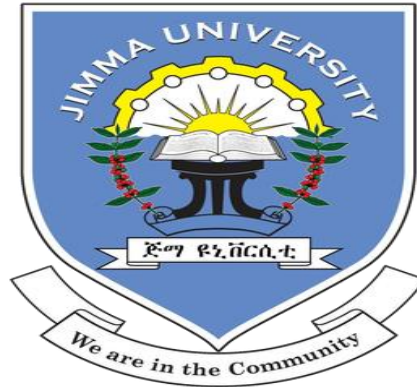**Institutional Autonomy and Accountability Practices of Ethiopian First Generation Public Universities**

By; Getu Endale

Advisor: Tadesse Regasa (PhD)

Co-Advisor: Getachew Heluf (Mr)

July, 2021

Jimma, Ethiopia

Jimma University

Institutional Autonomy and Accountability Practices of Ethiopian First Generation Public Universities

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FINAL THESIS APPROVAL FORM

As a member of examining board of the final thesis of MA open defense, we certify that we have read and evaluated thesis prepared by Getu Endale under the title "Institutional autonomy and accountability practices of Ethiopian first Generation Public Universities "and recommend that the thesis be accepted as fulfilling the thesis requirement for the degree of Master of Arts in Educational Leadership.

Dr. Mebratu Tafesse   _____   _____
Internal Examiner Name   **Signature**   **Date**

Dr.Kefyalew Waktole   _____   _____
External Examiner Name   **Signature**   **Date**

_____   _____   _____

Chair Person   **Signature**   **Date**

Final approval and acceptance

Thesis approved by

_____   _____   _____

Department PGC   **Signature**   **Date**

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Dean of College   **Signature**   **Date**

Certification of the final Thesis

I certify that all the correction and recommendation suggested by the board of Examiners are incorporated in to the final thesis entitled "*Institutional autonomy and accountability practices of Ethiopian first Generation Public Universities* "by Getu Endale.

_____   _____   _____

Dean of SGS   **Signature**   **Date**

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Acronyms and Abbreviations

EdPM…………………………..Educational Planning and Management

ESDPV…………………………Education Sector Development Program V

EUA……………………….....European University Association

FAP…………………………….Financial Administration proclamation

FEACC………………………...Federal Ethics and Anti-corruption Commission

FDRE…………………………..Federal Democratic Republic of Ethiopia

GCPEA………………….......Global Coalition for Protecting Education from Attack

HEI…………………………….Higher Education Institution

HEP………………………….... Higher education proclamation

HU …………………………Haramaya University

IUA…………………………International University Association

JU……………………………..Jimma University

MoE…………………………..Ministry of education

MoFED………………………….. Ministry of Finance and Economic Development

MoSHE………………………Ministry of Science and Higher Education

NPM…………………………..New Public Management

OECD…………………………Organization for Economic Cooperation and Development

PHEI…………………………. Public Higher Education Institution

RDT…………………………...Resource Dependency theory

SPSS…………………………Statistical Package for Social Sciences

UNESCO……………………...United Nation's Educational Scientific and Cultural Organization

Abstract

The main purpose of the study was to investigate institutional autonomy and accountability practices of Ethiopian first Generation public universities. Mixed research design with convergent parallel strategy was employed. Proportional stratified sampling and simple random sampling techniques with lottery method was used to select sampled Universities, departments, and teachers. Data were gathered using structured questionnaire, and semi-structured interview from 434 sampled respondents and 8 interviewees from directors, deans, vice deans, department heads and teachers. Additionally primary data were gathered from different documents. From inferential statistics independent sample t-test and from descriptive statistics frequency, percentage mean and standard deviation were employed to analyze data. The finding from both quantitative and qualitative sources concomitantly revealed that, first generation public Universities' institutional autonomy from financial, organizational, staffing and academic autonomy perspective and institutional accountability exercised from legal, administrative, political and professional accountability perspective was not well perceived. Clear policy put to practice on a way to balance exercising autonomy and accountability was not in place in sampled public Universities. It was concluded that the level of institutional autonomy enjoyed and accountability exercised by first generation public Universities was low. Thus, it is recommended that, enhancing university autonomy, developing comprehensive autonomy and accountability framework with clear boundary to keep balance between the two via continuous open discussion with higher education institutions are suggested for state. Exerting relentless influence to safeguard their institutional autonomy and exercising robust accountability keeping both autonomy and accountability in balance are suggested for public Universities.

Keywords; Institutional autonomy, institutional accountability, balancing autonomy and accountability

CHAPTER ONE

INTRODUCTION

Under this section a brief description of the topic under study is made. Accordingly, background of the study, statement of the problem, basic research questions guiding the study, objectives of the study, significance, delimitation, and organization of the study is presented.

1.1.1. Background of the Study

Education in general and higher education in particular is a pillar of development. Due to their role in development of a nation, currently higher education institution (HEI) has gained prominence on the agenda of governments and international organization, leading to immense expansion and reform in HEIs. Among the reform in HEI is related with its governance, i.e. institutional autonomy and accountability arrangement (Reed, Meek and Jones, & Reed et al cited in Fairweather & Blalock, 2015).

The concept of Institutional autonomy's development which is backed toward 18th century in Europe emerged from the concept of academic freedom used by then as a central safeguard against religious interference in academic inquiry (Brown, cited in Global Coalition to Protect Education from Attack (GCPEA), 2013). This traditional European model of institutional governance underlines autonomy in that, the governing bodies have typically been made up almost exclusively of members of the academic community, but the representation of groups through inclusion of external members in governing bodies has evolved over time (Bergan, S., Egron-Polak, E., Noorda, S., & Pol, P., 2016). This on one hand puts the degree of autonomy universities have under question, while at the same time showing an increasing interest in controlling the universities which necessitated the need for persistent reclaim of institutional autonomy by public Universities.

The wave of enhancing institutional autonomy and accountability system in public universities is repossessed across the globe from bologna process since 1999 by 29 European countries declaring their universities as autonomous institutions that must be morally and intellectually independent of all political authority and economic power (Adelman, 2009). Thus, institutions are said to possess autonomy when they have the ability to run their own affairs, acting and deciding unbound by the narrow preferences and interests of their principals (political authority) but are confined within a predetermined discretionary room, with (democratic, judicial,

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professional) safeguards placed on the exercise of that prudence (Busuioc, M., Curtin, D., & Groenleer, M. 2011). Altogether, public institutions should ultimately bound by what elected executives, parliamentarians and judges allow /ban them to do (Kaufman cited in Busuioc et al., 2011). Unless public institutions face a degree of control or supervision, they may not become well-disciplined and do not attempt to control quality in terms of program content or student outcomes and effectiveness of the cost of education (Malandra, 2008).

Different scholars' defined autonomy and accountability differently based on context and type of institutions. In the public HEI context Bergan et al., (2016, p.3) defined institutional autonomy as "the ability of higher education institutions to set and implement their own policies and priorities for teaching and research, perhaps also other aspects of their mission, such as community service". On the other hand, Zumeta, (2011, p. 133) defined accountability "as responsibility for one's actions to someone or to multiple parties as a result of legal, political (in the best, constitutive sense), financial, personal, or simply morally based ties."

However it is assertively stated by Busuioc cited in Busuioc et al., (2011) that accountability should not be intrusive and does not amount to direct intervention in the institutions zone of autonomy granted by the consent of the authority.

Both autonomy and accountability are equally important for healthy functioning of institutions and needs to be balanced. Looking in combination Tripathi and Gupta, (n.d.) concisely asserted that, aspiring for autonomy and accountability in higher education can boost up confidence of uniqueness in every entity, stimulate the academic to look beyond restricted region, provide opportunities to probe their ideas and originality, enhance value creation making them liable of all the decisions taken by them, hoisting them to justify their decision comfortably and confidently.

 Today, building autonomous and accountable HEI is regaining importance across the globe both in advanced and advancing countries due to its positive impact on the performance of HEI in general and Universities in particular (GCPEA, 2013; Maassen et al., 2017).

Thus, to be effective and efficient Universities as agents are expected to maneuver at arm's length from the political influence of their principals/states. Altogether, however, to safeguard their legitimacy, agencies are also expected to render account for their actions and be entrenched in strong systems of controls, fencing in miss-use of the power given to them in the name of

enhancing their autonomy. How these seemingly contradictory goals can be reconciled is perhaps the most demanding challenge.

In Ethiopia the intention of making University autonomous has been expressed at policy level since imperial regime in legal document though suspended during Derg regime (Shaw, 2018). The current government has described its intention of building autonomous and accountable Public Higher Education Institution (PHEI) in general and Universities in particular in different legislation, policy documents and strategic plan.

Government has declared autonomy of University on higher education proclamation No.351/2003 under article 7 which later replaced by proclamation no.650/2009 under article 17&18 and finally in amended HE proclamation No.1152/2019 under article 16 and 17(Federal Democratic Republic of Ethiopia [FDRE], 2019, 2009, 2003). Moreover strengthening of university governance through granting autonomy accompanying by accountability is the strategic direction of Ethiopian government which was stated in ESDP V too (Ministry of Education [MoE], 2015).

However, the status of Public Universities' (PU) autonomy and accountability exercised is not intensively studied. Additionally, impact of new political context at the broader level, the current catastrophe of university caused by the political tie and measures being taken to keep moving ahead on exercising autonomy and accountability is hardly studied. Hence this necessitates for deep analysis and a fair assessment of the nature and limits of autonomy and accountability system over a time.

1.1.2. Statement of the Problem

Reform in University governance system mainly focused on enhancing Public Universities autonomy and accountability has been underway in majority of countries (Blalock, 2015; Duong, 2014; GCPEA, 2013; Maassen et al., 2017; Neave, 2012; UNESCO, 2017, 2014; World Bank, 2018). Both autonomy and accountability are amorphous terms and difficult to study status of public institutions with respect to autonomy enjoyed and accountability exercised at ease. Being cognizant of nebulous nature of autonomy and accountability different scholars attempted to develop autonomy and accountability dimensions of which Estermann & Terhi Nokkala, (2009) and Romzek & Dubnick, (1987a) provided a comprehensive operationalized picture for studying the level of institutions autonomy and accountability.

In the context of Universities Felt (cited in Matei & Iwinska, n.d) stated that, University autonomy should be understood as a continuous negotiation of redefining academic positioning based on context, a procedure rather than an ideal standard to which one goes to reach one day in the future. Accountability on the other hand is about controlling bureaucratic decision through conformity with legislations and measured in light of accomplishment of three things: ensuring proper use of public funds, fair treatment of citizens and finally achievement of policy objectives as determined through the governance process (Martin, cited in Dea, 2019).

Notwithstanding the worldwide attempt in enhancing University autonomy and accountability, literature shows that, variation still exist among countries both at policy and practice level (Duong, 2014; Fairweather & Blalock, 2015; International Association of University [IAU], 2018; Orosz, 2018; Raza, 2009).

In Ethiopian context it is worth mentioning that, the issue of public universities autonomy and accountability system though not intensively studied, have been an areas of focus by some scholars such as Dea, (2019), Dea and Zeleke,(2017), Melu,(2017), Raza, (2009), Shaw, (2018),and Tamirat,(2015).However, though Raza, (2009) reported Ethiopia as among countries which gave significant autonomy to universities, other researchers came up with contradictory finding stating Ethiopian Universities as lacking robust autonomy and accountability system.

At policy level Public universities have been granted autonomy since imperial regime but suspended during Derg which was reinstituted during Ethiopian People's Revolutionary Democratic front (EPRDF). The state after the downfall of Derg regime has been showing increased intention of granting more autonomy to public universities which has been stated in 1994 education and training policy, higher education proclamation(HEP) No.351/2003 shifted by proclamation no.650/2009 and currently replaced by proclamation No.1152/2019 (FDRE, 1994, 2019, 2009, 2003). Government has also demonstrated its commitment to enhance autonomy and promote accountability in the national strategic plan (ESDP V)   by reviewing and building the capacity of universities boards (MoE, 2015).

Under education and training policy it is declared that, HEI be autonomous and at the same time accountable with regard to their internal administration, designing and implementing of education and training programmers, and leadership by boards or committees. Concurrently Article 7 sub-article 5 of HEP No.1152/2019 highlighted that PU shall promote and uphold institutional autonomy with accountability in pursuance of their mission which is specifically

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stated under article 16 sub article 1, 2(a-e) and 3 for institution as a whole and under article 17 sub article 1-3 for academic units to ensure that institutional autonomy granted is being implemented across each unit (sub-systems) of the institution as per the framed autonomy for the whole system (FDRE, 2019,).

However Taira, (2004) stated inconsistency between autonomy granted by proclamation(formal autonomy) and autonomy actually exercised (factual autonomy) in the universities. Regarding internal institutional autonomy to sub unit albeit universities treat their departments as autonomous units, there is a lack of trust between different university decision-making levels leading to inclination toward controlling (Jeilu and Dea cited in Dea, 2019).

Melu, (2017)too stated that, Universities in Ethiopia lack both academic and administrative autonomy even arguing that HEP 650/2009 demonstrated the autonomy to a lesser degree within the internal affairs of the institutions. Concerning implementation particularly that of staffing higher officials, the author furthered that, most of the public federal HEI smell local politics which is also supported by Adamu, (2019).

Despite an effort to reflect university autonomy and accountability in our country most studies have focused more or less on changes in the formal governance relationship between government and universities looking the problem only from Principal agent theory. However the researcher come across scanty studies which emphasized on how these changes have been interpreted within universities, with what accountability systems and how these interpretations have affected the internal operations, decision making practices, organizational structures, and funding realities in Universities.

Additionally the researcher identified that there is a gap in literature reflecting status of university autonomy intensively and comprehensively from academic, organizational, staffing and financial dimensions in conjunction with an administrative, professional, legal and political accountability. Additionally methodologically most of the researchers focused on studying institutional autonomy and accountability such as Shaw, employed qualitative approach.

Adding on to this, from personal judgment of the researcher based on observation, and information practical problems related with bureaucratic procurement procedure, and some carefree act by some Universities staff were an area of criticism by campus elite among which during my first year classroom course one of my Instructor raised the issue to be challenging to

respond to the quick needs of university community. This truly comes from lack of thoughtfulness of peculiar nature of educational institution in general and HEI in particular. Moreover the new political milieu at the broader level, the current tension within university and the accountability measures being taken to keep moving ahead will have a strong impact on the characteristics and limits of autonomy. Hence this necessitates for deep analysis and a fair assessment of the nature and limits of autonomy and accountability system exercised in Public Universities.

To this end, the study was guided by the following basic research questions.

a. To what extent does first generation Public Universities enjoy institutional autonomy (financial, staffing, academic and organizational autonomy)?

b. To what extents does first generation Public Universities exercise accountability system (Political, administrative, legal and professional)?

c. How does first generation Public Universities exercised institutional autonomy balancing with accountability in their policies and practices?

1.2. Objectives of the Study

1.2.1. General Objective

The main objective of the study was investigating a state of institutional autonomy and accountability system in Ethiopian 1st generation Public Universities.

1.2.2. Specific Objectives

In light of the general objective of the study, the following specific objectives guided this study:

❖ Identifying an extent to which first generation Public Universities enjoy institutional autonomy as seen from (financial, staffing academic and organizational autonomy).

❖ Identifying an extent to which accountability system (political, legal, administrative and professional accountability) was exercised in first generation Public Universities.

❖ Identifying how do first generation Public Universities exercised autonomy balancing with accountability in policies and practices.

1.3. Significance of the Study

Making HEI an area of innovation requires expanding academic playground by reducing politicization and ideological manipulation. Hence as this research focused on studying the living autonomy and accountability system of Ethiopian PU with reflection from Jimma and Haramaya Universities experience, it attempted to show the prevailing status of university autonomy along with an existing accountability system. As such the finding of the research could help;

- ❖ **Jimma and Haramaya Universities**; by mirroring the status of autonomy and accountability exercised along with the balance between the two, this finding can serve as an input in Universities strategic plan, program, policy and legal document in framing internal autonomy and accountability system.
- ❖ **Researchers**; Through the course of this study all things related with autonomy and accountability of PHEI can't be covered and hence by showing an existing knowledge gap it gives direction to an area requiring further research. Additionally the finding of this research can serve as literature for study focusing on examining autonomy and accountability system in higher education.
- ❖ **Policy Maker**; Policy idea is not the product of one research finding, rather a product of multiple research with similar focal point. Hence in this manner this study added impetus on an existing body of literature on the topic particularly that of Ethiopian experience which in turn can be utilized as an input for international and national policy development.

1.4. Delimitation of the Study

Institutional autonomy and accountability are broad and nebulous concepts compelling for examining and analyzing them from different perspective. This necessitates delimiting the scope of the study conceptually in a direction enabling to shade light on the topic under study from less studied side. In addition to this the study was also delimited geographically. Geographically, Out 45 public Universities in Ethiopia stratified under 4 generation only first generation Universities were focused because, the researcher belief that these have relatively more well established work units, organized secondary data sources, and accommodate more proportion of experienced staff who are information rich on the topic under study and as result can best represent other public

universities in Ethiopia. Geographically from 8 first generation Universities only two universities namely Jimma and Haramaya were selected because reaching all 8 first generation Universities is difficult in this particular study both from resource base and an existing Covid-19 pandemic as well as instability in some parts of country.

Conceptually the study focused on analyzing institutional autonomy and from institutional, and resource dependency theory, to reflect an existing state of institutional autonomy and accountability system in the university. As such the perceived living institutional autonomy with respect to finance, staffing, academic, and organizational was analyzed along with political, administrative, legal and professional accountability system to depict the problem under study more comprehensively based on data gathered in the academic year 2013 E.C.

1.5. Limitation of the Study

There were many problems putting limitation on the study. The major ones were that, obtaining data from all respondents particularly from top leaders was tiresome. An attempt to contact top leaders particularly President and vice president for Key informant interview despite repeated request was not successful. Not only this, consent of respondents participated on survey was not easily obtained rather with repeated communication which demanded extra time, resource and energy. Additionally there were respondents who were not willing to participate in the study. This put the researcher under pressure to finalize the thesis as per scheduled time. With persistent effort finally required data was obtained. Moreover, despite an aim to undertake all-encompassing study on institutional autonomy and accountability including more public universities, because of resource (financial resource) constraint the researcher was forced to narrow down the study to only two senior universities. This can reduce the finding of the study only to narrow experience of senior universities found in Oromia region for inferences. .

1.6. Operational Definition of Terms

The following definitions were provided to ensure uniformity and understanding of these terms throughout the study. The researcher developed all definitions not accompanied by a citation.

Higher Education Institution; refers to public educational institution above preparatory school level focusing on giving work related training.

University; refers to public higher education institutions run by government for giving work related education/training producing human capital starting from undergraduate to the highest rank ,i.e. professorships.

Autonomy; is the degree of freedom and discretion given for Universities to take their own decision in accomplishing their mission.

Accountability; refers to the mechanism by which Universities are held responsible for their performance resulting out of their own decision.

Institution; refers to intellectual institution with definite structure, mission, vision and human resource as well as guiding norms, values and legislations in running their activities.

1.7.   Organization of the Study

The study is organized under five chapters. The first chapter is introductory chapter which illustrate background of the study, statement of the problem, objectives, scope, significance and limitation of the study. Under chapter two reviewed relevant literature is discussed and organized under different theme. The third chapter illustrates the detailed methodology used during investigation such as research design, population, sample size and sampling techniques, sources of data, data collection instruments, data analysis techniques and ethical issue followed during conducting research. Under chapter four data gathered is presented, interpreted and analyzed including demographic characteristics of the respondents. In chapter five summaries, conclusion and recommendation is presented. Finally, references and appendices are also included.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

This chapter explains Historical Development of higher education institutions, concept and meaning of institutional autonomy and accountability, dimension of autonomy and accountability, autonomy model, relationship between autonomy accountability and university performance, and the practical scenario of institutional autonomy and accountability both internationally and locally as well as, theoretical framework, and conceptual framework.

2.1. Historical Development of Higher Education Institutions

2.1.1. Global Trends

As different literature on education shows the development of modern type of education is rooted to different religious, traditional cultural and philosophical views of ancient people of different countries. For instance C.W.Bardeen, (2016)stated that, important elements of cultures of ancient states of eastern nations, such as the Chinese, Hindus, Israelites, Greece, Roman and Egyptians educational arrangements were well adapted to the ideas which were descended to us.

Emphasizing on the contribution to the development of higher education, C.W.Bardeen, (2016) notified that, Greece and Rome developed an art and a literature, which were long the leading means of culture in the schools of the modern period, and still hold deservedly a high place in most institutions of higher education. Furthermore Greece, beginning with the sophists and the philosophers, had given to the world the germinal idea of higher training, and shaped it out in a university of long continued celebrity under the name of the Schools of Athens (C.W.Bardeen, 2016).

However there is no agreement among scholars on the precise date and place of birth of HEI as different literature shows different date and place even for the same HEI. Among them is Lulat who cited in Nampala, M. P., Kityo, R., & Massa, H. (2017) putting that, higher education origin was dated back to 2000 BC in Egyptian temple which don't agree with what was written by Sahay, (2016) in which he puts it as the Alexandria University flourished almost 2400 (300 BC) years ago . Sahay, (2016)argued as Takshashila University, is the oldest seat of higher education and research, with more than 2700 years old (600 B.C) in India.

On the other hand C.W.Bardeen, (2016) argued that Mediaeval Universities of Europe were the unique product of an intellectual uprising which began near the close of the11[th] century, and which had several causal antecedents prior to renaissance of which earliest of them, include Bologna, Paris, and Oxford, sprang from obscure beginnings impossible to assign any exact date to their origin.

The origin of many medieval universities can be traced back to the Christian cathedral schools or monastic schools, which appeared as early as the 6th century .The medieval universities spread from Latin west across the globe with more concentration in Southern and Western Europe from the 11th or 12th century , followed by Central and Northern Europe from the 14th or 15th century, North and Latin America from the 16th century, Australia from the 19th century and Asia and Africa from the 19th or 20th century, (Wikipedia contributors 2020).

According to Sahay, (2016) the great universities of the west came into being, marking the shift in knowledge production and dissemination from the East to the West. At the beginning only a few Universities were founded in the west which included Al Azhar in Cairo 972 AD, Bologna in Italy 1088 AD and Oxford in the United Kingdom 1167 AD and followed by Paris 1200 AD and Cambridge 1209 AD. Then after, Charles University of Prague was established in 1348 AD in the then Kingdom of Bohemia which was followed by Jagiellonian University in 1364 AD in Krakow, Poland, University of Vienna in 1365 AD in Austria, then part of Holy Roman Empire and Ruprecht Karl University of Heidelberg in 138 6AD in Germany, also part of Holy Roman Empire. During 17th century British had already established Harvard 1636 AD college in USA which is the finest university of the world today and then followed by William and Mary in 1963 AD, and Yale in 1701 AD.

With regard to higher education development in Africa, Nampala and his associates traced the evolution of HEI in Africa by dividing into three eras which include pre-colonial, colonial and post-colonial period(Nampala et al., 2017). Nampala et al., (2017)unveiled that, old tradition of elite education of Ethiopia with an African script (called Ge'ez) could also be taken as an example of higher form of education in pre - colonial Africa (Woldegiorgis and Doevenspeck, cited in Nampala et al., 2017).

2.1.2. Higher Education Development in Ethiopia

Ethiopia has long history of education as far as traditional education system of Christianity and Islam is regarded but short history of modern western types of education as compared to other nations. According to Saint, (2004) Ethiopia possesses a 1,700-year tradition of elite education linked to the Orthodox Church. Concerning the evolution of higher education in Ethiopia different authors alluded to different date to the beginning of traditional HEI. Asgedom & Hagos, (2016)mentioned that, HE in Ethiopia dates back to 5th century, but mentioned as authorities such as Abebe, Germa, as well as Teshome, argued it to be 4th century, with church education aimed primarily at preparing priests, monks, and teachers to serve in the church, as well as educating civil servants, such as judges, governors, scribes, treasurers, and general administrators.

The establishment of modern types of HE in Ethiopia is dated back to 1950 AD with the opening of University college of Addis Ababa (Asgedom & Hagos, 2016; Saint, 2004). Asgedom & Hagos, (2016, p. 41-42) briefly described the historical establishment of Secular modern HEI as follows.

Modern higher education began in Ethiopia four decades after the opening of first modern primary school and a decade from the expulsion of the Italian invaders. On 20 March 1950, Emperor Haile Selassie decreed the opening of a junior college, Trinity College, which became, eight months later, the University College of Addis Ababa.

In 1961, Haile Selassie I University (HSIU) was established through the consolidation of all the country's colleges. The new university was granted a charter and given a mandate to coordinate and supervise the academic activities of the colleges.

The governance system and structure of higher education granted by charter during imperial regime including self-governance, granted to Haile Selassie I University and its board of governors, was replaced in 1977 by proclamation 109/69 which brought all institutions of higher education under the central control of the government's new Commission for Higher Education (Asgedom & Hagos, 2016). Additionally the name of Haile Selassie I University granted to it in

1962 was changed to its current name of Addis Ababa University in 1975 (Wikipedia Contributors, 2020).

Since 1994 EPRDF has been introducing profound socio-economic and political renovation policy including that of education system as a whole and HEI. Among them is governance reform to an ever increasingly expanding PHEI which has been showing dramatic change in which the number of PU reached 8 until 2000, increased to 22 in 2007/2008 increasing the complexity of governance from center (Saint, 2004).

2.1.3. Historical Development of Jimma and Haramaya Universities

The germination of Haramaya & Jimma Universities as HEI goes back to an agreement signed between the Ethiopian Government and the Government of United States of America on May 15, 1952 to establish Jimma Agricultural and Technical School and the Imperial College of Agricultural and Mechanical Arts giving mandate to Oklahoma State University to establish and operate the College, conduct a nationwide system of agricultural extension and set up an agricultural research and experimental station (Wikipedia Contributor, n.d.-a; Wikipedia Contributor, n.d.-b).

After 1966, when the first Ethiopian dean was appointed, the role of Americans was limited to advisory and technical support and the College became a chartered member of the then Haile Selassie I University, currently called Addis Ababa University and following the contractual termination of Oklahoma State University in 1968 the college was named Alemaya College of Agriculture. The current Haramaya University (HU) was upgraded to university status on May 27, 1985 with the name of Alemaya University of Agriculture. Then the university once again renamed as Haramaya University by council of Ministers Regulation No. 123/2006 under article 2 (FDRE, 2006).

Likewise JU was formerly established as Jimma Institute of Health science by government decree in 1983((Jimma University [JU], 2013). Under regulation no.63/1999 article 3 sub articles 1-3 it is clearly stated that Jimma University is established as an autonomous and accountable HEI from the former Jimma Institute of Health Sciences, Jimma College of Agriculture and other additional faculties and colleges to be established by the Board (FDRE, 1999).

Currently JU is providing service through its 6 colleges 2 institutes and 1 school with the total of 250 programs of which 70 of them are undergraduate, 129 second degree, 13 specialties, 3 sub-specialties and 35 PhD degree program. Similarly HU is carrying out its mandate through 9 Colleges, one institute and one Directorate with the total of 224 programs of which 106 are undergraduate programs, 104 are second degree (M.Sc./M.Ed./MPH) and 14 are PhD level training programs (Wikipedia Contributor, n.d.-a; Wikipedia Contributor, n.d.-b).

2.2. The Concept of Institutional Autonomy and Accountability

2.2.1. Institutional Autonomy

Institutional autonomy is a multidimensional concept that is interpreted in different ways depending on the country and regional context, unique features of a higher education system, as well as other factors such as traditions, culture, or national historical developments. Furthermore from the work of classical scholars Daniel (1966) confirming that institutional autonomy being relative concept can be affected not only by external constraints but also by the attitudes and experience of those within the institution. Abrutyn, (2009) defined Autonomy as "a function of the degree to which sets of specialized corporate actors are structurally and symbolically independent of other sets of corporate actors" (p.451).

Duong, (2014) defined Institutional autonomy as "the degree of freedom of the university to steer itself or alternatively the condition where academia determines how its work is carried out "(p.3). Estermann & Terhi Nokkala, (2009) on the other hand defined institutional autonomy as an ever changing relationship between the state and HEI and the degree of control exerted by the state, depending on the national context and circumstances.

For Berdahl, (2010) institutional autonomy is the ability of the university to determine its own goals (substantive) and means by which its own goals and programs will be pursued (procedural).

2.2.2. Institutional Accountability

Likewise autonomy, different scholars engaged in studying accountability viewed the term from different perspective. Accordingly, Busuioc et al., (2011) briefly defined accountability as means of ascertaining whether actor has complied with its mandated obligations. For Bovens, (2004,

p.3) accountability is "a social relation in which an actor feels an obligation to explain and to justify his or her conduct to some significant other."

Rao, (2015) on the other hand defined the terms as follows; autonomy enables self-regulation expressed in terms of freedom in decision making in all functional aspects of their working. Accountability is the owning of academic, administrative and financial responsibilities, with pre-defined goals. Berdahl, (2010) briefly put the definition of accountability as the need "to demonstrate responsible actions" (p.5).

From the definition, some viewed the terms as contradictory whereas the other view them as two sides of the same coin.The argument that institutional autonomy and accountability can't be seen in isolation from each other gets more advocacy than its counterpart which view the terms as contradictory. The term autonomy and accountability cannot be considered isolated from each other rather as an indivisible one going parallel (Duong, 2014; Kumar, 2020; Michavila & Martinez, 2018).

Volkov & Melnyk, (2018)on the other hand argued that autonomy and accountability are at the opposite ends of a spectrum, which are negating one another, that either extremist perspective leads to a lose-lose situation: high autonomy and zero accountability result in the abuse of public trust; low autonomy and high accountability inevitably lead to replicating and impoverishing education and research activities..

2.3.Dimensions of Institutional Autonomy and Accountability

2.3.1. Dimensions of Institutional Autonomy

Different scholars attempted to view the status of institutions autonomy from different dimensions. For Berdahl, (2010) institution has substantive and procedural autonomy. Substantive autonomy also called academic autonomy focus on basic role and mission of the institution, whereas procedural autonomy deals how of academy including the ways that universities carry out their missions such as finance management, civil service regulations.

Two years later Clark Kerr developed 3 dimensions which included intellectual independency, administrative independence and academic independence (Berdahl, 2010). Later on in 2007, the Lisbon Declaration of the EUA came up with four fundamental dimensions of university

autonomy defining them as academic, financial, organizational and staff management. Here below all the four autonomy dimensions are discussed in detail.

i. Financial Autonomy

Financial system prevailing in a country determines university financial autonomy which in turn can affect the overall performance of university. According to Ritzen,(2016) University autonomy and funding has impact on graduates' competencies, and on the quality and quantity of research produced. Hence studying university autonomy and accountability without analyzing an existing financial aspect though possible makes the study incomplete. Explaining this Michavila & Martinez,(2020) briefly stated that autonomy, funding and accountability are necessary for an optimum balance and cannot be considered isolated from each.

 According to Estermann et.al as cited in Turcan et.al, (2015) financial autonomy is perceived as the autonomy of universities to accumulate funds and retain surplus, establish tuition fees, borrow money, invest in financial products; issue shares and bonds; and have land and buildings in ownership.

As PUs' are mainly funded by government their institutional autonomy gets attacked by government via financial regulation. Concerning this, Yigezu (2013) stated that, in Ethiopia higher education activities have long depended on the political will and commitment of the government as Ethiopian Universities are mainly funded by government which put the system under severe state control.

The history of funding university across the world passed through different funding system and mode which is brought by the change in the role university play, the governance structure of universities and expectation of stakeholders from the universities. Emphasizing on allocation system of operating and investment budget in Africa in general World Bank, (2010) identified five of them which are historically based budgets , earmarked funding (also known as set-asides, reserved funding, or special-purpose funding), input-based formulas, performance-based formulas, performance contracts, and competitive funds. In historically based budget the government uses the preceding year's budget as a baseline and makes incremental changes taking into considerations such factor as the country's economic performance, government revenues, inflation rates, or institutional growth (World Bank, 2010).

Different funding pattern has different impact on autonomy of PUs' as budget issue can affect personal, academic and organizational autonomy. According to Yigezu (2013) flexibility in financial administration and expenditure system goes hand in hand with institutional autonomy. Countries differ in their funding modalities. For instance, Denmark and the Netherland have recently adopted performance contracts model for universities, itemizing what universities should deliver and how they should do so (Ritzen, 2016). Many African countries including Ethiopia have been using historically based funding system whereas Ghana, Kenya, Mozambique Nigeria, Rwanda followed in put based and those countries such as Côte d'Ivoire, Mali, Mauritania, and Senegal followed performance contracts and South Africa adopted both earmarked funding formula and performance contract funding formula.

In Ethiopia, Universities are funded by government in two blocks: operational expenses and capital costs, the latter being allocated in a form of budget supplementation through a combination of historically based budget allocation and line-item budgeting for many years. Budget has been allocated and approved through a line-item breakdown whereby Universities are expected to spend the funds within the approved line item and any movement of funds between lines needs to have prior approval by the Ministry of Finance and Economic Development (Yigezu, 2013). Furthermore, it is impossible to use unspent funds in later years creating an environment of "use-it-or-lose-it" which results in overspending and misspending of resources.

Regarding financial autonomy of university there is system inefficiency at national level which is seen from lack of coordination between the MoE and MoFED in implementing commonly agreed upon funding formula(Yigezu, 2013).

The other problem with financial autonomy also lies with universities ability to administer its fund properly. Emphasizing on this Yigezu, (2013) stated that the program-based budgeting has been implemented in the absence of institutional autonomy and lack of institutional capacity or expertise. Implementing performance-based funding formula requires conditions such as efficient budgetary and operational audits, effective information systems, appropriately trained personnel familiar with the use of such tools, and so forth, which has been lacking in our case (Yigezu, 2013).

ii. Staffing Autonomy

HEIs in general and University in particular are the only avenue for the production of the high caliber human resource (Yakubu, 2017). However, this can't be achievable without talented staff that can outfit for giving good leadership, curriculum redesigning and quality services in general, capable of producing graduate with vast knowledge and skills meeting the standard of time (Fraynas et al. Barsade and Donald cited in Miiro and Otham, 2016).

However, the issue of finding and grooming talented human resources in rapidly expanding HEIs is still an enormous challenge aggravated by two paradoxical situations experienced (Iqbal et al. cited in Miiro and Otham, 2016). These are shortage of talented staff at local despite existence of surplus talented staff worldwide and scarcity of talented young people. This shows that the pool of talented man power is concentrated at specific area particularly at highly reputable senior university located in major cities, whereas others are understaffed with fewer specialists to boost the institution's corporate image and governance (Miiro and Otham, 2016).

Thus, there is no forward-thinking for HEIs by detaching themselves from investing in human power for sustainable leadership and quality services management. This involves recruitment of high quality individual, and talent development in line with the organization's development agendas with the view of meeting quality services(Miiro. & Otham, 2016).

In these all staffing systems University autonomy and accountability is decisive factor. Emphasizing on staffing autonomy Juliette Torabian, in IAU document stated that "Autonomy cannot exist when universities have no say in choosing their students and as long as the State appoints university 'teacher-researchers' or 'professors'"(IAU, 2018, p.28).

According to Turcan et.al (2015) staffing autonomy is maintained by mechanisms such as hiring, monitoring, motivating, and enhancing flexibility. Autonomy with regard to hiring involves developing and implementing unified procedures for hiring academic (teaching and research) and administrative (technical) staff. Autonomy with regard to monitoring mechanisms encompasses a periodic and permanent evaluation of academic staff's performance, ensuring healthy competition, personalized accountability and a customized approach to one's work whereas motivation mechanisms involve applying clear and non-discriminatory stimulating procedures for academic (and technical) staff, as well as sanctions. Staffing autonomy reflected

in the form of flexibility involves setting efficient procedures for determining the optimal number of academic and technical units, and applying employee layoffs as a university development measure.

In practical situation staffing autonomy can be affected by state intervention in different forms. Turcan et.al (2015) elaborated it well that, in Moldova the involvement of the state in regulating human resource activities of the universities is quite high, where laws and regulations governing labor relations are largely of general nature without taking into account the specifics of activities within universities. The author stated that the state of financial autonomy have effect on staffing autonomy. The author furthered that, the introduction of financial autonomy in the country in 2013 showed effect on staffing autonomy by which universities became more autonomous in terms of adjusting their own staffing policies and regulations to the new realties by developing and implementing new salary mechanisms, and new performance indicators.

Supporting this Yigezu, (2013) also stated that after change in financial management system particularly after 2007 , in Ethiopia the ministry has transferred the capital budget to each university, and universities started to recruit and employ expatriate staff according to their own needs, paying and promoting them within their respective systems which was directly administered centrally by Federal MoE. This shows that staffing autonomy is affected by financial autonomy.

iii.   Academic Autonomy

Academic autonomy is defined as " the ability of a university to manage its academic affairs, by being able to determine its degree profile, degree titles, and degree program objectives, content, teaching and learning methods, and assessment methods and standards" (Chekmareva, Dixon, & Ahn, cited in Ogay, 2018 P.14).

It is stated that "Autonomy cannot exist when universities have no say in choosing their students" (IAU, 2018, p.21). University is said to have academic autonomy if it has the right to decide on overall student numbers, select students, introduce programs, terminate programs, choose the language of instruction, select QA mechanisms and providers, design content of degree programs(EUA, 2017).

With regard to student's admission to universities, different countries use different model. In some countries the decision is made by the universities exclusively and in another countries Universities decides only on the number of fee-paying students while external authority defines the number of state funded study places. There are also countries where Universities negotiate with an external authority   on admission of students while in few countries of Europe admission of students is an exclusive decision of an external authority and still there are countries where there is free admission whereby students who complete secondary school can freely join universities (EUA, 2017).

Concerning the autonomy of university in introducing and terminating programs in some European countries, Universities can open degree programs without accreditation, whereas in few European countries all new degree programs/courses must be submitted to prior accreditation to be funded. In other countries all new degree programs/courses must be submitted to prior accreditation to be introduced and there are also countries where there is unidentified other restrictions(EUA, 2017).

In similar vein with regard to autonomy in deciding on the design of academic content in most European countries Universities can freely design the content of their degree programs except for regulated professions while in a few countries like Italy, Latvia and Lithuania still external authorities specify some content of academic courses(EUA, 2017).

In Moldova for instance universities enjoy a fairly large amount of academic autonomy on such issues as introduction or termination of Bachelor's (cycle I BSC but passes through complex and cumbersome approval process), Master's and PhD programs, deciding on the type and form of examination, deciding admission criteria, concluding student exchange and mobility agreements, and planning the content and the organization of the educational process.

However the introduction and advancement of modern studies are inhibited by the outdated occupational context that details professional occupations as per all three cycles: Bachelor, Master and PhD (Turcan et.al 2015).To sum up academic autonomy is crucial aspects of investigating autonomy of university.

iv.   Organizational Autonomy

According to Turcan et.al (2015) organizational autonomy is defined as " university's freedom to determine its own structure, governance, and relations of subordination and responsibility" (p.23). Additionally Yigezu, (2013) described organizational autonomy as university's ability to decide its administrative and academic structure, freedom to set up procedure on how to assign and promote staff, decide on the board member along with ways of selecting them, and procedures of selecting university president.

University organizational autonomy level across the world varies considerably in one way or other. In Moldova for instance, the MoE, Ministry of Health and Ministry of Agriculture and Food Industry plays a role in determining the organizational structure of State University of Medicine and Pharmacy and State Agrarian University respectively. The Ministries' approves or confirms Universities establishment, and restructuring regulates election and suspension procedures of the Senate, rectors, deans and heads of academic departments (Turcan et.al 2015).

In other countries such as Sweden, universities have the freedom to dispense with any forms of collegial governance, whereas in Norway universities were given freedom to choose whether they wanted to elect their rector or have the post appointed by the board, while in both Finland and Denmark university boards appoint the rector (Yigezu, 2013).

Universities Organizational autonomy likewise other dimension of autonomy determine the functioning of university toward accomplishing its mission (Yigezu, 2013). University organizational autonomy decides university's internal efficiency and other related issues. The organizational structure of university determines the flow of budget, the nature of task relationship and procedures of operation(Saint, 2004).

According to Saint, (2004) who tried to analyze the internal efficiency of University in Ethiopia, stated that the ratio of academic staff to non-academic staff, academic/student ratio, non-academic staff/student ratio in most university shows low internal efficiency. Emphasizing on the effect of academic/non-academic staff ratio the author stated that due to staff salaries mostly comprise the bulk of university budgets, efficiency- improving efforts often begin by looking at staff numbers and their utilization using indicator ratio of academic staff to students, that academic staff teaching loads could be a bit higher when compared with other African universities.

Concerning academic/non-academic ratio Saint, (2004) argued that high number of non-administrative staff over academic staffs implies that, university may be playing an employment-generation role for the surrounding community. Despite absence of clear guidelines on the optimum ratio, many knowledgeable observers believe that the ratio of academic staff to non-academic staff should fall between 2:1 and 3:1. Looking at the status in Ethiopian University the ratio of academic staff to non-academic staff in Addis Ababa University, the then Alemaya University, Bahir Dar University, Mekelle University, and Jimma University was 1:2, 1:3, 1:1, 1:1, and 2:1 respectively (Saint, 2004).

Hence the room for university to decide on the ratio enabling the system to accomplish its mission emanates from the ability of university to prepare its organizational structure of both wings i.e. academic and administrative.

2.3.2. Dimensions of Institutional Accountability

Accountability is the way to safeguard an institution from undesired consequence coming from misuse of autonomy and hence is as equally important as autonomy for institutional performance. This is well stated by Cloette who cited in Assefa, (2008) asserting that accountability is a way to restrict arbitrary and corrupt power, to raise the legitimacy and the quality of performance   of the institutions by forcing critical reflection on operations. Conversely, intensive undemocratically initiated accountability as a result of loss of trust eventually erode the autonomy (McConnell cited in Assefa, 2008).

Universities need to exercise strong accountability system to defend undesired consequences of autonomy such as corruption. Study conducted in communist countries reveal that decentralization which was promoted in university has also led to an increase in corruption because delegation of power to lower levels created room for abusing discretion (Heyneman Heyneman & Osipian cited in Dang, 2018).

Corruption is a serious problem in Africa which is true for Ethiopia too. This is confirmed by Gebeye, (n.d.) who pointed out that, "the problem of corruption in Ethiopia is pervasive though there are legal and administrative mechanisms to combat it". The author also admitted that among causes of corruption monopoly and wide discretionary powers for public officers (more autonomy), poor accountability, and the absence of press freedom are dominant in public institutions(Gebeye, n.d.).

The effect of corruption in education sector is not limited to short term financial loss rather its effect pass to generation. In Education context Hallak and Poisson cited in Organization for Economic Co-operation and Development [OECD], 2008) listed malpractices such as academic fraud, accreditation scams, nepotism, sexual harassment, sale of exam questions or grades, discrimination based on political, gender and ethnic grounds and misuse of resources as affecting developing countries. . More dangerously, this habit' let students develop attitude more favorable towards corruption as they pass through their university years because they socialize with learning various cheating techniques and become more confident in corrupt practices developing similar habit in their professional lives, thus hampering economic and social development (Dang, 2018).

Thus, as a remedy to this unintended outcome of autonomy, building accountability system up on the principle of rationality and democratic principle is not only an option but also mandatory. Neither accountability which is meant to erode autonomy nor lack of proper accountability leads to desired outcome.

For university to have promising performance there is a need to build accountability system internally. According to Kearns, (2019) accountability in higher education should not only involves reactive responses to the demands of specific constituencies, but it also proactive steps to ensure that the public trust is served. According to the author, the standards of accountability should be continuously monitored and incorporated into the institution's strategic management process such as when doing strategic planning, than only spending a lot of time worrying about strengths, weaknesses, opportunities, and threats (SWOT) analysis.

Accountability like autonomy is multidimensional. As regards to institutional accountability dimensions Kevin P. Kearns (1998) identified two sets of accountability dimensions set in matrix form having four cells. These are accountability standards which can be explicit or implicit-generated by internal or external stakeholders, and response to these accountability standards which can be tactical or strategic-from inside the institution. Under this accountability dimension matrix the author put four forms of accountability which include, legal (compliance), negotiated (responsiveness), anticipatory (advocacy) and discretionary (judgment) accountability (Kearns, 1998).Romzek & Dubnick, (1987) on the other hand identified four dimensions of autonomy which includes legal, administrative, political and professional accountability

Among the dimensions from which to look at accountability are legal, administrative, political and professional accountability (Romzek & Dubnick, 1987). Below these accountability dimensions are discussed.

a. Legal Accountability

Legal accountability is compliance with an explicit and implicit standard of performance, operational procedure, output measure, or reporting requirement which are formally codified and, chains command, hierarchies of authority, and checks and balances embedded in administrative procedures within the institution itself(Kearns, 2019). From the definition, for legal accountability to exist there is a need for rules of the game with which to hold account, existence of rules and procedures establishing clear linkages between account givers and account holders and an extent to which every university constituents are accountable, and what happens if t officials are unresponsive.

In addition to this this accountability dimension requires, enforceability, an extent to which effective sanctions can contribute to improving relations of accountability. Because albeit there are legal provisions, widespread demand, and favorable political conditions to hold autonomous public institutions to account, it is relevant to ask whether accountability institutions such as the judiciary or a legislative committee have sufficient teeth to enforce accountability or punish public institutions inaction (Acosta, A. M., Joshi, A., & Ramshaw, G.., 2010).

Legal accountability is conducted by autonomous or quasi-autonomous accountability institutions such as Supreme courts, attorneys, Ministry of finance, supreme audit institutions, anti-corruption commissions, ombudsman offices, specialized administrative courts and human rights institutes (Bovens, 2006 ; Lindberg, 2009).

In practice this type of accountability though reactive in nature is rarely a passive or knee-jerk response because compliance requires tactical responses to the stimulus provided by the law, regulation, or bureaucratic standards of accountability (Kearns, 2019).

University as institutions should have to be honest to legislations and working standards. It is evident that some Universities despite their reputation fail to do so. In that case local judiciary body can make the universities and its institutes or colleges accountable for negligence and reluctance in delivering its service as per the code. For instance in India the Calcutta High Court

directed the University of Calcutta, on October 9, 1991 to pay Rs. 25,000 as damages to a candidate who had appeared in the final LL.B. examination for the year 1987 held 'in 1988, for the criminal negligence of declaring him fail without properly marking his answer sheets (Agrawala, 1998) . The court found the university constituency guilty and stated the following.

> *The Court strongly deprecates the conduct of the authorities of the University of Calcutta and the method they have adopted in not redressing the grievances of the examinee even after repeated requests and prayers. Once the Calcutta University was the premier University in India but today, one is sorry to say, it has lost that premier status and has come down considerably. This weakness in the administration of the University indicates inherent lack of control by the top officials of the University over their subordinates who are comfortably slipping out of their control because of inadequate vigilance and rampant indiscipline requests and prayers.* (Agrawala, 1998, P.77-78)

This is not only the case in India but also existent in another countries such USA. Hence legal accountability is an important form of accountability as it enables customer to hold institutions accountable for their failure to act.

b. Administrative Accountability

As to Powar, (1998, p.17) "Administrative accountability relates to the managerial functions that are necessary for the smooth functioning of the university and its various sub-systems". Administrative accountability is characterized by high internal control system in which accountability runs downwards from top managers to lower levels.

Under this accountability system the expectations of public administrators are managed through focusing attention on the priorities of those at the top of the bureaucratic hierarchy. The functioning of this accountability system involves an organized and legitimate relationship between a superior and a subordinate in which the subordinate need to follow commands; and close supervision or a proxy system of standard working procedures (Romzek & Dubnick, 1987).

According to Gnanam, (1998) and Bovens (2006) administrative accountability encompass the executive authorities of the University such as the Executive Committee, Academic Council and the Finance Committee because it is these authorities who frame the policy guidelines and strategies. Therefore, these top authorities have double accountability of both designing appropriate policy and its proper implementation.

Under this accountability, managers or seniors have the right to request any information regarding the operations of the bureaucracy from lower levels, can also influence and often directly decide about juniors careers, promotion and conditions of work(Lindberg, 2009). Universities as public institutions are expected to be held accountable to relevant Ministry may it be Ministry of Education, Ministry of Science and Higher education or Ministry of Finance. Internally each administrative echelon should be accountable to their top leaders for their performance. This can take different forms among which the dominant one is reporting.

To do this, the administration of University at each level should be specifically assigned to certain vital responsibilities and its accountability should be measured on the basis of the extent of the discharge of these responsibilities by top administrators (Powar, 1998).

According to Shanahan, (1999) University governing boards have numerous financial and other reporting requirements under law which may be to internal auditors or external auditors as well. Internally built administrative accountability system necessitates the requirement for disclosing how well different parts of the institution are performing their work to improve the quality of their activities (Harvey, n.d.).

However the challenge here is related with ensuring whether the information provided is correct or not. Concerning this Leveille, (2006) stated that, the challenge for states and higher education is to get the right information to the right people including all stakeholders at the perfect period. According to the author, an accountability system is better aligned when useful information is provided at the institutional, system, state, and federal levels to ensure that there is clarity and consistency in the data and information contributing to an effective accountability system.

c. Political Accountability

According to Acosta et al., (2010) political accountability refers to a specific form of relationship mainly vertical linkage between voters and representatives where elected government officials are directly responsible to voters for their public actions including the provision of public goods. In case of HEIs Political accountability is the relationship between professionals (academic staff) and politicians (Yamamoto, 2010). It emphasizes on the formal- institutional and procedural dominion - the capacity of citizens to sanction their leaders, usually through elections (Armah-attoh, Ampratwum, E., & Paller, J., 2014).

In Universities political accountability is visible in the ways university representatives relate to higher education's stakeholders whereby accountable official anticipates and responds to someone else's agenda or expectations (Romzek cited in Huisman, n.d.). This type of accountability is apparent when university representatives explain to governments and parliaments either by invitation or proactively what their institutions do (Huisman, 2018). Here it is manifested through several forms of stakeholders' participation in getting information on the performance of University, election of top leaders, representation in each university committee and etc.

The democratic gamble allows citizens the opportunity to hold government officials accountable for their performance through regular elections. Representations of the university authorities through elections is a legal and institutional mechanisms that grant stakeholders the right and the duty to re-elect or not depending on whether they have complied or defected with the electoral mandate(Stokes cited in Acosta et al., 2010).

 Political accountability is strengthened with market forces which affects political accountability via state or evaluation agencies that uses universities ranking or publication indexes from the information industry (Yamamoto, 2010) . In political accountability, officials should be held accountable not just for misusing power for their own benefit, but also for not using it for the benefit of the citizenry and also held to account for not making a good or a bad choice just for having failed to act after promising to do so as a condition for getting elected or selected (Schmitter, 2007, Adsera, A., Boix, C., & Payne, M. 2003).

Hence, political accountability if it is to work effectively has to be embedded in a stable, mutually understood and pre-established set of rules through such mechanism as formalizing in a constitution, in basic legal codes or in sworn oaths (Schmitter, 2007).

d. Professional Accountability

Professional accountability according to Bawa, (1998 p.24) " refers to knowledge and application in standard practice of those attitudes, skills and techniques that are revealed through research or state of the art to be reliable and valid in getting results." It is an accountability system which is developed for areas of service with high technical skills and knowledge.

The work of education requires a higher level of professionalism, ethical commitment and conduct from academics in their professional, personal and social conducts because the society has entrusted its most precious resource the youth. They have moral responsibility for proper examination and explanation of the problems facing the society and for guidance and advice on methods for their solution, as well as for meeting the challenges of the future and have moral duty to exert their influence by providing their expert opinion on the plans and policies adopted by government which affect the welfare and progress of the nation.

Thus, they should have to be abided by code of conduct derived from professional ideal which call for professional duty to take precedence over expectations of monetary rewards; that the knowledge, skills, authority and the trust rested in the profession are not to be misused for purely personal gains or as tools of exploitation (Powar, 1998). For this reason professional code of ethics is important to uphold the trust up on professions.

Therefore, professional organizations should lay down codes with standards for entry, provide resources for continuing learning, and set standards for acceptable practice that may be monitored and enforced by direct observation of practice by professional supervisory bodies on the basis of peer review(Bovens, 2006; Gill, 2017).University is one among professional organizations where people with teaching profession are the backbone for its success. Regarding teaching profession UNESCO in its recommendation document under article 6 stated that;

>Teaching in higher education is profession: it is a form of public service that requires of
>
>higher education personnel expert knowledge and specialized skills acquired and
>
>maintained through rigorous and lifelong study and research; it also calls for sense of

personal and institutional responsibility for education and welfare of students and of the community at large and for a commitment to high professional standards in scholarship and research. (UNESCO, 1997, p.6)

In education setting, professional accountability is meant to improve service delivery to students and communities. According to Snyder & Bristol, (2015) professional accountability emanates from a consistent view of teaching/learning and a professional model of accountability for improvement. According to the author teachers as professionals should have to live up to four commitments such as commitment to the client (the children and families in the care of educators), commitment to use the best of existing knowledge and practice in service of the client, commitment to continually revising practice and creating new and better knowledge in service of the client; and, finally commitment to take responsibility for the profession and the next generation of professionals.

Despite its importance for the survival and reputations of institutions there are many challenges and problems in practice to this type of accountability. Among them the degree of control in this accountability type is low since peers can only require rather unspecific information about very narrow segments of the activities of their colleagues. Additionally, this accountability type is internal and accountability relationships are horizontal, and sometimes overlooked for safe-guarding the organizational or occupational reputation (Lindberg, 2009).

However overlooking to this accountability type leads a university as institutions in particular and the country in general to costs a lot. For instance in India Since the university has not evolved and implemented any code of conduct, large number of teachers actively engaged in private tuitions, trade and commerce, use of unfair means when working as examination invigilators, unpremeditated and generous evaluation of answer scripts to avoid any criticism. Even in case large majority of the students failed at the examination, no contemplation takes place amongst the members of the faculty which brought about erosion in the value system which led to corrupt and unfair practices which are ever- present. This lack of professional accountability has led to loss of credibility of the higher education system in the country (Powar, 1998).

The failure to promote professional accountability is linked to the lack of other accountability system in the university. According to Tripathi, (1998) most of malpractices, including the non-ethical academic malpractices, raised because of the non-performance of their assigned administrative functions by university officers such as Vice-Chancellor, the Dean, the Head of Department, because before demanding accountability from teachers, the system must demand accountability from the academic authorities who hold the leadership and management position.

2.4. The Model of University Autonomy

The status of University autonomy can't be precisely determined. Because the term by itself is multidimensional and relative concept, it is difficult to spot the exact status of University. However for the sake of defining the legal status of public universities Rayevnyeva O., Aksonova, I., & Ostapenko, V., (2018)developed four of the many possible points on the continuum. The positions of university may range from tight control over them by the state to their enjoying full independence and autonomy.

Yet, even these extremes are not simple black and white pictures as within the State control model there has to be some autonomy as a central ministry cannot control everything and within the independent model too there may be an implicit acknowledgement that the MOE is entitled to hold the institution accountable in many respects and must retain overall strategic control over the sector. The models include;

i. **State control (minimal autonomy)**:-Here there is strong intervention by the Ministry of Education and Science or other specialized agency entitled to do.

ii. **Semi-autonomy (average low autonomy)** – University fall under this model are those found in a country where control is carried out by the Ministry of Education and Science, specialized agencies, other authorized statutory bodies or state corporations.

iii. **Semi-dependence (average high autonomy)** – In this case control is exercised by the statutory body, charitable or non-profit organizations, under the supervision of the Ministry of Education and Science;

iv. **Independence (maximum autonomy)** – the control is exercised by an authorized body, charitable or non-profit organization without government intervention and control, but the activity of HEI is in line with the national strategy and can be financed from the state budget (Rayevnyeva et al., 2018).

2.5.The Linkage between PHEI Autonomy, Accountability and their Performance

In principle democracy is a founding block of development. Among indicators of democratization of governance system in country autonomy and accountability system are crucial particularly for areas such as HEIs since they are collection of intellectually developed individuals. Different literature shows that HEI autonomy and accountability system has positive effect on the performance of HEI (Leveille, 2005; Maassen et al., 2017; Olsen, 2015; World Bank, cited in Raza, 2009;).

Ritzen, (2016) stated that "Universities deliver more competent graduates and higher quality research if they are more autonomous and well-funded" (p.1). Elaborating this more the author stated that the impact of autonomy on university performance in the US was seen that autonomous Universities perform better on endowment and gifts per student(Ritzen, 2016). Study conducted by Aghion et al., (2010) depicted that, there is positive partial correlations between autonomy and university output in research both in EU and US. The council of European Union as cited in Valeria Gulieva, (2013) confirmed that there is a positive relation between university autonomy and its ability to respond to the society's needs.

Likewise Rao, (2015) stated that, institutions with greater autonomy have delivered better performance constantly including quality of education. When Universities are over regulated the system of governance not only limits institutional autonomy but also fails to offer adequate and appropriate accountability.

However autonomy alone may not guarantee higher quality, just as non-autonomy need not preclude better performance. Variables such as positive attitudes of students towards learning, the commitment of teachers towards educational outcomes, strength of the governance process and the capability of academic leadership also determine the performance of University (Rao, 2015)

Enhanced autonomy makes Universities an innovation center, through insulating them from politicization and ideological manipulation by guaranteeing limitless effort of maximizing educational and research output (GCPEA, 2013). The recent article by Maassen,.et.al (2017) also proves that strategic organizational actor hood of more autonomous universities leads to academic excellence and healthy system making University work up to expectation such as

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improved contribution to economic competitiveness, enhancing social inclusion and solving grand societal problems.

The other author further elaborated that without internal autonomy the nature of work suffers whenUniversityatmosphere is defective and the internal assessment fails to exert on academics to work creatively (Kumar,1987). It is for this reason that in Russia historical lack of autonomy has resulted in chronic deficiencies in terms of strategic thinking, and in meaningless, formalistic institutional missions (Volkov & Melnyk, 2018).

Autonomy presumes accountability to society (Leveille, 2005). With the democratization of the higher education system, through enhanced autonomy, the idea of accountability appears moving from compliance with rules to the production of results (UNESCO, 2017). Accountability is being linked up with some notion of measurable productivity through increasing transparency, enhancing public trust on institution, communicative reasonableness and experience-based learning to make mutual understanding, adaptation, and improvement through exchange of reasons (Kumar,1987; Michavila & Martinez, 2018; Olsen, 2015).

Looking in combination Tripathi & Gupta, (n.d.) concisely asserted that, aspiring for autonomy and accountability in HEIs can boost up confidence of uniqueness in every entity, stimulate the academic to look beyond restricted region, provide opportunities to probe their ideas and originality, enhance value creation making them liable of all the decisions taken by them, hoisting them to justify their decision comfortably and confidently.

2.6.Balancing Autonomy and Accountability

Autonomy and accountability are equally important for public institutions. Autonomy for university must be seized on the part of democratic legislatures not to interfere with the administration of university life with the aim of facilitating the discharging of duties and obligations effectively and efficiently with agility and responsiveness (Powar, 1998, P.15). The successful development of HEIs depends on finding a fitting balance between credible accountability practices and favorable autonomy conditions (OECD, 2008).

They should have to be balanced in policy and practices to prevent public institutions from undesired consequences of each one of them. . Confirming this Berdahl cited in Powar, (1998, p.15) pointing out that "too much autonomy might lead to universities unresponsive to society;

too much accountability might destroy the necessary academic ethos". Yamamoto, (2010) too stated that, more accountability with less autonomy and vice versa doesn't result in good performance. Similarly Leveille, (2005) pointed out that lack of balancing the two let higher education to find itself dealing with the increased efforts undertaken by external bodies and political interests, including intrusive behavior, micromanagement, and bureaucratic substitution for professional judgment.

Arguing that autonomy and accountability being mutually complementary, Powar, (1998) remarked that Universities cannot be held accountable to performance if it has not been given the requisite freedom to act on essential matters like selection of staff, content of curricula, minimum standards to be achieved, and apportioning and utilization of funds allotted to it. Instantaneously accountability policies must be balanced with autonomy to get work done (Hook, n.d.). Adding on this Leveille, (2006) also argued that reasonable autonomy of colleges and universities consistent with accountability is indispensible to maintaining institutional integrity

However, putting this into practice is difficult and requires great effort. Leveille, (2005) made it clear that balancing both require clarity, understanding, and foresight, as well as embracing the past, navigating the present, and understanding the future. This necessitates the need for regular communication and discussion as well as continuous study to reach on consensus.

2.7. University Autonomy and Accountability in Practice

2.7.1. Global Trends of University Autonomy and Accountability Practice

Studies of HEI around the globe give hints that countries have been modifying their system-wide governance structures to devolve management and supervision of their universities to achieve the goals of autonomy, with accompanying levels of accountability. The formal governance relationship between the state and the university has been under constant reform in Europe, USA, Africa and Asian and as well as Latin American countries which implies changes in the legal status of the university and a strengthening of the formal level of institutional autonomy (Blalock et.al, 2015; , Duong, 2014; GCPEA, 2013; Maassen et al., 2017; Neave, 2012; UNESCO, 2017, 2014).

Adding up on this UNESCO,(2017) made a report taking five African countries with differing status in development like, Ethiopia, Ghana, Kenya, Nigeria, and South Africa on autonomy of

university which is being initiated to surge ahead to take out themselves from lagging behind through improving their governance system.

Notwithstanding the reform effort still there is variation among countries with respect to formal and real autonomy and accountability system in universities. Literatures shows that in practice university across the globe don't have the right balance of autonomy and accountability they need and it varies across the country and University themselves (Blalock et.al 2015; Duong, 2014; Orosz, 2018 ;Raza, 2009).

As EUA cited in GCPEA, (2013) European HEIs enjoys higher levels of institutional autonomy than most other areas of the world, including perhaps the United States. Raza, (2009) on the other hand stated India and Azerbaijan as countries where HEI has no autonomy at all and Ethiopia and Nigeria where there is significant amount of autonomy while countries like Bangladesh, Pakistan, Colombia, and others, continue to keep autonomy to a limited level.

Adding on to this in countries like Vietnam there is no much institutional autonomy caused by reluctance of legislator to give up bureaucratic control over the sector and as well as la ck of clarification on the accountability relationship (Duong, 2014;).

The challenge of building more autonomous and accountable university arise from problems such as difficulty in balancing autonomy and accountability, contextual factor, political governance system, the university elite composition and characters, and economic standards of the countries. It is argued that striking the right balance between autonomy and accountability is challenging.

Raza, (2009) stated it that;

> *The challenge for policy makers is to identify the combination of elements of a*
>
> *governance system (both formal and informal) that have worked in other countries and*
>
> *develop a road map of broad principles that need to be considered when determining the*
>
> *balance between autonomy and accountability in the tertiary education sector*. (p.3)

Rao, (2015) categorized issue affecting autonomy of the Universities broadly under two categoreis which include restrictions through legal act and operational decision making practices. Adding up on this internally the way university elite operate has impact on entire systems

autonomies. Duong, (2014) asserted that the prevailing political system determine autonomy and accountability and as such democratic system by its nature guarantees autonomy, whereas the authoritarian system deny the concepts of autonomy.

Moreover, state interference has been seen in the form of intimidation, attack on University professors whose research questioned government policies and investigating forensic physical evidence of human rights abuses in Brazil, Venezuela, Haiti, Guatemala. This is an indicator of lack of independent campus security mechanisms (GCPEA, 2013).

Beside this, in countries where government imposed higher education restructuring programs to enhance autonomy have been met with public and student protests which were seen in Chile, due to increases in university fees which triggered student protests that brought higher education activities to a halt (GCPEA, 2013). In India following granting autonomy to Universities the students were found protesting by holding demonstration showing their fear on the lack of accountability among university with regard to the decision related with tuition fees. In USA granting institutional autonomy to universities has led to higher education institution to be accountable to judicial sentences which an author viewed it as unfortunate for University in California (McConnell, 1971).

In addition to interference, the problem of setting policy that meets the requirement of the context is also challenging in making the most out of enhancing autonomy and accountability system of University. Neave, (2001) disclosed an ever changing frontiers between autonomy and accountability holding the belief that the terms are amongst the topics that remain of constant concern to academic world and public bodies.

Coming to its implementation by keeping the balance between the two Taira, (2004) stated as there is divergence between formal autonomy and real autonomy and also difficulty of tension between autonomy and accountability which he suggested for further investigation using other method than exploration to clarify the issue.

In the name of granting autonomy to public universities accountability system is hampered in most countries leading to inefficient utilization of resources. As compared to other nations of the world USA has well developed accountability system. World Bank, (2009) accredited that, in

most countries of the world PU has operated in a very autonomous manner with less accountability compared to the well-established tradition of accreditation in the USA.

Emphasizing on the consequences for lack of accountability in PU World Bank, (2009) argued that, Africa countries where universities enjoy full independence and complete management autonomy regarding their daily operation are known for being very wasteful, with repetition rates of 25% to 50 %, but they do not have to answer for their inefficient performance. Likewise in several South American countries, such as Nicaragua, Honduras, Bolivia, and Ecuador there is legal foundation of free use of fixed percentage of annual budget without any accountability. In Mexico, refusal to submit financial audits to the government until the Supreme Court rendered a judgment in September 2002 ordering them to start complying with this requirement was observed, where as in Colombia universities used to block the MoE from shifting to a performance- based budget allocation by Constitutional Court, and in Peru, there is no even a government ministry or agency officially responsible for steering or supervising the tertiary education sector (World Bank, 2009).

Having justified of the consequences of lack of accountability in public universities governments, parliaments and society at large are progressively asking universities to rationalize the use of public resources and account more systematically for their teaching and research results (Fielden,cited in World Bank, 2009). For instance in Europe, Bologna process insisted in designing a credentials framework that will provide common performance criteria in the form of learning outcomes and competencies for each degree awarded (World Bank, 2009).

2.7.2. University Autonomy and Accountability System in Ethiopia

In our country though the development of HEI is a recent incidence, with in this period there has been an attempt to grant autonomy to Universities. In Ethiopian education and training policy of 1994 it is declared under article 3 sub article 3.8.2 and 3.8.3 that the management of educational system to be decentralized to make the system's service relevant, accessible, quality and equitable, in conjunction with making educational institution autonomous in their " internal administration and in the designing and implementing of education and training programmers, with an overall coordination and democratic leadership by boards or committees, consisting of

members from the community (society), development and research institutions, teachers and students (FDRE, 1994, pp.29 & 30).

 This is clearly stated by Shaw, (2018) in which he found that the autonomy originally granted to Addis University in 1954 by the charter during the imperial period was suspended by the military dictatorial government. During the "Derg" regime it was suspended and University has been the propagator of political ideology (mandated courses on Marxism) as far as curriculum was observed and also intervention in its administration issue such as security surveillance, repression of dissent, appointment of senior university officers and control of academic promotions (Tamirat, 2015).

Following this the current regime also promised to restore university autonomy but, failed to reinstitute the charter, to grant both administrative and financial autonomy. The autonomy granted to University is clearly set by current HE proclamation No.1152/2019 and described more the intention to enforce it in ESDP V by improving governance system (MoE, 2015; FDRE , 2019).

Stating more specifically, the autonomy granted to public universities by current government under proclamation1152/2019 article 16 include develop and implement relevant curricula and research programs; create new or close existing programs, set up its organizational structure and enact and implement its internal rules and procedures, to select, administer and determine, responsibilities of staff based on transparent system of competition, and institutional requirements in consistent with other law as well as, nominate the president, vice presidents and members of the Board, and select and appoint leaders of academic units and departments and to manage its funds and property.

More importantly the intention of enhancing public university autonomy is emphasized in the current Ethiopian Education Development Roadmap. In the document Providing greater autonomy for HEIs and increasing the regulatory power of HEIs is recommended in the draft policy document stating that government (MoE), in consultation with HEIs and other stakeholders should focus on empowering institutions and strengthening the governance of institutions in the Ethiopian HE system by adequately staffing the HE state minister (MoE, 2018).

Melu, (2016) tried to elaborate the current practice of public university autonomy in which he stated that following the Proclamation of 2009 HEI demonstrated the autonomy to a lesser degree within the internal affairs of the institutions. The author was critical with respect to practice of assigning higher level administration and stated that most of the public federal higher education institutions smell local politics. The political stand and connection to the local region have been considered for the appointment of top leaders.

Study conducted by Dea and Zeleke, (2017)stated that, the accountability particularly professional and administrative in the sampled three universities of southern region is rated unfavorably. Likewise Dr Kassahun Berhanu from Addis Ababa University during his participation on second science congress argued that, under article 43 of the Proclamation 650/2009, the governance structures like boards, top management units, senates, managing councils, and university councils, are overcrowded with overlapped mandates. As to the view of this participant this proliferation of structures with overlapping jurisdictions blurs clear differentiation of duties and responsibilities. In turn, the absence of strict and well-designed delimitation of powers and functions, including proper regulatory and monitoring mechanisms could be misused in shunning aside the need for accountability of university office bearers (Ethiopian Academy of Sciences , 2015).

Emphasizing on accountability system in education sector in general and HEI in particular MoE, (2018) argued that, the roles and responsibilities among actors of the education system from MoE, to Schools were lacking clarity in line with development trends. According to the author accountability along the lines of decentralized units of decision makers is not clear or not practiced though it is roughly stated on document and lacks clarifying who is accountable to whom, how they are held accountable and for what. The absence of education law makes it difficult for parents and local community to hold the schools accountable. Finally MoE, (2018) recommended for autonomy matched with accountability for higher education institutions and suggested that autonomy should not so much be an issue of control, but of contracting and measuring performance based on mutually agreed outputs and outcomes.

2.8. Theoretical and Conceptual Framework of the study

2.8.1. Theoretical Framework

Institutional autonomy can be affected both by internal and external environment which are both equally important in healthy functioning of the institution. Emphasizing on this Daniel, (1966) stated that, institutional autonomy, is affected not only by external constraints but also by the attitudes and experience of those within the institution who are concerned about the state of its autonomy, such as students, faculty, staff,(administrators, regents, alumni, etc.) establishing identity of an institution by their image through their respective idiosyncrasies and dynamics. The author then concluded that the freedom these internal actor exercise in establishing this identity determines autonomy of that institution. Hence in light of this, this study focused on looking institutional autonomy and accountability from institutional and resource dependency theory as appropriate theory in encompassing all the variables associated with both internal and external sources of threat to university autonomy.

2.8.1.1. Institutional Theory

The institutional theory of organizations puts institutions at the core of the analysis of organizations' design and conduct in which organizations are viewed as local instantiations of wider institutions (Berthod, 2016). Under this theory institutions are understood as beliefs, rules, and norms, which shape the creation and spreading of organizational forms, design features, and practices (Berthod, 2016).The author furthered that conforming to institutionalized direction is considered a way for gaining authenticity, decreases uncertainty, and increases transparency of organization's actions and activities.

 Supporting this idea Zucker, (1987) stated that, in institutional theory organizations are influenced by normative pressures from external sources and other times arising from within the organization itself and these pressures lead the organization to be guided by legitimated elements, from standard operating procedures to professional certification, which often have the effect of directing attention away from task performance. Adoption of these legitimated elements, in turn according to the author can lead to isomorphism with the institutional environment, increases the probability of survival.

Institutional theory assumes that, institutional elements coming from outside the organization cause change in organizations, but the impulse for action is unclear because the organization is in an "iron cage" (DiMaggio cited in Zucker, 1987). When organizations respond to coercive external institutional pressure , they guard their technical activities through decoupling elements of structure from other activities and from each other, thus reducing their efficiency (Meyer & Rowan, Weick, Selznick cited in Zucker, 1987). But conformity of organizations to the collective normative order such as federal regulation and laws, professionalism, as well as other outside elements disrupting goals increases the flow of societal resources and enhances "long-run survival prospects" (Meyer & Rowan cited in Zucker, 1987).

Institutional theory believes that, the interpenetration of outsiders such as state in internal organizational decision comes out of three important issues. These include internal goals and values, legitimacy of external control, and relative power of the organization. First, organizations championing unjustifiable values, which are not widely shared, are more likely to have their goals sabotaged (Clark cited in Zucker, 1987). Second, organizations may pursue legitimation of their activities through active control or shaping of the institutional milieu in order to gain access to societal resources, thus ensuring their long-term survival (Dowling & Pfeffer, Pfeffer & Salancik, Scott & Meyer cited in Zucker, 1987). Organization with strong ties to the public sector via contracts, are likely to adopt innovations deemed essential by government policy voluntarily and to reject those prohibited (Hinings & Greenwood, Dobbin et al cited in Zucker, 1987).

Thirdly, an extent of an organization's continuing control over its own boundaries determines the amount of environmental intervention, (Meyer et.al cited in Zucker, 1987). Organizations, with greater power, use boundary units, either contracting, or incorporating parts of the environment in internal hierarchies (such as including in board members) as means of reducing the effects of regulatory agencies through selling their idea to influence the environmental constituents (Thompson, Thompson & McEwen, Williamson cited in Zucker, 1987).

In institutional theory other external elements influencing organizational functioning other than state can diffuse both administrative and technological innovations, through a channel of inter-organizational ties, in the form of regulatory bodies, professional associations, and financial and business service intermediaries (Benson, Zald cited in Zucker, 1987).

2.8.1.2.Resource Dependency Theory

A resource dependency perspective which was published by Pfeffer &Salancik in 1978 was another theory from which institutional autonomy and accountability can be seen (Hillman, A. J., Withers, M. C., & Collins, B. J., 2009). The theory analyzes the relationship between organization and environment from the lens of resource power.

According to Naomi Wangari Mwai, J. K. and D. G. (2013) resources is an important tenet of both the strategic and tactical management of any company and resource supply is contingent on the complexity, dynamism and richness of the environment. Hence resource acquisition system in the environment can put institutional autonomy into menace which requires an organization to adjust itself as coup up mechanism for survival. Naomi et.al (2013) stated that resource dependency theory (RDT) suggests resources as a basis of power and legally independent organizations can, as a result, be dependent on each other of which the degree increase if the resource is critical to its survival and tightly controlled.

As Deanna Malatesta, and Smith, (2014) identified RDT focuses on three characteristics of the environment operating together to determine the dependence of one organization on another, which are concentration, munificence, and interconnectedness. Concentration refers to the degree to which authority and power are dispersed within the environment whereas munificence refers to the scarcity of critical resources. Interconnectedness denotes to an extent to which organizations are linked in an overall system (Deanna Malatesta, and Smith 2014).

Resource dependency theory (RDT) recognizes the influence of external factors on organizational behavior but, argue that managers can act to reduce environmental uncertainty and dependence. In support of this view Deanna Malatesta, and Smith, (2014) stated that under RDT, managers are presumed to have discretion and are motivated to reduce resource uncertainty, which is accomplished primarily by managing dependencies. This assumption best describe HEI which is built up of a yawning professional society with greater influencing capacity over government through their expert critics to policies, rules, regulations and strategies.

According to this theory organizations attempt to reduce others' power over them, often attempting to increase their own power over others (Hillman et al., 2009). As Pfeffer cited in

Hillman et al., (2009) the basic argument of the RDT and inter-organizational relations are that, fundamental units for understanding inter-corporate relations and society are organizations, which are not autonomous, but rather are constrained by a network of interdependencies with other organizations. RDT argues that, organizations are required to appear legitimate (appropriate) in the eyes of the most important resource holders (Berthod, 2016).

In light of the above argument, public Universities are not completely "*unreachable Islands*" as they are compelled by multiple factors making them too open system for its environmental constituents both internal and external actors. These actors are state, market and professional which provide resource to the institution/universities and expect service meeting their competing needs.

In an attempt to enhance their autonomy organizations can shape their environment by trying to outline government regulations that produce a more favorable environment through political mechanisms (Hillman et al., 2009). This type of pressure on external environment can't be possible without internal organizational management strength. Concerning this Pfeffer & Salancik cited in Hillman et al., (2009) an organization's internal executive succession as one strategic response to environmental contingency. According to the authors, organizational policies and structures are results of decisions affected by the distribution of power and control which can affect the tenure and selection of administrators who in turn control organizational activities that affect those activities and resultant structures.

2.8.2. Conceptual Framework

Institutional autonomy and accountability of PU has been an area of focus by majority of researchers both in developed and developing countries. However most of them have been studied two of them separately and yet none of them has developed comprehensive conceptual framework showing an existing relationship between them and factors associated with them. Some of them has viewed them as issues of academic and as a result incorporated under governance as variable (Matthews, 2017). Due to this the conceptual framework fitting for this purpose was hard to find and the researcher tried to develop based on his conceptualization of autonomy, accountability and other external environmental constituents affecting them.

Thus, to build conceptual frame work for institutional autonomy and accountability of PU requires observing a formal and structural interplay of state authority, market forces and academic oligarchy. Most governance arrangements might be arrayed along a spectrum between the most authoritative where the state authority has absolute primacy and those with the most autonomy devolved to the non-state actors – which we might characterize as negotiated or democratic (Matthews, 2017).

University autonomy is a complex concept to evaluate with multitude of indicators. Simpson & Marin Marinov, (2016)argued that university autonomy consists of a complex set of interrelated components, and hence requires specifying these for the purposes of empirical research. Accordingly Estermann, T., and Nokkala. T, (2009)attempted to provide a foundation for a Europe-wide comparable database through analysis of certain crucial aspects of autonomy using four aspects organizational, financial, staffing, and academic.

Orosz, (2018,p.643) in his study of "Interconnected Dimensions of University Autonomy in Europe" identified that, "The calculation of pair wise correlation coefficients paints a picture of a positive linear relationship between each of the four autonomy dimensions, albeit the correlations are small-to-moderate in size. " Hence studying university autonomy from these dimension provide a convergent set of framework to portray an existing institutional autonomy of University.

Enhancing University autonomy raises a concern for implementation of new monitoring and supervisory instruments by the State and other stakeholders to hold HEIs more accountable for their contributions to national policy objectives (Neave, 2002). Romzek & Dubnick, (1987) suggested four alternative systems of public accountability, each based on variations involving two critical factors which include whether the ability to define and control expectations is held by some specified entity inside or outside the agency and the degree of control that entity is given over defining those agency's expectations. The interplay of these two construct generates the four types of accountability which include bureaucratic, legal, professional and Political accountability.

Thus for the purpose of this study the following conceptual framework is built on the accountability triangles of Clark (cited in Mathew, 2017) by adding institutional autonomy

dimensions developed by EUA (2017) and accountability dimensions developed by (Romzek & Dubnick, 1987).

Figure1. Conceptual Framework
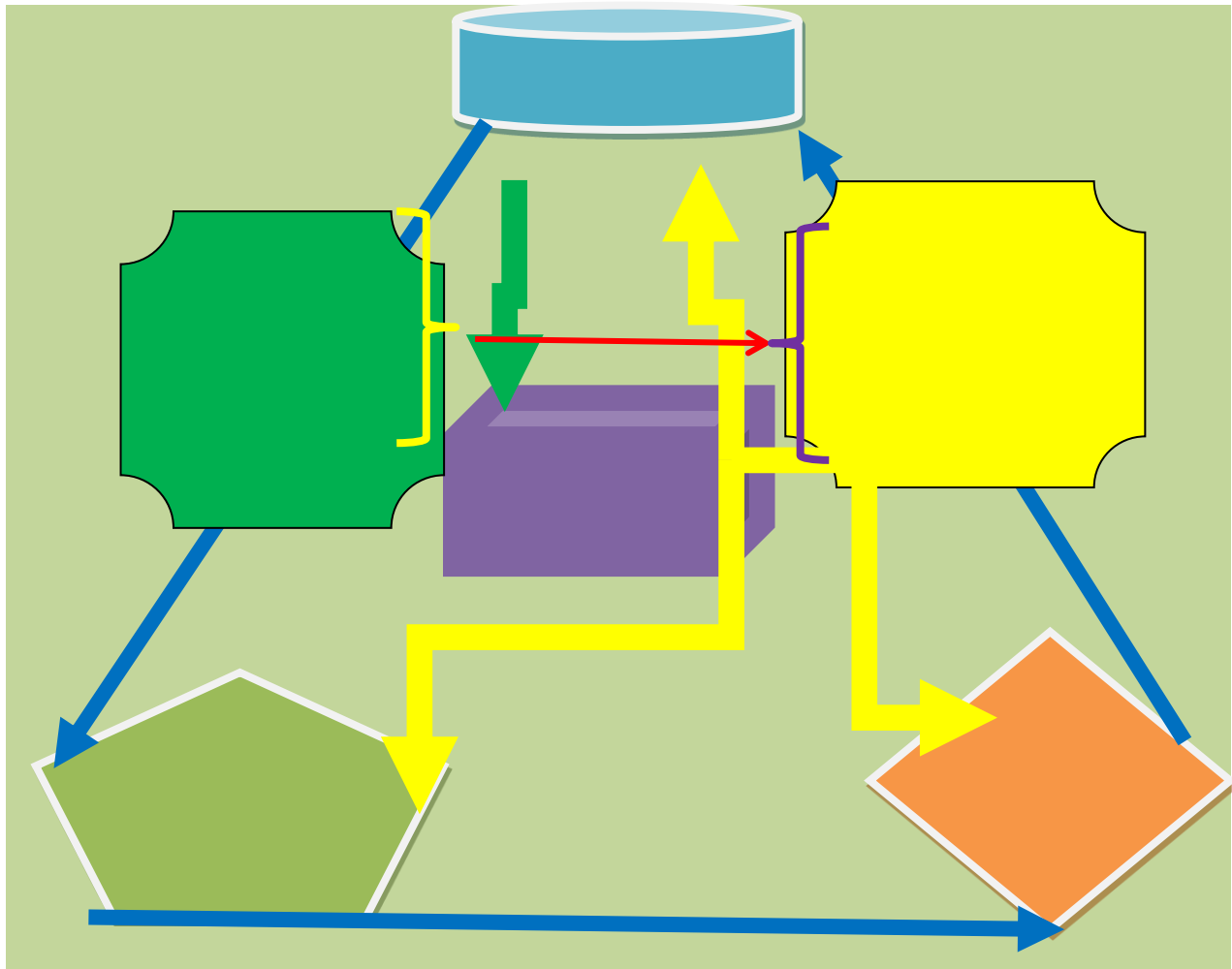
Source; adjusted and improved from the work of Clark.

Keys

1. ➡ = Line connecting university environments from where influence on university autonomy come
2. ➡ = Line connecting accountability channel of university
3. ➡ = Shows that there is accountability for each area of university autonomy
4. ⎰ Represents the whole autonomy and accountability dimension

Figure 1 above shows that government, market and professionals are source of pressure to university autonomy. However, the dominant source of power over university autonomy is government shown by green arrow directed from government to University. Government can put university autonomy under control through formally via legislation, informally via intervening in internal university decision. Formally, government can give university autonomy over some issues such as financial, staffing academic and organizational matter simultaneously asking for accountability of different forms such as legal, administrative, political and professional for each of autonomy dimensions as connected by yellow arrow pointing from autonomy to accountability and upward from university to government. Pointing to the freedom of university over allocating their own fund government can tie university by letting them to be abiding by expenditure legislation made by ministry of finance which may not be convenient for university operation.

Informally government irrespective of formal autonomy granted to university can enforce university leaders and board members to decide in its favors. Government can override university autonomy by using disruptive accountability system. However the university can also influence government to reduce pressure by internal administrative capacity and strong professional oligarchy expertise based pressure. If the activities of university is found to be convincing in areas such as use of public fund which sensitive area where government always put its eyes on, research output, and innovation combined with strong professional attachment among scholars in the university in confronting unnecessary government pressure they can preserve their autonomy irrespective of government interest to intervene.

On the other hand university is expected to be accountable to multiple parties at the same time to get trust from stakeholders. As such university is expected to fulfill the expectation of market, government, and professionals in its action. The market and government requires university to produce qualified and competent enough graduate for their post. Moreover government requires university to be held accountable for the match between resource allocated by government and its output. Hence universities are required to produce graduate those can create their own job, efficient in executing and innovating when hired in private and governmental post.

Professional in the university requires university administration to be responsive to their need in many ways. Among these they may require academic freedom, impartial decision making

system, free and fair competition and good payment matching with their dignity. If university administrations decisions with regard to issues affecting professionals is not based up on the participation of scholars in the university the performance of university administrators lacks accountability which may put university performance under threat leading to government intervention. In other ways professional idiosyncrasies and dynamics regarding the status of University autonomy and accountability can affect the institutional autonomy and accountability. Additionally University in order to enjoy sufficient autonomy needs to get trust from state and market. As a result Universities need to exercise comprehensive accountability such as legal, administrative, political and professional on the area of its autonomy such as decision on financial, staffing, academic and organizational matters. University to attract other income from market and to get acceptance needs to render account for what has been done or not done.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

Under this chapter the design and methodology used in the research is discussed. Accordingly the design of research, research method, and population of the study, sample size and sampling techniques, instruments for collecting data, data collection procedures, data analysis strategy, and ethical conduct followed is presented here under as follows.

3.1. Research Design

A research design is a procedural plan, structure and strategy of investigation that is adopted by the researcher to answer basic research questions validly, objectively, accurately and economically (R. Kumar, 2011). Assessing multi-dimensional concepts such as institutional autonomy and accountability together in HE requires a design that is fitting and accommodative enough of the variables that influence practices of exercising right balance of autonomy and accountability contextually appropriate in the study area.

Thus, mixed research Design was employed to identify institutional autonomy with regard to financial, institutional, staffing and academic as well as an existing administrative, political, legal and professional accountability in place. It is because mixed research method enables to work creatively by combining both quantitative and qualitative methods in a ways that utilize the strengths of each and minimize weaknesses of one approach within a single study to create an in-depth understanding of the topic under study (Ary, D. Jacobs, L. C. Sorensen, C. & Razavieh, A. 2010; Creswell, 2014).

The strategy used for this study was Convergent parallel method. According to Creswell, (2012) this type of method is important when we want to collect both quantitative and qualitative data simultaneously, merge the data, and use the results to portray clear picture of problem understudy. In this study convergent parallel was applied analyzing quantitative data and simultaneously supporting and enriching with the results of qualitative data.

3.2. Research Method

Research method is a means or modes of data collection or, sometimes, how a specific result is to be calculated (Igwenagu, 2016). Adding on to this Kothari, (2004) stated that research method is the behavior and instruments used in selecting and constructing research technique which include a method of data collection, data analysis and evaluation of accuracy of the results obtained. Accordingly, for the purpose of this study, both quantitative and qualitative research method was employed. Quantitative method was employed to generate quantitative data and describe the problem under study quantitatively. Qualitative data was employed to generate qualitative data through interview and document review. These two methods were employed because they enable the researcher to portray clear nature of the problem under study.

3.3. Sources of Data

To answer the basic research question both primary sources of data were gathered and analyzed. The first hand data was gathered using questionnaire and interview from university staffs such as deans, and directors department heads as well as academic teaching staffs. Additionally primary data was gathered by reviewing different relevant documents such as national HEI proclamation, directives, manuals and Guidelines by state and sampled Universities' decrees, guidelines, manuals, strategic documents, and activity reports. Moreover research work of scholars was used as 1st hand source of information to compare the result of this study with the finding of others.

3.4. Population of the Study

From the strata of 4 generation 8 first generation universities were selected and from 8 of them Jimma University (JU) and Haramaya University (HU) were selected. Accordingly, target population for the study were JU and HU staffs which included 2 public University presidents, 8 vice-presidents, 16 colleges' deans, 12 Vice deans 54 directors, 97 department heads and 3,044 academic/teaching staff. Hence the total population from which sample was drawn accounted 3,233 people.

3.5. Sample Size and Sampling Technique

It is argued by Ary et al , (2010) that sampling is indispensable to the researcher for economical in terms of the time, money, and effort involved because all these factors do not permit a researcher to study all possible members of a population, but should constitute a representative cross section of individuals in the population to enable generalization with reasonable confidence.

Accordingly, 1st generation PU were purposively selected because these Universities are believed to have relatively homogeneity in most of their setting including launching broad field of study accommodating mix of staff from different field of study with relatively high experience who can evaluate and reflect an existing situation of the problem understudy. Daniel, (1966) arguing that institutional autonomy can be affected by attitudes and experience of internal and external constraints, specified that, the image established by the idiosyncrasies and dynamics of these internal constituents (staffs) determine the identity of an institution and this identity determines their institutions autonomy.

Accordingly, from 8 public Universities under first generation Jimma and Haramaya Universities were selected using simple random sampling methods with lottery method. To select sample, target population were stratified under three categories such as top level management, middle level management and teaching staffs. Top level management included presidents, vice presidents and directors. Middle level management included deans, and vice deans whereas department heads are bottom level managers. All top level managers and middle level managers were included because they are small in number. To select respondents from department heads and teachers, proportional stratified sampling techniques was employed because this sampling technique gives more representative sample than simple random sampling for population in each stratum and enables the researcher to study the differences that might exist between various subgroups (Ary et al , 2010).

Thus, to select department head, strata was made based on their college and from each college a proportional sample size of 50% departments were selected for even number of departments/schools in the college and one more sample department/school was added for odd. Cohen, L., Manion, L., & Morrison, K. (2007) asserted that a sample size of thirty as held by

49

many to be the minimum number of cases and hence 50% sample size of total population of the strata can suffice the requirement for representativeness of the sample for department heads.

Sample size of teachers was determined using Yamane formula. According to Israel, G. D. (1992) Yamane formula provides a simplified procedure to calculate sample sizes. To do this a 95% confidence level and precision level of P = .5 was assumed because in the social research a 5% margin of error is assumed acceptable and 95% (0.05: a Z value equal to 1.96 levels of confidence can be typically used (Taherdoost, 2017).

Accordingly the formula employed for calculating sample of instructors was;

$$n = \frac{N}{1 + N(e)^2}$$

Where n is sample size of instructors, N represents total population of instructors and e is a level of precision. Applying the formula to the above sample

$$n = \frac{3044}{1 + 3044(.05)^2} = 353.95 \text{ rounded up to } 354 \text{ instructors.}$$

Accordingly 354 (11.62%) were selected and the sample size of 11.62% is acceptable as the sample size of 10% from large population is recommended adequate by Mugenda and Mugenda (Mugenda and Mugenda cited in Nyakomitta, 2015). Hence, to keep proportionality, from each department 11.62% teachers were selected using simple random sampling specifically lottery method. Adding on to this, 2 president, 8 vice presidents, 54 directors, 16 college deans, and 12 vice deans as well as the sample of department heads taken were 50. Thus the total sample size for this study was **496 (15.34%)** respondents. Summary of sample size is presented in the following diagram.

Figure 2 Population and sample of the study
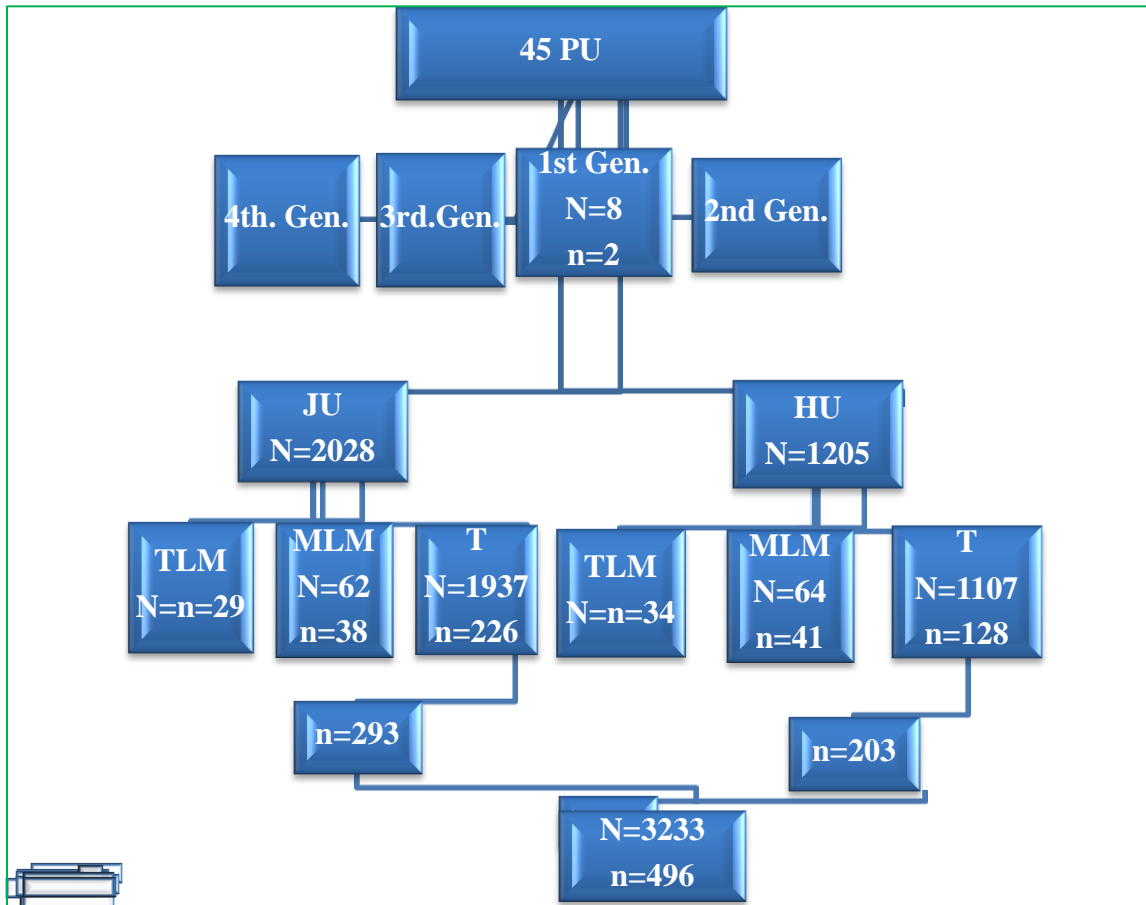
Note; N- Total Population, n= Sample, MLM-Middle Level Manager, TLM- Top Level Manager, T- Teacher, HU- Haramaya University, JU= Jimma University, Gen.- Generation of University

3.6. Data Collection Instruments

The research approach being mixed, both quantitative and qualitative data gathering tools were used to get first hand data whereas document review was made to get both primary and secondary data. Questionnaire was used to collect quantitative data whereas interview and document review were used to gather qualitative data.

3.6.1. Questionnaire

Questionnaire was used to gather data from directors, deans, department heads and teachers to get broad view about the topic understudy. As such questionnaire was prepared on the basis of

basic research questions by reviewing different literature as well as autonomy and accountability framework. Questions for each dimension of the university autonomy and accountability was prepared based on an indicator set in the framework but tailoring it to the local context of our country which was done using different documents such as Higher education proclamation, higher education leader recruitment regulation, and other relevant guidelines and manuals.

3.6.2. Interview

Semi-structured interviews were used to gather qualitative data. Accordingly, 8 people were included in the interview which comprised 2 directors.2 deans, and 2 department heads and 2 representatives from student union. These interviewees were selected purposively based on their experience on position for at least two semesters and the researcher believes that these people are information rich to provide deep and detailed data on ideal and legal vis-à-vis actual scenario. Interview was conducted mainly using English, language and additionally Amharic and Afan Oromo languages were used with student interviewees incase interviewee face difficulties to explain their feeling in English. Interview was aimed to identify participants' emotions, feelings, and opinions about topic under study to enrich quantitative data.

An interview session duration ranged from 23 minute to 55 minutes. During interview session, their consent was asked again to use audio recorder to record their view, opinion and argument as well as idea in addition to taking notes just to keep complete information without missing it but a few of them were willing. Before directly using their information for research purpose they were given a chance to hear what they have said as recorded and an idea they want to be modified was improved.

3.6.3. Document Review

Qualitative data was also gathered through reviewing different documents such as HEI proclamation, directives, decrees, manuals and, guidelines, to identify autonomy and accountability system at policy level. Additionally, strategic plan and activity reports were also reviewed to get insight on the actual practices. Furthermore, similar research papers were reviewed. Document review was made to reinforce quantitative data and to create more detailed explanation on the status of universities' financial, staffing, academic and institutional autonomy together with an existing administrative, legal political and professional accountability.

The documents such as university decrees, guidelines, manuals, strategic documents, and activity reports were secured from university itself whereas documents such as HEI proclamation, directives, manuals and regulations were downloaded from website. Finally similar research papers were reviewed to compare this finding with that of local and international finding on the topic under study.

3.7. Procedures for Data Collection

The procedure started with developing data gathering instruments. All data gathering tools were developed by reviewing different literatures. Then instruments passed through a sort of checkup for their validity such as face validity to ensure the simplicity for understanding, content validity to check whether all important items were included and as well as to check whether the items included can measure what they are intended to do by giving to advisor and co-advisor, and peers. Before directly entering in to data collection, permission to collect data was asked and obtained from each University by letter of authorization from JU department of Educational Planning and Management (EdPM). Then after, participants were contacted and informed the nature and procedures of the study. Then instruments were distributed to some selected respondents to make pilot study for further checkup of its validity and reliability. Then the reliability of questionnaire was tested using Cronbach Alpha coefficient followed by making necessary modification and finally distributed to sample respondents.

3.8. Pilot Study

Questionnaire and interview questions were developed and given to advisors (principal and co-advisor) to get feedback for modification on its content and structure. In addition to this other individuals' one MA holder English teacher serving at preparatory school and other one university lecturer at Woldya University were consulted to check its grammar and simplicity for understanding respectively. After that, Bonga University was selected for conducting pilot study to which survey questionnaire was distributed to 50 temporary sample respondents selected from people having similar role with real sample such as directors' college deans, department head and instructors. From the response obtained through pilot test, analysis on the clarity of items and simplicity of questions to answer was made and on the basis of analysis all questions were improved. After pilot test all irrelevant, ambiguous and unnecessary questions were removed and modified for actual research data.

3.9.Validity and Reliability

a. Validity

Validity of research instrument refers to the ability of instrument to measure what is intended to be measured (Field cited in Taherdoost, H. 2016). Thus, to check whether an instruments could produce data needed for answering research questions content validity of the instrument was evaluated by advisor and co-advisor. Then after, face validity of the questionnaire was tested by distributing it to individual instructors working in other University and then administered for pilot at Bonga University and on the basis of the feedback obtained ambiguous questions were modified without losing their meaning whereas irrelevant questions were removed. As such items in the legal and political accountability domains were reduced from 9 to 8 and 10 to 9 respectively. Finally questionnaire after improved was administered to sampled respondents from JU and HU.

b. Reliability

Reliability of questionnaire was tested using cronbach alpha coefficient because it is viewed as the most appropriate measure of reliability for questionnaire prepared using Likert scales (Whitley and Robinson cited in Taherdoost, 2016). The range of cronbach alpha is between 0 and 1 and the rule of thumb for the alpha value range is >0.9 = Excellent, >0.8 =Good, >0.7 = Acceptable, >0.6 = Questionable, >0.5 =Poor, and <0.5 = Unacceptable (George and Mallery as cited in Namdeo & Rout, 2016).

Accordingly, reliability of items was tested based on data gathered from pilot study conducted at Bonga University by deleting 7 inconsistent items. Table 1 below shows that overall cronbach alpha for the items in the four autonomy dimensions, namely financial, staffing, academic, and organizational together was improved from .821 to .922 which is considered excellent. The overall cronbach alpha for the items in the four accountability dimensions, namely legal, administrative, political, and professional together was improved from .870 to .943 which is consistent enough for gathering real research data and alpha value for balance of autonomy and accountability raised from 0 .569 to 0.889 which is good enough for data collection. In general the total cronbach alpha value of all items which was reduced from 90 to 83 was raised from .796 to 0.957 which is considered as excellent enough for administering for gathering actual research data.

Table.3.1.Questinnaire reliability in Cronbach Alpha

No.	Items	No. of Items		Cronbach Alpha (α) Value		Total Cronbach Alpha (α) value	
		Pre-modification	Post-modification	Pre-modification	Post-modification	Pre-modification	Post-modification
1	Financial Autonomy	10	10	.850	.850		
2	Staffing Autonomy	10	8	.622	.921		
3	Academic Autonomy	11	10	.631	.803		
4	Organizational Autonomy	11	10	.762	.946		
	Overall Autonomy	**42**	**38**			**.821**	**.922**
5	Legal Accountability	9	8	.698	.852		
6	Administrative Accountability	12	12	.788	.788		
7	Political Accountability	10	9	.690	.936		
8	Professional Accountability	9	9	.949	.949		
	Overall Accountability	**40**	**38**			**.870**	**.943**
9	Striking The Balance	8	7	.569	.889		
	Total Items α value	**90**	**83**			**.796**	**.957**

3.10.   Methods of Data Analysis and Presentation

Different statistical data analysis tools were used to summarize, understand a relationship, and describe the finding. For this study, both quantitative and qualitative methods of data analysis were employed. Before directly taking data for analysis collected quantitative data were edited,

coded and incomplete and inconsistent data were cleaned. Accordingly out of 496 distributed questionnaire 441 (88.9%) of them returned and 7 of them were not properly completed and ignored whereas 434 (87.5%) of them were analyzed using Statistical Package for Social Science (SPSS) version 23.

Quantitative data gathered via questionnaire were analyzed using descriptive statistics such as frequency distribution, percentages, means and standard deviation. Accordingly frequency distribution was used to describe the rate of recurrence of respondents with specific demographic characteristics whereas mean was used to show the average of a given data set and compare the responses of the participants, and standard deviation was used to show the distribution of the data set and the relationship of the mean value to the rest of the data.

From inferential statistics, independent sample t-test was used to test whether there is significant difference in perceived status of autonomy and accountability between JU and HU. On the other hand, qualitative data gathered using interview, and document review were quoted, analyzed triangulated and interpreted qualitatively using text by narration with an intention of creating deep and detailed explanations on the prospects and practice of institutional autonomy and accountability system in public universities.

3.11. Ethical Considerations

As the study depends highly on personal information of the respondent, ethical principles were considered all the way through research activities and effort was made to ensure the confidentiality of the data to safeguard their privacy through maintaining anonymity of the participants, by removal of names and details from quotes and descriptions that may reveal the identity of an individual. Moreover, cover letter of questionnaire describing the purpose of study, voluntary nature of their participation, their right to withdraw at any time and confidentiality of their responses was prepared.

During interview question the consent of the interviewees were asked before using audio recorder and to protect their privacy simulated name was give during interview as well as in data analysis. Additionally the participants were informed that audio recorded were securely stored until the completion of the study and destroyed upon the completion and acceptance of the thesis.

CHAPTER FOUR

DATA PRESENTATION ANALYSIS AND INTERPRETATIONS

The main purpose of the study was to assess institutional autonomy and accountability of Ethiopian PU with focus on two sampled senior Universities namely JU and HU. Under this chapter data gathered from different sources such as the respondents using questionnaire, and interview as well as literatures through document review is presented, analyzed and interpreted. In doing so this section includes major topics such as, analysis and interpretation of data including demographic data was made. .

4.1.Analysis of Demographic Data

Demographic data of respondents here represents the characteristics of those sample participated in the study. Universities excellence and contribution to the overall countries development depends on the quality and quantity of staff which can be described using demographic characteristics such as sex, age, educational qualification, academic rank and position.

The demographic aspects of respondents considered here include sex, age, and educational qualification, academic rank, positions, their respective college and year of services. All sex age, educational qualification, academic rank, positions, college affiliation and experience of respondents analyzed is presented in the tables below.

Table 4.1; Analysis of respondents Demographic Data

Demographic Characteristics		Frequency	%	Demographic Characteristics		Frequency	%
Sex	Male	353	81.3	University	Jimma	265	61.1
	Female	81	18.7		Haramaya	169	38.9
	Total	**434**	**100**		**Total**	**434**	**100**
Age	20-30	83	19.1	Experience	1-5	74	17.1
	31-40	237	54.6		6-10	114	26.3
	41-50	88	20.3		11-15	137	31.6
	51-60	26	6.0		16-20	64	14.7
	Total	**434**	**100**		21-25	21	4.8
College	Education & behavioral Science	18	4.1		26-30	17	3.9
	Natural and Computational	67	15.4		31 and above	7	1.6
	Social science and Humanities	78	18.0		**Total**	**434**	**100**
	Agricultural and Veterinary	78	18.0	Qualification	BA/BSC	18	4.1
	Business and Economics	43	9.9		MA/MSC	350	80.6
	Institute of Technology	51	11.8		PhD	66	15.2
	Institute of Health Science	71	16.4		**Total**	**434**	**100**
	Law and Governance	16	3.7	Position	Instructor	294	67.7
	Computing and Informatics	12	2.8		Department Head	48	11.1
	Total	**434**	**100**		Dean	10	2.3
Academic rank	Graduate Assistant I	5	1.2		V/ Dean	8	1.8
	Graduate Assistant II	14	3.2		Coordinator	38	8.8
	Lecturer	278	64.1		Director	36	8.3
	Assistant Professor	90	20.7		**Total**	**434**	**100**
	Associate Professor	35	8.1	Nationalit	Ethiopian	419	96.5
	Full Professor	12	2.8		Expatriate	15	3.5
	Total	**434**	**100**		**Total**	**434**	**100**

As can be seen from table 4.1 with regard to the sex proportions of respondent's majority of them figuratively accounting for 353 (81.3%) were male whereas the number of females participated were 81 (18.7%). This is not as a result of sampling error but shows disproportion of male and female employed in higher education. In ESDP V it is identified that, albeit efforts made to ensure equity between male and females participation in education, females remain underrepresented at all levels of higher education accounting only 12% in teaching staff against a target of sixteen to be achieved at the end of ESDP IV(MoE, 2019).

In ESDP V too, enhancing the participation of female staff in teaching, research, leadership and management positions was a chief policy objective to realize through affirmative action programs such as the special admissions policy to increase the number of female teachers to 25%. Despite an attempt to do so it is still an issue which requires attention to enhance female participation in staff mix. This in turn can have impact on staffing autonomy of university as it puts pressure to comply with this target compromising the chance to get more competent male.

As regard as the age of respondents is considered, majority of the respondents which accounted for 237 (54.6%) were in the age range 31-40, followed by 41-50 representing 88 (20.3%) whereas the minority of them which accounted for 26 (6.0%) were in the age range 51-60 implying that the majority of academia in the universities are youngsters.

With regard to respondents participation from sampled university the majority of respondents representing 265 (61.06%) of them were from JU whereas the remaining number 169 (38.94%) were from HU. This difference is created due to the number of staff in JU is greater than that of HU and proportional sampling method was employed to ensure equity with regard to participation as per size of staff.

As depicted in table 3 most of the respondents were participated from college of Agricultural and veterinary Science which accounted for 78 (18%) and College of Social Science and Humanities accounting equally78 (18%),followed by Institute of Health Science 71 (16.4%), Natural and Computational Science 67 (15.4%), and few respondents from college of computing and Informatics representing 12 (2.8%). The variation in the number of respondents across each college is due to difference in the number of departments and the staff size.

As far as the experience of respondents is concerned most of the respondents amounting to 137 (31.6%) have an experience from 11-15, followed by 114 (26.3%) respondents having an experience from 6-10. Only respondents accounting for about 7 (1.6%) have an experience 31

and above. This implies that most of the respondents were relatively less experienced which is connected with the age range of respondents which is youngster in nature.

As far as the academic rank of respondents is concerned, most of the respondents amounting to 278 (64.1%) hold the rank lecturer followed by Assistant professor which accounted for 90 (20.7%). Only respondents amounting to 12 (2.8%) are full professors while respondents accounting to 14(3.2%) hold the graduate assistant II rank.

University is an institution where there is a mix of scholars from different world as far as the language of instruction in most Universities of the world is English which break the boundaries for employment. Hence it is inevitable to have scholars from other nations as most African countries still can't stand self-reliant with respect to expertise on some field particularly such as health and technology. Accordingly, data from the table reveals that majority of respondents amounting 419 (96.5%) are Ethiopians while the remaining 15 (3.5%) are expatriate (non-Ethiopian).

Regarding the position of respondents participated most of the respondents were instructors amounting 294(67.7%) followed by department heads accounting to 48 (11.1%). The respondents amounting to 10 (2.3%) were college deans and those amounting to 8 (1.8%) were Vice dean.

Educational qualification is pillar for the quality of education in University. According to MoE, (2015) the qualification mix of staff, has implications for quality of instruction and university intake capacity and hence, it must be assured that sufficient staff, with an appropriate skills mix to provide quality instruction to be available. Ethiopian government set that in Universities the ratio of staff in Universities to be 0:70:30 (Bachelor: Master's: Doctorate degree holders, respectively) by the end of ESDP V (MoE, 2015) and yet this ratio is hardly achieved. Despite this strategic documents ambitious plan, revised higher education proclamation 1152/2019 recognizes an existence of Graduate assistance rank /BA/BSC holder. From this one can infer that different documents whether it is legal or strategic plan and program documents are not in coincidence with each other and albeit the intention described in program to reduce graduate assistant to 0% government still needs to sustain it. As far as the qualification of the respondents is concerned most of the respondents were Master's degree holders which accounted to 350 (80.6%) followed by PhD holders amounting to 66 (15.2%) holders followed by Bachelor's Degree 18 (4.1%).

4.2. Presentation and Analysis of Data on Institutional Autonomy Dimensions

Under this section, data gathered to answer the first basic research question which was, to what extent do Jimma and Haramaya Universities enjoyed institutional autonomy (financial, staffing, academic autonomy, and organizational autonomy) is presented and analyzed under 5 sub topics. These are financial, staffing, academic, organizational autonomy and summary of the four autonomy dimensions.

4.2.1. Financial Autonomy

Table 4.2; Independents Sample t-test Analysis for Financial Autonomy

Items on University's freedom or autonomy to…	Groups	N	M	SD	t	df	Sig.
Decide on the allocation of funds.	JU	265	2.80	1.00	-.67	432	.501
	HU	169	2.86	1.13			
Utilize internally generated income without state intervention	JU	265	2.70	1.17	-.92	432	.358
	HU	169	2.81	1.18			
Spend money according to its own strategic plan & priorities.	JU	265	3.31	1.06	-1.23	432	.218
	HU	169	3.44	1.20			
Spend on building of its interest.	JU	265	2.95	1.07	-1.343	432	.180
	HU	169	3.09	1.03			
Transfer & utilize unused budget to the next fiscal year without asking permission from external authority.	JU	265	2.21	1.03	-1.59	432	.113
	HU	169	2.37	1.02			
Borrow money without permission from state.	JU	265	2.04	1.01	-3.68	432	.000
	HU	169	2.42	1.10			
Decide on tuition fees of all programs for national students.	JU	265	3.29	.943	1.46	432	.146
	HU	169	3.14	1.13			
Decide on tuition fees of all programs for foreign students.	JU	265	3.19	1.00	1.43	432	.152
	HU	169	3.04	1.06			
Utilize budget based on their own strategic plan and priority without restriction from top university leaders (AU).	JU	265	2.69	1.09	.344	432	.731
	HU	169	2.65	1.28			
Decide on tuition fees for bachelor to PhD students (AU).	JU	265	2.66	1.15	.012	432	.990
	HU	169	2.66	1.26			
Aggregate Mean average			**2.81**	**.714**			

(NB; AU stands for Academic Units; A five Likert scale measurement used ranged from 1=Very low, 2=Low, 3=Moderate, 4=high and 5=very high)

The table 4.2 shows that university's ability to borrow money without state permission is rated unfavorably by majority of respondents from JU and HU below average mean. An independent sample t-test was conducted to compare the mean score for JU and HU respondents. There was significant differences (t(432) =-3.68, p <.05) in mean scores with mean score for JU (M=2.04, SD=1.01) was lower than HU (M=2.42, SD1.10). This data is also supported by qualitative data from document reviewed For instance according to financial administration proclamation of FDRE article 40 sub 1 and 2 only Minister of Finance is the only authorized body to borrow money on the behalf of federal government with the authorization of House of Peoples Representatives and hence University can't do it by itself even the proclamation didn't disclose whether University can borrow money from local providers (FDRE, 2009).

University's freedom to transfer and utilize unused budget from one fiscal year to the next without asking permission from external authority was also rated low by majority of respondents in both university. An independent sample t-test was conducted to compare the mean score of two groups. There was no significant differences (t(432) = -1.59, p >.05) in scores for JU (M=2.21, SD=1.03) and HU (M=2.37, SD=1.02). The finding from qualitative data is also in support if this figure. Autonomy of university to use unused budget the proclamation put restriction on free utilization of such budget (FDRE, 2009). HEP 650/2009 under article 63 sub article 1 declared that "any unutilized portion of allocated block-grant of any public institution may remain at the disposal of the institution as budget subsidy." This provision is omitted from HEP 1152/2019 which shows increased restriction on financial autonomy. Additionally, there is legal restriction on flexibility in use of different budget types of budget such as banning of transfer of capital budget to the recurrent budget and centrally controlled power to transfer recurrent budget from one program to another program, within a public body(FDRE , 2009).

Emphasizing on the intrusion of state through constraining financial autonomy the response provided by one of the interviewee was shared commonly among majority of respondents.

> *Actually government is the main source of university budget and it is normal to ask for its proper utilization but should be at reasonable distance. The reality is that every budget related undertaking requires approval from state. University can't use even unused budget transferring it to the next budget year without approval from ministry of finance. In such circumstance it is difficult to undertake academic, research and community*

service approaching the situation with flexible strategies in case unexpected circumstances arise. (Interview with HU3 on April 14, 2021)

The perceived freedom university has with regard to allocation of funds was also rated unfavorably by majority with no significant differences (t(432) = -.67, p >.05) in scores for JU (M=2.80, SD=1.00) and HU (M=2.86, SD=1.13). Freedom of utilizing internally generated income flexibly without state intervention is conceived inadequate by majority of respondents. An independent sample t-test revealed no significant differences (t(432) = -.92, p >.05) in scores for JU (M=2.70, SD=1.17) and HU (M=2.81, SD=1.18).

The mean score for universities freedom in spending money according to its own strategic plan and priorities, autonomy in spending on building of its interest, autonomy to decide on tuition fees for all programs (bachelor to PhD degree programs) for national and international students were rated moderately above average mean score of financial autonomy.

The autonomy academic unit has with regard to financial matters from deciding on tuition fees and utilizing budget as per their strategic plan and priorities is rated below the average mean for which an independent sample t-test revealed no significant differences (t(432) = .344, p >.05) in scores for JU (M=2.69, SD=1.09) and HU (M=2.65, SD=1.28). Academic units (AU) freedom to decide on tuition fees for bachelor to PhD students was rated below average mean with no significant differences (t(432) = .012, p >.05) in scores for JU (M=2.66, SD=1.15) and HU (M=2.66, SD=1.26). The result together suggests that, financial management system is not fairly decentralized to academic unit at each level.

In support of this quantitative result interview result reveals that, colleges have authority over budget management serving as budget center for departments. Departments are dependent on their respective college for their expenditure. This shows that departments lack autonomy in the management of financial resources whereas power over financial resource at academic unit level ends at college level.

With regard to financial utilization strict legislation issued by Ministry of Finance needs to be followed and these legislation puts all government funded institutions in the same legal box irrespective of their features. Exposing this JU has officially voiced about this particularly overly rigid and bureaucratic procurement process which is challenging university and stated under SWOT analysis as threat to the successful accomplishment of strategic plan(Jimma University

(JU), 2016). The document revealed that Universities are under complex and tight financial regulatory system.

In similar vein key informant interviewee showed the discontent on university's financial autonomy. The issue commonly raised by interviewee is that despite a promise to give more autonomy for university by state in reality public universities are under government control in administering financial resource. The expectation of state from Universities particularly research universities is increasing and meeting this requirement requires qualified staff, and facilities. To have all this at the right time requires smooth financial administration system than an existing strict and bureaucratic financial management system. One of Key Informant Interviewee was very critical when describing an existing financial autonomy status.

> *It doesn't give sense when you say that Universities are granted autonomy putting them under the strictly regulated financial management system the same as other civil service institutions. In University always you deal with complex and unpredictable situation which may require urgent solution and giving any solution related with finance requires passing through long process even in case institution have financial resource as transferring and using budget from one program to the other requires approval from Ministry (Interview with HU1on April 12, 2021).*

Moreover, interviewee stated that since the source of budget with which majority of education, research and community service is financed is government any deviance from its political will leads to punishment in the form of budget reduction. Despite admitting improvement with regard to autonomy granted to Public University by proclamation no. 650/2009 as compared to the former proclamation no. 351/2003 one of the interviewee claimed the presence of limited financial autonomy.

> *The procedures for financial resource utilization are rigid and leave no room for adopting good practices to adjust to ever-changing circumstances based on local context. With this working procedures efficiency in the use of scarce resources is difficult as any deviance from firm financial law causes accountability (Interview with JU on March 23).*

In general the finding from both data (QUAN +QUAL) on overall financial autonomy of universities shows strong government control and low autonomy of universities. This result is in agreement with the research done by Dea, (2019, 2021), Mengistu Hailu, (2018) and Abebe, (2015) who came up with perceived low financial autonomy of Ethiopian Public Universities. A

theoretical framework used in this studies, both institutional, and resource dependency theory assumes that internal management strength can reduce pressure from state. However the finding shows no significant differences as p-value for financial autonomy shows non-significant difference between the groups at alpha (.346) level. This shows that government is still unwilling to keep distance from higher education and following and controlling financial resource

4.2.2. Staffing Autonomy

Table 4.3 Independents Sample t-test Analysis for Staffing Autonomy

Items on University's freedom or autonomy to…	Groups	N	M	SD	t	df	Sig.
Decide recruitment procedures of its staff independently.	JU	265	3.04	2.16	1.30	432	.193
	HU	169	2.81	.963			
Hire competent leaders on all leadership post	JU	265	2.84	1.16	.323	432	.747
	HU	169	2.81	1.27			
Hire employee adhering to legal procedure.	JU	265	3.37	1.10	1.01	432	.315
	HU	169	3.26	1.14			
Hire international scholars based on competency standard.	JU	265	3.01	.986	3.36	432	.001
	HU	169	2.66	1.11			
Decide on promotions of staff based on their competency.	JU	265	3.44	1.05	2.83	432	.005
	HU	169	3.13	1.19			
Decide on dismissals of staff failed to comply with standards.	JU	265	3.22	1.11	-2.45	432	.015
	HU	169	3.47	.976			
Set salary level of each job position based on workload.	JU	265	1.83	1.14	-4.45	432	.000
	HU	169	2.39	1.45			
AU freedom to decide on staffing activities as per procedures.	JU	265	2.84	.999	1.46	432	.144
	HU	169	2.71	.908			
Aggregate Mean average			**2.94**	**.709**			

(NB; AU stands for Academic Units, A five Likert scale measurement used ranged from 1=Very low, 2=Low, 3=Moderate, 4=high and 5=very high)

Results in the table 4.3 above reveals that university staffing autonomy to hire employee adhering to legal procedure is conceived well by majority of respondents in both university for which an independent sample t-test revealed no significant differences (t (432) = 1.01, p >.05) in scores for JU (M=3.37, SD=1.10) and HU (M=3.26, SD=1.14). The result from interview response is good instance in supporting this.

> *Both academic staff and administrative staff are being hired by university as per the directives developed by University. Beside this, the proclamation granted Universities an autonomy to hire and promote both administrative and academic staff complying with state proclamation, regulations and own directives and procedures. In my university promotion is decided and given to eligible candidate based on the criteria set by the university.(Interview with HU2 on April 13, 2021).*

Freedom to decide on promotions of staff based on their competency was rated above average mean with significant differences (t(432) = 2.83, p <.05) in the scores with mean score for JU (M=3.44, SD=1.05) which was higher than HU (M=3.13, SD=1.19). From document review result procedures of promotion of academic staff, recruitment of technical staff is determined by the academic policy which also adopted by Universities in their legislation.

Regarding autonomy to decide on dismissals of staff in case they fail to comply with competence standard and professional and ethical code of the institution majority of respondents conceived it moderately for which an independent sample t-test revealed no significant differences (t (432) = -2.45, p >.05) in the scores for JU (M=3.22, SD=1.11) and HU (M=3.47, SD=.976).

The perceived freedom university has with regard to deciding recruitment procedures of its staff independently was also rated slightly above average mean score (M=2.94, SD=.709) for which an independent sample t-test revealed no significant differences (t (432) = 1.304, p >.05) in the scores for JU (M=3.04, SD=2.16) and HU (M=2.81, SD=.963). The result suggests that full autonomy is compromised and there is a need to bargain or complying with centrally decided way of acting. The document reviewed with regard to staffing autonomy of university unveiled that Universities can decide on staffing procedure and system by developing their own directives. Accordingly, based up on the provision of HEP 650/2009 article 17 sub articles 2, and Federal Civil Servant proclamation no. 515/99 article 14 and 16 as well as directives issued by Ministry of Civil Service Universities were given autonomy to issue directives for employment and promotion procedure of administrative workers. Practically, an instance for practical indication

of using the autonomy given in this regard is Haramaya University administrative workers employment and promotion procedure issued on 2006 and working manuals (Haramaya University, 2006).

However the freedom of university and setting salary level of each job position based on workload was rated below average mean score. Independent t-test for Universities autonomy in setting salary level of each job position based on workload revealed significant differences (t(432) = -4.45, p <.05) in the scores with mean score for JU (M=1.83, SD=1.14) was lower than HU (M=2.39, SD=1.45). The qualitative data supporting this was found from document review. According to senate legislation of both Universities', the Senate will periodically propose new salary scale and increment scheme to the appropriate government bodies in line with general government policy framework for salary scale(HU, 2013; JU, 2018). This shows that the process of setting salary scale is based on proposal from universities but requires negotiation with government.

Freedom of university in hiring competent leaders on all leadership post following legal procedure was rated below average mean score. An independent t-test for university in hiring competent leaders on all leadership post following legal procedure revealed no significant differences between two groups (t (432) = .323, p >.05) in the scores for JU (M=2.84, SD=1.16) and HU (M=2.81, SD=1.27). Leading University requires strong administrative ,financial insight, fundraising ability, academic, entrepreneurial and political skills (Bradfield et al., 2017). Hence putting competent leadership at each university from the top to bottom requires autonomy. Looking at the formal universities autonomy in assigning and removing University leaders, the procedure is developed by Ministry of Education and the directive underline that, the selection process to be transparently done by search and selection committee through public advertisement and fair competition, a major step forward compared to the previous   procedure of assigning presidents by Ministry.

However with regard to removing university President the proclamation 1152/2019 on article 55 sub article 2 and 3 declared that, the head of concerned state or Minister with or without advice by board and in case they deem it right action they can remove university president. Under the same article albeit stating the rational convincing reasons under sub article 1 article 2 and 3 are the opening through which state can impose pressure on University to satisfy its political will. In

similar vein the proclamation avowed that the board can take similar case for Vice presidents. In both case the proclamation didn't base the ground on which to take such action and this is a major step downside for formal autonomy which can put real autonomy in great vulnerability (FDRE, 2019).

The above quantitative and qualitative data together suggests that, there is intervention on hiring leaders and such intervention can possible compromise an opportunity of assigning competent leaders. Though any organization is just more than one person (leader) leadership competency is the most important ingredient for the success of any institutions in general and universities in particular.

Additionally an independent t-test for freedom to hire international scholars based on competency standard revealed significant differences (t(432) = 3.36, p =<.05) in the scores with mean score for JU (M=3.01, SD=.986) was higher than HU (M=2.66, SD=1.11). This result suggests that, both Universities experienced different autonomy in hiring international scholar.

The academic units autonomy with regard to deciding on staffing activities following legal procedure is rated slightly below the average for which an independent sample t-test revealed no significant differences (t(432) = 1.46, p =>.05) in the scores for JU (M=2.84, SD=.999) and HU (M=2.71, SD=.908).

With regard to staffing activities related with academic staff, the employment type is centrally determined by HEP No.1152/2009 article 30 sub-article 3 declaring that, employment of academic staff would be on contractual basis with duration of the contract been two years. The same legislation gave the universities to develop rules and procedures with which to accomplish employment and promotion of academic staff. In this regard harmonized academic policy of Ethiopian public Universities addressed major academic staff employment, promotion, discipline and other issues. In its scope, the policy is applicable to all public universities in Ethiopia. Giving mandate to universities in developing such policy shows the need to bargain on the autonomy universities requires on one hand whereas harmonizing the policy for all public institutions shows intolerance to diversity in the policy and organizational structure of universities (FDRE, 2019 ; Tegegne, F., Mekonnen, D., Beyene, S., Tolemariam, T., & Kebede, E.., 2013; JU, 2018).

In an attempt to grasp the practical experiences of staffing autonomy, interviewees were asked to give their view regarding staffing activities. Few of the interviewed respondents agreed that the proclamation improved the authority of university to have a say on staffing activities.

From the above interview result and document review result university at micro-level decide its staffing activities. Practically seen, human resource management function such as hiring, promotion, transfer, disciplining, and demotion are being carried out at university level based on contextually adjusted procedures and guidelines which are almost similar in both universities.

On the contrary some of the respondents interviewed think of staffing activities as still not free from government interference in one way or other. An interview response from JU put the situation in place as follows.

> *Today Universities are under stiff competition not only at local level but also at international level and internationalization of higher education is underway. This necessitates the need for qualified man power to be hired and retained in the institution. To attract and retain high caliber staff you must have an authority to set up and implement salary scale along with other benefits which is currently being determined by will of state. Under this situation how can one accept that Universities have staffing autonomy? JU3*

In line with the above point of view, beside encouraging localization of qualified staff, still to be competent enough at global level, university needs highly qualified scholars those can share experience and instill deep professional working standard for local demographically youngster nature staff. To attract such scholars from a pool where they are concentrated there is a need to provide flexible enough salary scheme in accommodating resource limitation and desire for brain gain. The survey, document as well as interview results converges toward the same point that staffing autonomy is also compromised as a result of lack of financial autonomy.

In similar disposition even though they admit that there is some improvement on staffing autonomy, their discontent on the provision of current proclamation on staffing top leadership post and board selection is understandable from their interview response. According to one interviewee, top management staffing activities is under government control both by law and practice. In his word the interviewee stated that,

The proclamation which was issued around twelve years ago gives state to nominate most member of the top university governing body, I mean the University board. The aim is clear that those member and chairperson whom the state assigns are selected for their honesty to safeguard the political interest of state. So any decision including assignment of president albeit creating mechanism of making it through fair competition based on merit by law, can't be against interest of state. There is no guarantee for middle and lower level management also to be assigned based on merit as the arrangement can possibly goes down.HU1

Undeniably the issue addressed in proclamation with respect to assigning top leader is assertively raised by interviewee from both universities as mechanism of controlling university from close distance.

In general data from both quantitative and qualitative sources suggests that, albeit improvement on staffing autonomy, yet universities autonomy on strategic man power management such as deciding on recruitment procedure, recruiting and assigning top level leaders, setting salary level enabling institutions to attract and retain high caliber staff was conceived as an area of state intervention explicitly or implicitly. The finding of this study also support the research finding of Dea, (2019), Mengistu Hailu, (2018) and Abebe, (2015) and additionally that of Melu, (2017).

4.2.3. Academic Autonomy

Table 4.4 Independents Sample t-test Analysis for Academic Autonomy

Items on University's freedom or autonomy to…	Groups	N	M	SD	t	df Sig.
Open academic programs of all level based on labor market.	JU	265	3.47	1.17	-.091	432 .928
	HU	169	3.48	.945		
Close academic programs which are not needed by labor market	JU	265	3.24	1.10	-1.69	432 .090
	HU	169	3.62	3.29		
Decide on numbers of new student to take on each year.	JU	265	2.49	1.22	-1.97	432 .049
	HU	169	2.72	1.17		
Prepare curriculum of Bachelor to PhD as per national standard.	JU	265	3.47	3.36	-.087	432 .931
	HU	169	3.50	4.06		
Teach scientific truth complying with professional standards.	JU	265	3.78	1.09	-1.98	432 .048
	HU	169	3.97	.763		
Conduct and publish research as per research norms & rules.	JU	265	3.52	1.21	2.47	432 .014
	HU	169	3.21	1.26		
Select national students for different levels of qualifications.	JU	265	2.60	1.15	-2.52	432 .012
	HU	169	2.88	1.11		
Select international students for different levels of qualifications.	JU	265	2.65	1.14	-3.02	432 .003
	HU	169	2.97	.969		
AU autonomy in preparing their own curriculum.	JU	265	3.37	2.06	-.193	432 .847
	HU	169	3.42	2.50		
AU autonomy in selecting students for qualifications.	JU	265	3.15	1.13	1.33	432 .183
	HU	169	3.00	1.20		
Aggregate Mean average			**3.21**	**.787**		

(NB; AU stands for Academic Units, A five Likert scale measurement used ranged from 1=Very low, 2=Low, 3=Moderate, 4=high and 5=very high)

With regard to academic autonomy of the university the result of analysis in the table 4.4 reveals that, university freedom to decide on numbers of new student to take on each academic year was rated below average mean score with significant differences (t(432) = -1.97, p <.05) in the score with mean score for JU (M=2.49, SD=1.22) was lower than HU (M=2.72, SD=1.17).

Similarly freedom to select national and international students for different levels of training and specialty was unfavorably rated for which an independent t-test revealed significant differences (t(432) = -2.52, p <.05; t(432)= -3.02, p <.05) in the scores with mean score for JU (M=2.60,

SD=1.15; M=2.65, SD=1.14) was lower than HU (M=2.88, SD=1.11; M=2.97, SD=.969) respectively.

Confessing the improvement in institutional autonomy of university from academic perspective, one of interviewee claimed the need for improvement on some aspects. According to the interviewee

> *Intervention from the government in academic matters such as restricting undergraduate regular student admission for fee, student placement, and lack of freedom for students to choose their fields are evident. This means university's opportunity to generate revenues from education fees from students who want to learn in institutions of their interest is closed. (Interview with JU1on March 20, 2021).*

Regarding student placement, regular undergraduate student are placed to public universities centrally by Ministry FDRE (2019). In addition to determining Universities to which individual is assigned college from which students select departments to study have been determined by ministry placement of which one interview was criticized this as follows.

> *One friend of mine wanted to attend health education but given engineering and now scoring low grade. I asked him to tell me why he was scoring low and he raised that, he was not good at physics since attending elementary school and his dream was to be a doctor and to realize this he has been working hard but unfortunately couldn't score high mark at grade 12. (Interview with JU4 on March26, 2021)*

Besides, the admission of students also didn't consider the universities landscape for instance for students with disabilities. Interviewee from JU raised this issue as adding challenges to them. In his opinion the landscape of this university is not favorable for students with disabilities such as visually impaired and those with problem of walking despite an effort to make all pathways smooth. This opinion supports the finding of Tekle, (2019) who stated long distance between buildings, roads and walkways that are not disability friendly caused disablement to students with disabilities in some Universities . As to the opinion of interviewee it is better such students are placed to universities with flat landscape. Hence it is important to make some improvement regarding autonomy university has on student placement.

Autonomy with regard to teaching scientific truth complying with professional code of ethics was rated favorably by majority of respondent in both Universities for which an independent

t-test revealed significant differences (t(432) = -1.98, p <.05) in the scores with mean score for JU (M=3.78, SD=1.09) was lower than HU (M=3.97, SD=.763). Preparing curriculum of Bachelor to PhD complying with national standard was well conceived by majority with no significant difference (t(432) = -.087, p >.05) in the scores for JU (M=3.47, SD=3.36) and HU (M= 3.50, SD= 4.06).

Similarly opening and closing the program of study based on labor market fulfilling the necessary pre-condition was well conceived by majority with no significant difference (t(432) = -.091, p >.05; t(432) = -1.69, p > .05) in the scores of JU (M=3.47, SD=1.17; M=3.24, SD=3.24, SD=1.10) and HU (M=3.48, SD=.945; M=3.62, SD=3.29). Qualitative data from document review revealed that, with regard to opening and closing of academic program Universities are granted formal autonomy to open and close programs of study based on research but needs approval from Ministry. The process of accrediting academic programs as well as curriculum is vested in the hands of senate but in consultation with board and Ministry (FDRE , 2019). From the proclamation it is clear that, those academic units are autonomous in developing curriculum and implementing it up on accreditation by senate board and ministry.

In the table the last two items (9 and 10) were meant to identify how far academic unit enjoy academic autonomy with regard to preparing their own curriculum and selecting students for different level of programs. In both cases the mean score revealed favorable perception by majority and independent sample t-test result reveals no significant difference (t(432) = -.193, p >.05; t(432) = 1.33, p >.05) in the scores for JU (M=3.37, SD=2.06; M=3.15, SD=1.13,) and HU (M=3.42, SD=2.50; M=3.00, SD=1.20). Qualitative data from interview showed that at academic Unit level, specifically departments are empowered to select students graduate studies based on criteria developed in consultation with council of graduate studies and entrance examination developed by department.

In support of the status of academic freedom of University teaching personnel with respect to item 5 and 6 Ethiopia is one among those countries who have adopted UNESCO recommendation made in 1997 in its legal instruments. Accordingly, the recommendation made under article 27 recognizes freedom of teaching personnel to teach scientific truth as well as carrying out research, publish and disseminate result (UNESCO, 1997). In line with this, HEP recognized exercising academic freedom by academic staff under article 15 & 31 consistent with

international good practice, national laws, institutional core values and mission (FDRE, 2019). The harmonized academic policy under article 24 sub articles 1-3, HU senate Legislation 2013 under article 34 sub article 34.1-34.6 and JU revised academic and technical staff development legislation under article the same article and sub-article addressed academic freedom on teaching and research(JU, 2018; HU, 2013;Tegegne et al., 2013).

As far as academic freedom is concerned the result of interview suggested that the role of university in academic matter such as curriculum, and program development is improved significantly but not radically. Nevertheless, there is still requirement for approval from ministry. With regard to curriculum development an existing situation is described as follows by interviewee. *"Normally curriculum review and development is initiated at university level by respective department. The government influence here is indirect as the curriculum developed must be compatible with Ministry's policy for approval."(Interview with HU3 on April14, 2021)*

Thus from the results of both quantitative and qualitative data academic autonomy was conceived well by majority of respondents but admitting the need for improvement over student placement centralization. The quality of services in the university depends among other thing on resource available to it. Thus, University needs to balance the number and type of students to take with its resource at hand which requires autonomy to do so. In our case the assignment of undergraduate student is centrally controlled by MoE and universities are obliged to admit students assigned to them by the Ministry without any other precondition such as testing the quality of students admitted to them. The decision to take students for graduate study program is within the decision of universities. The finding is consistent with that of Dea, (2019), MengistuHailu, (2018) and Abebe, (2015) and additionally that of Melu, (2017).

4.2.4. Organizational Autonomy

Table 4.5 Independents Sample t-test Analysis for Organizational

Items on University's freedom or autonomy to…	Groups	N	M	SD	t	df	Sig.
Set up internal administrative structure independently	JU	265	2.87	1.08	-1.830	432	.068
	HU	169	3.07	1.14			
Set up internal academic structure independently.	JU	265	2.95	1.09	-1.29	432	.198
	HU	169	3.08	1.07			
Select external members for university board member.	JU	265	2.14	1.19	-2.110	432	.035
	HU	169	2.40	1.28			
Decide on Selection procedure for competent leaders.	JU	265	2.91	2.17	-1.00	432	.316
	HU	169	3.09	1.12			
Decide on removal procedure of unfitting leaders.	JU	265	2.69	1.18	-1.97	432	.049
	HU	169	2.92	1.24			
Enact and implement internal rules, regulations and procedures.	JU	265	3.33	1.06	-.157	432	.875
	HU	169	3.34	1.15			
Create legal entities such as institute without state intervention.	JU	265	3.37	1.12	2.79	432	.005
	HU	169	3.05	1.25			
Decide durations of terms of University leaders independently.	JU	265	2.55	1.13	.372	432	.710
	HU	169	2.52	.957			
AU freedom to set up their own administrative structure.	JU	265	2.76	1.04	-.010	432	.992
	HU	169	2.76	1.05			
AU freedom to set up their own academic structure.	JU	265	2.90	1.12	-.279	432	.781
	HU	169	2.93	1.25			
Aggregate Mean average			**2.88**	**.820**			

(NB; AU stands for Academic Units, A five Likert scale measurement used ranged from 1=Very low, 2=Low, 3=Moderate, 4=high and 5=very high)

From the table 4.5 above the mean value indicates that University's freedom to enact and implement internal rules, regulations and procedures is rated favorably by majority with no significant differences (t(432) = -.157, p >.05) in the scores for JU (M=3.33, SD=1.06) and HU (M=3.34, SD=1.15). Qualitative data from document review showed that, Universities can issue rules of procedures, and internal regulations including discipline directives through its board

(FDRE, 2009). However some centrally developed legislation are detailed in their provision of which an example is higher education institutions student discipline directives which was issued by MOSHE to be implemented by all public universities without reducing and changing the provision addressed but with possibility of adding on it. The directive is too detailed even going deep up to deciding length of student's hair(Ministry of Science and Higher Education [MoSHE], 2012).

Interview result concurrent with document review showed that, the autonomy of university in practical scene to implement some centrally developed law is perceived as unpracticed. With regard to autonomy to issue internal rules and regulation as per the provision of proclamation the concern of interviewee was described as follows. "*All major rules and regulation related with budget, discipline, man power selection and appointment particularly on top leadership position, were comprehensively addressed on centrally issued regulation and proclamations.*" (Interview with *HU2 on April 13, 2021*)

Universities' autonomy to select external members of university governing board was rated unfavorably with significant differences between groups (t (432) = -2.11, p <.05) in the scores with mean score for JU (M=2.14, SD=1.19) was lower than HU (M=2.40, SD=1.28). Interviewees were critical on the composition and selection of board member. On this one of interviewee coded as HU2 stated that,

University has no equal voice at the top level I mean Board level. None of its member is selected without consent of MOSHE authorized to appoint 4 alone and 3 of them in consultation with universities at policy level. This has been a tricky measure taken to make it practically prone to manipulation because the Ministry has exclusive power to terminate membership in the name of reforming in case their interest is not preserved.

Autonomy to decide durations of terms of University leaders independently was also rated low with no significant differences (t(432) = .372, p >.05) in the scores for JU (M=2.55, SD=1.13) and HU (M=2.52, SD=.957), and University autonomy to decide on removal procedure of unfitting leaders was rated unfavorably by majority with significant differences between groups (t(432) = -1.97, p <.05) in the scores with mean score for JU (M=2.69, SD=1.18) was lower than HU (M=2.92, SD=1.24) and the mean score is below the mean average (M=2.88, SD=.820). This unfavorable rating on the above items together suggests that, universities organizational autonomy is limited and there is high intervention from state.

Academic units autonomy to set up their own administrative structure was rated unfavorably by majority with no significant differences ($t(432) = -.010$, p $>.05$) in the scores for JU (M=2.76, SD=1.04) and HU (M=2.76, SD=1.05) below mean average, whereas their autonomy to set up their own academic structure was also conceived low by majority with no significant differences ($t(432) = -.279$, p $>.05$) in mean scores of JU (M=2.90, SD=1.13) and HU (M=2.93, SD=1.25)is rated slightly above the average mean.

Qualitative data from document review shows that organizational autonomy with respect to deciding organizational structure of University is devolved. According to Federal Civil Servant Proclamation of FDRE (2017, p. 9983) article 5 sub-article 1, "any government institution shall study its organizational structure and manning plans that enable it to achieve its goals, and submit same to the Ministry for approval." Consistently HEP 1152/2019 under article 16 sub article 2(a) also declared universities autonomy to set up its own organizational structures, internal rules and regulations. Under article 8 sub-article 7 of the proclamation it is stated that organizational structure developed needs to be approved before implementation. Looking deep into the proclamation itself particularly part III which addressed governance and internal structure of public universities hierarchical structure and governance structure all public universities needs to have is already addressed under article 43 and 44 from top to bottom Interviewees were critical in their feeling about lack of autonomy to decide on university organizational structural as well as the real authority university are practicing on issuing and implementing internal rules and regulations. Quoting the response given by one of my interviewee from JU is worthy to understand the feeling on this issue.

> *Organizational structure is about power relationship. Look at the proclamation and you can easily find how far the state went in deciding the structure. The proclamation put the big body of every public university and Universities are left only with filling the flesh on the skeleton framed by proclamation.JU1*

Similar to the above outlook on autonomy of university in deciding its organizational autonomy most of them agreed that, university's general academic structure, power relationship and administrative body were framed and what is left is to determine for Universities is particulars which doesn't give reasonable opportunity for university to take strategic decision.

> *Major part of structural framework of universities was developed centrally by proclamation. All aspects such as major decision making organ at each level,*

The result of both quantitative and qualitative data supports each other pointing to limited university power to decide strategically organizational affairs. With regard to selection and appointment of board members, this finding agree with that of Abebe, (2015, P.27) who stated that, "The appointment of public university Board Members, Presidents and Vice-Presidents falls under the strong influence of the Ministry of Education. A high-ranking politician from the ruling party also chairs the Board of each public university.

4.3.Summary of Institutional Autonomy from All four Dimensions

In an attempt to portray university autonomy the result of each autonomy dimensions was summarized and presented below.

Table 4.6 Independents Sample t-test Analysis of four Autonomy Dimensions

Institutional Autonomy Dimensions	Groups	N	M	SD	T	df	Sig.
Financial Autonomy	JU	265	2.78	.677	-.943	432	.346
	HU	169	2.85	.768			
Staffing Autonomy	JU	265	2.95	.754	.636	432	.525
	HU	169	2.90	.635			
Academic Autonomy	JU	265	3.15	.763	-1.591	432	.112
	HU	169	3.28	.818			
Organizational Autonomy	JU	265	2.85	.798	-.864	432	.388
	HU	169	2.92	.854			
Institutional Autonomy	**JU**	**265**	**2.93**	**.625**	**-.864**	**432**	**.388**
	HU	**169**	**2.99**	**.638**			

(A five Likert scale measurement used ranged from 1=Very low, 2=Low, 3=Moderate, 4=high and 5=very high)

The results in the table 4.6 shows that relatively, university enjoyed more autonomy on academic issues with no significant differences (t(432) = -1.591, p >.05) in the scores for JU (M=3.15, SD=.763) and HU (M=3.28, SD=.818) followed by staffing autonomy with no significant differences (t(432) = .636, p >.05) in the scores for JU (M=2.95, SD=.754) and HU (M=2.90, SD=.635). However university enjoyed less financial autonomy with no significant differences between the groups (t(432) = -.943, p >.05) in the scores for JU (M=2.78, SD=.677) and HU (M=2.85, SD=.768) followed by organizational autonomy with no significant differences (t(432)

= -.864, p >.05) in the scores for JU (M=2.85, SD=.798) and HU (M=2.92, SD=.854). Looking into the mean score for all autonomy dimensions, the result revealed that, the perceived institutional autonomy by majority of respondents was low and independent t-test revealed that, no significant differences (t(432) = -.864, p >.05) in the scores for JU (M=2.93, SD=.625) and HU (M=2.99, SD=.638). From the result low standard deviation for institutional autonomy shows that, the scores are clustered together around the mean.

Data from both quantitative and qualitative analyzed under each dimensions of institutional autonomy converge toward the similar argument that, there is intervention in internal university affairs from state both in policy and practice. At policy level overly regulative financial management, centrally determined organizational affairs and staffing procedures for academic leaders were major areas hampering institutional autonomy of Public Universities.

4.4.Presentation and Analysis of Data on Institutional Accountability Dimensions

Under this section, data gathered to answer the second basic research question which was, to what extents do Jimma and Haramaya Universities exercise institutional accountability (legal, administrative, political, and professional accountability) is presented and analyzed under 5 sub topics. These are legal, political, and professional accountability and summary of the four accountability dimensions.

4.4.1. Legal Accountability

Table 4.7 Independents Sample t-test Analysis for Legal Accountability

Items on	Groups	N	M	SD	T	df	Sig.
There is clear statement of academic unit's obligation and responsibility with liability for failure to meet standard.	JU	265	3.03	1.05	2.83	432	.005
	HU	169	2.75	.974			
The University has designed administrative and operational procedures to be followed with liability for failure to meet it.	JU	265	3.07	1.05	2.54	432	.011
	HU	169	2.81	1.06			
There is a mechanism of ensuring proper implementation of staffing legislation.	JU	265	3.17	1.07	1.13	432	.257
	HU	169	3.05	1.03			
There is a mechanism to ensure that all financial resources are utilized efficiently adhering to the financial laws.	JU	265	2.89	1.10	.223	432	.824
	HU	169	2.86	1.13			
University has developed quality standard and quality enhancement systems in its internal legislations.	JU	265	3.06	1.07	3.09	432	.002
	HU	169	2.72	1.19			
There is a practice of ensuring consistent implementation of university rules, regulations, procedures, and guidelines.	JU	265	3.00	1.11	2.56	432	.011
	HU	169	2.71	1.21			
All university legal and procedural documents are made accessible to all in need.	JU	265	2.69	1.15	-.246	432	.806
	HU	169	2.72	1.11			
There is a system of taking legal measure on deviance from legislations.	JU	265	2.66	1.24	.315	432	.753
	HU	169	2.62	1.41			
Aggregate Mean average			**2.88**	**.759**			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecided, 4=Agree and 5=Strongly Agree)

Legal accountability measuring items are generally categorized under three major themes which include, existence of legal framework, availability/accessibility of legal materials for those in

need and its implementation. Accordingly items 1, 2 and 5 were meant to measure existence of legal framework and the data in the table 4.7 reveals that, the mean scores for all of them though rated above aggregate mean score implies unpromising rating. AN independent t-test result on the 1st item showed significant differences (t(432) =2.83, p <.05) in mean scores with mean score of JU (M=3.03, SD=1.05) was higher than HU (M=2.75, SD=.974).

An Independent t-test for item 2 showed significant differences (t(432) = 2.54, p <.05) in scores with mean score of JU (M=3.07, SD=1.05) was higher than HU (M=2.81, SD=.1.06). Existence of quality standard and quality enhancement systems in its internal legislations is conceived slightly well in JU than HU by majority with significant differences (t (432) =3.09, p <.05) in the scores with mean score of JU (M=3.06, SD=1.07) was higher than HU (M=2.72, SD=1.19). This result suggests that legal accountability exercised as observed from the above items was conceived differently between the groups in which JU performed well than HU.

Qualitative data from document review showed that UNESCO under section V (b) sub article 24 recommended that, "higher education institutions, individually or collectively, should design and implement appropriate systems of accountability." (UNESCO, 1997, P.9). Looking into an existing legislation, in Ethiopian higher education system there is no accountability act developed but some other instruments such as HEP 1152/2019, harmonized academic policy of Ethiopian Public Higher Education institutions financial related law such as FAP 648/2009, Procurement and Property Administration Proclamation 649/2009, Public Procurement Directive on 2010, internal control directive 8/2003 which are very strict and free of condition in their implementation leading to legal measure in case of non-compliance.

The accessibility of legal and procedural documents for those in need was rated unfavorably with no significant differences (t(432) =-.246, p >.05) in the scores for JU (M=2.69, SD=1.15) and HU (M=2.72, SD=1.11). This suggests that, public universities didn't provide their statues for people in need. In this regard qualitative data from document review showed that, despite both universities created a big opportunity via opening official website as a source of information, only a few legal instruments were loaded on JU and HU official website.

Key informant interview result shows that despite issuance of legislations their accessibility for those in need is claimed. Legal instruments of universities such as University's senate

legislation, and human resource directives are held in the hand of some people. This is assertively claimed during interview with HU staff.

> *In fact this time provide an opportunity for everybody to carry any legal materials in his pocket by the aid of electronic materials. This is a big opportunity for institution to provide information on the rights and duties of its workers easily to create clarity on the working procedures. This can help to reduce grievances of workers letting officials to give their time for other competing task. However directives and legislations are partially available on the University's information dissemination channel.(Interview with HU3 on April 14, 2021)*

With respect to the implementation of legislations the data in the table 4.7 shows that implementation of practice of taking legal measure on deviance from legislation was rated unfavorably with no significant difference (t(432) =.315, p >.05) in scores with mean scores for JU (M=2.66, SD=1.24) and HU (M=2.62, SD=1.41) followed by practice of ensuring that all financial resources are utilized efficiently across each unit in the university adhering to the financial laws with no significant difference (t(432) =.223, p >.05) in the scores with mean scores for JU (M=2.89, SD=1.10) and HU (M=2.86, SD=1.13). The result together suggests low legal accountability exercised by public universities. From the score of all items the result suggests that legal accountability exercised was not promising in both Universities.

According to the interviewee there is no way to evaluate whether university officials are operating legally or not if customers or service takers are not aware of legal provision about the task. Beside this the practicability of legal provision is also claimed by respondents. One of the interview responses is an illustration of this.

> *Directives couldn't give guarantee for all staff equally. For instance JEG assignment was an example during which committee interpreted it in favor of those they want. That is why most employees presented their grievances up to the president and beyond. The procedures of accepting and solving the grievances were also not put into practice and complaints were not treated as per the directives*.(Interview with JU3 on March 25, 2021)

The above opinion is shared by others too who claimed for improvement in implementation of directives and making clear those which are not clearly stated. In support of this JU 2012 annual report uncovered that, out of 5062 competent staff for different position 923 of them presented

their grievances of which 22 of them were proved right and the other being convinced by showing them detail of the result.

This finding is in agreement with that of Dea, (2019). For University to get trust from state and public, it needs to exercise strong leadership capable of rendering legal accountability from within too in addition to that of centrally demanded by state.

4.4.2. Administrative Accountability

Table 4.8 Independents Sample t-test result of administrative Accountability

Items on	Groups	N	M	SD	t	df	Sig.
Releasing overall performance report regularly for stakeholders.	JU	265	3.26	1.12	3.56	432	.***
	HU	169	2.85	1.24			
University leaders ensure that university strategic plan, and objectives in research, teaching and community service are met.	JU	265	2.75	1.22	-.412	432	.681
	HU	169	2.85	3.53			
University leaders disclose annual and multi-year statistics on educational input and output to the society.	JU	265	3.13	1.03	4.95	432	.***
	HU	169	2.60	1.14			
University leaders ensure provision of community services up to national and local priority requirements.	JU	265	3.23	1.14	2.41	432	.016
	HU	169	2.95	1.28			
Leaders give fair judgment on all matters within their autonomy.	JU	265	2.61	1.16	-.304	432	.761
	HU	169	2.64	1.04			
All leaders make their office open and easily accessible to client simultaneously providing quick response to clients'.	JU	265	2.59	1.18	-.611	432	.541
	HU	169	2.66	1.22			
University leaders ensure that all education programs being offered respond to the requirement of human capital needed.	JU	265	3.25	2.25	1.54	432	.123
	HU	169	2.96	1.11			
University leaders at all level exhibit courage to speak against injustice, and underperformance in the institution.	JU	265	2.47	1.12	.342	432	.733
	HU	169	2.43	1.10			
The removal of university leaders at all level is made	JU	265	2.49	1.04	-	432	.058

Items on	Groups	N	M	SD	t	df	Sig.
only in case of inefficient job performance and malfeasance.	HU	169	2.69	1.07	1.903		
Every administrative position in the university is given based on fair, free and transparent competition as per relevant legislation.	JU	265	2.48	1.11			
	HU	169	2.66	1.17	-1.62	432	.105
University leaders at all level render general accounting for inefficient performance.	JU	265	2.58	1.08	-2.341	432	.020
	HU	169	2.97	2.31			
University leaders ensure that resources are utilized to key national policy priorities.	JU	265	2.80	1.08	3.368	432	.001
	HU	169	2.44	1.00			
Aggregate Mean average			**2.78**	**.761**			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecid ed, 4=Agree and 5=Strongly Agree)

The data in the table 4.7 reveals that, ensuring provision of community services up to national and local priority requirements was conceived well by majority and rated above aggregate mean score. Independent t-test revealed significant differences (t(432) =2.41, p <.05) in the scores with mean score for JU (M=3.23, SD=2.95) was higher than HU (M=2.95, SD=1.28).

An exercise of releasing overall performance report regularly for stakeholders conceived well with statistically significant differences (t (432) =3.56, p <.05) in the scores with mean score for JU (M=3.26, SD=1.12) was higher than HU (M=2.85, SD=1.24). Additionally, ensuring university strategic plan, and objectives in research, teaching and community service are met needed with no significant differences between groups at (t(432) = -.412, p >.05) in the scores with mean score for JU (M=2.75, SD=1.22) and HU (M=2.85, SD=3.53) were rated above the mean average score of administrative accountability(M=2.78, SD=.761).

On the other hand the status of administrative accountability is rated unfavorably below mean average from the perspective that, University leaders at all level exhibit courage to speak against injustice, and underperformance in the institution with no significant differences between groups at (t(432) = .342, p >.05) in the scores with mean score for JU (M=2.47, SD=1.12) and HU (M=2.43, SD=1.10), followed by giving every administrative position in the university is based

on fair, free and transparent competition as per relevant legislation with no significant differences (t(432) = -1.62, p >.05) in the scores with mean score for JU (M=2.48, SD=1.11) and HU (M=2.66, SD=1.17). Majority of items under administrative accountability were rated unfavorably with no significant difference between the groups reveals administrative accountability exercised in public universities is not promising.

Qualitative result from interview shows that, despite clarifying roles and responsibilities for each unit, follow up on whether responsibilities are fulfilled as per expectation is low. With regard to performing as per the policy some of interviewee particularly member of student union raised that there is difference between practice and policy. In his word one student council stated that,

> *In case students present their problem with teacher to department head and above the tendency of looking in to the case and give fair judgment by the authority is hardly seen in some departments because they don't want to expose each other's faulty.(Interview with HU4 on April 4, 2021).*

Concerning the accountability practice with respect to informing stakeholders on the multi-year statistics performance result interview respondents specified as there is a gap. Among the reflection on this it is worth to quote the response given by interviewee from JU, who stated, *"The practice of organizing and disseminating multiyear educational statistics with clear information on the performance of universities showing clearly the resources used along with the output obtained is hardly institutionalized."(Interview with JU2 on March 23, 2021).*

Generally the status of administrative accountability exercised in public universities is conceived inadequate by majority of respondents and the document review as well as interview response also supports the same result. This finding is in agreement with that of Dea, (2019)and Dea & Zeleke, (2017) who stated that administrative accountability perspective in the sampled public universities were not promising and well communicated.

4.4.3. Political Accountability

Table 4.9 Independents Sample t-test Analysis for Political Accountability

Items on	Groups	N	M	SD	t	df	Sig.
University leaders at each level exhibit commitment to promote democratic principles in their leadership practices.	JU	265	2.76	1.06	1.94	432	.052
	HU	169	2.55	1.21			
There is a clear term of senior leader's service period being implemented.	JU	265	2.95	1.15	2.39	432	.017
	HU	169	2.67	1.27			
The nomination of top university leader is transparent, inclusive and participatory.	JU	265	2.54	1.26	-1.87	432	.062
	HU	169	2.78	1.28			
University leaders are working to meet national policy objectives with good understanding of government policy priorities.	JU	265	3.15	1.09	1.007	432	.314
	HU	169	3.04	1.15			
There is an institutionalized participatory corruption prevention system in practice.	JU	265	2.43	1.26	1.45	432	.146
	HU	169	2.25	1.22			
University leaders ensure that all people in the institution are treated fairly & equitably with respect to service delivered in its name.	JU	265	2.60	1.15	-.081	432	.935
	HU	169	2.60	1.23			
Information on institutions' performance is regularly disseminated via alternative and transparent mechanism.	JU	265	2.93	1.21	-.108	432	.914
	HU	169	2.95	1.2			
University leaders encourage and ensure freedom of association for their institutional constituents.	JU	265	2.69	1.19	.689	432	.491
	HU	169	2.61	1.24			
University leaders have institutionalized system of hearing and responding to public opinion given on their performance.	JU	265	2.72	1.19	-.655	432	.513
	HU	169	2.80	1.31			
Aggregate Mean average			**2.74**	**.825**			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecid ed, 4=Agree and 5=Strongly Agree).

Looking the prevailing political accountability situation in the context of Universities under study, table 4.9 discloses unfavorably rated state of existence of institutionalized participatory corruption prevention system in practice with no significant differences between groups (t(432) = 1.457, p >.05) in the scores with mean score for JU (M=2.43, SD=1.26) and HU (M=2.25, SD=1.22), followed by ensuring that all people in the institution are treated fairly & equitably with respect to service delivered in its name by University leaders with no significant differences (t(432) = -.081, p >.05) in the scores with mean score for JU (M=2.60, SD=1.15) and HU (M=2.60, SD=1.23), and also unfavorably rated nomination of top university leader transparently, inclusively and participatory with no significant differences (t(432) = -1.87, p >.05) in the for JU (M=2.54, SD=1.26) and HU (M=2.78, SD=1.28), all of them being below mean average (M=2.74, SD=.825).

On the other hand University leaders are working to meet national policy objectives with good understanding of government policy priorities was rated above mean score average and there is no significant differences (t(432) = 1.007, p >.05) in the scores for JU (M=3.15, SD=1.09) and HU (M=3.04, SD=1.15). An existence of institutionalized system of alternative and transparent information dissemination mechanism on regular basis regarding institutions performance was rated modest but above mean average and there is no significant differences (t(432) = -.108, p >.05) in the scores for JU (M=2.93, SD=1.21) and HU (M=2.95, SD=1.25). From the result majority of political accountability items were rated unfavorably with no significant differences. This suggests that, political accountability exercised in both Universities is not promisingly strong.

Result from qualitative data from key informant interview revealed that, raised that in practice an existing political circumstance is not on a position to encourage freedom of association, free expression of idea such as criticizing government which takes itself as always right. According to one interviewee,

> *In the current political crisis both internally and externally driven the opinion and critics to the situation leads you to jail. If your opinion goes against ruling party you will be associated to either 'shanee' or 'Junta' which leads you to personal crisis. In fear of this I think academia prefers silence than free expression of one's opinion as the legal provision is not in a position to give guarantee for practicing it.(* Interview with HU2 on April 13, 2021)

With regard to nomination of university leader's, interviewees were unsatisfied to an existing scenario and claimed for transparency, fairness and inclusiveness. As on one interviewee stated that,

> *The legal provision on the process of assigning top leaders is for formality and in practice the previous system of appointment is still working with little modification. The fashion now is assigning individual deemed trustworthy to them to position as representative for undefined period of time as opposed to appointing based on free and fair competition transparently via publicly advertising it*.JU3

From this it is clear that despite an accessibility of pool of competent individual in university the openness of recruitment of leaders albeit policy intent is not fully implemented. The result from key informant interview too shows that, in both Universities at policy level despite there is a tendency of combating corruption via the liaison office of anti-corruption directorate the reality is not as it is on the paper. The corruption around procurement is the concern of most of interviewee. They claimed that the quality of purchased office equipment and the money spent on them don't match. Although both universities have different channel of disseminating information on timely basis there is a lack of transparency and universities report only what they deem good and conceal other one such as under performance and budget misused.

4.4.4. Professional Accountability

Table 4.10 Independents Sample T-test result of Professional Accountability

Items on	Groups	N	M	SD	t	df	Sig.
University has developed professional ethical code of conduct.	JU	265	3.16	1.21	7.327	432	.***
	HU	169	2.27	1.25			
All academia meets all standards of entry to the institution.	JU	265	3.27	1.28	-.987	432	.324
	HU	169	3.39	1.28			
Academic staff shows commitment to use the best of professional knowledge and practice.	JU	265	3.43	1.30	-.752	432	.452
	HU	169	3.53	1.37			
Academic staff ensures that educational programs are developed to the highest possible quality standard set by state.	JU	265	3.41	1.25	.831	432	.406
	HU	169	3.31	1.33			
There is a mechanism of check and balance among academic staff at all levels.	JU	265	3.20	1.27	4.244	432	.***
	HU	169	2.62	1.51			
Both university leaders and academia learn continuously to acquire specialized knowledge and skill.	JU	265	3.54	1.23	1.162	432	.246
	HU	169	3.40	1.31			
Academic staffs perform their duties complying with professional code of conduct.	JU	265	3.19	2.80	3.447	432	.**1
	HU	169	2.40	1.29			
Academic staffs generate quality research on national and local priority areas.	JU	265	3.21	1.19	2.346	432	.019
	HU	169	2.92	1.34			
Academic staff performs their duty of helping students learning and research activities with commitment.	JU	265	2.97	1.34	1.263	432	.207
	HU	169	2.80	1.38			
Aggregate Mean average			**3.15**	**.844**			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecided, 4=Agree and 5=Strongly Agree)

Table 4.10 shows that, development of professional code of conduct, rule, and norms that governs academic and administrative staff in the university was rated slightly low below the

average mean with significant differences (t(432) =7.327,   p <.05) in the scores with mean score for JU (M=3.16, SD=1.21) was higher than HU (M=2.27, SD=1.25). For exercising professional accountability there must be explicit standard of conduct against which stake holders and customers judge service providers.

From qualitative data generated from reviewing document, the intention to address professional accountability by state is seen from its policy document, i.e. HEP 1152/2019. According to the proclamation article 23 sub article 9 with emphasis on research and consultancy service every institution,

> *shall issue rules and procedures on research and consultancy standards, code of*
>
> *professional ethics, norms, responsibilities that shall govern its operations and the*
>
> *activities of its academic staff within a year from the effective date of this proclamation,*
>
> *and in case of a new institution, within two years from the date of its establishment*
>
> (FDRE, 2019, p.11462).

Coming into practical situation in both universities the professional code of conduct document prepared in its name is hardly accessible. However norms, ethical conducts and standards of performance were stated in different legal procedures such HEP, Universities senate legislations, and harmonized academic policy (HU 2013, ; JU, 2012a; JU, 2018; Tegegne et al., 2013).

Majority of items meant to measure professional accountability were rated favorably by majority of respondents above average mean score with no significant differences except generating quality research on national and local priority areas which was conceived well by majority with significant differences (t(432) =2.346, p <.05) in scores with mean score for JU (M=3.21, SD=1.19) was higher than HU (M=2.92, SD=1.34). All items above were rated above average mean value (M=3.15, SD=.844). This suggests that, professional accountability exercised was recognized by majority of respondents in both universities.

Qualitative data from document review was in contradiction with survey result. With regard to producing quality research 2012 report of JU shows that from planned target of 231 new research project 59.27 % were accomplished, whereas out of an assumed 220 research project to remain

pending 59.1% was accomplished and 16 research projects assumed to be quitted was not performed. Similarly out of 60 projects planned to be finalized only 3.3 of them and 24,100,000 birr to be obtained from grant only 5.4% low achievement recorded requiring attention. for government supported research was hardly met requiring greater attention (JU, 2012).

Some interviewee opined that the quality of research to be made depends on the budget available and in reality there is lack of budget and other resource for full commitment of staff on research. Additionally they opined that conducting and producing research quality among other requires experience and demographically there is difference among colleges and department on staff composition. In some departments and colleges where there are senior staff researcher, the project funded are dominated by these senior people and in department with novice and low experienced staff the quality and quantity of research is not significant. This opinion shows that academic leaders' role in coordinating staff is perceived low.

Additionally, the tendency that academic staffs perform their duties complying with professional code of conduct was rated above mean average in JU and below mean average in HU with significant differences (t(432) =3.447, p <.05) in the scores with mean score for JU (M=3.19, SD=2.80) higher than HU (M=2.40, SD=1.29)

The trend by which academic staff performs their duty of helping students learning and research activities friendly with full commitment and openness was rated unfavorably by majority of respondents with no significant differences (t(432) = 1.263, p >.05) in scores of JU (M=2.97, SD=1.34) and HU (M=2.80, SD=1.38).

Interview result showed two set of idea on some aspect of professional accountability which is in contradiction between student and staff. On one side interview with staff showed that teachers despite individual freedom in teaching and research are under close supervision from department and accountable to them. Interviewee coded as JU2 admitting an existence of a few who may not show commitment in their academic work opined that,

> *The situation enforces them to do so as there is a mechanism to hold them responsible for their activities such as performance evaluation which gives students an opportunity to express their satisfaction with each teacher's performance. Additionally, department head and fellow colleague also has contribution in evaluation which opens a way for*

check and balance among teachers. Such circumstance makes teachers to render account on their action more than any other staff.

Another interviewee from HU similarly supported the above opinion saying that,

Academia is more prone to professional accountability measure than those at leadership position. To get promoted you need to conduct quality research which can get acceptance by publisher, upgrade yourself through CPD, support students to get good evaluation result, participate in community service. These entire requirements for promotion are set in academic policy of institutions and you need to abide by it. HU3

From this opinion it is clear that accountability policy for teaching staff is regulatory and binding. Dissimilar to the above opinion student interviewee disclosed that, there are issues which the policy legislation can't address. HU4 stated that "*there are teachers who don't treat and interact with students via mutual respect to their human dignity, feelings.* " Asking students about using opportunity to evaluate teachers as holding them accountable for their work the interviewee from JU opined that

Most students fill the evaluation not to rate the actual previous performance of teachers, rather for fear of grade punishment in the future by that teacher. What is in the mind of students is that low rated teachers by majority of students may have a course in the coming semester or year and become hostile to students leading to punishing them by giving low grade because there is no way for students to take measure enabling them to stop it.JU4

In contrast to opinion of students, one interviewed staff admitted that some colleagues' teachers in fear of ill-disposed evaluation from student sometimes pass over unethical behavior of students such as cheating on exam and also show leniency on marking exam result, as low grade given to students may result in low evaluation result.

In general results from both qualitative and quantitative data were contradictory. Quantitative data revealed moderate availability of professional accountability whereas qualitative data revealed unpromising level of professional accountability. This implies that, professional accountability practiced is not promising in both Universities.

4.5.Summary of Institutional Accountability

Table 4.11 Independents Sample t-test result of four accountability dimensions

Institutional Accountability Dimensions	Groups	N	M	SD	t	df	Sig.
Legal Accountability	JU	265	2.95	.77	2.252	432	.025
	HU	169	2.78	.72			
Administrative Accountability	JU	265	2.80	.71	1.036	432	.301
	HU	169	2.73	.83			
Political Accountability	JU	265	2.75	.81	.734	432	.464
	HU	169	2.69	.84			
Professional Accountability	JU	265	3.26	.83	3.718	432	.***
	HU	169	2.96	.83			
Institutional Accountability	**JU**	**265**	2.94	.65	**2.305**	**432**	**.022**
	HU	**169**	2.79	.68			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecided, 4=Agree and 5=Strongly Agree)

Table 4.11 demonstrates that in University professional accountability is favorably rated with significant differences (t(432) =3.718, p <.05) in scores with mean score for JU (M=3.26, SD=.831) higher than HU (M=2.96, SD=.832) followed by legal accountability and there was significant differences (t(432) =2.252, p <.05) in the scores with mean score for JU (M=2.95, SD=.774) was higher than HU (M=2.78, SD=.726).

The tendency of exercising political accountability was also rated unfavorably by majority and there was no significant differences (t(432) = .734, p >.05) in scores for JU (M=2.75, SD=.812) and HU (M=2.69, SD=.845) is relatively rated unfavorably by majority of respondents followed by administrative accountability with no significant differences (t(432) = 1.036, p >.05) in scores for JU (M=2.80, SD=.713) and HU (M=2.73, SD=.830).

In sum the practice of exercising institutional accountability in public universities under study is rated unfavorably and there were significant differences (t(432) =2.305, p =<.05) in the scores with mean score for JU (M=2.94, SD=..659) was higher than HU (M=2.79, SD=.688).

The overall result of institutional accountability reveals that, in sampled universities the status of accountability exercised is not adequate and additionally an attempt to exercise comprehensive accountability system is hardly observed. The result of independent sample t-test result

confirmed that, the perceived status of institutional accountability has difference between universities.

In general from document review accountability status at our country's public Universities is at its embryonic stage as compared to other countries, but is showing significant improvement over a time. In policy though there is no unified accountability act developed to formalize accountability system in Universities the intention to hold public universities is showed by state in HEP 1152/2019. Likewise Universities also recognized the need to exercises democratic accountability balancing with autonomy. This policy intention is clearly stated on the preamble section of Academic Policy of Ethiopian Public Higher Education Institutions as follows.

> It is deemed necessary to promote robust institutional autonomy of the universities with the aim of facilitating free inquiry and the practice of self-government with a strict sense of democratic accountability that leads to the fulfillment of the primary goals upheld by the nation(Tegegne, et.al ., 2013, P.1).

As can be seen from the statement quoted above, policy confirmed the need to promote robust autonomy as well as democratic accountability by PU. However the policy didn't address how to balance both of them rather stated in general terms.

In general both quantitative and qualitative data concomitantly confirmed that, institutional accountability exercised by public university is not promising as seen from legal, political and administrative accountability whereas divergence of records for professional accountability was obtained from qualitative data specifically interview between student and staff .

4.6.Balancing Autonomy and Accountability

Under this section the third basic research question is answered. Data generated from qualitative and quantitative tool were presented and analyzed here under as follows.

Table 4.12 Independents Sample t-test result of balancing Institutional Autonomy and Accountability

Items	Groups	N	M	SD	t	df	Sig.
There is clear legislation statement on internal financial administration autonomy associated with accountability system.	JU	265	2.77	1.08	4.21	432	.000
	HU	169	2.31	1.13			
There is clear legislation stating university's power on staffing its post along with its accountability in doing so.	JU	265	2.94	1.13	1.96	432	.050
	HU	169	2.73	1.05			
There is clear policy on academic autonomy of university along with associated professional accountability.	JU	265	2.91	1.10	1.50	432	.132
	HU	169	2.74	1.16			
There is a clear legal accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).	JU	265	2.72	1.06	1.52	432	.128
	HU	169	2.56	1.11			
There is a clear administrative accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).	JU	265	2.75	1.13	.750	432	.453
	HU	169	2.66	1.20			
There is clear political accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).	JU	265	2.51	.988	.671	432	.503
	HU	169	2.44	1.06			
There is clear professional accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).	JU	265	2.60	1.13	-.606	432	.545
	HU	169	2.72	3.01			
Balancing autonomy and accountability	JU	265	**2.74**	**.745**	**1.91**	**432**	**.056**
	HU	169	**2.60**	**.831**			

(A five Likert scale measurement used ranged from 1=strongly disagree, 2=Disagree, 3=Undecid ed, 4=Agree and 5=Strongly Agree)

Concerning the prevailing situation in balancing both autonomy and accountability the data in the table 14 discloses that the policy and legislation frame to balance political accountability with autonomy dimensions is rated unfavorably with no significant differences (t(432) = .671, p = >.05) in scores for JU (M=2.51, SD=.988) and HU (M=2.44, SD=1.06). Likewise the perceived status of balancing professional accountability with autonomy dimensions is rated unfavorably by majority with no significant differences (t (432) = -.606, p = >.05) in scores for JU (M=2.60, SD=1.13) and HU (M=2.72, SD=3.01).

The existence of clear legislation on financial autonomy associated with accountability system is rated unfavorably by majority and there was significant differences (t(432) =4.212, p =<.05) in the scores with mean score for JU (M=2.77, SD=1.03) was higher than HU (M=2.31, SD=1.13). Comparatively looked the result is perceived favorably for existence of academic autonomy associated with professional accountability rated with no significant differences (t(432) = 1.508, p = >.05) in scores of JU (M=2.91, SD=1.10) and HU (M=2.74, SD=1.16). The mean score shows that all items were rated unfavorably by majority of respondents. An independent t-test result reveals no significant difference between group mean score except for the first item. This suggests that, lack of clear means for balancing institutional autonomy and accountability.

Qualitative data on this regard also confirms the above result. From the beginning, interviewees raised that the policy document itself didn't address autonomy which fit for Universities. Beside that autonomy formally granted on policy document is not implemented due to government intervention. One of the interviewee coded as HU2 when asked about the way University balance the autonomy given to it with accountability requirement, replied the following. *"Accountability requirement from university by state is beyond autonomy granted. In such instance an effort to balance between autonomy and accountability by University alone is not fruitful."*

Data from interviewee shows that accountability system in policy is perceived as more of control orientation and autonomy granted is not significant for university. They also opined that accountability system exercised by public university is not adequate which make it difficult to balance both of them in practice. The Universities status to exercise accountability though showing some improvement is also not promising.

Hence to get trust from state strong leadership which renders democratic accountability from within is required from HEIs. Likewise HEIs should safeguard their autonomy by influencing state by building strong leadership. In policy too there is no autonomy and accountability framework addressing them clearly. In HEP 1152/2019, it is stated that in enjoying the autonomy given to them by the proclamation universities need to exercise accountability. This provision on accountability is general and didn't clarify how to balance it. In Public Universities to this trend is similar in that, public universities besides asking for autonomy didn't put clear accountability expected of them. This shows that, both in policy and practice balancing autonomy granted with exercising sufficient accountability is weak.

CHAPTER 5

SUMMARY, CONCLUSION AND RECOMMENDATION

5.1.Summary

The purpose of the study was to investigate institutional autonomy and accountability of public universities in Ethiopia as perceived by university staff from sampled universities namely JU and HU. The basic research questions guiding the research were,

a. To what extent do Jimma and Haramaya Universities enjoy institutional autonomy, (financial, staffing, academic, and organizational autonomy)?

b. To what extent dos Jimma and Haramaya Universities exercise accountability system (Political, administrative, legal and professional)?

c. To what extent Jimma and Haramaya Universities do exercise institutions autonomy balancing it with accountability their policies and practices?

Based on the result of data analyzed and interpreted under chapter four major finding of the study is summarized under three major themes.

A. Institutional Autonomy

Majority of respondents have responded that universities lack institutional autonomy. The result of the finding showed that University institutional autonomy is rated unfavorably by majority of respondents and there was no significant difference between groups (t(432)= -.864, p= >.05)) in scores of JU (M=2.93, SD=.625) and HU (M=2.99, SD=.638). Data from both source confirmed that institutional autonomy public universities enjoyed is low due to limited financial, organizational, staffing and academic autonomy.

Specifically Universities lack financial autonomy which is rated unfavorably by majority with no significant differences between the groups (t(432) = -.943, p = >.05) in scores of JU (M=2.78, SD=.677) and HU (M=2.85, SD=.768) followed by organizational autonomy with no significant differences between the groups (t(432) = -.864, p = >.05) in scores of JU (M=2.85, SD=.798) and HU (M=2.92, SD=.854).

Quantitative and qualitative data concomitantly revealed that universities autonomy on financial affairs is limited with strict financial laws and financial management affairs is under control

which is not amenable to flexibility. Additionally data from both source showed that, strategic staffing decision, organizational autonomy and academic autonomy was compromised.

B. Institutional Accountability

The finding reveals that, institutional accountability exercised is not promising with significant difference between groups (t (432)= 2.305, p= < .05) in score with mean score for JU (M=2.94, SD=.659) was higher than HU (M=2.79, SD=.688). Data from qualitative source also confirmed that institutional accountability exercised by public universities is not significant.

Specifically, both quantitative and qualitative data revealed that institutional accountability exercised was insignificant and lacked robustness as a result of insignificant level of legal accountability exercised.

C. Balancing Autonomy and Accountability

The result reveals that, the balance between autonomy and accountability was not clearly reflected and acted up on both at policy level and practical setting. An attempt to balance autonomy granted with accountability was rated low with no significant differences (t(432) = 1.91, p = >.05) in scores of JU (M=2.74, SD= .745) and HU (M=2.60, SD= .831). Both quantitative and qualitative data concomitantly revealed that, autonomy granted by policy level though perceived as disappointing, is not even put into practice as per the policy due to government intervention. Additionally accountability system is centrally derived which is meant to control public universities from close range and an extent of accountability exercised is perceived inadequate. No systematized way of balancing autonomy with accountability is developed and operated.

5.2.Conclusions

Based on the finding of the study the following conclusion is made

➢ The finding of the study confirmed that, 1st generation Public Universities in Ethiopia enjoyed insignificant institutional autonomy as seen from financial, organizational, staffing and academic autonomy dimensions. Institutional autonomy granted to university at policy level is not adequate. Government dominantly regulates, and finances universities to let them work toward meeting pre-determined policy objectives. The autonomy universities enjoy though legally defined by proclamation didn't make clear boundary. As a result autonomy granted was open for intervention from state both in the form of legislative restriction and political intervention. Specifically universities autonomy is attacked most probably on financial affairs, followed by organizational affairs, staffing affairs and to less extent on academic issue.

➢ The finding also showed that, status of accountability exercised in Ethiopian 1st generation public university was not adequate. At policy level comprehensive accountability system is not well developed and institutionalized as seen from legal, administrative, political and professional accountability dimensions. Accountability system by itself is initiated from state and control oriented by which government use reporting and audit finding as controlling mechanism. Practically, seen the status of accountability as seen from legal, administrative, political and professional is still not promising.

➢ The way to keep balance between autonomy and accountability is not clearly developed and practiced. An effort to balance autonomy granted with accountability is inadequate both at policy and practice level. At policy level, it declared that universities should exercise autonomy in a way it ensures accountability. However, this declaration is not put to practice with regard to clarifying accountability associated with autonomy granted both in policy and practice.

5.3.Recommendation

Based on the finding of the study and conclusion made, the following recommendations were drawn as helpful action to approach the problem under study.

❖ Enhancing universities institutional autonomy level to a feasible status based on discussion with stakeholders on the reasonable autonomy deemed feasible. It is suggested that reconsidering formal autonomy granted and practical scenario for Universities from financial, organizational, staffing and academic affairs by all stakeholders is important for providing fitting institutional autonomy to Public Universities.

State; Hence it is advisable for government to reexamine formal autonomy granted (in view of financial, organizational, staffing and academic autonomy) and bargain it with universities via open discussion with representatives from all stakeholders including Universities, civil organization, private company and other non-government organization . Additionally State is suggested to refrain itself from intervention in practical scenario. Overly rigid financial legislation, centrally determined student placement, intervention in top university governing body selection and macro-organizational issue decision is better reconsidered and improved based on open discussion with Universities.

Universities; Universities are also required to safeguard their autonomy boundary through exercising strong scholarly leadership and exert their influence on state to keep reasonable distance from university's internal affairs.

❖ Developing and introducing vibrant democratic type of comprehensive accountability framework. Our democracy is at infancy stage and accountability system is also at its initial stage. Accountability is better clearly and specifically stated on legal, administrative and political documents as well as strategic plan based on discussion and agreement. Additionally autonomous accountability institutions such as anti-corruption commission, Courts and Attorney general are better strengthened and empowered to deal with irresponsible act.

State; Hence to enhance and institutionalize accountability system, developing and introducing robust comprehensive accountability act based on open discussion with representatives of Universities, civil organization, private company and other non-government organization is advisable at national level. Additionally it is better state

empower and strength autonomous accountability institutions to follow up and take measurement on negligent act.

Universities; Simultaneously Universities to get complete trust from state and public at large is better initiate and exercise robust proactive accountability system from within than only exercising reactive accountability in case demanded from top.

❖ Developing explicit and unambiguous procedures on how to balance autonomy and accountability exercised in the universities. For each decision area (autonomy) of University equitable level of accountability is better clarified at policy level to make it easy for balancing accountability and autonomy exercise in practice.

State; strategies, procedures as well as laws prepared by state concerning public universities autonomy and accountability is better clear in its provision on the boundary of autonomy granted and accountability to be rendered. The balance between autonomy and accountability is better negotiated over time based on the performance of universities and to do this state is better vigilant enough in supervising universities from distance.

Universities; it is advisable for university to reflect institutional autonomy granted and accountability exercised to a maximum possible unambiguous level. Because University is where the policy on institutional autonomy and accountability is practically exercised and to keep their autonomy boundary from intimidation universities need to proactively render account to state and the public, simultaneously exposing the situation to public in case state overpass the boundary agreed up on to the public through different outlet to public. In democratic system state by itself should exercise political accountability to those elected them and by this mechanism state can be sanctioned by public in case it interfere beyond its boundary in universities' affairs.

Finally, to better handle the problem of institutional autonomy and accountability further research is recommended which is inclusive in its scope particularly focusing on challenges associated with balancing autonomy and accountability as well as how to balance autonomy and accountability both in policy and practice.

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APPENDICES

APPENDIX I

JIMMA UNIVERSITY

COLLEGE OF EDUCATION AND BEHAVIORAL SCIENCE

DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

SURVEY QUESTIONNAIRE FOR TOP LEVEL MANAGEMENT, MIDDLE LEVEL MANAGEMENT AND TEACHERS

CONSENT FOR PARTICIPATION

Dear Respondent

This is a questionnaire prepared to gather research data required for academic purpose of securing degree of Masters of Arts in Educational leadership from Jimma University. The questionnaire is aimed at generating data concerning "Institutional Autonomy and Accountability of Ethiopian Public Universities." Hence the data generated from the questionnaire will enable the researcher to portray a state of University autonomy and accountability being exercised in public Universities.

Accordingly, I kindly ask you to participate in this study as your frank and honest response is important and invaluable to reach goal of investigating the topic understudy and come up with credible finding. The participation is based up on your free consent and willingness. To safeguard your privacy all of the information collected will be unnamed unidentified and will be kept anonymous. Additionally the information you provide will not be used for any other purpose than this research.

While this questionnaire is designed to be comprehensive in scope, it will take only a short time to complete. Please follow the instructions carefully and set aside a few uninterrupted minutes to provide thoughtful responses. If there is a question requiring clarification please you can freely contact me via the following address.

Contact Address

GetuEndale

MA Student in JU

Mobile; 0921210638/0986541074

E-mail address; getuendale9@gmail.com

Thank you in advance for your kind cooperation*!!!*

Section I Demographic Information of Respondent

The following items are developed to get demographic data of research participants. Hence, you are kindly requested to put (X) or give a written response on the space provided for items relevant to you.

1. **Sex**   Male ☐   Female ☐

2. **Age**_____

3. **Name of your University**_____

4. **Your specialization**_____

5. **Experience in year**;_____

6. **Your current Educational qualification**

   Bachelor's degree ☐   Master's Degree ☐

   Doctorate degree ☐   Post doctorate degree ☐

7. **Your Current Academic Rank**

   Graduate Assistant I ☐   Graduate Assistant II ☐

   Assistant Lecturer ☐   Lecturer ☐

   Assistant Professor ☐   Associate Professor ☐

   Full Professor ☐

8. **Current position:**

   Director ☐   Vice president ☐

   Instructor ☐   Department Head ☐

   Dean ☐   Associate Dean ☐

   Coordinator ☐   Other ☐

Section II. Items Related to Autonomy Domains in public universities.

Under this section the state of public university autonomy will be rated from organizational, financial, staffing and academic perspective. Please read each item carefully and rate the University in terms of how well you believe the University possess the attribute by putting " X" mark under one column from among the five Likert scales provided. The five Likert scale provided in the table below represents the following in this section.

- ❖ **VL= Very Low**　　　❖ **M= Moderate**　　　❖ **VH=Very High**
- ❖ **L= Low**　　　❖ **H= High**

NB; **Academic units** ,represents College, faculty, school, an institute, a department or a center established as a constituent unit of University throughout this questionnaire.

A. Financial Autonomy					
No.	**Item**	**Scale**				
		VL	**L**	**M**	**H**	**VH**
1	University's freedom to decide on the allocation of funds.					
2	Freedom to utilize internally generated income flexibly without state intervention.					
3	Freedom to spend money according to its own strategic plan and priorities.					
4	Autonomy to spend on building of its interest.					
5	Freedom to transfer and utilize unused budget from one fiscal year to the next without asking permission from external authority.					
6	University's freedom to borrow money without permission from state.					
7	Freedom to decide on tuition fees for bachelor to PhD degree for national students.					
8	Freedom to decide on tuition fees for bachelor to PhD degree for foreign students.					
9	Academic units' freedom to utilize budget based on their own strategic plan and priority without restriction from top university leaders.					

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No	Item	Scale				
		VL	L	M	H	VH
10	Academic Units' freedom to decide on tuition fees for bachelor to PhD students.					

B. Staffing Autonomy

No.	Item	Scale				
		VL	L	M	H	VH
1	University's freedom to decide recruitment procedures of its staff independently.					
2	Freedom to hire competent leaders on all leadership post following legal procedure.					
3	University's freedom to hire employee adhering to legal procedure.					
4	University's freedom to hire international scholars based on competency standard.					
	University's freedom to decide on promotions of staff based on their competency.					
5	Freedom to decide on dismissals of staff in case they fail to comply with competence standard and professional and ethical code of the institution.					
6	University's autonomy to set salary level of each job position based on workload.					
7	Academic units' freedom to decide on staffing activities following legal procedure.					

C. Academic Autonomy

No.	Item	Scale				
		VL	L	M	H	VH
1	Freedom to open academic programs from Bachelor to PhD based on labor market need but fulfilling the precondition to deliver the program efficiently.					
2	Freedom to close academic programs which is not needed by labor market.					
3	Freedom to decide on numbers of new student to take on each academic year.					
4	Freedom to prepare curriculum of Bachelor to PhD complying with national					

No.	Item	VL	L	M	H	VH
	standard.					
5	Freedom to teach scientific truth complying with professional code of ethics.					
6	Freedom to conduct and disseminate problem solving and knowledge producing research adhering to scholarly investigation norms and rules.					
7	Freedom to select national students for different levels of training and specialty.					
8	Freedom to select international students for different levels of training and specialty.					
9	Academic units' autonomy in preparing their respective curriculum.					
10	Academic units autonomy in selecting students for differ ent levels of training.					

D. Organizational Autonomy

No.	Item	Scale				
		VL	L	M	H	VH
1	Freedom to set up its own internal administrative structure deemed efficient in responding to the needs of customer.					
2	Freedom to set up its own internal academic structure deemed efficient in responding to the needs of customer					
3	Freedom to Select external members for university board member without interference from external authority.					
4	Freedom to decide on Selection procedure for competent leaders.					
5	Freedom to decide on removal procedure of unfitting leaders.					
6	Freedom to enact and implement internal rules, regulations and procedures adhering to relevant national legislations.					
7	Freedom to create legal entities such as institute without state intervention.					
8	Freedom to decide durations of terms of University leaders independently.					

No.	Item					
9	Academic unit's freedom to set up their own administrative structure.					
10	Academic unit's freedom to set up their own academic structure.					

Section III; - Items related to Institutional Accountability Domains

This section focuses on addressing an extent to which Public University exercise accountability system (Political, administrative, legal and professional). Please read each item carefully and rate the University in terms of how well you believe the University possess the attribute by putting " X" mark under one column from among the five likert scale provided. The five Likert scale provided in the table below represents the following in this section.

- ❖ **SD=Strongly Disagree**   ❖ **U= Undecided**   ❖ **SA= Strongly Agree**
- ❖ **D=Disagree**   ❖ **A= Agree**

	A. Legal Accountability					
No.	**Item**	**Scale**				
		SD	**D**	**U**	**A**	**SA**
1	There is clear statement of academic unit's obligation and responsibility stating minimally acceptable standards of performance along with liability for failure to meet standard.					
2	The University has designed administrative and operational procedures to be followed along with liability in case of failure to meet it.					
3	There is a mechanism of ensuring proper implementation of staffing legislation.					
4	There is a mechanism in place to ensure that all financial resources are utilized efficiently in the university adhering to the financial laws.					
5	University has developed quality standard and quality enhancement systems in its internal legislations.					
6	There is a practice of ensuring consistent implementation of university rules, regulations, procedures, and guidelines by letting concerning authority to do so.					
7	All university legal and procedural documents are made accessible to all in					

No	Item	SD	D	U	A	SA
	need.					
8	There is a system of taking legal measure on deviance from legislations.					

II. Administrative Accountability						
No.	Item			Scale		
		SD	D	U	A	SA
1	University releases its overall performance report regularly for stakeholders.					
2	University leaders ensure that university strategic plan, and objectives in research, teaching and community service are met.					
3	University leaders disclose annual and multi-year statistics on educational input and output to the society.					
4	University leaders ensure provision of community services up to national and local priority requirements.					
5	University leaders give fair judgment on all matters within their autonomy.					
6	University leaders at all level make their office open and easily accessible to client simultaneously providing quick response to clients' question.					
7	University leaders ensure that all education programs being offered respond effectively to the requirement for type and quality of human capital needed.					
8	University leaders at all level exhibit courage to speak against injustice, and underperformance in the institution.					
9	The removal of university leaders at all level is made only in case of inefficient job performance and malfeasance.					
10	Every administrative position in the university is given based on fair, free and transparent competition as per relevant legislation.					
11	University leaders at all level render general accounting for inefficient performance.					
12	University leaders ensure that resources are utilized to key national policy priorities.					

III. Political Accountability		
No	Item	Scale

.		SD	D	U	A	SA
1	University leaders at each level exhibit commitment to promote democratic principles in their leadership practices.					
2	There is a clear term of senior leader's service period being implemented.					
3	The nomination of top university leader is transparent, inclusive and participatory.					
4	University leaders are working to meet national policy objectives with good understanding of government policy priorities.					
5	There is an institutionalized participatory corruption prevention system in practice.					
6	University leaders ensure that all people in the institution are treated fairly & equitably with respect to service delivered in its name.					
7	There is an institutionalized system of alternative and transparent information dissemination mechanism on regular basis regarding institutions performance.					
8	University leaders encourage and ensure freedom of association for their institutional constituents.					
9	University leaders have institutionalized system of hearing and responding to public opinion given on their performance.					
IV. Professional accountability						
No.	Item	Scale				
		SD	D	U	A	SA
1	University has developed professional ethical code of conduct, rules and norms that governs operations of its academic and administrative staff.					
2	All academia meets standards of entry to the institution simultaneously maintaining professional standards in performing their work.					
3	Academic staff shows commitment to use the best of professional knowledge and practice in accomplishing institutions duties and responsibilities.					
4	Academic staff ensures that educational programs are developed to the					

No	Item	SD	D	U	A	SA
	highest possible quality standard set by state.					
5	There is a mechanism of check and balance among academic staff at all levels to ensure the expected target of performance is achieved timely.					
6	Both university leaders and academia learn continuously to acquire specialized knowledge and skill to perform their duties to the best possible efficiency.					
7	Academic staffs perform their duties complying with professional code of conduct.					
8	Academic staffs generate quality research on national and local priority areas.					
9	Academic staff performs their duty of helping students learning and research activities friendly with full commitment and openness.					

Section IV. Striking Balance between Autonomy and Accountability.

Please rate the University in terms of how well you believe the University possess the attribute by putting "X" mark under one column from among the five Likert scale provided.

No	Item	Scale				
		SD	D	U	A	SA
1	There is clear legislation statement on internal financial administration autonomy associated with accountability system.					
2	There is clear legislation stating university's power on staffing its post along with its accountability in doing so.					
3	There is clear policy on academic autonomy of university along with associated professional accountability.					
4	There is a clear legal accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).					
5	There is a clear administrative accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).					
6	There is clear political accountability framework associated with each					

	domain of university autonomy (financial, staffing, academic and organizational).					
7	There is clear professional accountability framework associated with each domain of university autonomy (financial, staffing, academic and organizational).					

APPENDIX II

JIMMA UNIVERSITY

COLLEGE OF EDUCATION AND BEHAVIORAL SCIENCE

DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT

INTERVIEW GUIDE

CONSENT FOR PARTICIPATION

The main objective of the study is to investigate "Institutional Autonomy and Accountability in Ethiopian Public Universities" to fulfill academic requirement for Master of Arts Degree in Educational Leadership from Jimma University. The research finding go beyond academic purpose as the finding of the study also helps to portray a clear conceptual picture of state of Ethiopian public university autonomy and accountability system. Hence this interview is prepared to gather qualitative research data required for enriching quantitative data by giving both broader and detailed answer to the basic research questions. **Accordingly,** your kindly cooperation and participation with your invaluable genuine information is vital for the success of this study. The participation is based up on your free consent and willingness and also you have a freedom and full right to pass over, skip and stop to answer any of the questions you don't want to answer. **To safeguard your Privacy** all of the information you provides will be kept anonymous. Additionally, the information you provide will be hold secured and confidential and will not be used for any other purpose than this research.

General Information

1. Name_____
2. Age_____
3. Sex_____
4. Position_____
5. Interviewee Code_____
6. Duration of Interview; Started at_____ end at _____
7. Name of Facilitator_____

Interview Questions

1. How do you describe the state of university autonomy (institutional, staffing, financial and academic) in this University? On which dimensions does university enjoy more autonomy? What do you think is the reason_____

    _____

    _____

2. Is there accountability system in your University_____

3. How do you describe an existing accountability system in Jimma University in the form of professional, legal, and political accountability?

    _____

    _____

4. Do you think that the university is running its business by keeping the balance between autonomy and accountability system? If no what are the challenges to do so and what strategies are reccommended_____

    _____

5. How the University does reflect the balance between its autonomy and accountability system? Is that explicitly set on university legal and policy as well as strategic documents? If so What are those documents_____

    _____

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Document Review Guide checklist

Check whether the documents listed in the Table are Available

No.	Document	Available		Form	
		Yes	No	Hard copy	Soft copy
1	HEI Proclamation				
2	HEI Regulations to enforce proclamation				
3	Finance administration related Regulations				
4	Staffing guideline				
5	University strategic plan				
6	Guidelines				
7	University governance Directives				

Check whether or not university autonomy and accountability issues are explicitly addressed in the available documents.

Check whether or not university autonomy and accountability issues addressed reflect the balance between the two.

APPENDIX IV

Interview Participant Code to Avoid Anonymity to Qualitative Analysis

No.	Code	Description
1	HU1	Director from Haramaya University
2	HU2	Dean from Haramaya University
3	HU3	Department Head from Haramaya University
4	HU4	Student Council from Haramaya University
5	JU1	Director from Jimma University
6	JU2	Dean from Jimma University
7	JU3	Department Head from Jimma University
8	JU4	Student Council from Jimma University