

## **Analyzing Teachers' Expectations of the Headteacher's Roles at an Arab-Bedouin Elementary School in South of Israel**

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This study analyses teachers' expectations of the headteacher's roles in an elementary Arab-Bedouin school in south of Israel. 35 teachers (20 females and 15 males) out of 60 were chosen via random sample to answer a closed questionnaire. The role-statements were attained from the official Israeli document listing the 19 roles of the headteacher. The questionnaire examined two aspects in relation to gender: to what extent do the headteachers fulfill the headteacher's official roles, and to what extent do the teachers expect the headteachers to fulfill these roles. Results reveal that the teachers, both male and female, noted their dissatisfaction of the headteacher's fulfillment of the official roles. There was also no significant difference between the male and female teachers' perception concerning their expectations of the fulfillment of these official headteacher's roles. Comparison between the two aspects of the questionnaire reveals a gap between teachers' perception of the extent to which the headteachers actually fulfill the official roles to their high expectations to the fulfillment of these official roles.

The Israeli education system, which has developed on Western educational management model, represents a new institution in

Bedouin Arabic society. Before the establishment of the state of Israel, there were very few schools in the area, and usually only the sons of wealthy sheiks (community leaders) had access to formal education. During the early stage of Israel's statehood, schools were viewed negatively by the Bedouin. Overtime, as people began to adapt to their new reality, they saw the importance of education, but it was not until the late 1960's that schools were widely established for them (AbuSaad, 1989).

By 1989, there were 29 elementary schools, 4 intermediate schools, and 3 secondary schools serving Bedouin children and youth in the Negev. These schools, however, lack many basic facilities, such as sufficient classrooms, libraries, laboratories, computers, audiovisual equipment and so forth. Twelve of the 29 elementary schools are located in the tribal settlements. These schools are considered temporarily by the government and thus they are not provided with proper building, running water, telephones, electricity or public transportation (AbuSaad, 1995).

In general, the Arab Bedouin schools in Israel are being confronted with a number of challenges as a result of the transition taking place in their community. Along the topics of experiencing shortage of local teachers (about 40 % of the teaching staff is made up of non local Arabs coming from North of Israel), high rate of teacher turnover, school functioning as an agent responsible for changing the norms and values of the Bedouin

community to those of the country's dominant Jewish population (AbuSaad, 1989), there are also a number of challenges the educational system has to face with. Topics as TQM, effectiveness, improvement, leadership and management styles, school climate, and not least the discussion on the new roles of the headteacher in such communities and in general are considered to be puzzling. This paper is a study of an Arab-Bedouin elementary school in central Israel. The school has 22 classes with 658 pupils studying from kindergarten to the eighth grade (School report, 1998). The school is located in the center of town comprising a population of 5000 inhabitants. The population of the town is entirely Muslim and is traditionally (male)- hierarchical. In this town there is no other formal or informal educational institutions.

### **School Management theories**

The role of the headteacher has received an indirect treatment by various educational management theories. In general, academic literature describes various theories for school management, which lacked the emphasis on the specific roles of the headteacher. Bush and West -Burnham (1994) describe five major theories of educational management, which serve as the basis to the school's administration work. The five theories that Bush and West-Burnham present include the **Bureaucratic theories** which are associated strongly with the work of Weber who argued that bureaucracy is the most efficient form of

management. The **Collegial theories**, which were developed within the colleges of Oxford and Cambridge universities, are increasingly advocated as the most appropriate way to manage schools. According to Becher and Kogan (1980, p.67) 'collegium designates a structure or structures in which members have equal authorities to participate in decisions which are binding on each of them'. The collegial theories may be regarded as highly normative and idealistic encouraging the participation of teachers in decision making, leading to a sense of ownership and an enhanced prospect of successful innovation. **Political theories** (Baldrige et al, 1978) characterize decision-making as a bargaining process assuming that members of organizations engage in political activity in pursuit of their interests. This approach adopts the view that conflict is an endemic feature of organizations. **Subjective theories** (Greenfield, 1973) focus on individuals within organizations rather than the whole institution or its sub-units each individual is thought to have a selective and subjective perception of the organization. Events and situations may have different meanings for each of the participants. Finally, there are the **Ambiguity theories** (Cohen and March, 1974) which stress uncertainty and complexity in organizations. The emphasis is on the instability and unpredictability of institutional life. In the last decade and two, several writers have developed syntheses of two or more theories

based partially or fully on the rudiments of each of the above theories. Enderud (1980) and Davis and Morgan (1983) have developed integrative models incorporating ambiguity, political, collegial and bureaucratic theories.

### **Administrative vs. Management roles**

It is intriguing to examine how each of these educational management theories relate to the aspect of the headteacher's roles. In order to attain such knowledge, a comprehensive study should be conducted in this field. This paper will not try to describe the headteacher's roles according to one of the above theories, but will attempt to analyze the expectations of the teachers working in one particular school of their headteacher's roles, according to different educational management aspects.

One difficult aspect of educational management is its relatively limited history (from 1970 in Britain) and its confused parentage (West-Burnham, 1994). The definition of educational management is made more complex by semantic ambiguity as the terms of policy; management and administration are used interchangeably. Glatter (1979) argues for the interchangeability of the terms 'management' and 'administration', and thus, there would be no difference between 'administration roles' and 'management roles'. This paper differentiates between the two terms primarily because the literature (Glatter, 1979), refers to administration roles in terms of activities that are in lower order

and responsive function. Moreover, Torrington and Weightman (1989) argue that administration is 'work that can be done by an intelligent 16-year-old' i.e. routine functions requiring limited individual discretion. The term management is more comprehensive and requires the taking of activities that are in all institutional levels and especially not referring to routine roles. Secondly, there is a tendency to use the term 'administration' to refer to the senior staff of the school, mainly the headteacher, vice-headteacher, co-ordinators and professional staff. Since this paper deals specifically with the headteacher's roles, and not the roles of the whole administration staff, the rational of the paper will be based on management terms.

### **Perspectives of the headteacher's roles**

Researches are divided on the most essential components that are related to the headteacher's roles. Hoyle (1986, p.21) notes that the headteacher's role is effected from *interpersonal traits* as the capacity for judgement - an elusive quality directly related to effective management. Campbell and Southworth (1993, p.61) associate between the headteacher's role for *collegial work* and school improvement. One of Bell's (1991, 138-140) themes stresses the headteacher's role of *assessment, reporting and recording*. Grace (1995), reports on the tensions in the headteacher's roles as a result of the change in culture away from the co-operation

experienced previously to a time of increased competitiveness between schools. Torrington and Weightman (1989:10-11) noted the important role of '*culture of community*' and poor utilization of the physical resources- notably space as essential issues to the roles of the headteacher. Direct and indirect deductions could also be made on the understanding of the headteacher's roles from studies related to *effectiveness* (Harber 1992, p.161), *improvement* (Reynolds et al, 1994), *managing the curriculum* (Lofthouse, 1994), *personal traits as leadership style and behavior* (Stogdill, 1969) and *culture and society* (Deal & Peterson, 1990). Shachtman et al (1992) study on the influence of leadership style on teachers feelings and behaviours reveal that a democratic and open role of the headteacher has a positive effect on teachers feelings, behaviour, and social climate at school. In a New York City Teachers Center Team report (1982), noted that most of the teachers are not satisfied with their work due to the absence of the 3 R's roles: respect, Reinforcement and Recognition. The headteacher and the leading teaching staff's role are most crucial in responding to these demands as other studies note that satisfaction and tension at work are directly connected to management style of the school (Washington 1987). Another management component that is related to the headteacher's roles discussed in the literature is *leadership style*. Neuman et al (1988) research reveal that there is a clear and direct relationship between

an authoritistic headteacher's leadership style to professional burnout of teachers. Burnham (1969:72-73), distinguishes between management positions and the roles of people occupying such positions, claiming "a person occupies a position but plays or performs a role" a role is the dynamic aspect of position". Coleman (1999) claims that "it is not enough to constitute in the headteacher's role definition of the 'role set', which comprises those people who have the ability to influence the ways in which roles are performed, but likely to include the postholder's immediate superordinate and direct subordinates. It may also include others holding the same or similar positions and others with legitimate right to influence a particular role". Coulson (1974), applies the concept of role set noting "the deputy head's role set includes the teachers in the school, the caretaker, the pupils, the parents, deputy heads of other schools and so on."

Morgan and Turner (1976) present a new perspective to the study of the headteacher's roles - 'role conflict', which could take a number of forms: conflict between roles, i.e., inter-role conflict: this usually occurs when the same person occupies at the same time and place a number of contradicting roles which could lead to internal conflicts. Another form of conflict could occur within the role itself: this could be due to the unclear definition of the person's role, being ambiguous or having unclear expectations. Finally, there is the conflict within the role set:

conflicting expectations that come from a number of sources, due to the webbing of roles to each other.

Golan (1995) research on the roles of the headteacher led to a two division category: First, the 'pedagogical category' that consists of the following roles: the designing and developing of educational policy in the school, the co-operation in decision making, development of an active staff and its coherence, the constructing of a school's curriculum, and leading in learning styles and teaching methods. The second is the 'organizational category' that includes roles as constructing a school in terms of an organization, a comprehensive organization of the school, and the implementation of programs.

Koula and Gloubman (1994) study identifies different elements that are associated with the work of headteachers. The outcome of this study revealed that there are tens of elements that are related to the headteacher's role, categorizing them into three main fields: skills and professionalities, personal traits and roles.

Johnson and Short (1998) study on the headteacher-teacher interaction and the power that is enrolled in the headteacher's role has led to the discussion that interaction between the headteacher and teacher could be either constructive or destructive. The existence of serious gaps in the mutual expectations will eventually lead to a more destructive form of relationship between the teacher and the headteacher.

'Destructive consequences may include teachers feeling isolated without access to collegial and leader support, experiencing high levels of conflict with the headteacher, Ö occur when teachers feel powerless, alienated and oppressed and become passive and combative' (ibid. p. 148). This study illustrates the importance of conducting a research on a wider scale on the topic of examining teacher's expectations of the headteacher's roles.

Hall et al (1986), notes that in the UK the process of defining the roles of the headteachers is now more clearly defined than previously. In a more recent study, Hall et al (1997:66) note that earlier studies have showed the head's role to be poorly defined, with inadequate preparation with no strategic manner and that the head's role has been subjected to intense scrutiny.

#### **The headteacher's roles - An Israeli perspective**

In 1994, the Ministry of Education, Israel published in a special **official** bulletin ("Hozer Mankal", 1994), an educational management model comprising of 19 roles of the headteacher in an elementary school. These 19 roles are the basis of the questionnaire that examined the teacher's expectations of the headteacher's roles. This model comprising the 19 official roles include: The headteacher will be concerned in planning the learning process; administrate matters and the standard procedures of the school; The headteacher will be punctual in executing the Ministry's safety policy in the school by giving

the pupils information and guidance activities on topics as safety on the roads, security and health; The headteacher will emphasize most of his time to pedagogical work; The headteacher will maintain the standard procedures of teaching, including guiding teachers in building a syllabus; executing new programs; and follow-up of pupil's achievements; The headteacher will maintain the standard procedures of the educational work, including cultivating a Zionist-National and a civilian-social education; decorating the school for feasts and festivals; and handling connections with other institutions; The maintaining of the standard work of the caretaking; The headteacher will visit in classes, study teachers' reports and follow-up on pupils' progress; The headteacher will consult the school's staff in the implementation of educational programs in the school, and shares them with construction, execution and responsibility matters; The headteacher and the vice headteacher will divide among themselves the roles with the approval of the inspection; In the absence of a headteacher, the vice headteacher will fulfill all his roles; A school that lacks a vice headteacher, the headteacher will appoint a teacher to substitute him; The headteacher with the consultation of the inspection will divide the positions among the staff; The headteacher is responsible for the registration of pupils, check their school attendance and take care of pupils with special needs; The headteacher will hold connections with

the parents, parents committee and other public institutions; The headteacher will guide the teachers individually and collectively; The headteacher will stand in the head of the school pedagogical council and is responsible in executing its decisions; The headteacher will not disrupt the study procedures of the school when there are visitors or officials from the Ministry; The headteacher will report once a year to the Ministry of Education office on the school's progress, mainly in the pedagogical field; The headteacher will participate in the local council construction committee on topic related to school construction and building.

A literature search in the field of educational management reveals that there is no consensus on one comprehensive model to explain the philosophy and rational behind the work of the headteacher. Different studies introduce various aspects of the headteachers' role, but none was sufficient enough to give a clear picture of what does the roles of the headteacher. A number of theories were presented to explain the educational management models, but without a direct treatment to the actual roles of the headteacher. The Israeli model of headteacher's role comprising of 19 roles is also not complete. The 19 roles of the elementary headmaster emphasize the role of teaching, assessment and reporting, but lacks the most important not mentioned role of the headteacher to promote in the school the teaching towards

humanism, with the sufficient preparation of the pupil to their personal life and according to the laws of the society they live in. The Israeli model puts focus on learning material but not the teaching of pupils to maintain a good, secure and constructive life. The role of the headteacher should include the promotion of not only the giving to the pupils practice on security matters but also on other educational intervention skills such as preventing violence, drugs and juvenilism. Fox (1995), puts forward a very important question in his research on the changes taking place in the schools: 'whom is supposed to be a headteacher, a senior teacher having a rich pedagogical experience, or a professional person who could manage a whole variety of roles and skills that are not essential part of the educator's repertoire'! To answer such a question, it is essential to conduct a comprehensive study taking into consideration of the different aspects mentioned in this paper.

Shachtman (1992:61) puts forward the question of this paper "What are the teachers expectations from the headteachers?" No comprehensive research was held to examine the teacher's expectation of management roles, teachers' feelings and influences of their feelings on their actual functioning in the class.

These are the major questions this paper aim to answer:

1. According to the teacher's teaching in the examined

elementary Arab-Bedouin school in south of Israel, to what extent does the headteacher fulfill the (official) roles?

2. According to the teacher's participating in this study, to what extent do they expect the headteachers to fulfill these (official) roles?
3. Is teacher's gender an indicator to differences in expectations of the headteacher's roles?

This paper claims that:

1. The teachers at the examined Arab-Bedouin school are not satisfied with the fulfillment of the headteacher's roles and thus expect their headteachers to accomplish most of the roles as listed in official documents of the Ministry of Education, Israel.
2. The female teachers at the school will perceive the fulfillment of the roles by the headteacher more positively than the male teachers.
3. The male teachers will have a higher expectation from the headteacher to fulfill the official roles than the female teacher.

### **Method**

35 teachers (20 females and 15 males) out of 60 members of the staff were chosen in a random sample. The total list of teachers included all the teaching staff from kindergarten to the eighth grade. The list also included the names of the vice-headteachers and the school counselor. The list did not include substitute teachers or teachers who worked less than a third of a normal

position. The teachers whose names were sampled belonged to the two sexes. The teachers were given a closed questionnaire compiling 24 statements to answer in their free time. The teachers were asked to drop in the questionnaire in the following week into a box found in the staff-room.

The handing out of the questionnaires to the sampled group of teachers occurred personally by the school counselor at the beginning of the second term.

A closed questionnaire was designed consisting of the variable of gender and teacher's expectations of headteacher's roles. The first section of the questionnaire compiled the 19 headteacher's official roles of the Ministry of Education, Israel, on a Likkert scale of 1 to 4. In the first row the teachers were asked to note the extent to which the headteacher fulfills the roles (1 - fulfills completely, 4 - does not fulfill the role). In the second row, the teachers were asked to note to what extent do they **expect** the headteacher to fulfill the role (1 - to fulfill the role completely, 4 - not fulfill the role). The teachers were asked to fill in the questionnaire in their free time. The second section of the questionnaire examined on a Likkert scale (1-4) the teachers' expectation of the **most dominant** element to effect the fulfillment of the headteacher's role. The elements included: personality traits; professional skills; academic skills; and interpersonal skills. Moreover, the teachers were also asked to note the extent to

which they expect the headteacher to depend on each of these elements. The questionnaire was anonymous and required to fill only the variable of gender.

The school counselor handed out the questionnaire to the teachers in the schools. The teachers were informed that the questionnaire is required for academic research and it is anonymous. Teachers that required more explanation about the research were given at the spot of receiving the questionnaire. The teachers were told to try to drop in the questionnaire into a box found in the staffroom in the following week. All the sixty five teachers were given the questionnaire in their free time.

### **Results and discussion**

The teachers that participated in this study, both male and female, noted approximately the same extent of their satisfaction of the headteacher's fulfillment of the official roles. The teachers average extent of satisfaction is 2.7 on a Likkert scale of 1 to 4, were 1 designates a complete fulfillment of the role, while 4- designates the opposite. The average mark of 2.7 reveals that the teachers of this school do not belong to one of the two extreme points: fully satisfied or not satisfied at all, but on the contrary, the teachers noted a tendency towards less-satisfaction from the headteacher's fulfilling of the official roles (table 1). There was no significant difference between the male (2.8) and female (2.7) teachers. Difference was found in the standard deviation.

**Table 1**

**To what extent does the headteacher fulfill the (official) roles?**

**(1 - fulfills the official roles completely,**

**4 - does not fulfill the official roles)**

(x=average)

	<b>X</b>	<b>S</b>	<b>Total</b>
<b>Male teachers</b>	2.8	0.2	15
<b>Female teachers</b>	2.7	0.42	20
<b>Total</b>	2.7	0.34	35

Comparison between the extent the teachers' perceive the fulfillment of the headteacher's roles and their expectation of the headteacher to fulfill these roles, revealed the teachers' dissatisfaction of the fulfillment of these roles by the headteacher. The teachers noted an average expectation extent of 2 on a Likkert scale from 1 to 4 (1- to fulfill the role completely, 4- not to fulfill the role; table 2). There was no significant difference in sex regarding teachers' expectation of the fulfillment of the roles by the headteacher.

**Table 2**

**To what extent do you (teacher) expect the headteacher to fulfill the role?**

**(1 - to fulfill the roles completely, 4 - not to fulfill the roles).**

**(x=average)**

	<b>X</b>	<b>S</b>	<b>Total</b>
<b>Male teachers</b>	2	0.18	15
<b>Female teachers</b>	1.96	0.19	20
<b>Total</b>	2	0.19	35

In a t-test (table 3), the claim that the teachers of the examined school are not satisfied with the fulfillment of their headteacher's roles and thus expect their headteacher to accomplish most of the roles as listed in official documents of the Ministry of Education, Israel, was accepted.

**Table 3**

**Comparison between teacher's perception & expectation of the fulfillment of their headteacher's roles.**

	<b>X</b>	<b>S</b>	<b>T</b>
Teacher perception (Q:1)	X=2.7	S=.034	
Teacher expection (Q:2)	X=2	S=0.19	

Tc= +/- 2.064, df=24, <sup>t</sup>=0.05, x=average.

The teachers of the examined school perceive the fulfillment of the headteacher's roles negatively (2.7) and have average (2) expectation from the headteacher to fulfill these roles. The teachers' extent of expectation from the headteacher to fulfill these roles was not total (i.e. 1) nor was there difference between the male and female teachers. Examination of the data in table 1 reveal that the average extent the male teachers perceive the fulfillment of the headteacher's roles at this school (2.8) which is nearly the same extent to the female teacher perception (2.7). In a t-test (table 4), it was found that it is not true that the female teachers perceive the fulfillment of the headteacher's roles more positively than the male teachers do.

**Table 4**  
**Teachers' perception of the extent the headteacher fulfills the official roles.**

Teacher's Perception	X	S	T
Male	X=2.7	S=.042	0.56
Female	X=2.8	S=0.2	

Tc= 1.796, df=11,  $\alpha$ =0.05, x=average.

The third claim of this paper suggests that the male teachers will have a higher expectation from the headteacher to fulfill the roles than the female teacher. Data analysis (table 5) reveals that the male teachers noted an average extent of 2, very similar

to the average extent of the female teacher's (1.96). In a t-test, it was found that it is not true that the male teachers will have a higher expectation from the headteacher to fulfill the roles than the female teacher.

**Table 5**  
**Teachers' expectation of the headteacher's fulfillment of the official roles.**

Teacher's Perception	X	S	T
Male	X=2	S=.018	0.389
Female	X=1.96	S=0.19	

$T_c = 1.796, df = 11, \alpha = 0.05, x = \text{average.}$

The second section of the questionnaire examined the teachers' expectation of the **most dominant** element to effect the fulfillment of the headteacher's role. The teachers had to choose one of the four options: personality traits; professional skills; academic skills; and interpersonal skills. Table 6 summarizes the division among the teachers.

**Table 6:**

	Male teachers	Female Teachers	Total
<b>Personal traits</b>			0
<b>Professional skills</b>	6	9	15
<b>Academic skills</b>	7	8	15
<b>Interpersonal skills</b>		5	5
<b>Total</b>	13	22	35

The findings reveal that most of the teachers refer to the professional and academic skills to be the most important element to effect the fulfillment of the headteacher's role. None of the teachers chose the personal traits to have an influence on the fulfillment of the headteacher's roles. The majority of the male teachers gave importance to the element of academic skills to effect the headteacher's fulfillment of the official roles, while the majority of the female teachers noted the element of having professional skills as the most important source to effect the fulfillment of the headteacher's roles.

### **Conclusion**

The analyzing of the teacher's expectations of the headteacher's roles has to be conducted in a comprehensive study. Literature does not offer concrete information on the relationship between the different management models and theories to headteacher's roles. A survey of the literature revealed the existence of a literature gap that has to be studied. The absence of a reliable and valid questionnaire is also essential. The tool of this paper was mainly dependent on the official roles of the elementary headteacher as published by the Ministry of Education in Israel. The questionnaire was tested only for face validity, and requires adaptations.

The study of this paper examined teacher's expectations of headteacher's roles in a particular Arab-Bedouin elementary

school in south of Israel. Three research questions were asked: to what extent does the headteacher fulfill the (official) roles; to what extent do they expect the headteacher to fulfill these (official) roles; and is teacher's gender an indicator to differences in expectations of the headteacher's roles? The results of this study reveal that the teachers noted 'less-satisfaction' from the headteacher's fulfilling of the official roles. Comparison between the extent the teachers' perceive the fulfillment of the official roles by the headteacher (2.7) and their expectation of the headteacher to fulfill these roles (2) reveals a gap. This gap illustrates the difference between the teachers' dissatisfaction of the fulfillment of these roles by the headteacher to noting their high expectation to a better fulfillment of these roles by the headteacher. The teachers' extent of expectation from the headteacher to fulfill these roles was not total (i.e. 1) illustrating that are probably a number of listed roles that the teachers are not interested to be fulfilled by the headteacher. Moreover, the results show that there was no difference between the male and female teachers. Analysis of the questionnaire revealed that most of the teachers, both male and female, disagree with the official request (see statement no. 5 in the questionnaire) of the Ministry of Education to be fulfilled by the headteacher. This is probably due to the national, cultural and religious difference of the Bedouin Arab population group living in Israel. This assumption

should be further examined and if accepted, policy changes should be made in such that the headteachers' roles will not be designated to one type of community group but to be a general reference to all headteachers of the country. Further examination revealed that the average extent the male teachers perceive the fulfillment of the headteacher's roles at the examined school is 2.8, which is nearly the same extent the female teacher perception of 2.7. The teachers' extent of expectation from the headteacher to fulfill these roles showed no difference between the male (2) and female (1.96) teachers' expectations.

Moreover, this paper tests three claims. Results reveal that the teachers of the examined school are not satisfied with the fulfillment of their headteacher's roles and thus expect their headteacher to accomplish most of the roles as listed in official documents of the Ministry of Education, Israel. Another claim tested whether it is not true that the female teachers perceive the fulfillment of the roles by the headteacher more positively than the male teachers; and that it was found that it is not true that the male teachers will have a higher expectation from the headteacher to fulfill the roles than the female teacher.

The literature does not offer sufficient material on the different aspects that are related to the functioning of the headteacher. The fulfillment of roles by the headteacher requires various conditions mainly the need to have certain management skills.

This paper asked the teachers to note the extent they expect the headteacher's role to be dependent on the four skills of personal traits, professional skills, academic skills and interpersonal skills. The findings of this study reveal the teacher's need to have their headteacher role dependent on personal traits, and accepting Hoyle (1986, p.21) findings that the headteacher's role is effected from interpersonal traits as the capacity for judgement - an elusive quality directly related to effective management.

The results of this study support Neuman et al (1988) findings that the headteacher's role is dependent on professional skills. The literature does not offer any information on the relationship between the headteacher's role and the headteacher's academic level. The teachers of the examined school noted the importance of the academic and professional skill in the functioning of the headteacher in school. Literature does not offer sufficient material on the relationship between the interpersonal skills and the headteacher's role in school. The teachers of the studied school noted this skill to be the least important skill in the headteacher's functioning. In order to explain the results of this paper, another study has to be conducted including interviews with the teachers to explain their choice of giving least reference to this skill.

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