



WHITE PAPER

"Financial Model for the Kosovo Public Higher Education System"

FAITH

**"Increasing the Financial Autonomy and Accountability at public
higher education institutions in Kosova"**

544142-TEMPUS-1-2013-1-AT-TEMPUS-SMGR



Co-funded by the
Tempus Programme
of the European Union

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WP 4.2 - White Paper

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Executive Summary

1. Framework – Project and White Paper

The development of a modern university system is closely connected to an appropriate approach for providing autonomy which fits to the respective national and institutional situation. Within the four basic dimensions of autonomy, financial autonomy is crucial for universities to achieve their strategic aims.

FAITH is aiming at to increase the Financial Autonomy and Accountability at public higher education institutions in Kosovo.

The main input for this present white paper has been provided by the Kosovar partner and thus it is on the one hand strongly focussing on analysing the current situation and defining what should generally be considered for improving the current situation in Kosovo. On the other hand based on experiences and benchmarks of the partner countries/institutions short and long term implementation steps have been intensively discussed and in conclusion are recommended for facilitating the relevant processes.

Starting with some general remarks concerning autonomy and approaches for financing higher education, the White Paper is primarily addressing the following key topics in order to increase financial autonomy and accountability:

- Key Topic I "Profile of Higher Education Institutions"
- Key Topic II "Governance and Processes"
- Key Topic III "Human Resources"

Based on project workshops and a national conference in 2015, relevant subtopics are discussed in the following forms. For each subtopic, the legal framework, the status-quo and recommended measures are drawn up.

2. Results and key messages

Key Topic I "Profile of Higher Education Institutions"

Institutional profiles should be based on an appropriate strategical framework, which is in case of HEI a national university plan considering the national and regional requirements and particularities. Concerning financial autonomy the following issues must be taken into account:

- Funding must refer to a national common understanding, which is represented in a comprehensive national university strategy and in the respective university development plans.
- For the fair allocation of funds a functioning and widely accepted system must be implemented; state-of-the-art approaches are a system with appropriate performance agreements (to negotiate between the ministry and HEI) and goal agreements (operationalization of the performance agreements inside of the HEI).

- In terms of relevant criteria in any case the HEI should serve to societal, scientific and economic development of the country.
- For providing continuous communication and coordination a National Higher Education Conference (possibly by involving international experts and at least from time to time stakeholders representing societal and economical concerns) should be established.

Key Topic II "Governance and Processes"

This topic affects two levels:

1. *At national level: Financial planning should be facilitated by transparent regulations and sufficient funds for research and education. For implementing a functional system the following core issues have to be taken into account:*
 - A competitive performance based funding with clearly defined and internationally compatible indicators (critical factors of success) possibly facilitated by institutionalized national funds (starting grants, seed funding).
 - A student-related budget, which should however in any case consider specific national and regional labour market requirements to support the economic development; the precondition is the availability of reliable and realistic facts and figures based on a comprehensive database (e.g. permanently updated by figures of target market analysis).
2. *At institutional level an appropriate financial management system must be developed; for succeeding it is vital*
 - to provide situational experience in financial planning (from budgeting to controlling), which must be closely linked to strategical and organisational issues (embedded in the framework of the national university plan and in accordance with the respective university development plan)
 - to reduce complicated bureaucracy of financial management and to implement a modern conceptional management system, which allows for a coherent interaction of involved partners and stakeholders
 - to develop of comprehensive information system, which collects and consolidates the relevant data (e.g. financial data, students and staff statistics, study programs) to ensure the availability of basic information needed for planning both at university level and at national level
 - to ensure that based on authentic information the rector commands strong managerial responsibility with an appropriate scope of decision-making.

Key Topic III Human resources → staff policy plan

Universities are to be classified as expert systems; consequently qualified staff is the most important (critical) factor of success. Thus the precondition for an appropriate human resources management is a well structured staff policy plan, which should cascadedly be embedded in (1) a comprehensive national strategy for the tertiary sector and (2) in a corresponding development (extensive strategical) plan of the respective university. The contents of a staff policy plan are:

1. **Human resources planning / staffing plan** → *is closely linked to superior strategy and policy papers*
 - Based on reliable facts and figures, which are related to the factual volume of work and capacity of work; these both parameter should be balanced to a large extent.

2. **Categorization of staff**
 - In the framework of European standards and based on the strategical planning the current situation should be levelled step by step.

3. **Job description / workload**
 - Connected to item 1 and 2 job description and workload should be defined according to relevant international benchmarks.

4. **Salaries (bonus, allowance)**
 - Sustainable employment requires a system of national attractive and competitive basic salaries added by a transparent approach for compensation of additional work.

5. **HR-development, career paths, recruiting (appraisal interview)**
 - For being able to attract, to recruit and to sustain qualified academic staff the preconditions are traceable career paths, clear evaluation procedures accompanied by corresponding institutional and individual development measures (e.g. HR-department and human capacity).

3. Final remarks

In European context in the meanwhile a certain degree of adequate autonomy is the precondition for the positioning of HEI within the triangle of competition, cooperation and competence. Generally autonomy should not be prescribed but it should be shaped an appropriate frame at national and institutional level for developing autonomous HEI. The challenge is to implement suitable processes and structures fitting to the complexity which are characterizing HEI –systems.

In Kosovo the development process is at the very beginning and a lot of fundamental requirements and problems have to be tackled. Financial autonomy and accountability works only based on governance on eye level of the relevant institutions and stakeholders involved. Legal regulations which impair e.g. the rector`s freedom for decision are not beneficial but rather inconsistent concerning the strengthening of autonomy.

Introductory matters

Types of Autonomy

The relationship between the state and the higher education institutions (HEIs) as well as the University governance are core issues that have caused deep discussions in recent years. These issues are important conditions for the modernisation of Europe's universities. The European University Association's Lisbon Declaration (2007) sets out four basic dimensions of autonomy for HEIs:

1. academic autonomy (deciding on degree supply, curriculum and methods of teaching, deciding on areas, scope, aims and methods of research);
2. financial autonomy (acquiring and allocating funding, deciding on tuition fees, accumulating surplus);
3. organisational autonomy (setting university structures and statutes, making contracts, electing decision-making bodies and persons);
4. staffing autonomy (responsibility for recruitment, salaries and promotions).

Financial autonomy is crucial for universities to achieve their strategic aims. Restrictions in this regard are limiting the ability to steer the universities. In most countries in Europe, HEIs receive their core public funding through block grants. The concept of Line-item budgets is now extremely rare. However, in nearly half of the systems that use block grants, internal allocation possibilities are somehow limited by law. This ranges from a division into broad categories with no or limited possibility to shift funds between them to the earmarking of certain parts of the grant for specific purposes.¹

Development of a Higher Education profile with a focus on regional needs

*"Funding (or financing) is more than merely a mechanism to allocate financial resources to universities and students. It is part of the set of tools and other governance instruments that enforce common goals set for higher education (e.g. access, efficiency), set incentives for certain behaviour (e.g. competitive research grants), and attempt to maximize the desired output with limited resources."*²

Through their study programmes and research HEIs can (and should) have an enormous impact on regional development. Economically disadvantaged areas can thus be made more attractive as working and living spaces. Brain drain is prevented and new knowledge or new potential for innovation is introduced into

¹ Thomas Estermann, Terhi Nokkala & Monika Steinel: UniversityAutonomy in Europe II, 2011

² Ben Jongbloed: Funding higher education: a view across Europe, 2004

the regions, leading to the strengthening of regional economy. HEIs need to play a meaningful role in the local and global setting. They must do more than simply provide education and research – they must engage with a wide range of stakeholders including business and industry, they need to provide opportunities for lifelong learning and contribute to the development of knowledge-intensive jobs which enable graduates to find local employment and attract talent not only from the region but also from elsewhere. The capacity to compete in the global knowledge economy depends on how well countries and regions can meet the demand for high-level skills.

There are general interdependencies between government policy and strategic goals and the higher education funding system. The funding system and its basic design need to be adapted to the necessities of social and economic development. In countries with a major economic catch-up and a poorly developed economy, it makes sense to build the higher education system on two main foundations: On the one hand, it requires one comprehensive, internationally-oriented research university with strategic priorities. On the other hand, it requires specialized universities, which are adapted to regional needs in terms of economic development.

Those specialized universities in particular need the flexibility as well as the ability to respond quickly to changing market conditions. For this reason, it is important that the public universities of this type align their educational offerings close with the regional economic environment, build up a high reputation for their graduates in the labor market. For supporting the regional development and the employment outlook it is vital to particularly take into consideration the respective environment and requirements as well in study programs as in advanced training.

It seems that the Republic of Kosovo in its current economic situation requires academically and practically trained professionals to carry new application-oriented knowledge into the local economy. HEIs of the "Austrian university of applied sciences type" guarantee - with their science-driven practical training - to teach the ability to solve the challenges of the professional field with a state of the art scientific background. The human resources coming out of such study programmes are expected to improve the quality of the economy of the Republic of Kosovo in the regional competition.

Such an approach as suggested in this document does, however, require a coordinated strategy of the entire tertiary sector. This also implies considering to concentrate scientific subjects at specific campus locations in order to avoid duplication. It also aims to prevent an oversupply of graduates in certain disciplines.

The concept of teaching- oriented HEIs (such as universities of applied sciences) is based on the principle that a student should be highly employable after graduation, as he/she understands very well the basic principles of operation and management within the industry/economic field that they have studied for, and is able to contribute immediately to the further development of those fields. Study programs at teaching oriented universities combine a practical look at the relevant industry with an academic grounding within a regional context.

Financing Higher Education

At the beginning it should be noted that the introduction of a new or adapted financing model for higher education has to be made in stages. The most important starting point for developing a new funding model is the development of a comprehensive national strategy for a Kosovar Higher Education Area. The precondition for that is a national debate in which the core pillars of the higher education system should be developed. Therefore it is necessary to organise a moderated national dialogue by involving the relevant partners and stakeholders (for example Ministry of Education, Science and Research, Ministry of Finance, Student Union, Chamber of Labour and Chamber of Commerce, regional government etc.).

Subsequently, an adequate model has to be drawn up which appears to be the most helpful one to achieve the national targets. The points listed in this White Paper represent primarily ideas and suggestions, which are evaluated in the frame of the national context and need to be further adapted by the concerned stakeholders.

- "Funding of TEACHING" - Per capita funding models based on output-oriented indicators

One of the major challenges is to enable higher education systems to respond to the growing demand for tertiary education and a growing number of students within the framework of budget constraints. The funding of higher education has significantly changed in recent years. Trends in Europe have gone towards an extension of competitive and targeted funding of universities.

Overlooking the higher education funding mechanisms across Europe we observe a large variety but there are some clear tendencies:

- An overwhelming majority of countries make use of formula funding
- A growing importance of output measures in the funding formulas, next to the input measures (with the latter getting the highest weight)
- An increase in the use of project funds to increase competition for (research) funding and to meet specific national goals (targeted funding)
- An increase in the use of contracts agreed between ministries and individual HEIs, where part of the HEI's budget is tied to a performance agreement or performance contract.

The main arguments for a per capita funding model are: transparency, objectivity and better planning both on the side of the universities and on the part of the public sector. By means of a suitable model, it is possible to better legitimate allocations to universities and thus to guarantee basic financial security of the universities.

Formula-based funding as a resource allocation mechanism based on objective and standardised criteria has become a common tool in managing the financing of higher education. Both competitive and performance-based funding schemes are seen as innovative funding mechanisms, as they tend to increase transparency and ease the communication of financial needs, foster efficiency and effectiveness of the university's activities, and consequently, increase the university's output and impact. Public money is allocated through performance contracts, single indicators or integrated formulas using a set of measures and criteria. The funding of teaching

is in all cases based on the number of students and/or teaching outputs, which means that a university receives a certain funding rate for every student. Such funding rates are usually differentiated according to various criteria such as the field of study and level.

An output-oriented model allows a transparent, objective and better predictability in the use of resources across the higher education institutions as well as across the public sector. By means of a suitable model, it is possible to better legitimize financial allocations to higher education institutions and to guarantee a financial base of these institutions. It is, of course, necessary to identify influencing factors (total number of students, graduates, etc.) for the financial model.

For the purpose of implementation and concrete design of a study place financing in Kosovo in particular the following aspects should be considered:

- If it is assumed that in the future resources and budgets cannot be increased and continue to be scarce, the implementation of a per capita funding model (= study place financing) requires de facto study place management (definition of capacity and targets for student places) and maybe new admission rules. This is necessary at least in mainstream subjects or subjects with high growth expectations. Without such a rational planning of the university budget and the federal budget the risk of explosion in costs would be too high.
- The definition of study places and the definition of upper limits are not in line with the current free access to universities in Kosovo.

A definition of precise study place capacities has to be determined within the performance agreements, which in turn must be clearly defined.

- *Some more thoughts on a funding formula*

Budget allocations should be made according to the cost of the study fields. All funds should be allocated by the Ministry of Education, Science and Technology based on a specific formula. This formula should guarantee that universities have the financial means to make sure that all students will complete their studies within the period of time foreseen for finishing the study program (provided their academic performance is satisfactory, of course). The financing of the public higher education institutes would be done based on a unit price per student ("per capita") and bearing in mind the specifics of study programs. The second part of the funding should be performance-based and should be taken into account a set of indicators, which depend on the strategy of the respective HEI, depending on whether the HEI is focusing on primarily teaching or a balanced mix of teaching and research activities. Considering the Austrian universities applied sciences currently public funds are only allocated for teaching relating to university place management (see chapter: unit price per student* x Number of students).

Government core funding

- *University Place Management*

The first step for implementing a system for managing study places would be the determination of the student capacities that Kosovan HEIs are able to provide with the given human resources (teaching staff). There are different methodologies with different levels of complexity that could be used. The model uses input data should / might be available at all Kosovan HEIs (number of teaching staff, curricula of the single study programs ect.) and the complexity of the model is manageable, so it could easily be used to determine the rough dimension of existing student capacities as a first approximation. If the number of applicants for certain study programs obviously exceeds the existing capacities, a discussion on introducing admission restrictions must follow in the next step.

- *unit price per student* x Number of students*

* unit price per student depends on the equipment required. The cost of the study places can be distinguished according to seven groups of subjects:

Group 1	includes the „cheap“ book sciences such as law, economics or humanities	100%
Group 2	includes less laboratory intensive studies of science, technology or foreign languages	140%
Group 3	includes laboratory intensive and complex studies in science, technology or Pharmacy	180%
Group 4	medicine and dentistry	380%
Group 5	veterinary medicine (cost of the veterinary hospital proportionately included)	460%
Group 6	fine arts	300%
Group 7	performing arts and music	450%

Examples of indicators for a governmental performance-based funding model (which needs to be developed in accordance with strategic aspects):

- Number of degrees awarded by the university (Average of past two years)
- Number of students who have gained more than x study credits
- Number of employed graduates; for having available reliable data concerning this indicator, appropriate accompanying measures (e.g. coherent level of information, survey and tracking of graduates; access to efficient alumni networks) must be made sure.
- Drop-out rate

Other possible indicators defined by EUA, 2013³:

- Number of BA students, No. of MA students, Doctoral degrees, Amount of EU/international funding, Amount of external funding, MA-degrees, Research evaluations, number of ECTS, BA-degrees, number of Doctoral students, number of staff, Research contracts, International students, Doctoral theses, Scientific activities, Successful patent applications, Diversity indicators, International staff, Graduate employment rate, Floor space, Community outreach, Patent applications, National rankings.

³ Estermann, T., Bennetot Pruvot, E. & Claeys-Kulik, A-L. (2013): Designing strategies for efficient funding of higher education in Europe. DEFINE interim report, December 2013. Brussels: European University Association

Introductory matters

The main objective of this white paper is to analyse and define what should generally be considered for increasing the financial autonomy and accountability at public higher education institutions in Kosovo and which short and long term implementation steps can be recommended for facilitating the relevant processes.

The approach used for being able to achieve the aims of the project is to define the framework for the relevant main key topics, which means;

- to critically assess the status quo including the legal framework
- to compile the relevant findings and needs
- to exemplarily identify some suitable benchmarks
- to finally work out recommendations for short and long term steps for implementation

Particularities which have to be taken into account are:

- the parallelly ongoing process to enact a revised law on higher education, which requires to consider both approaches; ideally (best case scenario) the white paper refers to the sensitive paragraphs of law and thus complementarily supports the steps for.
- The elements of this white paper have been widely discussed with the partners from Kosovo in several workshops in order to assure their feasibility and to incorporate political and institutional commitments.

The following key topics are to be addressed in order to increase financial autonomy and accountability:

- Key Topic I "Profile of Higher Education Institutions"
- Key Topic II "Governance and Processes"
- Key Topic III "Human Resources"

Based on project workshops and a national conference in 2015, relevant subtopics are discussed in the following forms. For each subtopic, the legal framework, the status-quo and recommended measures are drawn up.

KEY TOPIC – PROFILE OF HIGHER EDUCATION INSTITUTIONS

- Comprehensive National Strategy for the Tertiary Sector

Regarding the specific national situation an adequate financing approach requires three major elements/components:

1. Clearly defined strategic process including the commitment of all hierarchic levels
2. General criteria for financing public Higher Education Institutions
3. Communication of all relevant partners and stakeholders (as intersection to key topic 2 "Governance and Processes")

Key Topic: Profile of Higher Education Institutions

Strategic process including a
comprehensive commitment of all hierarchic levels

Status quo / findings

- The HEI experiences in drafting the budget plans are based on the methodology of development of top down approach, more specifically from central level, with engagement of only a few academic units and departments. At present the reason for that is a lack of human capacity that in the end results in inadequate budget allocation.

Needs for actions

- HEI should define responsibilities and procedures for drafting the budget plans for the level of academic units and departments. Academic units and departments, according to the formula set by MEST and internal regulations and procedures of the HEI, draft annual financial plans based on criteria such as study programs, the number of students, number of staff, infrastructure and performance. The academic units discuss and harmonize positions with the central level of the HEI, which would result in a bottom – up approach.

Relevant Benchmarks

- Austrian Universities Act 2002 – UG 2002
Relevant instruments are:
 - Inside of universities: Development plan (involvement of all organization units)
 - For allocation of funds: Performance agreements („interface“ between the ministry and HEI)
 - On national level: Comprehensive national strategy (national development plan for universities)
- German Higher Education Act
 - § 58: HEIs are legally independent and have the right to set up their own administration
 - § 5: State funding shall be related to the performances of HEIs in teaching and research
 - More detailed regulations according to funding models (e.g. performance-based funding and development plans) differ in the 16 federal states and are regulated by local laws.
- Spanish Universities
 - Inside universities: Strategic plan (involving all HEI´s units) - see also http://www.revistaeducacion.educacion.es/re355/re355_02.pdf , last visited on July 9, 2016 (Abstract available in English)
 - Allocation of Funds: Performance agreements (between national/regional government and universities)
 - National level: According to the national strategic plan & the budget

Recommendations (short term)

- ➔ Definition and coordination of the systemic approach (appropriate national university system) by involving the relevant partners and stakeholders.
- ➔ Together with a higher level of autonomy for departments and faculties in designing their budgets, it is vital to also install mechanisms of responsibilities (even penalties!) for the execution of the budgets.

Key Topic: Profile of Higher Education Institutions

Strategic process including a
comprehensive commitment of all hierarchic levels

Recommendations (long term perspective)

- Based on a comprehensive national strategy: Implementation of a system with appropriate performance agreements (to negotiate between the ministry and HEI) and goal agreements (operationalization of the performance agreements inside of the HEI)
- To involve all hierarchical levels of the Kosovan HEIs into the process of budget design, this process should be a collaborative process of all levels, meaning that it contains elements of top-down decisions as well as bottom-up responsibility.
Consideration of the societal responsibility of the universities („third mission“)

Legal framework – Kosovo:

Law on higher education no. 04/L-037:

Article 6: Competencies and responsibilities of the Ministry in providing Higher Education

1. In accordance with the provisions of this law and subsidiary instruments issued under his basis and those issued under Article 14 of the Law on Education in the Republic of Kosovo municipalities (03/L- 068, May 2008) Ministry is responsible for:

- 1.1. planning the development of higher education in Kosovo in consultation with the accredited providers of higher education;
- 1.2. regulating public and private providers of higher education and approving their Statutes. The Statutes of all Universities and of any applicants for 'University' title shall be ratified by the Assembly;
- 1.3. allocating funds to higher education providers for purposes of teaching and research in the public interest under the general provisions of law applicable to the financing of public services in Kosovo and ensuring that such funds are spent in accordance with agreed priorities between the Ministry and each provider of through financing instruments specified in the form of sublegal act;
- 1.4. authorization of the format and content of the Diploma and Diploma Supplement, in cooperation with the Kosovo Accreditation Agency, issued by accredited providers of higher education, defined by sub legal act issued by the Ministry;
- 1.5. giving proposals concerning on the creation of a scheme or schemes for student financial support and regulating the administration of a scheme or such schemes;
- 1.6. promoting mobility of students and staff within the European and International Zone of Higher Education and to encourage the use of English language for learning alongside the official languages. Setting the rules regarding academic and professional recognition, in accordance with European standards, either through NARIC Kosovo within the Ministry or by the Kosovo Accreditation Agency and informing the public about the status of foreign qualifications through ENIC; European Network Information Centres;
- 1.7. promoting equality of opportunity in access and admission to higher education, in staff development and training, in the possibilities for lifelong learning and in all other aspects of higher education;
- 1.8. establishing a State Council for Higher Education, which advises the Minister on highereducation matters, setting its terms of reference and denomination of the members;
- 1.9. promoting links between public higher education providers in Kosovo, private providers of education and training, industry and commerce and encouraging the development of entrepreneurship;
- 1.10. promoting links between all higher education providers in Kosovo and higher education institutions in neighbouring countries and beyond;
- 1.11. licensing private providers of higher education;
- 1.12. providing assistance in accordance with this Law, for accredited providers of higher education and to students enrolled therein;

- 1.13. regulating of all other matters concerning higher education which are not separately regulated under this law.
2. In exercising powers and duties under this Law, the Ministry shall respect and promote the rights of Communities and their members, established in the Law for Protection and Promotion of the Rights of Communities and their Members in Kosovo (Law No. 03/L-047, March 2008)

Article 21: Funding methodology

1. In conjunction with the Ministry of Finance, the Ministry shall set out in an administrative instruction the methodology to be used for the allocation of funds for teaching and research in the public interest, together with any other allowances or concessions which may be approved by the Government. Funds may be allocated for the purposes of teaching; teaching-related research; infrastructure; or other purposes.
2. Allocation of funds for teaching specifies the number of students to be educated with public expenses in certain disciplines or fields of study. This number should be in accordance with maximum numbers prescribed in a provider's current licence. Description attached to each discipline or field determined through a sub legal act.
3. Ministry sets funding of higher education providers taking into account the objectives specified in the strategic plan of the provider and any observations or recommendations from KAA related to the quality of teaching of these providers or of specific programs.
4. Ministry shall have regard to the provider's recent performance and shall set an indicative budget path for a five-year funding cycle. The allocation of funds to a provider shall take the form of a performance agreement, running over three years, which shall be published by the Ministry once it has been agreed with the respective provider.
5. Funds shall be allocated each year as an amount paid to the provider during the financial year time intervals defined by the Ministry of Finance. Within the terms of its Strategic Plan, the limits of its licence and any conditions attached to the funds by the Ministry.
6. Governing Council approves financial scheme of delegation and accountability in budgetary sub-units within the institution through which reflected strategic planning and performance reporting duties that it owes the Ministry. All such schemes will encourage and facilitate capacity development, quality enhancement and achievement of agreed outcomes within each sub-unit budget. The Governing Council will approve Financial Regulations in accordance with the legislation in force. These arrangements will be incorporated in the provider's Statute.

Other Frameworks / regulations at national / institutional level:

- Strategy for Development of Higher Education in Kosovo (2005 – 2015)

Key Topic: Profile of Higher Education Institutions

General criteria for financing public Higher Education Institutions

Status quo/findings

- Development trends of the universities in the European Higher Education Area (EHEA) and other developed countries go in the direction of challenging and stimulating the HEI to generate their own revenues. Up to now the development of HEI in Kosovo is based on a traditional position not communicating with the economy, that brings about a strong financial dependence on governmental funds. The Universities do not have sufficient autonomy to manage state funds effective and efficient.

Needs for actions

- HEI should serve to societal, scientific and economic development of the country. The HEI should be challenged to compete to generate their own incomes through programs and research projects, as well as offering different types of services. Necessary mechanisms and instruments should be developed to support universities, academic units, departments and academic staff to create their own revenues, which will contribute to the development of science and lifelong learning.
- The financing of HEI should be done according to the performance and efficiency criteria. Priority should be given to the development of academic and professional study programs, which guarantee financial sustainability and close cooperation among university, society and economy.
- At the level of HEI the creation of mechanisms and instruments to attract funds from local and international donors should be impelled. All these measures need to be accompanied by providing HEIs greater financial autonomy.

Relevant Benchmarks

- *Austrian Universities Act 2002 – UG* (https://www.ris.bka.gv.at/.../Erv/...2002.../ERV_2002_1_120.pdf), last visited on July 9, 2016.
 - Sub Chapter 2: Financing, Performance Agreement and Quality Assurance
 - Sub Chapter 2a: Implementation of the Capacity-Oriented, Student-Based Funding of Universities
- *Spanish Universities*
 - Strategic Plan (in the case of University of Alicante, please see <http://web.ua.es/en/peua/strategic-plan-ua-40.html>, last visited on July 9, 2016).
 - Budget of each University (in the case of University of Alicante, please see <http://sge.ua.es/es/presupuestos/presupuesto-2016.html>, last visited on July 2016)
 - Funds for Spanish HEIs come from national/regional government (students-based, capacity-oriented, etc.) + fees (students)

More than 60% is coming from public funds, but the amount coming from fees rounds almost 25%. For more details <http://web.ua.es/es/sep/documentos/pdf/proyecto-presupuesto-2016.pdf>, last visited on July 9, 2016

Recommendations (short term)

- ➔ Definition and coordination of the systemic approach by involving the relevant partners and stakeholders

Key Topic: Profile of Higher Education Institutions

General criteria for financing public Higher Education Institutions

Recommendations (long term perspective)

- ➔ A funding system that is based on performance agreements. We consider the following precondition as vital for a successful implementation:
 - National and institutional strategy and development plans as a basis for the identification of relevant performances of HEIs
 - Establishment of national and institutional offices for the inquiry of statistical data and indicators
 - Development of relevant indicators to measure performance must be discussed by involving the Government, HEI top management and faculties/units.

Legal framework:

Law on higher education no.04/L-037:

Article 6: Competencies and responsibilities of the Ministry in providing Higher Education

Article 21: The funding methodology

Article 22: Conditions of Funding

1. In allocating funds for teaching, and scientific research in the public interest, the Ministry may impose conditions on providers.
2. Such conditions as are imposed under this Article shall be consistent with the Statute of the provider concerned and may relate to:
 - 1.1. financial control and audit;
 - 1.2. acquisition, use and disposal of land, premises and equipment;
 - 1.3. level and application of fees tuition and fees of other students;
 - 1.4. changing of destination or transfer of funds allocated for teaching from one teaching area to another.
3. The Ministry does not designate any condition which would have the effect of limiting the ability of the provider to act in accordance with its statute, to attract funds from other sources, including the appointment of additional places of study within the limits of the license, provided that, in the opinion of the Ministry, it does not:
 - 3.1. a negative effect on the quality of education with public funds
 - 3.2. does not prejudice the duty of the provider to conduct its affairs without discrimination on any ground such as sex, race, sexual orientation, disability, marital status, colour, language, religion, political or other opinion, national, ethnic or social origin, association with a ethnic community, property, birth or that are related to other conditions.
4. The Ministry may not impose any condition which restricts freedom of teaching within this Law, the licence and the accreditation of the provider.
5. Funds that remain unspent at the end of the financial year are assigned to switch to the reserve fund for approved that are specified in the strategic plan of the provider or its annual updates.

Subject to the provisions of this section, the Minister may cancel the funds, for which she believes has been abused and in this case the funds are returned to the Ministry of Finance at the request of the latter.

Key Topic: Profile of Higher Education Institutions

General criteria for financing public Higher Education Institutions

Other Frameworks / regulations at national / institutional level:

- Law no. 03/L-060 on National Qualifications (2008)
- Law no 04/L-135 on Scientific Research Activities
- Administrative Instruction on Criteria and Procedures for the Accreditation of Higher Professional Schools and Higher Technical Schools in the Republic of Kosovo (UA 12/2009)
- Strategy for Development of Higher Education in Kosova 2005 – 2015
- Kosovo Education Strategic Plan 2011 – 2016
- The National Research Programme of the Republic of Kosovo 2010 – 2015
- Kosovo Innovations Strategy 2013 – 2020 (draft)
- Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2007-2017.
- National Development Strategy 2016 – 2021.
- Individual strategies of the public higher education institutions.

Key Topic: Profile of Higher Education Institutions

Communication of all relevant partners and stakeholders

Status quo/findings

- Medium-term and long-term budget planning for HEI is not coordinated and harmonized between the MEST and HEI. In some cases, the government takes decisions without an in-depth analysis, consultation and coordination /feedback with the HEI. Missing strategical roadmaps of / for the HEIs together with changes "on short notice" of the governmental budgets prevents effective and sustainable management of the financial resources.
- The repercussions that ad-hoc decisions may have on budget cuts are not taken into account as it is the case of the removal of student fees payments, or the opening of new universities without prior preparation and an adequate strategic plan.
- Decision to increase the number of students is taken without budget planning and without increase on the number of academic staff. On the other hand, universities do not prepare Development plans, which are adequate and in accordance with other strategic documents at state level, from which must derive annual and mid-term strategic plans.
- New study programs are accredited and launched without a comprehensive study of labour market and of an adequate assessment of financial implications that the new study programs might have in the overall institutional budget. Development trends of the universities in the European Higher Education Area (EHEA) and other developed countries go in the direction of challenging and stimulating the HEI to generate their own revenues. The experience of development of HEI in Kosovo is based on traditional development of not communicating with the economy, and a financial dependence on governmental funds.

Needs for actions

- Communication forum between the MEST and HEI should be in harmony with strategic documents and with a detailed medium and long term planning. The government must formulate a development plan for the country in accordance with the relevant stakeholders and HEIs to identify how they could contribute to these development goals with their activities in teaching and research.
- Stakeholders should accurately fulfil the obligations and duties that derive from strategic documents, and to engage in the advancement of ongoing mutual communication and cooperation based on the experiences and standards of the European Higher Education Area.
- Advisory body to the Minister of education, science and technology, parliament and the universities, (for example University Conference) consists in the elaboration of recommendations to the Minister in all university-related matters
- A key factor for success could be a differentiation of the Higher Education Sector, with well-defined tasks and duties of each institution, based on the national development plan and resulting in different development plans for each HEI. Coordinated Higher Education Area that is characterized by universities which are acting autonomously within a given strategic national framework, is to be achieved by a combination of differentiation and cooperation.

Key Topic: Profile of Higher Education Institutions

Communication of all relevant partners and stakeholders

Relevant Benchmarks

- Austria: Conference of HEI (http://www.hochschulplan.at/?page_id=6 , last visited on July 9, 2016)
- Germany: Rector’s Conference (www.hrk.de , last visited on July 9, 2016),
- German Council of Science and Humanities (www.wissenschaftsrat.de , last visited on July 9, 2016)
- Spain (University of Alicante): through Social Council (<http://web.ua.es/en/consejo-social/presentation.html> last visited on July 9, 2016) and specific HE Conferences organised by CRUE (<http://www.crue.org/SitePages/Inicio.aspx> , last visited on July 9, 2016) (main communication partner between universities & the central government; plays a key role in all regulatory developments affecting higher education in Spain), representatives of students body, etc.

Recommendations (short term)

- ➔ Establishment of a Rectors’ Conference and embedded in the systemic approach --> definition of regular communication procedures by taking into account the relevant partners and stakeholders
- ➔ Establishment of the National Higher Education Conference as main advisory body to the Minister of education, science and technology, parliament and the universities,

Recommendations (long term perspective)

- Implementation and continuing improvement of the communication procedures between MEST and HEI.
- Implementation of Permanent “National Higher Education Conference” (aka international inter-ministerial working group for higher education)

Legal framework in Kosovo:

Law on higher education no.04/L-037:

Article 6: Competencies and responsibilities of the Ministry in providing the Higher Education

1.8. establishing a State Council for Higher Education, which advises the Minister on higher education matters, setting its terms of reference and denomination of themembers;

Other Frameworks / regulations at national / institutional level:

- Cross-sectional issues, which affect strategical development, negotiation procedures and the following KEY TOPIC Governance and Processes
- Administrative Instruction on Establishment of Rectors’ Conference.

KEY TOPIC – GOVERNANCE and PROCESSES

In relation, with the above identified lack of communication within the strategic process, communication is also a core issue in terms of governance and relating processes; comprehensively contemplated functioning governance requires an appropriate system of communication, expertise as well as operational and organisational structure.

Concerning the specific framework of the project FAITH the discussed and identified subtopics are mostly/predominantly related to financial planning and management including the responsibilities inside of the Higher Education Institutions. In detail the following sup-topics have to be taken into account:

1. Financial planning

- Increase of governmental funds for financing of research activities
- Correlation between the number of students and the increase of budget

2. Financial management

- Experience on financial planning
- Complicated bureaucracy of financial management
- Information system (managerial and financial)
- External and internal governance in terms of accountability and autonomy

Key Topic: Governance and Processes

Increase of governmental funds for financing the research activities

Status quo/findings

- At the level of the government the amount of public funds allocated for scientific research is very low in relation to the number of higher education institutions in the country. Such a thing prevents scientific research that would contribute to innovation and economic development. On the other hand HEIs do not motivate their staff to apply for grants for research activities.
- No formula for stimulating academic staff exist to enhance their scientific research work and to utilize the maximum of available funds according to priorities set by the National Research Council.
- The research landscape should encompass scientific or applied research, appropriate support and services for the development of the institution, professor's work in consulting and advising students, preparation and design of projects, leading or mentorship of master and doctoral thesis, achievements in research projects involving students of the second and third study level.
- Scientific publications should serve as an indicator measuring the performance of scientific research.

Needs for actions

- Initialising, supporting and fostering other funding options like e.g. in cooperation with industrial partners (impulse programs, matching funds).
- Managing cooperative programmes and projects with the EU and other European and international partners
- Implementing a competitive performance based funding system for research
 - Public higher education institutes should be actively engaged in research either in order to profit from research results and methodologies for their teaching or – especially in the case of the research university suggested in the first chapter of this document – to play a part in the international research communities. Performance-based funding leads to a shift of Research funds from less successful research units (those that have a low performance) to more successful units who can achieve the critical mass for excellent research at a high level.
 - The allocation of funds should be based on perennial performance agreements between universities and the relevant ministry involving criteria and indicators which adequately mirror the outputs and benefits of university research and teaching activities. In international practice a wide variety of performance indicators (input and output indicators) is used, with the most important indicators being:
 - the number of students, the number of graduates,
 - the number of research staff,
 - the number of (peer reviewed) publications [Analysis of the National Science Indicators (NSIOD) database of the ISI (Institute for Scientific Information)] and
 - the amount of external research funding (third party funding)

Key Topic: Governance and Processes
Increase of governmental funds for financing the research activities
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • <i>Example Austrian Universities Act 2002 – UG</i> (https://www.ris.bka.gv.at/.../ErV/...2002.../ERV_2002_1_120.pdf last visited on July 9, 2016) <ul style="list-style-type: none"> - Chapter 1/ Sub Chapter 2: Financing, Performance Agreement and Quality Assurance - Chapter 1/ Sub Chapter 2a: Implementation of the Capacity-Oriented, Student-Based Funding of Universities • <i>Grants and funding schemes of Austrian/German or Spanish Funding Agencies</i> <ul style="list-style-type: none"> - Germany: Funding of research projects by the Deutsche Forschungsmemeinschaft (www.dfg.de) - Austria: Austrian Research Promotion Agency (www.ffg.at) - Spain: For more details, please see http://www.mecd.gob.es/dms/mecd/educacion-mecd/areas-educacion/universidades/estadisticas-informes/datos-cifras/Datos-y-Cifras-del-SUE-Curso-2014-2015.pdf last visited on July 9, 2016 (pages 145-169)
<p>Recommendations (short term)</p> <ul style="list-style-type: none"> ➔ Topics for possible research projects determined by the government to match with research needs of the country. Definition and coordination of the systemic approach by involving the relevant partners and stakeholders
<p>Recommendations (long term perspective)</p> <ul style="list-style-type: none"> ➔ Establishment of an independent national institution research activities that is financed by the government and the private sector to promote the advancement of science and the humanities by funding research projects, research centres and networks, and facilitating cooperation among researchers. ➔ Based on a comprehensive national strategy: Implementation of a system with appropriate performance agreements (to negotiate between ministry and HEI) and goal agreements (operationalization of the performance agreements inside of the HEI).
<p>Legal framework in Kosovo:</p> <p>Law on higher education no.04/L-037:</p> <p><i>Article 6: Competencies and responsibilities of the Ministry in providing Higher Education</i></p> <p><i>Article 21: The funding methodology</i></p> <p><i>Article 22: Conditions of Funding</i></p>

Key Topic: Governance and Processes

Increase of governmental funds for financing the research activities

Other Frameworks / regulations at national / institutional level:

- Law no 04/L-135 on Scientific Research Activities
- Strategy for Development of Higher Education in Kosova 2005 – 2015
- Kosovo Education Strategic Plan 2011 – 2016
- The National Research Programme of the Republic of Kosovo 2010 – 2015
- Kosovo Innovations Strategy 2013 – 2020 (draft)
- Strategy for the Integration of Roma, Ashkali and Egyptian Communities in the Republic of Kosovo 2007-2017.
- National Development Strategy 2016 – 2021.
- Strategy on Scientific/Artistic Research and Development Activities 2013-2016

Key Topic: Governance and Processes
Correlation between the number of students and the increase of budget
<p>Status quo/findings</p> <ul style="list-style-type: none"> • The current practices show that the number of students does not determine the amount of the budget. In many cases the number of students has increased while the budget remained the same. The budget is also not sufficient to provide infrastructure and necessary space per student. • The large number of students does not allow the organization of lectures, practical work, seminars and exams in small groups. In this context, increasing the number of students requires the increase of academic and administrative staff to avoid the overload of their work. At higher levels of studies the number of staff does not correspond to the number of students to guide them in the diploma thesis (Masters and PhD). • So far the financing of public HEIs is done without taking into account the specificities of certain study fields. This influence the quality of teaching, learning and research and which has reflected directly on the level of knowledge, skills and competencies of graduates.
<p>Needs for actions</p> <ul style="list-style-type: none"> • At the state level there should be policies for priority areas for the development of Kosovo, so that the opening and development of the universities should be based on these policies as well as the specifics of the region where they operate. Furthermore, this should be related to labour market requirements in Kosovo, region and Europe. • HE financing should be based on the profile and mission of public HEIs presented in the Development Plan / Strategy of the Institution which should be submitted to the MEST and needs to ensure not only the survival but also the development and improvement of quality in all areas of activity of HEI. • Financing must take into account the improvement and expansion of the infrastructure (laboratories, clinics, classrooms, reading rooms, libraries, institutes, advancement of IT infrastructure, teaching digital platforms). •
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • <i>Example Austrian Universities Act 2002 – UG</i> (https://www.ris.bka.gv.at/.../ErV/...2002.../ERV_2002_1_120.pdf) <ul style="list-style-type: none"> - Chapter 1 / Sub Chapter 2: Financing, Performance Agreement and Quality Assurance - Chapter 1/ Sub Chapter 2a: Implementation of the Capacity-Oriented, Student-Based Funding of Universities • <i>Funding Model (page 9)</i>
<p>Recommendations (short term)</p> <p>➔ Market analysis and needs assessment (employability) of new study programs and respective number of students/graduates:</p>

Key Topic: Governance and Processes
Correlation between the number of students and the increase of budget
Recommendations (long term perspective)
<ul style="list-style-type: none"> ➔ Based on a comprehensive national strategy: Implementation of a system with appropriate performance agreements (to negotiate between ministry and HEI) and goal agreements (operationalization of the performance agreements inside of the HEI) ➔ Alignment of the study courses/programs to the real national and regional needs ➔ Reduction of the present offered courses
Legal framework in Kosovo:
Law on higher education no.04/L-037:
<i>Article 6: Competencies and responsibilities of the Ministry in providing Higher Education</i>
<i>Article 21: The funding methodology</i>
<i>Article 22: Conditions of Funding</i>
Other Frameworks / regulations at national / institutional level:
- Decisions on accreditation of the institutions and study programs of the public higher education institutions issued by Kosovo Accreditation Agency.

Key Topic: Governance and Processes
Financial management Experience on financial planning
<p>Status quo / findings</p> <ul style="list-style-type: none"> • Experiences of budget development are not based on the methodology of consulting all relevant stakeholders of HEI, in particular related to communication aspects of bottom – up approach and vice-versa. • Development of annual budgets and medium-term assessments, are not based on real-time plans and procedural possibility of execution. • Budget is not structured according to the real needs and requirements that derive from the desired use of the budget according to defined tasks, but is rather based on the definition of general values or short-term necessities for additional teaching staff. Thus, at later stages of its implementation, interventions and frequent revisions are required.
<p>Needs for actions</p> <ul style="list-style-type: none"> • HEI budget planning should be developed in accordance with the strategic documents (at national and institutional Level) and Medium Term Expenditure Framework (MTEF). HEI should develop procedures and tools that enable the involvement of all stakeholders in the design and implementation of financial planning. In order to increase the efficiency of financial planning and execution, HEI in accordance with their needs, and in compliance with the strategic development plan, should draft plans for the period of 5 years, 3 years plan and annual ones. •
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • Role models/good practice for: <ul style="list-style-type: none"> - Connecting of strategical planning (development plans) with short and mid term financial planning - Comprehensive controlling systems, with coherent and transparent procedures in terms of budget planning, cost accounting, adequate reporting and financial controlling
<p>Recommendations (short term)</p> <ul style="list-style-type: none"> ➔ Analysis of the currently used system ➔ Definition of changes and definition of steps of implementation ➔ Implementation and permanent adaptation to changing circumstances
<p>Legal framework:</p>

Key Topic: Governance and Processes

Financial management Experience on financial planning

Law on higher education no.04/L-037:

Article 21: The funding methodology

Article 22: Conditions of Funding

Article 23: Accountability of the Governing Council and Principal Management Authorities of a Provider of higher education

1. The Governing Council of a public provider of higher education or its equivalent body in the case of a private provider shall be responsible collectively to the Ministry for the proper and efficient use of funds allocated to the provider by the Ministry or other public sources.
2. Every higher education provider in receipt of public funds shall present the Ministry with a performance report by 31 March of the following year at the latest. Performance report will compare the results with the strategic plan and performance agreements for the year in review. Report will include performance measures which have been specified by the Ministry with a sub legal act and will be accompanied by the provider's audited accounts for the year under review. The Ministry shall provide the Assembly with a summary of the performance reports accompanied by a comment at the latest by 31 August of the same year.
3. Leading managing authority of a provider of higher education that receives public funds will warn Governing council for any act or omission of his, who, according to leading managing authority, constitutes an abuse of public funds that were allocated to provider. In the event that the Governing Council does not act to remedy such improper action or omission, the leading management authority shall report this action or omission to the Ministry. In such cases, notwithstanding any provision of the statute of the provider to the contrary, Governing Council or any other equivalent body can not take any action against the principal management authority, except when the Ministry itself allows a thing such.
4. If, as estimated by the Ministry that is based on final reports and recommendations from the Office of the Auditor General, financial issues or other issues of a provider have been or are being poorly

Article 24: Financial Control

1. The Statute of each public provider of higher education shall include provisions for effective independent external and internal financial audit.
2. A copy of each report made by an external or internal auditor on any provider in receipt of public funds shall be submitted to the Ministry which may call for any explanations from the Governing Council of the provider of higher education, if it deems it necessary to do so.
3. The Ministry may appoint an independent auditor to investigate the financial affairs of any provider of higher education in receipt of public funds and the Governing Council of that provider shall secure cooperation with that audit.
4. In cases which, in the opinion of the Ministry, constitute serious mismanagement of public funds, paragraph 6 of Article 22 of this Law shall be applied.

Other Frameworks / regulations at national / institutional level:

- Law no. 03/L-048 on Public Financial Management and Accountability
- Law on Budget of the Republic of Kosovo
- Financial Regulations of Treasur 01/2013, 02, 03

Key Topic: Governance and Processes
Complicated bureaucracy of financial management
<p>Status quo / findings</p> <ul style="list-style-type: none"> • Complex internal planning procedures, financial management and control cause inefficiency in the financial management of higher education institutions (HEI). • Regardless of the value of budget activity, realization and communication in different levels is required, in order to get a written approval by different officials. There is a mismatch between the existing very liberal Higher Education Law and other laws (e.g. Law of Public Finances) with very strict regulations for the execution of financial issues. This causes delays in the execution of payment. Sometimes 4-5 signatures must be taken in order to realize a low value transfer, which should have been conducted by the responsible financial officials. In this regard, the organization structure of the financial departments of the HEI is centralized. • Academic units do not have competence for financial planning and management, a situation that does not guarantee effective management of the budget.
<p>Needs for actions</p> <ul style="list-style-type: none"> • Issue regulations and other normative acts to simplify budget management procedures, increase transparency, responsibility and accountability of academic units and financial officials. • Academic units, up to the level of departments, need to have more competencies and responsibility in the planning and execution of the budget. A possible solution to simplify payment procedure could be a step model: payments up to xxx € need to be signed by faculty representative, up to xxxx € by the rector, up to xxxxx € by the ministry. • The existing legal framework must be harmonized to avoid mismatches between different existing laws. This legal framework should categorize the importance and levels of budgetary activities. This categorization should target the transfer of certain competences and responsibilities on the planning and financial management, from the central level of HEI to academic units and departments.
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> → Role models/good practice for efficiently working systems
<p>Recommendations (short term)</p> <ul style="list-style-type: none"> → Analysis of the currently used system → Definition of change ment and definition of steps of implementation
<p>Recommendations (long term perspective)</p> <ul style="list-style-type: none"> → Implementation and permanent adaptation to changing circumstances
<p>Legal framework in Kosovo:</p> <p>Law on higher education no.04/L-037:</p> <p><i>Article 21: The funding methodology</i></p> <p><i>Article 22: Conditions of Funding</i></p> <p><i>Article 23: Accountability of the Governing Council and Principal Management Authorities of a Provider of higher education</i></p> <p><i>Article 24: Financial Controll</i></p>

Key Topic: Governance and Processes

Complicated bureaucracy of financial management

Other Frameworks / regulations at national / institutional level:

- Law no. 03/L-048 on Public Financial Management and Accountability determines the steps for preparation of budget
- Medium Term Expenditure Framework
- Budgetary Circulation 1
- Budgetary Circulation 2
- Budgetary Circulation 3

Note: These documents are issued by the Ministry of Finance and precised in details in the "Law no. 03/L-048 on Public Financial Management and Accountability". The budgetary ceilings for mid-term period and the budgetary ceilings for the next year are precised in such document.

Key Topic: Governance and Processes
Information system (managerial and financial)
<p>Status quo / findings</p> <ul style="list-style-type: none"> The lack of accountability and transparency in vertical financial reporting and communication is especially caused by missing information in all levels of the administration of the HEIs. This leads to irregularities, mismanagement and difficulties in financial statement reporting. Lack of job descriptions, undefined rights and obligations in the contracts, brings difficulties in calculation and adequate reporting of HEI staff salaries. Such a situation causes difficulties for accurate calculation of salaries and top-up payments.
<p>Needs for actions</p> <ul style="list-style-type: none"> Development of adequate information system and management software, as well as building human capacity through trainings, would contribute to: increase the transparency, avoiding mistakes, more efficient financial reporting and it will offer the possibility to easier control budget implementation. HEI should develop internal database for financial management, which enables easy and quick access to prepare reports for internal and external needs. The database should provide information on sources of financing, economic categories, the structure of the academic and administrative staff and the status of the budget. There is the need to clearly define the data that should be collected by all HEIs (e.g. financial data, students and staff statistics) to ensure the availability of basic information needed for planning both on University level and on national level.
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> Role models/good practice for efficiently working systems (e.g. CAMPUSonline; this Campus-Management –System has been developed by the Technical University Graz and is nowadays implemented at several Austrian Universities and some foreign universities Datawarehouse – unidata -university statistical information system of the Austrian Ministry of Science, Research and Economics.
<p>Recommendations (short term)</p> <ul style="list-style-type: none"> → Support by skilled experts for structural and organization issues → Analysis of the currently used system (core and supporting processes) → Definition of change management and definition of steps of implementation (process ownership and responsibility --> accountability)
<p>Recommendations (long term perspective)</p> <ul style="list-style-type: none"> → Development of a datawarehouse that allows depending on the authorization a permanent access to statistics of the areas budget, students, graduates, staff, space and on teaching and research indicators of universities. The statistics made available should be dynamic - calculated directly from the underlying database.
<p>Legal framework in Kosovo:</p> <p>Law on higher education no.04/L-037:</p> <p><i>Article 6: Competencies and responsibilities of the Ministry in providing Higher Education</i></p> <p><i>Article 21: The funding methodology</i></p> <p><i>Article 22: Conditions of Funding</i></p> <p><i>Article 23: Accountability of the Governing Council and Principal Management Authorities of a Provider of higher education</i></p> <p><i>Article 24: Financial Control</i></p>

<p>Key Topic: Governance and Processes</p> <p>Information system (managerial and financial)</p>
<p>Status quo / findings</p> <ul style="list-style-type: none"> • The lack of accountability and transparency in vertical financial reporting and communication is especially caused by missing information in all levels of the administration of the HEIs. This leads to irregularities, mismanagement and difficulties in financial statement reporting. Lack of job descriptions, undefined rights and obligations in the contracts, brings difficulties in calculation and adequate reporting of HEI staff salaries. Such a situation causes difficulties for accurate calculation of salaries and top-up payments.
<p>Other Frameworks / regulations at national / institutional level:</p> <ul style="list-style-type: none"> - Manual on the use of the new system of the "Management of Budget and Finances" at the University of Prishtina "Hasan Prishtina", University "Haxhi Zeka" Peje and University of Prizren "Ukshin Hoti".
<p>Key Topic: Governance and Processes</p> <p>External and internal governance in terms of accountability and autonomy</p>
<p>Status quo / findings</p> <ul style="list-style-type: none"> • The findings are predominantly related to the draft of the new law on higher education and comprises 2 points: <ul style="list-style-type: none"> - Article 16 describes the "Autonomy" of the institutions. However, the provisions in article 20ff underline an indirect control (via Steering Council and in conjunction with the duties of the governing body) of the higher education institutions by the MEST. This would be contrary to the definition of autonomy. - The current provision concerning the role of the Rector is more a head of the administration rather than a higher education manager. Compared with the position of the rector, the Steering Council as well as the Senate have been equipped with a lot of authority and decision making rights. Especially article 24/3.7 - direct intervention rights by the Steering Council and the Senate - undermines the position of the rector.
<p>Needs for actions</p> <ul style="list-style-type: none"> • If autonomy of universities is aimed, the governance has to correspond with this standard; • the role of the mainly involved bodies (board, senate, rectorate) and the relating processes should respectively be defined, that the rector is primarily responsible for the development of his/her university. For that an appropriate scope for decision-making is vital.
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • <i>Austrian Universities Act 2002 – UG</i> <ul style="list-style-type: none"> - Chapter 2: University Governance and Internal Structures • <i>Spanish universities:</i> <ul style="list-style-type: none"> - University Governance and Internal Structure <ul style="list-style-type: none"> ○ Internal level: Control Office (it is recommended to be independent on the President of the university) + Social Council ○ External level: Regional & National Intervention Authority (carries out annual audit on specific topics + a great coordination is recommended in order to avoid double work)

Key Topic: Governance and Processes

Information system (managerial and financial)

Status quo / findings

- The lack of accountability and transparency in vertical financial reporting and communication is especially caused by missing information in all levels of the administration of the HEIs. This leads to irregularities, mismanagement and difficulties in financial statement reporting. Lack of job descriptions, undefined rights and obligations in the contracts, brings difficulties in calculation and adequate reporting of HEI staff salaries. Such a situation causes difficulties for accurate calculation of salaries and top-up payments.

Recommendation (short term)

- ➔ Definition of the internal processes corresponding to the final/enacted version of the new law

Legal framework in Kosovo:

Law on higher education no.04/L-037:

Article 13:

2.3. choose teaching and other staff, set conditions for admission of students and methods of teaching and evaluation of students, as approved by KAA;

Article 17: The Statute of Providers of Higher Education

1. The operation and management of public provider of higher education defined in the statute proposed by the Ministry and approved by the Assembly. This Statute may be amended in accordance with its provisions with the approval of the Ministry and approval by Assembly.
2. The Statutes of all other providers and any amendments in them shall be approved solely by the Ministry.
3. The Statute of each university contains provisions which provide to the Senate or equivalent body equivalent structure main responsibility for consultation and decision-making on academic matters; where among the members of this body are elected representatives of academic staff and students.
4. The Statute of each provider of higher education guarantees development of consultations on academic matters with teaching staff and with students.
5. The Statute of each provider of higher education that receives public funds ensures appliance of below principles from provider:
 - 5.1. equality of opportunity in employment and equal access to scientific study and research without discrimination.
 - 5.2. all persons and bodies conduct in accordance with the highest standards of selflessness, integrity, objectivity, accountability, transparency, honesty and leadership: In discharging official duties no person shall act as a representative of any group of any description and shall neither seek nor accept any kind of mandate: During whole time all persons must act solely in the interests of the provider as a whole.
6. A Statute submitted to the Ministry under the provisions of this Law shall be approved if it meets the conditions set out in this Law. Refusal by the Ministry to approve a Statute or confirm modifications to it may be challenged before a court of competent jurisdiction.

Article 26: Titles and Grades of Staff

1. The titles and grades of staff, the criteria for appointment and re-appointment and related matters are specified in the Statute of each provider of higher education. They shall be open to scrutiny by the KAA and to comply with legislation in force for labor relations in the Republic of Kosovo.

2. Universities and University Colleges may appoint the following grades of academic staff:
 - regular Professor;
 - associate Professor;
 - assistant Professor;
 - University Assistant;
3. The criteria for each title shall include at least a Master's degree in the appointee's own subject area. In addition to this, Regular, Associate and Assistant Professors shall be able to evidence a successful record of teaching, research and/or professional or artistic practice within the institution or elsewhere which will be attested to by at least three referees who have at least one higher title than that actual call of the candidate for advancement.
4. Regular, Associate and Assistant Professors will have completed Doctorates and will have a successful record of publication in refereed international journals. Regular Professors will also be able to demonstrate successful academic leadership through curriculum design, pedagogic innovation, research and publication over at least eight (8) years.
5. Other providers may appoint the following grades of staff:
 - professor;
 - assistant Professor;
 - lecturer;
 - assistant lecturer;
6. The criteria for all titles except Assistant and Lecturer shall include at least a Master's degree or equivalent in the field of subject of the nominees. In addition to this Assistant and Associate Professors shall be able to evidence a successful record of teaching, research and/or professional or artistic practice which will be attested to by at least three (3) referees who have at least one higher title than the actual call of candidate for advancing.
7. Assistant Professors and Associate Professors will have completed Doctorates and have a successful background in magazine publishing with international recession.
8. If a person who holds a title from an accredited University or a University College joins the staff of another provider which is not a University or University College, s/he may continue to hold the title previously awarded. If a person who holds a title from an accredited University College joins the staff of a University, s/he will normally be required to apply for award of a title by the University.
9. Retired regular Professors from by a full time post could be appointed as Professor Emeritus and can be invoked to support the institution, in which he holds this title, in every way which is considered appropriate from the Rector.
10. Criteria for each of the titles should not discourage applications outside the Institutions.
11. Exception from the certain criteria in section 3 and 4 make titles which are given in specific area that are defined in the Statute of the Provider.
12. Any higher education provider may appoint special staff for teaching, administrative posts an technical/research. The provider in its status shall specify the titles of special personel research, teaching of senior administrative and technical staff, together with the criteria for professional development, promotion and advancement within these areas of work.

Other Frameworks / regulations at national / institutional level:

- Financial accountability is based on the internal regulations of the public institutions; national financial regulations related to the management of public money;
- Law no. 03/L-048 on Public Financial Management and Accoutnability

KEY TOPIC – HUMAN RESOURCES

STAFF POLICY PLAN

General preliminary remarks:

- Universities are to be classified as expert organisations; consequently qualified staff is the most important (critical) factor of success.
- Personnel costs are a highly relevant cost driver which as a rule amount to nearly 75 – 80 percent of the total budget. In terms of financial autonomy and accountability (*reference to the project*) the regulations must clearly be defined.
- Because of this enormous relevance the precondition for an appropriate human resources management is a well structured staff policy plan, which should cascadedly be embedded in (1) a comprehensive national strategy for the tertiary sector and (2) in a corresponding development (extensive strategical) plan of the respective university.

Contents of a staff policy plan

1. Human resources planning / staffing plan --> *is closely linked to superior strategy and policy papers*
2. Categorization of staff
3. Job description / workload
4. Salaries (bonus, allowance)
5. HR-development, career paths, recruiting (appraisal interview)

In terms of these contents the major issues are consecutively compiled in the respective templates.

Legal framework in Kosovo:

Law on higher education No.04/L-037

Article 13:

2.3. choose teaching and other staff, set conditions for admission of students and methods of teaching and evaluation of students, as approved by KAA;

Article 17: The Statute of Providers of Higher Education

1. The operation and management of public provider of higher education defined in the statute proposed by the Ministry and approved by the Assembly. This Statute may be amended in accordance with its provisions with the approval of the Ministry and approval by Assembly.
2. The Statutes of all other providers and any amendments in them shall be approved solely by the Ministry.
3. The Statute of each university contains provisions which provide to the Senate or equivalent body equivalent structure main responsibility for consultation and decision-making on academic matters; where among the members of this body are elected representatives of academic staff and students.
4. The Statute of each provider of higher education guarantees development of consultations on academic matters with teaching staff and with students.
5. The Statute of each provider of higher education that receives public funds ensures appliance of below principles from provider:
 - 5.1. equality of opportunity in employment and equal access to scientific study and research without discrimination.
 - 5.2. all persons and bodies conduct in accordance with the highest standards of selflessness, integrity, objectivity, accountability, transparency, honesty and leadership: In discharging official duties no person shall act as a representative of any group of any description and shall neither seek nor accept any kind of mandate: During whole time all persons must act solely in the interests of the provider as a whole.
6. A Statute submitted to the Ministry under the provisions of this Law shall be approved if it meets the conditions set out in this Law. Refusal by the Ministry to approve a Statute or confirm modifications to it may be challenged before a court of competent jurisdiction.

Article 26: Titles and Grades of Staff

1. The titles and grades of staff, the criteria for appointment and re-appointment and related matters are specified in the Statute of each provider of higher education. They shall be open to scrutiny by the KAA and to comply with legislation in force for labor relations in the Republic of Kosovo.
2. Universities and University Colleges may appoint the following grades of academic staff:
 - regular Professor;
 - associate Professor;
 - assistant Professor;
 - University Assistant;
3. The criteria for each title shall include at least a Master's degree in the appointee's own subject area. In addition to this, Regular, Associate and Assistant Professors shall be able to evidence a successful record of teaching, research and/or professional or artistic practice within the institution or elsewhere which will be attested to by at least three referees who have at least one higher title than that actual call of the candidate for advancement.

4. Regular, Associate and Assistant Professors will have completed Doctorates and will have a successful record of publication in refereed international journals. Regular Professors will also be able to demonstrate successful academic leadership through curriculum design, pedagogic innovation, research and publication over at least eight (8) years.
5. Other providers may appoint the following grades of staff:
 - professor;
 - assistant Professor;
 - lecturer;
 - assistant lecturer;
6. The criteria for all titles except Assistant and Lecturer shall include at least a Master's degree or equivalent in the field of subject of the nominees. In addition to this Assistant and Associate Professors shall be able to evidence a successful record of teaching, research and/or professional or artistic practice which will be attested to by at least three (3) referees who have at least one higher title than the actual call of candidate for advancing.
7. Assistant Professors and Associate Professors will have completed Doctorates and have a successful background in magazine publishing with international recession.
8. If a person who holds a title from an accredited University or a University College joins the staff of another provider which is not a University or University College, s/he may continue to hold the title previously awarded. If a person who holds a title from an accredited University College joins the staff of a University, s/he will normally be required to apply for award of a title by the University.
9. Retired regular Professors from by a full time post could be appointed as Professor Emeritus and can be invoked to support the institution, in which he holds this title, in every way which is considered appropriate from the Rector.
10. Criteria for each of the titles should not discourage applications outside the Institutions.
11. Exception from the certain criteria in section 3 and 4 make titles which are given in specific area that are defined in the Statute of the Provider.
12. Any higher education provider may appoint special staff for teaching, administrative posts an technical/research. The provider in its status shall specify the titles of special personel research, teaching of senior administrative and technical staff, together with the criteria for professional development, promotion and advancement within these areas of work.

Other Frameworks / regulations at national / institutional level:

- Strategy for Development of Higher Education in Kosova (2005 – 2015)
 - o Contemporary European standards
 - o Counteracting deficient policies for human resource development (→ working against brain drain)
- Improvement of faculty and student mobility
- Law no 04/L-135 on Scientific Research Activities
- The National Research Programme of the Republic of Kosovo 2010 – 2015.

Key Topic: Human resources Human resources planning (without university boards and academic leadership)
<p>Status quo / findings</p> <ul style="list-style-type: none"> • As to the legal framework, the responsibility and autonomy in terms of human resource issues (academic staff) lies into rector's competence. • As to reliable facts and figures, regarding the number of professors (database related to number of professors, profile, and how many contracts he/she has) there is a lack of a common administration system based on coherent database exists. Such a situation can contribute to decreasing of the quality of teaching, additional budgetary expenses and violation of the law.
<p>Needs for actions</p> <ul style="list-style-type: none"> • Due to the intransparent situation, an immediate request addressed to the MEST is to create a common system of data (database) related to the academic staff.
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • <i>Austrian Universities Act 2002 – UG</i> <ul style="list-style-type: none"> - § 13 Performance Agreement, (2)a .. strategic objectives, academic profiles and university and human resources development • <i>Teaching staff at public universities in Austria (according to open access official statistics)</i> Referring to the academic year 2013/14 academic and artistic staff at public universities comprised 36.173 employees with 2.356 professors and 33.919 other academic and artistic staff. In total the percentage of women is 39,5%, but looking at the professor level only 22,2 % is female. • <i>Teaching staff at Higher Education Institutions in Germany (official statistics for 2013)</i> <ul style="list-style-type: none"> - Academic and artistic staff: Comprised 217.538 employees with 42.924 professors and 174.614 other academic and artistic staff were employed at German Higher Education Institutions (public and private). In relation, the total number of students is 2.380.974 (2013) • <i>Teaching & reasearching staff at public universities in Spain (according to open access official statistics)</i> <ul style="list-style-type: none"> - In 2014 staff at University of Alicante counted with 2.320 teaching & research staff (out of which 61.30% male and 38.70% female) and 1.403 administrative staff (53.60% female and 46.40% male). The percentage of women is around 45%, while men count with more than 55% of the jobs offered by UA. Nevertheless, clear gender equality actions are designed and applied. - All the above (Spanish case) must take into consideration Performance Agreement, strategic objectives, academic profiles and university and human resources strategic plans (especially teaching load, number of degrees and students, etc.)
<p>Recommendations (short term)</p> <p>→ See following templates in the annex 1.</p>
<p>Recommendations (long term perspective):</p> <ul style="list-style-type: none"> - Establishment of the database for human resource at the institutional level (all public HEI). - Establishment of the database for human resource at national level (MEST and KAA) and permanent update and maintenance.

Key Topic: Human resources Categorization of staff
<p>Status quo / findings</p> <ul style="list-style-type: none"> • Law on Higher Education no 04/L-037, Article 26 foresees the categorization of academic staff on the basis of titles and ranks of personnel.
<p>Needs for actions</p> <ul style="list-style-type: none"> • In the relevant regulations for public institutions of higher education in Kosovo the categorization in teaching staff, teaching and research, research, technical and administrative and minimum requirements for each of these categories should be clearly defined.
<p>Relevant Benchmarks</p> <ul style="list-style-type: none"> • <u>Collective agreement for university staff in Austria</u> <ul style="list-style-type: none"> - Staff – Research/Education/Arts <ul style="list-style-type: none"> ▪ Professor ▪ Associate professor ▪ Assistant professor ▪ Senior scientist, Senior artist, senior lecturer ▪ University assistant ▪ Project staff (third party funding) ▪ Lecturer (teaching part time) - Administrative staff • <u>Universities of Applied Sciences (example FH Campus Wien)</u> <ul style="list-style-type: none"> - Staff – research / education <ul style="list-style-type: none"> ▪ Full time staff teaching and research (responsible for degree program) ▪ Part time staff teaching ▪ Research Assistant ▪ Student assistant - Administrative staff • <u>Spanish case:</u> <ul style="list-style-type: none"> - Teaching & researching staff: <ul style="list-style-type: none"> ▪ Full Professor → Public Servant (PhD required, as well as National Authority´s recogniton) ▪ Associate professor → Public Servant (PhD required, as well as National Authority´s recogniton) ▪ Contracted professor → full time and undefined contract (PhD required, as well as National Authority´s recogniton) ▪ Senior Assistant professor → full time with a maximum of 5 years length (PhD required, as well as National Authority´s recogniton) Not more than 18ECTS per academic year also focused on reaserch for his/her future recognition by the National Authority (ANECA) and his/her future internal promition to the next position ▪ Assistant professor → full time with a maximum of 5 years length 6 ECTS per academic year with a clear focus on researching for his/her future recognition by the National Authority (ANECA) and his/her future internal promition to the next position ▪ Part time professor - from 9 to 18 ECTS per academic year (90 to 180h of classes per academic year) with the main activitiy outside the university system, normally is a professional who is taking care of practical clases in order to share his/her practical experience in the field) - Administrative staff

<p>Recommendations (short term)</p> <ul style="list-style-type: none"> → Breakdown of the existing situation at the respective universities (current differentiation; real workload for teaching; existing student-to-teacher ratio; remaining capacity for research activities) → Preparing for Category a clear standard job description and workload
<p>Recommendations (long term perspective)</p> <ul style="list-style-type: none"> → Staffing plan according to the strategical goals (development plan)
<p>Legal framework in Kosovo:</p> <p>Law on higher education no.04/L-037: <i>Article 17: Statutes of the Higher Education Institutions</i> <i>Article 26: Titles and Grades of Staff</i></p>

<p>Key Topic: Human resources</p> <p>Job description / workload</p>
<p>Status quo / findings</p> <ul style="list-style-type: none"> • Referring to the legal framework, in addition to the staff categories some general requirements are specified; • In the current situation a clear definition of workload for academic and administrative staff is missing in the tertiary sector. It is important to note that a clear definition of the workload has to be done in order to ensure the productivity and contribution of academic and administrative staff in the Higher Education Institutions in order to achieve the mission and vision of the institution. In addition information about working capacity is the precondition for cooperations between institutions and individuals involved (e.g. joined study programs, shared services) • In numerous cases the existing job descriptions and employment contracts do not comply with the requirements for a sustainable contractual relationship. In such cases, an unnecessary confusion and a conflicting situation are created.
<p>Needs for actions --> connected to categorization of staff</p> <ul style="list-style-type: none"> • For the academic staff: Depending on the specific situation and circumstances of the relevant Higher Education institutions (HEI), the respective requirements of staff involved in teaching; teaching and research and those involved only in scientific research should be specified: the number of teaching hours, the number of hours in scientific and research work, mentoring thesis in three levels of study: Bachelor, Master and PhD, student consultation and involvement on various commissions. • For the administrative personnel: The duties of the administrative personnel (student service, office occupation, account staff, international relations, lab technicians, clinical mentors, IT technicians, librarians, the maintainers of the machines) must be clearly defined especially concerning the relevance for the support of learning processes and research activities. The possibility that the staff works in shifts must be considered, to ensure their presence in the afternoon during the classes.

Key Topic: Human resources

Job description / workload

Relevant Benchmarks (exemplified; further details see annex 1)

- General job description 1 (Collective bargaining agreement for university staff in Austria, also similar to the Spanish system)
 - University Staff – Research/Education/Arts --> **Example full (regular) professor**; subject to and in accordance with the employment contract the University Professor shall, in particular
 - represent and promote that subject in research / development and in developing the arts and teaching and to contribute to the discharge of research and development tasks and development of the arts of the organisational unit to which s/he has been assigned;
 - teach courses independently and hold examinations. The teaching load also includes preparation for courses and support of the students in connection with courses;
 - support students, in particular those who are preparing their diploma or doctoral thesis and the generation of young academics in science / art;
 - contribute to organisational and administrative tasks as well as evaluation measures;
 - ensure development and further education of university staff in science / art and general university staff for which the University Professor is responsible as their superior.
 - **Teaching Load**
 - In the Spanish system depending on the research recognition by the National Authority (ANECA) it could go from 9 ECTS to even more than 30 ECTS per academic year (that is teaching hours from 90h the lowest workload of a part time professor – professional to more than 300h for a full time professor in its different stages). Of course under the situation of having a management position, teaching load is reduced accordingly.
- General job description 2 (FH CampusWien)
 - Degree program - **Example full-time staff (teaching & research)**; excerpt of standard contract:
 - Teaching courses including preparation for courses (lecture notes), holding examinations
 - Management of one professional field („faculty“)
 - Involvement in organizational, pedagogical, creative, supportive and administrative issues in terms of respective degree program
 - Research activities (funding, implementation and further development, publication)
 - **Teaching Load: 16 semester hours; supervision of 6 diploma/master theses**
- General job description 3 (Collective bargaining agreement for university staff in Austria, also similar to the Spanish system)
 - Administrative Staff --> **According to Job Group Scheme for General University staff (divided into 5 groups – partly with subgroups): example description of group I and V** (further details see annex 1)
 - Job group I: Staff members who discharge simple, rote or mechanical tasks according to set guidelines and detailed work instruction ...
 - Job group V: Executive staff in positions that decisively influence the University in its area of activity with increased responsibility and comprehensive special knowledge as well as several years of experience in the relevant field

Recommendations (short term)

- ➔ Definition: Categories and interaction with job description and workload
- ➔ HEIs should prepare a job description that specifies the basic and additional duties that creates the basis for the job contract --> Consideration and coordination of national suggestions (see annex 2 based on FAITH workshop results) as well as recommendations/benchmarks

Key Topic: Human resources
Job description / workload
Recommendations (long term perspective)
<p>→ Development of an adequate appointment-procedure for professorship, which comprises a coherent and transparent recruiting process following European standards (search committee by involving rectorate and senate; search procedure (internal codetermination on a basis of parity and international reviewer); short list and final appointment by the rector)</p>
Legal framework in Kosovo:
<p>Law on higher education no.04/L-037: <i>Article 17: Statutes</i> <i>Article 26: Titles and Grades of Staff</i></p>
Other Frameworks / regulations at national / institutional level:
<ul style="list-style-type: none"> - Law no. 03/L-048 on Public Financial Management and Accountability - Law No.03/L -212 on Labour - Law No.03/L -149 on the Civil Service of the Republic of Kosovo

Key Topic: Human resources

Salaries (bonus, allowance)

Status quo / findings

- Legal framework
 - according to article 21 funds may be allocated for the purposes of teaching, teaching-related research, infrastructure or other purposes
- Staff's salaries are not clearly defined (many extra payments)
- There is no legal document that clearly defines what needs to be addressed as outside the contract engagement respectively additional payment.
- The legal framework for the salaries of staff (academic staff as well as administrative staff), employed in higher education institutions, allows space for ambiguous interpretations, and provides legal possibilities for compilation of different payment versions at each public institution. Such a situation has led to cases where academic staff salaries for the same category, differentiate significantly. Rights and duties arising from employment contracts are not precised yet and the consequence could be an inadequate payment for additional work as for example in the case of evaluation of the students' exams and tests, or other similar cases such as with diploma thesis commissions, masters and doctorates. A similar situation is also with the administrative staff. There are cases where administrative staff requires additional salary / compensation when there is a larger number of students, for jobs that are a contractual obligation, or participation in committees and other commitments.
- With current normative acts is not clearly specified what is meant by additional engagement. There is a lack of database for these engagements and therefore are not specified. It often happens that the academic personnel have more than three contracts that are related not only with teaching but also with other activities. HEI should issue clear administrative regulations and in case of misuse how sanctions will be applied.

Needs for actions

- The amount of the compensation for additional work should be determined in a precise manner. HEIs should provide equivalent controlling mechanisms concerning the payment for additional work
- Accurate conformance with the existing legal framework related to salaries and incomes for the teaching / administrative staff

Relevant Benchmarks

General remark: In terms of salaries benchmarks and recommendations have to be focused on structural issues of wage systems because the wage level is exclusively a national responsibility by taking into account the relevant legal framework.

For comparison a guiding value: In Austria the starting salary of a research assistant amounts to about € 2.700,- (according to Collective bargaining Agreement for University staff, https://www.vetmeduni.ac.at/fileadmin/v/.../Uni-KV_englisch.pdf); the starting salary for university graduates (all sectors) averages out at about € 2.400,-

- Collective bargaining agreement for university staff in Austria (Similar for the Spanish case)
University Staff – Research/Education/Arts
 - Salary scheme is defined for all staff categories; **full (regular) professors will be appointed on the basis of a call procedure with a limited scope for salary negotiations**
- Administrative Staff
 - Salaries – Basic level according to Job Group Scheme for General University staff (divided into 5 groups – partly with subgroups, see annex 1)
 - Additional payment based on qualification levels
 - There are different types of additional payments in the spanish case as follows (see also: <http://web.ua.es/es/sep/documentos/pdf/proyecto-presupuesto-2016.pdf>):
 - Specific complements are achieved:
 - Each six years (Sexenio) if the National Authority (ANECA) is considering that the research activity carried out corresponds to ist criteria => reduction of teaching workload (1,5 ECTS less for each „sexenio“)
 - Each 5 years (Quinquenio) of teaching → without any kind of evaluation by the corresponding authority even if this would be recommended...
 - Each three years (Trienio) of work (teaching & reasearch staff or administrative staff)
 - On destination complements when a management position is carried out by teaching & research staff / administrative staff
 - Regional complements: Based on productivity and performance (especially for mobility and research activities)
- Rules for the salaries of University staff in Germany (several laws)
Salary schemes for university staff are ruled by law. The rates depend on:
 - **Professors:** Base salary is fixed by law (3 different categories of professors), additional salaries can be negotiated in appointment procedures (mostly based on performance)
 - **Scientific / administrative staff:** Rates depend on the types of activities (e.g. cleaning staff vs. manager) and the job tenures.

Recommendations (short term)

- According to **Law no. 03/L-048 on Public Financial Management and Accountability, Law No.03/L –212 on Labour and Law No.03/L –149 on the Civil Service of the Republic of Kosovo** higher education institutions need to issue internal regulations where criteria for the calculation of wages should be defined in transparent way for each category of the academic staff.
- The employment contract the contractual rights and obligations arising from the basic salary should be clearly specified - a clear description of the workplace, as well as the precise meaning of additional engagements and of extra payments which, in total, cannot exceed 50% of base salary. The same should be done also for the management and administration category.
- Also, the further advancement of the legal framework must specify which statutory and professional fees will be paid and which are part of the contractual obligations.

Recommendations (long term perspective)

- **Performance based contracts (quality of teaching):**
 - It is considered that in the HEIs, there is an inadequate quality in teaching. By increasing academic competition quality increases get better (individual and general performance). Employment contracts should be based on the results achieved by the staff and this would increase motivation for qualitative teaching and conduction of scientific and research activities.
 - In order to achieve this, adequate tools for increasing the quality should be applied. Existing instruments, which are already part of different strategic documents should be checked regarding their suitability and should be reviewed at the latest after the implementation period ends. Strategy for Quality Assurance should include the implementation plan, as well budgetary implications for the implementation of the strategy.

Legal framework in Kosovo:

Law on higher education no.04/L-037:

Article 21: Funding methodology

Article 26: Titles and Grades of Staff

Article 28: Terms of Staff Service

1. The Statute of a public Institution of higher education contains provisions relating to the appointment, tenure, promotion, discipline, suspension, dismissal, discharge from work or retirement.
2. The principal conditions of service of staff in providers of higher education shall be consistent with the legislation in force.
3. Other conditions of service of staff in all providers of higher education be determined by the Governing Council of the provider, which shall establish appropriate consultative frameworks with officially recognized unions with other representatives of staff and with the Ministry.
4. Each member of staff employed under individual contract with the provider of higher education. Such contracts will include arrangements for regular evaluation of staff performance including direct observation of teaching and a structured process for support of its professional development.
5. The Statute of a provider of higher education regulates the participation of international experts in reviewer committees in the selection process of the academic staff of professorial status.
6. The Statute of a provider of higher education shall include provisions regulating the circumstances in which a member of staff may take up additional paid or unpaid employment and limiting the legal liability of the employer in such cases.

Other Frameworks / regulations at national / institutional level:

- Law No.03/L –212 on Labour, Chapter II, articles 7 - 16
- Statutes of the public HEIs.
- Internal regulations of the public HEIs.

Key Topic: Human resources

HR-development, career paths, recruiting

Status quo / findings

- Regular teaching staff plays a specific role in the functioning of the University. Its role includes activities such as teaching, consulting with students, scientific research in accordance with their professional skills, mentoring MA and PhD theses, supporting professional development of academic staff, as well as determining the academic policies in general.
- In the employment contract of the academic staff, the activities that have to be done in order to implement the obligations and duties arising from the contract are not described in detail. The activities are related to the teaching, workshops, research, regular consultations with students, and orientation of the students regarding internships etc. HEIs with special administrative acts have to determine the required activities for implementation of the duties and obligations that are determined by the contract.
- There is a lack of the science-research work, intensive consultations, critical assessments, participation in scientific conferences nationally and internationally, the lack adequate infrastructure. In some faculties a big issue is the large number of students in relation with the number of professors.
- The competent institutions for managing salaries do not apply precisely the work evaluation and wage coefficient of the job position foreseen by regulations.

Needs for actions

- Academic staff should be assessed once a year in the field of scientific activity such as: organizing of local, regional and international scientific conferences, organizing workshops and seminars, scientific research and cooperation with other research institutions in the country and abroad and publishing activities. Cooperation with economic enterprises and industry, compilation of investment programmes and other programs in collaboration with donors and businesses are other duties and tasks of regular university staff.
- Clear definitions of duties and a basic overview of criteria concerning the academic staff are lacking. It is estimated that academic staff are not sufficiently served by mechanisms and instruments needed to achieve the goals and expected results. In this context, HEIs should define more clearly the criteria for the evaluation of teaching and learning as well as funding sources.
- Clear definition of the duties and responsibilities of academic/administrative regulated within a legal framework for staff payment in the public higher education institutions.
- Description of the duties and responsibilities for each employee in the public HEI which will be set the fees and workload in different fields of studies.
- The competent institutions for managing salaries should apply precisely the work evaluation and wage coefficient of the job position foreseen by regulations. The performance of duties according to the job description of the administrative staff has to be specified in the contract.

Key Topic: Human resources

HR-development, career paths, recruiting

Relevant Benchmarks

- *European Framework for Research Careers*
- *Austrian Universities Act 2002 – UG (exemplified --> for pointing out the responsibility of the rector in terms of staff issues within an autonomous university system as well as the responsibility of the senate)*
 - § 22 Rectorate (appoint and dismissing the heads of organisational units; concluding target agreements with the head of organisational units; assigning university members to organizational units)
 - § 23 Rector (acting as superior of all university staff; selecting professors from shortlists drawn by the appointments committees; conducting contract negotiations for appointments of professors; concluding employment and service contracts Performance Agreement, (2)a .. strategic objectives, academic profiles and university and human resources development)
 - § 25 Senate .. (responsibility as to procedures for the of professors)
 - § 100/101 Academic / non-academic staff: ... the university shall promote the professional development of staff members
- *Career Model of BOKU University, Vienna (scientific staff, see annex 3)*

Recommendations (short term)

- ➔ Input Faith workshops (details see annex 4)
 - Career path for teaching
 - Career path for researcher
 - Evaluation system for the quality of teaching
 - Promotion of mobility

Recommendations (long term perspective)

- ➔ Establishment of a HR-department, which is responsible for adequate procedures (concerning planning, development, recruiting)

Legal framework in Kosovo:

Key Topic: Human resources

HR-development, career paths, recruiting

Law on higher education no.04/L-037:

Article 19: Management Authorities

1. The principal management authority of a public university is the Rector. The Rector of a public university shall be appointed by the Governing Council with an absolute majority of all eligible votes after a formal public announcement, after a professional assessment by a professional commission and after questioning by the whole Governing Council of the University.
2. The principal management authority of a provider of higher education other than a university defined in the statute of the provider.
3. Procedures for selecting and appointing leading Management authority, powers, duties, responsibilities, tasks, mandate and other issues defined in the statute of the provider.
4. The Statute of the provider shall also specify the responsibilities of each of its principal officers.

Article 21: Funding methodology

Article 27: Academic freedom

1. In its statute or equivalent document establishing, each provider of higher education ensures that academic staff has the right within the law and to present new ideas and controversial opinions without risking loss of the working place or privileges they may enjoy by the provider.
2. The right of academic staff of providers of higher education to freedom of speech may only be restricted by law, consistent with the Constitution of the Republic of Kosovo.
3. Academic staff of licensed and accredited providers shall have the freedom to publish the results of their research, subject to rules made by the provider relating to the exploitation of intellectual property rights in the benefit of the provider and in accordance with the provisions of this law.
4. The statute of each provider of higher education and the structure of each private provider of higher education as a condition for accreditation, must contain provisions that:
 - 4.1. guarantee the staff freedom of organisation and assembly.
 - 4.2. protect staff against any kind of discrimination.
5. Academic staff and other staff of higher education provider has the right to challenge a decision or action of a higher education institution and to run it initially appealed to the Ministry and then to a competent court.

Article 28: Terms of Staff Service (for details about this article, please refer to the upper sections).

Other Frameworks / regulations at national / institutional level:

- Statutes of the public HEIs.

Key Topic Human Resources – Annex 1

→ **Job description / workload (Excerpt of *Collective Bargaining Agreement for administrative University Staff, Austria*)**

https://www.vetmeduni.ac.at/fileadmin/v/.../Uni-KV_english.pdf

Job Groups		Classification Criteria
I	Staff members who discharge simple, rote or mechanical tasks according to set guidelines and detailed work instruction.	Relevant knowledge acquired or proof of the relevant occupational requirements or practice
IIa	Staff members who discharge job-related or administrative tasks according to general guidelines and instructions, mainly as assistants.	Relevant knowledge acquired or proof of the relevant occupational requirements, e.g. completed apprenticeship, completion of a professional school/ technical college
IIb	Staff members who due to their knowledge and experience discharge job-related or administrative tasks connected with their assignment almost independently	Relevant knowledge acquired or proof of the relevant occupational requirements, e.g. completed apprenticeship, completion of a professional school/ technical college
IIIa	Staff members who due to their knowledge and experience discharge sophisticated tasks responsibly and independently	Commercial, job-related and organisational knowledge or proof of the relevant occupational requirements, e.g. certificate entitling to attend a university/ school-leaving certificate of a specialised school y
IIIb	Staff members who independently discharge sophisticated tasks in a responsible manner which require special skills and/or several years of practical experience.	Commercial, job-related and organisational special knowledge or proof of the relevant occupational requirements, e.g. school-leaving certificate of a specialised school, certificates of post-secondary and tertiary education of up to six semesters
IVa	Staff members who discharge difficult, responsible tasks with reasonable power of discretion.	Scientific, commercial, legal, technological and organisational expert work and proof of the relevant occupational requirements and/or with the qualification to manage organisational units, e.g. degree of a university of applied sciences or university degrees, school-leaving certificate of a specialised school with special knowledge

Non-exhaustive list of tasks and job profiles for the job groups defined in Article 51:

Job Group	Administrative Staff	Technical Staff and Staff in Science and Nursing Staff
I	Caretaker, stagehand, cleaning staff, courier services, casual and service staff at workshops, filing department, porter, custodian, telephone operator, typist and data typist	laboratory assistant, nursing assistant, Medical assistant professions
IIa	Administrative clerk; book-keeping clerk; sports manager,	Qualified staff: printer, electrician, gardener, laboratory staff, animal keeper, test engineer, chemical technical specialist, systems engineer, laboratory technician and measurement engineer, medical technical specialist, graduated nurses, graduated medical assistance
IIb	Independent, autonomous office management, book-keeper, clerk, e.g. in accounting, controlling, purchasing, sales, human resources, quality management, library, payroll accounting, study and examination matters; specialist, e.g. light board operator, cabinet maker, precision engineer, photographer	self-employed professionals working on their own responsibility: printer, electrician, gardener, animal keeper, laboratory specialist, workshop manager, test engineer, chemical technical specialist, systems engineer, laboratory technician and measurement engineer, IT engineer, medical technical specialists, graduated nurses, head nurse, senior nurse, teaching midwife
IIIa	Simple management tasks in faculties, departments and institutes, assistant in the area of general administration; head of section, head of division or head of department of small organisational units; senior librarian	Technical assistant, chemical technical assistant; audio, video, equipment and mechanical services engineer (facility manager), master pianoforte maker, master stage technician, IT application engineer, IT designer, senior medical technical services, study nurse
IIIb	Senior management tasks in faculties, departments and section in the area of general administration; head of section, head of division or head of department of small organisational units; senior librarian institutes;	Technical assistant for large devices, e.g. electron laboratories, security specialist, IT manager, IT developer, senior medical technical servicesmicroscope;
IVa	Specialist in the area of general administration according to job group, e.g. lawyer, controller, human resources manager, librarian, head of section, head of division or head of department of organisational units	Specialist in the field of scientific technical services, e.g. chemist, physicist, laboratory manager, (head of) medical technical senior assistants or ward assistant, analyst, system organiser, project manager
IVb	Specialist in the area of general administration according to job group, e.g. lawyer, controller, human resources manager, librarian, head of section, head of division or head of department of large organisational units or deputy manager of job group V	Specialist in the field of scientific technical services, e.g. chemist, physicist, head of laboratory, head of division or department of large organisational units or deputy manager of job group V, head analyst, head organiser, head nurse, senior medical technical services
V	Responsible manager of faculties or inter-divisional facilities of the University	Responsible manager of large organisational units

Key Topic Human Resources – Annex 2

→ Job description / workload (National suggestions – based on FAITH workshop results – input by Partners from Kosovo)

Academic staff (research / Education)

The profile of workload can be as follows:

Teaching activities

- Development of courses,
- Development of online courses,
- Course Coordination,
- Preparation of online learning and other models of lecturing
- Consultation with the student,
- Supervision of students in the field, in enterprise or research projects,
- Supervision of projects as part of specific courses,
- Preparation and evaluation of students in content, including academic misconduct (plagiarism).

Activities of the Administration:

- Participation in weekly plans,
- Promoting of Higher Education degree programs
- Recruitment, training and coordination of staff contribution for keeping the course,
- Continuous training and education,
- Work-related trips, with the purpose of individual capacity building.

General categories of workload allocation could be as follows;

- Focus on teaching (70% teaching, 10% consultations; 20% other services):
- For the Regular Professor category relation between teaching - research must be under the focus of intensive research 10% teaching; 70% research; 20% other services.
- Focus balancing teaching and research (40% teaching, 40% research, 20% other services);
- The assistant professor category learning-research report should be based on a balanced focus with 40% of teaching; 40% research; 20% other services
- Focus on research (20% teaching, 60% research, 20% other services);
- The category Prof. Assoc. report between teaching - research must be based on the research focus with 20% teaching; 60% research; 20% other services.
- Focus on intensive research (10% teaching, 70% research, 20% other services).

Additional remarks:

- While the category of lecturer, lector and assistant teaching-research report should be according to the first focus oriented on teaching where we have 70% teaching; 10% consultations; 20% other services.
- Assistant Professor and Associate Professor should have more working hours on teaching. Regular professors should allocate more time on research and work with students of doctoral studies.

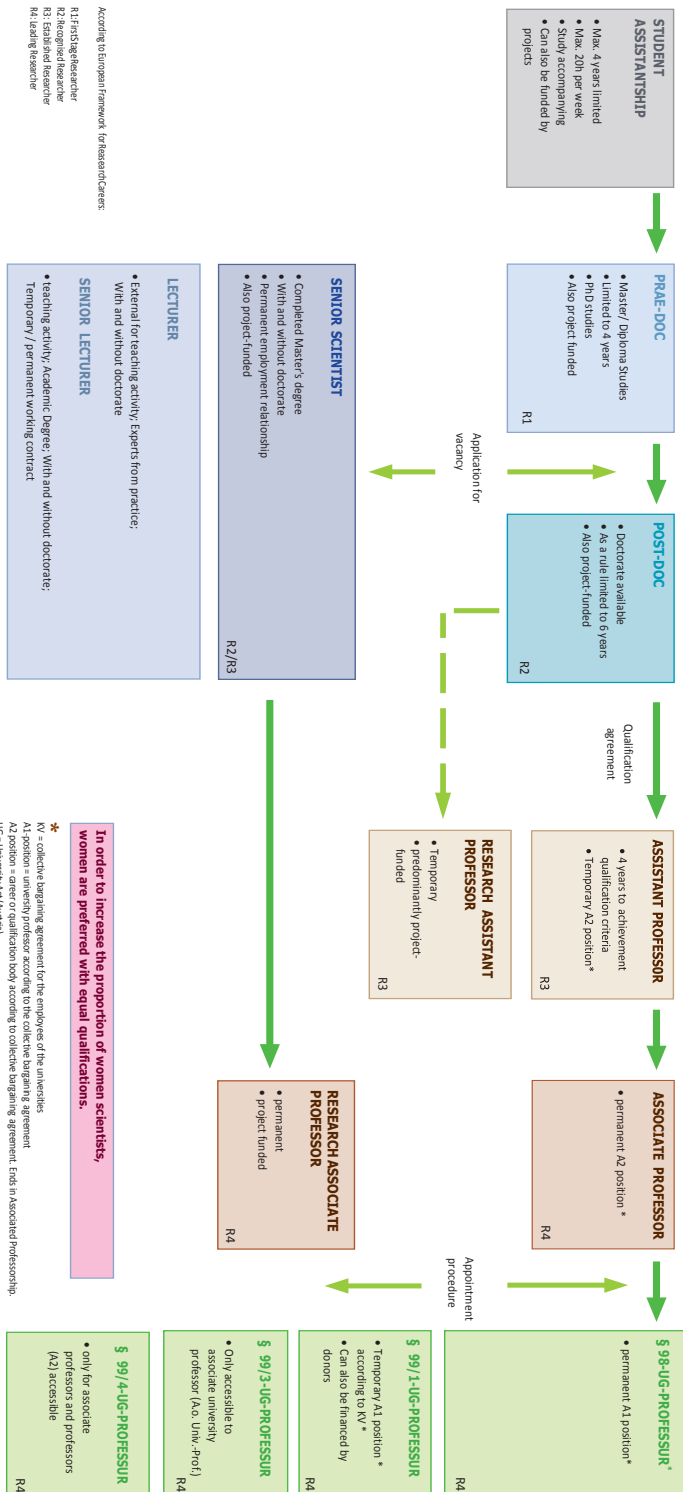
- Allocation of workload for teaching and research based on the following idea: Professor Assistants and Associated Professors more working hours for teaching Regular Professors allocation of the workload more for researches
- The allocation of workload for teaching and scientific research must be done before the start of the academic year. But if there is a need for a revision there must exist opportunities to do this even during the academic year.
- The process of workload allocation should be in accordance to the bylaws and regulations and based on the relevant documents that determine the load of academic staff. Usually the definition of workload for teachers and scientific research goes on during the whole academic year and can be negotiated during the year where teaching part should be covered with the preparation of lectures, literature consultation, preparation and analysis of tests, field work etc.
- Research part should include professor's work in consultations, preparation and project design, leadership or mentorship of master and doctoral thesis. It should also include parts of the work that have to do with the realization of research projects that engage students of master and doctoral level.

Nr.	Category	Classes
1	Reg. Prof.	6 classes/week
2	Prof. asoc.	6 classes/week
3	Prof. Ass.	6 classes/week
4	Lecturer	10 classes/week
5	Lector only for Language Department	10 classes/week
6	Assistant	classes/week

Key Topic Human Resources – Annex 3

→ HR-development, career paths, recruiting (Career Model of BOKU University, Vienna – scientific staff)

Case Study - Scientific Career Model - University of Natural Resources and Life Sciences, Vienna*



According to European Framework for Research Careers:
 R1: ECTS grade Researcher
 R2: Researcher
 R3: established researcher
 R4: leading researcher

* Unauthorised English translation - Source: https://www.boku.ac.at/filesadmin/Dateien/105300/417100/Personalentwicklung/Wiss.-Karrerenmodell/Wissenschaftlicher_Karrierenmodell_2016.pdf

In order to increase the proportion of women scientists, women are preferred with equal qualifications.

* KV = collective bargaining agreement for the employees of the universities
 A1 = temporary appointment according to collective bargaining agreement
 A2 position = permanent appointment according to collective bargaining agreement. Ends in associate professorship.
 UG = University (Acad.)

Key Topic Human Resources – Annex 4

→ HR-development, career paths, recruiting (National suggestions – based on FAITH workshop results – input Kosovo)

Career path for teaching:

- Career of the academic staff should be a course or a progress in life (or a particular part of life).
- Career development or professional development must be developed continuously.
- Career guidance is a range of processes designed to enable individuals make informed choices and plans regarding education and work
- Teaching career development is essential and should ensure quality in higher education.
- All teachers who work at the university must develop their career in the field of teaching and scientific research. They must be equipped with basic knowledge and advanced teaching methods, must use concretization necessary tools in order to make learning desirable by the students.
- Academic staff that has completed doctoral level studies in developed countries should bring new research methods and also the state must provide the appropriate equipment so that staff do their scientific work for the required level. New achievements and modern methods should be followed and transferred to the students.
- Some of the desirable skills in the career development of teachers are:
 - Adaptability and flexibility
 - Autonomy
 - Communication
 - Information ability
 - Creativity
 - Honesty
 - Leadership and managerial skills
 - Management and organization of information
 - Negotiation ability
 - Participation in various projects and tasks
 - Team work

Career path for researcher:

- The teacher whose basic objective is research during his/her development path should deal with verification and testing of important scientific facts from relevant fields, should analyze various processes and phenomena and identify the cause of those processes, design, develop research methods in order to understand scientific problems, find solutions to various social and scientific problems as well as overcome various research barriers in everyday life.
- Measuring tools of scientific research should be based on: Active publication of scientific papers, review papers and magazines in various laboratory research, labor market research, participation in the drafting of legislation, the leadership of MA and PhD theses, published monographs and textbooks, and preparation of proposals for research grants

Evaluation system for the quality of teaching:

- The institution must have internal mechanisms for quality assurance that enables the evaluation of each member of the staff employed. Evaluation of the staff should be based on the description of duties and responsibilities arising under the employment contract. The central management, the relevant unit and students should evaluate the performance of the teaching staff.
- Evaluation tools may include:
 - Evaluation the performance of teaching and exams by the management of the respective unit
 - Peer-to-peer (evaluation from colleague)
 - Preparation of a SWOT analysis by the institution itself
 - Evaluation of teachers by Internal Quality Assurance Committee
 - Evaluation of teachers by students through questionnaires
 - Evaluation of student services by the students through questionnaires
 - Organization of focus groups with students, academic and administrative staff
 - Involvement of stakeholders (businesses, public institutions, international organizations, various donors etc.) in monitoring procedures through meetings, focus groups, in reviewing and designing new study programs and other issues of importance to the institution.

Promotion of mobility:

- The mobility of academic staff and students is a precondition for an increase in quality in HEIs. So far HEIs have not paid the necessary importance to such a request. Thus, it turns out to be an immediate request the participation of academic staff and students in the knowledge market and academic competition. From this collaboration would be gained knowledge and experience necessary for raising the quality of higher education in Kosovo, which will be compatible and comparable with regional universities, European and beyond.
- HEIs should provide sufficient funds to support the mobility of academic staff and students as well as for scientific research.

Annex 5

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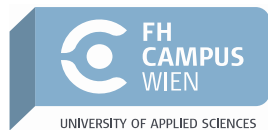
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