FREE INTERNATIONAL UNIVERSITY OF MOLDOVA

BEN SHABO RINA

DECENTRALIZATION OF SCHOOLS IN ISRAEL IN THE CONTEXT OF NEW MANAGERIALISM

SPECIALTY 521.03 - ECONOMY AND MANAGEMENT IN FIELD OF ACTIVITY

Doctoral thesis

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SPECIALITATEA 521.03 - ECONOMIE ȘI MANAGEMENT ÎN DOMENIUL DE ACTIVITATE

Teza de doctor

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ANNOTATION

Name of the author: Ben Shabo Rina

Title: Decentralization of schools in Israel in the context of new managerialism

Scientific degree applied: Doctor of Economic Sciences

Year of thesis: 2018

Structure of the thesis: introduction; three chapters; general conclusions and recommendations; bibliographical list of 145 titles, 146 pages of basic text, 26 tables, 51 figures and 11 appendixes.

Number of publications on theme of the thesis: 18 scientific articles

Key words: centralization, decentralization, organizational authority, hierarchy structure, empowering the employees, financial relationships.

Specialty: 521.03 - Economy and Management in field of activity

The purpose and objectives of the thesis: consists of working up the theoretical and methodological aspects, practical guidance on the application of decentralization as the direction of the new managerialism in the management of Israeli schools. Objectives: to study the genesis and evolution of the modern concepts of educational system management; to give an analysis of the organisational-economic management mechanism, on the basis of the decentralization process of secondary educational institutions in Israel; to create scientific-methodological approaches regarding the improvement of the management mechanism of secondary educational institutions in Israel.

The scientific novelty and originality: it is proposed the concept of combined model of education system; it is proposed an organizational model of interrelations between the local bodies of the Education department and schools, in the conditions of decentralization and self-management; it is determined the system of contradictions in the process of providing the goals and objectives of the educational policy of Israel, in terms of the primary social data and empirical researches; it was formed the methodological approach of the teacher's autonomy formation; it was argued the expediency of the coaching approach application and it was suggested a technique of creating a coach-environment within school, on the basis of a step-by-step model.

Resolution of the scientific problem consists of the development of theoretical and practical concepts of the application of the decentralized management in Israeli school education. The results of the research show that there is a significant correlation between the decentralized management and the empowerment of the school staff. The methodological approach to the formation of the teachers' autonomy will enable to balance the various responsibility spheres in school. The application of coaching will allow the teacher to realize effectively his potential.

The theoretical significance of the work is the complex methodological approach, which is based on the combination between the theoretical motivation and practical application of the suggested recommendations. There are presented famous theoretical statements on this issue, in the publications of Israeli and foreign scientists.

The applicative value of the work is that the proposed conclusions and recommendations will improve the relations between educational system authorities and schools in a decentralized environment, and the administration will allow the autonomous schools to ensure an effective management of the school staff. The methodological approach to the formation of teachers' autonomy will enable the administration to cover the basic needs of school and school staff. There were examined the possibilities of coaching technology application in other schools from Israel.

The implementation of the scientific outcomes: the scientific researches in the form of conclusions and recommendations were presented at scientific conferences and magazines; and, also, they were recognized beneficial for the development of the management decentralization in Israeli schools.

ADNOTARE

Numele şi prenumele autorului: Ben Shabo Rina

Titlul tezei: Descentralizarea școlilor din Israel în contextul noului managerialism

Gradul științific solicitat: Teză de doctor în științe economice

Anul perfectării tezei: 2018

Structura tezei: introducere, trei capitole, concluzii generale şi recomandări, lista bibliografică din 145 titluri, 146 paginide text de bază, 26 tabele, 51 figuri şi 11 anexe.

Numărul de publicații la tema tezei: 18 lucrări științifice.

Cuvintele-cheie: centralizare, descentralizare, împuterniciri organizaţionale, responsabilitate, structură ierarhică, extinderea posibilităţilor angajaţilor, relaţii financiare.

Domeniul de studiu: 521.03 - Economie şi Management în domeniul de activitate.

Scopul şi obiectivele tezei constă în elaborarea aspectelor teoretice şi metodologice, precum şi ghidarea practică a aplicării descentralizării ca direcţie a noului managerialism în procesul managementului școlilor din Israel. Obiectivele tezei sunt: studierea genezei şi evoluţiei abordărilor privind teoriile moderne ale managementului în instituţiile medii de învăţământ; efectuarea analizei mecanismului de gestiune organizaţional-economic în baza procesului descentralizării instituţiilor medii de învăţământ din Israel; crearea abordărilor ştiinţifico-metodice privind perfecţionarea mecanismului de gestiune în instituţiile medii de învăţământ din Israel.

Noutatea şi originalitatea ştiinţifică: propunerea noţiunii „model de sistem educaţional combinat"; recomandarea modelului organizational de delegarea puterii de la organele locale de gestiune ale Israelului la managementului educaţional şcolar în contextul decentralizării şi a autogestiunii; determinarea şi evedinţierea unui sistem de controverse în procesul de pregătire a scopurilor şi obiectivelor în politicile educaţionale ale Israelului în baza informaţiilor sociale primare şi studiul empiric; dezvoltarea aborderii metodice pentru formarea autonomiei profesorilor; argumentarea oportunităţii aplicării abordări de tip coaching şi propunerea metodei de crearea a unui mediu «coach» în baza unui model gradual.

Problema ştiinţifică importantă soluţionată constă în fundamentarea din punct de vedere ştiinţific a conceptelor teoretice şi practice a managementului descentralizat în sistemul educaţional al Israelului, fapt ce a determinat oportunitatea promovării noului managerialism în vederea aplicării managementului descentralizat prin metoda coaching şi autogestiunea financiară.

Semnificaţia teoretică a lucrării constă în abordarea metodologică complexă, care se bazează pe combinarea argumentării teoretice şi aplicarea practică a recomandărilor propuse. Ipoteze teoretice cunoscute privind tema cercetată sunt prezentate în publicaţiile savanţilor israelieni şi de peste hotare.

Valoarea aplicativă a lucrării constă în faptul că recomandările şi concluziile propuse, vor îmbunătăţi relaţiile dintre autorităţile sistemului educaţional local şi şcoli într-un mediu descentralizat, iar conducerea va permite şcolilor autonome să asigure o gestiune eficientă a personalului şcolilor. Abordarea metodică a crării autonomiei profesorilor va permite managerului să asigure necesităţile de bază ale şcolii şi personalului instituţiei. Au fost examinate posibilităţile de utilizare a metodei „coaching" şi în alte şcoli din Israel.

Implementarea rezultatelor ştiinţifice: studiile ştiinţifice sub formă de concluzii şi recomandări, au fost prezentate în cadrul conferinţelor ştiinţifice şi publicate în reviste. De asemeni, acestea au fost recunoscute ca fiind utile pentru dezvoltarea procesului de descentralizare a managementului în şcolile din Israel.

АННОТАЦИЯ

Фамилия, имя автора: Бен Шабо Рина

Название диссертации: Децентрализация школ в Израиле в контексте нового менеджериализма

Научная степень: доктор экономических наук

Год защиты диссертации: 2018

Структура работы: введение, три главы, выводы и рекомендации 145 источников библиографии, 146 страниц основного текста, 26 таблиц, 51 рисунков, 11 приложений.

Количество публикаций по теме: 18 научных статей.

Ключевые слова: централизация, децентрализации, организационные полномочия, иерархическая структура, расширение полномочий сотрудников, финансовые отношения.

Область исследования: 521.03 – Экономика и Менеджмент в бизнесе.

Цель и задачи диссертации заключается в разработке теоретических и методологических аспектов, практического руководства по применению децентрализации как направления нового менеджериализма в управлении в школах Израиля. Задачи: изучить генезис и эволюцию взглядов на современные теории менеджмента в средних учебных заведениях; провести анализ организационно - экономического механизма управления на основе процесса децентрализации средних учебных заведений Израиля; разработать научно-методические подходы совершенствования механизма управления средних учебных заведений Израиля.

Научная новизна и оригинальность: предложено понятие комбинированная модель системы образования; предложена организационная модель взаимоотношений местных органов Управления образованием и школ в условиях децентрализации и самоуправления; определена система разногласий в процессе обеспечения целей и задач образовательной политики Израиля на основе первичных социальных данных и эмпирических исследованиях; сформирован методический подход к формированию автономии учителей; аргументирована целесообразность применения коучингового подхода и предложена методика создания в школе коуч-среды на основе пошаговой модели.

Решение научной проблемы заключается в развитии теоретических и практических концепций применения децентрализованного управления в системе образовании Израиля, подтверждая желательность содействия новому менеджериализма применение децентрализованного управления с использованием метода коучинга и финансового самоуправления.

Теоретическая значимость работы заключается в комплексном методологическом подходе, основанном на сочетании теоретической аргументации и практического применения предложенных рекомендаций. Известные теоретические положения представлены публикациями по данной проблеме израильскими и зарубежными учеными.

Практическая значимость работы заключается в том, что предложенные выводы и рекомендации позволят улучшить отношения между местными органами образования и школами в условиях децентрализации, позволят руководству обеспечить эффективное управление персоналом автономной школы. Методический подход к формированию автономии учителей позволит менеджменту обеспечить основные потребности школы. Были рассмотрены возможности для использования метода «коучинг» в различных школах в Израиле.

Внедрение научных результатов: научные исследования в виде выводов и рекомендаций были представлены на научных конференциях и в журналах, а также признаны полезными для развития децентрализации управления в школах Израиля.

ABBREVIATION MARKS

TOC   -   Theory of Constraints

TQM   -   Total Quality Management

EFQM -   European Foundation for Quality Management

BSc   -   Balanced Scorecard

CEO   -   Chief Executive Officer

NPM   -   New Public Management

SBM   -   School Based Management

IDF   -   Israel Defense Forces

OPA   -   Old Public Administration

MOU   -   Memorandum of Understanding

EWA   -   Elect to Work Agreement

CMO   -   Chief Marketing Officer

NLP   -   Neuro-linguistic programming

INTRODUCTION

The actuality and importance of the addressed problem. In the world practice, management is considered to be a science, art and activity of mobilization of intellectual, material and financial resources, its purpose being an effective functioning of organization. There are compiled two directions in management: economic (organizational-technical) and cognitive-behavioral, which is linked to management of human resources, to the resolution of psychological problems, with the organization of the collective, in order to achieve the final aim.

The management of education is a type of management that represents an activity, aimed to provide an optimal functioning and compulsory development of each educational organization and all the units of an educational system. Management in education is determined as a process of managerial functions fulfillment (planning, organization, control and motivation) and the binder-function – decision-making. The introduction of educational management in the activity of contemporary educational organization is prompted by the necessity of fulfilling an adequate management in the context of new managerialism. The decentralization, as one of the premises of new managerialism, is an important direction and a compulsory condition for the development and reformation of educational management system.

The main idea of the educational management is based on the decentralization of management in educational institutions. In this context, the staff has to be empowered with the right of participation in developing and taking the most important decisions.

The main principle of educational management is the principle of optimal combination between the centralization and decentralization in the process of management. The actual approach in solving the problem of organization and management of education is based on the necessity of a thoroughly study of the problem of combination between centralization and decentralization in educational management, as delegation of authority for taking decisions at each level of managerial hierarchy.

The process of authority decentralization and self-management in educational institutions allows to improve the process of learning with minimum material and moral charges, to attract creative and competent staff, who will have the possibility to adapt to permanent changes of labor market requirements.

The decentralization decreases greatly the conflicts between top-managers and executors, allows the managers of educational institutions to focus on the development and application of new managerialism, which, in the new conditions of activity, is directed to the external environment and is characterized by a more „entrepreneurial" approach. It determines the actuality of the chosen topic.

The degree of the scientific problem elaboration. The ideas of managerialism were applied widely by the representatives of empirical school, in the process of organization management. The main research directions of such authors like: H. Symonds, P. Drucker, P. Davis, D. Miller and others are: the content of labor and functions of managers.

Various directions of scientific development viewing decentralization aspects in the management of companies are also studied by scientists from Moldova. In the scientific literature, a special value have the works of: N. Burlacu, A.Stratan, V. Cojocaru, V. Moldovan-Batrinac, N. Tau , G. Ulian, C. Tcaci, O. Bujor and others.

The contemporary Israeli literature regarding the studied theme is presented by such authors as: D. Inbar, M. Hoshen, D. Deri, A. Gedaliya, D. Avner, U. Fridman, F. Hbus and others. These authors emphasize that educational system depends on the trend of decentralization, which is peculiar to the global educational system and also to the policy of public education. A range of theoretical studies have proven the advantage of decentralized management model over the centralized one.

The principle of decentralization provides local authorities decision-making capacities at various organizational structure levels, whereas the centralized model requires that all the important decisions have to be made at higher organizational levels. Scientific articles of such authors as: Murphy J., George J. P., Peter A.E. and others, devoted to the study of various models of self-government on various models of school self-management and autonomy, demonstrate the significance of self-management in the optimization of educational, economic and organizational functioning of schools. But, there does not exist an analysis of the problems linked to the school decentralization, in the context of new managerialism.

A number of studies have theoretically proven the advantage of a decentralized management model in education, compared with a centralized one. Authors, such as Winkler D.R., Hannaway J., Carnoy M. underline the importance of decentralization in education and the importance of connection between school and community.

Specific issues related to management of schools in the Republic of Moldova and the improvement of school education are considered in the papers of Paslaru V., Gutu V., Ionut V., etc. But in their studies, there is not found an address to the problems of decentralization process of school education.

The special scientific importance of the study of decentralization models in Israeli education system should be noted, since the characteristics of the specific model of decentralization and its impact on the functioning of Israeli schools has practically not been studied in recent years. Definition of school-based decentralization priorities in Israel covered in researchers as Gershtenman Shelef L., Lavie V., Tirosh R., Gronau R., but the authors of these

works have not disclosed the mechanism of mutual relations between the authorities in education at various levels.

The study and analysis of the existing scientific basis on the topic of research allows us to determine the indisputable methodological and practical importance of the basic concepts. At the same time, according to the author, there is a number of unsolved problems, in particular, those regarding the issues of decentralization of schools in Israel, in the context of the new managerialism. This fact predetermined the selection of the object, objectives and tasks of the research.

The purpose and objectives of the thesis. The aim of the research is the development of theoretical and methodological aspects, practical guidance on the application of decentralization as the direction of the new managerialism in the process of management of Israeli schools.

To achieve the set goals in the following tasks:

- To study the concept of „new managerialism" in the education system;
- To underlie the role of decentralisation management in education;
- To study the international experience regarding the decentralization process in secondary education;
- To analyse the actual economic-organiational state in secondary schools;
- To analyse the management system of secondary schools,in the context od decentralisation process;
- To assess the organisational management mechanism of secondary schools, on the basis of descentralization;
- To develop the decentralization mechanism of the competences in the frame of secondary schools management in Israel;
- To develop human resources in self-management of secondary schools on the basis of coaching;
- To perform the decentralization of budgetary funding of secondary schools, in the context of new managerialism.

The object of the research is management in schools in Israel.

The subject of the research is the decentralization of schools in Israel in the context of new managerialism.

Theoretical and methodological basis of the research. As theoretical and methodological basis of the studies there were used local and foreign sources of encyclopaedic knowledge, regarding economic issues, economic literature and periodicals, global resources information system. The paper contains abstracts from legislative and normative acts that regulate the educational system in Israel.

The thesis used the tools of logical analysis, the system of economic and statistical data; methods of observation and comparison; a survey based on a sample of 60 school principals and 234 teachers from about 10 schools.

Information base of the research has been formed by domestic and international scientific publications, statistics and experience regarding Israeli schools.

The scientific novelty of the research results is that it:

— it is proposed the concept of combined model of education system;

— it is proposed an organizational model of interrelations between the local bodies of the Education department and schools, in the conditions of decentralization and self-management;

— it is determined the system of contradictions in the process of providing the goals and objectives of the educational policy of Israel, in terms of the primary social data and empirical researches;

— it was formed the methodological approach of the teacher's autonomy formation;

— it was argued the expediency of the coaching approach application and it was suggested a technique of creating a coach-environment within school, on the basis of a step-by-step model.

Important scientific problem solved is to subtantiate scientifically the theoretical and practical concepts of the decentralised management in education. This fact confirmed the opportunity of promotion of the new managerialism in order to apply the decentralized management through coaching method and the financial self-management.

Theoretical importance. Theoretical basis of the paper is composed by the researches of vernacular and foreign scientists, based on the coherent arguing of the new managerialism promotion. The theoretical part represents the papers of well-known Israeli scientists and economists, as well as foreign representatives, who consecrated their works to the problem revealed in the paper, as: P. Drucker, Murphy J., George J P., Burlacu N., Cojocaru V., Moldovan-Batrînac V., Tau N., Hoshen M., Deri D., Gedaliya A., Avner D., Friedman Y., Hbus F. etc.

The main scientific results are submitted to support:

- definition of the notion „combined model of education system", which demonstrates the handling of educational system management functions from the central bodies of Israel to the local bodies of educational management;

- the organizational model, which shows the possibility of refining the correlation of local bodies of educational management and schools, in the context of decentralization;

- secondary schools' management decentralization principles, on the basis of new managerialism;

- working up a methodological approach to the formation of teachers' autonomy in the context of decentralization;

- reasoning the expediency of coaching-approach application for professional evolvement of teachers and for an effective school management.

Applicative value of the paper is that by the means of proposed recommendations and conclusions it will be possible to improve the relations between the local authorities of educational system and schools, in e centralized environment, and the management will allow the autonomous schools to ensure a coordinated and efficient cooperation of the school's staff.

The trend of decentralization of the education system in Israel is designed to help schools in the most complex system of government and municipal bodies.

The methodical approach to the formation of teachers' autonomy allows the administrator to answer to the essential needs of the school and school's staff and also allows the handling of current problems and to take care of the organization of the institution.

The possibilities of using the coaching method in other schools in Israel.

Approval of the results. Materials and major results of the research were presented at the International Conference in: Tzippori Community Education Center (Community Center Society of Israel 2012), International Scientific Conference „Team management for increasing the performance: companies from Moldova and Romania "(Constanta, October 30-November 2, 2015), VI International scientific-practical conference" Development of modern economic systems: challenges and alternatives of 21st century" (Kishinev, Slavic University, 26-27.11. 2015), VI International scientific-practical conference of Kostanay Engineering and Economic University " Inovations, entrepreneurship and business education in modern world» (Kazakhstan, 05.02. 2016), International Scientific Conference "The role of modern science in the formation of civil society" (Tiraspol: Moscow Academy of Economics and Law, 28-29 April 2016), International scientific conference «Economic and management assurance`s viability for sustainable development of the regional economy during the EU integration» (Balti: State University „Alecu Russo" 16-17 September, 2016 and 2017), VII International scientific-practical conference "Innovative economics and sustainable economic development: analysis of problems and prospects" (Kishinev, Slavic University, 17-18.11. 2016).

Publications: Key provisions of the dissertation are reflected in 12 international scientific conferences and 6 journals. 18 scientific papers have been published on the theme of the research, with a total volume of 5.74 printed pages.

Volume and structure of the thesis. The thesis consists of introduction, three chapters, conclusions and recommendations, bibliography of 145 sources, 11 annexes, 26 tables and 51 figures.

In the introduction, there is argued the relevance of the topic of research, is drawn the goal, the objectives, scientific novelty, theoretical and practical significance of the work.

The first chapter – **Genesis and evolution the view of the sovereign theres mendeling in the schools of the world** – It contains information about modern management concepts and theories in the school systems. It is presented the concept of "new managerialism" as a basis for the education system management transformation. There are presented ten basic values of new managerialism, from the viewpoint of their relevance in the education system. Comparison with the traditional management revealed the distinctive features of "new managerialism". It was substantiated the role of decentralization management, education, expressions and phrases in its main economic and social implications. The provided comparative analysis of the systems of education of different countries offered combined model of education system, which takes into account regional characteristics, increases the autonomy of educational institutions, etc.

The second chapter – **Analysis of the organizational - economic mechanism of management based on the process of decentralization of average educational institutions of Israel** - describes the Israeli system of education and specifies the public education policy. The factors of influence on the content of the decentralization process in the Israeli educational system are: legislation, the social and religious sphere, relations between the central and local education authorities. The decentralization process in relation to the school is presented in two ways: through an external decentralization (as the relationship of the Ministry of Education and the local management of education; the relationship of the local Department of Education and school) and in the framework of internal decentralization (such as the relationship within a single school, between the administration and the teachers, pupils). The characteristics of a combined model of education systems are also present in such areas as pedagogical and administrative decisions, construction and repair of schools, decisions in financing field. It was proposed an organizational model of relations between local authorities and schools in terms of decentralization and self-government. The tests done by school principals revealed the trends of transition from centralized to decentralized management in order to improve the schools. There are described the processes of decentralization of education institutions and development of educational institutions management mechanism based on decentralization of power.

The third chapter – **Development of scientific and methodical approaches to improve the mechanism of management of middle educational institutions of Israel** - develops and analyzes the decentralized method of authority as the basis for school self-based management.

There is described role of teacher's autonomy and is proposed an organizational structure of a school based on commands. As well there is given a description of human resources potential in self-management of schools. On the basis of testing the school teachers there was revealed the contradiction between the objective need for a qualified teaching staff in school and the lack of desire for self-development, as well as between the need to use new teaching methods in the educational process and the lack of effective tools in management practice. There is presented a coaching technology and methods of creating coaching environment in the school, which will provide the conditions for increasing motivation for professional growth and creative self-development of teachers. The financing is analyzed as one of the components of the overall management process.

The general conclusions on the basis of theoretical and practical results are synthesized findings of the investigation, and the appropriate key recommendations are presented for the purposes set out in the researched topic.

1. THE GENESIS AND EVOLUTION OF VIEWS ON THE MODERN MANAGEMENT THEORIES IN SECONDARY EDUCATIONAL INSTITUTIONS

1.1. Concept of "new managerialism" in the transformation of management of secondary educational institutions, on the basis of decentralization

Appealing to the theme of "new managerialism", scientists from different countries have greatly contributed to the isolation and refinement of its essence. However, the current stage of economic development, which is increasingly affected by the processes of globalization and information, provides a basis for the search and selection of new essential features and trends in the development and application of this approach.

A recent debate among scientists about the effectiveness of the traditional bureaucratic system of management and the relevance of the transition to the concept of "new managerialism", has allowed some researchers to question the functional properties of the bureaucratic model.

The most familiar conceptual framework for understanding the management of formal system is the model which was first presented by Max Weber as being a result of the industrial revolution. It was in contrast with the accepted approach that views bureaucracy as an ineffectively layered mechanism of management [140]. Weber saw the bureaucratic system as an organizational framework that aims to bring about maximum effectiveness through an organizational and work process structure of rationality.

The theory of bureaucracy by Max Weber: "…precision, speed, unambiguity, knowledge of files, continuity, unit, strict subordination, reduction of friction and of material and personal costs – these are raised to the optimum point in the strictly bureaucratic administered organization" [140, p.214].
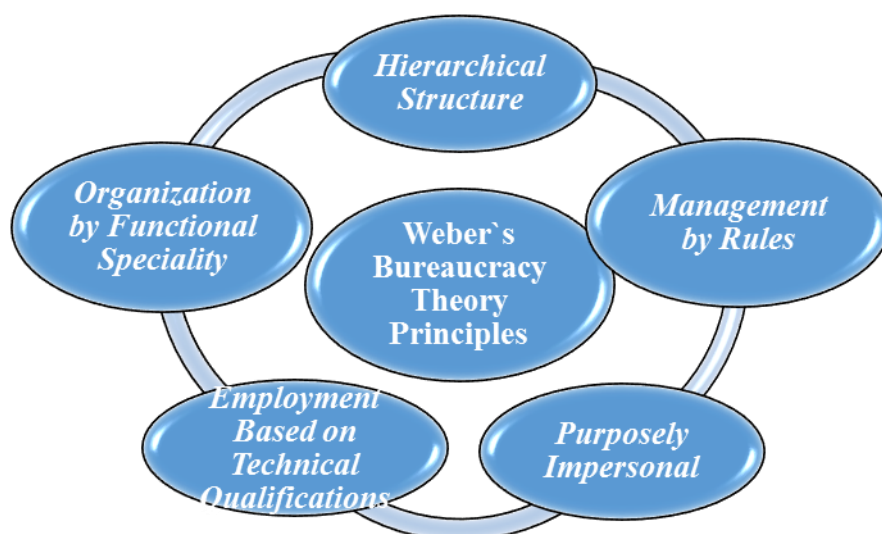
Fig. 1.1. Principles to the Weber`s Bureaucracy Model

Source*:* developed by the author based on [140]

Weber claimed that the main factor toward promoting an organization is the moment, when the staff, under control and authority held by whoever is leading the organization, works according to the following principles:

1. They are responsible through impersonal relations to their official commitments (formal relations).

2. They are organized in a clearly defined hierarchical structure.

3. There is a high standard of expertise and a division of roles amongst the different areas.

4. There is a set of rules, directives and instructions to cover all areas and possibilities of the organization.

5. Employees are selected and are promoted in their roles on the basis of expertise.

6. There is a strict impersonality policy between the employee and clients.

7. The employee of an organization acts under a strict discipline and a systematic supervision over his actions.

According to Weber, these patterns of organization will ensure:

a. An effective discipline.

b. Control of the system.

c. The ability for quick response by management.

d. An effective control over organizational structure where there is a large number of employees [140, p.128].

The bureaucratic model by Weber, adopted during the industrial revolution era up to the last quarter of the 20th century, evoked criticism.

The critics claimed that this model was lacking such things as: limited ability of the organization to adopt changes while lacking the organizational flexibility and adaptability for changing conditions, it damaged the creativity and projects in the organization, over-specialization leads to occupational separation in understanding the goals of the organization and its needs.

The term "new managerialism" means the acceptance of the public sector entities of the organizational forms and technologies, management practices and values that exist in the private business sector. Managerialism in the new conditions of activity focuses on the environment and is characterized by a more "entrepreneurial" result-based approach.

Before this researcher reveals the essence of managerialism, the focus shall be on the structure of management science that can be characterized on the basis of its division into theoretical and empirical knowledge.

Theoretical knowledge includes a set of theoretical concepts, which simulate different management situations. Such knowledge is associated with a general idea of the subject area and

coordinates with the wider world outlook. The main task of the theorists in the field of management is acquisition, processing and analysis of practical data, and issuing recommendations on the basis of this data to the management. Nowadays, the management science is more focused on solving practical problems, and only then to developing its own theoretical knowledge.

The structure of management science from the point of view of its content is determined by the differentiation of the research programs and is established on the strength of their scientific fields, schools and traditions [56, p.220]. Among them are: Taylor's F. classical school of scientific management, Fayol's A. administrative school, Mayo's E. school of human relations, Mr. Symonds' empirical school or managerialism, Barnard's C. school of social systems, Mockler's R. situational management theory and many others.

The School of Management reflects the views of the system in a certain period of time. The dates of their appearance are usually considered the publications of each school's founder [75, p.47].

In 1903, it came into existence the first school of scientific management (Scientific Management), whose members carried out special experiments in the field of production and organization of labor administration. The representative of this school was F. Taylor [128]. The concept of scientific management was a major turning point, thanks to which the management has become widely recognized as an independent field of research.

In 1916 - the school of administrative management, which has developed principles and management function, came into existence as well. Together, the two schools were called - the classical school of management.

In 1933 the results of a unique social and administrative experiment were published, based on the data from 1926, indicating the emergence of an entirely new concept of governance and its developers - the school of human relations.

In 1950 there was a school with a triple name - the empirical school, managerialism or management science (Management Science). The definition of the concept "managerialism" is given in a number of sources, and is regarded as management theory, economic theory, sociological doctrine; management practice; economic thought flow, and others.

A wide range of different views among its members represents the empirical character of this area. Empirical school is the most numerous, under constant influence of other trends, concepts, theories, etc. This approach has many supporters among prominent managers, owners of companies, researchers and persons directly involved in management practices [102, p.422]. Therefore, the research conducted by the empirical school, attracted professionals from a wide variety of industries: engineers, economists, sociologists, statisticians, psychologists, etc.

Although representatives of this school emphasize the advances in other sciences, a crucial importance they attach to the direct impact of the organizational management. Representatives of managerialism acknowledge that in the modern era, the theory may suggest a new and highly effective direction for the development of management practices.

Over the past decade there have been detected some changes in the nature of economic and social relations in the countries with developed market economies. They led to new theories about the possibility of receiving and distributing the organization's performance among its workers and shareholders. Among them are such theories as profit sharing, participation in management, and others. The authors of these theories were the representatives of the empirical school as Symonds H., Drucker P., Davis R., Miller D., Gruening G., etc.

The leading practitioners (managers of large firms and companies, government agencies), and researchers found that the methods and approaches used in science and technology can be effectively used in practice to achieve the organization's objectives. Therefore, the main focus of research in the School of Managerialism is the study of the content of labor and the functions of managers. The choice of such research areas is associated with the focus on professionalism of managers or the highlighting of a special profession - manager.

Currently, the actions of the empirical school are split into two domains - relatively independent from each other in terms of destinations:

- In the area of governance study, which addresses specific, organizational and economic studies of various aspects of the management of the organization.

- Sociological research, mainly applied research, which is implemented in the form of general sociological conclusions.

The second area involves various aspects of managing people, because it could help the organization perform all the management functions. Management carries by taking over power, the allocation of responsibilities, and establishes accountability for the actions of people in the organization.

The author believes that the opinion of the representatives of the empirical school of the need for a unified theory of management performance is not quite correct. As the subject of an independent scientific discipline management research inevitably separates economic, engineering, psychological, sociological and other aspects, but in practice management is a unified process. Managerialism is based on the methodology and results of empirical research.

According to the author, the idea formed in various management schools, shows continuity with the management ideas of the past and provides a basis for building the future management concepts. The prevailing diversity of approaches reflects the broad aspect of ideas in the field of

management. This can be explained through the lack of a rigorous methodology and the actual procedures for checking the validity of scientific hypotheses and ideas in management science.

Petersen E. and Plowman E. in the book "Business Organization and Management", wrote: "In a broad sense, from a social point of view, management is a technique or method that is caused by the tendency of humans to form groups. Examples of such groups include governments, various kinds of clubs and businesses. Whatever is the group, it must have its own management. In this sense, management can be defined as a set of methods by which goals are set, clarified and implemented in a particular human group. This general control concept, as noted by the authors, varies in small details for different types of human groups, but basically remains unchanged" [113, p.193].

The concepts of Peters T.J. and Waterman R.H. were formulated in the spirit of the influential in modern (especially the "Anglo-Saxon") administrative science, the theory of "New Public Management". The most often you can hear the definition of "new managerialism", which means that the idea of management, most of which occurred in the private sector, replaced the traditional concept of administrative governance [112, p.53].

After the process of nationalized public services in the period following World War Two it was created a situation where most of the public services of many countries were supplied through monopolies. These monopolies usually showed low levels of efficiency, fruitfulness, costs, balance, development, innovation and quality for their customers. This low level was especially visible in companies from the private sector that adopted later the new management approach - of putting the customer in the center of attention. The low level of performance led to the lack of satisfaction that grew and was expressed by the public through pressure for a reform in the public sector. Thus, the perception expanded to view competition as a suitable and proper substitute for supervision and for government ownership [73, p.1162].

These were the main reasons why the 1980's and 1990's saw a mobilization of the process of adopting reforms in public services all over the world, especially in the developed world. These reforms usually included structural changes, privatization and regulation on the basis of performance and incentives.

The term, "New Public Management"(NPM), appeared for the first time in academic literature in the early 1990's. It means the introduction of market stimulators and mechanisms in the practice of State Services. This term describes the appearance of an unexpected wave of reforms in public management.

This wave spread during the 1990's too many countries around the world according to a model led by New Zealand, Great Britain and Australia, even though there wasn't always complete similarity between these countries [21; 74; 86].

The principal goal of the steps included in the model was to make government more efficient. Some researchers tried to characterize the main components of the new public management. These characteristics focus on making the organization more efficient and control over performance. Under the new management system, those receiving services are known as 'customers' and not 'citizens, a fact that of course influences the way they are treated. The components of the reform, as clarified and emphasized by researchers, are given as a total according to four main subjects: delegation of authority, reform in performance management, personal management, and the public political system [115; 116].

The new public management approach suggests a different interaction between citizens and the democratic rule, and the source of this approach lies in the 20th century [141, p.81].

The approach tends to decrease government involvement in the life of the citizen and is based on consumer theory and market culture in public organizations. Thus, the central perception stems from the followers of the new public management according to which the government and public management are perceived as managers of the large bureaucratic organization and the citizens are the customers. In this spirit, the main purpose of the government is to supply the needs of the citizens, that is to show high feedback of the public that is seen as its clients. The goal of keeping the needs of the citizens satisfied is, then, at the focus of the new public management's philosophy. In spite of this, there is room for criticizing the new public management approach for not encouraging and not doing enough to implement the idea of 'cooperation' or 'partnership; among the citizen, government and public management; herein lies the failure in application of central issues in modern management thought. It is important to clarify the definite and tangible difference between the ideas being discussed. The 'Feedback' is perceived as being passive and as a one-way activity for the purpose of people to express their wishes, while 'partnership' is perceived as a more active two-way activity of the system and that unites forces between two or more sides [137, p. 95].

Through this policy of management, many roles in the private sector were transferred, including government functions, such as debt clearance (the right to use force) and privatization of prisons. Provision of services was decided according to contracts between the bureaucracy and private entities.

Because the management principles at the source of 'new management' are based on a commercial connection – management is a process based on earning and profit. The principles of new management are expressed in education through: promotion of types of government measurement, follow-up, control, regulation, that are usually opposed to caring that is at the core of good education. While nurturing pupils there is the factor of results, profit (commercial)

usually is not measured in such a short time frame. The subject of management in education places specific challenges on teachers and pupils [133, p.53].

The profits and losses of education and not the care and nurturing in education are seen only over time. New management usually relates to the widespread systems of the private sector, especially when placing strong management that bypasses skills and professional knowledge. Its goal is to preserve the discipline of the organization, strong supervision, activated by efficiency and external accounts, with an emphasis on standards.

In Israel, the local government system is based on local authorities, each authority is comprised of a political structure that sets public policies and instills bureaucracy. At the pinnacle of each is a political head that holds authority and much political power [58, p.26]. This power is expressed in nearly total control over all the institutions in the local authority. This centralization may be desirable from a political point of view, but from the bureaucratic point of view it instills managerial failure. One of the goals of the reform for new public management is to separate (as far as it is possible) the authority between the political and professional heads, while emphasizing, strengthening the professional mechanism. In the case of local authority in Israel, implementing the reform could moderate centralization in favor of interested parties, such as residents and central controls, but so far it has not come into existence [96].

Principles of the new public management formulated Thomas J. Peters, Robert H. Waterman Jr . [112, p.136]:
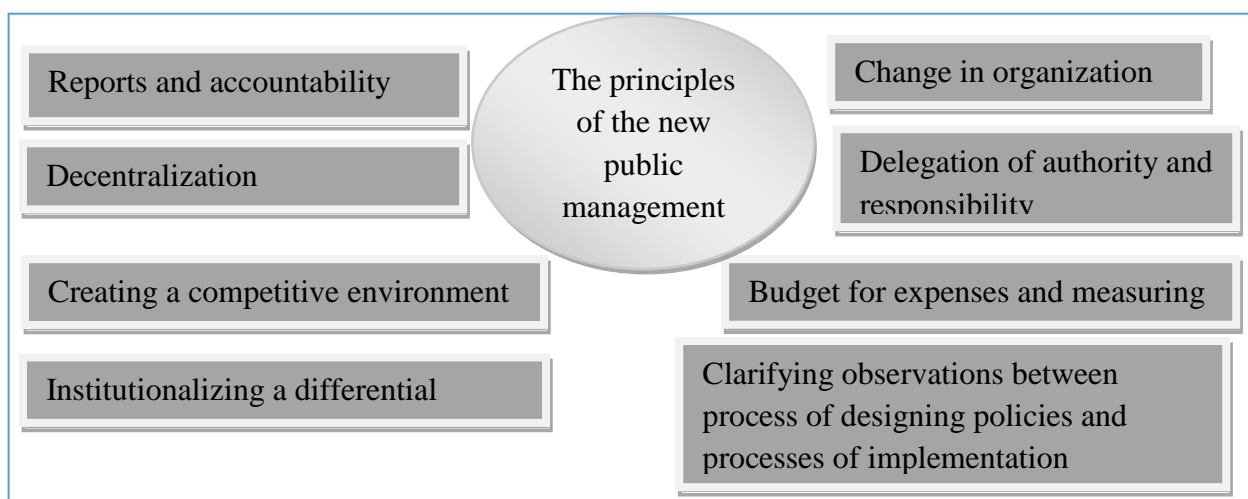
Fig.1.2. The principles of the new public management

Source: developed by the author, based on [112]

- Reports and accountability: recognizing the importance of transparency, reports and widespread accountability.

- Change in organization culture: recognition of the unique relationship of culture in promoting and application of management reforms and recognition of the importance of

decisions and internalization of organizational culture that is supportive and emphasizes performance, ambition, quality service, innovation, development and flexibility. There is a critical significance for the chance of implementation of the managerial model that emphasizes the components of decentralization, delegation of authority and management on the basis of output and results.

- Decentralization: in order to be efficient, practical and effective, the new public management takes the approach that encourages decentralization and delegation of authority from the center outward and downward. This approach allows the implementation of a number of parallel moves [15, p.111].

- Delegation of authority and responsibility: from management units of the central government bodies such as: the finance division.

A. Delegation of authority and responsibility to sub-units within the government offices.

B. Delegation of authority and responsibility from the central government offices to local governing authority.

All of the processes are geared to one goal: delegation of authority from the management level, while placing duty and responsibility on sub-units to fulfill their functions loyally and through protecting supervisory techniques and suitable control that would allow for the central government, to the lower units and to decision makers to follow the performance and ensure that policies are enforced and maintained [32, p.144].

- Clarifying observations between process of designing policies and processes of implementation: siding with the importance of clarification of observation between policy design and the process of application with an emphasis on strengthening the importance of policy making, while creating suitable tools and adopting policies. Examples of applied policies: Britain, Sweden.

- Creating a competitive environment: adopting systems and tools in the business sector while incorporating them into the public sector, in order to improve the ability to satisfy the needs of the public [10, p.73].

- Budget for expenses and measuring performance: adopting systems of budgeting, based on the use of expenditure measures and systematically estimating performance; budgets and creating a competitive environment have a central role in creating the incentives to improve and be more efficient in the decision-making process, management and implementing public service.

- Institutionalizing a differential incentive system: enlarging the ability of central bodies to design policies for coping properly with needs. To formulate these skills, decision makers must be given the managerial tools, the required information and also the mechanism to implement their roles with minimum intervention.

The NPM (New Public Management) is not a sort of standard model that would work for all the countries. It's just a common approach, a common ideology, common position, and every country is looking for their own ways of their implementation, based on their nature. However, the introduction of NPM in different countries has the same purpose.

Ten basic values of new managerialism are presented and their use in education is presented in Appendix 1.

A well-known theorist and consultant in management, P. Drucker, recognized the management as the art or method of managing the business, requiring the principles and scientific management methods to be applied by a tenured business person. He believed that art, expertise and management experience cannot simply be transferred and applied to other institutions, organizations and management. This empirical concretization of the concept of management as applied to business organizations is typical for most modern theorists of managerialism. He noted that the owner and the manager - is a different person, and management - is a specific economic organ of industrial society [61, p. 98].

Newman W. defined governance as the direction, management and control efforts of individuals in a group to achieve a common purpose. It is obvious that a good manager is the one who seeks to achieve the group goals at the lowest cost of resources and efforts [105, p.7]. Newman noted that often, people who occupy positions of enterprise managers, are those who have shown outstanding ability in that particular industry, where they lead.

Drucker emphasized the creative, constructive activity of the managers' side, trying to prove that she is the main driving force of any business enterprise. The manager, according to Drucker, has two specific duties, none of which the other employees of the business enterprise have. The first duty is to make available the resources required for a genuinely whole production unity.

The second duty of the manager, according to Drucker, is that in every decision and action, he has to take into account the demands of the present moment, and forget about the future, about the company's prospects. Each manager has to do a lot of things that, as noted by Drucker, decrease his ability for proper management [62]. However, for all the managers, regardless of their positions, there are some common mandatory features. The ideas and work of P. Drucker and other representatives of the empirical school of nature and management features gained now a wide acceptance among management theoreticians and practitioners.

The ideas of "new managerialism" were the most consistently implemented by different ideological orientations of the political forces: in Australia and New Zealand - the Labor Party; in Britain - Conservatives; in the United States - the Democrats [85, p.72]. In all of these

countries the administration emphasizes the importance of organizational flexibility, innovation management, decentralization, expanding the freedom of action of management personnel.

The new management used in the public sector, has much in common with the old management, but it has significant differences from the last (Table 1.1).

Table 1.1. Comparative characteristics of the traditional management and the "new managerialism" in the public sector

Distinctive features	Traditional management	"New managerialism"
Goal	savings and efficiency results as a whole	economy and efficiency, depending on customer satisfaction
The main focus	value functions, performance and objectives	the value of piece of work instructions and processes
Building blocks	bureaucracy and hierarchy	multi-professional teams whose members work together and the first to perform a specific task
The powers of decision-making	delegated to individual employees and monitoring by management	delegated to the team that performs the organizational work and exercises control in accordance with the implemented project
Directionality	interested in the creation of the traditional organization	based on institutional design and the choice of different options for development
Flexibility	slow decision-making	dynamic changes
Management practices and values	traditional bureaucratic mechanism	by analogy to the private business sector
The organizational forms and technologies	the traditional management system, in which preference is given to long-term prospects	competitive organizations that have short-term goals and success is often achieved using a risk-taking and entrepreneurial zeal

Source: developed by the author based on [2; 3; 23]

The educational policy based on the principles of "new managerialism", is focused on the collegial form of management.

The basic features of the NPM ideas might be synthesized into three fundamental elements [109, p. 277]:

1. Re-definition of the boundaries between State and market through privatization and externalization.

2. Re-formulation of the macro-structure of the public sector by delegating state functions (at the lower organizational level) within the macro-structure (this phenomenon could be denominated institutional decentralization or external decentralization).

3. Re-definition of operational rules characterizing the way in which the public sector carries out its functions and achieves its goals. This third component might be considered as characterized by seven main sub-components:

a. Toning down the ties that condition the public sector as compared to the private sector. This phenomenon includes the transformation of state economic bodies into limited companies and might, generally speaking, be called formal privatization;

b. Re-structuring of activities/businesses in the public administration, so that they are operating "on a commercial basis", i.e. in a state of equilibrium between costs and revenue (corporatization);

c. State competition (internal market);

d. Devolution of functions and competences from the center, towards outermost units or the lowest organizational levels within every entity in the public sector (this phenomenon might be called internal decentralization);

e. Re-definition of the administrative machinery, replacing the bureaucratic model with the managerial one, shifting from the organization formally structured and law-oriented, to the management and efficient breakdown of public resources, according to the new economic role of the state's functions;

f. Deregulation of the functioning of economic and social systems; and g. Re-definition of citizens' roles and rights.

Education Management is a type of social control, which is featured as a purposeful activity to ensure the optimum functioning and binding of each educational institution and all levels in the education system. Interaction in the education system with the government does not always meet the requirements of the department of education and local authorities. Sometimes, decisions of the central education system do not suit the true situation in the field and the atmosphere in the school.

In recent years, Israel has promised to improve the quality of education and to empower teachers and public managers [32, p.143]. The authorities at the highest level of the education system have come to understand that in order to improve the quality of education it is needed to enhance the efficiency of the education institutions. The institutions must make sure that teachers and principals are satisfied with their work conditions, in order to realize the full potential of the entire school staff.

The approaches for supervising schools that grew together with the development of education as a public service for all – have sources in the traditional scientific management approach. Supervision, as a part of scientific management theory, appeared in the work of Frederick Taylor and his followers in the beginning of the 20th century [128].

Scientific management represents the classical autocratic psychology, where the employees are paid in order to serve the 'system' management, thus their job is to fulfill instructions and their roles are defined according to the requirements of management. These ideas, according to Sergiovanni and Starratt, were implemented into the education system. Teachers perceived the implementing and applying the syllabus and supervision, and intended to ensure that the way of teaching should be implemented according to instruction. The requirements are: control, reporting, accountability, efficiency, all these according to scientific management theory, in the framework of clear hierarchical structure in relationships between superiors and subordinates [123, p.15].

Leftovers of this type of supervision, of giving precise instructions to teachers or principals, on the ways to teach and permissible behaviors, still existed in the education system in the latter part of the 20th century, but the status of scientific management approach is losing its foothold in many education systems worldwide. The ideas haven't changed so much as has the strategy for implementing these ideas. The reforms from the '80's in education adopted the approach of innovation in the field of scientific management. This neo-scientific approach implements the use of standardized tests instead of personalized supervision. Education systems, including the Canadian system, require control and supervision at the center, in order to ensure the desired level of achievements. The neo-scientific approach sees responsibility at its center to ensure achievement and so it copies the focus of responsibility from the teacher to the top of the organizational pyramid, thus, continuing the creation of the illusion of growing the effectiveness of the organization as the mechanism of supervision over the employee gains strength [122, p.81].

Thus, in this paragraph, based on the analysis of scientific sources, the author realized the task: "to study the concept of" new managerialism "in the education system" and identified the problem in the relations between the Ministry of Education and schools. Using the decentralization of management as a direction of the concept of new managerialism, it is possible to achieve effective joint work of various levels of the education system.

1.2. The conceptual approaches of the process of decentralization, in the process of formation the new management system in secondary educational institutions

Currently, it is paid much attention to the issue of decentralization. Decentralization is one of the most important reform directions of management systems. Nowadays, it can be regarded as a necessary condition not only for the development of local self-government, but also the development of civil society. The decentralization reforms in many countries had been carried out in political, administrative and economic systems.

The word "decentralized" came from "centralization", but with a prefix "de". Henri Fayol, a representative of the classical (administration) school of management, wrote about centralization as being a principle of management.

The principles of management can be regarded as the basic ideas, laws and rules of conduct for managers to implement management functions [69, p.169].

The term "centralization" refers to the degree of concentration of decision-making in the hands of one and is associated only with formal authority. Centralization means that the government, which gives the right to take decisions centered at the top level of the organization. As the division of labor, centralization is an indispensable element of the organization. However, corresponding to the degree of centralization will vary depending on the specific conditions [95, p.47].

Centralization of decision-making means that power is directed downward - aimed at lower levels of the organizational hierarchy. Decentralization requires the organization of management, which would allow making complex and operational decisions.

In the simulation and analysis of the management bodies of one of the central problems there is a measure of the ratio of centralization and decentralization. The value of this problem is particularly pronounced in the management bodies of the hierarchical structure in the presence of several levels of decision-making. Of particular importance is the question of how to divide the activities of members of the organization horizontally, i.e., how to determine which tasks should solve every structural unit. Another important point is the construction of the organization - the division of work in the vertical. To decide in which element hierarchy must make important decisions - the case of senior management of the organization. This determines the shape of the organizational structure and the effectiveness of management decisions. The notion of "the only correct organizational structure" has changed several times, and continues to change to this day.

In the United States of America, the theme of organization is seen in the practice of John D. Rockefeller, J.P. Morgan, and especially Andrew Carnegie. At the same time, the study of the organizational structure is the business started by Henri Fayol approximately in 1895 at the request of Georg Siemens, the founder of the Deutsche Bank, when he developed the concept of the organizational structure for Siemens Electric Company. The functional structure developed by A. Fayol (and Andrew Carnegie) was not the only right type of organization. Immediately after the end of World War I, the first Pierre Dupont (1870-1954) and then Alfred Sloan came to the idea of decentralization [61, p.100].

Although decentralization has been studied for many years, scholars and practitioners perceive it differently: the concept of decentralization is different, but there is a disagreement about the forms and types of decentralization. A detailed analysis of the concept of

decentralization was carried out and published only in the early eighties. Rondinelli et al were the first who systematized the classification of forms and types and represented it [119, p.62].

There are given different theoretical interpretations of decentralization in the scientific literature, especially the effects of decentralization are considered ambiguous (Table 1.2).

Table 1.2. Variety of definitions of decentralization

Author	Definition
Rondinelli et al. (1984)	A transfer of ruling powers and responsibility for public functions from the central government to its subsidiary or non-governmental organizations and (or) private sector.
Word Bank (1997)	To decentralize means to move the processes of decision-making from the center closer to the users of public services.
Rushforth et al. (1997)	Decentralization – a transfer of responsibility and authorities to independent lower public authorities, giving them more government, but not the necessary financial powers.
Manor (1999)	Decentralization – a delegation of authorities and resources from the upper to lower levels of public administration.
Evdokimov, Starcev (2001)	Decentralization – a delegation of individual power authorities from the center to a local (regions) self-government bodies, independent public legal institutions, which are apart from the state government.
Žilinskas (2001)	Decentralization – a delegation of law-based management functions from the central public authorities to those, which have a right of self-government (municipalities).
Rado (2003)	Decentralization means a "localization" of decision-making. The degree of decentralization depends on whether the central government shares responsibility with the participants of lower levels.
Raipa Backūnaitė (2004)	A transfer of authority and responsibility for public functions from the central government to its subsidiary or independent government organizations and (or) private sector.
Kaiser (2006)	A grant process of decision-making powers to control public resources, personnel management and to apply regular mechanisms, which were centralized earlier.
Schuber, Klein (2006)	Decentralization – political means, which have an aim to delegate more powers and responsibility to the lower levels of government, in order to overcome a hierarchical centralized state control and to move the decision-making processes to where the problems arise.
Astrauskas (2007)	It is such a method of reorganization of a state management and (or) subsystems of provision of services, when the proportion of elements, divided between authorities and (or) subsystems of service provision is changed by reducing a part of authorities, which are appointed to the subjects of an upper hierarchical level (being nearer the "Centre ") and respectively by increasing a part of authorities, appointed to the subjects of a lower hierarchical level (being "further" from the Centre).
Romeris (2008)	A delegation of state government (Centre) to carry out some particular areas

	to those social combinations, which carry it through their organs.
Welsh, McGinn (2008)	Decentralization is associated with a change in control subjects: the transfer of power of one system link or level to another level.
Baltušnikienė (2009)	In the strict sense, decentralization is understood as a devolution of powers and resources from the central state government to public administration entities, which have a right of self-governance. In a broad sense, as a transfer of a leeway (discretion), functions, responsibility and resources not only to public administration entities, which have a right of self-governance, but also to subjects of state governing, which function in different levels of public administration and (or) to the subject of a private sectors, non-governmental organizations.
Banoyan (2011)	Management decentralization in education policy is the only way of achieving effective joint operation of various educational and governmental structures and reaching a full education autonomy in the future.

Source: developed by the author based on [13; 80; 119]

The definitions provided in Table 1.2. are basically compatible and they complement each other. Decentralization is perceived as a multifaceted phenomenon, involving a gradual transfer of a leeway, functions and responsibility from the central to local government. Analysis of opinions of various authors on the essence decentralization has shown that the decentralization phenomenon is related to the gradual transfer of powers and responsibilities, management functions and resources from the central government to the level of local authorities.

Decentralization might be analyzed from the aspect of the object, indicating the decentralized areas of public life, e.g. political, fiscal, economical, spatial and administrative decentralization forms (Appendix 2).

The process of decentralization of authorities is logical - it is a qualitative shift, which is possible under certain quantitative and qualitative changes in the society.

Decentralization as a specific process in the public administration can be viewed from three perspectives:

- Decentralization of management as the transfer of more powers and responsibilities of the authorities to municipalities;

Decentralization of management as granting greater autonomy to regional authorities and management;

- A set of measures to restructure the public administration system to transfer some functions from central government to lower levels.

The author can agree with the opinion of many scientists that the decentralization is a multiple, covering at the same time many areas, reorganization of a social system and (or) subsystems of public service provision.

Centralization and decentralization are not totally contradictory alternatives. In many countries, a certain balance of centralization and decentralization is necessary, in order the government could function effectively. Not all the functions have to or are able to be managed and funded by a decentralized structure. Even when the state government decentralizes the responsibility, the central government retains the important roles in policy and supervision. The central government should create or sustain some particular conditions, in order the local government units or non-governmental organizations could take more responsibility.

A higher degree of decentralization in the organization, which is considered as being a transfer to lower levels of decision-making, suggests that:

- an increasing number of decisions are made at the lower levels of the management hierarchy;

- the decisions taken at the lower levels are more important;

- decisions taken by various organizational functions of lower levels have greater influence;

- to reduce the volume of centralized control over the decisions taken by management personnel.

This approach leads to an increased autonomy in decision-making of individual departments, to the reducing of the scope of centralized control.

The basic principle of private management is the principle of optimal combination of centralization and decentralization in management. The problem of combining the centralization and decentralization in management is the optimal allocation (delegation) of powers in management decisions.

The author considers it appropriate to provide powers of personal responsibility to the manager of the organization broad. This is necessary for the exercise and realization of management functions. The correctness of the tasks and their solution depends on the effectiveness of the subordinates.

In today's educational systems there exist various ways to put into practice common pursuit decentralization, depending on the social, educational and political contexts. Currently, the process of decentralization takes place in most of the countries, as an integral part of social processes and changes in the field of education.

The modern approach to the problem of organizing and directing the formation of Israel is based on the need for a thorough study of the demands of society, all its layers, so that the response was immediate and adequate. Centralized management of education system does not correspond to such an approach. The joint activities of the Ministry of Education and the local authorities are not adjusted adequately. Therefore, the decentralization is the only way to achieve

an effective co-operation between various units of the education system and it leads to further introduction of school autonomy.

Israeli scientist, Elazar D., dealt with the issue of decentralization of the education system, which seeks the transfer of authority from the center - being it the state or local government - to school [67, p.12].

Currently, the management of formation is undergoing a profound change in Israel. The current state of the education management system's most typical process of decentralization, the state monopoly on the rejection of the entire education system, a variety of educational institutions, the independence of educational institutions are judged by the end results of activity and integration into the world educational processes.

The process of improving the governance, whether by the state or the school management, must necessarily be accompanied by decentralization. Decentralization allows you to: firstly, reduce the cost of maintenance of the central administrative apparatus, as well as to improve the efficiency of the administration; secondly, to increase social activity and the inclusion of the general public in the management process.

In the Israeli educational system, as well as in the educational systems of other countries, a currently progressing tendency of decentralization of education and transferring of the appropriate authority to municipal councils and schools is being underway. Its meaning lies in the fact that the school fully acquires the pedagogical and administrative authority to make responsible decisions [66, p.753].

The process of decentralization in the educational system of Israel is associated with the contradictions between schools and external supervision and control system. The form of contradictions totally differs from the implementation of the similar processes in other developed countries. Perhaps these differences should be attributed to the difference in history, culture, social and religious spheres, changes of political forces, on condition that each of these makes a significant contribution to the maintenance of the process of decentralization.

Before the 1980s, the Israeli education system was seen as a means to achieve political aims and, as a consequence, there was a requirement for improving school's efficiency. As a result, there are differing the opinions about the advantages of centralized and decentralized education system [17, p.16]. Some researchers believe that a centralized system of education will lead to a greater efficiency. In this system, decisions are made at the state level, without the authority of schools. Other researchers have argued that a decentralized system, in which exists a separation of powers and the transfer of responsibility for the educational process results at the school level, and it has obvious advantages [91, p.68].

The education system continued to work in a rapidly changing ambient space, a feature of which was the presentation of the new requirements, in accordance with social changes, which were a part of the political and social changes [143, p.33]. This led to changes in the system, in the structure of relationships between its constituent parts and in the rigidity of the society above its centralized structure. There appeared a need to improve the communication between rulers and the ruled, to strengthen their cooperation in the conditions of differences of opinion; between subjects and objects of the educational process - teachers on the one hand and children with their parents- on the other. Separately, there are relationships between teachers and school administrators, with the control element of the educational system, which are benefic for managers, in conditions of centralization, but restraining the legislative initiative of the teaching staffs. The distribution of powers and responsibilities among the Ministry, municipal authorities and schools is an indicator of the degree of democratization in a given country.

Under the decentralization of education systems one refers to the transfer of powers from the center of the lower organizational entities, carried out in two ways:

- Within a national framework, from the Ministry of Education - the local education system and schools;

- In the framework of separate schools: the school management - teachers and students.

The process of decentralization is reflected in the provision of more authority to school, in engaging the community organizations and parents in the choice of teaching material and for granting the right to choose [38, p.18]. Here, two trends are joined together. Firstly, there was an agreement between the Ministry of Education and a number of civil society organizations, regarding the provision of greater accountability bodies that were directly involved in educational activities. Secondly, the program of budgetary cuts in public education has led to a weakening of the state control and to the emergence of opportunities for local initiatives, at the level of municipal authorities, community organizations and parents. A number of these initiatives stemmed from the dissatisfaction of parents what education their children receive, and their desire to influence the educational process.

In terms of the organizational structure of the centralized system, which is more rigid, it is an unequivocal and undeniable hierarchy, decision-making process is defined and rigidly tied to the level of authority. Within a decentralized system, on the other hand, decision-making is carried out by functionaries of both higher and other units that are directly related to the process of their implementation. These solutions are more adequate and reconciled. The decentralized structure allows those who make decisions, to get acquainted with the case and the requirements of the object, fast enough to make the necessary changes, especially since the decision can be made on the spot. The decentralization significantly reduces the contradiction between high-

ranking officials and performers, allowing managers of the education system to focus on solving the strategic problems that determine the educational policy of the state in the long term. Raising the level of office managers and supervisors increases the motivation of their work, leading to a greater professional and creative impact.

As for the disadvantages of a centralized system, it can be considered one of its advantages - equality in the acquisition of knowledge - such as equality of weak pupils in receipt of incomplete knowledge. Conditions for obtaining the required minimum of knowledge can turn this in at least the maximum, and this, in turn, will cause a large gap in basic education between those who are satisfied with the level of the school and those who can afford extra lessons. Moreover, the centralized system raises a number of social conflicts by virtue of what it is not effective enough, too cumbersome; it lacks the necessary flexibility and quick response to the changing demands of society.

These are questions that repeat themselves. Under current circumstances of pressure to decrease public budgets and to use resources efficiently, many countries, even those considered to be highly centralized, have adopted policies of decentralization. The argument of decentralization versus centralization has continued over several years. But it is apparent that there are no countries where total decentralization or total centralization exists. Therefore, the discussion should focus on the question: Which decisions should be made through decentralization; that the schools should be accountable to and be responsible for, and what is the regulatory role of the specific country.

There are different types and levels of decentralization and different ways of applying this policy. Usually, decentralization is efficient when it transfers only part of the authority to lower levels. In certain cases, decentralization is not recommended at all. Usually there are about four authority levels: the central government, local, regional or country controlling bodies; schools.

The most important conclusion about reform for decentralization is that if decentralization does not deal directly with the education bodies and does not influence them, then, the educational results will not change or improve. That is, many reforms as a result of decentralization have no impact on the results of education, if they do not include a structural change in encouraging teachers or the conditions for teaching and learning, which are the conditions for improvement of the entire education system.

Reform in education is a localized process − school is the center of change and not the education department [65, p.124]. Schools are the places that dictate the level of success. It is in their power - to block applications of reforms or to motivate them. That is to say, schools need to fulfill an active and creative role in order to improve the quality of learning.

Other lessons that may be learned from the decentralization process:

1. Central support is compulsory – the main office needs to learn to support the efforts made by schools. When delegating more authority to schools, the assumption is that a strong support will accompany the entire system the central unit needs to provide the lowest units in the system with support for reform on the subject of employment.

2. Affinity with the system – it is imperative to have an affinity throughout the system and mutual relationship between the three levels- national, regional and local. Also, the administration must combine pressure and support as well as providing all the required resources.

3. The process of reform is a learning process – the process of reform is a continuous and developmental process. The key to success is acquiring data from every part of the system on an ongoing basis. For this, a suitable foundation of supervision and evaluation is required.

4. All-inclusive thinking – every reform of systems is complex and needs mechanisms and abilities to arrive at solutions for problems at every level.

5. Focus on work in the classroom – the focus needs to be on the dynamics of the classroom and the individual school, since this dynamic is what ultimately determines the level of success in the implementing of the reform.

6. Teachers as students – high quality learning materials and appropriate conditions are most important, but themselves, are not enough. Teaching skills have much more influence on students and may be developed through a system of training and local upkeep, including in-school courses, supervision and facilitation in a staff environment.

7. Obligation at every level – the most important thing for the highest level to provide is a support mechanism. This is important at the local, school and regional levels. Obligation at the school level stems from the local empowerment that builds emotional and administrative skills such as the ability to solve problems.

There is no doubt that the decentralization / devolution of powers gives the main organizations the possibility to provide their employees' self-government, autonomous from any other class leading enterprise company.

Decentralization gives the possibility of empowering employees, decision-making processes take place quickly, proximity services personnel and providing efficient service to the community, transfer wide powers The public power entities in charge of the community e. g. schools, etc. The allocation of resources from high power to low power i.e. public authorities will receive funding from the government self-management and shared their budget according to different parameters of various bodies which are responsible within their jurisdiction.

Thus, in this paragraph, based on the analysis of scientific works, the author realized the task: "to underlie the role of decentralization management in education" and defined the role of

schools autonomy for improving the educational process on the basis of decentralization of management.

1.3. The International experience in the process of decentralization in the secondary education

At the turn of 20th-21st centuries, the number of social problems of school management in the world increased substantially, as their solution depends largely on the effectiveness of educational processes. One of the most urgent tasks in the field of education management in the modern world is searching for the best management model, characterized by democratization, humanization, diversification, etc. This aspect is important to monitor and track key trends in the development of education in the world and the adaptation of national systems in order to increase their effectiveness [36, p.39].

The mechanism, which provides an overview on the subject, are the international comparisons in education, contributing not only to conduct a comparative analysis of performance of different countries, but also the construction of its own educational system [30, p.231].

One of the key issues that have become a subject of debate and research in many countries, is the mismatch models of management in national education systems, as well as how the educational organizations respond to the new challenges of the global world, growing of the migration, dramatically changing demands of the economy, society, identity.

Three main aspects that directly affect the choice of models and management mechanisms can be distinguished:

1. Development of the market of educational services.

2. The level of state regulation of education.

3. The level of self - organization (autonomy) of the educational institutions.

It should be noted that each of these aspects is depending differently on national factors. This - the state system and the general system of public administration, legal distribution of responsibility for the provision of education and management structure, the degree of decentralization of management, as well as existing for decades the historical and cultural national traditions.

In most of the countries with a developed educational system, there is implemented an approach to school management, based on decentralization. Decentralization - is the transfer of competences in the decision-making from the central government education authorities to the subordinate organizations, i.e. at that level, which is much better known by all the circumstances

that are important for the adoption of a decision. As a result of the decentralization processes, there is an increase in the effectiveness of the school by improving the quality and the speed of decisions, the probability of making the right decision, as well as stimulating the local initiative.

The decentralization of education governance has become more common since 2000. This principle was reflected nowhere more clearly than in the Dakar Framework, which called for a move from highly centralized, standardized and command-driven forms of management to more decentralized and participatory decision-making , implementation and monitoring at lower levels of accountability. It was hoped that improving education governance would, in turn, improve equality of education in general [65, p.213].

Reforms in education governance before the 2000s were often a part of a wider decentralization. Those many factors underlying decentralization agendas included the reducing of national budgets by transferring the costs to regional and local governments, dismantling the large and costly bureaucracies, satisfying the political demands for democratization, giving citizens more voice in shaping public resource allocation and defusing the ethnic and regional tensions by allowing a greater autonomy.

The attempts to decentralize authority and responsibility in education were also motivated by the perceived failure of central governments to provide high quality education [55]. Over the past few decades, the education sector has been a fertile ground for decentralization. Most of the countries have transferred the responsibility away from central government (UNESCO, 2009a). The transfer has taken various forms, including assigning tasks to lower levels within ministries, devolving decision-making to elected representatives at subnational levels and investing the authority and responsibility in schools and communities.

To date, the research has no clear system of criteria for analyzing the degree of centralization or decentralization of management in the education system [41, p.185]. Different authors use different approaches and sets of criteria and give different classification of countries on this basis. The author has combined different classification models in the education management system and presented them in the Figure 1.3.

The National Assembly of the French Republic, presented a report in the autumn of 2004 [117], a classification, which will be called dual, intended for the European Union. It identifies two models of education management: centralized management model (e.g., France) and the federal model (e.g., the United States).
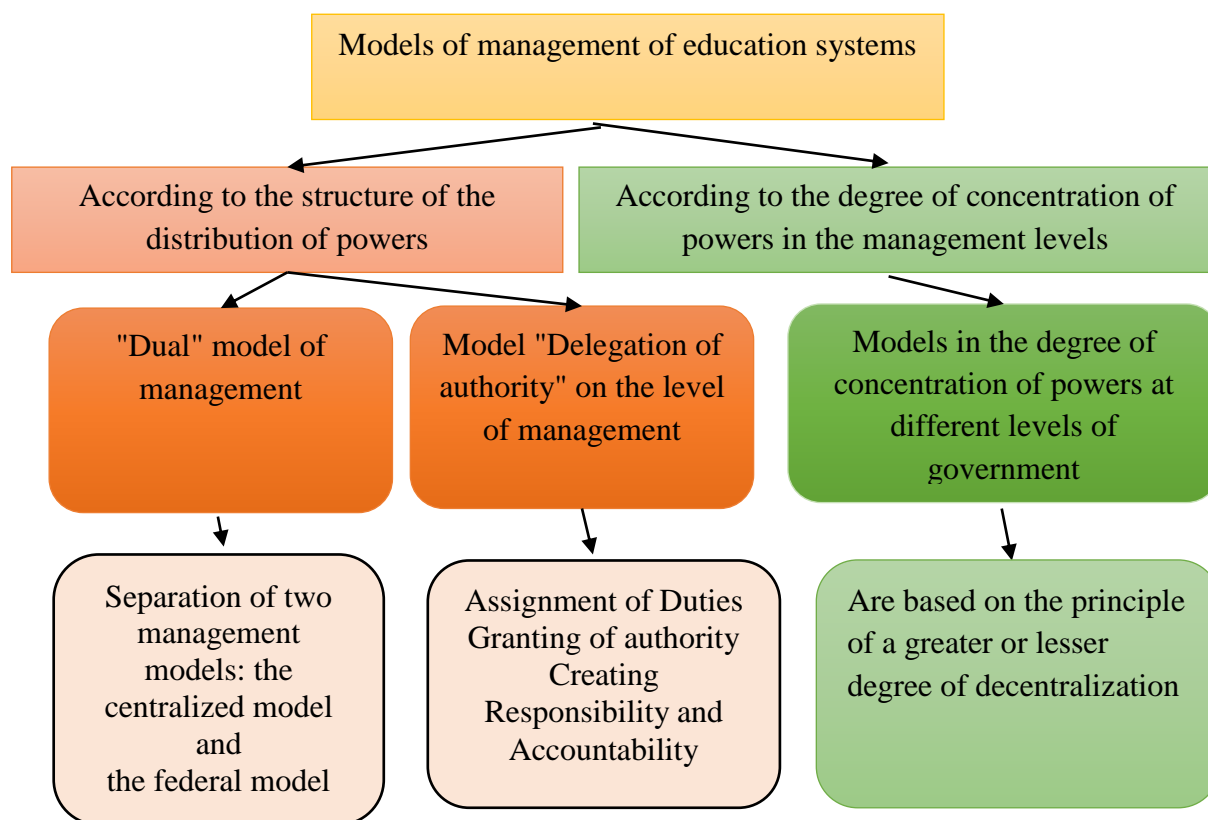
Fig.1.3. Classification of education management models, depending upon centralization /
decentralization

Source: developed by the author

According to the first model, all the education system controls are state-owned. Under the second model, much of the authority: the content of educational institutions, some of the issues of funding, accreditation of educational institutions and other questions are the powers of regional and local authorities.

Classification of the "empowerment" has been described in details in the analytical report of the World Bank and is somewhat reminiscent of the first, as its basis is the principle of delegation of authority. Two basic models of the delegation of authority from the central government agency can be identified on Education (the Ministry), in accordance with the different levels of government:

1) the authority can be transferred to regional governments;

2) the authority can be transferred directly to schools.

In states with a regional management organization, form the central educational authorities retained the functions of coordination in the implementation of state educational policy [18, p.90]. These countries include Australia, Germany, Canada, USA. It should be noted that this model overlaps with the federal model of the previous taxonomy, as in fact it is a representative of the state structure of these countries.

One of the central management models of education management authority continues to exercise the direct management of schools, however, to delegate their considerable powers for ensuring the role of the central authority is increasingly reduced to strategic management. Typically, such a model is used in national systems of small scale [117].

In another aspect, it builds his concept of public education management, according to Mons N. His classification is based on the principle of a greater or lesser degree of decentralization.

Based on the analysis of the formation of public administration in countries of the OECD (Organization for Economic Co-operation and Development), Mons N. asserts the existence of four types of decentralized management of education systems: countries with a "minimum", "balanced", "cardinal" decentralization of powers [100, p.110].

Table 1.3. Types of systems for decentralized management of education according to classification Mons N.

Decentralization of the state power	Functions of the state	Countries
"Minimum"	Almost the entire range of the administrative functions is concentrated in the hands of the state	France, Ireland, Italy, Portugal, Greece, Luxembourg, Japan, Korea, Moldova
"Balanced"	The state is mainly determined by the standards of education, and at the local level - the choice of pedagogical strategies, personnel selection, etc.	The Scandinavian countries, Poland, Czech Republic
"Cardinal"	The state has a coordinator and supervisor; local government operational management; school autonomy	Hungary, New Zealand, Spain
"The federal arrangement"	Simultaneous continuous decentralization and centralization	Canada, Brazil, USA, Switzerland, Germany

Source: developed by the author based on [100]

Besides these three types, Mons N. highlights the group of countries with a federal structure as the fourth species in the decentralization of powers.

According to Mons N., the system of public administration of the first group of countries (e.g., France, Portugal, Greece, Luxembourg, Japan, and Korea) is characterized by a minimal transfer of powers, from the central level education authorities to the peripheral. In these countries, the trend of management centralization dominates the opposition of their decentralization trends. A full range of management functions from appointments, certification of educational institutions and staff, to establish the volume of an academic load on students and

teachers in specific disciplines and programs, determined by the authorized central state agency (Ministry of Education, etc.).

The second group of countries "balanced" the decentralization in the classification of Mons N., trying to find a "middle ground" in the process of redistribution of powers. Among them, it calls the Scandinavian countries, as well as Poland, the Czech Republic. The peculiarity of the formation of the control of such countries is that the state still defines educational standards: fix compulsory discipline determines their number of hours, sets wages, etc. Subjects of education and education management at the local level have the freedom associated with the choice of pedagogical strategies, with the selection of personnel, etc.

The third group of countries - the country's "cardinal" decentralization, such as Hungary, New Zealand, Spain, etc., completely abandoned the policy of centralization of authority in the management of education. The state, in these countries, retained the coordinator and supervisor functions with regard to the local authorities, they perform a direct operational management of the education system, taking the relevant decisions for this purpose. Educational institutions in these countries have maximum autonomy.

Violating the principles of their classification, Mons N., however, highlights the fourth group of countries that have a federal structure (Canada, Brazil, the USA, Switzerland, Germany). A special feature of government education systems of these countries, in his view, is the simultaneous co-existence of a permanent opposition of tendencies: decentralization and centralization [100, p.108].

Anne Van Hecht identifies three groups of educational systems [136, p.10]:

First - predominantly centralized system of education, subdivided in turn into two subgroups:

a) with a highly centralized management system;

b) with centralized management systems that have a tendency for "deconcentration", i.e. to what is called sometimes - functional decentralization. This means delegation of certain administrative functions, from the center to their regional and local structural subdivisions (departments, divisions, etc.).

The second group represented a centralized system of education, with a strong trend towards decentralization.

The third component of the education system with mainly decentralized management.

Nikolai Popov identifies two main groups of countries: those with centralized management, subdivided into two subgroups - with strong and moderate centralization; and hose with decentralized management, who are divided into three sub-groups of countries - with proportional, uneven and full decentralization of education management [114, p.10].

Thus, according to the structure of the distribution of powers and the degree of concentration on a particular level of development, foreign countries can be grouped into two main groups: centralized and decentralized model of education system [37, p.108].

In the case of the group with centralized control of education there is a slight influence on local self-management school. The first is a relatively limited number of European countries: Ireland, Italy, Portugal, France and a few others, less industrialized. For the subgroup with a strong centralization in the management refers to the example of Greece, where virtually all the powers in the field of education are concentrated in the hands of the Ministry of National Education and its regional and local structures monitor the implementation of the directives and the center plans. A more moderate centralization of management is expressed in Italy and in France, where since the late 80s is a strong tendency to its gradual decentralization.

In the second group (with the decentralized management of education) the influence of local government on the management of school education is predominant. In most cases, the local management is responsible for the formation of financial and staffing schools, helping to find sponsors for school determines the direction of school activities and monitors the quality of the educational process, stimulates the work of teachers, etc. The second group are: Belgium, Germany, Great Britain, Israel, Spain, the Netherlands, Norway, Sweden, Switzerland and several other countries are more numerous and heterogeneous group in the degree of decentralization.

As it is seen in the analysis above, there is virtually no pure centralized or decentralized management in formation model. There is various share transfer of authority from central education authorities to peripheral (local).

The analysis shows that the education management model has a significantly different nature of the relationship between the local government and the central education authorities, and it forms the cooperation between local control of education and schools in the local government system.

According to the author, it is necessary to allocate a separate model of education system - a **combined model**. It has the elements of both centralized and decentralized models. The combined model is a partial transfer of management functions regarding school, from the central government to local governments. This model takes into account the regional characteristics, increases the autonomy of educational institutions, etc.

Taking the types of management systems in education offered by N. Popov and N. Mons, the author proposed a combined model with a selected range of local government participation (percentage) in the education management system. We distinguish the following ranges:

- Range "Minimum" (denoted min) - in this range, almost all the decisions are made by the central education authorities. Only about 5-20% of managerial decisions are made and implemented at the level of local education authorities. This range is typical for models with strong centralization;

- Range "Moderate" (mod) - in the range of about 20-45% of managerial decisions are made and implemented by local education authorities. This range is typical for models with moderate centralization;

- "Balanced" range (bal) - in the range of central and local governments are the relatively equal partners. About half (45-65%) of administrative decisions made by the local education authorities. This range is typical for models with proportional decentralization of education management.

- Range "Uneven" (unev) - the range of education management that can be largely (65-80%) passed to local authorities' education. Local education management implements educational policies, based on democratic self-government procedures, taking into account the local conditions and social factors. This range is typical for models with uneven decentralization of education management;

- "Cardinal" range (max) - in this case, the central authorities have basically a small impact on education management in regions. The number of administrative decisions made by local authorities' education will be around 80-90%. This range is typical for models with full decentralization of education management.

The author believes that the combined model's range of influence of social factors on the managerial decision-making in the field of education will be within 20-90%. According to the author, it is a range of local government involvement in education management system that affects the process of decentralization (Table 1.4.).

Table 1.4. Ranges of local government involvement in education management system

Model	Range	Ranges influence of social factors (in percentage)
The centralized model	"Minimum" (min)	5-20
The combined model	"Moderate" (mod)	20-45
	"Balanced" (bal)	45-65
	"Uneven" (unev)	65-80
The decentralized model	"Cardinal" (max)	80-90

Source: developed by the author

Considering the above, the role of local authorities in school management models is presented in the Figure 1.4.
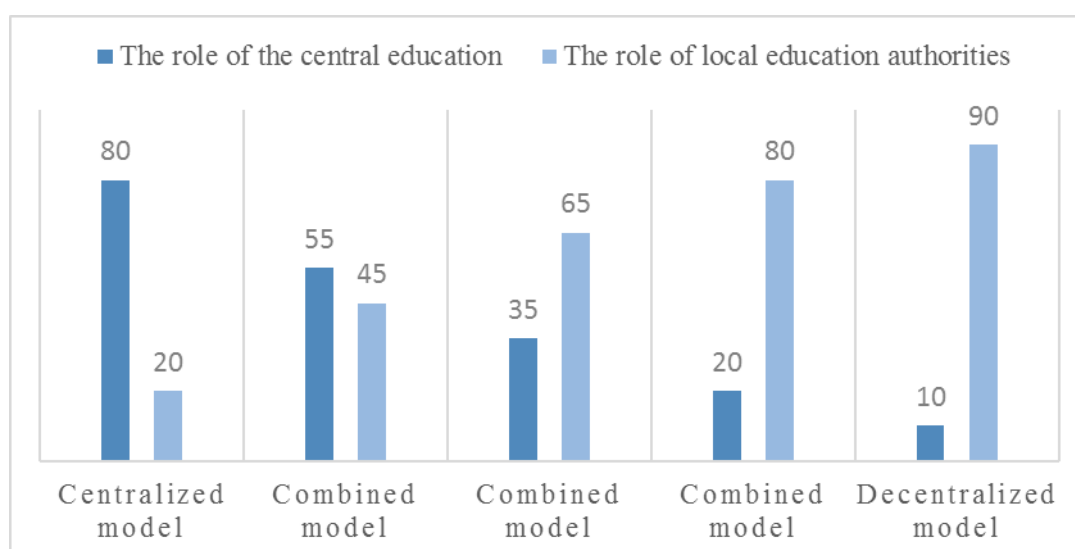
Fig. 1.4. The role of local authorities in school management models

Source: developed by the author

According to the author, the proposed combined model of education management makes it possible to identify the trends and monitor the management of education systems. Using conventional parameters (for example, interest in central authorities or local government in the education system) it is possible to analyze the trends in the development of education management system, towards decentralization.

Comparing the education systems in different countries, in terms of their level of centralization or decentralization, there can be drawn the following conclusions:

- given the classification of fairly conventional models, for each group of countries, characterized by traits of other groups;

- from excessive bureaucracy in the education system, its inefficiency to more flexible forms of enhancing the efficiency of education at all levels;

- from centralization in education management and strict state regulation of decentralization, which is prevalent in the whole developed world;

- the decentralized education management systems are significantly different from each other due to the national peculiarities, elected political approaches and solutions, but have as a characteristic of a particular distribution of decision-making powers between different levels of education management;

- there are many options in the baseline and the national context. If we compare the UK and France, we can say that for many years the UK schools were sufficiently independent from the government. In recent years, there has existed a trend towards the centralization of education (e.g. financing). In France, the situation is diametrically opposite: schools of the country have worked as part of a centralized system, and only now there occur some changes;

- within a national system process it can be ambiguous: the decentralization observed in certain aspects, and other things are contrary;

- in countries with a federal system it is impossible to talk about the national system as a whole. For example, in various states of Germany, the situation may be quite different. Nevertheless, the problem of differentiation of educational powers between levels of government in a federal state, is actively discussed by the specialists of different scientific disciplines and it affects the organizational, financial, personnel, and many other aspects of the problem.

Decentralization provides both opportunities and obstacles. Some governors and mayors do not support the national policy as strongly as others, and the subcontracting of many aspects of service delivery to non-state providers presents a challenge in ensuring uniform standards of quality [8, p.57].

Taking into account the point of view presented here, on the specifics of the control system of education around the world, we present a comparative analysis of the education system in Israel and the Republic of Moldova on certain criteria (Table 1.5).

Table 1.5. Comparative characteristics of school management in Israel and Moldova

Criteria	Israel	Moldova
Education Management Model	Mixed	Centralized
The system of relations between central and local authorities	Local education authorities are given certain rights	It is a not enough clear policy on the allocation of responsibilities and mechanisms for cooperation among all the participants in the control system of education, in the development and implementation of educational policy
Levels and cycles of schooling	The division of schools into different "sectors" of education in the following four main features in accordance with: students with age (stage of training), the legal status of the, educational institution for the one who carries out the inspection of school, supervision on a sectorial school supplies	Level 0 - Early education (pre-preschool and preschool education); Level 1 - Primary education; Level 2 - secondary education, I cycle: high-school education; Level 3- Secondary education, II cycle: lyceum and secondary vocational education; Level 4 - Post-secondary technical and vocational education; Level 5 - post-secondary non-tertiary technical and vocational education
The organization of educational process	On the basis of the state educational standards, approved by the Ministry of Education, regardless of the	On the basis of the state educational standards, approved by the Ministry of Education, regardless of the type of ownership and organizational-legal

	type of ownership and organizational-legal forms of educational institutions	form of the educational institution.
Control over schools	Supervises the activities of a large number of schools	Supervises the activities of all schools

Source: developed by the author based on [6; 9; 40; 77]

Taking into account the point of view presented here on the specifics of the control system of education around the world, it should be noted that the management of education in Israel is also a subject to the decentralization trends. The system of relations between central and local authorities varies [75, p.56]. In recent years, there is the strengthening of local authorities, as well as the transition of schools to the principles of self-government. Analysis of management education in Israel is discussed more detailed in Chapters 2 and 3.

Speaking about Moldova, we can see that the major obstacles to the education development are the hyper-centralization of the educational system, the inefficient use of resources, restricting the role of direct beneficiaries in managing the educational institutions, lack of links with the labor market, persistence of a process-based instead of a result-based management.

From the perspective of the people who wish to form and to develop their professional competencies, the current structure of the educational system is a rigid one, as it does not provide sufficient opportunities to return, within the system after a period of labor activity and does not encourage the lifelong learning.

Since its independence in the 1990s, the education sector in Moldova has constantly suffered from a lack of efficiency and declining the education quality. Moldova's performance in international assessments illustrates the quality challenges the system currently faces. The results of PISA (Program for International Student Assessment) 2009 Plus show that the performance of the country's 15-year-olds in reading, math, and science is among the lowest in Europe. Around 60 percent of Moldova's 15-year-olds have lack in the basic levels of proficiency in reading and math literacy, needed to participate effectively and productively in the society. These results show the urgency to continue, consolidate and extend the reforms in education.

Conceptually, the curricular reform is a major component and, at the same time, guarantees the success of the overall reform of the national education system of Moldova. National curriculum includes the following components:

1. Basic curriculum (includes general purpose of education, interdisciplinary general purpose; phased and tiered targets; targets for curricular areas; basic curriculum, curricular standards);

2. Subject curriculum (subject concept, the general objectives of the subject, the content of education; methodological guidance; on the evaluation recommendations; bibliography);

3. Textbooks and use pointers.

State education component content is 70%, which is complemented by a component of the school (30%). National curriculum is open and flexible and provides a student-centered approach to learning provides active learning, critical thinking, and intellectual curiosity of students [130].

Essential reform of the educational system should be based on the following principles [4; 7; 28]:

1. Decentralization, which implies the delegation of competencies and of responsibilities to educational institutions, local government, communities, parents, students, teaching staff, etc.

2. Autonomy of educational institutions, which means that educational institutions must become legal entities empowered with full rights and have the possibility to manage their own finances, to employ, promote and encourage the teaching staff, to enjoy a larger freedom of choosing the teaching-learning-evaluation methods, to choose the curriculum components they consider as appropriate.

The economic, social and political development of the Republic of Moldova in recent years identified the necessity of a public management, especially of the local public management. The Government of the Republic of Moldova has made some steps to support decentralization in education, with the purpose of helping, through local administration bodies. One of the results of these measures is the law of the Republic of Moldova regarding the "Approval of the National Decentralization Strategy and the Plan of actions for introducing the National Decentralization Strategy for 2012-2018 years", which was adopted in 2012.

Moldova continues the reform in education, approving the coming into force of the new Code of education and the Strategy of education development for 2014-2020. All the more so, there is still a reason of worries the lack of qualified pedagogical staff, the inefficiency and organic adaptation to the necessities of the labor market.

Thus, in this paragraph, based on the analysis of scientific works, the author realized the task: "to study the international experience with the decentralization process in secondary education" and identified the problems of centralized and decentralized management systems in education. The author proposes the solution of these problems with the help of a "combined model" in the education management system.

1.4. Conclusions to chapter 1

1. In the first chapter, the author formulated the goal of the research, which is to study the genesis and the evolution of views on modern management theories in secondary schools.

For the first chapter, the following tasks were formulated: to consider decentralization as the direction of the concept of new managerialism; to study various approaches to the process of decentralization in the education system, to investigate the impact of decentralization on the secondary education system on the basis of international experience.

As a result of the formulated goals and objectives, the following problems in the research were identified: in a centralized system, the Ministry of Education is remoted from the school and students, the joint activities of the Ministry and local authorities are not adequately adjusted. The author proposes the solution of these problems through the using of models and methods of decentralization, which will promote effective joint work of various levels of management of the education system and the development of school autonomy.

2. The prevailing diversity of approaches reflects the broad aspect of the ideas in the field of management. The school of management reflects the views of the system in a certain time period. Various ideas have formed control over schools that show continuity with the management ideas of the past and are in line with building the future management concepts.

3. Managerialism in the new conditions of activity is focused on the environment and is characterized by a more "entrepreneurial" approach, focused on the end result. Representatives of managerialism acknowledge that the modern theory may suggest new and highly effective direction of development management practices.

The main direction of research in the school of managerialism is the study of the content of labor and functions of managers. The effort of a manager is characterized by specific features: he should ensure quality results of the management process by using available resources; during every decision and action he should be focused on long-term prospects of the organization; management process should be efficient in organizational and economic terms.

Managerialism puts forward a number of principal areas, among which is the decentralization of management. It involves a shift of power to the lower levels of the organization, who deal directly with customers (service consumers) and partnership between workers and management.

4. The decentralization of management, advanced by representatives of managerialism school, ensures a stable growth and development of the organization. However, a rational relationship between the centralized and decentralized approaches will require the optimal distribution of functions between all the enterprise controls. It is necessary to define clearly the areas in which policy decisions are taken at the level of the central leadership, and their implementation may be carried out and monitored at lower levels.

The modern system of education around the world is characterized by the desire to determine   the needs of the public, recognize the huge importance of education and the need for

a change in this area, the creation of educational structures that meet social needs and realities. In regard to the decentralization of the educational system, one can distinguish the minimalist and maximalist approaches. They share a desire to transfer authority from the center - be it the state or local governments - to the schools.

5. In today's educational systems there are various ways in which the path to decentralization is put to practice, depending on the social, educational and political contexts. To date, in the foreign management science there is no single clear system of criteria for analyzing the degree of centralization or decentralization of education management. Practically, it does not exist centralized or decentralized management models in education, in their pure form. There is a various share transfer of powers from the central level education authorities to the peripheral ones. The author proposes to allocate an independent model of education system – a combined model. It has elements of both centralized and decentralized models. The combined model is a partial transfer of management functions in school, from the central government to the local governments. This model takes into account the regional characteristics, increases the autonomy of educational institutions, etc.

6. Decentralization of decision-making in education aims to provide a particular school the opportunity to make important decisions that meet their interests, and then enforce them. The essence of the decentralization idea is to transfer the responsibility for the decision-making process of the central body into the hands of the school.

7. In several European countries, the scope of government regulation is significantly reduced, but this process is a matter of concern for society and public officials, because it makes it difficult to regulate the quality of education, which in turn, seriously affects the economic development of the state.

2. ANALYSIS OF THE ORGANIZATIONAL - ECONOMIC MECHANISM OF MANAGEMENT BASED ON THE PROCESS OF DECENTRALIZATION OF AVERAGE EDUCATIONAL INSTITUTIONS OF ISRAEL

2.1. Analysis of the features of the school system of education in Israel

The main role of Israel's education system is to produce well-prepared graduates, capable of succeeding in a rapidly-changing global village, who will actively and meaningfully participate in the labor force, and of contributing to Israel's economy. Graduates will forge the Israeli society, it will be based on love of one's fellows, unity and mutual responsibility, social justice, building up and defending the homeland of Israel, charity and peace.

For the past four years, the Ministry of Education has been guided by a strategic plan, from which some quantifiable and measurable objectives are derived, and which sets clear goals for the Ministry as a whole. Among these goals are: intensifying the value of education, improving pupil attainment levels, achieving an optimal school climate, reducing the scholastic disparities, raising teachers' quality levels and enhancing teachers' status in society, strengthening the vocational education, and adapting the education system to the 21st century needs.

The current structure of the Israeli education system was formed gradually, over a long period. The effectiveness of the education system and its performance is primarily derived from the legislation, which regulates the system of education in the state. Below are the basic laws that govern the education system, its area of competence and authority of the Minister of Education.

Table 2.1. The legislative framework in the field of Israel education

Year	Title of law	The main objectives of the law
1949	Compulsory Education Law	Ensuring an equal access to education for all children in the country, without discrimination on economic, ethnic or sectoral basis
1953	State Education Law	It defines the responsibility of the state to establish public education
1968	School Inspection Law	Defines the provisions relating to the opening of schools and activities, licensing in the field of safety and health inspections, school staff employment conditions and terms of school closures
1988	A special Education Law	It defines the responsibility to provide free vocational education for children with special needs
2000	Student Rights' Law	It defines the basic rights of students in the spirit of human dignity and the UN Convention

Source: developed by the author based on [64]

The Compulsory Education Act (1949), established the right for free education for children of 3-17 years old; introduced the term "accredited institution"; defined the powers of the Minister of Education.

As a result of the adoption of the Act on Public Education (1953), two main types of formal education were established in Israel: the state and the state-religious. The law defines: the goals of the state and state-religious education, curriculum objectives, additional education programs and pilot programs. The definition of procedures and conditions for accreditation of informal education, regulation of control over state institutions, the appointment of inspectors, principals and teachers, the development of a curriculum, the corresponding order of the law to the needs of compulsory education for students who are not Jews, the definition recording procedures in the school and transfer students.

Paragraph 3 of the 'State Education Law' that was instated in the Knesset in 1953 states that "since the year's beginning and onwards, the State would be responsible for all the formal education institutions". State education was defined in paragraph 1 of the Law of Education, according to the curriculum and not adhering to any political party or ethnic group or organization outside of the government. So it was determined by law what the goals of education are for all sectors. Accordingly, the Minister of Education, for the first time, was given the authority to determine the curriculum for each of the official educational institutions.

In 1968, it was decided to implement the reform of the entire school system. Recommendations were developed for the restructuring of the education system, thus today there is a clear distribution of the levels of education and age.

Of a special Education Act (1988) defines the responsibility to provide free vocational education for children with special needs, the creation of admissions and appeals commissions, the right to the provision of special education of the children with disabilities. In 2002, the law on the integration of the supplement for children with disabilities, was included in the regular education system. The amendment to the law specifies that if the integration commission has determined that a child with disabilities has the right to receive regular education, the student is eligible to receive additional training and special services.

The law about the extended school day and additional education (1997) is intended to add extra hours of training to the existing hours, in order to expand and deepen the knowledge of students, add more hours to the study of social values, social activities, and to provide equal opportunities for education for all the children of Israel. The law specifies that the Minister of Education will determine in what localities and regions it has to be applied the extended school day.

Student Rights Law (2000) defines the basic rights of students, in the spirit of human dignity and the United Nations Convention on the Rights of the Child and the observance of education legislation. The main issues to be settled in the Law, are: to ensure the right to education in accordance with the law, the right to participate in the matriculation (teudat bagrut), the right to privacy, the prohibition of discrimination based on ethnicity, socio-economic or political grounds, the ban on the physical punishment use or other forms of punishment, degrading students, prohibits the use of penalties against the acts or omissions of the parents, the ban on permanent removal from the student to attend classes if the student and his parents did not have the right to express their point of view.

In the Knesset, the 18th convocation of the Act was amended, which allows the principal to remove the student from school to the decision of the appeal committee. It was also determined that the discrimination because of the country of origin of the student or his parents is also prohibited.

At the end of July 2013, the Knesset was presented with a bill, proposing the legal responsibility of the State to public education. The bill was initiated by a movement called "it's all education" and contained 30 signatures of leading Knesset members of both the opposition and the coalition parties.

The purpose of the law is to 'ensure the right of each pupil to receive education that is appropriate, qualitative, available, timely, suitable, and equal, with no discrimination, and to ensure the obligation of the State to implement this right by providing authorized education with public supervision, to provide basic values, appropriate education and skills which express the Jewish democracy of the State of Israel. The educational system shall provide wide horizons, personal and national identity and allow its graduates to live with significance and well-being. These measures of the free education system are in line with accepted general measures of education systems worldwide. Public education, as outlined in this law, is an existential need of the State of Israel and is the main tool for accomplishing its goals; thus, it must be a primary national goal. The public education system is a guarantee for placing the State of Israel as a world leader in its social, scientific and economic achievements. The existence of the high quality public education system shall ensure the formation of a traditional identity, national values, and it will ensure instilling the skills of Israeli children to cope with the challenges of the 21st century. The promise of their economic futures as graduates of this education system, and the ability of Israel to compete, will ensure the status of the State of Israel as one of the leading countries in the world.

In recent years, various important Knesset laws have been passed, including the Law on the duration of the school day, the Law on Pupils Rights Act, the provision of school meals, and others.

The development of the education system can represent the total number of schools and students (Table 2.2 and Figure 2.1).

Table 2.2. The dynamics of the number of schools and students in the Israeli school system for the 2004-2016 years

Indicators	2004/2005	2012/2013	2013/2014	2014/2015	2015/2016
Schools, ed.	3813	4481	4585	4663	4733
Growth rate, %	x	117,52	102,32	101,7	101,5
Pupils, thousands of persons	1713	2027	2081	2142	2185
Growth rate, %	x	118,33	102,66	102,93	102,01

Source: developed by the author based on [88]

The data in Table 2.2 show an increase in the rate of growth in both the number of schools and students. Comparing with the situation in 2004-2005 school year, in the school year 2012-2013, the number of schools in Israel has raised by 17,52%, as well as there is a raise in the number of pupils- by 18,33%.
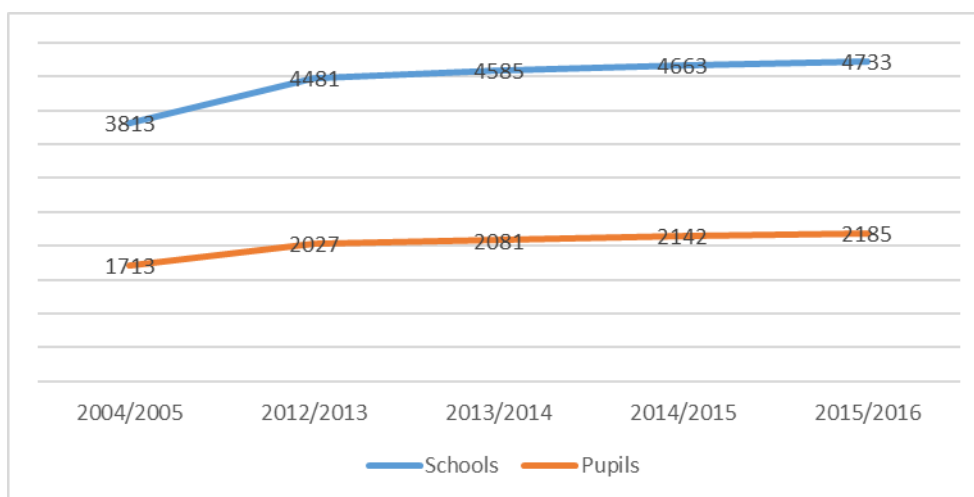
Fig. 2.1. Dynamics of the number of schools and students in the Israeli school system for the years 2004-2016

Source: developed by the author based on [88, 90]

In the last four school years, there is observed an increase of the total indicator of number of schools (104 schools in 2013/2014 comparing to 2012/2013, 78 schools in 2014/2015 comparing to 2012/2013, and 70 schools in 2015/2016 comparing to 2014/2015), but the relative indicator (the pace of increase comparing to previous year) has a decreasing tendency (analogically to years 2.32%; 1.7%; 1.5%).

The total number of pupils in the 2012/2013 school years increases each year (by 54 pupils more in 2013/2014 than in 2012/2013, 61 pupils in 2014/2015 comparing to 2012/2013, 42 pupils more in 2015/2016 than in 2014/2015). The pace of increase for this period is around 2.01% - 2.93% (accordingly 2.66%; 2.93%; 2.01%).

Getting education is compulsory for all the children and young people living in Israel, from pre-school age and up to the tenth year of secondary school. The heterogeneity of Israeli society and the diversity of its constituent communities and denominations are displayed in the structure and function of the education system in Israel. The heterogeneity of the education system is reflected in the various segments that make up the system of education in its budget, as well as the existence of different types of schools that meet the needs of different sectors of Israeli society.

Israeli schools are usually divided into different "sectors" of education in the following four main features: in accordance with the students' age (stage of training); in accordance with the legal status of the educational institution; according to the type of inspection supervision of the school; in accordance with the sectorial membership of the school.

The Israeli educational system includes both formal and informal educational structures. The formal education system consists of the following basic levels: preschool, primary, secondary (middle and high) (Table 2.3), incomplete higher and higher education. The informal system of education includes the social and youth activities, carried out in various educational areas, as well as the educational programs for adults.

Classification of the schools according to student's age (stage of training)

The Israeli education system can be divided into four basic steps of training, in accordance with the student age (Table 2.3).

Table 2.3. Educational structure of the stages of school education in the Israeli education system in the 2015/2016 school year

Education Level	Number of schools, ed.	Proportion of schools, %	Number of students, thousands of persons	The proportion of students, %
Primary Schools, grades 1-6	2658	56,16	987	58,26
Junior High Schools, grades 7-9	599	12,66	288	17,00
Senior High schools, grades 10-12	1476	31,18	419	24,74
Total	4733	100,00	1694	100,00

Source: developed by the author based on [88]

Primary education (Chinuch Yesod): grades 1-6 - from Aleph to Vav (from 6 to 11 years); or classes 1-8 - from Aleph to a hat (from 6 to 13 years).

The senior and secondary education (Chinuch Al Yesod): Hativat Beynau (Middle School) - Classes 7-9: Zain, a hat, wall (12 to 14 years); Xativa Elyona (High School) - Classes 10-12: Yod, Yod-Aleph, Yod Bet (15 to 17 years); Tikhon - classes 7-12: Zain - Yud-Bet (12 to 17 years); Tikhon - classes 9-12: tete - Yod Bet (from 14-17 years).

Vocational and Higher Education (Limmud al Tikhonov and akademaim) - 18 years and older. This unit is basic, but within each stage it distinguishes a number of different areas, some of which include a combination of two phases, and some consist of only one phase.

The proportion of the number of students at grade level in the general structure of the education system in 2015-2016 is shown in Figure 2.2.
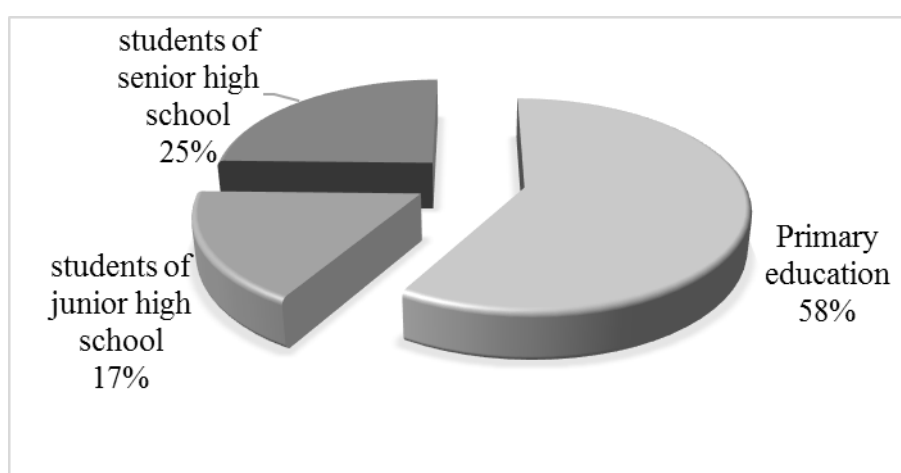
Fig. 2.2. The proportion of the number of students at grade level in the general structure of the education system in 2015-2016

Source: developed by the author

Data Figure 2.2. It shows that 58% of students fall on the primary school, 25% - it is the students of junior high school, and 17% - students of senior high school.

Classification of schools in accordance with the legal status of the education:

Laws on education in Israel recognize 3 types of school facilities, in respect of subordination and accountability of the state control:

1. **Formal education** – state educational institutions, public and religious institutions that are owned by the state or institutions in local government, which has been recorded as the official institutions in the "Reshumot" (Official Gazette). Usually it comes to pre-school education and classes with incomplete secondary education. Teachers in the formal education system - for the most part civil servants or employees of local authorities.

2. **Accredited non-formal education** – educational institutions that do not belong to the state, but under partial state control. These institutions receive from the state budget less money

than the law requires agencies to allocate formal education (75% of the budget for the student in institutions of formal education). In connection with the partial control of the state, these institutions have more freedom in matters of admission of students, the recruitment of teachers and the definition of the curriculum. Many of accredited informal educational institutions relate generally to the orthodox education and in particular to the two main systems of education in this sector - Independent Education Center (Merkaz-and-Chinuch atsmai) and Maayan and-a-Chinuch Tauran. However, there are schools that have a similar status, but relating to another religious community (Arab and Christian schools) and some small Jewish schools belonging to one of three types of surveillance.

Four-year schools for the middle classes (al-Yesod) and high school (hativot al elyonot) generally are not formal educational institutions, as they were not recorded in the "Reshumot", despite the fact that some of them are owned by local authorities' government or the state.

3. **Exempted training institutions** – Section 5 of the "Law on Compulsory Education" allows, under certain conditions, to liberate students from the requirements of the "Law on Compulsory Education". These institutions are not under the control of the state, but it highlights their budget in the amount of 55% of the budget per pupil, for formal education.

In addition to the educational institutions included in the above three categories, there are schools that do not recognize the existence of the State of Israel, and those responsible for them, are not turning to the state for the status of the institution, which has released it. In addition, following the adoption of the "Law on the special cultural and educational institutions" (2008) Knesset 17th convocation, it was a new type of education established, students who are exempt from compulsory education. This type of facilities for yeshiva students (the highest Jewish religious school, where they studied mainly the Talmud and the Oral Law) classes "tête - Yod Bet" (grades 9-12). The licensing terms of these institutions is regulated separately. In accordance with the law, they are entitled to budget in the amount of 60% from the budget of the official educational institutions. Funding for these institutions is not connected with the duty of studying the "core subjects" ("Limmud Lieb") in the amount provided by law.

Table 2.4. The number of pupils in schools, according to the division of legal status in the 2015/2016 academic year

Indicators	Type of school			Total
	Official	Accredited, but not formal	Those with exemption	
Number of students, persons	818993	79894	51232	987119
The proportion of pupils, %	86,19	8,40	5,39	100,00

Source: developed by the author based on [88]

Classification of the schools, according to the type of inspection supervision of the school.

The Israeli education system involves three main areas (Figure 2.3): public education; state religious education; independent entity (otherwise).
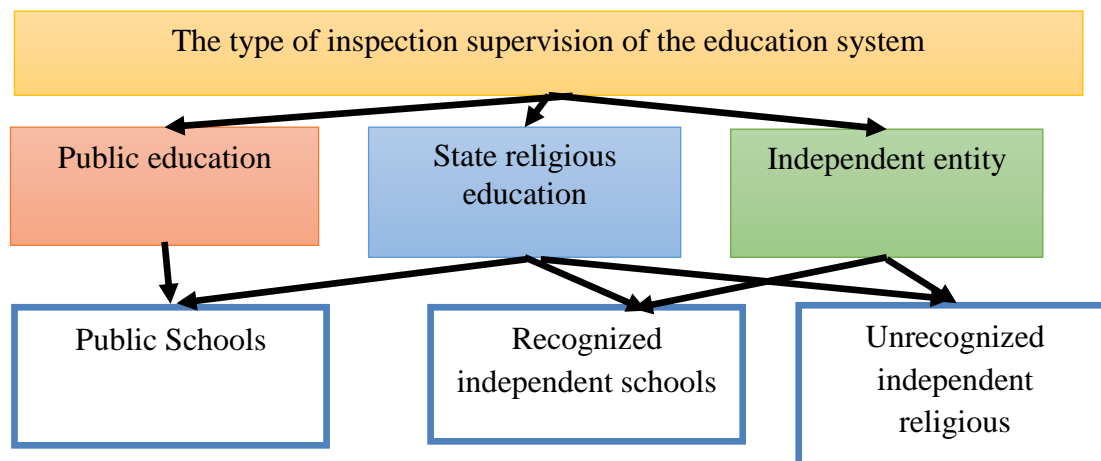
Fig. 2.3. Classification of educational systems in accordance with the type of inspection supervision for school

Source: developed by the author

This division has been a kindergarten. Parents have the right to choose, within their residential area, the type of educational institution, which they prefer for their children.

1. **Public education** - non-religious schools in a non-religious Jewish sector. Public education (and state-religious education) is provided by the state, regardless of party affiliation, or ethnic group, etc., and it is in the responsibility of the Minister of Education.

2. **State-religious education** - the Jewish religious-Zionist educational institutions. These are the state institutions that adhere to the rules of their Jewish religious life. Teachers and their leaders as well, mostly are adhering to Jewish religion.

3. **"Another control"** (this is the definition used by the Ministry of Education) - orthodox Jewish religious educational institutions (serving the needs of different religious communities and international organizations). Such schools represent 5% of educational institutions. Among the educational institutions, which are under "other control", no formal institutions, but in them there is a division in the institutions, combined in two main education systems: "Independent Educational Center" (Merkaz Chinuch well-atsmai) and Maayan a-Chinuch a-Tauran, and institutions that are not incorporated in these systems. "Excepted institutions" and "institutions of special cultural education" are also included in this category.

The State education law disallowed the sectors in education. The religious "Mizrahi" sector, "Agudat Yisrael" and the other religious sectors began their own religious-State

education program. So, the 'government within the government' was born and increased the expectation that the age of pedagogic and managerial autonomy of the sectors or sub-systems would begin an era of supervision and rational, systematic, authorized and hierarchical management: The Minister, the CEO, the pedagogic secretariat, the supervisor (manager) of the region and the supervisors. The supervisors were given many authorizations in the pedagogic area and for control over management, organization at schools. The section 18 of the law, states that the principal and teachers in a school must cooperate with the supervisors and councilors, appointed for that institution, taking their advice into consideration and listening to their instructions.

Table 2.5. The number of pupils in type of schools under supervision in the 2015-2016 academic year

Indicators	Type of school			Total
	State	State-religious	Orthodox	
Number of students, persons	726985	230580	297621	1255186
The proportion of pupils, %	57,91	18,37	23,71	100,00

Source: developed by the author, based on [88]

The data in Table 2.5 show that the majority of the number of students falls on the public schools (57,91%).

Independent schools are divided into the recognized and unrecognized by Ministry of Education. There are required recognized by the Ministry of Education independent school core curricula. However, directors and, in some schools, parents determine the training and educational standards of each school. These schools differ in specific curricula and/ or educational methods, such as, for example, in the pilot schools.

It should be emphasized that almost all the secondary schools in the country have legal status of independent and recognized schools. However, they are not controlled by the Ministry of Education and municipalities, different national networks and local committees.

Independent religious schools give a greater importance to religious education and observance of traditions than the state religious schools. The curricula of these schools include items from the proposed Ministry of Education compulsory curriculum, so, they are supported by the state and local authorities and are officially recognized by the Ministry of Education. However, the Ministry of Education is not responsible for the extra curricula of these schools, a collection of students in them are not fully controlled by the Ministry. In the majority of independent religious schools' extra curricula exceed, the standard is 25% and, thus, costs significantly more for parents.

Independent and non-recognized by the Ministry of Education religious schools include those who run by various religious organizations. Such schools offer only a part of the main subjects of the educational plan of the Ministry. Observation of these schools is limited and it is mainly in their logistics.

In accordance with the sectoral division are two sectors. Jewish: in this sector as most of the studies of children of non-Jewish-Arab population (children of immigrants, who are not to the Jews by Halacha, the children of foreign workers, diplomats, etc.). Non-Jewish: Arab, Bedouin, Druze and Circassian.

Table 2.6. The number of pupils in schools in accordance with the sectoral division in the 2015/2016 academic year

Indicators	Sector					Total
	The Jews	The Arabs	Bedouin	Druze	Circassians	
Number of students, persons	1256 767	437166	113496	41283	2303	1851015
The proportion of pupils, %	67,89	23,61	6,13	2,23	0,12	100,00

Source: developed by the author, based on [88]

Special education system. Along with the regular education system, in which educational institutions have a legal status and are the subject to the above presented types of surveillance, a system of special education, in accordance with the "Law on Special Education" (1988). The system of special education caters to children with disabilities between the ages of 3 to 21 years. Distribution, the Commission directs them to educational institutions of special education or special education classes in regular schools. These institutions and classes are at all stages of education, in all the sectors, statuses and types of control. They are divided into types of defects and flaws of students' degree [25; 26]. The special education classes are less than regular education classes, and the number of teachers per student is higher. Students in the system of special education are entitled to a shuttle service from home to school and back, as well as, sometimes, and special support services during conveying. In addition, some students with disabilities who attend regular schools, receive a special assistance. For example, paramedical procedures, educational assistance and support services [52; 53].

In 2002, the "Law on the special education" was made to supplement that allows children with disabilities to integrate into the regular educational system. In 2013, in the regular educational system there have been integrated 140000 children with disabilities.

Table 2.7. The number of pupils in regular and special education for the 2015/2016 academic year

Indicators	Kindergartens		Schools		The total number of students in special education
	Regular education	Special education	Regular education	Special education	
Number of students, persons	172883	8320	410100	888	592091
The proportion of pupils, %	29,19	1,4	69,26	0,14	100,00

Source: developed by the author based on [88]

The number of pupils in classes in primary and secondary schools.

The maximum permitted number of children in school "Aleph - Yod Bet" (from first to 12th grade) - 40 people maximum permitted number of children in kindergarten groups - 35. These rules are not defined in the law, as are administrative orders of the Ministry of Education. However, while studying the core subjects (spelling, reading and arithmetic) in the classes of "aleph" and "bet" (1-2 grade), one-third of teaching hours devoted to the study of these subjects, the number of pupils in a class should not exceed 20. This order was made at the legislative level in the Knesset of the 18th convocation. Implementation of this law is done gradually, so the classes with students "Aleph" spend ten hours a week studying the core subjects in the abbreviated classes since 2011, and the students of classes "bet" - in 2013.

The number of pupils in classes stems from the density of population in different residential areas of Israel. The Arab sector shows an increasing trend in the number of students in all classes, from primary school through high school. Both the number of students has increased, the government resources have also increased for education (Table 2.8).

Table 2.8. Number of students in a regular classroom funded by the Ministry of Education

	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016
Jewish education					
Primary education	28,3	28,00	28.2	28.32	28.22
Lower secondary education	31,6	31.6	31.5	31.44	31.54
Upper secondary education	30,4	30.2	30.0	29.81	29.6
Arab education					

Primary education	29,0	28.8	28.0	27.79	27.29
Lower secondary education	29,4	29.2	29.3	29.11	29.06
Upper secondary education	31,1	31.4	31.8	32.29	32.00

Source: developed by the author based on [88]

The main findings are shown in this table – the actual number of students on average in classrooms as opposed to the number of classrooms having 32 or more pupils in the classroom, in schools and different types of supervision.

In junior high schools, the average number of students is the highest (29.7 students) and 35% of the classes in junior high school have more than 32 students. In primary school, the average number of students in the class is 26.5 and in high schools – 26.3 students.

The average number of students in the Hebrew government school classrooms is the largest number (28.8 students on average in primary school, 31 students on average in junior high),and the highest number, 32-35, is in the religious state supervised schools. In supervised junior high schools the average of students in classrooms is the highest – about half the classes in the Arab sector have a class average that is higher than in the Jewish sector (28.1 students in class on average, in comparison with 26.8 students in the average Hebrew-speaking class). However, the rate of large classes is relatively small [90].

Compared to the most countries, classes in Israeli schools are overcrowded. From the OECD organization report for 2015, we can see that in Israel, average is a class 27 student, while in other countries-members of the organization - 21 students. In high school (hativot Beynau) it is observed a similar trend. Israel - 28 pupils, and in the OECD countries - 21 students. From 34 countries (members of the organization), only in China, Chile and Japan, the number of pupils in the class even more than Israel.

In 2008, the government of Israel adopted a multi-year program for the gradual reduction of the number of students in all classes up to 32 students instead of 40. In accordance with the program, the Ministry of Education is responsible for the annual determination of the number of schools in which this program will be carried out and the date of execution of the program.

In 2012, the government decided to continue the program, making some of the adjustments for the implementation of the reform "Oz le-Tmura" in high school. This meant that the supplementary budget for the implementation of reforms in the higher grades will be not allocated. On the implementation of reforms in the classrooms "Gimel - Vav" (3 to 6 classes) in primary schools and in secondary schools ("hativot Beynau") has been allocated more 470 million shekels.

According to the data of the Ministry of Education for 2015-2016 it should be as follows:

- The average number of students in middle school is 29.7 people. In 35% of the middle classes the number of students exceeds 31 people. In the primary classes the average number of students is 28,2 people, while in high school, this number is 30 person.

- The educational institutions under the control of the state, the number of pupils in classes of primary education averages 28.8 person and 31 people in the middle classes ("hativot Beynau", "Xativa"). The number of classes, where are studying more than 32 and 35 students, in public schools is much higher than in state-religious or orthodox schools.

- In the Arab sector, the number of pupils in a class higher than in the Jewish sector (28.1 pupils, compared with 26.8). According to the statistics of the Board of Education, the density in the Jewish sector is higher than in the Arab sector: in junior high schools 30.8 pupils in a Jewish class, while there are only 29.3 pupils in the Arab classes. In primary schools, there are 29.1 Jewish pupils and in Arab primary schools there are 28 pupils. It is obvious that the Arab speaking primary school classes are less crowded, but more crowded in the high schools: 30 in comparison with 31.8 in the Hebrew-speaking classes. The number of students in classes in Israel is 27-28 students, in comparison with only 21 students in the western world countries.

Statistics show that since 2006, there is a continuing trend for reducing the number of pupils in classes and reducing the proportion of classes with more students.

The maximum number of students allowed in classes in Israeli high schools is 40 and the maximum number of pupils in kindergarten is 35. Instructions for this matter are not anchored in law, but they are policy of the Board of Education. Classrooms in Israel are especially crowded in comparison to most western countries. Last year, following a parental intervention over the crowded classrooms, the Board of Education established a committee to investigate this issue – the committee must observe the ratio of teachers to pupils [90].

Thus, using the world experience in Israel, it must be created an optimal system of education, which allows, on the one hand, to ensure the free development of the child, based on his individual qualities, and on the other hand, - to enable the implementation of international educational standards. In Israel, as in many countries, the conclusion of standardization and centralization of bureaucracy does not encourage equality, but rather it induces feelings of disengagement of the citizen and makes it difficult for schools to achieve their educational goals. The faculty, in this situation, has the feeling of being like 'pedagogic bystanders' and 'arms of the institution', with no ability to realize the creative and leadership potential. The level of motivation is low. Another result of centralized bureaucracy is a deep gap between authority and accountability, both being at the lowest and the highest levels, leading to disconnect and shirking of accountability [31, p.67].

The decentralization of decision-making, means that the transfer of responsibility to schools is a transfer of authority to administrative, economic and political middle local players. From an administrative perspective, the goal of decentralization is to ensure a more effective control. Awarding additional powers to the school, as presented within the framework of the 'Dovrat Commission' (2003) and partially implemented reform, "New Horizon", which allows schools to respond to specific problems that may not have been a central planner, is addressed. Another notable change is that now, teachers and administrators are rewarded to ensure a highly motivated team; by raising the salaries of new teachers, the faculty is expected to be enriched with higher- quality professionals.

Here are the basic principles that are characteristic of the Israeli education reform:

• Strengthening public schools - free public education remains a central role in shaping the culture and value base of the nation.

• Bridging the gap in socio-economic conditions of modern Israel - which a school is obliged to compensate the original inequality among students, whether it is ethnic, economic or geographic.

• Improving the quality of labor and payment of teachers - to enhance the prestige of the teaching profession should be increased the demands to him to strengthen and expand its powers, improved teacher training system, to expand their rates and significantly improve labor.

• Strengthening and expansion of school autonomy - the school is the center of educational works, and it must have maximum autonomy in matters of education, budget and internal organization. The school day has to be extended.

• Focusing on objectives and results - the quality of the learning process does not play a lesser role in the implementation of school problems than in its financing [71, p.276].

• Administrative decentralization - the director of the institution and its staff will be the final authority in school, being responsible for all the aspects of its work, including the budget.

• Testing, assessment, accountability and transparency - these parameters will form the basis of administrative culture in the education system.

• Economic efficiency - concentration of resources at the school level will provide both the real economy and the flexible use of available funds.

• Real budgetary framework, during which it is required an additional one-time cost of financing the changes in the structure of remuneration, updated schools will be able to operate successfully within the current budget.

2.2. Analysis of the secondary schools' management system in the process of decentralization

The state education system of Israel, as every system controlled by state, is developed as a centralized mechanism, with the power, authority and resources for decision making and implementation at the state levels. Absorption of immigrants, dynamic demographic growth, a higher demand for education, the belief of the state in the role and ability of the education system to embrace the melting pot of the emerging State, the need for creating equal opportunities - all these brought to the intervention and control of the State, as a way of developing the management mechanisms for organization and supervision.

Education Management is the state educational policy basis of any state. In today's world, education management is developed in the following general trends:

▪ from centralization in education management and strict government control to decentralization;

▪ from excessive isolation, lack of transparency within the system of processes occurring in the system of openness, to attempts of opening discussions of emerging issues;

▪ from excessive bureaucracy in the education system, its inefficiency, to more flexible forms of enhancing the efficiency of education at all levels.

For the current state of the education management system, is peculiar the most typical process of decentralization, the state monopoly regarding the rejection of the entire education system, a variety of educational institutions, the independence of educational institutions, under the control of the final results of activity, integration into the world educational processes.

The increased decentralization of education systems has posed the issue of the role of local authorities and other intermediate bodies, between the central state and the school, as well as the role of boards or other bodies directly or indirectly involved in governing schools. The presence of such an intermediate and/or governing bodies results from the need for school leaders to negotiate with multiple powers and stakeholders.

In each country, the establishment of the education system and the determination of educational policy is the result of the influence of ideology and objective historical conditions. The Israeli educational system, as well as in the educational systems of other countries, is currently progressing the tendency of decentralization of education and the transfer of appropriate authority to municipal councils and schools. Its meaning lies in the fact that the school is a fully acquired pedagogical and administrative authority to make responsible decisions on the ground.

Defining the obligation of the State to implement, protect and fund the right to education equally.

1. To promise the transparency in State transactions for everything, involving the implementation of this law and funding the right to education.

2. To define the right of the individual communities to separate education and the obligation of the State to ensure the rights equally.

3. To define the requirements for establishing educational facilities.

4. To define the obligations and responsibilities of the State to implement the requirements for supervision of educational institutions.

5. To ensure the promise for funding of public education.

6. To ensure a clear division of responsibility and authority between the local authorities.

There are different types and degrees of decentralization and ways for implementing this policy. In most cases, an effective decentralization is the transferring of only some of the other levels. In some cases, decentralization is not recommended at all. Usually, these are the four locations of authority: the central government, provincial government bodies, state or regional, provincial or municipal authority, schools [79, p.196].

The model in Figure 2.4 illustrates the complexity and instability of the Israeli educational arena throughout the '90s.
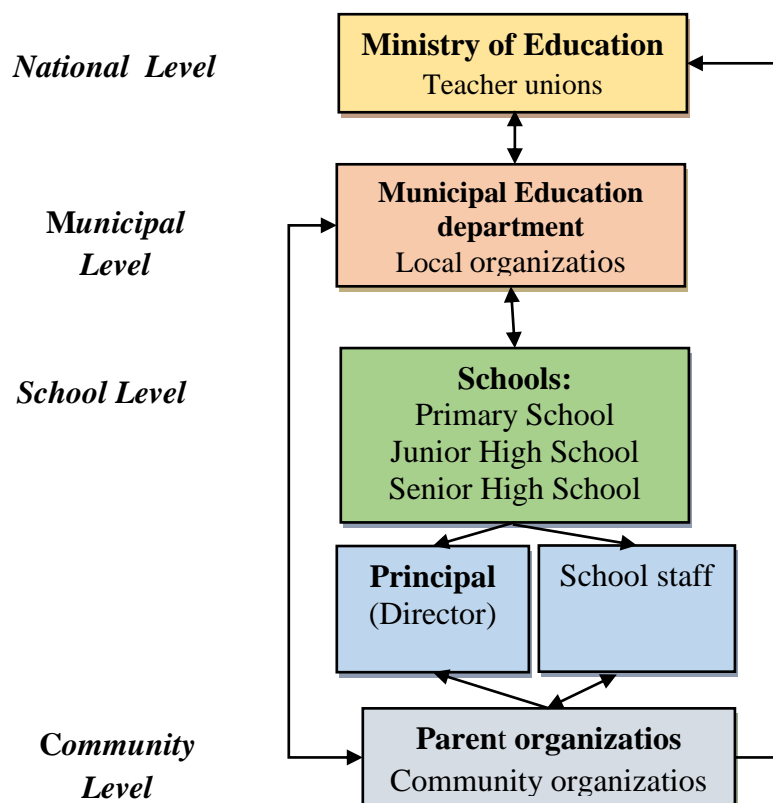
Fig.2.4. Israel's school system: An overview

Note: Letter size implies importance of factor with regard to the school level

Source: developed by the author based on [79]

As it is shown in Figure 2.4, Israel's decentralized school system includes four levels: national, local, communal and school level. In addition to their involvement within the school, the first three levels uphold independent relations with other levels as well. In each level, there are several factors whose degree and scope of involvement in the school varies according to local conditions.

According to this model, the principals of restructured schools in Israel relate themselves and their schools with the immediate community, but the principals insist that the school does not belong to the community and that clear and definite boundaries should be maintained between school and its surroundings. Moreover, the principals place the school, at least in some matters, above the community, leading it rather than being led by it. They use the school-based curriculum to take a stand on social matters.

In light of the need for adapting the education system to the demands of the 21st century, one of the main goals of the state policy in the field of Israel education is to improve the quality and efficiency of the education system. Decentralization of the management in the educational system is one of the paths towards the solving the given task.

The process of decentralization in the educational system of Israel is associated with the absence of the necessary consistency in its implementation, as well as the contradictions between schools and external supervision and control system. This is expressed in the form of significant difference from similar processes of implementation in other developed countries. These differences should be attributed to the differences in history, culture, social and religious sphere, changing the balance of political forces. In addition, each of these factors makes a significant contribution to the maintenance of the decentralization process.

These schools place themselves not under, but rather along with the main players on the educational field: the community, parents, authorities and other agencies, as it is shown in the model presented in Figure 2.5.

According to this model, the principals of restructured schools in Israel relate themselves and their schools to the immediate community. The principals insist that the school does not belong to the community and that clear and definite boundaries should be maintained between school and its surroundings. Moreover, the principals place the school, at least in some matters, above the community, leading it rather than being led by it.

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                                    ┌────────────────────────┐
National Level                      │ Ministry of Education  │
                                    │    Teacher unions      │
                                    └────────────────────────┘
                                    ┌────────────────────────┐
Municipal                           │  Municipal Education   │
Level                               │     department         │
                                    │  Local organizatios    │
                                    └────────────────────────┘
                         ┌──────────────────┐     ┌─────────────────────┐
School                   │     Schools:     │     │ Parent organizatios │
and                      │ Elementary School│     │    Community        │
Community                │ Junior High School│    │    organizatios     │
Level                    │ Senior High School│    └─────────────────────┘
                         └──────────────────┘
                    ┌──────────┐  ┌──────────────┐
                    │ Principal│  │ School staff │
                    └──────────┘  └──────────────┘
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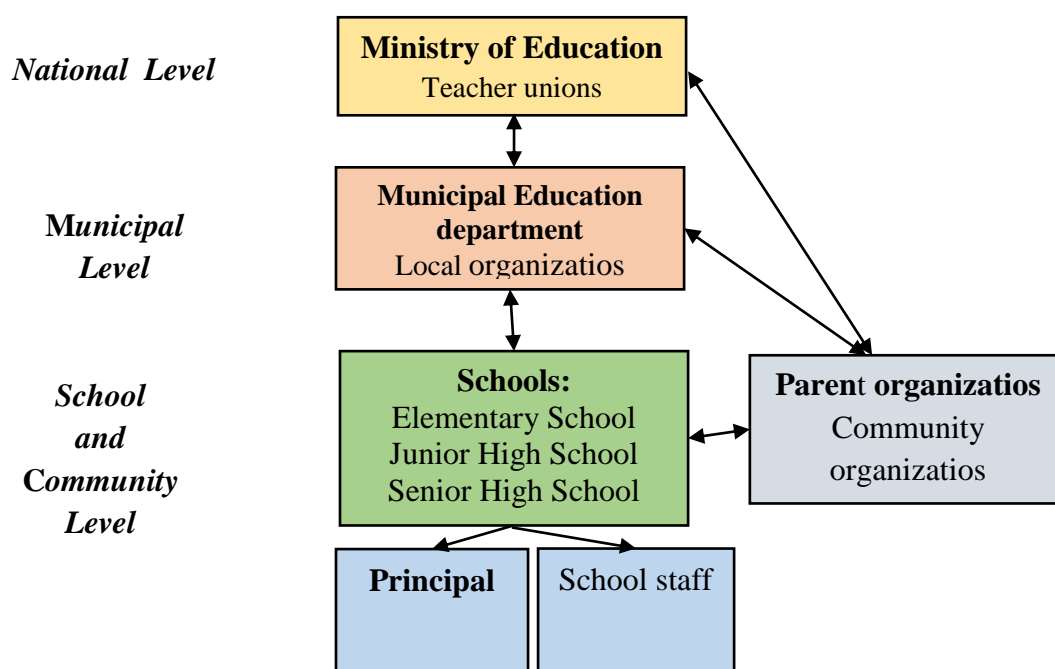
Fig. 2.5. Autonomous schools' 'principals' mindscapes of Israel's school system

Note: Letter size implies the importance of the factor regarding the school level.

Source: developed by the author based on [79]

This model shows the role of community and parental involvement in the pedagogical process. Self-management involves the community participation in achieving the objectives of the school. The community can participate in school life at various levels. One possible way is to look for the support of sponsors and sources of funding for various educational projects.

The work of all the Israeli schools is based on the close connection with the students' parents, through the activity of the parent committee. Almost all the work of the school director, associated with external, organizational side of school life, has been made dependent on the decisions of the parent committee. Given the importance of communication between the school and parents as a part of self-government, the local Department of Education has to be in constant dialogue with the parent committees.

Establishing a relationship of trust and cooperation between the school and various organizations, also contributes to the local education department efficient work. For organizations operating in the field of non-formal education, there are regional houses of culture and recreation, youth movements, voluntary organizations, and others. In order to create a sense of trust in relation to the education system there are needed "public relations", a complete openness and extensive contacts with the media.

There are many supporters of the Ministry of Education idea to privatize education and give different institutions the ability to manage the system on their own, such as economic management, pedagogical management, business management and profits, community

management, academic management. At the same time, it should be put clear limits to outside the interference.

The process of decentralization is reflected in the provision of more authority for school, in engaging community organizations and parents in the choice of teaching material, and in providing schools the right to choose. Here, we joined together two trends. Firstly, there was an agreement between the Ministry of Education and a number of civil society organizations regarding the provision of greater accountability bodies that are directly involved in educational activities. Secondly, the program of budgetary cuts in public education has led to a weakening of state control and to the emergence of opportunities for local initiatives at the level of municipal authorities, community organizations, and parents. System encourages self-expression on the part of school initiatives and requires local education to stand the guard equality among schools located in its territory.

Under the decentralization of the education system, the author understands the transfer of powers from the center of the lower organizational units. If we consider the process of decentralization in relation to the school, then it is carried out in two ways (Figure 2.6):

• In the framework of external decentralization (macro level), it addresses the relationship of the Ministry of Education and the local management of education; the relationship of the local Department of Education and school. At the same time, these relationships affect the community and various communities;

• Within the internal decentralization (micro level) considers the relationship within a particular school (school autonomy): the school management with teachers and students.
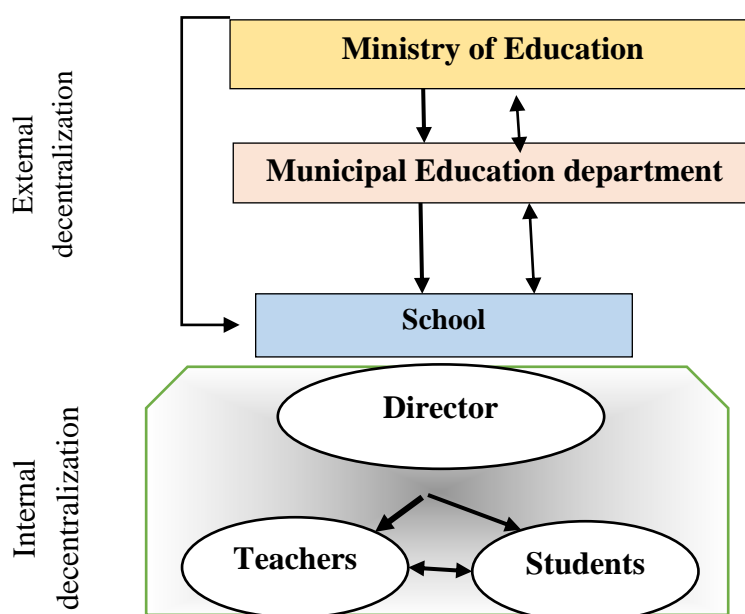
Fig.2.6. Internal and external decentralization of the education system

Source: developed by the author

To make the transition to self-government in terms of the first aspect (external decentralization) we need to review two functions of the education system, namely – the centralized control and tasks of the local Department of Education. By its very nature, self-government leads, at the same time, to the strengthening of a number of functions of the education system, but also to a reduction in its capacity in other aspects. The unified management of the education system at the national and municipal levels provides education authorities.

In terms of the second aspect (internal decentralization), the comparison of centralized and decentralized approaches to education can only be made at the school level, in terms of the requirements that it imposes on contemporary society. This aspect will be discussed in more details in the following sections of the dissertation.

It must be considered every level of relations among the authorities of the education system.

Relations between the Ministry of Education and the local education department.

Israel's education system is composed of many departments that deal with a wide range of educational bodies [34, p.55]. In Israel, there are different types of education entities: General education, Religious education, Orthodox education, Arab education, Christian education, Armenian education, Muslim education, Bedouin education, Druze education. All these types of educational institutions operate under the auspices of the Ministry of Education, Ministry of Finance and the municipal authorities.

In organizational terms, the Ministry consists of a central administration and decentralized provincial departments, six of which are defined geographically, and two of them - on the basis of needs of the State. The functions of the Ministry in the formation of educational policy are: it defines the form and content of the educational process, the nature of management; promotes retraining of teachers; addresses school's problems; punishes and encourages teaching staff; inspects the work. The Teaching Secretariat of the Ministry is responsible for compliance to the political line in the field of education, strategic planning, monitoring of compliance with rules and regulations in the implementation of the educational process, determines the training program and issues a permit for using the textbooks. It is responsible for the teaching staff, tenure, dismissal, appointment of principals in primary and secondary schools.

The Provincial Department of Education is headed by the head, the inspector in charge of the supervision and enforcement of laws on education. The function of the regional department of the Ministry is to manage the process of teaching in State educational institutions under its jurisdiction, as well as the selection and approval of the teaching staff and school leaders.

Municipal departments of the Ministry, in accordance with the law, in cooperation and continuity functions in educational institutions, can determine the area-based division to enter the school, to create support structures with the permission of the Ministry, to deliver a variety of services, educational tools for schools. For example, to create psychological support services, organize transportation for students, provide medical assistance, etc.

In the given system of education, there are certain internal contradictions. Above all, we see the absence of laws and regulations regarding the precise wording of the real powers of municipal departments and the schools themselves.

The Ministry of Education is responsible for compliance with national education standards. Therefore, on the preparation of training programs is paid much attention.

Table 2.9. The proportion of compulsory subjects of the curriculum approved by the Ministry of Education, %

Type of school	Discipline Curriculum	
	Mandatory	Additional
Public schools	75	25
State religious schools	75	25
Recognized independent schools	Educational standards established by the school principal (sometimes together with parents)	
Recognized the independence of religious schools	75 and less	25 and more
Unrecognized independent religious schools	of the items	religious organizations define their own

Source: developed by the author

In public schools, about 75% of the curriculum is required, and the remaining 25% is further selected by school itself.

Compulsory subjects are divided into four areas: "tradition, humanities and social sciences": Tanach, Israel's history, civics, geography; "Linguistics": Hebrew (reading, writing, grammar and language development), English Language and Literature; "Math and science": mathematics, computers, physics, chemistry, biology; "Physical Culture".

In 10-12 forms of secondary school, the Ministry of Education approves the content of training programs and provides final exams and matriculation exams.

For comparison, the majority of these policies for curricular autonomy gathered the momentum in the 1990s, excepting certain pioneering countries such as Finland, which from the 1980s embarked on an education policy anchored in a 'culture of trust'.

This occurred, for example, in Estonia with the National Curriculum for Basic School, as well as in Spain, with the 1990 LOGSE, strengthened by the 2006 Education Act, in Iceland with

the 1995 Compulsory School Act, in Lithuania with the 1992 'General Concept of Education' Act, or yet again in Slovenia with the major reform of 1996.

In other countries, the trend towards a greater curricular autonomy has been happened more recently. This applies to Italy where, in accordance with the subsidiarity principle, the central government has, since 2000, enacted national recommendations, instead of a detailed curriculum as in the past. Similarly, in 2004, the Czech Republic drew up a two-tier curriculum, providing the development of 'school education programs' to be implemented in 2007/08. Likewise, has followed Luxembourg. France is now considering the prospect of a greater teaching autonomy and recently convened the Pochard Commission to institute a broad discussion of the working conditions of teachers (with a view to redefining and broadening their responsibilities, establishing the number of hours they should work annually and diversifying their duties).

Overall, virtually, in all the countries that have been centralized a long period from an educational standpoint, new and more flexible guides to teaching content have been introduced. They have enabled teachers to contribute locally to the development of the educational content. That being said, in 2007, the trend towards a greater curricular autonomy has not been universally followed in all the European countries. On the contrary, some of them have moved in the opposite direction. Restrictions in autonomy and broadening of the responsibilities assumed by teachers are occurring in countries in which educational provision has been decentralized, as in Belgium (grant-aided private schools), the Netherlands and the United Kingdom, and in those, such as Hungary, which followed broader policies in this respect from the 1990s onwards. These exceptions highlight the fact that a greater curricular autonomy does not fully account for the increased responsibilities of teachers in all contexts.

While in the most school systems – even the most centralized – teachers had already been free to choose their teaching methods and materials (school textbooks, etc.), the reforms concerned with school autonomy, often coupled with decentralization measures, now, enabled them to become actively involved in devising the school education plans. It is expected that this new-found autonomy and the freedom, which in principle goes with it, will lead teachers to develop their creativity and ability to innovate, while becoming more actively engaged and thus, more motivated, and encourage a more differentiated provision, better suited to the heterogeneity of the school population that has occurred with 'mass secondary education' and comprehensive education.

On the basis of a comparative analysis of educational systems in different countries (see paragraph 1.3), it can be argued that the educational system is characterized by a variety of processes. Everything that happens in the school is a consequence of the decision-making

process. Four types of administrative decisions regarding the introduction of a centralized or decentralized management model can be distinguished (Table 2.10):

- Pedagogical decisions, establishing teaching methods, methods of operation of teachers, etc.

- Administrative decisions, related to the provision of funds: premises, staff, funds for the development of research and the help of the weak segments of the population, etc.

- Construction and repair of schools.

- Decisions in the field of finance are issues of financing of schools and control over their use.

Table 2.10. Comparative characteristics of education systems

Criteria	Centralized	Decentralized
Pedagogical decisions		
The training program, the content of the educational material, manuals	Allotted only by the Ministry	Instructions are formulated by the Ministry or local representatives
Exams and control over their implementation	The Ministry of Education compiles it. The direct responsibility of the provincial departments of education	The Ministry of Education compiles it. It is checked by the local education departments
Administrative decisions		
Executive	Management appointments and dismissals are made exclusively by the Ministry.	Ministry issues recommendations regarding the standards officers
Wage level	Salary is determined by the Ministry	Salary level is determined by the local authorities, in collaboration with school
Construction and repair of schools		
Construction and repair works at school	Ministry defines the standards, make payments	The local community is funding; standards and the scope of work determines the school itself
Decisions in finance		
Funding of joint costs	Ministry finances all educational expenses, funds are transferred directly to the school, it is prohibited to use additional sources of funding	Ministry or the regional departments allocate funds to schools, some of the posts funded from the local and public funds. School affects the collection of funds and priorities of the system in their use

Control over the distribution of finances, expenditures and control	Ministry appoints the inspectors and supervisors	Joint activities of ministerial and municipal inspectors

Source: developed by the author

In rational educational structures, an optimal level of centralization must be established, which allows to ensure the effective functioning of the organization and the fullest realization of its goals in these specific conditions. The level of centralization should be the greater, the higher the demand for unity and internal coordination. The more the organization is more active and the less autonomy and autonomy of the units is required. Centralization makes it possible to ensure a rigid inter-coordination of links within the framework of an integrated system. Centralization in management hampers the initiative of lower-level leaders, teachers and students; they become just executors of decisions taken without their participation and desire.

In the conditions of unilateral centralization there is a duplication of management functions, loss of time, overload of both managers and executors.

Decentralization contributes to structural flexibility, the development of adaptive capabilities of the system, allows quick and prompt response to various, including unexpected changes in the situation already at the level of individual links.

Equally, integrated decentralization of management can lead to a decrease in the effectiveness of the pedagogical system. Denial of centralization for the sake of decentralization can lead to a decrease in the role of the head and administration as a whole, the loss of analytical and controlling functions of management. The experience of schools shows that the game of democracy and the fashion for decentralization lead to serious disruptions in the life and work of the team, the emergence of conflicts and misunderstandings in the pedagogical collective, the unjustified opposition of administrative and public authorities.

Centralization and decentralization complement each other. There cannot be a fully decentralized structure - it will lose its integrity, but there cannot be an organization that is completely devoid of decentralization - with the loss of autonomy, it will lose its structure.

The centralized system contributes to the creation of national educational standards, strengthens the authoritarian tendencies in the management of education, fetters the initiative of school and local administration employees, and imposes uniformity of the forms and methods of pedagogical work and management methods.

The decentralized system opens a wide scope for the development of the local initiatives, facilitates the conduct of a variety of pedagogical experiments, and takes more into account the local features, relevant to the tasks of education and upbringing. Decentralization often leads to a discrepancy in school education in different regions of the country; it impedes the

implementation of national educational standards, increases inequality in the financing of education, according to the level of social and economic development of the region.

It is the combination of centralization and decentralization in the in-school administration that ensures the activities of the heads of administrative and public bodies in the interests of the whole school collective, creates the conditions for discussion and decision-making at the professional level, eliminates duplication and enhances the coordination of actions of all the structural divisions of the system.

A certain form of compromise of centralization and decentralization is a combined model, especially based on the formation of centers of the second level. The combined model preserves the priority of a single coordinating center, but at the same time it provides a high significance to the second level centers that are close to the periphery of the organization and have more opportunities for timely adaptive response.

Many researchers have highlighted two models of education management - centralization and decentralization, but with a greater or lesser degree of decentralization. Mixed model of education management - it combines the management of decentralized and centralized management. Table 2.11. the author characterizes the mixed model, which, in his opinion, is inherent in Israeli schools.

From this table, we can see that the combination of decentralized management with centralized management will provide a more flexible and effective educational systems capabilities to manage their budgets, hire employees as they see fit pedagogical, promote them and encourage them to integrate educational programs which institution interested.

Table 2.11. Characteristics of a combined model of education system

Criteria	A combination of decentralized and centralized management
Pedagogical decisions	
The training program, the content of the educational material, manuals	The Ministry grants basic program. Schools are allowed to purchase their own textbooks and formulate instructions
Exams and control over their implementation	Maintenance and inspection work in the conduct of local organizations
Administrative decisions	
Executive	Appointment of teachers is made by local authorities with the participation of schools
Wage level	The Ministry and the regional department determine the salary level standards
Construction and repair of schools	
Construction and repair works at school	The standards defined by the Ministry together with the local community

Decisions in Finance	
Funding of joint costs	Ministry from their sources allocates funds to local governments or school. School self-finances its spending of the allocated funds, local and public
Control over the distribution of finances, expenditures and control	Monitoring, inspection and evaluation are carried out by local authorities; control of the Ministry for its employees' work

Source: developed by the author

Educational reform should be conducted in accordance capabilities responsibility of educational institutions, local government, parents, educators, students, community, etc. The purpose of self-administration is promoting the achievements of schools and attending to the needs of all children found there by increasing administrative region of pedagogical school director and his team.

The process of decentralization and school self-government is not an end in itself, or rebellion against the annoying centralized management framework. This is an obvious possibility with less material and moral costs to raise the learning process at the current level, to bring to school creatively thinking and competent teachers, headmasters of schools to give the opportunity to prove in practice their skills and desire to work productively.

The system of the relationship between the Ministry of Education and the local Department of Education is not clearly established [13]. There are different interpretations of the existing laws and regulations. Similarly, the interaction between the central and district authorities within the Ministry of Education is also not clearly defined and, in practice, it depends more on personal relations among people that are occupying key positions in the system, rather than by laws and regulations.

Teaching control is the collaboration of an inspector of the Ministry of Education with the director of the local Department of Education. As part of the transition to self-government cooperation is becoming closer, the demand for it is determined by a set of ethical and administrative rules that guide the system of education. Its purpose should be the involvement of all people in work in order to improve the quality of life and education. The responsibility for the performance of the education authorities in the area shall be the head of the local Department of Education, while for the level for compliance with national standards of education has to be responsible the Inspector of the Ministry of Education. The director of the Education Department as a person responsible for the local education system, is involved in the search for funds and resources in recruitment. Thus, the cooperation between them is extremely useful in order to increase the level of education in the area and the development of the local education system.

Local control of education is not subjected to the district chain of command of the Ministry of Education, but cooperating with them on an equal footing in the areas of monitoring, fundraising and coordination. Although the official authority and the Ministry of Education Inspector functions are clearly defined, the transition to self-governance requires a review of the tasks assigned to the inspector. In particular, they should include professional advice and resolution of local problems. The inspector has to provide educational consultation to individual schools and help to ensure that the needs of the school and the requests are satisfied.

To date, the interaction between the district inspector of the Ministry of Education and the director of the local Department of Education is based mainly on personal relationships between them and the dynamics of their relationship, and not on the objective needs of the system. Moreover, we can point out the obvious and / or hidden conflicts of interest, each side fears that the other will achieve the undue influence and so on. Meanwhile, for the inspector, such cooperation means that you can make it to improve the quality of the pedagogical process.

Director of the Office of education, according to the law, is obliged to create conditions that are favorable to the development of the local education system. On it rests the responsibility for ensuring an adequate level of education, funding educational programs, bringing the local education authorities in line with national standards, according to the inspector's requirements.

Today, the systems of relations between central and local authorities vary. In recent years, there is a strengthening of local authorities. This process is becoming more widespread, and it requires proper planning and preparation in order to avoid the negative effects and unwanted consequences at both the national and local level. Therefore, you should strive for a renewed, ongoing dialogue between the Ministry of Education and the inspection authorities, on the one hand, and local control of education and schools, on the other. We must strive for a situation of a complete openness and cooperation in which the general organizational principles are at the heart of dialogue, aimed at achieving the same goal.

The author believes that it is necessary to reduce the scope of activities and powers of the Ministry of Education and turn it into an effective unit in the formation of educational policies, budget allocation, the definition of pedagogical standards and their enforcement. Routine administrative functions are transferred to the district education department.

The Ministry of Education has an overall responsibility for Israeli education and local government should be responsible for the administrative and economic status of educational institutions in their territory.

The main functions of the Ministry of Education will be: the definition of policies, long-term planning, setting objectives and standards, allocation of budget, control over the quality of

teaching, curriculum development and professional development plans. The Ministry will direct the activities of local education control approve plans for their work and check their work.

Local Education Authority will work with the heads of local authorities. Education Management at the local authority provides a bridge between the needs of the residents of the area and the central education system. It aims to find solutions for everyday problems in this area and the importance of it is increasingly growing, in particular, taking into account factors such as the introduction of personal choices, increased professionalization of the administrative and teaching staff in the field of education. As a result, it also aims at solving the part of purely pedagogical problems.

Local Education Authority is responsible for all the administrative aspects of the work and entrusted him the education institutions, including non-formal education. Each Department of Education will create county councils on education, headed by leaders of the local authorities. They will include teachers and members of the public society. The Board will approve the long-term administration of the program.

Today, the importance of the local education system in Israel is given the central role. It plays in the formation, in its direct relationship with the public. It is targeted to meet the needs of the community and the individuals; it performs coordination functions, and provides a variety of professional and educational instances opportunities in order to achieve their goals. It promotes the development of local initiatives, finding the answers to the needs of the school; participating in fund-raising and so etc.

Risk of a chaotic transition to self-government is that the local control of education in areas inhabited by the weaker segments of the population, or do not have the appropriate personnel, will be at a disadvantage, compared with the control in other areas. This will lead to the fact that the gap between the upper and lower socio-economic levels of the population will only increase [14, p.136]. In this case, the preparation for the transition of the local schools and the Education Department to the model of self-government should be implemented in such a way that the local policy would be in line with national policy, and that changes in education would be as positive as possible and less encountering.

Consider the **relationship between the local Department of Education and the school.**

Throughout Israel's education system it remains an important question about the relationship of the local Department of Education with the Ministry of Education, on the one hand, and with schools, on the other.

The fact that the school is subject to, on the one hand, the Ministry of Education (salary and pedagogical supervision), and on the other, the local Education Office (responsible for local

needs), hinders the achievement of its objectives, narrows the range of opportunities and impedes the implementation of innovative teaching ideas.

According to the author, school principals should report directly to the district only, controlling the function and evaluation of the educational institutions. The local Education Authority should liaise between the Directorate, Inspection agencies and other authorities, for their involvement in the process of developing local policies in the field of education.

The author proposes an **organizational model** of relations between local authorities and schools in terms of decentralization and self-government. The purpose of this model shows the relationship between the school, gone over the principles of self-government, and the local Department of Education. Problems in the development of the model the author sees as follows:

• Identify the subject-object relationship of the decentralization process in the education system between the local Department of Education, schools, communities, parents.

• Responsibilities of the school and the local authority to the Department of Education in the management functions (planning, organizing, coordinating, monitoring and motivation) in relation to the management of the board.

For the implementation and enforcement of administrative functions in the education system are formations of a control system in the following areas: teaching, personnel direction, logistics, administrative and financial direction.

Educational and methodical direction implies relationship (cooperation and control) of the local Department of Education and schools in the implementation of local education policy [24, p.46].

Staff direction involves issues of selection and development of staff and increase to raise the level of education in the area [23, p.51].

Logistics involves issues on purchase of equipment for schools, maintenance, repair of schools, and others.

Administrative and financial direction implies support system and monitoring of the school budget, financial reporting, and compliance with standards of financial activity.

The local control of education should operate in cooperation with school, its management and teachers, as well as with the central and district authorities of the Ministry of Education, in all that relates to these issues. Within each of these possible considerations, as interrelated or as relatively independent components are: legal, human, material, technical, informational, and others.

Teaching direction. Under the proposed model, the director of the Department of education will have to provide an overall guidance in the conduct of life, worked out jointly by

the Ministry of Education policies. However, it will be responsible for meeting the requirements of schools within the framework of local educational policy.

Local Education Authority will be responsible for the ongoing activities in the field of education, defending the interests of the school as the main body of education. The functioning of the Education Department can be much more adapted to the needs of the residents of the area, rather than the activities of the district department of the Ministry of Education, as the interests of the local system is a powerful incentive for the development of the local education system. And the director of the local Department of Education is interested in local successes, because he is familiar with the specific issues and their importance. The inspector, by virtue of his position, controls the activity of a large number of schools and teachers. He cannot bring solutions to the problems arising in the framework of a school.

The model proposed by the author, assumes that the local Department of Education will coordinate the activities of various bodies in the field of education within the national education policy and local problems.

The directives of the Ministry of Education and Training program goal "go down". Directors, the Ministry of Education describe in detail the problem of school directors and deal with the issues of its responsibility for the implementation of plans for training and for communicating with parents. In practice, however, the principal does not receive authority, which would correspond to confer on his shoulders responsibility. At the same time, the director of the school has a direct bearing on the national and local education systems. This duality is, sometimes, a difficult work of the director, and the whole school.

The school management will receive freedom in teaching methods of action.

A broad perspective requires an integrated, professional approach to the development of schools of the locality, in which each of the schools are given the opportunity to maintain their own specific look. Management should seek to establish a balance between different interests and to coordinate the activities of different instances.

In practice, this will be reflected in the allocation of existing programs in schools, taking into account the specificity of each of them, in promoting the development of any and all educational institutions in the locality, in maintaining the fairness of interscholastic competition.

Thus, the transition to self-government gives the Office of the additional duties and powers; it is required to complete accountability. The Office is also responsible for the weak support educational institutions in accordance with their needs and with strict criteria, differential allocation of resources, and the elimination of inequality between schools.

Staffing direction. It is the responsibility of the local Education Department includes meeting the needs of schools in the educational field, training of qualified personnel.

Management responsibility has to be at the individual level to each student, and at the collective level - to the residents of the village as a whole. At the same time, the local Department of Education should contribute to the development of each school characteristics, in accordance with the policy of its administration. However, it is the school director who must determine what the needs of the institution that he conducts are.

The local Education Authority should provide advice, to provide overall guidance, offering a variety of services and educational programs, but it has no right to intervene actively in the definition of teaching methods in schools. The basis of this principle is the premise of trust that the school principal has. Therefore, the local Department of Education should help him in the implementation of its decisions, without interfering with the educational process.

Logistics. By promoting the computerization of accounting systems in schools, students receive information on record and resolve problems arising in the course of this process. While routine maintenance of school equipment now is transferred to the jurisdiction of the school principal, construction and infrastructure issues remain the responsibility of the office.

In this situation, it is imperative to avoid tensions, not because of a possible joining of the school and the interests of the village as a whole, but because the local Education Department should perform the functions of coordinator and facilitator, taking into accounts both common interests and needs of each school.

Implementation of the repair work and new construction at school, according to the author, should continue to be run by the local Department of Education. This will help to avoid conflicts between schools. In addition, care should be taken, so that the particular problems of this school would not impede the overall perspective, taking into account the situation in the entire education system of the village.

The local Education Authority is responsible for security in educational institutions, entrusted to its care. However, as a result of the transition to a system of self-government, this responsibility was partially attributable to the principal. It is therefore necessary to employees of the local Education Department to provide support to the school administration and to provide advice on the need to repair schools and repairing equipment.

Administrative and financial direction. The local Education Authority should carry out active support of the administration in the financial area. Direct funding of schools did not exist, until the introduction of self-government. The local Office of Education used to be the body responsible for the financial allocations to schools, for supplying them with necessary equipment and a solution to their financial problems. With the introduction of self-government system, these functions are transferred to schools themselves. It is therefore proposed to the local

management of education function of monitoring change in the administrative and financial control, which will include counseling school authorities on various issues.

Since school administrators have no experience of independent activity in this area, it is proposed to develop a system of support and control. Department of Education must create and test in practice the system of control over the school budget in all the matters relating to financial reporting standards and financial performance [12, p.77].

A question acquisition is one of the important points in the relationship between the local Department of Education and individual schools. A special equipment in the school requires constant care of its preservation, replenishment of the existing building and expansion of the existing product range. The problem is that the implementation of the instructions on the equipment purchase rules in public institutions is a long bureaucratic process. This causes a negative reaction from the school administration. The transition to self-government will achieve a much greater flexibility in the acquisition rules. Within the framework of self-management, the director himself can set the priorities. The bureaucratic procedure becomes simpler.

Thus, in the transition to the model of self-government, the authority can establish a system of priorities, select the suppliers and determine the order of payment proceeds. Before, these functions were carried out by the representatives of the Department of acquisitions within the Education Department. However, the experience and skills of these workers are essential to schools throughout the transition period.

The author believes that the Education Department staff can assist the principal in the decision in the form of consultations on these issues. To this end, as a preliminary preparation of the tender form for the contract bidding, in which it would be possible to use the factor of the order volume. Employees of the Education Department should clearly define the tasks of the Office in the area of control over the activities of self-governing schools, their counseling. This support school management will allow schools to optimize their financial achievements.

Government system allows schools to lease the premises, based on the hourly rate at the time when the school did not pass a class. This can lead to the fact that a large school, and the school is located in new buildings, will be able to achieve a significant increase in its budget, while small schools / school in old buildings will be deprived of such an opportunity. Management must monitor what is happening and to provide greater support to those schools that are affected by such restrictions.

One possible way is to support the differentiated distribution of funds among the educational institutions, in which it is determined what percentage of the budget departs a "strong" and a "weak" school. The concepts of "strong / weak school" must be installed in accordance with clear criteria. Thus, weak schools will receive additional budgetary allocations.

Decisions about this are an integral part of the general policy of local authorities and should take into account the views of all the educational authorities.

In the proposed model, the author raises the question not about the exchange of information, but the true interaction and allows the development of a comprehensive educational approach. The transition to self-government naturally expands the powers of local education and gives it additional responsibilities to implement education policies and to improve the level of teaching in schools.

Submit proposals organizational model as a decision-making matrix (for example matrix Victor H. Vroom [139, p.89].

Table 2.12. The organizational model of relations between local authorities and schools to transition to self-government schools

Criteria	Municipal Education department	Head teacher
A teaching direction		
The choice of teaching methods	TP	ID
Meeting the requirements of schools within the framework of local educational policy	R	TP
Current activities in the framework of the national education policy	R	TP
Staffing direction		
Recruitment (principals, teachers)	R	TP
Training and retraining of qualified personnel	R	TP
Logistical support		
Search tools and resources for schools	TP	
Supplying schools with the necessary equipment	R	TP
Establishing a system of priorities for the selection of suppliers and determination of their payments	R	TP
Service school equipment	M	R
Building, repairs	R	TP
Safety of school buildings	R	TP
Administrative and financial direction		
The financial allocation to schools	R	TP
The solution to their financial problems	TP, C	TP

Source: developed by the author

Legend: R – responsible for the implementation of the decision, M - monitors the implementation of decisions, TP - takes part, ID - independently decides, C – consults.

Table 2.13. The organizational model of relations between local authorities and schools in the transition to self-government school

Criteria	Municipal Education department	Head teacher
A teaching direction		
The choice of teaching methods	TP	ID
Meeting the requirements of schools within the framework of local educational policy	R	TP
Current activities in the framework of the national education policy	R, ID	TP
Staffing direction		
Recruitment	R	TP
Preparation of qualified personnel	R	TP
Logistical support		
Search tools and resources for schools	TP	
Supplying schools with the necessary equipment	C TP	R
Establishing a system of priorities for the selection of suppliers and determination of their payments	C TP	R
Service school equipment	M	R
Building, repairs	R	TP
Safety of school buildings	R	TP
Administrative and financial direction		
The financial allocation to schools	M	R
The solution to their financial problems	TP, C	TP

Source: developed by the author

As shown in Table 2.13 the author proposes to redistribute the responsibilities between the local control of education and the school. The recommended form of local control:

- To provide the overall management and coordination of the activities of various bodies within the national education policy and local problems;
- To develop a system of support and monitoring of the school budget, financial reporting, compliance with financial performance standards;
- To consult principals to establish a system of priorities in the selection of suppliers, conduct negotiations with them and determining the order of their payment;
- To provide schools the opportunity to realize their potential.

The author also recommends that the Director of the local Education Department:

- In addition to the basic duties has to serve as the focal point of the various bodies, without losing the ability to see the overall perspective of the private issues;
- Has to determine the degree of independent decision-making principals;
- Has to collaborate with school authorities in the development of local policies in the field of education, collaborative decision-making.

Thus, the formation of local management plays a dual role: it tends to a balanced development in all schools, on the one hand, and to the development of the specific features of each of them, on the other. Supporting educational initiatives of a particular school should not lose the sight of the overall situation with the educational institutions in the locality.

The contradictory orientations and tensions in the field, such as the coexistence of autonomy and centralized projects, ought to be solved. However, the growing eagerness of the restructured schools' principals to engage in social battles with their environment and assume a position of local leadership is exciting and promising. We believe that the educational authorities, whether national or local, should adopt a different approach to decentralization. Decentralization policy is not about taking "chunks" of responsibility and accountability and re-deploying them somewhere down the "chain of command." Rather it is about the redefining and re-instituting the system in such a way that schools and principals will indeed have more freedom, but that this freedom will be part of an overall frame of authority and responsibility that engulfs the system as a whole.

2.3. Evaluation of the institutional mechanism for managing secondary schools on the basis of decentralization

In the Western world in general, and in Israel in particular, we see a strengthening of the perception of growing the authority and accountability of schools for the results of the education they provide. Input, improved academic achievements and an appropriate educational climate at schools, which meet state and international standards are expected from the principal and educational staff.

The model of school-based management was created as a result of conclusions of many researches that tried to improve the functionality of schools as organizational units and to strengthen the obligation and accountability of principals and school staff. The main goal of the school-based management model is to allow the school staff to make independent decisions, which are appropriate for the majority of their needs, conditions and unique circumstances of the school and its students, therefore improving the students' achievements and the school environment. Using a unique organizational culture, characterized by feedback processes,

cooperative decision making and through using human and financial resources. The school-based management model places the student, the class and the teacher in the center. The principal of the school and school faculty are delegated with authority at a wider span and are held accountable for student achievements, while the school is given a maximum flexibility for the use of available resources, in order to improve students' achievements [145].

The model of school-based management is implemented differently around the world as a result of differing the local cultural circumstances [104, p. 164]. Hence, there is another general definition of school-based management: the transfer of authority touching on decision making regarding managerial issues at the school level.

Additionally, the autonomy transferred can be limited by a strong requirement for accountability, so that in some cases, guidelines in the framework of hours given at a state level, a national measurement and advertisement of results of each school, may lead to schools being given less autonomy as a result of the reform [57].

On the following World Bank diagram, there are seven levels and the countries which implement different levels of autonomy (Figure 2.7).
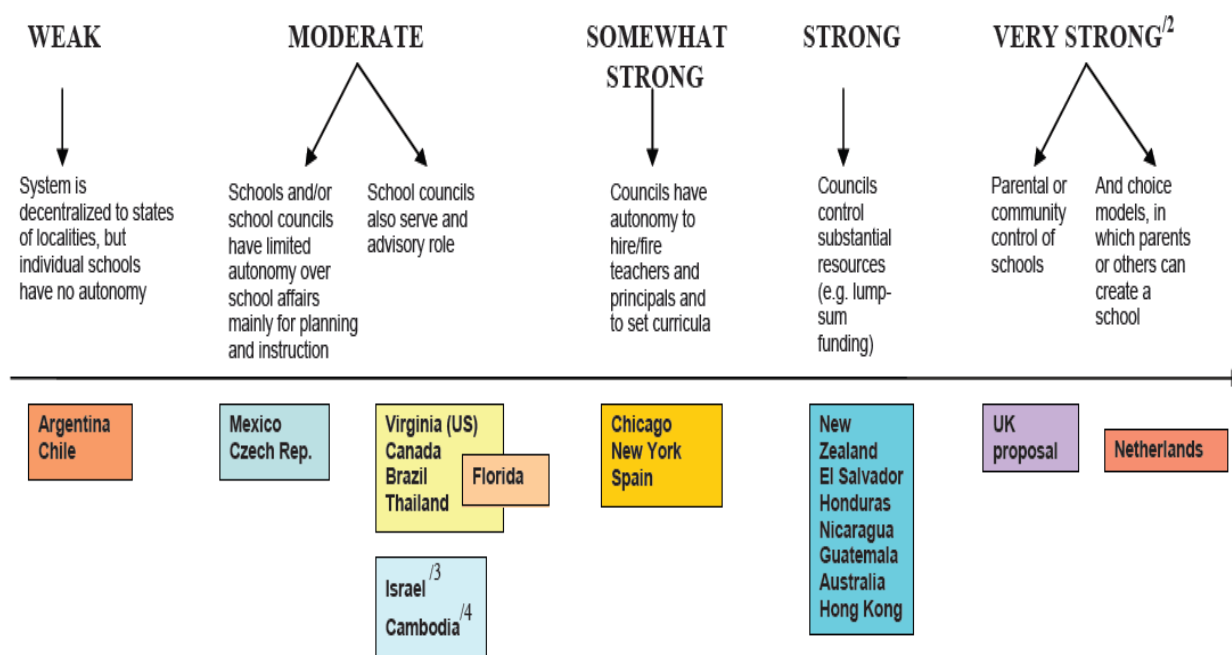
/1 Sourse: adapted by the from Fasih and Partimos (2006)
/2 These represent ratings in the continuum of autonomy and authority vested to schools by the various types of SBM reforms.
/3 Israeli schools have autonomy to control their budget. School locally-controlled budgets represent a small fraction of total public expenditures because most expenditures are controlled and made centrally. There are no school councils or parent associations with decision-making authority.
/4 Canbodia schools in the EQIP program receive cash and have participatory decision making, but schools councils are not formally established.

Fig. 2.7. Sequence of autonomy in self-management

Source: [111]

In spite of the great differences, De Grauwe, notes five subjects that appear in all the versions of school-based management implemented worldwide [57].

1. **More democratic** – decision making process done by the professional staff and the parents is more democratic; leaving all of the decisions to small groups of public servants in central roles.

2**. More relevant** – the focus of decision making is closer to the place where difficulties are encountered and lead to creating more relevant policies for problem solving.

3. **Less bureaucracy** – quicker decision making if there is no long process for approvals including a number of bodies.

4**. More accountability** – when the school faculty has a strong say in what goes on, there is a higher expectation at the school that they will take more responsibility for the results.

5**. Ability to raise more resources** – community functionaries will be more affable to raising money for the school and will have a greater influence on its management.

Caldwell also notes that all the models of self-management contain a higher level of autonomy and accountability within the pre-ordained framework [138, p.5].

On the common basis of school-based management, there has been conducted much research that helps to understand the advantages and difficulties of this model of management [127, p.9]. Firstly, we shall present the research that shows the positive results for school-based management. Following that, we shall present the findings that do not support school-based management.

Research supporting school-based management. The research studies in this regard show three main components containing improvements following the implementation of school-based management [87, p.43].

Improved achievements – the most prominent observation of these studies on the ramifications of school-based management is the positive influence of the model on students' achievements [101]. For example, in 1988 a reform for school-based management was implemented in Chicago, where the goal was to raise the level of students' achievements. A comparison made on the reading marks in 1990 and 1997 shows a distinct improvement. Woessmann L. in his research that studied 3 states, found that the autonomy in schools has a positive influence on student achievements on tests [144].

Caldwell B., through a series of research done in Australia, also shows a direct correlation between the school-based management and student achievements [49, p.15]:

• **Ability for school leadership -** Nusche D., Laveault D., MacBeath J. found that school autonomy strengthens the ability for leadership, by making it possible to create conditions for innovation and development within the school [108].

• **Accountability and reporting** – a study conducted over two decades in Europe, including 30 countries from the Europe (not including Turkey), observed the issue of school-based management, and found that all the observed countries had developed mechanisms to increase accountability and reporting on the school levels. Simultaneously with this increased level of accountability evaluation, the programs also grew to aid the countries in developing systematic ways of improving student achievements in school [68].

• **Research that found no positive correlation with the school-based management.** Many studies claim that school-based management does not influence student achievements. For example, in 1998 reviewed the reforms for school-based management in studies done in Australia, Britain, New Zealand, Sweden and the United States. They claim that it cannot be said that schools under school-based management influence the achievements of their students. King and Ozler also present a study, which shows that although schools under school-based management make many more pedagogic and administrative decisions than traditional schools, they do not influence the achievements of their students [89, p.20].

The findings of Cobbold T. also fail to support the claim that school-based management influences student achievements [51]. He claims that school autonomy led different countries (New Zealand, Sweden, the United States and Britain) to greater interschool social segregation.

A different study that includes a comparison between the influences of school-based management in 42 countries, sheds light on this issue, since it was found that implementing the school-based management increases the achievements amongst students, in developed countries, while students in non-developed countries showed lower achievements. Together with this, there was found no support to show that autonomy influences the students differently. Thus, it appears that the reforms for autonomy do not influence the lack of equality between students from different social strata in any of the developed or non-developed countries [82].

Allen R. goes on to claim that there is no correlation of circumstances between school-based management in schools and students' achievement. She explains the student success rates through background variables found in Britain. Also, the evidence of any influence of school-based management on the results of students in Chicago is held in dispute; there are appeals on the results of the studies which show some doubt on the importance of the demographic changes, which occurred amongst the student bodies [19, p.21].

Also, Cobbold found in his study of the researched school-based management in Australia, New Zealand, the United States, Sweden and Britain, that no influence of school-based management was found over the innovations in teaching and syllabus [51]. Following these studies, which raised criticism against school-based management, two researchers – Briggs K. and Wohlstetter P. suggested three factors that influence many researchers, who find no

support for school-based management [47, p.355]. They claim that first of all there is a difficulty in measuring of all the changes and correlating them in a direct manner for implementing school-based management. Moreover, they claim a number of other difficulties in relation to applying the model of school-based management, since the application requires a significant effort from all the bodies involved. Also, they describe the difficulties in application stemming from the challenge of the work environment designed by local and national politicians.

A popular approach is that giving autonomy and authority to the schools, including transferring budgets to them, will ensure a significant improvement on achievement and a more educational environment. This basic assumption is, first of all, that the student will find all the information close at hand and that the needs of students change. The school, including the staff and principal, know the best how to identify these needs and what is suitable for the students and resources, equipment and flexibility should be given to provide all these quickly and with variety for the needs of the students. Pooling of resources and autonomy over budgets will be more effective in allocation of resources so as to ensure more suitability to pedagogic goals. Moreover, furthering autonomy and authority empowers the administration of principals and teachers at schools. Motivation, creating satisfaction rises within the principals and teachers, who feel they have the tools and place to realize their professional potential. Finally, giving autonomy and authority to the schools allows the requirement of the schools to be more committed and accountable to educational results.

In most of the progressive western countries, such as: England, Sweden and Canada, there have been mad significant reforms, to encourage the delegation of authority and accountability to schools, to adopt and become 'self-management schools'. In Israel, this policy came into being in the 1990's. The policy of school-based management was implemented in part and to this day there are 560 grade schools, defined as 'self-management schools' [92].

Self-management is an approach of educational management, based on giving autonomy and authority to the school, empowering the school to act as an independent organization, from the pedagogical aspect, from the organizational aspect, and also from the financial aspect [97]. The assumption is that these would contribute significantly to improve the achievements and educational environment of the schools. This perception turns the pyramid upside down and places the focus of decision making within schools, instead of external focus. Pedagogic and financial resources are transferred from the Department of Education and from the local authorities, directly to the principal and the educational staff, thus enabling an environment of flexibility and authority to manage these resources. The school establishes its own list of priorities and channels the resources toward its self-defined goals and needs. Schools build their organizational foundations of empowerment and delegation of authority, so that the entire

educational team is a partner in decision making and is viewed as a partner in realizing the goals [35, p.427]. Simultaneously, self-management creates compatibility between authority and accountability, where the school is required to take responsibility for its educational results.

The goals of this research are to develop theoretical and methodological aspects, to give practical recommendations for implementing decentralized management, for the goal of 'new management' – school-based management in schools [98, p.16].

An additional goal of this study is to promote the decentralized principal, who delegates authority in schools. The advantages as opposed to a centralized principal who delegates no authority and is therefore the reason for decrease of partnership with his faculty and staff and turns them into individuals, who are not interested in harmony and in practice will never reach the expected achievements. There is a great importance of the principal in this framework, his presence and influence on the general environment. The importance, as seen in this study, is rendered from the need to come to the conclusion that the centralized management of the school is ineffective and even detrimental to the subordinates of the principal in contrast to the decentralized management which proves itself in the studies of different organizations in the world as more effective by far in each of these organizations. Centralized principals create limited subordinates, limited subordinates produce as little as possible, professionally, in contrast with subordinates of a decentralized principal, who makes team work and therapy as broad as possible, without intervention in the professional aspect. The trend of decentralization leads the organization to self-management that is self-reliant, both financially and professionally [67, p. 10].

The beginning point of this study was to assume that the educational value and administrative activities of the principals who work under a political body, the Ministry of Education (a government body) or a local authority, would be more supervised by the Ministry of Education, the Department of Welfare and other external bodies involved with education and are in daily contact with the school [97, p.16]. The principal, the vice-principal, would not be open to a staff and principal to improve the quality of their work and would exercise limitations on management of classrooms, negative productivity in their work with students, would slow down the professional development of the staff, and would bring difficulty in choosing enrichment and improved pedagogical training. Beyond the self-management – the 'new management' can lead the staff of the school and its principal as its leader to a new management can bring about more autonomy for the teachers.

A transfer to school-based management changes the type of management and the kinds of teacher activities [99, p. 82]. This change should supply new opportunities for the school to improve the quality of public education. The decision to transfer a school to school-based

management according to the type of decentralized management, it accepts only if the principal wishes it so. In Israel, as noted, a large number of schools have been transferred to school-based management – 553 schools all over the country, and the intention is for more regions to enter this process.

The assumptions made at the beginning of the process of this study:

1. Significant correlation between the style of centralized and decentralized management and the empowerment of employee, professional development and pedagogical policy shall be found (see results in the Pearson report - Table 2.14).

2. Significant correlation between the ability to choose learning programs and methods of teaching for classroom management, choosing enrichment programs for teachers, informal activities, parental participation and unique style of the school and work order (see results in the Pearson report - Table 2.15).

3. A correlation between the work of the teacher with autonomy and decentralized management by the principal (see results of the statistical analysis tables (3.16, 3.17, 3.18, 3.19).

From these assumptions and from the results of the research, different aspects on the subject of decentralized management by the principal and the teachers are quite uniform. (Itemized results follow).

In the framework of the research, the principals of schools were asked to answer a questionnaire which includes the following parameters (Appendix 4):

1. Pedagogical policy – measured by four parameters: 4, 8, 13, 18.

2. Employee empowerment – measured by six parameters: 3 7,11,14,16,23

3. Centralized management - measured by six parameters: 1,5,10,12,17,21, 22.

4. Decentralized management - measured by five parameters: 2,14,15,19, 20.

5. Professional development - measured by two parameters: 6, 9.

6. Principals' characteristics – measured according to the characteristics of the principals and their influence on the style of management within the school [16, p.62].

The approach of the principals toward centralized or decentralized management was measured according to these parameters.

Principals' questionnaire – the responses to the questionnaire were on a scale of between 0= I don't know and 5 = agree totally. High scores are equivalent to delegation of authority and low scores the opposite.

According to the assumption drawn at the beginning of the research:

• A significant correlation shall be found between the centralized and decentralized styles of the principal and the empowerment level of the employee, the professional development and pedagogical policies.

• In order to observe whether significant correlations shall be found between centralized and decentralized styles of the principal and the empowerment level of the employee, the professional development and pedagogical policies, the Pearson correlation method was used.

Table 2.14. Correlations between centralized   and decentralized styles of management to the level of employee empowerment, professional development and pedagogic policy

		Pedagogical policy	Employee empowerment	Professional development
Centralized	r	**639.	*564.-	300.-
	n	18	18	18
Decentralized	r	044.	***877.	188.
	n	18	18	18

*p<.05;   **p<.01; ***p<.001; r- correlation index; n- number of the interviewed persons.

Source: developed by the author.

In this table, there are presented the indexes of correlation between different factors, from −1 to +1. If the index is situated around 0, then it has no correlation. If the value is near +1, there is a positive correlation, and if it is −1, there is a negative correlation (they are changing in opposite directions- one is increasing and the other- decreasing and vice versa). The variables, in this case represent factors. The stars mean the statistical significance, and as many stars are there as the result is more significant.

The analysis of the Table 2.14 shows a significant positive correlation between the centralized management style and the pedagogic policy and a significant negative correlation between the decentralized style of management and employee empowerment, that is to say, the higher the centralized management is - the higher is the level of pedagogical policy and the lower the empowerment is – the lower is the level of the employee. Together with this, no significant correlation was found between the centralized style of management and the level of professional development.

Additionally, a significant positive correlation between the centralized style of management and employee empowerment was found, meaning that as decentralization raises, so does employee empowerment rise. But no significant correlation was shown between the decentralized form of management, pedagogical policy and professional development.

According to the Table 2.14, it appears that the assumption of the research has been partially   confirmed – there is a significant positive correlation between the centralized management style and pedagogical policy and a significant negative correlation between centralized management ment style and employee empowerment.

Also, a significant positive correlation between decentralized management style and the level of employee empowerment exists, thus, as the style of centralized management is higher, the pedagogical policy increases and the level of employee empowerment decreases. However, no significant correlation between a centralized management styles and the level of professional development was found.

Additionally, a significant positive correlation between the decentralized level of management and employee empowerment was found, so that as decentralization increases so does the level of employee empowerment. However, no significant correlations between decentralized management and pedagogical policy and professional development were found.

Thus, the assumption of the research was partially confirmed. There is a significant positive correlation between the centralized management style and pedagogical policy and a significant correlation between centralized management and employee empowerment. Also, a significant correlation between the decentralized management and employee empowerment is noticed.

According to another assumption, it was observed that:

Significant correlations between the ability to choose the curriculum and teaching methods for the classroom, choosing enrichment programs for teachers, informal activities, parental participation and unique school style, and work arrangements shall be observed.

In order to observe whether there are significant correlations between the ability to choose curriculum and teaching methods for the classroom, choosing enrichment programs for teachers, informal activities, parental participation and unique school style, and work arrangements , the Pearson correlation scale was used. The analysis found that significant positive correlations appear between the ability to choose study programs and methods of teaching, that is, as the ability to choose the curriculum and teaching method increases so the level of class management increases (Table 2.15).

Table 2.15. Correlations between the ability to choose study programs and teaching methods at the classroom level, choosing enrichment programs for teachers, informal activities, parental participation and unique style of school and work arrangements

		Management of classrooms	Enrichment for teachers	Informal activities	Parental participation	Unique style of school
Choosing study programs	r	*532.	251.	327.	021.-	178.
	n	20	20	20	20	20

*p<.05

Source: developed by the author

However, there is no observation of a significant correlation between the ability to choose a curriculum and teaching methods to choosing teacher enrichment programs, informal activities, parental participation, and unique school style and work arrangements (Table 2.15).

Thus, the assumption of the research is partially confirmed – a significant positive correlation between the ability to choose study programs and teaching methods for the classroom level but no significant correlation was found between the ability to choose curriculum and teaching method to choosing the enrichment programs for teachers, informal activities, parental participation and the unique style of the school and its work arrangements.

According to the findings of the statistical analysis of the questionnaires it was found that. The following table presents the box plot diagrams of all the questions of the principals' questionnaire.

In descriptive statistics, a box plot or boxplot is a convenient way of graphically depicting groups of numerical data through their quartiles. Box plots may also have lines extending vertically from the boxes (whiskers) indicating variability outside the upper and lower quartiles, hence the terms box-and-whisker plot and box-and-whisker diagram. Outliers may be plotted as individual points. Box plots are non-parametric: they display variation in samples of a statistical population, without making any assumptions of the underlying statistical distribution. The spacing between the different parts of the box indicates the degree of dispersion (spread) and skewers in the data, and shows the outliers.

For each question in the test there is a box-plot diagram: a diagram used in the descriptive statistics, that illustrate in a compact way the uniform distribution of probabilities.

This type of diagram shows the median, the lowest and the highest quartiles, the minimal and maximal value of selection and discharges. Some of this kind of boxes can be drawn side by side, in order to compare one assessment with another. The distance between the parts of the box allow us to determine the level of distribution (dispersion) and asymmetry of the data and to identify the discharges.

In the figure 2.8, in each of this kind of boxes, 50% of all the answers are situated on the line on the center of the median (if it is not seen, then it coincides with one of the walls of the box – the upper or the lower). For example, at the question number 7, almost all answered similar, because of that there is no box there. There is only one line – the median, and some discharges (stars and dots)- these are those persons who assessed differently. The width of the box says about the level of distribution among the responders. The wider the box is, the bigger is the distribution, the more difference is between the responders.

The box is built between the lower and the upper quartile, the line inside the box is the median, and the point is the mean. Stars indicate the exceptional observations.
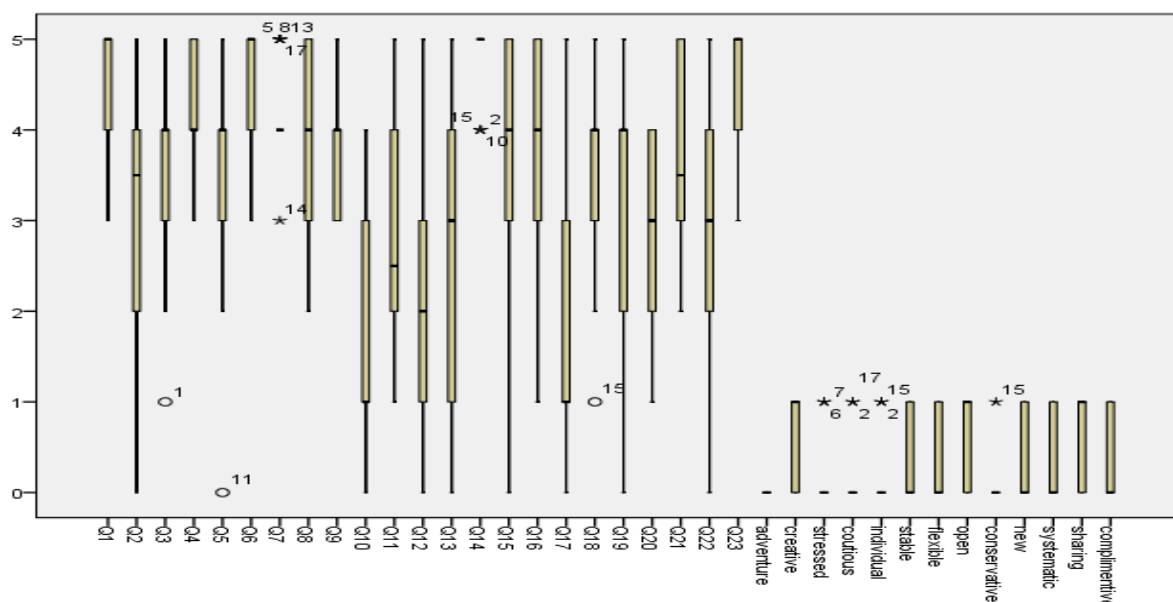
Fig.2.8. The box plot diagrams of all the questions of the principals questionnaire

Source: developed by the author

The first part of the Figure 2.8 reflects the answers at the questions with two possible answers, yes or no (1 or 0). For example, at the question about adventure all responded no, that's why their box is at 0. No one loves adventures. At the second question (creativity), the opinions divided- there where both positive and negative answers. At the question about stress- most of responders responded "no", but there are two discharges – number 6 and 7- who answered "yes".

Explanation:

According to the box plot diagrams, it appears that:

In questions 1, 4, 6, 8, 15, 16, 21, 23: the principals agree to the issue of importance of decentralization

In questions 2, 10, 13, 17: the distribution is very high; some of the principals take the side of decentralization while others lean toward centralization

In questions 3, 4: the opinion on decentralization is uniform

In question 7: the principals answered uniformly except for two, principal 14 and principal 17.

In question 5: there is very little distribution; all the principals answered between 0 and 1 except for one, principal no. 11.

As to personal characteristics: the answers were low- between 0-1: the principals were not adventurous, not stressed, not cautious, not individualistic (except for a few) and not conservative.

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Pearson correlations table were calculates between all the questions data series, including

the p_values of the following test of significance:
$$H_0 : \rho = 0$$
$$H_1 : \rho \neq 0$$

Significant correlations are yellow in the correlations table (Appendix 5).

Explanation:

In the Pearson correlation table, it appears that when the color is yellow there is a significant statistic, that shows that there is a relationship between the answers. For example: in question 2 (decentralized management) there is a strong positive correlation with question 16 (employee empowerment).

Since there are too many questions, an attempt is made to reduce the scale by the factor analysis method.

Factor analysis is a statistical method, used to describe variability among observed, correlated variables in terms of a potentially lower number of unobserved variables, called factors. For example, it is possible that variations in six observed variables mainly reflect the variations in two unobserved (underlying) variables. Factor analysis searches for such joint variations in response to unobserved latent variables.

The observed variables are modeled as linear combinations of the potential factors, plus "error" terms. The information gained about the interdependencies between the observed variables can be used later, to reduce the set of variables in a dataset.

Factor analysis, originated in psychometrics and is used in behavioral sciences, social sciences, marketing, product management, operations research, and other fields that deal with data sets, where there are large numbers of observed variables that are thought to reflect a smaller number of underlying/latent variables.

Component Matrix[a] reflected in the Appendix 7.

After excluding some variables from the sample (adventures and aggressive since all the managers answered "0") there results of this extraction are presented in the following Table 2.16.

1. Decent=(Q1+Q2+Q3+Q7+(5-Q10)+Q11+(5-Q12)+Q14+Q15+Q16+(5-Q17)+Q20+Q23 +(5-coutious)+(5-individual) + creative+sharing)/17.

2. Personal Involv= ((5-Q4)+(5-Q5)+Q8+Q9+Q19+complimentive)/6

3. Trust= (Q13+Q22+ (5-open))/3

4. Professional= (Q6+Q18+ (5-conservative))/3

5. Parents-involvement = (Q21+(5-systematic))/2

6. Emotional stability =((5-stressed)+(5-new))/2

Table 2.16. The table presents the descriptive statistics of the 6 factor variables

		Decent	Trust	Professional	Parents-involvement	Emotional stability
N	Valid	18	18	18	18	18
	Missing	0	0	0	0	0
Mean		3.4412	3.2593	4.3333	4.1944	4.8056
Median		3.6765	3.5000	4.3333	4.2500	5.0000
Mode		3.71	3.67	4.67	4.50	5.00
Std. Deviation		.60973	.85218	.54832	.62164	.30384
Variance		.372	.726	.301	.386	.092
Range		2.71	3.00	2.33	2.00	1.00
Percentiles	25	3.1912	2.6667	4.0000	3.5000	4.5000
	50	3.6765	3.5000	4.3333	4.2500	5.0000
	75	3.7794	4.0000	4.6667	4.6250	5.0000

The title row "Statistics" spans the table header.

Source: developed by the author
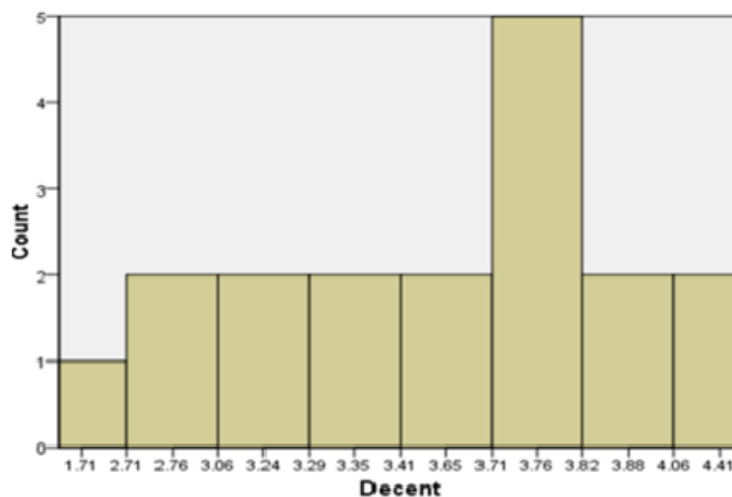
Fig.2.9. The factor of decentralization   Fig. 2.10. Pie chart 1. The factor of decentralization*
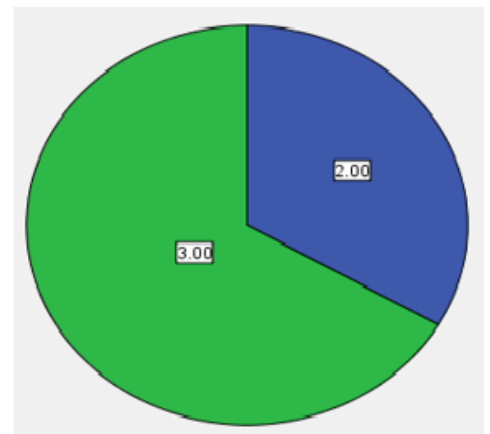
* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

The histograms y-axis is frequency = counting the number of answers, x-axis - the variable values. Pie diagrams - the percentage of the values.

In the pie charts, all of the results are shown on an area proportionate to percentage of answers.

The factor analysis that was done allows the grouping of the answers in groups, one of which is named Decent (shortened from decentralization). In the Figure 2.9 bar chart, there are shown the value of the Decent factor, which are divided into equal sections (x axis) and in each

of them there was calculated the number of answers. The data of the Decent variable were conventionally divided in 3 categories: low (1), medium (2), high (3). The pie chart (Figure 2.10) represent the percentage of these values. About 27% have chosen the answer 2 (medium), the majority has chosen 3 – high, because most of them see positively the decentralization process.

It appears from the questions given to the principals that most, between 0-2 of the principals who answered about a high scale of decentralization at their workplace, and there were 5 principals (3.76 of the average of the answers) in contrast with one principal who answered with a low score (1.71 on average).

Describes the distribution of principals' opinions on the measure of decentralization in management.

According to questions 8, 9, 10 which deal with the issue of personal involvement, we learn from the histogram that: 4 principals answered that personal involvement at work is important to them (2.65, 2.33) in contrast with 4 principals who answered that they have only middling involvement - from 1.90-2.10.
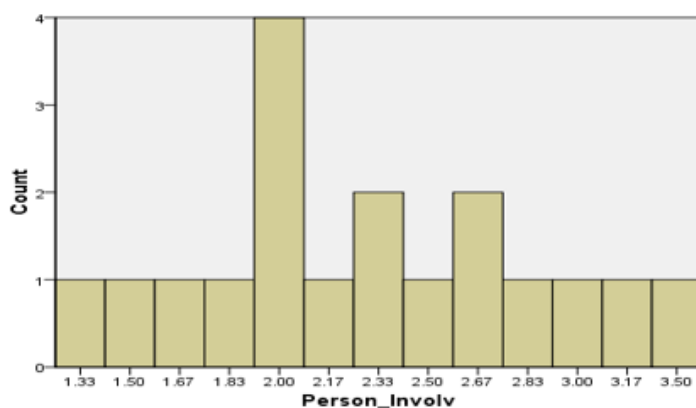
Fig.2.11. Personal involvement
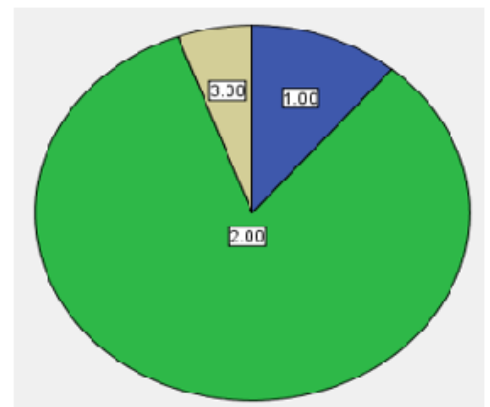
Fig. 2.12. Pie chart 2. Personal Involvement*

* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Involvement of managers with their employees. Most managers are moderately personally involved.

For the most part, the principals agree that the importance of professionalism is at middle or high level. One principal is certain that professionalism is less important. Six principals rated professionalism of employees with 5 and five principals rated this with a 4 or 4.5.

It appears from the histogram that most principals place middle – high trust in their employees.
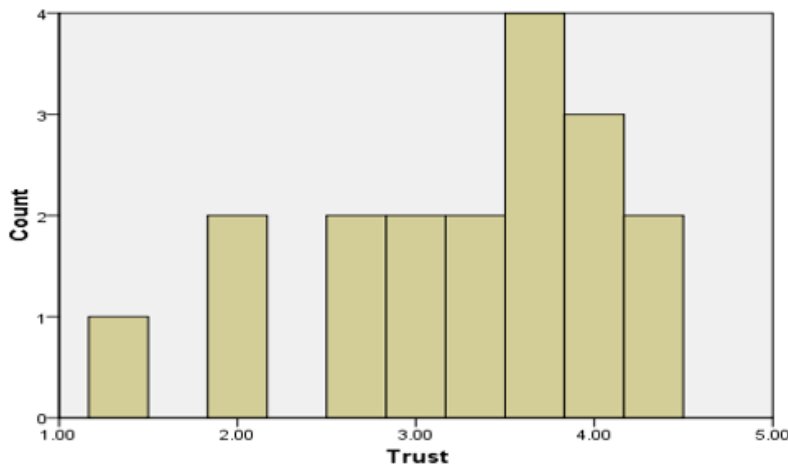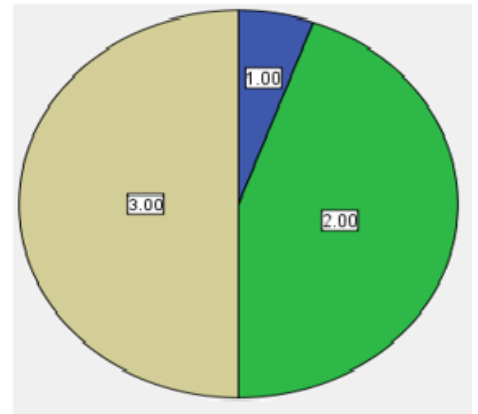
| Fig.2.13. Trust | Fig .2.14. Pie chart 3. Trust* |

* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Describes the issue of trust by managers towards employees. Half of those asked agreed that they trust their employees.
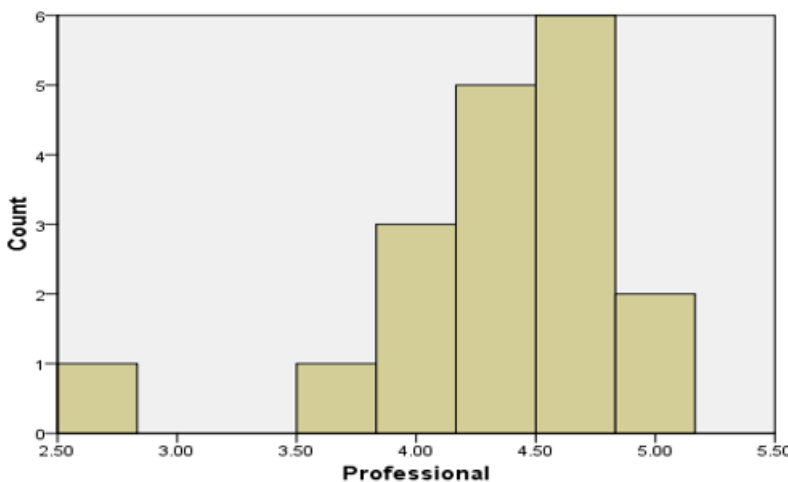
| Fig. 2.15. Professionalism | Fig.2.16. Pie chart 4. Professionalism* |
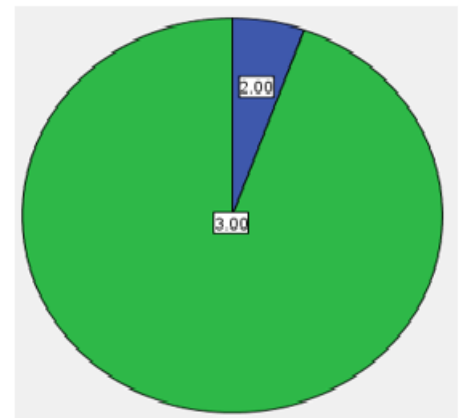
* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Describes the professionalism of employees. Most of the managers count on the Professionalism of the employees.

Figure 2.17 and Figure 2.19 both refer to varied issues and so cannot be defined; for example question 21 – centralization in times of crisis, the distribution of answers by principals was fairly high, hence almost equal:5 principals answered with a score of 4-4.5 = 'agree'.
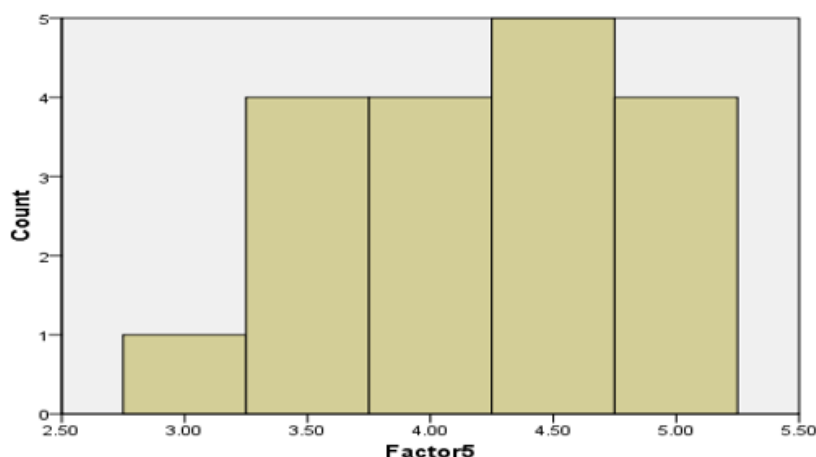
Fig 2.17. Parents-involvement   Fig. 2. 18. Pie chart 5. Parents-involvement*
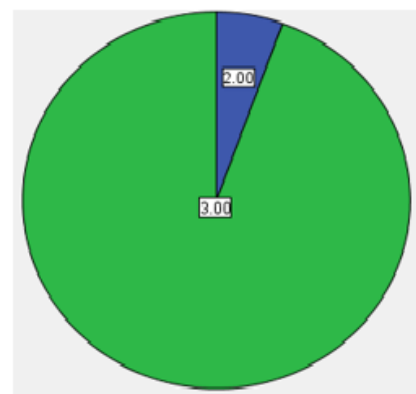
* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

In parameter no. 6 it appears that most principals are in agreement on their confidence in subordinates and also if the principal is absent from work (355), direction of subordinates to perform tasks (257), performance of tasks by the principal will be done better – all point to centralized management (467).
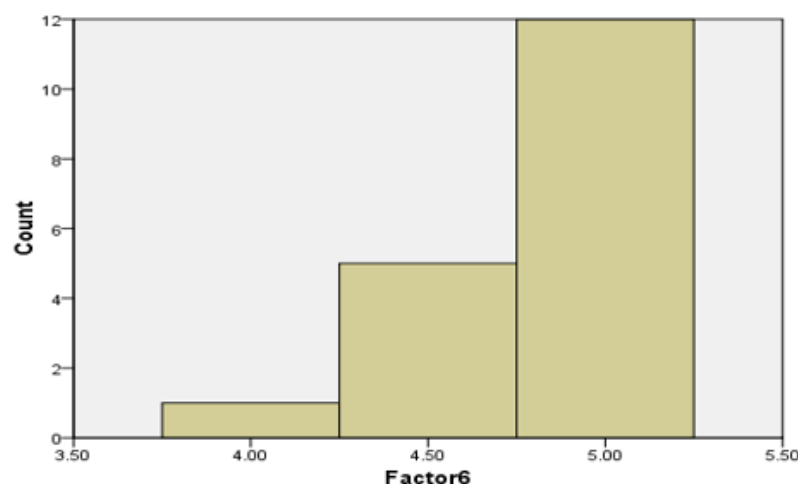
Fig.2.19. Emotional stability   Fig.2.20. Pie chart 6. Emotional stability*
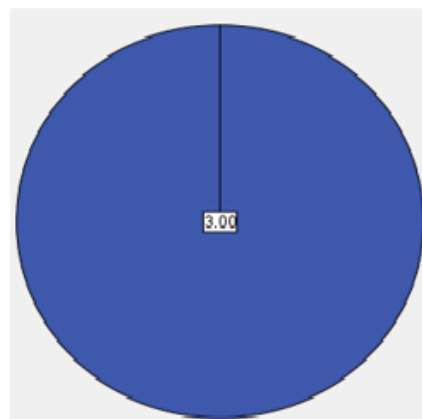
* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

According to the histogram it appears that 12 principals agreed with the above – which allows us to assume that these principals prefer to depend on themselves and not on their staff-they prefer centralized management.

The following diagrams describe the distribution of the questions appearing on the principals' questionnaire (Appendix 8).

1.   Pedagogical policy – measured according to four parameters 4,8,13,18

2.   Employee empowerment – measured by six parameters 3,7,11,14,16,23

3.   Centralized management - measured by six parameters 1,5,10,12,17,21,22

4.   Decentralized management - measured by five parameters 2,14,15,19,20

5.   Professional development - measured by two parameters 6,9
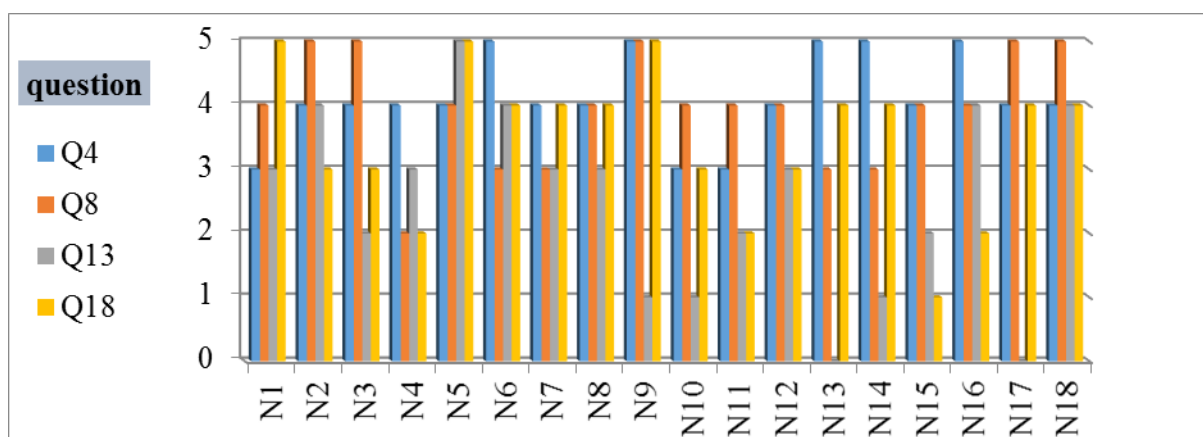
Fig.2.21. Managers questionnaire - Pedagogical policy

Note: N – number of respondents

Source: developed by the author

Explanation: according to the diagram, it appears that the issue of pedagogical policies was addressed by the principals in agreement as to the responsibility for results arising from staff-made decisions (question 4). That means that a high level of decentralized management allows the staff to make decisions about the students and the principal is responsible for the negative results. If the results are positive, the staff will be recognized by the principal.

Question 8: "At what level do you direct tasks?" It appears that most of the principals think that they direct the educational staff as to the tasks the principal wishes to be performed; this is evidence of decreasing the opinion of the staff in performing the tasks in a creative manner. The role of the principal is to point out a certain goal.
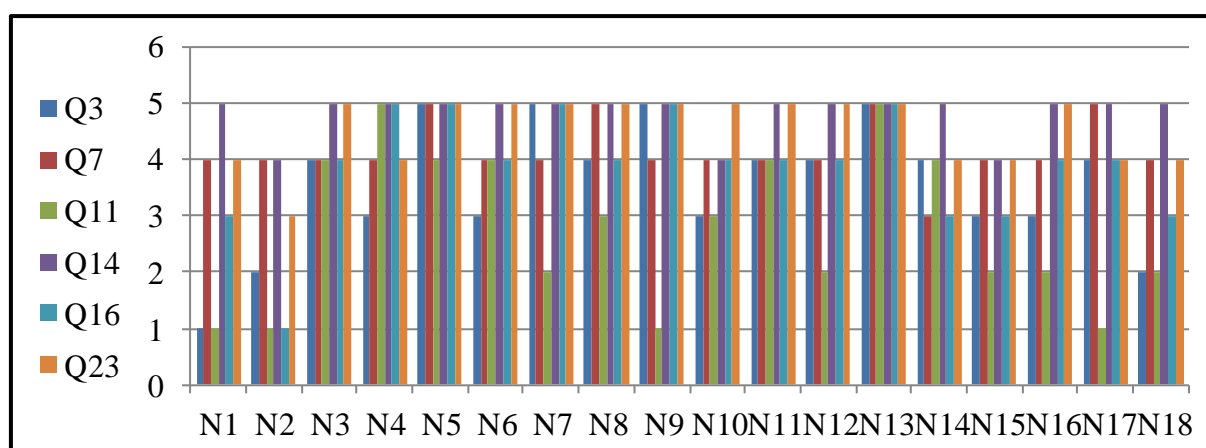
Fig.2.22. Principals' questionnaire - Employee Empowering

Source: developed by the author

The pedagogical policy that he is interested in achieving together with his staff, shows the success of each activity, performed in order to achieve that goal. It may still appear that there are principals who think that their decisions are the best decisions (question 13) making it harder on the staff to be creative or think independently. As a team, they will only provide the principal with what he agrees to and thus the staff will only be diminished and show no initiative if the principal's shadow is always lurking. In question 18, the principals are asked if they support employees who have made a wrong decision. A principal who prefers to give a high score can be seen to show expected results of wrong decisions made by employees during the course of their work. It can also be the opposite if a principal is wrong and needs backup from his staff. This issue shows the level of decentralization in the pedagogic policy.

Explanation: According to this diagram, it appears that on the issue of employee empowerment, principals gave high scores on most parameters. As seen in question 23: "when employees see work on the task as well as the goals and targets, they will be more successful". It appears that a high percentage of principals believe that if their employees are empowered, they will be more likely to succeed. Another question that stands out is question 16: "During a crisis or failure my staff can make very good decisions and reach good solutions at real time." Four out of five of the principals gave high scores. Five principals agreed totally. Question 11: "More than once it has turned out that the staff members know more than I do." This question rated scores of between 2 and 4; decentralized principals admit that the employees he works with are equipped to work without him during working hours except for consultations or fateful decision making. If the staff is professional enough the principal can believe in their capabilities at real time. Question 14: "a principal cannot work alone and must have a staff that will work alongside of him." This question rated top scores of between 3 and 5 and most of the 15 the principals totally agreed.
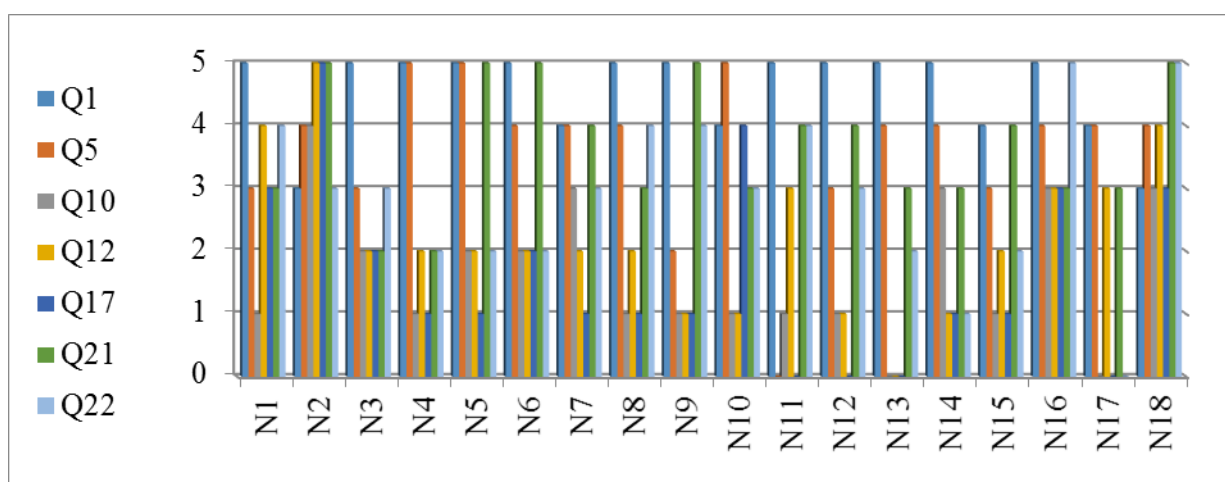
Fig.2.23. Principals' questionnaire - Decentralized management

Source: developed by the author

Explanation: According to the diagram, we may learn that to the subject of centralized management the principals' most prominent answer to question 1: "to what degree do you see the importance of delegation of authority in your place of work?" 12 principals agree totally on the importance of delegation of authority in their work place on the condition that there would be no 'momentary crises' according to question 21: (7 answers by principals)". According to question 17: "If I don't do it myself, it won't get done." Three principals answered "agree totally" while 7 gave a rating of 2 which means that they agree and don't disagree. Another interesting detail is question 10: "I prefer to make most decisions myself, without consulting others." The principals who preferred this option numbered 7 – showing a level of cooperation amongst the majority of principals and decentralization in managerial decisions. Question 22: "When I do things myself the results are better." Answers to this question were divided, showing that although staff is consulted the principal may want to make decisions on his own, showing a more centralized managing style. Question 12: "I can rely very little on other people".
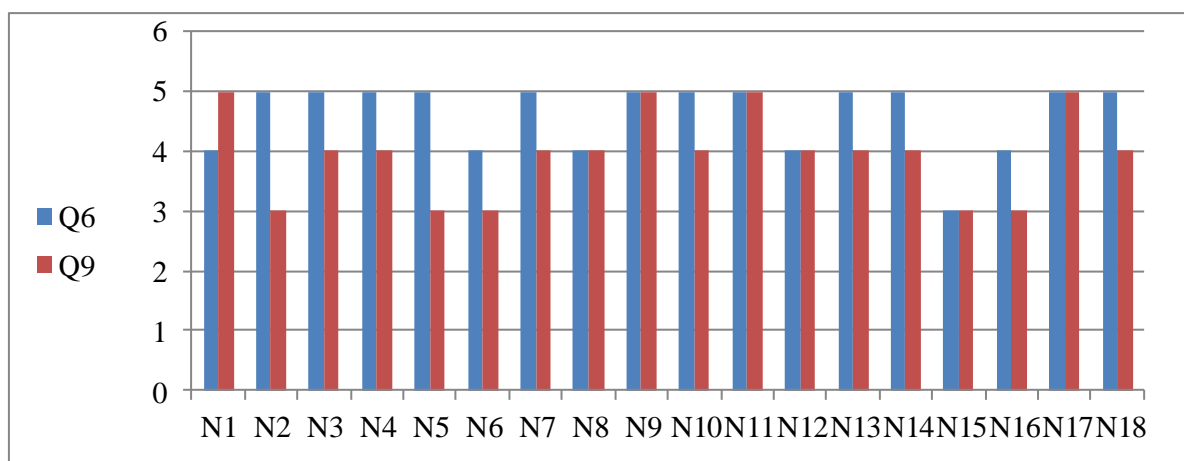
Fig.2.24. Principals' questionnaire – Pedagogical professional development

Source: developed by the author

Most principals do not agree with this statement – they do rely on others, thus the rating was low - 4 principals gave a lower rating than 1 (out of 5), 7 principals gave a score of 2 (out of 5).

Based on these studies, we can draw the following conclusions:

1. Principals admit that delegating in the school will cause teachers to be more independent in the field of pedagogic, administrative in the class.

2. The ability of the principal of the school to give teachers the freedom grade management, personal connection with students, choosing areas of courses, the security of the teacher does its work correctly, the possibility of strengthening the position of teacher in the eyes of the community, students, parents, freedom in economic action with regard to expenses of the

classroom, will end another class process manager: principal is more open, responsive to the needs of the teaching staff, free for other tasks.

3. The school principal who gives authority, a school principal will contribute more to decentralize the new administrative reform that is lead - decentralization, the team's decision will be approved by the team and by him only, a broader vision of the school system, economic management with different options, innovative education in the school system, contact with foreign officials independent of the Ministry of education, the transfer of semi-annual reports and annual openly local government officials and the Ministry of education.

4. One of the main measures to empower principal, beyond autonomy and authority of pedagogical and administrative areas, is expanding human resources management authority. A school principal that chooses the teachers decides about tenure, stroke teachers in various committees and delegation of powers, as well as initiates and fomented a pedagogical dismissal have managerial authority higher than that given to a school administrator missing these means.

2.4. Conclusions to chapter 2

1. In recent years, the Israeli education system has undergone important changes. A significant corner was turned in the development of demographic combinations, the resources given to the education system have significantly increased and even the manpower resources have grown. There has been an improvement in the level of education amongst the teachers, so that now most of them have an academic education. The gaps between Jews and Arabs have decreased. The Israeli educational system shall provide wide horizons, personal and national identity and allow its graduates to live with significance and well-being.

2. Israel's education system is composed of many departments that deal with a wide range of educational bodies. Many supporters of the Ministry of Education initiative to privatize education and to give different institutions the ability to manage the system on their own, such as economic management, pedagogical management, business management and profits, community management, academic management. In Israel, there are different types of entities of education: General education, Religious education, Orthodox education, Arab education, Christian education, Armenian education, Muslim education, Bedouin education, Druze education. All such educational institutions operate under the auspices of the Ministry of Education, Ministry of Finance and the municipal authorities.

3. These days, the Israeli educational system is in the process of a reform called" New Horizon" which is based on the partial implementation of the conclusions of the Dovrat Committee, as convened by the Government of Israel in 2003. The "New Horizon" reform supports granting of autonomy to schools. The reform, supported by the school staff, has created

the ability to develop access to a unique and informal education that adapts to the environment in which the school operates. This trend is expected to encourage students to take part in shaping their school curriculum and creating interest in and affinity for this program.

4. There is a trend in recent years for allowing management. The educational system is characterized by a variety of processes that are present in the form of comparative characteristics of models of centralized, decentralized and combined systems, in terms of their communication and depend on the political and economic factors. The trend of decentralization leads the organization to self-management that is self-reliant both financially and professionally.

5.   The author presented the process of decentralization in relation to the school in two ways: through an external decentralization (as the relationship of the Ministry of Education and the local management of education; the relationship of the local Department of Education and school) and in the framework of internal decentralization (such as the relationship within a single school between the administration and the teachers, pupils). Relations between the Ministry of Education and the local education department presented the author with the help of characteristics of a combined model of education systems in the following areas: pedagogical and administrative decisions, construction and repair of schools, decisions in finance.

Relations between the local Department of Education and schools in terms of decentralization and local government proposed in the form of an organizational model. The organizational model is presented in the form of a decision-making matrix. The author has provided two organizational models - both before and after the transition to self-government schools. On the basis of these models, the author proposes to redistribute responsibilities between the local control of education and the school. Local education department is recommended to coordinate the activities of various bodies in the field of education within the national education policy and local problems. With respect to the self-governing schools, it should provide advice on general management, to control some aspects of the work, offer a variety of services and educational programs in order to assist the school in implementing its decisions, without interfering with the educational process. Schools can choose how they will function within the institution they moderate and how they interact with government authorities.

5. The author has tested principals to identify the benefits of decentralized management in the school system. In the framework of the research, the principals of schools were asked to answer a questionnaire, which includes the following parameters: pedagogical policy, employee empowerment, centralized management, decentralized management, professional development, and principals' characteristics. The approach of the principals toward centralized or decentralized management was measured according to these parameters.

3. DEVELOPMENT OF SCIENTIFIC AND METHODICAL APPROACHES TO IMPROVE THE MECHANISM OF MANAGEMENT OF MIDDLE EDUCATIONAL INSTITUTIONS OF ISRAEL

3.1. Decentralization of powers as a basis for self-government of educational institutions

The model of school-based management was created as a result of conclusions of much research that tried to improve the functionality of schools as organizational units and to strengthen the obligation and accountability of principals as well as of the school staffs [22; 27; 50]. The main goal of the school-based management model is to allow the school staff to make independent decisions, which are appropriate for the majority of their needs, conditions and unique circumstances of the school and its student population, therefore improving the students' achievements and the school environment. It is using a unique organizational culture, characterized by feedback processes, cooperative decision making and through using human and financial resources. The school-based management model places the student, the class and the teacher at the center. The principal of the school and school faculty are delegated with authority at a wider span and are held accountable for student achievements while the school is given maximum flexibility for use of available resources in order to improve students' achievements.

Based on the studies, the popular approach today is that delegating autonomy and authority to schools by transferring resources to them will ensure that they significantly improve achievements and superior educational climates. The basic assumptions are, firstly, that the student is in immediate contact with the knowledge and that the needs of students change. The school, its teaching staff and principal, know best how to identify these needs and the truest and most appropriate response for each student. Resources need to be made available in order that tools and flexibility are possible for timely and varied responses for the needs of the students.

According to the author, decentralization of authority that is the basis of self-based management demands a new structure of connections between the authority of the school over all its functions. An educated and wise choice of the principal-leader with a mature approach of autonomy and accountability, who can take this task upon himself is one of the most significant components of ensuring the success of the school.

Successful leadership is characterized by a high level of self-awareness and intentions, by the clear ability to prioritize, to decipher and solve problems. The leader is required to decide on targets for the long-term and milestone and targets for the short-term, to see those at the school as necessary partners for improvement of the school and to create reciprocal connections with external school systems [59, p.63].

One of the central means to empowerment of the principal, beyond granting autonomy and authority in the pedagogic and management areas, is to expand the authority in management of human resources [81; 84; 94]. The school principal who choses his subordinates, who makes decisions on granting tenure, who places educational guides on the various committees and delegates authority, and who initiates and enforces termination of pedagogical employment, has a higher managerial authority than that given to the school principal, who has none of these means available to him. A principal who knows how to make good use of these means, can significantly influence the quality of the educational staff of the school.

Giving autonomy and authority to the schools will ensure a significant improvement on achievement and a more educational environment. This basic assumption is, first of all, that the student will find all the information close at hand and that the needs of students change. The school, including the staff and principal, know best how to identify these needs and what is suitable for the students and should be given resources, equipment and flexibility to provide these quickly and with variety, according to the needs of the students. Pooling of resources and autonomy over budgets will be more effective in allocation of resources so as to ensure more suitability to pedagogic goals. Moreover, furthering autonomy and authority empowers the administration of principals and teachers at the schools. Motivation, creating satisfaction rises within the principals and teachers who feel they have the tools and the place to realize their professional potential. Finally, giving autonomy and authority to the schools allows for the requirement of the schools to be more committed and accountable to educational results.

The manager of the school together with a combination of staff members must transfer organizational authority in order to optimally control the staff and manage the framework (Figure 3.1).

The principal of the school needs to develop a model of staff meetings with him once a week. This staff will be a partner in decision making on significant issues, such as: treating problems that arise, budgeting school functions in an equal manner, managerial transparency, instilling policy, construction of a vision, student legitimacy through a student council for the welfare and strengthening of the school, finding ways for empowering employees of the school, creating relation with external bodies for grants that will improve emotional and financial welfare of the school.

There is a hierarchy of managerial functions in the school. Different managerial structures exist in schools in Israel but each of them has the sole possibility of delegating authority of total management to the director, as to the way of managing the staff. In a general view of the school body, management of the school at its best is done by delegating authority to school staff groups while exercising constant control to what is being done within these groups.
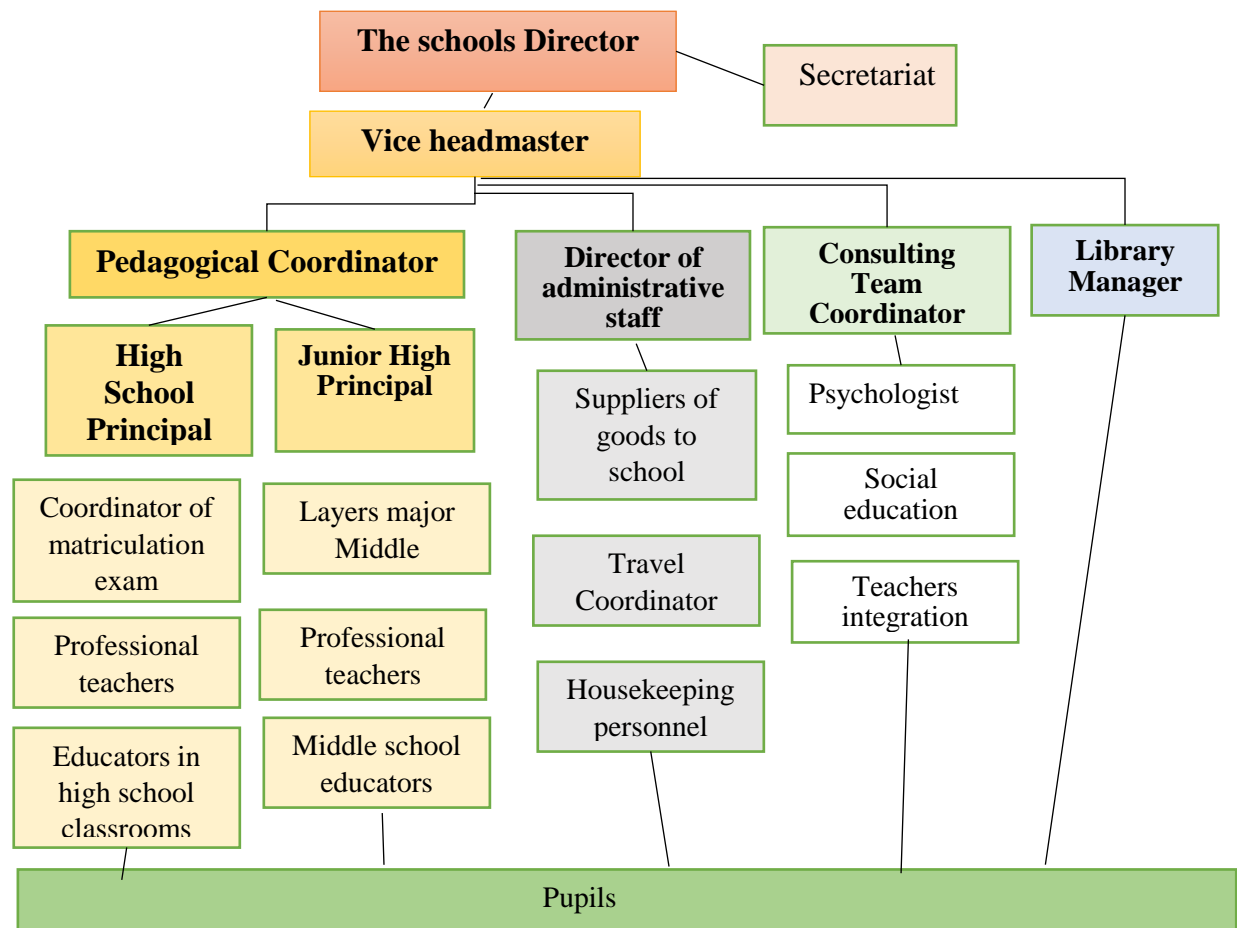
Fig.3.1. Model of self-management in school

Source: developed by the author

The role of director is connecting the trained groups through his work with the residents of the school and to listen to their comments and suggestions at the obligatory meetings during the week [42, p.36].

This part of the pedagogy model is meant to promote thought on the expressions of results and in measurable terms that are achievable under school-based management, to define the outcome, to measure the performance and expected results from the school that undertakes school-based management.

According to the author, pedagogic advantages to new management in schools are:

1. Pedagogic school-based management is the recognition of the expertise and skills of the team of employees at the school, for making decisions that can make an improvement on the progress of the students at the school.

Fig.3.2. Principles of work on pedagogy according to the self-management system for schools

Source: developed by the author

2. Pedagogic independent management enables the growth and professional development of all the roles of the school and all those accompanying the roles of supervision from the Ministry of Education and local authorities.

3. The system provides the possibility of influencing more on decision because of the teams: therapeutic and educational, are the closest to observing the real needs of the students and so, they can provide the pedagogic programs required.

4. A direct delegation of authority to the school will enable the direct focus on the pedagogic programs, for the needs of the student and the group [29, p.116].

5. The method allows the employees to make decisions in real time.

6. The transfer to school-based management of the school provides a connection between authority and responsibility.

7. Conditions are created to encourage and increase new leadership on every level and in every area of activity; also, the style of management becomes more initiative and autonomic, enabling it to free the 'bottleneck' in favor of the students, within a short period.

8. The self-confidence of the members of staff will improve; a feeling of 'ownership' will be instilled in each of the members.

Pedagogical management is a special kind of activities of all the subjects of the educational process, aimed at achieving goals and using the forms and methods for facilitating its functioning and development as a pedagogical system [134].

According to the present circumstances, an efficient school can be only when the teachers will base their work on the needs of the development of individual children at any given time. To do this, first of all, the teacher has to be given a key to understand the nature of the child, to teach him the skill of the individual pedagogical activities [46, p.278]. Secondly, you need to give the teachers the opportunity to realize their skills creatively, to acquire personal experience. This is possible by granting him a considerable degree of autonomy and freedom to work [93].

One of the more widely accepted definitions of learner autonomy (LA) is "the capacity to take control of one's own learning" [44, p.47]. By analogy, a definition of teacher autonomy (TA) would be "the capacity to take control of one's own teaching".

Other important attempts to define TA include those in the fine volume edited by Sinclair, McGrath and Lamb [126]. McGrath frames TA in terms of both self-directed professional development and in terms of freedom from control by others. For the former, he co-opts various educational traditions, including those of the teacher as researcher, action research. For McGrath co-opts Benson's assertion in the same volume that freedom from control by others implies the capability to act self-directed. For McGrath, it is "obvious" that the promotion of LA is one of the responsibilities of the autonomous teacher [126, p. 102]. We can surely envisage the teachers making ethical, autonomous decisions about their classroom without ever framing their efforts in our terms.

The success of the learning process depends on how the teacher will be able to build and are largely responsible for his own work. Teacher is put into a rigid framework of formal regulations, forced to work, focusing on the formal achievements. As a result, it suffers from the quality of his work, and the whole teaching process becomes one-sided. Alienation, which is a consequence of this situation, is when the teacher cannot help but have an effect on the students. We must do everything so that the teacher can become a master of his profession, and then build a relationship with the pupils based on trust, which, of course, does not deny the rational forms of control and self-control of their work teacher.

Organization of the work of the school is connected with the management of the teaching staffs [20, p.321]. Nowadays, one of the main tasks of the school administration is the management of its employees, especially if the school has moved to a system of self-government. Style organization in the schools directly affects the school climate, which in turn affects the teachers and students.

Today, there is conducted a wide-ranging discussion on the content of teacher authority, in the framework of school self-government system and how these powers are determined and are met [118].

Transition to self-government schools requires an advance preparation. Teachers differ on life experience, personal qualities, intellectual level, areas of interest. The ability to accept and implement the changes associated with the transition to self-government, is largely determined by the individual properties of such a person as sensitivity, satisfaction, inner tension, level of motivation, interest in the results. Subjective knowledge and level of expertise of each of the teachers also affects this process. In many crucial issues, it is the professional competence of teachers. After the classes, the teacher does not work alone, but with a team of other teachers [124, p.244].

Modernization processes are meant to impose the requirements of the school, to ensure the professionalism and qualifications of teaching staff at work, not only with students, but also with their parents. There is a need to change the school teacher's functionality by expanding the use of technology, consulting, psychological components of its activities.

The question of the organization and structure of the principle of self-government of the school are important to ensure a productive educational process. They form the necessary conditions and enable orientation on abstract requirements to the educational process, and, in particular, children and their development needs at each age level.

Self-management in school is a complex structure, in which there are different principles, including the beginning of democracy and freedom. However, the scope of each principle should be clearly delineating. It is the understanding of the child in the situation of education and training - have the clue in the process of education. Otherwise, it can lead to serious consequences in the educational work of the school [5, p.137].

The problem of school government structure - to balance the different areas of responsibility, which allows a teacher of creative autonomy to realize their potential for the good of the common cause. It should be noted that the structure itself cannot solve anything. It can only create the optimal conditions for the scope of work. If you encounter various problems thought-out structure of the school allows the government to solve their most fruitful.

The activity of the teacher in the school self-governing expressed in the following aspects: its own autonomy, collaboration, content creation own activities, confidence in the ongoing work, the organizational responsibility and accountability. Educational activity of teachers is expanding, becoming more diverse and significant increases their sense of internal obligations and personal responsibility in relation to the entire education system.

Self-teaching staff or educational autonomy - is the management of the vital activity of teaching staff of the school of his team [33, p.247]. This could include joint decision of professional and industrial issues of the pedagogical school workers, their maximum involvement in school affairs. The teaching staff has created those governments' educators,

whose activities demanded by the actual conditions and the needs of employees of each individual school.

The author in this study does not attempt to create a school self-government structure, and examines the role of teacher autonomy.

The author proposes to create the **teacher's community at school**, which will consist of autonomous teams of teachers.

The purpose of the teacher's community is the creation of a well-organized teaching staff, acting on the basis of law, democracy and self-government.

Principles of the teacher's community are the equal rights, election, collective and individual responsibility, openness and transparency, priority, humanity, constitutionality, advice and consent, democracy, freedom, criticism and self-criticism, professionalism.

From our point of view, teaching management mechanism can be seen as a means to achieve the real control over the system of internal and external communications and relations in the school. Pedagogical control mechanism implemented on the basis methods, criteria and assessment system, management information system [48, p.118].

The methods and forms of activity of the teacher's community are a joint discussion method, persuasion, conversation, pleases, encouragement, couching, and personal example.

In the example of the teachers' community, we can demonstrate a differentiated approach to the issue of self-government. Pedagogical process itself has different sides, different facets, and qualitatively different internal laws.
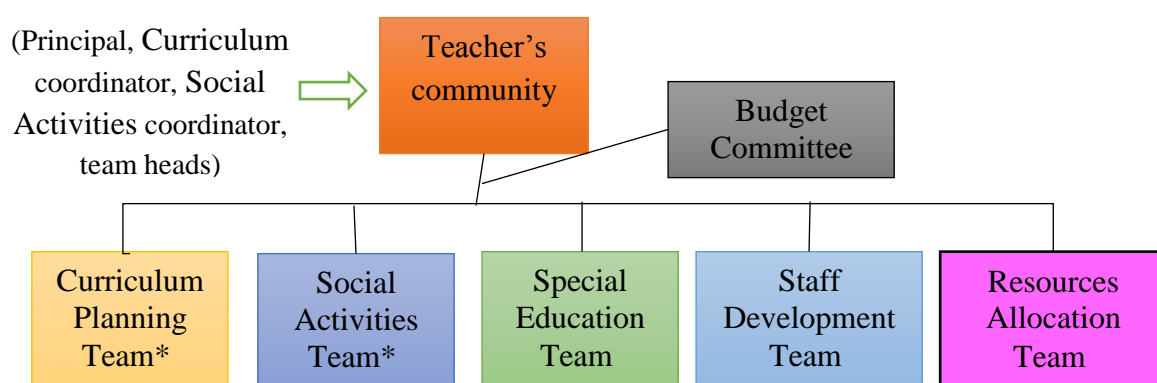
Fig. 3.3. Organizational structure of teacher's community based on team

Note: All the teams include teachers and parents, and are headed by a teacher. Teams marked by an asterisk include pupils as well.

Source: developed by the author

Curriculum Planning Team will focus on improving the professional skills of teachers, teaching methods. Curriculum Planning Team has to discuss the common, fundamental issues of pedagogy, teaching methods and self-development. The autonomy to make both the learning

program and learning material decisions. This includes educational philosophy, teaching methods, curriculum, types of materials, physical learning environment, and levels of technology within state law and regulations. A well-working board is a source of constant renewal of teaching school life, creative inspiration. There may be exchanged living experience, mutual aid and support teachers to each other.

Social Activities Team is an association of teachers and head teachers. It addresses the issues related to specific educational work in a specific class or a specific child issues. All the class teachers see the child differently. At the regularly scheduled team meeting, the teacher tells the child what happened to him at this time there is what his abilities, difficulties. As a result of discussions with colleagues, the teacher tries to change the approaches, to build a relationship with a student.

This includes, but is not limited to, homework, discipline, parent and community engagement, and dress code. Through the meetings there an atmosphere of trust with parents.

The structure of Social Activities Team can create parent-teachers' initiative groups, gathering in certain circumstances. For example, the financial services group. It usually consists of only one parent. This is a very delicate organ of self-government, because with each of the parents being confidential talk about how much he can pay for a child's education. Those that cannot pay the school to help in another way. For example, a school in need of repair. Going construction commission, formed by the budget allocated spheres of initiative and responsibility. Parents who cannot afford to pay themselves renovating school premises. Not money, because their work helps the school.

Special Education Team decides the organizational issues related to the preparation for the holidays, excursions or other creative activities. It is important to organize these events well. The decisions are made by responsible reporters managing the planned deadlines. Decisions are made on the basis of majority and principles of free initiative and responsibility: someone takes the initiative to assume the responsibility for any specific case.

Staff Development Team. The autonomy to decide on the topics, methods, and implementation of professional development for teachers and other personnel, within state laws and regulations. This can include leading teachers' professional development. Also, there can be organized teams of teachers by the professional interests, participation in the work of the schools, work with parents, etc.

Resources Allocation Team. Staff allocation of resources. Examination of the needs of the school for the purpose allocations for all school equally and fairly: technological measures, study and enrichment programs, pooling resources for the benefit of all school students. Allocation of resources will be required by the teachers and the curriculum which will be determined before

the start of the school year curricula whose application to teachers. Allocation of resources will be under the transparency. The school principal will be involved in decisions of this team.

Budget Committee. The autonomy to control all the financial decisions from the school positions. This includes the decisions about how to allocate the categorical (restricted) funds, as well as the discretionary money (this amount can vary by teacher teams' negotiation around their teacher-powered school). It must be noted that salary and benefits is a separate autonomy (we have intentionally separated these two, to emphasize that teachers have a choice to pursue autonomy over this area of the budget, which is often assumed to be non-negotiable). The autonomy to decide pay scale, benefits, and extra pay laws and regulations for all colleagues, including leaders, at the school site.

The teacher's community has to discuss and approve the decisions taken by the teams. It also takes decisions on organizational and professional issues of teacher school workers that apply, as a rule, to pupils and their parents.

Chair of the community, together with the school principal, has to make responsible decisions about the school development strategy, discuss the financial and personnel matters, also, is involved in the formation of the school budget, sign all legal documents, including employment contracts with teachers. Director of the school, as any school staff member is responsible for their site of work. The director carries out operational management of all aspects of school activities. When there is a conflict between the director and the decision of the teachers' community, it is recommended to create a conciliation commission, composed of representatives of both parties.

The proposed structure is the author of teacher autonomy as part of the school authorities - this is not pyramidal or hierarchical organizational structure, and the system of relationships and responsibilities through the establishment of departments (teams). The basic approach to the development of this structure proposed to use a team approach [54, p.382].

To perform certain tasks and coordination, in accordance with the school's objectives, are teams that include teachers of different subjects with different levels of training and professionally, etc.

The work of the team of teacher should be connected to the principles of school-based management, which are described below.

- **Focus on internal control and self-guidance**

The outcome will be measured from the following targets: raised level of student achievements, ensuring learning, emotional and social welfare and providing the best response to special needs of each student, improvement of school management and improvement of the school pedagogy, enhanced awareness of the school management of the responsibility and

commitment to results through knowledgeable use of resources at its disposal in order to achieve these goals.

a. **Formulating visions and goals:** the school will formulate a vision that will comprise the goals and targets for measurable results, and they will be defined together with counseling staff and other relevant staff members, such as: representatives of the administration, student counselors. According to the vision, the targets and goals will be addressed and a work plan will be formulated together with a budget, according to priorities that will be defined by the staff members. It is important the vision to be appropriate to the environment in every sense.

b. **Defining the level of service and response:** the school will define the level of desired service in the different areas it is committed to and which express its commitment to the students. The level of service will be expressed, among others, in the following parameters: timely response to changing needs, identifying needs, defining conditions, recruiting resources, appropriate professional response to identified needs. The level of service will define additional aspects connected to the welfare of students and counselors.

c. **Work plan:** the school management will build a work plan along with the budget available and appropriate to the vision, goals and targets that are defined by its members. The work plan will include a detailed, quantified description   of learning and social plans, timetables, resources needed, evaluation methods and the tasks of each participant in the plan.

d.   **Self-guidance from the organizational to the individual levels:** instilling the principle of self-guidance from the principal on to the counselors and to the students. Each individual defined goals and targets and formulates a work plan to achieve these.

- **Delegation of authority and empowerment of the principal and staff**

The outcome will be measured from the following targets: improved management of the school, raised level of student achievements.

a. **Mechanisms for permanent participation**: the school will have permanent organized and systematic participation mechanisms for decision making. The counseling staff will be involved and influential in the school policy.

b. **Participation of counselors in decision making and for their professional development**: the management of the school sees the participation of the counselors as an imperative for promotion and improvement of school life. The school has a framework for empowerment of human resources. The principal of the school will conduct a dialogue with the upper echelon of counselors to plan a career horizon and appropriate professional development. The desirable outcome: the number of counselors and employees involved in decision making will rise and the level of school absenteeism of employees will decrease.

c. **Evaluation of employees**: the management of the school will be able to evaluate its employees (counselors and therapeutic staff).

d. **Engagement of employees and remedial staff for the school:** the administration of the school is dominant in the process of engaging staff, the principal hires new employees: counselors, therapists, social workers, and there is no engagement of staff without the principal's approval.

e. "**Tenure" process for employees:** the principal of the school will evaluate new employees according to their results, expectations of the administration from their work, seriousness with which they relate to the students.

f. **Initiative and management of mobility processes and termination of employment:** the principal of the school initiates mobility and termination of employment (when appropriate), or school counselors and leads the process in cooperation with the supervisor.

g. **Finding and recruiting teachers with potential for management and counseling**: the management staff finds employees with managerial potential, directs them to appropriate courses and recommends them to the supervisor. Also, the administrative staff and senior professionals find employees with potentially high professional skills for counseling and directs them to develop in courses and recommends them to the counseling staff.

- **The school as a learning organization** [120, p.206]:

The outcome will be measured from the following targets: improvement of the school management in general and in pedagogy in particular. Raising the level of student achievement.

- **Personal development:** each employee of the school learns and develops according to the track to integrate his own personal profession, knowledge from colleagues, to apply in his own work at the school. The employees participate in enrichment programs, both internal and external.

- **Responsibility, commitment and transparency through reports:**

The outcome will be measured from the following targets: increased awareness of the school management that it is responsible and committed to results through informed use of resources at its disposal in order to achieve its goals and to raise the level of student academic achievement in additional to improvement of social and therapeutic aspects.

a. **Principle of work- geared results:** the school has a work principle based on the result approach and on commitment to success. The principle comprises: defining desirable results, diagnosis of existing situation, defining required enabling conditions, building a work program, evaluation and reporting for organizational learning.

b. **Data collection system, intra-school supervision and evaluation:** the school will have a supervision and evaluation system over its programs as part of its policy of there will be on-

going responsibility and commitment to the results of the school. Processes of evaluation: transparent processes of follow up and evaluation, both internal and external – these will be the basis for decision making on targets for improvement as part of the work culture in the daily operation of the school.

c. **Reporting to accompanying committee:** the management of the school will report twice a year to the accompanying committee on plans, performance and outcome, especially in the realm of student achievements, social and therapeutic progress and climate of the school.

d. **Effectiveness of resource allotment:** the school will allot resources, saving on routine maintenance and making the best use of resources at its disposal through checking cost effectiveness, while initiating activities and recruiting additional funds for promotion of pedagogy.

We can see the difference in how students talk about a different experience when teachers had more autonomy, which determined their collective strategy to improve teaching and learning processes. Teachers in these groups are not talking about "my class." They talk about "our school" and "our students" and "change of our profession." They are careful in communicating about the individual needs of the students and implementing together the solutions. It is not included teaching their own classes but extended the learning experience.

Teachers describe high levels of satisfaction that come from needing the time to collaborate effectively in this way, and a real ability to do something about the problems that are holding students back.

Communities respond positively to the school run by a teacher, and welcome the changes for students and families. A national survey held in 2013, showed that 85% of Americans think that it is a good idea.

There is no doubt that the teachers should present the option to hold tools of collective autonomy that can lead to consequences for individual schools. Basing on what a school staff makes a collective, management teachers are policymakers. "Collective autonomy" Teachers can help to solve many of the current major issues of education policy (and in doing so, help to stem the tide of teacher autonomy). Today, the collective energy of teachers is often defensive - fighting against those responsible for accountability, the results of the education system, improving education, improving their status, improving salaries and more.

Teachers do not have to wait for policymakers to grant permits. Instead, they should lead the way and introduce an alternative. The first order of business: hugging in public a "collective autonomy" (not just "my class autonomy") as a means of improved student learning and the teaching profession to be attractive and stable.

3.2. Coaching as a method of development of human resources in the process of self-management of secondary schools

In recent years there has been an increasing trend of self-managed schools. More and more countries accept the autonomy from the local authorities along with the agreement of the central government. Teachers are given responsibility for school policy, responsibility for the achievements of the students, the distribution of learning hours, classroom management, parent contacts with the school and more [106; 107].

The school raises the issue of self-management awareness in schools by strengthening the motivation of teachers, strengthening the position of school director. Teachers are leaders in the act of education, teaching and learning [39]. Teachers represent the human capital and professional school property [1, p.58]. Nurturing and investing major resources in this important field largely ensures the realization of the goals and achievements of the pedagogical aspects of the school organizational and social activity.

From the perspective of a systematic approach to the problem of self-government, on the one hand, the value of teacher increases his capacity, embodies his professional capacity, his personal talents determine his place in the team, and he becomes a full participant in the processes related to the planning and implementation of educational work. On the other hand, in the self- governing school from teachers is demanded a better value and a greater contribution, a greater motivation.

According to the author, it is the teacher who plays a crucial role in the course of decentralization process in the education system. Many questions also arise in connection with the definition and execution of duties, in terms of teacher self-governing school. You should carefully consider a wide range of factors in determining the teacher's duties and properly prepare the teaching staff to adapt to the self-governing school.

In order to obtain more precise information on the nature of the influence of self-government on the functioning of the teachers, the author conducted a sociological study.

The study was based on a quantitative methodology and on personal interviews with teachers who are involved in the implementation of self-government. The study was produced with the help of questionnaires, which are presented in Appendix 3.

The purpose of the study was teachers of schools in Israel. The sample does not include the Arab, Druze and Christians in the light of the differences in mentality and lifestyle. For the same reasons, the research is not covered by its own schools or religious sector. Selection of questionnaires was carried out in such a way that they are suitable for research purposes. The study focused on the schools belonging to the Northern District of the Ministry of Education in Israel.

Choosing a school is exercised in such a way that the compared schools were similar in their structure and in terms of their size, the number of students and the characteristics of the community they serve.

There were selected 19 schools with independent management, an average of 10 teachers from each school. The control group consisted of 10 schools that were not self-administration and was composed of 60 people. The study group was formed by 234 teachers, the majority of them being women. Most of the teachers work full time or almost full time. Most of the participants are college graduates.

The purpose of this study is to prove that the system of decentralization in education is an effective method and the most beneficial for managers on the one hand, and teachers on the other [110]. Two legal authorities: director and teacher can work together and manage the school system each from his position, pedagogical and administrative staffs work together and no school activity can impair the joint work. Administrators of self-managed schools receive full backing from the financial management of education and ongoing management of the school, in order to follow-up the local government - without the intervention of economic reinstalling, the pedagogical school will give back the autonomy of school teachers on the subject of specialization pedagogy, classroom management, and more.

This study examined several parameters related to the human capital that exists in the school. The study asked teachers to meet the responsibilities of work at the school, in the context of self-management, such as: characteristics of decentralization and autonomy in their work, pedagogy, classroom management, autonomy in their work at school, curriculum and teaching methods, teacher training courses, ability to make decisions about the character of the school, managing budgets and more.

 Data processing; research hypotheses were tested by analyzing the different types and regression analysis and t-equation model diagram structures for teachers and administrators, boxes, diagrams, columns, statistical calculations, pie diagrams, correlation table.

The teachers working under the public managements system were asked to fill out a questionnaire which was divided into the following parameters (Appendix 3):

1. Curriculum and teaching methods - measured by five parameters 1-5
2. Managing the class and supervision - measured by nine parameters 6-14
3. Enrichment programs for teachers - measured by two parameters 15-16
4. Informal activities - measured by three parameters 17-19
5. Parental participation - measured by two parameters 20-21
6. Unique style of the school and work programs - measured by seven parameters 22-28.

Teachers' questionnaire – the responses to the questionnaire are between 1 = "no opinion" and 5 = "free without limitation": to initiate, plan, perform. A high score on the scale expresses a high degree of delegated authority and the opposite for a low score. Analyses of the questionnaire were done by graphical statistics and an analysis of the statistics according to the Pearson correlations.

This study examined several parameters related to the human capital that exists in the school. The study asked teachers to meet the responsibilities work at the school in the context of self-management such as: characteristics of decentralization and autonomy in their work, pedagogy, classroom management, autonomy in their work at school, curriculum and teaching methods, teacher training courses, ability to make decisions about the character of the school, managing budgets and more.

Following are the results a study of teachers. First it was studied the box-plot diagram for the teachers - descriptive statistics.

The factor analysis reduction produced the 5 factors: Factor 1 - Characteristics of decentralization and teacher independence; Factor 2 – Pedagogical policy; Factor 3 - Classroom behavior; Factor 4 - Teacher autonomy; Factor 5 - Teachers' behavior.

Teachers' questionnaire: – curriculum and teaching methods; - class management and supervision; – enrichment programs for teachers; unique style of the school and work programs.

The correlation table presented in the Appendix 7.
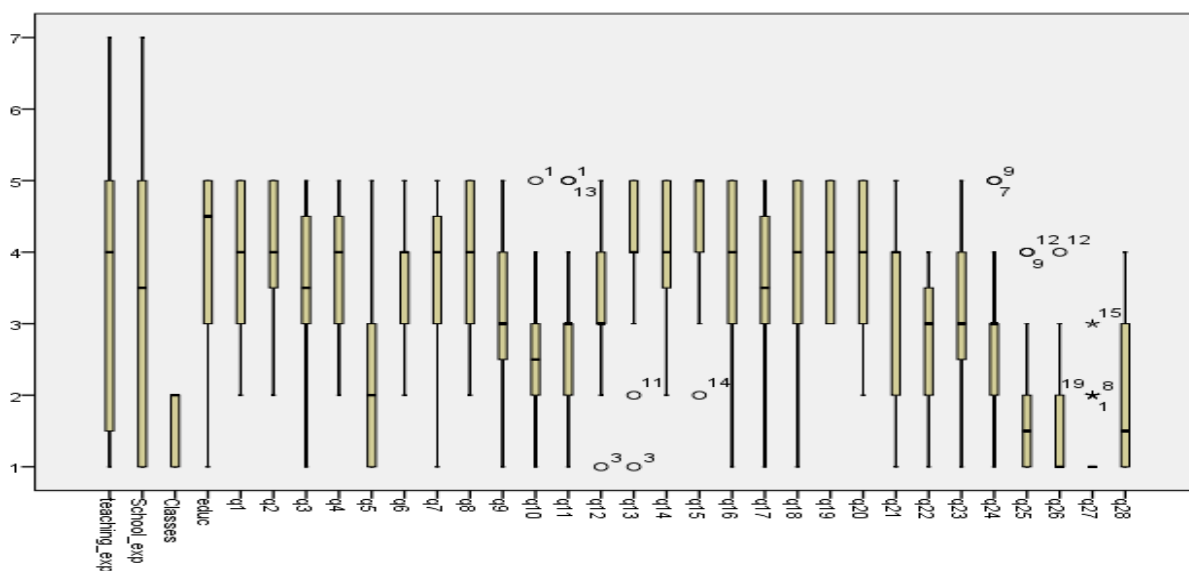
Fig.3.4. The box-plot diagram of all the questions of the teachers

Source: developed by the author

Explanation: According to the box-plot diagram, it appears that 50% of the participants answered between 3 and 5, while a few of the participants answered with a 2 for every question. Thus, it appears that most of the teachers agree with the statements.

The median = 4, that is half of the participants' answers were over 4 and half were under 4. Component Matrix[a] reflected in the Appendix 7.

The impact of each factor is calculated using the formula:

1. Factor 1=(educ+q1+q2+q5+q9+q10+q12+q13+q16+q19+q23+q24)/12
2. Factor 2=((5-teaching_exp) +(5-school_exp) +(5-classes)+q14+q15+(5-q21))/6
3. Factor 3=(q8+(5-q17) +(5-q18) +(5-q20)+(5-q28))/5
4. Factor 4=((5-q3) +(5-q4) +q6+q7+q22+q25+q26)/7
5. Factor 5=(q11+q27)/2

This is the first question = q1, second question= q2, etc.

The following table 3.1. presents the descriptive statistics of the 5 factor variables.

Table 3.1. Descriptive Statistics

	N	Range	Minimum	Maximum	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Factor1	20	2.58	1.75	4.33	3.4083	.66880	-.752	.512	.361	.992
Factor2	20	1.67	1.83	3.50	2.7167	.47787	-.261	.512	-1.056	.992
Factor3	20	3.00	.80	3.80	2.1000	.75811	.367	.512	-.130	.992
Factor4	20	2.29	1.29	3.57	2.2929	.57606	.281	.512	-.136	.992
Factor5	20	2.50	1.00	3.50	2.0750	.61291	.638	.512	.335	.992
Valid N (listwise)	20									

Source: developed by the author

The following histograms shows: (y axis is frequency =counting the number of answers, x-axis- the variable values. Pie diagrams - the percentage of the values.
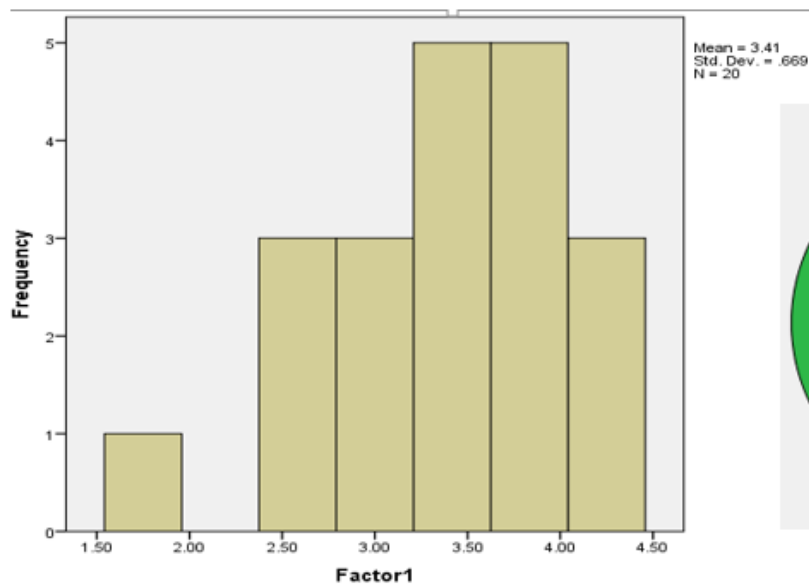
Fig. 3.5. Factor 1. Characteristics of   Fig. 3.6. Pie - chart Factor 1. Characteristics of
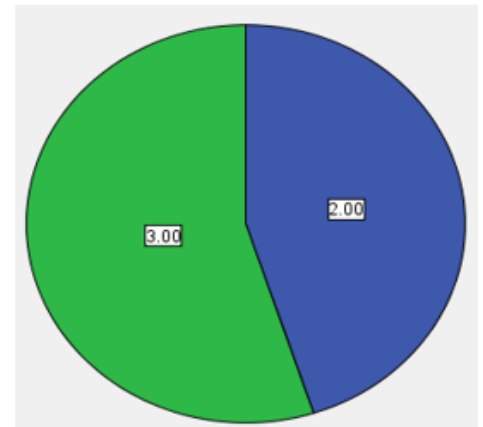
decentralization and teacher independence   decentralization and teacher independence*

* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Explanation: it appears that the teachers' questionnaire according to factor no. 1 has an average of between 3.2 and 4.00. Hence, 5 of the participants answered with high averages. It describes the factor of distribution of teachers' opinions according to factor 1. Green describes the proportional area of the answer percentile.
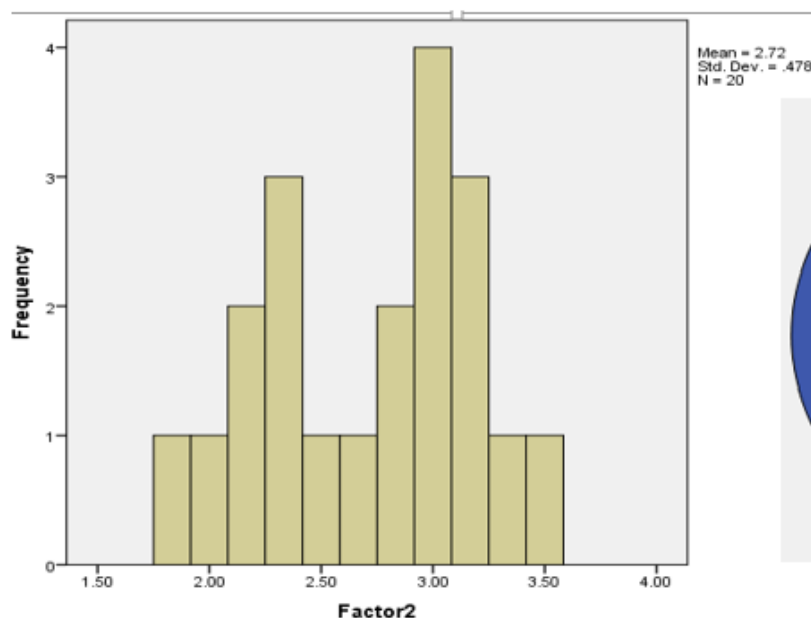
Fig. 3.7. Factor 2. Pedagogical policy   Fig. 3.8. Pie – chart Factor 2. Pedagogical
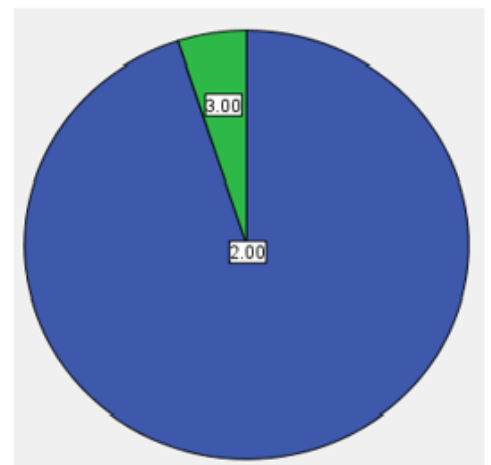
policy*

* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

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Explanation: most of the teachers answered with an average of 3.00 to most of the questions. The distribution of answers stems from the large variety of questions.

This chart describes the distribution of teachers' opinions on a proportional area to the average answers larger than the high percentage of answers per question.
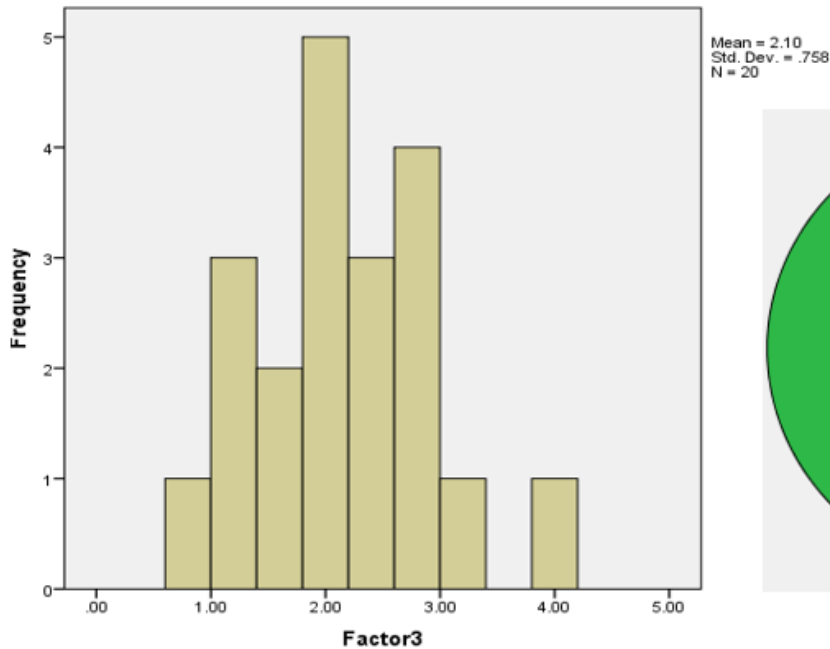
Fig. 3.9. Factor 3. Classroom behavior   Fig. 3.10. Pie-chart Factor 3. Classroom behavior*
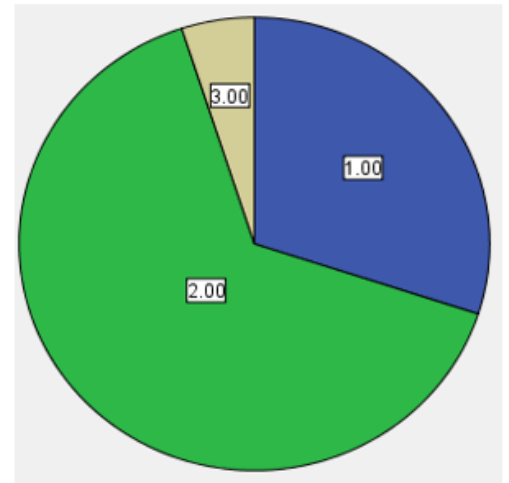
* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Explanation: most of the teachers answered with a median of 2 answers of between 2.00 and 3.00 are higher, that is the number of participants answering on average was not especially high.

Describes the distribution of teachers' opinions on the green area, showing a median of 2.00 of teachers' answers in contrast with an average 1.00 in the second largest blue area in proportion to the low 3.00 in grey.
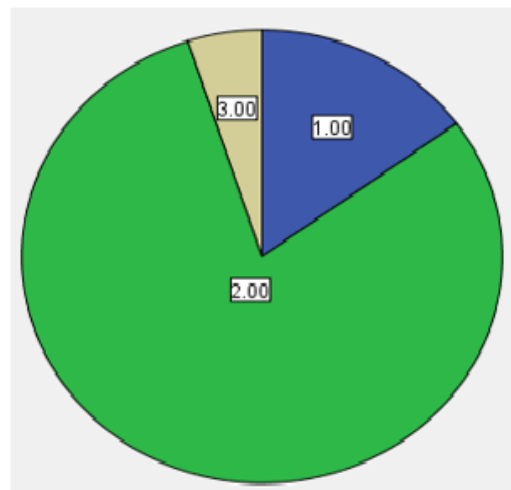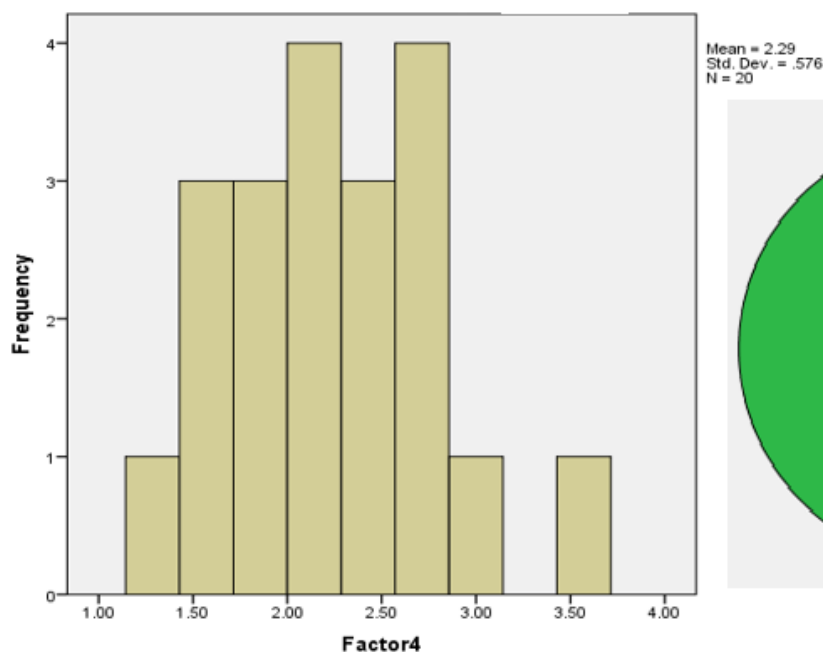
Fig. 3.11. Factor 4. Teacher autonomy   Fig. 3.12. Pie – chart Factor 4. Teacher autonomy*

* There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

Explanation: more teachers answered with low scores: 4 teachers answered on an average between 2.5 and 2.8. 2 teachers answered with a 4. The general trend is downward.

Describes the distribution of teachers' opinions with an average high of 2.00 (the larger area) in contrast with 1.00 and 3.00 areas.
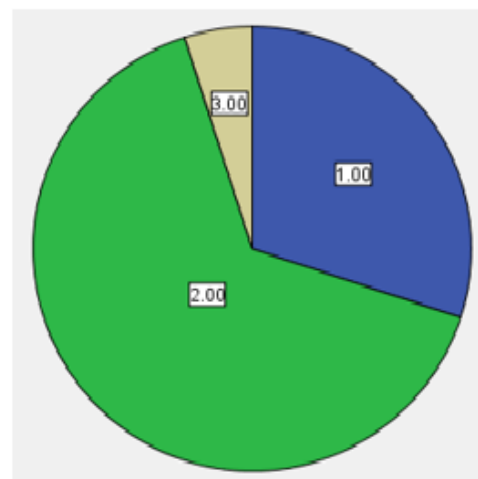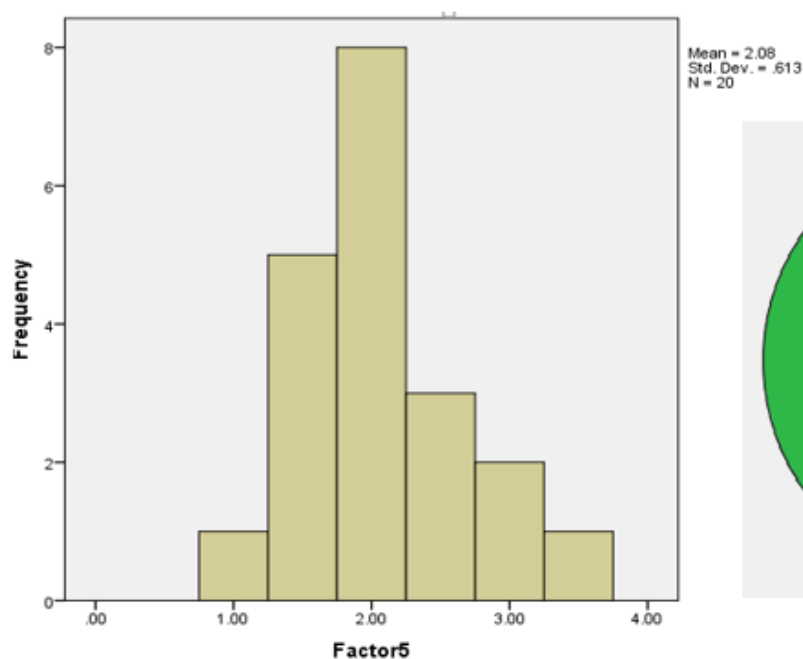
Fig. 3.13. Factor 5. Teachers' behavior   Fig. 3.14. Pie-chart Factor 5. Teachers' behavior*

*There are 3 categories: low (1), medium (2), high (3)

Source: developed by the author

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Explanation: more teachers answered with an average of 2.00, 8 teachers answered with an average of 2.00 and 5 teachers answered with an average of 1.5.

Describes the distribution of teachers' opinions on an average area of a high 2.00 in contrast with an average 1.00.
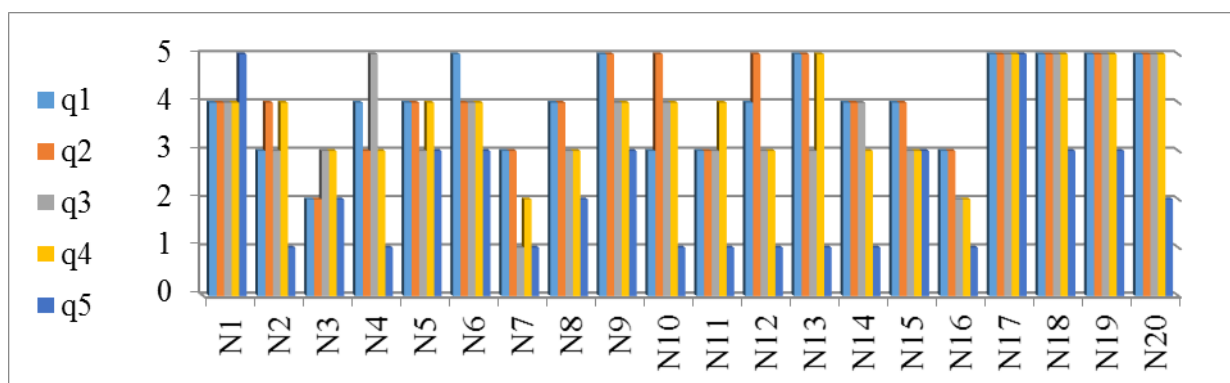
Fig. 3.15. Teachers' questionnaire – curriculum and teaching methods
Source: developed by the author

Explanation: according to this diagram concerning the issue: curriculum and teaching methods, according to the division of answers to the questions, it appears that the division of answers is distributed all over the table, but there is a unified opinion as to question 5 where most of the teachers stated that they have no possibility of adding or detracting subjects. According to the analysis of question 1: "the teacher develops unique methods of teaching according to the needs and levels of the students" 7 teachers (35%) answered with a 5 – unlimited freedom: to initiate, plan and perform, 6 (30%) answered with a 4 – 'no need for permission according to agreed content and values'. 5 teachers (25%) answered with a 3, meaning that it appears that most of the teachers agree that teachers should develop methods of teaching their students.

For question 2 - "The teacher chooses methods of teaching and imparting different subjects according to the needs of the students", 8 - teachers (40%) answered with a 5, 7 teachers (35%) answered with a 4, and 4 teachers (22%) answered with a 3. It may be concluded that teaching methods are the territory of the teachers; the teacher has autonomy in choosing the method of teaching.

Question 3: "The teacher may conduct experiments through new teaching methods and new subject matter" was answered by 5 teachers (25%) with a 5, 5 more (25%) answered with a 4, 8 (40%) gave a 3. It may be concluded that not all of the teachers agree on using new teaching methods and may be using outdated methods instead of progressing in their teaching.

Question 4: "The teacher builds the syllabus according to the needs and levels of the students" was answered thus: 5 (25%) gave a response of 5, 7 (35%) of the teachers answered

with a 4, 2 (10%) of the teachers responded with 2. It appears that a quarter of the participants agreed that there is no limit from their point of view on building a curriculum and study programs suitable for their students.

Question 5: "The teacher chooses, adds or detracts subjects from a variety of subjects that are acceptable in the school." 6 teachers (33%) responded with a 3, 9 teachers (45%) gave 1 and 3 teachers (15%) answered with a 2. The conclusion here is that a high percentile of the teachers thinks that teachers have no option to add or detract from subject matter while others thought that teachers are able to participate in the school administration and may add or detract subjects that are acceptable at the school.
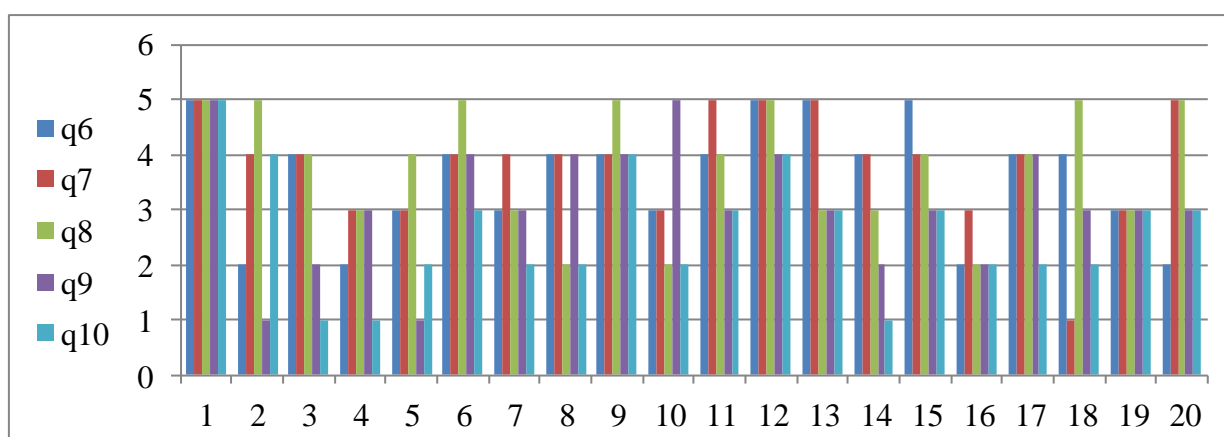
Fig. 3.16. Teachers' questionnaire - class management and supervision

Source: developed by the author

Explanation: according to the graph on the issue: class management and supervision according to the distribution of answers to the questions, it is apparent that the level of autonomy given to teachers at school is medium to high, which teaches us that decentralized management empowers the teacher and decreases the school's authority. That is to say, the teacher has a say in what happens in his class and he makes pedagogic decisions concerning that class.

Question 6: "the teacher determines criteria and assessment of the students (knowledge, creativity, investment, devotion, etc.) 4 teachers (20%) gave a score of 5, 7 teachers (35%) gave a score of 4, 4 teachers (20%) gave a score of 2. it is apparent then, that most of the teachers agree that teachers should determine criteria for assessing students and this is not a role of the administration.

For question 7: "the teacher chooses the method of evaluation (tests, projects, summing up dialogues, etc.): 5 teachers (25 %) gave a score of 3, 5 teachers (25 %) gave a score of 5 and 9 teachers (45 %) gave a score of 4. This shows that a high percentage of teachers agree that teachers should chose the method of classroom evaluation.

Question 8: "The teacher chooses the time for evaluations (semester, end of the year)". 7 teachers (35%) gave a score of 5, 5 teachers (25%) gave a 3, and 3 teachers gave a mark of 2. It may be concluded that most teachers think the classroom teachers should choose the time for evaluation (year end and semester).

Question 9:" The teacher determines the times for tests (semester, end of year): 8 teachers (40%) responded with a 3, 3 teachers gave a 2, 5 teachers (25%) responded with a 4. These responses show that most teachers agree that the teachers should determine the policy of student evaluation. The teachers should have autonomy in this area.
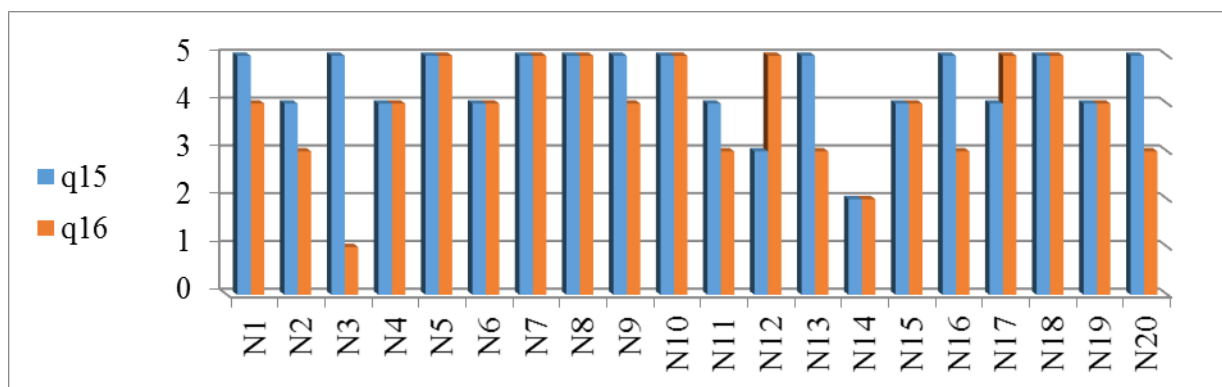
Fig. 3.17. Teachers' questionnaire – enrichment programs for teachers
Source: developed by the author

Question 10: "the teacher determines disciplinary action and chooses methods of punishment" brought responses from 6 teachers (30%) giving a score of 3, 3 teachers (15%) responded with 4 and 7 teachers (35%) gave a score of 2. Autonomy of teachers in this parameter is high. Teachers prefer to punish their students without intervention from the principal, this gives them power and the ability to supervise the punishment.

Explanation: according to the diagram on the issue of teacher enrichment, question 16: "the teacher chooses the subjects for enrichment according to the needs of the school and the subjects to be taught" - 7 teachers (35%) answered that they are given unlimited freedom to initiate and carry out and choose their enrichment programs. On the other hand, 6 teachers (30%) agreed that there is no need for permission from the administration of school in choosing their enrichment programs. 5 teachers (25%) agreed that the administration of school has a say in choosing and the teachers are allowed to initiate but under the principal's supervision. One of the participants determined that the teacher has no input and the school administration determines the policies and needs of the school.
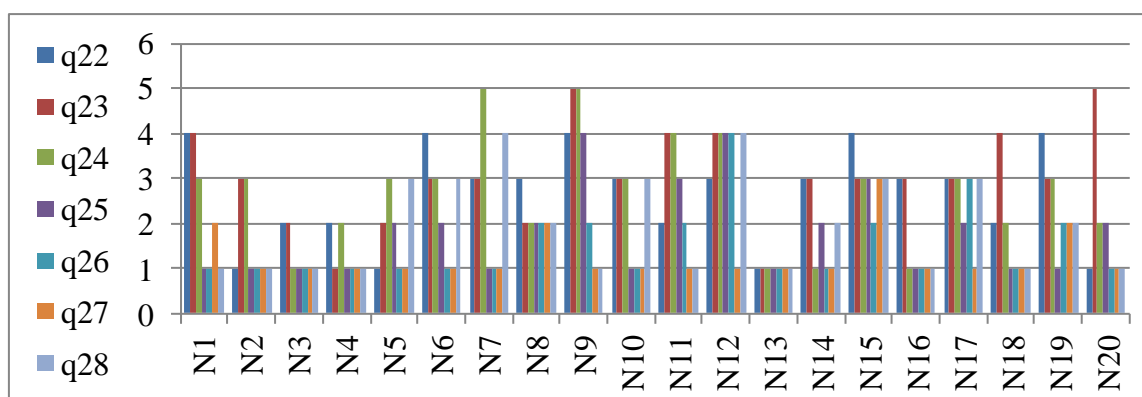
Fig. 3.18. Teachers' questionnaire – unique style of the school and work programs

Source: developed by the author

According to question 15: "The teacher chooses the subject of enrichment in every area" it appears that teachers agree and 11 of the participants (55%) answered with a high score showing freedom without limitation to initiate, plan and perform. 7 teachers (35%) gave a score of 4 to mean that there is no need for principal's permission and the teacher chooses the enrichment he deems appropriate. This graph shows that teachers agree on autonomy given almost without limitation in the process of teachers' enrichment.

Explanation: From this diagram on the issue of school style and work programs it is apparent from the answers of the participants, the teachers, do not agree that they are given the opportunity to choose, or initiate or have the ability to determine the criteria for acceptance of students and what the style of the school shall be (community, theoretical, technological).

Question 22: "The teacher creates relationships with outside bodies (Ministry of Education, the city/welfare department) 4 teachers (20%) answered with a score of 4 – there is no need for permission, that is the teachers feel quite free to create contacts with outside bodies and to speak with them on personal and professional issues without intervention from the administration. 3 teachers (15%) answered with a 1, 7 teachers (35%) gave a score of 3, quite a high percentage of the teachers are certain that the teacher is allowed to act on outside contacts under supervision of the administration. That is to say, the school administration has the right to know who is speaking with external bodies and for what purpose. It is apparent from the teachers' answers that the administration has centralized power in formal issues with external bodies.

Question 23: "The teachers define educational goals at schools and determine priorities. 9 teachers (45%) responded with a score of 3, 2 (10%) gave a 5. This shows us that teachers still have no ability to define and determine the important goals, the administration of the school determines these – the level of centralized management on this issue is medium.

Question 24: "The teachers determine the regulations and policies of schools". 4 teachers (20%) gave a score of 1, teachers have no input on the subject, 8 (40%) answered with a 3, the teacher initiates but is allowed to act with the principal's permission, and 2 (10%) of the teachers agreed that the school's administration does not limit them and they regard themselves as full partners in determining school policy – as noted- these are in the minority. The answers to this question reveal the little autonomy teachers receive for decisions on the subject of regulations and policy which are still the domain of the administration on decisions of this sort.

Question 25: "The teachers decide on the character of the school (community, theoretical, occupational). 10 teachers (50%) responded with a 1, feeling they have no weight in deciding the character of the school and that it would be determined by the school administration or the Ministry of Education/ another public body. However, 2 teachers (10%) thought that a score of 4 would show that they feel the teachers could decide the unique style of the school, whether theoretical/community/occupational.

Question 26: "Teachers determine criteria for accepting students to the school". 13 teachers (65%) gave a score of 1 – teachers have no input in the criteria for student acceptance. The administration of the school reserves the right to student acceptance with no participation of the teachers. Hence, we see the degree of centralized management on this issue. Question 27: "The teacher decides the time table". 16 teachers (80%) gave a score of 1 to the teacher having no input as to determining his own time table. However, 3 teachers (15%) answered with a 2, to say that the teacher does have a small degree of intervention in the time table.

Question 28 – "The teachers decide which students will be in classes (groups, heterogenic or homogenic classes). 5 teachers (25%) gave a response of 3, the teacher is allowed to work 4%) according to principal's permission, 2 teachers (10%) answered with a mark of 4, 3 teachers (15%) gave a score of 2 and 10 teachers (50%) gave a score of 1. These answers by the teachers lead us to understand that the teachers have no input on the groups of students in classes in spite of the number of teachers who agree that the administration has the privilege but still the teachers do not decide alone on this matter. The answers to this question strengthen the large centralization that is given to the administration in the matter of class make-up.

Teachers (as employees of the organization) are the main resource. The school board will hire teachers based on my budget, but professional expertise will be a priority. Satisfaction of teachers from their school has a lot of importance, the premises of the organization consider human resource teacher, and therefore raise the professional level is important when it comes to improving the learning ability of students.

As an organization invests in its employees to invest in nurturing school teachers. In addition, the teachers will receive a proper compensation - "bonuses" for their strenuous and high achievement of students.

As a result of statistical processing of the results of the research, the goal was confirmed. The research reveals the following aspects of teachers' work in the framework of self-government:

1. Teachers are grateful that the delegation of authority by the school principal will result in higher productivity at work, including the fact that achievements of students will increase because there is no interference of other factors intervening in their pedagogical self-management.

2. The teachers agree that the autonomy granted to them in the selection process of teachers training courses can leverage them and teachers can be empowered by the Administration on this issue.

3. As the school requirements are many and varied, teachers work in controlling many topics: administrative, pedagogical, financial management, they develop the ability to make important decisions in the power of the school principal to give autonomy to teachers and help teachers receive pedagogical freedom.

Increase of schooling can be done only through the growth of teaching quality, improve the professional competence of teachers. However, the major conditions for development are: the ability to recognize the shortcomings of their professional activities, possession of advanced teaching techniques, motivation to improve their professional practice.

Thus, the teacher, in the process of planning the educational process, must be able to identify the key learning outcomes, to select the content of education with a focus on the essential knowledge, to understand the functions, content and structure of the universal educational actions, to know the age peculiarities of students, to be able to organize their activities and develop a system of problems, for the diagnosis of the universal educational actions readiness.

The education system in Israel refers to teachers as the most important, the key figures in the process of decentralization and the transition to the school government, it emphasizes the importance of the teacher's work and its social significance in the learning process, and in the reorientation of the modern school.

The study realized by the author revealed the necessity of motivation of teachers' professional development (67%), the elaboration and application of new methods of instruction in the educational process (65%), but for a part of teachers (60%), the orientation for

development depends on the conditions (not having the possibility to participate in the working up of school's strategy and policy).

Factors that impede the professional development are, firstly, the personal ones: lack of time, limited resources, straitened circumstances, and its own inertia. Professional activity is passive, inert character, i.e., initiative of professional advancement of teachers comes from the school management by administrative methods, in accordance with its objectives.

These provisions give rise to inconsistencies:

- Between the objective need for a school qualified teaching staff and the lack of desire for self-development;

- Between the need for professionally - creative self-development and the lack of effective forms of intensive training, tailored to individual needs and pedagogical experience of a particular specialist;

- Between the need to use new teaching methods in the educational process and the lack of effective tools in management practice.

Thus, it becomes necessary to use the new technologies of training teaching staff, providing conditions for the transition of the teacher in the state of an active subject professionally - creative self-development.

To resolve any contradictions, we have chosen a coaching technology that can increase the motivational component of professional process - creative self-development of teachers, development of professional competencies demanded.

Hypothesis - if coaching environment created in an educational institution, that:

- Creative self-development of teaching staff - a high level of professional motivation is reached;

- Teachers possess skills, new technologies, competencies demanded in modern conditions of development of educational institutions;

- In practice, it will be used by the new social services (education and support for foster families) on a high professional level of quality;

- The number of teachers with qualification category will increase from 25% to 80% of the total number of teaching staff;

- Talent pool to reach effectively your career goals.

The basic idea is to create an educational institution of effective coaching environment, providing conditions for career growth and increase the motivation of the professional - creative self-development of teachers.

To achieve this goal, it is necessary to solve the following tasks:

1. Relate the requirements and needs of the organization to the level of professional development with the existing level of professional competence of staff.

2. Develop competency profiles of different categories of employees of the institution.

3. Train management team coaching technology educational institution.

4. Develop and implement a management model of professional development of teachers in a coach - the environment taking into account the targets of the educational institution and the needs of the professional development of teachers.

5. Summarize the experience of implementing coaching techniques in the educational institution.

The novelty consists in the application of the new coaching approach in the management of the school staff [43, p.56]. He will focus on the education of school request to the professional competence of teachers, to improve the motivation of the professional - creative self-development of teachers.

Staff analysis of pedagogical resources showed no willingness among the majority of teachers to rapid changes, the lack of specialized vocational training, qualification category, lack of motivation of professional development in line with the new realities, passivity and inertia of their own development, the lack of commitment to the professional - creative development.

To resolve this issue, the authors have chosen a coaching technology, which in recent years has a special place in the direction of pedagogical support of development of professionalism and skills of teachers, development of motivation for professional growth.

Coaching Technology Research discussed in the works Blakey J., Gillian J. and Ted Middelberg [45; 78; 129] and others. Coaching in these studies is considered for the most part as an effective management of technology, talent and disclosure tool for achieving the goals. However, the question of the application of coaching as the motivation of professional and creative development of the technology has not been studied.

Coaching - in the educational environment is a fundamentally new direction in pedagogical science and practice. It is based on setting and achieving goals as quickly as possible through the mobilization of internal potential, the development of innovative strategies to get the result. Coaching serves as a powerful means of promoting the development of motivated readiness of teaching staff to an independent system changes in their professional activities aimed at obtaining new and purposeful improvement of existing professional competences.

The essence of coaching is not so much how to do it, and that it is done. In many ways, the success of coaching leads to mutual support of a coach and his ward, as well as the use of tools and communication style [142, p. 67]. The main task of coaching is not that to teach

anything, and encourage self-training to people in the activity he could find and obtain the necessary knowledge.

Conversation is a series of questions asked by coach employees. An employee is considered as a unique creative personality, able to solve many problems on his own, to take the initiative, take responsibility and make decisions.

Thus, coaching, in our opinion, is the most effective tool for improving the motivational component of professional - creative self-development of teachers. Using their basic tools: issues, technologies, training, elements, components and techniques of NLP, coaching through communication identifies congenital and acquired valuable human qualities, creates relationships between people-oriented arrangement, understanding, trust, support, motivate people to creative activities.

The author offers a method of creating the school coaching environment that will provide conditions for increasing the motivation for professional growth and creative self-development of teachers. Activity in this area is expected in 5 directions. They do not strictly follow one another in time, and coexist, reinforcing each other (Figure 3.19).
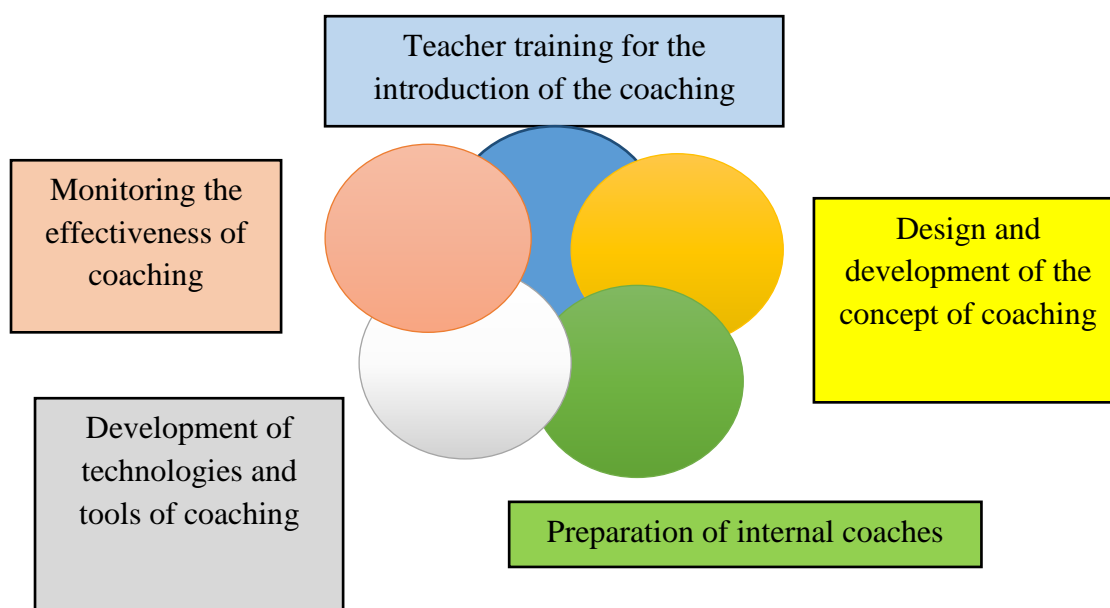
Fig. 3.19. Directions for creating conditions coaching environment at school
Source: developed by the author

The author specifies the directions for creating conditions of coaching environment at school in the form of steps, which are which are presented in Figure 3.20 and the Appendix 9.

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┌─────────────────────────────┐        ┌───────────────────────────────────────┐
│                             │        │ 1. Staff assessment and differentiation │
│     1. PREPARATORY PHASE    │        │ 2. Monitoring of difficulties in the work│
│                             │        │ of human resources                       │
│                             │───────▶│ 3. Identification and formulation of     │
│                             │        │ problems that need to be solved          │
│                             │        │ 4. Setting the goal and prognosis of the │
│                             │        │ expected results of creation the coach-  │
│                             │        │ environment                              │
│                             │        │ 5. Assessment of school's readiness to   │
│                             │        │ the creation of coaching                 │
└─────────────┬───────────────┘        └───────────────────────────────────────┘
              │
              ▼
┌─────────────────────────────┐        ┌───────────────────────────────────────┐
│      2. BASIC PHASE         │        │ 1. Development of a coaching concept in   │
│                             │        │ school                                    │
│                             │        │ 2. Preparing of the scientific-           │
│                             │───────▶│ methodological support                    │
│                             │        │ 3.Training of the director or staff within│
│                             │        │ the course for coaching                   │
│                             │        │ 4. Carrying out the trainings and         │
│                             │        │ individual consultations on coach-        │
│                             │        │ technologies                              │
└─────────────┬───────────────┘        └───────────────────────────────────────┘
              │
              ▼
┌─────────────────────────────┐        ┌───────────────────────────────────────┐
│      3. FINAL PHASE         │        │ 1. Carrying out the monitoring to identify│
│                             │───────▶│ the efficiency of the created coaching    │
│                             │        │ conditions                                │
│                             │        │ 2. Organization of self-control of the    │
│                             │        │ staff that applies coach-technology       │
└─────────────────────────────┘        └───────────────────────────────────────┘
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Fig.3.20. Steps to create the conditions of coaching environments in school

Source: developed by the author

The preparatory phase of the coaching environment involves the assessment of the administrative and teaching staff of the school and its differentiation on the professional role (reserve managers), professional skills (teachers with difficulties, professionals), monitoring staff performance and identify emerging problems in the educational and organizational work. Setting the goals and forecasting the expected results will help to create a coaching environment in the school.

The primary stage involves individual or group training coaching technology (courses or by analyzing the existing practices of coaching implementation technology). It is necessary to develop a detailed program for the creation of a coach in the school environment. On its basis, it will be provided training, coaching - sessions and individual consultations with employees.

The final stage involves monitoring of the effectiveness of established coaching conditions, the correlation of the results with the introduction of coaching goals and objectives, analysis of the results.

Phased implementation of coaching technology will create a coach - the environment, aimed at the development of motivation for professional growth of personnel, their effectiveness in teaching and management, creation of conditions for professional self-education and self-development.

The step-by-step introducing of the coach-technology allows the creation of a coach-environment, which is directed to the development of the motivation of professional growth of the staff; increase their effectiveness in pedagogical and managerial activity; create the conditions for professional self-education and self-development.

Integration of coaching in school as the technology of formation of motivation of educational personnel requires time and an algorithm of actions, allowing to use coaching tools in their daily work.

In their work guided by the **basic principles** of coaches:

1. Awareness and responsibility principle - coaching serves to expand the boundaries of awareness of reality in the analysis of the problem, awareness allows you to take responsibility for their actions.

2. The principle of non-appraisal (expert) position - the coach does not take the estimated position, do not provide solutions, not impose soybean opinion does not carry his experience, man himself makes a decision about the next step.

3. The principle of the relationship - the work on a specific purpose in the course of the coaching effect on other spheres of life.

4. The principle of equality - coaching is based on the communicative cooperation and is aimed at building partnerships between the coach and the client, which is especially important in the system of training.

5. The principle of gradual development - coaching allows you to create each customer step towards achieving this goal in the "zone of proximal development".

Evaluation of productivity of proposals for the establishment of coaching environment will be based on a re-diagnosis, aimed at: an assessment of motivation and readiness of teaching staff to the professional - creative development, assessment of the level of achievement of professional - creative self-development of teachers (interim, final).

Thus, coaching in school is a fundamentally new direction. It is based on setting and achieving goals in short terms, through the mobilization of internal potential, the introduction of advanced strategies for getting the result. The school management will be effectively used the

resources, leadership training - educational process will move to the next level [103, p.176]. Teachers, who have mastered the technology of coaching education, will successfully apply their knowledge in practical activities. They will make their own modifications in coaching techniques, adapted to the training - educational process. Coaching is a universal powerful means of improving the quality of education is not only the teacher, but his pupils (students). It is a new technology for creating synergy in the system of relations "teacher - student", "teacher - parent", "teacher - a teacher."

3.3. Decentralization of budgetary financing of secondary schools in the concept of new managerialism

With the increase of the role of education in achieving a sustainable development and competitiveness of the countries in the world markets strengthens the role of national governments in the development of strategies and the development of education policy, the coordination of efforts and resources, necessary for the normal functioning of the educational systems.

The scale of public funding for education is an extremely topical issue, since it is one of the main indicators characterizing the policy of a country [125]. Also important is the question of the sources of what level - central, regional and local - and in what proportion it (funding) is carried out.

It should be noted that the degree of participation of one or another level of government in the financing of the education system depends on a number of national factors (Figure 3.21).

This - the state system and the general system of public administration, legal distribution of responsibility for the provision of education and management structure, the degree of decentralization of management, as well as existing for decades of historical and cultural national traditions. As a rule, the distribution of the financing of the education system corresponds to the distribution of powers and responsibilities for the provision and management.

In countries with centralized education systems, solutions for the most part of the total expenditure are accepted by the central authorities. In federal states, they are assigned to federal government entities or regions. In countries with a stable strong role of local governments is the last major in ensuring the distribution and management of finance of education, although they may receive significant proportion of them from the central government. Also, the funds may come from industry, public funds, private individuals (e.g. in the form of tuition fees, etc.).
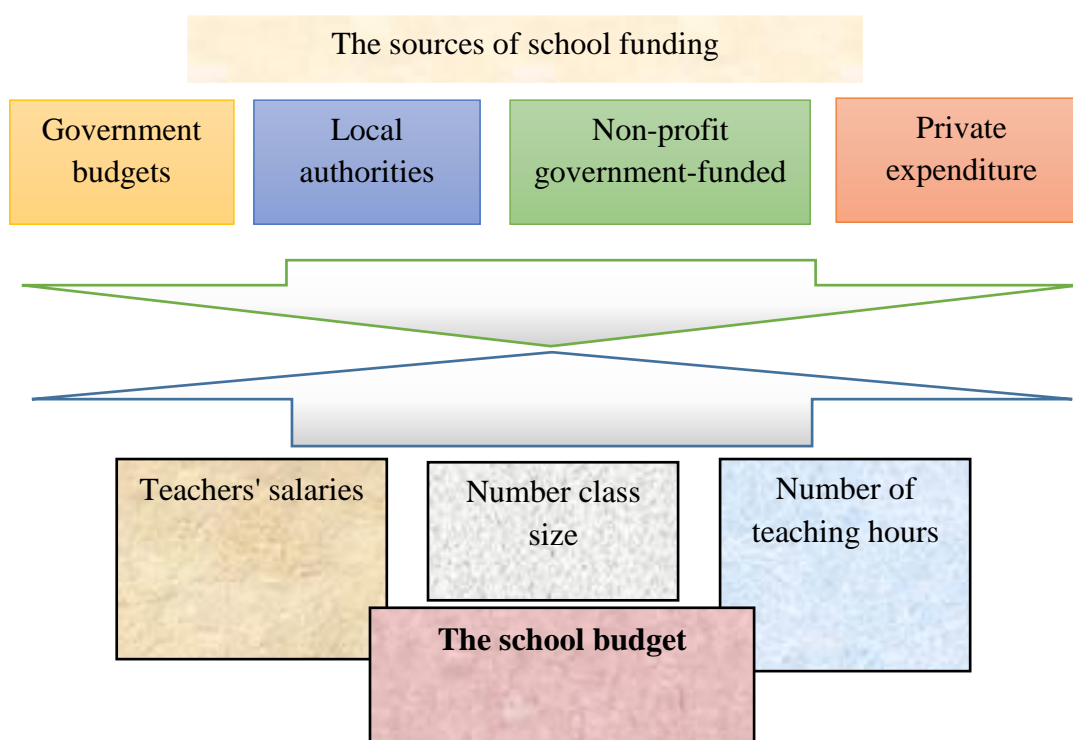
Fig. 3.21. The sources of school funding and factors of influence on the average expenditure on a pupil

Source: developed by the author

A number of countries have been carried out reforms aimed at decentralizing it (in Belgium, the UK, Spain, France and others). In some states, it strengthened the role of local authorities in the relevant decision-making (in Finland, Sweden), and in some countries have introduced new models of funding for the maintenance of schools expenditure (in the Netherlands). In other countries, there was greatly expanded the powers of the schools in their budget management (in the UK), and so on.

National expenditure on education in Israel is the total spending on education, both public sector and households. It includes all spending on educational institutions, public and private - from pre- secret to institutions of higher education - including household spending on tuition, private classes, textbooks and expenses for government and local authorities for the construction and purchase of educational institutions equipment.

National expenditure on education is examined, among other things, by the source of funding of expenditures: it consists of public expenditure - government budgets, local authorities and non-profit government - funded and private expenditure - mainly the expenditure of households (including parental payments to schools and kindergartens), as well as donations and transfers from Israel and abroad. In 2015, financed public sector (as government authorities local

and non-profit governmental) formed approximately 71% of the total national expenditure on education [60]. The data on the distribution of year expenditure in 2013, released the last year, show that the government, local authorities and non-profit government-funding paid for 97% of current expenditure of primary education services, 79% of the expenditure on pre-primary education institutions and 68% of the expenditure on primary education. These data indicate that the share of the private sector in funding education, especially primary education is small.

The average expenditure on a pupil in Israel is relatively low, due to several factors, including teachers' salaries, number and size of class as well as the number of teaching hours. As mentioned above, Israeli teachers' salaries are lower than wages in OECD countries, class sizes are larger, the number of teaching hours - greater. It should be noted that in recent years, reforms there have been implemented in the education system, which have led to an increase in expenditure per pupil at all the stages of education, some of which have not yet been expressed in the comparison with the above data. However, it is important to remember that the data from the OECD cited above is not fully reflected in the reforms of the education system, that were in recent years: reforms "New Horizon" and "OZ the consideration" in the primary and secondary schools and expanding the eligibility for public education in early childhood as a part of the implementation of the conclusions of Trachtenberg Committee.

Table 3.2. The Ministry of Education's gross budget for 2008-2016 (NIS billion, current prices)

Year	Main budget	Budget development	Total	The rate of change, %
2008	29.06	0.53	29.59	5.9
2009	31.86	0.57	32.43	9.6
2010	33.98	0.54	34.52	6.4
2011	36.5	0.62	37.12	7.5
2012	37.87	0.67	38.54	3.8
2013	44.10	1.01	45.11	17.0
2014	45.28	1.85	47.13	4.5
2015	50.88	1.47	52.35	11.1
2016	53.16	1.70	54.86	4.8

Source: [90]

The gross (gross) budget for the Ministry of Education for 2017 represents NIS 57.13 billion, a nominal increase of 4.1%, compared to the gross original budget in 2016. The budget proposal for 2018 is NIS 59.40 billion, a nominal increase of Compared with the budget proposal for 2017. An analysis of the data shows that between 2008 and 2018, the ministry's budget is expected to increase by a nominal cumulative rate of 99.8%. The regular budget, which

constitutes 96.9% of the Ministry's budget, of 97.9%, and the development budget, which in 2008 constituted about 3.1% of the Ministry's budget, grew by 252.8% over the period 2008-2018. It should be noted that between 2008 and 2016 the number of pupils in the education system increased by a cumulative 20.6%.

Israel's education budget (excluding the higher education, a separate budget) comprises two primary budget items: the main budget and from the funded study hours (teacher salaries) and actions. The development budget is intended to finance the physical infrastructure of the education system. Here are the main budget figures for years 2008-2016.

The data from the table and Figure 3.22 show a steady increase in both the regular budget and the budget development.
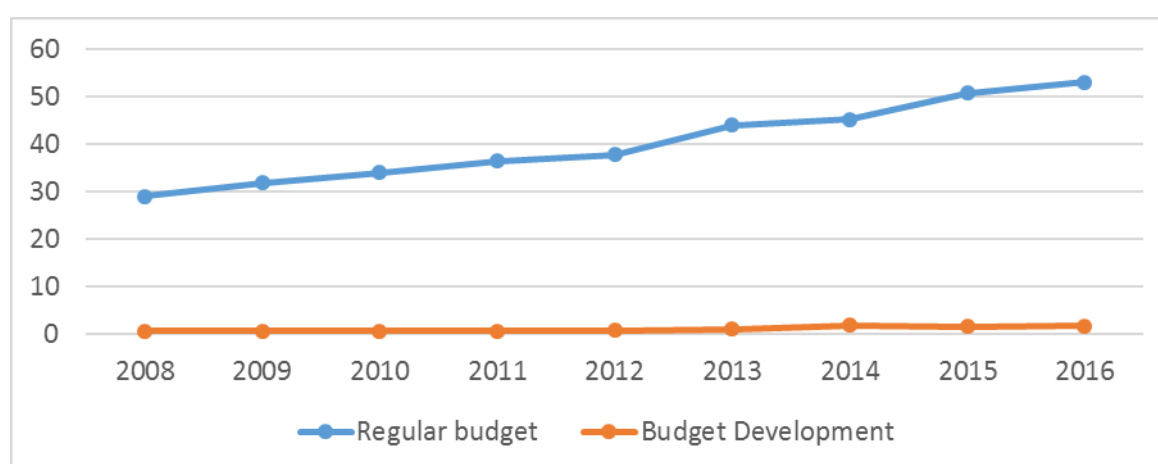
Fig.3.22. The dynamics of the budget of the Ministry of Education of Israel for the years 2008-2016

Source: developed by the author based on [90]

Another source for funding of educational services is the local authority. The local authority is obliged to give a large part of the operating budget and administration to the educational institution, and it employs the administrative staff and other employees, such as educational psychologists. The share of administrative expenses funded by the local authority is fixed and depends on the type of order of expenditure, level of education, type of school supervision and socio-economic ranking of the local authority.

Local authorities are allowed to transfer additional funds to finance the educational services according to their ability and place of education as their priority. These funds may be used for a variety of needs, including construction, more educational programs and financing activities. According to the Central Bureau of Statistics, in 2014, the last year for which reliable data on this subject, local authorities financed 9% of national expenditure on education, in total - 72 billion, and the distinction by level of education: 26.5% services pre-primary education, 6.6% and primary education services 2.4% services of secondary education. It is important to note that

in 2012 the participation of local authorities in national expenditure on education was at a rate much higher than in previous years, it was between 6.5% and 7.5%. The option of a greater participation in government budgets for pre-primary education, with applying mandatory law study for children aged three and four, reduced the rate of participation of local authorities funded by national expenditure Education in recent years.

However, the size of the contribution of local authorities to financing the educational institutions and the degree of its impact on narrowing gaps and affirmative action in the education system is not fully known, since the Ministry of Education does not publish data on all the budgets that each school receives, but only on Ministry of Education's budgets.

The gaps between local authorities' participation in the financing of education are factors of inequality in education [83; 121]. Authority's strong local educational services are able to allocate more than they committed to him by decree, and even participate. The software requires the authority to allocate funds for the allocation of funds from the government or officials' private. Weak authorities often find it difficult to meet the costs imposed on them, and the level of services education, which compromised as a result.

In August 2015, there was developed, as part of the government's decision on the state budget for 2015 and 2016, a comprehensive reform in the area of state and local authorities' participation in the financing of education and welfare services. According to this outline, the participation of the Ministry of Education in additional budgetary allocations to the local authorities, including additions resulting from natural growth and from price increases, will be transferred to the local authorities, in accordance with their socio-economic status.

It was decided that the change will not affect the budgets given to local authorities in the 2015 school year, but only the future budgets. In order to distribute the budget, the Ministry of Finance has built a combined index, the components of which are the level of the municipality's periphery, its income and the percentage of municipal property taxes per capita in the various classifications. The rate of state participation in the financing of certain educational services, including auxiliary and transportation services (excluding transportation in special education), in strong local authorities (rated 6-10 in the combined index) will be reduced by 15% to 15%, 10% of the financing of transportation in local authorities (compared with 40% today) and 70-80% of the financing of transportation in the regional councils. The budget that will be saved in this manner will be transferred to the weak local authorities (whose rating is based on the composite index 1-5). Thus, the rate of state participation in these authorities will increase uniformly to 95% of the cost of auxiliary services and 90% of the cost of transportation. The budget sources that will be shared to the budget of the weak local authorities will be invested in educational

matters in the areas of the authorities, in accordance with instructions issued by the Ministry of Finance on this subject.

The data published by the Bank of Israel's research, indicate substantial gaps local authorities allocate budgets to fund primary education teaching hours. According to some research findings, the hours of instruction in primary education, funded by the authorities, were about 1.5 hours a week in class, less than 2.5% of the total hours per class in primary education and nearly a third of the hours funded by the Ministry of Education. Strong local authorities have allocated to primary schools more resources to weaker municipalities. In the Arab sector, where local authorities are weakest, local authorities have allocated almost no hours of instruction in primary schools.

The authorities allocated a budget to fund the teaching hours, the number of teaching hours for powerful students by 5%, compared with 0.5% to 1.8%, for the weakest students. Strong local authorities paid for more hours in weaker municipalities. Any increase in the level of socio-economic cluster of local authorities was accompanied by an annual increase of about 0.7 hours weekly for a class to an additional 2.5 hours per week by authority's higher socio-economic status. In relative terms, strong authorities continued, for classes were available approximately 101% hours, compared to about 2% offered by weak municipalities.

Table 3.3. The average cost of tuition for Primary school, Junior High, Senior High school students during 2012 - 2015, NIS

Education stage	Primary schools			Junior High schools (Lower secondary education)			Senior High schools (Upper secondary education)		
Care group	2012	2015	Change 2012-2015, %	2012	2015	Change 2012-2015, %	2012	2015	Change 2012-2015,%
Weak	14729	17074	15.9	16500	18665	13.1	21543	22881	6.2
Weak-medium	14690	16727	13.9	18416	20474	11.2	23193	26075	12.4
Medium	14392	16205	12.6	17424	20090	15.3	22116	26356	19.2
Medium-strong	13761	15302	11.2	16142	18415	14.1	21564	24325	12.8
Strong	11746	12987	10.6	14512	16349	12.7	19347	22361	15.6
The difference weak-strong, %	25.4	31.5		13.7	14.2		11.4	2.3	

Source: [90]

The Ministry of Education publishes data on the allocation of budgets to schools according to various characteristics (sector, nurture index, legal status and type of supervision). The data refers to the school years 2014/2015 and 2011/2012, and includes the budgets of the Ministry of

Education that could be directly linked to educational activities in local authorities and educational institutions (table 3.3).

These budgets do not include budgets of local authorities, parental payments, and budgets from other sources that can be changed. The following table summarizes the findings of the Ministry of Education on the average cost per student or per group for caregivers.

The table shows that in the primary and junior high schools there is a difference in the allocation of resources according to the Nurture Index, except for the weakest in middle schools. However, there are no significant gaps in the cost per student in the weak schools to moderate cultivation indexes. An examination of the average cost per pupil between the weak quantile and the strong quantile shows that in primary schools, in 2015, the average cost of a pupil in the quantile is approximately 31.5% of the cost per pupil in the strong quantile. This disparity is reduced in junior high schools and stands at 14.2%, and in the upper secondary schools it is almost nonexistent - 3.2%. The differential budgeting program does not apply to the upper secondary schools. Indeed, the cost per pupil in weak schools is significantly lower than the cost per student in schools in a low-middle-income group, and is almost identical to the cost in the strong schools. During the scholastic years 2012-2015, we can see that the increase in the average budget per pupil has increased in all schools in all the cultivation groups, but in primary schools the increase was greater in the weak and medium-sized care groups, according to the differential budgeting program. In other words, it is possible to point to a certain reduction in the gap in student budgeting between the primary and secondary education groups between 2012 and 2015. In contrast, in middle schools, the growth rate is quite similar among all the nutrition quantiles and in the upper secondary school the trend is reversed - there is an expansion of the gap.

Table 3.4. The average teaching hours per student for Primary and Junior High schools in the Jewish and Arabic sector for 2015

Care group	Primary schools		Junior High schools	
	Jewish	Arabic	Jewish	Arabic
Weak	2.21	1.79	2.49	1.69
Weak-medium	2.0	1.74	2.24	1.66
Medium	1.86	1.63	1.99	1.64
Medium-strong	1.72	1.6	1.76	-
Strong	1.49	-	1.56	-
Weighted average	1.71	1.76	1.84	1.67

Source: [90]

In the upper secondary school, the increase in the average budget per student between 2012-2015 is greater in the medium to high quantile than the moderate to weak quantiles.

The table shows that there is a differential allocation in the allocation of teaching hours: the average number of teaching hours per pupil increases as the breeding index increases. In addition, the number of teaching hours per pupil in the Jewish sector is higher than that of the Arab sector in each of the two education classes. A comparison of the weak nurturing group shows that in primary schools a Jewish student receives 23% more teaching hours than an Arab student, while in junior high schools a Jewish student in the weak nurturing index receives 47% more teaching hours than an Arab student in the weak nurture index. It should be noted that according to the plan, in its full implementation, the change in the allocation formula is expected to lead to an increase in the share of the Arab sector in the total hours of cultivation. In primary education, the share of the Arab sector will increase from 31.6% to 40.8%, and in intermediate schools - from 29.3% to 50.9%.

The school is given the option to set priorities through interchanging the budget allowances. Thus, except the salary budgets and parental charges. The school can transfer extra budgets from year to year.

The school receiving money from the Ministry of Education and from the local authorities, can also receive commercial contributions and support from the Mifal HaPayis (lottery). Some of the researchers have an association that it is run through a committee including: the school principal, teachers, and representatives from the local authority, community and parents. The school is managed as a closed financial entity, with an annual budget framework.

Ministry of Education and Culture will transfer most of the resources to the disposal of the school that is intended for students, teachers and the institution, through a function of the individual student. The school enjoys a general budget made up of the entire salary and activity budgets.

The school is entitled to direct contact with suppliers for products and services [72, p.84]. The owners (Ministry of Education, the local authorities and the education network or association) will participate in the issues of equipment and repairs according to agreed-upon measurements. The budgets for development will continue to be attended to in their entirety by the owners.

Allotment of budgets, according to a public and equal formula: The system leads to full advantage of each shekel for the school and student purposes. Flexibility is in the ability to move funds from one task to another (except for parental charges). The relationship between pedagogical planning and the use of budgets is increased without consideration of 'colored' funds. The cost of purchasing products and services for students as a result of direct payments to

suppliers through school accounts is lowered. Leftover budgets from one year can be used for following annual programs.

This system raises saving and efficiency in use of budgets and using them for pedagogic purposes. The planning of the general budget for the institution is done independently by each school and will be used for the purposes specifically defined by that school [63, p.345].

In order to give to school, the ability to realize the basics of pedagogical management as described above, there is a need for financial space within the school, that is, to place the financial resources at the disposal of the school. The goal of this model of transferring resources and the model of operation, as detailed, are to ensure that the school's budgets are optimal, for space and autonomy to use them in order to provide the school with managerial-pedagogical independence.

In order to allow the school to disperse efficiently the budgets and use them at real time, there is made a pool of the different resources given to the school from different sources. These are directly transferred to the school, through the model of the 'student basket'. Delivering the 'basket' is done according to a transparent formula, equal and differential, to ensure that deep and basic equalities between the schools are upheld. The budgets for services and the number of hours are divided according to the amount of enrichment given by the school.

The school budget is transparent and is known beforehand, so that it is possible to plan the specific financial outlays of each of the pedagogical activity and other activities and to encourage the full use of the budgets for the needs of the students. The ability to transfer between budget sections and to use money from one year to the next encourages the saving of internal resources. A financial saving allows purchases of products and services at lower prices for students, as a result of paying suppliers directly from the school's budget. Finally, the development of consciousness as to budget and purchasing is expected to lead to the school's further recruitment of additional resources.

Transferring resources to the schools is performed by different pools of resources, divided by the Ministry of Education and the local authorities to schools, through the 'student basket' model. The goal of the budget per student is to protect the budgets at the school level, not including tuition and is not part of the activities supporting educational projects (trips, psychologists, etc.). Thus, the goal is to ensure school budgets that will increase the managerial independence of the principal and will allow for initiation of educational projects in the school.

Since the goal of this process is to empower the principal and to enhance possibilities of additional educational activities, the transfer to self-management is accompanied by significant additional resources especially from the state.

The following are the components of the basket, and the change in the model of the basket opposite the budget of schools not under school-based management:

- Maintenance/secretaries – transfer from the budget per classroom to the budget per pupil.

- Assistance for self-management – budget for implementing self-management, at a unified rate from the Ministry of Education.

- Addition for self-management 200NIS - additional budget per student, differential participation by the Ministry of Education.

- Copying and materials- the student basket is according to the budget model and the rate of participation as of today.

- Operation costs – normative budget of the local authority for expenses (water, electric, maintenance, etc.).

As schools transfer to school-based management, the Ministry of Education definition since 2012 has been a minimal 'student basket' which the local authority shall ensure be given to the school and shall be updated from time to time.

Following is a detailed minimum 'student basket' for the self-managed school during 2015-2016 and onwards, according to the updates of salary. The minimal 'basket' for school-based management grade schools is compiled of the following sources (Table 3.5).

Table 3.5. Details of various resources which make up the minimum 'student basket' and the level of the input of the Ministry of Education to the budget

	Annual "student basket" (Ministry of Education + regional authority)		
	Total, Shekels*	Ministry budget	What changed?
Materials	58	Differential participation	no change
Copying	33		
Costs for activities other than salary (cleaning products, electricity, water, maintenance, repairs, equipment, furniture)	113		Normative budget of regional authorities
Aid for self-management	151	131 Shekels	Budget in the past for schools under school-based management
Additions for students in the framework of self-management	200	50-200 Shekels	New component
Total minimum "student basket" placed directly into school's account	555		

Janitors	701		Change from budget per classroom to budget for student
Administration (secretaries)	228		
Total "student basket" in schools with regional based management*	929		
Total minimum "student basket"	1484		

*NIS=1 Shekel = 3.835 $

Source: developed by the author based on [131]

In the 'student basket' that is allocated by the local authority, there has to be a clear definition of the responsibility for the school budget and what is transferred to the school's fund, as well as the areas that stay within the responsibility of the local authority.

It is proposed that the 'student basket', allocated by the local authority, will express priority for the small schools, schools that have a long learning day, schools that are defined as 'weak' or 'special', schools found in especially old buildings.
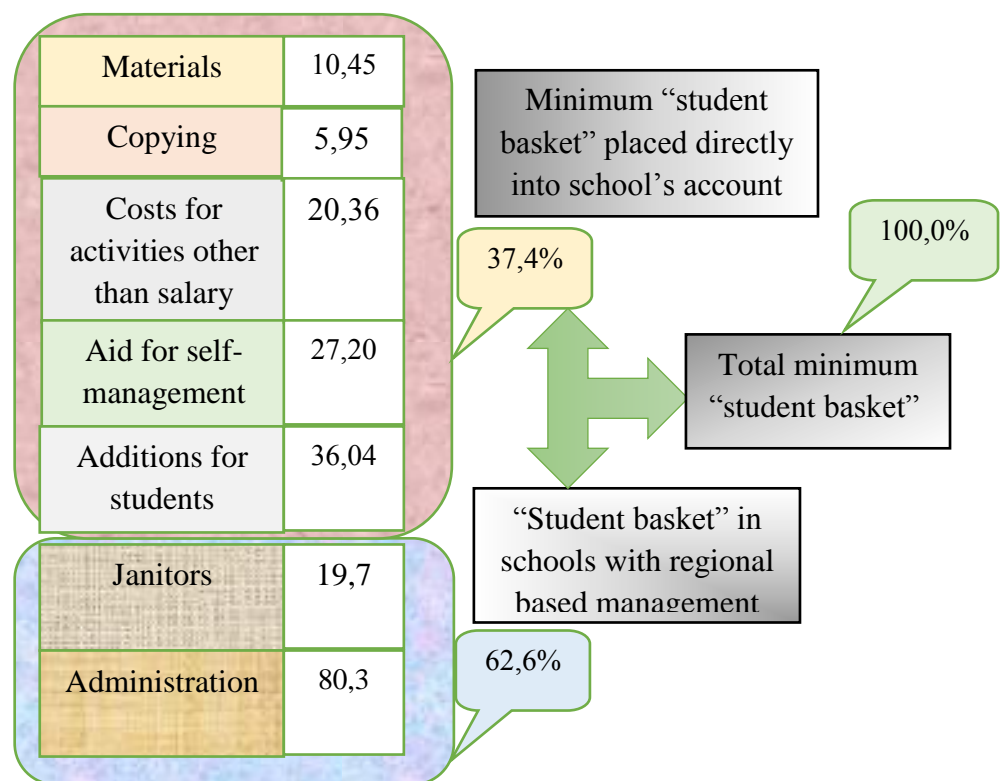
Fig. 3.23. Cost structure in the "student basket"

Source: developed by the author

This basket which is transferred to the school through the local authority will include participation of the Ministry of Education and also the participation of the local authority for budgeting. The minimum budget to the school (1484 NIS per student for the school year of

2016) also includes the sum intended for employment of administration and services. The minimum sum transferred to the school, then, from the local authority for the individual student was 555.15 NIS.

According to the author, in order to create an optimal model for transferring resources and in light of the differences existing between local authorities, each local authority has come up with its own student basket, which may be higher than the minimal student basket described here. Hence, there is given assistance by the local authority in finding budgets for schools and pooling them through the described model to individual students. Clearly, the student baskets of the local authority will not lower the minimum allocated and will not lower the budget of resources given before this model came into existence. The student basket of the authority will define clearly the components included in the student basket to be paid to the school, and the components that are not included which shall be paid by the local authority which will continue to be fiscally responsible for these items (as in renter/tenant relations).

Operational model – the local authority as a central corporation. In the framework of the operational model, the local authority is the legal-normative 'umbrella' for accomplishing financial autonomy within the school. The operational model details the managerial foundation of the framework in which the school may realize the financial autonomy given to it, through keeping to the control and accountability by the school and the local authority. The local authority represents a central corporation, this normative-legal 'umbrella' for allowing the school to reach financial autonomy. In the framework of the local authority and through it the schools needs for services are met by contacts and conducting its own independent bank account. The local authority is also responsible for publishing a policy for managing school funds and supervising its activities. Following are a number of the operational model's features:

1.   **A separate bank account managed by the local authority** – each school will open a separate bank account, owned by the local authority that will be for the use of the school and managed by the school. The account will receive budgets according to the 'student basket', agreed upon and the school will build and present the local authority with an annual budget, supported by a work plan and list of priorities of the school and the budget shall be approved by the local authority before the beginning of the school year. The school will manage this bank account and the money in it as a closed source and can only make transfers between clauses in the budget, using unused budgets from year to year; however, there may never be a deficit in this account. Definite procedures shall be outlined for managing this account including the right of signature and book-keeping procedures and standard reports by the school to the financial managers.

2. **Operational costs paid from the school's bank account** – each school will open a separate bank account for operating costs (such as: water, electricity, telephone) and reports of payments will be sent to the school and paid by the school. The local authority will provide separate meters or whatever else is needed and will endorse the student basket with public use of the school's facilities.

3. **Purchases and contacts with service providers** – the school may make purchases and make contact with suppliers of services according to the defined policies in the central local authority laws. The school can use services provided by the central local authority, in which case they will purchase or provide the service using suppliers chosen by the local authority, for services given by the local authority itself, or by a 'contractor' of its choice, in which case the service will be provided by nationwide providers.

4. **Operation of remedial activities and renting school facilities** – the school may rent the facilities to external bodies and operate additional activities in the school, with the local authority permission and in coordination with it. The maximum contact will be defined and the profit will be transferred to the school's account and the extra money will be directed to other educational activities under the local authority.

5. **Parental charges and receipt of contributions** – parental charges will be transferred to the special bank account for this purpose only, according to the directive of the CF of the MofE. The account will be separate from the other school bank account managed by the local authority. Contributions that are recruited for the school's benefit from different sources will also be transferred to this bank accounts. Parental charges and donations, as noted, will be managed as budgets for school and will be given over to supervision of budgets to the local authority.

6. **Hiring staff** - the local authority will open a separate tax file for the school in its ownership for hiring remedial staff. Alternatively, the local authority will make use of a daughter company or association for hiring employees. The principal of the school may choose staff and state the salary in accordance to transparent salaries that will be known and the cost of remedial staffing will be included in the school's budget and payment. Hiring of the maintenance staff will be done through the local authority. However, the cost of administrative and maintenance staff will be included in the school's budget and will be paid for through it. Hiring teachers will continue to be done through the public service according to standardized hours set by the MofE. Resources for hours shall also be placed in a work plan for the school's budget.

The move to self-management means a change in the perception of the school being an independent entity to make decisions and implementing them in a way the school sees fit. It delegates resources according to need identified by the requirement to take responsibility for

educational results of the school. This pattern is different from the traditional pattern and requires learning, training, accompaniment and support, both theoretical and practical, to all of the players in the educational realm – especially for the principals. To this is a program of training, accompaniment and professional development has been formulated.

The training program is systematic and includes all of the relevant functions: from the level of districts and regions, to the school level and at the level of the local authorities. A division of methodology has been made into 3 central stages: pre-entry, implementation and development. Training different functionaries, such as principals and supervisors, will take place together and separately in order to allow the focus on the one hand, and to allow the dialogue with the different bodies, on the other hand. A varied framework for in-depth learning has been formulated; learning with colleagues, accompaniment/personal counseling and enrichment days. The amount of training and the framework of training has been made suitable for the requirements of professional development in the 'new horizons' program. The training program is suited to the knowledge and experience of its target audience, such as experienced principals and new principals in self-management. Training will combine pedagogic, managerial and budgeting aspects and will emphasize application, practical and experimental ones, through the suitability to the policy of the College for 'training and professional development' and the 'Evenei Rosha' Institute.

Supervision over financial management at schools will stay first of all under the responsibility of the local authority. However, for an effective supervision over the implementation of budgetary and managerial aspects through the transfer of schools to self-management, a number of additional mechanisms shall be used. Among others, there are:

- signing a binding contract with every authority as to the student basket that will be transferred by the local authority to the school and the operational obligatory principles,

- a periodical declaration of the local authority in the matter of finances to be transferred to the schools,

- a detailed report that will be given to the school as to resources they are supposed to receive

- the development of an integrated data base that will contain all financial reports of the school and shall be standardized, uniform and structured.

In order to evaluate the input and results in the field, while schools transfer to self-management, a cooperative work process has been set in place ('the national authority for evaluation of education') to formulate tools for evaluation of input and results during the process of school-based management and to formulate ongoing evaluation programs (Appendix 11).

Financial reporting systems, self-managed schools serve a wide variety of information for consumers and critics groups. The information system and interfaces have to meet the various needs of the school and the local authority's education department. Highlights are different and sometimes contradictory. The information system should also meet the regulatory requirements as expressed in the circular and director executive director of Parents payments and regulations concerning the separation of accounts parents.

The heart reporting system is an index which consists mainly from accounts: income items, expense items, bank accounts, accounts payables and service providers. Design and construction of index accounts is a necessary and critical step in creating an effective system for reporting and monitoring. Each information consumer emphases and different needs, analysis and interactions between them will help determine the optimal index accounts.

There is no conflict between the needs of the school board needs of parents; however there is a conflict between the needs of the school board needs of local authority education department. The school sees before him the needs of the local authority which funds the self-management activities. The school will seek flexibility in determining the index accounts and would be happy to get free access to the opening sections of this index.

Local authorities have allowed schools to control their own index soon ran into serious problems. Collecting information, understanding and comparing it to other schools become difficult and cumbersome. Sometimes you cannot even compare the two years in the same school.

3.4. Conclusions to chapter 3

1. For school is important to have a professional staff and investment in its training skills and work conditions, as part of the overall, encompassing and effective framework.

Involving the teachers in decision making and the intention to make cooperative decisions is usually a step in involving the teachers in budget allotment, staffing, and all the other responsibilities given to the school. Usually, schools under school-based management have a school council with representatives of the entire public. A transfer to school-based management changes the type of management and the types of teacher activities.

2. The traditional approach to school management assumes that the goal of education is unified and simple and that the education environment is relatively static. The management based on external supervision is often unsuitable to the character and needs of the school and the staff has little autonomy and obligation to make decisions.

The model of school-based management was created as a result of conclusions of much research that tried to improve the functionality of schools as organizational units and to

strengthen the obligation and accountability of principals and school staff. The main goal of the school-based management model is to allow the school staff to make independent decisions which are appropriate for the majority of their needs, conditions and unique circumstances of the school and its student population, therefore improving the students' achievements and the school environment.

3. In order to create a well-organized teaching staff that can solve various issues of self-government in the school, the author proposed a management structure based on pedagogical autonomy. With the help of educational autonomy of collective decisions, it is possible to solve professional and industrial issues of the pedagogical school workers, with their maximum involvement in school affairs. The mechanism of normal control can be seen as a means to achieve a real control over how a system of internal and external communications and relations in the school works. The proposed organizational structure of school based on commands. The teams of teachers and other school staff are in different directions: curriculum planning, social activities, staff development, resources allocation, special education and budget committee.

4. The author conducted a research to determine the correlation between:

- The style of centralized and decentralized management and the empowerment of employee, professional development and pedagogical policy shall be found;

- The ability to choose the learning programs and methods of teaching for classroom management, choosing enrichment programs for teachers, informal activities, parental participation and unique style of the school and work order;

- The work of the teacher with autonomy and decentralized management by the principal.

On the basis of testing school teachers revealed the contradiction between the objective need for a school qualified teaching staff and the lack of desire for self-development, as well as between the need to use new teaching methods in the educational process and the lack of effective tools in management practice.

5. The author suggests the coaching technology that the educational environment is a fundamentally new direction. It is based on setting and achieving goals as quickly as possible, through the mobilization of internal potential, the development of innovative strategies to get the result.

The author offers a method of creating a coaching environment at school in the following areas (stages): the training of teachers for the introduction of the system of coaching; design and development of the concept of coaching, training of internal coaches, technology development and coaching tools, monitoring the effectiveness of coaching. Creating a coaching environment in the school will provide the conditions for increasing the motivation for professional growth and creative self-development of teachers.

6. Analysis of the financing is one of the components of the overall management process. Local authorities have allowed schools to control their own index that soon ran into serious problems. Collecting information, understanding and comparing it to other schools becomes difficult and cumbersome. Sometimes you cannot even compare the two years in the same school. The conclusion is that there should be a uniform index for all the local authority schools. Financial management software should allow specific extensions to the schools at the level of subsections main index clauses.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

In educational system of Israel, as well as in the educational systems of other countries, is currently progressing the tendency of decentralization of education and transferring of the appropriate authority to municipal councils and schools. Its meaning lies in the fact that the school fully acquires the pedagogical and administrative authority to make responsible decisions.

Studies on "Decentralization of schools in Israel in the context of new managerialism", allow us to formulate the following **conclusions:**

1. The decentralization of an educational system is a long process that involves the fundamental reform of the system and the transition to the school self-management. The common activity of transferring some authorities from the central education bodies to the local authorities and schools will lead to an effective work of various subdivisions of the educational system, as well as to the implementing of school autonomy. That is why it is necessary to introduce the notion of "model of a combined educational system" [41].

2. The process of decentralization in the educational system of Israel is associated with the contradictions between schools, external supervision and control system. The type of contradictions totally differs from those arising within the implementation of similar processes in other developed countries.

The process of decentralization implying schools must be viewed in two aspects: in the frame of internal and external decentralization. The external decentralization is characterized by the relationship among the Ministry of Education, the local Educational Department and the school. The author presents the correlation between the Ministry of Education and the local Educational Department by the characteristics of a combined model of education systems on the following directions: pedagogical and administrative decisions, construction and renovation of schools, decisions in finance. Within the internal decentralization of a separate school, the relationships are built among the administration, teachers and students. In terms of the organizational model proposed previously, it is possible to redistribute the responsibilities between the local Educational Department and schools [34].

3. The goals of transferring to a self-based management are: creation of a pedagogic, managerial and financial infrastructure, which will enable the students to achieve better results and provide the best solution for the educational, emotional and social welfare of the students [35].

4. There has been formed a methodological approach for forming autonomy for teachers, for an effective management of school's staff. It is important for the school education to have a professional staff and to invest in its training, skills and work conditions, as a part of the overall staff [31].

In order to create a well-organized pedagogical collective, which can solve various self-management problems at school, it is proposed the creation of a management structure based on the teachers' autonomy. By means of the teachers' autonomy it is possible to solve collectively the professional and work matters regarding the activity of pedagogical staff of the school and to attract them to get maximal involved in the management of school. The suggested organizational structure of the pedagogical autonomy is based on the work of teams.

5. The coaching approach and the proposed methodology for creating a training environment for professional development of teachers and effective management of school personnel will increase the potential of teachers. The proposed coaching technology in the educational field is a fundamentally new direction. It is based on the formulation and fast achievement of the goals by the mobilization of the internal potential of the school's staff [43].

6. „New managerialism" is based on a commercial connection – management is a process of organizing and getting results. The principles of new management are expressed in the education by means of: promotion of measurement, following-up, control, regulation of the types of government that are usually opposed to caring, which lies at the core of good education. The principles of the new managerialism in education allow the transition from the state financing to multiple sources of financing. The Head of the school is seen not only as a didactic leader, but also as a manager of the school system [32].

The resolution of the issues regarding the researches on decentralization of schools in Israel, in the context of new managerialism, which were reflected in the present work, as well as the methodologies and tools that would help to create conditions for transition of schools to self-management, may be examined as the following methodological **recommendations**:

1. For the Ministry of Education of Israel and the internal board members: to use the suggested combined model to determine the trends of development and monitoring of the educational management system. Act of implementation (Certification) ID 22422448 from 13.03.2017.

2. The heads of the schools: to contribute to the creation of teachers' autonomy on various directions: planning of the curriculum, social activities, staff development, and allocation of resources, membership of a special education and budget committee.

3. Schools directors - to promote the introduction of the coaching technology, proposed for the improvement of the potential and capacities of the school staff.

4. The Ministry of Education of Israel: to continue the application of decentralization as a principle of new managerialism. Act of implementation (Certification) ID 22422448 from 13.03.2017.

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APPENDIX

Ten basic values of New Managerialism

	Basic values of New Managerialism	Application of the basic values in Israel
1	The development of competition between providers of public services	Competition between providers existing service providers the state of Israel in order to get cheaper bids to be economical public administration expenses
2	Empowering citizens, transferring control directly to government ministries officials and the public in various communities	Decentralized management gives organizations and companies have the opportunity to empower employees at various levels. Israel offers its employees mainly in trade and educational option empower employees by innovation and creativity in the areas of their work.
3	Evaluation of the work of the institutions (according to budget execution), and based on the results	The kit would include a budget to achieve them-In recent years, the Ministry of Education the State of Israel began to grant autonomy to local councils and those given to school principals the opportunity to manage the institution. Self-management allows administrators to schools dormitory will be independent and be able to route the money needs of the school more efficiently and use the money for special needs according to the procedures of government departments.
4	In order to receive training, first and foremost have to set goals and not let rules and regulations	Orientation control systems development, to solve problems, does not punish those who make mistakes .Given personal responsibility for the quality of work- personal responsibility for the products of the work is given first and foremost is the head of the organization. Director of the school could provide pedagogical educational goals and while allowing criticism of his superiors as the Ministry of Education and the local council.
5	Currency customer's eligible customers by providing a choice - between schools, training programs, providing housing options	The term "client state organization" - allows studying the needs of customers, to produce service standards and other guarantees. Wherever possible will provide consumers the right to choose service providers - In Israel there is a possibility of choice for residents. Since the State of Israel is a democratic state for all citizens in choosing which options of selecting service providers is broad. The service providers offer citizens state their purpose, goals, quality of service.
6	If possible privatize the operations of state agencies when government functions are transferred to private entities, usually under contract	Like other Western nations, Israel is undergoing a process of privatization. From the eighties onwards, all Israeli governments have supported the policy of privatization, in varying intensities, and thus deviated from the policy that took place during the first thirty years of the state. Since the revolution of 1977, the governments of Israel were led mainly by the Likud Party, which has traditionally leaned

		more towards private economy and limited government involvement in the economy. At the same time, the privatization processes affected the external factors - economic and cultural influence of the United States and privatization trends in other Western countries, mainly in Europe, such as the privatization policy in England during the reign of Margaret Thatcher.
7	Making providing services to focus on the principle outcome front costs - the essence of the management of "entrepreneurs"	Israel's population has great awareness initiatives, and the establishment of a new business is considered a challenging career path entails the risk side, options to achieve high income, economic independence, social status and prestige .Compared to the other GEM 07, Israel is ranked 28th out of 42 at the level of entrepreneurial young businesses (TEA) .This position is relatively low ranking in the bottom third of countries. Compared to Israel in 2004, the level of entrepreneurship of young businesses (TEA) was then 6.6%, and Israel was in place 15th among 34 countries in the GEM.
8	Decentralization of management - making the job of cooperation and mutual assistance	Copying intensity lower levels of the organization, to deal directly with customers, a partnership between workers and management. Reducing staff and allocation of power- Israel's education system offers previously raised a similar direction of decentralization, for example Zanbar Commission report (1980). The team formulated a proposal that is based largely on the principles of the Commission's report Zanbar with add-ons and accents that reflect the structure of the education system at this time. The idea that underlies this model is decentralization from headquarters to the field, empowerment and autonomy, authority and responsibility, from the national level to the local level (and the school).
9	Focus not only on providing services as solutions but to stimulate all sectors to solve the problems arising in society	An increase in demand for social services in new fields, supply the public was not considered previously taken for granted - from advanced educational services for early childhood and developed services to seniors.

Source: developed by the author based on [132; 135]

Types of decentralization
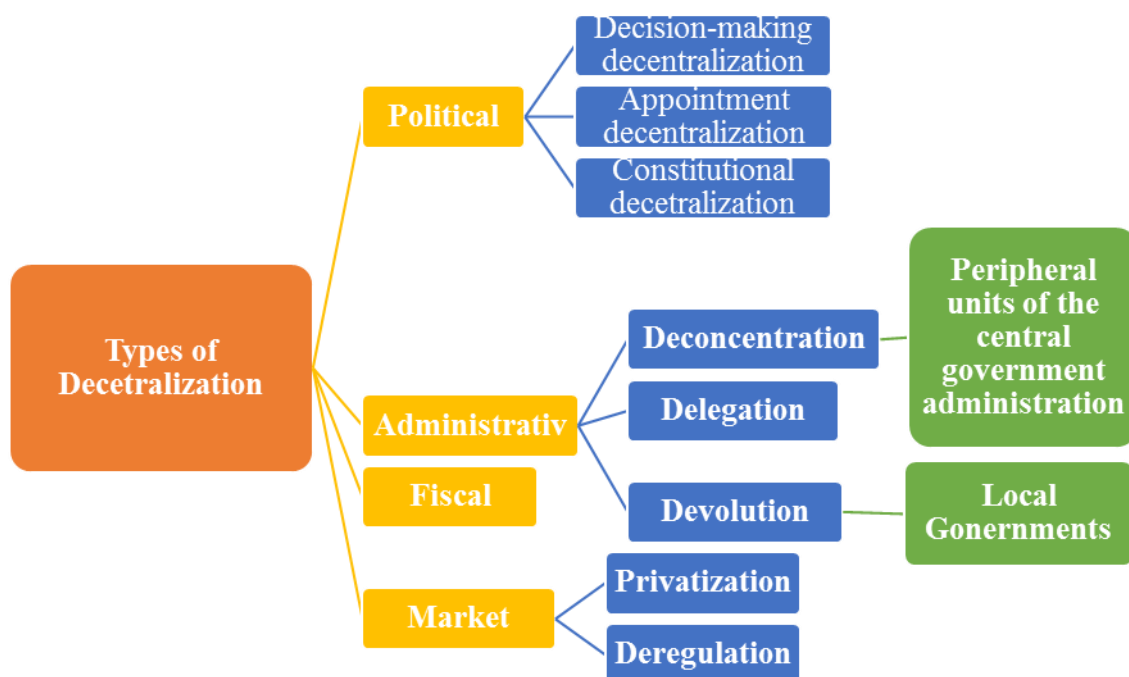
Source: developed by the author

Questionnaire for Teachers

The following describe behaviors or actions that characterize teachers' work at school. You are requested to note the desired freedom of action so that the teachers will experience their own freedom of action at school. There are no correct or incorrect answers. The answer 'good' reflects your own individual opinion.

1- The teacher has no say in decisions
2- The principal initiates; the teacher is given limited freedom for performance
3- The teacher initiates, but needs the principal's permission to perform
4- There is no need for permission as long as acting according to agreed-upon content
5- Unlimited freedom: to initiate, to plan and to
6-

1. The teacher decides on methods of discipline and punishment					
2. The teacher may put a disruptive student outside of the classroom.					
3. The teacher sets the classroom norms (rights and obligations of the students)					
4. The teacher decides how to organize the classroom (seating plan, etc.)					
5. The teacher decides the patterns of work in class on every subject and area.					
6. The teacher chooses the topics to be studied in every area					
7. The teacher chooses the subject to be studied according to the needs of school and the subjects that are relevant.					
8. The teacher chooses the topics of cultural activities from a variety of themes proposed by the principal.					
9. The teacher chooses the enrichment topics from a variety of themes proposed by the principal.					
10. The teacher chooses content and emphasis from an existing enrichment program.					
11. The teacher plans meetings with the parents of students (reports, introductory meetings)					
12. The teacher includes the parents in the student's class work					
13. The teacher contacts external bodies (the municipal education department, welfare)					
14. The teacher defines targets for education at school and determines the order of importance					
15. The teachers set regulations for school.					
16. The teachers decide the character of the school (community, matriculation, occupational)					
17. The teachers set criteria for accepting students into the school.					
18. The teachers determine schedules.					
19. The teachers decide which students will be in which classes (groups, heterogenic, or homogenous classes)					

Details of Questionnaire Participant

1. Number of years as a teacher_____
2. Number of years working at current school_____
3. Which grades are most of your weekly hours spent teaching? 7-9/ 10-12
4. What is your main function at the school **(mark only one main function)**
   - General teacher including homeroom
   - Subject teacher or for a specific number of subjects, homeroom
   - Subject teacher or for a number of subjects (not homeroom)
   - Guidance counselor and teacher
   - Vice-principal
   - Other (details)_____

5. Education
   - Full matriculation (including certificate)
   - Teachers' college (certificate for education)
   - B.A of some sort
   - Studies toward M.A.
   - M.A. or Ph.D.
   - Other (details)_____

Description of research tools

Name of tool: questionnaire on delegation of authority

	Assumption of the research	Centralized principal avoid 1. Delegating authority to the pedagogical staff. 2. Decentralized principals empower their staff and trust them 3. Decentralized principals are more open and allow new styles of management 4. Teachers show very little autonomy 5. Teachers with autonomy are creative in their work. 6. A principal of school is the sole authority over the students at school. The teacher has no actual influence
1.	Goal of the tool	To compare between the principals as to the level of autonomy/delegation of authority to the teachers at work.
2.	Type of tool for research	Questionnaire
3.	Type of target audience	Principals of schools, teachers on staff
4.	Type of report	Independent
5.	Structure of the tool	**Measures of the questionnaire for principals** 1. Pedagogical policies are measured by four items 4,8,13,18 2. Emp**owermen**t of staff is measured by six items 3,7,11,14,16,23 3. Centralized management is measured by six items 1,5,10,12,017,21,22 4. Decentralized management is measured by five items 2,14,15,19,20 5. Professional development is measured by two items 6,9 **Measures of the questionnaire for teachers** **1.** Curriculum and teaching methods are measured by five items 1-5 **2.** Management of classroom and control are measured by nine items 6-14 **3.** Teacher enrichment is measured by two items 15-16 **4.** Informal activity is measured by three items 17-19 **5.** Parental participation is measured by two items 20-21 **6.** Type of school and work arrangements are measured by seven items 22-28
6.	Type of measurement scale	Principals' questionnaire (answers to questions on the questionnaire between 0 – I don't know to 5 = agree completely. A high mark for the items shows a higher level of delegation of authority and the opposite. Teachers' questionnaire - (answers to questions on the questionnaire between 0 – there is no room for my opinion to 5 = complete freedom with no limitations. A high mark for the items shows a higher level of delegation of authority and the opposite.
7.	Type of items in the tool	Scale
8	Length of tool	Principals' questionnaire –18 items Teachers' questionnaire – 28 items

Significant correlations

Correlation / Probability	Q1	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q2	Q20	Q21	Q22	Q23	Q3	Q4	Q5	Q6	Q7	Q8	Q9	COSERVA	ADVENTU	COUTIOU	CREATIVE	FLEXIBLE	INDIVIDUA	NEW	OPEN	STABLE	STRESSE
Q1	1																																

Q10	-0.41575	1																															
	0.0862	-----																															
Q11	0.491719	-0.160555	1																														
	0.0382	0.5245	-----																														
Q12	-0.54341	0.464058	-0.50435	1																													
	0.0198	0.0524	0.0328	-----																													
Q13	-0.11392	0.599917	-0.05753	0.508628	1																												
	0.6526	0.0085	0.8206	0.0311	-----																												
Q14	0.580381	-0.13484	0.25646	-0.16196	0.052342	1																											
	0.0116	0.5937	0.3043	0.5208	0.8366	-----																											
Q15	0.411231	-0.300273	0.203967	-0.59426	-0.09537	0.526355	1																										
	0.09	0.226	0.4169	0.0093	0.7066	0.0248	-----																										
Q16	0.580381	-0.488795	0.435066	-0.663	-0.19628	0.55	0.845204	1																									
	0.0116	0.0396	0.0712	0.0027	0.435	0.018	0	-----																									
Q17	-0.52055	0.589953	-0.33341	0.559784	0.398475	-0.54253	-0.40035	-0.62128	1																								
	0.0268	0.01	0.1764	0.0157	0.1014	0.02	0.0997	0.0059	-----																								
Q18	0.112991	-0.015001	-0.15488	-0.07207	0	0.444994	0.315303	0.194685	-0.03115	1																							
	0.6553	0.9529	0.5394	0.7763	1	0.0642	0.2025	0.4389	0.9023	-----																							
Q19	0.183585	-0.5596	0.163174	-0.14344	-0.19074	0.202444	0.069672	0.247994	-0.20549	0.373859	1																						
	0.4659	0.0157	0.5177	0.5701	0.4484	0.4205	0.7835	0.3211	0.4133	0.1264	-----																						
Q2	0.454138	-0.288764	0.685013	-0.39686	0.116404	0.312993	0.486899	0.671288	-0.45695	-0.24557	0.053359	1																					
	0.0583	0.2452	0.0017	0.103	0.6455	0.206	0.0404	0.0023	0.0566	0.326	0.8334	-----																					
Q20	0.278682	-5.23E-18	0.396622	-0.52315	0.091394	0.209529	0.268647	0.349215	-0.2628	0.295258	0.325204	0.3164	1																				
	0.2628	1	0.1032	0.0259	0.7183	0.404	0.2811	0.1555	0.2921	0.2342	0.1879	0.2008	-----																				
Q21	-0.37852	0.351763	-0.34135	0.241429	0.429151	-0.14907	-0.15089	-0.20497	0.143488	0.281927	-0.12071	-0.20873	0.312348	1																			
	0.1214	0.1523	0.1657	0.3345	0.0755	0.5549	0.5501	0.4146	0.57	0.257	0.6333	0.4058	0.207	-----																			
Q22	-0.05606	0.286513	-0.26893	0.332397	0.424654	0.077267	0.019553	-0.09658	0.402289	-0.04298	0.086032	0.003182	0.067457	0.187171	1																		
	0.8252	0.249	0.2805	0.1778	0.079	0.7606	0.9386	0.703	0.0979	0.8655	0.7343	0.99	0.7903	0.4571	-----																		
Q23	0.602475	-0.307941	0.3575	-0.62205	-0.0652	0.415227	0.697701	0.75779	-0.39968	0.129342	0.134497	0.704538	0.580015	-0.0619	0.224583	1																	
	0.0081	0.2138	0.1453	0.0058	0.7971	0.0013	0.0003	0.0011	0.609	0.5947	0.0116	0.0072	0.3703		0.4571	-----																	
Q3	0.39547	-0.255013	0.338294	-0.69817	-0.34938	0.355995	0.536014	0.706428	-0.70479	0.20297	0.03153	0.476485	0.543895	0.016584	-0.30515	0.618992	1																
	0.1043	0.3071	0.1697	0.0013	0.1553	0.1471	0.0219	0.001	0.0011	0.4192	0.9012	0.0456	0.0196	0.9479	0.2182	0.0062	-----																
Q4	0.233074	0.203859	0.152323	-0.37493	-0.05935	0.302372	0.374932	0.188982	-0.19183	0.159782	-0.51266	-0.00623	0.184787	0.140859	-0.18253	0.125553	0.370022	1															
	0.352	0.4171	0.5462	0.1253	0.815	0.2226	0.1253	0.4526	0.4457	0.5265	0.0296	0.9804	0.4629	0.5772	0.4685	0.6196	0.1307	-----															
Q5	-0.21728	0.201925	0.156757	-0.09528	0.218355	-0.14975	0.290171	0.058831	0.312622	0.176117	-0.17324	0.012335	-0.15946	-0.32846	-0.16878	-0.09044	0.202146	1															
	0.3864	0.4217	0.5345	0.7069	0.384	0.5531	0.2428	0.8166	0.2066	0.4845	0.4918	0.9613	0.7014	0.5274	0.1861	0.5032	0.7212	0.4212	-----														
Q6	-0.15261	0.141819	0.238907	-0.03407	-0.23122	0.210352	0.034068	0.210352	0.018407	0.346339	0.27254	-0.00893	0.161608	-0.03136	-0.13003	-0.01747	0.327618	-0.0318	0.103502	1													
	0.5455	0.5746	0.3397	0.8932	0.3559	0.4021	0.8932	0.4021	0.9422	0.1592	0.2739	0.8806	0.5217	0.9017	0.6071	0.9452	0.1845	0.9003	0.6828	-----													
Q7	0.054074	-0.502519	0.054615	-0.06036	-0.03901	0.149071	0.331964	0.372678	-0.30002	0.265343	0.301786	0.429747	0.050258	2.47E-17	-0.14398	0.247594	0.331679	-0.05634	0.207291	0.031357	1												
	0.8312	0.0336	0.8296	0.812	0.8778	0.5549	0.1784	0.2276	0.2264	0.2873	0.2236	0.0751	0.8375	1	0.5887	0.3219	0.8172	0.8296	0.4092	0.9017	-----												
Q8	-0.4251	0.098763	-0.63867	0.438908	-0.023	-0.20509	-0.22539	-0.40285	0.305079	0.143412	0.118624	-0.43196	-0.01023	0.305723	0.299948	-0.15815	-0.14341	-0.18825	-0.30399	0.067792	0.152862	1											
	0.0786	0.6966	0.0043	0.0684	0.9278	0.3685	0.4143	0.0974	0.2183	0.5702	0.6392	0.0734	0.9679	0.2173	0.2265	0.5308	0.5702	0.4544	0.2201	0.7893	0.5448	-----											
Q9	0.178988	-0.522773	-0.18724	-0.04995	-0.58112	0.387699	0.049947	0.229095	-0.35467	0.31368	0.592223	-0.20612	-0.08616	-0.2627	0.054466	0.073174	-0.34636	-0.50142	0.02627	0.180708		1											
	0.4773	0.026	0.4569	0.844	0.0114	0.1119	0.844	0.3605	0.1487	0.2049	0.0096	0.4119	0.7339	0.2923	0.83	0.7729	0.6645	0.1591	0.034	0.1565	0.9176	0.473	-----										
COSERVA	-0.19672	-0.146254	-0.13909	-0.04392	-0.08516	-0.54233	-0.15371	-0.21693	-0.1044	-0.53093	-0.24154	-0.00893	-0.18939	0.080845	-0.16762	-0.22519	-0.12067	-0.041	-0.12762	-0.66166	-0.08085	0.015889	-0.32495	1									
	0.434	0.5625	0.582	0.8626	0.7369	0.0201	0.5426	0.3872	0.6801	0.0234	0.3342	0.9719	0.4516	0.7498	0.5062	0.369	0.6334	0.8717	0.6138	0.0028	0.7498	0.9501	0.1883	-----									
ADVENTU	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	-----								
	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA									
COUTIOU	-0.54486	0.1066	-0.46343	0.512148	-0.12414	-0.31623	-0.51215	-0.49411	0.22137	0.01759	-0.20806	-0.48186	-0.44173	0.117851	-0.38178	-0.62371	-0.1759	-0.05976	0.118389	0.232817	0.235702	0.440079	0.027864	-0.08575	NA	1							
	0.0194	0.6738	0.0527	0.0298	0.6236	0.2011	0.0298	0.0371	0.4074	0.9429	0.0665	0.6414	0.118	0.0057	0.4851	0.8138	0.6399	0.3525	0.3464	0.0676	0.9126	0.7351	NA			-----							
CREATIVE	0.314276	-0.446685	-0.04668	-0.4127	-0.44016	0.254824	0.226985	0.369494	-0.45934	0.521617	0.423018	0.029385	0.195774	-0.03799	-0.15752	0.359753	0.498938	-0.21189	-0.169	0.246572	0.265908	-0.05226	0.583788	-0.30403	NA	-0.08058	1						
	0.204	0.0631	0.8541	0.0887	0.0676	0.3075	0.3651	0.1313	0.0552	0.0264	0.0803	0.9079	0.4362	0.881	0.3249	0.0356	0.0356	0.5026	0.324	0.2862	0.8368	0.011	0.22	NA		0.7506	-----						
FLEXIBLE	0.018487	0.03436	0.382777	-0.2373	-0.12004	0.050965	0.051588	-0.14015	-0.10257	-0.00113	-0.05159	0.121736	0.338155	-0.07597	-0.10829	0.021162	0.01134	0.385257	0.070869	-0.24657	-0.03799	-0.08212	-0.26046	0.304034	NA	-0.28204	-0.2987	1					
	0.942	0.8923	0.1169	0.3431	0.6352	0.8408	0.8389	0.5791	0.6855	0.9644	0.8389	0.6304	0.1699	0.7645	0.6689	0.9336	0.9644	0.1144	0.7799	0.324	0.881	0.746	0.2966	0.22	NA	0.2568	0.2286	-----					
INDIVIDUA	-0.54486	0.266501	-0.33309	0.368106	0.124141	-0.79057	-0.65619	-0.67198	0.34589	-0.45734	-0.3521	-0.36465	-0.27608	0.294628	-0.1069	-0.62371	-0.33421	-0.05976	-0.03383	-0.36586	-0.11785	0.231621	-0.47369	0.685994	NA	0.4375	-0.4432	0.080582	1				
	0.0194	0.2851	0.1768	0.1328	0.6236	0.0001	0.0031	0.0023	0.1597	0.0564	0.1519	0.1368	0.2675	0.2353	0.6729	0.0057	0.1753	0.8138	0.894	0.1354	0.6414	0.3551	0.0471	0.0017	NA	0.0694	0.0655	0.7506	-----				
NEW	0.040242	0.074796	-0.17274	0.393035	0.304861	-0.05547	0.169885	-0.02468	0.089837	-0.16732	-0.01937	0.330759	0.15001	-0.41963	-0.29352	-0.43314	-0.2217	-0.20673	0.040629	0.048877	-0.15041	NA	0.175412	-0.01414	-0.2403	0.175412	1						
	0.874	0.768	0.4931	0.1066	0.2187	0.827	0.0092	0.075	0.5003	0.9226	0.723	0.4567	0.9392	0.18	0.5524	0.5227	0.083	0.2371	0.0726	0.3766	0.4105	0.8728	0.8473	0.5513	NA	0.4863	0.9556	0.3368	0.4863	-----			
OPEN	-0.18487	-0.03436	0.037344	-0.31984	-0.2801	-0.05007	0.505558	0.369494	-0.13825	0.01134	-0.22699	0.029385	-0.23137	-0.03799	-0.24612	-0.02116	0.294827	0.308206	0.419763	0.246572	0.037987	-0.18665	-0.06287	0.193476	NA	-0.08058	0.064935	-0.06494	-0.08058	-0.77743	1		
	0.4627	0.8923	0.883	0.1957	0.2603	0.8408	0.0323	0.1313	0.5843	0.9644	0.3651	0.9079	0.3556	0.881	0.3249	0.9356	0.1144	0.2839	0.0356	0.2862	0.881	0.4583	0.8043	0.4418	NA	0.7506	0.798	0.798	0.7506	0.0001	-----		
STABLE	0.184868	0.240523	0.130704	-0.05159	0.2801	0.356753	0.33016	0.203859	-0.0223	0.192772	-0.05159	-0.02939	0.124584	0.037987	0.246117	0.021162	0.113395	0.385257	0.267122	0.139367	-0.03799	-0.08212	-0.0988	-0.19348	NA	-0.28204	-0.06494	0.064935	-0.28204	-0.49473	0.402597	1	
	0.4627	0.3363	0.6052	0.8389	0.2603	0.1462	0.1809	0.4171	0.798	0.4435	0.8389	0.9079	0.6223	0.881	0.3249	0.9336	0.6541	0.1144	0.2839	0.5813	0.881	0.746	0.6985	0.4419	NA	0.2568	0.798	0.798	0.2568	0.0369	0.0976	-----	
STRESSE	-0.02868	0.266501	0.057928	-0.06402	0.248282	0.158114	0.20806	0.217407	-0.02767	0.175899	-0.3521	0.221396	0.220863	0.294628	-0.1069	0.262613	0.14072	0.209165	0.118389	-0.06652	-0.11785	-0.39376	-0.22291	-0.08575	NA	-0.125	-0.08058	0.080582	-0.125	0.175412	-0.08058	-0.28204	1
	0.9101	0.2851	0.8194	0.8008	0.3205	0.5309	0.4074	0.3862	0.9132	0.4851	0.1519	0.3773	0.3785	0.2353	0.6729	0.2924	0.5776	0.4049	0.6399	0.7931	0.6414	0.1059	0.3739	0.7351	NA	0.6212	0.7506	0.7506	0.6212	0.4863	0.7506	0.2568	-----

Source: developed by the author

Profile of a school under external management in contrast with a school under self-management

Characteristic of activity	School under external management	School under self-management
Vision of the school	*Unclear vision, set externally, does not develop and is not internalized by staff. *the emphasis is on achieving the vision set for the school and not by it. *fuzzy organization culture, lacks fusion.	*Clear vision, cooperation, tends to an achievement by staff. *emphasis on active participation in development of vision and goals. *there is a strong and unique organization culture.
Type of school activity	* The content and style of educational and managerial activity is set by external forces that control its resources.	*The learning and educational program at the school is focused on the needs of its students and environment
Perception of management of human resources	*According to the assumption of Theory X. *the individual is ration and thus will accept authority *there is no recognition of legitimacy in creating different solutions for educational purposes- ambition and projects are set by external powers. *supervision, control and receiving instructions are perceived as essential.	*according to Theory Y *complexity of the individual *recognition of legitimacy of finding different solutions to educational problems through- experience, philosophy, perceptions. *Individual staff members - active participation and taking part in development are seen as crucial.
Human relations	*hierarchy * leader – subordinate *closed and defensive *conflict of interest *style of control	*partnership *open and cooperative staff environment *collective commitment
School's organizational perception	*school is a conduit, the teachers are hired help, they participate when they are required to, they are not partners when there is no need.	*the school is a place where students, teachers and administrative staff live – each have the right to participate in the development of educational goals.
Type of decision making	* centralized *decisions are made at the home and regional bases	*decentralized *participation of teachers, parents and sometimes students as well
Accountability	*principal of the school is responsible *supervisor is responsible	*teacher accepts personal responsibility
Style of	*focus on 'half full'	*focus on 'half empty'

Leadership	*low level of leadership *external control limits development of leadership and internal control within the school	*multi-layered leadership *the teacher in a class of self-leadership – has authority, takes responsibility and takes risks.
Use of Authority and Power	*use of reciprocation and force is perceived as legitimate.	*limited as a result of transfer of authority and responsibility to external sources and the creation of multi-layer leadership.
Management Technique	*simple and outdated, based on research data by Taylor and Weber *gains management experience *the work is done according to policy, rules and in order to lower stress levels. *is aware of latest instructions	*sophisticated, based on knowledge and applicable research *gradually acquires more knowledge and modern management techniques *learning and development is an ongoing process. *open minded
Use of Resources	*funds go to projects *limited flexibility by the home base *according to rules and external instructions *needs approval for every action *erosion of funds by middle- men *expenditure of funds is inflexible.	*the money goes to the students *autonomy *according to plan for the needs of students and teachers *at real time *100% use of money with no middle-men *flexible use of resources
Perception of Equality	*equality is a value dealt with the central base. *resources for decreasing gaps are intended only for the weakest strata. *criteria for only part of the resources. *only the home base can decide which students will benefit. *responsibility for equality under central authority	* Equality and decrease of gaps is a core value. *resources for decreasing gaps intended to encourage achievement. *criteria for all types of resources. *decision to prioritize what and who are closest to the students' needs. *responsibility for equality is on the principal and teachers.
School's Role	* Passive and accepting role: implement goals and programs set by the home base and act according to external regulations for determined external goals. *avoids making mistakes and focuses on following instructions.	*Active role: makes use of all options for promoting students and developing the school and teachers. *focus on finding weakness *focus of finding gaps in achievement amongst students. *focus on solving problems.

Role of Centralized Authority	* Plan national goals, set up syllabus, determine educational projects, budgeting through middle- men, decide how much to budget for each project; evaluate achievements on a national basis.	*plan national targets, plan syllabus, plan direct budgeting, ensure evaluation of achievements with internal mechanisms and testing for averages.
Syllabus	* Acts according to centralized guidance. *static and uniform. *not suited to environment of the students or the needs of the students.	*acts according to centralized guidance. *flexible and dynamic *suited to students' environment and needs.
Role of Supervisor	*supervises according to council for performance of the projects dictated by the home office. * limits and budgets *approves of performance *initiates programs and educational projects * allots and approves human resources.	*supportive, guidance and assistance.
Evaluation and Feedback	*set standardized tests *publish feedback in order to enhance motivation in the weaker schools. *increase supervision in weaker schools	*implements an evaluation system for student achievements *focus on feedback for improvement of student achievements *strong connection between use and navigation of resources for promoting weaker underachievers.
Perception of Principal's Role	*directs the staff toward desirable outcome. *subordinate to instructions and centralized policy *decisions in the limited framework	*facilitator *encourages individual responsibility. *encourages takes risks *open and supportive even in the face of failure.
Teachers' Role	*hired employee *follower *follow directions *implement	*partner *decision maker *decides which remedial services are required *developer *implement decisions made mutually.
Parents' Role	* enjoy good service *outsider, not considered as active partner. *receive reports on learning achievements of children.	*enjoy better service *positive active partner *active partner in feedback, accept responsibility for supporting children's learning achievements.

		*support and assist the school
School as a System	*semi-closed system *balanced system *activity according to instruction and external policy prevent active interaction with environment *development determined by decision makers at central office. *significant positive or negative feedback come from supervisor	*open system *unbalanced *present and interactive with the environment – sensitive to response. *self-organization *defines direction of development on the basis of orientation with the environment. *receives positive or negative response from the close environment (students, teachers, parents).

Source: developed by the author based on [50, 98, 104, 133]

Component Matrixa Extraction Method: Principal Component Analysis. Component Matrix, teachers sample

	Component					
	1	2	3	4	5	6
Q1	.695	.081	.238	-.309	-.031	-.048
Q3	.759	-.154	-.179	.202	.302	-.095
Q4	.229	-.536	.042	.394	.194	-.060
Q2	.659	-.293	.308	-.329	-.099	-.020
Q5	-.024	-.521	-.101	.426	-.458	.040
Q6	.210	.294	-.175	.545	-.324	-.145
Q7	.336	.067	-.250	.075	.004	-.062
Q8	-.425	.466	-.146	.203	.180	.257
Q9	.307	.773	-.364	-.043	-.059	-.036
Q10	-.540	-.269	.480	.460	-.065	-.021
Q11	.565	-.288	.197	-.234	-.210	-.124
Q12	-.775	.284	.182	.087	-.140	-.079
Q13	-.327	-.120	.769	.166	.031	.078
Q14	.645	.273	.281	.237	-.065	-.114
Q15	.764	-.223	.053	.275	-.098	.356
Q16	.920	-.083	.024	.058	-.052	.131
Q17	-.743	-.014	.267	.210	-.399	.162
Q18	.262	.401	.010	.719	.103	-.087
Q19	.329	.726	-.091	-.109	-.002	.187
Q20	.483	.054	.392	.163	.414	-.003
Q21	-.281	.026	.284	.432	.706	-.027
Q22	-.176	.325	.592	-.023	-.071	.467
Q23	.783	-.019	.361	-.080	.045	.098
creative	.509	.442	-.332	.140	.150	-.156
stressed	.142	-.356	.405	.225	.143	-.475
cautious	-.535	.097	-.494	.236	-.067	-.477
individual	-.752	-.314	-.211	-.235	.354	.007
open	.218	-.454	-.480	.377	-.082	.452
conservative	-.280	-.440	-.275	-.499	.474	.338
new	-.357	.410	.412	-.287	.212	-.532

systematic	-.509	.145	.155	-.100	-.597	.136
sharing	.504	-.130	.099	-.335	-.430	-.402
complimentary	.174	.643	.311	-.061	.085	.372

Extraction Method: Principal Component Analysis.

Based on the 6 factors, the averaged variables were calculated taking the average of all the variables of the factor:

Component Matrixa Extraction Method: Principal Component Analysis. Component Matrix, principals sample

	Component				
	1	2	3	4	5
teaching_exp	.134	.895	.108	-.027	.012
School_exp	-.101	.909	.014	.147	-.062
Classes	-.073	-.446	.191	-.199	-.336
educ	.601	.311	.064	-.177	.196
q1	.717	-.282	.096	-.374	.041
q2	.776	-.224	.107	-.309	-.079
q3	.364	-.359	.201	-.496	.088
q4	.555	.080	.319	-.597	.039
q5	.602	-.099	.060	-.035	.453
q6	.382	.231	.265	.498	.177
q7	.134	.324	.447	.452	.092
q8	.414	-.049	.672	.006	-.262
q9	.624	.102	-.102	.266	.288
q10	.567	.020	.560	.214	.188
q11	.292	.434	.229	-.031	.588
q12	.498	-.366	.453	-.286	-.006
q13	.444	-.419	-.413	-.380	-.012
q14	.500	.534	.018	-.126	-.308
q15	.113	.503	-.242	-.333	.180
q16	.650	-.176	-.571	.056	-.104
q17	.598	.120	-.645	-.010	-.051
q18	.558	.243	-.615	-.029	-.236
q19	.589	.315	-.318	-.277	-.162
q20	.171	.187	-.300	-.102	.276
q21	-.134	-.645	-.237	.216	.453
q22	.345	-.297	-.157	.562	.415
q23	.535	-.064	.405	.113	-.246
q24	.499	-.097	-.067	.475	-.322
q25	.394	-.170	.264	.599	-.411
q26	.484	-.157	.057	.545	-.233
q27	.227	-.212	-.102	.320	.515
q28	.342	-.046	-.552	.472	-.257
Extraction Method: Principal Component Analysis.					
a. 5 components extracted.					

The plan of the coaching environment in school

№ p / p	Name of event	Time	Expected results
	Preparatory stage		
1.1.	Monitoring of the difficulties of teaching and administrative personnel, assessment of the level of their professionalism	1 month	Drawing up a list of the difficulties of professional activity. Create motivational wheel balance
1.2.	Identification and formulation of contradictions need to be addressed	1 month	The statement of the problem. Justification of its relevance
1.3.	Analysis of the existing practice of coaching technology implementation in the organization of various kinds	1 month	Identify possible algorithm implementation experience in the practice of school work
1.4.	Goal setting. The formulation of hypotheses, forecasting the expected results of creating coaching environment.	1 month	Scheduled goal formulated the hypothesis and the expected results.
1.5.	Differentiation of training on professional role (reserve managers), professional skills (teachers with difficulties at work, professionals)	1 month	Accounting for personal and professional characteristics of each employee for the optimal conditions for their development.
1.6.	Development Profile post executives, employees	1 month	Model Profile post headmaster, teacher, psychologist, etc. (In the form of wheels professionally - creative self-development)
1.7.	Assessment of school readiness (conditioning) to adopt a coaching philosophy.	1 month	The conditions for the adoption of the coaching staff of the school.
	II. The main stage		
2.1.	Education manager or staff on the preparation of coaches courses	1 month	Obtain a certificate of completion on coaching courses. Possession of skills of organization using technology
2.2.	Development of the concept of coaching in school.	1 month	Create a document "The concept of coaching".
2.3.	Preparation of scientific - methodical maintenance (step by step introduction of coaching).	1 month	Create a coach library
2.4.	Organization and carrying out coach training - sessions and individual consultations on the coach - Technology	1 month	The meeting understood and accepted model of coaching

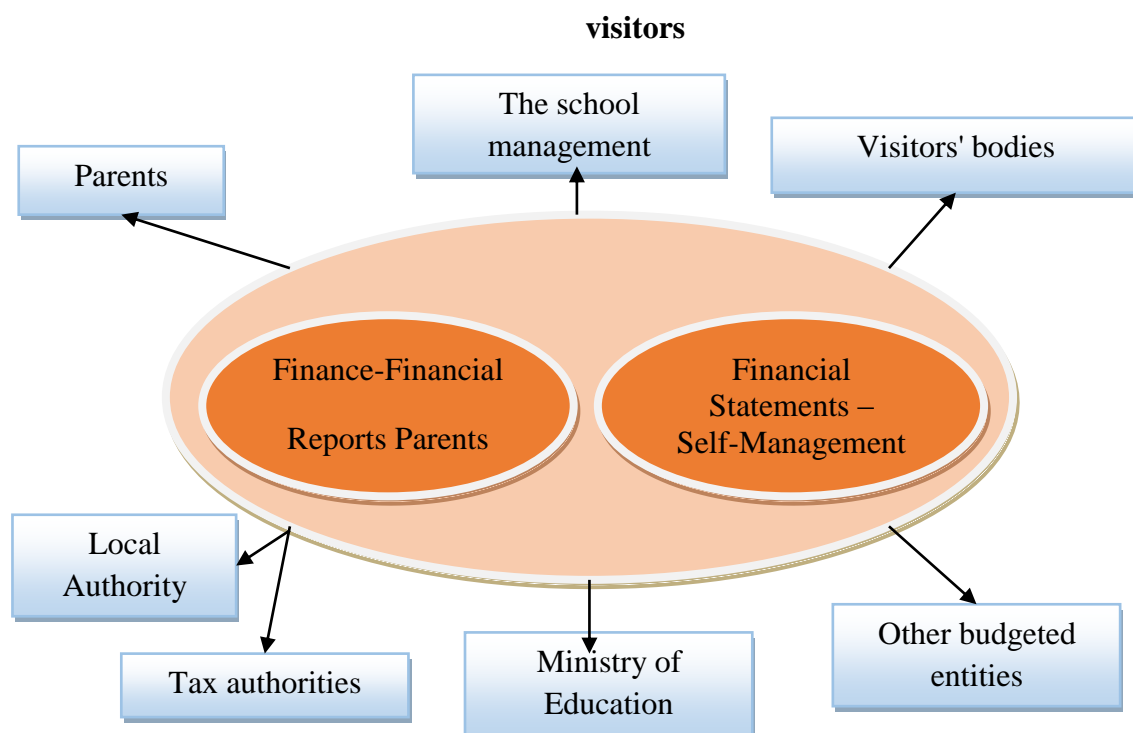| 2.5.	The definition of employees who want to organize their activities in a coaching format	1 month	Tackling domestic coaches
2.6.	Presentation of staff coaching culture in other organizations.	1 day	Identify coaching culture elements for the implementation of the school.
2.7.	Creating a web site "Coaching - opening experience, the development of".	1 month	Website is required for teachers in the use of coaching techniques in the educational - upbringing process.
III. The final stage			
3.1.	Monitoring to identify the effectiveness of established conditions.	1 month	Help on the results of monitoring of personnel.
3.2.	Self-organization of each teaching staff on the changes that took place in his professional activity.	1 month	Drawing again motivational balance wheel.
3.3.	As a result of coaching sessions (feedback) to analyze the implementation of coaching.	1 month	Correlation of the results with goals and objectives, analysis of the results.
3.4.	Distribution of coaching methods in schools	2 month	Providing new services - consultation on the use of a coach - technology in school. Presentation of experience in various teacher training venues (conferences, seminars, webinars, trade fairs and other innovative technologies.)

Source: developed by the author

Wheel motivational balance
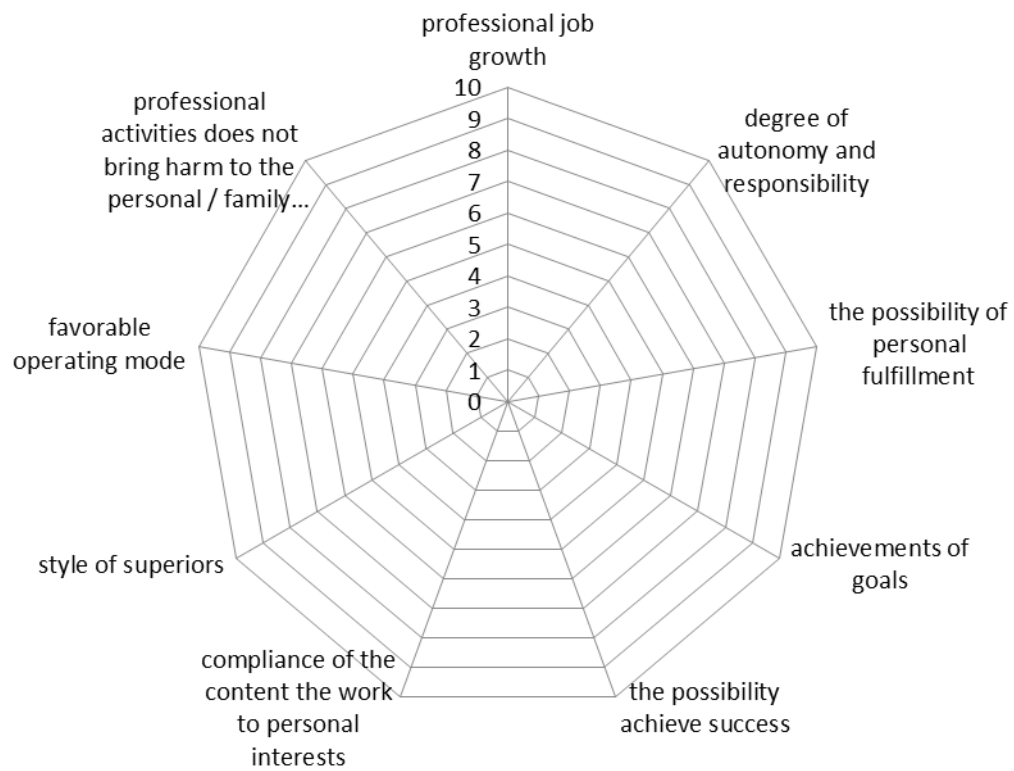
Source: developed by the author

Financial reporting systems, self-managed schools serving a wide range of consumer bodies visitors

Parents

The school management

Visitors' bodies

Finance-Financial Reports Parents

Financial Statements – Self-Management

Local Authority

Tax authorities

Ministry of Education

Other budgeted entities

Source: developed by the author

Declaration on assuming the responsibility

Exhibits

By signing below I certify personal responsibility that the materials presented in the doctoral thesis are the result of independent scientific research and processing. I am aware that otherwise I will be punishable to the full extent of the law.

Name: Ben Shabo Rina

Signature:

Date:

Resumes

PERSONAL INFORMATION

📍 7 Nordau St p.o.b 12938, Afula, ISRAEL

📞 +972-52-4767225

✉️ rina13131@gmail.com

💬

Sex female| Date of birth 22q6q1966| Nationality Israeli

JOB APPLIED FOR
POSITION
PREFERRED JOB
STUDIES APPLIED FOR
PERSONAL STATEMENT

WORK EXPERIENCE

Replace with dates (from - to)
1984 – 1986   -   Service in the army as soldier teacher
Summer 1989 – Representative of the Jewish Agency in summer camp in the USA
1989 – 2012 - Teacher and educator in primary and high schools in several cities in northern Israel
1999 – 2017 – Social coordinator in school
2007 – 2012 – Librarian in "Emuna" youth center school for children at risk Afula
2010 – 2014 – Principal in junior high and high school in Afula

EDUCATION AND TRAINING

Replace with dates (from - to)
1986 – 1989 – teacher's certificate, Sh'Anan College, Haifa
1996 – 1997 - B.A. with distinction, Bar-Ilan University
1998 -1999 - M.A. Derby University

PERSONAL SKILLS

Mother tongue(s) Hebrew – Mother Tongue

Other language(s)	UNDERSTANDING		SPEAKING		WRITING
	Listening	Reading	Spoken interaction	Spoken production	
Replace with language English	good	good	Very good	good	good

185

Replace with language	Replace with name of language certificate. Enter level if known.				
	Enter level	Enter level	Enter level	Enter level	Enter level
	Replace with name of language certificate. Enter level if known.				

Levels: A1/A2: Basic user - B1/B2: Independent user - C1/C2 Proficient user

Common European Framework of Reference for Languages

Communication skills
- I have good communicative skills

Organisational / managerial skills
- interpersonal communication
- Personal attention
- Teamwork
- Pedagogical professional work
- Working in front of a crowd of parents and teachers
- Working with the supervision of the Ministry of Education in Israel
- Achieving capacity resources for the benefit of school
- leadership

Job-related skills
- Working with at-risk youth and parents at risk

Digital competence

SELF-ASSESSMENT				
Information processing	Communication	Content creation	Safety	Problem solving
Very good	Very good	Very good	Very good	Very good

Working on a computer

Driving licence B

ADDITIONAL INFORMATION

|	
Publications	15 articles
Presentations	First presentation on my degree on administration and economics
Projects	at ULIM – Moldova
Conferences	
Seminars	1. Conference theme: Building the Road to Practice – Based
Honours and awards	Education- "MOFET" Institute , Tel Aviv, Israel
Memberships	2. Child Abuse An International Conference of Experts - Tel
References	Aviv University, Israel
Citations	
Courses	
Certifications	

ANNEXES
LIST OF PUBLISHED WORKS

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4. Ben Shabo Rina. Delegation of authority, decentralization, concentration, responsibility and everything in between. In: Materialele Conferintei Stiintifice Internationale „Managementul echipei orientat spre creşterea performanţei firmelor din Republica Moldova şi România" 30 octombrie - 2 noiembrie 2015. Administrarea Publică, Euforia de Nord, Constanţa, 2015, p.108-112. ISBN 978-606-13-3082-9.

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7. Благоразумная О.Н., Бен Сабо Рина. Преимущества децентрализованной системы образования в Израиле. In: Материалах Международной научно-практической конференции «Соціально-економічний розвиток регіонів в умовах децентралізації: цілі, механізми, інструменти» 27 мая 2016. Одесса: ОРІДУ НАДУ, 2016, c.15-17.

8. Ben Shabo Rina. Delegation of authority as leading propulsion at school. In: Международная научно-практическая конференция «Роль современной науки в формировании гражданского общества» 28-29 апреля 2016. Тирасполь: Тираспольский филиал Московская академия экономики и права, 2016, p. 422-428. ISBN 978-9975-3110-0-7.

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10. Ben Shabo Rina. Delegation of management authority in school. In: International scientific conference «Economic and management assurance`s viability for sustainable development of the regional economy during the EU integration» September 16-17 2016 Balti: State University „Alecu Russo", Iaşi: PIM, 2017, p. 247-249.

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16.   Благоразумная О.Н., Бен Шабо Р.М. Principle trends for improvement of boarding schools from centralized to decentralized management. In: Materialele a VII Conferinţă Internaţională Ştiinţifică-practică «Economia inovaţională şi dezvoltarea economică durabilă: analiza problemelor şi perspectivelor – ediţia VII» 17-18 noiembrie 2016, Chişinău: Universitatea Slavonă, 2017, p. 62-69. ISBN 978-9975-117-36-4.

17.   Ben Shabo Rina. Decentralization and education - rationale, implementation in different countries. In: Scientific Journal EcoSoEn. Chişinău: ULIM, 2018, an. 1, nr. 1, 2, p.231-237. ISSN 2587-344X.

18.   Ben Shabo Rina. The decentralizing manager – an ideal or a dream. In: International scientific conference «Economic and management assurance`s viability for sustainable development of the regional economy during the EU integration» September 16-17 2017 State University "Alecu Russo" from Balţi, SU Bălţi: "Alecu Russo", 2018, p. 75-78.

מדינת ישראל
משרד החינוך
החינוך הדתי
לשכת מחוז חיפה
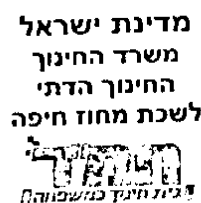
13th March, 2017

Certification

This confirmation is given to Mrs. Rina Ben Sabo I.D 22422448

I the undersigned, Yardena Alon, first director of the Haifa District Ministry of Education of Israel State, studied very carefully the thesis of Mrs. Rina Ben Sabo named:
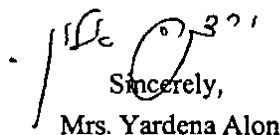
DECENTRALIZATION OF SCHOOLS IN ISRAEL IN THE CONTEXT OF NEW MANAGERIALISM

In the last decade, there is a revolution in education in the State of Israel in management of school principal and now this process has been proven in high percentages

This research is an innovation in the field of the administrative research schools by expanding the concept of self-management as we know it so far.

This study indicate that the self-management out of the purely economic and other avenues as ways to level empowering teachers delegating authority and more.

I believe that this research will enhance the management of borders and the influence comes to the fore in circles are expanding as principal, students, parents and the educators community
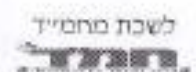
Sincerely,

Mrs. Yardena Alon
First director of the Haifa District
Ministry of Education
State of Israel

EFQM
Recognised for excellence
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המערכת למצוינות ארגונית EFQM

נצרת עילית: כ״א אדר תשע״ז
19 לפרס 2017

Certification

This confirmation is given to Mrs. Rina Ben Sabo I.D 22422648

I the undersigned, Yaakov Shvut, a senior inspector in the North region of the Ministry of Education of Israel State, studied very carefully the thesis of Mrs. Rina Ben Sabo named:

DECENTRALIZATION OF SCHOOLS IN ISRAEL IN THE CONTEXT OF NEW MANAGERIALISM

The contribution of the paper to the educational process in general and to a school principal in particular is greatly significant.

The process of school transition towards the self- management can be expressed in principles and ideas that are present in the research.

The paper could possibly help in the process of changing within a school principal and in influencing education institutions and other factors interacting with these institutions, including government authorities.

The research is a revolutionary one since it recommends to give school principal more authority and autonomy according to her/his own values.

I am convinced that both old and young principals could advantage a lot from this paper.

Best,

Mr. Yaakov Shvut
Senior inspector
Ministry of Education
Israel