



Student Outcomes and
the Reform of Education

School Effectiveness & School-based Management

*A Mechanism
for Development*

Yin Cheong Cheng

School Effectiveness and School-based Management

Student Outcomes and the Reform of Education

General Editor: Brian J. Caldwell, Professor of Education, Head, Department of Education Policy and Management, University of Melbourne, Australia

Student Outcomes and the Reform of Education series is concerned with the reform of public policy-makers, practitioners, researchers and scholars for much of the 1990s, with every indication of more to come with the approach of the new millennium. This series reports research and describes strategies that deal with the outcomes of reform. Without sacrificing a critical perspective the intention is to provide a guide to good practice and strong scholarship within the new arrangements that are likely to provide the framework for public education in the foreseeable future.

- 1 School Effectiveness and School-based management: A mechanism for development
Yin Cheong Cheng
- 2 Transforming Schools Through Collaborative Leadership
Helen Telford

School Effectiveness and School-based Management: A Mechanism for Development

Yin Cheong Cheng



LONDON AND NEW YORK

First published in 1996 by Falmer Press

This edition published 2012 by Routledge

2 Park Square, Milton Park, Abingdon, Oxon, OX14 4RN

711 Third Avenue, New York, NY 10017, USA

Routledge is an imprint of the Taylor & Francis Group, an informa business

© Yin Cheong Cheng 1996

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without permission in writing from the Publisher.

A catalogue record for this book is available from the British Library

Library of Congress Cataloging-in-Publication Data are available on request

ISBN 978-0-750-70457-1 (hpk)
ISBN 978-0-750-70458-8 (pbk)

Jacket design by Caroline Archer

Typeset in 10/12 pt Times by
Graphicraft Typesetters Ltd., Hong Kong

Contents

List of Figures and Tables	vi
Acknowledgments	viii
Introduction	1
Part I School Effectiveness	5
1 School Functions and School Effectiveness	7
2 Models of School Effectiveness	18
3 A Dynamic Perspective of School Effectiveness	29
Part II School-based Management	41
4 The Theory of School-based Management	43
5 Self-management at Multiple Levels	65
6 A School-based Management Mechanism for Development	85
Part III Practice	101
7 Leadership for the School-based Management Mechanism	103
8 Management of School-based Staff Development	127
9 Management of School-based Curriculum Change	147
10 Management of School-based Change	157
11 Conclusion: The Future of Research on School Effectiveness and School-based Management	181
References	186
Index	204

List of Figures and Tables

Figures

3.1	Varying priority for pursuing school effectiveness on multiple criteria	36
3.2	Maximizing school effectiveness on multiple criteria along a spiral path	37
5.1	Strategic management process: Self-management at the school level	67
5.2	Self-management cycle at multi-levels	78
6.1	The matrix of school process	86
6.2	The actor-layer management	89
6.3	The level-layer management	90
6.4	The matrix of school technology	94
6.5	The matrix of school culture	98
7.1	The layer leadership	112
7.2	The conception of strategic leadership in schools	115
8.1	The matrix conception of school-based staff development	134
8.2	Steps of establishing a staff development program	143
9.1	The structure of curriculum effectiveness	149
9.2	The organizational model of curriculum change	152
9.3	An example of cyclic progress at the program level	155
10.1	The matrix of school-based change	163
10.2	The force field of school change	165
10.3	School-based change and staff development	168

Tables

1.1	School functions at multi-levels	10
1.2	Categories of school effectiveness	14
1.3	New directions and old traditions in studying school effectiveness	16
2.1	Models of school effectiveness	19
3.1	Models of school effectiveness and levels of school effectiveness	30
3.2	Models of school effectiveness and types of school effectiveness	31
4.1	Theory of school-based management vs theory of external control management	45

List of Figures and Tables

4.2 Profiles of school-based management and external control management	50–51
4.3 Tendency towards school-based management as related to teacher performance, leadership and organizational performance	61
4.4 Comparison between profiles of school-based type and external control type	62
5.1 Self-management process at different levels	73–74
7.1 Multi-dimensional leadership and school performance	109
7.2 The traditional leadership concept and the layer-leadership concept	114
7.3 Models of school effectiveness and leadership roles	123
8.1 Traditional concepts and new concepts of staff development	131
8.2 Activities and objectives for staff development	138–139
9.1 Comparison between the approaches to curriculum change	150
9.2 The congruence matrix	153
10.1 Category of change actor and level of change	164
10.2 Analysis of the driving forces	172
10.3 Analysis of the restraining forces	172
10.4 Stages of a school-based change	173
10.5 The characteristics of different change strategies	176
10.6 The choice of strategies and techniques for school-based change	179

Acknowledgments

This book is developed from my keynote speech presented at the International Congress for School Effectiveness and Improvement held in Melbourne, Australia in January 1994. I would like to acknowledge the organizing committee of the Congress, particularly Professor Brian Caldwell and Professor Tony Townsend for giving me the opportunity to write the speech and this book. I am indebted to my doctoral students for their contribution to my thinking. Part of the book is based on the materials in some of our published papers. Particularly, Mr Wing Ming Cheung, Mr Bong Yiu Yuen, Mr Wai Ming Tam, and Mr Kwok Hung Ng have contributed to Chapters 5, 7, 8, and 10 respectively.

I am grateful for permission of the *International Journal of Education Management Journal*, *School Effectiveness and School Improvement*, *Education Journal*, *Educational Research Journal*, and *Journal of Primary Education* to use the materials in my articles published in their journals to develop this book. I also thank my research assistant Miss Winnie Leung for drawing the figures for my manuscript. Special thanks to the editors of the Falmer Press for their serious professional support.

Introduction

Currently, numerous education reforms and school restructuring movements work towards educational effectiveness and school development, not only in the West such as Canada, USA, and UK, but also in the Asia-Pacific regions such as Australia, New Zealand, Mainland China, and Hong Kong. The search of effective schools, the shift to school-based management, the emphasis on development planning in school, the ensurance of school education quality, and the implementation of various school restructuring programs are typical examples of efforts on reform movements. From these reforms, several trends can be observed:

- *From improvement to development:* There is a shift of emphasis from school improvement to school development. In the school improvement tradition, it is often assumed that school goals are clear and static and schools should be improved if they cannot achieve these goals successfully. But nowadays, educational environments are changing very quickly and school goals are not so clear and unchanging anymore. In order to adapt to the changing environments, there is a strong need to continuously develop nearly every important aspect of the school, including school goals, staff, organizational structure, school process, and technology in management, teaching and learning. Continuous school development is necessary for long-term school effectiveness. Conceptually, school improvement is a narrow, short-term and remedial concept. On the contrary, school development is a comprehensive, long-term, and formative concept;
- *From quantity to quality:* A clear shift can be seen from education quantity to education quality. People are not satisfied only with the quantity of educational service provided in the school. They are more concerned about the quality. Whether the quality of school education can meet the high and diverse expectations of school constituencies, and how it can be enhanced and assured become key issues in most of the current educational reforms;
- *From maintenance to effectiveness:* Traditionally, people are more concerned about problems happening in schools, and they make great efforts to avoid troubles and maintain normal school functioning. They often ignore whether or not schools are effective. But now, there is a shift of emphasis from school maintenance to school effectiveness. Maintaining daily functioning is not sufficient to satisfy the need for high quality school education. The present school reforms aim at maximizing school effectiveness to serve diverse educational needs;

School Effectiveness and School-based Management

- *From external control to school-based management:* The shift in school management from the external control mode to the self-management mode or school-based management is evident. The traditional centralized management often ignores school-based needs; it is found to be ineffective and too rigid to develop school-based initiative and meet changing school-based needs. In current school reforms, decentralization of power from the central authority to the school level, school autonomy and self-management, and participation of school constituencies are strongly encouraged to facilitate the school-based initiative for school development and effectiveness; and
- *From simplistic techniques to sophisticated technology:* In present school reforms, a clear shift of emphasis from using simplistic techniques to applying sophisticated technology in school management or planning can be observed. Traditionally, it is often assumed that school goals are obvious, static, standard and given by the central education authority. Schools are all under external control and are dependent on the management of the central authority. Therefore, there is no strong need to use any sophisticated management technology to deal with impacts from the changing environments. But now, following shifts in reforms, the use of sophisticated technologies such as the technology of strategic management, development planning, participative management, and quality assurance is strongly emphasized and promoted in schools.

Responding to these trends and developments in educational reforms and school changes, there have been considerable advances in knowledge, research, practice and policy particularly in the areas of school effectiveness and school-based management. But compared with the huge scale of the ongoing education reforms involving numerous schools, staff, and students, these advances seem to be too small to support the implementation of reforms. It is not surprising that many reforms with good will have experienced failure and frustration. There is a strong need for more empirical research and theory building to support the ongoing educational reforms and school restructuring movements. Particularly, at the current stage, how to integrate the different developments in school effectiveness research, school-based management and school strategic management into a coherent framework and to establish a mechanism for the continuous pursuit of school development and effectiveness should be a critical question to be answered if we hope to make any breakthrough to the ongoing reform movements.

This book is developed from my keynote speech presented at the International Congress for School Effectiveness and Improvement held in Melbourne, Australia in January 1994. In this book, I propose an integrative and dynamic view to understanding the complex nature of school effectiveness and school-based management, and develop a theory for establishing a school-based management mechanism for the pursuit of school development and effectiveness. There are three parts in the book. The first part focuses on the basic issues, ideas and theories of school functions and school effectiveness. The second part explains the theory of school-based management and multi-level self-management, and develops a school-based management

Introduction

mechanism for school development. The third part describes the practice of the school-based management mechanism in terms of leadership, staff development, curriculum change, and school-based change.

School effectiveness is a very vague concept even though it is frequently used in research and practice. Without discussing school functions, it is difficult to understand the concept of school effectiveness. In Chapter 1, school functions are classified as technical/economic functions, human/social functions, political functions, cultural functions and educational functions at the individual, institutional, community, society and international levels. According to the nature of school function, there may be as many as twenty-five categories of school effectiveness. From this classification, we can see that the traditional conception of school effectiveness is over-simplistic, making wrong assumptions about the complicated relationship between categories of school effectiveness. New directions should be proposed for studying school effectiveness. In Chapter 2, eight models are introduced to explain and assess school effectiveness from an organizational perspective. They are the goal model, resource-input model, process model, satisfaction model, legitimacy model, organizational model, ineffectiveness model, and total management model. How these models are related to the categories of school effectiveness, and how school effectiveness can be maximized on the multiple criteria are important questions in research and practice. These issues are discussed in the light of a dynamic perspective proposed in Chapter 3. According to this perspective, a school may be assumed effective if it can adapt to the changing internal and external environments and achieve the multiple goals of its multiple constituencies in the long run.

The rise of school-based management is closely related to the pursuit of school effectiveness. The theory and characteristics of school-based management are introduced in Chapter 4 to explain how school-based management can be developed as the necessary condition that facilitates schools to pursue school development and dynamic effectiveness. Also, the advantages of school-based management can be further developed and reinforced by the integration of the concepts of strategic management and self management at multi-levels in the school (Chapter 5).

In addition to the theory of school-based management and multi-level self-management, school process characteristics should be taken into consideration if we want to establish a school-based mechanism for pursuing school development and dynamic effectiveness. In Chapter 6, through generalizing the matrix conception of the school process, a new concept called *layer management* is introduced and used to construct a comprehensive unit for management. Matrix conceptions of school technology and school culture are developed to facilitate the understanding of internal school functioning. A principle of congruence is proposed to explain the effectiveness of the internal school process and direct the activities of management, teaching and learning. Finally, based on the school-based management theory, the multi-level self-management concept, the layer management concept, the matrices of school technology and school culture, and the principle of congruence, an effective school-based management mechanism is proposed for practice in school (Chapter 6).

School Effectiveness and School-based Management

The concept of the mechanism is new even though it is based on the integration of recent developments in theory and practice. Its theory is considerably different from traditional thinking and therefore its practice is correspondingly different from what people are now doing in schools. Leadership is the driving force for developing, establishing, and implementing this mechanism. Its nature and functions should be reconceptualized in the light of the theory of the mechanism. New concepts of *strategic leadership* and *layer leadership* are proposed and explained in Chapter 7.

Staff development and curriculum change are the key elements of current educational reforms. Whether they can be successfully implemented or not often directly influences the development and long-term effectiveness of the school. Based on the new ideas of the school-based management mechanism, the management of school-based staff development and school-based curriculum change should be different from the traditional practice. Chapters 8 and 9 introduce the alternative management models.

School changes can be divided into externally imposed school changes and school-based changes. The school-based management mechanism provides a framework for facilitating continuous school-based changes in the direction of long-term school development. In Chapter 10, the theory and strategies of managing school-based changes are developed with insights from the new mechanism.

Since the theories and ideas proposed in the above chapters are different from the traditional thinking about school effectiveness and school-based management, a new set of implications can be drawn for research, policy, and development for the ongoing or future educational reforms and school restructuring movements.

I hope researchers, educators, teachers, educational administrators, policy-makers, reform consultants, and all those involved in school reforms would have opportunities to reflect on current developments and develop their schools successfully from a more comprehensive perspective. I believe this book can make a contribution to creating such an opportunity and can benefit the ongoing and future efforts on school development and effectiveness in different parts of the world.

Part I

School Effectiveness

Chapter 1

School Functions and School Effectiveness

School effectiveness is still a very vague concept even though it is often used in the literature of school management and improvement. To different people, the definition of school effectiveness may be very different. Also, school effectiveness is often confused with *school efficiency*. The critical elements of effectiveness conceptualization such as *what criteria, whose criteria, effective for whom, who to define, how to evaluate, when to evaluate, and under what environmental constraints* are often problematic because there seem no standard elements accepted by all concerned constituencies for evaluation. A school is an organization in a changing and complicated social context, bounded with limited resources and involving multiple constituencies such as education authorities, school administrators, teachers, students, parents, taxpayers, educators, and the public (Cheng, 1993j). In such a social context, understanding school effectiveness is quite difficult without discussing school functions. Schools may have different performance and effectiveness for different functions or goals. For example, some schools may be good at helping students' personal development, whereas some may be excellent in producing competent technicians for the needs of the community. Therefore, it is necessary to clarify the aims and functions of schools before we can discuss what *is* school effectiveness.

School Functions at Multi-levels

Twenty years ago, when reviewing school effectiveness in the USA, Averch, *et al.* said that 'most of this century, public schools in the United States have been viewed as carrying out five important functions: *socialization*, a unifying and disciplinary force in a society of diverse origins; *sorting*, identifying people's future socioeconomic roles; *custody*, the child-sitting function; *knowledge and skills training*, developing a literate popular, with at least a minimum of job-related skills and encouragement of such *individual attributes as creativity and self-reliance*' (1974: 3). In 1989, the President of USA convened the Education Summit with the nation's Governors and they embarked on a historic venture to change the national educational emphasis. They initiated six national education goals as a framework for action:

- 1 By the year 2000, all children in America will start school ready to learn;
- 2 By the year 2000, the high school graduation rate will increase to at least 90 per cent;

School Effectiveness and School-based Management

- 3 By the year 2000, American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy;
- 4 By the year 2000, US students will be first in the world in science and mathematics achievement;
- 5 By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship; and
- 6 By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning (The National Education Goals Panel, 1992: 4–5).

From these goals, the functions of US schools should offer a disciplined environment, help American children or students be ready to learn, graduate successfully, acquire competency in academic subjects, particularly mathematics and science, and be prepared for responsible citizenship, further learning, and productive employment in a modern global economy. In drafting these goals, the National Panel emphasized the contribution of the education system to the nation's strength and international economic competition (1992: 2).

For the case of Hong Kong, the fundamental aim of school education service is to 'develop the potential of every child, so that our students become independent-minded and socially-aware adults, equipped with the knowledge, skills and attitudes which help them to lead a full life as individuals and play a positive role in the life of the community' (Education and Manpower Branch, 1993: 8) and therefore the schools and their support services should aim to deliver the following services (pp. 14–22):

- 1 To the individual, 'every school should help all its students, whatever their ability, and including those with special educational needs, to develop their potential as fully as possible in both academic and non-academic directions' (p. 14), including literacy, numeracy, learning skills, practical and technical skills, social, political and civic awareness, personal growth, physical development, and aesthetic and cultural development; and
- 2 To the community, 'school education should aim to meet the community's need for people who can contribute to Hong Kong's social and economic development' (p. 14).

In addition to the above formal goals related to education of students, schools also serve other implicit or explicit functions at different levels in the society according to both Functionalism or the Conflict Theory in sociology (Blackledge and Hunt, 1985; Cheng, 1991a). For example, Functionalism suggests that school education can facilitate social mobility and social change but the Conflict Theory

School Functions and School Effectiveness

argues that school education reproduces class structure and maintains class inequality at the society level. In the light of commonly espoused education goals and organizational studies and development studies (for example, Bolman and Deal, 1991a; Kazamias and Schwartz, 1977; Townsend, 1994), we may classify the potential school functions into five types: technical/economic functions, human/social functions, political functions, cultural functions, and educational functions, as shown in Table 1.1.

Technical/economic functions refer to the contribution of schools to the technical or economic developments and needs of the individual, the institution, the local community, the society and the international community. At the individual level, schools can help students to acquire knowledge and skills necessary to survive and compete in a modern society or a competitive economy, and provide staff job training and opportunity. At the institutional level, schools are service organizations providing quality service; also they serve as a life-place or workplace in society for clients, employers and all those concerned. At the community and society levels, schools serve the economic or instrumental needs of the local community, supply quality labor forces to the economic system, modify or shape economic behaviors of students (future customers and citizens) (McMahon, 1987) and contribute to the development and stability of the manpower structure of the economy (Hinchliffe, 1987). At the international level, school education supplies the high quality forces necessary in international competitions, economic cooperation, earth protection, and technology and information exchange.

Human/social functions refer to the contribution of schools to human developments and social relationships at different levels of the society. As indicated in nearly all formal education goals, at the individual level schools help students to develop themselves psychologically, socially and physically, and help them develop their potential as fully as possible. At the institutional level, a school is a social entity or social system composed of different human relationships. The quality of social climate and relationships in it often determines the quality of work life and learning life for teachers and students. At the community and society levels, according to the perspective of Functionalism, schools serve the social needs or functions of the local community, support social integration of multiple and diverse constituencies of society, facilitate social mobility within the existing class structure, reinforce social equality for all people of different backgrounds, select and allocate competent people to appropriate roles and positions, and contribute to social change and development in the long run (Cheng, 1991a). From the alternative view of the Conflict Theory, it is possible that schools reproduce the existing social class structure and perpetuate social inequality (Blackledge and Hunt, 1985). Due to the growing global consciousness (Beare and Slaughter, 1993), schools are expected to play an important role in preparing students for international harmony, social cooperation, global human relationship, and elimination of national, regional, racial, and gender biases at the international level such that both the local community and the international community can benefit in the long run.

School Effectiveness and School-based Management

Table 1.1: School functions at multi-levels

	Technical/Economic Functions	Human/Social Functions	Political Functions	Cultural Functions	Educational Functions
Individual (students, staff, etc.)	<ul style="list-style-type: none"> Knowledge and skills training Career training Job for staff 	<ul style="list-style-type: none"> Psychological developments Social developments Potential developments 	<ul style="list-style-type: none"> Development of civic attitudes and skills 	<ul style="list-style-type: none"> Acculturation Socialization with values, norms, and beliefs 	<ul style="list-style-type: none"> Learning how to learn and develop Learning how to teach and help Professional development
Institutional	<ul style="list-style-type: none"> As a life place As a work place As a service organization 	<ul style="list-style-type: none"> As a social entity/system As a human relationship 	<ul style="list-style-type: none"> As a place for political socialization As a political coalition As a place for political discourse or criticism 	<ul style="list-style-type: none"> As a center for cultural transmission and reproduction As a place for cultural revitalization and integration 	<ul style="list-style-type: none"> As a place for learning and teaching As a center for disseminating knowledge As a center for educational changes and developments
Community	<ul style="list-style-type: none"> Serving the economic or instrumental needs of the community 	<ul style="list-style-type: none"> Serving the social needs of the community 	<ul style="list-style-type: none"> Serving the political needs of the community 	<ul style="list-style-type: none"> Serving the cultural needs of the community 	<ul style="list-style-type: none"> Serving the educational needs of the community
Society	<ul style="list-style-type: none"> Provision of quality labor forces Modification of economic behavior Contribution to the manpower structure 	<ul style="list-style-type: none"> Social integration Social mobility/social class perpetuation Social equality Selection and allocation of human resources Social development and change 	<ul style="list-style-type: none"> Political legitimization Political structure maintenance and continuity Democracy promotion Facilitating political developments and reforms 	<ul style="list-style-type: none"> Cultural integration and continuity Cultural reproduction Production of cultural capital Cultural revitalization 	<ul style="list-style-type: none"> Development of the education professions Development of education structures Dissemination of knowledge and information Learning society
International	<ul style="list-style-type: none"> International competition Economic cooperation International trade Technology exchange Earth protection Sharing information 	<ul style="list-style-type: none"> Global village International friendship Social cooperation International exchanges Elimination of national/regional/racial/gender biases 	<ul style="list-style-type: none"> International coalition International understanding Peace/against war Common interests Elimination of conflicts 	<ul style="list-style-type: none"> Appreciation of cultural diversity Cultural acceptance across countries/regions Development of global culture 	<ul style="list-style-type: none"> Development of global education International education exchanges and cooperation Education for the whole world

School Functions and School Effectiveness

Political functions refer to the contribution of schools to the political developments at different levels of society. At the individual level, schools help students to develop positive civic attitudes and skills to exercise the rights and responsibilities of citizenship. At the institutional level, schools act as a place for systematically socializing students into a set of political norms, values and beliefs, or for critically discussing and reflecting on the existing political events. Schools often become a political coalition of teachers, parents, and students that can contribute to the stability of the political power structure. At the community and society levels, schools play an important role to serve the political needs of the local community, legitimize the authority of the existing government, maintain the stability of political structure, promote awareness and movement of democracy, and facilitate the planned political developments and changes (Thomas, 1983). The growing awareness of international dependence reinforces the need for the contribution of school education to international understanding, global common interest, international coalitions, peace movements against war, and elimination of conflicts between regions and nations. It seems that the political functions of schools should also be important at the international level for the long term benefit of the world.

Cultural functions refer to the contribution of schools to the cultural transmission and development at different levels of society. At the individual level, schools help students to develop their creativity and aesthetic awareness and to be socialized with the successful norms, values and beliefs of society. At the institutional level, schools act as a place for systematic cultural transmission to and reproduction of the next generation, cultural integration among the multiple and diverse constituencies, and cultural revitalization from the outdated traditions. At the community and society levels, schools often serve as a cultural unit carrying the explicit norms and expectations of the local community, transmit all the important values and artifacts of the society to students, integrate the diverse subcultures from different backgrounds, and revitalize the strengths of the existing culture such that the society or the nation can reduce internal conflicts and wastage and build up a unifying force for national benefits. Of course, the Conflict Theory provides an alternative view that for different classes of the society, schools socialize students with different sets of values and beliefs — different cultural capital such that some people may benefit more from the prestige cultural capital but some suffer from the poor culture (Apple, 1982; Cheng, 1991a; Collins, 1971; Giroux, 1981). In other words, schools reproduce and perpetuate cultural inequality within the society. Obviously, Functionalism and Conflict Theory have different views on the cultural functions of schools at the society level. At the international level, schools can encourage appreciation of cultural diversity and acceptance of different norms, traditions, values and beliefs in different countries and regions, and finally contribute to the development of global culture through integration of different cultures.

Education functions of schools refer to the contribution of schools to the development and maintenance of education at the different levels of society. Traditionally, education is often perceived as only a means for achieving the economic, social,

School Effectiveness and School-based Management

political, and cultural values and goals. Due to the rapid development and change in nearly every aspect of the world, people begin to accept education in itself as an important value or goal. Education represents learning and development. Like economics, politics, culture, and social relationship, education becomes a necessary component of our life particularly in an era of great change and transformation. The content, system, and structure of education need to be developed and maintained. At the individual level, it is important for schools to help students to learn how to learn and help teachers to learn how to teach. Also, facilitating teachers' professional development is one of the key education functions at this level. At the institutional level, schools serve as a place for systematic learning, teaching, and disseminating knowledge, and as a center for systematically experimenting and implementing educational changes and developments. At the community and society levels, schools provide service for different educational needs of the local community, facilitate developments of education professions and education structures, disseminate knowledge and information to the next generation, and contribute to the formation of a learning society. In order to encourage mutual understanding among nations and build up a global family for the younger generation, schools can contribute to the development of global education and international education exchange and co-operation. At the international level, schools can make an important contribution to education for the whole world.

As shown in Table 1.1, there may be 25 categories of school functions in a typology composed of five types of functions at five different levels. Taking the time span into consideration, school functions may be further divided into two types: *long-term functions* and *short-term functions*. Long-term functions refer to the contributions or effects of schools that happen and continue in a long time (more than a few years). These functions are often very important even though they may not be so obvious to people's perception. Short-term functions refer to those contributions or effects of schools that occur explicitly in a short time (a few months or less than a few years). In general, for each type of the technical/economic, human/social, political, cultural or educational functions, there may exist both long-term and short-term functions even though short-term functions may be often more easily identified at the individual level or the institutional level.

To different people or constituencies, the expectations of school functions are often different. Some people may be more concerned with the technical and economic functions but others with the political functions. Some people may pay attention to the functions at the individual levels, but others may focus more on the functions at the community level or society level. Even though in the past years school functions at the international level might not attract much attention, there seems to be a growing concern about it in recent years (Beare and Slaughter, 1993).

To different academic disciplines, the emphasis on types and levels of school functions may be different too. For example, school functions at the individual level may receive more attention in educational psychology. For the sociology of education, school functions at the society level, particularly those related to social mobility, equality and class stratification, may attract more concern. Obviously, economics of education often focuses on the economic functions of schools at