Conducting a Comparative Study on Existing Management Structures at Tertiary Education Institutions (TEIs) with the Aim of Improving Their Governance and Management

West Bank and Gaza (WBG)

The Consortium of the Center of Economic Future for Consulting & Financial Studies, Palestine
and
Eduhouse International - Jordan
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Part 1

Background – Conceptual Base, Objectives, Methodology, Technical Approach and Action Plan

1. Significance of Improved Governance – The Conceptual Base
2. Objectives of Improved Governance and Management
3. Methodology and Technical Approach

Presented by: Dr. Adnan Badran
Higher Education System in WBG

• Development of HE in WBG
• Number of HEIs 43:
  – Universities 11
  – University colleges 13
  – Community colleges 19
• Divided into:
  – Governmental (11)
  – Public (17)
  – Private (12)
  – UNRWA (3)
• Total enrollment of undergraduates
  – 1996/1997: 50,000
  – 2004/2005: 138,000
  – 2005/2006: 150,000 (including 4,363 graduate students)
– Over 80% of high school graduates enrol in tertiary education
Number of total enrolled students in HEIs in 2005/2006 academic year Education System in WBG

- Traditional University: 79877 (53.2%)
- Open University: 52914 (35.2%)
- University College: 6347 (4.2%)
- Community College: 11135 (7.4%)
Growth of students enrollment in HEIs from 1994/1995, to 2005/2006 academic years
Higher Education System in WBG

Development of HE in WBG

• Applicants vs. accepted undergraduate students (05/06)
  – Number of applicants: 57,200
  – Number of accepted: 46,700 (81.6% of applicants)
  – number of enrolled: 40,800 (87.4% of accepted and 71.3% of applicants)
  – Gross enrollment rate for 18-21 year old group exceeded 40%
  – Institutional ratio of admitted new students to number of applicants ranged from 56% to 93%
Number of applicants, number of accepted, and number of enrolled students in HEIs in 2005/2006 academic year
Higher Education System in WBG

Development of HE in WBG

- Enrollment of undergraduate students distributed among 7 fields of studies (05/06)
  - Education: 34%
  - Social Sciences, Business and Law: 31%
  - Humanities and Arts: 11%
  - Sciences: 10%
  - Engineering: 7%
  - Health and Welfare: 6%
  - Agriculture: < 1%
Higher Education System in WBG

Development of HE in WBG

• Enrollment of graduate students in 2005/2006:
  – Total number: 4363 divided into:
    • 130 Higher Diploma;
    • 4230 Master’s Program;
    • 3 PhD.
Staff to Student Ratio

- The number of students has increased more than four-fold during the past decade (33,000 in 94/95 to 150,000 in 05/06),
- The number of full-time faculty members has less than doubled (1,570 in 94/95 to 2,400 in 05/06 out of whom 1,000 PhD):
  - In 1994/1995 the ratio was ~ 1:20
  - In 2005/2006 the ratio was ~ 1:60
Development of HE in WBG

In 1999, a five-year Education Development Plan was developed with a unified vision for the overall Palestinian education system aiming at:

• Giving **access** to education to all
• Improving the **quality** of education
• Improving **formal** and **non-formal** education
• Developing the MOEHE, EIs, and HEIs **management capacity** in planning, administration and finance.
• Enhancing **capacity building** of academic and non-academic staff working in the EIs and HEIs.
Obstacles of development of WBG HE system

- Limited financial resources
- Israeli occupation
- Poorly-structured governance and management system
- Isolation and lack of interaction with outside HEIs
- Lack of implementation of criteria, norms, and standards
- Lack of assessment of HE delivery and quality assurance
- Lack of tracking the graduates with feedback assessment
- Weak relevance of academic programs to market needs
- Shortage of qualified faculty
- Staff development
Significance of Improved Governance and Management

The three pillars for assessing the quality of educational services are:

- **Governance**: refers to the steering function for the education system—setting goals and monitoring the sector’s progress in achieving them.
- **Management**: refers to the effective as well as efficient implementation of goals and resource utilization.
- **Accountability**: refers to the mechanisms that stakeholders can use to assess the sector’s performance.
Objectives of Improved Governance and Management

The objectives of this study are:

• To **examine** existing governance and management structures in the WBG;

• To **compare** these structures with regional and international standards and practices;

• To **identify** gaps, and to fill in these gaps by addressing needs that respond to Palestinian particular position;

• To **propose** a well-structured system for governance and management.
Objectives of Improved Governance and Management

• Survey and analytical review of governing bodies of the policy and decision making process of tertiary system

• Identify weaknesses and strengths of laws, by-laws and regulations of all policy-making bodies and their links with governance and management.

• Identify interrelationships and links between delivery input and output of tertiary education pertinent to governments and management systems
Objectives of Improved Governance and Management

The ultimate goal is an overall framework to:

• Establishing standard management procedures and practices to serve as a benchmark for management and organization improvement of HEIs

• The framework is based on standard management procedures including:
  – Student tracking system
  – Quality self-tests and control
  – Program development
  – Strategic planning and financial systems
Objectives of Improved Governance and Management

• This will lead to improvement of decision-making process and policy-making bodies and ideal environment for tertiary education governance management, quality assurance and relevance of the outputs as related to basic needs of economic and social development of WBG
Objectives of Improved Governance and Management

• The learning process of HEIs needs proper legislative umbrella of modern bylaws and free environment to release the potential of the Palestinian students toward creativity and innovation

• Also, HEIs become a melting-pot of interactive ideas coupled with formal education, research and community service which will never be achieved except with
  – Autonomy
  – Decentralized governments
  – Flexibility to accommodate emerging ever-changing needs of the Palestinian people
Objectives of Improved Governance and Management Study

• In particular the study will recommend new policies, HE management structure and legislations directed with a strategic vision aiming at filling-in the gaps between:

  – The existing governance and management practices, and
  – The international norms and practices
Methodology

Compilation of Data and Information:

• All laws, by-laws and regulations governing the higher education system at the ministry level and at the universities' Boards of Trustees and other university councils.

• Rules and regulations relating to each university and community college were collected and analyzed.

• Data include all activities in tertiary education including teaching research and outreach programs.
Technical Approach and Methodology

• **A. Institutional Structure of Higher Education**
  – The structure and governance of the Boards of Trustees, universities' councils and governance bodies.
  – Organization, administration and governance of each university and community college included in this study.
  – Degrees of decentralization, autonomy, and self-rule.
  – By-laws of financial systems and resources.
  – Faculty, staff, and technical personnel.
  – Admission and registration.
  – Student tracking system and support services.
  – Regulations concerning requirements of educational programs and graduation.
  – Educational resources.
Technical Approach and Methodology

• B. Organization, Management and Governance
  – Graphic charts were collected in relation to the organizational structures of various policy-making bodies and the diffusion of those policies to all other governing bodies within the system.
  – The degree of efficiency of the process of decision-making within the universities' complex organizational charts were assessed. All pertinent legislations and regulations were collected concerning students under the umbrella of the higher education system and requirements for socio-economic development at WBG.
  – Analytical review of the policies and regulations and by-laws were conducted to identify how governance and management are contributing to the training of graduates in line with local well-preparation and regional market and developmental needs.
Technical Approach and Methodology

• **Data and Information Classification:** Information gathered was classified as follows:

  – **Quantitative information:** At the outset, data highlighting the overall state-of-affairs of governance and management in higher education institutions in the West Bank and Gaza, in light of pertinent legislations and regulations were collected.

  – **Qualitative information:** Documents and reports were used as evidence of competitiveness of policies of higher education in meeting the demands of tertiary and higher education in WBG.

Literature was gathered from relative institutions including the Ministry of Education and Higher Education.
Technical Approach and Methodology

• Type of Data and Information:

1. AT THE UNIVERSITY LEVEL

2. At the Effectiveness of the Policy Making Bodies And Existing Laws Standard
1. AT THE UNIVERSITY LEVEL

a) Boards of Trustees
b) University Council
c) Deans' Council
d) College Council
e) Department Council
2. At the Effectiveness of the Policy Making Bodies And Existing Laws

- Organization administration and governance
- Finance and management
- Budgeting and financial resources
- Strategic and program planning
- Students’ tracking system
- Quality lists
- Facilities equipment and technology
- Interaction with the community and within the university
- Links with industry, human development and local community needs.
- Delivery of high quality and relevant education
- Career development and employment
- Research and development.
Part 1

4. Action Plan

Presented by: Dr. Fouad Beseiso
Mr. Mosaab Abbas
Action Plan

The Action Plan is of two parts as follows:

• Part 1 – Framework Contents
• Part 2 – Approach
Framework Contents

• Why governance and international forms and standards for higher education should be followed?

• The existing situation pertaining to the organizational structure and mandates for top management and other academic bodies.

• The international standard norms pertaining to management organizational structures and practices.
Framework Contents

• Bases to develop the existing situation related to management organizational structure, planning, program planning, budgeting, monitoring and self-evaluation.

• Formulation of the proposal reference framework by means of establishing standards for structured tracking system, quality self-tests and control, program development, strategic planning and financial systems for the development of Higher Educational Institutions.
Framework Contents

• In the area of management and finance of HE:
  – What is the current status of financing to achieve reform?
  – What is the current financial structure and organization?
  – How can allocation of funds to institutions be improved?
The Approach

• The followed Approach was based on an in-depth analytical work on the collected data, information and discussions.

• **Standardization** of the system

• **Implementation** of minimum conditions allowing the higher education sub-system to operate at an acceptable level.
The Approach

• The outlined approach included the following:
  – Field Visits to the Ministry of Higher Education Institutions and Sample Surveys
  – Survey of Best Practices: Regionally and Internationally
  – Analytical Work on Gap Analysis
  – Proposed Comparative Framework for Governance and Management of HEIs
  – Workshop
  – Interviews and Questionnaires
Field Visits to the Ministry of Higher Education, HEIs and Sample Surveys

Data compilation of governance and management approaches practiced in HEIs will was supplemented by visits and discussions seeking opinions of relevant stakeholders, including:

- HEI's senior administrators.
- Legislators and decision-makers
- Administrative and financial policy makers.
- Research institutions; and experts on a number of identified topics
The Approach

• Interviews with top management levels at MOEHE and HEIs in the WBG were conducted.
• Questionnaires directed to the top management level at HEIs were prepared and distributed to all HEIs by e-mail and by personal contacts.
• Five sets of questionnaires were prepared and answered by:
  – Faculty staff
  – Enrolled students
  – Graduates
  – Parents of enrolled students
  – Employers of graduates
Survey of Best Practices: Regionally and Internationally

• A study has been conducted to investigate and analyze governance and management systems at a number of regional (JU, JUST, HU) and international institutions (MSU, LU). Such analysis resulted in delineating strengths and weaknesses demonstrated in these systems, especially with respect to criteria which are equally applicable to HEIs in WBG.
Analytical Work on Gap Analysis

- The collected data, related studies, field visits, discussions and interviews, were in-depth analyzed to define the gap between the existing situation in HEIs in the WBG as compared to regional and international standards and practices of HE governance and management. The study concentrated on the following items:
  - Management structures, procedures and practices
  - Program planning, evaluation of performance and follow-up.
  - Students tracking system
  - Financial management and budgeting
ملخص احصائي لمقابلات المشروع

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خلاص نتائج المقابلات الميدانية مع مؤسسات التعليم العالي

تطور التعليم العالي: حققت الجامعات تطوراً ملموساً

دور وزارة التربية والتعليم العالي: يوجد فجوة ملحوظة بين انطلاق مؤسسات التعليم العالي من ناحية والوزارة من ناحية ثانية، وذلك يعود للأسباب التالية:

- استمرارية التغييرات في الكوادر القيادية لدى الوزارة
- الافتقار إلى كوادر ذات خبرة متقدمة فيما يتعلق بتقييم البرامج
- عدم تمكنها من فرض القانون والأنظمة على الجامعات
- عدم وفاء السلطة الوطنية بمتطلبات الدعم المالي للجامعات

دور مجالس وهيئات التعليم العالي: وجود حالة من الضعف العام في كوادرها

‧ ممارسات الاحتلال وتوابعها:

- انعكاسات الجدار الذي اقامه الاحتلال وما نجم عنه من مشاكل للتعليم العام والخاص
- زيادة معدلات البطالة بين خريجي الجامعات
- وجود عملية تسييس للعديد من أنشطة الجامعات، سواء فيما يتعلق بالتعيينات أو ما يتعلق بتوزيع مخصصات دعم الطلبة.
خلاصة نتائج المقابلات الميدانية مع مؤسسات التعليم العالي

الأزمة المالية: عانت الجامعات من مشكلة مالية هيكلية نجمت عن الواقع السياسي والأمني والاقتصادي، والتي تعقدت بفعل الحصار المالي والتوترات الأمنية الداخلية، وكل ذلك ساهم في اضعاف مساهمة رسوم الطلبة باعتبارها المصدر الأساسي لتمويل نفقات المؤسسات، وتغطية ولو جزء من تكلفة الطلبة.

صندوق اقراض الطلبة: إن هذا الصندوق يعاني من عدم توفر خطة وسياسات وإجراءات محددة، وآليات لتحمل قروضه والتي زادت بمجموعها عن 75 مليون دولار.

البحث العلمي: لوحظ الضعف الشديد في أنشطة البحث العلمي، سواء في الوزارة أو مجالسها، وكذلك بالنسبة لمؤسسات التعليم العالي وضعف المخصصات المالية المرصودة له.

الأنشطة المجتمعية: ساهمت هذه الأنشطة في توفير موارد مالية تدعم موارد الجامعات، وإن كانت هذه المساهمات محدودة حتى تاريخه.
خلاصة نتائج المقابلات الميدانية مع مؤسسات التعليم العالي

ضعف التخطيط الاستراتيجي: فعلى الرغم من تبني العديد من مؤسسات التعليم العالي لخطط استراتيجية، إلا أنه لوحظ عدم توفر مفهوم محدد ومتكامل للتخطيط الاستراتيجي لدى المؤسسات من ناحية وعدم وجود نظام لربط الموازنة السنوية بهذه الخطط.

ضعف القاعدة المعلوماتية: هناك ضعف شديد في القاعدة المعلوماتية لدى الوزارة والجامعات، الأمر الذي جعل مهمة الحصول على القوانين والأنظمة والأنشطة الادارية والمالية عملية صعبة جداً.

العلاقة مع القطاع الخاص وسوق العمل:

- لا يوجد ربط منهجي بين احتياجات السوق ومخرجات التعليم العالي ولا يعتمد التخطيط للعديد من البرامج الأكاديمية على دراسات حقيقية لسوق العمل.
- لا يوجد قوانين تشجع القطاع الخاص على استيعاب وتدريب الخريجين.
خلاصة نتائج المقابلات الميدانية مع مؤسسات التعليم العالي

• مدخلات ومخرجات التعليم العالي:

- هناك ضعف في مخرجات التعليم العالي وله أسباب متعددة منها ضعف مدخلات هذا التعليم (معدل القبول المعتمد هو 60% للجامعات وما دون ذلك للتعليم المهني) الهيئة التدريسية وظروف السياسية والأمنية وقبول الجامعات لأكثر من طاقتها الاستيعابية.

- هناك خلل واضح في المخرجات لسوق العمل حيث أنه - على سبيل المثال - يتخرج فني واحد مقابل كل خمسة مهندسين مع أن المعدلات العالمية هي عشرة فنيين لكل مهندس.
Proposed Comparative Framework for Governance and Management of HEIs

• The in-depth study and analysis resulted into proposing a complete, comprehensive and adequate model or framework of governance and management
Workshop

• All relevant key officials and experts to be involved in the discussion and needed follow-up implementation to the study recommendations are planned to be invited to the workshop.

• These include representatives from:
  – MOEHE,
  – MOP,
  – MOF,
  – MOEC
  – MOL
  – And other ministries and relevant HEIs; research institutions; and experts on a number of identified topics.
GAP Analysis

6. Management Structures

Presented by: Dr. Bassam Snobar
Gap Analysis

From:

• Interviews with relevant stakeholders (HEI's senior administrators, decision-makers, administrative and financial policy makers (36 interviews, 102 interviewees))

• Questionnaires answered by:
  – The governing administrators of the different TEIs (17);
  – Academic staff (376)
  – Enrolled students (1051)
  – Graduates (327)
  – Parents (931)
  – Employers (88)
Gap Analysis

• Studying the existing laws, bylaws and regulations governing the TEIs in Palestine, Jordan (HU, JU, JUST), Lebanon (AUB), the USA (MSU), and the UK (LU);

• Reports written on the Palestinian HE
The following gaps were identified:

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<tr>
<th>Item</th>
<th>Gap</th>
<th>Solution</th>
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<tbody>
<tr>
<td>MOEHE</td>
<td>Two very important ministries, MOE and MOHE are under one minister,</td>
<td>Split the ministry into two ministries namely MOE and MOHE (as it used to be prior to their merging in 2002). The volume of MOHE work and its responsibility for all HEIs warrants its depends from any other ministries provided that coordination amongst relevant ministries is maintained</td>
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<td>MOEHE Cont’d</td>
<td>Although the scientific research is very important function of the ministry and the HEIs the name of the ministry does not show this</td>
<td>Rename MOHE to be MOHESR</td>
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<td>CHE</td>
<td>Number of its members is open since all university presidents are members (over representation) and only one dean of CCs (under representation) and six prominent academicians (restrictions). No representation of BOTs, AQAC and relevant stakeholders from private sector and civil society.</td>
<td>Limit the representation of the university presidents, add new representation of BOTs persons and of AQAC and increase the representation of CCs to three and replace the six academicians with seven members from the private sector and civil society.</td>
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<td>CHE cont’d</td>
<td>Too much duties and responsibilities centralizing line of authority (students fees and duties, university budget, admission policy, number of students intake each year, and curricula issues).</td>
<td>Move most of the duties and responsibilities to the BOT to give autonomy and independence being major step toward decentralization</td>
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<tr>
<td>AQAC</td>
<td>AQAC is affiliated with the minster and the ministry, which seriously effects its autonomy, with insufficient interaction between AQAC and HEIs.</td>
<td>Establish an independent and autonomous commission with a Law of its own</td>
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<td>AQAC</td>
<td>AQAC is chaired by its head and eight other highly experienced members appointed by the minister</td>
<td>The head and the members of the commission should be appointed by the Cabinet of Ministers and the head should report directly to the Cabinet of Ministers</td>
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<td>AQAC cont’d</td>
<td>Weakness of QA criteria adapted which do not follow the international QA norms</td>
<td>The QA under the new law is given higher authority to follow the international norms (tests to assure quality of system input, system outcome and HEIs self-assessments)</td>
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<td>Lacks highly qualified human resources</td>
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<td>The new AQAC should give its higher priority to appointing highly qualified personnel</td>
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<td>CSR</td>
<td>The limited size of membership of the council (18 members) and the composition of the council may contradict with the inclusion of all deans of research at the HEIs and excludes representation of private universities. Although the composition include three representative of private research centers, there is no mention of period replacements. No condition of professional rank for membership</td>
<td>The membership of CSR shall be open to include all deans of research at governmental and public universities, to deans of research at private universities (to be selected in turn for a term of 3 years in order to include eventually all private universities), 3 academicians of the rank of full professor for a term of 3 years.</td>
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<td>CSR cont’d</td>
<td>The implementation with a wide scope for CSR’s responsibilities as specified clearly in the law has been greatly limited (due to political and security environment and financial limitation). General research plan based on need and priorities has not yet been formed. Coordination among research centers is lacking and most publications of the HEIs are internal ones.</td>
<td>CSR should play and essential role in coordinating research activities of HEIs through general research plan and should consolidate research publication efforts in a form of specialized (discipline oriented) research publication of international standards.</td>
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<td>CSR cont’d</td>
<td>Limited public funding. Funding is mainly dependent on outside sources, thus, imposing serious restrictions on priorities and on national researchers participation</td>
<td>Several sources of funding were specified in the proposed law. They are:</td>
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<td>- Annual government allocations</td>
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<td></td>
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<td>- 1% of net profit of all public and private enterprises</td>
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<td></td>
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<td>- Student contribution (2JD per credit hour registered)</td>
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<td></td>
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<td>- Donations</td>
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<td>- Revenues generated from CSR investment</td>
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<td>SLF</td>
<td>Governed bylaw derived from the higher education law thus imposing centralized governance of its function and limits its autonomy</td>
<td>It should be governed by a Law of its own to ensure decentralization and autonomy</td>
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<td>SLF cont’d</td>
<td>Managed by a board of directors chaired by the minister and 8 other members (representative of Palestine in the board of governors of IDB, representative of IDB being donor – permanent member, 3 university presidents intern and 3 non-university members). The composition of the board of directors does not include representatives of very important relevant ministries and excludes representatives of other important donors.</td>
<td>The composition of the board of directors should include the minister of planning, the governor of the central bank and 2 representatives of the donors to be selected from all donors in-turn</td>
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<tr>
<td>SLF cont’d</td>
<td>Allocations for student loans are on the decrease due to the lack of measures to guarantee repayment of the loans</td>
<td>Enhance the HEIs involvement in SLF activities through a special bank account designated by each HEI for the purpose of SLF. This measure will exclude any misuse of on the part of any student benefiting from SLF. Needy students must maintain good academic record and well-behavior for loan eligibility.</td>
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<tr>
<td>Item</td>
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</tbody>
</table>
| SLF cont’d | Funding is limited and depends mainly on the outside sources. Therefore, it is not sustainable | Funding should be sustainable through structuring the source of funding to include:  
- Annual government allocation  
- 5% increase in tuition fees  
- A percentage of annual allocation for scholarships  
- Donations by internal and external sources  
- Repayment of loans  
- Revenues from SLF investments |
<table>
<thead>
<tr>
<th>Item</th>
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<th>Solution</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOT</td>
<td>Although it is considered the highest governing body within the HEI system worldwide, CHE snatched diverse responsibilities from it</td>
<td>Give all of the duties and responsibilities which have to deal with the internal affairs of the HEIs to the BOT</td>
</tr>
<tr>
<td>University President</td>
<td>Appointed by the President of a PNA upon endorsement by the Consultative Council based on recommendation by the minister (64.3% prefer that the appointment of top administration be made by election rather than by selection).</td>
<td>If could not be by election the appointment of the president should be done by BOT and preferably though search committee recommending 3 – 5 candidates.</td>
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<tr>
<td>University President cont’d</td>
<td>His/her role involves extensive duties, responsibilities and decision-making which demonstrates the degree of micro management exercised by him/her (71.2% indicated that they were not asked to participate in the making of bylaws and regulations of their institutions)</td>
<td>Delegate authority to his/her management team which will allow for higher productivity leading to quicker implementation of decisions and greater forward institutional momentum in terms of high quality of instruction, research and community services.</td>
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<tr>
<td>UC</td>
<td>Not effective, bylaws and regulations currently in effect which are</td>
<td>Change the composition and role of the UC so that it will be an effective body which is continuously</td>
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<tr>
<td>Program planning</td>
<td>Collected data not complete and has errors</td>
<td>Data should be checked and reviewed by the ministry for correctness and completeness</td>
</tr>
<tr>
<td></td>
<td>The many studies on the HE sector that were conducted had little impact on the development of the sector</td>
<td>Studies being made should be more comprehensive and to the point easy to implement its recommendations by the newly established MOHESR</td>
</tr>
<tr>
<td></td>
<td>Analyses of the collected annual data has not been made or properly utilized as basis for policy making</td>
<td>Annually collected data (statistics) should be analyzed for policy-making use.</td>
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<td>Item</td>
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<tr>
<td>Program planning cont’d</td>
<td>All the conducted studies failed to show the national picture of the Palestinian HE</td>
<td>The new studies, making use of all previously made studies, should be conducted to show the national picture with regard to: -The future need of Palestinian to HE and TVET -Admission criteria -Mismatch between enrollment and employment -Role of AQAC in the classification of HEI in Palestine</td>
</tr>
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<td>Item</td>
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<tr>
<td>Student tracking system</td>
<td>Orientation programs at the HEIs level are lacking or inefficient if existed</td>
<td>Create or strengthen the existed orientation programs</td>
</tr>
<tr>
<td></td>
<td>Academic advising is weak</td>
<td>Strengthen the academic advising for students by appointing academic advisor to each group of few number of students to be responsible for student academic record</td>
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<td></td>
<td>No or weak alumni tracking</td>
<td>HEI should create alumni tracking system as well as career development office</td>
</tr>
<tr>
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<td>Solution</td>
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<tr>
<td>Financing and financial management</td>
<td>HEIs often suffer shortage of funds because their budget solely depends on student fees and dues.</td>
<td>Innovational techniques and visions are required by the BOT and university president to secure other sources of funding (e.g. Trustee Fund)</td>
</tr>
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<td></td>
<td>HEI salary structure is determined by bylaws approved by approved by the CHE</td>
<td>Should be determined through regulation approved by BOT</td>
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<tr>
<td>Financing and financial management cont’d</td>
<td>Salaries and allowances are unified, within each HEI, for all faculties. This way recruitment of the best quality staff members is not possible</td>
<td>Additional allowance related to scholars and faculties and rare specialization should be allowed by the approval of the BOT and university president to allow competition and to attract the best quality staff members.</td>
</tr>
</tbody>
</table>
Part 4

Proposed Organizational Framework for Governance and Management

7. Universities Basic Bylaw
8. Faculty Bylaw
9. Employees Bylaw
10. Financial, Salaries and Allowances Bylaw
11. Scientific Research Bylaw and Scientific Centers Bylaw
12. Scientific Scholarships Bylaw
13. Student Fund Bylaw at HEIs
14. Degree Awards Bylaw and Regulations

Presented by: Dr. Isam Zabalawi
University Basic Bylaws

Universities Bylaw organizes the overall:

- Academic,
- Administrative
- Financial operations
- Activities of the university
The following are the principles on which the proposed university charter should be based:

- Academic, administrative and financial autonomy
- Development of programs and conducive infrastructure
- Qualifications and experience that the University President should meet in order to merit this post
- Defining role, tasks, duties, responsibilities, and authority of the University President
- Qualifications and experience that the College Dean should meet in order to merit this post
- Defining role, tasks, duties, responsibilities, and authority of the college dean
Basic Principles Included in the Bylaw

Each university should have its:

– Board of Trustees
– University Council
– Deans’ Council

Each college should have a College Council

Each Department in each college should have a department council
Basic Principles Included in the Bylaw

– Each university, whether public or private, should have its independent budget
– The university bylaws, should be based on the higher education law
– The university regulations and legislations should be based on the university bylaws
– Decisions that cover the various academic, administrative and financial operations and activities of the university should be based on the law, bylaws, regulations and legislations.
Highlights of Discussions on Certain Articles of the Proposed Bylaw

• Independent bylaws for each university
• Advantage of the bylaws and regulations.
Highlights of Discussions on Certain Articles of the Proposed Bylaw

• Role of the Board of Trustees (law)
• Expansion of the universities inside and outside the university
• University president performance
• Vice-President (Provost)
• University Council
• University sources of revenue
Text of the proposed faculty bylaw

• Faculty members

• Appointment requirements
  – The Qualifications
  – Teaching & research output
  – Years of experience
  – Industrial experience

• Tenuring requirements

• End of appointment

• Disciplinary actions
  – Procedures
  – Disciplinary Councils
Text of the proposed faculty bylaw

• Faculty member duties & responsibilities:
  – Teaching (teaching load)
  – Research
  – Supervising graduate work
  – Participation in committees
  – Services to the community

• Faculty leaves
  – Leave without pay
  – Annual leave
  – Sabbatical leave
  – Secondment
  – Study & Research leave
  – Leave of absence
Text of the proposed faculty bylaw

• Medical Fields
  – Qualifications
  – Appointments

• Architecture, fine Arts
  – Qualifications
  – Appointment
Text of the proposed faculty bylaw: Regulations

- Promotion
  - Procedures
  - Requirements
- Study leaves
  - Procedures
- Visiting professors & lecturers
- Joint Appointment
Text of the Employees bylaw

• Employee Classifications
  – Classified employees
  – Contractual employees
• Employee categories
  – First
  – Second
  – Third
  – Fourth
• Temporary Employees
• Qualifications

• Appointment
  – Requirements
  – Procedures
  – Classified appointment
  – Promotion
  – Incentives
• Employee council
• Transfer and secondment
Text of the Employees bylaw

- Job-description
- Annual Assessment
- Incentives
- Rights
- Fringe benefits
- Disciplinary actions
- Promotion

- Leaves
  - Annual leave
  - Leave without pay
  - Additional leaves
  - Pilgrimage leave
  - Sick leave
  - Maternity leave

- Duties & responsibilities
- Annual assessment
- Disciplinary actions
- End of service
Financial bylaws

- The president is the authorized person of all financial matters
- The financial unit responsibility
- The university budget
  - Structure
  - Approval
  - Amendment
  - Expenditures
  - Revenues & income
  - Advance payments & petty cash
- Forms & accounts records
- Salaries & allowances
  - Faculty members salary structure
  - Non-academic staff
  - Annual increments
  - Allowances
  - End of service allowance
  - Social Security
Financial bylaws

• Expenditures
• Revenues
• Procurement
• Advanced payments & Petty Cash
• Department of finance
  – Ensure that all financial transactions are taken in conformity with the bylaw
Financial bylaws

• Unspent funds
• Audit
  – Internal
    • Audit reports are done periodically
    • All audit are submitted to the president and the board of trustees
  – External
    • Audit reports done independently
    • Submitted to the board of trustees
    • Done for all revenues and expenditure at the end of the year
• Per Diem
  – All advanced payments should be closed with certain period of time
  – Nothing should be left out at the end of the annual budget
• Distribution of budget is determined by the beginning of each year
Scientific Research bylaws

• Scientific research Definition:
• Duties and responsibilities of the dean of Council for Scientific Research
• Composition of the Council for Scientific Research
• Duties and responsibilities of CSR
• CSR is responsible for publication of university journals
Scientific Research bylaw Discussions

– Dean of Scientific Research versus office of scientific research affiliated with the vice-president
– Dean of Scientific Research versus vice-president for academic affairs and graduate studies
– Dean of Scientific Research to be engaged in fund-raising for research activities
– Eight faculty members from the University at large as members of Scientific Research Council
– At least a rank of Associate Professor as a requirement for faculty membership in Scientific Research Council
– Appointment of non-faculty members of Scientific Research Council by University Council
– No voting rights for non-faculty membership of Scientific Research Council
– The establishment of Research Committees at the college and at the departmental
Text of Scientific Research Bylaw

• Role of the Dean
• Council  
  – Composition  
  – Responsibilities
• Grants
• College and departmental committees

• Role of centers  
  – Research  
  – Education  
  – Training
• Financial resources
• Center council  
  – Composition  
  – Responsibility
Scholarship bylaw

• Standing “Scholarship committee” shall manage scholarship program

• Scholarship shall be grants

• Scholarship shall be for both faculty and staff

• Scholarships shall be for both academic degrees and training programs

• Scholarship committee shall be chaired by vice-president for academic affairs with membership including relevant deans, and one faculty member appointed by the president.
Scholarship bylaw

- No ceiling on the age of candidates for scholarship
- Candidates are not restricted to those employed by the university
- Possible extension of scholarship for one year
- Two years of service for each year of scholarship
- 50% fine for service-default

- No extra allocations for marriage during scholarship tenure
- (If the grantee is unable to pay the cost plus the fine) Payment by installments for a period not exceeding three times the period of scholarship
- Waive of service commitment if recipient is not appointed in six months
Student fund bylaw at HEIs

- In view of the existence of funds at the level of the West Bank and Gaza and other funds at the level of universities in Palestine, it would be advisable to develop an integrated by-law to serve as an umbrella for all these funds.

- It is highly recommended that members of the Student Fund draw on local, regional and international experiences in terms of running the Fund, securing funding sources and sustainable revenues from competent authorities, etc.

- The Student Fund is primarily and solely intended to provide grants, loans and financial assistances to cover tuition fees and not to make up for the ever-increasing expenses of living. The objective is to benefit the largest possible group of students.
Student fund bylaw at HEIs

• It would be feasible if members of the Student Fund define, beforehand, those specializations with a high potential for immediate employment opportunities upon graduation. Accordingly, priority in allocating funding will be given to students joining these specializations.

• The allocation of funding amongst students pursuing studies at the Master's level and those pursuing studies at the Bachelor's level should take into consideration the overall welfare of the higher education sector in Palestine.

• Members of the Student Fund are advised to benefit from international experiences and practices in terms of investment in the Fund's monies with the objective of maintaining revenues and drawing up short, and medium-term plans to this effect.
Student fund bylaw at HEIs

• Constructing bridges of cooperation between members of the Student Fund and the Ministry of Finance with a view to encouraging the latter to issue legislations that exempt donations to this Fund from income tax.

• Constructing bridges of cooperation between members of the Student Fund and the Ministry of Planning and International Cooperation with a view to encouraging the latter to allocate a share of funding for the Student Fund from projects supervised by the Ministry.

• The Student Fund's Committee should define, beforehand, available employment opportunities be they academic, administrative or at the various utilities on campus.
Text of Student Fund bylaw

• Resources
• Goals and objectives
• Fund administration and management
• Grants
• Assistance
• Loans
• On-campus employment opportunity
• Eligibility
Degrees awards bylaws and regulations

• Degree awards bylaw
  – This bylaw is made of (4) articles specifying the types of degrees and certificates to be awarded by HEIs. For flexibility, the bylaw empowers the Dean’s Council to issue the regulations for awarding the different degrees and certificate.

• Degrees award regulations
  – These regulations include (3) sets of regulations as follows:
    • Bachelor’s Degree
    • Master’s Degree
    • Doctoral Degree
HEI Governance, Management and Organization Proposed Framework

15. Board of Trustees
16. University President
17. University Council
18. Dean’s Council
19. The College Level
20. Organizational Structure
21. Graphic Organizational Chart

Presented by: Dr. Isam Zabalawi
Board of Trustees

The board shall be responsible of the following:

• Plan the policy and the strategy of the university
• Approve the developmental projects of the university
• Developing relation with the public and private sectors
• Quality assurance of the university
• Appointment of the president, vice-president and deans
• Approval student dues and fees

• Admission policy and determining the number of students admitted every year
• Fund raising and management of university investments.
• Promoting donations and creating endowment.
• Approval of the annual budget and auditors reports.
• Monitoring the performance of high ranking officials of the university.
Features of the University Organization Chart

The features of the organization chart are the following:

• The board of trustees is the top governance body
• The president of the university is the top executive officer of the university and works under the authority of the board of trustees
• The university president delegates some of his responsibilities to vice-presidents
University President

• The appointment of the University President shall be by a Board of Trustees decision to be issued by a State Presidential Decree
• The appointment of the University President shall be for a term of four years renewable only once
• The University President must hold the rank of 'Full Professor.'
• When the term of appointment of a University President ends, he (or she) may continue service at the University as a 'Full Professor.'
President duties and responsibilities derived from regulations

- General appointment regulations
- Faculty bylaw and regulations
- Employees bylaw and regulations
- Financial bylaw and regulations
University Council

Each university shall have a "University Council" chaired by the University President with the following members:

1. Vice-Presidents.
2. Deans.
3. A faculty member from each College.
4. Three heads of academic, technical and administrative university units.
5. Two members from the local community.
6. One university student.
7. One university alumnus.
8. University Council members specified in items (4), (5), (6), and (7) shall be appointed by the President for a one-year term.
University Council

The University Council shall assume the following duties and responsibilities:

- Raising the standard of services provided by the university.
- Study and discuss the annual report prepared by the President for the university activities at the end of each year.
- Studying and discussing with its capacity the future plans and projects of the university and submitting it with recommendations to the Board of Trustees.
- Recommending to the Board of Trustees tuition and all other fees to be paid by the students.
- Issue of all regulations pertaining to academic affairs.
- Issue of all regulations pertaining to non-academic affairs including faculty, staff, and student clubs; student housing; and all other social or cultural student activities.
- Discussion of university by-laws and hence submitting it to the relevant decision-making bodies.
University Council

- Study and discuss draft annual budget and annual closing accounts, and hence submitting the same to the Board of Trustees.
- Study and discussion of university's annual report pertaining to university activities and achievements, and hence submitting the same to the Board of Trustees.
- Consideration of any other university matter submitted by the President.
Deans’ Council

The Deans’ Council shall assume the following duties and responsibilities:

• Recommend to establish new college, merge, or cancel them
• Appointment, promotion, tenuring, and leaves of faculty members
• Evaluate the performance of faculty members
• Award scholarships to faculty members, part-time lecturers, assistant researchers on scholarships, academic missions, and training workshops
• Approve of study plans recommended by the college council
• Measure the academic performance
Deans’ Council

- Grant academic and honorary degrees
- Establishment of professorship chairs
- Recommendations to the board of trustees on the number of students accepted in the different specialization and colleges of the university
- Recommendation to the university council on the tuition fees
- Issue the needed regulations to implement the bylaws related to the academic work
- Any other academic matters presented by the university president
Duties and Responsibilities of Dean

The Dean appointment, responsibilities, and duties:

• The dean is appointed by decision from the board upon the recommendation from the president.
• The term of appointment is for two years renewable for one further term only.
• The dean must hold the academic rank of 'full-Professor' and must also possess academic tenure.
• If need arises, a faculty member holding the academic rank of 'Associate Professor,' or 'Assistant Professor,' may be appointed as Acting Dean. Acting Deans shall have the same responsibilities and authorities as all other Deans, and are appointed for two years renewable for one further term only.
• Deans other than college deans shall be appointed by a decision made by the Board of Trustees upon recommendation of the University President.
Duties and Responsibilities of Dean

- The 'Dean' of the college is responsible for the educational, administrative, financial and academic research in his college pertinent laws, and by-laws, and regulations.
- The dean shall abide by and implement the decisions of the Board of Trustees and the Deans' Council.
- The Dean shall have the responsibility to ensure that all instruction and research activities within his faculty are conducted in a proper manner that promotes excellence and scholarship.
- The dean is responsible for maintaining discipline and overseeing the application of the University's pertinent laws, bylaws, and regulations.
Duties and Responsibilities of Dean

- The Dean should submit to the University President a detailed report at the end of each academic year highlighting the educational, research and other activities accomplished by the faculty and its students over the past year.
- Deans other than Faculty Deans shall handle various activities and perform tasks and duties as stipulated by the University pertinent laws and bylaws.
- Evaluating the overall academic performance and scientific achievements and accomplishments of his college.
Duties and Responsibilities of College Council

Composition of the College Council:

- Dean of the College, Chairperson
- Vice-Deans
- Departments Chairpersons
- One representative from each of academic department elected by the faculty member of the department for one year renewable
- Two experienced members from outside the University nominated by the dean and appointed by the Dean's Council
Duties and Responsibilities of College Council

Role of the College Council
The College Council shall assume the following duties and responsibilities:

• Proposing curricula and requirements for awarding the degrees and certificates greeted by the college.

• Approval of the curricula recommended by the different departments in the College.

• Coordination with the Deanship of Graduate Studies for the appointment of advisors and committees for thesis difference.
Duties and Responsibilities of College Council

• Supervision of teaching in coordination with the concerned departments in the college.
• Scheduling and supervising the examinations and approved these results.
• Recommended to the Dean's Council the awarding of the degrees.
• Supervision and encouragement of research activities in coordination with the deanship of research.
Duties and Responsibilities of College Council

• Discuss and recommend to the Dean's council all matters the faculty members concerning their appointment, promotion, secondment, scholarship, sabbatical leaves, leave without pay, resignation and all others academic matters according to the bylaws.

• Prepare the annual budget of the College.

• Any other matters referred to the College Council by the Dean.
Duties and Responsibilities of Department Chairperson

The Department Chairperson is to be entrusted with the following tasks and duties:

• Having administrative responsibility over the program(s) and the facilities of the department.

• Overseeing curriculum and program development within the department.

• Evaluating the instructional and administrative processes at the department and making appropriate recommendations to Dean of the respective Faculty.
Duties and Responsibilities of Department Chairperson

- Taking part in the assessment of department members' academic and research performances, and reporting these assessments as required.
- Ensuring adequate supervision of instruction methodologies.
- Preparing the department teaching schedule.
- Appointing academic advisors to students majoring in the department.
Duties and Responsibilities of Department Chairperson

• Preparing the budget of the department for submission to the Dean.
• Preparing course descriptions and related material for the university catalogues.
• Initiating plans for the development of the department.
• Ensuring the provision of proper care and maintenance of equipment and property in the custody of the department, and for the taking of periodic inventories.
Duties and Responsibilities of Department Chairperson

• Preparing the annual department report for submission to the Dean, who in turn submits to the University President.

• Carrying out other duties as are set forth in pertinent Faculty by-laws and in implementing of the University's laws, by-laws and regulations.

• Carrying out these activities in consultation with department members where appropriate.
Duties and Responsibilities of Department Council

The main tasks and duties of the Department Council can be summed as follows:

- Proposing suggestions and collective decisions to be initiated or evaluated for recommendation to the Faculty Council especially in relation to upgrading study plans and raising the quality of education in the Faculty and its constituent departments.
- Coordinating programs and course offerings in the department.
- Recommend appointment, promotion, tenure, leaves, and other faculty affairs.
Duties and Responsibilities of Department Council

• Encouraging academic research and coordinating activities relating thereto between and among faculty from the same department.

• Providing feedback in relation to applications for academic promotion or recruitments of new staff, provided that junior faculty members do not share in the discussion or have a say in the promotion decision of a colleague of a higher academic rank.

• Suggesting the distribution of the departments' academic calendar and lecturing timetable.
Organizational Chart: Student Affairs

Deanship of student affairs

University Security Department

Student Services Department

Student Activities Department
Student Activities Department

• Providing the opportunity for students to practice and develop their athletic, artistic and cultural capabilities.
• Establishment of theatre, art and cultural groups.
• Participation in student activities and competitions with local and regional teams.

Student Services Department

• Receives student complaints and assists in solving them.
• Issues documents to students such as good conduct certificates, application for postponement of study, etc.
• Attending to the welfare and concerns of non-Palestinian students.
• Supervision of the activities of student council.
• Supervises of student financial assistance programs.
Organizational Chart: Admission and Registration

Department of Admission and Registration

- Document Section
- Registration Section
- Admission Section

Admission Section

Implementation of the University and the Ministry of Higher Education rules and regulations for the admission of new students checking the documents of applicants for admission to ensure their authenticity and eligibility for admission to the university.
**Registration Section**

- Preparation of the class schedule for the various faculties and the supervision of the registration process.
- Follow-up and maintenance of the students academic records.
- Preparation of the lists of graduating students, dismissed and students on probation
- Preparation of the lists for high achievers

**Documentation Section**

- Preparation and issuance of transcripts and certificates to the students
- Preparation of the statistical information regarding the students and providing such information to the concerned governmental offices.
Financial Affairs

Department of the financial affairs has the following responsibilities:

- Receiving and taking action on all financial matters that are addressed to the university.
- Payment of all due bills.
- Collection of student fees and other funds due to the university.
- Payment of salaries to all those who are employed by the university.

- Preparation of budgets and financial statements.
- Following up on all matters related to retirement, taxes and social security for the employees and the university.
- Keeping up-to-date records on all financial activities within the university.
Purchasing and Procurement Department

• Receiving requests for purchase of materials and supplies from the various departments at the university, and acting on them.

• Preparation of all tender documents for equipment or projects for the university and the analysis of the responses to the bids and making the necessary recommendations.

• Participation in all committees that receive supplies and equipment.

• Purchasing text books for the students bookstore, and books and journals that are requested by the university library.

• Maintaining an up-to-date inventory of the equipment, furniture and other university assets.
Personnel Department

- Graduate Scholarships Section
- Employee Affairs Section
- Faculty Affairs Section
Faculty Affairs Section

- Working with the various faculties to determine their needs for new faculty members.
- Seeking candidates for available positions through advertising or other means.
- Preparing the documents needed for candidates for employment and forwarding them to the respective deans for their recommendations.

- Keeping records of all faculty members regarding their salaries, benefits, vacations, social security, retirement, health insurance and other university benefits.
- Making the necessary arrangements for new faculty.
- Documenting faculty benefits and making the necessary arrangements for health and life insurance, retirement, and social security benefits.
Employee Affairs Section

- Working with non-academic departments to determine their needs for new staff.
- Assist the various administration departments in selecting candidates for employment through advertising, interviewing and recommending qualified people for the available positions.
- Keeping records of all employees regarding their salaries, benefits, vacations, social security, retirement, health insurance and other university benefits.
- Planning and organizing training programs for new and old employees to make sure that they are up-to-date with new methods and technologies and to improve their performance.
- Performing annual evaluation of employees to determine merit increases, promotion, continuation of service or termination of employment.
Graduate Scholarship Section

- Preparing a long-term and a short-term plan for graduate scholarships abroad based on the future needs for faculty members at the university especially in areas where there is a shortage of qualified candidates for employment.
- Seeking candidates for scholarship through advertisement within and outside the university.
- Establishing contact with renowned universities abroad to help in obtaining admission to graduate studies for potential scholarship students.
- Developing a follow-up mechanism to maintain contact with the scholarship students and the university where they are studying to ensure that the students are progressing well in their studies.
- Assisting the students after completion of their studies to join the university.
General Services Department

• Providing the services required by the university in the areas of transportation, agriculture, communications, sanitation and public health.

• Protection of university property.

• Maintenance of the university facilities and having a preventive maintenance program for them.

• Supervision of any food or drink facilities at the university to insure their adherence to proper health standards and that they are provided to students at reasonable prices.

• Ensuring that university grounds and buildings are well kept and clean.
Financial System, Strategic Planning and Program Planning

22. Financial System and resources
23. Strategic Planning for Palestinian Tertiary Education
24. Planning, Programming, Budgeting, Monitoring and Evaluation

Presented by: Dr. Fouad Beseiso
Mr. Ramzi Rihan
Financial System and Resources

• Available private funds are insufficient under current economic conditions.

• Rigorous, transparent and generally accepted bases for institutional funding do not exist; these bases require detailed and credible donations and are thus unsustainable in the long run.
Financial System and Resources

• Student aid has also relied on international funding.
• It is not expected that acceptable levels of student fees can cover the cost of higher education at a good level.
• This source of funding does not ensure institutional sustainability.
Financial System and Resources

Funding of Higher education is indeed an urgent present need. However, two additional principles have been neglected:

1. **Funding of higher education should be inline with development and future economy and demography of the state.**

2. **Funding is a major policy instrument.**
Funding of higher education should be inline with development and future economy and demography of the state.

• This principle provides an estimate of the number of students receiving aid in each field of study. Even if this aid is in the form of loans, it has to be based on the need for graduates in the various fields, as well as the academic performance of each applicant.

• This incorporates the second principle by helping to raise the quality of graduates
Funding is a major policy instrument

• The second principle is crucial in allocating institutional subsidy. Currently, funding has relied more on student numbers, thus going against the obvious fact that students are a source of revenue (however insufficient) rather than an item of expenditure.

• This approach has also encouraged institutions to increase student numbers without a proportionate increase in the numbers of their faculty members, hence contributing to a lowering of a basic quality factor by increasing the student/teacher ratio.
Urgent Need and Technical Aspect

Since the student/teacher ratio is a basic indicator of quality and the major determinant of unit cost, the following elements of institutional subsidy are proposed:

• Target student/teacher ratios are adopted as normative values. The target number of faculty for each institution would be calculated on the basis of its number of students and the target ratios.

• An allocation for each faculty member would be decided.
Urgent Need and Technical Aspect

• Institutions which have a higher student/teacher ratio than the target one and hence a lower number of faculty would be subsidized according to their actual number of faculty. This would encourage them to lower their student/teacher ratio to approach the target by either hiring more faculty or reducing their student intake.

• Institutions which have a lower student/teacher ratio than the target one and hence more faculty than they should have according to the target ratio would be subsidized according to the target number of faculty. This would encourage them to raise their student/teacher ratio by either restricting the growth of their faculty or increasing their intake of students.
Funding as a Policy Instrument

• All students admitted to the HEIs should pay their fees at cost.

• Student fund shall be created from subsidies to cater for giving scholarships for excellence or loans without interest for needy students to cover their fees partially or totally.

• Concerning development for each HEI infrastructure or new programs, funding trust shall be created from public or private funds internally or externally.
Funding as a Policy Instrument

• The continuation of the subsidy for any student would require some minimum level of academic performance.
• Incentives shall be given to encourage TVET students.
Funding as a Policy Instrument

• Diversification of student enrollment at various HEIs.
• Quality improvement by rewarding the best qualified high-school graduates.
• Establishing a sensible balance between academic performance and financial need as criteria for student aid.
• Providing a transparent and equitable system of student aid.
Funding as a Policy Instrument

• Whatever subsidy scheme is adopted, it has first to be studied and analyzed carefully, especially in regards to its long-term sustainability within the general economic context.

• The effects of any subsidy scheme on the higher education scheme as a whole – size, quality, profile – are also important consideration.
Strategic Planning for Palestinian Tertiary Education

• Planning has to be both quantitative and qualitative
• Planning has to include both short-term goals and long-term strategies
• Planning has to be undertaken at both the national and institutional levels.
Strategic Planning for Palestinian Tertiary Education

Positive aspects of Palestinian tertiary education planning are:

• Data has been collected for three decades. Despite many short-comings, this tradition -with suitable improvements- forms a solid foundation for future planning.

• Many institutions have become aware of the need for systematic planning and have produced planning documents of varying quality. Again, this is a good starting point.

• There exists an authorized national body – the Ministry of Higher Education- for the formulation of a national plan and the coordination of the institutional plans within it.
Strategic Planning for Palestinian Tertiary Education

**Negative** aspects of Palestinian tertiary education planning include:

- Quantitative data is not analyzed and thus is not used as a foundation for realistic conclusions.
- Short-term planning and long-term strategies are not firmly connected to each other.
- A national plan or strategy for Palestinian tertiary education has not been formulated despite the fact that the Higher Education Law mentions it explicitly in Article 5.7 as a responsibility of the Ministry of Higher Education.
Pre-requisites for the Planning Process

• Organization of the supervising agency –the Ministry- and clarification and documentation of its legal status and the responsibilities and authorities of each officer and organ in the Ministry.

• Organization of each institution and clarification and documentation of its legal status and the responsibilities and authorities of each officer and organ in the institution.

• Identification of the planning processes in the Ministry and assignment of roles at each step in the processes.
Pre-requisites for the Planning Process

• Identification of the planning processes in the institution and assignment of roles at each step in the processes.

• Establishment of channels and identification of contact points between the Ministry and each institution for purposes of planning.

• Training of personnel involved in planning. This might not be an elaborate process, and could be undertaken in a series of workshops and sessions. Competence of all personnel involved at both the national and institutional levels is essential. Moreover, it is important to develop a common language shared by all the institutions and the Ministry.
Data-Base and Short-Term Planning

• Collection, updating, and circulation to institutions of basic national data: demography, economy, school education, etc.

• Development of the elements of a data base for higher education institutions. The data elements have to be determined by the Ministry in consultation with the institutions and with due regard to international practice.

• Development of a set of performance criteria and quality indicators. These too have to be in accordance with international practices.

• Computerization of the data base at the institutional level and the aggregated data base at the national level.
Data Base and Short-Term Planning

• Training of Ministry and institutional personnel on the use of the data base

• Provision of the required data on a periodic basis by the institutions to the Ministry. This is being done, but not in a completely consistent manner.

• Collection and checking of institutional data and contact with institutions to fill omissions and correct errors. This is a major weak point of current practice.
Data Base and Short-Term Planning

• Analysis of institutional data on the basis of the performance criteria and quality indicators to identify the strengths and weaknesses of each institution, including violations of standards set by the Ministry.

• Aggregation of the institutional data to obtain the national data; identification of historical trends and production of projections. This crucial step in the process and the preceding step have not been done.

• Analysis of the national data to obtain relevant parameters, evaluation according to Ministry standards, and international comparisons.
Data Base and Short-Term Planning

- Identification of strong and weak points from the national data and international comparisons.
- Publication of institutional and national data, analyses, evaluations, and comparisons.
- Formulation of short-term national plans based on the previous steps and incorporating local external factors.
Data Base and Short-Term Planning

• Discussion of short-term national plans between the Ministry, the institutions and other parties concerned (Ministry of Education, Ministry of Planning, Ministry of Finance, Ministry of Economy, Ministry of Labour, PCBS) and approval of final plan.

• Incorporation of approved national plan into short-term institutional plans.
Prelude to Strategic Planning

A realistic approach to strategic planning requires the Ministry to be guided by two broad considerations:

• The national context, particularly demography and economy,
• The preferences and capabilities of the institutions.

The institutions, on the other hand, are guided by:

• Their preferences as expressed in their mission and their capabilities as deduced from their data base,
• Their ability to fit successfully into the national context.
Prelude to Strategic Planning

A review of the current status of Palestinian higher education reveals the following basic facts which are not given the attention they deserve:

• Enrollment rates are quite high
• A number of institutions have grown very rapidly and are still increasing their intake of new students and student bodies and expanding their programs.
• There is a strong tendency to ‘elevate’ the levels of institutions and programs
Prelude to Strategic Planning

• Most students at the secondary and tertiary levels are enrolled in academic programs; technical and vocational programs constitute a small minority.

• Among academic programs, scientific fields of study are a minority; the majority are in the humanities and social sciences.

• The capabilities of tertiary education institutions have not kept up with the increase in their enrollments.
Prelude to Strategic Planning

• The economic viability of the tertiary education sector is and has been for many years a matter of grave concern.
  – At the **input end** this relates to the ability of the national economy to provide the funds needed by the sector at its present and future size and at an acceptable quality.
  – At the **output end** this relates to the ability of the economy to employ the increasing numbers of graduates in many fields and with questionable quality and uncertain employability in some cases.

• The contributions of research by tertiary education institutions to Palestinian development have been limited.

• Undergraduate degree programs (bachelor’s level) remain the core business of the sector.
Enhance the Relevance of Tertiary Education

• Technical and vocational education and training should be encouraged at both the secondary and tertiary levels.
• Trends to raise diploma programs to undergraduate degree programs should be curtailed except in cases of demonstrable need.
• Admission to the Open University has to be controlled.
• Consider well-designed and focused short-term refresher courses, seminars, and workshops for specific target groups in the work force instead of formal degree programs.
enhance the relevance of tertiary education

• Scientific fields have to be encouraged.
• The expansion at the graduate level should be re-directed so as to lead to a balance between research-oriented master’s degree programs and work-related competence graduate diploma programs in highly needed professional fields (education, health services, social work, etc).
Planning, Programming, Budgeting, Monitoring and Evaluation

- Program planning and budgeting for Higher Education Development are aimed at the following:
  - To assess what is feasible and politically acceptable.
  - To translate those objectives into programs and work plans.
  - To indicate the required resources needed to design and implement activities.
  - To ensure that these resources are utilized according to legislative intent and in the most effective and economic manner.
Planning, Programming, Budgeting, Monitoring and Evaluation

• To provide a framework for setting priorities among activities.
• To establish effective system for monitoring implementation and verifying the effectiveness of the work actually done.
• To evaluate periodically the result achieved, with a view either to confirming the validity of the orientation chosen or to reshaping the programs towards different orientations.
Planning, Programming, Budgeting, Monitoring and Evaluation

• The following instruments are to be utilized:
  – The introduction to the Medium Term Plan whereby orientations are given to the HE institutions activities.
  – The program budget and the program performance report, where the institution is committed to precise work plans involving delivery of output and where implementation is mentioned and reported.
  – The evaluation System which allows for continuing critical review of achievements, collective thinking, and formulation of subsequent plans.
  – The medium term plan constitutes the legal mandate for the budget.
Planning, Programming, Budgeting, Monitoring and Evaluation

• **Levels of Participation:**
  – consultation with people
  – Participation in implementation
  – Consensus building and collective action
  – Participation in decision- making, planning and implementation
  – A continuing cycle of full peoples’ participation in decision-making, action and evaluation
خلاصة النظام المقترح حول التخطيط الاستراتيجي، تخطيط البرامج، الموازنة البرنامجية

مقدمة

• نتيجة إجراء تقييم عام لواقع التخطيط والنظام المالي المتبع لدى مؤسسات التعليم العالي الفلسطينية، والمقارنة مع الأنظمة الدولية المتبعة ومن واقع التجربة الميدانية المتعلقة بشؤون التخطيط البرامجي والشؤون المالي، فقد لوحظ ما يلي:
خلاصة النظام المقترح حول التخطيط الاستراتيجي، تخطيط البرامج، الموازنة البرنامجية

أولاً:

• عدم توفر نظام شامل ومتكامل للتخطيط الاستراتيجي وتخطيط البرامج وتكامله مع عملية إعداد الموازنة المالية للجامعات. وما يتوفر جهود مبعثرة لدى الوزارة ومؤسسات التعليم العالي دون ترابط فيما بينها ينسجم ومتطلبات تحقيق أهداف النهوش بالتعليم العالي لخدمة أهداف التنمية الإنسانية واحتياجات السوق.

• كما تفتقر الأجهزة العاملة في التخطيط لدى مؤسسات التعليم العالي إلى الوعي بالمفاهيم الدولية المتعارف عليها والتي تشكل الأساس الفعال لاعداد الخطط البرنامجية ورصد عملية تنفيذها وتقييمها ومتابعة تحديثها بما يتلاءم مع الاحتياجات المتغيرة. انعكس هذا الوضع في عدم تحقيق الأهداف المنشودة من أنشطة التخطيط المتصلة، وعدم ربط الموازنة المعدة من قبل مؤسسات التعليم بتحقيق أهداف محددة تتضمنها الخطة الاستراتيجية العامة للتعليم العالي والخطة البرنامجية.
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ثانياً:

• تحليل الفجوة القائمة في الأنظمة المتبقية حول تخطيط البرامج والشؤون المالية لدى مؤسسات التعليم العالي والأنظمة الدولية المتبقية، فقد اقترح للجوء إلى النظام المتبوع لدى الأمم المتحدة ، ضمن إطار عام للتخطيط الاستراتيجي بمفاهيمه وأسسه المعتمدة.

يتوفر هذا النظام أساساً لربط جميع أنشطة التعليم العالي باستراتيجية متوسطة الأجل، تنعكس في عملية اعداد الموازنة البرنامجية ، وتحقيق هذا النظام للأهداف والأولويات التي تعتمد من السلطة التشريعية استناداً للوثائق التي يقرها مجلس الوزراء، بناءً على المقترحات التي يقدمها وزير التعليم العالي بالتنسيق مع جميع مؤسسات التعليم العالي وذوي الصلة.

وبعد التشاور من خلال مجلس التعليم العالي والأجهزة التابعة له والمدعومة بالدوائر والوحدات المختصة بشؤون التخطيط لدى الوزارة ومؤسسات التعليم العالي وبعد التشاور كذلك مع كافة المؤسسات في وضع السياسات لدى السلطة الوطنية وبالتنسيق مع ممثلي القطاع الخاص لتحقيق المواءمة المطلوبة بين مخرجات التعليم العالي واحتياجات التنمية الإنسانية والسوق.
خلاصة النظام المقترح حول التخطيط الاستراتيجي، تخطيط البرامج، الموازنة البرنامجية

ثالثاً:

• يستلزم هذا النظام هيكل تنظيمي وإداري ملائم لتنفيذها

رابعاً:

المفاهيم التي يتضمنها النظام المقترح

ربط عملية التخطيط والبرمجة والموازنة بتحقيق أهداف خطة التنمية الاقتصادية الاجتماعية وفي إطارها.

تعتمد الخطة الخاصة بالتعليم العالي من مجلس الوزراء ويصدر بها تشريع خاص من المجلس التشريعي.

أسس عملية اعداد الخطة ومراحلها.

يقوم وزير التعليم العالي من خلال نائبه للشؤون المالية والتخطيط بوضع التعليمات المتعلقة بإعداد الخطة متوسطة الأجل (ست سنوات) وطلب مقترحات مختلف مؤسسات التعليم العالي، ثم تعرض الخطة على مجلس التعليم العالي بعد مراجعتها من قبل لجنة التخطيط والتنسيق التابعة للمجلس لمناقشة وإقرارها.

وإقرارها، ثم يتولى وزير التعليم العالي إحداثها إلى مجلس الوزراء للمناقشة والإقرار، يحال مشروع الخطة بعد ذلك إلى المجلس التشريعي للمناقشة والاعتماد، ثم يصدر بها تشريع خاص تمهيدا لتنفيذها.
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- مشاركة جميع وحدات التعليم العالي في صياغتها بالتعاون مع أجهزة القطاع العام والخاص
  ضمن آلية تنشئ اللجنة العليا للخطة ثم لجان قطاعية؟
- تعتمد الوزارة/ومجلس العليم العالي الخطة بعد مناقشتها.
  الخطة متوسطة الأجل MTP تعتبر المرجعية التشريعية للموازنة العامة للتعليم العالي، وتتشكل بأهدافها أطار عماً للجامعات العامة والخاصة.

خامسا:

• أدوات إدارة عملية التخطيط ومتتابعتها.
  - خطة متوسطة الأجل
  - الموازنة البرنامجية
  - تقارير متابعة عن الأداء البرنامجي
  - تقارير التقييم
Summary

• An adequate system of governance and management promotes effective functions and operations and establishes compliance with the proposed objected institutional policy and applicable laws and regulations.

• The Higher Education institution's Management, Committees, and Administration, along with academic and administrative staff and students, share the responsibility of carrying out this process.

• The whole activities of this study have been directed within a strategic vision aiming at filling in the gap between the existing governance and management practices and international norms and practices.