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教育学经典教材 · 英文影印版

Educational Governance and Administration (6th Edition)

教育管理学的

(第六版)

Thomas J. Sergiovanni 托马斯·J·瑟吉奥万尼

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Frances C. Fowler 弗朗西丝·C·福勒

著

 中国人民大学出版社

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PREFACE

Being successful in the complex worlds of school leadership and school improvement requires that teachers, administrators, and even parents bring together, in some coherent way, the worlds of politics, policy, and practice. These worlds provide the historical background and the realistic context that is needed to understand where we now are in school leadership and improvement, to decide where we want to go, and to craft strategies that will get us there. In the end, these worlds provide the framework and substance needed for crafting new images and practices of the policy process and of management and leadership that will better serve schools and students.

This book introduces readers to governance and administration in education. Its main audience is those who aspire to be educational administrators and supervisors, to whom the book provides an overview of the field and a preview of the more specialized courses and experiences they are likely to encounter later in their professional lives. In addition, the book is designed to help administrative aspirants assess the suitability of their own capabilities, dispositions, and interests to a career in educational administration. Other audiences include teachers and teacher organization leaders, legislators and legislative assistants, and nonprofessionals who want to be better informed about the nature and structure of administration and governance in education. Prior knowledge of this field is not assumed of readers.

We believe that it is best to view the issues of educational administration as connected to those of educational governance. Educational administration is involved not only with the process of administering schools but also with the execution of public affairs in educational organizations; the performance of executive functions; the guiding, controlling, and directing of educational organizations; and the judicious use of means to accomplish educational ends. Educational governance is concerned with the organization and machinery through which political units such as federal agencies, state departments, and local school districts exercise authority and perform functions. In practice, the two are dynamic and interdependent.

THE CONTEXT FOR SCHOOLING IN THE UNITED STATES

Demands, constraints, and choices have always shaped the decision-making character of educational administration. Only the content of demands, constraints, and choices changes with the times. Chapters 1 and 2 of this book examine the environment in which schooling in the United States exists today. Enduring public values such as equity, efficiency, choice, and excellence are examined historically and currently as prime influences on school policy. These chapters consider the No Child

Left Behind (NCLB) Act of 2001 as a key current expression of the four enduring values and the conflicts among them. As NCLB demonstrates, political emphasis on each of these values changes with the times, but the values themselves are both formidable and stable. Indeed, conflicts among the four values explain much of the current debate about the adequacy of U.S. schools and the reforms needed to improve them. In addition to NCLB, these chapters examine the values within the context of several other issues now influencing administrative practice: school autonomy and governmental control, balancing democratic and professional authority, and understanding different theories of change.

As we close out the first decade of the twenty-first century, the reauthorization of NCLB, state-mandated standards, and high-stakes assessments dominate the conversation about schools. At the center of this conversation is a debate over what the roles of the federal, state, and local governing bodies should be in deciding what the standards should be and how they should be assessed, what roles the corporate sector should play in setting standards and in influencing other educational policies, and what roles teachers and parents should play in shaping school improvement. Chapter 2 considers school choice, in the forms of vouchers and charters, as the market-based approach to resolving issues of local authority and control. Throughout the first two chapters, the emphasis is on school administrators bringing balance and reason to the issues at hand as they become involved in the politics of education.

INTRODUCTION TO EDUCATIONAL ADMINISTRATION

Chapters 3 through 6 introduce readers to educational administration as a profession and as a field of study. The purpose of these chapters is to provide readers with perspectives on the emergence of the field and on its professional and intellectual roots. This appraisal is sometimes critical, for, as a still emerging profession, problems as well as progress and promise characterize its development. Chapter 4 examines the current controversy over administrative preparation, presenting different perspectives from both within the profession and outside it about the knowledge, skills, and dispositions that those entering the field should possess. Throughout these chapters, the cultural perspective in educational administration gets special attention. Leadership within the cultural perspective and school culture building are discussed, along with the more traditional bureaucratic, human-relations, and political views of school organization and functioning.

These chapters also introduce readers to the substantive aspects of administration. Using a theory-to-practice perspective, they emphasize understanding administrative theory and how it provides insights into administrative practice. They also emphasize how educational administrators actually spend their time on the tasks they accomplish. This descriptive analysis is then examined in light of prescriptions found in the literature of organizational, administrative, and supervisory leadership. Such scrutiny should help readers determine “the way it is” and contrast this with the best thinking on “the way it should be.”

Since the publication of the last edition of this book in 2004, the administrator's role as an instructional leader and as a leader of leaders has moved to the center of the conversation about school leadership, rivaled by an accelerated interest in standards for preparing administrators, monitoring their growth, and assessing their performance. Chapter 4 and Appendix 4.1, for example, provide standards for administrators developed by the National Policy Board for Educational Administration.

STUDENTS, TEACHERS, PRINCIPALS, AND SUPERINTENDENTS

Chapters 7 through 10 examine the roles that students, teachers, principals, and superintendents play in schools today and the interdependence that exists among them. The metaphor is that of an interlocking relationship that exists among all the various actors on the school stage—a relationship typically missed by school improvement experts. The framework for analysis varies from social and cultural to managerial and educational. The importance of teacher quality and commitment are viewed as key.

These chapters examine the pervasive impacts of NCLB and other current forces on the roles and tasks of educators and on their workplaces. They also examine changing student demographics and the increased need for cultural responsiveness among educators, whose typical demographic profile is increasingly different from that of students. How the roles of teachers, principals, and superintendents have evolved and changed over the last 150 years and how these roles have influenced the school, its purposes, and its effectiveness get particular attention. Throughout, these chapters trace the evolution of the educational leader from evangelist to hero to collaborator and leader of change.

INTRODUCTION TO GOVERNANCE IN EDUCATION

Chapters 11 through 14 introduce readers to governance structure and issues in education. These chapters include discussions of policymaking in local school districts, state and federal influences on education, and the broad policymaking structure of schools in the United States. Chapter 11 dispels the myth that public education can—and should—be nonpolitical and provides a model of the policymaking process. Chapters 12 through 14 provide overviews of local, state, and federal government—describing their legal frameworks, major policy actors, and scopes of authority. Each chapter also examines special issues related to educational politics and policymaking at that level.

Over the last decade the state has emerged as the dominant force not only in establishing school policy but also in providing the administrative structures and arrangements for the day-by-day operation of schools. Since 2002, NCLB has significantly increased the federal influence. Chapter 14 provides a history of federal involvement in education, discusses the impact of federal involvement in

education on the politics of education, and explores the provisions and significance of NCLB.

Is the United States moving toward a system of national education with 50 state school districts? What are the consequences of such an event should it materialize? Is the next logical step a move from 50 school districts to one? At the same time, there is unprecedented interest in such ideas as site-based management, site councils, and the introduction of marketing concepts to the governing of schools. These developments challenge centralized governing structures. It is difficult to predict which way the winds will blow with respect to changes in the governance of schooling, but clearly the ancient Chinese curse "May you live in interesting times" fits today's educational scene.

LEGAL AND FINANCIAL CONSIDERATIONS

Law and finance influence most facets of school operations and interactions, so it is important for school leaders to be knowledgeable about legal and financial principles and up to date on legal decisions that affect both areas. Chapters 15 and 16 provide an overview of recent cases and their impact as well as the legal framework of public education, including the sources of legal requirements, the delegation of authority to administrative agencies, and the role of the courts in interpreting constitutional and statutory directives.

Determining the appropriate spending level for public education is a fundamental policy question as well as a continuing political issue. Chapter 17 reviews the revenue sources that support public education and how education funds are distributed. It also explores marketplace delivery systems, litigation addressing alleged inequities and inadequacies in state funding systems, and challenges facing policymakers and school leaders in linking school funding to student performance measures.

A TIME OF RENEWAL

Much progress has been made in understanding the process of schooling and school administration since the first edition of this book was published. An avalanche of research has provided a fairly refined and highly useful image of what a successful school is and how administrators can work to bring about school improvements. Cultural perspectives provide new and rich insights that can prove useful in developing promising school policies at the state level and more effective administrative practices at the local level. Heightened interest in viewing schools as learning, caring, and inquiring communities adds still another push to redefine how schools should be organized and led. This edition continues to chronicle not only the difficulties to be faced but also the excitement that is now emerging as educational administration seeks to renew itself as a profession committed to teaching and learning, building better schools, and creating a better society.

NEW AUTHORS

Readers who have used previous editions of this book will note a new line-up of authors in this sixth edition. Frances Fowler, a recognized expert in educational policy and governance, joins our team this time. Paul Kelleher and Martha McCarthy came aboard for the fifth edition. You will learn a little more about all of us from the authors' page and a lot more as you join us in engaging ideas about topics that provide a foundation for the study and practice of educational administration.

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