ANALYSIS AND RECOMMENDATIONS FOR RESTRUCTURING

THE ADMINISTRATIVE CONFIGURATION OF KING

ABDUL AZIZ UNIVERSITY, SAUDI ARABIA

By

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Submitted to the Faculty of the Graduate College
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in partial fulfillment of the requirements
for the Degree of
DOCTOR OF EDUCATION
May, 1982

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Title of Study: ANALYSIS AND RECOMMENDATIONS FOR RESTRUCTURING THE
    ADMINISTRATIVE CONFIGURATION OF KING ABDUL AZIZ
    UNIVERSITY, SAUDI ARABIA

Pages in Study: 96   Candidate for Degree of Doctor of Education

Major Field: Higher Education

Scope of Study: Focusing upon a restructuring of the administrative
    configuration of King Abdul Aziz University (KAAU) in Saudi Arabia,
    this study proposed to treat the current structural problems that
    stem from the existing system of the university. Therefore, the
    documentary analysis technique was utilized in this study to dis-
    cover, trace, describe, and evaluate the strengths and the possible
    weaknesses of the existing structural system of KAAU. Analyses of
    the KAAU documents, statements, and administrative decisions have
    been done regarding the current operation of the university. Also,
    analyses of the related theories, models, and concepts have been
    done for the purpose of strengthening and supporting this study.

Model and Recommendations: The proposed administrative configuration
    for KAAU was presented in detail with some selected administrative
    facets such as the processes of recruitment/selection of the KAAU
    administrators, authority delegation, evaluation, and development.
    Besides these facets, there was an emphasis in the KAAU administra-
    tion (role) in terms of its efforts toward the four principal areas,
    i.e., academic administration, student personnel services, business
    administration, and public relations.

    The proposed model was designed to implement the specific recommen-
    dations in such a way as to bring about amelioration in the overall
    administrative system now adopted by KAAU. There were some changes
    in the proposed model regarding, first, the process of recruiting
    and selecting KAAU administrators; second, the combination of
    offices; third, the reduction span of control; and finally, the
    establishment of new programs.

    For implementing the proposed model, there were special recommen-
    dations and considerations to the KAAU administration in order to
    overcome some of the constraints that might exist.

ADVISER'S APPROVAL _____

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CHAPTER I

INTRODUCTION

Background

Higher education is considered as the most important factor in the
development, promotion, and welfare of Saudi Arabia. In recognition of
this fact, the Saudi government has placed strong emphasis on higher
education, as indicated by the amount of funds appropriate for this pur-
pose. During the three decades from 1940 to 1970, government expendi-
tures for education have increased from $3.662 million to $3.994 billion,
an increase of more than 1000 percent (Ministry of Information, Saudi
Arabia, 1971). In particular, the government of Saudi Arabia has in-
creased its spending for higher education from $1.982 billion to $5.539
billion between the years 1976 and 1980 (Ministry of Higher Education,
Saudi Arabia, 1978).

The history of modern higher education in Saudi Arabia dates back
to the mid 1950's with the establishment of Riyadh University in 1957 in
the State Capital. During the following 15 years, three other major
universities--i.e., Islamic University, 1961, in Medina; University of
Petroleum and Minerals, 1963, in Dhahran; and King Abdul Aziz University,
1967, in Jeddah--have been established. More recently, Mohammed Bin
Saud University, 1974, in Riyadh and King Faisal University, 1975, in the
Eastern province have been added to the Saudi university system

(Ministry of Higher Education, Saudi Arabia, 1977). These six universities have grown very rapidly over the past 15 years in terms of the student and faculty populations, the number of colleges and schools within each university, and the general supporting services (e.g., libraries, laboratories, research facilities).

Because of the recent history of the Saudi universities and the rapid growth which has taken place, several institutional problems have been encountered. Of particular interest to this study is King Abdul Aziz University (KAAU), the researcher's alma mater.

King Abdul Aziz University was first established in Jeddah in 1967 as a private university. In 1967, KAAU started with one college, the College of Economics and Administration. In 1971, it became a public educational institution because of a recommendation made by the Council of Ministers. In the same year, the Council of Ministers also decided that the College of Sharia and Islamic Studies and the College of Education at Holy Mecca, both of which formerly belonged to the Ministry of Education, would be amalgamated into the University. In 1980, it had eleven colleges and institutes located in the cities of Jeddah, Mecca, and Medina. (Today the Mecca Campus no longer belongs to KAAU because the government has established a new university, Ummul Qura University.) The headquarters of KAAU is at the Jeddah campus which includes eight colleges and institutes: Economics and Administration; Arts and Social Sciences; Science; Engineering; Medicine and Medical Sciences; Geology; Institute of Sea Sciences; and Institute of Meteorology. The Medina Campus has only one college, which is the College of Education (King Abdul Aziz University, 1979/80).

Statement of the Problem

During the short history of KAAU, remarkable increases have taken place in the population of students and faculty, the number of colleges and schools, and the size of the supporting services and facilities, as depicted in Figures 1 through 4. Actually, the rapid development and growth in KAAU reflects the strong interest in higher education in Saudi Arabia, but several institutional problems have been encountered which threaten the future success and effectiveness of higher education at KAAU. These problems are, in fact, interrelated with each other. Nevertheless, the structural system of the KAAU administration is charged with reducing and solving such problems as are facing this organization. Thus, most criticism of KAAU is focused on the administrative system as a constraint or restriction for developing the university independently, efficiently, and effectively. In other words, the administrative system of KAAU derives its power and authority from the Supreme Board of Education and Ministry of Education. Furthermore, the top administrators at KAAU may not be fully qualified to handle the job administratively or academically. Consequently, the structural system of KAAU has some weaknesses in terms of organization, roles, communications, and regulations, to name a few. These weaknesses of organizational structure might lead to more tension and confusion among administrators, faculty, and students in the near future. Hence, unless the university can strengthen its administrative system, KAAU's structural system will face many criticisms.

Although most of the problems which are confronting the KAAU administration are interrelated, they all stem from the rigid structural system within the university. Some important problems that stem from the
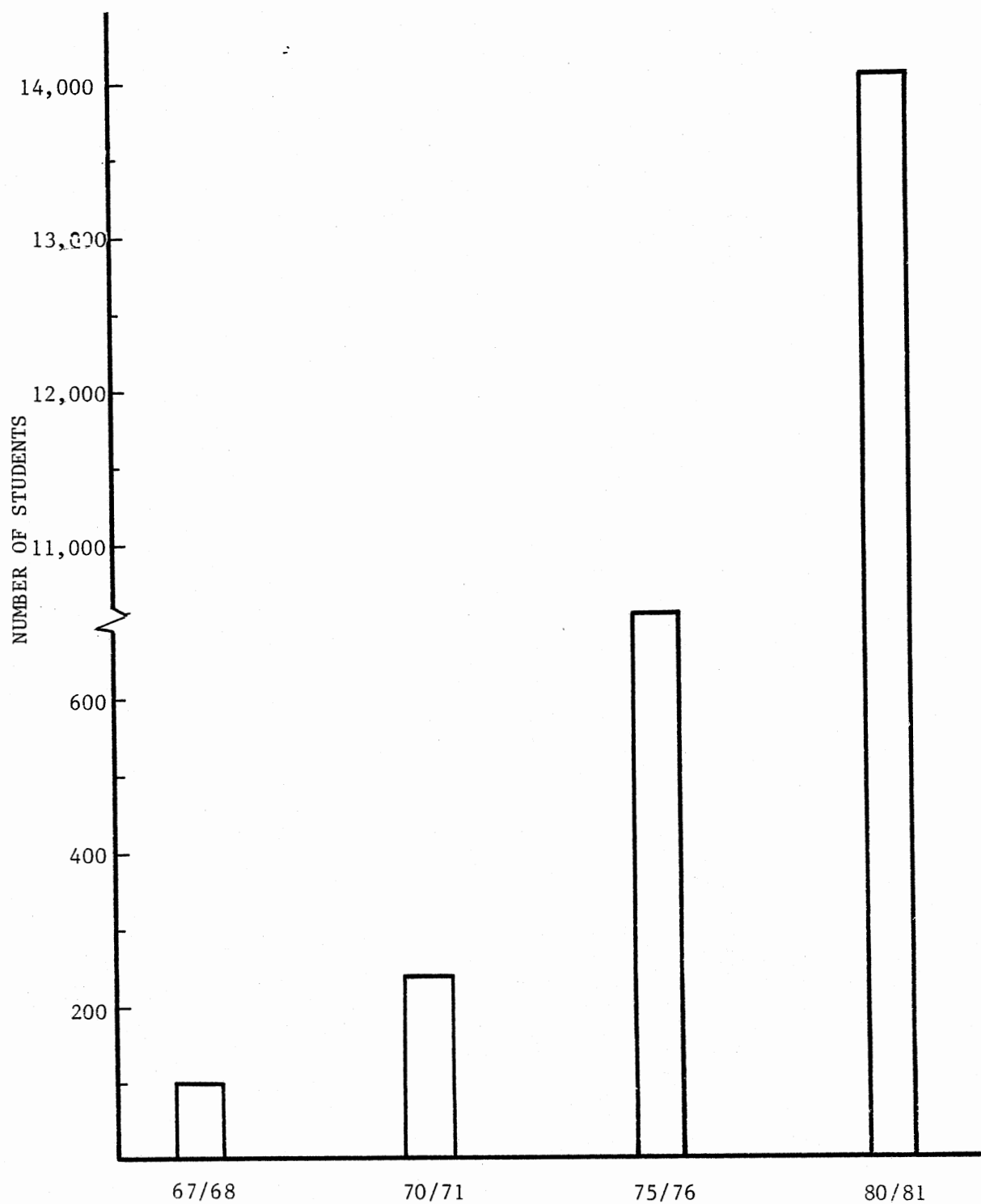
Figure 1. Number of Students Enrolled in KAAU (King Abdul Aziz University, 1979/80)
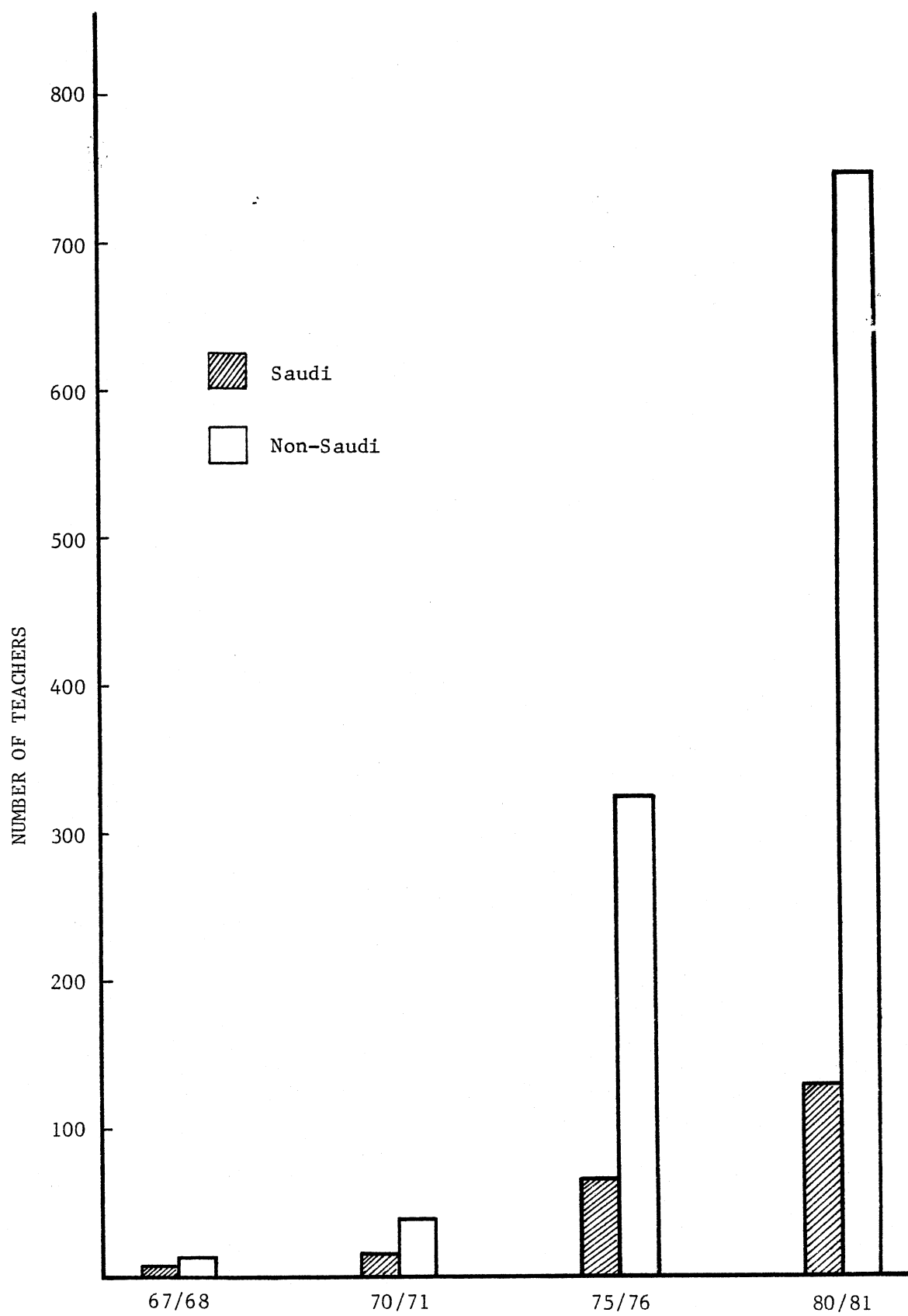
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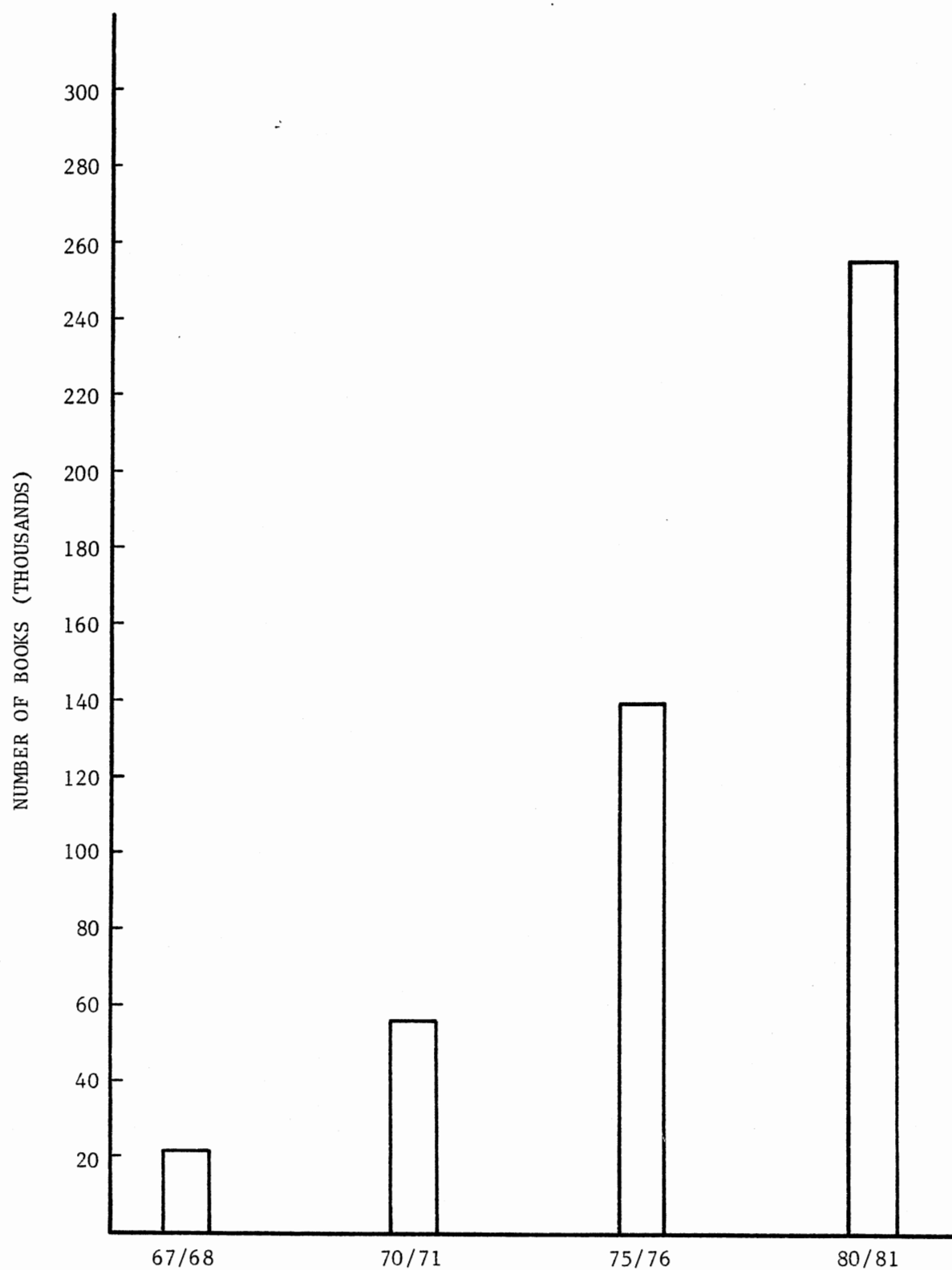
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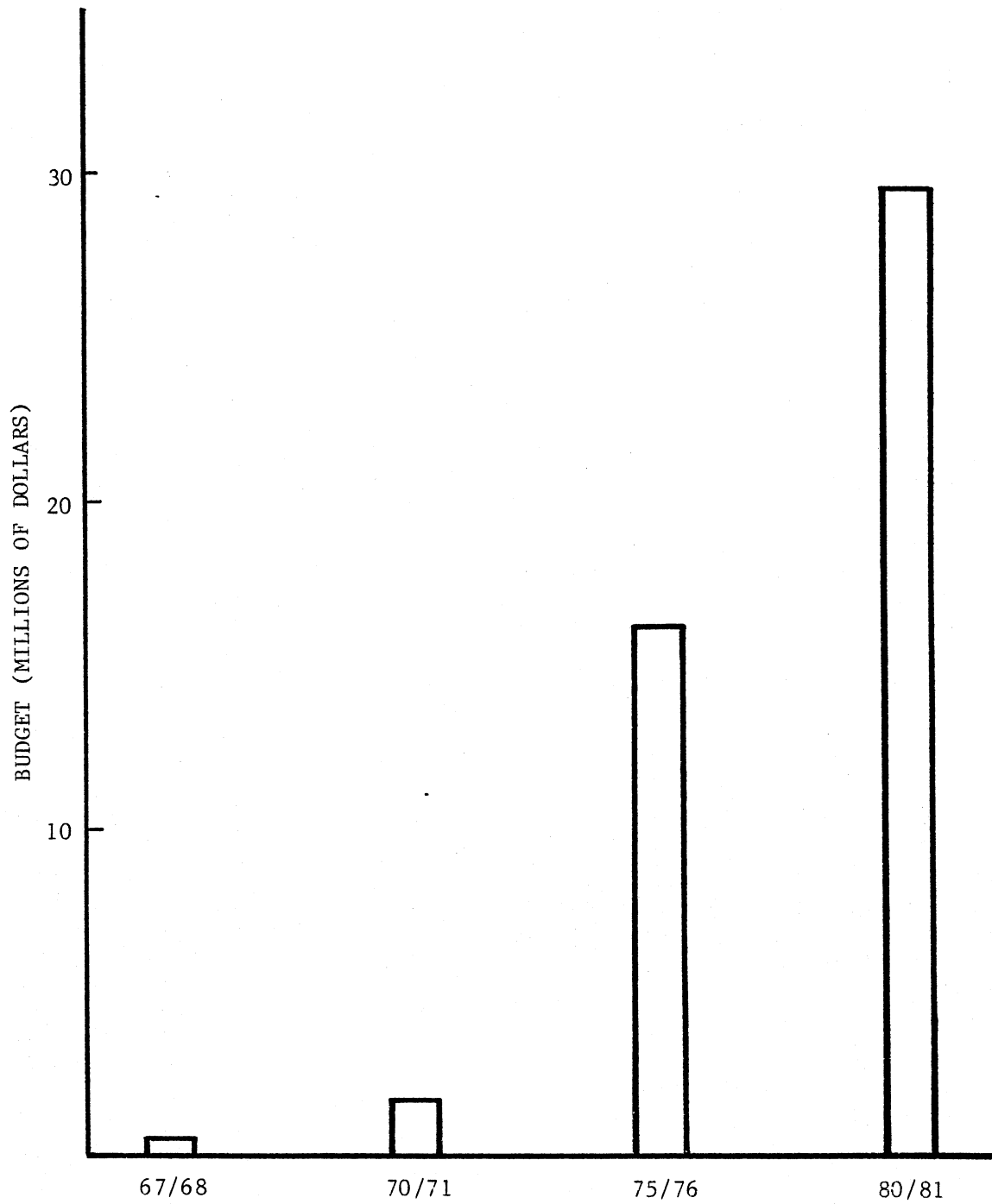
Figure 4. Budget of KAAU (King Abdul Aziz University, 1979/80)

structural system are: (1) misunderstanding of the university's role in society; (2) lack of clarification of functions, roles, norms, and goals in the university; (3) unavailability of well-trained and properly-oriented administrators on campus; (4) underdevelopment of mutual planning; (5) lack of communication, coordination, and cooperation among administrators; (6) unavailability of evaluation techniques for administrators; (7) rigid centralization of authority; (8) unequal duties and responsibilities among administrators; and (9) lack of job satisfaction for administrators (Gazzaz, 1980). These problems of the administrative system are related to the formal organization structure.

The Purpose of the Study

The main purpose of this study was to propose a plan for restructuring the administrative configuration of KAAU in order to make it more workable, flexible, and worthwhile for administrators, faculty, students, and society in general. To accomplish this purpose, analysis of documents and theories has been done regarding the current operation of KAAU. the second purpose was to strengthen the weaknesses of the existing structural system by providing some solutions and techniques which are compatible with the culture and the structure of the community in which the KAAU is located. The third purpose of this study is to offer a set of recommendations and guidelines for implementing these recommendations at KAAU, the Ministry of Higher Education, and the Supreme Board of Education. Such implementation should lead to improving the administrative system in the years to come.

Limitations of the Study

1.   This study was limited to documentary resources of the existing structural system at the two campuses of KAAU in Jeddah and Medina. Therefore, generalization to other universities in Saudi Arabia may not be appropriate.

2.   The formal organizational system of KAAU was analyzed and identified without consideration being given to all the possible aspects and problems of the informal organizational system.   No effort was made to determine whether the formal and possible informal structures were identical.

3.   The expectations of restructuring the administrative system of the KAAU were limited to the general time period in which the study was conducted.

Terminology

Saudi Arabia: A country which is located on the Arabian Peninsula, which covers an area running from the Arabian Gulf in the East to the Red Sea in the West.   It shares frontiers in the South with Yemen and the Republic of South Yemen; in the East with Qatar, the United Arab Emirates and Oman; and in the North with Iraq, Kuwait, and Jordan.   The latest census of 1974 revealed a population of over seven million.

King Abdul-Aziz University: In 1964, the university was named, by some Saudi citizens, after His Majesty, the late King Abdul Aziz, in appreciation of his historic and eternal stand in unifying the peninsula and laying the foundation of the Kingdom of Saudi Arabia.

Saudi: Refers to characteristics of Saudi Arabia, its people, government, etc.

<u>Jeddah</u>: A city in the Western Province of Saudi Arabia. In fact, it is the center for business and trade in the country and is located 55 miles from Mecca, where Muslims go for pilgrimage.

<u>Medina</u>: The second holy city in the State, after Mecca, where the prophet Mohammed is buried. Its location is in the Northern part of the Western Province at a distance of almost 300 miles from Jeddah.

<u>Organizational Structure</u>: Has been used as the sum total of the ways in which an institution or organization divides its administrators in order to attend to distinct tasks and then achieves coordination among them.

<u>Administration</u>: Is considered, in this study, as a process which deals largely with the effects of the formal organization on decision-making and does not include a systematic analysis of those interpersonal processes within the formal structure.

<u>Administrators</u>: Are those who are on the low and top levels of the University's administration, such as staff, directors, department heads, deans, vice-presidents, and presidents.

<u>Administrative System</u>: Is the way of thinking and the mental frame of reference that can be used by the administrator in performing his functions of planning, organizing and controlling operations.

<u>KAAU Administrative Decisions</u>: Are a part of the KAAU documents which show the responsibilities and duties of the KAAU's administrators, offices, and departments.

<u>Configuration</u>: Is the arrangement or form of the parts of an administrative structure in which words and pictures represent its organization. It is a means to guide administrators, faculty, students, and outside visitors to whom they should go or contact.

Organization of the Study

This study consists of seven chapters. Chapter I forms the introduction to the study. It presents the background for the study, the statement of the problem, the purpose of the study, the limitations of the study, the definition of terms, and the organization of the study. Chapter II consists of the review of related literature. Chapter III provides the research design and the procedures for data collection. Chapter IV presents analysis of the current operation at KAAU. Chapter V contains a comparison between the existing KAAU structure and administrational and organizational theories. Chapter VI includes the proposed model for KAAU. Chapter VII offers a summary, expectations, and recommendations.

CHAPTER II

REVIEW OF RELATED LITERATURE

The purpose of this chapter is to present a review of related lit-
erature in order to illustrate for the reader or researcher the nature
of the scholarship to which this study contributes and to provide a
basic background for its context. There are two most relevant parts to
this literature: (1) that which offers related theories of organiza-
tional and administrational structures; and (2) that which reports a
brief description of higher educational administration in Saudi Arabia.

Theories of Organizational and Administrational Structure

Henry Mintzberg's Theory

"The Structuring of Organizations" indicates that there are five
basic components of any organization, as illustrated in Figure 5. At
the base of this figure is the operating core, where the operators carry
out the basic work of the organization. Above them sits the administra-
tive component, which is shown in three parts. First, the managers are
divided into two groups. Those at the very top of the hierarchy, to-
gether with their own personal staffs, form the strategic apex, whereas
those below who join the strategic apex to the operating core through
the chain of command, make up the middle line. To their left stand the

technostructure where the analysts perform their duties of standardizing the work of others in addition to applying their analytical techniques to help the organization adapt to its environment. Finally, the support staff, shown to the right of the middle line, support the functioning of the operating core indirectly.
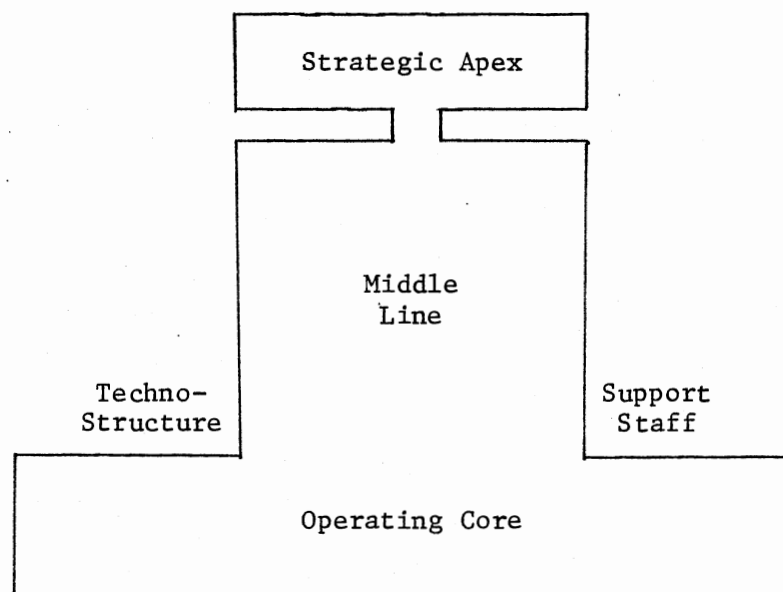
Figure 5. The Five Basic Parts of the Organizations

For Mintzberg, the structure of an organization can be defined by the sum total of the ways in which it divides its labor into distinct tasks and then achieves coordination among them. Five coordinating mechanisms seem to explain the fundamental ways in which organizations coordinate their functions. The first mechanism is mutual adjustment which achieves the coordination of work by the simple process of informal

communication in organizations ranging from the very simplest to the most complicated. The second mechanism is direct supervision which achieves coordination by having one individual responsible for the work of others. The third mechanism is the standardization of work processes which can be achieved when the contents of the work are specified or programmed. The standardization of professional organization usually originates largely outside its own structure in the self-governing associations by which operators join with their colleagues from other professional organizations. These associations set universal standards which they make sure are used by professional organizations. The fourth mechanism is standardization of outputs which can be achieved by specifying the work results. The fifth mechanism is standardization of skills which can be secured by well-designed training programs.

The simplest organization can rely on mutual adjustment to coordinate its basic work of production or service. Its operators who do this basic work are usually self-sufficient. As the organization grows and adopts a more complex division of labor among its operators, the need is increasingly felt for direct supervision. And as the organization further elaborates itself, more managers are added--not only managers of operators but also managers of managers or administrators of administrators. An administrative hierarchy of authority is built. As the process of elaboration continues, the organization turns increasingly to standardization as a means of coordinating the work of its operators. The responsibility for much of this standardization falls on a third group composed of analysts (such as planners, accountants, and production schedulers). The introduction of these analysts brings a second kind of administrative division of labor to the organization, between

those who do and who supervise the work and those who standardize it. As the degree of complexity increases, the coordination finally reverts to mutual adjustment (Mintzberg, 1979; Miller and Friesen, 1980).

Blau and Schoenherr (1971) explained that a fundamental method by which organizations discharge their responsibilities is to subdivide them along several lines into components and to assign these components to different groups of employees. Blau and Schoenherr also said:

> Subdivision produces differentiation in the structure. The important point is that the subdivision of responsibilities in organizations occurs along several intersecting dimensions. Responsibilities for clients in various places or with varying needs are divided among branch offices; those for different tasks are distributed among occupational positions; those for various functions are assigned to different divisions or sections; and those for managerial supervision and coordination are divided among hierarchical levels. Consequently, organizations are differentiated not only vertically into authority levels, but also horizontally in several distinct ways, for example, by function, by occupational specialty, and by location (pp. 62-63).

The Arns' Parallel Model Between University
and Professional Organization

For Arns, the structure of any university can be described by the existing network of authority and responsibility relationship (the span of control, the hierarchy of decision-making, line vs staff, centralization vs decentralization, the division of labor involving individuals and departments, and the degree of cooperation that exists among individuals and departments). In a university, the unit structure is the disciplinary department. Related disciplinary departments are usually grouped into schools, colleges, or divisions. Administrative and fiscal support decisions are usually made at the department level. In addition, some departments are engaged in activities of teaching, research, and

extension services that transcend these administrative and fiscal units. A university, therefore, tends to be a flat organization built along disciplinary rather than functional lines with many of the critical decisions made independently at the local unit level.

Traditionally, a distinction can be drawn between the administration and the governance of any organization. In practice, however, there always exists some overlap and ambiguity in the domain of the governance and administration mechanisms, which creates some tensions. Arns and Poland (1980) characterize the university administration as a hierarchy of decision processes that can be described by a bureaucratic model, i.e., decisions rely on the common concept of bureaucracy. On the other hand, they characterize the university governance by collegial decision processes that are based on the university as a community of scholars who share in decision making. They also indicate that the formal decision processes of a university involve a complex mix of hierarchical and collegial features linked together, whereas formal communication in a university follows the structural (bureaucratic) lines; and such communication is often less than perfect.

In Figure 6, one may note several other factors besides the university structure that characterize the parallel between university and organization. These factors include the university goals, activities, people, decision processes, and resources. University goals include the provision of knowledge, skills, creativity, discoveries, and other benefits to society. Activities are those tasks like class size, lecture vs seminar, course objectives, etc. People are the various aspects of human behavior, such as perception, motivation, learning, and responsibility. Decision processes include procedures that play a role in

planning, organizing, influencing, controlling, and communicating within
the organization. Finally, resources are the money, support, services,
and information required as well as the allocation of these to the vari-
ous programs of the university.
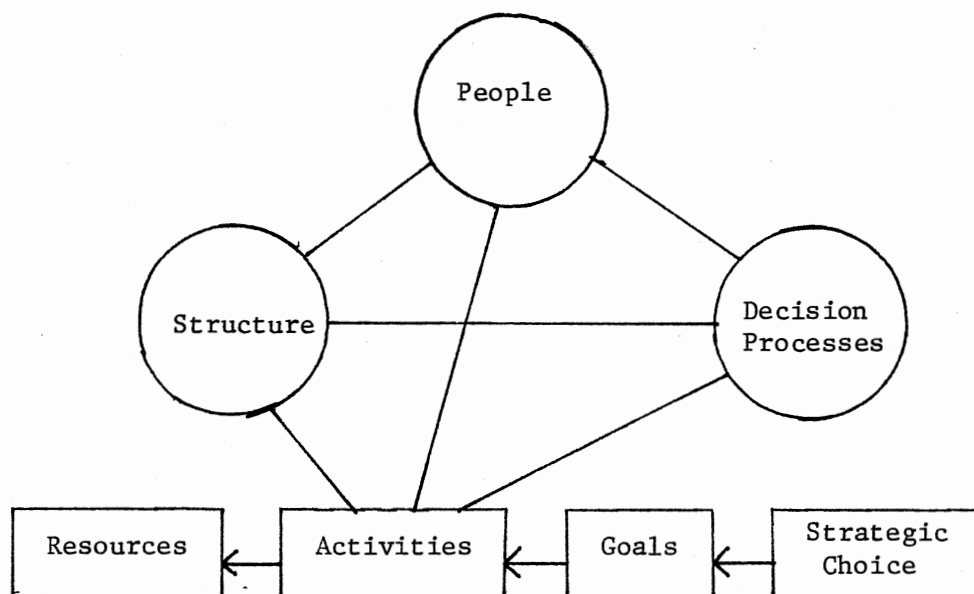
Figure 6.   A Schematic Representation of the Various Factors
            Must be Considered in the Design of an Organiza-
            tion (Arns, 1979)

There are some structural theories reported by Bertrand, Blau, and
Schoenherr, which explain certain features of behavior within organiza-
tions. These viewpoints can be identified as approaches of various
schools of thought. The following theories indicate nearly everything
that pertains to life in formal groups and organizations.

Functional Theory

The functional theory is incorporated in the definition of "function" given by Blau, who stated that "functions" can be defined as observed consequences of social patterns that change existing conditions in the direction of socially-valued objectives. The contemporary functionalists, such as Blau, Merton, and Chinoy, account for social structure and organization by demonstrating that one actor must and does relate to a second actor to achieve a desired consequence. A structural existence emanates as certain ways become standardized as behavioral requirements for achieving ends or functions. These functions are focal points around which "systems of action" are built in ever-increasing size, up to and beyond total societies. The significance of function for explaining social organization is clearly put by Chinoy (1968), who stated:

> If we seek to account for some social fact in functional terms
> we try to identify its relations to other elements in society,
> conceived of as an on-going system of interdependent parts in
> which the item studied has positive results, that is, it makes
> possible other activities or sustains the patterned, repetitive
> social or cultural forms (pp. 162-163).

Exchange Theory

Exchange theory is another conceptual approach which differs from functional theory in one fundamental aspect. Instead of focusing primarily on one side of a social transaction, it gives equal consideration to both sides. Proponents of exchange theory argue that social interaction begins because one actor (or actors) hopes to gain something from a second actor (or actors). Stover (1966), Olsen (1968), Levine and White (1969), and other researchers generally focus on four main

dimensions of an actual exchange incident: (1) the parties to the
exchange, (2) the kinds and amounts of commodities (behavior) exchanged,
(3) the agreements or understandings which govern the exchange, (4) the
conditions under which the exchange is likely to take place. Over time,
activities initiated to fulfill self-interests through mutual exchanges
stabilize into patterns of social order. These patterns are manifesta-
tions of social organization and structure (Olsen, 1968; Bertrand, 1972).

Deductive Theory

Deductive theory centers attention on the social forces that govern
the interrelations among differentiated elements in a formal structure
and ignores the psychological forces that motivate the behavior of indi-
vidual administrators and other employees. Formal structure conse-
quently exhibits regularities that can be studied in their own right
without investigating the motives of the individuals in organizations
(Blau and Schoenherr, 1971).

Although there are some different theories and approaches to organi-
zational structure, it is impossible to study all types of organizations.
Blau and Schoenherr investigated the organizational structure in more
than 1,500 component organizations, however, they all belonged to 53
root organizations, and all of these were of a single type. The investi-
gators also added:

> It is, or course, possible to conduct research on more than
> one type of organization, but it is impossible to study a
> representative sample of all types, for there is no universe
> of types from which such a sample could be drawn (p. 299).

Besides the latter theories mentioned, there are some principles or
characteristics and aspects which surround organizational and administra-
tive structures. The following paragraphs report these principles and

aspects which are related to the professional structures (as higher education administrations).

To a large extent, principles of organization have been derived from analysis of how work and people have been best coordinated in achieving an objective or goal. To a lesser extent, some principles have been derived through abstract reasoning on the nature of coordinate effect. In either case, the emphasis on principles as guides stems from the fact that very few of them are stated in terms of absolutes. Stieglitz (1971) listed 11 principles of organization: (1) The objectives of the enterprise and its component elements should be clearly defined and stated in writing. The organization should be kept simple and flexible. (2) The responsibilities assigned to a position should be confined as far as possible to the performance of a single leading function. (3) Functions should be assigned to organizational units on the basis of homogeneity of objective to achieve the most efficient and economic operation. (4) There should be clear lines of authority running from the top to the bottom of the organization, and accountability should be from the bottom to the top. (5) The responsibility and authority of each position should be clearly defined in writing. (6) Accountability should always be coupled with corresponding authority. (7) Authority to initiate action should be delegated as close to the scene of action as possible. (8) The number of levels of authority should be kept to a minimum. (9) There is a limit to the number of positions that can be effectively supervised by a single individual. (10) Everyone in the organization should report to only one supervisor. (11) The accountability of higher authority for the acts of its subordinates is absolute.

Terms, principles, and the organization concepts involved in both

are the major tools of the organization planner contemplating the organization or reorganization of a structure of an organization. Barnard (1964) presented his point of view regarding organizations in the following statement:

> Organization, simple or complex, is always an impersonal system of coordinated human efforts; always there is purpose as the coordinating and unifying principle; always there is the indispensable ability to communicate; always the necessity for personal willingness, and for effectiveness and efficiency in maintaining the integrity of purpose and the continuity of contributions (p. 289).

Barnard made a significant distinction between the concepts of effectiveness and efficiency in terms of the functions of an organization. Effectiveness, according to him, means the accomplishment of the cooperative purpose, which is essentially nonpersonal in character. Efficiency means the satisfaction of individual motives, which is personal in character. Consequently, Barnard dealt mainly with the structure and function of the formal organization without neglecting the other aspects of organization.

Those aspects focus mainly on the nature of the structural system of administrations which become, at the same time, both functional and market-based ones. For instance, colleges or universities bring professionals together to coordinate functions with each other and to train new recruits. Hence, the nature of the administrative structure is highly democratic, otherwise the professionals do not get their desired autonomy. Also, the aspect of the professional bureaucracy, such as a university, requires that its administrators and professors bring standards, skills, and qualifications into the organization when they join. Mintzberg (1979) explained the characteristics of the professional administration in the following statement:

The Professional Bureaucracy is unique among the five struc-
tural configurations (simple structure, machine bureaucracy,
professional bureaucracy, divisionalized form, and adhocracy)
in answering two of the paramount needs of contemporary men
and women. It is democratic, disseminating its power directly
to its workers (at least those who are professional). And it
provides them with extensive autonomy, freeing them even of
the need to coordinate closely with their peers, and all of
the pressures and politics that entails (p. 371).

Regarding the concept of the administrative structure, researchers

such as Hook (1972) and Sprunger (1978) believe that organizational

charts can provide a basis for understanding line/staff responsibility,

authority, and communication relationships. Although organizational

charts may have limitations, they do help faculty, staff, and even stu-

dents understand who is supposed to be responsible for what, and where

they get their authority. Sprunger stated that:

Charts are guides to the organizational make-up. Most staff
and faculty (to a lesser degree) want to know where they stand
in the organization, and the chart tells them. Charting can
be done by title, function, name, location, or all four. It
can be done vertically, horizontally, or in a circle (p. 54).

‘ Hook also observed that a desk manual can substantially reduced the

orientation period necessary for new employees.

In brief, the theories, models, and aspects noted above provide sup-

port for assumptions that assist in establishing conceptual support for

treating and restructuring any system. Consequently, the aspects of

Barnard, Simons, Hook, Mintzberg, Arns, Sprunger, Bergquist, Koortz,

O'Doonell, Driver, Streufert, Culbertson, Scott, Mitchell, Castetter,

Robenstein, Haberstroh, Millett, Wood, Child, and other educators and

researchers must be considered when creating or designing an organiza-

tional or administrational structure.

A Brief Description of Higher Educational

Administration in Saudi Arabia

The problems of higher education in Saudi Arabia have been the sub-
ject of Saudi and non-Saudi researchers. Kahn (1975) reported that some

observations and recommendations concerning the nature of the problems

and structure of Saudi universities have been made by a team of American

educators who visited Saudi Arabia during the period from August 1974 to

June 1975. These observations related such problems as the absence of

exchange of ideas among the faculty of the different colleges and even

among those in the same college, the lack of coordination and planning

at the department and college levels, and the duplication of course

offerings by several departments and colleges.

Qubain (1966) pointed out in the following quotation a true des-

cription of higher education in Saudi Arabia:

> There are two systems of higher education: traditional Muslim
> institutions for the training of religious leaders, Muslim
> judges, and Arabists; and the new modern universities patterned
> mostly after French, British, and American experiences. In the
> Muslim institutions, the curriculum is mostly traditional and
> based on the writings of the Great Muslim masters of the Middle
> Ages. Although some modern studies have been added, these were
> in the nature of accidental accretion, rather than a planned
> process of change to meet the requirements of modern life. The
> two types—vastly different from each other in aims, content,
> methods, and organization—exist side by side and present a
> dichotomy which has not as yet been resolved. The two systems
> produce personalities which are different from each other in
> mentality and approach to life (p. 48).

In his review of higher education in Saudi Arabia, Bagais (1979)

indicated that Saudi universities' administrators are almost exclusively

controlled by a few individuals, including presidents, vice-presidents,

secretaries-general, and the deans, which leads to strict centralization

in the administrative systems. The problems of extreme centralization

and lack of coordination have also been reported by Qubain (1966) and Matthews and Akrawi (1950).

Abo-Laban (1978) indicated that one of the present problems that faces Saudi Arabia is the lack of educationally-trained administrators in the various universities, schools, and departments. He also reported that Saudi Arabia does not have the specialized schools and colleges that are required to prepare students for administrating schools and universities. Manuie (1976) pointed out that most of the administrative positions in the Saudi educational system are filled by people with limited backgrounds in education and that many of them have not taken any course in administration. In his discussion of the educational problems in Saudi Arabia, Zaid (1972) explained that the country lacks clarity of vision, professionalism in administration, qualified planners, highly-trained teachers, and a pragmatic political, social, and educational philosophy. These same problems have also been emphasized by the Ford Foundation (1963) which indicated that the basic problem of the present administration in Saudi Arabia is the lack of trained and qualified employees on all levels. Matthews and Akrawi (1950) indicated that the educational administration in Saudi Arabia is carried out in an amateurish fashion which is often wasteful of time, effort, and resources. Jammaz (1973) observed that colleges operate very much on an individual basis in terms of registration and admission procedures and administration policies.

Abd-L Wassie (1970) reported that education in the Arab world suffers from a shortcoming in developing knowledge in science and technology. He stressed the need for replanning the educational policies in a manner that would reconcile the differences that exist between the

current social needs and traditions and would, at the same time, develop

new goals that will prepare students for life in the contemporary world.

CHAPTER III

RESEARCH DESIGN AND PROCEDURES FOR DATA COLLECTION

This study, as descriptive research, was intended to collect data
for proposing a restructuring of the administrative configuration of
KAAU. One of the survey studies, documentary analysis (or content anal-
ysis), was used to analyze documents, reports, books, dissertations,
periodicals, and articles related to KAAU and the Ministry of Higher
Education in Saudi Arabia.

There were some advantages to choosing the documentary analysis.
First, it helped the researcher to describe the current conditions and
practices at KAAU. Second, it provided freedom for the researcher to
observe differences between the written statements of KAAU's system and
the existing situation regarding the extent to which the administrative
system has been implemented. Third, it enabled the researcher to dis-
cover trends and weaknesses of the higher educational system in the
Kingdom of Saudi Arabia in general and at KAAU in particular. Fourth,
the documentary analysis technique was beneficial for the researcher in
tracing and evaluating the development, attitudes, interests, goals, and
objectives of KAAU's administrators and administration. Finally, it
facilitated the process of collecting data from KAAU and the Ministry of
Higher Education. Otherwise some documents may not have been released
easily during the time period in which the study was conducted (Ary,
Jacobs, and Razavieh, 1972; Gay, 1976; and Schroeder, 1977).

26

Due to the mail inadequacies in Saudi Arabia, requesting and receiving all available documents and information in person was determined to be the most appropriate methods of data collection. Hence, the researcher sent, on May 20, 1981, an official letter from his advisor, accompanied by a copy of the proposal of this study, to the Saudi Arabian Educational Mission in Houston. The Mission communicated with KAAU, and approval was obtained to travel to Saudi Arabia for collecting data from KAAU and the Ministry of Higher Education.

Between June 12 and August 18, 1981, the researcher visited the headquarters of the KAAU administration in Jeddah and met with some responsible administrators in order to obtain written information and documents about the administrative system of the university. Within approximately three weeks after these meetings were held with the Director of administration and some administrative officials, the researcher collected books (i.e., "KAAU's Systems and Regulations Collection" and "KAAU in Underlines"), received the available written administrative decisions of KAAU, and collected the annual catalogues, reports, and guidebooks.

At the end of the first month in Jeddah, the researcher flew to Riyadh, the capital of Saudi Arabia, to collect information about the role and plans of the Ministry of Higher Education regarding its obligations toward KAAU. The ministry provided the researcher with some statistical and educational books such as "Statistics of Higher Education in the Kingdom of Saudi Arabia, 1978" and "Higher Education in the Kingdom of Saudi Arabia, 1980."

Two weeks later, the researcher made a visit to Medina, where the College of Education is located. The visit to the Medina campus gave

the researcher the opportunity to glimpse the shortages and deficiencies of the KAAU system. In several meetings with the dean and deputy·dean of the college, a few documents and points of view were released which helped explain what was happening between the Medina campus and the headquarters in Jeddah.

Then the researcher went back to Jeddah to continue to collect data through observations and meetings and from various resources, e.g., faculty, students, staff, dissertations, and articles in magazines and newspapers.

Before the field trip was over, the researcher devoted several days to organizing the materials into relevant categories in an objective fashion.

The researcher used the following steps in the process of collecting data:

1. Translating from Arabic to English the necessary documents, statements, and other information regarding the existing administrative system of KAAU.

2. Reviewing literature of the structural theories and models which were related to this study.

3. Collecting and organizing the essential concepts which were implemented and employed for restructuring the administrative configuration of the KAAU.

This research design and the procedures for data collection were put together to illustrate and present documents and information about the KAAU administration that will be analyzed in the next chapter.

CHAPTER IV

ANALYSIS OF THE CURRENT OPERATION AT KAAU

In this chapter, the researcher will report and explain the current administrative operation of KAAU regarding the university's authorities and regulations.

Administrative levels of KAAU include the following three authorities who are in charge of university administration:

The Supreme Council

The Supreme Council serves as a part of the body of each university in the country, and the Minister of Higher Education (the Supreme President of the Council) controls KAAU as well as other universities regarding their functions and systems.

The Supreme Council is composed of the following members: (1) The Supreme President is the Minister of Higher Education as head of the Council, (2) the KAAU's President, (3) the Vice-presidents, (4) the Secretary-General, (5) the College Deans, and (6) Five men of thought in the country who must be appointed by a Royal Decree for three years and may be reappointed according to a recommendation of the Supreme President.

The role of the Supreme Council is primarily that of the authority in charge of all scientific, financial, and administrative affairs, as well as handling university issues and policy. The council has the

right to make necessary decisions to achieve the purposes for which it is set up. According to the regulations of the university system, it is responsible, in particular, for the following activities:

1. Implementing executive regulations decided by the council of the University.

2. Recommending the establishment of new colleges, institutes, and departments in the University.

3. Recommending the University Budget prior to it being issued by a Royal Decree.

4. Setting up the schedule of salaries for staff and faculty members and similar personnel as well as student subsidies in accordance with the Ministry of Finance and Public Civil Service Diwan (department).

5. Recommending appropriate university fees and getting a resolution from the Council of Ministers regarding them.

6. Recommending a modification of the University System in order to obtain a Royal Decree concerning it.

7. Approving the final accounts.

The Supreme Council holds meetings twice a year by invitation from its president who has the right to call an exceptional session if it is deemed necessary. A quorum is present if two-thirds of the members attend. Its decisions are to be made by free majority of the attending members (Directorate General for the Development of Higher Education, Saudi Arabia, 1979).

The University Administration

The University President is appointed by a Royal Decree following a nomination by the Supreme President of the Council. The University

President is to be in charge of the scientific, financial, and administrative affairs of the university. He is to represent the university to off-campus groups and to be responsible to the Supreme President when implementing the general policies set for achieving its purposes (King Abdul Aziz University, 1980/1981).

The Vice-president (or the Vice-presidents) is appointed through a resolution of the Council of Ministers following a recommendation from the Supreme President. He is appointed for three years and may be reappointed. He is to assist the university president in the administration of university affairs and is acting president when the president is absent.

The University Secretary-General is appointed by the Council of Ministers from among the staff members following a recommendation from the Supreme President. The appointment is for three years and may be renewed at the end of the term. The Secretary-General is to take charge of technical, administrative, and financial works under the supervision of the university president. He also is to be responsible for executing regulations within the limits of his job and to be in charge of the University Council Secretariat.

Regarding the College Deans, Deputy-Deans, Directors, and Department Heads, KAAU appoints them upon approval from the Supreme Council following recommendations from the college councils and the University President. The college council at each college is composed of the following types of officers: (1) college dean, (2) deputy-dean, and (3) department heads.

Saudi and non-Saudi teachers at KAAU are to be appointed by the University Council upon recommendations from departments, deans, and

the president.

The University Council

The University Council consists of the following members:

1.   The University President, who presides over the Council, or his deputy.

2.   The University Vice-president of Vice-presidents.

3.   The University Secretary-General.

4.   The Higher Education Deputy-Minister for technical affairs.

5.   The College Deans.

6.   A member of the staff (who is appointed by the Supreme Council for two years and may be reappointed).

University Council activities include a variety of tasks, such as the following:

1.   Recommending to the Supreme Council the establishment of new colleges and new sections in the colleges and institutes.

2.   Appointing, promoting, and dismissing university staff and faculty within the limits of the University System.

3.   Publishing research reports and other studies which the Council considers worthy of publication.

4.   Awarding scientific degrees, diplomas, and certificates to University graduates.

5.   Awarding Honorary Doctorates following the suggestion of the concerned college council.

6.   Recommending regulations to decide the academic calendar and vacation time.

7.   Recommending university fees where applicable and conditions

for exemption.

8. Recommending subsidies for students.

9. Recommending council budget projects.

10. Recommending the approval of the university final accounts projects.

11. Accepting donations, subsidies, and awards on condition that it does not contradict the main purposes for which the university was established.

12. Reviewing issues brought by the President, by the Supreme President, or by one of the members of the Council.

13. Recommending executive regulations for the system to the Supreme Council.

Furthermore, the Council has the right to form permanent or temporary committees from within its members or from among specialists to study what is forwarded to them by the Supreme Council. Council meetings are not considered to be in order unless a quorum (two-thirds of its members) are attending. University Council decisions are made by free majority and are not considered binding unless approved by the University Supreme President. If the University Supreme President does not approve a decision of the University Council, the decision is to be referred to the Supreme Council within 15 days and is to be decided in an ordinary or exceptional session. The Supreme Council has the right to approve, reject, or amend the decision, and its ruling is final and binding.

The University currently awards the following scientific degrees:

1. Bachelor (B.A. and B.S.).

2. Master (M.A. and M.S.).

3. Ph.D. (The Mecca Campus, which was a part of KAAU, is offering the Ph.D. for Islamic and Arabic studies).

KAAU is a cultural, scientific establishment which has five major objectives:

1. Promoting university education and higher studies in the fields of Arts, Sciences, and other fields of knowledge.

2. Caring especially for Islamic studies and research.

3. Training teachers.

4. Forwarding knowledge and science by encouraging scientific research.

5. Developing cultural, athletic, social, and scientific activities (King Abdul Aziz University, 1979/80).

Although the current operation of KAAU has been carried out by a centralized-type of authority, the aforementioned documents of KAAU emphasize the administrative decisions move up the bureaucracy office by office and council by council before a final decision is made, and that may lead to a waste of time. The most recent investigations by Kashmeeri (1977), Dahlan (1978), and Gazzas (1980) described clearly and frankly the following administrative problems at KAAU:

1. Administrators may not be fully qualified, skillful, using properly the organization and planning, and understanding the administration's dimensions of techniques because of the unavailability of adequate training, orientation, or evaluation programs for administrators at KAAU.

2. There is a lack of communication, cooperation, coordination, and clarification of functions, roles, norms, and goals among administrators, faculty, students, and society because centralization of

authority restricts administrators handling of their jobs quickly and

confidently to satisfy people involved internally and externally.

3. There is a shortage of Saudi teachers, administrators, and

other personnel to meet the goals and objectives of the university.

4. Delay in hiring vice-presidents, Secretaries-General, directors,

and other administrators.

5. Junior-level administrators, faculty, and students have limi-

tations and restrictions for meeting top administrators in the univer-

sity because top administrators do not open widely their door for

discussions with students, faculty, and junior-level leaders or even

visitors from outside the campus unless detailed arrangements have been

made in advance.

The KAAU structure has repetitious or redundant offices under dif-

ferent authorities, such as "medical administration" under the secretary-

general and "university hospital" under the president. In addition,

some administrative offices are endowed with special functions and roles

(e.g., the office of general relations which is to provide services only

to visitors of the university but which is not responsible for support-

ing effective relationships between KAAU and other parts of the society)

(King Abdul Aziz University, 1979/80).

The existing administrative structure of KAAU is drawn in Figure 7

from official administrative decisions as reflected in the university

documents. The Figure shows the current operation in terms of functions

and interrelationships.

In terms of authority, power, and decision-making processes, KAAU

is highly centralized, with all decisions being made by very few, or

possibly, by one person. Centralized decision-making and the absence

Council of Ministers

Supreme Board of Education

Ministry of Higher Education

President

- General Relations
- University Hospital
- Advisory Comm.
- Financial Super. (Controller)

Vice Pres. for Grad. Studies & Scien. Res.
- Scientific Board
- Dept. of Higher Educa.
- Dean of Library Affairs
- Centers of Scien. Res.
- Facilities & Educ. Tech.
- Scholarships & Miss. Abroad
- Author, Publi. & Translation

Gen. Adminis. for plan. Dpt.
- Technical office
- Plan. Adminis for Academic Inter. pro.
- Plan. Adminis for Manpower & Fin. needs
- Plan. Admin.-Ann. Bud. Est.
- Stat & Info. Administration

Exec. Comm. for Female St
- Dean
- Assistant Deans
- Dir. for Admin. & Finance

Academic Deans Department Heads Colleges & Institutes
- Science
- Education in Medina
- Engineering
- Medicine & Medical Sciences
- Geology
- Institute of Sea Sciences
- Institute of Meteorology
- Division of Part-time studies (Arts & Social Sciences, Economics & Administration, Center of pilgrimage studies)

Vice Pres. for Acad. & Tech. Affairs
- Coll. & Inst. in Jeddah, Medina & Tait
- Book Selling Centers
- Faculty Members' Affairs
- Correspondence (Indiv. Studies)

Secretary-General
- Dean of Stud. Affairs
- Student Hous. and Services
- Student & Athletic Activ.
- Dean of Reg. & Admission
- Schol for non Saudi Students
- Medical Administra.
- Gen. Sec. of KAAU Board

Gen. Gen dir. for Fin. & Ad. Affairs
- Technical Office
- Communi. & Registra. Dir.
- Personnel Affairs Dir.
- Director for Asst. Services
- Purchasing Director
- Storage Director
- Dir. For Fin. Affairs
- Gen. Admin. Dir for each Branch

Figure 7.   The Current Structural System of KAAU (King Abdul Aziz University, 1980/81)

of delegating sufficient authority has resulted in very serious problems which threaten the success and effectiveness of KAAU (Dahlan, 1978; Gazzaz, 1980).

Given the current structure and administrative documents of KAAU, there are some heavy duties and responsibilities assigned to the top administrators. For example, during the field trip and from the recent investigation by Gazzaz, the researcher discovered that the KAAU president and the director for administrative and financial affairs were handling almost all of the responsibilities of the university because of the delay, for more than a year, in appointing vice-presidents and a secretary-general. Due to that delay, the three aforementioned authorities of KAAU had to cope during the long procedures of appointing officials. For instance, if the university would like to have a vice-president for academic and technical affairs, an application must be sent by the president through the university council to the Supreme Council, the Ministry of Higher Education then to the Council of Ministers and finally to the King for approval, and that sometimes takes three months to more than a year. In Figure 8, the procedures of appointing vice presidents of KAAU emphasize the centralized decision making by the top administrators of the university and government which leads to neglecting the importance of participating with other parts of the administration, such as department heads, directors, faculty, staffs, and even deputy deans of colleges.

Also regarding span of control and staff and line, unequal duties and responsibilities exist among administrators who are directing and supervising staffs and personnel, and there is confusion in reporting directions to the right persons with "when and why" questions. This is

because of the unavailability of an organizational chart to guide administrators and because of the lack of clarification of roles, functions, and expectations to help administrators in knowing their lines and scopes (King Abdul Aziz University, 1980/81).

Council of Ministers

Supreme Council

Ministry of Higher Education

University Council

Application———→

President

Deans, Deputy-Deans, Department Heads, Directors
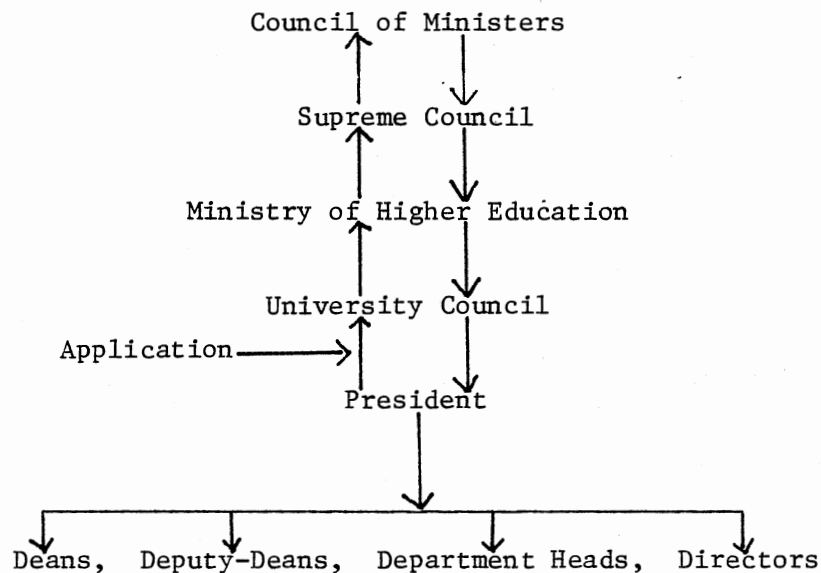
Figure 8. The Procedure of Appointing Vice Presidents of KAAU

The communication existing in KAAU may be a fully downward model. Figure 9 shows an example of the flow of information and communication in the system of the university. Upward and horizontal types of communication among administrators, faculty, and other personnel are very weak and, in some cases, do not exist. The primary reasons for this problem are the centralization of authority, the lack of understanding regarding the flow of information and communication in the system, and the unfamiliarity of how to achieve effectively communication. As a

result of the absence of desired communication at KAAU, cooperation
among administrators, faculty, personnel, and students is lacking, and
coordination of the activities of the various individuals is rare. In
addition, cooperation between KAAU and Saudi Arabian society is still
misunderstood by administrators who play key roles in shaping the future
of Saudi Arabia; therefore, most companies and government agencies,
which dealt with KAAU, were not satisfied completely with their rela-
tions with KAAU (Bagais, 1979; Gazzaz, 1980).
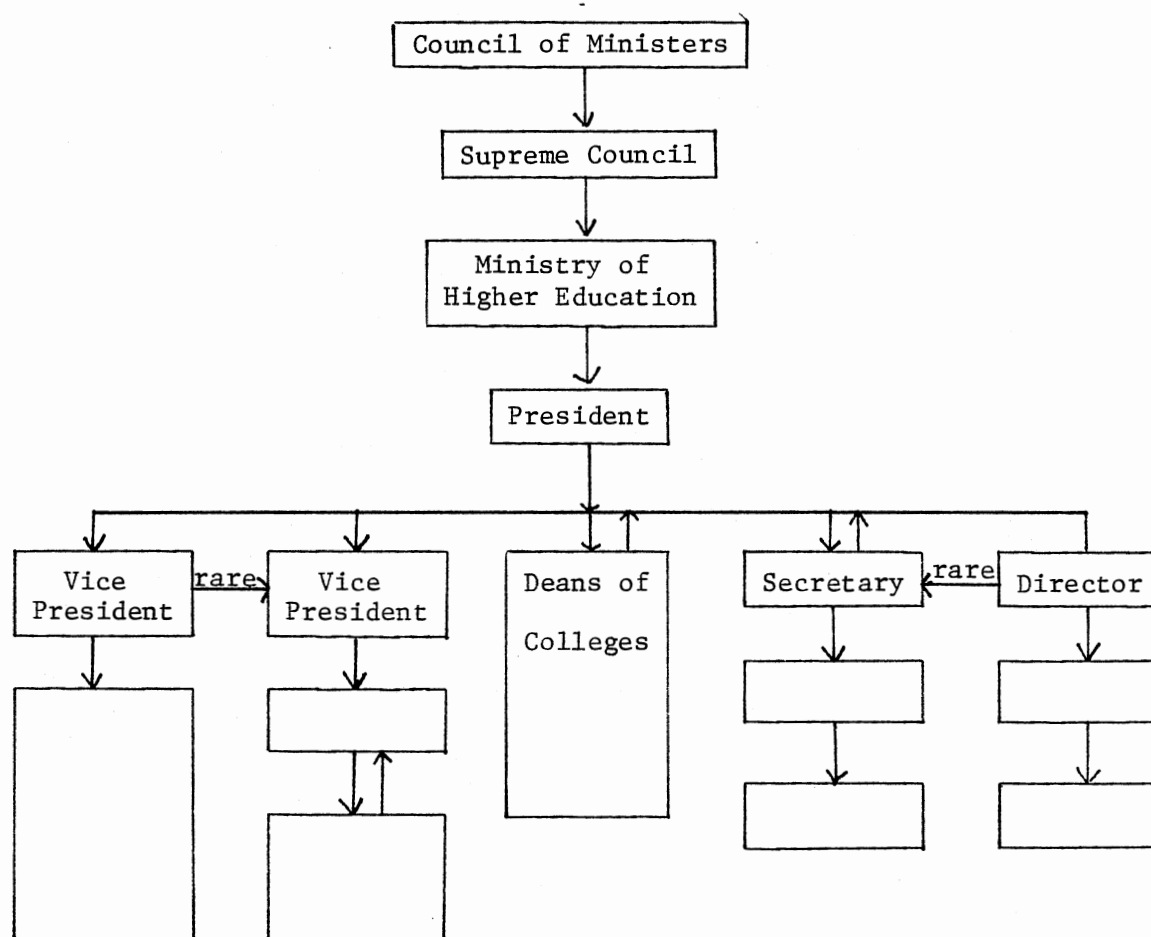
Figure 9. The Flow of Information and Communication in the System of
KAAU

Hence, the next chapter will present a comparison of the current KAAU's structural system and the related theories, models, and concepts of organizational and administrational structure in order to show the differences which exist between what KAAU is doing and what it ought to do.

CHAPTER V

COMPARISON BETWEEN KAAU'S STRUCTURE AND

ADMINISTRATIONAL/ORGANIZATIONAL

THEORIES, MODELS, OR CONCEPTS

In this chapter the researcher will present a comparison between related theories, models, and concepts of administrational and organizational structures and KAAU's structure in order to create a proposed model for the structural system of KAAU in the next chapter.

First of all, universities must be flexible instruments for creating, shaping, and sustaining the society. Wood (1973) explained how a university can be many different things in several ways to a wide variety of persons. The key words "transmit" and "discover" clearly encompass the instruction and research aspects of any major university. Through instruction, the university develops in the undergraduate students the skills and understanding that will enable them to play a useful and satisfying role in the economic, social, and political life of the society in which they live. The research mission of a university provides the information, data, and values generated from new ideas and creative actions which will help the people meet their future needs. In addition, research activities support the graduate programs offered at a major university and provide important resources to improve instruction.

Shaping the future of any university is impossible without

acknowledging the societal role of that university and understanding that the society does change with time. To be successful, a university must develop strategies and operational plans that increase its flexibility and enhance the society's confidence in its capabilities. Moreover, the university should have a continuous assessment of the environment in which it will function. A variety of questions would need to be faced at the outset: What are the needs of society and which of these should the university seek to meet? What are the dominant economic, political, demographic, and ethical trends? What are the constraints? Answers to these questions of strategic choice form a starting point in planning the future roles of a university (Child, 1972).

KAAU has lagged far behind the changes in the Saudi society as a whole. Its function is at least partly conservative in the best sense. The major reasons for this lagging are the structural system of KAAU which does not promote societal cooperation and communication as well as it ought to and the misunderstanding of KAAU administrators of the key roles that the university can play in shaping the future of Saudi Arabia. Consequently, the gap between KAAU and Saudi society has widened, and the confidence of the people in the capability of KAAU in solving their problems has almost disappeared (Bagais, 1979; Gazzaz, 1980).

Second, clarification of functions, roles, norms, and goals are important elements in any organizational structure. In functional theory, Blau and Bertrand defined functions as observed consequences of social patterns that change existing conditions in the direction of socially-valued objectives. The functions of administration have been modified by Sprunger and Bergquist to include six activities: planning, organizing, staffing, leading, evaluating, and developing. These

functions should be viewed as parts of a single, structural system. Morgan (1973) also identified identical managerial functions (planning, organizing, coordinating, directing, and controlling). Consequently, most theories and concepts have focused upon various functions with considerations to the dimensions and consequences of them. For example, a change in one function causes changes in others, and neglect in one area weakens the entire system.

The smallest unit of social or organizational structure is the norm. A norm may be defined as required or acceptable behavior for a given interactional situation. Norms provide standards for behaving as well as standards for judging behavior.

Roles are the second structural unit of systems, and they consist of a more or less integrated subset of norms. In other words, a role is made up of several related norms, all of which are dedicated to the same function. Bertrand (1972) stated that:

> While norms are important to our conceptual scheme because they are the smallest structural elements of social systems, roles are essential to our interpretation of social organization theory because of their dynamics. Although it is true that a system is more than a sum of its parts, a system can only function as a whole by virtue of the interdependence of its parts. Roles are the vehicles (or channels) through which information travels within and between systems. Therefore, the dynamics of systems is basically the dynamics of their roles (and the norms which make them up). Also, any analysis of social systems must allow for norms and roles either implicitly or explicitly (pp. 104-105).

According to clarification of goals in a university, Hutchins (1962) indicated that the only way one could criticize or appraise an organization is to know what it is supposed to do. However, one of the most important tasks for any organization is a realistic identification of its goals. For an organization to be stable and successful, it must

have a well-defined set of goals which guide it in the proposed direc-
tion. Lack of goal clarity creates tension and role conflict within the
organization and threatens its very existence.

Unfortunately, KAAU has a lack of clarification of functions, roles,
norms, and goals, especially among administrators (Kashmeeri, 1977). If
any change or replacement were to occur in the system, most administra-
tors would not be aware of it for a long period of time. As a result,
most administrators behave in the university with a shortage of know-
ledge about each department within their organization, and because of
the unavailability of an organizational chart or a desk manual, they
cannot direct a person in the institution to the right place and respon-
sible person.

Third, professional jobs which involve complex skills require well-
trained individuals to accomplish them. Training is particularly impor-
tant for those individuals who hold sensitive administrative positions.
Mintzberg (1979) indicated that in some organizations, known as profes-
sional, executive development programs are used to teach the superiors
specific managerial and communication skills.

University administrators usually vary in the extent to which they
have already attained the desired administrative skills. Programs of
administrator development should, therefore, be designed to help univer-
sity administrators attain the desired skills, confront organizational
barriers, and optimize their functions (Sprunger and Bergquist, 1978).
Examples of such programs include in-house training workshops, orienta-
tion programs, and national and international conferences. These pro-
grams must not be restricted to intermediate level administrators, but
should also include top level administrators. Culbertson (1979)

indicated that the effective preparation for educational leaders is being assigned higher priority now than in the past, largely for two reasons. First, training and education provide a renewal strategy for individuals, which is strongly needed today because the forces of change which were inherent in the past era of expansion are no longer existing. Second, an increasing number of studies are documenting the key roles of presidents, vice-presidents, deans, department heads, and other administrators in the effort to improve education. Furthermore, a related corrollary is gaining support: that those who would be leaders must also be learners.

Contrastingly, most of the administrators at KAAU lack the necessary skills to accomplish their complex jobs effectively. To make matters worse, many administrators have never attended or participated in any training or orientation program. As a result, a large portion of the administrators at KAAU are not prepared to perform their functions efficiently, and sometimes they fail in making the right decisions concerning sensitive issues which directly affect the welfare and development of KAAU.

Fourth, communication is at the heart of any educational organization, and without it such an organization will ultimately fail to function properly. Indeed communication is necessary to motivate, direct, evaluate, and control the activities of the individuals in any university (Scott and Mitchell, 1976).

The major problems of communication in a university is how to promote a sense of shared goals and objectives. Improving communication in such a university is basically a process of organizational development in which communication should be downward, upward and horizontal

(Castetter, 1971). Figure 10 shows that communication, down, up, across, and in between makes for maximum praticipation of people in decisions affecting them. Downward communication is needed to parallel the line of responsibility. Official educational policies, programs, standards, definition of assignments, and schedules of various kinds are examples of information transmitted along the superior-subordinate axis. Upward communication, on the other hand, indicates the transmission of information from subordinates to the superior through the administrative hierarchy. These are several important reasons why a university administration should encourage the upward flow of information. The first reason is to determine the extent to which the goals of the university system are being achieved and to assure that the problems which arise in the conduct of the work at the university are being corrected. A second reason for encouraging upward flow of communication is to assure that organizational arrangements provide the necessary incentives for personnel cooperation. Finally, horizontal communication between personnel at the same operating level, such as those who perform staff functions, enhances the mutual planning and cooperation among individuals and between the individual and organizational system. Castetter (1971) also explained how personnel cooperation can be promoted when the factors that inhibit effective communication are understood and when efforts are made to minimize persistent barriers.

Robenstein and Haberstroh (1966) indicated that several features of an educational institution can be employed to facilitate, control, and improve the communication system. These features include the location of personnel, architectural configuration, mechanical connectors between individuals and groups, and coordination of personnel movement.

Robenstein and Haberstroh further suggested that long-range planning and systematic selection of personnel with good communication skills will improve the system. Millett (1967) reported that communication requires participation of all elements of the academic community in a well-coordinated manner.
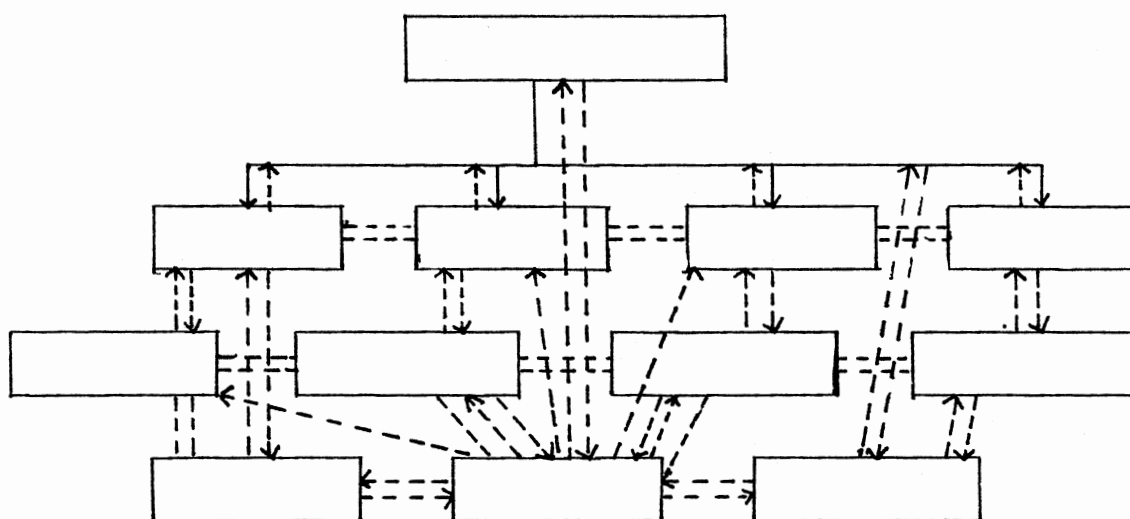
Figure 10.   Maximum Participation of People (Stieglitz, 1962; Castetter, 1971)

It is likely that KAAU lacks communication among administrators, faculty, staff, personnel, and even students and society. This lack of communication stems from the structural system of the university which emphasizes a downward communication as depicted in Figure 7 in the previous chapter. Upward, across, in between, and horizontal types of communication are very weak and, in some cases, do not exist. Other reasons for this problem are the unawareness of the different management

levels about the importance of communication and the unfamiliarity of how to effectively achieve it. As a result of the absence of communication at KAAU, cooperation among administrators, faculty, personnel, and students is lacking, and coordination of the activities of the different individuals is scarce.

Fifth, centralization of authority, as it exists in the structural system of KAAU, indicates that all the power of decision making rests in the hands of a few individuals. Alternatively, decentralization implies that the decision-making process is distributed among many individuals. Sprunger and Bergquist (1978) indicated that the formal authority in an organization is conferred from above (the superior member), but power (accepting of authority) is granted from below (the subordinate members). Sprunger and Bergquist (1978) also reported that no matter how much goes into planning an organization, it is by the act of delegation that the administrator gets things done through others. In his Main Event Management Program, Hook (1972) called delegation the "engine of management." Rarely can an administrator perform personally all the tasks assigned to him, and consequently he must delegate authority and assign responsibility for tasks or duties to others. Although delegation is so common that it is often taken for granted, some management experts feel that administrators fail because of poor delegation more often than for any other reason (Koortz and O'Donnell, 1978).

Mintzberg (1979) indicated that perhaps the most common error committed in organizational design is the centralization of decision making in the face of cognitive limitations. Top managers empowered to make decisions see errors committed at lower levels of the organization and think they can do better either because they see themselves as smarter

or believe that they can more easily coordinate decisions. Unfortunately, in complex organizations, as is the case in universities, this inevitably leads to a state of "information overload;" i.e., the more information the brain tries to receive, the less the total amount that actually gets through (Driver and Streufert, 1969). Indeed, one individual can hardly make all the decisions required for an educational organization. Decentralized decision making in a university allows the system to respond quickly to local conditions and provides a stimulus for motivation.

KAAU's structural system is characterized by very tight means of coordinating the decision-making process as all decisions are made by very few persons as is illustrated in Figure 11. Figure 11 shows how a decision-making process moves in regards to day-to-day operations, and the top administrators have full authority to approve or reject an idea without providing feedback or considering the junior administrators, faculty, staff, or even students. This centralized-type of decision-making and the absence of delegating authority have resulted in very serious problems which emphasize the need for moving toward the decentralization of authority as soon as possible.

The sixth and last comparison deals with equating duties and responsibilities among administrators in an organization. Sprunger and Bergquist (1978) recommended that the span of control should be narrow even if it requires more levels in the administrative hierarchy because each administrator supervises only a few subordinates. Middle and top-level administrators seem to be able to handle three to nine subordinates who report directly to them, while lowest-level administrators can work with 12 or more (Davis, 1951; Urwick, 1956). Narrow span increases

the potential for control but may also create communication problems. Conversely, a wide span of control reduces the numbers in the hierarchy and so reduces the overhead, but it limits the ability to monitor and control (Blau and Scott, 1962).
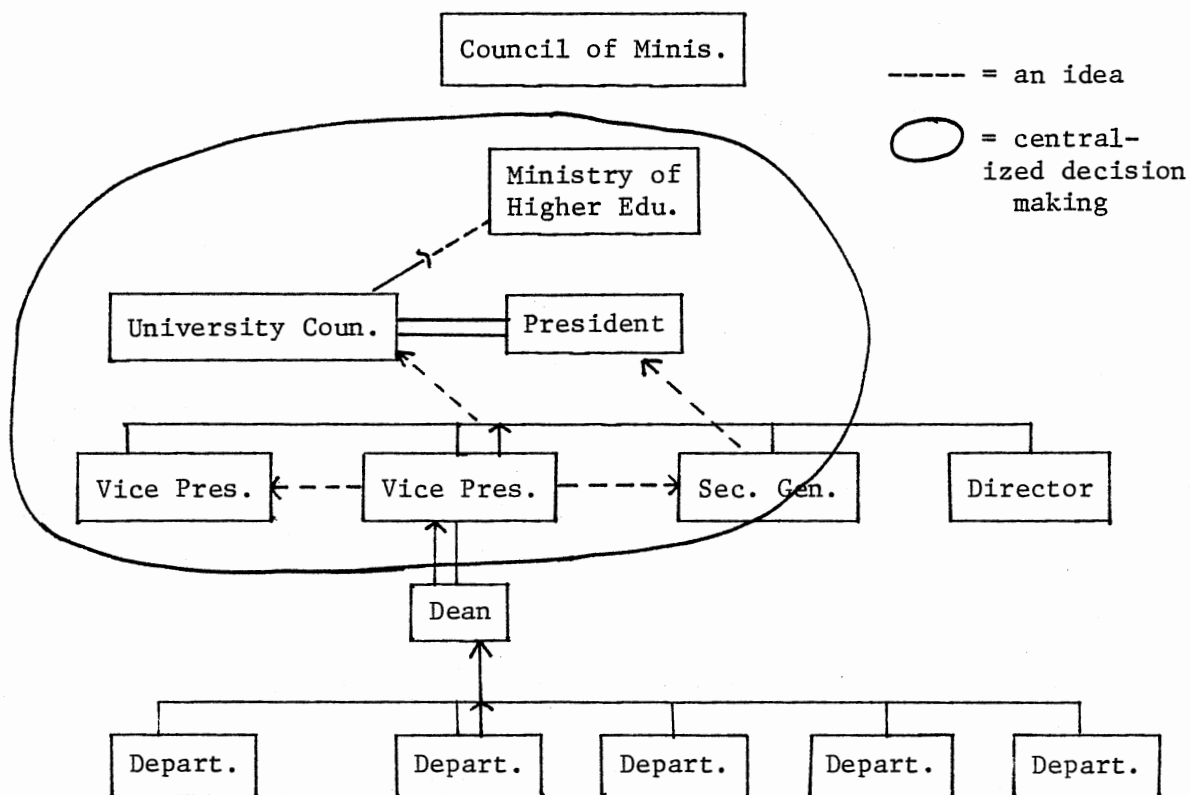
Figure 11.   Centralized Decision Making in KAAU's System

The span of control or the span of duty/responsibility within a structural system must be equally distributed among officials with the same positions or levels (Blau and Schoenherr, 1971). This equal distribution of responsibilities among administrators in a structural

organization leads to avoid overload duty, responsibility, or work over-
head administrators on various divisions.

But for KAAU's structural configuration, as shown in the former
chapter, the opposite of the above concepts and theories of equating
duties and responsibilities among administrators existed. Figure 7 in
the previous chapter was drawn to present such a point of unequal duties
and responsibilities among KAAU's administrators in top levels as well
as in the lowest levels in the structural system. For instance, the
president of KAAU has many responsibilities, with 15 to more than 30
officers or administrators reporting to him. Also, the Central General
Director for Financial and Administrative Affairs has more duties than
other top administrators with the same level of authority, such as the
Secretary-General and the Vice-Presidents. In addition, there is con-
fusion in reporting directions to the right people with "when and why"
questions. This is because of the non-availability of an organizational
chart to guide and direct KAAU's administrators and because of the lack
of clarification of roles, functions, and expectations to help adminis-
trators in knowing their lines and scopes (King Abdul Aziz University,
1979/80).

Summary

This chapter has presented a comparison between KAAU's structure
and administrational/organizational theories, models, or concepts. Six
comparisons were illustrated and justified by utilizing the most rele-
vant theories, models, and concepts of structural systems and by report-
ing the KAAU's structural system described in Chapter IV.

The first comparison focused upon what a university must create,

shape, and sustain in its society regarding instruction, research, planning, trends, and societal needs and roles because KAAU has lagged so far behind in these points.

The second comparison dealt with clarification of functions, roles, norms, and goals as important elements in any organizational structure. Without them, conflicts, confusion, and chaos may occur among people involved in an organization. Unfortunately, KAAU has a lack of these clarifications, especially among administrators because of unavailability of an organizational chart or a desk manual which should direct a person in the institution to the right and responsible person.

The third comparison was about training individuals who hold sensitive administrative positions. Programs of administrator development should be designed to help university administrators attain the desired skills, confront organizational barriers, and optimize their functions. Contrastingly, most of the administrators of KAAU are lacking the necessary skills to accomplish their jobs effectively, and many of them have never attended or participated in any training or orientation program.

The fourth comparison emphasized the importance of communication, cooperation, and coordination among administrators, faculties, students, universities, and organizational communities in general. It is likely that KAAU lacks communication among administrators, faculty, staff, personnel, and even students and society. This lack of communication stems from the structural system of the university which emphasizes downward communication without encouraging upward, horizontal and in between types of communication. As a result of the absence of communication at KAAU, cooperation among administrators, faculty, personnel, and students is lacking, and coordination of the activities of the different

individuals is rare.

The fifth comparison stressed the centralization of authority, as it exists in the structural system of KAAU, which indicates that all the power of decision making rests in the hands of a few individuals. Alternatively, decentralization implies that the decision-making process is distributed among many individuals. Decentralized decision making in a university allows the system to respond quickly to local conditions and provides a stimulus for motivation. But the top administrators at KAAU have full authority to approve or reject an idea without obtaining feedback or considering the junior administrators, faculty, staff, or even students.

The sixth and last comparison dealt with equating duties and responsibilities among administrators in an organization. The span of control within a structural system must be equally distributed among officials with the same positions or levels in order to avoid overload duty, responsibility, or work overhead administrators on various divisions. On the other hand, KAAU's structural system has lacked this equalization among administrators in top levels as well as in lower levels in the structural system.

The next chapter will present a proposed model for restructuring KAAU's administrative configuration which may strengthen the structural system of KAAU and make it more workable, flexible, and worthwhile for administrators, faculty, personnel, students, and society in general.

CHAPTER VI

PROPOSED ADMINISTRATIVE CONFIGURATION FOR KAAU

Upon completion of the proposed administrative configuration model
design and its application to KAAU, it is anticipated that KAAU will
have the path paved to accomplish efficiently and satisfactorily its
foremost mission: providing what is often referred to as "the critical
mass," the core of high-level personnel necessary to assume key posi-
tions in all aspects of a developing society. These include leaders of
government at all levels as well as those who represent a nation's inter-
ests abroad: professionals (the doctors, lawyers, teachers, economists,
engineers, scientists, sociologists); and clergy, who provide the ser-
vices a nation must have to prosper; and the auxilliary personnel, a
vast network of semiprofessionals, technicians, paramedics, and aides
needed to implement government programs and to achieve professional
goals.

The model development process necessitates considering the follow-
ing selected administrative facet:

Administrative Structure

Recruitment and Selection Process

The selection of administrators with high abilities, experiences,
and skills is an indispensible element in achieving the goals of an

organization. Without good administrators, we cannot insure good plan-
ning or organization: with good administrators, other administrative
activities fall into place. Certainly the skills and attitudes of the
people with whom one works directly influence success in implementing
programs that are designed to move the institution toward specific goals
(Sprunger and Bergquist, 1978). Therefore, KAAU has to be free to ap-
point its administrators. In other words, the top administrators at the
University must have full authority to select their subordinates accord-
ing to due qualifications which are compared with job specifications.
The administrative system of KAAU should apply the following suggested
steps for recruiting and selecting administrative personnel.

First, personnel planning should begin with a broad vision of how
adequately the institution is currently functioning, what new goals and
programs are being projected, and what external pressures may require
changes in staff composition and hiring practices. More specifically,
personnel planning and forecasting should incorporate information about
the institution's mission, goals, and new program plans; its reorganiza-
tional needs; its reduction or retrenchment needs; economic assumptions;
changes or potential changes in the available student market demands;
recently enacted or pending governmental regulations; changing demands
and needs of supporting constituencies; and promotion potential, retire-
ment schedule, and tenure status of faculty and staff.

Second, job specifications must be drawn up before the vacancy is
announced and candidates are interviewed. A job specification document
should list the characteristics, abilities, experiences, and skills
needed for the duties, responsibilities, and authority of the position.
Announcements of the position should be based on this document.   Job

specifications are more helpful in evaluating candidates' credentials and their responses during interviews (Mandell, 1964). The job specification document should include an accurate and descriptive title, an outline of the scope of activities, a description of duties, a statement of responsibilities and authority, a statement of expectations of candidates (which are not necessarily the same as they were for the previous jobholder), a description of the new jobholders' relationships with other people within and outside the organization, and previous experience and skills required. Hook (1972) proposed a formula (job = person + situation + others) to convey this critical interaction.

Position descriptions should be based on the job specifications. The position description should include the following elements: effective date, title, division in which the position is located, goals of the position (specific ends for which it exists), duties (activities, responsibilities, and authority), the person to whom the jobholder reports in the organizational structure, and conditions of employment (such as fringe benefits and vacations). An important reason for developing the job specifications and position description is that these documents can then be used to create performance standards, which are used as evaluative tools (Campbell and others, 1970).

Third, a process of locating applicants should involve six activities: determining and identifying the populations that will be the focus of a recruitment effort; designing a procedure for advertising the job opening; writing an appropriate announcement for each recruitment population; checking the population and procedures; distributing advertising copy; and assessing job inquiries.

Fourth, an assessment of applicants should focus on the interview

as the most important step in the selection process. An applicant for any significant job should be independently interviewed by key administrators, faculty, and appropriate committees, and each interview should take at least one hour. A simulation that tests the candidate's reactions under artificial but realistic conditions may be more useful. This approach need not depart radically from the interview procedure (Mandell, 1964).

Selection of the final candidate should depend on the job, the institution, and the environment (physical and human) in which the jobholder will be working. There should be at least six qualities in the selection of administrative personnel: leadership, integrity, intelligence, ability to analyze, communication skills, and organizational compatibility. Although most of these qualities are difficult to define and measure, they should be observed and assessed by using an administrator's past record, paper and pencil tests (such as the leadership scales published by Teleometrics), small group simulations in which the candidate is asked to work with others on a real problem, a well-planned interview, reports from the candidate's subordinates and close acquaintances, various in-basket simulations involving value-oriented issues, graduate degrees and records of school performance, etc. (Sprunger and Bergquist, 1978).

Finally, selling the candidate on the job should be part of a job interview, although it should not dominate. When the time comes to sell the job to a candidate, several factors should be kept in mind. First, if the interview has been positively oriented, the candidate should already be interested. And if the position description has been properly developed with the candidate's participation, he should be well informed

about the job. Second, it is essential that the KAAU offer incentives in addition to salary. Jurgensen (1949) identified nine incentives which can be useful to KAAU: advancement, benefits, the status and achievements of the institution, compatible co-workers, good working hours, security, characteristics of supervisor, type of work, and working conditions. Herzberg (1959) developed a two-factor theory of motivation. Those conditions of work that lead to satisfaction are not necessarily those that lead to dissatisfaction when absent. It is important that a job be satisfying, meaningful, important, challenging, and stimulating. The third factor should be the campus visit. The candidate or new official should have a chance to judge the institution firsthand. He should also be given an opportunity and encouraged to meet with potential colleagues, supervisors, and subordinates. Campus visits will help him make the correct decision about whether he accepts the job offer and begins to get acquainted with members of the campus community.

Authority Delegation

At the present time KAAU has centralized decision-making processes. Therefore, the university has the absence of delegating sufficient authority. This study is trying to move the current system of the university toward decentralization by involving administrators from various levels in decisions. The process of delegating authority necessitates the consideration of the following five guidelines which can be helpful to KAAU administration.

First, assignments should be defined and authority delegated in light of results that are expected.

Second, a person's abilities, preferences, and other responsibilities should be considered when tasks are being assigned. Although the good organizer approaches delegation primarily from the standpoint of the task to be accomplished, he must never forget that staffing is a crucial part of the system.

Third, open lines of communication must be maintained at all times. While the superior should not interfere in the delegated assignment, the subordinate should not be left to work in isolation. Plans may need to be modified and new decisions made as conditions change. There must be a free flow of information between superior and subordinate.

Fourth, proper controls must be established. Every delegation should include a method of making certain that authority is used properly. Controls should be relatively broad to prevent interference, and they should be designed to show deviations from plans rather than detailed actions of subordinates.

Finally, administrators should be ever watchful for means of rewarding both effective delegation and effective assumption of authority. Although monetary rewards are always appreciated, the granting of greater discretion and prestige (either in the subordinate's present position or through promotion) is often even more effective as an incentive (Koontz and O'Donnell, 1978).

Rarely can the KAAU's president, vice-presidents, secretary-general, deans, directors, or department heads perform all of the tasks assigned to them; consequently, they must delegate--they must assign authority and responsibility for tasks or duties to their subordinates. In "Administrative Action: The Techniques of Organization and Management," Newman (1963) identified three inseparable components of delegation. The first

is assignment of duties by an administrator to immediate subordinates. Granting permission (authority) to make commitments, use resources, and take actions that are necessary to perform these duties is the second. The third is the creation of an obligation (responsibility) on the part of the subordinate to the delegating administrator to perform the duties satisfactorily.

For having an effective delegation and participative decision-making, the University Council should consider the following steps:

First, the University Council should inform the Ministry of Higher Education and the Supreme Board of Education of all the duties, responsibilities, and problems facing the top administrators and junior administrators in order for the governmental officials to be aware of the university's needs and problems.

Second, the University Council should submit to the two authorities a request for the university's leaders to recruit and select their subordinates on a well-defined approach described earlier in this chapter.

Third, the University Council should ask the planning department to report to them definitions and descriptions about every individual administrator's duties, responsibilities, and problems.

Fourth, the University Council, working with the advisory committee, should reduce the number of officials reporting to the president, vice-presidents, secretary-general, and other responsible directors by delegating some authority to the deans of the college, department heads, and other officials who can assume accountability for such officials. By narrowing the span of control for the top administrators as much as is appropriate, the system as a whole would become more efficient.

Fifth, the University Council should involve the faculty members

and students in decision-making processes by providing appropriate op-
portunities for the faculty and students to participate in the Univer-
sity Council meetings, advisory committee meetings (and in different
decision-making policies), which are concerned with faculty and students'
activities and needs.

Finally, the KAAU's top administrators should be open to the ideas
of others (faculty, students, outsiders, and junior-administrators) by
encouraging open communication between themselves and faculty, students,
and all administrative personnel; and by allowing subordinates enough
freedom to carry out the assignments.

Administrative Evaluation

Evaluation is integral to administration, and every administrator
is responsible for the evaluation and development of his subordinates.
Administrative evaluation aids in controlling, monitoring past perfor-
mance, assessing deviations from expected performance, and identifying
needed action (Sprunger and Bergquist, 1978).

KAAU lacks well-designed and systematic evaluative techniques to
assess its administrators' work behavior. To reverse the situation, it
is advisable that the KAAU administration should be fully aware of the
following functions of administrator evaluation as it attempts to per-
form the task:

1. Administrator evaluation can be and often is used to determine
personnel decisions regarding retention, promotion, and salary.

2. Administrator evaluation can serve as a basis for administrator
development, especially if it incorporates observation, diagnosis, and
training.

3. Administrator evaluation can be linked to the identification and measurement of specified program objectives (in this way, the institution or department uses evaluations as a tool for monitoring the attainment of objectives and, consequently, as a vehicle for planning).

4. Administrator evaluation can serve as a team-building procedure (members of an administrative team can improve their team-work by sharing evaluative data in a constructive, problem-solving manner).

5. Administrator evaluation can be used to assess the strengths and weaknesses of an administrative staff. Detailed performance standards can be of particular value in this regard. The appraisals of members of the administrative unit can be compared and integrated so that strengths will be fully employed.

6. Administrator evaluation can provide information to governing boards and chief administrators about the degree of congruence between declared institutional policy and actual administrative action.

7. Administrator evaluation can be used to convince both internal audiences (students and faculty) and external publics (parents and government officials) that administrators not only perform effectively, but perform functions essential to the institution.

8. Administrator evaluation aids in research and development needed to determine factors that influence administrative effectiveness.

9. A performance evaluation can help an administrator determine whether he understands perceptions of his own performance held by his colleagues, supervisors, and subordinates. This can be done by asking the administrator how he expects these other people to evaluate him. A comparison of his expectations with the actual results tells him how well he understands others' perceptions. If his predictions are too far

off, he may wish to re-examine and modify the ways in which he obtains
feedback from others about his job performance (Genova, Madoff, Chin,
and Thomas, 1976).

Because of this need for understanding the functions of administra-
tor evaluation, KAAU should use the "rating scales" approach as a tool
for evaluating its administrative personnel. Much of the attention in
the field of administrator evaluation (as in faculty evaluation) centers
on the development and use of rating scales. In most instances, these
scales are used by supervisors or subordinates to assess individual per-
formance. However, other kinds of rating scales, such as the College
and University Environmental Scales (distributed by the Educational
Testing Service, Princeton, New Jersey) (Dressel, 1976), assess the
characteristics of the institutional environment for which the adminis-
trator is held accountable. This environmental approach is based on the
assumption that a high-level administrator is ultimately capable of
influencing most aspects of the campus. When used with care, environ-
mental scale results can be helpful in evaluating high-level administra-
tors if analyzed in conjunction with data focusing on his traits,
activities, or outcomes that directly influence the campus environment
(Bergquist and Shoemaker, 1976).

KAAU should utilize the rating scales in order to assess its admin-
istrators according to the following seven areas (Sprunger and Bergquist,
1978).

1. <u>Knowledge and capacity</u>. The administrator's job-related skills
and understanding, his comprehension of modern administration techniques,
his physical and mental vigor, intellectual and cultural interests, and
knowledge of and interest in higher education in general.

2. <u>Dependability</u>. He meets deadlines, keeps up with schedules, satisfies expectations. He has a strong sense of responsibility, initiative, and integrity. He is always punctual and appropriately dressed.

3. <u>Adaptability</u>. He plans effectively and imaginatively; he has good judgment and mental stability, but can anticipate and is not afraid to innovate.

4. <u>Interpersonal relationships</u>. He manages conflict skillfully; he is adept at verbal and nonverbal communication, team management, and leadership. An effective administrator is tactful and can work well with different kinds of people; he strives for consensus among his subordinates, and judges people perceptively and fairly.

5. <u>Commitment to professional growth</u>. This includes commitment to excellence and professional improvement both for himself and his subordinates; he instills enthusiasm for professional matters.

6. <u>Resource and personnel management</u>. He pays attention to detail while concentrating on basic issues rather than trivia. Cost awareness and the ability to say "no" effectively when necessary are also essential. He has sound judgment about situations and problems and makes decisions promptly and effectively; he maintains his efficiency through delegation of responsibility and the necessary authority; he processes detailed routine tasks efficiently and establishes uniform procedures.

7. <u>Institutional loyalty</u>. He has a strong commitment to service; he participates in campus activities and works in the community for support of the institution. He can and does inspire enthusiasm for institutional goals (Miller, 1974; Patz, 1975).

The process of evaluating the KAAU's president must lie with the Supreme Board of Education and the Ministry of Higher Education which

should receive recommendations from five top administrators under the President (such as vice-presidents, secretary-general, deans, and directors) and five faculty members under different departments. This way may lead the university to select the right president for the right position.

But evaluating the KAAU's administrators other than the president, should be delegated to the president and the unit/committee who must assume the responsibility to collect necessary information about the institutional administrators from a variety of individuals, such as faculty, students, administrators, and even outside professional administrators and faculty, if that is possible.

The evaluative process of KAAU administrators should be expected to serve the college or university without being unduly treatening to either.

The evaluative unit or committee must consider the following caveats for processing the KAAU's administrator evaluation. First, in some areas, the securing of relevant data is not difficult; in other areas it is almost impossible. In the academic world production criteria are almost impossible to evaluate on a short-run schedule. On occasion, "one flaw" may outweigh a preponderance of favorable evaluations. On other occasions, one great strength may more than compensate for unfavorable evaluations elsewhere.

Under this evaluative unit/committee, there should be a "developmental evaluation for administrators and staff" program which may allow the university to evaluate its administrative personnel for developmental purposes such as unique direction in higher educational administration. The administrator/staff evaluation program may also improve

university services and result in a better reputation and greater prestige among the other universities in the country.

Recognition of a second condition is fundamental. The same qualities or assessments may be nearly ideal in one time or place. Valid evaluations can only be such as they are related to specific tasks at specific times, in a specific place.

A third condition must be considered by the evaluative unit. This condition is that a person evaluated has a right to know how he was evaluated, the criteria involved, and how he rated. It is best for those involved in evaluation (evaluative unit or committee and the President of KAAU), and particularly those who evaluate the evaluation and deal directly with the evaluated administrator, to understand that all of us err, that potential human response is essential, and that all evaluation inherently involves criticism (Anderson, 1977).

Developmental Program

A development or training program is a vital aspect of a successful administration. Programs of administrator development should be designed to prepare the university's administrators not only for current problems, but also for those in the near future (Shumacher, 1973).

But KAAU does not have a well-organized administrator development program to enhance its administrators professionally, personally, or organizationally. It is important for KAAU to realize that the administrator development program must be carefully planned and coordinated and proceeded through the previous procedures of recruiting, selecting, and evaluating the KAAU's administrators. However, through consultation and training, through the dissemination and use of knowledge and the

exchange of human resources, the developmental program can produce changes that can be evaluated with reference to the administrator's personal and professional goals (Sprunger and Bergquist, 1978).

Several approaches can help the KAAU administrator improve his effectiveness at his specific job by improving his skills at it, increasing his knowledge about it and related issues, or changing his attitudes. Such approaches are: internships, orientation programs, in-service educational programs, professional leaves, and job enrichment programs.

The KAAU administrator will be more effective in his job if he has already had some kind of preservice (internship or apprentice) experience in the "sheltered" setting.

When any KAAU administrator begins a new job, he should have the opportunity to participate in an orientation program that acquaints him with his responsibilities and the procedures and policies of both his administrative unit and the institution. A good orientation program gives the newcomer an understanding of the norms and environment of the institution. If an extended job description and standards of performance have been developed, they will contain some of this information. If possible, the orientation period should last several weeks so that the administrator will not be overwhelmed with information and impressions.

When a new person enters any KAAU administrative unit, his orientation should include some ceremony, at least the opportunity to get acquainted with his co-workers. The orientation program should be designed so that this ceremony is identified and acknowledged. The ceremony should mean a pleasant method of telling the new administrator

that he is now officially "in," that his new co-workers realize that this period of transition may be difficult for him, and that he can count on their support as he learns his way around.

For in-service education, KAAU should send administrators to a few external education programs. These conferences, usually national or international in scope, may serve primarily as vehicles for the dissemination of knowledge and do a lot to help the individual administrator increase skills or change attitudes. The president of KAAU, working with the unit of developmental/planning department for administrative personnel, should arrange together a list of individual administrators who should attend and participate in different national or international conferences. This arrangement should involve schedules of conferences with regard to subjects that might be discussed during in-service education programs.

A leave or sabbatical program can be designed to meet the administrator who needs preparation for a new job or a sense of renewal in his present job. The leave program might allow the administrator to study in a new job-related field or to work in a different type of educational setting. These activities can give him new knowledge and a change in perspective. Alternatively, he might wish to take leave to attend special programs or extended training if he is planning to return to the classroom or to leave education altogether. Regardless of the purpose of the leave, it should contain several elements: a professional growth contract to define the mutual obligations of the administrator and the institution, a transition period (before and after the leave) to give him a chance to prepare for the change he is about to make, and a program through which he can share his new expertise or learning with other

staff members (Galloway and Fisher, 1978).

A job enrichment procedure for the KAAU administrator should be an effective vehicle for long-term professional development. Wissman (1975) defined job enrichment as a process of designing new jobs or changing existing jobs to enable employees to take part in the planning and the control functions that were previously restricted to supervisors and staff employees. Its objective is to provide for the employee's psychological growth and development rather than just for his economic growth and development.

In the job enrichment program, KAAU should first focus on the work rather than just the worker (administrator). How can the work be made more meaningful or interesting? A superior can provide a subordinate with motivation, not only by giving him more money or increasing his benefits, but also by redesigning the work he does so that it will be more rewarding. The job enrichment program should begin with a job analysis to determine the inherent rewards and motivations of a job.

Second, the job can be expanded either horizontally or vertically. Horizontal expansion involves the reorganization or reclassification of two or more jobs to make both more meaningful. Vertical enlargement of a job occurs when an administrator's responsibilities are increased. An extended job analysis is necessary to enable a supervisor to define those areas he must continue to control and those that can be delegated to a subordinate. Because job enlargement of subordinates can seem threatening to a supervisor, Myers (1970) recommended job enrichment workshops to help administrators consider this problem in the supportive environment of their peers.

Then, KAAU should establish an office of "staff promotion and

benefit programs" in order for the university to promote, reward, and serve its administrative personnel in different ways, such as compensations, sending them abroad to obtain more realization of higher education, training/orientation programs, and rewarding them occasionally for their active behaviors and performance.

The KAAU Administration Role

KAAU's administration should be urged and convinced to deploy serious efforts toward clarifying definitions of function which are necessary to coordinate activities and to avoid overlapping at each of its operating levels.

The following approach may be suggested:

1. Academic administration: the primary concern of academic administration is to foster and support instruction and research. Therefore, the president of KAAU as well as the vice-presidents for academic and graduate affairs, secretary-general, deans, and department heads must serve as chief executive officers, leaders, and spokesmen, respectively. It is their responsibility to direct and integrate the institution's program of instruction and research.

In the area of academic administration, the President, for instance, must be informed concerning the ability and the accomplishments of his chief assistants, the academic deans (or the vice-president for academic affairs), with whom he must cooperate (Blackwell, 1966).

KAAU's president should have faculty credentials and faculty experience, first of all. The president should be thought of as the chief academic officer of the institution. There are four major academic officers in a university: the Department Executive Officer, the College

Dean, the university Vice-President for Academic Affairs, and the President. The relationship among these officers should not be just one of hierarchy, of subordination and superordination, but one of collegial collaboration. Moreover, each of these academic officers is both a manager and a participant in governance. The president, however, becomes the academic leader. Furthermore, the faculty leadership role of the president should support the strengths of organized autonomy and help establish only that degree of corporate or institutional coherence essential to maintain the academic enterprise (Millett, 1978).

The responsibility of the KAAU president, the vice-president for academic affairs, deans, and department heads is not to specify how curricula or courses should be modified, but to ensure that the faculty are continually involved in the evaluation and adaptation of courses and curricula in light of both the expansion of knowledge and the changes taking place in the society (Corson, 1975). Hence there should be an internal communication program focused on facilitating services and actions among departments, offices, or colleges in order to bring about cooperative communications in the system and coordinated educational and administrative activities.

One development that has tended to involve the attention of the academic administrators·is the development of institutional research. Therefore, the KAAU's Centers of Scientific Research must use research as a study of the instructional process which should include the analyses of (1) input, e.g., studies of student characteristics, faculty characteristics, finance, and the curriculum; (2) process, e.g., examinations of the effectiveness of remedial and special purpose instructional programs, student counseling services, resident hall systems, and

of instruction in the classrooms; (3) context, e.g., studies of university structure, organization and climate, and of the impact of size on functioning; and (4) output, e.g., analyses of graduates by field, student credit hours provided, speeches given, and articles written by faculty members (Hamberlin, 1970; Ikenberry, 1971).

The library administration of the KAAU, which is usually included within the area of academic administration, must offer the necessary resources of references in order to serve the academic environment sufficiently in terms of the instruction and research's activities. But the status of KAAU's librarians and that of the professional staff are not clearly defined. Then, the KAAU's librarians should rank academically with those of the teaching staff who have similar educational qualifications, training, and experience. They still should enjoy academic privileges (even though they are classified as civil service employees, along with office clerks and janitors). Russell (1942) wrote:

> In order to maintain effectively his position in this community of scholars, the librarian must himself qualify as a scholar. He must be broadly acquainted with the manifold fields of human knowledge. He must be able to speak the language of scholars. He must know the ways in which scholars and specialists in various fields derive their knowledge and apply it to practical situations (pp. 775-780).

2. The administration of student personnel services: It has been said that faculty members and academic administrators are concerned with students as learners, while student service officers are concerned with students as individuals or persons (Millett, 1980). Hence, the student service officers of KAAU need to establish policies and procedures for determining what student services they should provide, how to alter services offered as new needs arise, and how to assess the contribution that student services make to the vitality of the university community

and the academic progress of students (Balderston, 1974). Under this
administrative direction, the KAAU President, the Secretary-General (as
a Vice-President for Student Affairs), the dean of student affairs, the
dean of registration and admission, and other offices serving students
are charged to coordinate all the University's relations with students.
Besides selection of students for admission, registration, records,
health service, counselling, housing, food services, student activities,
financial aid to students, foreign student program, and student orienta-
tion, there should be at KAAU a placement program for students to prac-
tice administrative tasks and to be involved in some administrative
decisions. Such administrative tasks for students can be in custodial
services, maintenance of grounds, library services, athletic service,
residence hall services, student counselling services, student publica-
tion services, bookstores, and even in student unions and public rela-
tions offices. Also, there should be a marriage counselling program
which can provide to both male and female students a good understanding
of married life. The "marriage counselling" program should be created
because the females and males on and off campus are separate from each
other in their knowledge and understanding of the proper and natural
relationships before and after marriage and because there is no such
program in the society or at KAAU which is addressing this issue. More-
over, the Islamic religion of the country is not going to reject or pre-
vent this marriage counselling program unless some mistaken events might
occur from handling this newly-developed program systematically and in
a disciplined manner (Blackwell, 1966).

The administration of student personnel services should be based
upon the responsibility of the faculty of KAAU to implement the ideals

of higher education. Then, the administrators of student services should

be trained professionally to have an adequate knowledge of the academic

curriculum and be able to encourage faculty members to participate in

their programming services for students. In other words, the KAAU ad-

ministrators of student services should be professionally trained and

qualified for serving students. They should also be aware of the impor-

tance of understanding the academic curriculum and faculty participa-

tions in providing information to this unit which may lead to serve

students effectively and efficiently. These awareness and qualifica-

tions of student personnel should be encouraged by the KAAU's top admin-

istrators (the presidents, vice-presidents, secretary-general, deans,

directors, and even department heads).

3. Business administration: The professional qualifications

required today of the chief business officer are much higher than they

were in the past. He must thoroughly understand accounting, business

law, economics, and investment theory and practice. Some knowledge of

engineering is most helpful, and a college degree supplemented by gradu-

ate work is essential. The more he understands educational philosophy

and the interests of the faculty, the more useful he will be to his

institution and the greater will be his own satisfaction (Blackwell,

1966).

At KAAU, the director for financial and administrative affairs is

responsible to the president for all the finance and business affairs.

However, there are some weaknesses regarding the handling of business

administration activities because of the lack of qualifications among

the administrative personnel in this area. Consequently, KAAU's busi-

ness administrative services should be periodically updated and

distributed to each of the major business officers of the institution

such as the president, financial supervisor (controller), director for

financial and administrator affairs, and other business director's

offices. All activities of this business unit should be examined by

professional experts in business who should provide alternative solu-

tions for solving financial problems of the university. Because of the

business administration problems, the KAAU business administrators

should reorganize their tasks by consultating with the other univer-

sities and studying the current problems they are facing. The previous

approaches of recruiting and selecting administrators for KAAU and of

evaluating and developing administrative personnel may lead the univer-

sity's business administration to solve its problems financially and

administratively (Millett, 1980).

4. Public Relations: Or public information has recently become an

important function for many universities. This task involves public

image-building of various kinds for the institution. The president, as

a chief public relations officer, should have close contact with the

head of this unit, especially during times of crisis or if the univer-

sity is trying to create a new image in the public mind. There should

be adequate liaison and communication between this unit and the Ministry

of Higher Education and the Supreme Board of Education (Richman and

Farmer, 1974).

Public service contributions of a university assist local, regional,

and national constituencies by providing them with information, help,

enlightenment, and entertainment. The university may have programs of

applied research and problem-solving for public agencies and for signi-

ficant clienteles. It may disseminate useful information to professional

and lay clienteles, operate educational radio stations, sponsor cultural events for the university community and a wider public, operate hospitals and clinics, maintain park space and museums, and offer harmless amusements and ritual occurrences (Balderston, 1976).

The director of public relations must ascertain what the public thinks of his institution. He should know the public reaction to its mistakes as well as to its achievements and should realize that the public relations function is corrective as well as interpretative. (In addition to his responsibility for publicity and interpretation, he should begin to seek responsibility for contributing with other administrators in the hierarchy to the growth and development of his institution.) Then, it is advisable for the KAAU director for public relations to coordinate (with the director of the planning department) all issues related to public interests and institutional growth and development.

Under the "public relations" administration, KAAU should establish a public information program which may lead to provide information to the public enterprises through the media (radio, television, and newspapers) or through public sectors (governmental and agencies).

Also, the "public relations" administration should establish relationships with alumni and high schools in order for the university to be aware of the beneficial relations with other educational sectors in which it may support these associations in terms of acknowledging their attitudes and needs, and displaying relevant services and activities to meet their capabilities and tendencies (Millett, 1980).

By working with alumni and former students, KAAU may have good interpreters who can explain the functions of the university to the public at large. Hence, the "public relations" administration should use

the extension programs of continuing education as an opportunity for the alumni to draw upon the intellectual resources of the institution. Seminars and short courses designed specifically for graduates should also be promoted by this unit (Blackwell, 1966).

Establishing good relationships with high schools should be studied by this administration of public relations in terms of understanding the benefits of serving such schools and the prospective students.

The proposed administrative configuration (Figure 12) concludes the stated recommendations destined to bring about amelioration in the overall administrative system now utilized by KAAU.

Remarks involving changes in the proposed structure follow:

1. Recruiting and selecting top administrators under the President of KAAU should be transferred completely from the Council of Ministers and the Ministry of Higher Education to the President and the university council. Therefore, the Council of Ministers and the Ministry of Higher Education should assign responsibilities to the university's leaders to employ well-defined standards for appointing their subordinates. Also, the Supreme Board of Education and the Ministry of Higher Education should act as coordinators and mediators between the institution and the nation's mission and purposes. In addition, the Supreme Board of Education (which consists of the Ministers of Higher Education, Planning, Information, and Education; the Executive Committee Director for Female Studies, and the Executive Director for Religious Affairs) should have the authority to select the university presidents for the country after receiving recommendations from five to ten top administrators of each university including KAAU, such as the vice-presidents, secretary-general, deans, directors, and even department heads.

Supreme Board of Education

President

Advisory Committee

Financial Supervisor (Controller)

V-Pres. for Grad. Studies & Scientific Res.
- Scientific Board
- Department of Higher Education
- Dean of Library Affairs
- Centers of Scientific Research
- Facilities & Educational Technology
- Scholarships & Mission Abroad
- Authorship, Publication & Translation

General Dir. for Plan. Dept.
- Technical Office
- Plan. Admin. for Acad. Interprise Programs
- Plan. Admin. For Manpower & Financial needs
- Plan. Admin. for Annual Budget Estimation
- Statistic & Information Administration

Dir. for Un. & Pub. Rel. & Evaluation
- Internal Communication office
- Public Information Director
- Marriage Counselling
- Dir. for Alumni & High School Relations.
- Developmental Evaluation Office for Administrators and Staff
- Director for Staff Promotion and Benefit Programs

Academic Deans Department Heads
Colleges & Institutes
- Science
- Education in Medina
- Engineering
- Medicine & Medical Sciences
- Geology
- Institute of Sea Sciences
- Institute of Meteorology
- Division of Part-time Studies (Arts & Social Sciences, Economics & Administration, Center of Pilgrimage Studies)

V-Pres. for Academic & Tech. Affairs.
- Colleges & Inst in Jeddah, Medina, & Taif
- Book Selling Centers
- Faculty Member Affairs
- Correspondence (Individualized Studies)
- Director of Educational Services & Programs

Com. for Female Std.
- Dean
- Assistant Deans
- Dir. for Administration & Finance

Sec.-General
- Dean of Student Affairs
- Student Housing & Services
- Student & Athletic activities
- Dean of Registration & Admission
- Scholarships for non-Saudian Students
- University Hospital Administration
- General Secretariat of KAAU Board

Dir. for Financial & Admin. Affairs
- Technical Office
- Personnel Affairs Director
- Director for Assistant Serv. (Physical Plant)
- Purchasing Director
- Storage Director
- Director for Financial Affairs
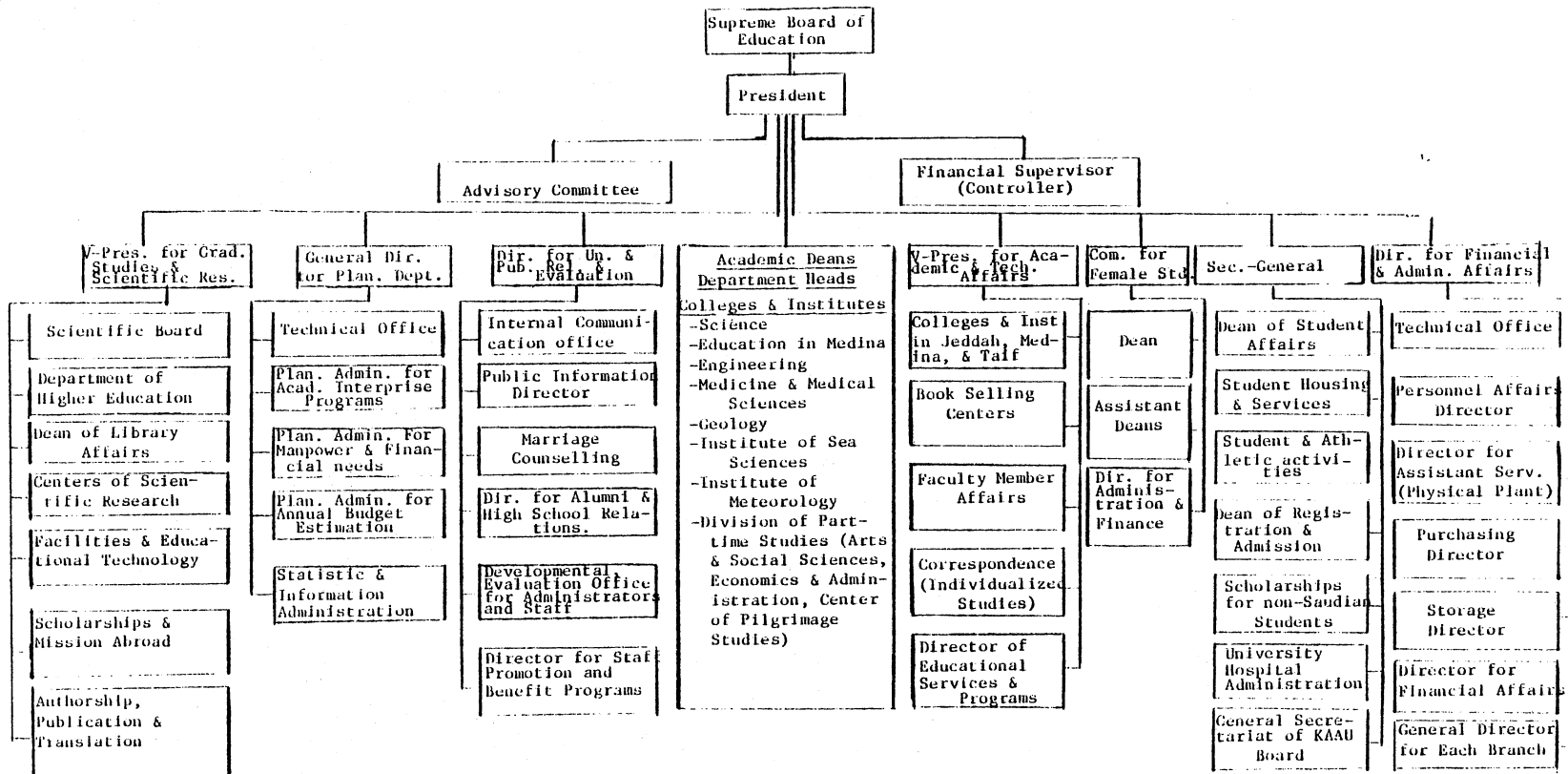- General Director for Each Branch

Figure 12. The Proposed Administrative Configuration for King Abdul-Aziz University

2. Combining some offices in the current structural system is advisable. The "university hospital" and the "medical administration" should be under the secretary-general in order to provide suitable health services to the students, faculty, administrators, staff, and community in general. In addition, the "registration director" and the office of "dean of registration and admission" should be one office under the secretary-general because both of them carry similar duties and responsibilities.

3. Reducing span of control/responsibilities and report procedures to the presidents is a necessary step in the configuration. By adopting the previous approaches of recruitment and selection, authority delegation, and administrative evaluation, the existing bureaucracy and centralization of authority at KAAU will be moved toward decentralization, reduction of span of control, and debureaucratic procedures of reporting from subordinates to superordinates.

4. Establishing new offices may encourage the university to improve and develop its services toward a well-designed organizational/administrative system. Therefore, KAAU needs some programs to support and improve its services internally and externally. Such programs are internal communication, public information, marriage counselling, alumni and high school relations, developmental evaluation for administrators and staff, and staff promotion and benefit programs. Each of these programs may pull the system together by creating better understanding of the university's role and functions and by offering desirable services to the individuals involved particularly and to the community and the nation, generally as well as the KAAU's administration role proposed in this chapter.

Summary

Chapter VI has presented a proposed administrative configuration for KAAU with some important selected administrative facets which are related to the current structural problems of the university. The first administrative facet was dealing with the process of recruitment/selection of the KAAU's administrators because good administrators can insure good planning and organization. The second facet was authority with suitable delegation toward decentralization. The third facet was administrator evaluation which should be an integral part of any successful administration that is aware of the functions of the administrator evaluation. The fourth facet was developmental and training programs for administrators who should be enhanced professionally, personally, and organizationally. The last facet was the KAAU administration role which should involve the four areas of administration: academic administration, the administration of student personnel services, business administration, and public relations.

The proposed administrative configuration (Figure 12) was designed to implement recommendations intended to bring about amelioration in the overall administrative system now adopted by KAAU. There were some changes in the proposed structure regarding interferences of recruiting and selecting KAAU administrators by the Council of Ministers and the Ministry of Higher Education; redundancy of offices in the current structural system of KAAU; unequal duties and responsibilities among the administrators with the same level of authority; and establishment of new programs to improve and develop the university's services internally and externally--i.e., internal communication, public information, marriage counselling, alumni and high school relations with KAAU,

developmental evaluation for administrators and staff, and staff promo-

tion and benefit programs.

The last chapter will present important recommendations to KAAU and

the Ministry of Higher Education to be discussed, considered, and exam-

ined carefully and precisely.

CHAPTER VII

SUMMARY, EXPECTATIONS, AND RECOMMENDATIONS

Summary

The problem of this study was to suggest a restructuring of the administrative configuration of King Abdul Aziz University (KAAU), Saudi Arabia. Therefore, this study proposed to treat the current structural problems that stem from the existing system of KAAU described in Chapter I and analyzed in Chapter IV. Some important problems that stem from the structural system are misunderstanding the university's role in society, lack of clarification of functions, roles, norms, and goals in the university, unavailability of adequate training and evaluative programs, rigid centralization of authority, and lack of communication, to name a few. Hence, the main purpose of this study was to propose a model in order to make the system of KAAU more workable, flexible, and worthwhile for administrators, faculty, students, and society in general.

The documentary analysis technique described in Chapter III was utilized in this study to discover, trace, describe, and evaluate the strengths and the possible weaknesses of the existing structural system of KAAU. Analysis of the KAAU documents, statements, and administrative decisions was done regarding the current operation of the university. Also, analysis of the related theories, models, and concepts was done in Chapter II for the purpose of strengthening and supporting this study.

In Chapter V the researcher presented the comparison between the KAAU structure and the most relevant theories, models, and concepts of structural systems. Six comparisons were utilized to show the differences which exist between what KAAU is doing and what it might do in terms of its role, function, and regulations toward its community and the environment where it is located. The first comparison was focusing upon what a university must create, shape, and sustain in its society regarding instruction, research, planning, trends, and societal needs and roles because KAAU has lagged so far behind in these points. The second comparison dealt with clarification of functions, roles, and goals as important elements in any organizational structure. But KAAU has a lack of these clarifications, especially among administrators because of unavailability of an organizational chart or a desk manual which should direct a person in the institution to the right person.

The third comparison was about training administrators of KAAU because most of the administrators are lacking the necessary skills to accomplish their jobs effectively, and many of them have never attended any training or orientation program. The fourth comparison emphasized the importance of communication, cooperation, and coordination among individuals in the academic community and organizational communities, in general. It is likely that KAAU lacks effective communication among its individuals because the university emphasizes downward communication without encouraging upward, horizontal, and in between types of communication. As a result, cooperation and coordination in the university are rare. The fifth comparison stressed the centralization of authority, as it exists in KAAU, which indicates that the power of decision making typically rests in the hands of a few individuals. Alternatively,

decentralization implies that the decision-making process is distributed among many individuals. The last comparison dealt with equating duties and responsibilities among administrators with the same positions or levels of authority; KAAU's structural system has lacked this equalization.

In Chapter VI the proposed administrative configuration for KAAU was presented in detail with some important selected administrative facets. The first administrative facet dealt with the process of recruitment/selection of the KAAU's administrators because good administrators can insure good planning and organization. The second facet was authority with suitable delegation to achieve decentralization of decision-making processes. The third facet was administrator evaluation, which should be an integral part of any successful administration that is aware of the functions of administrator evaluation. This facet included the process of evaluating the KAAU's president and other administrators. The fourth facet was developmental and training programs for administrators who should be enhanced professionally, personally, and organizationally. Several approaches have been suggested to improve the administrators' effectiveness at their jobs. Such approaches are: internships, orientation programs, in-service educational programs, professional leaves, and job enrichment programs.

The last facet was emphasized in the KAAU administration (role) which should deploy more serious efforts toward clarifying definitions of function which are necessary to coordinate activities and avoid overlapping at each of its operating levels. Four principal areas of the KAAU administration have been suggested: (1) academic administration which concerns instruction, research, and library; (2) the administration

of student personal services; (3) business administration; and (4) public relations.

The proposed administrative configuration (Figure 12) was designed to implement the specific recommendations in such a way as to bring about amelioration in the overall administrative system now adopted by KAAU. There were some changes in the proposed structural system regarding, first, the process of recruiting and selecting KAAU administrators by the Council of Ministers and the Ministry of Higher Education; second, the combination of offices which carry similar duties and responsibilities; third, the reduction of span of control/responsibility and of report procedures to the president and the other top administrators; and finally, the establishment of new programs or offices to improve and strengthen the university's services internally and externally (i.e., internal communication, public information, marriage counseling, alumni and high school relations with KAAU, developmental evaluation for administrators and staff, and staff promotion and benefit programs).

In Chapter VII, which was the last chapter of the project, the researcher presented expectations for implementing the proposed model at KAAU, with ways and considerations of overcoming some of the constraints that might exist in implementing the proposal.

Also, the last chapter presented a set of recommendations to the KAAU administrative leaders in order for the proposed model to be implemented effectively and successfully.

Expectations

The researcher of this study invites the KAAU's administrative leadership and the Ministry of Higher Education officials to carefully

examine this suggested approach to administrative configuration. If applied and respected, the proposed system would yield enormous advantages to the Nation's welfare in terms of outputs and KAAU's own development.

One expectation for adopting this proposed model is that top administrators at KAAU would delegate more authority to their subordinates with confidence and responsibility. Therefore, this delegating of authority (which has to be built on knowledge, skills, and experiences) may lead to decentralized decision-making processes and may smooth the functions of the university objectively and effectively. So, individuals who are administrators in various levels of management may have inter-dependent relations and sufficient communications among themselves. Also, some freedom for administrators is expected to be observable when most people in the system become involved in making decisions.

Having one direction toward agreeable goals and objectives would be accomplished at KAAU after creating the proposed developmental program and administrative evaluation program for administrators. The two proposed programs would provide a united concept of administration in order to reduce the existing tensions and conflicts in the institution. In addition, these programs would emphasize the importance of understanding how relationships could be successfully established between the university and society in general.

Internal and external communications among administrators, faculty, and students would be obtained if the KAAU administration and the Ministry of Higher Education will apply this proposed system. If applied, the suggested system would produce stronger cooperation and coordination among higher professional institutions in the country and may develop a

unique way of linkage regarding the offering of programs, curriculum evaluations, and college establishments.

Evaluation systems and methods at KAAU would be extended to include top administrators and faculty in order to develop a continuous feedback between the different labor components.

Some constraints may exist in implementing the proposed system. One constraint would come from the junior administrators who may reject being evaluated, but as long as the top administrators are willing to improve their university's administrative system, the junior administrators will get gradually used to the new approach and will benefit extremely from it. Because of the considerations of the proposed model toward motivating and rewarding administrative personnel, most administrators would react positively to the proposed programs.

Another expected constraint may come from implementing the proposed marriage counselling program which could produce misunderstanding in the minds of some administrators and students. Therefore, the researcher with the KAAU top administrators and the planning unit may create questionnaires and hand them to administrators, faculty, female and male students, and parents. Those questionnaires must include the importance or establishing such a program and how this unit would work without harming any party.

Another constraint which may face this proposed system would be from the Ministry of Higher Education and the Supreme Board of Education. But the researcher proposed this system as an experiment to be refined over time by the two authorities and the University leaders.

Briefly, the writer of this study expects many supports for implementing his proposal from KAAU administrators, faculty, and students.

His expectation was built on the encouragement that he received from many top and junior administrators of the KAAU during the field trip during the summer of 1981.

Recommendations

On the basis of the findings of analyzing the current operation of KAAU and on the basis of the key structured elements of the proposed system, it becomes imperative for KAAU to apply this model by the following actions:

1. The KAAU President should develop an administrative committee which consists of the Director for Financial and Administrative Affairs, the Director of Planning Department, the Director of Student Admission, the Director of Scientific Research, two to three department heads, and one student representative. This administrative committee should examine the procedures of the recruitment/selection process, authority delegation, administrative evaluation, and developmental programs for administrators. The examination of the proposed model elements by the suggested committee should include the problems that have been reported by the recent investigations, such as that of Gazzaz.

2. The KAAU top administrators (the president, vice-presidents, and secretary-general) should ask the deans and department heads to allow the faculty members and students to evaluate the whole system by establishing well-designed questionnaires and handing them to the faculty and students. These questionnaires may present evidence for adopting the proposed model.

3. The KAAU top administrators should invite some experts or professional educators in higher education administration to observe the

current operations of the University in order to report the strengths and the possible weaknesses to the leaders of KAAU. Those professional educators can be from the other universities in the country or from outside the country. This approach may help the current structure to be developed and improved according to the proposed structural elements of this study.

4. The KAAU leader should encourage faculty, students, and junior administrators to participate in decision-making processes by asking top administrators in each college and department to do so according to the proposed authority delegation guidelines and procedures.

5. The KAAU administration, along with the Ministry of Higher Education, should work together in order to convince the governmental officials that the University has well-designed procedures for recruitment, delegation, evaluation, development, and so on. However, the University has to present this proposed study to and discuss it with the Ministry officials in order for the University to improve its system and services through the cooperation and support from the Ministry and higher level authority in the Supreme Board of Education.

6. Finally, administrative meetings at the KAAU should be arranged for KAAU administrators on at least a monthly basis. In such meetings, administrators can discuss their administrative problems. New administrative ideas, new information, and new rules and regulations from the proposed system must be introduced to administrators in those meetings by the aforementioned committee in 1.

Based on the model development and design of its elements, the following recommendations are offered for further research.

1. This study should be replicated at other Saudi universities in

other geographical locations such as the Islamic University in Madina, University of Petroleum and Minerals in Dhahran, Mohammed Bin Saud University in Riyadh, Riyadh University in the State Capital, King Faisal University in the Eastern province, and Ummul Qura University in Mecca, in order to determine if similar problems and needs of their structures exist.

2. Other types of descriptive research should be used to seek information or to describe "what exists" in such a study with respect to specific communities. Descriptive studies as case studies, surveys, developmental studies, follow-up studies, trend analyses, and correlational studies may provide further information for restructuring or remodeling other Saudi universities.

3. Further studies should be conducted to refine or modify the proposed model in order for Saudi universities to establish effective systems that can solve their problems and develop their administrators personally, professionally, and organizationally.

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