settings. Analysis of the responses to these survey items showed that EPFP participation had a positive impact on participants' leadership skills.

- ◀ *Being reflective about my leadership.*

Feedback instruments and facilitated discussions help fellows understand and develop the capacity to take a step back from their day-to-day work and focus on broader goals. As one North Carolina fellow noted, "Being in the room with the folks [leaders] makes you think twice about some of the decisions leaders make. You get to hear what goes through their heads and you begin to understand why they do one thing or another. It gave me perspective on my own work and has helped me in decisions that I've made in my own career."

- ◀ *Ability to access influential policy makers.*

EPFP speakers are forewarned that seminar discussions are "off the record" and participants are encouraged to be rigorous in questioning speakers about their policy decisions. EPFP's intimate

and trusting environment facilitates relationships between the experts and fellows. One alumnus stated that the EPFP experience is viewed as an opportunity to “test the theories learned in graduate school against the realities of practice.”

◀ ***Ability to contribute to public policy discussions in the workplace.***

Robust discussions with policy experts help fellows develop a strong foundation in content. Participants emerge more confident, able and willing to engage colleagues in conversations about their work. One alumna, who admits that she doesn't personally know the people in her state's power structure, emphasizes the importance of EPFP in helping her to gain access and knowledge when she needs it, pointing out that she feels that she has been “adopted into the fellowship” of people who have their fingers on the education policy pulse in the state.

2. Does Participation in EPFP Develop Social Capital?

Most continuing education programs occur in a “spray and pray” format in which people meet regularly or get together for limited periods of time to discuss important issues and topics. This type of learning format is not designed to increase the density of work relationships and networks. By contrast and by design, EPFP increase the density of the working relationships that are so vital to the exchange of knowledge, experience and resources. The varied EPFP program venues promote group interaction which, in turn, facilitates the creation of two types of social capital—bonding social capital, both short-term and long-term, and bridging social capital. The intent is to help fellows develop and refine their capacities to cross organizations, cultures, sectors, and issues, and to become more skillful at building broad networks of individuals and institutions.

► FINDING 3. Participation in EPFP Promotes Two Types of Bonding Social Capital

Social capital focused on the ties within an EPFP group was denoted as ***bonding social capital*** in the survey. Analysis of survey responses yielded two measures of the bonding social capital developed within EPFP: (1) short-term or temporary social bonding capital and (2) long-term social bonding capital. These two types of bonding social capital reflect the nature of EPFP, a program involving groups of people who, in general, do not know each other prior to the program and who work in a variety of agencies. As EPFP participants, these individuals are together in relatively intense meetings over a period of one year. Once they complete EPFP, however, they may have few opportunities to meet regularly unless they make a significant effort to do so.

◀ ***Short-Term Bonding Social Capital.***

This type of social capital reflects the importance of meeting with the EPFP group on a regular basis to think and learn about critical issues in education. Responses to survey questions—such as, “*How important was sharing experiences and ideas with others in stimulating settings?*” and “*How important was learning from people who have diverse perspectives?*”—reflect the importance of the cohort experience, a feature central of an EPFP site. This program feature promotes and supports the development of personal, trusting relationships through informal meetings conducted around a communal table, while participants focus on a formal, but meaningful, learning agenda. Short-term social bonding capital was very important to almost all of the survey respondents.

◀ ***Long-Term Bonding Social Capital.***

This type of social capital reflects the importance of developing relationships that persist beyond the EPFP program year. The survey items in this

“Leaders unwilling to seek mutually workable arrangements with systems external to their own are not serving the long-term institutional interests of their constituents.”

—John Gardner, *On Leadership*

cluster included such questions as, “Overall, how important were relationships you established during EPFP to your professional learning and growth?”; “How many people from your original cohort do you still keep in touch with regularly (at least once a year)?”; and “How important was building lasting friendships?” For some participants, the development of long-term bonding social capital was important, but less prevalent than the development of short-term bonding social capital.

► **FINDING 4. Participation in EPFP Promotes Bridging Social Capital**

Social capital focused on developing relationships and networks that reach across group boundaries was denoted as **bridging social capital** in the IEL study. Bridging occurs when a person gains access to individuals who work outside his or her employing organization and therefore gains access to their knowledge or resources. These relationships can persist throughout an individual’s career. Such networks can provide access to people and resources that were previously unknown or unavailable to the individual and his or her organization. In turn, employees become better equipped to make dynamic, research-based contributions to policy and practice, and sponsors gain individuals who have expanded professional networks. The creation of bridging social capital was measured by the participants’ assessment of their increased skills in working with leaders in their community, gaining access to influential policy makers, and contributing and coping with public policy issues affecting their work.

Analysis of the survey suggests that the creation of bridging social capital was important to many people; they said that EPFP helped them learn how to become “bridge builders.” But, the results for an equal number of respondents indicated that developing bridging social capital was relatively less important than the development of interpersonal and career-related skills.

3. Does Participation In EPFP Affect Careers?

To answer this question, IEL identified three outcomes relevant to EPFP and most mid-career leadership development programs, then used regression analysis to identify and examine program effects.

1. **Increased Work Efficacy:** Participants’ experiences help them to improve their on-the-job performance.
2. **Career Enhancement:** Participants gain knowledge and contacts that enable them to assume greater leadership responsibilities.
3. **Policy Leadership:** Participants use the resources gained in the program to develop connections with policy leaders to solve work-related issues.

► **FINDING 5. Participating in EPFP Has a Positive Impact on Participants’ Work and Careers**

◀ **Career Outcome 1: Increased Work Efficacy.**

Analyses of survey results suggest that participants who reported increases in work efficacy are strongly affected by their responses to survey items related to both short-term and long-term bonding social capital variables, but not to items comprising the bridging social capital variable. In addition, the results suggest that on-the-job performance was most improved when respondents believed they learned a lot about leadership and the policy issues in their state, but job performance somewhat less affected by learning about policy systems. Finally, the assessment of the effects of EPFP participation on work efficacy is not at all associated with the amount of time that has elapsed since the respondent participated in the program.

◀ **Career Outcome 2: Career Enhancement.**

The results are somewhat different when looking at career enhancement. While long-term bond-

“Leadership development can be thought of as an integration strategy by helping people understand how to relate to others, coordinate their efforts, build commitments, and develop extended social networks by applying self-understanding to social and organizational imperatives”

—David Day 2001

ing social capital has a strong association with career enhancement, neither the short-term bonding social capital nor the bridging social capital variables are important. All of the human capital variables (knowledge and skills) are significantly associated with career enhancement. In addition, the career enhancement variable is positively associated with the time that has elapsed since EPFP participation. Since finishing the program, many of the respondents had changed careers. Twenty-four percent had moved to another state and 58 percent had moved to a different agency within the same state. But, even among those who changed jobs, most stayed within the same “sector” (e.g., local education agencies, higher education).

◀ **Career Outcome 3: Policy Leadership.**

The results for policy leadership outcomes are mixed. Participants’ ratings of policy leadership are strongly affected by their responses to items comprising the long-term bonding social capital variable, but unaffected by short-term social bonding capital, and, somewhat surprisingly, less affected by the bridging social capital developed during the EPFP program. All of the human capital variables (knowledge and skills) are strongly associated with EPFP participants’ policy leadership ratings, but elapsed time since program participation is not.

Other Findings

Additional statistical analyses led IEL to three further conclusions regarding the impact of participation in EPFP:

- ◀ No systematic differences were found between the different EPFP site programs in terms of assessed outcomes and their impacts on participants’ careers. The programs have more variance in responses within the group of participants than between the programs.
- ◀ All participants benefit from EPFP, irrespective of race/ethnicity or gender, although African Americans and women are slightly more likely to report positive outcomes.
- ◀ The sector in which people worked before entering EPFP does not account for differences in the assessment of program impact. ❖

“One of the most coveted forms of professional development—fellowships—typically aim to give time off from the rigors of daily work, with the expectation that participants will emerge from the experience with renewed energy, a new level of expertise, and a new mission.”

—*Youth Today* 2009

IMPLICATIONS OF LESSONS LEARNED FOR POLICY MAKERS

EPFPP is a mature, successful leadership development program. As with its leadership development program counterparts, a range of programmatic features contribute to its success. It introduces diverse participants to new ideas and perspectives. It provides a communal table that quickly becomes a vehicle for the development of new professional colleagues, broader networks, and additional resources. The new social networks enable participants to communicate at all levels inside organizations. More importantly, the new networks make it possible for participants to communicate across organizations and sectors.

The findings from the survey of EPFP participants confirm the usefulness of cross-boundary leadership development programs, and that such programs:

- ◀ **Produce important work-related benefits both in the short run and over a participant's career.**

A majority of participants attribute both short-term and long-term career advantages that accrued as a direct consequence of their participation in EPFP. The fact that assessment of these advantages is either unrelated to the amount of time that has elapsed since participating, or is even enhanced by the passage of time, suggests that the lasting effects of such programs may be their most important effect.

- ◀ **Enhance a wide variety of work-related behaviors, including increased knowledge and skills and productive social connections and networks.**

EPFP and its leadership development program peers enhance a wide variety of work-related behaviors, including increased knowledge and skills and productive social connections and networks. In particular, people believe that they are more effective at work, better able to move forward in their careers (including moving across as well as within sectors), and better able to gain access to significant decision makers within their work settings.

- ◀ **Build integrative leadership cadres within states over time.**

EPFP and its leadership development program peers have the potential to build connected leadership cadres within the states where such programs operate. Leadership capacity in the states where EPFP operates is increased by dint of the number of individuals who have better knowledge of the issues, and broader, cross-boundary networks. While many EPFP participants changed jobs, only 24 percent moved to another state. The prevalence of social capital created within the EPFP group, and its association with the policy leadership outcome indicates that people who have gone through EPFP are likely to maintain the capacity for networking and for developing improved education and social policies long after their EPFP experience. They remain in the state and bring their increased knowledge to bear on the decisions they make as they assume greater leadership positions.

Ideas for Improvement

Since little consequential or enduring change occurs in the absence of a well-crafted and well-disseminated vision—one that anchors, supports and guides reform, IEL has translated what it learned into “*Ideas for Improvement.*” Expressed as best practices, these ideas are designed to guide the work of policy makers in the public, non-profit, and for-profit sectors—the individuals whose decisions determine the fate of leadership development programs.

Comprehensive, cross-boundary leadership development programs require the following resources:

- ▶ **State-Level Commitment and Support**

EPFP is an important investment that has the potential to increase a state's capacity to solve complex, ill-defined problems. More often than not, initiatives to increase capacity in the public sector occur in narrow, agency-focused and/or system-based silos. The result: agency- and/or system-specific programs that emphasize the development of technical skills in specific areas. These narrow leadership

development efforts perpetuate the preparation of leaders who are less equipped to work efficiently and effectively across systems. Absent a broader and more collaborative leadership preparation focus, we will continue to bemoan the lack of savvy leaders who can drive and sustain innovations that cross the many agencies and sectors responsible for the development and education of children and youth. A majority of the graduates of EPFP remain in the state, and bring a better understanding of the political and policy making processes that drive practice and refined skills to bear on their work.

► Long-Term Investment

Developing leadership capacity is not a “one and done” proposition; rather, it is an ongoing process. Over time, the return on investment outweighs the cost. It is in the states’ as well as organizations’ best interests to provide incentives and to support programs that develop leaders for public sector work. Developing cross-boundary leadership must be central to any effort to improve the systems that serve children and youth, and the focus should be on the mid-career professional. Participants acquire a deeper knowledge base, and develop a broader intellectual horizon. They also develop a more nuanced ability to reflect on their own leadership and a strengthened

capacity to take the lead. The organization builds its human capital and gains access to professional networks that enable it to function strategically and effectively. The resulting and ever-growing individual and organizational capacity can help sustain coherent policy dialogue and promote action on the most significant issues confronting the public sector at all governance levels.

► Broad Partnerships

Developing cross-boundary leaders is a shared responsibility among different stakeholders at all governance levels. The need for such leadership is great, and the responsibility for sustaining the programs that prepare them cannot rest with one organization or funding source. These programs have ongoing resource needs and face difficult sustainability challenges. The costs must be spread out across the stakeholders who ultimately benefit from the program—individuals and their institutions, organizations, and agencies. Currently, most leadership development programs have strong relationships with their major beneficiaries—the leaders of the institutions and agencies whose staff members are being developed or with the largest funding source. New, broader, and creative partnerships need to be developed that include diverse stakeholders and funding sources in it for the long haul. ❖

“The single biggest way to impact an organization is to focus on leadership development. There is almost no limit to the potential of an organization that recruits good people, raises them up as leaders and continually develops them.”

—J. C. Maxwell 2001

CONCLUSION

Through the EPFP study, IEL learned that participation in EPFP increases fellows' knowledge base, develops their leadership skills, and strengthens their ties within the diverse EPFP group, as well as with individuals outside the group's boundaries. By developing participants' human capital and creating social capital, EPFP has an enduring impact on fellows' work efficacy and careers. Long-term benefits are evident one year after completion of the program and throughout an individual's career. Through the program's combined site and national curricula, a foundation of knowledge and understanding of leadership, policy, and networking is formed and can be built upon throughout the participants' careers.

The benefits that result from participation in EPFP do not just affect individuals, but are also passed along to the participants' sponsoring agency and employer. Since participants are equipped to make dynamic, research-based contributions to policy and practice, employers gain staff who have an expanded and expansive knowledge base and professional networks that provide access to people and resources previously unknown or unavailable to the organization. While the immediate impact of EPFP is felt by individuals and their organizations, over time the program develops a more savvy systemic leadership capacity a state.

The answer to IEL's primary research question—"How do we get the leaders we need to improve results in education?"—illuminates the challenges confronting our education system today. Barriers persist between

the many institutions responsible for supporting the growth and development of children, birth to adulthood. Aligning these institutions and getting them to work in harmony will require leadership that can work across boundaries and forge relationships that will help to ensure all children and youth a quality education, and our nation a quality workforce. Much is at stake and much depends on leadership.

The American Recovery and Reinvestment Act offers a window of opportunity for strengthening our nation's education system, and an opportunity to develop the leaders for education we need. This brief is intended to help ensure that these opportunities are not squandered.

IEL has long recognized that cross-boundary leadership and a hard focus on results are central to achieving better learning and development outcomes for all children and youth. We have nurtured the growth and development of leaders across the country, individuals who now have the capacity to bring the public education system together with child- and youth-serving systems and organizational and community leaders to support reform and sustained collective action. IEL's vision is both a clarion call and a mandate: *become a society that effectively mobilizes and organizes its resources to prepare all children for success in post-secondary education, careers and civic life.* Realizing this vision will take cross-boundary leadership. IEL will continue to advocate for as well as prepare cross-boundary leadership and to share broadly—in print, in person, and via the web—what it learns through its ongoing leadership work. ❖

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ABOUT THE INSTITUTE FOR EDUCATIONAL LEADERSHIP

Since 1964, IEL has been at the heart of an impartial, dynamic, nationwide network of people and organizations from many walks of life who share a passionate conviction that excellent education is critical to nurturing healthy individuals, families, and communities. Our mission is to help build the capacity of people and organizations in education and related fields to work together across policies, programs, and sectors to achieve better futures for all children and youth. To that end, we work to:

- ◀ Build the capacity to lead
- ◀ Share promising practices
- ◀ Translate our own and others' research into suggestions for improvement
- ◀ Share results in print and in person.

IEL believes that all children and youth have a birthright: the opportunity and the support to grow, learn, and become contributing members of our democratic society. Through our work, we enable stakeholders to learn from one another and to collaborate closely—across boundaries of race and culture, discipline, economic interest, political stance, unit of government, or any other area of difference—to achieve better results for every youngster from pre-K through high school and on into post-secondary education. IEL sparks—then helps to build and nurture—networks that pursue dialogue and take action on educational problems.

We provide services in three program areas:

- ◀ Developing and Supporting Leaders
- ◀ Strengthening School-Family-Community Connections
- ◀ Connecting and Improving Policies and Systems that Serve Children and Youth.

Please visit our Web site to learn more about IEL and its work: www.iel.org.

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Leadership Development

Teacher Leadership In High Schools: How Principals Encourage It— How Teachers Practice It

This report documents findings from a small study that confirms the contributions of teacher leadership and provides a picture of how principals rely on teacher leadership teams. It posits that the absence of a supportive policy framework that fosters empowering educators, the onus for creating change rests on principals and teachers.

Preparing Leaders for Rural Schools: Practice and Policy Considerations.

This report provides field-based insights—not silver bullets, not research findings, and not final solutions—collected from people working in and familiar with rural places and rural schools. Based on authentic conversations, the report offers best, worst, and promising policy strategies and program practices that make a difference in rural schools.

Preparing and Supporting Diverse, Culturally Competent Leaders: Practice and Policy Considerations.

This report shares views collected from individuals working in leadership development programs in urban, suburban, and rural schools districts. It identifies best practices for preparing school leaders who are themselves diverse, as well as others, and ensuring that all have the skills, knowledge, and attributes necessary for cultural competence.

Preparing and Supporting School Leaders: The Importance of Assessment and Evaluation.

This paper documents best practices in assessing and evaluating school leadership programs and leaders. It provides the collective insights of a diverse group of individuals—those who run leadership preparation programs, evaluation experts, education researchers, and representatives from new leadership provider organizations. In addition, it identifies the eight themes that dominated the discussions and offers them as guidance for improvement.

Preparing School Principals: A National Perspective on Policy and Program Innovations.

This study focuses on two areas in which state policies and programs can have particular influence on school leadership. The report distills the national conversation about school leadership and principal preparation programs and presents promising approaches and practices in and/or across state systems, in local school districts, in universities and colleges, and in new provider organizations across the nation.

Raising Graduation and College Going Rates: Community High School Case Studies

This report highlights eight high schools that are succeeding because they couple strong, engaging, academic programs with an array of supports and opportunities for their students. These community schools are breaking the mold and demonstrating the power of community to support student success.

Workforce Development

The 411 on Disability Disclosure: A Workbook for Youth with Disabilities

Designed for youth, and adults working with them, to help them learn about disability disclosure, this popular workbook helps young people make informed decisions about whether or not to disclose their disability and understand how that decision may impact their education, employment, and social outcomes.

Guideposts for Success

This important framework details what research says that all youth need, including youth with disabilities, to successfully transition into adulthood. It is designed to ensure that programs and policies are grounded in what all youth need to succeed.

Tunnels and Cliffs: A Guide for Workforce Development Practitioners and Policymakers Serving Youth with Mental Health Needs

This guide provides practical information and resources for youth service professionals and policy makers to assist them in addressing system and policy obstacles and help improve service delivery systems for youth with mental health needs.

Guideposts to Success for Youth with Mental Health Needs Framework: Negotiating the Curves Toward Employment: A Guide About Youth Involved in the Foster Care System

This guide encourages collaboration between workforce development, child welfare, mental health, schools, and other community institutions to improve the chances for youth in foster care to successfully transition into adulthood. Readers will find facts and statistics, examples of states and communities that are changing policy and practices, and the *Guideposts for Success for Youth in Foster Care*.

Making the Right Turn: A Guide About Improving Transition Outcomes for Youth Involved in the Juvenile Corrections Systems

This guide provides professionals involved with the juvenile justice system with well-researched and documented facts, evidence-based research, and promising practices. It also includes the *Guideposts for Success for Youth Involved in the Juvenile Corrections System*.

Paving the Way to Work: A Guide to Career-Focused Mentoring

This guide is for individuals designing mentoring programs for youth, with and without disabilities, and provides information on why career-focused mentoring is one of the most important strategies for helping youth make a positive transition from school to work.

School and Community

Raising Graduation and College Going Rates: Community High School Case Studies

These case studies highlight the success of high schools that mobilize the assets of their communities to support student success. Moving beyond a narrow focus on academics, these community schools provide a comprehensive array of opportunities for their students.

Community Schools Evaluation Toolkit.

The Evaluation Toolkit is a starter guide for community school staff to evaluate their efforts so that they learn from their successes, identify current challenges, and plan future efforts. It provides a step-by-step process for planning and conducting an evaluation at community school sites.

Community Schools across the Nation: A Sampling of Local Initiatives and National Models

Community schools are alive and growing, serving millions of students across the nation. Today, there are a number of national models and local initiatives that create their own flavor of community school. This brief provides an overview of leading initiatives.

Community and Family Engagement: Principals Share What Works

Principals are turning increasingly to the community to help them engage families, share resources, and meet standards. Informed by the work of principals, this paper finds six keys to community engagement that help school leaders engage families, staff, partners, and the larger community in the life of the school.

Growing Community Schools: The Role of Cross-Boundary Leadership

Leaders from schools, cities, and counties across the nation are working together in new ways to “grow” community schools. This report profiles eleven communities where this work is taking place. These leaders are installing and increasing the number of community schools as quickly as possible, using a powerful vision with a clear focus on results and an effort to make the best possible use of all the assets their communities can offer.

Community-Based Learning: Engaging Students for Success and Citizenship

This report makes the case that community-based learning addresses the problems of boredom and disengagement by involving students in real-world problem solving that is relevant and meaningful. This approach brings together a collection of teaching and learning strategies, including service learning, place-based education, environment-based education, civic education, work-based learning, and academically based community service.

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Copies of this report are available for download at no cost from IEL's Web site. Requests for printed copies must be received in writing by fax, e-mail, or mail, and are subject to availability, plus a minimum charge of \$2.00 for shipping and handling. To order copies:

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