



ACADEMIC FREEDOM IN ETHIOPIA

Perspectives of Teaching Personnel



Edited by
Taye Assefa



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Forum for Social Studies
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Introduction

*Taye Assefa**

Following the removal of the Derg regime from power in 1991, the Ethiopian People's Revolutionary Democratic Front (EPRDF) swept to power with the promise of restoring peace, tackling the country's chronic poverty, and democratizing the political system. Through the recognition of basic rights in the Transitional Period Charter, the enshrining of internationally recognised civil and political rights in the Federal constitution, and the ratification of international human rights instruments, the EPRDF-led government created the legal framework for guaranteeing these rights. The Ethiopian state was reorganized as a federal one constituted mainly by nine self-administering regional states formed along ethno-linguistic lines. The government also issued other laws which made it possible for the emergence of a fledgling private press on the scene and the formation of political parties, albeit mostly ethnic-based. As subsequent political events repeatedly attested, transforming the Ethiopian polity into a democratic social order required more than formal declarations of goals and the promulgation of laws.

On the economic front, the government liberalized the economy and privatized several public enterprises. It also introduced several incentives to encourage private entrepreneurs to engage in priority economic sectors and to attract foreign direct investment. A number of sectors which were hitherto the monopoly of the state, such as banking and insurance, were opened up to the local private sector. It initially subscribed to the World Bank initiated Structural Adjustment Program (SAP) and later the Poverty Reduction Strategy Program (PRSP), the latest version of which is the Plan for Accelerated and Sustained Development to End Poverty (PASDEP).

Among the social sectors, Education has received the highest attention. The recognition of knowledge as a driving force of economic growth and social development has been evident in the Federal Government's subscription to the EFA and MDG initiatives and in its concerted efforts to reform the educational system, increase its investment in basic education particularly during the last decade. Not only this, the government has also embarked on an ambitious reform program aimed at boosting access to education and transforming the nature and quality of the potential work force produced by the nation's educational institutions.

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At the higher education level, the reform has included not only the upgrading and creation of new public institutions and the upscaling of tertiary student enrolment, but also the liberalisation and diversification of the higher education system, the introduction of cost sharing in the financing of public education, the revision of curriculum and the launch of new programs, especially post-graduate programmes, and the establishment of higher education support institutions such as the Higher Education Relevance and Quality Agency (HERQA), the Higher Education Strategy Center (HESC) and the National Pedagogic Resources Center (NPRC). The Higher Education Proclamation (No.351/2003) formally allowed public higher education institutions a limited degree of administrative autonomy.

The reform process has also tried to address, to a limited extent, the economic welfare of the teaching personnel in public institutions of various levels by allowing for a modest salary adjustment. (The latest salary increment was effected in August 2007, after the completion of the case studies presented in this work.) Furthermore, the civil service reform program has also created the policy framework for regulating the conditions of service of teaching and support personnel in the public institutions, from primary to the tertiary level.

The Ministry of Education has realised that the reform measures taken so far are inadequate by themselves to ensure that higher education fulfils its development mandates. Therefore, in March 2004, the Ministry set up a Higher Education Systems Overhaul Committee of Inquiry (referred to as the HESO Team) “to examine and analyze the leadership, governance and management of the higher education sector and to suggest ways that the higher education system should be overhauled to enable it to better meet the development needs of Ethiopia” (HESO 2004). The Team, which was composed of Presidents and Academic Vice Presidents of public and private higher education institutions, Voluntary Service Overseas (VSO) Higher Education Management Advisors and a representative from the Ministry of Education, made a general assessment of “the context for development by visiting public and private sector HEIs, reading a range of documents from Ethiopia and abroad..., reading reports of other visits to HEIs and interviewing a range of experts”.

Although the HESO Team’s inquiry focused on issues of governance, management and leadership, essentially because of the limited scope of its TOR, some of its conclusions have far-reaching implications for the depth of reform needed and for the role of staff and students in the affairs of their institutions. In the final report of its inquiry, the Team concludes that:

- HEIs, Government and its agencies have not been preparing sufficiently for the new situation of autonomy and accountability.

- The institutional culture exhibited by Government, its agencies and HEIs disables progress towards the development needs of the country.

For the HESO Team, the developmental role of higher education also includes the democratisation of society. The Team sees an intrinsic link between building a democratic institutional culture and developing a democratic society:

Higher education's role in questioning authority and so protecting democracy and minority views is perhaps one of its most important (*sic*) in the Ethiopian context. Universities sit alongside the judiciary, a free press, and a parliament as representing one of the pillars of a democratic society. This implies that academic freedom is a precious commodity (HESO 2004).

The HESO inquiry does not dwell much on academic freedom, nor does it indicate to what extent it is enjoyed by members of the academic community, nor what specific reforms are needed to facilitate the full exercise of this fundamental right. It touches on the topic tangentially, within the context of institutional autonomy and good governance, and under the rubric of what it refers to as “an enabling culture”. This culture is seen within the context of making the system of institutional governance participatory, i.e., “one where all people at all levels, including all categories of staff and learner representatives, are involved in the formulation and implementation of the mission and vision of the institution, where they feel their voices are heard and their creativity can be applied” (HESO 2004).

The HESO Team's study has made important recommendations for addressing a number of the gaps in the higher education reform program, particularly in terms of the institutionalization of administrative autonomy and accountability as well as leadership development. However, the survey was limited from the outset in the scope of its inquiry, the generation of fresh data on the topic under treatment, and the rigor of its analysis as it seems to be very shy in its criticism of the limitations of the so-called autonomy granted by Higher Education Proclamation No. 351/2003, the repeated interference of the State in the affairs of the institutions, the impact of political cronyism, the marginalization of staff and learners in the affairs of their institutions as well as restriction of academic freedom and its impact on the quality of teaching and research. Unfortunately, even the recommendations of the HESO Team are yet to be fully implemented.

While the government reform measures in the sector are essential inputs towards the creation of a conducive policy environment for the transformation of the educational system, the success of the reform process and the achievement of the educational missions of the institutions, nevertheless, will also be influenced,

positively or negatively, by the professional quality, motivation, role, working condition and general status of the teaching personnel of the institutions. As clearly recognised in the 1997 UNESCO General Conference's "Recommendation concerning the Status of Higher-Education Teaching Personnel", the primary assets of a higher education institution are its teaching personnel. For the institutions to successfully fulfil their missions of teaching, research and community service, an institutional governance structure that is participatory, accountable and transparent, that guarantees the unfettered exercise of academic freedom and the constitutional rights of its members, and that puts in place conditions of employment for the teaching personnel that are commensurate with their social status and profession, are essential prerequisites.

Despite the ratification of international human rights instruments and the enshrining of many of their principles in the Federal Constitution of 1995, government reactions to student protests have often taken the form of campus raids and occupation by the police, beatings, extrajudicial killing and mass arrest of students, expulsion of staff and students without due process, closure of universities and disruption of classes. This situation poses a serious challenge not only to critical inquiry, creativity, and the free flow of ideas, but also to the nurturing of democratic values and norms within the nation's higher education institutions.

These incidents of rights violations have attracted the attention of human rights organisations. Within the country, the Ethiopian Human Rights Council (EHRCO) has been closely monitoring and issuing detailed reports on the violation of the human rights of members of the academic community. At the international level, the most significant report on the topic of academic freedom since 1991 was the one produced by Human Rights Watch (HRW 2003). While this study is important in showing the government's records in the respect of academic freedom and civil liberties within the campuses and school compounds, the HRW study is limited to documenting *major events* of assaults on these rights of the academic community. It does not deal with systemic issues such as institutional policies and governance arrangements, or the conditions of service of the teaching personnel.

Within the academic community, the issue of academic freedom and governance has not received sufficient critical attention. Likewise, there is a major gap in our knowledge of the role, status and conditions of service of the teaching personnel, whether at the tertiary level or at the lower levels.

Cognizant of this situation, the Forum for Social Studies (FSS) launched, in mid-2006, a research project titled "The Status of Governance, Academic Freedom, and Teaching Personnel in Ethiopian Higher Education". FSS took UNESCO's "Recommendation concerning the Status of Higher-Education Teaching Personnel" as an international standard-making instrument that could

serve as a benchmark for reviewing the situation prevailing in Ethiopian higher education institutions. UNESCO's Member States, of which Ethiopia is one, are expected to be guided and their performance measured, as per the commitment they entered into at the 1997 General Conference. To this effect, Paragraph 74 of the Recommendation demands that all Member States and higher education institutions "should take all feasible steps to apply the provisions spelled out above [in the Recommendation] to give effect, within their respective territories, to the principles set forth in this Recommendation."

Within this parameter, the main objective of the FSS research project was to identify the regulatory framework, institutional arrangements and established practices pertaining to governance, academic freedom and conditions of service of higher-education teaching personnel and assess these in terms of their compliance with the relevant principles and norms enshrined in the 1997 UNESCO *Recommendation*. Based on case studies of major higher education institutions, the project also sought to generate reliable and timely information that would enhance public awareness and facilitate informed policy intervention to improve the situation.

A total of seven major public universities and four private colleges were purposively selected for the institutional case studies. The public universities selected for the case studies were Addis Ababa University, Arbaminch University, Bahir Dar University, University of Gonder, Haramaya University, University of Hawassa, and Jimma University, while the private institutions were Unity University College, St Mary's University College, the Evangelical Theological College, and HiLCoE School of Computer Science and Technology. The case studies were conducted mostly by senior academic staff from Addis Ababa University. For the case studies in particular, both quantitative and qualitative data collection instruments were employed. These included two types of structured questionnaires (for students and staff), Focus Group Discussions, interviews with key informants (especially senior managers of the HEIs) and empirical observations. Altogether, over 555 teaching personnel and 2,110 students participated in the case studies. The case studies were supplemented by papers on a diversity of cross-cutting issues such as massification, quality, research, brain drain, and gender. The findings of the case studies and papers were presented at a national conference on academic freedom that FSS organised in April 2007. The Recommendation adopted by participants of this conference is presented in an annex of this work. A synthesis of the case studies has already been published by FSS in a separate volume as an issue of its research report series.

This publication presents the findings of all the case studies and three of the conference papers. The core areas of investigation which the case study reports presented here focus on are:

1. Governance in higher education institutions,
2. Rights and freedoms of higher-education teaching personnel,
3. Duties and responsibilities of higher-education teaching personnel,
4. Terms and conditions of employment in higher education institutions.

The investigation in the case studies has sought to generate data on the perceptions of students regarding the exercise of academic freedom and the teaching-learning process, but this was mainly to provide a comparative perspective. The primary focus of the study has been on the status and perceptions of the teaching personnel.

Academic Freedom: Conceptualization and Determinants*

Background

Modern higher education in Ethiopia has a relatively short history, but the values of academic excellence, institutional autonomy, academic freedom, and free inquiry were regarded as the pillars of higher learning at the time of the founding of the first national university. In this respect, a turning point in the development of the country's higher education came on 11th December 1950, when the University College of Addis Ababa (UCAA) was inaugurated and became operational. Four years later, on 28th July 1954, the Imperial government granted the UCAA its Charter. On 26th August 1954, the UCAA held its first graduation ceremony. In 1956, the Ministry of Education established a department to “coordinate and supervise the functions and development of special schools and institutions of higher learning” (Teshome 1990, 85). Between 1950 and 1960, the total number of colleges, including UCAA, Alemaya College of Agriculture, Engineering College, Building College and Gonder Public Health College, rose to 12. In 1959, a survey team from the University of Utah was commissioned to develop a Higher Education Development Program, including exploring the possibility of founding a national university. On 29th April 1960, the Team submitted its final report in which it proposed the establishment of a national university and outlined how to go about the task.

For our purpose, two major recommendations of the Utah team deserve mention. Firstly, the team recommended

The granting of a Charter to the University in which autonomy or near autonomy could be guaranteed ... so that political, religious, economic or other interference would be eliminated so far as is humanly possible. That freedom of teaching, research, discussion, publication and all other freedoms and privileges essential to academic excellence and prestige in the academic world, thus established would be maintained (Survey Team Report 1960, 23).

Secondly, the Survey Team recommended that the new University should be furnished with a budget adequate enough to allow further expansion and the

* This section is the editor's synthesis of the critical elements from the literature reviews of the case studies. The reviews have been removed from the case studies in this work to avoid repetitions.

production of the skilled personnel needed by the burgeoning civil service sector of the country. Thus the team recommended that:

All budgets and funds which regularly and normally go to the various units of higher education, including budgets for teacher Education and training together with all other funds that may logically and rightfully be secured, be included in the budget of the proposed University (Survey Team Report 1960, 25).

These recommendations attest that ensuring and protecting academic freedom, institutional autonomy and financial self-reliance were regarded as cornerstones of higher education institutions in Ethiopia even before the inauguration of Haile Sellassie I University (HSIU). Soon afterwards, on 28th February 1961, the Charter of Haile Sellassie I University was published on the *Negarit Gazeta*. The Emperor donated his *Genete Leul* Palace to be used as the main campus of the new University and the convocation marking the founding of HSIU was held on 18th December 1961. Even though American assistance was sought at the early stages, the University leadership was Ethiopian from the very beginning. The first President was *Lij* Kassa Woldemariam (1962-1969), later succeeded by Dr. Aklilu Habte (1969-1974). According to Teshome (1990), the University became very assertive of its autonomy and freedoms right from its inception. Pressures used to come from the government urging the University to rapidly increase its student intake, open up new programs and meet the work force needs of the country. The University leadership, however, was not too shy to resist this pressure from the government. They argued against it saying:

Motivation, academic standards, the relevance of what is taught to current professional requirements[sic], and post academic training are more decisive factors than ... the size of the department or the number of students in a given production line (Teshome 1990, 130).

Since then, the University has experienced similar other pressures and the University community never relented to express its scepticism towards hurried and imposed Higher Education expansion plans. Even more, Haile Sellassie I University students were soon transformed into ardent critics of the Imperial regime. Political radicalism of the students gained ground in the campuses because the University environment was then relatively more conducive for the exercise of critical reflection, and a sustained struggle to enjoy freedoms of assembly, association and expression. (See Baye Yimam's chapter, where the subject of academic freedom, governance and the student movement within HSIU is discussed in more detail.)

The status of academic freedom and institutional autonomy, however, gradually changed during the time of the Derg regime and even under the FDRE.

It is hence important to examine the concepts underlying the values of academic freedom and institutional autonomy which were regarded as the cornerstones of higher learning in the Imperial days, but have gradually been relegated to the margins of academic life in subsequent periods. Laying the conceptual framework underlying the case studies in the present work is essential as it explains the rationale for using the 1997 UNESCO 'Recommendation' as the benchmark for assessing the status of academic freedom in Ethiopian higher education institutions.

Conceptual Framework

Academic Freedom

There have been several international and regional conferences and declarations concerning academic freedom and institutional autonomy (e.g., UN Lima Declaration on Academic Freedom and Autonomy of Institutions, 1988; Dar-es-Salaam Declaration on Academic Freedom and Social Responsibility of Academics, 1990; Kampala Declaration on Intellectual Freedom and Social Responsibility, 1990; and UNESCO Recommendation Concerning the Status of Higher- Education Teaching Personnel, 1997).

Inspired by the Lima Declaration, the first major stride to define academic freedom was taken by the Dar-es-Salaam Declaration, which was adopted on April 19, 1999. Accordingly, academic freedom was defined as “the freedom of members of the academic community, individually or collectively, in the pursuit, development and transmission of knowledge, through research, study, discussion, documentation, production, creation, teaching, lecturing and writing” (Article 53).

The Kampala Declaration was another attempt by African academics and students to establish benchmarks for academic freedom and institutional autonomy. It was produced at a symposium of academics and student representatives that was convened by CODESRIA in November 1990. The main focus of the Declaration was on the relationship between the university and the state. The Declaration insisted on the right of tenure for individual academic staff and on the right to autonomy and democratic self-governance for higher education institutions. Many of the clauses of the declaration related to phenomena which were then endemic in African universities. These included the arbitrary closure of universities; the invasion and occupation of campuses by the paramilitary police or the army; censorship; and restrictions on freedom of association (including restrictions on the formation of academic staff unions), movement, speech, or publication. The Declaration also recognized the important link between the material condition of universities, the remuneration

of university staff, and academic freedom. The Declaration also noted that the academic community should offer something in exchange for academic freedom, intellectual autonomy, and adequate resources. This was defined as 'social responsibility.' (The Kampala Declaration 1990).

The most comprehensive and international standard-making instrument with respect to academic freedom is the UNESCO General Conference's 1997 *Recommendation concerning the Status of Higher-Education Teaching Personnel*.

The 1997 UNESCO *Recommendation* is based on the recognition that higher education and research are instrumental in the pursuit, advancement and transfer of knowledge and constitute an exceptionally rich cultural and scientific asset for any nation. It also recognises that the teaching personnel have a decisive role in the advancement of higher education and the development of humanity. Beyond their professional call in advancing and transmitting knowledge, the teaching personnel also have a social responsibility to promote and enhance the exercise of cultural, economic, social, civil and political rights of all peoples. However, they cannot fulfil this obligation or exercise the right to education, teaching and research unless they can fully enjoy academic freedom and institutional autonomy. Nor can the accuracy and objectivity of their scholarship and research be assured without their being able to openly communicate their findings, hypotheses, and opinions. This is the cornerstone of academic freedom.

Thus, in Par. 27, the 'Recommendation' interprets academic freedom as follows:

Higher-education teaching personnel are entitled to the maintaining of academic freedom, that is to say, the right, without constriction by prescribed doctrine, to freedom of teaching and discussion, freedom in carrying out research and disseminating and publishing the results thereof, freedom to express freely their opinion about the institution or system in which they work, freedom from institutional censorship and freedom to participate in professional or representative academic bodies. All higher-education teaching personnel should have the right to fulfill their functions without discrimination of any kind and without fear of repression by the state or any other source. Higher-education teaching personnel can effectively do justice to this principle if the environment in which they operate is conducive, which requires a democratic atmosphere; hence the challenge for all of developing a democratic society.

Academic freedom is inseparably linked with democracy. Frimpong (2004, 131) argues that the academic freedom and autonomy of universities on the one hand, and the ability of civil societies to effectively function on the

other, depends on the existence of democracy. He further contends that adherence to democratic principles leads to the achievement of other goals such as freedom of association, speech and press. (Ibid)

The UNESCO 'Recommendation', too, maintains that the observance of academic freedom in higher education institutions requires a democratic environment which allows for the enjoyment of civil and political liberties. The latter are not only complementary to academic freedom but also the guarantee for the scrupulous observance of academic freedom. This is evident in Par. 26 of the 'Recommendation':

Higher-education teaching personnel, like all other groups and individuals, should enjoy those internationally recognized civil, political, social and cultural rights applicable to all citizens. Therefore, all higher-education teaching personnel should enjoy freedom of thought, conscience, religion, expression, assembly and association as well as the right to liberty and security of the person and liberty of movement. They should not be hindered or impeded in exercising their civil rights as citizens, including the right to contribute to social change through freely expressing their opinion of state policies and of policies affecting higher education. They should not suffer any penalties simply because of the exercise of such rights. Higher-education teaching personnel should not be subject to arbitrary arrest or detention, nor to torture, nor to cruel, inhuman or degrading treatment. In cases of gross violation of their rights, higher-education teaching personnel should have the right to appeal to the relevant national, regional or international bodies such as the agencies of the United Nations, and organizations representing higher-education teaching personnel should extend full support in such cases.

It is widely accepted that the prevalence of academic freedom is closely associated with a university tenure system. In this regard the UNESCO 'Recommendation' upholds that "tenure or its functional equivalent, where applicable, constitutes one of the major safeguards of academic freedom and against arbitrary decisions." (Article 45) According to the 'Recommendation', tenure "ensures that higher education personnel who secure continuing employment following rigorous evaluation can only be dismissed on professional grounds and with due process". (Article 46) Haskell, quoting a court's decision, writes that "the purpose of tenure is to protect academic freedom - the freedom to teach and write without fear of retribution for expressing heterodox ideas" (1997). He further expounds that tenure system makes universities "the only places in society where open dialogue on any issue, no matter how unpopular or unorthodox, can be

critically examined without consideration of the political cost, without fear of reprisal, without the pressures of social taboos, social norms...” (Ibid) Article 29 of the Dar es Salaam Declaration also states that “teaching and researching members of the academic community, once confirmed in employment, shall have security of tenure” which will undoubtedly protect them from arbitrary dismissal.

It is further enshrined in the ‘Recommendation’ that “higher education personnel should enjoy the right to freedom of association”, which would allow them to undertake “collective bargaining or an equivalent procedure” as per the ILO standards. (Article 52) The Dar-es-Salaam Declaration also spells out that “all members of the academic community shall have the freedom of association, including the right to form and join independent and trade unions.” (Article 26)

Nevertheless, it would be a misconception to consider academic freedom without responsibility. Ndiaye’s (1998, 462) assertion that “a right is created by a responsibility” is correct in this context.

In a report on higher education in Ethiopia, Turner explains the two faces of academic freedom in institutions of higher learning as follows:

The main point of academic freedom is that it enables teachers to teach, learners to learn and researchers to investigate and publish, without external interference, direction or censorship. This is sometimes described as a freedom to pursue truth wherever it may lead, however uncomfortable the outcomes may be. Within institutions of higher learning, such freedom is inseparable from obligations. Teachers, particularly, have an inseparable obligation to help students to learn. Teachers and scholars are obliged to apply strict criteria of evidence, reason, and honesty, to take into account the work of others and acknowledge their intellectual debt, to tolerate and even stimulate dissent, since understanding becomes keener when it is sharpened in debate (Turner 1990; 42)

The UNESCO ‘Recommendation’, too, underlines that academic freedom also entails special duties and responsibilities:

...including the obligation to respect the academic freedom of other members of the academic community and to ensure the fair discussion of contrary views. Academic freedom carries with it the duty to use that freedom in a manner consistent with the scholarly obligation to base research on an honest search for truth. Teaching, research and scholarship should be conducted in full accordance with ethical and professional standards and should, where appropriate, respond to contemporary problems facing society as well as preserve the historical and cultural heritage of the world.

Institutional Autonomy and Accountability

Academic freedom thrives best in a context of freedom from government interference in the running of the affairs of the institution. Members of the academic community can exercise their rights without undue interference if they operate within an environment of institutional autonomy, which is the prerequisite for academic freedom. The 'Recommendation' defines institutional autonomy as follows:

Autonomy is that degree of self-governance necessary for effective decision making by institutions of higher education regarding their academic work, standards, management and related activities consistent with systems of public accountability, especially in respect of funding provided by the state, and respect for academic freedom and human rights. ... (Par. 17)

Autonomy is the institutional form of academic freedom and a necessary precondition to guarantee the proper fulfilment of the functions entrusted to higher-education teaching personnel and institutions. (Par. 18)

Berdahl and Altbach (1981, 9) distinguish between autonomy of substantive nature and autonomy of procedural nature. Autonomy of substantive nature is the "power of a college to determine its own goals and programs-what of academic: while autonomy of a procedural nature is "... the power of a college to determine the means by which its goals and program will be pursued-the how of Academe." We may thus generalize that institutional autonomy is the self-governance in both academic as well administrative matters.

Trow (1996) categorizes institutional accountability into external and internal. External accountability refers to the obligation to supporters and society at large to provide assurance that they are pursuing their mission and using their resources responsibly. Internal accountability pertains to the accountability of those within the institution to one another on how several parts are carrying out their missions and responsibilities, how they are performing and whether they are trying to learn where improvement is needed.

Accountability serves a number of positive purposes. As Cloete (1998, 226) states "It is a constraint on arbitrary and corrupt power, it raises the quality of performance by forcing critical reflection on operations and it raises the legitimacy of the institutions". On the other hand, intensive accountability reflects 'a loss of trust' and would eventually erode the autonomy (McConnell 1991), unless a balance is struck between the two.

One pillar of the democratic environment required for the proper functioning of institutional autonomy is the principle of self-governance and

collegiality within the institution. Par. 32 of the UNESCO 'Recommendation' describes this principle as follows:

The principles of collegiality include academic freedom, shared responsibility, the policy of participation of all concerned in internal decision-making structures and practices, and the development of consultative mechanisms. Collegial decision-making should encompass decisions regarding the administration and determination of policies of higher education, curricula, research, extension work, the allocation of resources and other related activities, in order to improve academic excellence and quality for the benefit of society at large.

Article 21 of the UNESCO 'Recommendation' also stipulates that "self-governance, collegiality, and appropriate academic leadership are essential components of meaningful autonomy for institutions of higher education"

This involves, among other things, the participation of the staff in the selection of the leadership, the overall governance of the institution, the preparation of the strategic plan, the preparation of the curriculum, the launching of academic programs, and the preparation of the operational plan including the financial planning of the institution. Wallach (2002, 41-42) justifies the cardinality of faculty involvement in the governance of institutions of higher learning in the following manner:

The inclusion of faculty members in the governing of a university rests on acknowledgment of their educational expertise. Faculty are the people who ought to decide educational matters- from the setting up of the curriculum to the hiring and tenuring of professors-because they have the disciplinary training and knowledge to make informed decisions in those areas.

Lechunga (p. 37) also argues in favor of faculty participation in the decision-making of higher education institutions "based on the assumption that their specialized knowledge and experience" would allow "them to determine acceptable practices within their fields." "In his view "collegiality is considered as cornerstone" of universities and colleges and as such is "held up as the ideal framework for faculty interaction and institutional decision-making." The principle of collegiality is also elaborated in Article 32 of the UNESCO Recommendations as "academic freedom, shared responsibility ... participation of all concerned in internal decision making structures and practices, and the development of consultative mechanisms." The article further expounds that "collegial decision making should encompass decisions," among others, "regarding the administration and determination of policies of higher education"

and “the allocation of resources” so as to “improve academic excellence and quality for the benefit of society at large.”

As indicated above the faculty should also be involved in the preparation and realization of important documents such as strategic plan, which is a roadmap showing the vision, mission and the overall direction of higher educational institutions. According to the HESO report such a practice creates:

an enabling culture ... where all people at all levels, including all categories of staff and learner representatives are involved in the formation and implementation of the mission and vision of the institution, where they feel their voices are heard and their creativity can be applied (2004, 26).

The second important component of faculty participation is their involvement in the selection of the executive of the institution. Mwiria (1992) pointed out that “universities”, as “advocates of democratic institutions need to practice what they preach.” He further elaborated on how to foster:

the democratization of university governance through widening the representation of students and staffing university governing bodies, increasing the voice of academics and students in the selection vice chancellor as well as some of the other top university officials, and through the strengthening of staff and student association.(p. 26)

Article 31 of the UNESCO ‘Recommendation’ depicts a similar notion when it asserts that higher education faculty “should have the right to elect a majority of representatives to academic bodies within” universities and colleges. Article 39 of the Dar es Salaam Declaration goes even further and advocates the free election of all governing bodies of institutions of higher education.

The third major point indicative of faculty participation in the decision-making process of higher education institutions is their decisive and uncontested role in the preparation of the curriculum and the opening and expansion of academic programs. It is imperative that the academic staff involve in the preparation and revision of any curriculum before it is launched in view of the fact that this is a very technical activity requiring expertise in various fields of study. Besides, it is not academically sound to impose a curriculum that is alien to the faculty. The faculty, as a major stakeholder, should be given the opportunity to fully participate in the setting up of the curriculum so that they take it as their own. It is in this spirit that Article 28 of the UNESCO Recommendation stated that “higher education teaching personnel should play a significant role in determining the curriculum.”

The involvement of the staff in the preparation and implementation of the financial plan along with the activity plan of institutions is the other significant

issue which demonstrates the existence of participatory governance. Given the fact that all plans, strategic or operational, are nothing without the concomitant financial commitment required for their ultimate realization, it is unwise not to include the faculty in the preparation, implementation and appraisal of the financial plan of higher education institutions. The autonomy of universities and colleges with regard to financial decisions should go further down to encompass the faculty at large. In this regard the HESO Committee Report (2004, 25) underlines the significance of downward decentralization, which is believed to give the faculty more autonomy on financial matters.

History shows that governments are the key players in the lives of most African public universities since they view them as instruments of development (Kaya 2006; Zeleza 2003; 2004). As founders and financers of universities, governments assume the highest stake. Mwiria (1992, 22) argues that the autonomy of these institutions “is limited not only by their almost total dependence on the public purse for continued survival, but also by the accountability which such dependence necessarily entails”. This dynamics of institutional autonomy and public accountability deriving from public funding of the institutions provides the justification for the government to assume the responsibility to verify that these funds are appropriately utilized. Article 22 of the UNESCO ‘Recommendation’ depicts the application of these twin concepts as follows:

In view of the substantial financial investments made, Member States and higher education institutions should ensure a proper balance between the level of autonomy enjoyed by higher education institutions and their systems of accountability. Higher education institutions should endeavor to open their governance in order to be accountable.

As governments move way from “*steering*” to “*interfering*” in the internal institutional affairs, their contribution to institutional development diminishes and becomes a violation of institutional autonomy (Kaya 2006).

However, governments can also play a “steering” role that is indispensable for African HEIs. Kaya (2006) posits that government intervention can be supportive of higher education particularly when:

- There is a need to redress, ensure equity, and increasing access,
- Crises emerge such as dysfunctional governance, corrupt managers, violent student protests, authoritarian leadership, financial crisis,
- There is a need to buffer the pressure of external factors, particularly “globalization” of higher education, i.e., corporatization by the market ideology and management notions of efficiency, accountability and

relevance, etc., and the enterprise culture that erodes some of the broader social purposes of higher education, including academic freedom and institutional autonomy.

The Dar es Salaam Declaration on Academic Freedom and Social Responsibility of Academics (1990) points out that if there is clear, present and imminent danger to life or property of the institution and such danger cannot be averted without the intervention of the forces of the state, the head of the institute can invite such intervention in writing.

On the other hand, current African governments often fail to clearly demarcate the boundary of “steering” from “interfering” (Zezeza 2003; 2004). According to Teshome (2006, 7), “financial dependence is the largest single obstacle to self-governance of universities in Ethiopia”.

Not only governments, internal forces within HEIs (i.e., the academic community and the leadership) also can infringe on academic freedom. In this relation, Zezeza (2003) cites the autocratic tendencies of the institutional leadership composed of appointed individuals who are obsessed with controlling dissent. He argues that:

Most African universities have been characterized by authoritarianism, partly as a reflection of state authoritarianism itself’. In many cases, senior university administrators are state appointees – who in turn appoint unit heads on the administrative hierarchy – university governance often characterized by a discretionary, and top-down administrative structure, poor communication, and strained relationship between administration and teaching faculty” (Zezeza 2004, 55).

Institutional autonomy, however, is not the preserve of public institutions alone. Private higher education institutions also need to be autonomous to smoothly and efficiently conduct their academic and research activities. The autonomy of private universities and colleges, more than public institutions, is justified by the fact that they don’t bank on public finance. Their single financial source, at least in the Ethiopian context, is tuition collected from students. Under this circumstance, private institutions have to be encouraged to be creative and dynamic to make their existence sustainable. They can hardly survive without an environment which ensures their autonomy. The regulatory body should be very careful about steps that may stifle the creativity and innovativeness of these institutions. They can’t be held responsible for failures caused by lack or absence of autonomy.

By the same token the accountability of private higher education institutions can’t be completely ruled out, because they are “financially independent” or not getting any monetary support from the government. It

should not be overlooked that whatever income they draw from the students in the form of tuition fee is a public resource. The public needs to be sure that their children are getting the right service. Besides, college materials are different from factory materials. Their influence, good or bad, over the younger generation can have far-reaching consequences for society at large. It is in the interest of the public to see to it that graduates of private colleges and universities are not only productive and useful to the society, but also are cultured and responsible citizens. It is, therefore, this public interest which is the basis for the legitimate intervention of the regulatory body in the affairs of private higher education institutions.

Irrespective of the slight variations that might be observed in the application of autonomy and accountability in public and private higher education institutions, it must be underscored that these two concepts are central in the governance of tertiary institutions as a whole in today's modern world. Any better understanding of the application of autonomy and accountability in institutions of higher learning necessarily calls for a thorough discussion on the major ingredients that constitute them.

Terms and Conditions of Service

The creation of an enabling environment for higher-education teaching personnel also requires that the employers of higher-education teaching personnel establish terms and conditions of employment that are "most conducive for effective teaching and/or research and/or scholarship and/or extension work and will be fair and free from discrimination of any kind" (Par. 40). The terms and conditions of service must be motivating and commensurate with the requirements and standards of the profession with respect to security of employment; appraisal; discipline; salaries; workload, social security benefits, health and safety; study and research leaves and annual holidays; and employment of women, the disabled, and part-time staff.

Thus conducive terms of service, institutional autonomy, self-governance and collegiality, and academic freedom are regarded as essential principles that facilitate effective teaching, scholarship, research and community service. The institutional and legal framework should also be one which guarantees the exercise of the teaching personnel's civil liberties and political rights as citizens.

The 1997 UNESCO *Recommendation* also identifies those factors that impinge on the exercise of academic freedom by the higher-education teaching personnel. These include: tenure, salary and benefits, performance appraisal and promotion procedures, research opportunities, the right to associate, representation in governing bodies, participation in decision making processes and curriculum development, entry into the teaching profession, among others.

Governance in the Ethiopian Context - HEI Leaders' View

With regard to governance of higher education institutions, the Higher Education System Overhaul (HESO) Committee, composed by mainly HEI leaders and set up by the Ministry of Education, conducted a survey in selected public HEIs in 2004. The study specifically focused on governance, institutional autonomy and accountability which eventually came out with a wealth of information on the issue (HESO Committee Report 2004). Accordingly, the study revealed the following key findings regarding the state of governance in Ethiopian public HEIs:

- University Boards do not contain individuals with relevant skills needed to fulfil the functions of the board.
- It (Boards) involved the potential for conflict of interest – i.e., People from the MoE are assigned as board members.
- The Central Government did not make the necessary adjustments to a system of accountability and autonomy – the Report stressed the need for a transparent and clear information flow.
- Government's demand of HEIs needs to first put in place the necessary infrastructure. In other words, the demands made by the Government on HEIs did not take into consideration the former's obligation to put in place what is needed (HESO Committee Report 2004, 15)

Further, the same study noted the problem of clarity in the Higher Education Proclamation (No. 351/2003) relating to governance of public HEIs. The Report points out that:

There appear to be areas within Higher Education Proclamation that needs clarification so as to ensure that they do not represent hindrances for the implementation of autonomy in the public sector HEIs (2004, 17).

Giving evidence where the Proclamation needs revisiting the Report states:

One example is the appointment and dismissal of the head of an institution: this is now one of the powers of the Ministry (see Article 35:2) following the recommendations of the Board and although under Article 35:3 the Board may also recommend the dismissal of a head it is not clear if, in case, the Ministry is bound by the recommendation or whether it may make another decision. (p. 17)

The Report also came up with an assessment of institutional culture at HEIs on the bases of the data collected through field visits and interviews. Accordingly, the authors argue that:

All agencies involved display aspects of disabling culture; in particular, they suffer from a 'blame culture' are insufficiently out-come oriented, and are not yet empowering organizations in which all staff and other stakeholders are given and take appropriate responsibility and appropriately encouraged and rewarded for so doing.(p. 6)

From the viewpoint of organizational behavior, enabling institutional culture is one where all individuals within the institution share the same vision and work hand and glove to achieve their institutional goals. On the hand, what was found according to the HESO Committee Report was contrary to this major assumption.

Identifying the weaknesses that hinder the creation of an enabling institutional culture, the Report states that though most HEI managers are energetic and committed, they fall short of achieving institutional goals due to:

- the pervading 'Blame-culture' that nourished reluctance to take responsibility, seeking excuse for failures and lack of initiative – deliberate avoidance of real issues
- an authoritarian management culture and style that is not appropriate for modern organizations – such authoritarian attitude hindered faster decision- making, high-level involvement in trivia – and little engagement in strategic issues.
- too much dependence on permissions from above, even when provided with tools of autonomy. (p. 23).

A similar idea has been advanced by Teshome (2006), with regard to the inefficiency and lack of commitment on the part of the existing higher education leadership even to exercise institutional autonomy. He goes on to argue that, the knowledge of faculty members regarding the existing policy was limited and little awareness exists regarding the provisions of the Higher Education Proclamation (351/2003).

Teshome's study further identified challenges related to higher education and governance, which among others include:

- Government interference in affaires of HEIs and institutional decisions making, and institutional leadership appointment and dismissals;
- MoE's poor capacity to engage and lead HEIs;

- Micro management by HEI Boards and lack of strategic orientations, lack of guidance and support, and limited capacity and experience;
- University leaders appointment at all levels not necessarily based on merit and impartiality; poor capacity and experience; lack of recognition and incentives
- Lack of participatory leadership and management systems (2006:7)

Teshome also argues that the appointment of Regional State Presidents as Board chairpersons is an opportunity though he admits that there is a belief among critics of this trend that it snatches the freedom and impartiality of higher education institutions as places of scientific enquiry.

The principles enunciated in the 'UNESCO Recommendation' were used as benchmarks in the case studies presented in this work because the 'Recommendation' is based on international human rights instruments (many of which were ratified by the Government of Ethiopia). The universal civil and political rights recognised in the Constitution of the Federal Democratic Republic of Ethiopia as well as the ratification by the government of Ethiopia of the international human rights instruments provides a legitimate ground for the appraisal of its records in terms of these standards, as perceived by citizens in academia.

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Academic Freedom at Addis Ababa University: An Overview of Its Past and Current Experiences

*Baye Yimam**

1. Introduction

The human species is characteristically defined in terms of its two innate capacities. One is the capacity for thought and the other for language. Thought is a cognitive process that requires external and internal triggers to be formed and a sensory-motor activity of speaking and/or signing to get expressed. Since the species is uniquely endowed with these two innate capacities, it would be unnatural for these same natural capacities to be affected by barriers external to the cognitive system, and internal to the sociological system. The most natural thing is for the two systems to complement each other whereby one feeds, and not bleeds, the other.

In view of this internalist understanding of thought and expression (Chomsky 2002), it would be instructive to consider the notion of freedom generally and academic freedom specifically. Accordingly, freedom would be a state in which thinking is not hampered by barriers and that its expression through linguistic and other symbolic means is not restricted. Secondly, freedom would be a state in which one is not restricted to expressions of only thoughts that are judged as ‘good triggers’ for the sociological system. Thirdly, freedom is a state in which one is not restricted from transforming thoughts into actions, alias social practice, for the individual as well as the collective good for which reason association with others and movement to and from them is an absolute essential.

These states of unrestricted thinking, speaking and practicing comprise what is stipulated in Article three as the *right to life* in the UN’s Universal Declaration Human Rights (1948). All other rights are derivative of, though not necessarily subservient, to it.

Like thinking, learning is also a cognitive process that makes use of brain-internal capacities and brain-external triggers. The latter include organized thoughts, expressions, and organized social practices. The major actors in the process are the teacher-researcher who generates and transmits knowledge; the learner who receives it and develops desirable profiles that the society needs for

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its social practices; and an autonomous administrative body which facilitates both the production and transmission processes by creating a non-restrictive environment as requisite *ab initio*. The teacher-researcher and the learner constitute the academic community and together with the autonomous administrative body, they make up the school/university community which has to be recognized as such by the state that should cater to both at the highest level.

As stated above, learning is a right that every member of a society should have in order to develop one's natural intellectual potential to the full and become an individually creative and socially responsive citizen. This is articulated in Article 26:1 of the same Universal Declaration of Human Rights as "everyone has a right to education" and is also echoed in Article 13:1 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) which requires that states or parties to the Covenant "recognize the right of everyone to education and to the critical role teachers and their associations play in the formulation and implementation of national education policies."

There is a logical connection between the right to education and the context in which it is provided. The context is an environment which is free from state political interference where the processes of generating and transmitting knowledge are free from any restrictions that engender fear. And there are two sets of freedom to consider in this connection. The first set includes all internationally recognized rights applicable to all individuals and those which are of particular relevance to those engaged in the pursuit of knowledge, its dissemination and formulation of policies. Among these are the right to freely:

- (a) hold and express opinions;
- (b) associate with others; and
- (c) move and share opinions with associates.

In the second set are rights of academic communities as autonomous bodies, including the rights to:

- (a) exercise self-governance in order to best fulfill their mission of production and transmission of knowledge and the discharging of their social responsibilities of leading the society and guiding the state in the formulation and implementation of policies;
- (b) elect their administrative bodies, which means that no state-appointed authority is imposed on them, for which a charter is essential as a general framework outlining their mission, and mode of relation with the state.

In light of these sets of rights as recognized by the UN and its special Committees, it would be useful to have an overview of the internationally recognized standards of legal protections recommended for both sets.

2. International Standards

Intellectual leadership and social responsibilities are roles peculiar to academic institutions of higher learning and since both are vital for the overall development of society, they must be protected by law at both national and international levels. Cognizant of this, several conventions and recommendations have been produced within the general framework of the UN Declarations on Human Rights. Three such conventions are the Dar es Salaam (1990), the Kampala Declarations of Intellectual Freedom and Social Responsibility (1990), and the UNESCO (1997) Recommendations Concerning the Status of Higher-Education Teaching Personnel. In all three are stated the following rights of academics and standards of legal protections required of states¹:

- i. All members of the academic community have the right to:
 - (a) fulfil their functions of teaching, researching, writing, learning, exchanging and disseminating information and providing services without fear of interference or repression from the state or any other public authority;
 - (b) enjoy freedom of thought, enquiry, conscience, expression, assembly and association as well as the right to liberty, security and integrity of the person; and
 - (c) move within the country and outside and re-enter without hindrance or harassment, except on grounds of public health, morality or in circumstances of clear, present and imminent danger to the nation and its independence and which restrictions are justifiable in a democratic society.
- ii. All teaching and research staff and students, directly and through their democratically elected representatives shall have the right to initiate, participate and determine academic programmes of their institutions in accordance with the highest standards of education and the basic principles.
- iii. All research staff have the right to:

- (a) do research without interference, subject to the universal principles and methods of scientific enquiry;
 - (b) get access to information except on grounds of public health and morality, or in circumstances of clear, present and imminent danger to the nation and its independence.
- iv. All teaching staff have the right to:
- (a) teach without any interference, subject to the generally accepted principles, standards and methods of teaching; and
 - (b) not be subjected to arbitrary arrest or to detention, nor torture, or cruel inhuman or degrading treatment.
- v. All members of the academic community shall enjoy freedom to:
- (a) establish contact with their counterparts in any part of the world except where this is contrary to morality or principles of democracy; and
 - (b) pursue the development of their educational capacities.
- vi. All students shall have the right to:
- (a) choose the field of study from available courses;
 - (b) receive official recognition of the knowledge and experience they have acquired;
 - (c) ensure that their institutions of learning satisfy their educational needs and aspirations;
 - (d) participate in the governing bodies of their institutions through their elected representatives;
 - (e) individually and/or collectively express and disseminate opinions on any national or international question;
 - (f) challenge or differ on reasonable grounds from their instructors in academic matters without fear of reprisal or victimisation or being subjected to any other form of direct or indirect prejudice.
- vii. A member of the academic community shall have the right to demand and receive explanation from any organ, official or administrator of the

institution on its/her/his performance affecting her/him or the academic community at large.

- viii. In cases of gross violation of their rights, higher-education teaching personnel should have the right to appeal to the relevant national, regional or international bodies such as the agencies of the United Nations, and organizations representing higher-education teaching personnel should extend full support in such cases.

Whereas the above are rights of teaching staff, research personnel and students, the following are collective social responsibilities outlined in the Kampala Declaration (1990), Articles 19-25,² which they, as intellectual community, must discharge:

- i. Members of the intellectual community are obliged to:
 - (a) discharge their roles and functions with competence and integrity and to the best of their abilities;
 - (b) carry out their duties in accordance with ethical and the highest scientific standard;
 - (c) promote the spirit of tolerance towards different views and positions and enhance democratic debate and discussion;
 - (d) desist from harassment, domination or oppressive behavior towards another group and approach all differences in the spirit of equality, non-discrimination and democracy;
 - (e) struggle for and participate in the struggle of popular forces for their right and emancipation; and
 - (f) show solidarity and give sanctuary to any member who is persecuted for his/her intellectual activity.
- ii. No member of the intellectual community shall participate in or be a party to any endeavor which may work to the detriment of the people and the intellectual community or compromise scientific, ethical and professional principles and standards.
- iii. The intellectual community is obliged to encourage and contribute to affirmative actions to redress historical and contemporary inequalities based on gender, nationality, or any other social disadvantage.

In the same vein states have responsibilities to:

- i. take prompt and appropriate measures in respect of any infringement by state officials of the rights and freedoms of the intellectual community brought to its attention;
- ii. not deploy any military, paramilitary, security, intelligence or any kind of forces within the premises and grounds of the institutions of higher education;
- iii. consider that such deployment is necessary in the interest of protecting life and property in which case the following conditions shall be satisfied:
 - (a) there is clear, present and imminent danger to life and property; and
 - (b) the head of the institutions concerned has extended a written invitation to that effect; and
 - (c) such invitation has been approved by an elected standing committee of the academic community set up in that behalf;
- iv. desist from exercising censorship over the works of intellectual community;
- v. ensure that:
 - (a) no official or any other organ under its control produces or puts into circulation disinformation or rumors calculated to intimidate, bring into disrepute or in any way interfere with legitimate pursuits of the intellectual community;
 - (b) adequate funding for research institutions and institutions of higher education and that such funding shall be determined in consultation with an elected body of the institution concerned; and
- iv. desist from preventing or imposing conditions on the movement or employment of African intellectuals from other countries within its own country.

The above is a checklist of rights and freedoms of academic communities and standards of protections by states. The list could be reduced to autonomy for institutions to administer themselves, and freedom of thought and expression,

association and movement for academics working in such institutions. It is difficult to separate any one type of freedom from the other(s) without any conceptual deficit; hence in this survey³ an attempt is made to consider them all with varying degrees of emphasis.

3. Imperial Ethiopia and Academic Freedom in UCAA - HSIU

Imperial Ethiopia was a unitary state ruled by a highly centralized autocratic government, where all powers reside in the hands of an Emperor whose person was declared sacred, his power inviolable and his judgment supreme as it was claimed to be guided by a divine power, according to Article four of the Revised Constitution of 1955. His subjects addressed him as *s'āhayu nīgus*, in Amharic⁴ lit. 'the sun king' or 'the enlightened king'. In Mazuris's (1975) classification of African political figures, he stands as the exemplar of the category of leaders whose tradition of statecraft is dubbed the *elderly*. They are paternalistic both in their politics, thoughts and approaches with a dire want for consensus at every level - from the family to the state - where they stand as father-figure founder, and demand unqualified assent to their self-claimed words of wisdom and sense of 'correct' national direction. At times, they may show a level of fatherly tolerance at will, while at other times, they may turn into a ruthless tyrant at the slightest sign of challenge towards their 'divine' authority.

A benevolent despot that he was, Haile Sellassie earns due credit for introducing higher education to his ancient empire by personally involving himself in the establishment of a pioneering institution, University College of Addis Ababa (UCAA) in 1950, which was to be upgraded a decade later to a university with the donation of his own palace as its administrative center. The new university was to bear his name when it was christened in 1961 as Haile Sellassie I University (HSIU). And true to his paternalistic tradition, he would pay occasional visits to it, or give audience to students to whom he would say, "...although your father and mother have borne you in flesh and God made you reach the stage of intellectual maturity... We fed you the food of the mind' (Balsvick 2005, 98).

3.1 Freedom of Expression

Both UCAA and HSIU were guided by the chancellorship of the Emperor himself and governed by a Board of his own choosing. A charter was issued in 1954 in which was stated, "there shall be a board of governors appointed by Us",

and “there shall be a prefect called ‘Dean of students’” whose responsibilities include, *inter alia*, the following (p.172):

- a. regulate and coordinate all extra-curricular activities;
- b. draw up and enforce particular regulations involving the conduct of students; and
- c. supervise the discipline of students on and off campus.

Students could form unions, societies and clubs and also ‘freely express’ their views, but “in accordance with the law” as enshrined in Article 41 of the 1955 Revised Constitution wherein it is stated that “freedom of speech and of the press is guaranteed throughout the empire in accordance with the law.” This made student publications subject to supervision and censorship by a dean or appointed staff, whose job was to decide whether or not submitted papers were consistent with the law. According to a campus paper called *UC calls*, students could write on any subject except *religion, politics and tribe*. The staff of UCAA, nine Canadian Jesuits and Europeans, had to sign a contract which explicitly stated abstention from religious and political activities, which means that research on these topics and related issues was impermissible (Balsvik 2005).

All extra-curricular activities were also presided over and/or monitored by a dean as per the Charter. Dissatisfied with such interventions, students became defiant, first with the backing of scholarship students from other countries who were also infuriated by the restrictive policy of the state and its Jesuit proxies who extended the restrictions to what students could or could not quote even in their term papers. One could, for example, be admonished for making reference to Marx (Balsvik 2005, 83). The students reacted by demanding for an independent council and a free press, and as a practical step towards this, a group of students led by a Kenyan scholarship student started a paper called *Campus Star* in 1959 which defied all restrictions. In one of its issues, it featured an article about Marx and also questioned the existence of God, both alien to an institution run by devout Catholic Jesuits (Balsvik 2005, 77) and a chancellor bent on divine power.

After a few issues, *Campus Star* was banned on the pretext that it was run by a group not mature enough to exercise freedom. And a student by the name Gebeyehu Ferrisa was sent to Norway to study the way Norwegian students ran their affairs. Coming back, Gebeyehu addressed the student body in which he challenged the administrations’ view that students were not ready to exercise freedom. He said, “Nothing original comes through the mind of a man who is never given a chance to express himself and weighs his ideas against those of

others. Historians claim that ‘Ethiopia slept over a thousand years forgetful of the world by whom it was forgotten’ and our college, through banning the student paper is consciously or unconsciously prolonging this period of mental sleep”, quoted in Balsvik (2005, 76-7). He then called for a peaceful demonstration to be staged and a message to the Emperor which read, “We are in the least deserving of the name of college students without the possession of a single student paper”, quoted in Balsvik (2005, 77).

The idea of staging a demonstration championing free student press was, however, overshadowed the following year, 1960, by a more fundamental development that was destined to herald a new era in Ethiopian politics. This was the December coup d’état of the Neway brothers to which students had to show their solidarity. Council leaders were called to the headquarters of the Imperial Guard for briefings by Mengistu Neway himself about developments and the role of the College. Following the meeting with the General, the president of the student council, Teshome Habte Gabriel, called a general meeting of students which he opened with the statement, “today marks a new era, the old regime has been overthrown and a new one established on behalf of the people” (Balsvik 2005, 95). The following day the students marched with banners admonishing the old regime and calling upon the populace to stand with the new government. They moved to the Headquarter of the Army’s 4th Division, which was still loyal to the old regime, to persuade the army there to lay down their arms and join the coup. They were stopped and told to disperse immediately lest they would be shot. Despite such dangerous signs of opposition to the coup, the students published in their paper, *News and Views*, an interview they had with a spokesperson of the Imperial Guard on the background of the coup.

Following the ill-fated coup, students were faced with a hostile attitude from the general public, particularly from groups who had lost their loved ones during the turbulent week. Students’ leaders felt threatened, but they found some level of security from the staff who tried to protect them. They were advised to sign a letter of apology to the Emperor as a precondition for resuming their studies with safety. Following this, they were also called to the palace where they had to attend to a speech by the Emperor about the demonstration which, he said, was forced upon them (Balsvik 2005, 89). This was followed by a student who responded with a profuse expression of love and loyalty to the forgiving Emperor, an attitude that was, however, bound to change both in tone and tenor in the years to follow.

The following year, 1961, the administration allowed the publication of *News and Views*, (N&V) to resume as in earlier days, that is, before it was intercepted by Campus Star. But the decision was not unqualified; every article submitted for publication was to be signed by a faculty advisor approving that it

was acceptable. The council rejected the decision and also attacked the paper itself since it was run by a group of students handpicked by the administration.

Following the transformation of UCAA to HSIU the same year (1961), a new charter was brought forth but was in no way different from its 1954 predecessor. The Emperor was still Chancellor with all power in his hands, and the Board of Governors, with eight of its members appointed by him, was to exercise power. The President was appointed by the Emperor with the recommendation of the Board, and according to Article 20 of the Charter all members of the staff were subordinate to him. Again the two Vice-Presidents were appointed by the Emperor upon recommendation by the President. In short, what power was true to the state was true to the University – the Charter was nominal.

A team of academics from the University of Utah with advisory role on the establishment of higher education institutions in the country suggested that the Charter should guarantee academic freedom, autonomy and other enabling conditions to a level recognized by leading universities all over the world. They recommended this as a “requisite to high academic standards such as freedom from political, economic, racial, religious, or other pressures and conditions inimical to the integrity and academic prestige of a university” Balsvik (2005, 26, quoting Trudeau 1964, 104-105)⁵. Their recommendations were heard but never appreciated. Along the same line, Ashby (1966) insisted that “in Britain and in the United States it would be considered as an infringement of academic freedom for a university to impose any censorship on the utterances of any member of its staff on any subject, whether it lies within his field of expertise or not, whether or not it was uttered in the classroom. A government that does not permit freedom of speech and press to its citizens definitely endangers academic freedom and hence can only run a university which is handicapped,” (quoted in Baslvik 2005, 26). In such a handicapped university staff would only teach what was prescribed to them as desirable and not to engage in research, and publish freely as their intellectual responsibility would require it.

Despite such open restrictions on freedom of thought and expression, students could defiantly organize debates and literary activities for what was called College Day, a yearly event which the Emperor and his entourage had the pleasure of attending until 1961. That year, a politically charged poem titled **ደግዎ ይናገራል** *dihaw yinnaggärall* (‘the poor man speaks’) by Tamiru Feyyisa, caused discontent and the Ministry of Pen required that, in future, all poems, speeches and sketches should be submitted to it before request for the audience of the Emperor was to be submitted. The students refused to comply with this and so did the Emperor stop attending the yearly event. The following year, three winning poets were suspended for a year for their socially critical

poems, and three staff members who sat as jury were given fines for being lenient⁶ (Balsvik 2005, 109).

Subsequent to this development, the Emperor made a speech on freedom of expression in which he emphasized the pursuit of ‘true knowledge and its use’, and not that which was designed to “divide a people struggling to improve its life which cannot possibly be considered as a valid exercise of academic freedom.” The right to speak should, hence, be guaranteed “within the privacy of the academic community...where one could exercise it fully and clearly; outside the community, speaking by students or teachers would be subject to the law of the country”, Balsvik (2005, 115). Following the same tone, the University Administration introduced a new policy which required that student papers could publish only articles of ‘constructive’ content; that student affairs should be approved by an advisor who had a veto over articles of controversial content or over those that *criticized* the national government, or make derogatory reference to any particular religion. Only articles that concern the society as a whole, and which are devoted to a ‘sincere and objective’ search for truth could be published easily. This was a measure taken to curb socially critical poems and other activities and events inimical to the status quo including research and publications on such untouchable topics as *politics*, *religion* and *tribe*, a situation that was to continue, but with a corresponding spirit of defiance and growing radicalism by generations of students.

3.2 Freedom of Association

As stated earlier, students had an organization, University College Union (UCU). Its role was to organize various activities and events under the supervision of a dean as per Article eight of the 1954 Charter for which reason it was labeled a mouthpiece of the Dean. In 1960, students demanded for an independent union. The response from the administration was that the supervising Dean, who was a Catholic, was replaced by a non-Catholic, Richard Greenfield, and an Ethiopian Assistant Dean, Girma Amare, was appointed. The president of the college, Lucien Matte, a Jesuit himself, handed over a message from the Emperor to the new Dean. The message from the father - figure was an order, “You are to teach there things. Discipline, discipline and discipline” (Girma Amare 1966, quoted in Balsvik 2005, 85). The students felt that this was injury to a wound, as it were, since discipline was what had already been there only in excess. Students had to be in bed by 10 p.m.; ladies never to be seen in the library after supper; whistling in campus never to be heard; and students never to be found outside campus after 7 p.m. (Calleb 1960, cited in Balsvik 2005, 85).

There was also a National Union of Ethiopian Students (NUES) which convened its first Congress in 1961. It submitted its constitution to the Ministry

of Interior for recognition. Despite repeated attempts by the executive committee, the Ministry would not respond. They decided that NUES should function as an affiliate of the International Union of Students (IUS) whose headquarter was in Prague (Balsvik 2005, 105). This was deemed workable since NUES would, in that case, require recognition only by the University Administration for which it had to change its name from National Union of Ethiopian Students (NUES) to National Union of Ethiopian University Students (NUEUS).

Article three of its constitution allowed membership to all Ethiopian student organizations including high schools and vocational training institutions. The University Administration now restricted this to Ethiopian student organizations within the framework of HSIU, that is, to only the colleges of Alemaya and Gondar and that all union activities were subject to supervision by the administration, according to Faculty Council's Legislations. The students argued that an independent union was necessary to realize and exercise their rights and that such an association was in principle possible according to Article 45 of the Revised Constitution of 1955.

At its Congress in 1964, NUEUS passed a series of resolutions towards the elimination of "evils of suffering and oppression regardless of any reprisals from governmental and/or other authority" Balsvik (2005, 126). At the University level, it pledged to stand for the rights and privileges of students by protecting their associations from the intervention of the administration. At the national level, it urged the government to provide legal protections to peasants against evictions by landlords, and at international level it expressed opposition to the white minority rule in southern Africa, and to imperialist and neocolonialist exploitation of the resources of the continent. An Amharic version of the resolutions was submitted to the Emperor, the Chancellor, by the executive committee with the hope that he would give a word of support towards recognition of the Union by the Ministry of Interior. He expressed appreciation for their concern of the nation but made no statement about the much sought recognition of the union or financial support towards its treasury. Nor was there any word about it by the national media.

The following year, 1965, parliament started deliberation on a proposed bill of land tenure, which was a follow-up development of NUEUS's resolution the previous year. The students left classes without permission and headed to parliament with a more vigorous demand that the bill should be about radical reforms that would transfer land to the tillers and not about legalizing contractual relations with the landed gentry. The council members were told by the Administration that what they had done was in breach of the Faculty Council's Legislation, which limited students' activities to the walls of the University, a statement of reaffirmation of the Emperor's speech on academic freedom

referred to earlier on. A few months later the President of the University, Lij Kasa Woldemariam, grandson-in-law of the Emperor, was reported to have said in a press statement that the students had demonstrated about an issue that did not concern them, to which students resentfully reacted by saying, “the emancipation of serfs whose sweat is sustaining us here in this university should have been recognized as a national concern and ought to have been backed by native intellectuals of the University” (Balsvik 2005, 152). The Administration’s attitude caused a feeling of dismay among the student body that their national cause had been betrayed by the very elite itself. According to them, the University had two options: One was to exist as a castle cut off from society producing experts for service, whereas the other was to be part and parcel of the society where students freely expressed concerns about realities in the country (ibid).

They obviously had made their choice for the latter and subsequently rejected any supervision of their activities by the Administration. The President reacted by banning the Council (UCU), and by indefinitely suspending nine students considered ringleaders. The NUEUS leadership appeared before the Chancellor for appeal but only to be reproached for coming in large numbers. He said, “We made you receive free education, which is better than money or land. We told students repeatedly not to hold meetings without permission”, quoted in (Balsvik 2005, 155). Nothing was said about their request for the readmission of the suspended students.

The students then conceded to a union which would be *advised* by a Students Affair Committee, (SAC). At this stage⁷ the Union came to be called Main Campus Students Union, (MCSU) and its purpose was to promote the “spirit of student academic freedom, freedom of thought and freedom of expression” articulated in Article four of its constitution. Presided by Eshetu Chole, MCSU soon staged a demonstration against the detention of a large number of poor people at a center in Shola by the Addis Ababa municipality. While marching with a banner “Is Poverty a Crime?” the police intervened with force, arrested seven, and clubbed others to injury. *The Ethiopian Herald* came out with an editorial “Demonstration of Ignorance” and, as often, attributed it to a few ringleaders who sought solace for their academic failure (Balsvik 2005, 159).

MCSU was transformed into a city-wide University Students Union of Addis Ababa (USUAA) in 1967. It spelled out its main role as one of struggle for the formation of a modern state. At its first congress Fisseha Bayih from Law School and Hailu Ayele from Engineering were elected president and secretary, respectively. And a new publication called, *Struggle* was initiated, as per Article (iii) of its constitution which pledged for an independent press in which issues of national and international concern would be debated (Balsvik 2005, 167).

In its editorial of 14 December 1967, *Struggle* spelled out its purpose as “... condemning injustice, oppression, feudalism, neo-colonialism, imperialism, and all the rest of the social evils wherever and whenever they exist ... we cannot be indifferent in such a society as ours which is engulfed by all the social problems of a stagnant society” (Balsvik 2005, 168). The paper was soon to replace all earlier papers and gain a wide circulation both within and outside the campus. However, no sooner had this happened than it was suspended by the Board of Governors on the pretext that it had failed to adhere to required procedures. SAC, which was responsible for student unions, associations and publications considered the ban improper and suggested instead a tighter controlling mechanism on student press. President Kasa agreed to the idea and a new statement on publication and organization was incorporated into the Faculty Council’s Legislation. The statement read, “students had to be prepared to be judged by national law and that the University could not and would not recognize any student union, including NUEUS, for the purpose of ‘engaging in off campus demonstrations’” (Balsvik 2005, 169).

Following this outrageous amendment, NUEUS appealed to the administration for protection from any danger students might face while exercising their academic freedom which included expressing concern on national issues. SAC reported to the President on the appeal in which it said, “...student leaders, although they do desire the protection of the University, will not hesitate to force the issue even if they do not obtain the protection they are seeking for” (Balsvik 2005, 169). In other words, students were up to defy every restriction at any cost. Meanwhile it was still felt that an advisory body should decide on what was publishable within the spirit of the national law, which meant censorship and there was no staff to volunteer to do this. *Message*, the publication of NUEUS had already ceased to exist for lack of such an advisor, and so was *struggle* to find itself in the same boat.

There also grew an opposition to USUAA itself as a city-wide union from a group called a Restoration Committee whose members were American Field Service returnees and a few others. They argued in favor of faculty-based associations under NUEUS since such associations would be less vulnerable to government repression. More importantly, however, was their frustration with the USUAA leadership. They claimed that students with divergent views were “systematically and consistently molested and ridiculed. Under USUAA student life in the University has been completely reversed from a free and democratic society to that of dictatorship and reign of terror; from the spirit of confidence and cooperation to that of suspicion and distrust; from positive efforts to negative action, from active participation to indifference and from tolerance to persecution” (Balsvik 2005, 173, quoting handouts distributed on Nov. 24, 1967).

The restorers were branded “public enemies” and “right-wing extremists” working against a union that was up to help students learn to integrate themselves with the broad masses whose bitter life they pledged to change. However, such reaction from the radicals could not deter the restorers from gaining ground within the general student body. Their influence became clear in the election campaigns for the offices of USUAA. A case in point is the campaign between Tilahun Gizaw and Mekonnen Bishaw, a radical and a moderate, respectively, for the position of President in the academic year 1968. The moderates won by a small margin and Tilahun opted to withdraw from the University in order to “distance himself from the University in order to able to asses the student movement and study its enigmatic ‘nature’” (Balsvik 2005, 263). The following year, 1969, he joined the University and won the election for the same position. One would say that this was a democratic tradition that started particularly well but lacked continuity during subsequent years and regimes.

At the Sixth NUEUS Congress in March the same year, a resolution was passed to the effect that the American Field Service was a program designed by imperialists to promote cultural influence on Africa and stifle radical movements. The members of the Restoration Committee were gradually converted to join mainstream activism (Balsvik 2005, 175). The attitude of the activists remained for the most part one of intolerance as reflected in their statement, “we had better integrate them (Restorers and others branded as saboteurs) with the same stand into the general student body by rigorously disciplining them. If they still stagger astray, then we shall have to declare a vendetta” (Balsvik 2005, 263). This was contrary to the very essence of freedom of expression which the student movement was propounding, a symptom of intolerance from within replicating that from without, in a manner like father like son, as Abbink (2005) would say, and Pausewang (1997) would agree no less.

USUAA had an article in its constitution that made reference to the right to demonstrate, which had its root in Article 45 of the 1955 Revised Constitution which proclaimed that “Ethiopian subjects shall have the right in accordance with the conditions prescribed by law, to assemble peacefully and without arms.” This was a window-dressing exercise, however, meant for the international public as a semblance of democracy. The reality on the ground was that every statement of freedom was qualified by a set of conditions. One such set was issued in the 1967 *Negarit Gazeta* concerning public demonstrations: the law requires that application for permit must be submitted to the Ministry of Interior one week before the date of the planned demonstration. The application should state the time, date, place, purpose, route, number of persons participating; description of signs, placards; names and addresses of persons, groups, associations, or organizations sponsoring or organizing the demonstration.

Restrictions imposed include “prevention and avoidance of interference with the activities of any Ministry, Agency or Public Authority of the Government” and “the carrying of inappropriate signs, placards and dangerous articles” (Balsvik 2005, 183).

Struggle came out with a special issue on the irreconcilable relation between these conditions and the imperial Constitution. NUEUS also came out with a press release in which it said, “for conscious Ethiopians who are the sworn enemies of the system of exploitation of man by man, the road for legal struggle has been barricaded with strong walls” Balsvik (2005, 184). And subsequently students decided to protest against the Proclamation by marching first to the Parliament and then to the Prime Minister’s Office. While still on campus, the police broke in with force, arrested 575 and injured 15 (Balsvik 2005, 186). For a government of the *elderly* tradition, this was a measure necessary to ensure that students, like children, had to be punished so that they developed a sense of submission to authority, which the father-figure Chancellor had always considered perfect discipline.

Despite this, students felt successful and ever more united in their defiance of the proclamation while the University administration felt itself caught between two forces - the government and the student body. SAC submitted a report about the strike in which it said that the University as an institution searching for truth should appreciate students’ just demands for freedom of expression of dissent and that it “should refuse if the government should be so foolish as to seek complete repression of all student activism” (Balsvik 2005, 193). This was also echoed by the Ethiopian University Teachers’ Association (EUTA).

In 1968, University Women’s Club (UWC), consisting of women staff, wives of lecturers, secretaries and female students organized a fashion show at Ras Mekonnen Hall under the leadership of Linda Thistle, a Peace Corps volunteer, and counselor for extracurricular activities in the girls’ hostel. The proceeds were to go towards improving the living conditions of university students. The students reacted vehemently against the show on the ground that “camouflaged under helping hands, as an expert advisory group and even under the semblance of fashionable textile materials, fashion show is nothing but one such agency for neo-colonialism...an instrument for the creation of favorable market for luxury goods. The origin of such goods being the developed nation, the cash from the sale of such textile goods does not at all contribute to the growth of our local revenue, which, thus means, such money goes to pay the cost of labor in the country of origin and result in the total increase of the Gross National Product in the same country” (Balsvik 2005, 214, quoting a pamphlet which was distributed).

On the day of the show students reacted by throwing rotten eggs and tomatoes at everyone attending. The police intervened, arrested 38 students and the University was closed. Later President Kasa announced the banning of NUEUS, USUAA and *Struggle* on the grounds that “the primary goal of NUEUS and USUAA and *Struggle* was serious political agitation, not excluding illegal actions which could ...and did ...lead to violence” (Balsvik 2005, 219, quoting memo from the Executive Committee of the Faculty Council of 11-4-68).

The staff of the University regarded the Administration’s measure as extreme. They also criticized the Administration for calling in the police which arrested students including those who had never been involved in the demonstration. The staff’s message was clear that freedom of expression was in peril when dissent was stifled. Students also called the Administration’s decision obnoxious and demanded that it be rescinded immediately.

Students wanted to be heard as a national voice on national issues and the staff were supportive though not so vocal in putting pressure on the government. Amongst the students were, however, some who wanted to play a far leftist role of emancipation of the masses through a Marxist - Leninist revolution. These were a group euphemistically called the *Crocodiles* or *Crocs* in short. They wanted no compromise with the government or with anyone with liberal views on the mission of the movement. They wanted only their hard-line views to be heard and their pre-articulated resolutions and motions to be tabled and adopted at every assembly by any means, consistent with the Restorers’ allegation of intolerance within or behind USUAA, referred to earlier on.

1969 was an eventful year. USUAA was reinstated and Tilahun Gizaw was elected as its president as stated earlier. *Struggle* came out with an article on the question of nationalities by Walelign Mekonnen. This was one of three topics declared sacrilegious right from the days of the Jesuits, the other two being religion and politics. According to state policy, all citizens were Ethiopian subjects and any official reference to them as ethnic identities was impermissible (Markakis 1974, 51). Although there had already been much written defiantly on politics in general to which the government had somehow succumbed, there was nothing on ethnic identity seriously discussed and well articulated in student press; there had been reference made to it with terms like tribalism and/or regionalism in informal discussions among students or groups. In the same year, the church was also assaulted with mortifying words for its teachings of reverence to authority and patience to pain and agony on earth for a rewarding life in heaven. The students took it from Maoist literature that religion was the opium of the masses and that they should teach that there was no God! This was a development which the *elderly* tradition could not accommodate with ease.

Hence the media reacted by extensively quoting from Walelign’s article and urging the government to strike back. Tilahun was, thus, gunned down on

December 28, 1969 outside the campus. Students took the body to the campus and decided to arrange a funeral ceremony for which reason thousands of high school students rushed to the campus. The Imperial Body Guard broke in, took the body away, killed three and wounded at least 30. Some 15-20 were students detained (Balsvik 2005, 269). This marked the end of the government's lenient, alias, paternal attitude, towards students' politics and the Emperor's paternalistic platitude, "we can only guide, correct and lead students for they are as much our own sons and daughters against whom we cannot even entertain severe measures" (Balsvik 2005,260, quoting Ethiopian Herald, 30 -3- 69).

The unions and the paper *Struggle* were banned again. The government openly declared that students were being led by communists. The President of the University, Dr. Aklilu Habte, who had just replaced Lij Kasa, openly expressed suspicion that they were also being agitated by some junior members of the staff. At this point a disgruntled American, L.X. Tarpey, who was Dean of the Faculty of Arts, reacted to the Administration in a paper he circulated, in which he said, "The armed troops had murdered, beaten, and stabbed, 'without just cause.'" He demanded that such "serious crimes against humanity" be openly condemned, and he also attacked the staff who shared his view but chose to be silent. He said, "These are the same type of individuals who sat quietly by while Hitler and his gang murdered some six million Jews." He referred to his contract with HSIU, which included a statement that a lecturer must not promote political and religious views, "This clause is not designed to repress free speech or to make us moral eunuchs" (Balsvik 2005, 271). He was ordered to leave the country in 24 hours and so was the Peace Corps Director, Joseph Murphy, who also had characterized the regime as a "repressive dictatorship which cannot establish a social order with better answers to its problems than shooting and beating young people" (ibid).

The government through the Board of Governors defended its action as necessary to "forestall the threat to public security." It stated that "the University takes the appropriate measures to ...respect the law of the nation...to disavow violence and expose the futile political agitation, the authorities who are entrusted to uphold the constitution and the laws of the nation, will have no choice but perform their sacred duty"⁸ (Balsvik 2005, 270).

In January 1970, the University was reopened; unions, associations and publications were still banned pending a new legislation. A pamphlet from EUS (Ethiopian University Service) participants called for withdrawal of all students from the University and EUS participants from their centers. Both calls failed with only about 100 students, the most vocal ones withdrawing while about 20 fleeing the country via the Sudan (Balsvik 2005, 272).

From then on the movement widely extended itself further from teacher training institutes and high schools in major urban centers to rural high schools

and with a new and more binding issue - education reform under the banner “Education for all”. It had always been asserted that the country’s education was inefficient and irrelevant. Its curriculum was either “from other lands or other times or both” determined by external economic and ideological ties (Summerskill 1969, quoted in Balsvik 2005, 28), which constituted part of what Mazuri (1975) referred to as the external tyranny reigning in African Universities. And there had been a resolution already submitted in 1969 to the Ministry of Education by Peace Corps Volunteers who declared that teaching in Ethiopia “was irrelevant, and perhaps inimical to the needs of the majority of students and to the development needs of the country.” They “called for halting teaching since the Program was supporting a non-responsive educational system which impeded national development” (Balsvik 2005, 243).

As an expression of reform, the government announced Sector Review - a policy that sets out to restrict student intake to middle and higher levels, Tekeste (1996, 19). High school students and teachers opposed it and they wanted the leadership of the University Unions in their struggle. The situation led to an ever escalating popular unrest that brought the regime first to its knees and eventually to its demise. Tolerant as it was the *elderly* tradition took no heed to what student activism would lead to, and when it almost did, it was too late to mend.

3.3 Freedom of Movement

Looking at the general intellectual history of the country, the overall impression one gets is that there was relative freedom of movement, which, as pointed out in the introduction of this survey, and consistent with Article 26 of the 1997 UNESCO recommendations, is inseparable from freedom of association. One must move at liberty to associates to express one’s thoughts and act singly or collectively according to the dictates of his/her thoughts. In this respect, one may consider out of state movements such as self-sponsored travels to the West, which were freer during this period than ever after. The preferred destinations chronologically were France, Britain and United States (Bahru 2002). Movement to the United States and Canada gained momentum in the 1960’s and continued up until the 70’s when self- and other-sponsored scholarships increased in number and destinations, mainly due to the volatile situation in HSIU which had made learning difficult. Those who landed in North America and Canada organized themselves under the Ethiopian Students in North America (ESUNA) and those in Europe under Ethiopian Students Union in Europe (ESUE) both linked to the local student organizations NUEUS and USUAA. They became instrumental for the flow of more and more students out of the country as the local student movement became intensified and the government turned all the more ruthless (Balsvik 2005).

Right from the days of UCAA, union leaders used to participate in international work camps where they rendered services to local people, for example, in Chile when it was hit by earthquake in 1961. An executive committee member of the Alemaya College Union participated in this drive. One outcome of this was the construction of a school at Alemaya with funding from the World University Service, which sponsored such initiatives by student unions of universities. Invitations were also extended to others to stay in foreign universities to study how student unions operate, as in the case of Gebeyehu Firrisa, who had such an invitation to Oslo in 1959, as stated earlier. The experiences gained from such exercises helped the development of home-based volunteer activities and services such as summer literacy classes and/or construction of village schools. At a national level, the experiences from other lands led to what was to emerge as Ethiopian University Service (EUS), an institution that kindled student activism almost nation-wide from the center to the periphery.

Students on scholarship or on other temporary visits to foreign countries used to get back as soon as they were through with their mission. The fact that possibilities for high power positions in the various ministries were real and that many students were also from backgrounds of landed gentry meant that there was more hope at home than abroad. The antithesis of this was to happen, however, with the advent of the *därg* and its repression of freedom and nationalization of property, which led to an exodus of young people to the West in the mid 70's at which point the regime had to design a means to forestall the flow – introduction of exit visa, a move which is against a basic human right, as pointed out earlier.

4. PDRE and Academic Freedom in AAU

At the demise of the age-old *elderly* tradition, there was only one organized body capable of taking state power - the military. Tilahun had already anticipated that this would happen since USUAA was a student organization, not a political party that could overthrow a government and assume power. His strategy was one of consolidating the movement from within first, and then linking it up to potential forces of opposition outside the University. This was a job not yet done when he was nipped in the bud and the system collapsed mainly under economic pressure, and lack of political will for constitutional reform on the part of the doddering monarch.

By default representatives of the various military units organized themselves as Provisional Military Administrative Council (PMAC) which they called *därg* in Amharic. Then, they picked in-tandem the Marxist-Leninist phraseology from student rhetoric whose unions had, by then, gone either

underground or were in disarray following and as a result of a nation-wide state of emergency declared, that restricted every type of freedom virtually to nil.

The *därg* was true to Mazuri's characterization of the *warriors'* tradition. They would say, "We are a government of action rather than words", and would be distraught by the slicing words of the professional critique or the silence of the mystic. They would also emphasize the element of discipline from the military ethos to prevail across the board. In those African states where the tradition was at work, Mazuri advised academics to "keep their ambivalent mind. The myth of discipline and the profound distrust of words are anathema to freedom of thought and expression" (1975, 399), and one would add to this, freedom of association and movement, which the *därg* equally bulldozed. And in the same tone, Churchill would not hesitate to state the following about Hitler, "You see these dictators on their pedestals, surrounded by the bayonets of their soldiers and the truncheons of their police. Yet in their hearts there is unspoken - unspeakable! - Fear. They are afraid of words and thoughts! Words spoken abroad, thoughts stirring at home, all the more powerful because they are forbidden. These terrify them. A little mouse - a little tiny mouse! - of thought appears in the room, and even the mightiest potentates are thrown into panic" (Rasmussen, n.d. <http://www.powerofwords.org>). And one would complement this with an assertion that panic begets wanton killings of almost anyone who looks enigmatic and/or cynical, which was what happened in the years that followed.

4.1 Freedom of Expression and Association

The only spell of relative freedom of expression exercised in the University was during the days of Endalkachew's brief premiership. A group of university teachers organized themselves under what they called University Teachers Forum (UTF). They tried to organize one or two panel discussions on the prevailing political situation, distributed a manifesto about the way forward, started a publication called *Täyyik* and later published a dictionary of Marxist terms. The group was operating within the umbrella of the University Teachers' Association, but in a more radical manner which dissociated it from the former. It was, however, not to last long firstly because of threats from the security forces of Endalkachew's government and secondly because of *idgät bähibrät*, a national campaign which the subsequent military government was to declare as a necessary measure to quell any organized student opposition to its assumption of power.

As stated above the PMAC declared a state of emergency, abrogated the imperial constitution and a new one was never to come until 1987. Under such circumstances freedom would be a luxury that only those in power would enjoy. Ordinary citizens would have freedom for neither expression nor movement nor

belief nor right to property and security. The word itself gets bereft of its sense or reference. The country was governed by a series of proclamations. One such proclamation was in Negarit Gazeta No.1099 of 1977, on the Administration of Higher Education Institutions, a substitute for the Imperial Charter of HSIU which along with the Imperial Constitution had been declared null and void.

The proclamation stated that higher education institutions had the following objectives:

Article 1: To *teach, expound and publicize socialism* and formulate methods to carry out these functions.

Article 6: In cooperation with the government and mass organizations, to make every effort to *develop and enrich the country's cultures from imperialist influences and reactionary content*.

Article 10: Employees of state higher education institutions are public servants. They shall, however, be governed by regulations issued by the Commission which formulates regulations in line with *public service principles specified in the Central Personnel Agency and Public Service Laws* (emphasis added).

With these statements, HSIU was, thus, transformed from a chartered academia to a civil service organization entrusted with the responsibility of *expounding and publicizing socialism*, a transformation that only military dictates would sanction. On the positive side, the proclamation brought to an end the biennial staff contract renewals of the imperial era. It now became a requirement for only international staff, whose contract forms carried an explicit statement prohibiting them from teaching anything contrary to Marxism and Leninism. In the days of the empire, it was only politics, religion and tribe that constituted a trio anathema. Now with the new ideology from another land, if not time, was imposed on the University which meant that teaching and researching were restricted to the understanding and practice of only the new doctrine.

Further transformations were to be made in the regimentation of the society into political organizations, a task entrusted to the Office of Mass Organization. Accordingly Addis Ababa University students were organized under the Revolutionary Ethiopian Youth Association. EUTA (Ethiopian University Teachers Association) which had been relatively a free association operating within the framework of the HSIU Charter had to be reorganized anew under the national Ethiopian Teachers Association (ETA) in which it constituted an *Awraja* level Chapter. According to Vestal (1997, 173), such a move is “typical totalitarian thought ...that it is the right and duty of the state to make all associations mere agents for carrying out state purposes, and to destroy those

which it cannot control.” Elections for offices were administered by representatives from the political center and required profiles included loyalty to the center, adherence to ‘democratic centralism’, acceptance of the Revolution and commitment to Marxism-Leninism as a scientific doctrine.

A weekly two-hour nation-wide discussion on the doctrine was declared mandatory for every Ethiopian in any institution. Any opposition to either the principle or to its mode of practice was suppressed as counter-revolutionary. Individuals with alternative views from other schools of thought were harassed and often eliminated. In this connection, the University was eyed as a citadel of conservatism contra bastion of ultra-Marxist activism under the defunct regime. Academic staff had to go rounds of summer seminars on Marxist doctrine and be certified.

Just as there was no independent student union, there was no independent press either. The newly organized University Teachers’ Association had a journal called *Mädräk*, which was totally in tune with the national ideology in terms of its content and management. Every one was supposed to subscribe the Party Paper, *särto addär*, just as every institution had to do the same on a regular prepaid basis. During the early days of the Revolution, anyone found with clandestine literature such as the opposition EPRP’s *Democracia* was subject to unconditional jail, torture, and elimination if need be, against rights and freedoms of individuals to information enshrined in article 19 of the UN Declaration of Human Rights. And in the days of the Red Terror which was waged mainly against EPRP members and supporters, it was just enough to be or look young and found standing or walking about in the streets of Addis in groups of three or more to be rounded up and be shot point-blank. Many fled the country; many fell victim to the mopping up operations during the Red Terror; many were thrown to languish in jails, and still more had to find refuge in the offensive by denouncing EPRP and joining the Revolution with a vow to recompense for the damage they had done to it.

The state was in complete distrust of the youth in general and those in the University in particular whom it had taken as sympathizers of EPRP or nostalgic of the ancient regime. It knew that the University would strongly oppose its assumption of power and stifling of a popular revolution ignited by a student movement in which many of its core members had either played active roles or had association with the University as part-time staff and/or extension students. To avert any such potential threat from student organizations, it designed a strategy of demobilizing the student body by announcing *idgät bähibrät zämächa* ‘Campaign for Development through Cooperation’ as mentioned earlier. It was mandatory to every student from grade ten to college to participate. A central campaign office was organized to dispatch students to centers throughout the country. The campaign lasted for two years during which

many fell victims of natural calamities such as floods, some were killed by individuals who were opposed to the change of government and the subsequent economic policies, and still many more were detained as counter revolutionaries by the government itself. Many tried to evacuate from the *zämächa* centers but in vain as the government had established check points to control unauthorized movement. Meanwhile, the PMAC found time to consolidate its power without any strong organized opposition from students. However, it (*därg*) was still uncomfortable with the University, for it knew only too well that it would always be a thorn in its flesh if left unchecked. So it had to be watched carefully and be silenced indefinitely until it proved itself loyal, which, one would say, it never did. Instead, it just kept quiet.

Like anywhere else in public or private institutions, there was the office of the party in the University headed by one of the academics. Its job was to do at the University level what the party or the regime was doing at the national level – repression of dissent. It either had or was supposed to have representation on every University committee with a veto power. Staff could be subjected to reprimand by local party officials or cadres for appearing in attires other than the blue khaki uniform or for missing the weekly political indoctrination.

Academic promotions, graduate assistantship, scholarships and nominations of students for the yearly medal of the ‘best student’ were all subject to applicant’s level of ‘revolutionary participation and/or contribution.’ Those with evidence of good performance always stood a better chance than both the assiduous student and his skeptic guru. Those who had chanced to go to the West vowed never to come back and those sponsored to go to the East changed route midway to or from and landed in Western capitals. In either case, the University suffered unprecedented brain drain from which it has never recovered to date (Solomon 2002, 54).

The University was well aware of these but never dared go public by staging demonstrations or organizing mass rallies. Nor did it open debates on public concerns and national issues throughout the seventeen years of military rule. But at the same time it had to bear with party-sponsored campaigns, and demonstrations in support of the government’s anti-Western foreign policy propaganda or anti-secessionist mass rallies.

In 1973 it was the University students which took to the street of Addis the news that famine victims trickling all the way from Wollo had been stopped from entering the city. They came out with loaves of bread and with the slogan, ‘bread for the hungry!’ A decade later, in 1984, the same thing happened but not the same was said about it from or by the University. Students had to simply pass a resolution that their budget for breakfast go to the victims. No question was raised about the cause of the famine as being mainly man-made, that is, poor policy and/or implementation, nor was there any reaction about the

government's lethargic response to the situation⁹. What happened instead was that the University was closed the following year (1985) and that the staff and students were forced for yet another round of campaign to remote areas deep in the southwest and northwest to put up temporary shelters for settlers who had to be evicted from the famine stricken areas of the north. There was no precautionary measure or consideration of eligibility of persons for the campaign and/or its purpose. Everyone had to go and many had to suffer from ill-health, poor nutrition and unbearable sanitary conditions, as one faculty member bitterly reminisced. Others believe that the main objective of the campaign was the government's vindictive desire to expose the University community to the ills of rural life, which it erroneously thought the Community had not known, and hence should have a feel of what it was like to live in such areas.

The only public demonstration AAU students staged in the entire period of *därg* rule was in 1990, when ten army generals involved in an aborted coup were summarily killed. Special Forces and members of Mengistu's palace guard entered the campus and fired at students. Six were reported dead and hundreds were taken to Sandaffa where they were detained for several days (Human Rights Watch 2001, 12). The following year just before the collapse of the regime, University students were herded into military training camps but while they were still in the camp, news about Mengistu's flight to Zimbabwe broke out and many of the trainees fled to Kenya.

4.2 Freedom of Movement

During the heydays of the revolution, movement from one locality to another had to be supported by a letter of purpose and identity of the holder. Lodging services were provided upon presentation of such letters and hotel rooms were subject to arbitrary and untimely checking. Such requirements were more stringent with youngsters in general and teachers and University students in particular for reasons mentioned earlier.

Movement out of the country was subject to clearance from a local revenue office first, a guarantee for up to 50,000 birr lest the applicant failed to return and exit visa from the Office of Immigration, which was made a requirement as stated before to forestall the exodus of academics, and others, to Western Europe and North America. Only students and teachers sponsored to Eastern Europe could easily leave the country, but only to change route to the West at the slightest possibility, as stated before. The effect was noticeable in every institution but most significantly in the University itself which had to lose its national as well as international staff since the early days of the Revolution. According to a recent research on the subject, by 1990, Ethiopia had lost 33,868 people to the United States (Solomon 2002) of whom 29% had a first degree,

12% with graduate degree and compared to other immigrant groups in the United States, they stand as one of the largest. The effect of this in terms of human development, which the country needed badly, is obvious.

5. FDRE and Academic Freedom in AAU

According to Mazuri, the *sage* is one who claims a level of omniscience in all matters that concern the nation. Under this tradition of statesmanship, an Emperor, or president or prime minister is the ultimate source of enlightenment. His wisdom is published in the form of a manifesto for everyone to know and adhere to. The *sage* also wants his sagacious words to be heard as a pronouncement of national direction to which a substantial level of responsiveness is solicited through the media which also serves his purpose.

One would reason that there is no harm in the *sage's* all-knowing claim or attitude in so far as there is room for other ideas and ideals from other schools of thought. What is harmful is the *sage's* opacity to any such alternatives. There are ample instances to cite in this regard. The now routine mandatory summer seminars organized by the government under the rubric of 'Program for Capacity Building Strategy of the Federal Democratic Republic of Ethiopia' (in Amharic) within the framework of Revolutionary Democracy and Ethnic Federalism is one which has been imposed on teachers and students alike since 2002. Such workshops serve as forums of indoctrination and breeding grounds for political partisanship (Human Rights Watch 2002). The practice reminds one of the weekly indoctrination by the *därg* on the precepts of Marxism and Leninist ideology and materialist philosophy, diagnostic of Mazuri's 'external tyranny' again with a much grandeur scope since it applied across the entire state. Any dissenting opinions and/or alternative views were out rightly branded *reactionary or counter revolutionary*. Their current denominations would be *narrow and/or ultra-nationalist or chauvinistic* tendencies, both of which would have to be checked through vilification and/or intimidation.

One would make a humble, if not a naïve, assumption that the EPRDF core would prove itself true to the ideals it had advocated for years on and off HSIU campus and eventually fought for the same ideals all the way from Dedebeit to Addis Ababa. Once in power following the demise of an outright and uncompromising dictator, it would be unlikely to think that AAU would again be kept silent as in the days of the *därg*, and not revive as a vocal and vibrant institution as it had always been under the elderly tradition of Haile Sellassie, where the present core of the EPRDF leadership found an alma-mater.

5.1 Freedom of Expression

Articles 13-42 of the FDRE Constitution are about rights and freedoms, among which are unqualified...freedom of speech and expression... and freedom of assembly and association. One would assume that these were freedoms to be enjoyed without any restriction or limitation as per the Constitution or the Charter of the Transitional Government. However, Sub-article three of Article seven of Higher Education Proclamation no. 35/2003 of the Federal Democratic Republic of Ethiopia states, “*subject to limitations by other laws*, any institution shall have academic freedom.” This is quite reminiscent of the same restrictive phrase ‘according to the law’ that also qualified every statement of freedom of expression enshrined in the 1955 Revised Constitution of the empire state.

Regarding autonomy, Sub-article two of the same article also repeats, “*subject to limitations provided by other laws*, any institution shall have administrative autonomy for personnel including employment, financial administration and subject to ‘*approval by appropriate body*, for determining internal organization.” These are restrictive phrases which are inconsistent with the spirit of Article 11 of the 1990 Kampala Declaration on Intellectual Freedom and Social Responsibility, which states that “institution of higher education shall be autonomous of the state or any other public authority in conducting their affairs, including the administration, and setting up their academic, teaching, research and other related programs.” The Negarit Gazeta No.1099 of 1977 of PDRE said nothing about academic freedoms, which is not surprising given that the *därg* had already abrogated the Imperial Charter which outlined the nominal autonomy of the University. And as stated before, there was no national constitution until 1987 to refer to. The 1982 amendment to the Senate Legislation also clearly stated that students had the same right as other citizens to freedom of expression as well as responsibility to abide by the national law and the code of conduct of the University. These are all statements of restriction on freedom the University has had to live with.

In 1991 the Transitional Government promised that the University would run itself through an elected body and that a charter would be granted. Accordingly, the University Senate formed a search committee to identify potential candidates for the post of University President. Of those identified, three were selected by the Senate and one of them, Prof. Alemayehu Teferra, was appointed by the government. A new Charter was also drafted and submitted to the Ministry of Education the following year, 1992. With the same spirit of enthusiasm for a better working environment, the Addis Ababa University Teachers Association resuscitated itself to life again with a new leadership, and its forum *Dialogue* started publishing articles on various policy

issues of the government as it used to in the days of HSIU. However, the new AAUTA leadership could not work in unison due to differences that arose within the Executive Committee on a number of issues. At a general assembly, the leadership was dissolved and a new one, which included some of the members of the old leadership, was elected. The new committee started work and *Dialogue* continued to come out with articles that were critical of the government's policies. It gained a very wide circulation and a growing public awareness was being created as a result such activities.

For the first time after nearly two decades of sleep, the University, thus, started afresh its vibrant tradition almost to the level of the old order and later to the days of Endalkachew with the activities of the UTF, referred to earlier. An important event that is reminiscent of this positive development was a panel discussion organized by Dr. Taye Woldesemayat, Public Relations Officer of AAUTA and later President of the Ethiopian Teachers Association (ETA). Among the panelists were Lencho Leta of OLF and Dawit Yohannes of EPRDF and the discussion was heated and tense but ended dramatically with Lencho Letta declaring his party's decision to pull away from the Transitional Government. Such developments might have led the government into thinking that the University was still more of a threat than a loyal ally and hence it should be handled and treated accordingly.

In much the same spirit of new enthusiasm for change, students also organized a Provisional Student Council and soon started raising serious questions of national concern. One such question was the proposed referendum in Eritrea and the role of the peoples on both sides of the border and the position of international organizations like the UN. On January 3, 1993, following an announcement by the media that Boutros Boutros Ghali, UN Secretary General, would be arriving, AAU students decided to stage a demonstration and forward a petition to him, opposing United Nations' intervention in the proposed referendum in Eritrea (EHRCO 2003, 54)¹⁰. They started the demonstration on the following day (4 Jan.) by marching out of campus. Government forces came, waited outside the campus until the last student was out, closed the gate behind, and then opened fire on the pretext that the demonstration was illegal. It was reported that one student was shot dead and several others were wounded.

The action was against the government's own Charter which allows peaceful assembly and free expression, both rights also enshrined in the Universal Declaration of Human Rights which the Charter accepts in full. Article three of the same Charter recognizes that individuals have the right to stage demonstrations in accordance with government regulations, which means that failure to abide by such regulations would lead to only legal charges, and not to atrocities. Such measures are against International Standards of Academic Freedom which require that students "individually and/or collectively express

and disseminate opinions on any national or international question”, which was what the students were out to do.

Dismayed by this unfortunate turn of events in the University, the Addis Ababa University Teachers Association (AAUTA) condemned the measure taken by the government forces as being in excess of what might have, otherwise, been needed to put the situation under control. It also called upon the government to form a neutral inquiry committee to study the whole situation and report its findings to the public. Furthermore, it called upon the University Administration, in collaboration with AAUTA representative, to hold free discussions with the students in order to normalize the situation for the teaching-learning process to resume. Accordingly, a meeting of all concerned was called and consensus was reached for classes to resume.

Despite such constructive efforts towards normalization, the government closed the University and forced students to evacuate immediately. The President of the University, Prof. Alemayehu Teferra, who was the first president in the history of the University to be elected by the staff and appointed by the same Transitional Government, was dismissed from his position as President and a new president, Dr. Duri Mohammed, was appointed, all in violation of Article 48 of UNESCO’s 1997 Recommendation which requires that “No member of the academic community should be subject to ... dismissal, except for just and sufficient cause demonstrable before an independent third-party hearing of peers, and/or before an impartial body such as arbiters or courts.”

The University was reopened a month later and students were allowed to register upon signing a statement that prohibited them from any “unauthorized assembly and demonstration” (EHRCO 2003, 72). Eleven students who were members of the Provisional Student Council were not allowed to register by order of the newly appointed Academic Vice-President of the University. This led to a sense of uneasiness and subordination among all concerned just as in the days of the *därg*. But what was to follow was even more disturbing.

For nearly two decades since the fall of the monarchy, there had been no contract renewal for national staff; anyone with a PhD had tenure automatically. According to Article 10 of Negarit Gazeta No. 1099 of 1977, “employees of state higher education institutions are public servants. They shall however be governed by regulations issued by the Commission which formulates regulations in line with *public service principles specified in the Central Personnel Agency and Public Service Laws* (emphasis added). However, with the new president, Dr. Duri Mohammed in power, and following the reopening of the University, contract renewal was reinstated and all staff had to fill in forms. 42 of them were dismissed including Prof. Alemayehu Teferra, the democratically elected president, who was first sacked following the crisis as stated above, and now

dismissed, and subsequently detained. Earlier, before he was appointed President, he had also been detained for a short while but was released after the intervention of the people of the Kebele he had served during the *därg* era and the necessary investigations were done by the government itself (EHRCO 2003, 72). After his dismissal he was back to detention. One would assume that the government was fully aware of his background when it appointed him as president following his election by the staff.

The other members also dismissed include the President of AAUTA Prof. Ayenew Ejjigu, and three of its executive officers: Dr. Taye Woldeamay, the Public Relation Officer and President of the Ethiopian Teachers Association (ETA), which was likewise condemned by the media with a barrage of words of denigration. Recall that Dr. Taye Woldeamay, along with Aklilu Taddese, the Programs' Officer of AAUTA, was the one who had organized the panel discussion at which Lencho declared his party's pull out from the Transitional Government, and the last one was Dr. Taye Assefa, Publications Officer and Editor-in-Chief of *Dialogue*, the journal that published incisive articles on the government's policies. The action of the government is against International Standards of Academic Freedom which require academic communities to "fulfill their functions of teaching, researching, writing, learning, exchanging and disseminating information and providing services without fear of interference or repression from the state or any other public authority."

All those dismissed were not allowed to move into the University premises and use facilities such as libraries, which was in breach of freedom of movement provided in the 1948 Universal Declaration of Human Rights of the United Nations, which the Transitional Government fully recognizes in Article one of the Charter. The government's summary dismissal of academics was also against Article seven, Sub-article three of the Contract of AAU which guarantees a six-month advance notice in writing before termination of contract comes into effect. In light of such gross violations of terms of employment, 24 of the dismissed academics took the case to court and won; the University appealed in vain, for it lost again and was forced to pay compensation to the affected staff.

As per government requirement for permit to stage demonstration, three students submitted, on March 18, 1997, an application to the Addis Ababa City Administration to organize a demonstration against the 'discriminatory distribution of land in the Amhara Regional State' (EHRCO 2003, 260). The route of the planned demonstration was from the main campus to the office of the Prime Minister. The City Administration changed the route and time of demonstration without informing the students in writing about it. The students left the campus and started marching towards the Prime Minister's Office as planned. They were faced with and beaten by the riot police. 212 of them were taken to Shogole Meda and detained there. They were subjected to severe

physical exercises as a result of which some sustained skull fractures and other bodily injuries. They were made to crawl, run barefoot, roll down, etc. They were not allowed to be visited by relatives nor were they given enough food and clothing and had to sleep rough on the floor with nothing on them. They were forced to give statements and finger prints to the police in violation of Article five of the Universal Declaration of Human Rights and Article seven of the International Covenant on Civil and Political Rights both of which were ratified by Ethiopia. The articles state that “no one shall be subjected to torture or to cruel, inhuman or degrading treatments or punishment. It is also against the provision in Article 18.1 of the FDRE Constitution itself which guarantees the right to “protection against cruel, inhuman or degrading treatment or punishment.”

Article 30(1) of the same constitution also states that “everyone has the right to assemble and demonstrate together with others peaceably and unarmed, and to petition.” Despite such national and internal provisions, the students were forced by the Addis Ababa City Administration to admit guilt and then request in writing for pardon (EHRCO 2003, 260). 171 of the detainees signed a paper to this effect and were released on March 26, whereas 27 detainees who refused to sign the paper believing that their participation in the demonstration was not illegal were kept in detention; 14 of those who signed the paper were later charged for coordinating the demonstration, despite their appeal for pardon, as instructed by the city Administration.

On December 20, 2000, a class of students in the Department of Sociology and Social Administration had been in session when a student used the term ‘Galla’ in his presentation of a paper. The term is believed to have a derogatory sense and hence not acceptable to Oromos. The student was, thus, warned to refrain from using the term. In spite of this, he continued with the use of the term and as a result he was beaten to injury by one disgruntled student after class. The following day, armed police personnel went into the classroom and picked ten Oromo students and took them to an unknown destination. The rest of the class complained to the campus police about this and demanded that the ten students be brought back. They continued with their demand until evening at which time a large police contingent came and surrounded the University first, and, subsequently, entered the campus and started beating the students indiscriminately. The students ran into their dormitories and locked themselves in, but the police broke in and handpicked about 100 Oromo students (EHRCO 2003, 172)¹¹ and took them by truck to an unknown destination. Eighteen of them were taken to court for charges filed against them by the police while the rest were released. The court hearing dragged on due to requests made by the police for more time to complete its investigation. Finally, the students were released on bail of 500 *birr* each (EHRCO 2003, 173) and the police was told to

complete its investigation in cooperation with the University campus police. The effect of the whole exercise in terms of the moral values and academic goals of the students is pretty obvious, but what is more glaring is the fact that the measure was taken against members of a particular ethnic group, which makes it exclusionist and hence politically dangerous.

A more or less similar situation erupted on January 18, 2004, when a cultural show was organized to take place at Christmas Hall of Addis Ababa University. The organizers were about to announce that the show was on, when a conflict arose between students in the audience and also among the organizers themselves. This led to smashing of glass windows of the building, and cars and other University property. The campus police intervened to control the situation, and the show was cancelled. Then plainclothes security people took six students to the backyard of the same building, beat them up, and detained them in the campus police station until midnight, and then took them to the Criminal Investigation Department of Addis Ababa.

After this, security people went into student dormitories and took two students to the same Investigation Department¹². The following day, students gathered peacefully to ask the Dean about the whereabouts of those detained students and also to demand the Administration that their safety, which was being threatened by the forceful entry of the security, be guaranteed. The Dean promised to see them on the 21st of January regarding their concerns and demands for safety and security. Following this positive response by the Dean, the students again gathered to hear about developments. However, he failed to show up and instead the University officials, namely, the President and the Vice-President, came out and ordered the students to disperse before they would call in the security forces¹³.

Within a spell of one hour, armed Federal Police came in and took the students by trucks to Kolfe, a police training camp. There, they were subjected to severe physical punishments such as crawling on gravels, running barefoot, carrying one another, etc. After such harsh treatment, they were not given enough to eat, nor were they provided with accommodation and bedding facilities; they were just herded into halls of limited capacity to sleep rough on the floors. After all these ordeals, the students were told to admit guilt and when they refused, they were photographed and video recorded in groups of ten. Then 14 of the detainees were taken to the Crime Investigation Department whereas the rest were allowed to leave the camp in groups of four without their ID's and with a strong warning that they should never set foot at the University¹⁴. Most of the detainees had no one to turn to in Addis Ababa as they were from rural areas to which they could not go because of news that their names had also been transferred to the police stations of their localities. They had to loiter around begging for their daily subsistence.

The police then issued a statement about the arrest of 329 students on suspicion of inciting riots that led to destruction of property in the University. It declared that 315 of them were released¹⁵. Subsequently, the University gave a press release about the suspension of the same students with a possible request for a conditional readmission, which is that they had to “publicly recognize their wrongdoing before an admission committee” (EHRCO 2004, 47th Special Report, 3). Furthermore, 23 students were declared dismissed for good effective 24 January 2004.

The detainees who were transferred to the Crime Investigation Department were taken to court. However, since the police requested for more time to complete its investigation, the hearing was postponed to February 2, 2004 and the detainees had to stay in custody. On February 2, the detainees appeared in court again but the police requested for further extension of time and was allowed another two weeks; so the detainees had to stay in custody (EHRCO 2004, Special Report, 4).

Following complaints from students, EHRCO wanted to see the University Administration about the cause(s) of the January 18 incident. An appointment was made to see the President of the University on February 9; however, on the 6th of February EHRCO was told that the President could not see them and the appointment was, thus, cancelled. Whatever the cause(s) that might have led to the incident and the alleged destruction of property, the measure taken by the security forces against the detainees was in flagrant violation of article 18.1 of the FDRE Constitution, which declares “everyone has the right to protection against cruel, inhuman or degrading treatment or punishment”, a condition to which the detainees had been subjected to a level of excess. This is also in contravention of International Standards of Academic Freedoms and rights of students to express their concern as a national voice. According to the same standard, the state should “take prompt and appropriate measures in respect of any infringement by state officials of rights and freedoms ... brought to its attention.”

On June 5, 2005, after the contested result of the May 15 election began to be known, security forces and campus police moved into the dormitories of AAU students around midnight and tried to pick a number of students whom they suspected were CUD (Coalition for Unity and Democracy) supporters. This led the rest of the students to gather together and start protesting against the action of the security forces. In a sit-in strike, they demanded that problems pertaining to the election should be solved by legal means and that the ban which the government had put on public demonstration shortly before, should be lifted as it was unconstitutional. They continued their meeting through the following day until the Federal Police entered the campus and started beating them up. Trucks-full of students were being taken, presumably to Sandafa, when students

of Kotebe Teachers' College started shouting in support of the students and against the police. Shots were fired at both the students of the College and bystanders by the Federal Police who were on guard surrounding the College. One student of the college and one woman were killed while seven others were injured (EHRCO 84th Special Report of Sene 28, 1997 E.C.).

The following day the rest of the students of AAU demanded the release of those detained and further confrontation with security forces started. The protest spread to high schools, colleges and other institutions of higher learning and to the public at large. Security forces reacted with force and the end result was loss of lives and destruction of properties of an unprecedented scale as a 'neutral' parliamentary inquiry commission reported later in 2006.

The sanitary condition in AAU has always been appallingly bad leading to health hazards and general discomfort. In 2007, a Moslem science student of Oromo ethnic background suddenly fell-ill while attending class. He passed away while being taken to hospital. There was rumor of food poisoning as the cause of death. The body was, thus, taken to Menilek Hospital and had to be opened for autopsy test. The action was condemned as sacrilegious by Moslem students and the problem took a religious bent.

The students also called for a hunger strike to show their protest against the Administration regarding the poor lodging and boarding services. The strike did not last long since the students were divided along ethnic lines as the deceased was an Oromo. A conflict arose between those, largely Oromo students, who wanted to continue with the strike and those who wanted to stop it. This became a pretext for the Federal Police to intervene with force as always and to beat up many students to injury. According to International Standards of Academic Freedom, students have the right to "ensure that their institutions of learning satisfy their educational needs and aspirations." The lodging and boarding services were felt to be unsatisfactory and any protest against such a situation was legitimate enough to deserve proper attention and immediate administrative solution.

Much later during the same year, the University Administration called a general faculty meeting to discuss the possible causes and solutions of what it called campus student unrest. It tried to solicit opinions from the audience as to the possible causes of unrest and approaches to solutions for such problems. The response from the audience was that what the University was going through was a reflection of a deep-rooted political problem that requires a genuine political approach. Until such a solution comes forth, the atmosphere in the University will remain tense and one has to live exercising self-censorship - avoiding or qualifying one's words. There is a glaringly visible ethnic and religious tension engendering fear which is anathema to free expression, association and action.

5.2 Freedom of Association

Addis Ababa University Teachers' Association (AAUTA) was a Chapter association under the national Ethiopian Teachers' Association (ETA) as stated earlier. During the imperial era it was called Ethiopian University Teachers Association (EUTA) and *Dialogue* was its forum which had been more vibrant than the Association itself since 1967. There were many panel discussions and interdisciplinary seminars organized on various national concerns and policy issues, researched and published on a regular basis. As stated earlier *Dialogue* was replaced, during the *därg* regime, by *mädräk*, which was nowhere near it in every essential. Throughout the *därg* era both students and teachers had been organized along 'revolutionary' lines to serve the political purpose of the regime and *mädräk* did serve such a purpose as an official expression of the association, more than as an academic forum of free discussion.

As stated in the preceding section, following the change of government in 1991, and the seemingly promising atmosphere for revival promised by the new government, AAU teachers elected a new president, Prof. Ayenew Ejjigu, in 1992 and also re-inaugurated *Dialogue*. There also started panel discussions like in the remote past and two issues of *Dialogue* came out with strident articles on the current thinking in EPRDF political discourse. The President of the AAU Chapter, some members of the editorial board of *Dialogue*, became among the 42 academics to be dismissed in April 1993. *Dialogue*, which had been tolerated by the autocratic empire state, was, thus, silenced by the Federal Democratic State. Since then, both the Chapter of ETA and its forum *Dialogue* have ceased to exist and there has been no way that teachers can get their collective voice heard and their rights and privileges protected. As one dismissed professor put it, "there is no advocate for our interests. All we have is a credit and saving association. No one has ever mentioned it (Association) since the arrest of its President. We pay dues to the new ETA but we have no chapter in the University; no ID card and ...no benefit from it at all", Human Rights Watch 200, 37). The Charter that had been submitted to the Ministry of Education and was supposed to be granted shortly after has remained only a dream to-date.

During the one-month Capacity Building Seminar organized by the government, the Prime Minister regretted in hindsight the way the dismissal of the 42 academics was done though not the rationale for it, which, he said, was that the professors had been using the University as their political headquarters, a claim, which if true, could only be weighed against provisions made in the Charter of the Transitional Government, and in international conventions which guarantee freedom of expression and association without any qualification. According to International Standards of Academic Freedom, academics have the

right “to enjoy freedom of thought, enquiry, conscience, expression, assembly and association as well as the right to liberty, security and integrity of the person.” In light of this, the dismissal had no justification.

In 2002, for the second time in the history of the University, a president was elected by the staff and a much more favorable condition was created for a closer cooperation between the staff and the new leadership. The same year, in July, during the month-long Capacity Building Seminar, again a similar feeling of partnership between the University and the government was felt almost real. However, no sooner had this happened than the democratically elected leadership was indirectly forced to resign for reasons connected to the government’s requirement for open student evaluation of staff. In view of its politicized application, this requirement was against the right of academic communities which have to “fulfil their functions of teaching, researching, writing, learning, exchanging and disseminating information and providing services without fear of *interference or repression* from the state or any other public authority” (UNESCO 1997). The leadership resigned and a new leadership was, thus, appointed, or rather superimposed, on the community and this has again led to a further state of heightened tension, alias fear and wherever there is fear, freedom, academic or otherwise, would only be a misnomer.

Since then all positions higher than and in some cases including deanship are assumed by handpicked individuals some of whom are not well known to the general academic staff, or when known only for their lack of good caliber and/or sense of collegiality. This has had negative effects on both the mission and operational relation within the various units of the University.

As stated earlier, students had also a Provisional Council but they had concerns that it was being controlled by pro-government individuals. In 2001, they demanded for an independent council. They also demanded that the campus-stationed police, which had been there since the 1993 crackdown, be withdrawn or replaced by a body of civil guards. In addition, they also insisted that the publication, *Helina*, which had been in circulation until it was blocked by the University Administration be published again. The Administration used allegedly inappropriate utilisation of publication funds by the Council, and the use of the Amharic language in a university which is ethnically diverse as pretexts for blocking the paper. Instead, the Administration favored the use of English, and in a press conference it also stated that political and religious activities and ethnic-based associations were not to be encouraged on campus, pretty much the same restrictions as in the days of the Jesuits.

The students protested against this decision on the ground that it was against their right to free expression and press, guaranteed in Article 29, Sub-articles two and three of the FDRE Constitution. The crisis spread to high schools, leading to a full-scale confrontation with security forces. In a

crackdown attempt by the police, more than 30 people were reported killed, more than 400 injured and thousands arrested while some fled to Kenya (Human Rights Watch 2002). A parliamentary committee was set up to inquire the causes of the riot and the manner it had been controlled. Both the Minister of Education and the Head of the Police testified to the Committee that the police had entered the campus illegally and that there were no non-lethal means to control the crowd. To date, there has been no student union organized and no *Helina* published¹⁶. In short, both students and teachers are alike as regards the non-existence of an association and a functional press. Instead, one feels ethnic and religious tension resonating as one can see from classroom graffiti¹⁷. International Standards of Academic Freedom require that students “individually and/or collectively express and disseminate opinions on any national or international question” (UNESCO 1997).

5.3 Freedom of Movement

Just a few days after EPRDF took power there was a televised ‘discussion’ by a group of academics, including Prof. Mesfin Woldemariam, and Melles Zenawi, the President of the Transitional Government then. One issue which transpired from the discussion was the way the *därg* regime went into financial transaction with Israel for the airlifting of thousands of Ethiopian Jews from Ethiopia via Sudan. The President said that the transaction was in breach of freedom of movement which the Ethiopian Jews like any other people in the country had and they should have been allowed to leave the country if they so wished. The reason why they were unable to exercise this right was that the government had introduced a requirement that anyone leaving the country should get exit visa. The implication was clear; that not everybody would get it. What one would have hoped to see following that discussion with the President was the termination of the requirement immediately. This, however, was did not happen until after a decade. Better late than never was the reaction of people and this is one of the good things the government has done, I believe.

But movement out of the country does not seem to be all that free and easy even after the official requirement for exit visa has been lifted. According to Human Rights Watch report (July 2002, 44)¹⁸, there have been four reports submitted to it by professors from AAU who were denied permission by the University to go abroad to do research. According to the same report, one professor had also reported that his application for an exit visa had been turned down by the office of immigration before the requirement was lifted in 2004. Compared to the previous regime, one would admit that there is relative freedom of movement now, a fact which owes much to the lifting of the requirement for exit visa.

6. Conclusion

The purpose of this survey was to see the level of academic freedom in AAU and its antecedents HSIU and UCAA under the three governments. Types of academic freedoms, social responsibilities and accepted international standards of protections of such freedoms have been considered as a background and actual experiences or practices in the University during the preceding two, and the current government have been assessed.

From an internalist perspective freedom is understood as a state in which one thinks, expresses one's thoughts, moves to and associates with others to share one's thoughts and transform them (thoughts) into actions/practices without fear. The underlying assumption in this perspective is that the human species is naturally designed for rational thinking, speaking, moving and acting/practicing with the social and/or individual responsibilities that these may entail. To stifle or thwart these processes is against the natural design of the species.

In light of this conceptual background, the state of academic freedom has been overviewed across the three governments with focus on freedom of expressions, association and movement and the conclusion one can draw from the facts presented is that the experiences and/or practices of the University throughout has fallen far short of the level of international standards recommended by such organizations as UNESCO, listed in section 1.2. There have always been state interventions with security forces forcefully entering the University and brutally taking actions at times out of proportion to put the institution to silence. Intolerance is what all three governments have in common with degrees of variation, and admittedly one has to include activists within the student body itself.

Haile Sellassie's government was more tolerant than its successors in terms of the level of killings, arrests, and number of associations, degree of student activism and publications. There was also a nominal Charter to its credit. One would argue that the military government should be excluded from any such consideration as it ruled its subjects without a constitution for a greater part of its era, though the existence of a well-articulated constitution is not necessarily a measure of guarantee for the exercise of freedom and/or its legal protection. All statements of academic or other types of freedom well articulated in the constitutions are circumscribed with the phrase 'according to the (national) law'.

The Charters of UCAA and HSIU allowed some level of nominal autonomy to the institutions though actual power still resided in the hands of the Emperor, who was also Chancellor, and in his proxy, the Board of Governors whose members were his own appointees. The abrogation of the Imperial

Constitution and the Charter by the military government had a chilling effect on the University which lasted for nearly two decades.

The hope that the present government would help usher in a new spirit of vitality in the University which had lived dormant was thwarted in 1993 with the purge of 42 heavy weight academics and other crackdown measures that have been taken since then. As a result hope has turned into despair and fear which have had further negative impacts on the University's roles as a center of intellectual resource and leadership. Both roles have not been fully discharged simply because the governments did not live up to international standards and provisions made even in their own constitutions regarding freedoms and rights of the academia and legal protections. In all the three governments, the University has been viewed as a threat more than an intellectual ally. And a practical step taken by all three has always been keeping it at bay and silencing it whenever it gets vocal with its thoughts, words of dissent, and practice. Surely, the Emperor had tolerated a level of dissent within the walls of the University, which the succeeding governments failed to uphold; they see no wall between the University and the rest of the public. The University had its darkest moments during the Military Government, a period of siesta, from which it woke up with a jerk at the sirens of the present government, but unfortunately circumstances have not been in its favor for its mission.

In all three governments, it has always been the political center, not the University, that has claimed national authorship on the sociopolitical developments of the country and on the collective consciousness of the people. Research in the Humanities and Social Sciences has always been prescribed and often under-funded and/or indirectly discouraged with stringent financial rules and inefficient financial administration. This has made the University mainly a center of disseminating and not generating knowledge, a pitfall in its universal mission as a cradle of knowledge and center of intellectual leadership as international standards require it.

Notes

1. The rights listed in the three sources have been rearranged and conflated for ease of presentation.
2. See also the 1990 Dar es Salaam Declaration about the same.
3. I am grateful to a reviewer for insights and suggestions which I have considered, though, unfortunately, not all of them for reasons of conceptual nature.
4. Most of the evidence in this research comes mainly from Randi Balsvik's 2005 book and from the personal recollections of events by the researcher who has been

associated with the University, first as a student since 1968, and then as a staff since September 1978.

5. Trudeau was one of the Jesuit staff who later did a PhD on Ethiopian higher education (Balsvik 2005).
6. The poets were Yilma Kebede, Melaku Tegegn and Yohannes Admasu and the judges were Abraham Demoz Alemayehu Moges and Sergew Hable Sellassie.
7. This was the time when the Faculty of Arts and Education moved from Arat Kilo to Sidist Kilo and UCU was replaced by MCSU.
8. 'Defending the constitution and protecting public security' is a phrase that has repeated itself in a statement made by the present government right after the May 2005 crisis.
9. The famine coincided with the preparation for the 10th anniversary of the revolution and not much attention was paid to the plight of the famine victims.
10. The UN Secretary General's visit to Ethiopia was in connection with the occasion of the 25th Silver Jubilee of the OAU, (due to a reviewer).
11. EHRCO (2003, 172) has a list of names of 39 detainees.
12. EHRCO's 47th Special Report of 10 February 2004 has the names of the eight detainees.
13. According to eyewitness report to EHRCO, there was a blackout on 6 Kilo campus on the night of the 19th of January during which stones were thrown at a dormitory building by unidentified people and windows were shattered (EHRCO 47th Special Report of 10 February 2004.)
14. EHRCO has a list of the names of the 14 detainees in its report of 10 February 2004.
15. According to detainees' report to EHRCO, the number of students detained was about 494, of whom EHRCO could get the names of only 349 detainees. 334 of these are included in its 47th Special report.
16. It has come to my attention that there has been a student council organized very recently, but it has never made its existence felt.
17. One development in AAU is the use of classroom walls for graffiti as opposed to the past when washrooms were used for the same.
18. The report is based on interviews of professors in Addis Ababa on July 17, 2002.

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The Case of Addis Ababa University

*Demissu Gemedu**

1. Background

Modern higher education in Ethiopia started with the inauguration of the University College of Addis Ababa in 1950. Within the next decade the College of Agriculture at Alemaya, the College of Engineering, the Institute of Building Technology, the Public Health College at Gonder and the Theological College of the Holy Trinity were opened. In 1961, Haile Selassie I University (HSIU) was created by Imperial Charter by bringing together these institutions of higher education. The total student enrollment in the University in the 1961-62 academic year was 924 (Teshome Wagaw 1990, 167).

Beginning in 1962-63, the Faculty of Education, the School of Social Work, the College of Business Administration, the Law School, and the Faculty of Medicine were established. In 1963, the Division of Continuing Education, incorporating the extension divisions of the University College and the Engineering College, in Addis Ababa, expanded its activities.

The HSIU charter provided for a Chancellor to be appointed by the Emperor, but in practice, that post was assumed by the Emperor. The charter also established a Board of Governors consisting of the president of the University as ex-officio member, eight members to be appointed by the Emperor and an elected representative of the alumni of the University as soon as the graduates of the University reached 200.

The responsibility for establishing institutional autonomy and academic freedom was assumed by the Faculty Council and by the Chancellor's Advisory Committee on Higher Education (Teshome Wagaw, 1990).

The Faculty Council legislated a series of internal laws making the University responsible for all academic decisions, for the recruitment, ranking, salaries, promotion and discharge of its staff, and for admission of students (the Consolidated Legislation of the Faculty Council 1973).

Institutional autonomy and academic freedom, precious and necessary as they are for the discharge of the university's responsibilities, cannot be taken for granted in public institutions of higher learning (Teshome Wagaw 1990, 127 -8). They must be balanced by accountability (Ajayi 1996, 176) and social responsibility (the Kampala Declaration, 1990). Thus, in 1966 and again in 1971

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the Chancellor's Advisory Committee on Higher Education observed that HSIU had a dual responsibility: (1) to the local community , and (2) to the international fraternity of Universities.

If it failed in the first, it did not deserve the support of the people. If it was weak in the second, its credentials would not represent a respectable standard of learning and its graduates would not have full access to the other universities in the world and the opportunities they offer. The way to meet these challenges and responsibilities was to teach and conduct research on subjects relevant to Ethiopian needs, and to perform these teaching and research functions in a manner that conformed to international standards of accuracy and integrity (Teshome G. Wagaw 1990: 153).

HSIU took these responsibilities seriously. Due to limited resources and the urgent need for trained personnel in almost all areas of national life, HSIU concentrated on undergraduate teaching in its early years. However, in the late 60^s a number of special research institutes were established: the Institute of Ethiopian Studies, the Institute of Development Research, the Geophysical Observatory, the Creative Arts Centre, and the Institute of Pathobiology. Respectable outlets of research, such as the *Journal of Ethiopian Studies*, and the *Journal of Educational Research* were also established.

In order to reach and serve the local community, HSIU took a number of steps. It expanded its extension activities beyond the confines of Addis Ababa. Extension centers were established in Harar, Asmara, Dire Dawa, Debre Zeit, Gonder, Jimma, Nazreth and Massawa. It also initiated a number of programs such as the Summer Teacher In-service Program and the Ethiopian University Service (EUS).

The University's attempt to pursue its mandates without outside intervention was, however, hampered by the radical political activism of student unions, leading to police and later military intervention in campus life. Starting in 1967, some students were imprisoned; in 1969 some students were shot and killed (Teshome G.Wagaw 1990).

Regarding academic personnel, the University initially relied on expatriate staff. Because of this, major crises over the issues surrounding the freedom to conduct research and to publish did not surface.

In 1974 following the overthrow of Emperor Haile Selassie, HSIU was renamed Addis Ababa University (AAU).

Two models of universities are known in general. Universities in western industrial countries, even when funded by the state, enjoy a great deal of institutional autonomy. University leaders are given tenure and support to do the job of managing the institution with minimum interference from the state. In such universities, the basic tenets of a market economy prevails. Universities

would compete to offer diverse programs, to attract the best professors and students. Students in turn are free to choose universities to join and programs to pursue. On the other hand, in countries such as the former Soviet Union, the state authority has an upper hand in determining the affairs and character of universities. University leaders are appointed, students are allocated by quotas to given programs approved by the state, and teachers are treated like other civil servants. Under these circumstances, the intellectual climate in the universities becomes far from vibrant.

AAU of the 1974 – 1991 years falls in this latter category of universities. The 1977 proclamation that established the Commission for Higher Education (CHE) annulled the University's charter. The responsibilities formerly held by the chancellor and the Board of Governors were transferred to the Council for Higher Education (Proclamation 109, 1977). While membership in the Board of Governors of HSIU included a representative of the alumni, all membership of the Council for Higher Education was drawn from the ranks of cabinet ministers. CHE was charged with formulating broad policies regarding staffing, budgeting, curricula, admissions and graduation. Teshome G. Wagaw summed up the intellectual climate that prevailed at AAU in the 1980s in the following words:

Yet another problem of central importance to academic life is the opportunity and freedom to exchange ideas, opinions, research results among faculty and students as well as with the outside world. Multiple outlets such as seminars, forums, workshops, and conferences, as well as journals, magazines, and publishing houses are essential if these activities are to be carried out. These provisions were in the developmental stage in the 1960^s. Lively discussions and debates over ideas took place in a generally healthy climate for intellectual and aesthetic expression. ...but over the last two decades most of these have ceased. There is no faculty union worthy of the name, and very few publications by staff members. The lively and useful student unions, together with their publishing organs no longer exist (Teshome G. Wagaw 1990, P.254).

It should be acknowledged, however, that in spite of a situation characterized by wide-spread civil war and political unrest, considerable expansion of the higher education system took place under CHE during this period. Before 1974, the mandate for higher education was essentially given to HSIU. There were very few higher education institutions outside the HSIU umbrella. Under CHE, however, several colleges were established outside the Addis Ababa University umbrella. The Institute of Health Sciences at Jimma, the Institute of Water Technology at Arbaminch, the Technical Teachers College at Nazareth were established during this period. Asmara University (a small semi-private institution run by a religious organization) was nationalized and its programs diversified. The College of Agriculture at Alemaya was upgraded to an agricultural university. The polytechnic institute at Bahir-Dar, the agricultural

vocational schools at Jimma and Ambo, and the Commercial School in Addis Ababa were upgraded into diploma offering junior colleges. Within Addis Ababa University, the Institute of Language Studies, the Faculty of Veterinary Medicine at Debre Zeit, the College of Agriculture at Awassa, the College of Teachers Education at Bahir-Dar, the School of Information Studies for Africa, and the School of Graduate Studies were established during this period. Feasibility studies to establish three regional universities (at Jimma, Awassa and Bahir-Dar) were completed but were not implemented because of financial constraints. They were implemented with some modification later in 2000 under the EPRDF government.

Student enrollment in higher education also increased. Full-time student enrollment at HSIU in the academic year 1973-74 was 6474 and the enrollment in the extension division in 1971-72 was 4914 (Teshome G Wagaw 1990; 167 and 179). On the other hand the student enrollment in regular programs of higher education institutions was 17,707 and in evening programs 11,411 in 1989. Of the enrollment in the regular programs, 503 were graduate students (Basic Educational Statistics 1989, Ministry of Education).

After the 1991 change of government in Ethiopia, the healthy intellectual climate that existed in the 1960^s returned to the University for just two years until 1993. Both faculty and student unions started functioning again. Three issues of *Dialogue*, published by the Addis Ababa University Teachers Association, came out during this period (3rd Series, Vol 1, No 1, March 1992; 3rd Series, Vol 1, No 2, August 1992; 3rd Series, Vol 2, No 1, March 1993). On the institutional autonomy side, a new president of the University was appointed by the government based on the recommendation of a search committee composed of university staff. A committee was also established to draft a new charter for the University. The honeymoon did not last long, however. In 1993, following a student demonstration in protest of a planned referendum on Eritrean independence that led to a confrontation with the police and the killing of one student, the University president and vice presidents and over 40 academic staff members were dismissed and the University was closed for one semester. Since then, student crises leading to police intervention in campus life have occurred on several occasions (Human Rights Watch, 1990-2002). The University has yet to be accorded its own charter. Important decisions, including program expansion and student admission, are made by the Ministry of Education. Faculty and student unions worthy of their names do not exist.

A welcome step forward was the issuance of the *Higher Education Proclamation* of 2003 (Proclamation 351, 2003). It replaced Proclamation 109, 1977. The major provisions of the proclamation relate to the administrative and financial autonomy of higher education institutions and the allocation of block

grant budgeting system for the public universities. However, these provisions of the Proclamation still remain to be fully implemented.

Since the last five or so years, expansion of higher education in an unprecedented scale has been taking place in the country. Before 1999, the country had only two universities. But today, it has nine full-fledged and fully operational public universities hosting a large number of academic programs. Furthermore, there are 13 other universities in the pipeline, which would bring the total to 22. The 2004/05 Educational Statistics Annual Abstract issued by the Ministry of Education shows that the enrollment in higher education programs in 2004/05 was 191,165. Of these 46,574 were female students and 47,412 were enrolled in private higher education institutions. Though the figure is not big compared to the low rate of participation in higher education and the size of the population of the country, it is a phenomenal leap for a country which had only one university for forty years.

2. Methodology

The case study is based on the data collected mainly using questionnaires. Two types of questionnaires were prepared and distributed:

- a The first type of questionnaires was designed to solicit information regarding the research questions from the teaching personnel of the University.
- b The second type of questionnaires was designed to solicit information regarding the research questions from students (both undergraduate and graduate).

The data obtained from questionnaires is supplemented by additional data collected through interview of the president of the University.

In May – June 2006, a series of six consecutive week-end retreats were conducted at Adama to identify and discuss internal and external issues affecting Addis Ababa University. These involved a total number of 450-500 people, who sufficiently represented the University community. The different faculties, research institutions and administrative units who participated in these meetings were grouped into five major clusters with proportional allocation of the units involved. The ratio composition was 50% academic staff, 35% administrative staff and 15% students, inclusive of gender and disability considerations. Each group conducted its discussion independently, assigning its own chairs and rapporteurs as well as choosing its own methodology of discussion. By coincidence, this case study was being carried out about the same time. Thus, when appropriate, the information generated in the Adama exercises were used

to supplement the data obtained from the questionnaires and the interview with the president.

Further, source documents were used to reinforce the data collected from primary sources.

3. Profile of Respondents

3.1 Questionnaire for Teaching Personnel

The questionnaire was administered to 125 Ethiopian teaching staff of AAU. Eighty of them completed and returned the questionnaire. The profile of the staff who completed the questionnaire by faculty, gender, years of service in the University, educational qualification, and academic rank are shown in Tables 1 – 5 below.

Table 1. Profile of academic staff by Faculty

Faculty	Frequency	Percent	Cumulative
Science	18	22.5	22.5
ILS	6	7.5	30.0
CSS	6	7.5	37.5
Education	16	21.1	58.6
Informatics	7	8.8	66.4
FBE	2	2.5	68.9
Technology	6	7.5	76.4
Pharmacy	4	5.0	81.3
Medicine	15	18.8	100.0
Total	80	100.0	

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Table 2. Profile of academic staff by Gender

	Respondents	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	77	96.3	97.5	97.5
	Female	2	2.5	2.5	100.0
	Total	79	98.8	100.0	
Missing System		1	1.3		
Total		80	100.0		

Table 3. Profile of academic staff by Years of Service

	Years of Service	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-5	23	28.8	29.5	29.5
	6-10	17	21.3	21.8	51.3
	11-15	5	6.3	6.4	57.7
	16-20	9	11.3	11.5	69.2
	>20	24	30.0	30.8	100.0
	Total	78	97.5	100.0	
Missing System	2	2.5			
Total		80	100.0		

Table 4. Profile of academic staff by Educational Qualification

Qualification	Frequency	Percent	Cumulative Percent
PhD	33	41.3	41.3
MA/MSc	38	47.5	88.6
BA/BSc	3	3.8	92.5
Others	6	7.5	100.0
Total	80	100.0	

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Table 5. Profile of academic staff by Academic Rank

	Academic Rank	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Professor	9	11.3	11.4	11.4
	Assoc. Prof	22	27.5	27.8	39.2
	Asst. Prof	18	22.5	22.8	62.0
	Lecturer	28	35.0	35.4	97.5
	Asst. Lecturer	2	2.5	2.5	100.0
	Total	79	98.8	100.0	
Missing System		1	1.3		
Total		80	100.0		

3.2 Questionnaire for Students

The questionnaire was administered to 291 students. 245 students completed and returned the questionnaire. The student respondents by level, gender and years in the University are shown in Tables 6 – 8 below.

Table 6. Profile of students by Status

Status	Frequency	Percent	Cumulative Percent
Undergraduate	181	73.9	73.9
Graduate	64	26.1	100.0
Total	245	100.0	

Table 7. Profile of students by Gender

	Respondents	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	205	83.7	84.7	84.7
	Female	37	15.1	15.3	100.0
	Total	242	98.8	100.0	
Missing System		3	1.2		
Total		245	100.0		

Table 8. Profile of students by Year in Faculty

	Year in Faculty	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	30	12.2	13.5	13.5
	2	67	27.3	30.0	43.5
	3	84	34.3	37.7	81.2
	4	36	14.7	16.1	97.3
	5	6	2.4	2.7	100.0
	Total	223	91.0	100.0	
Missing System		22	9.0		
Total		245	100.0		

4. Analysis of Data

4.1 On Institutional Autonomy

Institutional autonomy includes, among others, the following important elements (Ajayi 1996, 175-7).

- The corporate freedom of the University from external interference. It includes, among other things, the freedom to design curricula, hire and fire staff, and admit and dismiss students without interference.
- Participation of the academic community in the free selection of leaders and governing body members.
- Protection of the institution from threats to its autonomy coming from any source, including prohibition of armed security forces from entering the institution's premises.

The teaching personnel at AAU were asked to rate the degree to which 9 specified conditions on institutional autonomy are exercised in AAU, by putting a tick mark (✓) under anyone of the following: **VH**=Very High; **H**= High; **M** =Medium; **L**= Low; **VL**= Very Low. Note: In all the tables that follow, NR = No response.)

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Tables 9. Teaching personnel's rating of institutional autonomy at AAU

No.	Elements of institutional autonomy	Response (in %)					
		VL	L	M	H	VH	NR
1	Self-government (i.e. freedom from external interference in internal affairs)	26.3	35.0	32.5	3.8	2.5	0.0
2	Collegiality of the relationship between academic staff and university leadership	18.8	31.3	36.3	8.8	2.5	2.5
3	Participation of academic community in decision/policy-making processes directly or through their representatives	20.0	33.8	40.0	5.0	0.0	1.2
4	Participation of the academic community in the free selection of leaders and governing body members	30.0	37.5	23.8	7.5	1.2	0.0
5	Representation of the staff association in your institution's governing bodies	47.5	20.0	21.3	1.2	1.2	8.8
6	Protection of the institution from threats to its autonomy coming from any source	33.8	42.5	17.5	1.2	1.2	3.8
7	Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	47.5	20.0	22.5	2.5	0.0	7.5
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	25.0	36.3	30.0	6.2	0.0	2.5
9	Women's representation in governing bodies	23.8	40.0	26.2	3.8	0.0	6.2

As can be observed from Table 9, out of the nine elements of institutional autonomy listed, in eight of them AAU's performance has been rated by the teaching personnel as either **very low or low**. The eight elements of institutional

autonomy on which AAU's performance have been rated by the teaching personnel as either very low or low included the elements listed by Ajayi as important (the percentage of responses is shown in parenthesis).

- Freedom from external interference in internal affairs. [61.3%]
- Participation of the academic community in the free selection of leaders and governing body members. [67.5%].
- Protection of the institution from threats to its autonomy coming from any source. [76.3%]
- Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered. [67.5%]

In the questionnaire, teaching personnel were asked, if their response to any of the questions is "low" or "very low", to state their reasons by citing specific examples. The following are typical responses:

Many decisions including program expansion are dictated by the Ministry of Education and Ministry of Capacity Building without discussion with departments and faculties concerned. The most glaring example is what happened with the 'Graduate Expansion' program. Departments were forced to take in a much larger number of students than they could accommodate. They were not consulted in the planning process.

The university authorities down to department heads are no more elected based on the world wide tradition of academic institutions.

Armed security forces have entered the university campuses on several occasions.

In the interview conducted with president of the University, asked if he sees any need for reforming the system for the selection and appointment of the university leadership, governing board members and their mandates, he replied:

The Board's membership is being broadened to include greater non-governmental representation. We also need to exclude members from institutions to which AAU is answerable (e.g. Ministry of Education). For the full exercise of AAU's autonomy, the mandate of AAU's leadership has to be enlarged: for instance, admission and early admission.

Asked if there have been any police intrusions on campus and what the specific circumstances and justifications were, he replied:

Police were called, on occasion, to prevent or arrest violence and disruption of the educational process. Police do not intervene except upon authorization by AAU management.

All groups in the Adama discussions identified institutional autonomy as one of the weaknesses internally and as one of the threats externally to be addressed in the strategic planning. (Draft University-Level Strategic Plan of AAU, July 2007).

The threat to institutional autonomy does not always come from outside interference. For example, the 2003 Proclamation on Higher Education allows, in principle, AAU to propose and implement its budget with minimal reference to the Ministry of Finance and to hire and fire its support staff without interference from the Civil Service Commission. However, lack of internal capacity has so far hindered the University from taking full advantage of this freedom provided by law. This was pointed out by the president of the University in the interview. Asked what challenges and constraints, if any, the University encountered to fully exercise its institutional autonomy, he replied:

The chief challenge the University encountered to fully exercise its institutional autonomy is to develop internal capacity and autonomy to take full advantage of the freedom that AAU, by law, now enjoys from agencies such as the Ministry of Finance and the Civil Service Commission. The strategic planning and reform [that the University is now engaged in] aims to put these arrangements in place this academic year.

4.2 On Academic Freedom

Academic freedom refers to the freedom which staff and students of the university must have to do their work effectively. It is the freedom of the university worker or student in the university to act freely in pursuance of knowledge. It includes, among other, the freedom to form and participate in teachers associations or student unions; the right to be represented in the governing bodies of the institution; and the right to participate in internal policy-making processes.

The teaching personnel at AAU were asked to rate the extent to which the exercise of 10 specified rights and freedoms are allowed in AAU.

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Tables 10. Teaching personnel's rating of the exercise of individual rights and freedoms

No.	Rights	Response (in %)				
		Excellent	Good	Fair	Poor	NR
1	Freedom to teach in one's area of specialization	37.5	50.0	8.8	1.2	2.5
2	Freedom to carry out research and disseminate the findings	26.2	47.5	16.3	8.8	1.2
3	Freedom to improve one's knowledge and skills	21.3	55.0	13.7	7.5	2.5
4	Freedom to openly criticize institutional policies and practices	7.5	22.5	36.3	31.3	2.5
5	Freedom to form and participate in teachers associations	2.5	16.3	17.5	52.5	11.3
6	Freedom to fully exercise fundamental human rights	6.3	26.2	18.7	40.0	8.8
7	Freedom to criticize state policies on higher education and other national issues	1.2	16.3	26.2	52.5	3.8
8	Right to lodge an appeal in case of gross violation of one's rights	3.8	25.0	27.5	33.7	10.0
9	The right to be represented in the governing bodies of the institution	6.3	25.0	30.0	32.4	6.3
10	Participating in internal policy-making processes	2.5	27.5	38.7	27.5	3.8

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On the other hand, the students were asked to indicate their judgment regarding twenty-three specific conditions pertaining to academic freedom at AAU.

Table 11. Students opinion on conditions of academic freedom at AAU

No.	Conditions	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	The academic community generally tolerate differing views	5.3	12.2	4.1	23.7	34.3	12.7	7.8
2	Students have public forums where they can debate and discuss critical issues	19.8	27.8	4.5	20.0	18.8	6.5	3.3
3	Students participate in various governing and decision-making bodies through their elected representatives	19.6	22.9	4.9	22.4	16.3	10.6	3.3
4	Students have opportunity to express their views on revisions of curriculum	19.2	25.3	9.4	18.8	13.1	11.8	2.4
5	Students fully enjoy freedom of assembly	15.9	22.9	9.4	16.3	22.9	10.2	2.4
6	Students fully enjoy freedom of thought	10.2	15.5	9.8	14.3	31.4	12.2	6.5
7	Students fully enjoy freedom of expression in the classroom/on campus	9.8	16.3	9.4	13.1	33.5	13.9	4.1
8	Most students can pursue their studies in the fields they choose or apply for	13.1	25.3	5.7	11.4	29.0	13.1	2.4
9	There is a student association in the institution	13.9	13.1	9.0	29.8	22.4	9.0	2.9
10	Students have a newsletter of their own	15.1	17.1	8.2	32.7	13.9	9.4	3.7
11	The student association/union is free, and run on democratic principles	16.7	16.3	8.2	32.7	12.7	9.4	4.1
12	The institution protects students against the violation of their human rights on	16.3	17.6	6.9	21.2	21.6	13.9	2.4

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No.	Conditions	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
	campus							
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	16.3	12.2	6.5	19.6	29.8	12.7	2.9
14	The majority of my classmates respect their teachers	4.1	5.3	3.7	10.2	49.4	24.9	2.4
15	There is no sexual harassment of female students by the academic staff	6.9	14.3	6.1	31.0	21.6	17.1	2.9
16	There is no sexual harassment of female students by the male students	6.9	14.3	4.5	28.6	26.1	16.7	2.9
17	There is no sexual harassment of female students by the administrative staff	6.5	8.2	5.3	37.6	21.2	17.6	3.7
18	The majority of my teachers respect their students	6.9	15.9	8.2	5.3	46.9	14.7	2.0
19	The majority of my teachers listen to students' problems	9.0	16.3	6.1	12.7	40.8	12.2	2.9
20	In general, student evaluation of teachers is based on objective academic criteria	6.5	13.1	10.2	15.9	37.6	13.5	3.3
21	Student evaluation of teachers is not influenced by the grades the teachers give them	10.2	18.4	5.7	20.8	29.0	13.5	2.4
22	There is no religious discrimination that affects my academic freedom or study	6.1	7.3	4.9	10.2	43.3	26.1	2.0
23	There is no ethnic discrimination that affects my academic freedom or study	10.2	12.2	4.5	10.2	38.8	22.0	2.0

As can be observed from table 10, out of the ten specific rights and freedoms the questionnaire tried to probe, the extent to which the following seven specific rights and freedoms are exercised in the University were rated as **poor** or at best **fair** by the teaching personnel (the percentage is shown in parenthesis).

- Freedom to criticize state policies on higher education and other national issues. [78.7%]
- Freedom to openly criticize institutional policies and practices. [67.6%]
- Freedom to form and participate in teachers associations. [70%]
- Freedom to fully exercise fundamental human rights. [58.7%]
- The right to lodge an appeal in case of gross violation of one's rights. [61.2%]
- The right to be represented in the governing bodies of the institution. [62.4%]
- Participating in internal policy-making processes. [66.2%]

Responses by students in Table 11 show that the students either disagree or strongly Disagree with the following three statements regarding academic freedom at AAU:

- Students have public forums where they can debate and discuss critical issues. [47.6%]
- Students participate in various governing and decision-making bodies through their elected representatives. [42.5%]
- Students have opportunity to express their views on revisions of curriculum. [44.5%]

4.3 On Institutional Accountability

Institutional accountability includes, among others, *relevance* of the programs taught to the needs of society; *effective communication* to the stake holders on the activities of the University; honest and open *accounting* and efficient use of resources; and *transparency* in systems of institutional accountability (Ajayi 1996, 176).

The teaching personnel at AAU were asked to rate the performance of AAU with respect to 14 specified factors pertaining to institutional accountability, by putting a tick mark (✓) under anyone of the following : **VH**=Very High; **H**= High; **M** =Medium; **L**= Low; **VL**= Very Low.

Tables 12. Rating by the teaching personnel of accountability

No.	Accountability factors	Response (in %)					
		VL	L	M	H	VH	NR
1	Effective communication to the public concerning the nature of its educational mission	13.8	22.5	53.8	8.7	0.0	1.2
2	Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	12.5	18.8	45.0	17.5	5.0	1.2
3	Effective support of academic freedom and fundamental human rights	17.5	30.0	43.8	5.0	2.5	1.2
4	Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	7.5	23.8	40.0	20.0	6.2	2.5
5	Provision of opportunity for lifelong learning	13.8	18.8	48.7	8.7	2.5	7.5
6	Fair and just treatment of students	11.3	47.5	30.0	5.0	0.0	6.2
7	Preventing any form of discrimination, harassment and violence against students and staff	11.3	20.0	40.0	20.0	5.0	3.7
8	Honest and open accounting and efficient use of resources	11.3	23.8	47.5	8.7	2.5	6.2
9	Creation of codes of ethics to guide personnel	8.7	23.8	46.3	10.0	1.2	10.0
10	Assistance in the fulfillment of economic, social and political rights	17.5	30.0	41.3	2.5	2.5	6.2
11	Addressing themselves to contemporary problems facing society	11.3	22.5	58.7	2.5	0.0	5.0
12	Ensuring availability of library collections and access without censorship to information resources	2.5	26.2	43.8	17.5	5.0	5.0
13	Transparency in systems of institutional accountability	10.0	32.5	35.0	7.5	1.2	13.8
14	Ensuring participation of organizations representing teaching personnel in developing Quality Assurance systems	10.0	33.8	37.5	2.5	0.0	16.2

As can be observed from the table, out of the fourteen elements of institutional accountability, the teaching personnel have rated the performance of AAU in nine of them as either **low or medium** as shown below.

- Effective communication to the public concerning the nature of its educational mission. [76.3%]
- Effective support of academic freedom and fundamental human rights. [73.8%]
- Fair and just treatment of students. [77.5%]
- Honest and open accounting and efficient use of resources. [71.3%]
- Creation of codes of ethics to guide personnel. [70.1%]
- Assistance in the fulfillment of economic, social and political rights. [71.3%]
- Addressing contemporary problems facing society. [81.2%]
- Transparency in systems of institutional accountability. [67.5%]
- Ensuring participation of organizations representing teaching personnel in developing Quality Assurance systems. [71.3%]

In the interview conducted with the President of the University, asked what system his institution has put in place to ensure its accountability to the public and the transparency of its policy/decision-making processes, he replied, “Quarterly progress reports to the Board and Ministry of Education; automation of accounts; webpage on policies, plans and implementation.”

In the May – June 2006 group meetings conducted at Adama to identify and discuss internal and external issues affecting Addis Ababa University, the groups had identified *lack of clear statements on visions, missions and goals of the University* and *lack of a rigorous system of regular review and accountability* as weaknesses to be addressed in the strategic planning.

As part of the strategic planning, a set of vision, mission and values for AAU has recently been articulated (Draft University-Level Strategic Plan of AAU, July 2007).

4.4 On Duties and Responsibilities of Higher-Education Teaching Personnel

As indicated earlier, academic freedom is inseparable from obligations. Accordingly, the teaching personnel were asked to indicate their opinion on 22

specified duties and responsibilities of higher-education teaching personnel, by putting a tick mark (✓) under any one of the following: **SDA** = Strongly Disagree; **DA** = Disagree; **UD** = Undecided; **SA** = Strongly Agree; **A** = Agree; **DK**= Don't know.

Tables 13. The opinion of the teaching personnel on duties and responsibilities of the teaching personnel

The majority of your close colleagues in your Department:		Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	Cover over 80% of the contents defined in the syllabus for each of their courses	1.2	6.3	0.0	3.8	46.2	41.3	1.2
2	Attend 80% of the period assigned for the course	2.5	2.5	1.2	2.5	42.5	46.3	2.5
3	Use different teaching methods to address students' needs	0.0	11.3	5.0	20.0	45.0	17.5	1.2
4	Allot sufficient time for student consultation and advisement	1.2	23.3	2.5	12.5	55.0	6.3	1.2
5	Provide timely feedback on student tests and projects	2.5	18.8	5.0	11.3	50.0	8.7	3.7
6	Adequately prepare for their classes within the means provided by the institution	2.5	2.5	6.3	7.5	58.7	18.8	3.7
7	Provide fair and equal treatment to all types of learners	0.0	5.0	5.0	15.0	46.3	27.5	1.2
8	Encourage free exchange of ideas in the classroom	0.0	7.5	6.3	15.0	53.8	16.3	1.2
9	Do not impose their personal convictions or views on students	0.0	11.3	6.3	25.0	35.0	21.2	1.2
10	Conduct scholarly research and disseminate results	5.0	23.8	10.0	17.5	32.5	8.7	2.5
11	Strive to develop their knowledge of the subject matter	0.0	7.5	5.0	7.5	61.3	17.5	1.2
12	Strive to improve their pedagogical skills	5.0	16.2	11.3	13.7	41.3	10.0	2.5
13	Base their research on honesty and impartial reasoning	1.2	10.0	12.5	30.0	33.8	7.5	5.0

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The majority of your close colleagues in your Department:		Response (in %)						
		SDA	DA	UD	D K	A	SA	NR
14	Observe the ethics of research involving humans, animals and the heritage and the environment	2.5	5.0	12.5	32.5	32.5	10.0	5.0
15	Respect and acknowledge the scholarly work of academic colleagues and students	0.0	3.8	7.5	13.8	60.0	12.5	2.5
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	0.0	5.0	7.5	30.0	45.0	11.3	1.2
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	1.2	15.0	10.0	33.8	28.8	10.0	1.2
18	Handle honestly all funds entrusted to them	1.2	7.5	8.8	42.5	31.3	7.5	1.2
19	Are fair and impartial in appraisal of colleagues	3.8	13.8	2.5	32.5	36.2	8.7	2.5
20	Are fair and impartial in appraisal of students	1.2	8.8	3.8	21.2	51.2	11.3	2.5
21	Avoid misleading the public on the nature of their expertise	0.0	5.0	7.5	32.5	42.5	11.3	1.2
22	Contribute to the public accountability of their institution	2.5	10.0	10.0	30.0	37.5	7.5	2.5

The responses clearly indicate that the teaching personnel are of the opinion that in general the teaching personnel at AAU perform well their duties and responsibilities.

On the other hand, the students were asked to rate the extent to which each of the seventeen given statements applies to the teaching/learning condition in AAU.

Table 14. Rating by students of conditions of teaching and learning at AAU

No.	Condition	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	3.3	5.7	2.4	4.1	49.4	34.7	0.4
2	Majority of my teachers attend 80% of the period assigned for the course	2.9	10.6	2.0	3.7	42.9	37.6	0.4
3	Majority of my teachers do not impose their convictions or views on students	5.7	13.9	4.5	14.7	36.7	20.8	3.7
4	Majority of my teachers use different teaching methods to meet students' needs	8.6	22.4	6.9	7.3	40.4	13.5	0.8
5	Majority of my teachers allot sufficient time for student consultations and advisement	10.6	27.3	7.8	12.2	31.0	10.2	0.8
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	5.7	21.2	8.2	11.0	40.8	11.8	1.2
7	Majority of my teachers encourage free exchange of ideas in the classroom	3.7	14.3	9.4	5.7	46.7	20.1	0.0
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	2.4	9.8	7.3	10.6	50.2	15.9	3.7
9	The teaching/ learning situation is conducive for research by students	14.3	20.4	4.9	14.7	32.2	11.0	2.4

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No.	Condition	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
10	Majority of my classmates attend almost all of the periods assigned for the course	2.9	11.4	4.1	6.5	46.1	26.1	2.9
11	The students have easy access to the library facilities	9.0	18.8	4.1	6.5	36.3	23.3	2.0
12	Majority of my courses have textbooks, teaching materials and/or handouts	15.1	25.7	4.5	7.8	32.2	14.3	0.4
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	9.0	8.6	3.7	11.8	36.3	30.6	0.0
14	Assessment of my classmates does not generally make any discrimination based on their gender	4.5	4.9	2.4	9.8	39.2	38.0	1.2
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	5.7	7.8	5.3	14.3	35.9	29.0	2.0
16	Assessment of my classmates does not generally make any discrimination based on their political views	11.0	6.9	6.1	15.1	27.8	29.8	3.3
17	The institution's leadership shows high commitment for academic excellence	7.8	22.4	6.5	15.9	27.3	17.6	2.4

The responses show that the students agreed or strongly agreed with each of the statements, clearly showing that the students do not see any serious problem with the teaching/learning condition in AAU and supporting indirectly the teaching personnel's view that the teaching personnel at AAU in general perform well their duties and responsibilities.

4.5 On Terms and Conditions of Employment

The teaching personnel were asked to indicate their opinion on 13 specific **terms and conditions of service**, by putting a tick mark (✓) under anyone of the following : **SDA** = Strongly Disagree; **DA** = Disagree; **UD** = Undecided ; **SA** = Strongly Agree; **A** = Agree; **DK**= Don't know.

Table 15. Opinion of teaching personnel on terms and conditions of employment

No.	Terms and Conditions of Service	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	The terms and conditions of employment create an enabling work environment for teaching and research	11.3	33.7	8.7	6.3	32.5	2.5	5.0
2	The terms and conditions of employment are free from discrimination of any kind	3.7	10.0	10.0	13.8	51.2	6.3	5.0
3	Teaching personnel have the right to negotiate the terms and conditions of employment	25.0	43.8	5.0	12.5	8.7	2.5	2.5
4	There is a just and open system of career development, including promotion	6.3	20.0	8.7	15.0	43.8	1.2	5.0
5	The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	15.0	41.3	8.7	16.2	15.0	0.0	3.8
6	The institution secures scholarships for staff through its international networks and collaborations	18.8	43.8	5.0	12.5	17.5	0.0	2.5
7	The institution promotes research by securing adequate funds through its international networks and collaborations	18.8	41.3	13.7	11.3	13.7	0.0	1.2

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No.	Terms and Conditions of Service	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
8	The reasons for contract termination are known and based on advance notice	6.3	16.2	11.3	42.5	20.0	1.2	2.5
9	Dismissals are in accordance with the institution's current rules and regulations	1.2	17.5	13.8	46.3	16.2	0.0	5.0
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	3.8	18.7	11.3	20.0	38.7	5.0	2.5
11	The assessment is based on known, standard academic criteria	2.5	15.0	15.0	20.0	40.0	2.5	5.0
12	Assessment results are made known to the individuals staff member concerned	7.5	30.0	3.8	16.3	36.2	5.0	1.2
13	The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	7.5	17.5	10.0	35.5	26.3	1.3	2.5

As can be observed from the table, the teaching personnel either disagree or strongly disagree with the following four statements regarding the terms and conditions of employment at AAU.

- Teaching personnel have the right to negotiate the terms and conditions of employment. [**68.8%**]
- The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations. [**56.3%**]
- The institution secures scholarships for staff through its international networks and collaborations. [**62.6%**]
- The institution promotes research by securing adequate funds through its international networks and collaborations. [**60.1%**]

The President of the University, in the interview, said:

An AAU research agenda in keeping with national policy will be the basis for grants and sabbatical and study leave awards. Strategic international partnerships will be used to make optimal allocations of grants and benefits in accordance with AAU's research agenda. International research cooperation is also a priority, with both western and African academic institutions.

4.6 On Salaries

The country has a single system of remuneration for all public higher education institutions. The current remuneration scheme which is shown in Table 16 was instituted in 2005.

Table 16. Existing salary scale of public higher education institutions

Rank	Salary Steps									
	Initial	1	2	3	4	5	6	7	8	9
GA I	990									
GAI	1145									
Asst. Lecturer	1310	1370	1435	1500	1565	1635	1707	1780	1853	1926
Lecturer	1780	1853	1926	200	2075	2150	2225	2325	2425	2535
Asst. Professor	2225	2325	2425	2535	2645	2760	2885	3010	3145	3285
Assoc. Professor	2760	2885	3010	3145	3285	3430	3575	3720	3865	4015
Professor	3285	3430	3575	3720	3885	4015	4165	4315	4465	4620

SOURCE: Current salary scales introduced since Hamle 1/1997 E.C (8th August 2005).

Note: The average exchange rate at the time of conducting this research was: \$1=ETB 8.69

The teaching personnel at AAU were asked to indicate their opinion on nine specific matters pertaining to salaries, by putting a tick mark (✓) under anyone of the following: **SDA** =Strongly; Disagree; **DA** = Disagree; **UD** = Undecided ; **SA** = Strongly Agree; **A** = Agree; **DK**= Don't know.

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Table 17. Opinion of teaching personnel on salaries

No.	Salaries	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	Reflect the important role of higher education in society	56.2	30.0	5.0	0.0	2.5	2.5	3.8
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	60.0	31.2	2.5	0.0	6.3	0.0	0.0
3	Adequate to sustain a reasonable standard of living for themselves and their families	57.5	35.0	3.8	0.0	2.5	1.2	0.0
4	Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	7.5	6.3	2.5	0.0	32.5	47.5	3.7
5	Are so insufficient as to act as a disincentive to attract or retain talented staff	7.5	5.0	1.2	1.3	27.5	55.0	2.5
6	Are fully paid when the staff member is studying for a higher degree abroad	31.3	35.0	1.2	23.7	2.5	2.5	3.8
7	Are revised periodically to take into account the rising cost of living	58.8	28.8	3.8	2.5	3.7	1.2	1.2
8	Teachers are adequately compensated for carrying extra workload	22.5	27.5	10.0	0.0	31.2	5.0	3.8
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	22.5	32.5	8.8	15.0	17.5	1.2	2.5

As can be observed from Table 16, the respondents disagree or strongly disagree on each of the following (the percentage is shown in parenthesis).

- Salaries reflect the important role of higher education in society [**86.2%**]

- Salaries re comparable to salaries paid in other occupations requiring similar or equivalent qualifications [91.2%]
- Salaries are adequate to sustain a reasonable standard of living for themselves and their families [92.5%]
- Salaries are fully paid when the staff member is studying for a higher degree abroad [66.3%]
- Salaries are revised periodically to take into account the rising cost of living [87.6%]
- Teachers are adequately compensated for carrying extra workload [50%]
- Teachers are adequately compensated for annual leaves lost because of extended teaching [55%]

They also agree or strongly agree on each of the following.

- Salaries are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income [80%]
- Salaries are so insufficient as to act as a disincentive to attract or retain talented staff [82.5%].

In the May – June 2006 group meetings conducted at Adama to identify and discuss internal and external issues affecting Addis Ababa University, the groups had identified *non-competitive salary* and *lack of incentive system* as weaknesses of the University.

It was further pointed out that low salary is the main factor for the high level of attrition of competent teaching and research staff. The President of the University, in the interview, said:

AAU took the lead in preparing a proposal, with other higher education institutions, to make salaries and benefits in higher education institutions more competitive. The proposal has been submitted to government. AAU also plans to expand its capacity to generate income in order to extend better incentives to staff.

4.7 On Disciplinary Problems

The teaching personnel were asked to indicate the frequency of 6 specific disciplinary problems.

Table 18. Frequency of disciplinary problems by teaching personnel

No.	Disciplinary problems	Response (in %)				
		Always	Frequently	Seldom	Never	NR
1	Persistent neglect of duties	0.0	13.8	68.7	17.5	0.0
2	Gross incompetence	0.0	1.2	63.8	32.5	2.5
3	Fabrication or falsification of research results	0.0	1.2	37.5	50.0	11.3
4	Serious financial irregularities	0.0	2.5	43.7	41.3	12.5
5	Sexual misconduct with students	0.0	1.2	38.8	56.2	3.8
6	Falsifying test results or final grades in return for money, sexual or other favors	0.0	0.0	26.3	62.5	11.3

Clearly, the teaching personnel hold the opinion that these disciplinary problems **never** or **seldom** occur.

6.8 Responses of Students Regarding Administrative Issues

The students were asked indicate their level of agreement with each of 13 conditions regarding administration, by putting a tick mark (✓) under anyone of the following: **SA** = Strongly Agree; **A** = Agree; **DK** = Don't Know; **UD** = Undecided; **DA** = Disagree; **SDA** = Strongly Disagree.

Table 19. Students opinion on administrative issues at AAU

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No.	Condition/Statement	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
1	The rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies	9.8	12.7	5.7	8.6	45.3	17.1	0.8
2	The rules and regulations of the institution are conducive for the creation of a democratic culture and citizenry	8.2	17.1	6.9	19.2	37.1	10.2	1.2
3	The disciplinary measures taken against students that you know of are fair and in accordance with the rules and regulations of the institution	8.6	11.8	6.1	29.4	31.8	9.8	2.4
4	Students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust	7.3	15.5	7.3	31.0	26.5	10.2	2.0
5	In general, students abide by the rules and regulations of the institution	5.3	9.8	2.9	18.8	48.2	12.2	2.9
6	The decision-making process in the institution is not bureaucratic and inefficient	14.3	21.6	5.3	18.8	26.1	10.6	3.3
7	Most students understand the affirmative action policy to support females and disadvantaged social groups	4.1	16.7	6.5	22.9	35.9	10.6	3.3
8	The system of student placement in faculties strives to reconcile student choice with academic merit or achievement	6.1	16.7	7.8	19.2	36.3	10.2	3.7
9	Student services in the institution are adequate for the needs of the majority of	17.1	31.4	4.9	9.0	26.5	9.0	2.0

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No.	Condition/Statement	Response (in %)						
		SDA	DA	UD	DK	A	SA	NR
	students							
10	The institution has adequate and diversified recreational facilities for students	21.6	29.0	6.9	11.0	20.4	7.8	3.3
11	The institution has a conducive atmosphere for learning and research	13.1	22.4	4.9	13.9	31.0	11.4	3.3
12	HIV positive students receive adequate support and services on campus	9.8	7.8	10.2	51.0	9.0	9.4	2.9
13	In general, the governance and administrative system in the institution is democratic and participatory	12.2	28.2	8.6	14.3	26.1	8.2	2.4

The responses of the students show that the students either disagree or strongly disagree with only the following two statements regarding administrative issues at AAU.

- Student services in the institution are adequate for the needs of the majority of students. [**48.5%**]
- The institution has adequate and diversified recreational facilities for students. [**50.6%**].

On the other hand, in the May – June 2006 group retreat conducted at Adama to the participant groups had identified the following as weaknesses in the administrative system of AAU: *lack of an efficient administrative system (including finance and purchasing); lack of capacity to administer block grants; centralization of financial, administrative and procurement services; lack of integration among functioning units; and lack of policy and procedure manuals.*

5. Conclusions

5.1 On Institutional Autonomy and Academic Freedom

In the discussions above, it was noted that institutional autonomy includes, among others, the following important elements: corporate freedom of the University from external interference; participation of the academic community in the free selection of leaders and governing body members; and protection of the institution from threats to its autonomy coming from any source. Academic freedom on the other hand refers to the freedom which staff and students of the university must have to do their work effectively. It is the freedom of the university worker or student in the university to act freely in pursuance of knowledge. It includes, among other the freedom to form and participate in teachers associations or student unions; the right to be represented in the governing bodies of the institution; and the right to participate in internal policy-making processes.

In all of the elements of institutional autonomy and academic freedom listed above, AAU 's performance were rated low by the teaching personnel and in the case of academic freedom by the students.

5.2 On Accountability

It was noted in the discussions above that institutional accountability includes, among others, *relevance* of the `programs taught to the needs of society; *effective communication* to the stake holders on the activities of the University; honest and open *accounting* and efficient use of resources; and *transparency* in systems of institutional accountability.

AAU is rated by the teaching personnel as either very low or low with respect to all of the above listed elements of institutional accountability.

5.3 On Salaries

The overwhelming opinion of the teaching personnel who participated in this case study is that the salaries provided by the University to its teaching staff is not competitive; does not reflect the important role of higher education in society; salaries are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income; and salaries are so insufficient as to act as a disincentive to attract or retain talented staff.

The president of the University, without denying the inadequacy and non-competitiveness of the existing salaries the University pays its teaching staff and

the problem this has created, indicated that efforts are underway to address the issue.

5.4 On Terms and Conditions of Employment

The teaching personnel at AAU hold the opinion that teaching personnel do not enjoy the right to negotiate the terms and conditions of employment; the University does not make sufficient effort to facilitate sabbatical and research leaves through its international networks and collaborations; the University does not make adequate effort to secure scholarships for staff through its international networks and collaborations; and the University does not make adequate effort to promote research by securing adequate funds through its international networks and collaborations.

5.5 On Administrative Issues

Students at AAU hold the opinion that student services in the University are not adequate for the needs of the majority of students; and the University has no adequate and diversified recreational facilities for students.

6. Recommendations

It is clear from the above conclusions that there are a number of areas that call for improvement regarding the status of governance, academic freedom and teaching personnel at AAU. The following measures need to be taken at both national and institutional levels to improve the situation.

6.1 On Institutional Autonomy and Academic Freedom

Institutional autonomy, in as far as it pertains to all public higher educational institutions, will have to be addressed at the **national level**. Existing legal and policy framework need to be broadened to grant greater institutional autonomy for the public higher educational institutions. In particular, the 2003 Proclamation on Higher Education should be revised so as to provide for the participation of the academic community in the free selection of leaders and governing body members; to ensure the representation of the staff and the students in the institution's governing bodies; and to ensure the protection of the institution from threats to its autonomy coming from any source.

Academic freedom on the other hand must be cultivated and protected by **the University**. As part of its core function of the generation, dissemination and

application of knowledge, AAU is expected to promote and protect the quest for truth and respect for opposing views and ideas, and to inculcate in its students habits of critical inquiry in addition to imparting a specific body of knowledge or sets of skills. This is one of the challenges that AAU must confront.

As indicated elsewhere, the threat to institutional autonomy does not always come from outside interference. For example, the 2003 Proclamation on Higher Education allows, in principle, AAU to propose and implement its budget with minimal reference to the Ministry of Finance and to hire and fire its support staff without interference from the Civil Service Commission. However, lack of internal capacity has so far hindered the University from taking full advantage of this freedom provided by law. Therefore, AAU should make every effort to upgrade its internal capacity for financial and personnel management.

6.2 On Salaries

The issue of salaries needs to be addressed at the **national level** as it pertains to all public higher educational institutions.

Attrition of high level competent teaching and research staff is a serious problem of the public universities. Ethiopian academics are pulled, not only internally, but also externally to opportunities in Europe and North America. Competitive salaries by the public universities may not be able to completely curb the flight abroad of Ethiopian academics, by these can limit local brain drain and enable professionals to lead a decent life and serve their country within their academic institutions to the maximum of their abilities.

Thus it is an urgent matter for the current structure of salaries and benefits policies to be revised and a better pay and benefits scheme that can enhance the competitiveness of public higher education institutions in attracting and retaining qualified academic staff to be implemented.

6.3 On Accountability, Terms and Conditions of Employment and Administrative Issues

The issues raised in the above conclusion with respect to accountability, terms and conditions of employment of teaching personnel and administrative issues can be addressed at the level of **the University**. The University is about to launch a five-year strategic plan. Most of these issues were discussed at various levels within the University and with external stakeholders in the process of formulating the strategic plan. It is very important that these issues be regarded as challenges and satisfactorily addressed in the implementation of the plan.

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The Case of Arbaminch University

*Wanna Leka**

1. Overview of Arbaminch University (AMU)

Arbaminch University (AMU) was established in 2004 by Regulation No.111/2004. The University offers training in Applied Sciences, Business and Economics Engineering, Teacher Education and Water Technology.

Available documents from AMU show that there are three major hierarchies of leadership in the institution excluding the student body. The first category includes the president and the vice presidents. The second category includes deans of various faculties and the third category includes officers of various sections/departments. The president of the University is appointed by the government based on his/her educational qualification, work experience and the willingness to implement government policies and guidelines. The president of the University appoints the faculty deans, department heads and other officers of various sections within the University. AMU has its own board that consists of the president and selected government officials, and the president is accountable to the board. AMU has its own senate and legislation. The senate consists of the president, vice presidents and the deans, and it oversees all matters related to the University activities. The staff members have no association/union, but the students have their own union.

The level of research activities at AMU is limited due to the shortage of qualified teaching staff as well as funds. However, few teachers are engaged in research activities using the internal fund allocated by AMU. Furthermore, AMU does not publish any academic journals due to resource limitations.

1.2 Student Enrollment

In Table 1, we can see that there was a steady increase of undergraduate and graduate student enrollment. Undergraduate student enrollment increased from 2934 in 2003/04 to 5525 in 2005/06. Graduate student enrollment also increased from 269 in 2003/04 to 889 in 2005/06. Moreover, we can see that there is a wide gender gap. Only 18% of the undergraduate students were girls in 2005/06 and in graduate school 13% of the students in 2005/2006 were girls. We see a similar pattern in the extension program. In the extension program in 2005/06,

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girls accounted for 13% of the total undergraduate extension students and 16% in graduate programs (table 2).

Table 1. Regular undergraduate and graduate students' enrollment at AMU (2003-05/06)

Year	Undergraduate			Graduates		
	Male	Female	Total	Male	Female	Total
2003/04	2512	422	2934	260	9	269
2004/05	3546	932	4478	451	14	485
2005/06	4540	985	5525	773	116	889

SOURCE: Arbaminch University (2006).

Table 2. Undergraduate and graduate extension students enrollment at AMU (2003-2005/06)

Year	Undergraduate			Graduates		
	Male	Female	Total	Male	Female	Total
2003/04	1017	219	1290	66	4	70
2004/05	1584	281	1865	122	29	151
2005/06	2270	341	2611	408	77	485

SOURCE: Arbaminch University (2006)

1. 3 Teaching Staff at AMU

AMU has both undergraduate and graduate programs. The size of the graduate program is quite small. Table 3 shows the profiles of teaching staff at AMU.

Table 3. Teaching staff and their educational qualification

Educational Level	Male	Female	Sub Total
Ph.D	8	-	8)
MA/Msc.	73	1	74
BA/Bsc	210	13	223
Diploma/Tech. assistant	44	3	47
Total	335	17	352

SOURCE: Arbaminch University (2006).

Notes: There were 45 expatriate teachers at AMU when this data was collected. Out of the 45 teachers, 26 had Ph.Ds. Numbers in parenthesis indicate percentages.

The figures in Table 3 indicate a number of facts. The majority of the teaching staff (63.4%) are BA/BSc. holders. Those with MA/MSc account for only 21% of the staff members. Ph.D. holders are only 2.2%. Female staff members are less than 5%. Female staff members with BA/BSc degree account for less than 4% of the teaching staff.

The teacher/student ratio at AMU during the academic year of 2005/2006 was 1:16. According to ESDP-III (2005) one of the indicators of efficiency is the ratio of academic staff to students. In Ethiopia, the ratio of academic staff to students has improved from 1:8 in 1995 to 1:12 at present. But it is still less than that of some regional universities. For example, the staff/student ratio at University of Nairobi is 1:15, University of Ghana 1:19, Makerere University 1:20, University of Khartoum 1:21, Cairo University 1:28 (ESDP III 2005:16).

1.4 Administrative Staff

AMU has administrative support staff whose number is slightly larger than the teaching staff (table 4).

Table 4. Educational qualification and gender composition of administrative staff at AMU (2006/07)

Educational Level	Male	Female	Sub-total
MA/MSc	3	1	4
BA/BSc	8	1	9
Diploma	43	27	70
Technical/vocational	16	8	24
12 th grade complete	44	69	113
Below grade 12	85	59	144
Total	199	165	364

SOURCE: Arbaminch University (2006).

Note: Table 4 does not include expatriate and contractual workers.

Table 4 shows us the following. Among the administrative staff the gender gap is narrower as compared with that of the teaching staff. Women employees account for 45% of the administrative staff. In terms of educational qualifications men have higher educational qualification than women. The number of women employees who completed grade 12 is more than that of the men. This group makes up about 19% of the administrative staff. The ratio of teaching and non-teaching staff is almost 1:1 at AMU. Moreover, the ratio of non-teaching staff to student population is 1:15.

2. Data Sources

This study used both primary and secondary sources. The primary data were obtained by using the following data collection instruments. (1) a survey questionnaire (open/close ended) for academic staff and students. (2) focus group discussion with teaching and non-teaching staff. (3) guided interviews with top university leadership and administration.

The secondary data sources included the Higher Education Proclamation No.351/2003, the Ethiopian Education and Training Policy of 1994, the Education Sector Development Programs, (ESDP I, II, & III), Education Statistics Annual Abstracts of MOE as well as various documents obtained from Arbaminch University.

2.1 Participants in the Study

The study included different categories of people from AMU. These were students (both graduate and undergraduate), teaching and non-teaching staff, top university leadership and administrative bodies.

2.2. Sampling Procedures

AMU has five major faculties/colleges. (a) Applied sciences (b) Business and economics (c) Engineering (d) Teacher education and (e) Water technology. In this study, all five faculties/colleges were included. Moreover, the study also included top university leadership, students (graduates and undergraduates), teaching staff and non-teaching staff. The profiles of these participants are provided in Tables 5,6, 7 and 8.

Table 5. Profile of respondents

Type of Respondent	Sex		Total
	Male	Female	
President of AMU	1	—	1
Deans	5	—	5
Registrar	1	—	1
Teachers	47	1	48
Students (graduates & undergraduates)	161	39	200* + 2
Total	215	40	255

SOURCE: Arba Minch University (2006)

*Two students did not indicate their sexes. The total number of students involved in the study was 202.

In Table 6, we can see that in addition to the university leadership (president, deans and registrar), two large groups, namely, teachers and students were also included in the study. The number of teachers involved in the study accounted for 14% of the total academic staff while students accounted for 4% of the total student population. Among the 202 student participants, 19% were female students. Both the teachers and the students were selected randomly from each college/faculty.

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Table 6. Distribution of student respondents by Faculty

Faculty/College	No of students	Percent
Water technology	37	18.3
Teacher education	29	14.4
Engineering	44	21.8
Business and Economics	56	27.7
Applied Sciences	36	17.8
Total	202	100

SOURCE: Arbaminch University (2006).

Table 6 shows the distribution of students who participated in the study. The largest group of students came from the Faculty of Business and Economics (27.7%), followed by Engineering (21.8%), and Water Technology students (18.3%).

Table 7. Distribution of teachers by faculty who participated in the study

Faculty/College	No. of Instructors	Percent
Teacher education	23	47.9
Engineering	7	14.6
Applied Science	8	16.7
Faculty of Business and Economics	7	14.6
Water Technology	2	4.2
Total	48*	100

SOURCE: Arbaminch University (2006)

Note: This figure does not include some of the AMU members who participated in focus group discussion.

Table 8. Academic rank of teachers who participated in the study

No.	Academic Rank	Percent
1.	Lecturers	39.6
2.	Assistant lecturers	4.2
3.	Graduate assistants	54.2
4.	Technical assistants	2.0
5.	Total	100

SOURCE: Arbaminch University (2006).

Tables 7 and 8, deal with the academic staff. As can be seen from Table 7, the majority were from Teacher Education (47.9%), followed by instructors from Applied Sciences (16.7%). The third largest group of instructors were from faculty of engineering as well as from faculty of business and economics (14.6% each). Table 9 shows the academic rank of instructors who took part in the study. The majority were Graduate Assistants (54.2%). Lecturers accounted for 39.6%. The others were Assistant Lecturers (4.2%), and Technical Assistants accounted for 2.0%.

2.3 Data Collection Instruments

The instruments developed were – questionnaires, interview and focus group discussion (FGD) guide questions. The different groups involved in the study were top university leadership, teaching and non-teaching staff, students (both graduates and under-graduates). In FGD two groups were involved, namely, teaching and non-teaching staff members. The questionnaires developed for instructors and students included both closed and open-ended questions. The instructors' questionnaires included issues related to institutional autonomy, accountability, individual rights and freedom of teaching, duties and responsibilities of teaching personnel, terms and conditions of services, disciplinary problems and salaries.

The structured interview guides for university leadership included items on governance, academic freedom, terms and conditions of employment. The guide questions for focus group discussion with teachers and administrative staff included items on governance, academic freedom, terms and conditions of service/employment. The students' questionnaires included issues related to conditions of teaching and learning, academic freedom and administration matters.

3. Findings and Discussions

The data generated from the primary and secondary sources by using different data collection instruments are discussed below in details. The discussion covers (a) academic freedom (b) institutional autonomy (c) institutional accountability (d) individual rights and freedom of teaching (e) duties and responsibilities of higher education teaching personnel (f) terms and conditions of service (g) disciplinary problems (h) salary issues (i) conditions of teaching learning (j) administrative issues.

Table 9. Teachers' responses regarding institutional autonomy

Items	Level of Autonomy %		
	1	2	3
Self-government (i.e., free from external internal interference in internal affairs)	12.4	43.8	33.4
The relationship between Academic staff and university	12.5	41.7	43.7
Participation of academic community in decision/policy-making processes directly or through their representatives	8.3	33.3	50.2
Participation of the academic community in the free election of leaders and governing body members	6.3	18.8	68.8
Representation of the staff association in your institution's governing bodies	8.3	39.6	43.8
Protection of the institution from threats to its autonomy coming from any source	8.3	39.6	45.8
Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	16.7	41.7	33.4
Availability of structure/s for consultation of the academic community on major policy changes affecting them	4.2	33.3	56.2
Women's representation in governing bodies	12.3	31.3	47.9

Note: To simplify things the original rating scales are merged as follows: Very high & high=high; low & very low=low. Thus, 1=High, 2=Medium, 3=Low.

3.1 Institutional Autonomy at AMU

As can be seen from Table 9, there are nine different statements related to institutional autonomy. The views of the majority of the staff members on these statements vary from “medium to low”. When one looks into each statement as depicted in Table 9, the majority of the staff members (68.8%) did not go along with the statement that reads: “participation of the academic community in the free election of leaders and governing body members.” The other two statements that were rated as “low” by over 50% of the staff members included – availability of structure(s) for consultation of the academic community on major policy changes affecting them (56.2%) and participation of academic community in decision/policy making process directly or through their representatives (50.2%).

Four other statements related to institutional autonomy were also rated as “low”, by over 40% of the academic staff. The statements of disagreement included – Women’s representation in governing bodies at AMU (47.9%), protection of the institution from threats to its autonomy coming from any source (45.8%), representation of the staff association in institutional governing bodies (43.8%) and the relationship between academic staff and university (43.7%).

The low ratings given by the AMU academic staff concerning institutional autonomy could be put into some perspective. Higher Education Proclamation No. 351/2003 (article # 39) stipulates that the presidents and vice presidents of universities are appointed by the government. In this regard, then the academic staff members at AMU can not have a say on this issue and the appointed officials are expected to be accountable to the government rather than to the staff. Thus, in Table 9, item # 4 has a low rating. Furthermore, AMU staff members have no union of their own to represent them in the institution’s governing bodies and they are rarely consulted on major policy issues affecting them. Accordingly, in Table 9 item # 8 is rated as “low” by 56.2% of the staff.

Women staff members account for about 5% of the teaching staff and 63% of them are BA/BSc holders and their representation in governing bodies at AMU does not exist as such. The academic staff members who participated in this study were asked in the open-ended questions to state the reasons that made them rate the institutional autonomy at AMU as “low”. The major reasons stated by the respondents were: (a) the appointment of the president and vice presidents is done by the government and the university community is not involved in the selection process, (b) it is assumed that AMU is autonomous; however, in practical terms most issues are decided by the federal government and AMU is expected to implement these decisions; (c) the staff members have little say on policy issues and are simply required to accept decisions made at the top; (d) student admission is decided by MoE and curriculum development is very much

centralized especially in the areas of teacher education; (One of the interviewees in the Faculty of Education indicated that the Teacher Education curriculum was expected to be uniform throughout the country); (e) AMU has no organizational structure that is put in place for consultation and the academic staff members have no opportunity to participate and make comments on major policy issues of the university.

However, the top university officials (including the president) indicated that AMU has a partial institutional autonomy. In the interview session, they pointed out that the university has its own legislation approved by the senate and according to them it is one of the concrete demonstrations of institutional autonomy.

One of the administration officers who was interviewed made it clear that neither the top leadership nor the teaching staff is aware of the 1997 UNESCO *Recommendation*. Furthermore, some of the staff members who were involved in the focus group discussions also pointed out that they were not aware of the Higher Education Proclamation No. 351/2003. In the same focus group discussion, one of the staff members indicated that institutional autonomy exists in theory only and it is not as such implemented in Ethiopia, including in AMU. He pointed out that AMU is not free to admit new students on its own, or develop a new curriculum. The government controls the budget and at AMU there is no tradition of staff participation on issues that affect the institution.

The non-teaching staff members who participated in the focus group discussion also underlined that the overall management of AMU is not fully democratic. However, they pointed out that there is an attempt by the top leadership to democratize AMU in the future. They also indicated that the overall relationship between the teaching and the non-teaching staff is not good enough and there is no forum at AMU to improve and strengthen collegiality among the teaching and the non-teaching staff. One of the complaints raised by the non-teaching staff during the focus group discussion was that they were not beneficiaries of the staff development scheme.

Even though the majority of the staff members indicated that institutional autonomy at AMU is low, three statements concerning autonomy were rated as “medium” by over 41% of the staff. These are: (a) self government, i.e., free from external interference in the internal affairs (43.8%), (b) the relationship between academic staff and the university (41.7%), (c) prohibition of armed security forces from entering the institution’s premises unless lives and property are endangered (41.7%). As indicated earlier, the ratings of the staff on these issues varied from “medium” to “low”. However, the top leadership of the institution believes that there is a partial autonomy at AMU. In reference to institutional autonomy, Mazrui (1978) pointed out that autonomy entails the freedom to:

shape curriculum and syllabus, relative freedom to recruit teachers, and some freedom to admit students by criteria chosen by universities, the freedom for scholars to decide research priorities and research methods, to publish their findings, and to publicize their intellectual positions (p.260).

3.2 Institutional Accountability

Institutional accountability is considered as a very important responsibility of higher education institutions. In the discussion that follows, the views of instructors, administrative staff and that of the university leadership have been presented. The variables were drawn from the 1997 UNESCO-*Recommendation*.

Table 10. Teachers' responses institutional accountability

Accountability	Level of Accountability %		
	1	2	3
Effective communication to the public concerning the nature of its educational mission	4.2	45.8	41.7
Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	8.3	45.8	39.6
Effective support of academic freedom and fundamental human rights	14.6	45.8	29.2
Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	8.3	54.2	29.2
Provision of opportunity for lifelong learning	16.7	35.4	33.7
Fair and just treatment of students	25	54.2	12.5
Preventing any form of discrimination, harassment and violence against students and staff	16.7	50.2	29.2
Honest and open accounting and efficient use of resources	10.5	39.6	43.8
Creation of codes of ethics to guide personnel	12.5	50.2	29.7
Assistance in the fulfillment of economic, social and political rights	6.3	47.9	37.6
Addressing themselves to contemporary problems	4.2	54.2	35.4

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Accountability	Level of Accountability		
	%		
	1	2	3
facing society			
Ensuring availability of library collections and access without censorship to information resources	8.3	41.7	37.5
Transparency in system of institutional accountability	4.2	33.3	52.1
Ensuring participation of organization representing teaching personnel in developing quality assurance systems	14.6	45.8	31.3

Note: 1=High, 2=Medium, 3=Low.

In Table 10, fourteen elements related to institutional accountability were used for rating by the AMU academic staff. What we see in Table 10 is that a large percentage of the academic staff rated the degree of institutional accountability at AMU as “medium” while another sizeable percentage of staff members rated the institutional accountability as “low”.

A closer examination of Table 10 shows that over 50% of the academic staff rated the following five statements attributed to institutional accountability as “medium”. “Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability (54.2%); “fair and just treatment of students” (54.2%); and addressing contemporary problems facing society (54.2%); “preventing any form of discrimination, harassment and violence against students and staff” (50.2%); “creation of codes of ethics to guide personnel” (50.2%).

Furthermore, over 40% of the teaching staff also rated the following six institutional accountability elements as “medium”. “Assistance in the fulfillment of economic, social and political rights” (47.9%); “effective communication to the public the nature of its educational mission” (45.8%); “commitment to quality and excellence, and the integrity of its teaching, research and scholarship” (45.8%); “effective support of academic freedom and human rights” (45.8%); “ensuring participation of organization representing teaching personnel in developing quality assurance systems” (45.8%); “ensuring availability of library collections and access without censorship to information resources” (41.7%).

On the other hand, the statement that reads “transparency in system of institutional accountability” was rated as “low” by 52.1% of the staff (the lowest rating among others). The other two statements that were rated as “low” by over

40% of the staff included: “honest and open accounting and efficient use of resources” (43.8%); “effective communication to the public concerning the nature of its educational mission” (41.7%).

Finally, over 30% of the academic staff gave a low rating to the following six statements relating to their institution: “commitment to quality and excellence, and the integrity of its teaching, research and scholarship” (39.6%); “provision of opportunity for lifelong learning” (33.7%); “assistance in the fulfillment of economic, social and political rights” (37.6%); “addressing themselves to contemporary problems facing society” (35.4%); “ensuring availability of library collection and access without censorship to information resources” (37.5%); and “ensuring participation of organization representing teaching personnel in developing quality assurance system” (31.3%).

It will be recalled that AMU a full-fledged university status in 2004 and is building itself up. During the focus group discussion, the staff members indicated that there is a concerted effort on the part of the university to improve the educational qualification of its teaching staff members. In this respect two major things are being done at AMU. Junior staff members are encouraged to further their education by joining postgraduate programs within or outside the country after serving one year at AMU. Furthermore, the university has a new scheme called ‘Academic Development and Resource Center (ADRC)’ to train teachers in pedagogies. According to the president of the university, AMU has committed itself to academic excellence. Moreover, he indicated that academic staff members are encouraged to do research despite human and material resource limitations.

During the interview session with the registrar of the university, it was revealed that the students have their own union and the staff members have none. According to the registrar’s belief, the students enjoy personal freedom more than the staff members. However, both the top leadership as well as the academic and administrative staff members confirmed that there is no human rights violation at AMU and there is a rule of law and no one is expected to be above the law.

During the focus group discussion, the non-teaching staff members also indicated that AMU follows government rules and regulations in using its funds and resources. However, they indicated that there was a complaint about the degree of transparency in the usage of funds and resources. In this regard, about 52% of the staff members rated “transparency in system of institutional accountability” as “low”. Moreover, accountability at AMU was not rated as “high” by the teaching as well as by the non-teaching staff members who participated in the focus group discussion. This indicates that there is a lot to be improved in the area accountability in order to win the confidence and trust of the staff members at AMU.

3.3 Individual Rights and Freedom of Teaching

According to Altbach (2001, 205), "...a fully developed higher education system cannot exist without academic freedom". In relation to academic freedom, Higher Education Proclamation No. 351/2003 (Article-7 No.3) states, "subject to limitations provided by other laws, any institution shall have academic freedom". It does not elaborate this freedom. However, ESDP III (2005) attempts to elaborate a bit further on academic freedom. It stated that:

With regard to the higher learning institutions, the government has issued Higher Education Proclamation No. 351/2003 which provides extensive autonomy, academic freedom and accountability as well as their administration. Therefore, most of the administration of personnel including employment, financial administration, and procurement, establishment of relations with local and international counterparts has been devolved to institutional level (p.17).

Higher Education Proclamation No.351/2003 delineated the rights and duties of academic staff as indicated hereunder:

An academic teacher of an institution shall have the following rights:

- 1) to exercise his rights provided by law;
- 2) to make comments on the quality and appropriateness of the teaching-learning process;
- 3) to be entitled to promotion and fringe benefits after having fulfilled appropriate requirements;
- 4) to be assigned to various positions of responsibilities and entitled to get further education and training in accordance with the law;
- 5) not to be held liable for his personal views and belief;
- 6) to render community and consultancy services, and be entitled to take research and sabbatical leaves to conduct research and studies beneficial to the institution and the country in accordance with internal regulations of the institution.

The teaching personnel's assessment of the exercise of individual rights and freedom of teaching (table 11) and duties and responsibilities of teaching personnel (table 12) is presented as follows:

Table 11. Teachers' responses on individual rights and freedom of teaching personnel

Items	Extent of Freedom or Right %			
	1	2	3	4
Freedom to teach in one's area of specialization	33.3	45.8	14.6	4.2
Freedom to carry out research and disseminate the findings	20.8	43.8	22.9	10.4
Freedom to improve one's knowledge and skills	29.2	39.6	18.8	10.4
Freedom to openly criticize institutional policies and Practices	-	33.3	22.9	41.7
Freedom to form and participate in teachers associations	2.1	29.2	31.3	27.1
Freedom to fully exercise fundamental human rights	10.4	47.9	31.3	6.3
Freedom to criticize state policies on higher education and other national issues	-	25	27.1	37.5
Right to lodge an appeal in case of gross violation of one's rights	-	37.5	27.1	27.1
The right to be represented in the governing bodies of the institution	2.1	22.9	3.33	31.3
Participating in internal policy-making processes	-	22.9	35.4	37.5

Note: 1=Excellent, 2=Good, 3=Fair, 4=Poor.

Table 11 has ten-item statements related to individual rights and freedom of teaching personnel. The items from 1-7 mostly relate to freedom of teaching, research, and self-expressions, while the items from 8-10 deal with the rights of the academic staff. The elements related to freedom of teaching that were assessed positively included: Freedom to teach in one's area of specialization (excellent 33.3% and good 45.8%); freedom to carry out research and disseminate the findings (20.8% excellent and good 43.8%); freedom to improve one's knowledge and skills (excellent 29.2% and good 39.6%); freedom to openly criticize institutional policies and practices (good 33.3%); freedom to fully exercise fundamental human rights (excellent 10.4% and good 47.9%) and the right to lodge an appeal in case of gross violation of one's rights (good 37.5%). Thus, the teachers' views indicated above show that there is a freedom to teach, carry out research, and improve one's knowledge and skills. During the

focus group discussion with the staff members, they also confirmed that instructors are quite free to teach in their areas of specialization and also to carry out research, resources permitting

According to Brubacher (1977) the freedom to teach and carry out research in one's area of specialization and interest is referred to as "teaching freedom". It also means the freedom to choose lecture subjects, to select problems for research, to draw one's own conclusions about truth (p.50).

We can see from Table 12 again that six statements related to individual rights and freedom of teaching were rated as "poor" by some staff members. These included: Freedom to openly criticize institutional policies and practices (41.7%); freedom to criticize state policies on higher education and other national issues (37.5%); the right to be represented in the governing bodies of the institution (31.3%); participating in internal policy making processes (37.5%); freedom to form and participate in teachers associations (27.1%) and the right to lodge an appeal in case of gross violation of one's rights (27.1%).

The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning Teaching Personnel (2006) in its reference to freedom of association and staff participation in decision-making indicated that higher education personnel should:

- have the right and opportunity to take part in the governing bodies of institutions and to criticize their functioning, and to constitute a majority of members of academic bodies; and
- be able to participate in internal decision-making structure and practices and in the development of consultative mechanisms (p.25).

Finally, it should be noted here that AMU staff members have no union of their own and the aforementioned proclamation does not guarantee such rights. In the absence of such rights, the instructors have no means to air their views on issues concerning their institution.

Table 13. Teachers' Responses regarding duties and responsibilities of higher education teaching personnel

Item	Duties & responsibilities (%)			
	1	2	3	4
Cover over 80% of the contents in the syllabus for each course	66.7	4.2	2.1	29.9
Attend 80% of the period assigned for the course	70.9	4.2	4.2	14.6
Use different teaching methods to address students' needs	33.4	25	8.3	27.1
Allot sufficient time for student consultation and advisement	31.3	16.7	14.6	31.3
Provide timely feedback on student tests and projects	60.5	10.4	6.3	16.7
Prepare for their classes within the means provided by the institution	64.6	12.5	8.3	6.3
Provide fair and equal treatment to all types of learners	58.4	10.4	6.3	18.9
Encourage free exchange of ideas in the classroom	45.9	22.9	14.6	8.3
Do not impose their personal convictions or views on students	45.9	33.3	10.4	4.2
Conduct scholarly research and disseminate results	16.7	16.7	18.6	39.6
Strive to develop their knowledge of their subject matter	66.7	12.5	8.3	6.3
Strive to improve their pedagogical skills	47.9	18.8	8.3	14.6
Base their research on honesty and impartial reasoning	25.1	35.4	22.9	6.3
Observe the ethics of research involving humans, animals and the heritage and the environment	27.1	33.3	22.9	6.3
Respect & acknowledge the scholarly work of colleagues & students	48	25	12.5	6.3
Respect the confidentiality of new information,	43.8	16.7	16.7	10.4

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Item	Duties & responsibilities (%)			
	1	2	3	4
concepts and data transmitted to them in good confidence				
Avoid conflicts of interest and try to resolve them through disclosure or consultation	43.7	20.8	8.3	18.8
Handle honestly all funds entrusted to them	33.4	35.4	10.4	10.5
Are fair and impartial in appraisal of colleagues	41.7	25	14.6	8.3
Are fair and impartial in appraisal of students	45.9	25	10.4	10.4
Avoid misleading the public on the nature of their expertise	37.5	33.3	10.4	6.3
Contribute to the public accountability of their institution	41.7	18.8	18.8	10.4

Note: For the sake of simplicity, the original rating scales are merged in the following manner. Strongly agree & agree=agree and disagree and strongly disagree= disagree. Thus, 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree.

In Table 12, there are twenty-two items that are presumed to be indicators of the duties and responsibilities of higher-education teaching personnel. In order to simplify the discussion that follows these twenty-two items were clustered into four broad areas, namely: (a) course coverage and time, (b) student related issues, (c) teaching and learning, (d) ethical issues related to research and teaching.

In this particular case instructors were asked to indicate their own views concerning the duties and responsibilities regarding their colleagues. On the issues related to course coverage and time, 66.7% of the responding staff members seem to agree that their colleagues cover over 80% of the contents and another 70.9% of them believe that their colleagues attend 80% of the period assigned for the course (s).

On the question of student-related issues, close to 65% of the instructors concurred with the view that their colleagues adequately prepare for classes. Moreover, 33.4% of the responding staff members think that their friends use different teaching methods to address the students' needs and over 58% of them seem to agree with the view that instructors at AMU give equal and fair treatment to their students. In line with this, about 46% of the instructors believe

that their colleagues do not impose their own personal convictions or views on their students.

Apart from being fair to their students, it seems that the instructors at AMU devote their time to students. Accordingly, 31.3% of the staff members seem to believe that their colleagues allot sufficient time for student consultation and advisement. Furthermore, close to 61% of the respondents indicated that students get timely feedback on their tests and projects from their instructors.

It was indicated earlier that close to 64% of the teaching staff at AMU have BA/BSc degrees. In view of this, many of these staff members attempt to further their education and also improve their teaching skills through the training they get in Academic Development and Resource Center (ADRC) located at AMU. Between 48%-67% of the responding instructors acknowledge the efforts being made by their colleagues to upgrade themselves professionally.

Furthermore, the staff members indicated their agreement with the view that instructors: base their research on honesty and impartial reasoning (25.1%); observe the ethics of research (27.1%); respect and acknowledge the scholarly work of academic colleagues and students (48%); respect the confidentiality of new information, concepts and data transmitted to them in good confidence (43.8%); avoid conflicts of interest and try to resolve them through disclosure or consultation (43.7%); handle honestly all funds entrusted to them (33.4%); are fair and impartial in appraisal of colleagues (41.7%) and students (45.9%); avoid misleading the public on the nature of their expertise (37.5%).

On the other hand, a small percentage of the staff members (29.9%), indicated that their colleagues do not cover 80% of the contents defined in the syllabus for each of their courses. Moreover, about 27 % of them think that their colleagues do not use different teaching methods to address students' needs. In addition to this, between 30%-40% of the staff members believe that some of their colleagues do not allot sufficient time for student consultation and advisement or conduct scholarly research and disseminate results.

We can also see from Table 12, that over 30% of the staff members responded "Don't know" for the following five statements. These are: Instructors do not impose their personal convictions or views on students (33.3%); instructors base their research on honesty and impartial reasoning (35.4%); instructors observe the ethics of research (33.3%); handle honestly all funds entrusted to them (35.4%); avoid misleading the public on the nature of their expertise (33.3%). Undecided (neutral) respondents accounted for less than 20% except in two cases (items 13 & 14) as shown in Table 12.

In general, the academic staff members seem to carry out their duties and responsibilities as required by their institution.. However, the academic staff members have differing views on the duties and responsibilities of their colleagues. These differences could be due to the fact that some instructors

might not be fully informed about the activities of their colleagues. In the focus group discussion with the academic staff members, it was made clear that some instructors do know a lot about the activities of their colleagues while others said they have very little knowledge of their colleagues' activities. They indicated that this was mainly due to limited faculty interactions within AMU.

Table 13. Teachers' responses regarding terms and conditions of service

Item	Employment conditions %			
	1	2	3	4
The terms and conditions of employment create an enabling work environment for teaching and research	43.8	14.6	8.3	26.7
The terms and conditions of employment are free from discrimination of any kind	48	14.6	4.2	27.1
Teaching personnel have the right to negotiate the terms and conditions of employment	29.2	18.8	2.1	43.8
There is a just and open system of career development, including promotion	31.3	16.7	8.3	37.5
The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	8.3	33.3	14.7	29.2
The institution secures scholarships for staff through its international networks and collaborations	23	14.6	2.1	54.1
The institution promotes research and securing adequate funds through its international networks and collaborations	16.7	25	14.6	37.6
The reasons for contract termination are known and based on advance notice	27.1	37.5	12.5	16.6
Dismissals are in accordance with the institution's current rules and regulations	27.1	37.5	14.6	10.4
Staff evaluation based only on academic criteria of competence in research, teaching and other professional performance	45.9	18.8	10.4	18.8
The assessment is based on known, standard academic criteria	48	16.7	8.3	14.6

Item	Employment conditions %			
	1	2	3	4
Assessment results are made known to the individuals staff members concerned	29.2	22.9	8.3	31.3
The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	16.7	34.6	14.6	27.1

Note: 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree.

4. Terms and Conditions of Service

The reactions of the academic staff concerning the terms and condition of services is a mixed one as can be seen from Table 13. For the sake of simplicity, thirteen items in Table 13 were grouped into three broad categories - namely: (a) terms and conditions of employment, (b) conditions related to sabbatical leave, scholarships, career development and research, (c) staff evaluation/assessment.

In terms and conditions of employment, 43.8% of the responding staff members concurred with the view that the terms and conditions of employment create an enabling work environment for teaching and research. Another 48% of the staff members agreed that the terms and conditions of employment are free from discrimination of any kind. However, 43.8% of the academic staff indicated that they have no right to negotiate the terms and conditions of employment.

On the question of career development, 31.3% of the members seem to believe that there is a just and open system of career development including promotion. However, 37.5% of the staff members thought otherwise. Actually, during the focus group discussion with the academic staff, it was indicated that AMU gives opportunity for young staff members, especially for those who are BA/BSc holders, to further their education after one year of service. There is an established scheme at AMU to upgrade junior staff members. This was also made clear again during the interview with the president of the university. The president also indicated that the academic staff members working at AMU were not eligible for sabbatical leave, due to the fact that their service was less than seven years in the institution.

There are four items in Table 13 that relate to staff assessment. Over 45% of the staff members "agreed" to the following two items: staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance (45.9%) and the assessment is based on known,

standard academic criteria (48%). However, less than 30% of the staff members agreed with the following two statements: Assessment results are made known to the individual staff members concerned (29.2%) and the teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair (16.7%).

On the other hand, close to 27% of the staff members think that the terms and conditions of employment do not create an enabling work environment for teaching and research and another 27% of the respondents believe that the terms and conditions of employment are not free from discrimination of any kind. When such things occur, the academic staff should have the opportunity to appeal or negotiate with concerned bodies. However, almost 44% of the responding staff members indicated that the teaching personnel have no right to negotiate the terms and conditions of employment. On top of this, close to 38% of them believe that there is no just and open system of career development, including promotion, and a good majority of them (54.1%) also indicated that the institution does not secure scholarships for staff through its international networks and collaborations.

Another 37.6% of the responding teachers pointed out that the institution does not promote research by securing adequate funds through its international networks and collaborations. Even though Higher Education Proclamation No.351/2003 (Article-7, No.2d) guarantees institutions of higher learning the right to establish relations with local and international counterparts, AMU has done very little on this issue and the reaction of the staff is quite understandable.

AMU is a government institution and the terms and conditions of employment must adhere to the rules and regulations of the government. The staff members who participated in this study indicated that they sign a two-year contract as employees. These contracts are renewed every two years and there is no negotiation on salary issues. During the focus group discussion, the staff members also pointed out that there is resentment among AMU staff members concerning the conditions of their employment. They strongly emphasized that a tenure system must be introduced that guarantees permanent employment. In the academic world it is generally believed that tenure system provides an enabling environment in the institutions of higher learning for free expression of ideas, research and teaching. This lacks at AMU due to the prevailing conditions discussed above.

Table 14. Teachers' responses regarding disciplinary problems

Items	Disciplinary Problems %			
	1	2	3	4
Persistent neglect of duties	6.3	20.8	50.0	16.7
Gross incompetence	4.2	2.1	58.3	20.8
Fabrication or falsification of research results	-	-	37.5	41.7
Serious financial irregularities	8.3	10.4	37.5	29.2
Sexual misconduct with students	4.2	16.7	47.9	20.8
Falsifying test results or final grades in return for money, sexual or other favor	-	12.5	43.8	31.3

Note: 1=Always, 2=Frequently, 3=Seldom, 4=Never.

In Table 14, a total of six issues were identified to elicit the views of the staff members if various disciplinary problems occur at AMU. The views obtained from the staff members indicate that there are no serious disciplinary problems that threaten the teaching/learning process at AMU. However, 6.3% of the staff members indicated that persistent neglect of duties occurs “always” at AMU. On the hand 20.8% of the staff members believe that such neglect of duties happens “frequently”. This issue was raised with the staff members during the focus group discussion. They said that some staff members are poor in time management and come to classes late. Moreover, few instructors travel outside the town on a number of occasions and neglect their classes.

In responding to an open-ended question, a number of staff members indicated that there were cases of sexual misconduct. Accordingly, 4.2% of the staff members believe that sexual misconduct occurs “always” and another 16.7% of the staff also believe that such misconduct happens “frequently”. Another point that was raised was the issue of falsifying test results/final grades for money, sexual or other favors. In this particular case, only 12.5% of the staff members said that such incidents occur “frequently” and another 43.8% said it “seldom” happens. Between 35%-58% of the respondent staff seem to believe that problems such as gross incompetence, falsification /fabrication of research results “seldom” occur at AMU. Thus, one can say that according to the views of the respondents disciplinary problems are not very serious issues at AMU.

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Table 15. Teachers' responses regarding salaries

Items	Conditions of Salaries %			
	1	2	3	4
Reflect the important role of higher education in society	16.6	8.3	22.9	45.8
Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	8.4	6.3	-	81.3
Adequate to sustain a reasonable standard of living for themselves and their families	2.1	-	-	91.6
Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	75.1	4.2	2.1	12.5
Are so insufficient as to act as a disincentive to attract or retain talented staff	79.2	2.1	2.1	10.4
Are fully paid when the staff member is studying for a higher degree abroad	27.1	2.5	4.2	33.3
Are revised periodically to take into account the rising cost of living	4.2	4.2	2.1	83.4
Teachers are adequately compensated for carrying extra workload	27.1	2.1	4.2	62.5
Teachers are adequately compensated for annual leaves lost because of extended teaching	31.3	10.4	6.3	45.9

Note: 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree.

University staff members are employees of the federal government and their salaries are subject to government rules and regulations. Since universities in Ethiopia are not fully autonomous, they cannot set up their own salary scales. In Ethiopia, the salaries of faculty members range from USD 400 a month for a full professor to USD 150 a month for a lecturer (Africa Region Human Development Working Paper Series 2004 No.65:56). The Ethiopian staff members are paid one-fourth of what expatriate counterparts of similar rank earn. This disparity is one source of resentment among the Ethiopian staff members.

As can be seen from Table 16, a large percentage of the staff members expressed dissatisfaction with the conditions of their salaries. About 46% of the

staff members do not believe that their salaries reflect the important role of higher education in society and almost 92% of these staff members also think that their monthly salary is not adequate enough to sustain a reasonable standard of living for themselves and their families. As a result of their economic conditions, 75% of the responding teachers indicated that their colleagues are forced to engage in private consultancy or extra teaching to supplement their income.

It was indicated earlier that the Ethiopian staff members are paid almost one-fourth of what their foreign counter parts of similar rank get. Furthermore, 81.3% of the staff members believe that their salaries are not comparable to salaries paid in other occupations requiring similar or equivalent qualifications. In view of this, 79.2% of the responding teachers believe that their salaries are so insufficient and act as a disincentive to attract or retain talented staff.

Moreover, 83.4% of the staff members pointed out that their salaries are not revised periodically to take into account the rising cost of living. In his interview session, the president of the university also expressed that due to low salary and uncomfortable working conditions, AMU has been unable to attract enough qualified staff. According to the president, government rules and regulations do not allow to work out better salary scales to attract qualified professionals or curtail the migration of the staff. It was reported that about 30% of the staff members leave AMU every year for various reasons. Furthermore, the staff members who participated in the focus group discussion indicated that they would leave AMU if they had a better offer from outside.

One thing that came out during the interview session and focus group discussion was that AMU pays the salaries of the staff when they leave for further studies. However, almost 63% of the respondents indicated that they are not usually compensated adequately for carrying out extra workload and about 46% of the teachers also pointed out that they are not compensated adequately for annual leaves lost because of extended teaching. The issue of poor salary and compensations for extra loads was raised many times during focus group discussion with the academic staff and it is a concern that cannot be ignored.

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Table 16. Students' responses regarding conditions of teaching and learning

Items	Rating (%)			
	1	2	3	4
Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	67.3	2.5	3.0	23.3
Majority of my teachers attend 80% of the period assigned for the course	61.4	3.5	4.5	30.7
Majority of my teachers do not impose their convictions or views on students	46.1	15.8	10.9	22.8
Majority of my teachers use different teaching methods to meet students' needs	45.1	5.9	8.9	38.1
Majority of my teachers allot sufficient time for student consultations and advisement	24.3	8.9	10.4	55.4
Majority of my teachers provide timely feedback on assignments, tests, and student projects	41.1	6.4	6.9	43
Majority of my teachers encourage free exchange of ideas in the classroom	60.9	4.5	5.0	27.2
Majority of my teachers adequately prepare for their classes within the means provided by the institution	47.1	11.4	9.9	29.2
The teaching/learning situation is conducive for research by students	23.8	15.8	14.4	40.1
Majority of my classmates attend almost all of the periods assigned for the course	65.4	5.4	5.9	21.7
The students have easy access to the library facilities	31.7	4.5	4.5	58
Majority of my courses have textbooks, teaching materials and/or handouts	32.2	5.9	4.5	55.9
Assessment of my classmates does not generally make any discrimination based on ethnicity	55.9	11.4	10.3	19.3
Assessment of any classmates does not generally make any discrimination based on	68.3	10.4	3.5	15.9

their gender				
Assessment of my classmates does not generally make any discrimination based on their field or specialization	57.9	11.9	8.4	19.8
Assessment of my classmates does not generally make any discrimination based on their political views	60.9	11.4	7.4	18.3
The institution's leadership shows high commitment for academic excellence	28.7	6.9	9.9	51.5

Note: 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree

Responses Regarding Conditions of Teaching and Learning

The views of students towards their instructors should be seen as an important feedback. On issues related to the conditions of teaching and learning, seventeen statements were put in place for the students to indicate whether they 'agree' or 'disagree' to each of the statement in Table 16.

For the sake of clarity, an attempt has been made to categorize the seventeen statements into four broad groups. These are: (1) teachers' course coverage, (2) teachers course delivery/pedagogy, (3) resources and facilities, (4) students' assessment of teachers.

The views of the students in regard to teaching and learning are generally positive as the data in Table 16 shows. In terms of course coverage, the majority of the students (67.3%) believe that their teachers cover over 80% of the contents defined in the syllabus for each of their courses and another 61.4% of the students confirmed that their teachers attend 80% of the period assigned for the course (s).

In terms of course delivery/pedagogy, over 40% of the students reacted positively to the following three major issues. Accordingly, 46.1% of the students believe that the majority of the teachers do not impose their convictions or views on them and another 45.1% of them said that their teachers use different teaching methods to meet students' needs. Moreover, 47.1% of the students indicated that their teachers adequately prepare for their classes within the means provided by the institution and 41.1% of them believe that their teachers give timely feedback on assignments, tests and student projects. In addition to this, close to 61% of the students pointed out that their teachers encourage free exchange of ideas in the classroom.

Concerning research activities and resources, a relatively small percentage of the students (23.8%) “agreed” with the view that the teaching/learning situation is conducive for research by students, while 32.2% of the students indicated their agreement with the statement that the majority of their courses have textbooks, teaching materials and/or handouts.

Again we can see from Table 16 that the majority of the respondents indicated their views as to how students assess their teachers. Accordingly, a good number of the students believe that assessment done by their classmates does not generally make any discrimination based on: ethnicity (55.8%), gender (68.3%); their field or specialization (57.9%); and their political views (60.9%).

A number of student respondents “disagreed” with a variety of statements as depicted in Table 16. The students “disagreed” with statements such as: the majority of my teachers: attend 80% of the period assigned for the course (30.7%); use different teaching methods to meet students’ needs (38.1%); allot sufficient time for student consultations and advisement (55.4%). In relation to this, during the focus group discussion with the academic staff, they indicated that there is shortage of offices and they are forced to share rooms with other colleagues and as a result they have difficulty to carry out student consultation and advisement effectively.

Furthermore, the students reacted negatively to issues related with resources as well as facilities. They “disagreed” with statements such as: the teaching/learning situation is conducive for research by students (40.1%); the students have easy access to library facilities (58%); the majority of my courses have textbooks, teaching materials and/ or handouts (55.9%).

During the interview session with the president of the university, he was asked to name three critical problems of the university pertaining to academic leadership, teaching personnel and the students. According to the president the critical problems included shortage of resources, physical facilities, as well as qualified personnel (both teaching and non-teaching). The qualification of the teaching staff at AMU was indicated earlier in Table 3. Over 63.3% of the teaching staff members have a BA/BSc degree, 21% have a MA/MSc and only 2.3% have a Ph.D. Consequently, the younger instructors at AMU have limited pedagogical skills and few years of teaching experience in the institutions of higher learning.

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Table17. Students' responses regarding academic freedom

Items	Rating %			
	1	2	3	4
The academic community generally tolerate differing views	51	19.8	5.0	16.9
Students have public forums where they can debate and discuss critical issues	25.8	14.4	9.4	46.5
Students participate in various governing and decision-making bodies through their elected representatives	54.9	11.9	8.9	22.8
Students have opportunity to express their views on revisions of curriculum	21.8	20.3	5.9	49.5
Students fully enjoy freedom of assembly	41.6	11.9	10.9	33.7
Students fully enjoy freedom of thought	53	11.9	6.4	25.2
Students fully enjoy freedom of expression in the classroom on campus	60.4	8.9	7.4	21.3
Most students can pursue their studies in the field they choose or apply for	42.1	11.9	6.9	33.7
There is a student association (union) in the institution	80.7	5.9	2.5	7.9
Students have a newsletter of their own	16.8	25.2	6.9	43.6
The student association/union is free, and run on democratic principles	53	16.3	6.4	19.4
The institution protects students against the violation of their human rights on campus	59.4	12.9	6.4	18.4
Police do not intrude into the campus unless there is an imminent danger to lives and property	59.7	12.9	6.4	18.3
The majority of my classmates respect their teachers	83.2	5.9	4.0	5.0
There is no sexual harassment of female students by the academic staff	28.7	23.8	9.4	34.7
There is no sexual harassment of female students by the male students	33.1	19.8	12.4	31.2
There is no sexual harassment of female students	32.2	27.2	12.9	23.3

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by the administrative staff				
The majority of my teachers respect their students	55.4	4.0	9.9	28.2
The majority of my teachers listen to students	43.6	5.0	6.9	40.1
In general, student evaluation of teachers is based on objective academic criteria	51	9.9	10.9	22.5
Student evaluation of teachers is not influenced by the grades the teachers give them	47.6	12.4	5.9	34.7
There is no religious discrimination that affects my academic freedom or study	71.3	6.4	4.0	13.9
There is no ethnic discrimination that affects my academic freedom or study	61.4	10.9	4.0	19.8

Note: 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree

Students were given twenty three items to indicate their views on issues related to academic freedom (Table 17). In order to simplify the discussion, these twenty three items were clustered into the following seven broad categories: (a) campus freedom, (b) student association, (c) protection of students rights and safety, (d) issues of harassment, (e) teacher/student collegiality, (f) student evaluation of teachers, (g) issues of discrimination.

The response of the students in regard to campus freedom is quite positive. As shown in Table 17, between 40% - 60% of the students indicated their agreement with the following statements: The academic community generally tolerates differing views (51%); students participate in various governance and decision-making bodies through their elected representative (54.9%); students enjoy freedom of assembly (41.6%); freedom of thought (53%); students fully enjoy freedom of expression in on campus (60.4%); most students can pursue their studies in the field they choose or apply for (42.1%). According to Brubacher (1977) such kind of freedom of students is referred to as “learning-freedom”, which means the freedom to choose what to study, to decide when and how to study, and to make up one’s own mind (p.50).

AMU students have their own association (union) and 80.7% of the students acknowledged this fact. Furthermore, 53% of the students believe that their association (union) is free, and run on democratic principles. On issues related to student rights and safety, over 59% of the students indicated their agreement with the following statements: The institution protects students against the violation of their human rights on campus (59.4%); police do not

intrude into campus unless there is an imminent danger to lives and property (59.7%).

The question of sexual harassment was also raised to the students for their views. A smaller percentage of the students agreed that there is no sexual harassment of female students by the: academic staff (27%); by male students (33%); by administrative staff (32.2%). Actually, the information obtained through focus group discussion and the questionnaire indicated that there were reported instances of sexual harassment by a few staff members and male students. Accordingly, a group of students “disagreed” with statements such as: There is no sexual harassment of female students by the: Academic staff (34.7%); by male students (31.2%); and by administrative staff (23.3%).

The student/teacher relationship at AMU campus is quite cordial. In this regard 55% of the students believe that the teachers respect their students, and in a reciprocal manner 83% of them acknowledged that the students also respect their teachers. As a result of this mutual respect, 43.6% of the students indicated that the majority of the teachers listen to their students.

Students’ evaluation of their instructors has been in practice for a long time, especially in the institutions of higher learning. According to Wossenu (2005), “... student evaluations are generally a reliable and valid method for gathering data on teaching, much more so than any other teaching evaluation method (p.74). In view of this, students were asked to indicate their opinion concerning the evaluation of instructors by the students. Accordingly, 51% of them indicated that students’ evaluation of teachers is based on objective academic criteria, and another 47% pointed out that their evaluation is not influenced by the grades the teachers give them. It is worth mentioning here that close to 35% of the students did not agree with the statement that “student evaluation of teachers is not influenced by the grades the teachers give them”, and another 40.1% of them also indicated their disagreement with the statement that “the majority of my teachers listen to students.”

Finally, the question of ethnic and religious discrimination was raised to the students to react. A majority of the students (71.3%) indicated that there is no religious discrimination that affects their academic freedom or study and another 61.4% of them also pointed out that there is no ethnic discrimination that affects their campus life.

On the other hand, there were also students who disagreed with some of the statements included in Table 17. On the issues related to campus freedom, 46.5% of the students did not agree with the statement: “students have a public forum where they can debate and discuss critical issues”. Moreover, another 49.5% of the students also did not agree with the statement that read: “students have opportunity to express their views on revisions of curriculum”. It was indicated earlier that AMU students have student union/association of their own.

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During an interview session with the head of the student services, it was indicated that students could call a general meeting whenever it is necessary. However, they have to get permission from the appropriate university officials before calling such a meeting. The negative opinions expressed by some of the students seem to imply that critical issues may not be discussed in such meetings. It was pointed out earlier that the government wants uniformity of curriculum throughout the institutions of higher learning, especially in areas of teacher education. Thus, in this kind of situation the students seem to have limited opportunity to discuss critical matters and their negative reactions to some of the issues raised above is quite understandable.

Table 18: Students' responses regarding administrative issues

Items	Rating (%)			
	1	2	3	4
The rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies	46.1	9.9	6.4	35.1
The rules and regulations of the institution are conducive for the creation of a democratic culture and citizenry	53	9.4	11.4	22.3
The disciplinary measures taken against students that you know of are fair and in accordance with the rules and regulations of the institution	55	13.9	5.9	20.8
Students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust	33.2	22.3	10.4	28.8
In general, students abide by the rules and regulations of the institution	60.9	9.4	7.9	16.4
The decision-making process in the institution is not bureaucratic and inefficient	25.8	12.9	12.9	45
Most students understand the affirmative action policy to support females and disadvantaged social groups	56.4	11.4	6.4	20.3
The system of student placement in faculties strives to reconcile student choice with academic merit or achievement	38.6	28.8	10.4	26.8
Student services in the institution are adequate for	20.3	4.0	6.9	64.3

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the needs of the majority of students				
The institution has adequate and diversified recreational facilities for students	15.4	5.0	5.4	69.3
The institution has a conducive atmosphere for learning and research	24.8	8.4	7.9	53.4
HIV positive students receive adequate support and services on campus	8.9	44.6	10.4	29.2
In general, the governance and administrative system in the institution is democratic and participatory	35.7	8.9	10.9	38.6

Note: 1=Agree, 2=Don't know, 3=Neutral (Undecided), 4=Disagree

What we see in Table 18 is that the respondent students' views are positive towards the administrative issues raised. The first five statements (1-5), in Table 18 are related mostly to rules and regulations. The obtained responses show that close to 61% of the students think that at AMU, students abide by the rules and regulations of the institution. This seems to be due to the fact that 46.1% of them consider the rules and regulations of the institution are fair and create an enabling environment for the students to succeed in their studies.

Moreover, 53% of the students believe that the rules and regulations of the institution are conducive for the creation of a democratic citizenry. In addition to this, a majority of them (55%) feel that the disciplinary measures taken so far at AMU are fair and in accordance with the rules and regulations of the institution. In line with this, 33.2% believe that the students have the right to appeal if they think that the disciplinary measures taken against them are unjust.

As mentioned many times earlier, AMU students have their own association (union) and can be represented by their elected leaders in various governing and decision-making bodies. Due to this fact, 35.7% of the students claimed that the governance and administrative system at AMU is democratic and participatory.

Even though the majority of the students have positive views on administrative issues, there were others who saw the situation otherwise. About 35.1% of the students do not consider the rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies. Moreover, about 39% of the students think that the governance and administrative system in the institution is not democratic and participatory and another 45% of them see the institution as bureaucratic and inefficient.

In Table 18 we also see again that a good majority of the students are quite dissatisfied with student services and school facilities. Accordingly, 64.3% of the students do not see that the services in the institution are adequate for the needs of the majority of students. Similarly, 69.3% of them do not believe that the institution has adequate and diversified recreational facilities for students. As a result of this situation, 53.4% of the students indicated that the institution lacks a conducive environment to learn and do research.

It will be recalled that AMU got its current university status in 2004. It is in the process of expansion and growth and it is quite understandable if resources and facilities are inadequate. The reactions of the students expressed above underline the reality that exists currently at AMU. During the interview session, the president of the university also acknowledged the shortage of necessary resources. Furthermore, the staff members also raised the shortage of resources and facilities during focus group discussion.

5. Conclusions

This study explored a wide variety of issues related to the status of governance, academic freedom and teaching personnel in AMU. Based on the analysis of data and the findings discussed earlier, the following conclusions have been drawn.

- i. The study showed that the top university leadership, the teaching staff and administrative bodies were not aware of the existence of the 1997 UNESCO *Recommendation*. Moreover, few staff members seem to know Higher Education Proclamation No.351/2003.
- ii. The top university leadership believes that AMU has a partial autonomy and pointed out the adoption of a senate legislation as proof for the existence of such autonomy. However, the teaching staff indicated that AMU has no strong institutional autonomy as such. The views expressed by the staff members showed that the level of autonomy is limited, especially in matters related to the election of leaders and governing bodies as well as in the participation in decision/policy-making processes.
- iii. The teaching staff in AMU saw the issue of institutional accountability in a positive manner. They pointed out that the AMU leadership demonstrated moderate accountability in matters such as commitment to quality education, fair and just treatment of students, addressing contemporary problems facing society, creating codes of ethics to guide personnel etc. However, some teaching and non-teaching staff members

indicated that AMU has problems of transparency as well as efficient use of resources.

- iv. The freedom of teaching in one's area of specialization and carrying out research as well as disseminating the findings is respected by the university management. A large percentage of the staff members acknowledged this fact. On the other hand, some faculty members indicated that the right to be represented in the governing bodies of the institution has not been respected. Further more, the freedom to criticize state policies on higher education or institutional policies/practices as well as the freedom to form teachers' association has not been exercised in the institution. In this respect, the teachers felt that there is an infringement on their academic freedom.
- v. Despite the shortages (resources as well as facilities) that exist in AMU, the academic staff are generally discharging their duties and responsibilities in a professional manner. Moreover, the staff members observe code of ethics in their teachings, research work and also in dealing with their students.
- vi. AMU is a government institution. The government sets the rules and regulations for employment, salary scale, promotion, etc. Thus, AMU abides by these rules and regulations. It was reported that the terms and conditions of staff employment are free from discrimination. However, the opportunity to negotiate on the terms and conditions of employment does not exist. AMU practices contractual employment, but the instructors prefer a tenure system for job security.
- vii. The salary question is a burning issue among the staff members. The level of dissatisfaction is quite high and the staff turnover is very serious at AMU. As a result, the institution has a problem of retaining qualified staff members. However, despite these problems AMU has no serious disciplinary cases that threaten the teaching/learning process.
- viii. The teachers complained that AMU has not done enough so far to establish international contacts with similar institutions for experience sharing.
- ix. The overall attitude of the students towards their teachers and the university administration is positive. The campus atmosphere has enabled the students to pursue their studies without any form of human

rights violation or discrimination based on religion, ethnicity, gender as well as political beliefs.

- x. Over 65% of the students complained that student services as well as recreational facilities at AMU are poor and the campus lacks reasonable comfort.
- xi. The relationship between the teachers and the students is cordial and there is mutual respect towards each other.

6. Recommendations

In the preceding discussions, it was made clear that the state of governance, institutional autonomy, as well as academic freedom has not taken a firm foothold at AMU. In view of this, the following recommendations are put forward:

- i. Government, the top university leadership as well as the staff need to recognize and accept that the exercise of academic freedom benefits all parties.
- ii. The adoption of the principles and norms enshrined in the 1997 UNESCO *Recommendation* must not be overlooked while formulating AMU's charter in the future.
- iii. The Higher Education Proclamation 351/2003 does not spell out properly the issues of institutional autonomy, academic freedom and does not consider other international documents such as the 1997 UNESCO Recommendation. Thus, AMU must revisit its legislation in light of such international standard-making instruments.
- iv. The staff members at AMU lack a forum to express their views on issues of concern to them. Such a forum must be considered to strengthen the working relationship between the management and the staff.
- v. Women staff members are extremely few at AMU. This situation needs serious effort to attract more female faculty members.
- vi. AMU has got resource shortage and facility problems. This calls for resource mobilization. There must be a concerted effort on the part of the leadership to overcome these problems.

- vii. Salary and working conditions were issues that a lot of teachers complained about. These complaints must be taken seriously and action is needed.
- viii. The teachers indicated that AMU is not doing enough to establish international contacts with other national or international counter parts. These weakness need to be corrected.
- ix. Students complained about access to library and recreational facilities as well as shortage of current books. These issues also need immediate attention.
- x. The issues of transparency, accountability and participatory decision-making practices must be strengthened at AMU in order to develop collegiality between the leadership and the staff.
- xi. The relationship between the community and the university must be strengthened.

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The Case of Bahir Dar University

*Ayalew Shebeshi**

An Overview of Bahir Dar University

Bahir Dar University (BDU) is a young university which was founded in December 1999, when the Bahir Dar Teachers College and Bahir Dar Polytechnic Institute were merged to become the Education and Engineering faculties, respectively, of the new University (BDU Profile 2006).

Later, the University was expanded and opened new faculties that included Law, Business and Economics, and Agriculture and Environmental Sciences. Currently, it has five faculties and 30 departments. Its programs include regular and continuing education programs. The continuing education program offers education in three different modes: in the evening, in the summer (Kiremt) and in distance learning. In 2005/06 the University had a total of 27,902 students enrolled in all of its programs and a total of 674 and 1,180 academic and administrative staff, respectively (BDU Profile 2006).

The University has a vision of becoming a “Centre of excellence for community focused, practical, and democratic training, learning and research”. It has also chosen the following missions:

- To produce community focused, practical, problem-solving and democratic professionals that would work for the accomplishment of national goals;
- To carry out problem-solving researches that would address local and national problems;
- To provide community and consultancy services aimed at capacity development and contribution to national development objectives, and
- To become self-supportive by focusing on income generating business activities through effective, efficient and transparent use of its resources (BDU Profile 2006).

Like all other universities in the country, BDU is governed by Higher Education Proclamation No.351/2003. It has also a University Senate Legislation

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adopted in 2005. Based on the higher education proclamation, the BDU senate legislation has stipulated the rights, duties and responsibilities of the academic staff. Article 23 of the legislation states that the academic staff of BDU shall have the following rights:

- To exercise his rights provided by law,
- To make comments on the quality and appropriateness of the teaching-learning processes,
- To be entitled to promotion and fringe benefits after having fulfilled appropriate requirements,
- To be assigned to various positions of responsibilities and entitled to get further education and training in accordance with the law,
- Not to be held liable for his personal views and beliefs,
- To render consultancy and community services, and
- To be provided with the necessary resources for his duties.

The same article also provides a long list of duties and responsibilities which relate to giving course lectures; producing graduates cultivated in democratic cultures; conducting problem-solving research works; participating in the affairs of the community; conducting classes regularly; making one self available for consultation and student advisement, etc.

When compared to the rights and duties of academic staff stipulated in the UNESCO 'Recommendation', the BDU legislation seems to contain most of the issues raised in there. With regard to academic freedom, Article 47 (1) of the BDU legislation states that:

In his contacts with students for teaching purposes, an academic staff has the right to promote and permit an atmosphere of free, rational and dispassionate inquiry with respect to issues relevant to the subject matter of his course, including where appropriate, discussions on controversial points and the presentation of particular views from there on without, however, forcing the assumption that these issues are settled in advance or the assumption that there is one right view of the issue to the exclusion of open and intellectually disciplined discussion of any other relevant views.

The legislation thus gives the freedom to discuss issues freely in the classroom. Yet, sub-article 2 of the same article puts the following restrictions:

The academic freedom recognized under sub-article 47/1 of this article may not, however, be exercised to the detriment of the propagation of scientific truths, findings and methodologies of research already accumulated in the established as well as in the emerging sciences; nor ...for the purposeful propagation of the view of any political organization or religious group; nor can also an excuse of libel.

Another area where higher-education teaching personnel need academic freedom is with regard to doing research and publishing and communicating the results. The BDU legislation recognizes this right too. Article 149 states that:

An academic staff member has the right to disseminate his findings within or outside the university through media. He shall also have the right to demand the establishment of media for the dissemination of his findings where such appropriate media do not exist subject to feasibility and the university's competence. Dissemination of research findings may not, however, be exercised in the name of the university without the approval of the appropriate university authority.

The BDU legislation also provides provisions on staff promotion (Article 36), study leave (Article 37), research leave (Article 38), sabbatical leave (Article 39), and tenure (Article 42). It also clearly indicates the rules and procedures on disciplinary matters of academic staff (Articles 53-57). To what extent these are realized in view of the UNESCO 'Recommendation' would, thus, be the focus of this study.

Purpose of the Study

This study is aimed at assessing the status of governance, academic freedom, and teaching personnel in BDU. Specifically the study attempts to answer the following basic questions:

1. How much awareness is there among the University's community regarding Ethiopia's obligation to fully observe the provisions of the 1997 UNESCO "Recommendation Concerning the Status of Higher-Education Teaching Personnel"? What are the institutional mechanisms, if any, that have been put in place to create wider awareness and to implement the Recommendation?
2. Which of the provisions of the UNESCO 'Recommendation', if any, have not been fully implemented in Bahir Dar University? What were

the impacts of the non-observance of any of the main provisions of the UNESCO 'Recommendation'?

3. Are there clear and effective systems in Bahir Dar University which help to ensure accountability and transparency at various levels?
4. Are there systems and structures put in place to ensure collegiality and participation in institutional policy/ decision-making processes? Do staff members have a say in leadership selection, student admission and placement, curriculum revision and program development, staff appointments and promotion? etc.
5. Is access to the teaching profession in Bahir Dar University based solely on appropriate academic qualifications, competence and experience? Is the employment system open and competitive?
6. Are the terms and conditions of staff employment negotiable (e.g., through collective bargaining) and flexible enough to accommodate the interests and rights of staff?
7. Does the governance arrangement and the institutional policy framework provide sufficient guarantee for the full exercise of academic freedom, including freedom from censorship, freedom to participate in representative bodies, and freedom from retribution motivated by one's criticism of the state or institutional policies and decisions?
8. Are members of the academic community aware of their duties and responsibilities in their academic freedom? Do they carry out their obligations to the best of their abilities?
9. Are there mechanisms in Bahir Dar University to ensure that women and members of other disadvantaged groups with similar or equivalent academic qualifications and experiences are given equal opportunities and treatment?
10. In the event of disciplinary action against staff and students, are the rules, regulations and guidelines applied in such a way as to ensure due process, transparency, and protection of right of appeal against the decision before an impartial body?

11. Is the staff appraisal system designed and applied in such a way as to promote professionalism and excellence? Are there mechanisms to guard against abuse of staff assessment and evaluation exercises for political or other non-academic ends?
12. Are there open systems of career development, including fair procedures for appointment, promotion, transfer and other related matters?
13. Are the salaries and benefits commensurate with the workloads and adequate to provide the teaching personnel with a means to ensure a reasonable standard of living for themselves and their families? Are they competitive in terms of what the labor market offers to other occupations requiring similar or equivalent qualifications?
14. Is the overall environment and working condition in Bahir Dar University conducive for critical inquiry, knowledge production, and the cultivation of a responsible, skilled and democratic citizenry? Does it promote the achievement of the University's overall missions?

Methodology

This study is mainly a descriptive survey that employed both quantitative as well qualitative data in order to assess the status of governance, academic freedom and teaching personnel in BDU. The data for the study was generated from both primary as well as secondary sources.

Data Sources

The primary data used in this study was collected from the academic staff, students, administrative staff and the university administration. A variety of data collection instruments were used to gather data. A survey questionnaire was used to collect data from the academic staff and the students of the university. Interview was held with four senior leadership members of the university that included the academic vice president, the external relations officer, the research and publications officer and one senior administrative officer from the office of the vice president for business and development. In addition to this, two focus group discussions were held. The first was held with a group of seven teachers from the Faculty of Education in order to complement the data generated through questionnaire. The other focus group discussion was held with five administrative staff members in the university central administration.

The secondary data used include statistical information and other documents available in the university. The statistical information was in particular used to determine the sample size of staff and students to be included in the study from each faculty.

Instruments

Three different instruments, i.e., questionnaire, interview guide and focus group discussion guide were employed to collect data. Two types of questionnaire, one for the teaching personnel and the other for the students, were prepared. Both types of questionnaires included closed as well as open ended questions. The focus group discussion guides were of two types so as to target the teaching personnel and the administrative staff, respectively. One interview guide was set with questions for interview with the university leadership. While all these instruments were centrally prepared at the FSS, they were thoroughly discussed and improved at a series of meetings of the team of researchers.

Sample

A total of 110 questionnaires for the teaching personnel were distributed to the academic staff of the five faculties based on the number of the staff in each faculty. Of these questionnaires, 89 (80.9%) were properly filled in and returned. The faculty, qualification and academic rank of the respondents is shown in Table 1.

Table 1. Teacher respondents by faculty, qualification and academic rank

1. Faculty	No.	%
• Agricultural & ES	7	7.9
• Business & Economics	15	16.9
• Education	36	40.4
• Engineering	23	25.8
• Law	8	9.0
Total	89	100
2. Qualification		
• PhD	2	2.2

• MA/MSC	42	47.2
• B/BSC	30	33.7
• LLB	8	9.0
• Diploma	7	7.9
Total	89	100
3. Academic Rank		
• Assistant Professor	5	5.6
• Lecturer	41	46.1
• Asst. Lecturer	18	20.2
• Graduate Assistant	18	20.2
• Technical Assistant	7	7.9
Total	89	100.0

Table1 displays that the sample includes respondents from all faculties and all levels of qualification and academic rank. The distribution is nearly similar to the staff profile of the University. From the 89 respondents, only 13 (14.6%) were female because the number of female teaching personnel in the university is limited.

The questionnaire for the students was also distributed to the five faculties based on the number of students enrolled in each faculty. From the total of 200 questionnaires distributed to the students 155 (77.5%) were completed and returned. From the 155 student respondents 53 (33.5%) were female and this is proportional to the number of female students in the university. Table 2 shows the number of student respondents by faculty and year.

Table 2. Student respondents by Faculty and Year

Faculty	No	%
Agricultural & ES	13	8.4
Business & Economics	28	18.1
Education	42	27.1
Engineering	45	29.0

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Faculty	No	%
Law	27	17.4
Total	155	100.0
Year		
II	98	58.7
III	27	17.4
Year	No	%
IV	21	13.6
V	16	10.3
Total	155	100.0

The interview was conducted with four top officials of the University. These were the vice president for Academic and Research, the Research and Publication Officer, the external relations officer and one senior administrative staff. The focus group discussion with the teaching personnel was organized with senior members of the Faculty of Education. The Faculty of Education was purposely selected because it is the oldest and, the largest and located within the same premise as the University administration. The focus groups discussion with administrative staffs was held with five members randomly selected from the various departments of the University central administration.

Data Analysis

The quantitative data were analyzed mainly using descriptive statistics. Most of the closed ended items in the questionnaires were originally constructed with five or six scales. They were however collapsed to three scales to avoid data scattering. The data from the open ended questions, interviews and focus group discussions were categorized and used along with the quantitative data as a supplement.

Findings and Discussion

Awareness of the UNESCO Recommendation

The interviews and focus group discussions have brought to light that neither the academic nor the administrative staffs are aware of the existence of a “UNESCO Recommendation”. The leadership too does not seem much familiar with the contents of the recommendation.

Institutional Autonomy

Institutional Autonomy is one of the critical issues contained in the UNESCO ‘Recommendation’. The academic staffs were requested to rate from very high to very low the extent to which the major elements of institutional autonomy are exercised in the university. The responses are summarized in Table 3.

Self-government, i.e., the freedom from external interference in the internal affairs of the university was rated as low or very low by about one-third (34.2%) of the respondents while only 17.1% rated it as high or very high. Most of the respondents (48.8%) put the presence of self government at a medium level. Self-government includes both academic as well as administrative issues.

Table 3. Teachers’ rating of elements of Institutional Autonomy

No	Elements of institutional autonomy	N	Level of Autonomy		
			1	2	3
1	Self-government (i.e. free from external interference in internal affairs)	82	17.1	48.8	34.2
2	The relationship between Academic staff and university leadership is collegial	86	26.8	41.9	31.4
3	Participation of academic community in decision/policy making process directly or through their representatives	84	14.3	33.3	52.3
4	Participation of the academic community in the free selection of leaders and governing body members	84	14.3	41.7	44
5	Representation of the staff association in your institution’s governing bodies	82	14.7	30.5	54.8

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No	Elements of institutional autonomy	N	Level of Autonomy		
			1	2	3
6	Protection of the institution from threats to its autonomy coming from any source	82	6.1	42.7	51.3
7	Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	83	13.2	26.5	60.2
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	82	8.5	30.5	61
9	Women's representation in governing bodies	82	13.5	23.2	63.4

Note: (a) the rating scales were merged as follows: very high and high= high and low and very low= low. (1) High (2) Medium, and (3) low

The responses to the open-ended questions indicated that the University seems to independently decide on academic staff appointment and promotions and utilization of the financial resources allocated to it. On the other hand student enrollment and allocation to faculties, curriculum revision and program changes and expansion are not within the control of the University.

The regular students are allocated to each faculty of the University by the Ministry of Education. A perennial problem encountered in this regard is the ever increasing number of students assigned to the University without consideration of the adequacy of human, financial and material (infrastructures/equipment) resources available.

Curriculum revision and program design are typical University prerogatives in many countries. Bahir Dar University is not fully enjoying these rights since some of its programs were centrally developed by the Ministry of Education. A case in point is the Teacher Education System Overhaul (TESO) program where the total credits, the courses as well as the description of the content were decided at the Ministry level. It was repeatedly pointed out that comments from the Faculty were not entertained and the program has become 'untouchable'.

Item 2 of Table 3 shows the rating of university 'leadership collegiality'. The best leadership style in higher education institutions is low structuring-low initiation model (zero style), where the staff are given high level self-direction and self-control and are treated collegially (Blake et al. 1980). About a quarter (26.8%) of the respondents rated the collegiality of academic staff and university leadership as high or very high while nearly a third (31.4%) of the respondents

classified it as low or very low. Most of the respondents (44.8%) indicated that there is medium collegiality. Those who rated the 'collegiality' as 'high' or 'very high' are mostly from the Faculty of Education and raised many positive attributes of the present leadership in the open-ended questions of the questionnaire as well as in the focus group discussions. They indicated that the university leaders spend their tea time together with the academic staff discussing matters ranging from personal to professional concern. The leaders were also described as visible as well as accessible. On the hand some academic staff members seem dissatisfied with the fact that the leadership is composed of individuals from one faculty only and at least one respondent referred to it as the 'Hegemony of the Faculty of Education'.

The fact that the University leadership is composed of people from one faculty seems a result of lack of senior staff in the rest of the faculties. The Faculty of Education claims over 90% of the Ethiopian staff with the rank of Assistant Professor and above in the university (BDU Profile 2006). If experience and qualification are to be considered in the selection of university leadership, there is not much choice in the present state of affairs.

Item 3 of Table 3 shows that the majority of the respondents (52.9%) think that the participation of the academic community in decision/policy-making processes directly or through their representatives is low or very low. With regard to participation of the academic community in the selection of leaders and governing body members, 44% of the respondents said the opportunity is low or very low while 41.7% said it is medium. The remaining 14.3% put it as high or very high. The opinion seems divided because the academic staff participates in the selection of Department Heads and Deans while the top level managers of the University are appointed by the Government without any participation of the staff in the selection process.

The representation of the staff association in the University's governing body was also assessed as low or very low by the majority (54.8%) of the respondents. Many indicated that there is no association which can represent the academic staff in the various leadership and governing bodies. The academic staff is not organized in an association that can claim, protect or bargain on teachers' rights and advantages. According to 61% of the respondents, nor is there a structure for consultation of the academic community on major policy changes affecting them.

The University's ability to protect itself from threats to its autonomy coming from any source was rated low or very low by 51.3% of the respondents. The threat comes mostly from the Board, Regional Administration, Party functionaries and MOE. The University's ability to prohibit armed security forces from entering the institution's premises seems even worse. The majority (60.2%) rated it as low or very low. Several incidences were cited in the open-

ended questions, interviews as well as focus group discussions. Following are some of the comments made:

Armed forces get in and out of campus as they like.

Armed forces enter the University campus at any time when they want to.

Last year there was a student protest in relation to the political prisoners. Following it, there was a minor kind of ethnic-based clash among students. The Federal police and latter Military force was in the campus for 2 weeks with out requesting permission. A teacher was also taken away from his office in the University to prison by the police.

There was a time when the University campus looked like an army garrison, and I have seen rifle-holding men in the University campus chasing and beating students, at gun point, as if the place was never an academic institution.

It is true that the relationship between the government and the University has not always been good. The questioning of government policies and decisions has many times led to the intrusion of the Armed forces and at times the closure of the University. The situation seems to have been exacerbated after the May 2005 election.

The final issue raised within institutional autonomy was women's representation in governing bodies. The majority (63.4%) of the respondents indicated that the participation of women in governing bodies is low or very low. The Board, the University management and faculty deanship positions are all filled in by men. There are only a few women holding department headship positions. The root cause of women's low level representation is their small number in the teaching force. In 2005/06 there were only 74 (11%) female instructors of whom only 8(10.8%) hold a master's degree and PhDs (BDU Profile 2006). It is unrealistic to expect fair representation in such a situation. The University has established a 'Women's Education Center' to ensure that women's rights are respected. It looks after the wellbeing of both female students and female staff members.

The administrative staff have no participation in the University policy/decision making process; they do not have opportunities for consultation.

Institutional Accountability

As any other public University which depends on government fund for its resources, Bahir Dar University is also expected to be transparent and accountable. The respondents' views on these issues are presented by Table 4.

Table 4 (item 1) shows that 58.8% of the respondents rated the University's effectiveness in communicating the nature of its educational mission to the public as medium, while more than one fourth (29.4%) of them said it is low or very low. It was only 11.8% of the respondents who rated the effectiveness in communication as high or very high. It is thus justifiable to generalize that the University is not doing as it should in this regard.

The quality of education is the most pertinent aspect of the entire system of higher education. Universities have thus to be accountable on the quality of education they provide. As item 2 of Table 4 shows, 45.9% of the respondents rated the University's commitment to quality and excellence, and integrity of its teaching, research and scholarship as medium. Conversely nearly an equal number (44.7%) of the respondents put it as low or very low. While none of the respondents rated it as very high, only very few (9.4%) rated it as high. Item 4 of the same table shows the rating for ensuring high quality education for as many individuals as possible. In this case, too, 47.1% of the respondents said the effort of ensuring quality is medium while more than one third (37.7%) of the respondents rated it as low or very low. Only 15.3% of the respondents rated it as high or very high. Generally the commitment and attention devoted to quality is not that much adequate and the University seems far from its vision of becoming 'a center of excellence'.

Several factors that affect the quality of education were raised in the open-ended questions, interviews and focus group discussion. These include quality of staff, students and infrastructure.

One of the indicators of the strength of a University is the quality of its academic staff. Omari (1995, 9) observed that "The corner stone of excellence of a university is the ability to attract and keep outstanding members of the faculty". Few universities in Ethiopia can pride themselves on the number of PhDs and professors of local staff. Bahir Dar University can not be in the list in its current profile. At the time of data collection, the University had only 6 Associate Professors and 10 Assistant Professors. The majority (60-65%) of the staff are young new employees with first degrees. The knowledge of such teachers cannot be other than only a few books ahead of the students. Nothing tells this more than a caption in one of the graduation bulletins of students in 2005/06, which reads "ያቻ ላቻው ትምህርት አበቃ" (The Peer Teaching is over). It indicates that the graduates do not take their instructors as any better than the students.

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Table 4. Teachers' ratings of Institutional Accountability

No	Accountability	N	Level of Autonomy		
			1	2	3
1	Effective communication to the public concern the nature of its education mission	85	11.8	58.8	29.4
2	Commitment to quality and excellence, and integrity of its teaching, research and scholarship	85	9.4	45.9	44.7
3	Effective support of academic freedom and fundamental human rights	84	19.1	50	30.9
4	Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	85	15.3	47.1	37.7
5	Provision of opportunity for lifelong learning	81	12.3	55.6	32.1
6	Fair and just treatment of students	81	37	46.9	16.1
7	Preventing and form of discrimination, harassment and violence against students and staff	82	34.1	45.1	20.7
8	Honest and open accounting and efficient use of resources	82	11.0	48.8	40.2
9	Creation of codes of ethics to guide personnel	80	16.3	47.5	36.9
10	Assistance in the fulfillment of economic, social and political rights	80	8.8	47.5	43.8
11	Addressing themselves to contemporary problems facing society	79	6.3	57.0	36.7
12	Ensuring availability of library collections and access without censorship to information resources	82	20.7	48.8	30.5
13	Transparency in systems of institutional accountability	81	11.1	49.4	39.5
14	Ensuring participation of organizations representing	81	8.6	53.1	38.3

Note: (a) the rating scales were merged as follows: very high and high = high; low and very low = low. (1) High, (2) Medium, and (3) Low.

The University has employed some expatriate staff (mainly from Nigeria and Cuba) to make up for its shortage of senior staff. However, not many members of the university are impressed either with the caliber or experience of these expatriates. Thus shortage of qualified and experienced staff remains an outstanding problem of the University.

The second factor mentioned as affecting quality was the type of students admitted. Universities can only teach to their required levels if students enter with adequate preparations to cope with the lessons at that level. Many teachers lamented that the students lack proper preparation at the secondary level. In addition, teachers argue that the abolishing of the freshman program and the reduction of the study period from 4 to 5 years to 3 to 4 years has strongly contributed to the decline of quality.

The third factor affecting quality is the poor physical infrastructure of the University. The introduction of new programs and expanded intake without matching development of the physical infrastructure has resulted in crowded classrooms, congested student dormitories, shortage of offices for staff, inadequate library space, etc. In short the focus has been on increasing number and as one of the respondents said quality seems a “forgotten agenda”.

Item 3 of Table 4 shows the rating of the existence of effective support of academic freedom and fundamental human rights. Half of the respondents (50 %) rated the prevalence of support for these rights as medium, while 19.1% rated it as high or very high. The remaining 30.9% said it is low or very low.

The provision of opportunity for life-long education (item 5) was rated as medium by the majority of the respondents (55.6%). About one-third (32.1%) said it is low or very low while the remaining 12.3% claimed it is high.

The fair and just treatment of students was rated ‘medium’ by 46.9% of the respondents, as high by 37% and low or very low by only 16.1% of the respondents. It seems, at least in the opinion of the teachers, that there are no serious problems with regard to the treatment of students. Closely associated to this is the prevention of any form of discrimination, harassment and violence against students and staff. The prevention of such malpractices was rated as medium by 45.1% and as high or very high by 34.1% of the respondents. It was only 20.7% of the respondents who rated it as low or very low. Thus, the University seems to do well in this respect, too.

The University’s level of accountability with regard to honest and open accounting and efficient use of resources was rated as medium by 48.8%, as high by 11.0% and as low or very low by 40.2% of the respondents. These are administrative issues which the academic staff may have no knowledge of as some of them commented. Reports on such issues are usually directed only vertically and the academic staff lack the information. Some degree of inefficient utilization of available resources was pointed out. The example repeatedly cited

was the equipment in the Engineering Faculty that stayed without use for many years mainly because of lack of know-how.

The norms and values that prevail in a university environment will shape expectations and influence performance. For this purpose, creation of codes of ethics to guide performance is essential. To what extent has Bahir Dar University succeeded in doing so? 47.5% of the respondents said it is medium while 16.3% rated it as high. The remaining 36.3% put it at low or very low level.

The majority of the respondents rated as medium the accountability in assistance in the fulfillment of economic, social and political rights (47.5%); addressing themselves to contemporary problems facing society (57%); ensuring availability of library collection and access without censorship to information resources (48.8%); transparency in systems of institutional accountability (49.4%) and ensuring participation of organizations representing teaching personnel in developing quality assurance systems (53.1%). On the other hand, these same issues were rated as low or very low by 43.8%, 36.5%, 30.5%, 39.5% and 38.3% of the respondents, respectively. With the exception of ensuring availability of library collections and access, more than one third of the respondents are dissatisfied with accountability in the rest of issues. The respondents have disclosed that no restrictions are made on materials available in the library. Yet, it is also indicated that there is acute shortage of up-to-date books and professional journals particularly in the newly established faculties.

Individual Rights and Freedoms

The UNESCO recommendation stipulates that the higher education teaching personnel should have the freedom to teach in one's area of specialization; carry out research and disseminate the findings; improve one's knowledge and skills; openly criticize institutional policies and practices; form and participate in teacher associations; and criticize state policies on higher education and other issues. The recommendation also states that the teaching personnel should have the right to lodge an appeal in case of gross violation of ones' rights; be represented in the governing bodies of the institution, and participate in internal policy-making process. The respondents were asked to rate the extent to which the exercise of these rights and freedoms is allowed in their institution. Table 5 summarizes the responses.

As shown in Table 5, the respondents rated as excellent or good the freedom to teach in one's area of specialization (84.9%); carry out research in and disseminate the findings (71%), improve one's knowledge and skills (67.4%) and fully exercise fundamental human rights (51.8%). The responses reflect that there are no significant incidences of violation of freedom in the first three areas. In the case of freedom to fully exercise fundamental human rights,

however, although the majority rated it as excellent or good, a significant number (48.2%) of the respondents have also rated it as fair or poor. Thus, opinion seems to be divided on this issue.

Table 5. Teachers' ratings of individual rights and freedoms

No.	Rights/freedoms	N	1	2	3	4
1	Freedom to teach in one's area of specialization	86	32.6	52.3	12.8	2.3
2	Freedom to carry out research and disseminate the findings	85	19.8	51.2	20.9	8.1
3	Freedom to improve one's knowledge and skills	86	22.1	45.3	22.1	10.5
4	Freedom to openly criticize institutional policies and practices	86	5.8	38.4	31.4	24.4
5	Freedom to form and participate in teachers associations	75	5.3	33.3	29.3	32.0
6	Freedom to fully exercise fundamental human rights	81	7.4	44.4	30.9	17.3
7	Freedom to criticize state policies on higher education and other national issues	82	3.7	22.0	34.1	40.2
8	Right to lodge an appeal in case of gross violation of one's rights	82	6.1	25.6	43.9	24.4
9	The right to be represented in the governing bodies of the institution	80	3.8	36.3	37.5	22.5
10	Participating in internal policy-making processes	85	3.5	25.9	37.6	32.9

Note: (1) Excellent, (2) Good, (3) Fair, (4) Poor.

On the other hand, the majority of the respondents rated as fair or poor the freedom to openly criticize institutional policies and practices (55.8%); form and participate in teachers associations (61.3%); and criticize state policies on higher education and other national issues (74.3%). The teachers may in the main follow established practice and scholarly format, confining themselves to their subject-matter only. But, failing to relate it to the reality in the country will

deprive the students of broad perspective and the lessons will remain theoretical and bookish. The teachers should thus be encouraged to exercise the freedom to comment on any policy relevant to their subject as long as they present all sides of controversial issues. However, teachers fear that critical thinking and questioning of government policies can expose them to serious problems and hence they exercise strict self-censorship. Some have also indicated that they had encountered undercover agents in their classrooms.

The majority of the respondents have also rated as fair or poor the right to lodge an appeal in case of gross violation of one's rights (68.3%); the right to be represented in the governing bodies of the institution (60%) and the right to participate in internal policy-making processes (70.5%). The lack of opportunity to exercise their rights is attributed to the absence of a strong and free teachers association.

The teachers resent the restrictions on these freedoms and rights. Following are some of the comments they made in the open-ended questions.

- We know the golden phrase “freedom” in the dictionary only. Let me cite one example. Do we have a free teachers' association in the University let alone decide on other issues? A very big No!
- There is no forum! No association! What is an archer without any arrows?
- You never think of forming a teachers' association since the political environment is complex and ambiguous.
- We have the right of not having any right!

The focus group discussions also indicated that the government officials are generally distrustful of what takes place in the University. As a result they keep faculties under the constant surveillance of party members (both staff and students) and the secret police. Generally, the teaching personnel seem dissatisfied with the degree of exercising most of their freedoms and rights.

The administrative staffs think that they are in a worse situation. They say that they are treated like “second-rate citizens”. Priority is given to the academic staff and the relationship is not good because of the latter's feeling of superiority.

Students are the major stakeholders of the university system. How does the University fare in respecting the freedoms and rights of students? Is it any better than that of the teachers and the administrative staff? The students' response regarding their academic freedom is discussed below.

Table 6 reveals that the majority of the students agreed or strongly agreed that the academic community generally tolerate differing views (57.8%); students participate in various governing and decision-making bodies through their elected representatives (56.1%); students freely enjoy freedom of thought

(58.4%) ; students fully enjoy freedom of expression in the classroom and on campus (59.2%); there is a student association (union) in the institution (75.4%); the student association/union is free, and run on democratic principles (50%), the institution protects students against the violation of their human rights on campus (56.6%); and that police do not intrude into the campus unless there is an imminent danger to lives and property (60.2%). With regard to freedom of assembly the opinion of students is divided. 40% of them agreed or strongly agreed while exactly another 40% disagreed or strongly disagreed. The remaining 20% said don't know or undecided.

The majority of the students indicated that they do not have public forums where they can debate and discuss critical issues (43.6%); they do not have opportunity to express their views on revision of curriculum (56.3%) and that most students are not placed in the fields of their choice (44.3%).

Table 6. Academic Freedom of students

No.	Conditions	Rating			
		N	1	2	3
1	The academic community generally tolerate differing views	142	57.8	26.0	16.2
2	Students have public forums where they can debate and discuss critical issue	147	33.3	23.1	43.6
3	Students participate in various governing and decision-making bodies through their elected representatives	148	60.9	17.0	27.0
4	Students have opportunity to express their views on revisions of curriculum	151	19.9	23.9	56.3
5	Students fully enjoy freedom of assembly	150	40	20	40
6	Students fully enjoy freedom of thought	149	58.4	17.4	22.2
7	Students fully enjoy freedom of expression in the classroom on campus	152	59.2	13.8	27
8	Most students can pursue their studies in the fields they choose or apply for	149	38.3	17.5	44.3
9	There is a student association (union) in the institution	154	75.4	14.3	10.3
10	Students have a newsletter of their own	148	49.3	26.4	24.3
11	The student association/union is free, and rum	150	50	27.3	22.7

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No.	Conditions	Rating			
		N	1	2	3
	on democratic principles				
12	The institution protects students against the violation of their human rights on campus	152	56.6	15.8	27.7
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	157	60.2	12.2	22.5
14	The majority of my classmates respect their teachers	153	85.6	5.9	8.5
15	There is no sexual harassment of female students by the academic staff	151	47.7	24.5	27.9
16	There is no sexual harassment of female students by the male students	147	48.9	24.5	26.5
17	There is no sexual harassment of female students by the administrative staff	150	50.0	34	16
18	The majority of my teachers respect their students	153	64.1	13.7	22.2
19	The majority of my teachers listen to students' problems	153	50.4	17.6	32
20	There is no religious discrimination that affects my academic freedom or study	149	75.9	12.8	11.4
21	There is no ethnic discrimination that affects my academic freedom or study	150	74.0	8.0	18

Note: The rating scales were merged as follows: strongly agree and agree= agree, don't know and undecided= neutral and strongly disagree and disagree= disagree. (1) Agree, (2) Neutral, (3) Disagree.

Universities should be free from any form of discrimination. They should also provide an environment where all persons may pursue their studies, careers, duties, and activities in an atmosphere free from sexual harassment. The majority of the students agreed or strongly agreed to statements that there is no religious discrimination (75.9%) or ethnic discrimination (74%) that affects academic freedom or study. With regard to sexual harassment 47.7%, 48.9% and 50% of the students agreed or strongly agreed that it is not practiced by the academic

staff, male students and the administrative staff, respectively. More than a quarter of the student respondents (27.9% and 26.5%, respectively), however, think it is common particularly among the academic staff and male students. This view is even higher among female student respondents. A separate computation of the responses of female students on this issue showed that 48% think that sexual harassment of female students by academic staff and male students are common.

The student-teacher relationship in the university seems cordial. The large majority of the student respondents (85.6%) indicated that most of their classmates respect their teachers. The majority of the student respondents also feel that teachers respect their students (64.1%) and listen to students' problems (50.4%).

Generally, when compared to the teachers, the students seem to feel that they enjoy better individual freedoms and rights. This may not be surprising since a 'student friendly administration' is highly advocated in official circles these days. Besides, student appeasement cannot be a second priority for a government that is determined to avoid facing a repeat of the radical student movement of the 1960s and 70s. One only recalls its response to student protests since 1991.

Duties and Responsibilities of Higher-Education Teaching Personnel

The exercise of institutional autonomy, academic freedom and other individual rights carries with it the obligation of effective performance in one's special duties and responsibilities. The teacher respondents were asked to indicate their opinion on how their colleagues carry out their duties and responsibilities. Table 7 presents the opinion of the teacher respondents on the duties and responsibilities of the teaching personnel.

The 22 items in Table 7 are related to classroom teaching, research and staff and student appraisal. With regard to the teaching learning process, the majority of the respondents agreed or strongly agreed that the majority of the teachers in the University cover over 80% of the contents defined in the syllabus (60.4%); attend 80% of the period assigned for the course (63.2%); allot sufficient time for student consultation and advisement (59.8%); provide timely feedback on students' tests and projects (59.3%); adequately prepare for their classes within the means provided by the institution (59.8%); provide fair and equal treatment to all types of learners(62.3%) and encourage free exchange of ideas in the classroom(58.8%).The respondents do not seem certain about the use of different teaching methods and restriction from imposing personal convictions

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on students. Only 45.9% and 44.2%, respectively, agreed or strongly agreed on the positive existence of the two issues, while the remaining majority disagreed, strongly disagreed, said don't know or are undecided.

Apart from the transmission of knowledge, the most important traditional function of universities in society is to push the frontiers of knowledge through research. University academic staff and students alike can refine and advance their knowledge and intellectual horizons only through research. Universities are conscious of their role in this respect and they require active participation from their members. The promotion of the staff is highly dependent on their research undertakings. In Bahir Dar University, 35% of the points for promotion to senior rank and 30% of the points to other ranks are allotted to research outputs (BDU, Senate Legislation, 2005: 42-43). Yet, engagement in research in the University does not seem to be satisfactory.

Table 7. Teachers' responses on duties of and responsibilities of higher education teaching personnel

The majority of your close colleagues in your Department:		N	Rating scale		
			1	2	3
1	Cover over 80% of the contents defined in the syllabus for each of their courses	86	60.4	17.5	22.1
2	Attend 80% of the period assigned for the course	87	63.1	16	20.7
3	Use different teaching methods to address students' needs	87	45.9	21.8	32.1
4	Allot sufficient time for student consultation and advisement	87	59.8	19.5	20.7
5	Provide timely feedback on student tests and projects	86	59.3	24.4	16.3
6	Adequately prepare for their classes within the means provided by the institution	82	59.8	26.9	13.5
7	Provide fair and equal treatment to all types of learners	85	62.3	29.4	8.3
8	Encourage free exchange of ideas in the classroom	85	58.8	28.3	13.0
9	Do not impose their personal convictions or views on students	86	44.2	46.5	9.3

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The majority of your close colleagues in your Department:		N	Rating scale		
			1	2	3
10	Conduct scholarly research and disseminate results	85	38.8	23.6	37.6
11	Strive to develop their knowledge of their subject matter	85	69.4	21.2	9.4
12	Strive to improve their pedagogical skills	82	52.5	34.1	13.4
13	Base their research on honesty and impartial reasoning	83	38.5	44.6	16.9
14	Observe the ethics of research involving humans, animals and the heritage and the environment	82	33	54.9	12.2
15	Respect and acknowledge the scholarly work of academic colleagues and students	83	49.3	43.3	7.2
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	84	46.4	45.3	8.3
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	84	47.6	34.5	17.9
18	Handle honestly all funds entrusted to them	81	34.6	49.4	16.1
19	Are fair and impartial in appraisal of colleagues	81	44.4	37.0	18.5
20	Are fair and impartial in appraisal of students	81	49.3	37.0	13.6
21	Avoid misleading the public on the nature of their expertise	81	56.7	39.5	3.7
22	Contribute to the public accountability of their institution	81	43.2	43.2	13.6

Note: The rating scales were merged as follows: strongly agree and agree= agree, don't know and undecided= neutral and strongly disagree and disagree= disagree. (1) Agree, (2) neutral, (3) disagree.

As item 10 of Table 7 shows, only 38.8% of the respondents agreed or strongly agreed that the teaching personnel conduct research and disseminate findings. 37.6% of the respondents disagreed or strongly disagreed with the

statement while the remaining 23.6% are either undecided or don't know. The fact that the research output is low, however, is reflected in the small number of assistant professors and associate professors in the University.

The University administration asserts that it encourages research by providing financial incentives and facilitating promotion of those who have carried out research and published. Yet, the organizational culture for a vibrant intellectual discourse and scholarly dynamism that characterizes academic life in a university has not developed here.

Several reasons were mentioned for the low level of engagement in research. These include the lack of experience on the part of the staff, heavy teaching load, lack of financial support and shortage of up-to-date journals and books.

Most of the staff are young and inexperienced to do research. The teaching load is heavy at times. Besides, in order to supplement their meager pays many take several jobs, academic as well as non-academic. Under such circumstances research is relegated to the last place in the staff members' work scheduling priorities.

Whatever little research is done, it has to observe ethics, be based on honesty and impartial reasoning, properly handle confidential information and honestly handle all funds allocated. The majority of respondents tended to reply don't know and undecided on these issues. This may be because research work is limited in the first place and secondly even when it is carried out the information on such issues may not go beyond the researchers themselves. Although research work is limited, the respondents indicated that the majority of the teaching personnel strive to develop their knowledge of subject matter (59.4%) and to improve their pedagogical skills (52.5%).

Table 7 also shows to what extent the staff are fair and impartial in their appraisal of their colleagues and their students. The table indicates that only 44.4% and 49.3% of the respondents agreed or strongly agreed that the teaching personnel are fair and impartial in the appraisal of their colleagues and students, respectively.

In general Table 7 reflects that the teaching personnel effectively carry out their duties and responsibilities that pertain to classroom teaching. With regard to research and appraisal, their performance seems to leave much to be desired. The students are the major stakeholders on these issues. What do they say? Table 8 provides their views.

Table 8 indicates that the majority of the student respondents agree or strongly agree that the majority of the teachers cover over 80% of the contents defined in the syllabus(75.2%); attend 80% of the period assigned for the course(80.4%); do not impose their convictions or views on students (55.9%); use different teaching methods to meet students' needs(52.6%); provide timely

feedback on assignments, tests and student projects (51.6%); encourage free exchange of ideas in the classroom(71.7%) and adequately prepare for their classes within the means provided by the institution (65.6%).

Table 8. Students' responses on the condition of the teaching and learning

No.	Condition	Rating			
		N	1	2	3
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	153	75.2	5.9	18.9
2	Majority of my teachers attend 80% of the period assigned for the course	153	80.4	7.2	12.3
3	Majority of my teachers do not impose their convictions or views on students	145	55.9	22.8	21.4
4	Majority of my teachers use different teaching methods to meet students' needs	154	52.6	14.3	33.1
5	Majority of my teachers allot sufficient time for student consultations and advisement	151	41.7	15.2	43.1
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	153	51.7	14.4	34
7	Majority of my teachers encourage free exchange of ideas in the classroom	152	71.7	13.2	15.2
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	154	65.6	18.8	15.6
9	The teaching/ learning situation is conducive for research by students	151	37.7	24.5	37.8
10	Majority of my classmates attend almost all of the periods assigned for the course	154	72.1	11.7	16.2
11	The students have easy access to the library facilities	154	42.2	9.7	48.1
12	Majority of my courses have textbooks, teaching materials and/or handouts	153	55.6	7.2	37.3

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No.	Condition	Rating			
		N	1	2	3
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	155	68.4	18	13.5
14	Assessment of my classmates does not generally make any discrimination based on their gender	154	76.7	9.7	13.6
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	155	63.3	22.6	14.2
16	Assessment of my classmates does not generally make any discrimination based on their political views	154	60.4	19.5	20.1
17	The institution's leadership shows high commitment for academic excellence	153	33.4	26.1	40.6

Note: The rating scales were merged as follows: strongly agree and agree = agree, don't know and undecided = neutral, and strongly disagree and disagree = disagree.
 (1) Agree (2) neutral (3) disagree

The views of the students are in complete agreement with that of the teachers (Table 7) in all cases except the allotment of sufficient time for student consultations and advisement. The teacher respondents said that the majority of their colleagues allot sufficient time for student consultations and advisement. On the part of the students, however, only 41.7% agreed or strongly agreed while a greater proportion (43.1%) disagreed or strongly disagreed with the statement.

A critical problem repeatedly raised during the interviews and focus group discussions was instructors' absence from class. As shown in table 7 and 8, neither the teacher nor the student respondents share this view.

University students should be provided with the opportunity to do research. As table 8 (item 9) shows, however, only a little more than one-third of the students (37.7%) agreed or strongly agreed that the teaching and learning situation is conducive for research by students. The students' views are similar to that of the teachers in this regard, too.

All university students are obliged to attend classes regularly. The BDU Senate Legislation (2005, 87) states that "regular and extension students are

required to attend all lecture, laboratory and practical sessions as well as field work... in situation where a student, because of reasons beyond his control, fails to attend all sessions, a minimum of 85% attendance shall be required if he is to earn credit in a given course.”

The students seem to satisfy this requirement. The majority of the student respondents (72.1%) agreed or strongly agreed that the majority of their classmates attend almost all of the periods assigned for the course.

Research has demonstrated the importance of textbooks and supplementary materials in increasing student performance and academic achievement (Buchan et al. 1991). In view of this, it is disturbing to note that only 42.2% of the respondents agreed or strongly agreed that the students have easy access to the library while the greater percentage (48.1%) either disagreed or strongly disagreed. The majority (55.6%), but not an impressive majority, indicated that most of their courses have textbooks, teaching materials and/or handouts while more than a third of the respondents (37.3%) disagreed or strongly disagreed. The interviews and focus group discussions have also shown that shortage of library facilities and lack of up-to-date books and journals is a major problem in the University. In such a situation the opportunity for independent reading to enrich classroom teaching would be limited and the study reference would be restricted to the students' own hand written notes.

The students are involved in the performance appraisal of their instructors. The majority of the student respondents agreed or strongly agreed that their classmates' assessment doesn't generally make any discrimination based on ethnicity (68.4%); gender (76.6%); field of specialization (63.2%); or political views (60.4%). The majority think that their classmate's assessment is fair and free from any form of discrimination.

Finally, the student respondents were asked to indicate their views regarding the University leadership's commitment for academic excellence. Only 33.4% of the respondents agreed or strongly agreed that the leadership shows high commitment for academic excellence. The relatively higher percentage (40.6%) either disagreed or strongly disagreed.

To sum up, the majority of the students are of the opinion that most teachers are doing well in the teaching/learning process except in availing themselves for student consultations and advisement. The students are keen in attending classes; however, access to libraries is limited and the teaching/learning situation is not conducive for research by students. While assessment by students was presented as free from discrimination, the students do not seem to have confidence in the leadership's commitment for academic excellence.

Terms and Conditions of Service

Universities must be able to recruit qualified staff, prepare them for the profession and provide suitable terms and conditions of service. The recruitment of expatriate staff for Bahir Dar University is carried out by the Ministry of Education. The University itself conducts the recruitment of local staff which mainly deals with the employment of graduate assistants. The selection is based on academic merit. It was, however, indicated that the pressures for affirmative action on behalf of the appointment of female teachers has resulted in the employment of staff with poor academic standing.

The University has two professional preparatory programs. The one-year higher diploma program (HDP), which used to be offered to the members of the Faculty of Education, is soon to be extended to the staff of all other faculties. The other one is a short-term pedagogical training coordinated by the Academic Development and Resource Center and offered to all newly employed graduate assistants. While the program is unique and useful, it was pointed out that it is too short and limited in scope, concentrating only on teaching methodology and measurement and evaluation.

The teacher respondents were asked to give their views on the terms and conditions of service in the University. As shown in Table 9, the majority of the respondents agree or strongly agree that the terms and conditions of employment create an enabling work environment for teaching and research (61.2%) and that the terms and conditions of employment are free from discrimination (61.1%) of any kind. With regard to negotiating the terms and conditions of employment only a few of the respondents (18.1%) believe that they have such rights.

The conditions and terms of employment are centrally prepared by the MOE and there is no room for negotiation. Even extension and part-time payments are not negotiable. Neither is there the mechanism to collectively negotiate since the teachers are not organized. A little less than half of the respondents (48.2%) agreed or strongly agreed that there is a just and open system of career development, including promotion. With regard to facilitating sabbatical and research leaves only 19.8% of the respondents believe that the university renders such opportunity to its staff. It was pointed out that many deserving staff members do not take their sabbaticals for fear of being idle during their leaves, as they have little opportunity for research support.

The majority of the teachers (68.6%) think that the University is unable to secure scholarships for the staff. Scholarships are sought at the masters and PhD levels. It was disclosed during the interviews and focus group discussions that in-country scholarships particularly for the second degree are highly encouraged. In fact the University has a hard and fast rule that requires every member to join a graduate program after a maximum of two years service. No staff with a first

degree is allowed to continue serving for more than two years. He/she has either to join a graduate program or else be dismissed. While the University policy is encouraging, the problem on the part of the junior staff is getting admission to the graduate programs mostly in Addis Ababa University. PhD scholarships are left to individual effort.

Table 9. Teachers' responses on terms and conditions of service

No.	Terms and Conditions of Service	N	Rating scale		
			1	2	3
1	The terms and conditions of employment create an enabling work environment for teaching and research	85	61.2	14.1	24.7
2	The terms and conditions of employment are free from discrimination of any kind	85	61.1	18.9	20.0
3	Teaching personnel have the right to negotiate the terms and conditions of employment	83	18.1	34.9	47.0
4	There is a just and open system of career development, including promotion	83	48.2	31.3	20.5
5	The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	81	19.8	42	38.2
6	The institution secures scholarships for staff through its international networks and collaborations	83	18.1	13.2	68.6
7	The institution promotes research by securing adequate funds through its international networks and collaborations	82	17.1	20.7	62.2
8	The reasons for contract termination are known and based on advance notice	78	21.8	62.8	15.4
9	Dismissals are in accordance with the institution's current rules and regulations	81	40.7	50.6	8.6
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	80	48.8	22.6	28.8
11	The assessment is based on known, standard academic criteria	79	46.8	30.4	22.8
12	Assessment results are made known to the individuals staff member concerned	80	47.6	26.3	26.3

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No.	Terms and Conditions of Service	Rating scale			
		N	1	2	3
13	The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	79	29.1	48.1	22.8

Note: the rating scales were merged as follows: strongly agree and agree = agree, don't know and undecided = neutral, and strongly disagree and disagree = disagree.

(1) Agree (2) neutral (3) disagree

The University's ability of securing funds for research also seems low. Only 17.1% of the respondents agreed that it provides this service while the majority (62.2%) disagreed or strongly disagreed.

The University is young. Its present leadership is new and it is tied up with many routine tasks that need immediate attention. Hence, it is not surprising that the University has no international networks and collaboration to secure scholarships and fund for research work.

The majority of the respondents replied don't know and undecided with regard to reasons for contract termination (62.8%) and dismissals (50.6%). The University may not be transparent on these issues.

A little less than half of the respondents agreed or strongly agreed that staff evaluation is based only on academic criteria (48.8%); the assessment is based on known, standard academic criteria (46.8%) and assessment results are made known to the individual staff member concerned (47.6%). With regard to the right to appeal to an impartial body against any assessment which they deem to be unfair, the largest percentage (48.1%) of the respondents replied don't know or undecided while only 29.1% agreed or strongly agreed.

Generally Table 9 shows that while the majority of the teachers feel that there is an enabling work environment and employment is free from discrimination, they are unable to negotiate the terms and conditions of employment. Sabbatical and research leaves are not fully and regularly, international networks and collaborations are limited, PhD scholarships are often left to individual effort and research funds are scarce. The staff do not seem to have adequate information on reasons for dismissal and the operation of the evaluation system.

Discipline and Dismissal

Universities should ensure that the staff and students maintain proper discipline. However, disciplinary measures, including dismissal, should only be for just and sufficient cause related to professional misconduct. The teachers were asked the frequency of disciplinary problems among the teaching staff. The responses are presented in Table 10.

Table 10. Teachers' responses on disciplinary problems

No.	Disciplinary problems	N	1	2	3	4
1.	Persistent neglect of duties	81	4.9	21.0	61.7	12.3
2.	Gross incompetence	79	1.3	15.2	67.1	16.5
3.	Fabrication or falsification of research results	69	1.4	2.9	42.0	53.6
4.	Serious financial irregularities	69	2.9	7.2	58.0	31.9
5.	Sexual misconduct with students	72	2.8	5.6	50.0	41.7
6.	Falsifying test results or final grades in return for money, sexual or other favors	75	-	8.0	46.7	45.3

Note: (1) Always, (2) Frequently, (3) Seldom, (4) Never.

Table 10 indicates that the majority of the respondents think that there is seldom or no persistent neglect of duties (74.0%); gross incompetence (83.6%); fabrication or falsification of research results (95.6%); serious financial irregularities (89.9%); sexual misconduct with students (91.7%) and falsifying test results or final grades in return for money, sexual or other favors (92%) among the teaching staff. This assessment, especially with regard to sexual favor, does not tally with the views of students. With regard to neglect of duties, however, more than one fourth of the teacher respondents (25.9%) have indicated existence of such negative conduct as always or frequent. The University administration has also pointed out that neglect of duty, particularly missing classes, is a major problem among teachers.

An effective leadership should have the courage and tenacity to take risks of making hard decisions against individuals who are often physically absent

from duty, leading to poor teaching and poor research. Other behaviors unbecoming of a university instructor should also be discouraged.

Dismissals as a disciplinary measure seem rare. It was, however, reported that one academic and 10 administrative staff were dismissed by the board in 2004/05 allegedly for sexual abuse of female students and corruption, respectively. All were, however, re-instated, after two years' litigation, by a court decision.

Salaries

The UNESCO 'Recommendation' states that the salaries of higher education teaching personnel should reflect the importance to the society of higher education and be at least comparable to salaries paid in other occupations requiring similar or equivalent qualifications. At the time of the research (2006), how did the teachers view their salaries? Table 11 deals with these issues.

Table 11 shows that the large majority of the respondents believe that the salaries of the teaching personnel do not reflect the important role of higher education in society (85.2%); are not comparable to salaries paid in other occupations requiring similar or equivalent qualifications (80.5%); and are not adequate to sustain a reasonable standard of living for themselves and their families (81.9%). The majority (78%) also agreed or strongly agreed that the salaries are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income. According to 81.5% of the respondents, low salary has in addition acted as a disincentive to attract or retain talented staff. While the salary scales are centrally determined by the government, they are not periodically revised to take into account the rising cost of living (76.9%).

The University administration understands that teachers are dissatisfied with their salary. It attempts to supplement their income by paying teachers for services rendered in the distance education program, extension program and extra load carried in the regular program. Besides, it provides housing allowance for all academic staff members and a telephone allowance for those who assumed administrative positions up to department headship. As Table 11 (items 8 and 9) shows, however, not many staff members seem to have been satisfied with these measures to raise their income.

Salaries are generally low because they are incorporated within the civil service scale and do not reflect the international characteristic of the profession. Besides, even these low salaries suffer a constant erosion in their purchasing power due to the prevailing inflation.

Traditionally, university teaching has been a profession that did not pursue material rewards as strongly as some others did. In today's competitive world,

however, the love of learning, the joy of discovering new knowledge and the pleasure of working with students alone can no longer serve as motivators. The situation in Bahir Dar University, however, seems to have gone to the extent of struggle for survival rather than motivation. The major outcomes of this fact are brain drain and engagement in extra private work.

Table 11. Teachers' responses on their salaries

No.	Salaries	N	Rating scale		
			1	2	3
1	Reflect the important role of higher education in society	81	6.1	8.6	85.2
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	82	12.2	7.3	80.5
3	Adequate to sustain a reasonable standard of living for themselves and their families	83	7.2	10.8	81.9
4	Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	82	78.0	9.8	52.2
5	Are so insufficient as to act as a disincentive to attract or retain talented staff	81	81.5	7.4	11.1
6	Are fully paid when the staff member is studying for a higher degree abroad	82	28.1	23.2	48.8
7	Are revised periodically to take into account the rising cost of living	82	12.2	11.0	76.9
8	Teachers are adequately compensated for carrying extra workload	81	46.9	19.7	33.4
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	80	26.3	25.1	48.8

Note: the rating scales were merged as follows: strongly agree and agree= agree, don't know and undecided= neutral and strongly disagree and disagree= disagree

(1) Agree (2) neutral (3) disagree

Many staff members are leaving for better paying jobs, particularly from the Faculties of Engineering, Business and Economics, and Law. In the faculty of education, senior staff (PhD holders) leave mostly for Addis Ababa University for various reasons, including greater opportunity for generating additional income. Moreover, many teachers who completed their graduate

studies are not willing to go back and serve the University since they can get better benefits elsewhere. As a result, the University is forced to employ a high number of graduate assistants every year.

A good number of those who have remained in their jobs make ends meet through engagement in consultancy work, teaching in private colleges, private business, etc., on top of working in the extension program of the University and carrying extra load. While such extra work may be legally acceptable in as long as they do it in their spare time, excessive engagement will mean inadequate preparation for classes, less frequent contact with staff and students and little time for research.

Administrative Issues Regarding Students

Universities have to provide fair rules and regulations and create an enabling environment for students to succeed in their studies. Table 12 focuses on these and related administrative issues.

The majority of the students agreed or strongly agreed that the rules and regulations of the University are fair and create an enabling environment (56%) and that they are conducive for the creation of a democratic culture and citizenry (54%). However, the number of respondents with dissenting voice (36.6% and 30.7%, respectively) is also significant. The majority of the respondents (65%) indicated that in general, students abide by the rules and regulations of the institution.

The majority of the respondents agreed or strongly agreed that disciplinary measures taken against students are fair and in accordance with the rules and regulations of the institution (55.3%) and that the students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust (53.1%).

The fate of the students seems better than that of the teaching personnel in this respect. This is attributed to the existence of a student council that takes up issues related to student rights to any level. In fact there is serious concern among both the teaching personnel as well as the University administration that the student body is stretching its rights beyond limits and becoming aggressive particularly on issues related to grading.

The majority of the student respondents (55.2%) indicated that the decision-making process in the University is bureaucratic and inefficient. The responses to the open-ended questions show that the dissatisfaction is particularly high with the University Registrar's office.

Table 12. Student response on administrative issues

No	Condition/Statement	N	Rating		
			1	2	3
1	The rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies	150	56.0	7.3	36.6
2	The rules and regulations of the institution are conducive for the creation of a democratic culture and citizenry	150	55.4	15.4	30.7
3	The disciplinary measures taken against students that you know of are fair and in accordance with the rules and regulations of the institution	150	55.3	13.3	31.3
4	Students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust	147	53.1	13.5	33.4
5	In general, students abide by the rules and regulations of the institution	143	65.0	18.9	16.1
6	The decision-making process in the institution is not bureaucratic and inefficient	146	34.2	10.6	55.2
7	Most students understand the affirmative action policy to support females and disadvantaged social groups	148	60.1	15.6	22.3
8	The system of student placement in faculties strives to reconcile student choice with academic merit or achievement	140	50.0	23.6	26.5
9	Student services in the institution are adequate for the needs of the majority of students	149	40.3	77.1	52.6
10	The institution has adequate and diversified recreational facilities for students	147	32.7	14.3	53.1
11	The institution has a conducive atmosphere for learning and research	148	29.0	20.3	50.7
12	HIV positive students receive adequate support and services on campus	145	14.4	66.2	19.3
13	In general, the governance and administrative system in the institution is democratic and participatory	148	35.2	14.3	50.5

Note: the rating scales were merged as follows: strongly agree and agree = agree, don't know and undecided = neutral, and strongly disagree and disagree = disagree
 (1) Agree, (2) neutral, (3) disagree.

With regard to adequacy of student services for the needs of students, the majority (52.6%) disclosed their dissatisfaction. The major problems cited include congested dormitories, poor quality food and poor health care. With the high rate of expansion going on without commensurate growth in budget and infrastructure, this is to be expected.

The majority of the student respondents also believe that the University has no adequate and diversified recreational facilities (52.6%) and it has no conducive atmosphere for learning and research (50.7%). With regard to the support and service to HIV positive students, the majority (66.2%) responded “I don’t know” or “undecided”. This seems valid since services may be carried out discretely to maintain the anonymity of the recipients. Finally, the majority of the respondents (50.5%) indicated their conviction that the governance and administrative system of the University is not democratic and participatory.

Conclusion

This study was aimed at exploring the level of awareness of the University community regarding the UNESCO ‘Recommendation’ and to what extent the provisions of the Recommendation have been implemented, in the opinion of teachers. In pursuit of this, the practice of institutional autonomy and accountability; the level of respect for individual rights and freedoms of teachers and students; the performance of the teaching personnel in carrying out their duties and responsibilities; the terms and conditions of service; discipline and dismissal; salaries; and administrative issues regarding students were assessed by the staff.

The results showed that, in the views of the teaching personnel in particular:

- i. The University community including the management is not aware of the Recommendations and no mechanisms have been developed for its implementation.
- ii. The University has retained considerable power over academic staff appointment and promotions and utilization of the financial resources allocated to it. On the other hand, student enrollments and allocation to faculties and expansion are not within the control of the University. There is also government interference in curriculum revisions and program changes.
- iii. The academic community has little say in decision/policy-making processes; has no participation in the selection of the University top management, and is not organized in an association that can claim, protect or bargain on teachers’ rights and advantages.

- iv. The University's ability to protect itself from threats to its autonomy coming from any source is low. The University's ability to prohibit armed security forces from entering its premises is even worse and they have entered the campus several times.
- v. Although the University has the vision of becoming a "center of excellence", the commitment and devotion to quality is not in evidence. The University is characterized by unimpressive quality of staff, poor infrastructure and inadequate library space, books and journals being thinly distributed over a growing student population. The focus has been on increasing access at the expense of quality.
- vi. The teaching personnel, by and large, enjoy the rights and freedom of teaching in ones area of specialization; carrying out research and disseminating findings and improving one's knowledge and skills, so long as support exists. They do not, however, exercise the freedom to openly criticize institutional policies and practices; form and participate in teachers associations and criticize state policies on higher education and other national issues. They exercise a strict self-censorship and confine themselves to their subject matter only because they fear that they will be exposed to serious problems if they do so.
- vii. Compared to the teachers, the students seem to enjoy better individual freedoms and rights. This may not be surprising in view of official encouragement of a 'student friendly administration'.
- viii. The teaching personnel carry out fairly well their duties that pertain to classroom teaching except some problems in absence from classroom and availing one's self for student consultation and advisement. The major short coming lies in the sphere of research. The University administration asserts that it encourages research. However, the research tradition and the organizational culture for a vibrant intellectual discourse and scholarly dynamism that characterizes academic life in a university are not conceived. Most of the staff are young and in experienced. The teaching load is heavy at times. Besides, in order to supplement their meager pays, many take several jobs, academic as well as non-academic. Under such circumstances research is relegated to the last place in the staff's work priorities. Moreover, the lack of research fund, up-to-date books and journals, and other facilities handicap those who want to engage in research.
- ix. The teachers feel that there is an enabling work environment and employment is free from discrimination, except the affirmative action practiced in the employment of women graduate assistants. They are,

however, unable to negotiate the terms and conditions of employment. Sabbatical and research leaves are not effectively utilised, international networks and collaborations are limited and PhD scholarships are often left to individual effort.

- x. Dismissals as a disciplinary measure are rare. However, the use of two-year contracts in faculty appointment and the lack of a tenure system have denied the staff job security.
- xi. The salaries of the teaching personnel are so low, resulting in brain drain and engagement in private work to make ends meet, both of which affect the quality of education.
- xii. The students are keen in attending classes. Their relationship with their teachers seems cordial except some negative incidences in relation to grading. The majority feel that the rules and regulations are fair and conducive for the creation of a democratic culture and citizenry. The fate of the students seems better than that of the teaching personnel in this respect, too, because of the existence of a student council that can take up issues to any level. Yet, the students are dissatisfied with the library facilities, crowded dormitories, food provision and recreational facilities. They do not have confidence in the leadership's commitment to academic excellence.

By virtue of its status as a Member State of UNESCO, Ethiopia is obliged to abide by and implement the General conference's decisions, including the 1997 UNESCO 'Recommendation' which this study uses as a benchmark. How many of the principles, values and norms in the provisions of the 1997 'Recommendation' are implemented in Bahir Dar University? The findings of the study contain not much success story. The realities in the University are very far divorced from the ideals of the Recommendation. The limitations on institutional autonomy and academic freedom, the intervention of armed forces, the non-existence of a free teachers' association, the non-negotiable terms and conditions of service, the dreary lives teachers are leading due to low salaries, all indicate that the University is moving away from the objectives of the Recommendation rather than towards it.

The absence of a research culture, the lack or scarcity of research funds, scarcity of international networks and collaborations, the poor library and other facilities, the low staff profile, the restricted opportunities for PhD level training, the brain drain, etc., all depict that the University is faced with daunting challenges. If I may borrow a memorable phrase from Makandawerio (1996, 2), the University seems to have been "born in chains".

The purpose of a university is to harness and expand highly specialized knowledge. The higher education proclamation (2003) itself sets the production of “quality and skilled manpower adequately to meet the needs of the country” as the major goal of higher education institutions in Ethiopia. Production of such manpower in the environment described above would be difficult, if not impossible. Implementing the UNESCO ‘Recommendation’ would help to address these challenges to a great degree.

Recommendations

The following recommendations are forwarded so that they might be considered for alleviating some of the major problems:

- i. People will stand for their rights only if they know them. The University community does not seem to know the existence of the UNESCO recommendation leave alone its content. Publishing the recommendations and distributing them to the staff will increase the level of awareness.
- ii. Collective voices will be seriously considered by any administration. The establishment of a free teachers’ association (union) has thus no substitute. It will have dual purposes. On one hand it will ensure that the rights and freedoms of academic staff are respected. On the other hand it will guide its members to maintain professional ethics and respect their duties and responsibilities and by so doing spare the University from using sticks of repression.
- iii. The salary of teachers is low and has led to brain drain and extra work. Reconsideration of the salary is thus of at most importance. It is true that substantial resources will be required to realize the ideals of the recommendation. It is also true that in Ethiopia such investments pose difficult tradeoffs in the current financial and economic climate. The scarcity of resources in the face of large needs will not grant the higher education sector all that it needs. Yet, the nation has to make choice and commit itself in terms of allocation of resources if the UNESCO recommendations are to be taken seriously.
- iv. Teaching without research is sterile. In order to change the research culture, fund has to be acquired, seminars, conferences and workshops need to be organized, publication outlets have to be established, international link and collaboration has to be created and high level training opportunities have to be availed. The University leadership

should relief itself from routine activities and focus on such matters that will lead to the growth and development of the University.

- v. Among the root causes of quality decline is the ever increasing number of students without commensurate growth in resources. If the objective is to produce skilled manpower, the University must be able to strike a balance between quality and quantity. It has thus to learn to say no to such decisions from higher levels.

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The Case of Haramaya University

*Brook Lemma**

1. Introduction

Haramaya University (HU), previously known as Alemaya University, is located in the eastern part of the country 520 km southeast of Addis Ababa, and 5 km away from the main road to the historic walled city of Harar. The history of its establishment dates back to the initiatives of Emperor Haile Sellassie I, who invited the USA's Point Four Education Aid Program to Developing Countries. This joint initiative resulted in the signing of a technical assistance agreement between the two governments on 16 June 1951. The actual operation of the college started in 1953/54 academic year with 14 students (all males). Today the student population at HU has reached 26,976, including 4,786 females (17.7%) and 397 TP including 29 females (7.3%) (Teshome 2005). The following report presents the findings of a study conducted at Haramaya University in August and September 2006.



Plate 1. Main gate of Haramaya University with the inset showing the main administration building.

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2. Sample Profile

From a total of 153 questionnaires distributed to TP, 63 adequately filled out copies were returned. That makes about 41.2% with a contribution of three females (nearly 4.8%). By qualification and academic rank the majority of the respondents were MA or MSc holders with the rank of Lecturer (Table 1).

Table 2. TP respondents, by gender, faculty, qualification and academic rank

Category	Variables	Number	%
Gender	Females	3	4.8
	Males	60	95.2
	Total	63	100
Faculty	Business and Economics	4	9.0
	Education	24	13.5
	Agriculture	19	65.0
	Veterinary	1	8.8
	Health Sciences	15	3.7
	Total	63	100
Qualification	PhD	8	12.7
	MSc/MA	42	66.7
	BSc/BA	13	20.5
	Total	63	100
Academic rank	Associate Professors	2	3.2
	Assistant Professors	10	15.9
	Lecturers	38	60.3
	Assistant Lecturers	4	6.3
	Graduate Assistants	8	12.7
	Technical Assistant	1	1.6
	Total	63	100

A total of 620 questionnaires were distributed among students, of which 431 (69.5%) properly filled out forms were returned. Among these respondents, 106 (24.6%) were female students (Table 2).

Table 2. Student respondents, by gender and study year

Category	Variables	Number	%
Gender	Females	106	24.6
	Males	325	75.4
Total		431	100
Academic year	Year I	39	9.0
	Year II	58	13.5
	Year III	280	65.0
	Year IV	38	8.8
	Year V	16	3.7
Total		431	100

3. Results and Discussion

3.1. Academic Freedom

TP generally rated as “good” (mean value 42.33%) some academic rights such as teaching in one’s field of specialization (44.4%), carrying out research (39.7%) and disseminating findings, and improving one’s knowledge (42.9%) (Table 3). Nevertheless, both HU leaders and senior TP admitted during discussions that TP are heavily loaded with teaching throughout the year and spend most of their evenings and weekends trying to make ends meet by earning supplementary income. This leaves very little time to participate in seminars, panels, or conduct research. TP admitted that they neither participate in seminars related to their own research nor listen to invited guest speakers. This was clearly demonstrated when, during the collection of data for this research, the researcher presented the findings of a twenty-year research conducted at Haramaya on water use of the region and its social implications. Out of over 200 TP at HU, less than ten TPs and a few undergraduate students appeared.

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Table 3. TP's response on academic freedom

Variables	Responses %				
	E	G	F	P	NR
Freedom to teach in one's area of specializations	36.5	44.4	14.3	4.8	0
Freedom to carry out research and disseminate the findings	25.4	39.7	14.3	19.0	1.6
Freedom to improve one's knowledge and skills	14.3	42.9	25.4	17.5	0
Total	76.2	127	54	41.3	1.6
Mean	25.4	42.33	18	13.77	0.53
SD	11.1	2.40	6.41	7.80	0.926

Note: **E** = Excellent, **G** = Good, **F** = Fair, **P** = Poor, and **NR** = No Response.

TP rated as “Poor” (mean value of 39%) the exercise of individual rights such as openly criticizing policies of HU (46.0%), enjoying fundamental human rights (28.6%), forming and participating in a teachers’ association (31.7%), criticizing state policies on higher education and other national issues (58.7%), exercising the right to lodge an appeal (39.7%), and participating in internal policy-making processes (41.3%) (Table 4). Only the right to be represented in the governing bodies of the institution is rated as “Fair” (44.4%), even though university officials and TP admit that those who are appointed to various HU administrative positions are handpicked and are rarely elected on merit. The responses to the open-ended questions and the discussions held with senior TP and deans support this view. There is a lack of dialogue; instead one observes use of lethal force to control student unrests, during which TP are restricted in their movements in and out of campus. Gatherings are banned for an indefinite period, as was the case when this researcher tried to arrange an evening meeting with staff to get them to fill out the questionnaires for this project. This situation at HU seems to remain in place for as long as the occupation of the campus by armed security forces (as at the time of data collection, in October 2006). (See also below under duties and responsibilities.)

Table 4. TP's response on individual rights and freedom

Variables	Responses %				
	E	G	F	P	NR
Freedom to openly criticize institutional policies and practices	1.6	17.5	33.3	46.0	1.6
Freedom to form and participate in teachers associations	9.5	27.0	30.2	31.7	1.6
Freedom to fully exercise fundamental human rights	7.9	31.7	28.6	28.6	3.2
Freedom to criticize state policies on higher education and other national issues	1.6	12.7	27.0	58.7	0
Right to lodge an appeal in case of gross violation of one's rights	6.3	22.2	28.6	39.7	3.2
The right to be represented in the governing bodies of the institution	1.6	23.8	44.4	27.0	3.2
Participating in internal policy making processes	3.2	22.2	31.7	41.3	1.6
Total	31.7	157.1	223.8	273	14.4
Mean	4.53	22.44	31.97	39	2.06
SD	3.33	6.16	5.87	11.17	1.21

Note: **E** = Excellent, **G** = Good, **F** = Fair, **P** = Poor, and **NR** = No Response.

TP have rated their performance in fulfilling their duties and responsibilities much more positively (“agree” with a mean value of 49.0%). Some of the main variables to which TP gave the rating of “Agree” were: covering lessons and attending classes (73% each), teaching methods (42.9%), allotting sufficient time for students (49.2%), improving one’s pedagogical skills (55.5%), acknowledging other’s scholarly work (57.2%), maintaining confidentiality, avoiding conflicts (34.9%), fair appraisal of colleagues and students (42.9%), refraining from misleading society as to their expertise (55.6%) and accountability to public and institution (36.5%) (Table 5). The university leadership, however, expressed its reservations on some of the variables by pointing out that some TP do not appear in classes, give too many make-up classes towards the end of semesters, and fail to appear for invigilation

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assignments. The administration is also not comfortable with the way grades are given by some teachers. During these discussions, there was a general feeling that there were cases of what are called *sexually transmitted grades* (STG),* as it is known in Cameroon (Ouendjil 2000). During the discussion with senior TP, it was raised that the university is experimenting on coding examination questions which would then be decoded by a central committee or body to give letter grades to students. This procedure was meant to make it difficult for teachers to know whose paper they were correcting. This was, however, debated at the discussion as an infringement of academic rights of both teachers and students. The former would not have any idea how his or her students are performing while the latter has nobody to consult to learn from past mistakes. The question also remains what if committee members who have access to the identity of students and their respective grades fall prey to STG or any other such malpractice.

Table 5. TP's response on duties and responsibilities

Variables	Responses (%)			
	A	UD	D	NR
Cover over 80% of the contents defined in the syllabus for each of their courses	73	20.6	4.8	1.6
Attend 80% of the period assigned for the course	73	22.3	3.2	1.6
Use different teaching methods to address students' needs	42.9	33.3	20.7	3.2
Allot sufficient time for student consultation and advisement	49.2	28.6	19.1	3.2
Provide timely feedback on student tests and projects	47.6	27	20.7	4.8
Adequately prepare for their classes within the means provided by the institution	68.2	25.4	4.8	1.6
Provide fair and equal treatment to all types of learners	60.3	23.8	14.3	1.6
Encourage free exchange of ideas in the	44.5	39.7	14.3	1.6

* STG may occur when male faculty (TP) solicit sex from female students in exchange for favorable grades, and when the latter accede to sexual advances initiated by female students seeking favors (Zezeza 2003, 182, referring to communication with C. Pereira). In the discussion at HU, university leaders were referring to the former scenario.

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Variables	Responses (%)			
	A	UD	D	NR
classroom				
Do not impose their personal convictions or views on students	47.7	39.7	9.5	3.2
Conduct scholarly research and disseminate results	33.3	25.4	39.7	1.6
Strive to develop their knowledge of their subject matter	66.6	20.6	11.1	1.6
Strive to improve their pedagogical skills	55.5	31.7	11.1	1.6
Base their research on honesty and impartial reasoning	34.9	47.7	12.6	4.8
Observe the ethics of search involving humans, animals and the heritage and the environment	34.9	46	15.9	3.2
Respect and acknowledge the scholarly work of academic colleagues and student	57.2	28.6	11.1	3.2
Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	41.2	49.2	4.8	4.8
Avoid conflicts of interest and try to resolve them through disclosure or consultation	34.9	33.3	26.9	4.8
Handle honestly all funds entrusted to them	26.9	46	23.8	3.2
Are fair and impartial in appraisal of colleagues	42.9	33.3	20.6	3.2
Are fair and impartial in appraisal of students.	50.8	31.7	12.7	4.8
Avoid misleading the public on the nature of their expertise	55.6	28.5	9.5	6.3
Contribute to the public accountability of their institution	36.5	38.1	22.3	3.2
Total	1077.6	720.5	333.5	68.7
Mean	49.0	32.8	15.2	3.12
SD	13.4	8.9	8.6	1.43

Note: **A** = Agree, **UD** = Undecided, **D** = Disagree, and **NR** = No Response.

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Although TP's average rating of some terms and conditions of employment was positive, "Agree" (36.1%), the percentage of those who chose "Undecided" (34.9%) is almost equivalent. The TP seem to have mixed opinions about some statements regarding the terms and conditions of employment such as freedom from discrimination, which was rated as "Agree" (50.8%), sabbatical and research leaves as "Disagree" (44.5%), legitimacy of contract termination as "Undecided" (55.6%), legality of dismissal as "Undecided" (60.3%), and fairness of performance assessment as "Agree" (52.4 to 53.9%) (Table 6). However, some senior TP and deans disclosed at interviews and some TP indicated in the open-ended questions the cases of some TP who were not allowed to go on self-won scholarships and those who were promised to be given contract termination letters but were denied after waiting for more than six months as set in the university regulation. In both cases, TP left HU on their own, without their letters of testimonial of their long years of service. TP, however, indicated "Disagree" (55.5%) with the statement about the existence of the right to negotiate employment terms, the level of enabling environment and international collaboration of HU to secure scholarships (Table 7).

Table 6. TP's responses on some general terms and conditions of employment

Variables	Responses (%)			
	A	UD	D	NR
The terms and conditions of employment are free from discrimination of any kind	50.8	22.2	19	7.9
The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	15.8	34.9	44.5	4.8
The reasons for contract termination are known and based on advance notice	20.7	55.6	17.5	6.3
Dismissals are in accordance with the institution's current rules and regulations	20.7	60.3	11.1	7.9
Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	49.2	23.8	20.6	6.3
The assessment is based on known, standard academic criteria	52.4	17.5	23.8	6.3
The assessment results are made known to the individual staff members concerned	53.9	25.4	14.3	6.3

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Variables	Responses (%)			
	A	UD	D	NR
The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	25.3	39.7	30.1	4.8
Total	288.8	279.4	180.9	50.6
Mean	36.1	34.9	22.6	6.33
SD	16.8	15.9	10.6	1.17

Note: **A** = Agree, **UD** = Undecided, **D** = Disagree, and **NR** = No Response.

Table 7. TP's response on some specific terms and conditions of employment

Variables	Responses (%)			
	A	UD	D	NR
The terms and conditions of employment create an enabling work environment to teaching a research	34.9	15.9	42.8	6.3
Teaching personnel have the right to negotiate the terms and conditions of employment	9.5	23.8	55.5	11.1
There is a just and open system of career development, including promotion	39.7	15.8	38.1	6.3
The institution secures scholarships for staff through its international networks and collaborations	20.6	17.4	55.5	6.3
The institution promotes research by securing adequate funds through its international networks and collaborations	12.7	28.6	52.4	6.3
Total	117.4	101.5	244.3	36.3
Mean	23.5	20.3	48.9	7.26
SD	13.4	5.7	8.0	2.15

Note: **A** = Agree, **UD** = Undecided, **D** = Disagree, and **NR** = No Response.

Disciplinary measures taken against TP at HU seem to be rare and hence TP seem to be somewhat uncertain in their responses, rated it as “Seldom”

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(49.2%), with persistent neglect of duties rated as seldom (74.6%), gross academic incompetence rated as “Seldom” (65.1%) (Table 8). TP dismissed for academic reasons can appeal to other government institutions (ethics office and/or Ministry of Justice) to be re-instated, which they almost always win. Hence, HU leaders mostly refrain from going as far as dismissing TP, but always keep such TP away from major scenes of HU activities. TP rated occurrences of financial irregularities and sexual misconduct with students as “Never” (33.3%) and falsifying test results or final grades in return for money, sexual or other favors again rated as “Never” (39.7%).

Table 8. TP's response on disciplinary problems

Variables	Responses (%)				
	A	F	S	N	NR
Persistent neglect of duties	3.2	11.1	74.6	7.9	3.2
Gross academic incompetence	0	6.3	65.1	22.2	6.3
Fabrication or falsification of research results	0	4.8	20.6	60.3	14.3
Serious financial irregularities	3.2	6.3	44.4	33.3	12.7
Sexual misconduct with students	0	6.3	54.0	33.3	6.3
Falsifying test results or final grades in return for money, sexual or other favors	0	1.6	49.2	39.7	9.5
Total	6.4	36.4	307.9	196.7	52.3
Mean	1.07	6.07	51.32	32.78	8.72
SD	1.65	3.07	18.63	17.53	4.247

Note: **A** = Agree, **UD** = Undecided, **D** = Disagree, and **NR** = No Response.

TP are quite clear in their responses regarding their satisfaction with existing salary, which drew an overall response of “Disagree” (71.4%) (Table 9). Their view on whether their salary reflects the role of higher education in society was “Disagree” (50.8%), not comparable to salaries paid in other occupations requiring similar or equivalent qualifications (“Disagree”, 84.1%), able to sustain a reasonable living standard (“Disagree”, 73%), (Table 9). Salary was a hot issue at the discussions made with senior TP, deans and senior administrative officers. All have stated that salaries and other benefits are so low that TP at HU

actually trade off their liberty, freedom of movement and precious life by staying at HU, which is far away from the cities where opportunities for consultancy work, better schools for children, hospitals, shops, libraries and general information are available. HU leaders also sympathize with TP in view of the dim chance for compensation due to the location disadvantage TP face at HU.

Table 9. TP's response on salaries

Salaries	Responses			
	A	UD	D	NR
Reflect the important role of higher education in society	7.9	34.9	50.8	6.3
Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	8	3.2	84.1	4.8
Adequate to sustain a reasonable standard of living or themselves and their families	1.6	4.8	88.9	4.8
Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	15.8	8	73	3.2
Are so insufficient as to act as a disincentive to attract or retain talented staff	15.8	1.6	79.4	3.2
Are fully paid when the staff member is studying for a higher degree abroad	12.7	19	63.5	4.8
Are revised periodically to take into account the rising cost of living	3.2	9.5	84.1	3.2
Teachers are adequately compensated for carrying extra workload	22.3	6.3	65.1	6.3
Teachers are adequately compensated for annual leaves lost because of extended teaching	28.6	11.1	53.9	6.3
Total	115.9	98.4	642.8	42.9
Mean	12.9	10.9	71.4	4.77
AD	8.8	10.3	13.8	1.34

To sum up the discussion on academic freedom, it is necessary to reflect back on prevailing national and international scenarios. HEIs in Ethiopia have

never experienced academic freedom as part of their guaranteed, proclaimed or legislated right (Balsvik 2005, 26). This is not difficult to trace, as the oldest university at Addis Ababa is not yet even 60 years old. Whatever was therefore practiced in the name of academic freedom on HEIs' campuses of the country, for the most part during Emperor Haile Sellassie's regime, was implicitly adopted through the influence of the western TP and foreign students at HSIU. Eventually as the quest for academic freedom of students changed into an aspiration for national political transformation, academic freedom on campuses in Ethiopia started to be seriously eroded since the time of the Emperor, over the years of military dictatorship and since 1991. There is ample literature on the erosion of these rights over the years, from the time of the Emperor to the horrors of red terror under the military regime (Balsvik 2005; Zeleza 2003, 160-161; 2004, 49-50; HRW 2001, 2003). Zeleza (2003, 160-161) sums up this erosion of academic freedom after 1991 as follows:

The hopes that accompanied the overthrow of the Derg (Military) dictatorship and the end of the civil war in 1991, and the installation of new government were soon dashed. The Ethiopian Revolutionary Democratic Front did not live up to its billing that it was guided by the principles of democracy, development and minority rights. Assaults against academic freedom continued and, in fact, intensified. Firstly, lethal force was used to suppress student activism in ... 1993, ...1998-2000, ... 2001 ... 2002, accompanied by killings, indiscriminate arrests, detentions, tortures and expulsions of students. Secondly, there was unrelenting repression of the Ethiopian Teachers' Association (ETA) ... whose leaders were imprisoned and one assassinated. The government created a new association under the same name in 1993 and pressured teachers to join it. Although the old ETA was not destroyed, its proscription on university campuses deprived faculty of a collective protective voice. Thirdly, independent thought was stifled through the denial of university autonomy and government control of activities on campuses. The arbitrary dismissal of 40 professors in 1993, the use of two-year contracts in faculty employment, absence of tenure, arrests of human rights activists, and the government's repeated failure to grant the university autonomy through charter (which it enjoyed when it was created in 1950 until the 1974 revolution), and its control of the leadership positions eroded academic freedom.

What prevails on HU campus is that there is no teachers association that could defend the rights of TP and that could serve as a collective voice on policy issues. Similarly, students do not freely exercise their freedom of assembly. They elect their representatives under the watchful eyes of the Office of the Dean of Students. A draft bylaw of the union was handed down to them by the Ministry of Education, but is now "modified" by the union leaders, rather than by their general assembly, and has to be approved by the Ministry of Education.

These scenarios do not leave much room for nurturing a democratic tradition either among the student population or most of the young TP. With the departure of experienced TP from HU (Table 2), 80.9% TP are now at or below the rank of Lecturer. The reluctance of TP even to fill out research questionnaires, including those for this research that was meant to serve their interest, is a clear demonstration of the lack of freedom of thought and the prevalence of self-censorship as a survival strategy. Below are two conversations the Researcher had with TP when they were requested to fill out questionnaires for this project.

- Researcher: After explaining the intent of the exercise, I handed him the questionnaire.
- TP One: “No! No! No! Are you joking? Take away this paper. I am not going to fill it out!”
- Researcher: “Why not? You don’t have to write your name. Just write what you feel.”
- TP One: “No way, please leave me alone. Are you joking?” he shouted, this time much louder than before with a hostile tone. I collected the form and left.

- Researcher: After explaining the purpose of the survey, I dropped the questionnaire on his table.
- TP Two: “Take it away. I am not going to fill out this form.”
- Researcher: “Why not? It is all about us, with the hope of understanding and bringing about some changes.”
- TP Two: “No! I will not fill it.” He hesitated for a while to utter the words. Then suddenly it came out. “Not with these people up there.” I wish I had asked him who he meant.
- Researcher: “You will not write your name and number.”
- TP Two: “No!” he said loudly with his face sweating and not seeing me directly in the face. I did not know what to do. I stood for a while. Just as I was about to leave, he said, “Ok! Leave it on the table! I will not fill it out anyway”.
- Researcher: “You don’t have to fill it if you do not want to”. I picked up the questionnaire from the table and left the office.

These two TPs are those who spoke out suddenly and without much contemplation of what they had felt all along. The majority took the form but

made every attempt not to come across me or see me again. Some promised to bring it with them to Addis Ababa and took my phone number. They never appeared. Some made specific appointments to personally deliver it to me, but failed to show up. The majority of TP have not either filled out the open-ended questions where specific cases should have been cited to support their answers in the closed-ended questions or bluntly wrote that they were afraid to state specific instances and cases because they felt that they could be traced through their testimony.

Students seem to share the fears and doubts of TP in expressing themselves. Their response to three major academic freedom variables demonstrate this reservation: they gave a response of “Disagree” to existence of opportunity to participate in public forums (51.9%), freedom to participate in curriculum revision (47.2%), and freedom of assembly (43.4%) (Table 10). This was in spite of the fact that the frequent student unrests at HU could have been used to create opportunities to exercise these rights. In the past two or so academic years, HU lost opportunities of inviting TP, administrative staff and off-campus community to intervene through mediation between students and the administration before inviting armed forces to enter and take control of the campus. Most of the incidents that sparked off conflict, such as use of pages from a holy book as toilet paper, the rape of a girl from one ethnic group by a boy of another ethnic group at about midnight in a drinking house, use of derogatory terms for referring to another ethnic group, and misspelling in the new name of the university were local matters that spread into other public universities in the country and became national issues (See also Zeleza 2003, 171), just because students were not given the platform to iron out their differences by themselves and build on the virtues of their differences. In the discussions held with senior TP, the deans and student representatives, these issues cropped up, with the observation that that were deliberate media blackouts. The end result of the last student unrest was bodily injury to students, voluntary withdrawals from the university for fear of torture and arbitrary arrests, and summary dismissal of 31 students. At the time of data collection for this study, 17 students called up the student union leader for mediation so they could return to their studies, since they were not allowed to enter campus to file their appeals to the President of HU, the only office where they could go to.

Table 10. Students' response regarding opportunities for own public forums, freedom of expression and assembly

Variables	Responses (%)			
	SA	UD	D	NR
Students have public forums where they can debate and discuss critical issues	19.5	19	57.6	3.9
Students have opportunity to express their views on revisions of curriculum	15.1	22.7	60.6	1.6
Students fully enjoy freedom of assembly	27.6	20.7	50.1	1.6
Total	62.2	62.4	168.3	7.1
Mean	20.7	20.8	56.1	2.37
SD	6.3	1.9	5.4	1.33

Note: SA =Strongly Agree, A = Agree, UD = Undecided, D = Disagree, and NR = No Response

4. Employment, Salaries and Benefits

Employment as per government regulations pertaining to public servants, the two-year contract, and negotiable salaries for joint appointments to share professionals between different HEIs, pose a challenge to the search for persons that excel in their academic merits (see also Zeleza 2003, 2004). More specifically, if salaries continue to remain so low, if academic merits are not duly recognized, and if the image of TP in the eyes of the general public remain low, brain drain from HEIs to other national and international organizations will not stop, if not aggravated. On the other hand, recent reliable information indicate that authoritarian universities are going to withhold diplomas of graduates for a number of years until graduates remain in positions they are assigned to by the government and complete the payment of their education costs to the government according to the cost-sharing proclamation.

5. Threats of the Neo-Liberal Scenario to Academic Freedom

The struggle for academic freedom in Ethiopia was at its climax when skilled professionals were in high demand in the early years of Haile Sellassie's rule to fill posts in the bureaucracy. At that time, the rhetoric by the capitalist

developmental state in public forums and government media was all about the importance of professional elites, thereby providing them a highly placed social status and the political leverage to claim their academic freedom. This gap is now filled with sufficient graduates in apparently all fields and the honeymoon between the state and the elites is over. Consequently, since the mid-1970s, universities lost their importance in the eyes of the state (Zezeza 2004, 46-50), for higher education reportedly offered lower private and social returns than primary education, so that the public interest in universities was substantially lower than in primary schools and hence the state gradually continued to reduce its fiscal responsibilities to universities (Zezeza 2003, 156-157) and its rhetoric on the importance of elites for development. A case in point in the Ethiopian HEIs is the appeal for salary adjustments has gone through repeated committee studies and reports submitted to the Ministry of Education without any responses to date. The current prevailing rhetoric is that university elites are filled with only theory that serves no purpose to solve societal problems. This consequently eroded the social basis or public image of universities and their bargaining power to sustain academic freedom.

From the perspectives of academic rights, worse still is the proliferation of private colleges and NGOs that can do the same academic exercises public universities do (e.g., conducting research), demonstrates to the public that knowledge making is not anymore the exclusive right of public universities. The state or any international donor can reach out to elites in public universities through private organizations to engage them in research for generation of specific data that can be used to formulate policies of any sort, as with this same research run by external fund through Forum for Social Studies. On the other hand, governments can suppress any demand for academic freedom, including salary adjustments, with ease as the social image and leverage of TP as a political force has been eroded. It then may be safe to conclude that African governments may not consider TP as relevant forces that challenge their stay in office, since TP are demographically insignificant. So long as people in power work on primary schools that accommodate children of rural populations and minorities, they are sure to win votes that could sustain them in power. Other global issues that undermine academic freedom are:

- Learning is increasingly valued for its instrumentality, i.e., production of people equipped with technical skills in place of humanities and the hard sciences.
- Education has increasingly become commercialized (Mannberg and Dahlström 2006, 1-2). The global market ideology that prevails today has engulfed HEIs in Ethiopia before they knew it. Programs are geared to meet the market needs. Running such programs do not need elite

professors that *know too much* and *demand too much*, but are run by juniors at much lesser the price under authoritarian rule, with the final casualties being academic excellence and academic freedom. The elites deserted HU mostly for other better paying jobs with enabling working environments (e.g. good governance) within the country or abroad.

5.1. The Stick and the Carrot Scenario

To sustain their existence governments in countries like Ethiopia proceed by way of giving the horse both the stick and the carrot (Zezeza 2004, 48-49). On one hand, TP and students are subject to top-down administration in place of self-governance, intervention with armed forces in place of discourses, denial of salary adjustments in place of reinstatement of differential negotiated salaries and benefits based on merit, general alienation of the elite from the general public in place of conducting assemblies to resolve conflicts with substantiated data and creating societal opportunities. On the other hand, the governments contend that they labor to reform, decentralize, strategically plan and expand HEIs in their countries, with a whole lot of rhetoric on democratization. All this is attempted to be accomplished where self-governance is denied and the usual appointments continue in new so-called decentralized offices, expansions are made in a top-down modality where even university leaders are not informed and do not have much say on the structures put up on their campuses and the specific needs of TP and students are not matched with the rate and magnitude of expansion (e.g. identical structures in all public HEIs that do not match contextual problems of each). All these have evolved into a scenario where TP must work non-stop throughout the year, refrain from inculcating critical inquiry by students that could probe into societal problems and discourses, but produce technicians that meet market needs. TP are not expected to fail students despite falling academic quality. At the same time, students are subjected to a congested living environment (up to 30 students in one sleeping room with no space for reading, changing cloths, privacy, etc.), face too crowded classes despite the rhetoric about student-centered approaches with highly reduced student-teacher ratio, and all the stress overcrowding creates.

5.2 The Gender Dimension Scenario

In a fundamental sense, the struggle for academic freedom is a struggle for citizenship (Sall 2000, ix). While the torchbearers of this struggle are many, including young scholars, students, junior faculty, adjunct professors, and academics from ethnic, religious and other kinds of minorities, whether or not

they are members of the marginalized groups, it is women who bear the brunt of the absence of and struggle for rights and democracy and the broader society in which the academy is located (Zezeza 2003, 178). As it is the case elsewhere in Africa and at HU (Table 3 shows 4.8% female TP at HU), women are extremely under-represented in higher education institutions (Okeke 2004, 485). This low demography of females should not reflect that the inquisitive and generally academic mind is an inherent quality of males only and take females as cheerleaders for men, as Okeke puts it, but as partners who have been denied their rights for so long and who should now take up the banner to claim their share of the burden and benefits society placed up on them, not only in being a scholarly elite but also as partners with men to lead universities (Okeke 2004, 481-492; see also Berge and Ve 2000).

5.3 Governance

Governance from the perspective of HU leadership has four major problems at HU. Firstly, HU faces serious shortage of senior, experienced and specialized teaching personnel in various fields. With the university expanding both vertically (up to PhD level training) and horizontally (opening new faculties), the need to attract and retain senior staff in quality and diversity is a serious problem. Secondly, the student demography is increasing at a very high rate each year. This number is not compatible with the improvement rate of resources of all sorts. This is very much related to the shortage of TP, physical resources and finance. Management of students who are subject to such stress makes the situation quite difficult, as shortage of resources creates stress that needs only a little spark to cause a student unrest (Plate 2).

Thirdly, the TP are subject to almost year-round teaching in regular, extension, distance and *Kiremt* programs. In other words, semester and *kiremt* breaks (July, August, and September partly) are covered with teaching programs. Evenings and weekends, almost each day of the year, are devoted to teaching in extension and distance education programs offered in Harar (20 km away), Dire Dawa (50 km away), Jigjiga (120 km away) and other towns such as Chiro (Asebe Teferi), Adama and Assela (Arsi). There is a high workload carried at HU. This has a very serious bearing on the amount and quality of teaching and research that is expected of TP. On one hand, it is the responsibility of TP to carry out research and contribute to the community. On the other, TP do not have the time and resource to do it as they are engaged in teaching even during their statutory annual breaks. Paradoxically, HU has allocated 100,000 Birr from its revenue per faculty to be granted to TP on competitive basis to conduct research. Although providing funds for research is a step in the right direction, TP do not have the time and the break to engage in research.



Plate 2: Images showing various aspects of congested living and working environments at Haramaya University: From top-left clockwise: (a) classrooms too close with each other limiting movements and serious noise pollution, (b) corrugated tin walled toilets (see overflowing urine on floor), (c) dormitories with up to 30 students in one room, (d) interior of dormitory with narrow sleeping and reading areas, and (e) Office of the Registrar, students' academic records piled on tables, tops of filing cabinets and floors, with no room for ventilation and staff movements.

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HU leaders were asked if their being government appointees was incompatible with the kind of governance higher education universities should exercise, if there could be any alternative method of assigning posts and if this could be a fifth problem HU faces. HU leaders conceded that election and assuming posts by merit would have been the most appropriate procedure and may be that could be another path to follow which has not been tried. It is, however, the case that the government policy requires institutions to be run by appointees and the institutions have to continue doing as directed by the government. In any case it is very rare that university leaders are invited when major policy issues are made by the government, they added, although it is their responsibility that these policies are observed at the university level.

The responses of TP to institutional autonomy is generally rated as low (average 51.3%), with self-governance rated as medium (49.2%), collegiality in leadership rated as low (47.6%), participation in decision making and free election rated as low (57.2%), institutional threats and association rated as low (57.2%), prohibition of armed security forces rated as low (58.7%), and availability of structures for consultation and communication rated as low (68.2%) (Table 11).

Table 11. TP' Questionnaire results on institutional autonomy

No.	Variables	Responses (%)			
		H	M	L	NR
1	<i>Self government</i>	7.9	49.2	39.6	3.2
2	The relationship between <i>Academic staff and university leadership</i> is collegial	11.1	41.3	47.6	0
3	Participation of academic <i>community in decision/policy</i> making process directly or through their representatives	12.7	27	60.3	0
4	Participation of academic <i>community in the free selection</i> of leaders and governing body members.	6.3	34.9	57.2	1.6
5	<i>Representation of the staff association</i> in your institution's governing bodies	3.2	28.6	61.9	6.3
6	<i>Protection of the institution from threats</i> to its autonomy coming from any source	9.5	28.6	57.2	4.8
7	<i>Prohibition of armed security forces</i> from entering the institution's premises unless	23.8	14.3	58.7	3.2

No.	Variables	Responses (%)			
		H	M	L	NR
	lives and property are endangered.				
8	Availability of <i>structure/s for consultation</i> of the academic community on major policy changes affecting them.	3.2	25.4	68.2	3.2
9	<i>Women's representation</i> in governing bodies.	15.8	39.7	36.5	7.9
10	<i>Effective communication to the public</i> concerning the nature of its educational mission.	17.5	55.6	25.4	1.6
	Total	111	344.6	512.6	31.8
	Mean	11.1	34.5	51.3	3.18
	SD	6.6	12.2	13.55	2.6

Note: H for high, M for medium, L for low, and NR for no response

The general trend of rating of institutional accountability is medium (mean value of 40.5%) (Table 12). It is, however, important to look into specific variables such as commitment to excellence which is rated as low (36.5%), freedom to enjoy human rights rated as medium (39.7%), quality of education and lifelong learning both rated as medium (36.5 and 44.4%, respectively), prevalence of discrimination, violence and harassment of students rated as medium (41.3%), honest and open accounting in the use of resources rated as low (41.3%) and transparency in systems of institutional accountability rated as low (47.6%) (Table 12). Other factors are rated as medium with values ranging from 38.1 to 44.4%) (Table 12).

Table 12. TP Questionnaire results on institutional accountability. (H for high, M for medium, L for low, and NR for no response)

No	Variables	Responses (%)			
		H	M	L	NR
1.	<i>Commitment to quality and excellence; and the integrity of its teaching, research and scholarship.</i>	27	33.3	36.5	3.2

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2.	Effective support of academic <i>freedom and fundamental human rights.</i>	22.3	39.7	35	3.2
3.	Ensuring <i>high quality education</i> for as many individuals as possible subject to the constraints of resource availability	33.4	36.5	23.8	6.3
4.	Provision of opportunity for <i>lifelong learning.</i>	17.5	44.4	33.4	4.8
5.	<i>Fair and just treatment of students.</i>	46	30.2	20.6	3.2
6.	Preventing any form of <i>discrimination, harassment and violence</i> against students and staff	20.6	41.3	31.7	6.3
7.	<i>Honest and open accounting</i> and efficient use of resources.	14.3	39.7	41.3	4.8
8.	<i>Creation codes of ethics</i> to guide personnel.	17.5	42.9	33.3	6.3
9.	Assistance in the fulfillment of <i>economic, social and political rights.</i>	11.1	44.4	39.6	4.8
10.	Addressing themselves to <i>contemporary problems facing society.</i>	11.1	42.9	38.1	7.9
11.	Ensuring availability of <i>library collections and access</i> without censorship to information resources.	30.1	38.1	27	4.8
12.	<i>Transparency in systems of institutional accountability.</i>	4.8	39.7	47.6	7.9
13.	Ensuring participation of organizations representing teaching personnel in <i>developing quality assurance systems.</i>	11.1	54	30.1	4.8
	Total	266.8	527.1	438	31.8
	Mean	20.5	40.5	33.7	3.18
	SD	11.3	5.8	7.3	2.58

However, senior TP and deans said at discussions that HU governance is still centralized. Faculties being the major budget lines, they have no power of purchasing their own items separately or managing their resources based on

faculty decisions only. Similar items across faculties are pulled together and processed for purchasing. Such purchases can only be authorized by HU leaders in all aspects of quality, bidder choices, and so on. This in many cases has created delays and return of funds to the central treasury by the end of the budget year. Even when deans want to authorize the purchase of certain items or want to decide on certain issues of their respective faculties, they always refer to the presidents to obtain their informal and verbal authorization. There are many cases when academic decisions made at respective faculty commissions are reversed by HU leaders, as commented by the deans and senior TP.

To sum up, any discussion on university governance, in this case Haramaya University, obviously starts from its link to or relations with the Ethiopian Government. Starting in 1991, universities in Ethiopia are gradually placed under the control of the federal government. Such an experience is not new to Africa as it is witnessed in Nigeria, Zimbabwe, Tanzania and Egypt (Dibua 2004, 459-461; Zeleza 2003, 157, 161, 171; NEAR 2003, 9). In the case of Nigeria, the state converted all universities into federal institutions and fully integrated them into the federal bureaucratic structure and the government formed the National Universities Commission (NUC) to administer federal universities (Dibua 2004, 459). This is comparable to the role of the Ministry of Education and the various university boards established by the same that handle governance and the financing procedures of the federal universities*. NUC in Nigeria controls major aspects of university management from setting student enrollment targets, handling actual admissions, and courses of study, to academic and staff salaries and the selection of vice chancellors (Zeleza 2003, 171), and so does the Ministry of Education in Ethiopia with further details being done by the respective university boards. According to Dibua (2004) the chain of command of the universities [in Nigeria] now flowed down from the head of state through the federal minister of education to NUC, to respective university councils and then the vice-chancellors. This is what Zeleza (2003, 170), Tjeldvoll et al. (2005, 61) and de Grauwe (2006, on trainings in Ethiopia) described as top-down management. These two authors further agree that as the government appoints leaders, they in turn appoint unit heads down the administration hierarchy. University governance has often been characterized by a discretionary and top-down administrative structure, poor communication and strained relations between administration and teaching faculty. Conversely, such actions meant the loss of power of the respective senates and governing councils (academic commissions) to set guidelines for the functioning of the respective universities and more importantly lost the power to appoint, discipline and sack

* HU Board was established in Mid-August 1994 (*AAU Newsletter*, Vol. 1, No. 1, November 1994).

vice-chancellors (Dibua 2004, 460) and so is the case with HU senate and various academic commissions. It is then tempting to state that federal universities in Ethiopia are governed in a similar fashion by way of state control through the Ministry of Education, the respective university boards and government appointed presidents. Today senates of federal universities cannot decide how best they can use their budget, approve promotions of professorship, or even decide on student admissions and placements. This reality is reflected in the interviews made with HU officers (deans, etc.), and senior TP, and in the comments given to open-ended questions by TP who referred to the appointment of officials at HU as "hand picked appointees". The strain in relations of various levels of academic and administrative levels is also reflected in Table 4:12, where TP rated freedom to openly criticize institutional policy (46%), the right to lodge an appeal in case of gross violation of one's rights (39.7%), and the right to participate in internal policy-making processes (41.3%) as poor.

Such administration that could be referred to as authoritarian, blocks democratic avenues of resolving internal conflicts in the universities. Re-visiting the cases of the Ethiopian Teachers' Association in 1993 and actions taken on student unrests of 1993, 2001 and 2002 are vivid examples (Zezeza 2003, 160-161; 2004, 49-50; HRW 2001, 2003, 2003 January 24). At about the same time similar student unrests were observed at HU when student teachers of the Faculty of Education raised the issue of degree nomenclature that was out-rightly rejected by the Ministry of Education as a non-negotiable case. Students were told by the Ministry to take it or leave campus. The protest at the time led to intervention of external armed forces. Students fled from campus and took refuge in churches in Harar and Dire Dawa cities. At the time, some TP were also implicated as perpetrators of the student unrest, including the dean who was dismissed from his post as a result. Such lack of structures for consultation of the academic community (very low, 33.3%), inability of HU in selecting its leaders (very low, 39.7%), inability to prohibit armed forces to enter HU premises (very low, 38.1%), and inability to protect HU from threats to its autonomy (very low, 28.6 %) (Table 4:9) are clear demonstrations of the top-down management system prevailing at HU.

Governance is not the same as management, administration or policymaking. It is actually the most inclusive term of them all. Secondly, it must be understood that conventionally governance is viewed as the task of university leaders who have the machinery, finance and staff to run it, or conversely, university leaders may think that it is exclusively their domain and that they are the only ones who are accountable to it. In other words, governing is traditionally equated to what formal authorities do. However, mature governance should involve the contributions of individuals, groups and organizations (internal and external, including international stakeholders) to give

a proper place to self-governance capacities and the interactions on which these capacities are built on. Self-governance is not therefore a favor handed down by public authorities or a capacity created by a government to govern an academic institution, but an inherent societal quality that evolves of its own accord and which contributes greatly to the governability of modern society, such as university communities (See Bavinck *et al.* 2005, 30-49). It is therefore imperative to define governance by putting university communities in perspective:

Governance is the *interaction* of the whole of university community, public, private, government and international stakeholders that are initiated to *solve societal problems* and *create societal opportunities* through knowledge production. It involves the formulation and application of knowledge and principles guiding those interactions and *care for institutions that enable them* (modified from Bavinck *et al.* 2005, 30).

This definition therefore calls for the appreciation and upholding of the *interaction* component of stakeholders whose role and importance or weight of involvement in conflict resolution changes with time and circumstances. In such a case then governance is best perceived as *interactive governance*, or better still *interactive self-governance*, as it is open to all stakeholders whose contributions and strengths to influence the hard choices to resolve conflicts are dynamic and to which governing officers should always remain vigilant to perceive such changes and harness their ways through difficult moments. It is therefore clear by now that there is not a cut-and-dried formula for good governance, but a continued, evolving and an unavoidable journey through which universities must pass by becoming inclusive but not exclusive, always keen to learn to adapt but not to halt, and appreciate the dynamism of values of all stakeholders, ethics and principles, but not stagnation of each level at any geographical and temporal scale.

Recommendations

So long as the desired goals are to bring about improvements in academic freedom and self-governance, HU and all relevant stakeholders (government, private and public communities, university community, national and international agencies) should work together to consider the following issues (not in priority orders) for improvements in HU. These are:

- a. UNESCO and the Ethiopian authorities and HEIs should work together to bring about implementation mechanisms for the 1997 UNESCO 'Recommendation',

- b. Work towards sharing university governance through election rather than direct appointments and search committees,
- c. Encourage free election of officers of associations of both students and TP and benefit from the values that could be obtained by making every stakeholder part of the solution,
- d. Establish public platforms where national policy agenda and other institutional, national and international issues could be discussed,
- e. Academic calendars should be worked out so as to leave adequate breaks for TP and students to internalize the work done in the past and formulate the work ahead in close collaboration,
- f. Improve employment modality to attract professionals based on merits and institute negotiated benefits to avoid brain drain,
- g. Work towards the realization of chartered rights of HU and flexible financial management mechanism,
- h. Use every opportunity to bring together the virtues of social differences (ethnic, languages, cultures, etc.) for the benefit of all and reconcile conflicting interests through discourses,
- i. Involve females in all aspects of academic and governance activities and strengthen efforts in providing affirmative action to minorities, special needs students and TP,
- j. Despite the written codes of employment for TP and admissions for students, HU must go the extra mile to include as many females in its academic ranks (learning and teaching),
- k. So long as HU remains at its present location, all those motivating factors (children's school, communication, hospitals, etc.) must improve and appropriate compensation be paid to reduce brain drain.
- l. Institute self-governance and stakeholder participation in university management and policy/decision-making processes.

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The Case of Jimma University

*Tesfaye Tafesse**

1. Introduction

As stipulated in the 1997 UNESCO ‘Recommendation concerning the status of higher-education teaching personnel’ and other similar Declarations (e.g. the Dar es Salaam and Kampala Declarations), academic freedom, social responsibility and institutional autonomy are the three important citadels for the emergence of a vibrant and dynamic intellectual culture. Under normal circumstances, states should protect academic freedom, refrain from infringements of any sort (e.g. police intrusions), unless there are convincing reasons to do so, and avail adequate resources for conducting research and teaching. Teaching personnel on the other hand, should carry out their teaching, research and related responsibilities diligently and effectively. The balance between the two decides the degree of the prevalence of a congenial academic environment and an execution of a normal academic career. The latter requires, among others, adequate remuneration, a realistic career path offering the likelihood of promotion and stability of employment, academic freedom to pursue teaching and research and participation in institutional governance (Altbach 2006).

Jimma University (hereafter JU), where the case study has been conducted, is one of the dozen or so universities found in Ethiopia. The study tries to assess the level to which democratic governance and academic freedom are exercised in the university. In addition, the study brings to light the extent to which the duties and responsibilities of teaching personnel, the terms and conditions of their employment and the conditions of teaching and learning in JU are up to international standards and expectations. For all these, the 1997 UNESCO Recommendation on higher education teaching personnel will be used as a benchmark to judge the academic, administrative and human right situations prevailing in Jimma University.

1.1 A Profile of Jimma University

Jimma University is one of the public higher educational institutions in Ethiopia that was officially established by Proclamation No. 63/1999 of the Council of Ministers Regulation in December 1999. It came into existence after amalgamating the Jimma College of Agriculture (JCA) and the Jimma Institute of

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Health Sciences (JIHS) that were founded in 1942 and 1983, respectively. About three and half years after its establishment, in May 2003, JU managed to affiliate one of the oldest colleges of the country, namely, the Ambo College of Agriculture, that was established in 1931. JU is located about 335 kilometers to the southwest of the Ethiopian capital, Addis Ababa.

Currently, the University comprises six faculties and a college. They include the faculties of Medical Sciences, Public Health, Technology, Education, Business & Economics and Law as well as the College of Agriculture & Veterinary Medicine. The departments that are affiliated to the faculties and college are about 34 in number, with the Faculty of Education embracing the largest number, i.e., 10, and Law having none other than itself. JU boasts of playing a unique national role as ‘a pioneer in community based education of tertiary education’. As stated in the various brochures and newsletters of JU, the community-based education is designed under three main programs, viz. community based training, team training and community-based student research. The University has also recently established a research outreach around the recently inaugurated Gilgel Gibe Dam, which is located 55 kilometers to the northeast of Jimma town.

According to the Ministry of Education’s (hereafter MoE) Educational Abstract (2005), the total number of regular, extension and summer students was 15189, of which 78% were males and the remaining 22% females. The faculties of Education, Agriculture and Medical Sciences topped all the others in terms of size of students while the Faculty of Law had the minimum intake. A trend of a decrease in the size of regular students over the years has been observed, with first year students having the lion’s share of 4026 (43%) and graduating students accounting for 591 (6.3%) [refer to Table 1]. JU offers diploma, degree, graduate and post-graduate courses. In the years spanning from 1985 to 2005, about 14,407 students graduated from the different faculties of JU, with men comprising 86% and women the remaining 14%.

The total number of teaching personnel in JU stood at 444 in 2004/5 academic year, of which 417 (94%) were males and the remaining 27 (6%) females [Table 2]. In terms of academic qualifications, teaching staff that held MA/MSc degrees ranked first (47%) to be followed by BA/BSc (38%), Diploma (9%) and Ph.D. holders (6%). In the same academic year, about one-third of JU’s teaching personnel were lecturers, 22% graduate assistants, 13% assistant lecturers, 16% assistant professors, 3% associate professors, 3% professors and 9% others (refer to Table 3).

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Table 1. Enrolment of students in the regular program (2004/05 academic year)

Faculty	1 st year		2 nd Year		3 rd Year		4 th Year		5 th Year & above		Total by faculty & sex	
	M	F	M	F	M	F	M	F	M	F	M	F
Medical Science	289	116	184	59	186	24	143	23	109	13	911	235
Public Health	272	120	250	61	121	31	--	--	--	--	643	212
Education	928	356	889	181	515	61	146	29	--	--	2478	627
Business & Economics	635	260	251	72	208	46	78	16	--	--	1172	394
Technology	256	108	211	42	191	8	173	10	122	9	953	177
Law	107	57	92	44	54	13	--	--	--	--	253	114
College of Agriculture	323	199	260	56	223	20	62	7	--	--	868	282
Total	2810	1216	2137	515	1498	203	602	85	231	22	7278	2041

SOURCE: Ministry of Education, 2005. Education Abstract. 1997 E.C. /2004/05/ (adapted).

Table 2. Full time teaching staff by academic qualification

Faculty	Diploma		BA/Bsc		MA/Msc		Doctorate		Total by faculty		
	M	F	M	F	M	F	M	F	M	F	T
Medical Science	11	2	37	4	55	2	4	--	107	8	115
Public Health	3	--	22	3	23	10	4	--	52	13	65
Education	6	--	37	--	61	--	5	--	109	--	109
Business & Economics	2	--	26	2	19	--	3	--	50	2	52
Technology	10	--	24	0	16	1	4	--	54	1	55
Law	--	--	5		2	1	1	--	8	1	9
College of Agriculture	8	--	8	2	17	--	4	--	37	2	35
Total by level	40	2	159	11	193	14	25	--	417	27	444

SOURCE: Ministry of Education, 2005. Education Abstract. 1997 E.C. /2004/05/ (adapted).

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Table 3. Full time teaching staff by academic rank

Faculty	Prof.		Assoc. Prof.		Assist. Prof.		Lecturer		Assist. Lecturer		Grad. Assist.		Other	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Medical Science	8	--	3	--	38	3	21	2	27	1	0	0	10	2
Public Health	2	--	5	--	8	2	14	8	13	--	7	3	3	--
Education	1	--	2	--	3	--	60	--	5	--	32	--	6	--
Business & Economics	--	--	--	--	4	--	18	--	3	--	23	2	2	--
Technology	--	--	3	--	5	--	12	1	4	--	20	--	10	--
Law	--	--	--	--	2	1	1	--	--	--	5	--	--	--
College of Agriculture	1	--	1	--	5	--	14	--	4	1	4	1	8	--
Total by rank	12	--	14	--	65	6	140	11	56	2	91	6	39	2

SOURCE: Ministry of Education, 2005. Education Abstract. 1997 E.C. /2004/05/ (adapted).

The size of the administrative staff of JU is disproportionately higher than the teaching staff. According to the 2004/5 MoE statistics, they numbered about 808. In terms of the types of occupational engagements, they varied between professional and manual services, with the latter accounting for one-third of the employees while the former for only 3.2%. The male to female ratio of the administrative staff was 123:100 in the same year (Table 4).

Table 4. Administrative staff by type of occupation and sex

Type of occupation	Male	%	Female	%	Total by occupation
Professional Service	25	96.2	1	3.8	26
Sub-professional Service	37	50.7	36	49.3	73
Administrative Service	25	83.3	5	16.7	30

Type of occupation	Male	%	Female	%	Total by occupation
Clerical & Financial service	87	36.3	153	63.7	240
Trade & Craft Service	80	49.1	83	50.9	163
Manual & Custodial service	191	69.2	85	30.8	276
Total by sex	445	55.1	363	44.9	808

SOURCE: Ministry of Education, 2005. Education Abstract. 1997 E.C. /2004/05/ (adapted).

1.3 Sampling and Methodology

The study is based on primary data generated through structured and open-ended questionnaires and semi-structured interviews with key informants and focus group discussants. The data were collected between September and October 2006. Questionnaires were distributed to teaching personnel and regular students both purposively and randomly. Purposively because the distribution was effected with due consideration given to the faculties, departments, years of service, gender, educational qualifications and academic ranks of teaching personnel; and the faculties, departments, year and gender of the students. Randomly because after accomplishing the purpose at hand, questionnaires were distributed to teaching personnel and students as luck would have it.

Accordingly, 46 sampled teaching personnel, which comes to 10.4% of the population, filled in the questionnaires (refer to Table 5). The faculty-wise sampled population ranged between 2 for Law and 9 for the Medical Sciences in absolute terms and 7.3% for Education and 22.2% for Law in relative terms (proportion). Roughly, 70% of the sampled teaching personnel have served for only three years in JU. This shows, among others, the high staff turnover rate that bedevils the University, a subject that will be addressed in the subsequent sections. A little less than half of the sampled teaching personnel (46%) have served in various administrative positions (e.g., as deans, department heads, etc.) while the remaining 54% in none. Of the sampled teachers, 43 of them (93%) were males while the remaining 3 (7%) females. The educational qualifications of the sampled respondents (teaching personnel) appeared as follows: half of them hold MA/MSc degrees, 19 BA/BSc, and 4 Ph.D. Similarly, the academic ranks of the sampled teachers were composed of 2 professors, 2 associate professors, 7 assistant professors, 14 lecturers, 12 assistant lecturers and 9 graduate assistants.

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Table 5. Sampled teaching personnel

Faculty/College	No. of teaching personnel	No. of sampled teachers	% of sampled teachers
Medical Science	115	9	7.8
Public Health	65	6	9.2
Education	109	8	7.3
Business & economics	52	7	13.4
Technology	55	8	14.5
Law	9	2	22.2
Agriculture	35	6	17.1
Total/Average	444	46	10.4

SOURCE: prepared by the author (based on MoE Education Abstract, 2005).

The total number of sampled regular students considered for the study was 95, which comes to 1.1% of the student population in JU (see Table 6). The faculty-wise sampled students ranged between 5 for Law and 34 for Education in absolute terms and 0.5% for Business & Economics and 1.4% each for Law and the College of Agriculture in relative terms (proportion). The first, second and third year sampled students made-up one-fourth of total samples each while the fourth and fifth year students accounted for 12% and 13%, respectively. Looked at from gender perspective, the male students comprised 70% of the sampled population with the remaining 30% going to the females.

Table 6. Sampled students

Faculty/College	No. of regular students	No. of sampled students	% of sampled students
Medical Science	1146	14	1.2
Public Health	855	8	0.9
Education	3105	34	1.1
Business & economics	1566	8	0.5
Technology	1130	10	0.9
Law	367	5	1.4
Agriculture	1150	16	1.4
Total/average	9319	95	1.1

SOURCE: prepared by the author (based on MoE Education Abstract, 2005).

Interviews were held with five JU officials, including the president, acting academic vice president/program officer, the vice president for administration and development, the registrar and the dean of students. In addition, three faculty deans, two department heads and the president of JU's Students' Union were included in the interview sessions. Focus group discussions were conducted with two groups (six for each), one group representing teaching personnel and the other one the administrative staff members of JU.

Secondary data were also collected from the various publications of JU and MoE. These included, among others, proclamations, statistical abstracts, periodic newsletters and reports. After cleaning, designing and coding the data and information contained in the filled-in questionnaires, the data have been summarized and analyzed by using the Statistical Package for the Social Sciences (SPSS) software. Based on the results, various tables and descriptive statistical outputs are presented to support the discussions.

2. Conceptual Frameworks

The framework for this study is based on UNESCO's 1997 "Recommendation concerning the status of higher-education teaching personnel", which Ethiopia is obliged to implement¹. The 'Recommendation' has been necessitated with due recognition given to the importance of teaching and research in higher education for the overall development of society and to shield the 'vulnerability of the academic community to untoward political pressures which could undermine academic freedom'.

The 'Recommendation' has listed the objectives of higher education, chief of which being "producing qualified and cultivated graduates capable of serving the community as responsible citizens and undertaking effective scholarship and advanced research". That higher education institution should be composed of communities of scholars preserving, disseminating and expressing freely their opinions, where academic freedom, professional responsibility, collegiality and institutional autonomy need to be respected are also underlined in the 'Recommendation'. As noted in the document, the aforementioned things require a congenial working environment that "could best promote effective teaching, scholarship, research, and extension work".

The UNESCO 'Recommendation' contains details about (a) institutional autonomy whereby the importance of self-governance, collegiality and

¹ Prior to this study, neither the key informants nor the sampled teaching personnel nor the focus group discussants have ever heard about the UNESCO recommendation. They applauded the document and yet were skeptical about its applicability in Ethiopian higher education institutions.

appropriate academic leadership are outlined, (b) institutional accountability whereby universities are expected to open their governance in order to be accountable to the public, (c) academic freedom pertaining to the rights and freedoms of higher education teaching personnel, including freedoms of thought, conscience, religion, expression, assembly, association, teaching and discussion, carrying out research and disseminating results and respect for human rights.

The document further discusses the duties and responsibilities of higher education teaching personnel that go side by side with the exercise of their rights. It states that teaching personnel have the duty to teach students effectively, be fair to all sexes and religion, conduct scholarly research and keep impartiality and fairness when appraising students and colleagues. The clause on preparation for the profession does also refer to policies governing access to preparation for a career in higher education that should be free from any form of discrimination based on gender, race, ethnicity and physical disability.

The terms and conditions of employment outlined in the 'Recommendation' embody issues such as entry into the academic profession, tenure security, evaluation and assessment of work, discipline, and negotiations on terms and conditions of employment, salaries, study and research leaves. The 'Recommendation' suggests the need to establish terms and conditions of employment that are conducive for academic work, career development and tenure security. They should also be set in such a way as to safeguard teaching personnel against arbitrary dismissals. The rights of higher education teaching personnel to freedoms of association, negotiation on their salaries and undertaking their research and study leave are also underlined in the document.

It is against the above-outlined backdrop that the real world situation in Jimma University has been assessed in this study, mainly through the perspectives of teaching personnel. In other words, the UNESCO 'Recommendation' has been used as a litmus paper to evaluate the aforementioned university as judged by its staff. By so doing, the study tried to assess whether staff in particular think (a) the type of environment prevailing in JU is conducive for the promotion of scholarship, (b) the systems of accountability are transparent, (c) the decision-making process is participatory, (d) staff members are employed based on merit, (e) the terms and conditions of employment are negotiable, and (f) there is respect for human rights and academic freedom.

3. Findings and Discussion

In this part of the chapter, the findings of the study will be discussed under seven sub-themes, namely, governance, individual rights and freedoms, duties and responsibilities of teaching personnel, preparation for the profession, terms and

conditions of employment, conditions of teaching and learning, and administrative issues. The governance part includes discussions on the level of autonomy and accountability in JU, while individual rights and freedoms embrace issues related to academic freedom, civil rights and publication rights. Similarly, the section dealing with terms and conditions covers aspects of disciplinary problems and salary issue in JU.

3.1 Governance

The views of all stakeholders in Jimma University, namely, teachers, students, the University authorities and administrative staff will be reflected while assessing the governance issue, i.e., autonomy and accountability, in the institution.

(a) Institutional autonomy

Institutional autonomy signifies the independence of higher education institutions from the state and any public authority in conducting their affairs (Dar es Salaam Declaration 1990). Self-governance, collegiality and appropriate academic leadership are the three important citadel of institutional autonomy. In an autonomous institution, all members of the academic community elect the governing bodies and the leadership. That is why Brubacher (1978, 26) noted: “without autonomy higher education institution lacks the quintessential aspect of its nature and ceases to be a ‘republic of scholars’”. In some African countries and elsewhere, states use the financial dependence of universities as a pretext to erode and, at times, deny institutional autonomy. It is against this backdrop pertaining to institutional autonomy that JU will be assessed herewith.

The responses of the teaching personnel with regards to the degree of autonomy prevailing in JU are presented in Table 7. A significant majority of the teachers rated most of the indices of institutional autonomy (7 out of the 9) as low. A closer scrutiny of the ratings illustrates the fact that the majority of them regarded ‘prohibition of armed security forces from entering the institution’s premises unless lives and property are endangered’ (Item 7: 67%) and ‘protection of the institution from threats to its autonomy coming from any source’ (Item 6: 62%) as poorly practiced in JU. The same group was also of the view that the level to which ‘the academic community participates in the free selection of leaders and board members’ (Item 4: 59%) and the degree to which the institution exercises self-government (Item 1: 45%) and gets representation in the university’s governing bodies (Item 5: 53%) are low. Similarly, the majority of the teaching personnel disapproved the possibility of having ‘structures for

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consultation of the academic community on major policy changes affecting them' (Item 8: 50%) and 'women's representation in governing bodies' (Item 9: 43%).

Table 7. Rating of measures of institutional autonomy by teaching personnel

Item No.	Measures of institutional autonomy	Level of autonomy (%)*		
		High	Medium	low
1	Self-government (i.e. free from external interference in internal affairs)	25.0	30.0	45.0
2	The relationship between Academic staff and university leadership is collegial	16.7	45.3	38.0
3	Participation of academic community in decision/policy-making processes directly or through their representatives	17.0	41.5	41.5
4	Participation of the academic community in the free selection of leaders and governing body members	9.7	31.7	58.6
5	Representation of the staff association in your institution's governing bodies	15.0	32.5	52.5
6	Protection of the institution from threats to its autonomy coming from any source	10.3	28.2	61.5
7	Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	23.8	9.5	66.7
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	5.0	45.0	50.0
9	Women's representation in governing bodies	20.0	37.5	42.5

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'very high' and 'high' as high & 'very low' and 'low' as low

The majority of the teachers also opted to give a 'medium' rating for items related to the collegiality of staff and the university leadership (Item 2: 45%) and

the ‘participation of the academic community in decision/policy-making processes directly or through their representatives’ (Item 3: 42%). The former might possibly be attributed to the limited contact between the teaching personnel and the university authorities, while the latter to arguably equating staff representation in the Senate and Academic Commission to the decision making capability of the teaching personnel.

In the open-ended questions, the sampled teaching personnel were asked to state their reasons for deciding to rate the status of autonomy in JU unfavorably. They came up with the following nine reasons to justify their position:

- a) The government appoints the president and vice presidents with little or no involvement of the university community. Now-a-days, appointments are extended even to deanships and department chairs.
- b) There is little or no autonomy in financial matters. The intolerable financial bureaucracy strongly affects the procurement of materials and books. This, in turn, affects the smooth functioning of faculties and institutional growth.
- c) Higher education policies come from above, i.e., the government, without getting feedbacks from below, i.e. the respective universities. Using a top-down approach, policy decisions are disseminated to the community via the university leadership.
- d) The “massification” of student intake is coercing departments/faculties in JU to teach more than double their capacity.
- e) Given the circumstances, many teachers think that it will be an unattainable dream to form staff associations in the university.
- f) Since the August 2006 ethnic clashes between groups of students, the armed security forces have been given a free ride on campus.
- g) The president and/or vice presidents of JU do not consult teaching personnel in matters related to the university but rather decide on their own.
- h) Women’s representation in governing bodies is quite low. Not a single woman staff member occupies the higher ladders of the university leadership.
- i) The university is very poor in external relations and lacks a structure to directly communicate with the university community and the public.

The key informants and focus group panelists were also of the opinion that JU is not autonomous in student admission. It has been carried out fully by the government on a top-down basis using a quota system. They said that the MoE usually sends three times the size of what faculties and departments suggest. In terms of curriculum design, they also felt that faculties are not at liberty to develop their own curricula but rather adopt what was imposed from above, i.e., from the MoE. They reported instances wherein they were told to teach a 4-5 credit hour course on 2 credit hours basis. This, they believe, is strongly compromising the quality of education in the university.

Similarly, they said that JU was not autonomous in finance. Following budget releases from MoE, the university administration orders faculties to spend the money in line with the civil service law of the country. Even within the university, the budget is highly centralized. The procurement of an educational item could take six months and at times a year. They said that if the university administration decentralizes the budget at the faculty level, as it has promised to do, they might get some relief from financial hustles.

They also believe that the university leadership is imposed upon them and recalled the phrase mentioned in all appointment letters, viz. “upon the recommendation from the board”, which testifies their exclusion from the selection of leaders. They said that none of the staff members knew how and under what conditions the officials were appointed, what their educational qualifications were and the administrative experiences they had. The following view from one of the faculty deans reflects the thinking of the majority of the teaching personnel with regard to the university leaders and board members:

The university authorities are imposed upon us. The yardstick used to appoint the leaders is unclear to anybody. Similarly, the board members are outsiders, who have got no connection to the university. Neither the Senate nor students nor teachers are represented in the board. The legal environment should be changed in such a way that the university leaders will be nominated by the Senate and not the board, as it used to be the case.

It is also interesting to note what one staff member added:

Like many of my colleagues, I don't support the appointment of the president and vice-presidents by the board-cum-government. Mechanisms should somehow be found by which competent candidates can apply for the post by submitting their CVs and demonstrating their leadership qualities. It should be advertised like any opening and selections should be made based on merit and competitiveness

By the same token, many of the informants and panelists stated that the board² is imposed upon the university community. Many of the key informants suggested changes or reforms in the composition of board members in which the senate's, students' and teachers' representatives should be included. For this to happen, some suggested to draw 75% of the members from JU and the remaining 25% from the government. Such a reform could enable the board to become an organ that will actively be involved in the running of the university. In tandem with this, they suggested that the board's duties and functions should be defined in such a way that it reflects the interests of the university.

Last, but not least, some of them called for the formation of a teachers' association in JU that can promote collegiality and participatory governance. In their opinion, the solution to the aforementioned problems lies in the ratification and implementation of the charter.

In sum, the level of institutional autonomy prevailing in JU leaves much to be desired. The university is not even autonomous on apparently permissible issues such as curriculum revision and student admission.

(b) Institutional accountability

Institutional accountability refers to the creation of a proper balance between the level of autonomy enjoyed and the prevalence of systems of accountability (UNESCO 1997). It means that the accountability of teaching personnel to the public and the state will be weighed vis-à-vis the rights and freedoms they enjoy, e.g., academic freedom.

The survey results with respect to institutional accountability in JU showed that the majority of the teaching personnel tilted towards a 'medium' rating of most of the elements of accountability listed in Table 8 (11 out of 14). They include: 'effective communication to the public concerning the nature of its educational mission' (Item 1: 64%) and 'addressing themselves to contemporary problems facing society' (Item 11: 58%); 'commitment to quality and excellence and the integrity of its teaching, research and scholarship' (Item 2: 44%), 'ensuring high quality education for as many individuals as possible subject to the constraints of resource availability' (Item 4: 55%), 'provision of opportunity for

² The board members are composed of (a) the Minister of Defense – member and chairperson, (b) the State Minister of Youth and Culture – member, (c) the State Minister of Education - member, (d) the Vice President of Oromia National Regional State – member, (e) the Mayor of Jimma town – member, (f) the President of JU – member and secretary, (g) one selected investor from the area – member, and (h) one well-known personality from the area – member.

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lifelong learning’ (Item 5: 55%), ‘ensuring availability of library collections and access without censorship to information resources’ (Item 12: 58%), and ‘ensuring participation of organizations representing teaching personnel in developing Quality Assurance Systems’ (Item 14: 46%); ‘fair and just treatment of students’ (Item 6: 55%), ‘preventing any form of discrimination, harassment and violence against students and staff’ (Item 7: 48%), ‘effective support of academic freedom and fundamental human rights’ (Item 3: 63%) and ‘assistance in the fulfillment of economic, social and political rights’ (Item 10: 58%).

Table 8. Rating of measures of institutional accountability by teaching personnel

Item No.	Measures of institutional accountability	Degree of accountability (%)*		
		High	Medium	Low
1	Effective communication to the public concerning the nature of its educational mission	25.6	64.1	10.3
2	Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	12.2	43.9	43.9
3	Effective support of academic freedom and fundamental human rights	12.2	63.4	24.4
4	Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	15.0	55.0	30.0
5	Provision of opportunity for lifelong learning	15.0	55.0	30.0
6	Fair and just treatment of students	37.5	55.0	7.5
7	Preventing any form of discrimination, harassment and violence against students and staff	20.0	47.5	32.5
8	Honest and open accounting and efficient use of resources	10.0	40.0	50.0
9	Creation of codes of ethics to guide personnel	10.3	58.9	30.8
10	Assistance in the fulfillment of economic, social and political rights	2.6	57.9	39.5
11	Addressing themselves to contemporary problems facing society	25.0	57.5	17.5
12	Ensuring availability of library collections and access without censorship to information resources	28.9	57.9	13.2

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Item No.	Measures of institutional accountability	Degree of accountability (%) [*]		
		High	Medium	Low
13	Transparency in systems of institutional accountability	17.5	27.5	55.0
14	Ensuring participation of organizations representing teaching personnel in developing Quality Assurance Systems	10.8	46.0	43.2

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'very high' and 'high' as high & 'very low' and 'low' as low

On the other hand, the majority of the teachers disapproved the 'transparency in systems of institutional accountability' (Item 13: 55%) and the 'prevalence of honest and open accounting and efficient use of resources' (Item 8: 50%). None of the items of accountability described in Table 8 are rated favorably by the majority of the teacher respondents. If one tries to compare the degree of accountability in JU with the level of autonomy, the former stands in a slightly better position than the latter.

Although not the majority while rating most of the elements, the sampled respondents who showed discontent to the degree of accountability prevailing in JU have given the following ten reasons:

- a) Transparency is unheard of in JU. It is overwhelmed by 'vague' practices. For instance, the finance department has refused to give information when requested even under circumstances when corruption was under investigation at the faculty level. In general, a few people who work in the top management of the university make budget allocations and resource distributions. Involvement of teaching staff in matters related to fund utilization is unheard of.
- b) The higher officials of the university are neither accountable nor transparent to the JU community in all matters, including the maintenance of peace and security, procurement of materials and the smooth functioning of the teaching-learning process.
- c) Teaching materials are not purchased on time. If at all the Purchasing Department buys them, it looks as if it deliberately opts to procure items that are either dated or have lower standards.

- d) High student enrolment in JU coupled with low resource availability lead to low quality education. The university management is focusing more on the quantity than on quality of students. The presence of a large number of students in a single classroom hinders the effectiveness of the teaching-learning process.
- e) To the dismay of most of the teaching personnel, domestic staff members are discriminated against in favour of expatriate staff in terms of salaries and privileges.
- f) JU vehicles are meant for officials and their children and not the university as such.
- g) Less commitment to quality of education can be explained in terms of lack of fund for research and shortage of facilities, the most serious one being the serious shortage of offices.
- h) Absence of quality control and effective evaluation methods.
- i) The prevalence of ethnic feelings and discriminations that are deeply entrenched among some students and staff of JU.
- j) The resources and infrastructure that are necessary to bring about quality education in JU are lacking. In most cases, proper and up-to-date books, laboratory equipment and basic teaching facilities are non-existent.

Most of the key informants and the FGD participants agreed on the absence of a system in JU that ensures accountability. The President of JU has, however, shown some optimism by noting the following:

The university will in a very short time implement decentralization with accountability. For instance, plans have already been finalized to open up three offices, namely, quality assurance, anti-corruption and grievance hearing. The first one has already been launched while preparations are underway for the implementation of the remaining two.

It is also worthwhile to quote one faculty dean who observed the degree to which JU's accountability to the public has declined:

Prior to the emergence of JU, the Institute of Health Sciences was giving a better service to the public than it is now, implying among others its high level of accountability. At that time, students and teachers used to develop 2-3 springs, a couple of dug wells, dozens of latrines and other public services every year with the limited budget they had at their disposal.

Similarly, one staff member attributed the decline in JU's accountability to the public to 'massification', reduction in the number of years of undergraduate studies and the survey fatigue of rural and urban people.

3.2 Individual Rights and Freedoms

Individual rights and freedoms in higher education institutions include civil rights, academic freedom, publication rights and the international exchange of information (UNESCO 1997). Of these rights, the most pronounced and well-known right is academic freedom, which signifies freedom of members of the academic community, individually or collectively, to freely conduct teaching, research, study, lecturing and writing (Dar es Salaam Declaration 1990). Underscoring such an immense importance that academic freedom entails, Brubacher (1978, 5) noted "there is probably no dagger pointed more directly at the very heart of the higher learning than the threat to suppress academic freedom". It is against this backdrop that the teaching personnel and students of JU have taken part in assessing the degree to which individual rights and freedoms are respected in their institution.

As depicted in Table 9, a considerable proportion of the sampled teaching personnel rated some of the elements of individual rights and freedoms positively. These include: 'freedom to teach in one's area of specialization' (Item 1: 81%), 'freedom to improve one's knowledge and skills' (Item 3: 65%) and 'freedom to carry out research and disseminate findings' (Item 2: 55%). In spite of the absence of a teachers association in JU, the majority of the teaching staff has ironically rated their freedom to form and participate in teachers associations favorably (Item 5: 59%). The most probable reason for such a rating might lie in the confusion one finds between sending staff representatives to the Senate and Academic Commissions and forming an independent and self-governing teachers association. It is telling to quote how one of the top officials in the university perceived the issue:

There are no laws that prohibit teachers to form their own association. As to me the deterrent factors for not forming one in JU might have something to do with the prevailing political instability in campus and the fear that the staff have developed from the awful experiences of the Ethiopian Teachers' Association (ETA).

Looked at from another perspective, the university authorities didn't seem to favor the formation of a teachers' association in JU. The following statement from the president could testify the situation: "since teachers are well-represented

in the Senate and Academic Commissions, the need to have a teachers' association in JU is duplication for one and a luxury for another".

Conversely, the majority of the teacher respondents negatively assessed the existence of 'freedom to criticize state policy on higher education and other national policies' (Item 7: 53%). Most of the teachers also felt that their rights and freedoms to criticize institutional policies (Item 4: 38%), to get represented in the governing bodies of the institution (Item 9: 42%), to 'participate in internal policy-making processes' (Item 10: 37%) and to 'lodge an appeal in case of gross violation of one's rights' (Item 10: 37%) are 'fair'.

The sampled teaching personnel who rated some of the measures of individual rights and freedoms favorably gave two justifications: (a) the freedom to teach in one's area of specialization is excellent and it is practiced in all faculties and departments, and (b) notwithstanding the time and resource constraints, there is freedom to do research in one's areas of expertise.

- a) Due to unnecessary bureaucracy and personal threats, the right to lodge complaints within and outside campus cannot be exercised. Besides, a complaint hearing body is non-existent in JU.
- b) There is no forum to evaluate, comment and criticize policies. The teaching personnel lamented about the lack of freedom to openly criticize state or university policies. The practice is that policies are known to exist when officially announced and not when in the formulation process.
- c) At times, due to staff shortage a teacher could be assigned to teach subjects that are unrelated to his/her specialization and expertise.
- d) Since staff members in almost all faculties are overwhelmed with teaching; they have little or no time to carry out and disseminate their research findings. In addition, the motivation to do research in JU is weak. Even for some who dare to do research, the absence of facilities, including a printing press, deters research endeavors.
- e) Although it is stated on paper that a teacher should normally be entitled to short-term training or scholarship after two years of service, experiences in JU failed to comply with that.

In addition, some of the sampled teaching personnel underlined other rights and freedoms, that were unduly restricted in JU. These include, among others, restriction of rights to create a participatory culture, absence of commensurate and timely remuneration and lack of collegiality and respect to one another.

Table 9. Rating of measures of individual rights and freedoms by teaching personnel

Item No.	Measures of individual rights and freedoms	Level of rights & freedoms (%) [*]		
		Good	Fair	Poor
1	Freedom to teach in one's area of specialization	81.4	18.6	--
2	Freedom to carry out research and disseminate findings	54.5	29.5	16.0
3	Freedom to improve one's knowledge and skills	65.1	18.6	16.3
4	Freedom to openly criticize institutional policies and practices	26.2	38.1	35.7
5	Freedom to form and participate in teachers associations	58.9	5.2	35.9
6	Freedom to fully exercise fundamental human rights	44.2	30.2	25.6
7	Freedom to criticize state policy on higher education and other national policies	10.0	37.5	52.5
8	Right to lodge an appeal in case of gross violation of one's rights	21.1	47.4	31.5
9	Right to be represented in the governing bodies of the institution	31.6	42.1	26.3
10	Participation in internal policy-making processes	29.3	36.6	34.1

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'excellent' and 'good' as good

The majority of students believed that their rights and freedoms with respect to the formation of associations³ (Item 9: 79%), having a say in matters related to the university (Item 3: 56%), freedom of expression (Item 7: 46%) and the independence of the association from outside interference (Item 11: 47%) are duly respected (refer to Table 10). In as far as the students union in JU is concerned, the current President and the Dean of Students aired similar opinions:

The university has a democratically elected student union. The voter turnout during the election was about 80%. The election took place peacefully with neither the presence of military personnel nor university authorities. No attempt whatsoever was made to fix the outcome of the votes.

Furthermore, the majority of the students agreed with the respect they give to their teachers and what they, in turn, get from their teachers (Items 14: 83% and 18: 58%), the prevalence of tolerance in entertaining differing views in

³ It so happened that the president of JU Students' Union is currently serving as the President of the Ethiopian Students' Union.

campus (Item 1: 52%), the time and attention they get from their teachers to solve their problems (Item 19: 48%) and the infrequent occurrence of sexual harassment of female students by male students and staff (average of items 15-17: 41%).

Conversely, the majority of the students poorly rated the existence of forums for debates and discussions (Item 2: 70%) and the exercise of freedom of assembly (Item 5: 57%); their roles in curriculum revisions (Item 4: 68%) and the non-existence of ethnic discrimination in campus (Item 23: 25%). When it comes to freedoms of thought (Item 6) and expression (Item 7), the students' views were almost equally divided with some favoring (44% and 46%) others disfavoring the elements (40% and 45%). Similarly, the students' opinions with regard to the issue of 'pursuing studies in chosen fields' (Item 8) were also equally divided between those who were satisfied with it and those who were not (44% each). It seems that the issue of pursuing studies in chosen fields might have been positively rated by students who were placed in the fields of their choices and negatively by those who failed to get their choices.

The open-ended questions generated a host of reasons for favoring or disfavoring the measures of individual rights and freedoms. In what follows, the reasons provided by both groups will be summarised.

A couple of reasons were given by the sampled students who agreed with some of the measures of academic freedom exercised in JU. They include: (a) the presence of a democratically elected and strong university-wide student union, and (b) non-infringements on their rights to assemble and in freely expressing their thoughts. Similarly, the following nine reasons were given by the students for disapproving some of the rights and freedoms prevailing in JU:

- a) There are no student forums in JU where debates could take place. Many believed that the authorities have a fear that such a forum could be used for political agitations.
- b) There is hidden discrimination along religious and ethnic lines in JU campus, which affects the teaching learning process.
- c) The quarterly newsletter that is published in JU is not all-inclusive. A few students define its coverage and contents with complete disregard to the freedom of expression of the others. Due to this problem, some students prefer to call it a 'diary' instead of a newsletter.

Table 10. Rating of measures of academic freedom by students

Item No.	Measures of academic freedom	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
1	The academic community generally tolerates differing views	51.5	6.5	26.9	15.1
2	There are various forums where debates and discussions are conducted by the students	25.0	4.3	69.6	1.1
3	Students participate in various governing and decision-making bodies through their elected representatives	56.4	9.6	28.7	5.3
4	Students have opportunity to express their views on revisions of curriculum	12.8	10.6	68.1	8.5
5	Students fully enjoy freedom of assembly	30.6	6.3	56.9	6.3
6	Students fully enjoy freedom of thought	43.5	8.7	40.2	7.6
7	Students fully enjoy freedom of expression in the classroom/on campus	46.2	4.3	45.2	4.3
8	Most students can pursue their studies in the fields they choose or apply for	44.0	4.4	44.0	7.6
9	There is a student association (union) in the institution	78.9	3.2	11.6	6.3
10	Students have a newsletter of their own	41.1	4.4	37.8	16.7
11	The student association/union is free, and run on democratic principles	46.8	4.3	27.1	21.8
12	The institution protects students against the violation of their human rights on campus	33.7	10.5	48.4	7.4
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	49.5	7.5	39.8	3.2
14	The majority of my classmates respect their teachers	83.0	5.3	10.6	1.1
15	There is no sexual harassment of female students by the academic staff	37.0	9.7	28.3	25.0
16	There is no sexual harassment of female students by the male students	38.8	7.5	30.0	23.7

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Item No.	Measures of academic freedom	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
17	There is no sexual harassment of female students by the administrative staff	47.8	6.4	14.9	30.9
18	The majority of my teachers respect their students	57.5	2.1	34.0	6.4
19	The majority of my teachers listen to students' problems	47.8	10.9	37.0	4.3
20	In general, student evaluation of teachers is based on objective academic criteria	43.6	9.6	30.8	16.0
21	Student evaluation of teachers is not influenced by the grades the teachers give them	28.6	9.8	46.2	15.4
22	There is no religious discrimination that affects my academic freedom or study	52.2	6.5	33.7	7.6
23	There is no ethnic discrimination that affects my academic freedom or study	35.5	4.3	52.7	7.5

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

- d) Students are beaten, taken to unknown places and kept incommunicado for an extended time. The Federal Police is empowered to take any action against members of the JU. According to the information obtained from the Student Union's Office, following the August 2006 student riots, seven students were suspended, four dismissed, four were on the 'wanted' list and the then Dean of Students was taken into custody and forced to leave.
- e) Since the August 2006 student riot, JU seems to have turned into a military garrison. Due to the presence of military personnel, some students get scared of walking in groups or talking to each other loudly.
- f) Despite the argument forwarded by the students to extend the length of semesters for some courses, the JU authorities refused to make alterations.

- g) Although infrequent, the sexual harassment of female students by some male students has strong consequences on academic performances of the girls.
- h) Students are not allowed to withdraw from the university whenever they encounter personal problems.
- i) The university authorities do not respect the rules and regulations set by themselves or promulgated by their bosses in the Ministry of Education.

The FGD that was conducted with the teaching personnel in relation to the degree to which academic freedom is exercised in JU could be summarized as follows:

Although the country has constitutional principles that are meant to respect human rights and freedoms, including academic freedom, detailed laws that are meant to realize them do not exist. There are cases where human rights have been violated in campus due to ethnic and political misunderstandings. It has also been common to witness situations where students were seen inflicting bodily injuries against fellow students. Similarly, due to the different interpretations given to different things, teachers are very careful while making illustrations or giving handouts because some contents might be considered inflammatory by some groups of students, staff and the politicians.

According to the information obtained from key informants and FGD participants, failures of academic responsibilities in JU are manifested in instances where some teachers arrive for classes late, go to classes unprepared, incite ethnic conflict and discrimination based on ethnicity, fail to show up during time of invigilation and lack commitments. The same informants also noted that the late submission of grades and continuous absences from classes have served as the causes for the dismissal and suspension of some of their colleagues. Despite the fact that the Ethiopian constitution permits the right to appeal and be entitled to due process, many of the informants stated that whatever the causes of dismissals or suspensions, victims are not given the opportunity to be heard or to defend their cases. Lack of confidence in the judiciary system has been cited as an important factor for failing to be heard or for not appealing before the court. Student dismissals and suspensions are usually related to campus riots, like what has happened after the August 2006 skirmishes between Tigrean and Oromo students. In the opinion of the President of the Students Union in JU, in most cases the students who are caught by the police are not the ones who incite violence but rather the innocent ones who have not prepared escape strategies.

Again in here as in many similar cases, none of the alleged culprits have appealed to the court.

The researcher was surprised to see teaching personnel who gave up any hope of forming teachers association in JU. Neither did the administrative staff members indicate any intention of forming workers' union. Many believed that the university administration is unfavorable in these respects. The FGDs conducted with both the administrative and teaching personnel of JU with respect to union formation reflected the following opinion:

We strongly believe in the necessity of forming teachers and workers associations. Undoubtedly, it will enable us to fight for our rights and present our cases in an organized manner. However, in a situation where dismissals of staff are the norm than the exception in JU, we have a feeling that such an attempt will put us at loggerhead with the university authorities and the government.

The above argument seems to hold water when one listens to what the President of JU said: "under a situation where the teaching personnel are represented in the Senate and Academic Commission, I don't think there is a need to form teachers association in JU".

Police intrusions in JU are the norm rather than the exception. As stated by many of the key informants and panelists, since the August 2006 student riot in JU, things have gone beyond intrusion with the federal police being permanently camped on campus. The majority of the informants, however, justified the necessity of having a police presence in campus because they believe there is always an imminent danger to lives and property. In relation to this, the Business Vice-President of JU in short noted: "without the presence of the police in campus, JU will cease to function as a higher learning institution". One of the faculty deans in JU also concurred with what the BVP said: "we feel secure only when the police are omnipresent in campus. The police are needed to save lives and property and ensure safety". There are, however, some teaching personnel who detest the way the police behave with some of them coming to the staff lounge armed, for dining in the students' cafeterias and for unnecessarily harassing students.

The administrative staff members of JU also lamented on the way they are looked down on by the teaching personnel. The latter, stated the FGD panelists, relegate them as 'support staff', which has a negative connotation. They have also developed a bad feeling about their exclusion from the staff development scheme of the university.

In sum, the teaching personnel believed that although their freedom to criticize state policies are restricted their rights to teach and do research are not so. On the other hand, although the students are pleased with having their own

union, for being represented in the university and for having freedom of expression, they felt that their freedom of having forums for debates and rights to assembly are restricted. The students don't seem to note the contradictions between their claims of freedom of expression and their fear of open debates.

3.3 Duties and Responsibilities of Teaching Personnel

The duties and responsibilities of higher education teaching personnel include, among others, teaching effectively, encouraging the free exchange of ideas, coverage of syllabus, conducting scholarly research and disseminating results, handling all funds entrusted to them and showing impartiality while undertaking peer reviews and student evaluations (UNESCO 1997). Teaching personnel bear these social responsibilities in exchange for what they obtain by way of academic freedom, autonomy and the provision of sufficient and efficient services.

The study has attempted to assess the extent to which the aforementioned duties and responsibilities were carried out by the teaching personnel of JU. Accordingly, the sampled teaching personnel were asked to rate twenty-two parameters that are intended to measure the level to which duties and responsibilities are carried out in JU diligently, ethically and professionally (see Table 11).

The results have shown that a significant majority of the teachers rated most of the measures favorably, implying *inter alia* the proper coverage of courses, frequent presence in classes, provision of sufficient time for student consultations and fair and impartial appraisal of colleagues and evaluation of students. Of particular importance are eight measures of duties and responsibilities that were rated positively by over three-fourths of the respondents: appropriate class attendance (Item 2: 86%), adequate teaching preparation (Item 6: 82%), proper course coverage (Item 1: 82%), developing own knowledge in the pursuit of improving subject matter delivery (Item 11: 80%), 'encouraging the free exchange of ideas in classrooms' (Item 8: 77%), treatment of students equally and fairly (Item 7: 77%) and 'respecting and acknowledging the scholarly works of colleagues and students' (Item 15: 75%). Similarly, fairness and impartiality in appraising colleagues (Item 19: 61%) was positively assessed by the teachers.

Conversely, the majority of the teaching personnel disapproved the possibilities of conducting scholarly research and disseminating results in JU (Item 10: 35%). The low research culture prevailing in JU was manifested when the majority of the teachers declared to have limited knowledge of whether researches in the institution are based 'on honesty and impartial reasoning' (Item 13: 41%), and whether there is an 'ethics of research involving humans, animals, the heritage and the environment (Item 14: 47%).

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The reasons given by the sampled teaching personnel for rating the aforementioned measures of duties and responsibilities positively include: (a) dedication, punctuality and concern of staff for the public welfare, (b) most staff members conduct their classes regularly and even give make-up classes when deemed necessary, and (c) teaching staff are also striving to upgrade their pedagogical knowledge, with many of them having obtained diplomas in pedagogical training.

Table 11. Rating of measures of duties and responsibilities by teaching personnel

Item No.	Measures of individual rights and freedoms of teaching personnel	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
1	Cover over 80% of the contents defined in the syllabus for each of their courses	81.8	--	9.1	9.1
2	Attend 80% of the period assigned for the course	86.4	4.5	2.3	6.8
3	Use different teaching methods to meet students' needs	68.1	2.3	13.7	15.9
4	Allot sufficient time for student consultations and advisement	52.3	4.5	22.7	20.5
5	Provide timely feedback on assignments, tests, and student projects	67.5	11.6	9.3	11.6
6	Adequately prepare for their classes within the means provided by the institution	81.8	4.6	9.1	4.5
7	Provide fair and equal treatment to all types of learners	77.3	18.1	2.3	2.3
8	Encourage free exchange of ideas in the classroom	77.3	4.5	2.3	15.9
9	Do not impose their convictions or views on students	56.8	4.6	4.5	34.1
10	Conduct scholarly research and disseminate results	30.3	9.3	34.9	25.5
11	Strive to develop their knowledge of their subject matter	79.5	2.3	2.3	15.9
12	Strive to improve their pedagogical skills	62.8	14.0	4.7	18.5
13	Base their research on honesty and impartial reasoning	40.5	16.7	2.4	40.5

Tesfaye Tafesse. *The Case of Jimma University*

Item No.	Measures of individual rights and freedoms of teaching personnel	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
14	Observe the ethics of research involving humans, animals and the heritage and the environment	37.2	16.3	--	46.5
15	Respect and acknowledge the scholarly work of academic colleagues and students	75.0	2.3	4.5	18.2
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	69.8	2.3	2.3	25.6
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	56.9	4.5	11.4	27.2
18	Handle honestly all funds entrusted to them	46.6	9.3	7.0	37.1
19	Are fair and impartial in appraisal of colleagues	61.3	2.3	9.1	27.3
20	Are fair and impartial in appraisal of students	75.0	2.3	2.3	20.5
21	Avoid misleading the public on the nature of their expertise	62.8	7.0	2.3	27.9
22	Contribute to the public accountability of higher education institutions	65.9	11.4	2.3	20.4

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

Similarly, two reasons were given by the teachers for the negative assessment of some of the elements of duties and responsibilities. These include: (a) 80% of the contents defined in the syllabus for each course may not be completed due to the practicum sessions that are conducted in JU, and (b) most teachers are not in a position to allot sufficient time for student consultation due to the unavailability of offices. Related to this, in a memo written to the President of JU on October 6, 2006, one concerned staff member who also served as a key informant for this study disclosed that 40% of JU's teaching personnel had no offices where they could prepare lectures and consult their students.

3.4 Preparation for the Profession

In order to know the availability or unavailability of a formal preparation for young graduates joining the teaching profession in JU and to gather their comments on the effectiveness and fairness of the selection process (i.e., free from any discrimination), the sampled teaching personnel were asked to fill in the open-ended questions. The majority of them showed their displeasure with the absence of formal preparation for the newly joining professionals. They observed situations where graduate assistants go to teaching directly without sufficient preparation.

However, many of them believed that the staff employment process is transparent, fair, effective and free from any discrimination. According to them, young graduates are recruited based on their CGPA. Nonetheless, they objected to the reliance on CGPA alone while recruiting new staff members and recommended diversification of the criteria. The informants also commended JU's equal opportunity practice by which women, the disabled and minorities have an equal chance of being recruited. There were also some respondents who disagreed on the way in which the selection process is conducted in the university. They felt that there was unfairness while recruiting new graduates with some, if not all, departments going for ethnic affiliation rather than merit.

3.5 Terms and Conditions of Employment

The terms and conditions of employment of higher education teaching personnel encompass negotiations of terms and conditions of employment, getting just and sufficient causes for terminations or dismissals, right of appeal against such decisions, tenure security and evaluations based on academic criteria (UNESCO 1997). Of these, tenure security is considered as one of the major safeguards for academic freedom, for it protects the teaching personnel from reprisals for their political views (ILO/UNESCO 2003). The forthcoming sections will consider three sub-themes related to the terms and conditions of employment, namely, terms and conditions, disciplinary problems and salaries.

(a) Terms and conditions

After outlining the variables that can measure the terms and conditions of employment in higher education institutions, the sampled teaching personnel in JU were asked to rate them. The results showed that the majority of the teaching staff believed that the terms and conditions of employment prevailing in JU are free from discrimination (Item 2: 58%) and conducive for teaching and research (Item 1: 44%). Furthermore, the same group of respondents approved the

appropriateness and transparency of staff evaluations and assessments (average of items 10-12: 55%) [refer to Table 12].

Conversely, the majority of teaching personnel disapproved the terms and conditions of employment in JU that failed to give them either a negotiation power (Item 3: 65%) or a 'just and open system for career development, promotion and related matters' (Item 6: 52%) or 'a clear and known probationary period on initial entry to teaching (Item 5: 49%). Surprisingly, a good majority of the teachers declared to have no idea of the reasons for dismissals of staff (Item 8: 48%) and the rationale behind staff assessment (Item 9: 44%).

Table 12. Rating of the terms and conditions of employment by teaching personnel

Item No.	Terms and conditions of employment	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
1	The terms and conditions of employment are conducive for teaching or research work	44.2	4.7	34.9	16.2
2	The terms and conditions of employment are free from discrimination of any kind	58.1	4.7	16.3	20.9
3	Teaching personnel have the right to negotiate the terms and conditions of employment	23.3	--	65.1	11.6
4	The salaries and benefits of the teaching personnel are competitive in relation to the labor market	46.5	11.6	21.0	20.9
5	There is a clear and known probationary period on initial entry to teaching	23.2	2.3	48.9	25.6
6	There is a just and open system of career development, promotion and related matters	23.8	7.1	52.4	16.7
7	The reasons for termination are known and are based on advance notice	31.0	9.5	38.1	21.4
8	Dismissals are based on performance only and in accordance with due process	28.5	9.5	14.3	47.7
9	The major function of staff evaluation and assessment is the development of individuals in accordance with their interest and capacities	39.6	9.3	7.0	44.1
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other academic or professional duties	65.1	2.3	16.3	16.3

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Item No.	Terms and conditions of employment	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
11	The assessment is based on known, standard academic criteria	55.8	4.6	14.0	25.6
12	Assessment results are made known to the individuals concerned	41.9	7.0	27.8	23.3
13	The teaching personnel have the right to appeal to an impartial body against assessments which they deem to be unfair	23.3	16.2	34.9	25.6

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

The sampled teaching personnel who favored the terms and conditions of employment prevailing in JU registered no reasons for so doing. Although not the majority in most of the elements listed to assess the terms and conditions of employment in JU, the teachers who disapproved the current practice forwarded the following eight reasons:

- a) Since there is no research fund allocated to the departments and faculties, staff members have been unable to do any research.
- b) The terms and conditions of employment follow the 'take it or leave it approach', giving no room for negotiation.
- c) The employment contract is unfair in the sense that the employer can evade many of its obligations, including the provision of materials for teaching and research.
- d) The university lacks links with foreign universities. Most of the teaching personnel obtain scholarships on their own.
- e) Career development of the teaching personnel is determined by the good will of the university authorities.
- f) There is no impartial body where the teaching personnel can register their appeals against unfair treatments.
- g) A one-year contract fails to give a sense of belongingness to the institution and it is too short to do research and to make long term plans.

- h) There are instructors whose contracts were terminated for unknown reasons and without prior notification.

The key informants and focus group discussants were divided on whether the terms and conditions of employment in JU provide job security or not. There were some teachers who believed that due to the contract-based employment in JU (usually for a year), the terms and conditions of employment failed to be satisfactory enough to create job security. This group of respondents believed that job insecurity stood as one of the most important factors that is generating a high staff turnover rate in JU, which according to them was one of the highest in the nation. In fact, one of the key informants underlined that “the contract employment creates not only a sense of job insecurity but also incites fear amongst the academic staff in openly criticizing national and university policies”. This group recommended tenure arrangement with the university as a panacea to the problem. On the contrary, there were some key informants and participants who argued in different ways favoring the contractual arrangement. The fact that the contract arrangement gives a leeway to leave the university anytime by giving a six-month advance notice is considered as a blessing in disguise and a sign of job security by the group.

Many of the informants know of colleagues who were either suspended or dismissed from the university. The official reasons given for the measures include sexual harassment, incompetence in teaching, failure to attend classes regularly, disagreements between instructors and students due to grades, and mistreatment of students by teachers. As far as appeals against decisions for dismissal of instructors are concerned, many were of the opinion that cases could be taken to the court but cast doubts on the impartiality and fairness of the courts in handling the cases.

(b) Staff disciplines

The sampled teaching personnel were asked to rate five disciplinary problems that are frequently seen in higher education institutions (refer to Table 13). The results have shown that, on the average, 53% of the respondents have not seen any of the mentioned disciplinary problems. Those who rarely saw them constituted about 39% of the respondents. If one combines the respondents who rated the frequency of the disciplinary problems as ‘always’ and ‘frequently’ together, they accounted for only 8%.

Of the sampled teaching personnel, none of them agreed with the view, t ‘persistent neglect of duties’ at all times and only 7% reported to see it happening ‘frequently’ though the majority (67%) believed its ‘seldom’ occurrence. Yet, one-fourth of the teachers believed that they haven’t seen the ‘neglect of duties’

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happening in JU. Similarly, ‘gross incompetence’, ‘fabrication or falsification of research results’, ‘sexual misconduct with students’ and ‘falsifying test results or final grades in return for money, sexual or other favors’ were perceived to be less prevalent in JU. In sum, the results indicated, among others, the less seriousness of disciplinary problems prevailing amongst the staff members of JU.

Table 13. Rating of disciplinary problems by teaching personnel

Item no.	Disciplinary problems	Rating of disciplinary problems (%)			
		Always	Frequently	Seldom	Never
1	Persistent neglect of duties	--	7.1	66.7	26.2
2	Gross incompetence	2.4	2.4	53.7	41.5
3	Fabrication or falsification of research results	--	--	35.0	65.0
4	Serious financial irregularities	11.1	16.7	30.6	41.7
5	Sexual misconduct with students	2.3	--	27.9	69.8
6	Falsifying test results or final grades in return for money, sexual or other favors	4.8	--	21.4	73.8
Average		3.4	4.4	39.2	53.0

SOURCE: computed from field data

(c) Salaries

The teachers had never been as unified in their responses as was the case with the salary issues. As depicted in Table 14, a significant majority of the staff expressed their discontent with salaries* and working conditions. They were of the conviction that the salaries in JU fall short of acting as an incentive and in retaining staff (Item 5: 88%), sustaining a modest life for their families (Item 5: 88%), ‘reflecting the importance of higher education in society’ (Item 1: 83%),

* Editor’s Note: The salaries of teaching personnel in public universities was raised by the government in July 2007, about three months after the dissemination of the findings of the case studies at a national conference.

being comparable to other occupations requiring similar skills (Item 2: 81%) and lessening the need for engagements in other (extra) remunerative jobs (Item 4: 78%). Similarly, the majority of the teacher respondents negatively viewed the claim about existence of salary adjustments in accordance with the cost of living (Item 7: 51%) and getting compensation for carrying extra load (Item 8: 63%). When it comes to compensation for annual leaves that are forfeited due to extended teaching, the approval and disapproval rates by the sampled teachers stood at equal levels (Item 9: 41% for both).

Table 14. Rating of salaries by teaching personnel

Item No.	Views on salary issues	Rating (%) [*]			
		(1) ⁺	(2)	(3)	(4)
1	Reflect the important role of higher education in society	15.0	--	82.5	2.5
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	11.6	2.3	81.4	4.7
3	Adequate to sustain a reasonable standard of living for themselves and their families	4.8	4.8	88.0	2.4
4	Are so sufficient that teachers are not forced to engage in private consultancy or extra teaching to supplement their income	9.8	2.4	78.1	9.7
5	Are so sufficient to act as an incentive to attract or retain talented staff	9.3	--	88.4	2.3
6	Are fully paid when the staff member is studying for a higher degree abroad	18.7	2.3	60.4	18.6
7	Are revised periodically to take into account the rising cost of living	2.3	34.9	51.2	11.6
8	Teachers are adequately compensated for carrying extra work load	18.6	7.0	62.8	11.6
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	40.5	9.5	40.5	9.5

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

The FGD and open-ended answers yielded the following three reasons for showing discontent with the salaries and working conditions in JU:

- a) When staff members are on study leave abroad, the university pays half of their monthly salaries, albeit for a specified time. Such a situation exposes families to economic hardships.
- b) Due to low salary, disincentives to work and uncongenial working environment, there is a very high staff attrition rate in JU. The instructors, particularly those who have already secured their graduate degrees, usually leave the university and join private institutions and organizations.
- c) In order to augment their meager income, teachers are forced to look for other supplementary jobs. This is believed to compromise the quality of teaching in the institution.

In as far as negotiations with regards to salaries, benefits and working conditions are concerned, many of the teachers felt that the problems are related to macro policy rather than the university per se. They believed that salary adjustments and benefits to teaching personnel depend on the goodwill of the government, more specifically the Ministry of Education. Only minor things, such as overload payment or summer teachings, could be negotiated with the university authorities but not salaries. One staff member justified their incapacity to negotiate by stating:

In the absence of a teachers association, individual or group requests for salary increments or the quest for better terms and conditions could be misinterpreted as a hostile stance against the government. Irrespective of the reactions, it is incumbent upon us to form a teachers association that can put forward not only questions related to salaries but also to the attainment of academic rights and freedoms.

The majority of the key informants and FGD panelists were dissatisfied with the terms and conditions of employment in JU where there is poor overtime pay (35-45 Birr per hour compared to 80-120 Birr per hour at AAU), low incentives for various posts (an allowance of 250 Birr per month) and lack of facilities. Of the latter, many mentioned the shortage of offices as a serious bottleneck impairing the teaching-learning process. For instance, according to the information obtained from the Dean of the Faculty of Education, 65 of the 150 staff members (43%) have got no offices where they can change their gowns let

alone consulting their students. As a result, staff members who had no offices in campus were forced to work from their homes.

The informants and participants also noted the absence of practical and established schemes for staff development in JU. The university sends staff members for studies abroad not by creating opportunities but rather when the opportunities come there accidentally. Most staff members create links and contacts with overseas universities on their own. Utilization of sabbatical leaves has literally been unheard of in JU because one could find few, if any, staff members who have served for seven years in a row. The brain drain from JU, both locally and across frontiers⁴, may be rated as one of the highest in Ethiopia. People never return after completing their masters or terminal degrees. The same sources reckoned that only 20% of those who were sent to AAU for graduate studies returned to JU and even worse, of those who were sent abroad, the only ones who came back to the university were those who studied in India. One of the faculty deans in JU also recalled a situation where out of the six staff members who were sent to the graduate school in Addis Ababa with him, five of them failed to show up at Jimma University.

In the last three academic years (2003/4 – 2005/6), 122 teaching personnel left JU for good (JU Academic Program Office 2006). Almost half of the desertion took place from the Faculty of Medical Sciences, one-fifth from the Faculty of Business & Economics, about 15% from Education, 12 % from Public Health and the remaining 6% from other faculties. The official reason given for the departure of the staff members was ‘personal’. However, according to the information gathered from key informants and FGD panelists, the main reasons cited for leaving JU for good include: (a) political instability, (b) low salary, (c) dissatisfaction with the management, (c) lack of educational facilities for the children of staff members, and (d) lack of incentives to retain and motivate staff. In this connection, it is worthwhile to quote what one faculty dean said regarding the terms and conditions of employment in JU:

After I got my LLM degree in 2004, I got an offer to teach in a private college for a monthly salary of 4500 Birr. With the hope that there will be a better working environment, research opportunities and scholarship in JU, I declined to take the offer and resumed my duties on a monthly salary of 1700 Birr. Given the lack of any prospect for improvement, absence of a staff development scheme and disappointing salary, I am now thinking to reconsider my earlier decision.

⁴ The latest case of desertion from JU is that of Dr. Meseret Yazachew, who served as the Academic Vice President of JU until the summer of 2006. He went to Canada in July 2006 and reportedly stayed there for good. The key informants believed that this decision has been related to the frustration he faced while pushing for reform in JU.

There was a consensus not only amongst the key informants and FGD panelists but also amongst the university officials on the meagerness and inadequacy of salaries in JU. For instance, the Business Vice-President of JU has acknowledged the university's inability to either improve salaries or to change the status quo with regard to curriculum or to strengthen staff development, for, in his own words, "we, meaning the university authorities, are located at the receiving end".

The informants proposed the following measures that could possibly mitigate the brain drain from JU: (a) the revision of salaries, (b) improving the JU management system by selecting university authorities who can win the trust of the staff, (c) undertaking a complete overhaul of the administrative structure to enable the full participation of all staff members, (d) creating a congenial academic (working) environment, (e) expanding facilities for the children of staff members, (e) availing Internet access, research facilities and offices, and (f) establishing a reward system for best achievers.

3.6 Conditions of Teaching and Learning

This section deals with the assessment of the conditions of teaching and learning as evaluated by the students of JU. It will dwell upon issues related to course coverage, class presence, consultations and advisement, methods of teaching, the research environment, teaching preparation, evaluation of teachers and teaching materials.

As depicted in Table 16, the majority of the students made favorable assessment of their teachers' in terms of the fulfillment of course coverage (Item 1: 76%), presence in classes on regular basis (Item 2: 80%), 'encouraging the free exchange of ideas in classroom' (Item 7: 63%) and teaching preparations (Item 8: 60%). Similarly, a bigger proportion of the students agreed with the ways by which they are assessed by their instructors, which they felt are less discriminatory in terms of ethnicity, field of specialization and political views (averages of items 13-16: 59%).

Conversely, a considerable size of the students did not think their teachers allotted sufficient time for consultation (Item 5: 57%), the institution's leadership's commitment for academic excellence (Item 17: 48%), the availability of sufficient reading materials for the courses (Item 12: 50%), the conduciveness of the teaching-learning environment for research undertakings (Item 9: 46%) and the diversity of teaching methods (Item 4: 47%). The students opinions were, however, tied when it came to the issues related to access to library facilities (Item 11: 48 agreed and 47% disagreed). The fact that library

usage is neither universal nor obligatory in JU might have attributed to the parity in the opinions of the students.

The students who favored the conditions of teaching and learning in JU justified their views by giving the following three reasons: (a) most teachers encourage the free exchange of ideas in classrooms, (b) students have the liberty of consulting teachers and asking them for help whenever a need arises, (c) there is neither ethnic nor gender nor other biases when students are graded. They believed that the latter depends upon the academic performance of students, based on class activities, assignments, written and practical exams.

Table 16. Rating of teaching and learning by students

Item No.	Conditions of teaching and learning	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	75.8	3.1	19.0	2.1
2	Majority of my teachers attend 80% of the period assigned for the course	79.8	1.2	14.7	4.3
3	Majority of my teachers do not impose their convictions or views on students	39.2	13.0	33.7	14.1
4	Majority of my teachers use different teaching methods to meet students' needs	41.1	7.4	47.3	4.2
5	Majority of my teachers allot sufficient time for student consultations and advisement	27.7	6.4	57.4	8.5
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	47.8	7.4	41.5	3.3
7	Majority of my teachers encourage free exchange of ideas in the classroom	63.4	4.3	26.9	5.4
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	59.6	12.8	18.0	9.6
9	The teaching/ learning situation is conducive for research by students	33.0	11.0	46.2	9.8
10	Majority of my classmates attend almost all of the periods assigned for the course	72.7	4.2	16.8	6.3
11	The students have easy access to the library	47.8	1.1	46.8	4.3

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Item No.	Conditions of teaching and learning	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
	facilities				
12	Majority of my courses have textbooks, teaching materials and/or handouts	44.6	4.3	50.0	1.1
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	59.0	10.8	24.8	5.4
14	Assessment of my classmates does not generally make any discrimination based on their gender	67.0	5.3	19.2	8.5
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	60.6	6.4	22.4	10.6
16	Assessment of my classmates does not generally make any discrimination based on their political views	47.8	6.4	32.0	13.8
17	The institution's leadership shows high commitment for academic excellence	36.2	7.4	47.9	8.5

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

Conversely, those who were displeased with the conditions of teaching and learning prevailing in JU justified their position by giving the following three reasons:

- a) The university does not provide any research fund to undergraduate students.
- b) Students don't have up-to-date textbooks and enough Internet access. Sadly, since students have no library pockets at their disposal, they can't even borrow dated books. As a result, they usually go to the library to use it as a study room and not to fetch and read books.
- c) The shortage of materials, laboratory equipment and qualified staff compromises the educational quality of JU.

3.7 Administrative Issues

This section aims at assessing students' evaluations of the prevailing rules and regulations in JU, including the conduciveness of the teaching and learning environment and student services. The results have shown that the majority of the students favorably rated the rules and regulations prevailing in JU be it in terms of creating an enabling environment (Item 1: 54%) and in having a democratic culture (Item 2: 49%) [refer to Table 17]. No wonder then that the majority of the students claimed to abide by the rules and regulations of the institution (Item 5: 53%). Similarly, there was a positive rating by the majority of the students with regard to the placements of students in various faculties by combining choices with merits (Item 8: 47%) and the existence of an understanding to support females and the disadvantaged (Item 7: 68%).

Conversely, a bigger proportion of the students disapproved administrative issues related to the adequacy and diversification of recreational facilities in campus (Item 10: 63%), the participatory and democratic nature of governance and administration (Item 13: 55%), the adequacy of student services for the majority (Item 9: 57%), the conduciveness of the teaching-learning environment for studies and research (Item 11: 52%) and the exercise of the right of appeal before a judiciary body in case of unjust measures taken against them (Item 4: 45%). When it comes to the evaluation of institutional supports for HIV case students, more than half of the student respondents (Item 12: 54%) said 'they don't know'. This shows, among others, the degree to which the subject has been kept as a taboo in the campus.

The sampled students who have agreed with some of the measures of administrative issues outlined in Table 17 came up with only one reason, i.e., the university takes proper disciplinary measures using its own rules and regulations when students come to the campus after getting drunk or when they jump over the fences. Conversely, those who disagreed with the listed administrative issues gave the following five reasons:

- a) The university management is bureaucratic and insufficient when it comes to the delivery of services to students. Recreational facilities are few in number and not diversified. For the thousands of students residing in JU, there is only one DSTV receiver and a couple of lounges. The cafeterias are also inadequate to handle the incredibly large number of students residing in campus.
- b) The disciplinary measures taken against some students during and after the August 2006 student riots have been unfair. Measures were taken not against the instigators of the conflict but rather against innocent students.

- c) JU doesn't support the formation of clubs in campus, such as arts club, anti-Aids club and charity club.
- d) The repeated ethnic conflicts in JU and the presence of a big military force have created an atmosphere of suspicion and mistrust amongst students.
- e) Medical services for students are poor and inefficient. In most cases, students are forced to buy medicine using their own money, without being refunded.

Table 17. Rating of administrative issues by students

Item No.	Administrative Issues	Rating (%) [*]			
		(1) ⁺	(2)	(3)	(4)
1	The rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies	53.7	5.3	34.8	6.2
2	The rules and regulations of the institution are conducive for the creation of a democratic culture and citizenry	48.9	8.5	28.7	13.9
3	The disciplinary measures taken against students that you know of are fair and in accordance with the rules and regulations of the institution	46.8	3.2	40.4	9.6
4	Students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust	25.6	10.6	44.7	19.1
5	In general, students abide by the rules and regulations of the institution	53.4	7.8	27.7	11.1
6	The decision-making process in the institution is not bureaucratic and inefficient	40.8	7.5	38.8	12.9
7	Most students understand the affirmative action policy to support females and disadvantaged social groups	67.7	8.6	18.3	5.4
8	The system of student placement in faculties strives to reconcile student	46.7	10.9	28.3	14.1

Item No.	Administrative Issues	Rating (%)*			
		(1) ⁺	(2)	(3)	(4)
	choice with academic merit or achievement				
9	Student services in the institution are adequate for the needs of the majority of students	36.3	1.0	57.2	5.5
10	The institution has adequate and diversified recreational facilities for students	22.1	7.4	63.1	7.4
11	The institution has a conducive atmosphere for learning and research	34.4	9.7	51.6	4.3
12	HIV positive students receive adequate support and services on campus	9.5	8.4	28.4	53.7
13	In general, the governance and administrative system in the institution is democratic and participatory	22.1	11.6	54.7	11.6

SOURCE: computed from field data

*The rating scales are squeezed as follows: 'strongly agree' and 'agree' as agree, 'undecided' as neutral, 'disagree' and 'strongly disagree' as disagree.

⁺ The numbers represent: (1) agree, (2) neutral, (3) disagree and (4) don't know

4. Conclusions

Based on the findings presented in the previous sections of the study with regards to governance, academic freedom, duties and responsibilities of teaching personnel, terms and conditions of employment and conditions of teaching and learning in Jimma University, the following conclusions are drawn.

Prior to this survey, none of the sampled teachers and students, key informant interviewees, including the university leaders, and focus group panelists ever heard about the 1997 UNESCO "Recommendation concerning the status of higher-education teaching personnel". Neither did they know about Ethiopia's membership and obligation to respect the principles and norms enshrined in the document.

Institutional autonomy in JU is found to be restricted regarding prohibiting armed security forces from entering and staying on campus unless lives and property are endangered and in protecting the institution from threats coming from any source. The teachers' rights and freedoms for self-rule, election of leaders and board members and representation in the university's governing bodies are also constrained. In addition, women's representation in the governing bodies of the institution is found out to be low.

The accountability of the university to the academic community and the public at large was dominantly rated as 'medium'. JU is perceived to demonstrate moderate accountability in the domains of addressing itself to contemporary problems facing the society, communicating its missions to the public, ensuring high quality education, providing opportunities for life-long learning, treating students fairly, preventing any form of discrimination against students and staff and supporting academic freedom and human rights. Nonetheless, the university's accountability is measured to be low in areas of transparency and in having honest and open accounting.

The teaching personnel's rights and freedoms with respect to teaching in one's area of specialization, improving one's knowledge and skills and in carrying out and disseminating research findings are respected. However, the rights and freedoms connected to criticizing state policies on education and other sectors are restricted. The institution is also perceived to offer moderate rights and freedoms with respect to participation in internal policy-making process, lodging an appeal in case of violation of one's rights and in being represented in the governing bodies of JU. Ironically, despite the non-existence of teachers association in JU, many teachers were of the opinion that their rights and freedoms to form an association and participate in it are recognised. It seems as if representation in the Senate and Academic Commissions are confused with the formation of an independent and self-governing teachers association.

Compared to teachers, students enjoy more rights and freedoms. These include freedoms to form an association, freedom of expression and representation rights. Students' evaluation of teachers was also found to be positive in the domain of the respect they get from their instructors and the time and attention they receive. Nevertheless, the students' rights and freedoms with respect to assembly and in having says in curriculum revision are constrained. They are also longing for a day when their campus will be free from ethnic discrimination and also aspire to have forums for debates and discussions.

The teaching personnel in JU are found to be discharging their duties and responsibilities properly with little disciplinary problems. They cover their courses properly, avail themselves in the scheduled classes regularly, prepare themselves adequately, encourage the free flow of ideas in classes and treat all students equally and fairly. In addition, they appraise colleagues and evaluate

students fairly and impartially. However, the teachers registered misgivings on the possibilities of undertaking research and disseminating their results.

Preparation for the teaching profession in JU is believed to be in its infancy. Formal preparations for newly joining professionals are non-existent. The teachers showed concerns on the ways by which established traditions in higher education institutions are slipping from time to time. The example many teachers cite for this state of affair is the assignment of courses, at times senior courses, to graduate assistants. Nonetheless, teachers seem to be content with the transparency of staff employment process and the prevalence of an equal opportunity practice in JU.

The terms and conditions of employment in JU are found to be unfavorable. They fall short of rendering the majority of the teaching personnel neither with a negotiation power nor a just and open system for career development nor a defined probationary period before taking up their jobs. The teachers, however, were satisfied with the staff evaluation and assessments. Divided views are observed amongst the teaching personnel with regard to contract employment. Some took it as a threat to their job insecurity while others considered it as an opportunity that can allow them to leave the university whenever they wish.

The teachers were unanimous in their responses to salary issues. They are dissatisfied with the salaries they get from the university which they believe are incomparable to other occupations requiring similar qualifications. The salaries also failed to act as incentives to retain staff and to reflect the importance of higher education in the society. They have also identified problems related to office shortage, schemes for staff development, staff attrition rate, brain drain locally as well as across frontiers and political instability.

Students made favorable assessments of their teachers in terms of course coverage, regular class presence, preparations made for the courses and the ways they encourage the free exchange of ideas in classrooms. Similarly, they favored the way the university attempts to combine choices of students with merits when placements take place and the democratic culture prevailing in JU. They were also happy with the methods by which they are assessed and graded. Nevertheless, the majority of the students expressed their misgivings on the leadership's commitment to promoting academic excellence, the adequacy of teachers' consultation hours, the conduciveness of the teaching-learning environment, the diversity of the teaching methods employed by teachers and the adequacy of the teaching materials. Moreover, the students were displeased with the inadequacy of recreational facilities and student services and the less democratic nature of governance and administration prevailing in JU. Interestingly, the majority of the students preferred to give a muted response about HIV cases. It seems that the issue is far from being open and is still kept as a taboo.

5. Policy Implications

This section identifies the policy implications of the study:

- i. The university can build confidence among staff and effectively manage academic activities and programs if the leaders are selected based on merit by considering competence, leadership quality and performance. Ironically, even those at the top echelon of the university administration are in favor of such a proposal, i.e., the selection rather than the appointment of university officials by the community.
- ii. As stated by Brubacher (1978, 31), “most university boards are composed of lay people who generally are not privy to the mysteries of the higher learning”. When one looks at the composition of the board members in JU, Brubacher’s assertion holds water. Given the fact that the government holds the purse strings and hence has a stake in its affairs, one cannot exclude government representation on the board. However, the lion’s share should go to the university community members by including the senate, students and teachers representatives in the board. The author would agree with what some of the informants have suggested in as far as the composition of the board is concerned, i.e. 75% from JU and the remaining 25% from the government.
- iii. The ethnic feelings and discriminations that are entrenched among students and staff of JU should be ‘de-ethnicized’. Campus violence that erupts due to ethnicity and religion should be abated. For these to happen, it is imperative to conduct social dialogue between teachers, students and the administration. Such a dialogue could cultivate the spirit of tolerance towards incompatible views and develop the culture of living with differences. In the context of JU, de-ethnicization could also serve in shortening police presence on campus.
- iv. Women’s representation in governing bodies is quite low. Sadly, there is not even a single woman staff member who occupies the higher ladders of the university leadership. Empowering women in JU can positively dilute such a male-dominated institutional culture.
- v. In order to enhance the accountability of JU to the public, the on-going community-based education in JU, whereby students and teachers make a learning-practice alliance with the community should be strengthened further.

- vi. Mechanisms should be sought to adjust the salary scales of the teaching personnel in JU. This could be done by comparing it with other occupations requiring similar or equivalent qualifications and by taking into account the prevailing inflation rate. By so doing, JU can not only retain but even attract staff members who have good academic caliber.
- vii. In order to avail offices for teaching personnel who have up until now been incapacitated to consult students, prepare lectures and even change their gowns, the university should secure funds from the government and donors to construct office buildings.
- viii. The rights to appeal and undergo the due process of law should be implemented and respected in cases where there are infringements against university community members for criticizing state or university policies or attempting to form teachers' associations.
- ix. The Ministry of Education and with it the government should release the long overdue charter not only to JU but also to all higher education institutions in the country.
- x. Since contractual arrangements of employment could be used as an excuse to fire or suspend teaching personnel, tenure security should be put in place in JU.
- xi. Ways should be sought by which the teaching personnel in JU participate in the formulation and implementation of educational policies.
- xii. The university administration should find ways by which HIV awareness should be created amongst the community members.
- xiii. The university should make maximum efforts to assign a reasonable budget to avail up-to-date books for students, expand Internet access, procure laboratory equipment and adequately fund thesis research.

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The Cases of St Mary's University College and Evangelical Theological College

*Eyayu Lulseged**

1. Introduction

The advent of private higher education institutions in Ethiopia is less than a decade old. Although a few private colleges which were affiliated to religious and non-governmental organizations existed before, the proliferation of private higher education institutions, as we know it today, has started since 2000. According to a World Bank sector study document (2003, 11) private tertiary education in Ethiopia has shown a rapid growth of 40% between 1999-2000 and 2001-02. The HESO Report also has it that currently 21% of all tertiary learners are enrolled in private higher education institutions and envisages that this figure may rise to 40-50% within the coming three to five years (2004, 9).

Private higher educational institutions have also played a noticeable role in terms of the comparatively bigger proportion of enrollment they have in certain areas of training (World Bank 2003, 11). It is indicated in the same World Bank report that three out of four students in the areas of business and computer science, and half of all law students are trained in private colleges. (Ibid)

Most private colleges in Ethiopia evolved as an outgrowth of language or computer centers and were primarily geared towards addressing the need of a backlog of high school graduates who were unable to get admission to public higher learning institutions.

What is characteristic of most private higher education institutions in Ethiopia, and perhaps in many parts of the world, is that they heavily, if not solely, depend on tuition fee collected from their students. Given their infancy there is no substantial financial support private colleges in Ethiopia get from the government or other funding agencies except certain duty free privileges for the importation of books and equipment. The rapid expansion of private higher education institutions in Ethiopia has evoked a legitimate public concern with regard to the quality of education and the sustainability of the programs these institutions offer in light of their meager financial resources and proprietary organizational structure. In this regard the HESO Report recommends that the

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government needs to introduce mechanisms through which the stability of private institutions is ensured should they continue to be “public goods” (2003, 7).

Private higher education institutions could be subsumed under one category only when they are viewed in juxtaposition to public higher education institutions. Otherwise, private higher education institutions vary from each other depending on their formation, form of proprietorship, organizational structure and governance. Lechunga (2006, 21) categorized private higher education institutions into “for-profit institutions” and “not-for profit institutions”. The term “for-profit institution” is narrowly defined as a proprietary institution that awards associate, bachelors, masters, and doctoral degrees in addition to certificates. On the other hand, ‘not-for profit institutions’, though they could grant similar degrees and certificates, are not considered as proprietary institutions.

For-profit institutions are further classified into two: privately-held or publicly-traded institutions. While publicly traded for-profit higher education institutions sell shares of their stock, privately-held institutions don’t.

The afore-mentioned categorization of private institutions is particularly relevant here as the institutions considered under this study are different by their nature. St Mary’s University College is a private for-profit higher education institution, whereas the Evangelical Theological College (ETC) is a private not-for profit higher education institution.

2. Methodology

2.1 Primary Sources

Both primary and secondary sources were used in the course of the study. College legislations, faculty handbooks, student handbooks, personnel manuals and other archival materials were reviewed. The 1997 UNESCO “Recommendation” along with other relevant regional instruments were exhaustively used in the research. Besides, pertinent national proclamations were consulted.

Questionnaires bearing closed and open-ended questions were distributed and filled in by 181 (5%) students and 24 (over 13%) of teachers at St. Mary’s University College; and 28 (close to 10%) students and 6 (42%) instructors at the Evangelical Theological College. The distribution of the questionnaires was administered taking into account the various departments, programs (regular and extension), gender and level of education of the students. Likewise, questionnaires were distributed to the faculty on the basis of departmental classifications, level of qualification, teaching experience and gender.

Focus group discussions were conducted with sample representatives of the academic as well as administrative staff of the two institutions. The selection was

made in such a way that all relevant academic and administrative units are sufficiently represented. Accordingly, 20 individuals from St. Mary's University College and 5 from the ETC took part in the focus group discussions.

Structured interviews were held with the president, academic dean and the research and quality assurance officer of St. Mary's University College and the principal of ETC. An attempt was also made to tap the experiences of two private higher education institutions, namely, Strayer University in Washington D.C. and Devry University in Atlanta, by way of holding discussion with some members of the management.

2.2 Secondary Sources

Available relevant literature was consulted at home and abroad including those at the Library of Congress in the U.S.A. Simple random sampling, stratified sampling and purposive sampling techniques were applied in the research. Descriptive survey and qualitative research methods were employed in the study.

3. St. Mary's University College

St. Mary's University College, an offshoot of St. Mary's Language School, was established in 1998 under St. Mary's General Educational Development PLC both at Awassa and in Addis Ababa (Prospectus: 2005-06).

The vision of St. Mary's University College is to become the leading institution of higher learning and research in providing comprehensive and quality instruction, material production, research and professional consultancy within a nurturing environment (Course Catalogue, 1995, 1).

Its mission includes the provision of degree and diploma programs in various fields and the commitment of the institution to serve the disciplines and professions represented among the academic programs as well as public and private sectors. It also highlights its appreciation for human diversity and pledges to maintain an atmosphere of tolerance and mutual respect. (Ibid)

Currently, St. Mary's University College caters to some 19,000 students, of which around 15,000 are enrolled in the distance education program while the remaining 4000 students are in the regular and extension programs. All in all, the institution offers training in 15 fields of studies at diploma level, and 9 fields at degree level. The college runs its programs in three campuses and has managed to launch its distance education in 60 centers all over the country (Interview with Wondwossen). There are 176 full-time instructors, of whom 65 have masters and above, 80 have bachelors degree, and the remaining 31 with have diplomas. (Registrar's File).

4. The Evangelical Theological College

The Evangelical Theological College (ETC) was founded in March 1983 by the International Evangelical Church with the name “IEC evening classes” to address the need for biblical, theological and ministerial training in the evangelical churches in Addis Ababa (Catalogue: 2004-07, 11). The school got its current name, the Evangelical Theological College, in 1991 along with the commencement of a degree program in theology.

The purpose of its establishment is to “prepare servants for the urban vocational and non-vocational ministry that strengthen the church in Ethiopia and beyond by equipping” the head, the heart and the hands. (ETC Catalogue: 2004-2007, 7).

Currently, the college has about 300 students who pursue their studies in various fields of theology. The institution has 14 full-time staff, most of whom are foreign volunteers who came to serve as part of their religious commitment. There are also part-timers who take up classes occasionally (Interview with Simeon).

5. Autonomy and Accountability in Higher Education Institutions

Autonomy and Accountability have been considered as two important facets in the governance of higher education institutions in our modern era. They are relative terms that it is almost impossible to have a complete understanding of one without the other. The autonomy that higher education institutions enjoy in their internal governance is always concomitant with their accountability for whatever actions they take and policy decisions they embark upon. This dynamic of institutional autonomy and public accountability in the governance of universities and colleges is primarily dictated by the fact that most of the public institutions receive their funds from the government and that the latter assumes the responsibility to verify that these funds are appropriately utilized.

The rationale for balancing autonomy and accountability in public institutions emanate from the unlimited independence that these institutions would desire to have to carry out academic and research activities, on the one hand, and their heavy reliance on public finance, which is controlled by a government, to accomplish these and other related activities on the other.

Private higher education institutions need to be autonomous to smoothly and efficiently conduct their academic and research activities. The autonomy of private universities and colleges, more than public institutions, is justified by the fact that they don't rely on public finance. Their single financial source, at least

in the Ethiopian context, is tuition collected from students. Under this circumstance, private institutions have to be encouraged to be creative and dynamic to make their existence sustainable.

By the same token the accountability of private higher education institutions can't be completely ruled out, because they are "financially independent" or not getting any monetary support from the government. It should not be overlooked that whatever income they draw from the students in the form of tuition fee is a public resource. The public needs to be sure that their children are getting the right service. It is in the interest of the public to see to it that graduates of private colleges and universities are not only useful and productive to the society, but also are devoid of harmful behaviors and attitudes. It is, therefore, this public interest which is the basis for the legitimate intervention of the regulatory body in the affairs of private higher education institutions.

Irrespective of the slight variations that might be observed in the application of autonomy and accountability in public and private higher education institutions, it must be underscored that these two concepts are central in the governance of tertiary institutions.

4.1 St. Mary's University College

It is evident that private higher education institutions enjoy better autonomy than public institutions as far as financial planning, financial management, and resource allocation are concerned. This is so because they make their own revenue and don't get any budgetary subsidy from the government. St Mary's University College is not an exception in this regard. Like most other private for-profit institutions in the country, the college draws its income solely from the tuition fee collected from students. Consequently, the institution has been independent to use its financial resources for activities which are deemed necessary for its day today operation and institutional growth. There has never been any interference on the part of the regulatory body that infringes on this independence (Interview with Wondwossen). This, however, shows nothing more than the financial autonomy the university college has vis-à-vis the regulatory body. It doesn't reflect the collegiality in governance at various levels in the internal governance of the institution.

Therefore, in order to have a comprehensive picture regarding the status of autonomy and collegiality at St Mary's University College, it is imperative to examine thoroughly the decision-making structure and process of the institution from the point of view of faculty participation at different levels of its governance.

St. Mary's University College is a private limited company. As a PLC, the ultimate decision power is reserved to the proprietors in general, and the

president, who is also the major shareholder, in particular. It is effectively the president who empowers all the other strata of the governance of the institution. According to the college's catalogue of 1995 E.C., the administrative board, the academic commission, the office of the president, the academic dean, the administrative vice dean, the department council, the department head, the office of the registrar, and the student service are the major structures of governance of the University College. Besides, the catalogue envisages the existence of standing committees such as the staff development committee, curriculum committee, admission committee and student discipline committee. All the governing bodies as well as the committees have their duties and responsibilities stated in the catalogue.

As indicated above, the level of faculty participation in the governance of any higher education institution is manifested through their role in the selection of the management and other decision-making organs. The advisory board, which actually is non-existent, is theoretically constituted out of members nominated by the president and approved by the General Assembly of St. Mary's Educational PLC. The president, who is the chief executive officer, is elected by the same General Assembly. The president appoints the academic vice dean, who is the second executive officer, and the administrative vice dean, who is next to the president for all administrative matters in the University College. According to the new structure, there are four faculty deans and one other dean of the distance education program. The president appoints all the deans in consultation with the academic vice dean. On the other hand, department heads are selected by their respective department councils and appointed by the president.

From the committees cited above, only the curriculum committee and the student-discipline committee are operational. The curriculum committee is set up at department level across the board. The student-discipline committee is composed of faculty and student representatives. The admission committee consists of the registrar and the associate registrars (Interview with Tedla).

It is clear from the discussion so far that the level of faculty participation in the selection of the top executives of the University College is very low. One can see that the involvement of the staff is only limited to the selection of department heads and the setting up of the curriculum and student-discipline committees. The staff has hardly any role in the nomination and/or selection of the highest management team such as the president, academic vice dean and other faculty deans. Besides, it must be noted that the academic staff are not represented in the academic commission of the University College, which is supposedly the highest decision-making body for all academic issues. The management is, however, of the opinion that the department heads, who are elected by the department council and are themselves part of the teaching personnel, dominate the academic

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commission in terms of the number of seats they hold thereby assuming a stronger position to influence decisions.

Table 1. Autonomy at St. Mary's University College

No.	Conditions	No.	Percentile						Total
			VH	H	M	L	VL	NR	
1	Self-government (i.e. free from external internal interference in internal affairs)	24	21	29	46	-	-	4	100
2	The relationship between Academic staff and university leadership is collegial	24	21	29	46	4	-	-	100
3	Participation of academic community in decision/policy-making processes directly or through their representatives	24	8	33	42	8	4	4	100
4	Participation of the academic community in the free selection of leaders and governing body members	24	17	25	33	13	8	4	100
5	Representation of the staff association in your institution's governing bodies	24	4	33	29	17	17	-	100
6	Protection of the institution from threats to its autonomy coming from any source	24	13	21	50	13	-	4	100
7	Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	24	29	13	38	8	4	8	100
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	24	13	38	38	-	-	-	100
9	Women's representation in governing bodies	24	8	21	33	21	17	-	100

Note: VH= Very High H = High M= Medium L= Low VL=Very Low NR= No Reply

As it is depicted in Table 1, teaching personnel consider the institutional autonomy of St. Mary's University College as low, looked at from the point of

view of self-government (50% VH or H), participation of the academic community in decision-making process (41%), participation of the academic community in the free selection of leaders and governing body members (42%), representation of the staff association in the institution's governing bodies (37%), protection of the institution from threats to its autonomy (34%), prohibition of armed security from entering the institution's premises (34%)¹, availability of structure for consultation of the academic community on major policy issues (49%) and women's representation in governing bodies (29%).

The ideas reflected in the focus group discussion agree with the tabulated information above regarding the level of faculty involvement in the decision-making process of the University College. It has been reiterated all through the discussion that the involvement of the staff in the governance of the institution is very limited. The participants pointed out that there are no platforms for the staff to air their views with regard to the problems of governance in the institution. They also expressed their frustration that management has not convened any general staff meeting for the last three years. In this regard, representatives of the administrative staff appear to be more disgruntled, because they felt that they were marginalized from all decisions which would have serious bearing on their existence. In their view, the weekly academic commission meeting and the fortnightly department council meeting have nothing to do with the concerns and problems of the administrative staff given the fact that they are essentially academic forums.

It is apparent both from the focus group discussions and the interviews that the initial vision and mission of the institution were laid down without the involvement of the staff. Likewise, the faculty handbook, which contains the rules and regulations of the college, has been prepared by the management.² (Ibid) This may not be unnatural as the formulation of the vision and mission as well as the preparation of the legislation of any new institution mostly precedes faculty recruitment and manpower allotment as a matter of common practice.

¹ The University College was not immune from police intrusion. There were a few instances of police presence in the campuses to arrest students without court warrant in times of student riots (Interview with Wondwossen).

² The University College is now in the process of preparing its first strategic plan along with a new organizational structure with the participation of the staff. (Interview with Wondwossen). It has been clear from the focus group discussions and the interviews that all stakeholders have been actively involved in the process. The staff took part in focus group discussions, interviews, and the filling out of questionnaires designed for the same purpose. Besides, a new legislation is being prepared with the participation of the staff at the levels of committees, departments and academic commission. (Ibid)

One equally significant issue indicative of the existence of collegiality in the governance of universities and colleges is the involvement of the faculty in the financial planning of institutions. Unfortunately, this practice has never existed at St. Mary's University College. The focus group discussion revealed that no college-wide action plan has so far been prepared with the participation of the faculty. The effort to persuade departments to come up with their own plans has never been that effective. Besides, reports showing the financial standing of the university college are not made available to the staff. In the eyes of the staff, not only does the financial system of the university college lack transparency, but also is highly centralized. The reasons given by the management are the meagerness of resources on the one hand, and the danger that transparency may expose the institution to an unfair competition on the other. (Ibid)

The sphere of activity where faculty participation is relatively visible is curriculum preparation, which virtually is the sole responsibility of departments at St. Mary's University College. According to the management, the curriculum committees established in all departments initiate new curricula which will then be deliberated upon at the department council meetings. In-house curriculum review workshop is also conducted where the faculty comes together to evaluate the curriculum. The academic commission gives final approval before any curriculum is launched. However, at its incipient stage, the institution is said to have used external experts to prepare its curriculum. (Interview with Wondwossen and Tedla)

The qualitative data gathered from the teaching staff through the open-ended questions confirm the same facts. The respondents noted that St Mary's University College enjoys better institutional autonomy in terms of financial decisions, student enrollment, program expansion, staff recruitment and curriculum development. However, they have also highlighted that this autonomy is far from ensuring the direct involvement of the faculty in the governing and decision-making process of the institution, selection of leaders and financial decisions. Furthermore, it is pointed out that the institutional autonomy of the university college is at times thwarted by the regulatory body with respect to student admission and provision of centralized curriculum.

8.2 The Evangelical Theological College

The Evangelical Theological College is a private not-for-profit higher education institution, which is owned by the Ethiopian Kalehiwot Church. The governance structure of the institution is composed of the Board of Trustees, the principal, the administrative council, the academic dean, and the dean of students. Members of the Board of Trustees consist of the Ethiopian Kalehiwot Church, the International Evangelical Church, the Society of International Missionary and the

Evangelical Church's Fellowship of Ethiopia. (Faculty Handbook 2005-07 Section 4.1-4.3)

The principal, who is the top executive of the institution, is appointed by the Board after a nomination process carried out by a search committee. (Op cit Section 4.29) The administrative council is an advisory body assisting the principal on all academic and administrative issues. It consists of the principal, academic dean, student dean, and registrar and faculty representatives. The academic dean is nominated by the administrative council and appointed by the board. (Interview with Simeon) Besides, there are two standing committees, the academic committee and the administrative committee. The academic committee is chaired by the academic dean and has department/unit representatives as members. (Faculty Handbook Section 6.72) Its primary responsibilities are to propose academic policies and regulations, launch and expand academic programs, and prepare and review curriculum. On the other hand, the administrative committee is chaired by the principal and focuses on important administrative matters. Staff recruitment is done by this committee under the chairmanship of the principal and with the representation of the relevant academic unit. Facility upgrading and other capacity building activities are also the responsibilities of this committee. (Interview with Simeon)

A proposal by the academic committee to launch a new curriculum is presented to the annual general faculty retreat for deliberation. The final proposal will be submitted to the board for approval before the curriculum is launched. However, minor changes and revisions might not require the approval of the board. This can be done by the administrative council as and when such a request is presented after the technical details are worked out by the academic committee.

The owners initially laid down the vision and mission of the institution. The faculty didn't participate in the process of their formulation. Nevertheless, they have been involved in periodic revision or modification of the vision and mission statements, which is often done at the annual retreat meeting of the faculty. (Ibid)

A committee consisting of the principal, who is also the chairperson, the academic dean, the director of the development office, the dean of students and other relevant units, prepares the draft annual action plan and presents it at the annual general faculty retreat for discussion. The revised plan is then presented to the board for approval along with the concomitant financial projection. Besides, appraisal of the previous year's plan is made in the same meeting. (Ibid)

It is apparent from the discussion made so far that there is a considerable degree of faculty participation in the governance of ETC. One could see the active involvement of the staff in the decision-making process, nomination of the

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leadership, curriculum development and revision, preparation of annual action plan, staff recruitment and other important activities of the institution.

Table 2. Autonomy at ETC

No.	Conditions	No.	Percentile						Total
			VH	H	M	L	VL	NR	
1	Self-government (i.e. free from external internal interference in internal affairs)	6	33	50	-	-	-	17	100
2	The relationship between Academic staff and university leadership is collegial	6	50	50	-	-	-	-	100
3	Participation of academic community in decision/policy-making processes directly or through their representatives	6	17	66	17	-	-	-	100
4	Participation of the academic community in the free selection of leaders and governing body members	6	-	33	33	17	17	-	100
5	Representation of the staff association in your institution's governing bodies	6	33	17	33	-	-	16	99
6	Protection of the institution from threats to its autonomy coming from any source	6	33	67	-	-	-	-	100
7	Prohibition of armed security forces from entering the institution's premises unless lives and property are endangered	6	33	33	-	-	-	34	100
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	6	17	33	33	-	-	17	100
9	Women's representation in governing bodies	6	-	-	50	-	33	17	100

Note: VH= Very High H= High M= Medium L= Low VL= Very Low NR= No reply

Table 2 demonstrates that there is a greater autonomy at ETC gauged against the issues of self government (83%), collegiality (100%), faculty

participation in the decision-making process (83%), protection of the institution from threats to its autonomy (100%), and prohibition of armed security forces from entering the institution's premises (66%). On the other hand, the autonomy of the institution is low when it is viewed in terms of the participation of the faculty in the free selection of leaders (33% H), representation of the staff association in the governing bodies of the institution (50% VH or H), availability of structure for consultation of the academic community on major policy issues (50% VH or H) and women's representation in the governing bodies of the institution (50%M).

The qualitative feedback collected from the faculty through the open-ended questions has also affirmed that ETC is autonomous in most of the spheres of activities outlined above. The respondents have further expressed their views that this autonomy is observed in the operations of the college such as staff appointment and promotion, student enrollment, curriculum development, program expansion and financial decisions.

However, it is apparent that the quantitative data summarized from the questionnaires are at variance with the faculty survey made by way of focus group discussions with respect to the level of participation of the faculty in the selection of leaders. This is presumably due to the fact that the involvement of the teaching staff doesn't go beyond nomination, and the actual decision-making power is in the hands of the Board of Trustees.

8.3 Some Basic Features of Accountability in HEIs

As indicated above, it is absurd to talk about autonomy without accountability. Institutions of higher education are required to be accountable to the extent they are autonomous whether they are public or private. In many countries accreditation is the most universal and common system by which public accountability of higher education institutions is ensured. The accrediting agency considers a number of factors before issuing a testimony to the effect that an institution is eligible to offer a given academic program. The institution has to fulfill the requirements stated by law before it gets its accreditation. The best way to understand the accountability of an institution to the public is by the level of commitment it demonstrates in addressing pivotal issues such as the quality and relevance of education, the availability of all required inputs leading to quality of education, the transparency of the system and the existence of an elaborated organizational structure. All of them are measurable through objective tools designed for the same purpose. Article 23 of the UNESCO Recommendation thus reflects the same spirit: "systems of institutional accountability should be based on a scientific methodology and be clear, realistic, cost-effective and simple. In

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their operation they should be fair, just and equitable. Both the methodology and the results should be open”.

It has been a common practice in many countries to establish quality assurance institutions whose sole responsibility is to ensure that the public gets the right kind of education both in terms of quality and relevance. The significance of such institutions is indicated in Article 24 of the UNESCO Recommendations as follows: “Higher education institutions, individually or collectively, should design and implement appropriate systems of accountability, including quality assurance mechanisms to achieve their goals”.

It further states that higher education institutions are accountable for:

ensuring that they address themselves to the contemporary problems facing society; to this end, their curricula, as well as their activities, should respond, where appropriate, to the current and future needs of the local community and of society at large, and they should play an important role in enhancing the labour market opportunities of their graduates. (UNESCO 1997, Art. 22)

Yamson (2004, 46) has treated the accountability of universities and colleges from the point of view of the relevance of their curriculum and employability of their graduates in the following manner:

Business and industry ... rely on universities for the human resource needed to compete in the global economy. Academic programs must be contextual to business and industry. They should reflect directly on the type, quality and quantity of graduates produced by the universities.

The HESO Report (2004, 5) also highlights the employability of graduates as a major demonstration of public accountability in the context of the Ethiopian higher education institutions as follows: “one of the key outcomes that Ethiopian higher education must become accountable for is the employability of their graduates and the quality of learning that they bring to the work place”.

More often than not the credibility many higher education institutions strive to establish depends on the level of awareness and commitment they have to public accountability. Conversely, institutions which don't take the issue of public accountability seriously in their day-to-day operations are likely to tarnish their public images and consequently pay a price. There are instances wherein institutions are made subject to different sanctions for their failure to prove their accountability to the public through securing appropriate accreditation. One such mechanism in the USA is to bar students from eligibility to apply for federal financial aid if an institution is not accredited by an association that has got the approval of the U.S. Department of Education.

The Higher Education Proclamation No. 351/2003, which is almost silent on the nature and extent of autonomy of private higher education institutions, is more than explicit with regard to their accountability. Article 60 of the Proclamation highlights the various levels of accountability of these institutions. It states that private higher education institutions are “accountable to the appropriate organ as provided for in the memorandum of association.” According to this article these institutions are also “made accountable to the Ministry for their performance as institutions of education.” The article further states, “private higher education institutions” are required to “submit annual reports on education, training and research plans,” as well as “the implementation of the education policy and national plan.” The Proclamation also gives authority to the Ministry to “carry out periodic evaluation and supervision”.

Articles 61-76 of the same Proclamation deal with accreditation procedures to be followed by private tertiary institutions. These articles at length discuss issues pertaining to pre-accreditation procedures, issuance of pre-accreditation, rejection of pre-accreditation, accreditation procedures, issuance of accreditation, renewal of accreditation, and cancellation of accreditation. Article 77 winds up with a clause that “the provisions concerning accreditation of private institutions in this part shall *mutatis mutandis* be applicable to accreditation of public institutions.”

The other important part of the Proclamation, which is also pertinent to this study, is the establishment of the Higher Education Relevance and Quality Agency. The objectives of the Agency cited in Article 80 of the Proclamation, are “to supervise the relevance and quality of higher education offered by any institution.” Article 82 of the Proclamation also enumerates the following four points, among others, as the powers and duties of the agency: ensure that higher education and trainings offered at any institution are up to standard, relevant and have quality; ensure that higher education and training offered at any institution are in line with economic, social and other appropriate policies of the country; issue directives which determine the powers and duties of accreditation permit evaluation committees; and evaluate the relevance and quality of the institutions and their programs as well as qualification for accreditation on receiving service charges.

8.3.1 St. Mary’s University College

St. Mary’s University College’s institutional accountability may be viewed from two perspectives. The first is its accountability to the relevant regulatory body as a business institution. The institution pays tax against the income it collects although it is not required by law to submit an externally audited profit-loss account to the Ministry of Inland Revenue like other private companies. Besides,

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appropriate financial reports are also submitted to the General Assembly of the PLC. From the interview made with the leadership, it is understood that the institution has never failed to meet these obligations. (Interview with Wondwosen)

The second is its accountability as an academic institution to the Ministry of Education. St. Mary's University College is an accredited institution for all the programs it currently offers in the regular, extension and distance education modes. Evidently, accreditation was given to the College after the latter has fulfilled the requirements set by the regulatory body, i.e., the academic regulations, the curriculum, the staff profile, organizational structure, list of facilities, and recent financial statement.

The University College's accountability can also be measured in light of the transparency of its governance. It has been observed that the institution is governed by written rules and regulations. The University College has a faculty handbook, which is currently being developed into a legislation, containing the academic regulations and procedures by which it is governed. Issues related to college governance, academic policies and procedures, offices and committees, staff employment process, faculty rank, payments and benefits, rights and privileges, and promotion and evaluation procedures are clearly stated in the handbook. The other is the course catalogue that shows the amount of courses offered in the degree and diploma programs for the various fields of study, the course breakdown along with the list of major, minor and general courses, and the manner in which these courses are offered. The personnel manual is another equally important document governing the relationship between the institution and the personnel. In this document the contract of employment, benefit packages, leaves, allowances, grievance handling procedures, and disciplinary measures are stipulated.

The accountability embedded in the internal governance of the University College is also reflected in its organizational structure. Departments are accountable to the academic dean for whatever decision they make based on the faculty handbook. Other offices such as the research unit, program office, career services and placement office, student affairs office, and the office of the registrar are all answerable to the academic dean (Course Catalogue, 38-42). The decision of the department council is also referred to the academic commission. The academic dean is accountable to the office of the president. The administrative vice dean also reports to the president. (Op cit p. 25)

The president is the chief executive officer of the University College. It is cited in the College's Faculty Handbook that the General Assembly of St Mary's Educational Development PLC elects the president. (Op cit p 24) Nevertheless, there is no indication regarding the procedures of appointment, terms and accountability of the office. As in most privately owned institutions, the

accountability of the office of the president with respect to strategic financial decisions is hardly visible. In the absence of other important organs like Board of Directors and Board of Trustees, which the PLC arrangement doesn't provide for, the demarcation of authority between the president and the General Assembly appears to be blurred. At times, the office of the president is synonymous with the General Assembly given his dominant position in the shareholding structure of the institution. The absence of clear institutional procedures to appoint the chief executive officer of the institution on the one hand, and the lack of transparency and disclosure on major financial matters on the other, may negatively impinge on not only on the accountability of the institution but also on the sustainability of its growth in the long run.

Similar views have also been reflected during the focus group discussion made with representatives of the faculty. In their view, power has concentrated in the office of the president. There is no sufficient delegation as far as financial decisions are concerned. At times the subordinate offices are seen consulting the office of the president for every trivial administrative matter that is within their jurisdiction.

Table 3. Accountability at St. Mary's University College

No.	Conditions	No.	Percentile						Total
			VH	H	M	L	VL	NR	
1	Effective communication to the public concerning the nature of its educational mission	24	21	29	38	4	4	4	100
2	Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	24	42	25	21	4	-	8	100
3	Effective support of academic freedom and fundamental human rights	24	13	25	46	13	-	4	100
4	Ensuring high quality education for as many individuals as	24	17	46	29	-	-	8	100

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No.	Conditions	No.	Percentile						Total
			VH	H	M	L	VL	NR	
	possible subject to the constraints of resource availability								
5	Provision of opportunity for lifelong learning	24		46	42	4	-	8	100
6	Fair and just treatment of students	24	33	29	33	-	-	4	100
7	Preventing any form of discrimination, harassment and violence against students and staff	24	29	17	38	8	8	-	100
8	Honest and open accounting and efficient use of resources	24	8	38	38	-	-	16	100
9	Creation of codes of ethics to guide personnel	24	4	46	42	8	-	-	100
10	Assistance in the fulfillment of economic, social and political rights	24	8	25	42	8	4	13	100
11	Addressing themselves to contemporary problems facing society	24	17	21	38	13	-	11	100
12	Ensuring availability of library collections and access without censorship to information resources	24	21	38	37	4	-	-	100
13	Transparency in systems of institutional accountability	24	4	33	42	4	-	17	100
14	Ensuring participation of organizations representing teaching personnel in developing Quality Assurance systems	24	33	33	29	-	4	-	100

As is reflected in Table 3, the accountability of St. Mary's University College is visibly low in terms of effective communication of its mission to the public (50 VH or H), effective support of academic freedom and human rights (38%), provision of opportunity for life-long learning (46%H), honest and open accounting and efficient use of resources (46%), creation of code of ethics to guide personnel (50%), addressing themselves to contemporary problems facing society (38%) and transparency in systems of institutional accountability (37%). On the other hand, the status of institutional accountability fares better from the point of view of the College's commitment to quality and excellence (67%), ensuring high quality education for as many individuals as possible (63%), fair and just treatment of students (62%), ensuring availability of library collection (59%) and ensuring participation of organizations representing personnel in developing quality assurance systems. (66%)

The responses to the open-ended questions, unlike the quantitative data, suggest that the University College has made itself sufficiently visible through the public media and the annual public conferences it has organized over the last five years. This discrepancy implies that there is no unanimity among the teaching personnel with regard to the effort the University College has so far made to popularize its mission and vision to the public. It appears that the University College needs to work hard to see to it that the faculty is invariably familiar with its vision and mission before it is out to sell the same to the public.

On the other hand, the respondents have confirmed that the establishment of a quality assurance center in the University College is indicative of the commitment of the institution to quality and excellence

In deed, St Mary's University College has clearly demonstrated its public accountability by being the first institution of higher learning to undergo external quality audit organized by the Ministry of Education in line with the new quality audit protocol. The following citation is a testimony given by the Higher Education Relevance and Quality Agency to this effect.

Because this audit was one of the first external audits of its kind in Ethiopia it was carried out without there first being chance for an internal audit by the institution. ...St Mary's private college was therefore courageous in volunteering itself to be the subject of a pilot study without first being able to complete their own audit. It is to the institution's credit that the audit revealed many areas of good practice.(HERQA Publications Series-005, p.5)

The University College's concern for public accountability is also demonstrated through its involvement in the various activities of higher education in the country. It is a member of the Board of Agency of HERQA representing private institutions. (Interview with Wondwossen)

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It has also been a member of the Inquiry Committee that prepared the HESO document. Moreover, it is part of the current leadership team of the Private Higher Education Institutions Association. (Interview with Wondwossen)

The employability of graduates is another important point of concern through which institutions of higher learning ensure their accountability to the public. From the interview held with the leadership it is evident that the employability of graduates vary from one field of study to the other. The management has the impression that it is easier for graduates of secretarial science and law to get jobs, while those who did their studies in accounting seem to be in a difficult position. The University College has not so far done any comprehensive tracer study on the status of its graduates in the job market and the major factors that adversely affect their employability. No serious effort has been made by the University College to involve the business and the industrial sectors in the preparation of market-driven curricula. The management reacted that the reception on the part of the business community to this kind of invitation is not always encouraging. (Interview with Tedla)

The incredible success of the University College in the sphere of distance education is also partially an outcome of the commitment of its leadership to expand higher education in Ethiopia. It is mentioned earlier in this report that the University College currently caters for 15,000 students in its distance degree and diploma programs. (Interview with Wondwossen)

The College is also involved in various types of community service activities. Apart from the scholarship it offers to students who are from economically disadvantaged section of the society, the college organizes tutorial classes for high school graduates during their Kiremt vacation for free. Students are also encouraged to take part in various social activities such as the HIV/AIDS Club. (Ibid)

8.3.2 Accountability at the Evangelical Theological College

The Evangelical Theological College is not yet accredited by the Ministry of Education. It operates as per the accreditation received from the Accrediting Council for Theological Education in Africa. (Letter: April 7, 1994) This accreditation was granted after the institution submitted a self-evaluation report on its organizational structure, academic programs, constitution, staff profile and facilities to the accrediting council, and a seven-person evaluating team came and made an assessment of the overall standing of the College. The accreditation was awarded for ten years and renewed on time. (Letter: March 17, 2006)

The Evangelical Theological College submits an annual report to the accrediting council on the number and list of new students enrolled, changes

made in the staff profile and the administration, and improvements made as per the comments given by the council during the time of accreditation. It also pays its annual financial contribution to the council. (Interview with Simeon)

The College is still lacks an elaborate organizational structure. Important organizational units such as academic departments are non-existent. There is only what is known as the faculty council, which is composed of the entire faculty and is accountable to the academic dean who is responsible for all academic affairs of the institution. The office of the registrar, the dean of students and the librarian are also answerable to the same office. The academic dean reports to the principal who is the chief executive officer of the College. The development officer and the administration and finance head are also accountable directly to the principal. (Ibid) The principal is in turn accountable to the Board of Trustees, which is the ultimate governing body of the College. (Faculty Handbook, Section 4.41)

There are also other organs to which the College is accountable. The constituent churches which sponsor students to pursue their education in the College need to know the status of their trainees before they graduate and go back to serve their respective denominations. The College submits a performance report quarterly and an externally audited financial report annually, to the board of trustees. This is in addition to the monthly and annual reports the management delivers to the academic commission and the faculty council, respectively. (Simeon)

There is adequate transparency in the governance of the institution. The College has a faculty handbook which contains the doctrinal statement, purposes and goals of the institution, organizational structure, powers and functions of the owners and the Board of Trustees, procedures of appointment and dissolution of members of the board, the academic policies and procedures, procedures of appointment of the executive officers and their power, and the code of conduct of the institution. There exists a clear demarcation of authority between the board of trustees on the one hand, and the executive on the other

Based on the data in table 4, ETC is visibly accountable in terms of its success in communicating its mission to the public (83% SA, A), its commitment to quality and excellence (100%), its support of academic freedom and fundamental human rights (83%) and its provision of opportunity for life-long learning (84%). ETC's accountability is also equally remarkable from the point of view of the fair and just treatment of students (100%), the prevention of the various forms of discrimination, harassment and violence (100%), instituting an honest and open accounting system and making efficient use of resources (100%), having codes of ethics to guide its personnel (83%), making library collection accessible (84%), and ensuring transparency in systems of institutional accountability (84%).

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Table 4. Accountability at ETC

Accountability	Percentile						Total
	VH	H	M	L	VL	NR	
Effective communication to the public concerning the nature of its educational mission	33	50	-	17	-	-	100
Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	33	67	-	-	-	-	100
Effective support of academic freedom and fundamental human rights	33	50	17	-	-	-	100
Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	-	83	17	-	-	-	100
Provision of opportunity for lifelong learning	17	67	17	-	-	-	100
Fair and just treatment of students	67	33	-	-	-	-	100
Preventing any form of discrimination, harassment and violence against students and staff	50	50	-	-	-	-	100
Honest and open accounting and efficient use of resources	33	67	-	-	-	-	100
Creation of codes of ethics to guide personnel	33	50	-	-	-	17	100
Assistance in the fulfillment of economic, social and political rights		33	17	17	-	33	100
Addressing themselves to contemporary problems facing society	17	50	-	16	-	17	100
Ensuring availability of library collections and access without censorship to information resources	17	67	-	-	-	16	100
Transparency in systems of	17	67	-	-	-	16	100

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Accountability	Percentile						Total
	VH	H	M	L	VL	NR	
institutional accountability							
Ensuring participation of organizations representing teaching personnel in developing Quality Assurance systems	-	33	17	-	-	50	100

The qualitative data gathered from the faculty agree with the tabulated information as it similarly shows that the College has an ethical code and is committed to providing life-long learning to the community except for limitation of resources. It further reveals that there is a very good rapport between the teaching personnel and the students. The partnership that the College forged with the local churches is also perceived by the staff as an outcome of the effort of the institution to communicate its mission statement.

Moreover, the College has played a considerable role in addressing contemporary problems facing society (67%), while its contribution to the fulfillment of economic, social and political rights (33%) and the effort to ensure the participation of organizations of teaching personnel in developing quality assurance system is very negligible. (33%) This view is corroborated with the qualitative data which also discloses that the constitution of the College lacks the provision that allows the teaching personnel to establish an organization to develop quality assurance system.

9. Academic Freedom and Faculty Rights

9.1. St Mary's University College

Before making an attempt to discuss the status of academic freedom at St Mary's University College it will be necessary to examine briefly the coverage and depth the Higher Education Proclamation No. 351/2003 has given to the subject. Article 27 of the proclamation focuses on rights of academic staff provided by law in general, and other specific rights such as commenting on the quality and appropriateness of the teaching-learning process; getting promotion and other fringe benefits after having fulfilled the requirements; being assigned to various positions of responsibilities and being entitled to get further education and training in accordance with the law; not being held liable for their personal views and beliefs; rendering community and consultancy services; and getting research and sabbatical leaves in accordance with internal regulations of the institution.

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All rights of the teaching personnel cited above are also incorporated in the faculty handbook of St. Mary's University College. In addition to those rights given to them by law, the faculty is entitled to give its comments on the quality of the teaching-learning process, promotion and fringe benefits, assignment to various positions of the College, and professional training and further education. The handbook has also made it clear that the teaching staff will not be held liable for their personal views and beliefs.

Table 5. Faculty rights and freedoms at St. Mary's University College

No.	Conditions	No.	Percentile				
			Excellent	Good	Fair	Poor	No Reply
1	Freedom to teach in one's area of specialization	24	58	33	9	-	-
2	Freedom to carry out research and disseminate the findings	24	50	21	21	-	8
3	Freedom to improve one's knowledge and skills	24	38	50	8	-	4
4	Freedom to openly criticize institutional policies and practices	24	17	54	25	4	-
5	Freedom to form and participate in teachers associations	24	8	38	21	29	4
6	Freedom to fully exercise fundamental human rights	24	21	54	17	8	-
7	Freedom to criticize state policies on higher education and other national issues	24	8	42	29	21	-
8	Right to lodge an appeal in case of gross violation of one's rights	24	13	54	21	4	8
9	The right to be represented in the governing bodies of the institution	24	21	63	8	8	-
10	Participating in internal policy-making processes	24	17	54	21	8	-

It appears from the staff response summarized in table 5 that St Mary's University College has availed better opportunity for the teaching personnel to exercise their academic freedom and rights. Accordingly, the institution has unequivocally ascertained the rights of the faculty to teach in their fields of

studies (100%), to carry out research and disseminate the findings (71%)³, to improve their knowledge and skills (88%), to openly criticize institutional policies and practices (71%), to fully exercise fundamental human rights (76%), to participate in internal policy-making process (71%) and to be represented in the governing bodies of the institution (84%). However, the faculty don't seem to be empowered to criticize state policies on higher education and other national issues (50%). Moreover, the practice on the part of the faculty to lodge an appeal against any gross violation of rights is not impressive. (67%)

As is true in most private higher education institutions, there is no professional association or labour union at St Mary's University College. Both the faculty and the administrative staff who took part in the focus group discussions have expressed their dissatisfaction with respect to their inability to form a professional association. They underlined that it is not easy to protect their rights without having an association of their own. They further argued that associations are good platforms to contribute to the enrichment of the curriculum, enhancement of the teaching-learning process and the professional development of the staff, the summation of which will ultimately contribute to the overall growth and development of the institution. On the other hand, the management is skeptical about the formation of associations or labour unions in general. The leaders seem to have an apprehension that such an association may be used for destructive ends. The management believes that teachers should not be treated as factory workers owing to the uniqueness of their profession. A special law, which is compatible with the profession, needs to be legislated before any attempt is made to form professional associations in private higher education institutions. There are instances which demonstrate the incompatibility of the prevalent labour law with the teaching profession. One, in this regard, is the clause which provides

³ St. Mary's University College has given considerable attention to research. It has set up a separate office which coordinates all research activities in the college. The office is staffed with four professionals with graduate degrees. So far the institution has organized four national conferences on private higher education in Ethiopia. The first three proceedings are published and disseminated to relevant stakeholders far and wide while the fourth is due to come soon. Totally, 77 papers were published of which 32 were written by the faculty of the University College. (Proceedings: July 2003, July 2004, August 2005; Interview, Abraham). In addition, the institution encourages in-house seminars and workshops. The University College provides fund for student as well as faculty researchers. It is said that the institution had allotted a research fund worth Birr 100,000 in the past. The institution is always ready to fund the research projects of the faculty provided they are backed by academically sound proposals. (Interview with Abraham)

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for individual teachers to resign in the middle of the semester with only a one-month notice. (Proclamation No. 494/2006, Article 31)

As in all other institutions tenured employment is not practiced at St. Mary's University College. The management believes that it is premature to introduce tenure track in the employment system of private higher education institutions in Ethiopia. Certain legal and institutional frameworks ensuring the continuity and sustainability of private universities and colleges must be in place before introducing tenure into the system. (Interview with Wondwossen)

Table 6. Students' perspective on academic freedom at St. Mary's University College

No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
1	The academic community generally tolerate differing views	182	10	42	20	7	5	5	11
2	Students have public forums where they can debate and discuss critical issues	182	7	22	31	6	14	13	7
3	Students participate in various governing and decision-making bodies through their elected representatives	182	8	21	29	7	20	12	3
4	Students have opportunity to express their views on revisions of curriculum	182	6	18	24	13	17	15	5
5	Students fully enjoy freedom of assembly	182	13	28	21	14	13	8	3
6	Students fully enjoy freedom of thought	182	19	41	11	10	7	7	5
7	Students fully enjoy freedom of expression in the classroom/on campus	182	24	46	9	5	10	4	2
8	Most students can pursue their studies in the fields they choose or apply for	182	22	40	18	4	7	4	5
9	There is a student	182	24	29	26	7	8	3	2

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No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
	association (union) in the institution								
10	Students have a newsletter of their own	182	7	13	40	10	14	12	4
11	The student association/union is free, and run on democratic principles	182	9	19	36	9	12	9	5
12	The institution protects students against the violation of their human rights on campus	182	14	32	25	8	10	7	4
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	182	25	34	18	5	5	5	8
14	The majority of my classmates respect their teachers	182	38	41	10	3	3	1	4
15	There is no sexual harassment of female students by the academic staff ⁴	182	21	21	30	7	9	7	5
16	There is no sexual harassment of female students by the male students	182	22	29	27	9	5	4	3

⁴ The institution has put emphasis on ‘sexual harassment’ and legislated it in its faculty handbook with the view to protecting girls or ladies who are pursuing their education and/or working in the University College (Course Catalogue, pp 10-14). There was an instance where an instructor was forced to resign because of such unbecoming behavior. However, it was noted in the focus group discussion that at times students were subject to various forms of abuse. Some students were physically abused by their instructors. There were also students whose I.D. cards were unduly dispossessed by guards. At times students were also under-graded for expressing dissenting views in classes.

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No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
17	There is no sexual harassment of female students by the administrative staff	182	24	21	29	10	7	4	4
18	The majority of my teachers respect their students	182	20	47	13	4	8	4	4
19	The majority of my teachers listen to students' problems	182	14	45	14	3	14	7	4
20	In general, student evaluation of teachers is based on objective academic criteria	182	16	40	17	8	12	4	3
21	Student evaluation of teachers is not influenced by the grades the teachers give them	182	16	35	18	7	16	3	5
22	There is no religious discrimination that affects my academic freedom or study	182	37	44	8	3	2	3	3
23	There is no ethnic discrimination that affects my academic freedom or study	182	38	39	13	2	3	2	3

SA= Strongly Agree A= Agree `DK= Don't know UD= Undecided DA= Disagree
SDA= Strongly Disagree NR= No Reply

a substantial level of satisfaction and fulfillment on the part of the students in terms of the freedom of expression they enjoy in the class rooms (71%) and absence of religious (81%) and ethnic discrimination (77%). One can also say that there is a moderate level of tolerance in the academic community (52%) and a limited degree of freedom of thought (60%) in the College. Besides, students' right to choose their areas of study (62%), police intrusion into campuses (59%), sexual harassment of female students by male students (51%), teachers' respect

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for their students (67%), teachers' attention to problems of their students (56%), and objectivity of students' evaluation of teachers (56%) are not considered as serious problems among the students.

On the other hand, students felt that they lack public forums to debate and discuss critical issues (29%), participate in various governing and decision-making bodies (29%) and express their views in curriculum revision (24%). Furthermore, students have expressed their reservations with regard to the freedom of assembly (41%), students' newsletter (20%), and the democratic nature of student association (28%) in the College. Students don't seem to be confident that the institution would protect their human rights (46%), and female students would not be victims of sexual harassment by the academic staff (42%) as well as the administrative staff. (45%)

Quite obviously freedom and rights go along with duties and responsibilities. Accordingly the major duties and responsibilities of the teaching personnel are unequivocally stated in the College's faculty handbook. These include, but not limited to, participation of the faculty in the preparation of course syllabus and course outline, providing support and guidance to students, objective assessment of student performance, participation in curriculum development, timely submission of grades, observing and enforcing the rules and regulations of the College and taking up committee assignments. (Faculty Handbook, 34-35)

Table 7. Duties and responsibilities of the Faculty at St Mary's University College

No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
1	Cover over 80% of the contents defined in the syllabus for each of their courses	24	42	33	13	12	-	-	-
2	Attend 80% of the period assigned for the course	24	46	38	12	-	-	4	-
3	Use different teaching methods to address students' needs	24	17	63	12	-	8	-	-
4	Allot sufficient time for student consultation and advisement	24		38	29	13	8	8	4

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No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
5	Provide timely feedback on student tests and projects	24	29	33	17	4	13	-	4
6	Adequately prepare for their classes within the means provided by the institution	24	29	42	4	4	17	-	4
7	Provide fair and equal treatment to all types of learners	24	29	46	21	-	4	-	
8	Encourage free exchange of ideas in the classroom	24	21	29	29	4	4	-	13
9	Do not impose their personal convictions or views on students	24	13	38	29	4	13	-	4
10	Conduct scholarly research and disseminate results	24	8	29	21	17	17	4	4
11	Strive to develop their knowledge of their subject matter	24	29	46	17	8	-	-	-
12	Strive to improve their pedagogical skills	24	18	58	8	-	-	8	8
13	Base their research on honesty and impartial reasoning	24	17	21	21	25	4	-	13
14	Observe the ethics of research involving humans, animals and the heritage and the environment	24	8	29	25	25	4	-	8
15	Respect and acknowledge the scholarly work of academic colleagues and students	24	17	46	8	13	-	8	8

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No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	24	21	33	21	17	-	8	-
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	24	13	63	16	8	-	-	-
18	Handle honestly all funds entrusted to them	24	17	29	33	21	-	-	-
19	Are fair and impartial in appraisal of colleagues	24	8	50	13	13	4	4	8
20	Are fair and impartial in appraisal of students	24	17	54	4	13	4	-	8
21	Avoid misleading the public on the nature of their expertise	24	17	58	17	4	-	-	4
22	Contribute to the public accountability of their institution	24	17	63	4	12	-	-	4

It could be summed up from table 7 that the teaching personnel at St. Mary's University College discharges their duties and responsibilities properly, looked at from the point of view of course coverage (75% SA or A), class attendance (84%), method of teaching (79%), and adequate preparation (71%). The teaching staff have also fulfilled their duties in terms of providing fair and equal treatment to all types of learners (75%), developing their knowledge on the subject matter (75%) and developing their pedagogical skills (76%). Furthermore, the staff have been highly regarded for avoiding conflict of interest (76%), fairness and impartiality in appraisal of students (71%) and contribution to the public accountability of their institution (80%). On the other hand, the performance of the teaching staff is either unsatisfactory or very low in terms of giving timely feedback to students (62%), the allotment of sufficient time for student consultation (38%), encouragement of free exchange of views in classrooms (50%), none of imposition of their personal convictions or views on

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the students (51%), conduct of scholarly research and dissemination of results (37%) and fairness and impartiality in the appraisal of colleagues (58%).

Table 8. Students' view of teaching and learning at St. Mary's University College

No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	182	24	55	7	3	6	4	1
2	Majority of my teachers attend 80% of the period assigned for the course	182	30	53	7	3	4	2	2
3	Majority of my teachers do not impose their convictions or views on students	182	17	34	21	5	4	4	7
4	Majority of my teachers use different teaching methods to meet students' needs	182	13	41	9	7	21	6	3
5	Majority of my teachers allot sufficient time for student consultations and advisement	182	12	20	21	6	23	14	4
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	182	19	46	7	4	19	3	2
7	Majority of my teachers encourage free exchange of ideas in the classroom	182	31	42	9	4	8	2	3
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	182	16	43	17	6	8	5	4
9	The teaching/ learning situation is conducive for research by students	182	10	25	25	15	14	5	4
10	Majority of my classmates attend almost all of the periods assigned for the course	182	22	42	12	3	10	4	7
11	The students have easy access to the library facilities	182	33	36	11	7	7	4	2

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No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
12	Majority of my courses have textbooks, teaching materials and/or handouts	182	26	38	7	6	13	7	3
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	182	33	29	19	8	6	2	3
14	Assessment of my classmates does not generally make any discrimination based on their gender	182	36	29	15	6	5	4	4
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	182	36	31	13	8	9	1	3
16	Assessment of my classmates does not generally make any discrimination based on their political views	182	40	22	16	10	7	2	3
17	The institution's leadership shows high commitment for academic excellence	182	25	34	16	4	7	11	3

According to Table 11, students seem to be satisfied with their instructors from the point of view of course coverage (79%), class attendance (83%) and encouragement of free exchange of ideas in the classrooms (73%). Their rating is moderate when it comes to instructors' refraining themselves from imposing their views or convictions on students (51%), using different methods in their teaching (54%), and making adequate preparation for classes (59%). The overall teaching-learning environment is also considered as fairly reasonable in terms of student attendance (64%), students' access to the library (69%), and the availability of textbooks, teaching materials and handouts (64%).

Furthermore, a considerable degree of students felt that assessment is done free from ethnic discrimination (62%), gender discrimination (65%), and discrimination along political lines (62%). On the other hand, the students are not at all satisfied with the way consultation is being administered by the teaching staff (32%) and the conduciveness of the overall teaching-learning environment for research by students (35%).

One could see that there is a striking similarity between peer assessment and student assessment of the performance of the teaching personnel at St.

Mary's University College with respect to course coverage, class attendance, instructors' refraining from imposing their personal views or convictions on students, allotment of sufficient time for student consultation and objectivity in the appraisal of students.

Although the management is satisfied with the overall performance of the teaching staff as evidenced in the interview, certain failures of duty are still observed in their day-to-day operations. Absenteeism, late coming, early leaving, subjectivity in grading, late submission of grades, lack of motivation in the profession, excessive part-time load, and reluctance to take up assignments are the most glaring and common shortcomings noticed in some of the members of the teaching personnel of St Mary's University College. (Interviews with Wondwossen and Tedla)

9.2 The Evangelical Theological College

Academic Freedom at the Evangelical Theological College is different from the way it is normally perceived in other secular higher education institutions or envisaged in the 1997 UNESCO Recommendation. The exercise of academic freedom at ETC is subject to its conformity with the sixteen-points "Doctrinal Statement" that every employee is required to observe all along the contract period. The faculty handbook has clearly stated that each staff member "must be in agreement with the ETC's Doctrinal Statement indicating such agreement by personal signature" (p.13). It is also stated in the by-law that "failure to adhere to the ETC Doctrinal Statement shall be grounds for disciplinary action."(Ibid)

The management believes that the teaching staff could enjoy their academic freedom in as much as their actions and behaviors don't contravene with the Doctrinal Statement. It further contends that the fact that the institution is interdenominational gives additional leverage for the faculty to raise and discuss controversial issues such as baptism, the human nature of Christ and doctrine of eschatology with their students in classes. (Interview with Simeon) It was also further underscored during the focus group discussion that academic freedom is all about the search for truth through debate, discussion and deliberation but still in compliance with the Doctrinal Statement.

It goes without saying that the intellectual desire of the faculty and students to make critical inquiry on other delicate philosophical and theological issues and come up with alternative views is restricted right from the outset in as much as this is incompatible with the Doctrinal Statement. The prevailing view is that the College can't afford the luxury of entertaining pluralistic views in light of the fact that this may jeopardize its very existence as a religious institution.

Still, it has been noted in the focus group discussion that the faculty have considerable liberty to teach students based on the course syllabus and course

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outline. There is no interference on the part of the management in the actual teaching-learning process provided the fundamental ethical principles are observed. Moreover, the qualitative feedback from the teaching personnel suggests that the faculty are assigned as per their areas of specialization and are free to upgrade their skills.

Table 9. Faculty rights and freedom at ETC

No.	Conditions	No.	Percentile				
			Excellent	Good	Fair	Poor	No Reply
1	Freedom to teach in one's area of specialization	6	67	33	-	-	-
2	Freedom to carry out research and disseminate the findings	6	33	50	-	-	17
3	Freedom to improve one's knowledge and skills	6	67	17	-	-	17
4	Freedom to openly criticize institutional policies and practices	6	33	50	-	-	17
5	Freedom to form and participate in teachers associations	6		50	-	-	50
6	Freedom to fully exercise fundamental human rights	6	67	17	-	-	17
7	Freedom to criticize state policies on higher education and other national issues	6	-	17	17	-	67
8	Right to lodge an appeal in case of gross violation of one's rights	6	33	33	-	-	33
9	The right to be represented in the governing bodies of the institution	6	33	17	-	17	33
10	Participating in internal policy-making processes	6	50	33	-	-	17

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As indicated on table the status of academic freedom of the teaching personnel at ETC is remarkably high viewed against the rights of the faculty to teach in their areas of specialization (100%), carry out research and disseminate findings (83%), to improve one's knowledge and skills (84%), to openly criticize institutional policies and practices (83%), to fully exercise fundamental human rights (84%), and to participate in the internal policy-making process of the institution (83%). On the other hand, the teaching staff enjoys a moderate level of academic freedom with regard to the right to lodge an appeal against gross violation of human rights (66%) and have representation in the governing bodies of the institution are concerned. (50%)

There is no any teachers association at ETC. The faculty doesn't seem to be anxious to have one. The participants in the focus group discussion argued that the size of the faculty is so small that it doesn't warrant the existence of a professional association or union. It was also noted that the staff work hand-in-glove with the management that it doesn't need an association for the time being.

There is hardly any serious research going on at ETC. Whatever publications the institution might have so far is nothing more than communiqués. However, the faculty who took part in the focus group discussion admitted that the institution encourages research and attempts to solicit research funds. They also underlined that the freedom to conduct research is always there. It was further pointed out in the qualitative feed-back given by the faculty and the interviews held with the management that academic seminars and workshops are conducted occasionally. (Interview with Simeon)

Table 10. Academic Freedom at ETC: Students' perspective

No.	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
1	The academic community generally tolerate differing views	67	33	0	0	0	0	0
2	Students have public forums where they can debate and discuss critical issues	0	0	0	17	33	33	17
3	Students participate in various governing and decision-making bodies through their elected representatives	0	0	67	0	17	17	0
4	Students have opportunity to express their views on revisions of	17	17	17	0	50	0	0

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No.	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
	curriculum							
5	Students fully enjoy freedom of assembly	67	0	17	17	0	0	0
6	Students fully enjoy freedom of thought	67	33	0	0	0	0	0
7	Students fully enjoy freedom of expression in the classroom/on campus	83	17	0	0	0	0	0
8	Most students can pursue their studies in the fields they choose or apply for	100	0	0	0	0	0	0
9	There is a student association (union) in the institution	67	0	17	17	0	0	0
10	Students have a newsletter of their own	33	0	17	0	17	33	0
11	The student association/union is free, and run on democratic principles	33	0	17	33	17	0	0
12	The institution protects students against the violation of their human rights on campus	33	17	33	0	17	0	0
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	50	33	17	0	0	0	0
14	The majority of my classmates respect their teachers	67	33	0	0	0	0	0
15	There is no sexual harassment of female students by the academic staff	83	17	0	0	0	0	0
16	There is no sexual harassment of female students by the male students	83	17	0	0	0	0	0
17	There is no sexual harassment of female students by the	83	17	0	0	0	0	0

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No.	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
	administrative staff							
18	The majority of my teachers respect their students	67	33	0	0	0	0	0
19	The majority of my teachers listen to students' problems	50	50	0	0	0	0	0
20	In general, student evaluation of teachers is based on objective academic criteria	67	17	17	0	0	0	0
21	Student evaluation of teachers is not influenced by the grades the teachers give them	67	17	17	0	0	0	0
22	There is no religious discrimination that affects my academic freedom or study	83	17	0	0	0	0	0
23	There is no ethnic discrimination that affects my academic freedom or study	67	33	0	0	0	0	0

As depicted on table 10, there is a wider space for academic freedom at ETC in the eyes of the students. The students believe that there is a very high degree of tolerance among members of the academic community to differing views (100%). The report also shows that students at ETC fully enjoy freedom of thought (100%) and freedom of expression in the classroom/on campus (100%), and are entitled to pursue their studies in their areas of choice (100%). Moreover, the students seem to be comfortable with the complete absence of police intrusion (83%), and sexual harassment of female students by the academic staff, male students and administrative staff (100%). Furthermore, the students are happy with the respect and attention they get from their teachers (100%) and are at ease with the absence of religious and ethnic discrimination (100%) at ETC. Students' assessment of the status of academic freedom at ETC is moderate in terms of the freedom of assembly they have (67%), existence of student association (67%) and the ability and readiness of the institution to protect students against violation of their rights (50%). On the other hand, the students are highly skeptical about the existence of public forums (0%), participation of students in the governing and decision-making bodies of the institution (0%) and the freedom and democratic nature of the student association. (33%)

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The above responses tally with the qualitative information gathered from students through open-ended questions. Accordingly, students believe that there has never been any violation of human rights, sexual harassment and discrimination on the basis of religion, gender and ethnicity owing to the fact that ETC is a faith-based institution and that any such misbehavior would lead to punitive measures. Besides, many students share the view of the management that the interdenominational nature of ETC allows more room for the prevalence of academic freedom.

Students at ETC do have student council which they elect every year. The council has a working relationship with the dean of students. Whatever initiatives or complaints students may have, they can present it to the management through the dean. The council also takes up additional responsibilities of raising funds for needy students and organizing tutorial classes for academically weak students. (ETC Student Handbook 2004-07, 29) Nevertheless, the council's role doesn't seem to go beyond providing academic and social services to needy students. It has hardly any governing and decision-making role in the institution. The council doesn't have any representation in the faculty council or any other governing organ of the college either.

Table 11. Duties and responsibilities of the Faculty at ETC

No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
1	Cover over 80% of the contents defined in the syllabus for each of their courses	6	50	33	17	-	-	-	-
2	Attend 80% of the period assigned for the course	6	67	33	-	-	-	-	-
3	Use different teaching methods to address students' needs	6	-	83	17	-	-	-	-
4	Allot sufficient time for student consultation and advisement	6	17	50	17	17	-	-	-
5	Provide timely feedback on student tests and	6	-	67	17	17	-	-	-

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No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
	projects								
6	Adequately prepare for their classes within the means provided by the institution	6	33	50	17	-	-	-	-
7	Provide fair and equal treatment to all types of learners	6	50	50	-	-	-	-	-
8	Encourage free exchange of ideas in the classroom	6	33	67	-	-	-	-	-
9	Do not impose their personal convictions or views on students	6	33	50	-	17	-	-	-
10	Conduct scholarly research and disseminate results	6	-	33	-	33	33	-	-
11	Strive to develop their knowledge of their subject matter	6	33	50	-	17	-	-	-
12	Strive to improve their pedagogical skills	6	17	50	17	17	-	-	-
13	Base their research on honesty and impartial reasoning	6	17	67	-	-	-	-	17
14	Observe the ethics of research involving humans, animals and the heritage and the environment	6	17	17	17	33	-	-	17
15	Respect and acknowledge the scholarly work of academic colleagues and students	6	33	33	33	-	-	-	-

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No.	The majority of your close colleagues in your Department:	No.	Percentile						
			SA	A	DK	UD	DA	SD	NR
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	6	17	33	33	17	-	-	-
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	6	17	50	17	17	-	-	-
18	Handle honestly all funds entrusted to them	6	50	50	-	-	-	-	-
19	Are fair and impartial in appraisal of colleagues	6	50	50	-	-	-	-	-
20	Are fair and impartial in appraisal of students	6	50	50	-	-	-	-	-
21	Avoid misleading the public on the nature of their expertise	6	17	67	-	-	-	-	17
22	Contribute to the public accountability of their institution	6	17	67	-	17	-	-	-

According to faculty peer evaluation, the teaching personnel at ETC successfully discharge their professional duties and responsibilities in terms of course coverage (88% SA, A), class attendance (100%), usage of different teaching methodologies (83%A), adequacy of preparation for classes (83%), fairness to and equal treatment of all learners (100%) and encouragement of free exchange of ideas in classrooms (100%). The assessment also affirms that the teaching staff make a good effort to develop knowledge of the subject matter they teach (83%), are fair and impartial in the appraisal of their colleagues (100%) and contribute towards making their institution accountable (84%). Moreover, the faculty are reported to have a moderate performance in student consultation and advisement (67%), giving timely feedback on students' tests and projects (67%), and improving their pedagogical skills (67%). On the other hand,

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the involvement of the faculty in scholarly research (33% A) and their observance of research ethics is very negligible (34%).

Table 12. Students' views of conditions of teaching-learning at ETC

No.	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	89	7	4	-	-	-	-
2	Majority of my teachers attend 80% of the period assigned for the course	86	10	4	-	-	-	-
3	Majority of my teachers do not impose their convictions or views on students	68	21	4	-	-	-	-
4	Majority of my teachers use different teaching methods to meet students' needs	46	46	4	4	-	-	-
5	Majority of my teachers allot sufficient time for student consultations and advisement	25	32	11	7	7	4	11
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	75	18	4	-	4	-	-
7	Majority of my teachers encourage free exchange of ideas in the classroom	64	32	4	-	-	-	-
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	68	18	14	-	-	-	-
9	The teaching/ learning situation is conducive for research by students	54	18	11	-	-	-	11
10	Majority of my classmates attend almost all of the periods assigned for the course	75	18	4	-	-	-	-
11	The students have easy access to the library facilities	82	14	4	-	-	-	-

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12	Majority of my courses have textbooks, teaching materials and/or handouts	86	14	4	-	-	-	-
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	82	14	4	-	-	-	-
14	Assessment of my classmates does not generally make any discrimination based on their gender	71	18	4	-	-	-	-
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	61	25	14	4	-	-	-
16	Assessment of my classmates does not generally make any discrimination based on their political views	64	21	8	4	4	-	-
17	The institution's leadership shows high commitment for academic excellence	79	18	4	-	-	-	-

As it can be observed from table 12, ETC's faculty are dutiful in terms of course coverage (96%), class attendance (96%), application of various teaching methods (92%), quick feedback given to students (93%), encouragement of free exchange of ideas in the classroom (96%) and adequate preparation for classes (86%). Very much like the peer evaluation, the performance of the teaching personnel in terms of student consultation and advisement is not as satisfactory (57%).

The qualitative data gathered from students along the same line of inquiry reflects similar views. The respondents are of the opinion that most of the instructors at ETC are diligent, devoted, honest and very friendly. Punctuality, impartiality, objectivity, self-motivation are some of the qualities the students ascribe to their teachers. Some even argue that instructors never fail to meet their obligations because they are "Servants of God", and any such failure is tantamount to ethical corruption.

The management is also satisfied with the performance of the faculty. The principal pointed out that problems such as absenteeism, late-coming, lack of interest in the profession, subjectivity in grading, which are common Achilles' heel in other higher education institutions, are virtually absent at ETC. (Interview: Simeon)

10. Terms and Conditions of Employment

The 1997 UNESCO Recommendation spells out that “the employers of higher-education teaching personnel should establish such terms and conditions of employment” that is “conducive for effective teaching and/or research and/or scholarship” (Article 40). The 1997 Recommendation further underscores that salaries as well as working conditions should be determined through negotiation between the employers and organizations representing the higher education teaching personnel (Article 53). Articles 58, 63, and 69 of the Recommendation also call for periodic revision of salaries, social security and benefits, and adequate annual vacation with full pay to the higher education teaching personnel. Pertinent issues such as the existence of “a just and open system of career development including “fair procedures for appointment” and “promotion and dismissal” are dealt with in the recommendations’ (Article 43). Moreover, it is stated that no member of the academic community should be subject to discipline including dismissal except for just and sufficient cause related to professional conduct. (Article 48 and 50)

10.1 St. Mary’s University College

The terms and conditions of employment at St. Mary’s University College is assessed on the basis of the feedbacks given by the faculty, students and the management.

Table 13. Conditions of service at St Mary’s University College

No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
1	The terms and conditions of employment create an enabling work environment for teaching and research	24	8	54	8	4	13	8	4
2	The terms and conditions of employment are free from discrimination of any kind	24	13	21	29	4	8	17	8
3	Teaching personnel have the right to negotiate the terms and conditions of employment	24	13	17	17	8	29	8	8

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No.	Conditions	No.	Percentile						
			SA	A	DK	UD	DA	SDA	NR
4	There is a just and open system of career development, including promotion	24	-	21	17	13	25	17	8
5	The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	24	4	4	29	17	13	25	8
6	The institution secures scholarships for staff through its international networks and collaborations	24	8	4	13	21	29	17	8
7	The institution promotes research by securing adequate funds through its international networks and collaborations	24	8	33	21	13	17	-	8
8	The reasons for contract termination are known and based on advance notice	24	8	21	42	4	8	8	9
9	Dismissals are in accordance with the institution's current rules and regulations	24	8	21	33	5	25	-	8
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	24	4	46	25	-	4	13	8
11	The assessment is based on known, standard academic criteria	24	8	55	25	-	4	-	8
12	Assessment results are made known to the individuals staff member concerned	24	13	54	17	-	4	-	13
13	The teaching personnel have the right to appeal to an impartial body against any assessment they deem unfair	-	4	13	50	13	-	13	8

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Table 13 shows the faculty barely believe that the terms and conditions of employment at St Mary's University College creates an enabling environment for teaching and research (62% SA, A), ensures objectivity and fairness in the staff evaluation (50%) and allows for timely communication of assessment results (67%). On the other hand, the terms and conditions of employment appear to be uncondusive to the teaching personnel with regard to a discrimination-free employment procedure (34%), faculty's negotiating power vis-à-vis the management (30%), a just and open system of career development including promotion (21%A), provision of sabbatical and research leaves (8%), scholarship arrangement (41%), transparency in contract termination (29%), legality of dismissal procedures (29%) and staff's right of appeal to an impartial body (17%).

It has been pointed out in the focus group discussion with the faculty representatives and the interviews held with the management that research and sabbatical leaves have not so far materialized despite the fact that both of them are stipulated in the faculty handbook of the University College. Quite understandably the leadership ascribes this to the young age of the institution, which is hardly seven years old since its advent as full-fledged college. (Interview with Wondwossen)

In the absence of a teachers union, the teaching personnel lack the collective strength to defend and promote their rights, and to negotiate the terms and conditions of employment. It has been reiterated in the focus group discussion that the staff lack an organizational set up of their own to channel their complaints and carry out collective bargaining with the management.

The University College has a grievance handling procedure stated in its faculty handbook which, among other things, includes the reporting mechanism, the complaint investigation procedure, the confidentiality of the case and the decision making process. In most cases, the academic dean does the investigation and the president gives final decision. There is no staff discipline committee in the University College which is entrusted with the disciplinary problems of the faculty and ensures sufficient representation of the teaching staff. (Interview with Tedla)

Under these circumstances, the institution lacks an impartial and independent body which could attend to the appeals coming from the teaching personnel. It was pointed out in the focus group discussion that there were instances of unwarranted dismissal of staff by the management. A case in point was the decision by the management to dismiss the wife of a former staff who himself was forced to resign due to his double employment. According to the management, this decision was taken because it was suspicious that she would leak information to her husband who had already filed a suit against the University College.

Staff evaluation is carried out at the end of every semester and some time before the beginning of the semester examination. Instructors are evaluated by their students and department heads twice a year. Besides, instructors involved in the summer program are evaluated for the third time. Department heads assign neutral instructors to administer student evaluation. Evaluation results are distributed to instructors immediately after they are processed by the Center for Research and Quality Assurance. At times there are complaints on the part of instructors about the objectivity of student evaluation. Although it is not always the case, there are instances when students underrate serious and demanding instructors while they give laissez-faire instructors high marks. The University College is now in the process of automating the student evaluation, which is due to start in the following semester. The institution has also decided to launch what is called comprehensive evaluation, which will comprise peer evaluation and self-evaluation in addition to the modalities of evaluation currently practiced. (Interview with Abraham)

The University College is far from having a clear staff development policy. The external audit report released by HERQA recommended that staff development at St. Mary's University College should be managed and budgeted. It also proposed that a clear staff development plan should be worked out "to enable the staff to be aware of what specific training is to happen at any time of the year". (HERQA Publications Series-005, p.3) It is indicated further in the report that a staff development committee has to be established "to advise on the staff development needs" of the College and the links between the staff development plan and the College's strategic plan. (Ibid) Although it is not done in a systematic manner, the institution has been encouraging the staff to join local graduate programs by reducing their teaching load. Nonetheless, no serious attempt has been made so far by the institution to arrange scholarship for the faculty through international networks. (Interview with Tedla)

Table 14. Salary at St Mary's University College

No	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
1	Reflect the important role of higher education in society	13	25	8	4	16	13	21
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	4	38	21	8	16	-	13

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No	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
3	Adequate to sustain a reasonable standard of living for themselves and their families	4	29	4	4	46	-	13
4	Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	29	29	16	-	13	-	13
5	Are so insufficient as to act as an incentive to attract or retain talented staff	16	42	13	-	13	4	13
6	Are fully paid when the staff member is studying for a higher degree abroad	-	8	33	-	21	25	13
7	Are revised periodically to take into account the rising cost of living	-	8	16	4	30	21	21
8	Teachers are adequately compensated for carrying extra workload	8	46	13	-	16	4	13
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	4	-	25	4	33	21	13

Table 14 depicts the level of satisfaction the teaching personnel at ETC have with the salary they are currently paid. Accordingly, not many of the respondents believe that the faculty resort to private consultancy and extra teaching to supplement their income (58% SA, A), the salary paid currently is attractive (58%) and the teaching staff get adequate compensation for the extra load they carry (54%). On the other hand, very few of the teaching personnel are of the opinion that the salaries paid at St Mary's University College represent the important role of higher education in society (38%), are competitive with salaries paid in other occupations requiring similar qualifications (42%), are adequate to lead a reasonable standard of living (33%) and are revised periodically to make them comply with the rising cost of living (24%). Besides, the teaching staff don't believe that they are adequately compensated for annual leaves lost because of extended teaching (4% A).

Salaries are basically determined on the basis of qualifications or academic ranks, teaching experience and fields of specialization of the faculty. The management has a salary scale which provides for possibilities of vertical growth and horizontal growth. While the vertical growth is an outcome of improvement in one's qualification or academic rank, the horizontal growth is determined on the basis of experience and performance report. There are also rare instances whereby salaries are determined through negotiation between the management and individual instructors. (Interview with Wondwossen)

It has been observed in the focus group discussion that most of the staff are not that happy about the salary they are currently paid. The management feels that it has already stretched itself to the limit mostly because of the exorbitant building rent it has to settle. (Ibid) Participants in the focus group discussion also expressed their disappointment at the subjectivity of the management in fixing the salaries of individual instructors with similar qualifications and experiences. People in the management said that they occasionally resort to such a policy because they are dictated by the market. (Ibid)

The staff are also entitled to annual leave⁵*, maternity leave, provident fund of 10% of one's basic salary and medical insurance. (Faculty Handbook, pp. 175-76)

Table 15. Faculty disciplinary problems at St. Mary's University College

No.	Conditions	No.	Percentile				
			Always	Freq.	Seldom	Never	NR
1	Persistent neglect of duties	24	-	4	63	13	21
2	Gross incompetence	24	-	4	63	17	17
3	Fabrication of falsification of research results	24	-	-	17	58	25
4	Serious financial irregularities	24	-	-	21	58	21
5	Sexual misconduct with students	24	-	8	29	46	17
6	Falsifying grades in return for money, sexual or other favors	24	-	8	33	42	17

⁵ Annual leave is not administered in a structured manner. It is not envisaged in the academic calendar of the University College either. Instructors could be advised to take their annual leaves at any time in the middle of the year without prior notification.

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As shown in table 15, the University College does not seem to encounter serious faculty disciplinary problems. Most Respondents think that neglect of duties and gross incompetence are seldom observed among the teaching staff (63%). Besides, falsification of grades in return for sexual and other favors happens to be a rare disciplinary problem (33%). Falsification of research results and financial irregularities are said to occur very rarely (17% and 21%, respectively).

10.2 The Evangelical Theological College

The conditions of service at ETC is assessed in light of the terms and conditions of employment, salary, grievance handling procedures, career development scheme and disciplinary problems of the faculty.

Table 16. Conditions of service at ETC

No.	Conditions	No.	SA	A	DK	UD	DA	SD	NR
1	The terms and conditions of employment create an enabling work environment for teaching and research	6	50	50	-	-	-	-	-
2	The terms and conditions of employment are free from discrimination of any kind	6	67	33	-	-	-	-	-
3	Teaching personnel have the right to negotiate the terms and conditions of employment	6	50	17	33	-	-	-	-
4	There is a just and open system of career development, including promotion	6	17	50	-	17	-	-	17
5	The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	6	17	17	17	33	17	-	-
6	The institution secures scholarships for staff through its international networks and	6	17	67	-	-	17	-	-

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No.	Conditions	No.	SA	A	DK	UD	DA	SD	NR
	collaborations								
7	The institution promotes research by securing adequate funds through its international networks and collaborations	6	17	-	17	33	33	-	-
8	The reasons for contract termination are known and based on advance notice	6	17	33	50	-	-	-	-
9	Dismissals are in accordance with the institution's current rules and regulations	6	33	33	33	-	-	-	-
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	6	33	67	-	-	-	-	-
11	The assessment is based on known, standard academic criteria	6	50	50	-	-	-	-	-
12	Assessment results are made known to the individuals staff member concerned	6	50	50	-	-	-	-	-
13	The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	6	17	33	17	-	-	1	17

As shown in table 16, a great deal of the respondents believe that terms and conditions of employment at ETC are conducive for teaching and research and are free from discrimination of any kind (100% SA, A). Moreover, there is a greater degree of satisfaction among the teaching staff with respect to scholarships arranged by the institution through its international linkage (84%), the objectivity and fairness of staff evaluation (100%), and the transparency and accessibility of assessment results (100%). The terms and conditions of employment is rated as moderate from the point of view of the negotiating power of the teaching personnel (67%), the existence of a just and open system of career

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development (67%), the lawfulness of dismissals (66%) , the right of the faculty to appeal to an impartial body (50%) and the transparency in contract termination procedures (50%). On the other hand, the faculty's rating is visibly low in terms of the efforts of the institution to facilitate sabbatical and research leaves (34%) and promote research and solicit adequate funds (17%).

Table17. Salary at ETC

No.	Conditions	Percentile						
		SA	A	DK	UD	DA	SDA	NR
1	Reflect the important role of higher education in society	-	33	17	17	17	-	17
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	-	50	17	-	17	-	17
3	Adequate to sustain a reasonable standard of living for themselves and their families	-	33	17	-	33	-	17
4	Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	-	-	50	17	-	17	17
5	Are so insufficient as to act as an incentive to attract or retain talented staff	-	-	17	33	17	17	17
6	Are fully paid when the staff member is studying for a higher degree abroad	33	33	17	-	-	-	17
7	Are revised periodically to take into account the rising cost of living	-	50	17	17	-	-	17
8	Teachers are adequately compensated for carrying extra workload	-	-	33	-	33	17	17
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	17	-	33	-	17	17	17

Table 17 shows the degree of satisfaction of the teaching personnel of ETC with the salary they are currently paid. Accordingly, not many of them think that their salaries are competitive (50% A) and revised periodically to meet the rising cost of living (50%). A considerable number of the respondents also believe that the staff get compensation when they go abroad for higher studies (66%) Furthermore, the respondents don't seem to believe in or recognize that the salaries paid at ETC are so insufficient as to lure teachers to engage in private consultancy or extra teaching to supplement their income. Similarly, they are either unsure or don't think that the salaries are so insufficient as to become an incentive to retain or attract talented staff. On the other hand, very few of the teaching personnel seem to believe that the salaries paid at ETC reflect the important role of higher education (33% A) and are adequate to enable them to lead a reasonable standard of living (33%). Few accept the sufficiency of the compensation paid for the annual leaves lost because of extended teaching (17% SA)

The interviews held with the management and the focus group discussions suggest that the institution has a salary scale and benefit package. ETC provides a 5% annual increment to each staff with good performance. It also provides a 7% provident fund, medical insurance of up to Birr 3,000 annually, transport allowance, severance pay and compensation (Faculty Handbook, 63-66). Besides, the institution has introduced into the system sabbatical leave, annual leave, sick leave, special leave, maternity leave, mourning leave, wedding leave, ministry leave, and leave without pay (Op cit pp. 60-62). However, sabbatical leave has not yet been availed.

The ETC has a transparent grievance handling procedure which intends "to avoid unnecessary exchange of grievance reports" that may erode "the conducive working atmosphere and staff relationship" (Ibid. p. 67). What is missing in the procedure is a discipline committee or its equivalent in which the teaching personnel are adequately represented. Conflicts are resolved through the intervention of supervisors, including the principal who is the ultimate decision-maker.

The institution has a staff development policy. The interviews held with the management also suggest that the institution has a regular scheme whereby instructors are sent abroad for graduate training. Salaries are also paid to the staff or his/her family while on training abroad. (Interview with Simeon)

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Table 18. Faculty disciplinary problems at ETC

No.	Conditions	No.	Percentile				
			Always	Freq.	Seldom	Never	NR
1	Persistent neglect of duties	6	-	-	33	67	-
2	Gross incompetence	6	-	-	33	67	-
3	Fabrication or falsification of research results	6	-	-	17	83	-
4	Serious financial irregularities	6	-	-	33	67	-
5	Sexual misconduct with students	6	-	-	-	100	-
6	Falsifying test results or final grades in return for money, sexual or other favors	6	-	-	-	100	-

As shown in table 18, some degree of neglect of duties, gross incompetence, and financial irregularities (33%) are observed among the teaching personnel at ETC. On the other hand, no instance of sexual misconduct and falsification of student grades have been experienced (100%). Besides, a great majority of the respondents (83%) confirm that there has been no instance of fabrication or falsification of research results.

11. Summary of Findings

- 11.1 The study has revealed that the 1997 UNESCO Recommendation is unknown to both the executive and the staff of the two institutions under study.
- 11.2 The Higher Education Proclamation has a lot of gaps to fill before it could sufficiently meet the standards set by the 1997 UNESO Recommendation.
- 11.3 The study has confirmed that St Mary's University College enjoys a considerable degree of institutional autonomy in terms of financial management, resource allocation, staff recruitment, program expansion,

student enrollment and curriculum development. However, the research has also unveiled that the level of accountability of the University College is questionable in light of faculty representation and participation in the governance and decision-making process of the institution. In this regard the marginalization of the staff from the selection or appointment of the leadership on the one hand, and the preparation of the action plan of the institution on the other, appear to be more pronounced.

- 11.4 The research has shown that there is a significant level of institutional autonomy at ETC with respect to student enrollment, curriculum development, staff appointment, curriculum development, program expansion, action plan preparation and self-government. However, it has also disclosed that the accountability is negligible from the point of view of free selection of the leadership and staff representation in the governance of the College.
- 11.5. According to the study, St Mary's University College's accountability is noticeable in terms of its legal standing as a business organization, the accreditation of its academic programs, transparency of its rules and regulations, elaborated organizational structure, commitment to quality and excellence, and commitment to the provision of distance education in the country. On the other hand, the accountability of the University College leaves much to be desired looked at from the point of view of having clear rules and procedures governing the appointment, terms of office and the jurisdiction of the CEO; the demarcation of authority between the CEO and the General Assembly, the existence of honest and open accounting system, communication of its mission and the employability of its graduates.
- 11.6 The study has clearly shown ETC's public accountability on the basis of its effort to communicate its mission to the public and commitment to quality and excellence, the existence of honest and open accounting system, the transparency of its systems and the demarcation of authority between the Board of Trustees and the Executive. Nevertheless, the research has also revealed that the institution is far from enhancing faculty participation in developing quality assurance system.
- 11.7 It is highlighted in the study that the academic freedom of the Teaching personnel at St. Mary's University College is visible with respect to the rights to teach in their areas of specialization, to carry out research, to improve their knowledge and skills, to openly criticize institutional policies

and to be represented in the governing bodies of the institution. Besides, it is confirmed that there is a limited degree of freedom with regard to faculty rights to lodge an appeal against gross violation of their rights. On the other hand, the study has also affirmed that the rights of teaching personnel are far from being realized with respect to forming their own association and criticizing state policies on higher education and other national issues. By the same token, students' appraised the status of academic freedom at St. Mary's University College as unsatisfactory in terms of the existence of public forums for students, participation of students in the governing bodies of the institution, student involvement in curriculum revision, freedom of assembly, and absence of sexual harassment.

- 11.8 The study has highlighted that the perception of academic freedom at ETC is different from its conventional meaning in many other higher education institutions. Nonetheless, the research has also demonstrated the conviction of the College to respect the rights of the faculty to teach in their areas of specialization, to carry out research, to criticize institutional policies, and to participate in the internal policy making process of the College. On the other hand, it is deduced that there is some degree of faculty freedom to lodge an appeal against gross violation of rights and to be represented in the governing bodies of the institution. Likewise, students' assessment of the status of academic freedom at ETC is reasonable with regard to the presence of students' association and the protection of their rights by the institution. However, the students have serious concern about the absence of public forums for students and lack of their involvement in the governance of the College.
- 11.9 The study has shown that the terms and conditions of employment within which the teaching personnel of St. Mary's University College operate leaves a lot to be desired in terms of the negotiating power of the faculty, the existence of a just and open system of career development, faculty rights of appeal to an impartial body and the adequacy and competitiveness of the salary structure.
- 11.10 The research has demonstrated that the overall environment at ETC is conducive for teaching and research, scholarships are arranged by the College through its international linkages and student evaluations are fair and accessible. It is also revealed in the study that the teaching personnel enjoy some amount of negotiating power, a limited degree of a just and open system of career development as well as the right of appeal to an impartial body. The research has also highlighted the faculty's reservations

about the adequacy of the salary paid at ETC on the one hand, and its insufficiency as to push the staff to engage in private consultancy, on the other.

12. Conclusion

- 12.1 It is very clear from the findings that neither the leadership nor the teaching personnel of the two institutions is aware of the existence of 1997 UNESCO Recommendation. There has never been any institutional mechanism to disseminate important and relevant international instruments such as the UNESCO Recommendation among higher education institutions in Ethiopia. There is no clarity among the teaching personnel of both institutions on whether it is the responsibility of the regulatory body, the professional associations like the Private Higher Education Associations, the UNESCO National Office in Addis or the institutions themselves to popularize and enforce these instruments.
- 12.2 The 2003 Higher Education Proclamation is far from meeting the standards of the UNESCO Recommendation in general and the application of its provisions in the context of private higher educational institutions, in particular.
- 12.3 The study suggests that both St Mary's University College and the Evangelical Theological College enjoy a considerable degree of institutional autonomy in terms of curriculum development, student enrollment, program expansion, staff appointment and self-government. However, both colleges are far from being democratic in terms of faculty representation in institutional governance and the participation of the teaching staff in the free selection of the leadership. Furthermore, the teaching personnel have been marginalized from the preparation of operational plan at St. Mary's University College.
- 12.4 Both institutions have made significant strides towards ensuring public accountability. However, St. Mary's University College's accountability leaves much to be desired with regard to the absence of a clear demarcation of authority between the CEO and the General Assembly, lack of transparency in the accounting system and non-existence of well-thought out employment tracer study for its graduates. ETC inability to set up an elaborated organizational structure and enhance faculty participation in developing quality assurance systems calls for improvement.

- 12.5 As the research findings have thus shown, there is a significant achievement with respect to the exercise of the academic freedom of the teaching personnel at St. Mary's University College. Nevertheless, the study has also demonstrated that the faculty still lack their own association and don't feel secure to criticize state policies on higher education and other national policies. Moreover, students' assessment shows the overall status of academic freedom is unsatisfactory in light of the absence of a participatory environment in the University College.
- 12.6 It could be deduced from the study that the rights and academic freedom of the teaching personnel at ETC are ensured to a reasonable extent in spite of the variation in the institutional perception of academic freedom. However, it is clear that the faculty are still unsatisfied with their right of appeal as well as right of representation in the governing bodies of the College. The students are also not satisfied with the absence of public forums and their non-involvement in the governance of the institution.
- 12.7 The terms and conditions of employment of the teaching personnel at St. Mary's University College are far below the standards set in the 1997 UNESCO Recommendation. The study has shown that the faculty are deprived of any negotiating power, right of appeal to an impartial body and a just and open system of career development. Besides, most of the teaching staff believe that the salary they are paid is inadequate and not competitive.
- 12.8 The overall environment at ETC is conducive for teaching and learning and research. The faculty have benefited from the scholarships the College arranged through its international networks. It also appears that the teaching personnel enjoy some amount of negotiating power, a reasonable degree of right of appeal to an impartial body and a limited window of opportunity for a just and open system of career development. However, the staff seem to have its own reservations about the adequacy of the salary paid at ETC on the one hand, but at the same time expressed their doubts on the insufficiency of the pay as to push the faculty to engage into other private consultancy activities.

13. Recommendations

The following recommendations are made on the basis of the research findings and the conclusion.

- 13.1 In view of the fact the management as well as the teaching personnel of the two institutions under study are not all aware of the 1997 UNESCO Recommendation, the UNESCO national office in Ethiopia and the government of Ethiopia and/or the private higher education institutions association, should popularize the Recommendation among the academic community.
- 13.2 The Higher Education Proclamation as well as the legislations of the colleges need to be revised to incorporate important provisions from the UNESCO Recommendation.
- 13.3 Both institutions should ensure faculty representation in their respective governance structures, and the participation of the teaching personnel in the decision-making processes, including selection of the top leadership.
- 13.4 There is no doubt that the management of St. Mary's University College has commanded respect from its teaching as well as administrative staff for the commitment and courage it has so far displayed in building the organizational capacity of the institution within such a short period of time. The representatives of the academic and administrative personnel who took part in the focus group discussions unanimously share this view. Nevertheless, more is still to be desired with respect to the accountability of the institution in terms of the demarcation of authority between the CEO and the General Assembly on the one hand and its financial transparency on the other. This problem is not peculiar to St. Mary's University College. It is common to all private higher education institutions organized in the form of PLC in general, and those where proprietorship and governance are inextricably intertwined. The PLC, unlike publicly traded organizations, doesn't have provisions for the existence of superior regulatory organs such as Board of Directors and/or Board of Trustees to which the CEO is answerable. It may not be prudent to promote this type of proprietary structure any longer in the governance of higher education institutions, which are expected to last for generations and are critically linked with the destiny of the youth and the development endeavors of the nation at large. It would therefore be both in the interest of the private institutions and the public to encourage and motivate these institutions to gradually evolve into publicly traded organizations. Such a paradigm shift will not only augment the financial and organizational capacity of these institutions, but will also insure their accountability to the public. The regulatory body should also put in place the necessary legal and institutional framework to effect this

transition. It would also be pragmatic for all stakeholders to make an intermediary arrangement that can serve as a stepping-stone to the eventual transition of these institutions into publicly traded organizations.

- 13.5 It is imperative for ETC to further elaborate its organizational structure and set up academic departments, department councils and academic commission which are essential for the proper functioning of any higher education institution. Faculty autonomy and faculty participation are empty words without such organs which are basic platforms for the exercise of academic rights. The College also needs to enhance faculty participation in developing quality assurance systems. Moreover, the tradition of committee activities should be encouraged and strengthened.
- 13.6 As it is implicit in the UNESCO Recommendation it would be naïve to expect the full-fledged realization of the academic freedom and rights of the teaching personnel in higher education institutions without the exercise of the right to associate. The establishment of such associations will help to create a vibrant academic environment that promotes the interests of both the academic community and the public.
- 13.7 Students should be allowed to send their representatives to the academic commissions or senates to take part in the governance and decision-making process of both institutions. The student associations of both institutions should be encouraged to play active roles in this regard.
- 13.8 As it has already been pointed out by the HERQA External Audit team, St. Mary's University College needs to have a clear and transparent staff development policy. This is very crucial in view of the role of qualified personnel in the overall development endeavor of higher education institutions.
- 13.9 Both institutions should also introduce a fair and just grievance handling procedure whereby complaints and disputes of the teaching personnel can be handled by an independent and impartial body which consists of faculty representatives.
- 13.10 Salaries need to be revised periodically in both institutions so as to make them compatible with the rise in the cost of living. Besides, salary policy must be transparent and accessible to the teaching personnel.

- 13.11 Serious efforts must be exerted by the management of St. Mary's University College to ensure the employability of its graduates. It is advisable to involve the business and industrial community in the preparation and revision of the curriculum so as to make it relevant to the world of work. It is also equally important for the University College to introduce a well organized tracer study on the employability of its graduates in collaboration with the employers.
- 13.13 The management of St Mary's University College should hold regular general staff meetings at least once in a semester. This will give an opportunity to both parties to come together to appraise their past performances and set future directions.
- 13.14 The regulatory body should provide support to those institutions which have established their reputation through their unwavering public accountability. The support could be given in the form of lease-free land grant and soft loan to these institutions and financial aid to their students.

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Academic Freedom in Ethiopia: Perspectives of Teaching Personnel

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The Cases of Unity University College and HiLCoE School of Computer Science and Technology

*Derese Getachew**

1. Academic Freedom and Higher Education Institutions in Ethiopia

1.1 Post-1991 Higher Education Expansion in Ethiopia: Prospects and Problems

Over a decade and half have lapsed after the downfall of the *Dergue* and it is appropriate to examine the Higher Education Policy of the incumbent EPRDF-led government. In so doing, we have to explore not just the imperatives but also the practicalities of Higher Education Reform currently underway. The beginning of the EPRDF reign was marred with suspicion, fear and harsh measures towards HEIs in general, and Addis Ababa University in particular. The first clash happened on January 4, 1993, when security forces fired live ammunition into the crowd of unarmed students, beat and arrested large numbers of Addis Ababa University (AAU) students. Four months later (April 1993) the government summarily dismissed 42 professors who had been critical of the government. This was a terrible blow to a University that has enjoyed little capacity building and academic freedom during the *Dergue* period.

These clashes and confrontations between the University community and the incumbent government have continued ever since. In February 2000, Oromo AAU students protested against the government's failure to extinguish forest fires. It was reported that a student was killed and up to 300 were arrested (Human Rights Watch 2003). In April 2001, AAU students went on strike demanding academic freedom, including the rights to organize a student union and publish a student newspaper and removal of armed police from campus. Again police forces raided the campuses, beat and hundreds of students. Students went on a one-year campus strike. They were readmitted after signing up papers stating that they have dropped their demands for academic freedom. In

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December 2002, the University president along with the vice-presidents resigned complaining that the government was encroaching on the institutional autonomy of the University while forcing academic staff members sit for a party-type *gimgema*, i.e., appraisal. All of these happenings reinforce the fact that state-university relations in Ethiopia have turned sour post-1991. The government's track record is so chequered and this has poisoned the environment within which the regime was trying to push its Higher Education reform programs.

The incumbent regime repeatedly states that the level of enrolment, the number of graduates, and the contribution of the sector to the country's development has been limited. A prominent ex-official in the MOE writes, "The higher education system was mediocre by not being in a position to inspire the country's government and society towards poverty alleviation and sustainable development" (Teshome 2003, 4). Even though it is not clear on how mediocrity could be measured at an institutional level, the government professed a determination to do away with it. Hence, it launched what was dubbed the Higher Education Expansion and Reform agenda from the early 90s. Two conferences were held in Adama (1995) and Bishoftu (1996) consecutively where the status, problems and prospects of the Ethiopian higher education system were discussed.

The outcome of these deliberations was a document entitled "*Future Directions of Higher Education in Ethiopia (1997)*". According to Teshome (2003, 7), the major problems identified in this document are "a) the lack of clarity and vision, b) problems of quality and relevance, c) lack of program and institutional evaluation mechanisms, d) financial and resource constraints, e) inability to mobilize alternative financial resources, f) inefficient resource utilization, and g) poor quality and community of leadership". It seems like the onus of the blame lay with the University leadership and staff members who were considered to lack the vision and mission, the wit to solicit extra funding resources, to constantly upgrade the quality of their staff through evaluation and furnish relevant products. The government wanted HEIs to put their house in order by fending for themselves, utilizing their resources efficiently, and engaging themselves in constant appraisal exercises. These were believed to weed out the 'mediocrity' earlier quoted. There was no mention of issues relating to academic freedom and institutional autonomy of higher education systems in Ethiopia. These, the writer believes, are staggering omissions that would impinge on the effectiveness of the government's reform agenda.

A striking observation in government policy is the recognition that the quality of graduates from Ethiopian Higher Education institutions has been declining. Following from that is the conviction to address issues that have contributed to this decline. This, the Ministry reckoned, could be handled by introducing a national Quality and Relevance Assurance Agency (QRAA) (later

Higher Education Relevance and Quality Agency – HERQA), mandated to review and evaluate the quality and the practical relevance of HEIs in Ethiopia. Another is the National Pedagogical Resource Centre (NPRC) mandated to equip and enhance the pedagogic skills of university and college instructors. Accordingly, almost all HEIs in Ethiopia were urged to revise and update their curricula. One challenge in implementing these reform measures, Teshome (2003, 9) states, was that the academia in the older HEIs¹ “do not accept any change and was at the centre of this resistance”. One gathers that officials saw not only mediocrity but also resistance to their reform agenda. There was not, however, any explanation why such resistance was faced nor how it manifested itself in these institutions. It is, however, clear that the government’s approach has been top-down in curriculum revision, student enrolment, program development and institutional reforms and restructuring which closed avenues for dialogue and initiative between the university community and the higher authorities. A subsidiary reform measure meant to ensure high quality and relevance was “putting the students at the centre of the system”. This line of reform *inter alia* meant calling a series of meetings (at the department, faculty and university level) where students appraise their teachers publicly and make the latter account for their alleged weaknesses and mistakes. This would allow the instructors *swallow their criticisms*.²

The second frontier of the reform agenda was broadening access by expanding the intake of existing Higher Education institutions. This materialized by creating four new regional universities (2000) through merging smaller tertiary institutions and by opening up new graduate (Masters Level) programs. Resource wise, the government thinks that Higher Education institutions are costly establishments where the lion’s share of their expenses is spent for administrative, instead of academic, purposes. Financially speaking, these institutions solely depend on the government for their sustenance and generate very little income through research collaborations. This trend, the government believed, should be reversed. Public universities and colleges should generate income “by mobilising a greater share of the necessary financing from students themselves” (Teshome 2003, 12). Hence, cost sharing systems were put in place. Other financial sources suggested include providing “short courses, contract research, consultancy services, farm activities and production services.”(Teshome 2003, 12). The authorities have also thought of introducing a “block grant” budgeting system for universities and colleges so that the latter have greater autonomy while managing and utilising funds.

¹ An implicit reference to the Addis Ababa University.

² A crude equivalent for the Amharic phrase “*Hisin mewat*”.

Last but not the least, the government reform agenda targeted at appointing leaders who will carry through the reform agenda. This involved instituting new board structures, and ensuring accountability and transparency in the leadership. But once again, it is very difficult to confidently state if the reforms that entered into force have produced the envisaged outcomes, i.e., democracy, accountability and transparency. A logical climax of the reform initiatives is the Higher Education Proclamation which was enacted by parliament in 2003. Only in its preamble, the Law states the importance of having a legal framework that guarantees “the academic freedom and accountability of higher education institutions as well as their administration” (Higher Education Proclamation No.351/2003:1). Part two, Article 7 of the Law states that HEIs should have administrative and financial autonomy and enjoy the freedoms of recruiting and promoting their staff. It does not, however, discuss the various academic freedoms that HEIs should enjoy in order to thrive in their ventures. Article 27 (Part two) of the same document outlines the rights of academic staff beginning with a rather vague clause that an academic can “exercise his rights provided by law”. The other provisions in this particular article are not directly related to academic freedom. In lieu, they stipulate that academics can assume academic positions, make comments about quality of education, are entitled to promotion and benefits and can conduct research and consultancies.

A year after the legislation of the Higher Education Proclamation (2004), a Higher Education System Overhaul (HESO) study was carried out by a commission which has come up with two key findings. These are: a) HEIs, Government and its agencies have not been preparing sufficiently for the new situation of autonomy and accountability. For instance, the document states (HESO 2004, 6), “The introduction of formula funding and the block grant will place much more responsibility on HEI managers and boards to “... do more with less””. Unfortunately, HEI leaders and their Ministry counterparts do not have that skill, and b) all agencies involved “display aspects of a disabling culture: in particular, they suffer from a ‘blame culture’, are insufficiently outcome-oriented, and are not yet empowering organizations (HESO 2004, 6).” The recommendations of the HESO study are directed to the top most echelons of power urging the Ministry of Education officials, board members of Higher Education Institutions, and the CEOs of universities and colleges to “provide visionary, participatory and inspiring leadership (HESO 2004, 13).

In conclusion, much of the work done in promoting higher education institutions in Ethiopia post-1991 focused on institutional reforms. The four major strategic areas of reform were quality and relevance assurance, augmenting access by increasing student intake and launching new programs, appointing new leadership, and legislating the Higher Education Proclamation (2003).

The writer believes that the roots of government complaints about “resistance” and “disabling institutional culture” could probably be traced to the mistrust and alienation of the academic community in policy formulation. Providing visionary, participatory and inspiring leadership could, therefore, be achieved only if accommodative, constructive and sincere dialogues are carried out between the powers that be and the academic community of Ethiopia. Such dialogues can come to fruition if the political state recognizes the importance of academic freedom in Ethiopia and commits itself to respect the academic and institutional autonomy of Higher Education Institutions, just as it recognized the need for administrative and financial autonomy.

1.2 The Privatization of Higher Education in Ethiopia: Prospects and Problems

In today’s world where market rules seem to govern the production and access of goods and services, the notion of higher education as a “public good” is being revisited. The privatization of Higher Education is a global phenomenon brought about by two major factors. These are, “A combination of unprecedented demand for access to higher education and the inability or unwillingness of governments to satiate the demand (Altbach 1999, 1).” These same factors (increasing demand and government inability to satiate the demand) explain the reason why Ethiopia is currently experiencing the ‘massification’ of higher education. Teshome (2003, 1) argues that private providers now “complement public institutions as a means of managing costs of expanding higher education enrolments, increasing the diversity of training programs and broadening social participation in higher education.” To its credit, the current government has introduced favorable policy and legal instruments that have encouraged the opening up of many private higher education institutions.

According to Desalegn (2004, 65), the Education and Training Policy of the Transitional Government (1994) first stipulated that the government will “create the necessary conditions to encourage and give support to private investors to open schools and establish various educational and training institutions.” But it also underscored that the quality of education rendered in these private institutions should be constantly monitored and evaluated. The Ministry of Education was authorized to set the quality standard for these

institutions and grant accreditation. Later, the Ministry issued a guideline for opening up private HEIs. Its requirements were set in terms of curricula and credit loads, requisite classroom and teaching facilities, and the number and qualification of academic staff. Since then various proclamations were issued regarding the licensing of private higher education institutions and their accreditation. The latest was Regulation Number 206/1997 that charged the Ministry of Trade and Industry with the responsibility of giving licenses. The Ministry of Education, however, retained the authority to accredit these institutions. Among other things, the regulation stated that “private higher education institutions should be assessed every two years so that its license be renewed before the beginning of the next academic year (Desalegn 2004, 70).”

The proliferation of private HEIs in Ethiopia post-1991 is staggering. Desalegn (2004, 72) quotes data from the Ethiopian Privatization Agency where a total of 333 education projects with a capital outlay of 4.4 billion birr have been approved from 1993/94 to 2002/03. Much of the investment has of course gone to the establishment of many private higher education institutions. On a positive note, private higher education institutions in the country are contributing a lot in terms of enrollment. Ashcroft and Rayner (2004, 1) stated, “Only in 2002/03 those private HEIs accredited by the Ministry of Education accounted for 24% of student enrollments”. This figure is believed to increase in the years to come.

However, these institutions have a number of problems. They are mainly financed by tuition payments from students. This has affected their geographical distribution (they are disproportionately found in urban areas), the type of programs and training they offer (many are tuned towards trainings in accounting, business management, ICT, etc.) and the quality and sustainability of their programs (changing programs and course offerings following trends in the market). Most of these institutions are housed in rented buildings many of which were not constructed for education purposes. They usually have inadequate equipment, facilities, and libraries. Still more, many of these private institutions rely on part-time teaching staff and have a limited number of teaching staff who are employed on a full-time basis. According to Wondwossen (2003, 26), the reluctance to employ full-time teaching staff arises from the fact that these “institutions find it profitable to run their programs with part-time professors and lecturers”. For all these reasons, there is a lot of mistrust about the quality of education in these private HEIs. Just as many people appreciate the access private higher education institutions have offered to youngsters, others consider these institutions as “diploma mills” or “certificate shops” (Desalegn 2004, 78)

Seen from this vantage point, a lot has to be done in order to promote the quality of private HEIs in Ethiopia. Ashcroft and Rayner (2004, 3) suggest that “providing stakeholders with quality information” could be one major way of cultivating confidence amongst the general public. Stakeholders like the fee-paying public, potential employers as well as the government should see that private institutions add value to their students. This should particularly be the case if private HEIs seek assistance from the government. According to Ashcroft and Rayner (2004, 4),

It is no longer enough to argue that, if Government wishes to achieve a quality system it must invest in it. As an example it would be more convincing to argue, that at present, say, 75% of employers are happy with private HEI graduates, but many say they wish to see more IT competence: the private sector could then argue that with tax relief on or soft loans for technological products, the sector would aim to improve the employer satisfaction ratings by at least 10%.

According to Ashcroft and Rayner (2004), private higher education institutions should also be active in influencing the direction of HERQA. This involves seeking “*more autonomy* [emphasis mine] to follow their individual mission and to define quality processes for themselves according to their circumstances (Ashcroft and Rayner 2004, 5).” As far as autonomy is concerned, we need to recognize that private institutions enjoy more autonomy and freedoms when compared with their public counterparts. This is mainly “because private institutions typically receive little, if any, public funds and because legal structures do not restrict most academic activities (Altbach 1999, 10).”

On the other hand, many scholars are skeptical about the relative autonomy of these institutions. Some regard them as “elite” institutions both in terms of their student intake and staff profiles that exclude the ordinary African/Ethiopian. More often than not, these private institutions work to the detriment of public institutions leading to the “fragmentation of higher education systems, with intellectuals, in their search for economic and political opportunities, being drawn more and more towards the ‘elite’ institutions”.³ In the African context, Mama (xx:16) argues, the marketisation of higher education has “undermined most of the pre-requisites for academic freedom and social responsibility.” We can, therefore, conclude that debates about academic freedom, institutional autonomy and issues of financial and human resource management in private HEIs are substantively and contextually different from that of the public institutions in Ethiopia.

³ Academic Conference on the “Problems and Challenges in Arab and African Countries”, 10-11 September, 2005, Alexandria, Egypt.

2. Brief Background of the Case Study Institutions

2.1 Unity University College

Unity University College is an Ethiopian institution of higher education. Its main campus is located in the capital, Addis Ababa, with a branch campus in Adama. Unity University College, founded by Dr. Fisseha Eshetu in 1991, started out as a language school. In 1994, the school started offering a certificate program in basic law, which was followed by courses in business administration, food, and beverage services and was renamed "Unity Law, Language and Vocational Institute".

From 1997 to 1999, the College extended its course offerings to include diploma programs in Accounting, Marketing, Business, Personnel Administration and Secretarial Science. In 1998, the Institute was upgraded to a college and renamed again Unity College, which made it one of the pioneering privately owned colleges in Ethiopia.

In August 2002, the college was upgraded to a University College. As of 2001, the College has about 12,000 regular and extension students, 700 of whom receive scholarships; by 2001 it had granted degrees, diplomas or certificates to 3,788 people.

2.2 HiLCoE School of Computer Science and Technology

HiLCoE is a specialized college of Computer Science and Technology based in Addis Ababa. It is a highly regarded private college providing state of the art education in Information and Communication Technologies (ICT). Currently, it runs two academic programs. These are the Bachelor of Science (BSc) degree in Computer Science and the Postgraduate Diploma in Computer Science. The BSc in Computer Science caters to students both at an advanced or regular level. The former are applicants who already have a diploma or degree in Computer Science from other accredited colleges or universities. The latter are students who have passed the Ethiopian Higher Education Entrance Certificate examinations and join the program for a three-year intensive training. The postgraduate diploma, on the other hand, is a continuing education program for students (usually workers) who must have a first degree or above with some computer experience. As a brochure (2007) published by the college indicates, "HiLCoE's academic programs are highly demand driven ... and very versatile." In addition to its core staff members (who are PhD and MSc holders), HiLCoE relies on "qualified ICT experts from different government and non-government organizations and institutions without leaving their jobs."

3. Methodology

For the purpose of this study, quantitative data was collected through a survey undertaken both in Unity University College and HiLCoE.

3.1 Sampling Procedure

From two campuses (*Gerji* and *Piasa*) of Unity University College, 370 students were sampled and questionnaires administered. A stratified sampling system was carried out wherein students were randomly sampled from each faculty/school, namely, the Faculty of Business and Economics, the Faculty of Information Technology and Computational Science as well as the School of Law and International Diplomacy, in proportion to the total student size of the faculty/school.

Similarly, 23 teachers were randomly selected from Unity University College, again because of the fact that the Faculty of Business and Economics takes up the lion's share of staff, a majority of our respondents were from that faculty.

Out of around 700 students of HiLCoE, 70 (approximately 10%) were sampled. The students were stratified on the basis of the program that they are currently enrolled in, i.e., Postgraduate Diploma, and Undergraduate degree in Computer Science. Then 10% of the students in each program were randomly selected. Regarding teachers, 10 out of 30 teachers were randomly sampled. However, only 7 questioners were properly filled and returned.

3.2 Data Collection Instruments

One major aim of the study is to collect quantitative data regarding academic freedom, institutional autonomy and collegiality or participation in higher education institutions from both academic staff and students. To meet this goal two survey questionnaires were administered—a questionnaire for teaching personnel and another one for students. There were some repetitions in the questionnaires. However, this was designed to keep validity as much as possible in the face of lack of a pre-test of the questionnaires.

3.3. Limitations of the Study

The major limitation of this study is that it solely relies on the survey data collected from teachers and students. The inability to reinforce this component with the qualitative studies (interviews and FGDs) was a major setback. This by

any means was not called for. The problem arose from the fact that significant majorities of the staff of the colleges were part-time workers and it proved difficult to get a hold of them and conduct focus group discussions. The senior management of both colleges also had busy schedules and the study team gave up after repeated attempts to conduct our interviews. There were incidents when some faculty members in leadership position simply rejected the idea of giving us an interview complaining that they are tired of such time-consuming inquiries.⁴

The second major limitation has got to do with the thematic fashion the analysis has taken. Readers would expect much of the analysis to be disaggregated institution-wise. We have found this problematic on two scores. First, there is a remarkable difference in the sample size taken from Unity University College and HiLCoE. In particular, analysis focused solely on HiLCoE technical college would run the risk of being statistically unreliable mainly because of the small sample size. Secondly, the purpose of the study was not to run a comparative analysis of these two institutions across the various variables the data was collected about. Instead, it is to look at the performance of both colleges (as private establishments) in light of the 1997 UNESCO “Recommendation”. Hence, we are convinced that the pattern of analysis would serve our original purpose even though it has limitations in pointing out institutional differences and particularities.

4. Presentation and Analysis of Findings

4.1 General

4.1.1 Faculty/ College Distribution of Teachers and Year of Service

Twenty three (76.7%) of our respondents were from Unity University College while 7 (23.3%) were from HiLCoE College. Among those who were sampled from Unity University College, 46.7% of the respondents came from the Faculty of Business and Economics, which is the largest both in terms of its student intake and the number of academic staff members. The remaining 30% were sampled from the Faculty of Information Technology and Computational Science and School of Law and International Diplomacy. All of our respondents were males, the majority (70%) of which have served from one to five years in their respective colleges. This figure is followed by a good number of faculty

⁴ We had a disappointing incident with one of the Deans of Unity University College who chased us out of his office saying he is sick and tired of questionnaires and interviews.

members (26.7%) who have served from 6 to ten years. Only one instructor has reported that he has served for more than ten years. We believe there are two possible reasons that explain why many instructors seem to have served only a few years in the establishments. First, the institutions themselves are relatively young. Or it could be related to the reluctance of these institutions to employ full-time teaching staff mainly because these “institutions find it profitable to run their programs with part time professors and lecturers” (Wondwossen 2003, 26). This may possibly lead to a high turnover of academic staff.

4.1.2 Academic Qualification, Rank and Leadership Positions

Table 1. Distribution of teachers on educational qualification

Qualification	Frequency	Percent	Cumulative Percent
PHD	3	10.0	10.0
MA/Msc	12	40.0	50.0
BA/Bsc	15	50.0	100.0
Total	30	100.0	

Table 1 illustrates the distribution of our respondents by their educational qualification. Instructors who have already secured their first degrees (BAs & BSc) constitute 50% of the teaching staff. Those who hold a second degree (MA & MSc) comprise 40% of the teaching staff. Instructors who have secured their terminal degrees only constitute 10% of the sample size. These statistical figures indicate that the two private HEIs lack academic staff members who have managed to secure their tertiary degree and who could possibly be more experienced in research and scholarship. This definitely impinges on the quality of education these private learning establishments provide to their students. Accordingly, Lecturers and Assistant Lectures comprise the majority (90%) of the academic staff in these two institutions.

Table 2. Distribution of respondents by academic leadership position

Position	Frequency	Percent
Faculty Dean	2	6.7
Department Head	6	20.0
No academic Leadership Position	22	73.3
Total	30	100.0

Table 2 depicts the actual number of respondents who are currently involved in academic management positions. Only 8 (26.7 %) of our cases responded that they are in a leadership position. Out of these, 6 respondents stated that they are acting as departments heads whereas the remaining 2 are serving as faculty deans.

4.1.3 Background Data on Student Population

Table 3. Distribution of students by institution

Institution	Frequency	Percent	Cumulative Percent
Unity College	298	81	81
HiLCoE	70	19.0	100.0
Total	368	100.0	

It is virtually impossible to study about issues of academic freedom, institutional autonomy and collegiality or participation in higher education institutions if the ideas and opinions of the very people who go to study, students, are not solicited. Seen from that light, our study has managed to sample a total of 370 students, 80% of which were sampled from Unity University College and the remaining 70 were students from HiLCoE private college.

Table 4. Distribution of students by Faculty/College

Faculty/College	Frequency	Percent	Cumulative Percent
FBE	202	54.9	54.9
ICT	149	40.5	95.4
LAW	10	2.7	98.1
Journalism	3	.8	98.9
No Response	4	1.1	100.0
Total	368	100.0	

Students from Unity University College were sampled from each faculty depending on the total student size every faculty has. Hence, the majority of the students in the sample population were taken from the most populous faculty,

i.e., the Faculty of Business and Economics. The Faculty of Information and Communication Technology as well as the School of Law of International Diplomacy also constitute a fair share of the sample population in a descending pattern. As far as gender distribution is concerned, 56.3% of our respondents were males whereas the remaining 43.7% of the respondents were females.

4.2 Issues of Human Rights and Academic Freedom

Table 5. Teachers' evaluation of academic freedom

Value	Frequency	Percent	Cumulative Percent
Excellent	12	40.0	40
Good	6	20.0	60
Fair	7	23.3	83.3
Poor	4	13.3	96.7
No Response	1	3.3	100.0
Total	30	100.0	

We have earlier discussed that the various academic freedoms (that the teaching personnel in higher education institutions enjoy) should be viewed as integral parts of their fundamental Human Rights. It is impossible to think of a situation where academic freedom is guaranteed if the exercise of fundamental human rights is curbed at an institutional level. Table 5 illustrates the feedback of respondents on whether fundamental human rights are respected or not. Accordingly, 40% of our respondents indicated that the respect of basic human, civil, social and cultural rights in these private HEIs is excellent. This group is followed by another cluster of respondents who are a bit skeptical about how fully members enjoy these rights. About 23% of the respondents evaluated their institutions as “fair” when it comes to allowing their members enjoy basic human, civil, social and cultural rights. The third group of respondents (20%) stated that these institutions are ‘good’ as far as respecting and encouraging the full exercise of fundamental human rights was concerned. Four more individuals evaluated their respective institution as “poor”. All in all, we can confidently state that the majority of the teaching personnel (a total of 60%) evaluated their respective institutions as “good” and/or “excellent” as far the respect and promotion of basic human rights is concerned.

Student feedback was also solicited on whether these institutions regard basic human, civil, social and political rights or not. Around 61.2 % of the

respondents responded affirmatively ('agreed' and 'strongly agreed') that students fully enjoy the freedom of thought. On the other hand, it is only 14.9% of the respondents who have disagreed with the idea that the institutions allow the freedom of thought, a minority in relative terms.

Table 6. Students fully enjoy the freedom of expression

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	78	21.2	21.6	21.6
Agree	188	51.1	52.1	73.7
Undecided	16	4.3	4.4	78.1
Don't Know	40	10.9	11.1	89.2
Disagree	29	7.9	8.0	97.2
Strongly Disagree	10	2.7	2.8	100.0
Total	361	98.1	100.0	
No Response	7	1.9		
Grand Total	368	100.0		

More specifically students were asked to reflect on the notion of freedom of expression. Table 6, illustrates their response on the freedom of expression. Here again, around 73.7% of the respondents indicated that students enjoy the freedom of expression in these higher education institutions. Nevertheless, only 50.3% of our respondents indicated that the academic staff tolerate differing views and ideas on campus. Students were also asked whether there is freedom of assembly within the premises of these private HEIs or not. Once again, the percentage figure declined. Only 46.3% of the respondents affirmed that students have the freedom to assemble on campus. Still more, only 35.4% of the students mentioned that there is a student association. We can infer from these figures that a lot remains to be done in institutionalizing the basic freedoms of expression and assembly and enabling both the student and teaching body to think, express and organize itself without hindrance.

Table 7. Teachers' evaluation of the right to lodge an appeal in case of gross violation of rights

Value	Frequency	Percent	Cumulative Percent
Excellent	8	26.7	26.7
Good	8	26.7	53.3
Fair	8	26.7	80.0
Poor	6	20.0	100.0
Total	30	100.0	

As is indicated earlier, rights are meaningless unless institutional mechanisms are put in place to protect them. One way of ensuring fundamental human rights are protected is by instituting systems whereby complaints and appeals could be made and are addressed in cases of gross violation of rights. As is illustrated in Table 7, more than half of the teachers (53.3%) replied that their institutions have an “excellent” and “good” system whereby an academic staff member can file complaints or lodge an appeal if his or her rights are violated. This figure is not however far from the percentage of respondents (46.7%) who feel that appeal mechanisms are not well developed. These groups of individuals evaluated the system only as ‘fair’ and ‘poor’.

Table 8. Teachers' evaluation of the freedom to carry out research and disseminate findings

Value	Frequency	Percent	Cumulative Percent
Excellent	14	46.7	46.7
Good	6	20.0	66.7
Fair	6	20.0	86.7
Poor	4	13.3	100.0
Total	30	100.0	

Teachers were also asked whether their institution provides the freedom to carry out research and disseminate findings or not. Once again, of those who responded, 46.7% (See Table 8) stated that their institution provides an excellent environment that allows faculty members to carry out research and disseminate

findings without hindrance. They are followed by other respondents (comprising 20% of the total sample size) who have ranked their institution as “good” in terms of freedom to carry out research and disseminate findings. We can therefore conclude that staff members feel that these private HEIs provide an enabling academic environment where members can embark on research activities without fear or restraint.

Table 9. Teachers’ evaluation of the freedom to openly criticize institutional policies and practices

Value	Frequency	Percent	Cumulative Percent
Excellent	6	20.0	20.0
Good	7	23.3	43.3
Fair	7	23.3	66.7
Poor	10	33.3	100.0
Total	30	100.0	

Even more, teachers were asked if they feel comfortable in openly criticizing the institutional policies of the organization they work in. As is indicated in Table 9, 33.3% of the respondents stressed that the practice of criticizing the institution’s own policies and practices is at its infantile stage. This figure is followed by those who have ranked their institution only as “fair” (23.3%) when it comes to providing a democratic space where academic staff members can scrutinize and openly criticize malpractices. If we lump these two figures together, we realize that more than half (56.6%) of the respondents rank the institutions “below average” in terms of providing a democratic space for their employees. This finding makes us contemplate whether the commitment of these private higher education institutions to the exercise of basic human rights and academic freedoms is wholesome or not. It looks like critical viewpoints, research and publications are entertained in these institutions only to a certain limit, i.e., so long as they do not encroach upon in-house policy and management issues.

Table 10. Freedom to form and participate in teachers associations

Value	Frequency	Percent	Cumulative Percent
Excellent	3	10.0	10.0
Good	2	6.7	16.7
Fair	8	26.7	43.4
Poor	15	50.0	93.3
No Response	2	6.7	100
Total	30	100.0	

A very good indicator of how narrow the space for democratic deliberation in private HEIs is the respondents' feedback on the possibility of forming and participating in teachers' associations. Table 10 summarizes the feedback. Fifty percent (50%) of the respondents replied that the probability of organizing a teachers' association in these institutions is poor. This group is followed by those who ranked their institutions only as "fair" (26.7%) in terms of allowing teachers to organize themselves freely and safeguarding their rights and privileges. Despite earlier assertions that private HEIs accord respect for basic human rights and academic freedom, they lag behind in terms of institutionalizing these freedoms and allowing a free and democratic space.

Table 11. Students participate in decision making through elected representatives

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	21	5.7	5.8	5.8
Agree	53	14.4	14.5	20.3
Undecided	45	12.2	12.3	32.6
Don't Know	124	33.7	34.0	66.6
Disagree	80	21.7	21.9	88.5
Strongly Disagree	42	11.4	11.5	100.0
Total	365	99.2	100.0	
No Response	3	.8		
Grand Total	368	100.0		

Students were also asked to gauge the degree of their participation in the decision making process of their respective colleges. As is indicated in Table 11, 33.7% of the respondents reported that they do not know whether students participate in decision making or not. On the other hand, around 42.1% of the sample population has disapproved the idea ('disagreed' or 'strongly disagreed') that the institutions provide space for the participation of students in decision making. If we sum up these two figures we tend to realize that a significant size of the sample population does not think that these institutions allow students to participate in decision making processes. There is a higher degree of consensus on the fact that these private HEIs do not obstruct the exercise of the freedom of thought and expression by design. But when it comes to allowing students to assemble and organize freely, one can argue that the institutions did not create such a democratic environment. This is evidenced by the fact that students did not report of any visible student association representing the entire student body.

Table 12. There is no sexual harassment of female students by academic staff

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	80	21.7	22.2	22.2
Agree	113	30.7	31.3	53.5
Undecided	21	5.7	5.8	59.3
Don't Know	97	26.4	26.9	86.1
Disagree	26	7.1	7.2	93.4
Strongly Disagree	24	6.5	6.6	100.0
Total	361	98.1	100.0	
No Response	7	1.9		
Grand Total	368	100.0		

We have taken the case of sexual harassment of female students as a particular instrument employed to gauge whether there are gross violations of human rights or not in campuses. As is illustrated in Table 12, the majority of our respondents (52.4%) stated that there is no sexual harassment of female students by academic staff members. This group is followed by those students (26.4%) who stated that they do not know whether or not such a problem exists. It was also reported that cases of sexual harassment of female students by male

students are rare occurrences. This was reported by 58.4% of the respondents. Students gave similar responses about administrative staff members as well.

Table 13. There is no religious discrimination that affects my academic freedom

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	139	37.8	38.2	38.2
Agree	175	47.6	48.1	86.3
Undecided	7	1.9	1.9	88.2
Don't Know	25	6.8	6.9	95.1
Disagree	13	3.5	3.6	98.6
Strongly Disagree	5	1.4	1.4	100.0
Total	364	98.9	100.0	
No Response	4	1.1		
Grand Total	368	100.0		

Another point of inquiry was the issue of discrimination. Students were asked if they have been discriminated against on religious or ethnic grounds. Table 13 indicates that the greater majority of the student population (85.4%) stated that there is no religious discrimination of students that has negatively affected their standing. Likewise, the majority of our respondents (74.7%) reported that they have not been discriminated against because they are a member of one or another ethnic group. We believe these two particular forms of discrimination are more subtle and salient than, for instance, gender discrimination. In today's Ethiopia, it is virtually impossible to think of higher education institutions (be them private or public) that discriminate against women in terms of enrollment, student evaluation and assessment. Hence we can conclude that acts of discrimination on gender, ethnic or religious grounds are NOT prevalent in these higher education institutions.

4.3 Institutional Autonomy

Table 14. Teachers' participation in selection of leaders and governing body members

View	Frequency	Percent	Cumulative Percent
Very High	4	13.3	13.3
High	4	13.3	26.7
Medium	7	23.3	50.0
Low	4	13.3	63.3
Very Low	11	36.7	100.0
Total	30	100.0	

The UNESCO “Recommendation” (1997) defines institutional autonomy as the “degree of self-governance necessary for effective decision making by institutions of higher education regarding their academic work, standards, management and related activities”. Accordingly, respondents were asked whether or not they participate in the election of the institution’s leaders and governing body members. Table 14 summarizes teachers’ feedback on their degree of participation in the in-house decision making process. Around thirty seven percent (36.7%) of our informants responded that the degree of participation is very low. These are succeeded by 23.3% of the respondents who have replied that the level of participation is “medium”. Around thirteen percent of our respondents stated that the level of teachers’ participation is low. Altogether, we realize that around 73.3% of our respondents rated the degree of teachers’ participation in decision making as medium and below. Once again, these figures imply that teachers have very little say over institutional policies.

Table 15. Teachers' participation in academic decision making

View	Frequency	Percent	Cumulative Percent
Very High	5	16.7	16.7
High	5	16.7	33.3
Medium	8	26.7	60.0
Low	6	20.0	80.0
Very Low	6	20.0	100.0
Total	30	100.0	

The degree of teacher participation in academic decision making is rated low just as their general participation in institutional matters. Close to twenty seven percent of our respondents rated teachers' participation in academic decision making as "medium", followed by 40% of the respondents that ranked the rate of participation as 'low' and 'very low'. In total, however, around sixty seven percent (66.7%) of the sample cases have rated teachers' participation in academic affairs as medium and below. This figure is slightly lower than the one illustrated in table 15, where only 73.3% of the respondents reported the degree of teachers' participation as medium and below.

Table 16. Freedom from external/internal interference

View	Frequency	Percent	Cumulative Percent
Very High	13	43.3	43.3
High	10	33.3	76.6
Medium	3	10.0	86.6
Very Low	2	6.7	93.3
No Response	2	6.7	100
Total	30	100.0	

Autonomy should not only be construed as the degree of self-governance or the ability or prerogative to take part in certain processes. It should also be understood as a degree of protection or freedom from outside interference. We have therefore asked our respondents if their respective institutions enjoy freedom from such external or internal interferences. There is a strong positive response from teachers that these institutions do not suffer from any internal or external interference. As is indicated in Table 16, the majority of our respondents (43.3%) rated the degree of freedom from these interferences as 'very high' followed by those who have rated their respective institutions as "high" (33.3%). In particular, respondents were asked whether armed or security forces are prohibited from the campuses. Once again, the majority of our respondents (73.3%) asserted that these forces are not allowed to come into or stay on campus. As far as protection from external interferences is concerned, therefore, we can argue that these institutions enjoy a lot of autonomy and protection.

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Table 17. The institution protects students against the violation of human rights

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	48	13.0	13.3	13.3
Agree	125	34.0	34.7	48.1
Undecided	34	9.2	9.4	57.5
Don't Know	101	27.4	28.1	85.6
Disagree	35	9.5	9.7	95.3
Strongly Disagree	17	4.6	4.7	100.0
Total	360	97.8	100.0	
No Response	8	2.2		
Grand Total	368	100.0		

Students were also asked to reflect their viewpoint regarding the notion of protection from external interference. We have inquired whether students feel that their respective institutions protect them from any potential threat or violation of Human Rights in the institutions. These could be violations perpetrated by the academic staff, the administrative staff but mainly by the political state. As is indicated in Table 17, a substantial size of the sample population (47%) responded that they feel protected and secured from such violations. This is in contrast to 14.1% of the respondents who are not convinced ('disagreed' or 'strongly disagreed') about the protective role the institutions are supposed to play. Right in the middle are a group of respondents (36.6%) who are either undecided or do not know about the degree of protection students enjoy from any possible violation of their basic human rights.

On a more positive note, around 59.5 % of the respondents reported that there were not incidents of police raids into campuses. In addition, around 20.4% of the respondents stated that they do not know whether or not the police have intruded into campuses. The near absence of such incidents of confrontation between the law 'enforcement' agencies and students of private HEIs could be related to the level of political consciousness and militancy of the student body and the faculty members in these establishments. On that score, there is a glaring discrepancy between the veteran higher education institutions (such as the Addis Ababa University) and the younger private higher education institutions. In our opinion, police raids, arbitrary arrests and student detention could have become familiar stories in the private institutions as well had there been the same degree

of social commitment among students of private HEIs.

4.4 Institutional Accountability

As was discussed earlier, higher education institutions should also be accountable to a number of stakeholders. These *inter alia* include, the general public (including the political state) whom they have to serve with dedication and responsibility, the teaching and student body, and to the professional codes of conduct and ethical requirements. Our informants were therefore asked a number of questions over a range of issues that rate the degree of accountability private HEIs exhibit towards each of the above mentioned stakeholders.

Table 18. Effective communication to the public about college/institute mission

View	Frequency	Percent	Cumulative Percent
Very High	9	30.0	30.0
High	11	36.7	66.7
Medium	7	23.3	90.0
Low	2	6.7	96.7
Very Low	1	3.3	100.0
Total	30	100.0	

Members were asked if their respective institution is effective in communication with the public. As is indicated in Table 18, around 66.7% of our respondents reported that their respective institution is highly effective in communicating its missions to the general public. These two groups of respondents are followed by others (23.3%) who have rated the level of communication as “medium”. Hence we can conclude that, the majority of faculty members (90%) rate their institution’s level of accountability to the public well above average or medium.

Table 19. Honest and open accounting of resources

View	Frequency	Percent	Cumulative Percent
Very High	7	23.3	23.3
High	7	23.3	46.7
Medium	4	13.3	60.0
Low	7	23.3	83.3
Very Low	5	16.7	100.0
Total	30	100.0	

Teachers' opinion seems to be evenly divided as three groups of respondents equally ranked their institutions' honesty and transparency in accounting. As is indicated in Table 19, about twenty three percent (23.3%) of our respondents respectively ranked transparency in terms of accounting as "very high", "high" and "low". But once again, we can see that the majority of our respondents (53.3%) ranked the level of transparency in financial management as medium and low.

Table 20. Transparency in systems of institutional accountability

View	Frequency	Percent	Cumulative Percent
Very High	7	23.3	23.3
High	6	20.0	43.3
Medium	9	30.0	73.3
Low	5	16.7	90.0
Very Low	3	10.0	100.0
Total	30	100.0	

The figures discussed in Table 18 and Table 19 are at odds with the more positive response teachers gave when they were asked to rank the degree of transparency in systems of institutional accountability. Here, as is indicated in table 20, it is only 26.7% of our respondents who ranked the degree of transparency in the two private Higher Education Institutions as "low" and "very low". The remaining (73.3%) ranked the degree of transparency in these institutions well above average or "medium". Perhaps, respondents are convinced that private HEIs exhibit a higher degree of transparency save for issues of financial management and accountancy. For our purpose, we can conclude that the issue of transparency should be viewed not in generic but in specific terms.

Even more, we have attempted to explore how accountable these private HEIs are in terms of addressing contemporary social problems. In other words, we have employed the notion of "social responsibility" in academia as one possible indicator of accountability. Table 21 illustrates that the 46.7% stated private HEIs have quite a limited (average) role in mitigating social problems in the country. Nevertheless, a good number of respondents (36.7%) have ranked the contribution of these institutions as "very high" and "high". These two figures give us the impression that the majority of our respondents are quite

optimistic about the role of private HEIs in addressing contemporary problems in our society.

Table 21. Addressing themselves to contemporary problems facing society

View	Frequency	Percent	Cumulative Percent
Very High	5	16.7	17.2
High	6	20.0	37.9
Medium	14	46.7	83.3
Low	2	6.7	90
Very Low	2	6.7	96.7
No Response	1	3.3	100
Total	30	100.0	

As is illustrated in Table 22, teachers were asked if the institutions they work at are committed to ensuring high quality and academic excellence. The majority of the respondents replied that there is a dedication to maintain a high quality standard. In fact 76.7% of the respondents ranked their institution’s commitment as ‘very high’ and ‘high’. We believe that these particular figures need to be taken with caution since teachers can NOT logically rank their business (teaching and furnishing high quality students) as something of poor or very poor quality. Hence, we have to corroborate these data with students’ feedback on the quality and relevance of higher education. Student feedback on the teaching learning process and other institutional matters is discussed in detail in the subsequent section.

Table 22. Commitment to quality and excellence

View	Frequency	Percent	Cumulative Percent
Very High	11	36.7	36.7
High	12	40.0	76.7
Medium	5	16.7	93.3
Low	1	3.3	96.7
Very Low	1	3.3	100.0
Total	30	100.0	

We have earlier discussed that higher education institutions should also be accountable to students. Among other things, higher institutions should have a policy of non-discrimination and treat all students equally. Respondents were therefore asked if students were treated in a fair and just manner. As is illustrated in Table 23, around forty seven percent of the respondents rated the equal and non-discriminatory treatment of students as very high. These are followed by a good number of respondents who rated the fair and just treatment of students as high. More specifically, teachers were asked if students are protected from discrimination, harassment and violence. Around fifty seven percent (56.7%) of our respondents regarded that the protection of students from discrimination, harassment and violence as very high. This figure indicates that there is a lot confidence amongst staff members that student rights are not violated or abused within the establishments.

Table 23. Fair and just treatment of students

View	Frequency	Percent	Cumulative Percent
Very High	14	46.7	46.7
High	8	26.7	73.3
Medium	5	16.7	90.0
Low	3	10.0	100.0
Total	30	100.0	

As discussed earlier, students are one of the major stakeholders to whom higher education institutions should be accountable. When asked about the governance and administrative system, the majority of students (71.7%) (See Table 24) reported that they do not know whether the governance and administrative systems are democratic or not. However, 66.5% of our respondents indicated that the rules and regulations in these institutions are fair to students. This is one possible indicator that the academic and bureaucratic procedures in the institutions are not felt to impinge on the rights and freedoms of students.

Table 24. Student feedback on the governance and administrative system

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	13	3.5	3.6	3.6
Agree	38	10.3	10.5	14.0
Undecided	30	8.2	8.3	22.3
Don't Know	264	71.7	72.7	95.0
Disagree	12	3.3	3.3	98.3
Strongly Disagree	6	1.6	1.7	100.0
Total	363	98.6	100.0	
No Response	5	1.4		
Grand Total	368	100.0		

In a similar vein, 69.3% (See Table 25) of the student respondents stated that the decision making process is NOT bureaucratic or inefficient. In contrast, those who replied that the decision making process is bureaucratic or inefficient constitute only 20.1% of the sample population. In a related issue, 54.3% of the respondents indicated that student services are adequate for student needs. All of these figures indicate that there is a higher degree of accountability to students in terms of: making the rules of the game fair to them and addressing their service needs efficiently. In another question, 54.6% of the respondents stated that the rules are conducive for the creation of a democratic culture and citizenry. One possible reason why there is a higher degree of responsiveness and accountability to student rights and needs is the fact that these are private institutions whose major revenue source is student tuition fee. In a competitive market where many private HEIs are mushrooming, a private HEI can NOT afford to have a system which is inefficient or unresponsive to student rights and demands.

Table 25. Decision making process is not bureaucratic and inefficient

View	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Agree	42	11.4	11.8	11.8
Agree	213	57.9	59.8	71.6
Undecided	22	6.0	6.2	77.8
Don't Know	57	15.5	16.0	93.8
Disagree	19	5.2	5.3	99.2
Strongly Disagree	3	.8	.8	100.0
Total	356	96.7	100.0	
No Response	12	3.3		
Grand Total	368	100.0		

4.5 Duties and Responsibilities of Teachers

This section is devoted to explore teachers' own assessment of their duties and responsibilities in two major areas: the teaching-learning process and in research as well as publications. The findings run the risk of being positively biased since admitting weaknesses, negligence or bad pedagogical exercise could be viewed as self-defeating. We have therefore included student feedback on the teaching and learning process and staff-student relations to corroborate the data gathered and analyzed from the teaching population.

As is illustrated in Table 26, 86.7 % of our teacher respondents stated they adequately prepare for classes. This was followed by a small percentage of our respondents (13.3%) who were undecided or did not know about their level of preparation for classes. Furthermore, 83.3% of our respondents reported that they always manage to cover 80% of the course content and also attend 80% of the course period. In addition, around 70% of our respondents stated that they allot sufficient time for student advising and consultations.

Table 26. Teachers prepare adequately for classes

View	Frequency	Percent	Cumulative Percent
Strongly Agree	11	36.7	36.7
Agree	15	50.0	86.7
Undecided	1	3.3	90.0
Don't Know	3	10.0	100.0
Total	30	100.0	

Teachers were also asked whether they provide or not equal treatment to all students. As expected, around 83.4 % of our respondents replied that they treat their students in a fair and equal manner. On the other hand, it is only 73.3% of our respondents who reported that they encourage a free exchange of ideas in classroom sessions. Around 86.6 % of our respondents reported that they provide a timely feedback on students' tests and examination. As is mentioned at the beginning of this section, these inflated figures need to be taken with caution since they are self-assessments of the teachers' themselves. Possibly, the score points could have been different if another external body (mainly students) assess or evaluate the teachers' performance over an array of issues.

Table 27. Student feedback on course coverage

View	Frequency	Percent	Cumulative Percent
Strongly Agree	110	29.9	29.9
Agree	214	58.2	88.0
Undecided	6	1.6	89.7
Don't Know	5	1.4	91.0
Disagree	27	7.3	98.4
Strongly Disagree	5	1.4	99.7
No Response	1	.3	100.0
Grand Total	368	100.0	

We have earlier discussed that teachers' self assessment on carrying out their respective duties and responsibilities could be positively biased. Hence we have underlined the need to corroborate those figures with the feedback that students provide about the teaching and learning process. As is illustrated Table 27, 88% of sampled students confirmed that their teachers cover 80% of the courses. In a similar vein, 90.2% of our respondents indicated that their teachers attend more than 80% of the semester contact hours. This is a strong approval and rating of how responsible and effective teachers are in these private HEIs. On the other hand, it is only 46.5% of the students that responded affirmatively when asked if teachers avail themselves at consultation hours or not. This is a clear contrast to students' high rating of teachers in terms of running classes and covering course portions. One possible reason why teachers may not be available for student advising and consultations is the fact that the latter are part-timers engaged in full-time teaching or research elsewhere. They could be pretty busy and may have little spare time for student consultations.

Table 28. Teachers adequately prepare for classes

View	Frequency	Percent	Cumulative Percent
Strongly Agree	79	21.5	21.5
Agree	196	53.3	74.7
Undecided	10	2.7	77.4
Don't Know	48	13.0	90.5
Disagree	27	7.3	97.8
Strongly Disagree	8	2.2	100.0
Total	368	100.0	

Furthermore, students were asked if teachers come prepared to classes. The response is very much affirmative. As is indicated in Table 28, a total of 275 students comprising 74.8% of the sample size responded that teachers are well prepared for classes. In addition, around 71.6% of students reported that their teachers encourage a free exchange of ideas while conducting classroom sessions. Around 72.3% of the students also reported that teachers provide feedback on assignments.

Derese Getachew. *The Cases of Unity University College and HiLCoE School of Computer Science and Technology*

Table 29. Assessment of students is not dependent on ethnicity

View	Frequency	Percent	Cumulative Percent
Strongly Agree	127	34.5	34.5
Agree	138	37.5	72.0
Undecided	22	6.0	78.0
Don't Know	48	13.0	91.0
Disagree	19	5.2	96.2
Strongly Disagree	14	3.8	100.0
Grand Total	368	100.0	

Earlier, 85.2% of the teaching population responded that they provide a fair and equal treatment to their students. One useful way of gauging how fair teachers are is to gather student feedback on evaluation and assessment procedures. The majority of students (72 %) have responded that teachers are not biased in their assessment based on ethnicity. On a more positive note, 84.7% of the sample population reported that teachers' assessment of students is NOT biased by gender. Hence we can state that practices of gender discrimination do not feature in the organizational culture of these institutions. In a similar vein, 72.3% of the student population responded that students are not victimized by teachers for holding certain political beliefs or allegiances. These are very encouraging responses that attest that teachers act in a democratic and professional manner treating their students with fairness and equality.

Table 30. Teachers conduct scholarly research and disseminate results

View	Frequency	Percent	Cumulative Percent
Strongly Agree	5	16.7	16.7
Agree	13	43.3	60.0
Undecided	2	6.7	66.7
Don't Know	4	13.3	80.0
Disagree	3	10.0	90.0
Strongly Disagree	2	6.7	96.7
No Response	1	3.3	100
Total	30	100.0	

Although the outputs are not so evident in PHEIs, 60% of the instructors claimed that they conduct scholarly research and disseminate the results (see Table 30). Still more, it is only 46.7% of our sample size who have strongly stated that they base their research on honesty and impartial reasoning.

4.6 Disciplinary Problems among Teaching Staff

Regarding the extent of disciplinary problems among staff, a large majority of them, 80% stated that persistent neglect of duties rarely happens among staff in their faculty. Similarly it was stated by 93.3% of the respondents that gross incompetence among faculty staff is a problem seldom observed. Still more, respondents were asked whether fabrication or falsification of research results has been observed among staff, around 26.7% stated that it has never happened while the other 66.7% stated that it is a seldom occurring problem. Staff members were also asked if the sexual misconduct is a disciplinary problem regularly observes among the teaching staff. Around 63.3 % of our respondents reported that sexual conduct seldom happens in their institution. Lastly, inquiries were made whether teachers falsify test results or final grades in return for money, sexual or other favors. Once again, 63.3% of our respondents stated that such unethical (as well as illegal) acts seldom happen.

4.7 Terms and Conditions of Employment and Service for Teaching Personnel

Article 58 of the 1997 UNESCO “Recommendation” on Higher-Education Teaching Personnel discusses the issue of salaries and other financial remunerations for academic staff. It was suggested in the document that salaries should reflect the importance of higher education to society, be comparable to salaries paid in other countries or to other equivalent qualifications. Moreover salaries should provide a decent standard of living and that they should be reviewed regularly. This sub-section explores salary related issues in these two private HEIs.

Table 31 indicates that our respondents look pretty divided regarding their opinion on whether or not the salaries paid in private HEIs reflect the important role of higher education in society. The figures are concentrated in two extremes. Whereas 40% of our respondents agree that the salary scale (in their respective institution) does recognize the importance of higher education, another group of respondents (46.7%) believe that it does not. The remaining 13.3% of our respondents did not give an explicit judgment about the matter. On a more positive note, around 50% of the total respondents stated that their salaries are

comparable to other occupations that require similar qualifications. However, around 46.6% of our respondents disapproved the notion that salaries are adequate for a reasonable standard of living. Still more, 63.3% of our respondents stated that the salaries they are getting are so insufficient as to act as a disincentive. In addition, 56.7% of the respondents indicated that salary scales seldom get reviewed. These figures indicate that there is dissatisfaction on the adequacy of the salaries the academic staff receive. Ironic enough, there is a flight of senior lecturers into these private establishments because they provide relatively better salaries than those run by the government. But the dissatisfaction seems to be present in the private camp as well.

Table 31. Salaries reflect the important role of higher education in society

View	Frequency	Percent	Cumulative Percent
Strongly Agree	3	10.0	10.0
Agree	9	30.0	40.0
Undecided	2	6.7	46.7
Don't Know	1	3.3	50.0
Disagree	12	40.0	90.0
Strongly Disagree	2	6.7	96.7
No Response	1	3.3	100
Total	30	100.0	

The first critical issue when discussing human resource management is the recruitment policy itself. It is very important to establish if the recruitment policies of HEIs are based on competence, merits, work experience, etc. Table 32 is an illustration of the respondents' feedback on the recruitment policy of these private HEIs. Members were asked if the recruitment policy is free from discrimination or not. Accordingly, 33.3% of the respondents strongly agreed that the recruitment policies of the respective institutions are non-discriminatory. They are followed by a good number of respondents constituting 30% of the total sample size who have agreed that the recruitment policies in both institutions are free from discrimination.

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Table 32. Terms and conditions of employment are free from discrimination

View	Frequency	Percent	Cumulative Percent
Strongly Agree	10	33.3	33.3
Agree	9	30.0	63.3
Undecided	1	3.3	66.7
Don't Know	5	16.7	83.3
Disagree	2	6.7	90.0
Strongly Disagree	3	10.0	100.0
Total	30	100.0	

Even more, 63.3% of our respondents have been affirmative (See Table 33) that the terms and conditions of employment in their respective institutions do promote academic and research excellence. Such an affirmative response may have resulted from the fact that academic staff members in private HEIs enjoy better pay and benefits when compared to their public counterparts. In a similar vein, the majority of the sample cases were affirmative (either 'agreed' or 'strongly agreed') stating that a just and open system of career development (including promotion) exists in these private higher education institutions.

Table 33. Terms and conditions of employment enable academic and research excellence

View	Frequency	Percent	Cumulative Percent
Strongly Agree	9	30.0	30.0
Agree	10	33.3	63.3
Undecided	5	16.7	80.0
Don't Know	1	3.3	83.3
Disagree	3	10.0	93.3
Strongly Disagree	1	3.3	96.7
System	1	3.3	100
Total	30	100.0	

Furthermore, respondents were asked if the teaching personnel negotiate the terms and conditions of employment (See Table 34). Our respondents seem quite divided on this particular issue. While 46.7 % of our respondents attest that there is a room to negotiate terms and conditions, 36.6% of our respondents responded that the teaching personnel do not have any room to negotiate terms and conditions. Around 16.7% of our respondents replied that they are either undecided over the matter or that they do not know.

Table 34. Teaching personnel negotiate terms and conditions

View	Frequency	Percent	Cumulative Percent
Strongly Agree	11	36.7	36.7
Agree	3	10.0	46.7
Undecided	2	6.7	53.3
Don't Know	3	10.0	63.3
Disagree	7	23.3	86.7
Strongly Disagree	4	13.3	100.0
Total	30	100.0	

Furthermore, around 33.3% of our respondents were explicit in stating that these private HEIs do not invest on the development of their core academic staff. By the same token, there are little or no research funds that teachers can utilize. While over 36% of the respondents stated that their respective institution does not secure research funds, another 20% of our respondents stated that they do NOT know whether any research fund or program is availed through these private HEIs.

Teachers were also asked if they have a conducive work environment. In particular, we have set out to explore if the informal academic environment is infested with academic politics, rivalries and cliques. One way of getting at that information was asking respondents if colleagues are fair and impartial in their evaluation of fellow other staff members. As indicated in table 35, 70% our respondents are positive that evaluations by colleagues are fair and impartial.

Table 35. Colleagues in department are fair and impartial in their appraisal

View	Frequency	Percent	Cumulative Percent
Strongly Agree	12	40.0	40.0
Agree	9	30.0	70.0
Undecided	2	6.7	76.7
Don't Know	5	16.7	93.4
Disagree	1	3.3	96.7
No Response	1	3.3	100
Total	30	100.0	

Respondents were also asked to rank the relationship between the university leadership and the academic staff. Accordingly, 60% (See Table 36) of our respondents ranked the staff-leadership relationship as ‘medium’ and ‘high’. The figure rises up to 73.3 percent if you include those who have reported that the university and staff relationship is very good. We can therefore conclude that there seems to be an amicable and peaceful relationship among the academic staff and also between the academic staff and the leadership of these private HEIs.

Table 36. Collegial relation between university leadership and academic staff

View	Frequency	Percent	Cumulative Percent
Very High	4	13.3	13.3
High	9	30.0	43.3
Medium	9	30.0	73.3
Low	4	13.3	86.7
Very Low	4	13.3	100.0
Total	30	100.0	

Two more important questions were put forward regarding the condition of teaching and learning. First of all, members were asked if students have access to adequate library facilities. As illustrated in Table 37, a large majority of our respondents (70.7%) replied that they do have access to library facilities and services. More specifically, around 75.8% of the respondents replied that they access textbooks and primary reference materials for the courses they take. All in all, we can conclude that the teaching-learning process is conducive in that most teachers come prepared to classes, cover more than 80% of the subject matter, encourage a free exchange of ideas in classrooms and are NOT biased by factors like ethnicity, gender and political beliefs when it comes to evaluating their students.

Table 37. Students have access to library facilities

View	Frequency	Percent	Cumulative Percent
Strongly Agree	103	28.0	28.0
Agree	157	42.7	70.7
Undecided	12	3.3	73.9
Don't Know	25	6.8	80.7
Disagree	50	13.6	94.3
Strongly Disagree	21	5.7	100.0
Grand Total	368	100.0	

5. Conclusion and Policy Recommendations

This case study was mainly aimed at learning about the status of governance, academic freedom and teaching personnel in privately owned and run Ethiopian higher education institutions, as perceived by members of the academic community.

Unlike the public higher learning institutions financed by government funds, these institutions are solely run by student tuition fees. This has implications on how issues of governance, academic freedom and human resource management are handled in the institutions. On the one hand, increased market competition means students are allowed to join their preferred field of study and they may have a stronger influence over policy matters; teachers are relatively motivated (if not persuaded) to deliver to the best of their capability; and these institutions exhibit a high degree of efficiency in terms of financial, human and physical resources management. They are lean and mean machines. On the other hand, increased dependence on student fees means discriminate concentration in urban areas; training programs are not sustainable as they are designed, revised and sometimes dismantled following market trends; and that programs usually suffer from inadequacy in the number of full-time academic staff, library and classroom facilities, etc.

This study has employed the 1997 UNESCO 'Recommendation concerning the Status of Higher-Education Teaching Personnel' as a benchmark against which the performance of selected Ethiopian private HEIs was gauged. The UNESCO Recommendation dwells on the rights and freedoms as well as the duties and responsibilities of HEIs in general and the teaching personnel in

particular. Among other things, the provisions in the UNESCO document emphasize that the teaching personnel in HEIs should enjoy academic freedom in the quest for truth. Academics can NOT contribute to the advancement and welfare of humanity unless they are free to ask critical questions, to think independently, and to express their thought verbally or in print without hindrance. These freedoms could be seen as extensions of the basic civil, political, social and cultural rights that all human beings should enjoy.

Institutional autonomy, collegiality and participatory management are believed to constitute the practice of academic freedom. Among these, institutional autonomy takes the centre stage. Two more important tenets of the notion of academic freedom are collegiality and participation. These refer to the principle of allowing the teaching personnel to take part in the governing bodies of HEIs. Hence the teaching personnel should participate in decision making processes within institutions over a range of issues. The decisions could be over policy matters, curricula, research, the allocation of resources, etc.

Moreover, the UNESCO Recommendations state that academics should enjoy salaries, privileges and benefits commensurate with the great responsibility that society has bestowed upon them. Their pay should enable them to have a reasonable standard of living to sustain themselves and their family. It should be comparable to international standards of pay and benefits. It should also be reviewed periodically to adjust for increase in the cost of living. The document also asserts that teaching staff employed on a part-time basis should be allowed to enjoy these same freedoms and privileges as the full-time teaching personnel.

Not only freedoms and rights but also the duties and responsibilities of academics are extensively discussed in the UNESCO Recommendations. It is repeatedly argued that academics should teach students to the best of their capability, treat students with fairness and dignity, and engage themselves in research activities relevant to solve problems that society is facing. They have to conduct research with respect for evidence and impartial reasoning.

It is within this 'conceptual' framework that our study was designed. Accordingly, an extensive amount of quantitative data was collected and analyzed mainly from teachers and students of two famous private HEIs in Addis Ababa, i.e., Unity University College and HiLCoE. We have employed a stratified sampling system where students were randomly sampled across the Faculties and Schools of Unity University College. In the case of HiLCoE, students were stratified on the basis of the program that they are currently enrolled in, i.e., Postgraduate Diploma, and Undergraduate degree in Computer Science. Questionnaires were distributed to a total of 370 students followed by 30 randomly selected teachers. Unfortunately, our attempts to conduct focus group discussions with academic and administrative staff members did NOT

materialize because a significant majority of the staff are very busy part-timers. They are also highly peripatetic usually teaching in two or more institutions. Senior administrative officials were constantly engaged in meetings and field visits which frustrated our repeated effort to contact them. The situation has therefore forced us to confine our analysis only on the quantitative data.

One major conclusion drawn from the data analysis is that these private HEIs do not obstruct the fundamental and inalienable rights of the academic community by design. Both the teaching and student community are affirmative that the basic human, civil, social and political rights are respected in these institutions. However, a lot remains to be done in terms of institutionalizing these freedoms. The institutions were not active in promoting the idea of collective action and participatory decision making through structures like teachers and student associations. In addition, the practice of criticizing the institutions' own policies seems to be at a low stage and this gives us the impression that the institutions welcome critical viewpoints only to a certain extent, i.e., so long as they do not encroach upon in-house policy and management issues. In short, the need to widen the democratic space within these institutions is apparent.

There is little or no external interference in the day to day activities of these higher education institutions. For example, no instance was reported (both by students and teachers) when armed or security forces entered into campuses. On that score, we can infer that these institutions enjoy greater institutional autonomy. However, the internal dynamics of these organizations does not lead us to such a generalization. Teachers have very little say over institutional policies and practices. Their level of participation both in academic and administrative matters is low. The lack of democratic participation and self-governance within these institutions therefore makes us question the nature of the "autonomy" these private institutions claim to enjoy. As was indicated in the UNESCO Recommendation, "Self-governance, collegiality and appropriate academic leadership are essential components of meaningful autonomy for institutions of higher education." We can therefore conclude that there is a need to augment democratic participation and self-governance in these institutions.

This brings us to the notion of accountability. Among other things, HEIs should be accountable to the general public, their students, the teaching staff and the respective professions. Our findings indicate that these private institutions are highly accountable to the public and the student body. This is mainly because a private HEI can not survive and thrive in a competitive market context unless it has an efficient and responsive system to the demands of the general public and the students. The respect for and the effort to upkeep professional integrity somewhat emanates from this conviction. Accordingly, the majority of the student population has affirmed that the institutions strive to maintain high

quality and relevance as far as academic programs are concerned. Students' assessment of their teachers' performance was high in terms of preparing for classes, treating their students in a fair and equal manner, encouraging a free exchange of ideas in classroom sessions, and providing a timely feedback on students' tests and examination. A glaring exception in these positive feedbacks was that teachers avail very little time for consultation. One possible reason why teachers may not be available for student advising and consultations could be related to the fact that many of the teachers are part-timers engaged in full-time teaching or research work elsewhere. They could be busy and may have little time for their students.

The staff recruitment, retention and development policies of these two institutions do not discriminate on gender, religion or ethnic basis. The terms and conditions of employment entail a relatively better pay and benefits especially when compared to their public counterparts. However, the majority of our respondents stated that their salaries are so inadequate as acting more as disincentives. Because of that, teachers are forced to do extra teaching and consultancies. Furthermore, respondents indicated that salary scales seldom get reviewed. Ironic enough, there is a flight of senior lecturers into these private establishments because they provide relatively better salaries than those run by the government. But the dissatisfaction seems to be present in the private camp as well. We can therefore conclude that there is a need to revisit the terms and conditions of employment of academic staff members regularly. This would motivate academic staff members and make them more productive in teaching and research endeavors. It was also found out that these private institutions do not invest on the development of their core academic staff (in fact they mainly rely upon part-time staff). Little or no effort is exerted to solicit for scholarship opportunities and enhance the capacity of the teaching staff in these private HEIs. By the same token there are little or no research funds that teachers can utilize. In short, a lot remains to be done in terms of developing the capacity and research skills of the teaching staff

Policy Recommendations

- i. The democratic space within Ethiopian private HEIs should be broadened. Both faculty members and students should be allowed to express their views NOT in a disenfranchised manner but through institutions organized to represent and articulate collective concerns, views and strategic interests.
- ii. Teachers' participation needs to be augmented by instituting effective decision making structures. Such structures will enable faculty members

to participate over matters of academic programs, standards, financial and human resource management, etc.

- iii. Private HEIs should promote research undertakings by their core academic staff. This could mainly be achieved by soliciting for research funds both from in-house as well as external sources. Forging institutional collaborations with other HEIs, research institutions and think tanks is also vital to enhance the research capacity of private HEIs.
- iv. Private HEIs should embark on recruiting, retaining and upgrading the quality of their core academic staff. This necessitates embarking on long-term strategic planning in terms of human resource development than relying on part-time teaching staff members. It means building institutional networks with other local or international HEIs to, for instance, develop scholarship schemes for staff training purposes. It also means compromising short-term profits and quick-fix solutions.
- v. Just as these private HEIs were praised for being highly responsive to student needs, they need to be more transparent (and hence accountable) to the general public by conducting open and honest accounting of their resources, i.e., their finances and assets.
- vi. The salary scales of these private HEIs need to be reviewed periodically. Academics should earn a decent level of income commensurate with their vital social responsibility. Providing financial and other fringe benefits means increasing the motivation of academic staff members. The pressure to engage in extra teaching and consultancies would definitely lessen if these institutions properly attend to the financial wellbeing academic staff members.

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The Case of University of Gonder

*Habtamu Wondimu**

1. Introduction

Ethiopia has a projected population of 75 million, of which 43% are below the age of 15 years (CSA 2006). Life expectancy at birth is only 48 years. The GNP per-capita is \$110, while the average of sub-Saharan African countries is \$480 (UNDP 2006). UNDP's Human Development Index (HDI), which is a broad definition of well being, puts Ethiopia at the rank of 170, out of 177 countries (UNDP 2006). HDI provides a composite measure of three dimensions of human development: living a long and healthy life (measured by life expectancy), being educated (measured by adult literacy and enrollment at the primary, secondary and tertiary levels), and having a decent standard of living (measured by purchasing power parity, income).

The combined gross enrollment ratio for the primary, secondary and tertiary schools in Ethiopia is 36%, while for the developing countries and Sub-Saharan African countries are 63% and 50%, respectively. The net primary enrolment is 60%, while the secondary (including vocational technical) is 15% for Ethiopia (MOE 2005; Teshome Yizengaw 2006). Those enrolled in government and private tertiary level institutions were only 191,000 in 2005, which amounts to about 1.5% of the cohort (Teshome Yizengaw 2006). The tertiary level participation rate for Sub-Saharan African countries is 4% (WB 2004; UNDP 2006). In the past few years, students' enrollments and the number of higher education institutions in Ethiopia have shown vast growth. But the total enrollment ratio is not even half of the average of the Sub-Saharan African countries.

One of the higher education institutions that has grown fast is University of Gonder (UoG). It is located 750km north-west of Addis Ababa, in Gonder town, Amhara Regional State. The regular enrollment in UoG in 1997/98 was 737, but rose to 5,158 in 2004/05 (MOE 1999; MOE 2005). The figures for the country for the same years were about 24,000 and 85,000, respectively. Obviously, this is a huge increase in students' population in the regular programs. It is to be noted that the increment is also in evening, summer and distance education programs. Furthermore, enrollments in private colleges have been flourishing fast.

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UoG became a University in June 2004 and was granted a charter in September 2004 by the Council of Ministers. It was a college of Medical Sciences under Addis Ababa University from 1961 to 1992 (University of Gonder 2004). It was under the Ministry of Health at the formation stage (established in 1954) as a ‘Public Health College’ and been reporting directly to the Ministry of Education since 1992. In 2001, the Faculty of Management and Economics was opened, and two years later the faculties of Applied Sciences, and Social Sciences became operational. Table 1 below provides the size of enrollment and staff by Faculty in 2004/05 (1997 E. C.).

Table 1. Enrollment and number of teachers at UoG, by Faculty in 2004/05

Faculty	Regular enrollment	Extension enrollment	Total enrollment	No. of academic staff
Medical and Health Science	1,667	620	2,287	104
Faculty of Business and Economics	982	1,202	2,184	23
Faculty of Social Science	1,603	131	1,734	19
Faculty of Applied Science	906	103	1,009	22
Total	5,158	2,106	7,264	168
% of Females	26.54	34.24	28.77	11.90

MOE (2005) data shows that there were four faculties/colleges, 26 departments, 168 teaching staff, 5158 regular students, and 773 administrative and general services staff in 2004/05. It was offering 24 undergraduate and two graduate degree, and 10 diploma programs in different fields of study. It is to be noted that additional new departments were being established (e.g., law, veterinary science) and students being admitted in the succeeding two years since the Ministry of Education (MOE) data was compiled. Also, the number of academic staff has become over 200. UoG Strategic Plan document shows that by the academic year of 2009/10, UoG “will enroll at least 15,000 students in 7 faculties, 1 college and 1 institute” (UoG 2004, 11). It also intends to offer 45 first degree and 10 graduate programs. It is the mandate of the University to develop programs, produce skilled manpower, do research and disseminate the

findings, and provide community services (Council of Ministers' Regulation No. 112/2004; FDRE 2003; UoG 2004).

2. Study Methods

2.1 Sample Population and Data Collection Instruments

It was decided that the population of the study would be the "University Management Team" (Presidents, Officers, Deans and Chairpersons), the academic staff, the administrative staff, and the students (regular and extension). Since the key stakeholders and beneficiaries of the UNESCO "Recommendation" are teachers, they are the primary focus of attention. The students have participated in the completion of the questionnaire designed for this purpose. Hence, available management team members (11 in total), 64 teachers (in FGD and questionnaire completion), five administrative staff (clerical personnel and library staff), and 209 students have participated in the study. The majority of the teachers have over two years' work experience in Gonder and most of the students were second year and above. The interviews and questionnaire administration took place in early September 2006 at Gonder University by the researcher and an assistant recruited from UoG.

In this study, both qualitative and quantitative approaches and techniques of study are applied. As a secondary source of data, various reports, proclamations, and other documents are used. The sources for the primary data were the following:

- a. Interviews conducted with the University top officials (Acting President, Secretary of the Board, and Head of Quality Assurance Office);
- b. Interviews with three deans and five department heads;
- c. A focus group discussion with seven teachers;
- d. A focus group discussion with five administrative staff;
- e. A questionnaire completed by 57 academic staff;
- f. A questionnaire completed by 209 students.

The interview and focus group discussion items were open ended. The questionnaires had both open ended and closed items, where the subjects had to indicate their levels of agreement or disagreement. The interviews and focus group discussions were conducted mainly in Amharic. The subjects were given a copy of the questionnaire to help them understand and follow the question.

The questionnaires for the teachers and students were in English. It was assumed that they would clearly understand the concepts as the language of instruction in higher education institutions in Ethiopia is English.

2.2 Method of Data Analysis

As indicated earlier, both qualitative and quantitative methods are used in the collection and analysis of data. The questionnaires are mainly analyzed using percentages (by the computer). The open-ended questions are thematic content analyzed by the author and an academic staff in Psychology Department, Addis Ababa University. Narrative analysis is made concerning the interviews and the focus group discussions. The consensus of the discussion group members is used as “the opinion” of the group, where appropriate. The number of teachers and students who completed the questionnaire is provided in Table 2. 15.8% and 21.53% of the participant teachers and students were females, respectively.

Table 2. Number of teacher and student respondents, by Faculty

Faculty	No. of teachers	%	No. of students	%
Medical and Health Science	15	26.32	61	29.19
Business and Economics	18	31.58	52	24.88
Social Science & Humanities	14	24.56	62	29.67
Applied Science	10	17.54	34	16.27
Total	57	100	209	100

The academic ranks of the teachers who completed the questionnaire were Graduate Assistants (38.6%), Assistant Lecturers (29.8%), Lecturers (24.6%), and above Lecturer (7.2%). The overwhelming majority hold a bachelor's (61.4%) and a master's (23.2%) degree.

3. Findings

In this chapter, the findings of the study are presented under the following topics/themes and sub-themes:

- A. Institutional autonomy
 - i. Governance and autonomy
 - ii. Transparency and accountability
- B. Academic freedom
 - i. Rights of teachers
 - ii. Duties and responsibilities of teachers
- C. Terms and conditions of employment
 - i. Employment and working conditions
 - ii. Disciplinary problems of teachers
 - iii. Salaries of teachers
- D. Students opinions on various issues
 - i. On teaching – learning
 - ii. On academic freedom
 - iii. On various administrative issues

For each sub-theme, quantitative and qualitative data are presented. The quantitative data are provided in tables, while the findings through interviews and focus group discussions are narrated, mainly to supplement the quantitative findings.

3.1 Institutional Autonomy

3.1.1 Governance and autonomy

The majority of the interviewees and the respondents of the questionnaires indicated that power is held by the Ministry of Education, the University Board and the University President. The President and the Board members are appointees of the Government and the academic community does not have much say on the selection or membership. However, the Board Secretary/recorder reported that technically, the academic staff and students are supposed to have their representatives, but are inactive and do not even attend meetings. The academic staff or the students do not participate in major policy formulation

processes. Policies, rules and regulations usually come from above (the Board or the President's Office).

A Geography teacher wrote "our institution as a whole, and the departments and faculties do not have autonomy regarding selection of leaders, formulation of policies and financial matters". A department chair also stated that many rules and regulations are formulated by higher officials and imposed on the staff and students.

The teachers' response concerning institutional autonomy is provided in Table 3. The relationship between the University leadership and the academic staff seems poor (as indicated by 68.5% of the participants), the staff and students do not participate in major decisions (66.7%), and there is a lack of consultation on major policy changes (75%).

The focus group discussions with the academic and administrative staff also pointed out that the UoG lacks autonomy in major policy making, students' admission, budget and financial matters, and sometimes in the commencement (e.g., Sociology – Anthropology) and closure (e.g., English minor) of some programs. It is reported that let alone departments, even the faculties are not aware of the amount of their "own budgets".

Table 3. Teachers' responses concerning institutional autonomy

No.	Elements of institutional autonomy	Level of implementation (%)		
		High & Very High	Medium	Low & Very Low
1	Self-government (i.e. free from external interference in internal affairs)	12.7	29.1	58.2
2	The relationship between academic staff and university leadership is collegial	5.3	26.3	68.5
3	Participation of academic community in decision/policy-making processes directly or through their representatives	12.3	21.1	66.7
4	Participation of the academic community in the free selection of leaders and governing body members	14.3	30.4	55.4
5	Representation of the staff association in your institution's governing bodies	7.1	28.6	64.3
6	Protection of the institution from threats to its autonomy coming from any source	1.9	33.3	64.8
7	Prohibition of armed security forces from entering the institution's premises	13.5	28.8	57.7

No.	Elements of institutional autonomy	Level of implementation (%)		
		High & Very High	Medium	Low & Very Low
	unless lives and property are endangered			
8	Availability of structure/s for consultation of the academic community on major policy changes affecting them	3.6	21.4	75.0
9	Women's representation in governing bodies	10.9	21.8	67.3

3.1.2. Transparency and accountability

It was only the top management that claimed that there is transparency and accountability in UoG. An overwhelming majority of the interviewees, including some deans, reported that there is a lack of transparency regarding some decisions, financial matters, travels, and scholarships. One of the interviewees said that, "The power is so much centralized that one of the top leaders signs on ten birr checks ... the Government or the Ministry does not check what the bosses are doing". As Table 4 shows, the support for academic freedom and the concern for quality of education seem to be low. It is to be noted that at least 51% of the staff think so. Sixty eight per cent of the participants indicated the existence of low or very low transparency.

Table 4. Conditions and level of accountability and transparency

No.	Conditions/Factors of accountability and transparency	Accountability and transparency (%)		
		High and Very High	Medium	Low and Very Low
1	Effective communication to the public concerning the nature of its educational mission	10.1	43.6	45.5
2	Commitment to quality and excellence, and the integrity of its teaching, research and scholarship	5.5	43.6	50.9
3	Effective support of academic freedom and fundamental human rights	10.0	38.0	52.0

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No.	Conditions/Factors of accountability and transparency	Accountability and transparency (%)		
		High and Very High	Medium	Low and Very Low
4	Ensuring high quality education for as many individuals as possible subject to the constraints of resource availability	9.4	39.6	50.9
5	Provision of opportunity for lifelong learning	7.4	31.5	61.1
6	Fair and just treatment of students	32.1	34.0	34.0
7	Preventing any form of discrimination, harassment and violence against students and staff	24.1	38.9	37.0
8	Honest and open accounting and efficient use of resources	7.4	33.3	59.3
9	Creation of codes of ethics to guide personnel	5.6	46.3	48.2
10	Assistance in the fulfillment of economic, social and political rights	7.7	28.8	63.5
11	Addressing themselves to contemporary problems facing society	15.7	31.4	52.9
12	Ensuring availability of library collections and access without censorship to information resources	19.2	42.3	38.5
13	Transparency in systems of institutional accountability	7.5	24.5	68.0
14	Ensuring participation of organizations representing teaching personnel in developing quality assurance systems	11.1	33.3	53.7

4. Academic Freedom

4.1. Rights of Teachers

Quite a large number of the interviewees, including those in higher leadership posts (e.g., deans, officers), reported that most members of academic community are not fully aware of their rights and freedoms. Let alone reading, most of them have not heard of the 1997 UNESCO "Recommendation". However, many of them reported that they have heard of the Higher Education Proclamation and the Charter Establishing Gonder University. These documents are not easily available and fora have not been created to discuss or learn about them. Table 5 shows that 72.7% of the teachers reported that freedom to teach in one's area of specialization exists while 67.9% indicated that the freedom to criticize state policies on higher education and other national issues is poor. Furthermore, participation in governing bodies, criticizing institutional policies and possibilities for lodging appeals seem to be curtailed (low). A teacher wrote that "there are teachers who were dismissed by the decision of one person in power.... There is nowhere to appeal". But the University's organizational structure indicates that one could go to the Board or to the courts for any appeal.

Table 5. Extent of the exercise of individual rights and freedoms

No.	Rights and Freedoms	Extent of Exercise (%)		
		Good and Excellent	Fair	Poor
1	Freedom to teach in one's area of specialization	72.7	10.9	16.4
2	Freedom to carry out research and disseminate the findings	55.4	25.0	19.6
3	Freedom to improve one's knowledge and skills	42.6	25.9	31.5
4	Freedom to openly criticize institutional policies and practices	7.3	30.9	61.8
5	Freedom to form and participate in teachers associations	22.2	31.5	46.3
6	Freedom to fully exercise fundamental human rights	21.8	36.4	41.8

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No.	Rights and Freedoms	Extent of Exercise (%)		
		Good and Excellent	Fair	Poor
7	Freedom to criticize state policies on higher education and other national issues	10.7	21.4	67.9
8	Right to lodge an appeal in case of gross violation of one's rights	14.8	33.3	51.9
9	The right to be represented in the governing bodies of the institution	20.4	27.8	51.9
10	Participating in internal policy-making processes	14.3	28.6	57.1

4.2. Duties and responsibilities of teachers

Forty-one per cent of the teachers at UoG have a bachelor's degree or a diploma while 43.45% have a master's degree, and only 15% have a doctorate degree (MOE 2005). Most of the academic staff are young and lack adequate experience in teaching and research. The MOE's recommended minimum qualification is: 30% PhD, 50% MA/MSc, and 20% other credentials (as cited by Saint 2004). The staff profile at UoG suggests a lot to be desired about quality of education.

The University does not provide a handbook (or adequate orientation) on duties and responsibilities, grievance handling procedures or a code of conduct to the teachers (especially for new employees). Still, the response shows that the teachers cover over 80% of the contents of the courses (83.3%), attend classes regularly (85.2%), adequately prepare for their classes (75%), encourage free exchange of ideas in the classroom (69.8%), and are fair and impartial in appraisal of students (64.2%). See Table 6 for more details.

Table 6. Fulfilling duties and responsibilities by Academic Staff

No.	Duties and Responsibilities	Level of agreement concerning the majority's conduct (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1	Cover over 80% of the contents defined in the syllabus for each of their courses	83.3	5.6	11.2
2	Attend 80% of the period assigned for the course	85.2	5.6	9.3
3	Use different teaching methods to address students' needs	59.6	11.5	28.8
4	Allot sufficient time for student consultation and advisement	52.8	18.9	28.3
5	Provide timely feedback on student tests and projects	66.0	13.2	20.7
6	Adequately prepare for their classes within the means provided by the institution	75.0	13.4	11.6
7	Provide fair and equal treatment to all types of learners	66.7	16.7	16.7
8	Encourage free exchange of ideas in the classroom	69.8	17.0	13.2
9	Do not impose their personal convictions or views on students	61.1	22.2	16.7
10	Conduct scholarly research and disseminate results	41.5	26.4	32.1
11	Strive to develop their knowledge of their subject matter	80.4	5.9	13.7
12	Strive to improve their pedagogical skills	59.6	25.0	15.4

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No.	Duties and Responsibilities	Level of agreement concerning the majority's conduct (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
13	Base their research on honesty and impartial reasoning	40.0	42.0	18.0
14	Observe the ethics of research involving humans, animals and the heritage and the environment	38.5	46.1	15.4
15	Respect and acknowledge the scholarly work of academic colleagues and students	63.5	23.0	13.5
16	Respect the confidentiality of new information, concepts and data transmitted to them in good confidence	71.2	15.4	13.5
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation	67.9	18.9	13.2
18	Handle honestly all funds entrusted to them	46.2	34.6	19.3
19	Are fair and impartial in appraisal of colleagues	61.5	19.2	19.2
20	Are fair and impartial in appraisal of students	64.2	20.8	15.0
21	Avoid misleading the public on the nature of their expertise	69.2	23.1	7.7
22	Contribute to the public accountability of their institution	57.7	30.8	11.6

5. Terms and Conditions of Employment

5.1. Employment and Work Conditions

The majority of the interviewees indicated that the terms and conditions of employment are fixed and there is no negotiation, individually or collectively. The focus group discussion of the academic staff reached a consensus that there is no mechanism for the negotiation of salaries, benefits, and working conditions. Most interviewees indicated that low salary, lack of training in teaching methodology, and not being aware of one's rights and responsibilities are some of the major problems of the teachers. Some staff mentioned lack of well equipped offices, shortages in water supply and lack of the Internet connection as also serious problems that teachers are facing in UoG. [A lot of construction was taking place during the visit of the researcher. Some of those buildings are for offices, classrooms, and halls.

Table 7 provides mixed opinions regarding conditions of work, assessment, and career development. Only 47.1% indicated that the terms and conditions of employment create an enabling work environment, while 58% indicated that they are free from discrimination. The institution is not perceived to be actively working towards securing international scholarships (74%) and securing adequate funds for research (49.17%).

Table 7. Levels of agreement concerning terms and conditions of employment

No.	Terms and Conditions of Service	Levels of agreement & disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1	The terms and conditions of employment create an enabling work environment for teaching and research	47.1	17.6	35.3
2	The terms and conditions of employment are free from discrimination of any kind	58.0	12.0	30.0
3	Teaching personnel have the right to negotiate the terms and conditions of employment	22.0	26.0	52.0

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No.	Terms and Conditions of Service	Levels of agreement & disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
4	There is a just and open system of career development, including promotion	47.1	15.7	37.3
5	The institution strives to facilitate sabbatical and research leaves through its international networks and collaborations	22.0	36.0	42.0
6	The institution secures scholarships for staff through its international networks and collaborations	16.0	10.0	74.0
7	The institution promotes research by securing adequate funds through its international networks and collaborations	27.5	23.6	49.1
8	The reasons for contract termination are known and based on advance notice	26.5	32.6	40.8
9	Dismissals are in accordance with the institution's current rules and regulations	28.6	44.9	26.5
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance	46.9	24.5	28.6
11	The assessment is based on known, standard academic criteria	54.2	16.7	29.2
12	Assessment results are made known to the individuals staff member concerned	49.0	19.6	31.4
13	The teaching personnel have the right to appeal to an impartial body against any assessment which they deem to be unfair	34.0	24.0	42.0

5.2. Disciplinary Problems of Teachers

It is reported that very few teachers neglect their duties, or seem to be incompetent, or harass female students. Interviewees indicated that there is no “academic staff committee” that reviews disciplinary problems. It is the “Management Team” that decides on issues of misconduct. An interviewee indicated that there is no one (or clearly visible body) that deals with the discipline and mismanagement problems of those in the leadership. See Table 8 for the teachers' responses concerning various discipline-related issues.

Table 8. Magnitude of disciplinary problems among teaching staff

No.	Disciplinary problems	Frequency Level (%)		
		Frequent and Always	Seldom	Never
1	Persistent neglect of duties	11.5	53.8	34.6
2	Gross incompetence	12.2	55.1	32.7
3	Fabrication or falsification of research results	6.4	34.0	59.6
4	Serious financial irregularities	19.2	46.2	34.6
5	Sexual misconduct with students	11.5	50.0	38.5
6	Falsifying test results or final grades in return for money, sexual or other favors	7.8	49.0	43.1

5.3. Salaries of Teachers

All participants, including the top leadership of UoG, indicated that the salaries paid to the academic staff are too low and inadequate. Most also reported that the staff are highly dissatisfied with their salary, benefits and working conditions. It was the consensus of the focus group discussion of the academic staff that most teachers would leave the University if and when they get better wages and working conditions. As could be observed in Table 9, over 90% of the teachers have indicated that salaries are low, not competitive, and inadequate to sustain themselves and their families. It is also indicated that salaries are not revised

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periodically (84%), and teachers are not adequately compensated for carrying extra workload (72%). Perhaps all these contribute to the large staff turnover and dissatisfaction.

Table 9. Responses on salaries of teaching personnel

No.	Statements about Salaries	Level of Agreement and Disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1	Reflect the important role of higher education in society	5.9	2.0	92.1
2	Are comparable to salaries paid in other occupations requiring similar or equivalent qualifications	3.9	4.0	92.2
3	Adequate to sustain a reasonable standard of living for themselves and their families	4.0	2.0	94.0
4	Are so insufficient that teachers are forced to engage in private consultancy or extra teaching to supplement their income	80.0	0.0	20.0
5	Are so insufficient as to act as a disincentive to attract or retain talented staff	80.0	4.0	16.0
6	Are fully paid when the staff member is studying for a higher degree abroad	13.7	17.7	68.6
7	Are revised periodically to take into account the rising cost of living	6.0	10.0	84.0
8	Teachers are adequately compensated for carrying extra workload	24.0	4.0	72.0
9	Teachers are adequately compensated for annual leaves lost because of extended teaching	19.6	4.0	76.4

6. Students' Views on Various Issues

6.1 On Teaching – Learning

The responses of the students are mixed regarding the conduct of teachers, course coverage, the availability of textbooks, assessment, and the environment for learning (Table 10). 57.6% of the students indicated that the teachers attend over 80% of the period assigned for the course, but only 25.1% indicated that the teachers allot sufficient time for students' consultation. The responses regarding access to library, courses with textbooks, and provision of feedback on assignments and tests are divided. 46.9% of the students disagree that the institution's leadership shows commitment to academic excellence.

Table 10. Students' views regarding the conditions of teaching and learning

No.	Condition	Level of Agreement & Disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1.	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	68.4	8.7	23.3
2.	Majority of my teachers attend 80% of the period assigned for the course	57.6	11.3	31.2
3.	Majority of my teachers do not impose their convictions or views on students	44.2	30.5	25.4
4.	Majority of my teachers use different teaching methods to meet students' needs	45.0	18.3	36.6
5.	Majority of my teachers allot sufficient time for student consultations and advisement	25.1	24.2	50.7
6.	Majority of my teachers provide timely feedback on assignments, tests, and student projects	43.8	16.8	39.4
7.	Majority of my teachers encourage free exchange of ideas in the	64.6	15.0	20.4

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No.	Condition	Level of Agreement & Disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
	classroom			
8.	Majority of my teachers adequately prepare for their classes within the means provided by the institution	47.7	26.1	26.1
9.	The teaching/ learning situation is conducive for research by students	28.6	34.7	36.8
10.	Majority of my classmates attend almost all of the periods assigned for the course	68.0	13.8	18.2
11.	The students have easy access to the library facilities	44.6	12.9	42.6
12.	Majority of my courses have textbooks, teaching materials and/or handouts	43.5	13.8	42.6
13.	Assessment of my classmates does not generally make any discrimination based on ethnicity	55.1	22.2	22.7
14.	Assessment of my classmates does not generally make any discrimination based on their gender	67.1	14.5	18.3
15.	Assessment of my classmates does not generally make any discrimination based on their field of specialization	62.8	19.3	17.9
16.	Assessment of my classmates does not generally make any discrimination based on their political views	59.1	17.7	23.1
17.	The institution's leadership shows high commitment for academic excellence	32.2	20.9	46.9

6.2. On Academic Freedom

Issues related to tolerance of different views, participation of students in the University affairs, the prevalence of freedom of expression and assembly, discrimination, and harassment were posed to the students (Table 11). Limitations in various freedoms and the prevalence of some harassment are indicated. Students lack a forum to debate issues (53%), have no opportunity to express their views on the revision of curricula (52.3%), and do not have a newsletter of their own (44.8%). It is reported that the students respect their teachers (85.1%), face no discrimination based on religion (70.6%) or ethnicity (63.5%). A small percentage reported that some students do not respect their teachers, and there is some discrimination based on religion and ethnicity.

Table 11. Students' perspectives regarding academic freedom

No.	Condition	Level of Agreement & Disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	68.4	8.7	23.3
2	Majority of my teachers attend 80% of the period assigned for the course	57.6	11.3	31.2
3	Majority of my teachers do not impose their convictions or views on students	44.2	30.5	25.4
4	Majority of my teachers use different teaching methods to meet students' needs	45.0	18.3	36.6
5	Majority of my teachers allot sufficient time for student consultations and advisement	25.1	24.2	50.7
6	Majority of my teachers provide timely feedback on assignments, tests, and student projects	43.8	16.8	39.4
7	Majority of my teachers encourage free exchange of ideas in the	64.6	15.0	20.4

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	classroom			
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	47.7	26.1	26.1
9	The teaching/ learning situation is conducive for research by students	28.6	34.7	36.8
10	Majority of my classmates attend almost all of the periods assigned for the course	68.0	13.8	18.2
11	The students have easy access to the library facilities	44.6	12.9	42.6
12	Majority of my courses have textbooks, teaching materials and/or handouts	43.5	13.8	42.6
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	55.1	22.2	22.7
14	Assessment of my classmates does not generally make any discrimination based on their gender	67.1	14.5	18.3
15	Assessment of my classmates does not generally make any discrimination based on their field of specialization	62.8	19.3	17.9
16	Assessment of my classmates does not generally make any discrimination based on their political views	59.1	17.7	23.1
17	The institution's leadership shows high commitment for academic excellence	32.2	20.9	46.9

6.3 On Administrative Issues

Students were asked to indicate their levels of agreement or disagreement regarding fairness of rules and regulations, disciplinary measures, students' placement, adequacy of recreational facilities, and nature of governance (Table 12). Only 39.1% of the students agreed that the rules and regulations of the

institution are fair and conducive for learning. 41.3% of the respondents indicated that students placement in faculties are in accordance with their choice. 51% disagreed that “In general, the governance and administrative system in the institution is democratic and participatory”. On the other hand, 30.2% agreed that it is democratic and participatory.

Table 12. Students’ perspectives regarding administrative issues

No.	Condition/Statement	Level of agreement and disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
1	The rules and regulations of the institution are fair and create an enabling environment for students to succeed in their studies	39.1	18.3	42.7
2	The rules and regulations of the institution are conducive for the creation of a democratic culture and citizenry	33.3	27.3	39.4
3	The disciplinary measures taken against students that you know of are fair and in accordance with the rules and regulations of the institution	38.0	35.4	26.6
4	Students have the right of appeal before an impartial body if they think the disciplinary measures against them are unjust	38.9	31.7	29.5
5	In general, students abide by the rules and regulations of the institution	55.7	24.8	19.5
6	The decision-making process in the institution is not bureaucratic and inefficient	35.9	28.2	35.9
7	Most students understand the affirmative action policy to support females and disadvantaged social groups	50.0	30.5	19.6

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No.	Condition/Statement	Level of agreement and disagreement (%)		
		Agree and Strongly Agree	Do not Know and Undecided	Disagree and Strongly Disagree
8	The system of student placement in faculties strives to reconcile student choice with academic merit or achievement	41.3	33.9	24.9
9	Student services in the institution are adequate for the needs of the majority of students	23.2	25.8	51.0
10	The institution has adequate and diversified recreational facilities for students	17.4	23.1	59.5
11	The institution has a conducive atmosphere for learning and research	29.5	24.7	45.8
12	HIV positive students receive adequate support and services on campus	20.6	55.2	24.2
13	In general, the governance and administrative system in the institution is democratic and participatory	30.2	18.8	51.0

7. Discussion

In most developed countries, academic freedom and institutional autonomy are taken for granted. In most African countries, including Ethiopia, poor governance and limitations on academic freedom, intolerance of divergent opinions, and lack of institutional autonomy are common practices (NEAR 2003; Habtamu 2003 & 2006; Mwiria 2003; Diouf & Mamdani 1994). The restrictions and threats come from governments, political parties, the institutional leadership, and the prevailing political and living conditions. The World Bank (2003, vi) described the situation of higher education in Ethiopia as follows:

... as the 20th century drew to a close, Ethiopia's higher education system found itself regimented in its management, conservative in its intellectual orientation, limited in its autonomy, short of experienced doctorate among academics staff, concerned about declining educational quality, weak in its research output, and poorly connected with the intellectual currents of the international higher education community.

I think this statement describes the Ethiopian higher education's situation very well. The World Bank (2002), Patel (2003) and others warn that if tertiary education is weak and not competitive in the world's "knowledge economy", developing countries would risk further marginalization and poverty. No scholarship, innovation, creativity and transformation would be expected where fear, suspicion and distrust prevail. Democratic governance, true participation of the academic community, freedom of expression and association, and the culture of debate and discussion need to prevail to establish democratic institutions. Good governance, academic freedom and institutional autonomy should be regarded as major elements of the democratization of the educational system.

The need for competent leadership, autonomy and accountability of higher education institutions was identified by the Ministry of Education's HESO study (MOE 2004, 8). HESO study indicated that there is a "need for more visionary leadership, and culture of respect and commitment, a participatory system of governance and management, more efficient and effective resource utilization, and enhanced students' rights and participation".

On paper, UoG is granted institutional autonomy with regards to students' admission, staff employment and promotion, curriculum development, and the administration of funds allocated. However, the reality on the ground shows otherwise. The following general findings indicate the practice in UoG.

- i. The Board members, the president and vice presidents are appointees of the Government (MOE) while the faculty deans are appointees of the University President. There are no clear academic criteria and procedures for the appointments. Selection criteria are not known to the academic community.
- ii. Decision making is centralized and the participation of the staff and students is very limited.
- iii. The qualified autonomy granted regarding students' admission, utilization of finances and development of programs are not put into practice yet. Regular students are placed by the Ministry of Education, and some programs are opened or closed by "telephone order" of the Ministry (as reported by a department head).

- iv. The environment is not conducive for the free expression of opinions, the formation of teachers' association, the creation of fora for discussions and debates on relevant institutional, academic and national issues. Non-involvement, silence and self-censorship seem to be highly prevalent among most teachers.
- v. The academic staff reported high dissatisfaction with the working situation in general and their salaries in particular. It is reported that over 50 teachers, with a master's or above degree have left UoG in the past five or so years, mainly due to low salary, poor working conditions, and undemocratic governance.
- vi. The relationship between the academic staff and the students seems good. However, the relationship between the University leadership and the academic staff is not characterized by collegiality.
- vii. Library facilities, books, Internet access and office facilities are very much limited and perhaps contributing to many teachers' dissatisfaction.
- viii. Discrimination, based on sex, religion or ethnicity is very minimal. Assessment of the staff and students' performance seems fair enough.
- ix. The overwhelming majority of the teachers and students seem to be adequately carrying out their obligation of teaching and learning despite some curtailments and constraints in the overall working and governance situations.

The problems of Ethiopian higher education system are many. These include problems of quality and relevance, financial and other resource constraints, inefficiency in resources utilization, sex and regional disparities in access, low participation rate, lack of democratic governance, shortage of staff with doctorate degrees, large turnover of competent staff, and inadequacy of library facilities (Habtamu 2003; Saint 2004; World Bank 2003). In addition to these, the existence of a large number of junior and under-qualified academic staff, highly dissatisfied and perhaps demoralized teaching staff, a top-down leadership style, lack of a research culture, large classes, and overcrowded dormitories characterize UoG. The ambitious strategic plan document, with a "long wish list" of programs, activities and outcomes may "provides some hope" for improvement. It has plans to professionalize the management and supportive system, democratize the working environment, efficiently implement the block grant budgetary allocation, develop adequate human resources' management policies and systems to attract, develop and retain qualified professionals, improve students' services and participation in decision making, develop quality and relevance assurance system, promote research, offer 45 degree programs in

11 faculties, and be a center of excellence in health science, tourism management and biotechnology by the year 2010 (UoG 2004, 11-13).

As indicated by the World Bank (2003) and others, the standards for accreditation of higher education institutions include, *inter alia*, a participatory and collegial governance system; the academic staff having the necessary qualification to accomplish the mission of the institution; clear rules and regulations being in place; adequate library and information facilities existing; and the administration being held accountable to the academic community and to the government. It would be challenging for UoG to assess itself against these accreditation criteria and the UNESCO standards.

8. Conclusions and Recommendations

Using UNESCO's 1997 'Recommendation Concerning the Status of Higher-Education Teaching Personnel', the situation in University of Gonder has been assessed in terms of, *inter-alia*, institutional autonomy, academic freedom, and the terms and conditions of teachers' employment. Several research questions were posed, and data collected using qualitative and quantitative techniques. The University's management members and several teachers were interviewed. Focus group discussions were held with academic and administrative staff. A questionnaire designed for the teachers was completed by 57 teachers, while the questionnaire designed for the students was completed by 209 students. The data were analyzed and presented in the findings section. Based on the empirical data collected and analyzed, the following conclusions and recommendations are forwarded.

8.1 Conclusions

Based on the data gathered, the following brief conclusions are made:

- a. The growth of UoG in terms of number of students, teachers, programs and buildings in the past five years has been extraordinary.
- b. UoG is granted qualified autonomy (by the Higher Education Proclamation of 2003 and the Charter) to run its affairs without outside interference. However, the institution is not autonomous in many respects, such as the selection of its leaders, regular students' admission, and the utilization of its budget.
- c. Decision making seems to be highly centralized and the teachers report being marginalized in their own institution. Most important decisions

are made by the Ministry of Education, the UoG Board or the President's Office.

- d. The teachers are not aware of the contents of the 1997 UNESCO 'Recommendation', and other relevant instruments that specify rights, freedoms, duties and responsibilities.
- e. Low salary, poor working conditions, and non-participatory management are considered as the main causes for the high turnover, and the dissatisfaction of many teachers at UoG.
- f. A large number of the teachers and the students reported that the UoG administration lacks transparency.
- g. The undemocratic governance system seem to have created fear and self-censorship among the academic staff. The majority of the respondents reported lack of academic freedom (free expression in teaching, research and discussion).
- h. The majority of the teachers carry out their duties and responsibilities adequately, evaluate their students fairly, and cover the expected amount of the syllabus.
- i. Both the academic staff and the students do not use appeal procedures when some alleged injustice is committed or when a disciplinary measure is taken by the University.
- j. The Senate and the academic commissions have been reduced to advisory bodies to the President and the deans, respectively. It is unlikely that decisions that not favored by the President or the deans would be entertained by these bodies.
- k. There is no negotiation of terms and conditions of employment. The salaries, incentives, work loads, promotion criteria, number of students in class, criteria of performance evaluation, and other related issues are fixed by the administration and the teachers have to abide by them.
- l. A large number of students indicated that they are placed in fields of study that they did not choose.

8.2 Recommendations

There are serious challenges of governance, institutional autonomy, academic freedom observed in UoG. To address some of the major problems, the following suggestions are forwarded.

- a. The legal framework and institutional systems and practices pertaining to governance, institutional autonomy, academic freedom and terms of employment need to be harmonized with the 1997 UNESCO 'Recommendation'.
- b. Clear merit-based criteria and procedures need to be established for the selection of the University leadership (Boards, Presidents, Officers and Deans). The academic community should also have some say in the process and be involved in the nomination and selection of its leaders.
- c. The academic community should be made aware of the contents of UNESCO 'Recommendation', Higher Education Proclamation, and UoG Charter. Platforms and channels for their dissemination and discussion should be created to raise awareness.
- d. Some of the provisions of the 2003 Higher Education Proclamation and the UoG Charter need to be revisited and amended in an empowering manner and in line with international standards.
- e. Salaries and working conditions of the teachers need to be competitive and attractive enough to motivate and retain them in UoG. Serious efforts have to be made to get scholarships for further studies of the junior staff and research collaborations for the senior staff, to enable UoG to improve the quality education it offers.
- f. The campus environment needs to be conducive for the free flow and exchange of diverse views, to enable formation of independent teachers' association, and to deliberate on critical University and national issues.
- g. All teachers should have copies of publications on professional code of ethics, duties and responsibilities and grievance handling procedures.
- h. Clear mechanisms for regular (e.g., annual or bi-annual) reporting by the top leadership to the university community should be established to strengthen the system of accountability and transparency and to enable the members of the academic community to provide feedback on achievements, weaknesses and envisaged plans.
- i. The academic community's participation in and ownership of UoG affairs would have to be encouraged if UoG is to succeed in the implementation of its ambitious strategic plan.

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The Case of University of Hawassa

*Tesfaye Semela**

1. Introduction

Higher education in its current form is a phenomenon of the second half of the 20th century though its traditional variant has existed ever since Christianity gets its foothold on Ethiopia (*e.g.*; Teshome 1990; Habtamu 2003). In the main, the existing literature on the history of modern education in Ethiopia portrays the opening of Menelik School in 1908 (*e.g.*; Tekeste 1996) as a landmark for the entry of a Western-style education. Tertiary education followed nearly after a little more than four decades.

For most scholars researching in the field (*e.g.*; Habtamu 2003; Bahiru 2002), the year 1950 marks the modest beginning of higher education with the establishment of the University College of Addis Ababa (UCAA). In about a decade, the UCAA was upgraded and had been renamed as Haile Selassie I University (HSIU). In the years that followed, the HSIU had to pass through a lot of expansion and development until the ouster of the Imperial Regime in 1974. As the Military Junta cements its power, the HSIU had to be once again renamed as Addis Ababa University (AAU). At any rate, as the pioneer of higher education in the Country, AAU's role goes beyond academic boundaries to demonstrate a level of social responsibility. Among other things, the struggle for equality, justice, democracy, and socio-economic development in Ethiopia (*e.g.*; see in Amare 2005) goes to its credit.

The time extending between the years 1974-1991 did not see much expansion partly because of widespread civil war and political unrest characterized the period and partly owing to lack of attention to the higher education sub sector in African countries by international financial institutions such as the World Bank (Brock-Utne 2003). It should be acknowledged; however, that during this period several junior colleges were established and the "quota system" was introduced for the first time to bolster the inclusion of women and students from disadvantaged regions. Nevertheless, there were only two universities for Africa's third most populous country until 1999. In the year 2000 five more universities were opened that has significantly boosted the national enrolment capacity. On top of the existing 9 public universities, 13 new

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higher education institutions (HEIs) became partially operational in 2007. The Ethiopian Higher Education Reform Program apart from the expansion and liberalization of the sub sector encompasses the adoption of the *Higher Education Proclamation* (No. 351/2003) which provided a semi-autonomous status to public HEIs and established two system oversight agencies. Namely: the *Higher Education Relevance and Quality Agency* (HERQA), and the *Higher Education Strategic Center* (HESC). The Higher Education Proclamation (No. 351/2003), apart from being the first national policy document to be introduced in the sub-sector, it has provided a legal framework to higher education governance.

University of Hawassa, originally named as Debu University, was established following the Council of Ministers Regulation No. 62/1999 (FDRGE 1999). It is one of the 5 public universities which were officially inaugurated in year 2000 by merging three colleges located in southern Ethiopia. It included the Awassa College of Agriculture (ACA), Dilla College of Teacher Education and Health Science (DCTEHS), and the Wondogenet College of Forestry (WGCF) located at Awassa, Dilla and Wondogenet respectively.

After nearly seven years of its establishment, UoH has three colleges and six faculties. These include: Awassa College of Agriculture (ACA) Wondogenet College of Forestry and Natural Resources (WGCFNR), College of Health Sciences (CHS), Faculty of Natural Sciences (FNS), Faculty of Technology (FT), and Faculty of Social Sciences (FSS), Faculty of Business and Economics (FBE), Faculty of Veterinary Medicine (FVM), and Faculty of Law (FL). In these establishments there are over 39 fields of study at undergraduate level while there are about eight specialty areas at graduate level focusing on agriculture and forestry. On the other hand, the College of Health Sciences (CHS) run its practical training of doctors, nurses, medical laboratory technologists, and environment health specialists in the same campus with its referral teaching hospital which also provide medical care for residents of Awassa and nearby Zones and Weredas in Southern and Oromia Regional States.

Following the expansion, enrollment has increased noticeably from less than three thousand at its inception in the year 2000 to more than twenty one thousand in the year 2005/06. Moreover, faster than the envisaged timeline as per the University's 10 Years Strategic Plan, Dilla College of Teacher Education upgraded to a university as from September 2006 while WGCFNR is expected to turn it self into a University College in the near future.

Taken as a whole, it should be acknowledged that the expansion of higher education which is going on in Ethiopia is impressive particularly in terms of increasing access to citizens. However, it is equally important to make sure that

the core values of higher education are maintained along with the changing landscape. Central to these core values of a university which requires a close monitoring across varying economic, socio-cultural and political realities, according to Altbach (2001), is academic freedom. Thus, this is one of such initiatives undertaken as part of a nation wide research that examines the status of governance, academic freedom, and teaching personnel in Ethiopian higher education institutions (HEIs) vis-à-vis the 1997 UNSECO 'Recommendation concerning the Status of Higher-Education Teaching Personnel'.

1.1. Research objectives

This case study of governance, academic freedom and teaching personnel at UoH has the following objectives:

- Explore the extent of observance of the 1997 UNESCO Recommendation at UoH
- Identify challenges and constraints in implementing the UNESCO Recommendation, and;
- Propose measures and initiatives to improve the situation of teaching personnel at UoH.

1.2. Overview of University of Hawassa

To provide a brief background on University of Hawassa (UoH), this section presents size of student enrolment, the profile of teaching faculty, and administrative and support staff.

Enrolment

Student enrolment has substantially increased over the last six years from as low as 2340 in 1999/2000 to as high as 21000 in 2005/06 in all programs; at undergraduate and graduate levels. Table 1 portrays the enrolment in the regular undergraduate programs as of 2005/06.

Academic Freedom in Ethiopia: Perspectives of Teaching Personnel

Table 1. Regular undergraduate enrolment (2005/06)

Discipline	Gender			
	(1)	(2)	(3)	(4)
Agriculture	1140	378	1518	13.28
Business & Economics	1216	402	1618	14.16
Forestry	550	75	625	5.47
Health Sciences	975	284	1259	11.01
Law	360	84	444	3.88
Natural Sciences	1191	285	1476	12.91
Soc. Sciences	233	81	314	2.75
Teacher Education	2486	667	3153	27.59
Technology	714	139	853	7.46
Veterinary	131	39	170	1.49
Total	8996	2434 (21.28) ^a	11430	100

SOURCE: Adapted from *Office of the Registrar*, University of Hawassa, June 2006.

Note: (1) Male, (2) Female, (3) Total, (4) Percent of the corresponding group relative to the total.

^a the figure in parenthesis show the percentage of female enrolment in undergraduate degree programs at UoH.

University staff

Unlike most newly inaugurated public HEIs, UoH has a well-experienced and qualified staff in some areas though not all fields able to acquire similar staff mix. For instance, fields such as agriculture and forestry have highly experienced and qualified teachers the fact that the Awassa College of Agriculture (ACA) and Wondogenet College of Forestry and Natural Resources (WGCFNR) do have over three decades of existence. On the contrary, the newly opened faculties such as Business and Economics, Law, and Technology have a serious shortage of staff and hence, have to rely heavily on expatriates.

As shown in Table 2, UoH has 519 academic staff on active duty of which over 10% (53) are expatriates mainly from India, Nigeria, Cuba; and few Volunteers from Voluntary Service Overseas (VSO), UK, and Japanese Agency

for International Cooperation (JICA). Nevertheless, the data on Table 2 did not include staff members on study, research or sabbatical leaves.

The classifications across, academic qualifications reveal that about 12.3% PhDs, 49.5 % M.A/MSc or equivalent (such as MD/DVM with specialization), 32.2% B.Sc/BA; and 5.97% diploma holders. As can be discerned the share of women faculty members was substantially low accounting for only 9%.

Table 2. Staff profile by qualification and nationality (2005/06)

Qualification	Ethiopian (No.)		Expatriate (No.)		Ethiopian (%)		Expatriate (%)	
	(1)	(2)	(1)	(2)	(3)	(4)	(3)	(4)
PhD or equivalent	44	2	20	1	64	12.33		
M.A./M.Sc	228	16	29	4	257	49.52		
B.A./BSc.	165	22	2	1	167	32.18		
Diploma	29	1	2	0	31	5.97		
Total	466	41	53	6	519	100		

SOURCE: Adapted from *Office of the Registrar*, University of Hawassa, June 2006

^a Numbers in parenthesis are percentages

Note: (1) Both male and female; (2) female; (3) percentage of the corresponding level of qualification in relation to the total, and (4) percentage of staff with the corresponding qualification.

The picture, however, slightly changes when the teaching staff are classified by academic rank. Accordingly, about 44.02% of the staff were lecturers, 19.11% assistant professors, 3.23 % associate professors, and 1.33 % professors. However, the close inspection of the data in Table 3 depicts the fact that the majority of the senior staff were expatriates. Overall, this reveals that UoH depends on expatriates for senior faculty positions.

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Table 3. Teaching staff by academic rank and nationality (2005)

Academic Rank	Ethiopian		Expatriate		Both (3)	%
	(1)	(2)	(1)	(2)		
Professors	1	0	5	1	7	1.33
Associate Professors	2	-	11	4	17	3.23
Assistant Professors	64	2	29	6	101	19.17
Lecturers	178	18	31	5	232	44.02
Assistant Lecturers	43	4	1	0	48	9.12
Graduate Assistants	52	11	0	0	63	11.95
Others	50	6	2	1	59	11.19
Total	390	41	79	17	527	100

SOURCE: Adapted from *Education Annual Statistical Abstract, 2005, MoE*.

Note: (1) Both male and female staff; (2) Number of female staff; (3) Ethiopian and Expatriate Staff; (4) percentage of staff holding the corresponding academic rank.

According to the 2005 education annual statistics (MoE 2005), the administrative and support staff at UoH was estimated to be 726, of which 295 were females (see: Table 4). The proportion of the administrative staff to the teaching staff stands at 1:1.45, i.e., for about 10 academic staff there were more than 14 administrative and support staff.

Table 4. Administrative and support staff

Category	Gender		%
	1	2	
Professional service	16	6	2.10
Sub-professional service	60	5	7.87
Administrative service	28	4	3.67
Clerical & financial service	128	63	16.80
Trade & craft service	185	70	24.28
Manual & custodial service	345	147	45.30
Total	762	295	100

SOURCE: Adapted from *Education Annual Statistical Abstract, 2005, MoE*

Note: (1) Both male and female; (2) number of females and (3) percentage of female administrative and support staff

In 2005/06 student enrolment in continuous education program (CEP) has increased significantly to reach about 42% of the overall enrolment.

2. Higher Education Governance and Academic Freedom in Ethiopia

The history of higher education in most African countries is directly linked to their former European colonizers still have a strong repercussion on the nature of the academic programs, curricula, medium of instruction, and generally the structure and system of higher education. To some extent, the Ethiopian higher education system may be immune from such an impact due to its unique history of being a non-colonized country. However, like other African counterparts, Ethiopia's higher education institutions were in fact victims of autocratic leadership, frequent violation of academic freedom and state intervention. Though very limited attention has been given to a serious scholarly research to examine the state of governance and academic freedom in Ethiopian context, some studies (*e.g.*; Mama 2003; Zeleza 2003; Human Rights Watch 1990-2002) contend that Ethiopia is one of the countries in Africa that limit academic freedom. Mama on her report titled: "*Towards Academic Freedom for Africa in the 21st century*" disclosed that African countries including Egypt, Ethiopia, Eritrea, Kenya, and Nigeria have a track record of non-observance of the 1997 UNESCO Recommendation as well as the 1990 Kampala Declaration of Intellectual Freedom and Social Responsibility. Nonetheless, Mama noted that violation of academic freedom is not only limited to governments but also rebel opposition forces, political parties and civil society organizations.

In Ethiopia, there were incidents of violation of academic freedom and institutional autonomy since the introduction of higher education. During the Imperial and Military Regimes students and teachers were targets of torture, dismissals, imprisonment and extra-judicial killings for exercising their academic freedom. After the fall of the Military Government in 1991 there was some hope that the new EPRDF led government could change for a better until the dismissal of 42 senior professors from Addis Ababa University came as surprise to many and the subsequent attribution of the act as violation of academic freedom (*e.g.*; Zeleza 2003; Human Rights Watch 1990-2002; Bahiru 2003; Habtamu 2003). In addition, there is some evidence to suggest that lack of academic freedom, meager salary, and unfavorable working conditions have contributed to human capital flight, erosion of institutional commitment and job dissatisfaction (*e.g.*; Altbach 2003; Seyoum 1992; 2000; Dejene 2000; Tesfaye 2004). In particular, studies on brain drain among academics in HEIs identified

lack of academic freedom (*e.g.*; Altbach 2003; Seyoum 1992; 2000; Teshome 2007) as one of the key antecedents. Other studies (*e.g.*; Teshome 2006; 2007) reveal that universities also lost their freedom of developing their own curricula to the Ministry of Education (MoE). In this vein, Teshome (2006; 2007) based on his investigation on management, staff, and students of five public universities confirmed the prevalence of a top-down approach in curriculum development.

With regard to governance of higher education institutions, in 2004 the Higher Education System Overhaul (HESO) Committee conducted a survey in selected public HEIs. The study specifically focused on governance, institutional autonomy and accountability which eventually came out with a wealth of information on the issue (HESO Committee Report 2004). Accordingly, the study revealed the following key findings regarding the state of governance in Ethiopian public HEIs

- University Boards do not contain individuals with relevant skills needed to fulfill the functions of the board.
- It (Boards) involved the potential for conflict of interest – *i.e.*, People from the MoE are assigned as board members.
- The Central Government did not make the necessary adjustments to a system of accountability and autonomy – the Report stressed the need for a transparent and clear information flow.
- The demands made by the Government on HEIs did not take into consideration the former's obligation to put in place what is needed (HESO Committee Report 2004, 15)

Further, the same study noted the problem of clarity in the Higher Education Proclamation (No. 351/2003) related to governance of public HEIs. The Report points out that “There appear to be areas within Higher Education Proclamation that needs clarification so as to ensure that they do not represent hindrances for the implementation of autonomy in the public sector HEIs”. (*p.* 17)

Giving evidence where the Proclamation needs revisiting the Report states:

One example is the appointment and dismissal of the head of an institution: this is now one of the powers of the Ministry (see Article 35:2) following the recommendations of the Board and although under Article 35:3 the Board may also recommend the dismissal of a head, it is not clear if the Ministry is bound by the recommendation or whether it may make another decision. (*p.* 17)

The Report also came up with an assessment of institutional culture at HEIs on the bases of the data collected through field visits and interviews. Accordingly, the authors argue that:

All agencies involved display aspects of disabling culture; in particular, they suffer from a 'blame culture' are insufficiently out-come oriented, and are not yet empowering organizations in which all staff and other stakeholders are given and take appropriate responsibility and appropriately encouraged and rewarded for so doing.(p. 6)

From the viewpoint of organizational behavior, enabling institutional culture is one where all individuals within the institution share the same vision and work hand and glove to achieve their institutional goals. On the hand, what was found according to the HESO Committee Report was contrary to this major assumption.

Identifying the shortfalls that block the creation of an enabling institutional culture, the Report states that though most HEI managers are energetic and committed, they fall short of achieving institutional goals due to:

- the pervading 'Blame-culture' that nourished reluctance to take responsibility, seeking excuse for failures and lack of initiative – deliberate avoidance of real issues
- an authoritarian management culture and style that is not appropriate for modern organizations – such authoritarian attitude hindered faster decision-making, high-level involvement in trivia – and little engagement in strategic issues.
- too much dependence on permissions from above, even when provided with tools of autonomy. (p. 23).

A similar idea has been advanced by Teshome (2006) with regard to the inefficiency and lack of commitment on the part of the existing higher education leadership even to exercise institutional autonomy. He goes on to argue that the knowledge of faculty members regarding the existing policy was limited and little awareness exists regarding the provisions of the Higher Education Proclamation (351/2003).

Teshome's study further identified challenges related to higher education and governance, which among others include:

- Government interference in affaires of HEIs and institutional decision making, and institutional leadership appointment and dismissals;
- MoE's poor capacity to engage and lead HEIs;

- Micro management by HEI Boards and lack of strategic orientations, lack of guidance and support, and limited capacity and experience;
- University leaders appointment at all levels not necessarily based on merit and impartiality; poor capacity and experience; lack of recognition and incentives;
- Lack of participatory leadership and management systems (2006:7).

Teshome also argues that the appointment of Regional Presidents as Board chairpersons is an opportunity though he admits that there is a belief among critics of this trend that it snatches the freedom and impartiality of higher education institutions as places of scientific enquiry.

In short, research on governance and academic freedom in Ethiopian higher education system depict a much similar picture with that of other African countries that are under pressure from governments, globalization and the public on the one hand, and institutional leaders and the academic community on the other. Specifically, there is an indication that governance in Ethiopian HEIs is suffering from state intervention, absence of transparent and participatory decision-making processes, lack of institutional commitment, and the autocratic tendency of most university leaders that created an unfavorable institutional culture (HESO Committee Report 2004).

3. The Study Participants

The participants of the UoH case study were drawn from all categories of the university community including students, administrative staff and the management notwithstanding the fact that the study mainly focuses on teaching personnel.

Sampling procedures

In order to select a representative sample of the student population, a multi-stage probability sampling procedures was employed. First, three faculties and one college, and the School of Graduate Studies (of the three colleges and six faculties) were included in step one. In step two, from each faculty/college two departments were included using a random sampling procedure. In step three, 10% of the junior and senior students were selected to take part in the survey. However, students in the continuing education program were drawn only from colleges of agriculture and faculty of business and economics since the remaining faculties included in the sample did not have students in the evening

and summer programs (see Table 6). Table 5 summarizes the distribution of study participants by faculty and sex.

Table 5. Sample size by sex, faculty/college and background characteristics

Faculty/College	(1)	(2)	(3)
Business & Economics Faculty	14	4	22.6
College of Agriculture	20	6	32.3
Faculty of Natural Sciences	12	3	19.4
Faculty of Veterinary Medicine	6	0	9.7
Wondogenet College of Forestry	10	3	16
Total	62	16	100
Profile	(1)	(2)	(3)
<i>Education</i>			
PhD	8	1	12.9
M.Sc/M.A	32	6	51.6
B.Sc/B.A	22	9	35.5
<i>Rank</i>			
Asst. Professor	16	1	25.8
Lecturer	24	6	38.7
Assist. Lecturer	8	0	12.9
Graduate Assistant	14	9	22.6
<i>Year of Service</i>			
1-2 years	20	6	32.3
3-5 years	17	5	27.4
6-10 years	13	4	20.9
11 years >	12	1	19.4
Total	62	16	100

SOURCE: Field Data

Notes: (1) Both sexes, (2) females, (3) percentage of the corresponding category relative to total sample

The mean year of service of the study participants at UoH was 4.34, with a standard deviation (SD) of 5.89. This reveals the wider gap in serving the institution which can also be confirmed by the range of the variation showing

that the minimum year of service was 1 and the maximum 26 years. The tabulation by level of education and academic rank reveals that the majority of the staff hold a masters' degree (51.6 %) and were lecturers (38.7%). The details about their academic qualification, rank and home-base are provided in table 5.

The total number of academic staff, excluding expatriates and staff members who were on study, research, or sabbatical leaves, was about 450. Of these, a total of 105 were included in the study. Out of these, 62 (25.8% females) returned completed questionnaires. The return rate was 59%, which is considered to be adequate to carry out the analysis.

Table 6. Participant students by faculty/college

Faculty/College	(1)	(2)
Business & Economics Faculty	40	11
College of Agriculture	31	12
Faculty of Natural Sciences	25	8
Faculty of Social Science	18	7
School of Graduate Studies	10	3
Total	124	41

SOURCE: Field Data

Note: (1) Both sexes, (2) Female

As shown in Table 6, out of the 140 students who volunteered to take part in the survey, a total of 124 students returned completed questionnaires. The questionnaire return rate was high (88.5%) and can allow reliable interpretation.

Management and Administrative Staff

The university leadership and administrative staff who participated in study were nine. Table 7 provides the summary.

Table 7. Participants from the leadership and administrative staff

Position of Responsibility	N
Vice Presidents	2
Associate Vice President	2
Admin. Heads of Department (Personnel, Finance, General Service, Planning, Property)	5
Total	9

SOURCE: Field Data

4. Instruments and Procedures of Data Collection

As indicated at the beginning of this chapter, a variety of data collection tools were employed to generate relevant data. These included completion of closed and open-ended questionnaires by students and staff, semi-structured interviews, and focus group discussions. The Teachers' Questionnaire encompassed the various elements of academic freedom teaching personnel with subscales identified as (1) institutional autonomy, (2) institutional accountability, (3) Individual rights and freedoms of teaching personnel, (4) Duties and responsibilities of higher education teaching personnel, and (5) terms and conditions of employment. The questionnaire is comprehensive and warrants a commendable content validity. Similarly, the student questionnaire contained a 52-item scale with three sub-scales operationalized to assess: (1) conditions of teaching and learning (17-items), academic freedom (23-items), and administrative issues (12-items), for the purpose of triangulation with responses from teachers. On top of this, four open-ended items were added to supplement the close-ended scale.

Focus group discussion (FGD) was conducted with a six-member group of teachers. The themes of the FGD were three, i.e., governance framework, academic freedom and terms and conditions of service. This was to generate supplementary information to triangulate data generated through questionnaire.

A semi-structured interview guide was prepared to assess the opinions of the university leadership and administrative staff. The interview guide designed for the university leaders focuses on assessing their 1) *knowledge about the UNESCO Recommendation*, challenges and constraints related to governance specifically assessing internal institutional autonomy, adequacy of the existence of legal policy frameworks for ensuring good governance and academic freedom, 2) *academic freedom* – the state of academic freedom, human rights,

mechanisms the university leadership used to protect the freedom of organization, expression and assembly of teachers and students, existence of failure to discharge academic responsibilities by staff, (3) the level of satisfaction of their staff *regarding terms and conditions of employment*, existence of schemes by which the university motivates its staff, the adequacy of salaries and benefits for staff and ways of improving this at the level of institutions, the scale of brain drain and its causes and remedies. Similarly, the administrative staff were asked to give their opinion on the state of governance, academic freedom, and terms and conditions of service.

Data were obtained using structured questionnaires for teachers and students, and analyzed using SPSSWIN Version 12. The quantitative data were interpreted using descriptive statistics and a univariate Chi-square.

5. Findings and Discussion

In this part, the findings of the present investigation will be discussed under three subheadings depicting the focal themes, namely, governance, academic freedom, and terms and conditions of service. As indicated earlier, the section on governance includes institutional autonomy and accountability while that of academic freedom consists of the rights and freedoms of teachers, students and the academic community at large with commensurate duties and responsibilities. The third part presents the findings related to teachers' conditions of service, which include their employment conditions, salary and remuneration and handling of staff discipline.

5.1. Governance

For ease of presentation, the discussion of key findings in relation to governance will be made under institutional autonomy and accountability. In both cases, the views of the university community that involved teachers, students the university leadership and administrative staff, and relevant information obtained from institutional and national policy documents will be discussed.

Institutional Autonomy

The perceptions of academic staff, administrative staff and the leadership, and relevant policy documents are used to examine institutional autonomy. Accordingly, the reactions of faculty members to the facets of institutional autonomy and academic freedom are presented in Table 8.

Table 8: Academic staff ratings of elements of institutional autonomy

No.	Items	Level of autonomy (%) ^a		
		(1)	(2)	(3)
1	Self-government (i.e. free from external interference in internal affairs	16.1	41.9	41.9
2*	The relationship between academic staff and university leadership	16.1	32.2	51.6
3*	Participation of academic community in decision/policy-making processes directly or through their representatives.	16.1	29	54.8
4*	Participation of academic community in the free election of leaders and governing body members.	16.1	32.2	45.2
5	Representation of the staff association in your institution's governing bodies.	16.1	40.8	43.2
6*	Protection of the institution from threats to its autonomy coming from any source.	19.4	19.4	58.1
7*	Prohibition of armed security forces from entering the institution premise unless lives and property are endangered.	19.4	19.4	58.1
8*	Availability of structures for consultation of academic community on major policy changes affecting them	16.1	22.6	61.3
9*	Women's representation in governing bodies	16.1	35.5	48.4

SOURCE: Field data

Notes: (a) the rating scales are collapsed as follows: Very high and high = high and Low and Very Low = Low (1) High, (2) Medium, and (3) Low

* Univariate χ^2 statistically significant at $p < .05$, $df = 2$,

As shown in Table 8, a significant majority ($p < .05$) of academic staff generally assessed the extent of institutional autonomy to be “low” on 5 out of the 7 elements. A closer inspection of their ratings shows that the majority did not endorse statements that “the relationship between staff and university is collegial” (51.6%) and there is “Participation of academic community in decision/policy-making processes directly or through their representatives”

(54.8%). This is consistent with previous research that indicated that participation of teachers in decision-making is restricted since teachers are kept voiceless (HESO Committee Report 2004). Under the circumstances, it is also hard to anticipate the expected level of collegiality between staff and the leadership.

Similarly, the majority of teachers believe that the extent to which the institution exercises its power to “Protect the institution from threats to its autonomy from any source” (58.1%), “Prohibit armed security forces from entering the premises of the institution unless lives and property are endangered” (58.1%), enable “Participation of academic community in the free election of leaders and governing body members”, and ensure “Availability of structures for consultation of academic community on major policy changes affecting them” (61.3%) is found to be low. This is an indication that UoH is not enjoying internal institutional autonomy in important areas that it should have enjoyed as a center of knowledge and excellence. Further, the majority still believe that “Women’s representation in governing bodies” (48.4%) is low despite some attempts by the institution to boost the number of female faculty members. However, based on the calculation of a univariate Chi-square, no clear differences in proportion of respondents were found on items: “representation of academic staff in governing body” and “Representation of the staff association in your institution’s governing bodies”. Meaning the percentage of teachers who rated as “high”, “Medium” or “Low” did not vary to statistically significant extent. This is probably because the representation of teachers in the University Senate was viewed as an alternative for Teacher’s Association, an entity which does not exist at the moment. A similar explanation can also apply to the ambivalence of teachers with respect to their representation in governing bodies since they can elect their deans and heads of departments except for the top leadership positions.

For the most part, the views of the administrative staff strengthen teachers’ positions since all respondents indicated that the administrative wing of the institution did not have the opportunity to take part in decision-making processes. Further, they alleged that existing national as well as institutional policies do not encourage the involvement the administrative staff either. Among the specific remarks made, it is revealing to note what one female respondent had to say in connection with national policy frameworks: “We have no representation both in the University Management Committee or the Senate ...and there is no provision in the Higher Education Proclamation that guarantees our participation.”

Thus, from the point view of the administrative staff, it is hard to regard the decision-making process as participatory.

In addition, members of the administrative staff expressed that the institution has no autonomy in administering its own budget. Specifically speaking about financial autonomy, the head of finance department indicated that the delay in the implementation of the so-called “Block Grant” lies in the failure of our institutions to act as per the provision of the Higher Education Proclamation (Article No. 57, 1-a). Further, the same respondent argued that the Proclamation provides some autonomy to HEIs to administer their finance as well as employ and remove personnel (Article No. 38: Sub article 2: a & b). She concluded that “...they (the Leadership) do not have to wait for yet another directive from the Government”. This view is in agreement with Teshome (2006; 2007), who claims that public HEIs were not able to benefit from the provisions of institutional autonomy guaranteed in the Proclamation (351/2003). However, there seems to be a credible reason for not being able to use this opportunity.

In this regard, another respondent from the administration attributed the delay in the implementation of the provisions of the Proclamation to lack of coordination at MoE. Specifically commenting on the issue he stated: “In spite of the fact that the Proclamation has been around since 2003, there has been little effort made by the MoE to help the institutions realize the provisions that guarantee autonomy.”

This is consistent with the opinions of the leadership. The vice presidents for academic and administrative affairs said that UoH cannot single-handedly implement the provisions in the absence of uniform instruments and directives applicable to all public HEIs that can be prepared under the coordination of the MoE. It may be due to this that the HESO Committee Report (2004) claims that the MoE did not facilitate the implementation of the Proclamation though it was admitted that the MoE lacks the capacity to address the demands made by the higher education institutions (Teshome 2006; 2007).

University officials on their part claimed that there is a partial autonomy in some areas. Nevertheless, they admitted that the autonomy to administer finance is restricted since they should get the approval of the Ministry of Finance and Economic Development (MoFED) and MoE to use their budget as per the institutional requirements. One explanation given for the absence of the required level of autonomy is, according to the officials, a heavy dependence on government budget. Thus, the Vice President for Academic Affairs and Research (VPAAR) concluded that “Under circumstances where we are solely financed by the government, interventions in student admission, introduction of new programs, administration and finance, and curricula are unavoidable because this is a government institution”.

Overall, it is now apparent that institutional autonomy is restricted not only seen from the vantage point of the provisions of the 1997 UNESCO Recommendation but also in the light of the Higher Education Proclamation

(No.351/2003). In addition, teachers' assessment of institutional autonomy along with the results of the FGD with teachers and interviews with academic vice presidents corroborated teachers' claim that the institution is hardly free from external interference. Further, it was found out that, purely academic activities such as determining the number of students to be admitted, developing curricula, and launching new programs are not left to the institution. The intervention in affairs such as these are in conflict with the provisions of the Proclamation that warrant HEIs to develop their own curricula (Higher Education Proclamation No. 351/2003; Article 14:1). In this regard, the present study confirms earlier findings reported by Teshome (2006) about the existence of a top-down approach in curriculum development and launching of new programs. Furthermore, the academic community did not have the right to elect its top leaders. This is not surprising since the Higher Education Proclamation and the Regulation of the Council of Ministers' (No. 62/1999: Article 10: 1-2, p. 1209) that established the University clearly stipulate that the President and Vice Presidents are appointed by the Government. However, the issue here is not who is appointed but rather why the academic community is not taking part in the process. This appears to be one of the reasons which make teachers feel sidelined from participating in key decision-making processes that are affecting their lives and their institutions. In some cases, appointed leaders can be seen as impositions from without, which in itself might cause strained relationships (Zezeza 2003), lack of collegiality, and absence of shared institutional values that can bring together ordinary staff members and the leadership to the same wave length on key institutional issues. This in turn fosters indifference and lack of a sense of ownership. At this juncture, what the HESO Committee Report (2004) described as a "Blame culture" pervading public HEIs could be cited as an example of the negative consequences of marginalizing the academic community. Apparently, this has encouraged reluctance to take responsibility and deliberate avoidance of real challenges as indicated in the HESO Committee Report (2004). Thus, it can be argued that since the appointment of higher education leaders was not necessarily based on merit (Teshome 2006), apart from running the risk of having incompetent ones who are overly dependent on permission from above (HESO Committee Report 2004), they tend to create an authoritarian institutional culture which is contrary to the values of a university (Altbach 2001).

The other important finding worth mentioning here concerns the University's autonomy with respect to prohibition of armed security forces from entering its campus premises. Though the majority of the teachers do not believe that the institution has the power to forbid security forces from entering, it was reported by the majority of the students that armed security forces did not enter their campuses unless there was a credible threat to life and property. In this

regard, University leaders also indicated that there were occasions when they asked for the protection of armed security police as a result of violent student unrests that could not have been controlled by the university guards.

Public accountability

Governance in HEIs can not be understood without regard to the prevailing state of public accountability. This part, therefore, discusses the views of teachers, the leadership and administrative staff.

According to instructors' perception, institutional accountability (see: Table 9) at UoH is a little bit better than the state of institutional autonomy since most of the elements of public accountability are rated as "Medium" with maximum percentage given to "Effective communication to the public regarding the nature of educational missions" (46.9%), "Creation of Code of Ethics to guide personnel" (45.2%), "Ensuring the participation of organizations representing teaching personnel in developing quality assurance systems" (43.8%), "Preventing any form of discrimination, harassment and violence against students and staff" (43.8%), "Ensuring high quality education for as many individuals as possible" (43.8%).

Notwithstanding the fact that a little more than a third (37.5%) of the teachers were skeptical about the level of honesty and openness of accounting and effective utilization of resources (Item 8), the majority rated these as "medium" or "high". A similar opinion was held by administrative staff which concurs with the response given by the Vice President for Administrative and Development (VPAD).

We have one of the transparent public HEIs in the country – we respect the opinion and views of some of our staff, but to a large extent they are naïve about how we operate and keep themselves distant from the leadership – but still if there are other ways that makes our system more transparent than what we have at the moment we will welcome these innovative ideas.

On the other hand, the qualitative data generated through interviewing the administrative staff suggests that the level of public accountability of the leadership particularly in terms of managing funds, procurement and purchase of materials and equipment is fair and transparent.

Similar views were reflected in the FGD with teachers confirming that the university leadership has ensured a clear procedure in managing finance and providing a relative autonomy to academic units to conduct staff recruitment based on transparent procedures. Nevertheless, teachers were of the opinion that

the existing procedures of financial administration are outdated and inconsistent with envisaged institutional culture.

Despite the positive assessment of their institutional leaders in some cases, the majority of the teachers maintain that institutional accountability with respect to “Assistance in the fulfillment of economic, social, and political rights” of teaching personnel was ‘low’ (43.8%). In contrast, apart from giving a high rating for “Fair and just treatment of students” (46.9%), in the FGD, teachers expressed the view that the university administration was excessively pro-student, describing the situation as tantamount to marginalizing the institutional role of teachers. Further, teachers complained that the university management has not been doing what it should because of its excessive preoccupation with students’ affairs related to food and dormitories, health and entertainment services.

Table 9. Summary of ratings of accountability

No.	Items	Level of Accountability (%) ^a		
		(1)	(2)	(3)
1*	Effective communication to the public regarding the nature of educational mission	18.8	46.9	34.4
2*	Commitment to quality and excellence, and the integrity of, teaching, research and scholarship	25.0	40.6	34.4
3	Effective support of academic freedom and fundamental human rights	25.9	38.7	35.5
4	Ensuring high quality education for many individuals as possible subject to the constraints of resource mobility	25	43.8	31.3
5	Provision of opportunity for life long learning	28.1	43.8	28.1
6*	Fair and just treatment of students	46.9	40.6	12.5
7	Preventing any form of discrimination, harassment and violence against students and staff.	37.5	43.8	18.8
8	Honest and open accounting and efficient use of resources	31.3	31.2	37.5

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No.	Items	Level of Accountability (%) ^a		
		(1)	(2)	(3)
9*	Creation of code of ethics to guide personnel	16.1	45.2	38.7
10	Assistance in the fulfillment of economic, social, and political rights.	15.6	40.6	43.8
11	Addressing themselves to contemporary problems facing society	21.9	40.6	37.5
12	Ensuring availability of library collection and access without censorship to information resources	28.1	37.5	34.4
13	Transparency in systems of institutional accountability	25.1	37.5	37.5
14	Ensuring the participation of organizations representing teaching personnel in developing quality assurance systems	18.8	43.8	37.5

SOURCE: Field Data

Notes: (a) the rating scales are collapsed as follows: Very high and high = high and Low and Very Low = Low.

(1) High, (2) Medium, and (3) Low

* Univariate χ^2 statistically significant at $p < .05$, $df = 2$.

The issue of student services has been consuming a lot of the leadership's time and energy, and the university's resources. Perhaps not surprisingly, the leadership did not contest teachers' views. They admitted that too much time is spent on administrative routines than on strategic institutional issues. Accordingly, the VPAAR said: "We are not focusing more on institutional development, quality improvement, or international cooperation. We fully understand that this scenario should come to an end, if the Institution is to survive and develop as a modern university. ...our activities related to student services should be outsourced". This is consistent with similar studies made in the context of public HEIs (*e.g.*, HESO Committee Report 2004; Teshome 2006) that asserted that public accountability generally falls short of effectively realizing the functions of HEIs.

The Leaders of UoH in this connection contended that they are overwhelmed by multitudes of challenges to properly demonstrate the required level of accountability. The key challenges comprise:

- *Low salary scale and incentives* – declining institutional commitment among staff due to inadequate salary and benefits;
- *Nominal housing-allowance* – despite the fact that the university made some adjustments, it does not fully satisfy the staff due to the rising cost of living;
- *Substandard working condition* – particularly the issue of office space has been a serious problem for the staff to properly discharge their duties; it was indicated that the design of new buildings did not take into account staff offices;
- *Limited opportunity for professional and academic development* – There are projects related to institutional development and capacity building but they are limited to some faculties or colleges. Nevertheless, staff members who individually secured research and sabbatical leave opportunities are encouraged by the university to pursue their engagements. However, in an interview with the Vice President for Academic Affairs Research (VPAAR), it was indicated that staff members who seek study, research or sabbatical leaves are responsible to look for funds elsewhere;
- *Brain drain* – According to the VPAAR, brain drain generally remains to be a serious problem to the university. However, some faculties are more affected than others. Accordingly, the College of Health Science is suffering a serious depletion of its faculty members due to lack of incentives. A similar problem also prevails in the faculty of business and economics and social sciences. The official indicated that the university has been trying to address the problems for sometime now; however, the issue of pecuniary benefits that the staff demand cannot be easily addressed since the institution is not in a position to generate funds commensurate with what has been demanded by the staff. Nevertheless, there are some measures taken to increase staff benefits such as housing allowance.

As in most public HEIs in Ethiopia, there were frequent student unrests in UoH between 2003 and 2006. The VPAAR and VPAD described these incidents as a serious challenges to ensure public accountability since, among other things, they disrupted the academic calendar of the institution, not to mention their

impact on the quality of teaching and learning. Both agreed that the of list challenges are long but identified the following as most serious:

- Increasing religious and ethic intolerance that led to interruption of classes;
- Declining academic engagement and increasing focus on hard-to-meet demands associated with the services they are being provided in the university;
- Depletion of feelings of responsibility for public property and worsening behavior.

Regarding accountability related to public funds, positive views were expressed by administrative staff members. Four of the five respondents said that the university follows the Government's financial administration procedures in all its activities though they admitted that the academic staff often complain that the lengthy procedures are not compatible with the efficiency expected of universities.

Overall, it can be said that teachers, administrative staff as well as the leadership viewed institutional accountability favorably compared to institutional autonomy. The results showed that in some of the elements measuring accountability, the university leaders were assessed by the majority of the teaching staff as demonstrating a "moderate" level of public accountability. This includes accountability of the leadership related to 'ensuring effective communication of university missions to the public', 'preventing any form of discrimination, harassment and violence against students and staff', 'creation of professional code of conduct', and 'provision of opportunity for life-long learning'.

5.2. Academic freedom and duties and responsibilities

Awareness, follow-up and implementation of the UNESCO Recommendation

In order to address the objective of this study which capitalizes on the awareness of the university community regarding the knowledge about and implementation of the 1997 UNESCO Recommendation, teachers, students and university officials were asked whether or not they were aware of its existence. Surprisingly, no member of the university community that participated in the study was aware of its existence. At this juncture, it is revealing to mention what the VPAD has to say in connection with lack of a uniform understanding of academic freedom among the academic community and other concerned bodies:

There seems to be no common understanding on the concept of academic freedom by all stakeholders including teachers, the university leadership and the government. For me it is not clear what the boundary of my freedom is as a teacher and what responsibilities I shoulder.

The VPAD further stated, “Some staff members capitalize more on their freedoms and rights while relegating to sideline their duties and responsibilities; ... I also witnessed some colleagues who were afraid to openly criticize policies in an appropriate forum”.

In view of this lack of awareness, it was unrealistic to expect the University to incorporate the provisions, the norms and principles of the 1997 UNESCO Recommendation into institutional policies, rules and regulations.

Other rights and freedoms such as the right to criticize institutional and other state policies and freedom to fully exercise fundamental human rights, which are part of the 1997 UNESCO Recommendation, have not been included in the legislation. In some cases, the provision on academic freedom in the UoH Legislation is by far narrower than those stipulated in the Higher Education Proclamation (351/2003). Some of these rights which are not part of the same document the UoH Legislation include the “Rights to positions of responsibility” and “Rights not to be liable for personal views and beliefs” (The Higher Education Proclamation No. 351/2003:2241).

Individual rights and freedoms of teaching personnel

As shown in Table 10, the items that are favorably assessed include: Freedom to teach in the field of specialization (excellent: 40.6% and good: 25%), carry out research and disseminate the findings (excellent: 31.3% and good: 37.5%), and freedom to improve knowledge and skills (excellent: 28.1% and good: 37.5%). On the contrary, freedom to openly criticize institutional policies (46.9%), freedom to criticize state policies on higher education and other national issues (48.4%) and freedom to form and participate in teachers associations were rated by the majority as ‘poor’.

In this regard, it was found out that the UoH Legislation does not explicitly recognize the right and freedoms of academic staff to openly criticize institutional and other national policies. On the other hand, the Proclamation has a provision that empowers teaching personnel to: “Give comments on the quality of teaching learning in the institution”. This provision seems to demarcate the boundaries of teachers’ rights and freedoms to that of teaching and learning and does not unequivocally acknowledge those rights freedoms as provided in the 1997 UNESCO Recommendation. On the other hand, the Proclamation also has another provision which reads: “rights not to be held liable for personal views

and beliefs”. Still this phrase cannot be equated with the “freedom to openly criticize institutional and other national policies” to the same degree of certainty and scope as provided for in the Federal Democratic Republic of Ethiopia’s (FDRE) Constitution, which guarantees the rights to freedoms of thought, expression, assembly, association, and movement (FDRE 1995, Articles: 29-30; 89-91).

Table 10. Teachers’ ratings of individual rights and freedoms (N =62)

No.	Items	Extent of Freedom or Right (%)			
		(1)	(2)	(3)	(4)
1*	Freedom to teach in one’s area of specialization	40.6	25.0	21.9	12.5
2*	Freedom to carry out research and disseminate the findings	31.3	37.5	25.0	6.3
3	Freedom to improve one’s knowledge and skills	28.1	37.5	15.6	18.8
4*	Freedom to openly criticize institutional policies	6.3	28.1	18.8	46.9
5*	Freedom to form and participate in teachers association	3.3	26.7	16.7	53.3
6*	Freedom to fully exercise fundamental human rights	18.8	24.9	34.4	25
7*	Freedom to criticize state polices on higher education and other national issues	6.5	16.1	29.0	48.4
8	Right to lodge an appeal in case of gross violation of human rights	12.5	18.8	34.4	34.4
9*	The right to be represented in the governing bodies of the institutions	6.3	28.1	40.6	25.0
10	Participation in internal policy making processes	9.4	18.8	37.5	31.3

SOURCE: Field Data

Notes: (1) Excellent (2) Good, (3) Fair, and (4) Poor.

* Univariate χ^2 statistically significant at $p < .05$, $df = 3$,

According to the Proclamation, the rights of the academic staff are to: give comments on the quality and appropriateness of teaching learning in the institution, entitlement to benefits and promotions, rights to positions of responsibility, opportunity for further education and training, rights not to be held liable for personal views and beliefs, to be assigned in various positions of responsibilities after having fulfilled the appropriate requirements, and to get further education and training in accordance with the law, rights to render consultancy, entitlement for research and sabbatical leaves, do research and studies beneficial to the institution and the country as per the regulation of the institution (Higher Education Proclamation 351/2003, 2241).

In this connection, it is worth mentioning what a senior faculty member has to say regarding the existing environment for open and constructive debate “There is no free and independent forum to practice criticism. Open critiques are interpreted as opposition to institutional or governmental policies. Hence, teachers opt not to criticize” [Code: FNMA: 001].

On the other hand, the majority of the teachers assessed ‘rights to be represented in the governing bodies of the institutions’ as ‘fair’ ($p < .05$). The explanation given by teachers was that the appointment of deans and department heads was based on democratic elections made in their own units. Nevertheless, the teachers’ ratings of ‘rights to lodge an appeal in case of gross violation of human rights’ and ‘participation in internal policy making process’ facets swing between ‘fair’ and ‘poor’.

According to the students (Table 11), for the most part their rights and freedoms are respected. The majority were of the opinion that they do enjoy the freedoms of expression (Item 7: 54.7%), freedom of thought (Item 6: 52.4%), freedom of assembly (Item 5: 51.5%), and have a student council (Item 9: 61%) which is independent and run on democratic principles (Item 11: 50%). Furthermore, they felt that “The institution protects students against the violation of their human rights on campus” (Item 12: 50%), and that “Police do not intrude into the campus unless there is an imminent danger to lives and property” (Item 13: 59.4%). Similarly, students felt that “teachers give them respect” (Item 18: 59.4%) and “listen to their problems” (Item 19: 48.5%).

What students did not approve, however, related to getting “Public forums to debate and discuss critical issues” (Item 2: 53.2%) and opportunity to express their views during “curriculum revision” (Item 4: 65.2%). Furthermore, the majority of students generally believe that sexual harassment against female students is less serious. Nevertheless, 26.6 %, 21.6% and 15.6% of the respondents hold that it is still committed by male students, teachers, and administrative staff, respectively.

Table 11. Academic Freedom of Students (N = 124)

No.	Items	Rating		
		(1)	(2)	(3)
1	The academic community generally tolerate differing views (1.6)	62.5	10.9	21.6
2	Students have public forums where they can debate and discuss critical issues	39.5	6.3	53.2
3	Students participate in various governing and decision-making bodies through their elected representatives (6.3)	48.4	1.6	43.7
4	Students have opportunity to express their views on revisions of curriculum (1.6)	29.7	1.6	65.2
5	Students fully enjoy freedom of assembly (1.6)	51.5	7.8	39.1
6	Students fully enjoy freedom of thought(1.6)	52.4	14.3	31.7
7	Students fully enjoy freedom of expression in the classroom/on campus (1.6)	54.7	6.3	37.5
8	Most students can pursue their studies in the fields they choose or apply for (4.7)	59.3	9.4	26.6
9	There is a student association (union) in the institution (6.3).	61	7.8	25.0
10	Students have a newsletter of their own (3.1)	60.9	6.3	29.7
11	The student association/union is free, and run on democratic principles	64.1	4.7	28.1
12	The institution protects students against the violation of their human rights on campus	50	14.1	39.4
13	Police do not intrude into the campus unless there is an imminent danger to lives and property	59.4	9.4	31.3
14	The majority of my classmates respect their teachers (10.8).	70.4	10.9	7.8
15	There is no sexual harassment of female students by the academic staff (9.4)	57.8	12.5	21.9
16	There is no sexual harassment of female students by the male students (9.4)	53.3	10.9	26.6

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No.	Items	Rating		
		(1)	(2)	(3)
17	There is no sexual harassment of female students by the administrative staff	64.1	10.9	15.6
18	The majority of my teachers respect their students (6.3)	59.4	7.8	26.6
19	The majority of my teachers listen to students' problems (1.6)	48.5	9.4	40.6
20	In general, student evaluation of teachers is based on objective academic criteria (1.6)	60.9	14.1	21.9
21	Student evaluation of teachers is not influenced by the grades the teachers give them (4.7)	39.1	15.6	40.6
22	There is no religious discrimination that affects my academic freedom or study. (4.7)	65.6	9.4	20.3
23	There is no ethnic discrimination that affects my academic freedom or study	62.5	12.5	21.9

SOURCE: Field Data

Notes: (1) Agree, (2) Neutral, and (3) Disagree

(a) Numbers in parenthesis indicate the percentage of staff who rated the corresponding items as "Don't Know"

* All Univariate χ^2 tests are statistically significant at $p < .001$, $df = 2$,

It is interesting to note, however, that the majority of students did disagree with the statement: "Student evaluation of teachers is not influenced by the grades that teachers give them" (40.6%). This was already highlighted by teachers who thought that students tended to underrate instructors if they gave them lower grades no matter how professionally they based their assessment. This fits well into teachers' claims made in the FGD that students underrated some teachers who tended to be stringent in terms of grading and those who gave frequent assignments or checked class attendance. This finding agrees with a study made in a Western culture which demonstrated that teachers' performance assessment by students can be misused to affect the integrity of university teachers (Haskell 1997). Haskell further argues that defamation of university professors through misuse of performance assessment is not only a

violation of academic freedom but also makes the perpetrator legally accountable.

Duties and Responsibilities of Teaching Personnel

Social responsibility is viewed as the other side of academic freedom of teaching personnel. With regard to this, teachers and students who took part in the survey were asked to rate statements relating to duties and responsibilities of teaching personnel (see Tables 12 and 13).

According to Table 12, the majority of teachers “Strive to improve their pedagogical skills” (62.8%), “Adequately prepare for their classes within the means provided by the institution” (76.7%), “Provide fair and equal treatment to all types of learners” (72.1 %), “Avoid conflicts of interest and try to resolve them through disclosure or consultation” (67.5%), “Do not impose their personal convictions or views on students” (72.1%), and “Use different teaching methods to address students’ needs” (51.3%). This implies that duties and responsibilities related to teaching are more or less positively assessed by teachers. However, this is not consistent with students’ views to which we will come back later.

Still, in the qualitative responses to the open ended questions and in the FGD, it was indicated that research activities are limited to a few faculties and individual staff despite the overall positive assessment on research responsibilities. The list of reasons for the low level of staff involvement in research include absence of international or institutional linkages, absence of institutional mechanisms that encourage young scholars to participate in research, and lack of adequate funding. Teachers specifically stressed that the financial administration procedures are forbiddingly bureaucratic. An interview with the Associate Vice President for Research and Extension (AVPRE) partly agreed with the teachers’ position. He indicated that most researchers in the university are frustrated due to transportation problems that resulted from limited number of cars available to do field research and the lengthy financial procedures.

Interestingly, the AVPRE, however, argued that teachers are not using the funds the university makes available. On the other side, teachers believe that the academic staff are either fed up with or scared of the frustrating university procedures. In this connection, it is relevant to cite what a staff member who was doing research had to say: “Now I know why staff members rather prefer not to do research... I spent weeks requesting for appropriate payment rates for the research assistants, yet nothing happened. I am contemplating giving it up altogether” [FNM008].

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Table 12. Assessment of teachers' fulfillment of duties and responsibilities (N = 62)

No.	Items	Duties & Responsibilities (%)		
		(1)	(2)	(3)
1	Covers over 80% of the contents in the syllabus for their course (55.8) ^a	35.4	4.7	4.6
2	Attend 80% of the period assigned for the course (53.5)	32.6	7.0	7.0
3	Use different teaching methods to address students' needs(16.3)	51.3	4.7	16.3
4	Allot sufficient time for student consultations (16.3)	58.2	7.0	18.6
5	Provide timely feedback on students' tests and projects (14)	60.8	9.3	14.4
6	Adequately prepare for their classes within the means provided by the institution (11.6)	76.7	7.0	4.7
7	Provide fair and equal treatment to all types of learners (23.3)	72.1	0	4.7
8	Encourage free exchange of ideas (23.3)	55.9	4.7	16.3
9	Do not impose their personal convictions or views on students (11.6)	72.1	7.0	9.3
10	Conduct scholarly research and disseminate results (4.4)	53.5	4.7	37.2
11	Strive to develop their knowledge of their subject matter (14.4)	77.7	2.3	7
12	Strive to improve their pedagogical skills (18.6)	62.8	2.3	16.7
13	Base their research on honesty and impartial reasoning (11.6)	69.8	9.3	9.3
14	Observe the ethics of research involving humans, animals, and the heritage and the environment (9.3)	79.1	4.7	8.0
15	Respect and knowledge of the scholarly work of academic colleagues and students (14.0)	62.8	7.0	16.3

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No.	Items	Duties & Responsibilities (%)		
		(1)	(2)	(3)
16	Respect and confidentially of new information, concepts and data transmitted to them in good confidence (13.3)	66.5	7.0	11.6
17	Avoid conflicts of interest and try to resolve them through disclosure or consultation (14)	67.5	7.0	11.6
18	Handle honestly all funds entrusted to them (11.6)	67.4	14.0	8.0
19	Are fair and impartial in appraisal of colleagues (7.0)	62.8	11.6	18.6
20	Are fair and impartial in appraisal of students (9.3)	62.8	16.3	11.7
21	Avoid misleading the public on the nature of their expertise (14)	67.4	9.3	9.4
22	Contribute to the public accountability of their institution (11.6)	65.1	2.3	21.0

SOURCE: Field Data

Notes: (1) Agree, (2) Neutral, and (3) Disagree

(a) Numbers in parenthesis indicate the percentage of staff who rated the corresponding items as “Don’t Know”

* All Univariate χ^2 tests are statistically significant at $p < .001$, $df = 2$,

In view of the above, it may not be surprising if academic staff refrain from submitting research proposals to compete for meager funds made available by the institution. It appears that the leadership is not doing enough to motivate the staff at least by dismantling the bureaucratic bottlenecks.

Further, it was perceived by the majority of the respondents that teachers are fair and impartial to their colleagues (62.8%) and students (62.8%), and refrain from “misleading the public on the nature of their expertise” (67.4%) and generally “contribute to the public accountability of the institution” (65.1%). However, the majority of the respondents said they didn’t know as to whether or not other staff members “Cover over 80% of the contents in the syllabus for their

course”,(55.8%) and “Attend 80% of the period assigned for the course” (53.3%). This may be expected due to the fact that the respondents cannot give reliable information on the performance of all their colleagues since the questions call for a closer follow up.

As stated earlier, students did not favorably rate their teachers in terms of their skills of employing a variety of teaching methods and instructional materials (Item 4:50.0%) and the inconvenience of the teaching/learning situation to engage in research by students (Item 9: 52.1%). These were confirmed by the FGD with teachers. The use of a variety of teaching methods requires an adequate professional preparation. As it stands, this is not the case at UoH even though short training is given immediately after recruitment of new teachers. It is believed that a week-long training is far from enough to be an effective teacher. In the latter case, a number of factors were cited. One of the key reasons was that students do not have the required learning resources at their disposal and the size of students per class is still higher than the capacity of resources available.

Similarly, the larger share of the students unfavorably assessed teachers’ provision of timely feedback of tests and projects (Item 6: 56.3%), and allotment of adequate time for consultation (Item 5: 64.6%). Still, teachers attribute their inability to give timely feedback and adequate time for consultation to the large size of student classes. It was indicated that they have been doing what was humanly possible, despite office constraints, to as many students as they could. However, they did not deny that some of their colleagues might not be doing their jobs well. In this connection, the Associate Vice Presidents for Academic Programs (AVPAP) asked to identify the scale of the problem in connection with staff behavior in fulfilling their duties. He admitted that few staff members do not fulfill their professional duties and responsibilities to the level they are expected. Some of the common problems include:

- Failure to show up for class as per the regular schedule and arranging too many make-up sessions as examination approaches;
- Failure to submit students’ grades in time;
- Boycotting invigilation assignments;
- Failure to avail themselves during student consultation hours

However, students responded that their instructors cover 80% of the course syllabus (Item 1:77.1%), attend the periods allotted (Item 2: 56.3%), allow free exchange of ideas (Item 7: 52.1%) and do not impose their conviction on them (Item 3: 54.2%), make adequate preparation within the limitations (Item 8: 58.4%), assess them without being prejudiced on the bases of ethnicity (Item 13:

54.2%), gender (Item 14: 66.7%), field of specialization (Item 15: 60.4%), and their political views (Item 16: 62.6%). Most of the above elements were similarly assessed by teachers indicating a positive teaching-learning environment that respects the academic freedom of students. This confirms teachers' claim that they are properly discharging their duties and responsibilities even though there may be a few exceptions.

Table 13. Students' views of teachers' duties and responsibilities (N = 124)

No.	Items*	Duties & Responsibilities (%)**		
		(1)	(2)	(3)
1	Majority of my teachers cover over 80% of the contents defined in the syllabus for each of their courses	77.1	4.2	18.8
2	Majority of my teachers attend 80% of the period assigned for the course	56.1	0.0	43.8
3	Majority of my teachers do not impose their convictions or views on students	64.2	4.2	41.7
4	Majority of my teachers use different teaching methods to meet students' needs	14.6	6.3	62.5
5	Majority of my teachers allot sufficient time for student consultations	22.9	4.2	72.9
6	Majority of my teachers provide timely feedback on assignments' tests and projects	29.1	8.3	62.6
7	Majority of my teachers encourage free exchange of ideas	52.1	8.3	39.6
8	Majority of my teachers adequately prepare for their classes within the means provided by the institution	58.4	8.3	33.5
9	The teaching/ learning situation is conducive for research by students	37.5	6.3	39.6
13	Assessment of my classmates does not generally make any discrimination based on ethnicity	54.2	10.4	35.5
14	Assessment of my classmates does not generally make any discrimination based on gender.	60.7	6.0	33.3
15	Assessment of my classmates does not generally make any discrimination based on their field of	60.4	6.	33.4

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No.	Items*	Duties & Responsibilities (%)**		
		(1)	(2)	(3)
	specialization			
16	Assessment of my classmates does not generally make any discrimination based on their political views	62.6	4.2	32.4

SOURCE: Field Data

Note: (1) Agree, (2) Neutral, and (3) Disagree

(a) Numbers in parenthesis indicate the percentage of staff who rated the corresponding items as “Don’t Know”

*Items: 10, 11, 12, and 17 eliminated as they are less related to the topic under discussion

**All Univariate χ^2 tests are statistically significant at $p < .001$, $df = 2$,

To verify the assertion, one of the issues raised in the FGD with teachers was the dissatisfaction of students with instructors’ failure to be available for student consultation or advising, failure to provide timely feedback, and inability to use a variety teaching methods. The result is as follows:

- The majority of instructors are young and less experienced and do not have the required academic qualification (Masters’ degree); if they do, most of them do not have the required pedagogical knowledge and skills. The university’s one-week orientation on methods of teaching is far from enough and should be substantially strengthened [FGD ISU02].
- Timely feedback is very important for students and it is the central element of continuous assessment but it is not happening as most instructors are overwhelmed by the high number of students often ranging from 360-400 in the regular program alone. Thus, the heavy workload owing to increase in student number has been hindering timely feedback.[FGD ISU03]

5.3. Terms and Conditions of Service

Before moving to the discussion of the quantitative data, it is instructive to look at national policy documents: The Higher Education Proclamation (No.

351/2003) and Education and Training Policy (ETP). It is clear that the latter is not expected to be specific enough to give an elaborate list of “terms and conditions of service” of a higher education teacher. However, it provides a general framework that can be further elaborated in other policies such as the Higher Education Proclamation.

The management of teachers and other education personnel will be organized on the basis of professional principles, including professional code of ethics, salary and working conditions, incentives, professional growth and overall rights and duties (TGE 1994; Article 3.8:5)

It is apparent that ETP provided a framework for the Higher Education Proclamation to elaborate the “terms and conditions of employment” that includes salary, working conditions, and professional code of ethics and other issues that go with it. Nevertheless, the Proclamation did not mention the terms and conditions of service in adequate details.

Conditions of employment

The terms and conditions of their employment were assessed based on 13 close-ended items and a few open-ended questions to get additional information. As can be seen from Table 14, the majority of the staff disagreed with statements related to existence of teachers’ rights to negotiate the terms and conditions of employment (62.8%). The response of institutional leaders was that the terms and conditions of employment of academic staff, to large extent were based on the guidelines prepared by the institution and are not subject to negotiation. Since, the staff employment is based on a two-year contract term, which both the Education and Training Policy (TGE 1994) and the Higher Education Proclamation did not clearly state to be so, teachers are expected to sign the contract which outlines, for the most part, the obligations of the staff member while saying very little about the obligations of the Institution. In regard to this, VPAP also acknowledged the fact that the “Staff Employment Contract” says little about what the institution ought to do in return. This implies, that teaching personnel have little room to negotiate the terms and conditions of employment.

In addition, teachers are not happy about the performance of the institution in facilitating sabbatical and research leaves (Item 5: 55.8%), scholarships (Item 6: 51.1%), and promoting research by securing funds through international networks (Item 7: 44.1%). Due to this apparent lack of interest in these critical areas, the academic staff are dissatisfied with the leadership alleging that they are consumed by trivial and strategically less important routines. The HESO

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Committee Study reported that public HEIs suffer from lack of vision and over-emphasis on peripheral issues by the top leadership.

Table 14. Terms and conditions of employment teaching staff (N = 62)

No.	Items	Employment condition (%)*		
		(1)	(2)	(3)
1	The terms and conditions of employment create an enabling work environment for teaching and research (7.0) ^a	41.9	2.3	48.8
2	The terms and conditions of employment are free from discrimination of any kind (16.3)	51.2	11.6	21.0
3	Teaching personnel have the right to negotiate the terms and conditions employment (7.0)	25.6	4.7	62.8
4	There is a just and open system of career development including promotion(4.7)	51.2	7.0	37.3
5	The institution strives to facilitate sabbatical and research leaves through its international networks.(2.3)	32.6	9.3	55.8
6	The institution secures scholarship for staff through its international networks and collaborations. (7.0)	28.0	14.0	51.1
7	The institution promotes research securing adequate funds through its international networks and collaborations (7.0)	30.3	18.6	44.1
8	The reasons for contract terminations are known and are based on advance notice (2.3)	67.4	14	16.3
9	Dismissals are in accordance with the institution's current rules and regulations (9.3)	81.4	7.0	2.3
10	Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance. (9.3)	53.5	7.0	30.2
11	The assessment is based on known, standard academic criteria.(11.6)	58.2	9.3	20.9
12	Assessment results are made known to the individual staff members (14)	48.9	9.3	30.2

No.	Items	Employment condition (%)*		
		(1)	(2)	(3)
13	The teaching personnel have the right to appeal to an impartial body against any assessment, which they deem to be unfair. (0)	67.5	14.0	16.3

SOURCE: Field Data

Notes: (a): Numbers in parenthesis indicate the percentage of staff who rated the corresponding items as “Don’t Know”

(1) Agree, (2) Neutral, and (3) Disagree

* All Univariate χ^2 tests are statistically significant at $p < .001$, $df = 2$,

Similarly, the majority of teachers expressed their discontent with their conditions of employment, noting lack of “The terms and conditions of employment to create an enabling work environment for teaching and research” (48.8%). This may be attributed to the fact that staff members in the newly opened faculties, among other things, experienced difficulties in getting the required facilities such as office space, and research and scholarship opportunities. However, these problems are to some extent taken care of in the Colleges of Agriculture and Forestry partly due to their long experience accumulated since the 1970s.

The FGD with teachers underscored the seriousness of the problems of working conditions that deter creative academic work and provision of quality teaching, research, and public service. The following were identified as the major hindrances:

- A serious lack of scientific journals and books to update themselves and do research;
- Lack of internet connectivity in the newly erected buildings and campuses;
- The growing student misbehavior and lack of motivation for academic work;
- Absence of acceptable workplaces to make the necessary preparation, student advising and other professional and university development activities.

Apparently, this indicates why teachers did not endorse the idea that “the terms and conditions of employment creates an enabling environment”. Apart from limited learning and teaching resources, teachers complained about the lack of adequate academic and psychological preparation among a good number of students in the university. On top of this, instructors indicated that the university expansion did not consider the quality aspect that demands a work environment commensurate with the expected level of accountability. In this connection it is revealing to mention what a staff member stated:

We have no proper offices; in most cases, three staff members are given a compartment made of plywood with a maximum of four square meter floor space, which is clearly meant to be a place to keep our belongings;...even that was made possible only since last semester. The so-called ‘offices’ are not convenient places to advise our students [code: ACAR049].

Instructors believe that they are working in substandard conditions that undermine their morale. An interview with the Vice President for Administration and Development confirmed teachers’ grievances adding that lack office space has been one of the serious challenges that compromised the quality of instruction and elevated staff dissatisfaction. He admitted that the exclusion of staff offices in the university’s expansion construction package was a mistake and should be addressed.

On the other hand, the majority of teachers believe that “The terms and conditions of employment are free from discrimination of any kind” (51.1%). This may be less controversial since recruitment is usually done by a committee to avoid conflict of interest and possible bias. On the other hand, although the items: “The reasons for contract terminations are known and are based on advance notice” (67.4%), and “Dismissals are in accordance with the institution’s current rules and regulations”(81.2%) were favorably rated, teachers reported that contract termination and dismissals were very rare partly due to infrequent disciplinary problems among staff. There was a divided opinion on the item “There is just and open system of career development including promotion”, which was supported by 51.2% of the respondent teachers and rejected by 37.3%. In an attempt to explain this finding, the issue was once again raised in the FGD with teachers. Their reaction to the issue generally disclosed that in the majority of cases a uniform procedure for promotion and selection for scholarship was applied, but in a few cases this was not so. It was alleged that some staff members who are close to the top leadership get a swift promotion while those not in good terms for whatever reason get punished by delaying the process under some lame pretext. This is the other frontier where academic freedom comes under attack from within the institution – mainly due

to corrupt and nepotistic practices of academics in general and that of the HEI leadership in particular as adequately documented in the existing literature (e.g.; Damtew 2003; Mwiria 2003; Mamdani 1993; Zeleza 2003; 2004).

In connection with evaluation of teachers' performance by their students, the majority of the respondent teachers agreed with the statements: "Staff evaluation is based only on academic criteria of competence in research, teaching and other professional performance" (53.5%), "The assessment is based on known, standard academic criteria" (58.2%), "Assessment results are made known to the individual staff members (48.9%)" and "The teaching personnel have the right to appeal to an impartial body against any assessment, which they deem to be unfair (67.5%)". This generally indicates that teachers consider the assessment of their performance by students as acceptable. The FGD with teachers, however, uncovered some of the problems that undermine the validity of the current staff evaluation mechanism. This mainly related to the misuse of this opportunity by a few students (usually a group of students) who deliberately assign low evaluation scores to teachers that are believed to have frequently controlled students' attendance, gave regular assignments, and applied rigorous grading procedures. It seems that there is little understanding among the academic community including teachers, students and institutional leaders that victimizing academic staff via unfair and invalid performance assessment is not only an infringement of academic freedom but also has a legal implication (Haskell 1997).

Salary and remuneration

As in any organization, employees of higher education institutions are motivated when their salary and benefits are perceived as fair and commensurate with the amount of effort expended. However, the effect of teachers' perception about salary and benefits would be far more negative when it is regarded as "unfair".

Before analyzing the qualitative and quantitative data regarding the existing perception of salary and benefits of teaching personnel at UoH, let us have a quick look at the disparity of salary of teaching personnel in Ethiopian HEIs for expatriate and Ethiopian staff (see: Table 15).

Table 15 shows the fact that an Ethiopian staff earns four times lower than an expatriate counterpart for the same academic rank. An interview with the university finance office revealed that expatriate staff recently got a salary increment of US \$300 per month on average, excluding housing allowance. The extent of disparity in salary scale is illustrated in Fig. 1 below.

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increment of US \$300 per month on average, excluding housing allowance. The extent of disparity in salary scale is illustrated in Fig. 1 below.

Table 15. Monthly salary of teachers in public HEIs

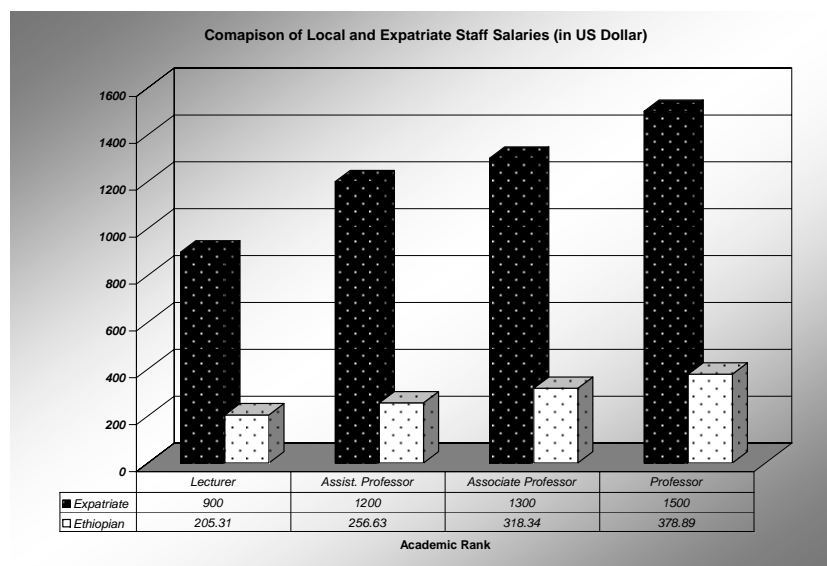
Rank	(1)		(2)		(3)
	Birr	USD*	Birr	USD	Ratio
Lecturer	7800	900	1780	205.31	4.38
Assist. Professor	10,400	1200	2225	256.63	4.67
Assoc. Professor	11,270	1300	2760	318.34	4.08
Professor	13,000	1500	3285	378.89	3.96

SOURCE: Computed based on Staff Salary Payroll

Notes: (1) Expatriate staff, (2) Ethiopian staff,

*Conversion Rate: 1 USD = 8.67

Fig. 1. Comparison of expatriate and local staff salaries in public HEIs (in US Dollars)



SOURCE: Staff Payroll, Finance Department, UoH, September 2006.

The overwhelming majority of the respondents are of the opinion that the current salary scale of higher education personnel does not 'reflect the importance of place of higher education in society' (85.7%), nor is it 'Comparable to salaries paid in other occupations requiring similar or equivalent qualifications' (85.7%) or 'Adequate to sustain a reasonable standard of living for themselves and their families' (90.4%)*. What a female faculty member had to say in this context is more revealing:

The salaries of teaching personnel do not reflect the important role that higher education is playing in society. It is too small. Again when it is compared to other occupations it is hard to talk about our salaries. It is not even enough to cover our expenses so as to carry on with our lives though we are obliged to work day and night. We have to be prepared for our students all the time, should advise, consult, do research, be a good example, etc. How can one try to seek self-development intellectually while he/she has to grapple with routine life difficulties? The university cannot get a qualified staff especially in our faculty. Teachers are forced to teach in private HEIs. [005FBMF]

Due to the inadequacy of salaries, most instructors seek a second or third job to supplement their income and cope with the ever-increasing cost of living. This has led to deteriorating quality, unhealthy rate of faculty turnover, not to mention the apparent deterrent effect on newcomers to the job. In this connection, it is revealing to cite the following view of a respondent:

Many teachers who don't have other means to supplement their income are leading a miserable life owing to the increasing cost of living. Again talented people never join public universities while those already in it are leaving because of the low salary. Our salary is not adequate to lead life even at a lower acceptable standard. [Code: FSL007]

With regard to the full payment of teachers' salaries while on study leave abroad (Item 6) and periodic revision of salaries (Items 7) the respondents expressed their disagreement (26.2%) and strong disagreement (52.6%). Instructors also expressed that the university's do not pay full salaries while on study leave aboard and the double standard practiced by the Ministry of Education that discriminates against higher education teachers in which case,

* It should be noted here that the data for this study was collected much earlier before the latest salary increment made in August 2007.

until last year they were not paid even half of their salaries while other civil servants are paid since the directive came into force in 1999.

Staff discipline

The questionnaire survey also included a four-item self-reported measure of ‘disciplinary problems’ among the teaching staff. Table 16 depicts the summary of respondents’ opinion.

Table 16. Staff assessment of disciplinary problems

No.	Items	Disciplinary Problems (%)			
		(1)	(2)	(3)	(4)
1*	Persistent neglect of duties	9.1	15.9	63.6	11.4
2*	Gross Incompetence	6.8	6.5	45.7	43.5
3*	Fabrication and falsification of research results	2.3	7.0	27.9	58.1
4*	Serious financial irregularities	9.5	4.8	30.9	54.8
5*	Sexual misconduct with students	2.2	2.2	44.4	51.1
6*	Falsifying test results or final grades in return for money, sexual or other favors	2.2	6.7	28.9	60.0

SOURCE: Field Data

Note: (1) Always, (2) Frequently, (3) Seldom, and (4) Never

* Univariate χ^2 statistically significant at $p < .001$, $df = 3$,

The tabulated summary of the responses (Table 16) shows that only 9.1% endorsed the view that ‘Persistent neglect of duties’ happens “always”, with a relatively bigger share (15.9%) of the respondents assessing it as occurring “frequently” though the majority (63.6%) rated it as happening ‘seldom’. On the other hand, “Gross incompetence” and “Sexual misconduct with students”,

“Fabrication and falsification of research results” and “Falsifying test results or final grades in return for money, sexual or other favors” as less prevalent as perceived by faculty members. Students also hold similar views with respect to sexual harassment against female students by teachers.

Overall, it can be concluded that staff discipline is viewed as reasonably good even though one cannot rule out the possibility of isolated incidents of misconduct. In the event of breach of duties, however, teachers and administrative staff confirmed that the university follows due process even though one among five administrative staff believe that there were occasions when individual employees were subjected to disciplinary measures without due process.

6. Summary of Findings

On the bases of the findings discussed earlier, the following conclusions can be drawn regarding the status of governance, academic freedom and teaching personnel in UoH:

- i. The academic community, including students, teachers and members of the leadership, were not aware of the 1997 UNESCO Recommendation, nor did they know about Ethiopia’s obligation as a Member State to observe the principles and norms enshrined in the provisions thereof.
- ii. Institutional Policy documents that include the Staff Employment Contract Form and the University Legislation, and the Higher Education Proclamation (351/2003) do not fully comply with the provisions of the 1997 UNESCO Recommendation.
- iii. Institutional autonomy is assessed to be restricted in many respects: the institutional right and freedom for self-governance, participation of the academic community in decision-making, the free election of institutional leaders, the right to get protection from external interference, prohibition of security forces’ unwarranted entry into the into university campuses and poor representation of women.
- iv. The accountability of the university leadership was for the most part rated as “*Medium*”. The leadership was perceived as demonstrating a moderate level of accountability in respect to communicating the university’s missions to the public, commitment to quality, prevention of different forms of discrimination, provision of opportunity for life-long

learning, creation of code of ethics, addressing itself to contemporary problems facing society, ensuring availability of library collections and access without censorship. However, accountability is reported to be low in terms of establishing an open and transparent accounting system and efficient use of resources.

- v. Teachers' rights and freedoms are reported to be respected when it comes to teaching in one's area of specialization, conducting research and disseminating the findings, and improving one's knowledge and skills. Nevertheless, other rights and freedoms including freedom to openly criticize institutional policies, freedom to openly criticize state policies on higher education and other national issues, freedom to form and participate in teachers association were restricted. However, students seem to be in a better situation in terms of enjoying most of the freedoms and rights compared to teachers though the right to engage in public debate and discussion on critical issues and participation in curriculum revision is yet to be exercised.
- vi. Teachers feel they are properly discharging their duties and responsibilities with no serious disciplinary problems. Further, the relationship of teachers with students is reported to be generally good and they are not reported to discriminate the latter on the bases of gender, ethnicity, religious denominations, political attitude, and field of specialization. Nevertheless, some faculty members fall short of the necessary professional preparation to carryout their teaching tasks properly.
- vii. The terms and conditions of service of teaching personnel are found to be far from favorable, as it restricted their right to negotiate the terms and conditions of service. Besides, the teachers' workplace is felt to be uncondusive particularly in newly launched faculties and campuses, with inadequate collection of books and journals in libraries, no internet connectivity, and virtually no office space for staff for private consultation and advising. Nevertheless, the practice of staff recruitment and selection, process of promotion of staff, and students' assessment of teachers' performance, are viewed as fairly reasonable.
- viii. Furthermore, seeking training opportunities for an advanced qualification, such as for a Ph.D. degree are left for individual staff, and little or no effort was made by the leadership to secure funds or establish international linkages and thereby ensure quality education, research,

and public service via staff development. This has been a serious problem particularly in the younger faculties and colleges.

- ix. The salary scale and benefits were rated as very dissatisfying. Moreover, the majority of staff complained about the fact that their salary is four times lower than that of their expatriate counterparts though the level of expectation and responsibilities given to the former were so demanding. In quite the same way, teachers are not happy about the amount paid as a “house-allowance” and said that it did not cover a third of the average rent of a relatively descent house in Awassa.
- x. The study also disclosed that the university did not give due consideration to continuous professional preparation opportunities for new and experienced staff to acquire the needed pedagogical knowledge and skills. This was corroborated by students who took part in this study, which in turn reveals that the quality of education was suffering.
- xi. Overall, notwithstanding the fact that the UoH has grown significantly with respect to enrolment, staff size, number of faculties, and programs, there is a lot to be desired in terms of putting in place a transparent and participatory governance that listens to the voice of teachers, creates collegial leader-staff relations, and above all, visionary leaders who are selected based on their merits.

7. Recommendations

In order to redress the shortcomings of governance and improve the state of academic freedom and terms and conditions of employment of teachers, the following recommendations are forwarded:

General

- i. Revisit the Higher Education Proclamation (No. 351/2007) to make it consistent with the provisions of the 1997 UNESCO Recommendation.
- ii. Revisit the UoH Legislation and all other official documents, including the Institutional Guidelines and the Staff Employment Contract Forms, in such a way that to make them harmonious with the provisions of the 1997 UNESCO Recommendation;

- iii. Ensure the participation of teaching personnel in the selection process to warrant election of leaders based on individual merit and other leadership qualities;
- iv. Facilitate the gradual termination of on-campus student service provision by outsourcing it to relevant companies since it has incapacitated academic and research activities as it creates a lot of routine and an excuse for class interruptions and conflict;
- v. Adjust teachers' salaries commensurate with the nature of the job and comparable with other occupations requiring similar or equivalent qualifications and experience.

The Institutional Leadership

- i. Should demonstrate more commitment to quality, scholarship, and strategic leadership;
- ii. Foster collegiality via ensuring shared decision-making, proactively work to guarantee the social, economic, and political and fundamental human rights;
- iii. Implement institution-bound innovative incentive mechanisms that help strengthen institutional commitment and minimize staff turnover;
- iv. Promote a gender-inclusive institutional culture that bolsters the visibility of women academics and leaders to serve as role models for young female students;
- v. Ensure fair, relevant and valid teachers' performance evaluation mechanisms that contribute to quality;
- vi. Ensure quality of education by improving teachers' workplace that guarantees a minimum acceptable office space, equipment, and learning-teaching materials necessary to properly carry out their professional duties.
- vii. The UoH academic staff should exercise their rights of association and democratic participation through establishment of a University Teachers Association which can:

- apart from fostering the understanding of academic freedom and social responsibility, positively influence quality assurance,
- bargain on behalf of teachers regarding their salaries, benefits, and working conditions,
- create awareness regarding the 1997 UNESCO Recommendation, including establishing a professional code of ethics, and
- Advocating and facilitating teachers' continued professional development.

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Massification and Teaching Personnel's Conditions of Service at University of Gonder

*Ashenafi Alemu**

1. Introduction

Massification is a current trend in many of the countries across the world. Enrollment of students is increasing in many of the higher education institutions (HEIs) in different parts of the world because of increasing access to higher education and equity, among other things. Many of the HEIs in Sub-Saharan Africa have also experienced massification in the past two decades. Eshiwani states that the rapid rate of expansion of HEIs can be witnessed by the increasing number of students in countries such as Kenya, Uganda and Tanzania, where the number showed a "geometric rise" in the past thirty years (Eshiwani 1999). Ethiopia is no exception to the above-mentioned situation.

The World Bank sector study (World Bank 2003) showed that higher education institutions in Ethiopia have been increasing in number in the past few years. It stated that there were only two universities and 17 colleges until 2000, which increased to 6 universities, 9 technical colleges and 5 teacher-training colleges within a very short period of time (World Bank 2003, 10). In addition, it also stated that the plan of the government was to have 8 more universities in 2006 (Ibid). Enrollment of students in higher education institutions in Ethiopia is also increasing, with 15% growth per year in the past decade (World Bank 2005, 32).

As one of the Ethiopian higher education institutions, University of Gonder (UoG) has also shown a similar pattern of increasing enrollment of students along with the opening of new programmes (Focus Chronicle 2005, 192). This study, therefore, intends to find out the impacts of massification on the teaching personnel's conditions of service at UoG.

1.1 Objective of the Study

The objective of the study is to look into the teaching personnel's condition of service in relation to massification. The study aims at identifying the influences massification may have brought on the teaching personnel's condition of service, if any.

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1.2 Scope of the Study

This study is limited to exploring the impact of massification on the teaching personnel's condition of service at UoG. The study does not include those teaching personnel who are granted leave of absence. Also, physical expansion and standards are not considered in this study.

1.3 Research Questions

The study attempts to answer the following research questions:

- i) Does massification have any influence on the teaching personnel's condition of service at Gonder University?
- ii) What does the teaching personnel's condition of service look like at Gonder University?

1.4 Operational Definitions

The term massification (of higher education institutions) is said to carry along with it a negative connotation of being overcrowded and overburdened due to increasing enrollment of students resulting in a challenging environment to study and/or work in the institutions (Sporn 1999). Massification is also said to refer to the movement of university education from elite to mass provision (Eshwani 1999). However, this researcher has opted to adopt the definition used by Monash University, for it fits the situation of Ethiopia. Thus, in this particular study, the term massification refers to increasing number of students due to the governmental policy to widen access to higher education (Monash 2003, 10). The term "Higher Education Teaching Personnel" is used to refer to individuals [of different academic ranks) who are involved in the work of teaching or assisting teaching.

2. Review of Literature

2.1 Higher Education Expansion

Studies elsewhere show that the increasing demand and access to higher education are among the reasons for the expansion of higher education institutions across continents (Altbach and Davis 1999, 4-5). Sawyer identifies three main factors that contributed to the expansion of HEIs in Africa. The first, the historic factor, is the need to fill the substantial unmet demand arising

from conditions in the colonial and immediate post-colonial period, when opportunity for local university education was restricted in virtually all African countries. Also important was the specific need to staff the expanded public services, the professions and business in newly independent states. These considerations explain the enrolment explosion in the first years of independence. The second factor is the high rate of population growth, and the consequent youthfulness of the population in virtually all African countries. Large pools of children of school-going age pressed for entry into secondary schools. This prompted the third factor, namely, the very substantial expansion of both primary and secondary education, leading to sustained increases in the pool of secondary school graduates (Sawyer 2004).

Gibbons (2003, 11) cited in Ng'ethe (2003, 11) also mentioned various factors that are attributed to the increasing enrollment of students in higher education institutions of the industrialized countries. Among them, the growth of the public sector, expanding industrial economy and attractiveness of education (Ng'ethe et al 2003, 10-11).

In general, institutions across continents are undergoing expansion. Some of the causes for enrollment expansion such as the increasing demand for higher education, access and equity seem to act as common drivers of expansion though there are unique causes of expansion across institutions.

University of Gonder was officially established as a ‘‘chartered university’’ by the Council of Ministers Regulation Charter No.112/2004. Before this, however, it was known as Gonder College of Medical and Health Sciences which was established in 1947. The MOE’s Education Statistics Annual Abstract cited in the World Bank sector study shows that in 2002, the college had enrolled about 2,201 students in its regular programme (World Bank 2003, 86).

According to the ex-president of the university, Professor Yared Wondimkun, the institution used to offer only two degree programmes and 5 diploma programmes. Also, it showed the plan to launch two post graduate, 29 degree and 11 diploma programmes catering for about 6,000 students (Focus Chronicle 2005, 192). This data shows that in less than half a decade, enrollment at the institution grew threefold of the number in 2002. Likewise, the annual plan of the institution for 2005-2006 academic year shows the expected overall increase in regular students’ enrollment to be 61.93% (from 4647 in 1997 to 7525 students in 1998) and 82.88% for extension students (from 2196 in 1997 to 4016 in 1998) (Gonder University 2005,14). In light of the foregoing, therefore, it is possible to see the rapid expansion at the institution within a very short period of time.

2.2 Impact of Massification

Studies have shown that the teaching personnel's conditions of service have relinquished from time to time as observed in different parts of the world. Some scholars are of the opinion that expansion may affect the teaching personnel's conditions of service. Altbach and Davis stated, "The professoriate is being asked to do more with less, and student-teacher ratio, academic salaries, and morale have all deteriorated. The professoriate is being asked to adjust to new circumstances but is given few resources to assist in the transition" (Altbach and Davis 1999, 9).

Concerning the massification of higher education, Ng'ethe et al, quoting Altbach, discuss a number of challenges and effects, including challenges to higher education institutions in terms of resource utilization and governance (Ng'ethe et al 2003, 20). Similarly, studies also show that the rapid increase in enrollment of students has affected the quality of education and methods of course delivery. For instance, "To meet the demand, facilities are constantly stretched beyond capacity. As a result quality suffers. For instance, when classes were small, teachers were able to encourage questions and stimulate interaction, in spite of teaching by the lecture method.... But now, as they lecture to large numbers this is no longer possible" (Chitnis 1999).

Sawyer states the imbalance between resources and "exploding enrollment" and its implication as follows. "The first implication of enrollment expansion at this rate and under present resource conditions concerns the issue of quality. Almost without exception, resources failed to match the rate of increase in enrollment. African Universities were, therefore, called upon to do more with less in terms of infrastructure, teaching and research facilities and staff" (Sawyer 2004). Sawyer also observes:

With the substantial erosions in income and living conditions, faculty have tended to concentrate on the struggle to keep body and soul together by any and all means available. ...the result is a massive decline in the dedication to scholarship and teaching. In many, though not all cases, faculty have little time for lectures and tutorials, and those who do, tend to be demoralized by the bloated classes, inadequate teaching facilities and the generally poor educational environment. There is not much research and hardly any fieldwork, and dissemination of research results through publication has taken a back seat, as has supervision of graduate work. In general, the life of the mind, which has for decades defined and sustained academic communities every where in the world, is an endangered category on many African university campuses.

3. Methodology of the Study

The research was designed as a cross-sectional survey to describe the teaching personnel's conditions of service at Gonder University. Financial and time constraints are among the reasons to choose the cross-sectional survey approach.

The study takes the teaching personnel of UoG as a unit of analysis. Eighty questionnaires were distributed among the study subjects. Sixty-nine (86%) of the teaching personnel filled out and returned the questionnaire.

The sampling design used for the study is the Simple Random Sampling method so as to ensure equal probability of selection of respondents. A sample size of 80 was determined with the assumption of 90% confidence interval, standard error of 10 % plus a 20% safety margin. The sample respondents were randomly selected from the list of a total number of 418 teaching personnel by using a sample interval of five at a randomly selected point.

The entire study subjects consisted of 69 teaching personnel, 62 of whom were Ethiopians, five of them were Indians and the remaining two were a Nigerian and a Philipino. Table 1 summarizes the socio-demographic characteristics of respondents.

Table 1. Socio-demographic profile of respondents

Socio- demographic variable		Number of respondents	Percentage of respondents
Sex	Male	59	86
	Female	10	14
	Total	69	100
Marital status	Married	18	26
	Single	51	74
	Total	69	100
Qualification	Diploma	6	9
	BA/BSC	23	33
	LLB	2	3
	MA/MSc	19	27
	MD	9	13
	PHD	6	9
	DVM	4	6

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Socio- demographic variable		Number of respondents	Percentage of respondents
Total		69	100
Employment Condition	Full timer	67	97
	Contract employment	1	1.5
	Voluntary	1	1.5
	Total	69	100
Academic Rank	Technical Assistant	6	9
	Graduate Assistant	18	26
	Assistant Lecturer	14	20
	Lecturer	22	32
	Assistant Professor	5	7
	Associate Professor	4	6
	Total	69	100
Faculty/College/School	Social Science & Humanities	7	10
	Business & Economics	8	12
	Law	2	3
	Veterinary Medicine	7	10
	Medical & Health Sciences	28	40
	Applied Natural Sciences	17	25
	Total	69	100
Experience	(0-2] ^a years	32	48
	(2 -5] ^a years	22	33
	5 years and above	13	19
	Total	69	100

^a Square bracket shows number is inclusive.

The questionnaire was designed in close consultation with experienced members of the university. Also, to standardize measures and to increase

reliability and content validity, reference was made to effective teaching scales and intellectual motivation scales found in Monash University course experience questionnaire, which focuses partly on issues related to massification.

The final questionnaire consisted of 19 Likert type items asking for ratings by the respondents and open-ended questions so as to get their reasons for extreme ratings, and their views about massification.

The first nine of the statements to be rated were about the conditions of service of the teaching personnel while the last five items in the questionnaire were about the influences of massification. Five Lickert scale points (strongly agree= 5, agree= 4, undecided= 3, disagree= 2 and strongly disagree= 1) were assigned to these two categories of items. The remaining five items to be rated were about duties and responsibilities of the teaching personnel with similar Lickert scale points assigned to them (Very good =5, Good= 4, Barely Acceptable= 3, Poor= 2 and Very poor= 1). The mean rating for each item to be rated is calculated by multiplying the points assigned to each scale with their respective frequencies (percentages), adding them all together and dividing by the frequencies (percentages) of respondents exclusive of the missing variables. Open-ended questions concerning the increasing enrollment of students were also included in the questionnaire. A pilot testing of the questionnaire was made, which helped in reshaping and rewriting the questions to fit the purpose of the study.

4. Study Findings

This section presents the analysis of the data collected. The teaching personnel were provided with nineteen Lickert scaled items to be rated. For the sake of convenience, the data are analyzed with some consideration of response patterns across segments.

4.1 Enrollment and Conditions of Service

Concerning the increase in enrollment of students at Gonder University, the teaching personnel were asked for their opinion if this affected their condition of service. Table 2 summarizes the responses of the teaching personnel concerning this item. Surprisingly, it is the line of thinking of most of the research participants (81.2% of the 69 respondents) that it influenced their condition of service.

Table 2. Whether enrollment influenced conditions of service

Description	Yes	No	Unable to decide	No response
Increased enrollment influenced condition of service (Total No.)	56	7	5	1
Percentage of respondents	81.2	10.1	7.2	1.4

The teaching personnel were also provided with an open-ended question to give their reasons for their responses indicated in table 2. Though their responses did not identify a central theme, a sample of responses provided hereunder reflects the range and type of concerns felt:

- “Affects academic calendar; affects provision of feedback to students on assignments; affects access to literature/resources for course participants; affects social dynamic of the student body”
- “The increased number of students is putting extra pressure on us with respect to the number of papers to be corrected.”
- “Basically, there is no balance between the number of students who are currently enrolled and the number of instructors. This situation implies a maximum teaching load.”
- “With the increasing enrollment, the supplies, the manpower and all the services must also expand, which is not the case at Gonder University.”
- “The time to assess each student is not sufficient. We are over-loaded.”
- “No time for research. The time is not sufficient to evaluate each student. The class size is not manageable.”
- “The amount of resources is not given due consideration to meet the increased demand.”
- “No extra facilities added.”
- “It is difficult to control students in the class.”

In general, based on the responses of the teaching personnel, it is possible to conclude that the increased enrollment of students at the institution affects the teaching personnel’s conditions of service. Among the influences that are evident, lack of time to give feedback for the assignments and papers, to evaluate students and to conduct research and the imbalance between resources/facilities

and students and the challenges to control large class sizes are worth mentioning. This seems to corroborate the findings by Ng'ethe in the situation analysis in African Universities.

The research participants were also asked to indicate the number of courses they offered for regular students. Twenty-four of the sixty-nine (35%) respondents stated that they offered two courses for their students in regular classes. Quite a small proportion (five out of sixty-nine) of the respondents (7%) stated that they offered more than two courses. Thirty-six of all the respondents (52%) indicated their involvement in teaching in extension classes. Likewise, twenty-nine of the teaching personnel (42%) reported that they carried more than their "regular" workload in regular classes. Out of these respondents, 50% of the twenty-nine participants reported that they worked for less than six extra hours and the remaining indicated that they worked more than six hours.

In general, this implies that the expanding enrollment at Gonder University has increased the total working hours of the teaching personnel, which could pose a challenge for "effective teaching". Also, the results show that only some of the teaching personnel are working beyond their "regular" workload, which seems to be compatible with the World Bank sector study, which stated that only some programmes enrolled large number of students (World Bank 2003).

4.2 Conditions of Service

Article 8.1c of the Gonder University Establishing Council of Ministers Regulation Charter Number 112/224 clearly states that the University should solicit sufficient funding for the research conducted by its teaching personnel. Consequently, the research participants were asked to indicate their assessment of whether the institution solicits funding for research to be conducted by the teaching personnel. Only four of the sixty-nine respondents (6%) replied "strongly agree", and thirteen of them (19%) indicated "agree". In contrast, close to a quarter of all the research participants (23%) replied "disagree", nine of all the research participants (13%) replied "strongly disagree" and twenty-seven of them (39%) remained unable to decide.

Response patterns across faculties showed that a good proportion (three out of seven) of members of the Faculty of Social Sciences (43%) replied "agree". A large proportion (five out of seven) of the research participants from the Faculty of Veterinary Medicine (71%) and four of the eight (50%) research participants from the Faculty of Business and Economics indicated "undecided". Concerning academic rank, all sampled Assistant Professors (5) and Associate Professors (2) were unable to decide about the issue. In contrast, a good proportion (nine out of twenty-one) sampled Lecturers (43%) disagreed with the issue. It is possible that this reflects lack of access to funds by Lecturers

interested in engaging in research. This may also imply a challenge the teaching personnel, particularly Lecturers, encounter to take part in research for their academic promotion.

Asked to rate whether they were provided with sufficient compensation for working beyond their “regular” workload, nineteen of the sixty-nine research participants (27%) replied “agree” and a small proportion (6%) replied “strongly agree”. A fairly large proportion of them (39%) replied “disagree” while 16% indicated “strongly disagree”.

Responses across faculties show that about half (four out of seven) of the research participants from the Faculty of Social Sciences disagreed with the statement. In contrast, exactly, the same number (four out of seven) of respondents from the Faculty of Veterinary Medicine agreed with the statement.

The respondents were also asked to indicate their rating on whether the university provided them with sufficient compensation for annual leave they may have lost due to extended academic calendar.

The response data shows that a quarter (25%) of the 69 respondents (17) agreed with the statement. Also, about 4% (three of the sixty-nine) teaching personnel reported strong agreement. However, 13% of them (nine out of the sixty-nine research participants) responded “strongly disagree” and 36% of the 69 respondents indicated “disagree”. Concerning academic rank, all sampled Associate Professors (4) and about a fourth (5 out of 22) of the sampled Lecturers were unable to decide. Close to half of the lecturers (10 out of 22) rated the item as disagree.

The teaching personnel were also asked to rate the availability of up-to-date libraries at the institution. Twenty-two per cent (15 out of 69) of the research participants agreed with the statement and a very small proportion (four of the sixty-nine) of them strongly agreed with the statement. In contrast, 26 of the 69 research participants (38%) disagreed with the statement. Similarly, 11 of the 69 teaching personnel (16%) reported strong disagreement.

Responses across academic rank showed that most of the technical assistants (four out of six) rated the statement as disagree. Strong disagreement was reported by about a quarter (five out of twenty-two) of the lecturers. Similarly, 41% (nine out of twenty-two) of the lecturers gave a rating of “disagree”. No significant differences emerged across faculties. The result imply that many of the teaching personnel at the institution have limited access to library-provided information resources for recent developments in their respective areas of specialisation.

Asked to rate a statement about adequate provision of IT facilities such as Internet connectivity and computer databases, 21 of the 69 research participants (30%) agreed with the statement and a small proportion (five of the sixty-nine respondents) strongly agreed with the statement. In contrast, 22 of the 69

respondents (32%) disagree with the issue and 22% (15 of the 69 teaching personnel) strongly disagreed with the statement.

Responses across faculties showed a variable degree of disagreement with the statement by the majority of respondents, thus reflecting the inadequacy of IT facilities at the university.

4.3 Duties and Responsibilities

The research participants were asked to rate five items about duties and responsibilities of their colleagues. Table 3 summarizes the percentage proportion of the ratings of the teaching personnel.

Table 3. Duties and responsibilities of the teaching personnel

Duties and responsibilities	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Availability during office hours	4	26	54	12	7	1	0
Motivation for teaching	3.6	21.6	39	17	17	4	1.4
Time spent marking students' works	3.49	13	42	22	20	0	3
Coverage of course contents	4.01	23.2	59	12	3	1.4	1.4
Accommodating students views	3.97	20.3	56.5	16	4.3	1.4	1.4

Note: (1) = Mean rating for responses, (2) = Percentage rating as *Very Good*, (3) = Percentage rating as *Good*, (4) = Percentage rating as *Barely Acceptable*, (5) = Percentage rating as *Poor*, (6) = Percentage rating as *Very Poor*, (7) = Percentage of missing responses.

As can be seen in table 3, availability of the teaching personnel was rated higher with the mean rating for this item being 4.0. Moreover, about 54% of the research participants (37 out of the 69 respondents) rated the item as good. Response patterns across faculties show that about half of the respondents from College of Medical and Health Sciences (13 out of 28) and Faculty of Social Sciences (four out of seven) rated the item as good. Similarly, three out of seven respondents from the later faculty rated the item as very good. As to academic

rank, 67% (12 out of 18) of Graduate Assistants and 50% (11 out of the 22) Lecturers rated the item as good. In addition, seven of the twenty-two Lecturers and five of the twenty Graduate Assistants (25%) rated the item as very good.

Coverage of content was rated the highest (4.01) with 59% of the research participants (41 out of 69) rating the item as good. Three of the five Assistant Professors (60%) rated coverage of course content as poor. In contrast, 13 of the 20 Graduate Assistants (65%) rated the item as good. In the same manner, 14 out of the 22 lecturers (64%) rated the item as good.

In contrast, the mean rating for the amount of time the teaching personnel put into commenting on the works of students was the lowest. Differences across qualifications showed that three of the five Assistant Professors (60%) rated the amount of time their colleagues assigned to giving feedbacks as poor. One-third of the Lecturers (seven out of twenty-two) rated the item as barely acceptable and 60% (three out of five) Assistant Professors rated the item as poor.

4.4 Influences of Massification

Respondents were also asked to rate statements about influences of massification. Table 4 presents a summary of the ratings by the study subjects.

Table 4. Summary of ratings about influences of massification

Influence factors	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Impact on workload	2.02	8.7	43.5	4.3	34.8	7.2	1.4
Quality of teaching	1.62	1.4	39.1	1.4	50.7	5.8	1.4
Teachers' motivation for research	2.08	4.3	56.5	1.4	20.3	15.9	1.4
Teachers' motivation for community service	2.36	7.2	40.6	2.9	17.4	30.4	1.4
Out of class contact with students	2.33	14.5	47.8	1.4	17.4	17.4	1.4

Note: (1) = Mean rating for responses, (2) = Percentage rating as *Agree*, (3) = Percentage rating as *Disagree*, (4) = Percentage rating as *Strongly Agree*, (5) = Percentage rating as *Strongly Disagree*, (6) = Percentage rating as *Undecided*, (7) = Percentage of missing responses.

Table 4 shows that relatively higher agreement was reported for the item about out of class contact than for any other item. In contrast, more than half of the sampled teaching personnel (56.5%) disagreed with the item about

motivation to undertake research, which is the highest proportion of reported disagreement. In the same manner, 35 of the 69 research participants (50.7%) strongly disagreed with the notion that the increased enrollment has not affected quality of teaching. Based on the data discussed, it is possible to conclude that negative influences of massification are evident at the institution. For instance, the data show that the increased enrollment at the institution has adversely affected the teaching personnel's workload, their quality of teaching and their motivation to undertake research.

4.4 General Evaluation

The teaching personnel were asked to describe their conditions of service at Gonder University. About a fourth of the teaching personnel provided their comments. A sample of these responses is presented as follows:

- “One major impacts, in my opinion, is the strategy to increase the number of courses on offer. With current staffing levels, students’ number and credit hours to be delivered, one must question whether the staff will, with all due effort, be able to maintain levels of quality across their areas of responsibility, including conducting research, participating in academic for a and extra-curricular activities with students and working groups (e.g., Gender office) within the faculty or beyond.”
- “Generally, the teaching and learning process is uncondusive because of several reasons. Out of these, lack of sufficient materials for teaching such as overhead projector (OHP) is worth mentioning.”
- “Please make available the facilities for the students and staff before increasing the number of students.”
- “The teaching personnel find it difficult to maintain the quality of teaching as the number of students increases yearly. Moreover, with the increased credit hours of teaching, we are not getting paid proportionally and on time for being overloaded.”
- “I guess the motivation of most of the teaching personnel is getting lower. This has a great effect on the teaching-learning process.”
- “Because of the current staff deficiency, we are asked to work more than twelve credit hours. But, we are not paid if especially it is during our annual leave.”

5. Conclusion and Recommendations

This study has attempted to generate data on the teaching personnel's conditions of service at University of Gonder in light of massification and to look into the impact of massification on the teaching-learning processes. Although it is clear that research is part of the job description of the teaching personnel at Ethiopian higher education institutions, the situation at Gonder University is not conducive for realising this objective. As is evident from the data, about half of the respondents do not feel that the University is doing enough to solicit funds for research. The views of the teaching personnel in response to the open-ended question suggest that there is an imbalance between the current increase in enrollment of students and the existing resources. The teaching personnel have a very limited access to up-to-date library resources necessary for teaching and research. They come across large class sizes. Moreover, they find it difficult to adequately prepare themselves for classes due to lack of sufficient time. For the same reason, they do not take enough time to give feedback to their students.

In light of the foregoing discussions, it is possible to conclude that massification has adversely influenced the teaching personnel's conditions of service at the University of Gonder. Due to the expansion, the teaching personnel are forced to carry above their "normal" workload. Moreover, they are forced to work during their annual leave. A significant proportion of them feel they are not paid sufficient compensation for such activities. In view of this circumstance, the following suggestions are made to address the challenges.

Access to facilities such as up-to-date libraries and IT resources necessary for research and effective teaching should be improved. Facilities should be increased in proportion to the increased enrollment of students at the institution. It is also essential that the teaching personnel should not be assigned to teach several courses so that they will have sufficient time to give feedback and to prepare themselves for classes. Likewise, they should be paid sufficient compensation for extra-teaching and annual leave. Employee attitude/satisfaction survey should also be conducted by the responsible bodies of the institution so as to identify the immediate needs, concerns and challenges of the teaching personnel and introduce reforms and improvements.

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Improving Teacher Quality and Status by Means of Social Dialogue: The Implementation of Teacher Education System Overhaul Program

*Menna Olango and Solomon Lemma**

1. Introduction

1.1. Background

Earlier educational reforms of the imperial and military regimes in Ethiopia lacked both purpose and context of curriculum in that they gave low status and attention to practical activities, fieldwork, and student interaction ...etc as teaching methods (Bakalo and Welford 2000). There was also lack of adaptability and leadership quality of graduates (MOE 2002). As the result the education system could not respond to the country's public need. Since 1995 Ethiopia has embarked on reforming its socio-economic and political structure in line with free market economy and political liberalization. Education and training are considered to be vital agents in achieving the required development goals. It was the growing recognition of the crisis situation of education in the country (Tekeste 1990) and its critical role in development that led to the formulation of the New Education and Training Policy and Sector Strategy (EMPDA 1994a; EMPDA 1994b).

This study was conducted in the context of three significant developments in the teacher education system: i) Higher education expansion program has been implemented since 2000, ii) Teacher education system overhaul (TESO) that was launched in 2003, and iii) School practicum and student-centered teaching approach. As part of the country's higher education expansion program, the number of teacher education faculties/colleges has increased very rapidly in the recent years. The enrolment rate in these teacher education institutions (TEIs) has also sharply increased. This positive development, however, has affected the quality of teaching and preparedness of incoming students, partly due to high shortages of qualified and motivated teachers as a result of unbearably low

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salary of teachers and partly due to the massive intake of students to colleges that reduced the overhead cost of education and increased teacher workload.

The TESO study task force in its findings (MOE 2002) proposed a complete 'paradigm shift' that, among other functions, 'democratizes' teacher education (MOE 2003). The objectives of this new teacher education program require teachers to be competent in contents and learner-centered methods of teaching and in relating to schools and school communities. This demanded preparing and facilitating learning activities on one-on-one basis in class and supervising school-based activities likewise, which created heavy workload. Thus, the expansion program and the new teaching approach have induced a compromise in quality and status of teachers in over 30 public TEIs. The challenge is how to maintain teacher quality and status in the public TEIs that offer pre-service teacher education at different levels in the country.

1.2. Problem Statement

As we look at the formal sets of arrangements to establish and maintain a teacher education system, it will obviously be concerned with the ways in which improvement in its fitness for purpose and its value for money can be attained. Such system is required to lead all stakeholders from central policy formulation and strategy setting through to successful and consistent implementation in the schools. The slippage that usually occurs between government policy formulation and its implementation thus requires serious attention. The case of TESO program implementation appears to be such a slippage. There has been little opportunity for educators and curriculum developers to unravel the old curriculum and identify what might be changed or modified and bring to a form of dialogue among professionals and stakeholders.

The sufficiency of the task force data (MOE 2002) and the credibility of its interpretation to be a basis for a paradigm shift in the system may be questioned. Of course, the data may be sufficient enough to initiate policy framework for public debates concerning the teacher education system. The issues of teacher education involve all TEIs and their staff and students, and teachers, students and parents at all cycles of school education. However, much concern over the teacher education system has been on how big ideas of policies can be carried out at colleges or schools taking them as just implementation end points.

Though the TESO task force presented its findings in a national consultative meeting at the MOE in 2002, the researchers think no thorough discussion was done on the issues. The issues could be presented for further social dialogue among professionals, TEIs and the government before implementation. This study was prompted by the growing concern about teacher dissatisfaction and turnover and by the seriousness of the challenges of

implementing TESO program such as teacher workloads, teacher shortages, declining commitment, lack of mentoring for novice teachers, and other resource related problems in the TEIs. The purpose of the study is to assess the context variables: teachers' perceived importance of social dialogue, actual teacher involvement in social dialogue, pre-service program quality, institutional capacity, quality and status of teachers and teacher educators of TEIs and partner schools on one hand and to examine the impact of teacher involvement in social dialogue in improving teacher quality and status in the TEIs on the other. The study also aimed to isolate major challenges of the TEIs and partner schools in implementing the practicum and suggest solutions. Assessing the context of teaching, teacher quality and status in TEIs against the guiding principles of the UNESCO Recommendations (UNESCO 1997; ILO/UNESCO 1996) would inform both teacher educators and policy makers in improving teacher quality and status.

1.3. Objectives of the Study

The study aims to:

- i. Assess the levels of teachers' perceived importance of social dialogue, teacher involvement in social dialogue, TESO pre-service program quality, institutional capacity, and quality and status of teachers and teacher educators in the study areas.
 - ii. Identify, among these context variables, the major correlates of quality and status of the teaching personnel of TEIs in the study areas.
 - iii. Determine the impact of teacher involvement in social dialogue on the status of teacher educators in the TEIs.
1. Identify the major challenges faced by TEIs and partner schools in the study areas in implementing the TESO program.

1.4 Literature Review

According to study reports (MOE 2001; Daniel 2003), public TEIs experience critical shortage of qualified teachers and inadequate institutional leadership and resource capacity to uphold and maintain quality and status of teachers. On the other hand, the intended reforms (MOE 2003) aim at changes in: i) *program quality* by enhancing effectiveness and efficiency through a rearranged system of teacher education, ii) *teacher quality* by developing competent teachers and improving teacher status, and iii) *building of institutional capacity* by setting standards of resources, facilities and services. How would these reform

objectives be achieved? More specifically, how are teacher quality and status be enhanced as we seek effectiveness and efficiency of the system? The literature review in this section focuses on teacher quality, teacher status and social dialogue of stakeholders on these issues in the pre-service teacher education, which form a conceptual background for the study.

1.4.1. Teacher quality

Research shows that good teaching matters (Sanders & Rivers 1996, Hanushek, Kain, and Ravkin 1998; Crane 2002). However, the specific characteristics that constitute an effective teacher are hotly debatable. As a result most studies on teacher quality resort to measurable teacher inputs such as certification, academic degrees, and years of experience, deep subject-area knowledge, sound pedagogical skill (Monk 1994; Allen 2003; Fetler 1999). Teacher quality in this study operationally means the degree of qualification, experience, subject matter knowledge, pedagogical skills, career aspirations and time commitment teachers demonstrate in their job.

Developing teaching and learning in teacher education entails the need for developing courses as well as upgrading and updating teacher educators to help them ramp up their subject matter expertise, deepen their knowledge of pedagogy, and sharpen their understanding of pedagogy as it relates to teaching of their subjects (Nicholls 2002). Many countries work toward ensuring that all teachers are fully qualified and that they are kept as up-to-date as possible in terms of knowledge, skills and attitudes. UNESCO also underscored the need for teacher quality in colleges by setting the guiding principle as, “Advances in higher education, scholarship and research depend largely on infrastructure and resources, both human and material, and on the qualification and expertise of the higher-education teaching personnel as well as on their human, pedagogical and technical qualities, underpinned by academic freedom, professional responsibility, collegiality and institutional autonomy” (UNESCO 1997, 3).

Ethiopia is also making an effort to enhance the expertise and professionalism of teachers, particularly through the promotion of in-service trainings and “continuous professional development” at all levels (MOE 2004). However, there are challenging shortfalls in the quality of education (Daniel 2003) as the country moves to quality education side by side with the expansion agenda. Three factors indicating decline in quality of higher education are reported to be the diminishing cost per student, the shrinking proportion of PhDs or qualified teachers, and rapid enrolment expansion bringing less prepared students into the system (Teshome 2003). The conflict is between quality and quantity.

Forty years after the ILO/UNESCO Recommendation (1966) pointed to teacher shortages and how to deal with them, the shortages of qualified teachers remained with us. Professionals assert that the best way to bring an adequate supply of well-trained teachers into the classroom is by bringing higher quality, greater resource, and much more coherence to the way teacher education screens and prepares teacher candidates today (AFT¹, 2001). Problems relating to recruiting, educating and retaining teachers, each of which seems to be linked with teacher quality and status, are far from being solved in the country. Thus it needs a more coherent approach to settle teacher quality problems and related decline in teacher status.

1.4.2. Teacher status

The term `status` connotes a complex concept. A generic definition of the term was stated by Hoyle (2001, 139) as `*the respect or esteem in which a group is held in society*`. Teacher status is, therefore, the respect or esteem in which teachers are held in society. Perceived social status of teachers is basically the social position that their economic and professional status offers in relation to other groups (Menna & Tesfaye 2000); it involves both intrinsic and extrinsic aspects of teaching profession.

A public survey conducted by a team at Cambridge University, Faculty of Education, in collaboration with the Centre for Mass Communication Research at University of Leister (Hargreaves, Cunningham, and Everton 2006) showed that 50 percent of respondents saw teaching as an attractive career. The top three reasons given for seeing teaching as an attractive career were `doing interesting work` (26%), `working with children` (23%), `influencing children` (23%), whereas people with negative attitude toward teaching gave `having to control a class` (32%), `pay` (23%) and `workload` (18%) as their main reasons. The status of teaching was as likely to be mentioned as a positive and as a negative factor in this survey. The survey also revealed that the teaching profession was seen as more subject to external control, less valued and respected authority and as not having high quality working conditions. However, stakeholders, especially parents, consistently rated teacher status higher over the years than did teachers themselves. This survey result agrees with the mixed views of teaching status that have been evident in various popular surveys in the early 2000s (e.g. Mori 2001). Moreover, it appears that working with young people is an attractive dimension of teaching, whereas heavy workload, stressful student interaction, and poor salary seem to be some of the factors making teaching less attractive

¹ AFT refers to American Federation of Teachers. 555 NJ Ave. N.W. , Washington DC 20001

job. These factors, thus, influence teacher status and can be improved through productive dialogue among the stakeholders of teacher education.

As guiding principle, the UNESCO (1997) recommends that working conditions for teachers should be such as would best promote effective teaching, scholarship, research and extension work and enable them to carry out their professional tasks. What aspects of teaching conditions relate to or affect teacher status? In the Ethiopian context, we lack information about how teacher status has been changing over the years. The highest decline in the status of teachers might have happened between 1975 and 1981 during which the military regime manipulated the whole process of teacher recruitment, preparation, promotion, and retention of by its totalitarian rules. The most acute fall of teacher status was felt to have occurred during the years 1977 to 1981, during which there was an interruption in teacher training that caused acute shortage of teachers. As the result the 12th Grade dropouts were hired directly to teach in all school classes. These teachers were called *digoma memhiran*, which means supplement teachers. How much of teacher status has been improved since 1981 is yet to be researched. Teachers' social status has been reported to have strong negative influence on teacher's career decision to leave or stay in the teaching profession even after the introduction of new salary scale (Menna & Tesfaye 2000). To identify how perceptions of teachers' status can be improved in the Ethiopian context as elsewhere requires establishing a baseline data and monitoring changes in perceptions of teacher's status over time among teachers themselves, associated groups, and the general public.

1.4.3. Social dialogue

The term social dialogue in this study refers to effective communication, consultation and negotiation between stakeholders of teacher education (Young and Hall 2004). Among the stakeholders, teachers and TEIs play critical role in determining actual practice and there is powerful potential to be found in a social dialogue across contexts and jurisdictions. These researchers put the context issues in twofold: the structure of pre-service programs of teacher preparation and the levels of government regulation of teaching and teacher preparation at the institutions. The issues of context serve to define the educational space within which those involved in the preparation of new teachers must, individually or collectively, work. UNESCO (1997) also puts emphasis on social dialogue in its recommendation that organizations which represent higher-education teaching personnel should recognize them as a force which can contribute greatly to educational advancement and which should, therefore, be involved, together with other stakeholders and interested parties, in the determination of higher education policy.

There are some schemes already in place to promote professionalism and standards in teacher education and enhance teacher status in Ethiopia (MOE 2003). However, to guarantee comprehensive national standards of teacher quality and status, partnership arrangements and building consensus amongst stakeholders about the effectiveness and efficiency of these arrangements are necessary.

There are three key measures underpinning the arrangements for maintaining and promoting quality in teacher education (Young and Hall 2004). First, minimum requirements for entry to teaching profession should be established and periodically reviewed. Second, courses of initial teacher training should be developed, approved, and accredited. Thirdly, periodic review of the courses and their mode of delivery should be conducted. These measures reflect a shared responsibility for quality between the provider institutions, the government, and the profession. The involvement, in particular, of the professional teacher association, school and TEI leaderships, and the government education offices all levels seems to create a productive dialogue and partnership in maintaining and promoting teacher quality and status.

2. Methodology

This study used the survey method to gather facts and opinions of the teaching personnel of TEIs and schools in the study areas concerning curriculum, resource capacity and working conditions. The study comprised a context survey of the interactions of TEIs and their partner schools in the process of practicum. Factor analysis of the data was done to extract major factors of the five scales used. Correlations of major sub-scales of the context variables with teacher quality and status were obtained to provide the relationships of the subscales to teacher quality and status. Further, regression analysis was employed to determine the impact of teacher involvement in social dialogue on teacher status.

2.1. Subjects and Sampling Procedure

A sample of 71 (M=60, F=11) teacher educators of TEIs (40 from Awassa College of Teacher Education /ACTE/ and 31 from Faculty of Teacher Education, Dilla University /FTE/) and 87(M=70, F=17) schoolteachers (27 from Awassa Tabor Primary School /ATPS/, 30 from Awassa Comprehensive Secondary School /ACSS/, and 30 Dilla High School /DHS/) was randomly selected from the two colleges and three schools in Awassa and Dilla towns by using stratified random sampling method. The variable used for stratification was department of teacher educators in the TEIs and streams of subjects taught by schoolteachers in schools. Besides, two TEI deans (1 from each TEI) and

three school directors (1 from each school) were participants in the interview of this study. The sample represented 202 TEI teachers and 269 schoolteachers respectively.

2.2. Data Collection: Instruments and Procedure

Based on the intended reforms stipulated in TESO National Curriculum Guideline for Pre-service Teacher Education (MOE Jan 2003), the authors developed a questionnaire with five scales for teacher educators: two scales to measure teachers' *perceived importance of social dialogue* and their *actual involvement in social dialogue*, and four scales to rate the *TESO pre-service program*, the *institutional capacity* the TEIs and schools to implement TESO program, *teacher quality*, and *teacher status*. Among the items of this questionnaire, 8 were intended to measure their perceived importance of social dialogue among stakeholders and 12 to measure their actual involvement in the dialogue. Teacher status was measured by the score of the item "Teaching is an attractive career". In completing these scales, to indicate the degree to which they agree or disagree to a statement about their perceived importance of social dialogue, their actual involvement in the dialogue, and teacher status, the respondents were asked to put tick mark (√) under one of the five options (strongly agree=5, agree=4, neutral=3, disagree=2, and strongly disagree=1).

The next 15 items rated the TESO pre-service program quality and 13 items rated the institutional capacity to implement the program, whereas the last 17 items rated the quality of teacher educators. To indicate the degree to which they rate these as high or low, the respondents were asked to put tick mark (√) under one of the five options (very high=5, high=4, medium=3, low=2, and very low=1). Similarly, respondents were asked to rate the degree of seriousness of each of the problems in the problem list by writing a number from 1 to 10 against each problem, (1=the most serious problem through 10=the least serious problem). Comments and suggestions were also asked through open-ended questions.

Another similar questionnaire was developed to collect similar information from the teachers of partner schools. There was less number of items in the second questionnaire because items that are not relevant to school environment were excluded. In both questionnaires respondents were asked to provide bio-data on gender, department/subject area taught, teaching experience, qualification, and academic rank.

The teacher educators' questionnaire were presented to five college teachers of University of Hawassa and the schoolteachers' questionnaire were given to five ACSS teachers for comments. The instruments were improved on the basis of the feedback thus obtained. The pre-test of the instruments was not

done. Instead, the internal consistency reliability of the scales was checked by Cronbach (1970) alpha after was collected, which ranged from .43 to .87. This suffices for exploratory study (e.g. Darge 2002). Regarding the procedure of administration of questionnaires, the improved questionnaires were distributed to the participants through the faculty deans and school directors during the last two weeks of December 2006. Instructions were explained to the respondents before they filled the questionnaires

2.3. Methods of Analysis

The mean score and standard deviation of the data were computed for each subscale after the questionnaires' results (out of 5) was converted to out of 100 score in order to make the comparisons between the sub-scales in percentages, which is easier. Some of the original Likert-type scales were recoded so that they were anchored in interpretably similar directions. To extract major factors of each of the five scales, five factor analyses of the percentage score data were conducted. The Cronbach (1970) alpha coefficients were obtained for each of the subscales to test the internal consistency of the subscales. Based on the factor scores obtained from the factor analyses, correlations of the sub-scales were obtained to provide the relationships of the major context variables to teacher quality and status. Further, simultaneous regression analysis was employed to determine the direct impacts of teacher involvement factors on teacher status in particular. The ratings on major challenges of the TEIs and schools experienced in implementing TESO program were ranked to show degree of seriousness. Responses for open ended questions and interviews were qualitatively analyzed.

3. Results

3.1. Demographic Characteristics of the Respondents

Out of 71 questionnaires distributed among teacher educators, 56 respondents (33: M=30, F=3) from ACTE and 23 males respondents from FTE returned acceptable responses. Out of 87 questionnaires distributed among schoolteachers, 69 respondents (17 from ATPS, 22 from ACSS, and 30 from DHS) returned acceptable responses. The total number of respondents was 130 (56 teacher educators, 69 schoolteachers, and 5 academic leaders) with response rate of 82.22%. All academic leaders in the sample took part in the interviews.

Table 1. Sample and response rate by gender

<i>Teacher Education Institution/School</i>	<i>Sample</i>		<i>Response Rate</i>		
	M	F	M	F	Total
Faculty of Teacher Education, Dilla University	28	3	23	-	23
Awassa College of Teacher Education	35	5	30	3	33
<i>Sub-total</i>	<i>63</i>	<i>8</i>	<i>53</i>	<i>3</i>	<i>56</i>
Dilla High School	25	5	25	5	30
Awassa Comprehensive Secondary School	21	9	15	7	22
Awassa Tabor Primary School	19	8	11	6	17
<i>Sub-total</i>	<i>65</i>	<i>22</i>	<i>51</i>	<i>18</i>	<i>69</i>
Deans/directors for Interview	5	-	5	-	5
Total	133	30	109	21	130

Overall, 94.6% of TEI respondents were male and 5.4% were female, among which only one in seven are teacher educators (See Table 1). By experience, 17 (30.4%) of respondents had 5 years of service or less, 36(62.2%) had 6-14 years of service and only 3 (5.4%) had more than 15 years of service. 20(36.7%) of the respondents had BA/BSc or lower qualification, 35 (62.5%) had MA/MSc, whereas only one person (1.8%) had a PhD degree. By rank, 38 (67.9%) were lecturers and only 5(9.0%) were above this rank. Among the school respondents, 73.9% were male and 26.1% were female. 68.2% of these respondents had 5 years of service or less and 31.8% had more than 15 years of service. 69.9% of the respondents were holding BA/BSc whereas only 1.4% had MA/MSc degree.

3.2. Results of Preliminary Analysis: Factor Structure of the Context Variables

By way of reducing the large number of items in each scale, factor analysis of the data using Principal Component Analysis with rotation method of Varimax (Gorsuch 1983) was conducted to extract the major factors of the scales: *perceived importance of social dialogue (PISD)*, *teacher involvement in social*

dialogue (TISD), *TESO program quality* (PQ), *institutional capacity* (IC), and *teacher quality* (TQ).

The five independent principal factor analyses determined the factor loadings of the scales. Accordingly, the factor analysis of 8 items on perceived importance of social dialogue resulted in two factors labeled: Importance of curricular debate and Importance of negotiation on terms and conditions of employment explaining cumulatively 55.26% of variance in perceived importance of social dialogue (See Table 2). Twelve items on teacher involvement resulted in four factors, which were labeled: Involvement in curriculum development and setting of implementation strategy, involvement in professional associations, involvement in negotiations on terms and conditions of employment, and involvement in development and change process accounting for cumulatively 66.38% of variance in teacher involvement.

The fifteen rating items on TESO pre-service program quality yielded as expected five factors named as: Coordination and duration of practicum, TESO curriculum and practice teaching, modeling of professional ethics in curriculum, match between TESO and school curricula, and supervision and evaluation of practicum accounting for cumulatively 80.04% of variance in program quality. The thirteen rating items on institutional capacity resulted in four components labeled: Leadership capacity, student services, teaching facilities and supplies, and financial and technical links of the institutions accounting for cumulatively 67.40% of variance in institutional capacity. Similarly, 17 ratings on teacher quality yielded six factors, namely, professional commitment, subject area knowledge, pedagogical skill, time commitment, qualification and experience, and career development aspirations that teachers demonstrated accounting for cumulatively 57.71% of variance in teacher quality. These factors of teacher quality were consistent with the six aspects of teacher quality indicated in literature (Monk 1994; Fetler 1999; Allen 2003).

Similar factor loadings were observed for schoolteachers' data. However, the following analyses of correlation and regression focused only on the teacher educators' data because the researchers' priority is more on teacher educators.

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Table 2. Factor loadings of Items to principal components and reliability coefficients
Alpha

Subscale	<i>For teacher educators' data</i>			<i>For schoolteachers' data</i>		
	Alpha (No. of items)	Rotation Sums of Squared Loadings		Alpha (No. of items)	Rotation Sums of Squared Loadings	
		% of Var.	Cum. % of var.		% of Var.	Cum. % of var.
PISD						
F11: Importance of curricular debate	.72 (5)	29.358	29.358	.73 (5)	30.112	30.112
F12: Importance of negotiation on terms and conditions of employment	.64 (3)	25.899	55.257	.61 (3)	22.195	52.307
TISD						
F21: Involvement in Curriculum development and setting of implementation strategies.	.81 (5)	25.789	25.789	.83 (4)	19.216	19.218
F22: Involvement in professional association	.58 (3)	15.808	55.068	.60 (2)	15.683	34.901
F23: Involvement in negotiation on terms and conditions of employment	.46 (2)	13.471	55.068	.56 (2)	15.401	50.302
F24: Involvement in development tasks and change processes	.45 (2)	11.314	66.382	.48 (2)	10.867	61.169
PQ						
F31: Coordination & duration of practicum	.79 (4)	30.770	30.770	.70 (4)	29.870	29.870
F32: TESO curriculum quality and practice teaching	.71 (4)	15.962	46.732	.65 (5)	12.221	42.091
F33: Modeling of professional ethics in curriculum	.63 (3)	13.100	59.832	.53 (3)	9.122	51.213

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Subscale	<i>For teacher educators' data</i>			<i>For schoolteachers' data</i>		
	Alpha (No. of items)	Rotation Sums of Squared Loadings		Alpha (No. of items)	Rotation Sums of Squared Loadings	
		% of Var.	Cum. % of var.		% of Var.	Cum. % of var.
F34: Match between TESO and School curricula	.47 (2)	12.718	72.550	.52 (2)	8.884	60.098
F35: Practicum supervision and evaluation	.43 (2)	7.493	80.043	.48 (2)	7.573	67.671
IC						
F41:Leadership capacity	.87 (4)	20.937	20.937	.80(5)	20.736	20.736
F42:Student service capacity	.68 (5)	18.521	39.458	.68 (5)	19.745	40.482
F43:Teaching facilities and supplies	.58 (2)	17.472	56.930	.58 (3)	12.163	52.650
F44: Financial & technical assistance	.49 (2)	10.465	67.395	.45 (2)	12.048	64.698
TQ						
F 51: Professional commitment	.79 (5)	12.090	12.090	.79 (5)	23.702	23.702
F 52:Subject area knowledge	.84 (3)	10.385	22.475	.71 (4)	13.136	36.888
F 53: Pedagogical skills	.74 (3)	9.552	32.027	.51 (3)	10.817	47.705
F 54: Time commitment on duty	.70 (2)	9.146	41.173	.49 (2)	9.622	57.228
F 55: Qualification and experience	.67 (2)	8.823	49.996	.47 (2)	7.949	65.176
F 56: Career development aspirations	.69 (2)	7.716	57.712	.46 (2)	5.202	70.376

Note: The major scales are labeled as follows: PISD=Perceived Importance of Social Dialogue; TISD=Teacher Involvement in Social Dialogue; PQ= TESO Pre-service Program Quality, IC=Institutional Capacity; TQ=Teacher Quality.

Entries in parenthesis are number of items loading onto the subscale.

3.2. Results of Main Analyses

3.2.1. Assessment of levels of the context variables, teacher quality and status

To assess the levels of the context the variables in order to attain the first objective of the study, the mean scores and standard deviations of the different subscales of the scales were computed (See Table 3 of Appendix I). The levels of agreement about teachers' perceived importance of social dialogue (PISD), varied between 82.20 and 91.07% mean score for teacher educators and between 80.01 and 89.11% for schoolteachers indicating that both groups agree or strongly agree that teacher involvement in social dialogue is important. In contrast, the actual involvement in social dialogue (TISD) was observed to range between 51.14 and 68.33% mean score for teacher educators and between 58.13 and 72.19% for schoolteachers. This shows that both teacher educators and schoolteachers hold high importance of their involvement in social dialogue, but they in practice have limited involvement in such dialogue.

Regarding the context variables, the mean score ratings of TESO pre-service program quality (PQ) was detected to range from 56.96 to 73.27% for teacher educators and 59.32 to 76.22% for schoolteachers. Similar but narrower range of percentage mean scores was seen in the institutional capacity (IC) ratings, that is, from 50.06 to 58.91% for teacher educators and from 44.13 to 55.27% for schoolteachers. One can deduce that, on the average, both program quality and institutional capacity seem to have low or medium ratings among teaching personnel.

Teacher quality ratings were also low or medium as observed in the sample. The range of mean scores was from 51.79 to 73.27% for teacher educators and from 51.85 to 78.23% for schoolteachers happened to be much comparable to the levels of program quality factors. The mean score of teacher status was found to be 44.29% for teacher educators and 42.11% for school teachers, which is low. This is indicative of the low level esteem the society attaches to teaching career. The reliability coefficients alpha for these ratings ranged from .43 and .87 indicating moderate or high consistency among items for teacher educators' subscales and from .45 to .83 for schoolteachers' subscales.

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Table 3. Mean scores and SD for different factors of the context variables by level of teachers

Subscale	For teacher educators' data (n=56)			For schoolteachers' data (n=69)		
	Stand. Devtn.	Alpha	Alpha	Mean score (%)	Stand. Devtn.	Alpha
PISD						
F11: Importance of curricular debate	82.20	6.10	.72	89.11	6.51	.73
F12: Importance of negotiation on terms and conditions of employment	91.07	4.06	.64	80.01	4.11	.61
TISD						
F21: Involvement in curriculum development and setting of implementation strategies	51.14	5.80	.81	72.19	6.1	.83
F22: Involvement in professional association	68.33	6.10	.58	69.41	4.21	.60
F23: Involvement in negotiation on terms and conditions of employment	51.96	5.45	.46	63.21	4.44	.56
F24: Involvement in development tasks and change process	54.76	5.55	.45	58.13	5.00	.48
PQ						
F31: Practicum coordination & duration	73.27	5.55	.79	76.22	6.51	.70
F32: TESO curriculum quality and practice teaching	61.57	5.35	.71	67.88	6.55	.65
F33: Modeling of professional ethics in curriculum	56.96	5.35	.63	59.81	6.27	.53
F34: Match between TESO and School curriculum	70.12	5.10	.47	65.12	3.80	.52

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Subscale	For teacher educators' data (n=56)			For schoolteachers' data (n=69)		
	Stand. Devtn.	Alpha	Alpha	Mean score (%)	Stand. Devtn.	Alpha
F35: Practicum supervision and evaluation	62.32	6.10	.43	59.32	5.94	.48
IC						
F41: Leadership capacity	50.06	5.45	.87	55.27	6.15	.80
F42: Student service capacity	57.80	5.45	.68	47.71	5.64	.60
F43: Teaching facilities and supplies	58.57	5.10	.58	52.21	5.77	.58
F44: Financial & technical assistance	58.91	5.05	.49	44.13	2.7	.45
TQ						
F 51: Professional commitment	55.46	4.62	.79	59.40	2.84	.79
F52: Subject area knowledge	51.79	3.61	.84	54.79	3.31	.71
F53: Pedagogical skills	54.01	3.00	.74	57.08	3.97	.51
F54: Time commitment on duty	73.27	3.16	.70	78.23	4.11	.50
F55: Qualification and experience	54.82	2.28	.67	73.82	2.99	.48
F56: Career development aspirations	61.85	2.32	.69	51.85	2.78	
TS : Attraction of teaching career	44.29	4.44	-	42.11		

Note: The major scales are labeled as follows: PISD=Perceived Importance of Social Dialogue, TISD=Teacher Involvement in Social Dialogue, PQ= TESO Pre-service Program Quality, IC=Institutional Capacity, TQ=Teacher Quality, TS=Teacher Status.

3.2.2. Correlates of teacher quality and status among the context variables

The second objective of the study was to identify the correlates of teacher quality and status among the context variables. To this effect, the zero-order correlations between the subscales of teacher involvement, TESO pre-service program quality and institutional capacity, and teacher quality and status was conducted.

Table 4 below shows the significant zero-order correlations thus obtained. Interestingly, teacher status did not significantly correlate with any aspects of both program quality and institutional capacity, whereas it significantly and positively correlated to teacher involvement in curriculum development and setting of implementation strategies ($r=.296$, $p<.05$), to teacher involvement in professional associations ($r=.291$, $p<.05$), and to teacher involvement in development tasks and change processes ($r=.338$, $p<.01$).

Teacher status did not have any significant relationship to teacher involvement in negotiations on terms and conditions of employment. One could understand from these findings that recognizing the powerful potential in teaching personnel and involving them in curricular debates, professional consultations and development and change processes would probably help develop teacher status more than building infrastructural capacity and program quality though the latter also have great importance. In other words, in any given context of institutional capacity and program quality, teacher status could be upheld as far as teachers are sufficiently involved in social dialogue on matters affecting their profession. Besides, teacher involvement variables did not significantly correlate with any of the teacher quality factors either.

Except qualification and experience (F55), each of the other dimensions of teacher quality significantly related to one or the other aspects of program quality and institutional capacity (Table 4). For example, professional commitment (F51) significantly and positively related to practicum coordination and duration aspect of program quality ($r=.392$, $p<.01$), to institutional capacity aspects such as student services ($r=.368$, $p<.01$), and teaching facilities and supplies ($r=.291$, $p<.05$). While subject area knowledge (F52) significantly related to supervision and evaluation of practicum ($r=.302$, $p<.05$) and to leadership capacity ($r=.498$, $p<.01$), pedagogical skill (F53) significantly related to practicum coordination and duration ($r=.437$, $p<.01$) and to the capacity of teaching facilities and supplies ($r=.303$, $p<.05$). Lastly, teacher time commitment (F54) also related to curriculum quality and practice teaching ($r=.300$, $p<.05$) and career aspirations related to financial and technical links of TEIs ($r=.267$, $p<.05$). What does this inform us? It means that as we work toward improving teacher quality, priorities should probably include alleviating the challenges related to practicum coordination, curriculum review with emphasis on practicum duration and evaluation and supervision of practicum on one hand and enhancing institutional capacity in terms of leadership, resources and financial and technical support systems on the other.

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Table 4. Correlations between teacher quality and status to the context variables for TEI data

Factors	<i>Teacher Status (TS)</i>		<i>Teacher Quality (TQ)</i>					
			F51	F52	F53	F54	F55	F56
Teacher Status		1	-	-	-	-	-	-
Teacher Involvement in Social Dialogue (TISD)	F 21	.296*	-	-	-	-	-	-
	F 22	.291*	-	-	-	-	-	-
	F 23	-	-	-	-	-	-	-
	F 24	.338**	-	-	-	-	-	-
TESO Pre-service Program Quality (PQ)	F 31	-	.392**	-	.437**	-	-	-
	F 32	-	-	-	.300*	-	-	-
	F 33	-	-	-	-	-	-	-
	F 34	-	-	-	-	-	-	-
	F 35	-	-	.302*	-	-	-	-
Institutional Capacity (IC)	F 41	-	-	.498**	-	-	-	-
	F 42	-	.368**	-	-	-	-	-
	F 43	-	.291*	-	.303*	-	-	-
	F 44	-	-	-	-	-	-	.267*

Note: The factors are labeled as follows: F21=Involvement in curriculum development and setting of implementation strategies, F22=Involvement in professional associations, F23=Involvement in negotiations on terms and conditions of employment, F24=Involvement in development tasks and change processes; F31=Coordination and duration of practicum, F32=Curriculum quality and practice teaching, F33=Modeling of professional ethics in curriculum, F34=Mismatch between TESO and school curricula, F35=Supervision and evaluation of practicum; F41=Leadership capacity, F42=Student services, F43=Teaching facilities and supplies, F44=Financial and technical links; F51=Professional commitment, F52=Subject area knowledge, F53=Pedagogical skill, F54=Time commitment on duty, F55=Qualification and experience, and F56=Career aspiration;

The major scales are labeled as follows: PISD=Perceived Importance of Social Dialogue, TISD=Teacher Involvement in Social Dialogue, PQ= TESO Pre-service Program Quality, IC=Institutional Capacity, TQ=Teacher Quality, TS=Teacher Status.

‘-‘ represents non-significant correlation coefficients at .05 level;

** p < .01, *p < .05

3.2.3. Direct impacts of teacher involvement in social dialogue on teacher status

As evidenced in the correlation analysis results above, teacher status was significantly related to the teacher involvement factors. In line with the third objective of the study, simultaneous multiple regression analysis was conducted to determine the direct impact of social dialogue variables on teacher status. Results of regressing teacher status on the four distinct factors of teacher involvement in social dialogue based on the standardized factor scores from the preliminary factor analyses of involvement items are presented in Table 5. The squared multiple correlation ($R^2 = .2140$) indicates the proportion of variance in teacher status that was accounted for by the linear combination of the four dimensions of teacher involvement in social dialogue. The results ($F(4, 51) = 3.48, p < .014$) support the utility of the model showing that the population squared multiple correlation differed from zero.

The adjusted R^2 was .199. The multiple correlation obtained from the model ($R = .463$) can be described as the correlation between the predicted values based on the regression equation and the observed criterion scores (Cohen and Cohen 1983; Pedhazur 1982). The difference between the original R^2 and adjusted R^2 is .015, indicating that if the model is used for another sample of the same size the resulting R^2 would shrink by only .015. This shows the model is stable and the result is replicable. The omega-square (.210) which is often referred to as “explained variance” is also another measure of practical significance. This index suggests that 21% of the variability in teacher status is accounted for by the model, which according to Cohen and Cohen (1983) is a “large” effect.

The standard estimates in Table 4 reflect the number of standard score units that teacher status is predicted to change given a one-unit standard score change in a predictor variable in question (Jaccard, Turrisi, and Wan 1990). For example, for each standard score unit that teacher involvement in development and change processes (F24) changes, teacher status is predicted to change by .34 standard score units, holding the other three predictors constant. Additionally, this coefficient shows a relatively higher and significant ($\beta = .338, p < 0.01$) contribution to the prediction model than the other three predictors. While involvement in curriculum development and setting of implementation strategies ($\beta = .296, p < .05$) and involvement in professional association ($\beta = .291, p < .05$) are the next highest contributors to the model, involvement in negotiations on terms and conditions of employment is insignificant in its contribution. Thus we can further say that improved levels social dialogue on issues related to curriculum development and review and its implementation strategies,

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professional associations, and development and change processes can predict higher status of teacher educators. It was possible to run multivariate regression analysis to determine the impact of teacher involvement factors on teacher quality. But this was not necessary since the teacher quality factors failed to significantly correlate with any of the involvement factors.

Table 5. Results of simultaneous multiple regression of teacher status on teacher involvement variables

<i>Analysis of Variance</i>					
Source	df	Sum of squares	Mean square	F	Prob >F
Regression	4	9.8	2.40	3.48	.014
Residual	51	35.913	.704		
Total	55	45.714			
Root MSE= .8391		Multiple R = .463		R ² = .214	
		Omega-sq. =.210		Adj. R ² =.199	
<i>Parameter Estimates</i>					
Variable	Un-standardized estimate	standard error	standardized estimate	T	Prob >T
Intercept	2.429	.112	-	21.657	.0000
F21	.2884	.110	.296	2.781	.0111*
F22	.2650	.111	.291	2.346	.0130*
F23	.0688	.109	.076	.609	.5450
F24	.3090	.112	.338	2.727	.0090**

Note: F12= Involvement in Curriculum Development and Setting of Implementation Strategies, F22= Involvement in Professional Associations, F23= Involvement in Negotiation on Terms and Conditions of Employment, F24= Involvement in Development Tasks and Change Processes.

3.3. Predominance of Sources of Challenge in TEIs and Partner Schools

To identify the major sources of challenge in the TEIs, ranking of response list of potential problems in the questionnaire was done. According to teacher educators' data, the rankings on major problems the TEIs experienced in implementing TESO program showed that heavy workload of teachers without extra load payment was reported the highest in degree of seriousness and inadequacy in teaching facilities and resources was ranked as the second most serious problems. Lacks of staff motivation (e.g. incentives, extra load payments, salary, etc) and teacher incompetence (e.g. Poor preparation and presentation, lack of pedagogical skills, etc) were reported as the third and fourth degree serious problems.

The schoolteachers' data, in contrast, indicated that shortage of resource and facilities is the most serious challenge followed by lack of motivation to teachers in doing practicum attachment duties. Practicum related difficulties (e.g. poor cooperation of schools (colleges), large number of trainees, lack of assessment tools for practicum, etc) were sensed by both college and schoolteachers as the fifth and third degree serious problems respectively. Workloads of teachers and teacher incompetence were rated fourth and fifth by schoolteachers. Challenges such as disciplinary problems, poor leadership, HIV/AIDS pandemic, sexual harassment, etc were ranked less serious by both groups. In sum, the identified predominant sources of challenge in the joint practice of practicum in schools are heavy staff work load without remuneration for extra works, resource/facilities shortage, staff incompetence and shortage, lack of staff motivation, large student intake, and lack of standard assessment tools for practicum in this order.

3.4. Interview Results

Five individuals took part in a structured interview. They were the dean of FTE, Dilla University, the dean of ACTE, and directors of the sample schools. The interview responses of the college/faculty deans and school directors supported supplemented the findings of the preceding sections. According to the FTE dean, Dilla University, challenges related to heavy staff workloads, teachers' job dissatisfaction, subjective assessment of practicum and poor student interaction in class, and lack of experienced teacher educators were clear problems that could not be overcome yet. Teacher educators are assigned to supervise a large group of trainees in the practicum course. They have difficulties in supervising the trainees because of time constraint, on-campus teaching load, and lack of incentives. Though the Teacher Development Program (TDP) fund supports the

implementation of practicum in college and schools, it was reported by the dean that the fund was not well utilized by the TEIs for different reasons.

The ACTE dean, on top of mentioning similar challenges inherent in the TESO curriculum and its implementation stated that trainees were not ready to take their own learning responsibility in the modular teaching learning process, that they show some unacceptable behaviors, that school teachers wanted incentives to coach the trainees in school, that there was a serious book shortage to support the modular teaching, which required too much independent student activities.

According to both deans, further consultations seem to be strategically necessary among the MOE, schools and TEIs to improve the TESO program implementation practice. A good example of such consultation the dean mentioned were the consultative workshops that the teacher education faculties of several public universities conducted yearly in 2005 and 2006 in collaboration with the MOE at Alemaya and Mekele Universities, respectively. These consultative meetings generated ideas of reviewing TESO curriculum and implementation strategies to improve the breakdown of credit hours and reduce redundancy in practicum courses. Similar adjustments of the TESO curricula for regional colleges were done through consultative meetings of four junior colleges of the SNNPR as reported by the ACTE dean.

School directors' interview responses revealed that they were happy with the changes in teacher education system that emphasized school experiences of students before graduating. But all of the three directors witnessed that their schools were overwhelmed by the large number of participating trainees coming to their schools unattended and without alerting them or scheduling their practicum in advance. The directors consistently said that many hours of observations by many practicing teachers who are not accompanied by their supervisors, were evidenced as sources of negative attitudes of schoolteachers toward the practicing teachers. This is coupled with the undesirable behaviors of trainees and lack of incentives for cooperating teachers causing avoidance from the necessary cooperation. Consequently, the trainees are not welcome. They believe that better coordination is needed to make practicum more practical.

4. Discussions

The perceived importance of social dialogue was rated the highest of all other ratings in both data. This reveals that both teacher educators and schoolteachers give high importance to their involvement in consultative forums and professional negotiations concerning teaching profession and development and change processes in the field. However, the actual involvement of teacher educators in productive social dialogue with stakeholders appears to be very low.

Closer look into the context of implementing TESO program also shows that both program quality and institutional capacity required improvements in order to change the existing situation for the better. Teachers' rating of the working conditions, including program quality and the institutional capacity to implement the program was only about 60%. Within the curricular quality dimensions, for example, modeling of professional ethics within the curriculum is weak and the supervision and evaluation mechanisms of practicum are not well established yet. The duration for practicum or even for the degree program is debatable. Among the institutional capacity concerns leadership and management issue stands out calling for urgent empowerment though other capacity issues also deserve due attention. This situation demands concerted efforts on all sides to negotiate over the outstanding challenges emerging in implementing TESO program.

At present teacher quality is rated just around 60% by teacher educators themselves. Lacks of staff motivation and teacher incompetence were reported as the third and fourth most serious challenges in TEIs, respectively. These, together with heavy workloads may somehow tell us why teacher quality is declining in these institutions. The results on teacher quality in terms of qualification and experience also agreed with the earlier research reports (MOE 2001, Daniel 2004). It follows that policy makers and implementers need to work together to enhance the identified dimensions of teacher quality, namely, professional commitment, subject area knowledge, pedagogical skills, time commitment, and career development aspirations of teachers through negotiated measures. As correlates of teacher quality and status indicated in the study, involving teachers in curriculum development and review, professional consultations in policy formulation and setting of strategies development tasks and change processes can give teachers better recognition and respect and therefore improve their status. Similarly, participatory approaches in enhancing working conditions through capacity building and program review could also contribute to improving teacher quality.

The level of teacher status is very low for both teacher educators and schoolteachers. As the findings point out teacher status related more to teacher involvement in social dialogue on teacher education and development agenda than to the other context variables. Further, it can as well be improved through productive social dialogue among the stakeholders on areas of curriculum, teacher associations, and development issues of the field.

5. Conclusions and recommendations

Based on the study results, the researchers drew the following conclusions.

- i. Teachers and teacher educators highly perceive that social dialogue among stakeholders of teacher education is important. But actual level of their participation in such dialogue is very low.
- ii. Teacher involvement in curriculum development, review and setting of implementation strategies, professional associations, and development tasks and change processes has significant relationship to teacher status, but not to teacher quality as such. On the other hand, some context variables of program quality and institutional capacity are significant correlates of teacher quality though they have weak relationship to it
- iii. The prominent sources of challenge emerging in the context of implementing TESO program in the TEIs are: heavy staff workloads, limited resources and facilities, staff shortage and incompetence, lack of staff motivation, large intakes of students, and lack of assessment tools for practicum in this order. Faculties of some public universities and colleges of the SNNPR are taking some separated measures to contain these challenges through consultations among themselves.
- iv. Teacher status can be predicted to improve by using teacher involvement in productive dialogue among stakeholders of teacher education on areas of curriculum and its implementation, professional associations, and development tasks and change processes. However, such predictive relationship could not be established between teacher quality and involvement in social dialogue from this study.

In the light of the findings of this study the researchers forward the following recommendations to the different stakeholders of teacher education in general and teacher educators in particular.

- i. The current trend of not recognizing the powerful potential of involving teaching personnel in social dialogue on matters of teaching profession has to be changed. Without the active involvement of teachers and teacher educators in social dialogue on matters relating to curriculum, professionals' right of organization and teacher development, efforts to raise teacher status, performance and professionalism are unlikely to bear fruits. These matters are crucial in teacher selection, preparation, and retention processes. Teachers and teacher educators need to be engaged in these processes at two levels: i) collectively through their unions and professional associations and ii) individually where teaching and learning take place on daily basis. Teacher status cannot be imposed from above, rather, it need to be nurtured from within the profession but

with the support of stakeholders. Hence, it is recommended that teachers and educators be engaged in productive dialogue both collectively and individually on issues affecting their status, performance and professionalism. In this regard, government (MOE), teaching institutions, and teachers unions play critical roles as productive partners in teacher education.

- ii. Teacher involvement in curriculum development, review and setting of implementation strategies, professional associations, and development tasks and change processes has significant and predictive relationship to teacher status. Effective communications, consultations and negotiations between teachers and stakeholders are fundamental to improving teacher status. In this regard the Government need to empower the professional associations, unions, and other national and local teacher organizations and work toward identifying the roles, functions and relationships with other stakeholders and supporting productive networking with regional and international collaborative and cooperative bodies.
- iii. The predominant sources of challenge identified in the implementation process of TESO program are varied in nature. Heavy staff workloads are aggravated by staff shortages and large student intakes. They in turn aggravate staff incompetence unless they are moderated by mentoring support and incentives. Hence, the TEIs need to recruit more and retain their staff as much as possible. Secondly, colleges/faculties and schools need to be better facilitated in material resources and facilities such as offices, laboratories, learning centers, and student services to cope with the intake size. Thirdly, teachers have to be continuously developed professionally to update their competence or quality and be motivated materially in a way compatible to the roaring living costs induced by the market economy in the country. These seem to be largely government and institutional responsibilities.
- iv. To mitigate the difficult working situations of the TEIs in relation to practicum, the institutions need to limit their student intake, devise incentive mechanisms for teacher educators and school teachers, recognize workloads and make compensations for extra works of their staff, mentor newly recruited teachers by short and medium term trainings and team teaching, consider joint planning of practicum with partner schools and setting assessment mechanisms for practicum. MOE should play the facilitating and empowering role in consultation with teachers and their professional associations and create links or

productive partnerships with all stakeholders keep the situations in check.

- v. Measuring and maintaining teacher quality is a difficult task. Its correlates as institutional capacity and program level factors showed weak relationship to it. So to enhance quality in teaching requires setting of professional teaching standards that make teachers' knowledge and capabilities more explicit and provide a means for defining and communicating what constitutes good teaching. The teaching standards give a framework for the ongoing professional learning as well. Hence, in accordance to the intended reforms, the MOE through productive dialogue with stakeholders, need to map the teaching standards. In this process, a distinction is to be made between standards of employment (e.g. qualifications) and standards for development (e.g. competence). By legislation, competent teachers need to be rewarded at least with a better or equal pay as other government office workers.
- vi. UNESCO can use its convening power to mandate the national government to take proactive steps in promoting social dialogue with teacher unions and involving teachers in decision-making on teacher development issues as part of the millennium educational agenda.

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The System of Evaluating the Teaching Personnel in Addis Ababa University

*Wossenu Yimam**

1. Background

The evaluation of the teaching personnel, being one of the important components of academic staff management, plays a crucial role in enabling universities to utilize their workforce effectively and efficiently. If properly carried out, it also increases the efforts of the teaching personnel towards achieving both personal and institutional goals. Moreover, it fosters a climate of commitment to professional improvement. Conversely, its poor implementation hampers the smooth operation of the institutions. Hence, it remains to be one of the challenging tasks of university leaders. As Wilson (1942, 112) rightly put it “...the most critical problem confronted in the social organization of any university is the proper evaluation of instructors services, and giving due recognition through the impartial assignment of status”.

It is argued in the literature that although there is no simple system for evaluating the quality of teaching, by thinking carefully about the purposes of evaluation, and by crafting multiple methods of evaluation that suit those purposes, it is possible to devise systems of teacher evaluation that are reliable, valid, and fair. Obviously the ability to evaluate teaching depends on the ability to identify important characteristics of teaching performance and supporting activities. As Miller (1972) noted, good teaching is based on scholarly activity and professional liveliness, and one important avenue is through research, writing, and systematic study. McKeachie (1997, 1224) also underlined that “...teaching is an interactive process between the students and the teacher. Good teaching involves building bridges between what is in the teacher’s mind and what is in the students’ heads”. According to Marsh (1987), the following components of the SEEQ (Students’ Evaluation of Educational Quality), should be used as criteria for evaluating teaching effectiveness: (1) learning/academic value, (2) instructor enthusiasm, (3) individual rapport, (4) examination/grading, (5) organization/clarity, (6) breadth of coverage, (7) group interaction, (8) assignments, (9) workload/difficulty, and (10) overall rating (about the course and about the instructor). These components are expected to provide feedback on

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teaching quality and effectiveness from both the instructor and student perspectives. Miller (1972, 21) further highlighted that the activities considered relevant to instructors' evaluation are most often confined to research, teaching, service, and professional activities, and due to the limitations of using these four categories, a general uneasiness was found among educators. Hence, he suggested the following nine categories be considered: (1) classroom teaching, (2) advising, (3) instructors service and relations, (4) management /administration, (5) performing and visual arts, (6) professional services, (7) publications, (8) public service, and (9) research.

Current practices in the evaluation of teaching undoubtedly vary from institution to institution or country to country. However, in all cases, students, colleagues, administrators, and instructors themselves are the most common sources of information for evaluating teaching, whether data are systematically gathered or randomly acquired. The credibility of these sources may vary depending on the opportunity that the source has to be a firsthand observer of the teaching component in question, as well as on the willingness of the person being evaluated to accept and believe what that source has to say (Arreola 1995). As stated earlier, teaching evaluations should include multiple sources of data including students, colleagues, administrators, and self-evaluation. As far as students evaluations are concerned, the literature clearly indicates that students play an essential role in the evaluation of teaching. They are the group most directly affected by the quality of teaching. As firsthand observers in classes, students are in the best position to evaluate specific and critical aspects of classroom teaching. Students are the only individuals who regularly observe teachers in action, and it is for their benefit that the teaching task is carried out. As Murray (1995, 50) stated, "This symbiotic relationship between professors and students means that it is not only in our best interests to respect what they can tell us about our teaching, but also in their best interests to assist us to improve our teaching".

Seldin (1993) also reported that more than 85% of all instructors' evaluation systems make regular use of student evaluations. Unfortunately, these evaluations are often the only component used to evaluate teaching. Given that this information is used for personnel decisions that are not always positive for the instructors, it is not surprising that student evaluations are not met with universal acclaim by instructors. This misuse of limited perspectives has led to many myths and misconceptions about student evaluations. For instance, many believe that student evaluation forms are unreliable and invalid. Since many forms are "home-made," this perception is often reality. However, well-developed, professional student evaluation forms have been shown to be valid and reliable (Aleamoni 1978; Aleamoni and Hexner 1980; Costin, Greenough, and Menges 1971; Marsh 1984; Burdsal and Bardo 1986.)

Other studies (McKeachie et al. 1980; Overall and Marsh 1979; Aleamoni 1987) further reported that midterm student feedback helps instructors improve teaching. Brinko (1993) further suggested that this is particularly true if such feedback is combined with advice from a staff development specialist. By providing this type of early formative evaluation, the same students who provide the feedback will gain some of the benefits from any course modifications the instructor makes. Formal student evaluations given at the end of the semester can also be used in formative ways as well. In general, as major participants in the educational process, students represent a valuable source of information for teaching assessment and improvement efforts. They are firsthand observers of course design, instructional delivery, class management, and teacher-student relationships -- key elements of effective teaching. Well-designed student evaluation forms can provide valid information concerning these critical components of teaching. Nevertheless, when a teaching evaluation system is implemented, it is essential that students understand how the process works and how the information they provide will be used.

Colleague evaluation typically takes the form of classroom observations, review of instructional materials, and critiques of course design. These types of review have traditionally been used for both formative and summative assessment. According to Hutchings (1996b) there are four arguments for colleague evaluation of teaching.

- Student evaluations of teaching, though essential, are not enough; there are substantive aspects of teaching that only instructors can judge.
- Teaching entails learning from experience, a process that is difficult to pursue alone. Collaboration among instructors is essential to educational improvement.
- The regard of one's colleagues is highly valued in academe; teaching will be considered a worthy scholarly endeavor -- one to which large numbers of instructors will devote time and energy -- only when it is reviewed by colleagues.
- Colleague evaluation puts instructors in charge of the quality of their work as teachers; as such, it's an urgently needed alternative to more bureaucratic forms of accountability that otherwise will be imposed from outside academe.

Using colleagues as a source of evaluation has both advantages and disadvantages. It is certainly advantageous that colleagues, who are usually from the same discipline, are familiar with departmental goals, programs, and priorities. However, such familiarity can also have negative consequences

resulting from bias due to previous evaluations, personal relationships, and peer pressure (Arreola 1995). While commonly used, classroom visitations are not recommended for summative evaluation unless certain guidelines are followed that result in satisfactory inter-rater reliability. In this connection, Centra (1975) reported that colleague evaluation based on classroom visitation had less inter-rater reliability and a greater bias toward leniency than student evaluations. He concluded that these kinds of evaluations are not typically reliable enough to use for personnel decisions. Other research findings have supported Centra's work. Braskamp, Brandenburg, and Ory (1984) reported that almost all colleagues rated their peers as excellent or good instructors. Moreover, they reported that the relationship between observed instructor behavior and student learning was weak. Findings like these make the validity of colleague evaluations highly debatable, and researchers suggest that colleague visitation is more appropriate for staff development activities than for summative evaluation. Furthermore, it has been suggested that colleagues can provide valuable, reliable, and valid evaluations of course materials such as examinations, syllabi, course assignments, and instructional media (Kulik and McKeachie 1975).

Concerning the evaluation by administrators, Whetten and Whetten (1985, 35) stated that "... administrators are more important than environment, structure, institution type, and control in accounting for performance". However, "administrators frequently fail to focus resources on those functions at the college and university that are most effective in producing learning" (AAHE 1998). Thus, administrators must play a key role in creating and nurturing a "culture of teaching and learning" (Hutchings 1996a). There must be a long-term commitment on the part of upper administration to plan, support, and properly implement any proposed evaluation plan if it is to be effective. In this connection, Whetten and Whetten (1985) pointed out that college/faculty deans and department chairpersons are expected to play key role in the evaluation process. More specifically, deans should ensure that staff development and staff evaluation are carried out in a fair, impartial, and systematic way at the departmental and college level. They also need to make sure that teaching evaluations follow the stated mission and evaluation criteria and that evaluations follow explicit procedures. Moreover, they should encourage a culture within the respective college/faculty that values teaching and learning. Department chairpersons, on their part, ought to oversee departmental procedures for both summative and formative evaluations. They must work to build trust and integrity into these ongoing processes. They also should be able to adequately evaluate content expertise, course design and management. Moreover, they should work with departmental personnel committees to ensure proper procedures are being followed in summative evaluations. Furthermore, they must provide leadership for collegial professional development activities within the

department. To this effect, they are expected to demonstrate such important characteristics as impartiality, vigilant protection of staff rights, and active support of teaching improvement.

Self-evaluation is the other source of evaluative information which is based on subjective evaluation of classroom performance by the individual instructor. Self-evaluation needs to be distinguished from descriptive self-reports of teaching such as annual reports and teaching portfolios (Sorcinelli, 1999 cited in Pescosolido and Aminzade 1999). Instructors are primarily motivated by the intrinsic rewards of academic work, including intrinsic rewards gained from teaching. They want to feel competent and have a sense of self-determination. The need for self-determined competence also prompts individuals to scan the environment for feedback that informs them of the results of their performance - producing a critical psychological state that an intrinsically motivated person continually seeks through work (Paulsen and Feldman 1995). This continual feedback is what most instructors consider as a first (and sometimes the only) step in self-evaluation. Research on self-evaluation is limited but indicates that self-evaluation should not be used as the basis for personnel decisions. Some studies (Centra 1973; Clark and Blackburn 1973) concluded that instructors consistently overrate their teaching when using self-evaluation. On the other hand, research findings indicate stronger reliability when instructors and students evaluate a specific class and use the same instrument. They generally show agreement both on overall evaluations of the instructor and on such dimensions of teaching as organization and stimulation of interest (Marsh 1984).

The history of successful systems of academic staff evaluation tells us that the meaningful involvement of those who are to be evaluated in the whole process of evaluation is crucial. According to Ashcroft (1995), instructors involvement at all stages of the evaluation system (starting from design to implementation to maturity and review and evaluation) is vital so as to prevent the system from becoming static and unresponsive to changing needs and staff membership. Contreras (1999) also found that the active involvement of instructors in their evaluation contributed positively to their perceptions of the evaluation system. To ensure that the evaluation system adopted is credible and acceptable, instructors must have a strong hand in its development. Before departments and schools adopt teaching evaluation systems, the instructors should determine their criteria for effective teaching. To promote compatibility within the university, standards should be reviewed, understood, and accepted by all groups involved in the promotion and tenure review process (CRLT 2002).

Moreover, administrators must involve instructors in the process of determining the evaluation's purpose, as well as its scope, sources of data, participants, and evaluation of effectiveness so as to provide adequate and unbiased evaluation programs. Coleman (1992 cited in Contreras 1999) further

asserted that instructors appeared to be more willing to accept the validity of the evaluation procedures and instruments used if they were involved in the development of the evaluation scheme. He further noted that if instructors are not involved in the development of the evaluation system and process, they will develop negative attitude toward the evaluation system. Without instructors cooperation and support, either student evaluations or evaluations done by other groups cannot be effective (Chang 2001). Some researchers have tried to find out the reasons for the unwillingness of instructors to participate in the various methods of instructors evaluation. According to Arreola (1995,86), instructors' resistance to being evaluated is attributable to "a resentment of the implied assumption that instructors may be incompetent in their subject area, suspicion that they will be evaluated by unqualified people, and an anxiety that they will be held accountable for performance in an area in which they may have little or no training". The deterrents also include instructors' attitudes toward academic freedom; their perceptions of the representativeness, accuracy, and typicality of what is evaluated; their conception of the objectivity of those who conduct the assessment; and their values with respect to the institution's rewards and incentives. Hence, ways must be found to convince instructors that what they may consider deterrents can be opportunities for professional development (Keig and Waggoner 1996).

With this background, this chapter proceeds to examining the system of evaluating the performance of the teaching personnel in Addis Ababa University (AAU), which has been operational since 1996. In the period before 1996, there has been the practice of evaluating instructors' performance, but it was not applied consistently and regularly. It also raised little staff concern as it was often used for less crucial administrative decision in pay raises and promotions, but not in the termination and renewal of contracts. In general, the then system of evaluation neither discouraged sub-standard performance seriously nor encouraged excellence meaningfully. With the reintroduction of the new evaluation scheme came a revision and redesigning of contractual agreements between the University and the academic staff. In the revised contractual document for academic staff, Article 9, sub-article 2(c), "Cancellation and Termination" states:

The university reserves the right to cancel this contract without any prior notice where there exists good cause for so doing. 'Good cause' under this sub-article includes "The incompetence and/or inefficiency of the employee as evidenced in his/her rating in the system of evaluation of academic staff members currently employed by the university (1996, 5).

According to this document, half (50%) of the evaluation score any instructor may receive is accounted for by student evaluation, 35% of it is allotted to the evaluation by administrators (deans and department chairpersons) and the remaining 15% is allotted to colleague evaluation. As a consequence of the reintroduction of the evaluation system for serious administrative purposes, a considerable debate was held among the academic community in several campuses of the University (Amanuel 1999). Particularly, the undue weight given to student evaluations has made most staff members unhappy, and it has been one of the factors that negatively affected the commitment and contribution levels of the academic staff (Habtamu 2003). Moreover, from the informal discussion held with the academic staff the following complaints were observed concerning the manner in which the evaluation system was administered in the University:

- The administration, calculation and reporting of the evaluation results is not processed by an independent body established for the purpose,
- There is no meaningful involvement of the staff in the evaluation process,
- The evaluation form is lengthy and includes overlapping or redundant items,
- Sufficient orientation is not given to students about the purpose of the evaluation, the impact of the evaluation on teaching improvement, how the form is to be filled in, the importance of making frank and honest evaluation, etc.
- The evaluation is administered just at the end of a semester when students are in a hurry for exam preparation. As a result, they do not give due attention and do not take the evaluation seriously,
- No training / orientation is given to those who participate in the evaluation process, e.g., faculty /department secretaries.

Having this in mind, this chapter attempts to critically review the system of evaluating the teaching personnel in Addis Ababa University and determine its effectiveness. To this effect, it tries to get patterns of responses pertinent to the following basic questions:

- a) Are the criteria appropriate to measure the performance of the teaching personnel?
- b) To what extent were the teaching personnel involved in the evaluation system?

- c) In what manner was the evaluation system administered in the AAU?
- d) To what extent was the AAU effective in attaining the purposes of the evaluation system?
- e) What were the major problems encountered in the evaluation system?

2. Methodology

As indicated above, this study is aimed at critically examining the system of evaluating the performance of the teaching personnel in Addis Ababa University and thereby determining its effectiveness, identifying and describing the major factors that affect the effectiveness of the evaluation system. To this end, the following procedures of quantitative and qualitative research designs were employed to collect and analyze the data.

2.1 Data Sources

Both primary and secondary sources were consulted to secure sufficient data/information. Accordingly, first-hand information was collected from the teaching personnel, senior students, administrators (deans and department chairs), and officials of the University. Moreover, information was secured from secondary sources, i.e., relevant and related books, periodicals, and documents.

2.2 Data Collecting Instruments and Procedures

The instruments used to obtain the required information on the evaluation system were questionnaires and interviews. That is, three sets of questionnaires were developed and distributed to the teaching personnel, students, and administrators; and interviews were held with officials of the University. The questionnaires called on respondents to express their opinion on several items categorized under the following seven broad topics:

- a. Respondents' background information,
- b. Purposes of faculty evaluation,
- c. Criteria for faculty evaluation,
- d. Methods of faculty evaluation,
- e. Student evaluation of faculty/teaching,
- f. Faculty Involvement in the evaluation system, and

g. Administration of the evaluation system.

The items in the interviews also focused on similar broad topics except the first one. In order to ensure whether the questionnaires are free from vague and irrelevant items, draft questionnaires were prepared and pilot-tested in 4 departments of the University, other than those selected for the study, with 4 deans and /or department chairs, 13 academic staff, and 30 students.

In accordance with the feedback obtained from the respondents, necessary revisions were made and more clarifications included in the questionnaires. Accordingly, from the questionnaire prepared for administrators, four items were deleted, options were provided to one item, the options of four items were changed from yes/no type to a 3 point rating scale, one item was modified, one item was replaced by another which asks respondents to rank the problems observed in the evaluation system as per their severity. The total number of questions was reduced from 29 to 24. Similarly, from the questionnaire prepared for academic staff, five items were cancelled, options were provided to one item, the options of two items were changed from yes/no type to a 3 point rating scale, three items were modified, one item was replaced by another which asks respondents to rank the problems as per their severity. The total number of questions was reduced from 28 to 23. From the questionnaire prepared for students, two items were cancelled; one option was added to one item. One item was also replaced by another that asks respondents to rank the problems observed in the evaluation system as per their severity. The total number of questions was reduced from 19 to 17.

2.3 Sampling Techniques

Out of the total faculties/colleges/ schools and departments in Addis Ababa University, 6 faculties/colleges/schools and 21 departments were selected on the basis of stratified random sampling technique. Concerning respondent sampling, a representative sample of the teaching personnel and senior students were selected and included in the sample on the basis of proportionate stratified random sampling, and purposive sampling techniques. Out of 417 instructors and 1197 graduating students in the sample departments, 126 instructors and 360 graduating students were selected and included in the sample. As regards the respective administrators and university officials, 27 of them were selected and included in the sample on the basis of availability sampling technique due to their manageable size.

2.4 Methods of Data Analysis

Once the data were collected, they were entered into a computer with the help of commercially available software, i.e. Statistical Package for Social Sciences/SPSS 11.0 for Windows. Then, depending on the nature of the basic questions appropriate statistical techniques such as one-way ANOVA, chi-square test, mean, standard deviation, and percentages were used for data analysis as described below.

In order to determine the appropriateness of the criteria contained in the three evaluation instruments to be completed by students, deans/ department chairs, and colleagues, first, a list containing basic features of an appropriate evaluation instrument was developed on the basis of the extant literature on teaching personnel evaluation. Respondents were provided with this list so as to rate the appropriateness of the criteria on a 5-point Likert scale ranging from strongly disagree (1) to strongly agree (5). Then, the responses of the study groups to the basic features of an appropriate evaluation instrument were changed to scores by summing up the numbers assigned to the responses of each group to each item. Finally, one-way ANOVA, LSD Multiple Comparison, and Chi-square tests were performed to know whether or not there are statistically significant differences between and among the mean scores of the study groups. The decision rule employed here was the following: when the ratings of the majority of the respondents to the first, second, third, ninth, and tenth basic features consistently appear towards the disagreement scale and when their ratings to the fourth, fifth, sixth, seventh, and eighth basic features appear towards the agreement scale; consider the criteria as inappropriate or vice versa.

To identify those aspects of the evaluation system in which the teaching personnel were involved, cross tabulation was made to get the observed and expected frequencies for each of the three rating scales, i.e. highly involved, moderately involved, and not involved at all. Then, Chi-square test was calculated to know whether or not there is significant difference or relationship between the responses of the two study groups. Similar procedures of Chi-square test were followed to determine the effectiveness of the evaluation system in attaining the intended purposes. In all the above cases, the existing differences were tested for statistical significance at 0.05 or 0.01 alpha level. Apart from this, percentages, mean and standard deviation were calculated to find out how the evaluation system was administered and identify the major problems encountered in the implementation of the evaluation scheme.

3. Results and Discussion

A total of 513 questionnaires were distributed to a sample of 27 deans/department chairs, 126 instructors, and 360 students. Out of these, 504 (98.24%) were filled in and collected. Two questionnaires from the deans/department chairs and seven from the instructors were not returned. Based on the collected data, the results and discussion are presented as follows.

Table 1. Descriptive Statistics for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by students

Respondents	N	Mean	SD
Deans/chairs	24	28.00	3.81
Staff	113	27.71	3.81
Students	357	26.62	4.87
Total	494	26.93	4.62

Table 1 provides the descriptive statistics for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by students. As seen from the table above, the overall mean score, i.e. 26.93 is below the agreement range (28 -36) and far below the highest range of agreement (37-45). This range is set based on the responses of the study groups to the nine basic features on a 5-point scale ranging from strongly disagree (1) to strongly agree (5). Accordingly, the first range (strongly disagree) = 1- 9, the second range (disagree) = 10 -18, the third/middle range (undecided) = 19 - 27, the fourth range (agree) =28 -36, and the fifth range (strongly agree) =37- 45. This result seems to imply that the criteria included in the evaluation instrument to be completed by students are not appropriate to evaluate instructors' performance.

Table 2. One-way ANOVA for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by students

Source of Variation	Sum of Squares	df	Mean Square	F-Ratio
Between Groups	130.37	2	65.19	3.08*
Within Groups	10397.55	491	21.18	
Total	10527.92	493		

*P < 0.05

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As shown in Table 2, the results of analysis of variance revealed the existence of statistically significant differences between the mean scores of the study groups with regard to their ratings to the appropriateness of the criteria used to evaluate instructors performance by students, $F_{(2, 491)} = 3.00$, $P < 0.05$. Post Hoc test was necessary to identify the study groups that contributed to these differences. Accordingly, LSD Multiple Comparison test that is recommended for unequal sample Ns (Becker, 1998) was conducted.

Table 3. Multiple comparison test for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by students

(I) Respondents	(J) Respondents	Mean Difference (I-J)	Sig.
Deans/chairs	Academic Staff	0.29	.778
Academic Staff	Students	1.09*	.029
Students	Deans/chairs	-1.38	.155

* $P < 0.05$

It can be seen from Table 3 that the post hoc test revealed the presence of significant mean differences between academic staff and students (mean difference = 1.09, $P < 0.05$) indicating that the appropriateness of the criteria used to evaluate instructors' performance by students is rated in a better way by the academic staff than the students. Apart from this, no other comparison was significant at the 0.05 alpha level. Here, it should be noted that although the result of the analysis of variance and the post hoc test revealed the existence of statistically significant difference between the mean scores of respondents, this does not mean that the evaluation criteria used in the University fulfil the required quality to evaluate instructors' performance by their students. Because, the overall mean score was found to be below the agreement range and far below the highest range that indicates respondents' strong agreement to the appropriateness of the evaluation criteria.

In order to identify the basic features that indicate statistically significant differences in the responses of the study groups, Chi-square tests were performed for the nine features. Table 4 presents summary of the results of these tests.

As illustrated in table 4, the rating pattern of the respondents showed significant difference on six out of the nine basic features. That is, the ratings of

the majority of the three groups of respondents to the following basic features appeared towards the disagreement scale:

- the criteria correspond with the duties and responsibilities of instructors,
- the criteria enable students to identify effective instructors from the ineffective ones, and
- the criteria in general are appropriate to evaluate instructors performance.

On the other hand, the ratings of the majority of the respondents to the following basic features appeared towards the agreement scale:

- the criteria include overlapping items,
- the criteria include irrelevant items, and
- the criteria incorporate items that may be used both for course and instructor evaluation.

Table 4. Chi-square tests for the basic features of the criteria used to evaluate the performance of the teaching personnel by students

Basic Features	N	df	P value	χ^2
Criteria are related to the purposes of the evaluation system	503	8	.107	13.14
Criteria correspond with the duties and responsibilities of instructors	504	8	.034	16.64*
Criteria mostly focus on the in-class activities of instructors	504	8	.111	13.03
Criteria mostly focus on the non-teaching activities of instructors	500	8	.119	12.79
Criteria include overlapping items	504	8	.001	26.86**
Criteria include irrelevant items	502	8	.000	29.59**
Criteria incorporate items that may be used both for course and instructor evaluation	500	8	.039	16.26*
Criteria enable students to identify effective instructors from the ineffective ones	504	8	.003	23.62**
Criteria in general are appropriate to evaluate instructors performance	504	8	.044	15.91*

*P< 0.05

**P< 0.01

As regards the remaining three basic features, although the response patterns revealed differences, they were not statistically significant at 0.05 alpha level. Thus, based on the foregoing data and the decision rule described in the methodology section, it can be said that the criteria employed to evaluate the performance of instructors by their students are conceived to be inappropriate to evaluate instructors' performance fairly and objectively. This result couldn't replicate the findings of a study by Mekonnen (2000) who reported that the instrument developed for the evaluation of instructors' performance by the students of the University is reliable and useful. It is to be noted that Mekonnen's study has taken only one faculty as a sample out of 13 faculties of the University; hence, the representativeness of the sample and the generalizability of the findings are questionable. The result, on the other hand, seems to concur with the report of an ad hoc committee established by the University to review the evaluation questionnaire prepared for students. It was clearly stated in the report that this evaluation instrument is lengthy, contains overlapping and irrelevant items, and incorporates items that may be used both for course and instructor evaluation.

At this point, mention should be made that this specific evaluation instrument contains 30 items. Based on the comments made commonly by most of the faculties and institutes of the University, the committee also reported that out of these 30 items, 11 items (item No. 2, 10, 11, 13, 21, 22, 23, 24, 25, 26, and 30) were found to be relevant and be retained as they are, 3 items (item No. 12, 15, and 16) were to be retained with some modifications, 11 items (item No. 1, 3, 5, 6, 7, 8, 9, 14, 17, 18, and 19) were to be merged since they are related to and overlap with other items, and 5 items (item No.4, 20, 27, 28, and 29) were to be omitted since they are redundant and difficult for students to make valid judgments. Consequently, it was proposed that the number of items in this evaluation instrument be reduced from 30 to 18.

Table 5. Descriptive Statistics for the appropriateness of the criteria used to evaluate faculty performance by Deans/Chairs

Respondents	N	Mean	SD
Deans/chairs	25	31.52	2.91
Staff	119	29.96	3.51
Total	144	30.23	3.46

Respondents, excluding students, were requested to rate the appropriateness of the criteria contained in the instrument prepared for the

evaluation of instructors' performance by deans/department chairs. The reason for not requesting students to do so is their unfamiliarity with the contents of this specific evaluation instrument. It can be seen from Table 5 that the overall mean score, i.e. 30.23 is slightly above the middle range (21 -30) but below the agreement range (31-40) and far below the range that indicates respondents' strong agreement (41-50). This result appears to suggest that the criteria included in the evaluation instrument to be completed by deans/department chairs are inappropriate to evaluate instructors' performance. It is to be noted here that these ranges differ from the previous ones due to the difference in the number of basic features used to rate the appropriateness of the two evaluation instruments. That is, since nine basic features were used in the rating of the evaluation instrument to be completed by students, the ranges started with 1- 9 and ended with 37-45. Whereas, ten basic features were used to rate the evaluation instrument prepared for deans/chairs; hence, the ranges started with 1- 10 and ended with 41- 50.

Table 6. One-Way ANOVA for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by deans/chairs

Source of Variation	Sum of Squares	df	Mean Square	F-Ratio
Between Groups	49.87	1	49.87	4.25*
Within Groups	1666.10	142	11.73	
Total	1715.97	143		

*P < 0.05

From Table 6 it is evident that there are statistically significant differences between the mean scores of the deans/chairs and the instructors depending upon their ratings to the appropriateness of the criteria used to evaluate instructors' performance by deans/chairs, $F_{(1,142)} = 3.84$, $p < 0.05$. The results seem to demonstrate that the ratings of the deans/ department chairs to the appropriateness of the criteria contained in this specific evaluation instrument is relatively higher than that of the instructors. To deal with this issue more clearly and specifically, it will be necessary to describe the contents of this specific evaluation instrument at this point. According to the revised contractual agreement of the University, the duties and responsibilities of the academic staff are categorized into four broad areas as teaching, research, university service, and

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community service. Based on these broad categories, the University has developed an instrument for the purpose of evaluating instructors' performance by deans/department chairs, which includes 26 items. From the comments forwarded by most of the faculties and institutes of the University and based on the personal observation of this researcher, it was noted that out of these 26 items, six items (item No. 1, 3, 4, 18, 19, and 25) are found irrelevant to evaluate the performance of instructors members who are working in research institutes, four items (item No. 2, 11, 20, and 24) can be retained with some modifications, five items (item No. 5, 12, 13, 22, and 26) can be merged since they are related to and overlap with other items, three items (item No.14, 15, and 17) are not applicable to evaluate junior staff, and two items(item No. 6, and 23) ought to be omitted since they are redundant.

Table 7. Chi-square tests for the basic features of the criteria used to evaluate the performance of the teaching personnel by deans/chairs

Basic Features	N	df	P- value	χ^2
Criteria are related to the purposes of the evaluation system	144	4	.839	.93
Criteria correspond with the duties and responsibilities of instructors	144	4	.045	9.75*
Criteria mostly focus on the in-class activities of instructors	144	4	.001	17.74**
Criteria mostly focus on the non-teaching activities of instructors	144	4	.110	7.54
Criteria include overlapping items	144	4	.050	9.48*
Criteria include irrelevant items	144	4	.042	9.91*
Criteria contain items that are not applicable to evaluate junior staff	144	4	.015	12.28*
Criteria incorporate items that may be used both for course and instructor evaluation	144	4	.519	3.24
Criteria enable deans/chairs to identify effective instructors from the ineffective ones	144	4	.048	9.61*
Criteria in general are appropriate to evaluate instructors performance	144	4	.032	10.59*

*P< 0.05

**P< 0.01

Table 7 summarizes the results of the Chi-square tests on the opinion of respondents regarding this specific instrument. As seen from the table, the results uncovered the existence of statistically significant difference in the ratings of the respondents on seven out of the ten basic features of the criteria used to evaluate instructors' performance by Deans/Chairs. More specifically, the ratings of the majority of the two groups of respondents to the following four basic features appeared towards the disagreement scale:

- the criteria correspond with the duties and responsibilities of instructors,
- the criteria mostly focus on the in-class activities of instructors,
- the criteria enable deans/ department chairs to identify effective instructors from the ineffective ones, and
- the criteria in general are appropriate to evaluate instructors performance.

On the other hand, the ratings of the majority of the respondents to the following three basic features appeared towards the agreement scale:

- the criteria include overlapping items,
- the criteria include irrelevant items, and
- the criteria contain items that are not applicable to evaluate junior staff.

As regards the remaining three basic features, although the response patterns revealed differences, they were not statistically significant at 0.05 alpha level. Hence, based on the data presented in Tables 6 and 7 and the decision rule described in the methodology section, one can safely presume that the criteria developed for the purpose of evaluating instructors by deans/ department chairs are inappropriate to measure their performance.

Table 8. Descriptive Statistics for the appropriateness of the criteria used to evaluate faculty performance by colleagues

Respondents	N	Mean	SD
Deans/chairs	25	29.28	4.32
Staff	119	31.18	4.06
Total	144	30.85	4.15

Similarly, the two groups of respondents were requested to indicate their agreement / disagreement with regard to the appropriateness of the criteria contained in the evaluation instrument to be completed by colleagues. As shown in Table 8, the overall mean score, i.e. 30.85 is below the range of agreement (31-40) and far below the range of strong agreement (41-50) indicating that the criteria developed for the purpose of evaluating instructors' performance by their colleagues are not appropriate to produce valid and reliable results.

Table 9. One-way ANOVA for the appropriateness of the criteria used to evaluate the performance of the teaching personnel by colleagues

Source of Variation	Sum of Squares	df	Mean Square	F-Ratio
Between Groups	74.96	1	74.96	4.44*
Within Groups	2396.97	142	16.88	
Total	2471.93	143		

*P < 0.05

The results of the analysis of variance in Table 9 also pointed out the existence of statistically significant differences between the mean scores of the deans/ department chairs and academic staff with regard to their ratings to the appropriateness of the criteria used to evaluate instructors performance by colleagues, $F_{(1,142)} = 3.84$, $p < 0.05$. The results seem to indicate that the appropriateness of the criteria contained in this specific evaluation instrument is rated in a relatively favourable way by the academic staff than the deans/ department chairs.

Before proceeding further, it should be mentioned here that the instrument prepared for the evaluation of instructors by their colleagues contains 19 items. From the comments forwarded by most of the faculties and institutes of the University and based on his professional experience in the University for the last eight years, this researcher has observed that out of these 19 items, three items (item No. 9, 10, and 12) need to be customized in such a way that they include research institutes, four items (item No. 1, 6, 11, and 16) can be merged since they are related to and overlap with other items, four items (item No.13, 14, 17, and 18) are not applicable to evaluate junior staff, and two items (item No. 4, and 5) are irrelevant; they should be omitted and replaced by items that deal with the appropriateness of instructional materials, and course design.

Table 10 portrays the summary of the results of the Chi-square tests. As noted in the table, the results unveiled the existence of statistically significant

difference in the responses of the deans/ chairs and academic staff on all of the ten basic features. That is, the ratings of the majority of the two groups of respondents to the following four basic features appeared towards the disagreement scale:

- the criteria correspond with the duties and responsibilities of instructors,
- the criteria mostly focus on the in-class activities of instructors,
- the criteria enable colleagues to identify effective instructors from the ineffective ones, and
- the criteria in general are appropriate to evaluate instructors performance by colleagues.

Table 10. Chi-square tests for the basic features of the criteria used to evaluate the performance of the teaching personnel by colleagues

Basic Features	N	df	P value	χ^2
Criteria are related to the purposes of the evaluation system	144	4	.049	9.54*
Criteria correspond with the duties and responsibilities of instructors	144	4	.043	9.86*
Criteria mostly focus on the in-class activities of instructors	144	4	.001	18.04**
Criteria mostly focus on the non-teaching activities of instructors	144	4	.005	14.85**
Criteria include overlapping items	144	4	.050	9.49*
Criteria include irrelevant items	144	4	.048	9.58*
Criteria contain items that are not applicable to evaluate junior staff	144	4	.015	12.28*
Criteria incorporate items that may be used both for course and instructor evaluation	144	4	.048	9.60*
Criteria enable colleagues to identify effective instructors from the ineffective ones	144	4	.027	10.97*
Criteria in general are appropriate to evaluate instructors performance	144	4	.033	10.50*

*P< 0.05

**P< 0.01

Conversely, the ratings of the majority of the two groups of respondents to the following six basic features appeared towards the agreement scale:

- the criteria are related to the purposes of the evaluation system,
- the criteria mostly focus on the non-teaching activities of instructors,
- the criteria include overlapping items,
- the criteria include irrelevant items,
- the criteria contain items that are not applicable to evaluate junior staff,
- the criteria incorporate items that can be used both for course and instructor evaluation.

As per the decision rule described in the methodology section, the criteria contained in this evaluation instrument are considered inappropriate for the purpose of instructors evaluation. Taken together, the results of the analysis of variance and Chi-square tests presented in the preceding ten tables, and the comments from faculties and institutes of the University disclosed that what the respondents as well as the university community (excluding the administrative staff) would have expected the criteria to be and the contents of the existing evaluation instruments have been incompatible to a considerable degree. From the interview held with the two university officials, it was also learnt that the three evaluation instruments have their own pitfalls and the University is trying to improve them based on the feedback obtained from faculties/colleges/schools. It would be, therefore, safe to infer that instructors' performance in the University has been evaluated by those criteria that are considered to be inappropriate to undertake the evaluation task fairly and objectively.

Table 11. Chi-Square test for the extent of the teaching personnel's involvement in designing the evaluation system and determining its purposes

Variables	Freq.	Deans/ Chairs (N=25)	Staff (N=119)	Total (N=144)	χ^2 value
Highly involved	Observed	1.0	6.0	7.0	4.733
	Expected	1.2	5.8	7.0	
Moderately involved	Observed	9.0	20	29	
	Expected	5.0	24	29	
Not involved at all	Observed	15	93	108	
	Expected	18.8	89.3	108	

Table 11 displays the result of the chi-square test for the extent of instructors' involvement in designing the evaluation system and determining its purposes. As shown in the table, the results of the test revealed the absence of statistically significant difference between the response patterns of the two study groups ($\chi^2 = 4.733$; $df = 2$; $p > 0.05$). That is, considerable portion (60 and 78.2%) of the deans/chairpersons and academic staff respectively declared in relatively the same way that instructors of the University were not involved at all in designing the evaluation system and determining its purposes. Apart from this, the proportion of those respondents who reported high involvement of instructors in the process is very low in both groups. A number of researchers in the area of instructors evaluation (Ashcroft 1995, Chang 2001, Contreras 1999, Keig and Waggoner 1996), emphasize that instructors should be involved in the whole process of the evaluation system and agree on its purposes. Failing to do so will lead them develop negative attitude toward the evaluation system and question the validity of the evaluation procedures and instruments. However, the evaluation practice in the University was found to be inconsistent with the idea propagated by these researchers.

Table 12. Chi-Square test for the extent of the teaching personnel's involvement in setting the evaluation criteria

Variables	Freq.	Deans/ Chairs (N=25)	Staff (N=119)	Total N=144)	χ^2 value
Highly	Observed	5.0	7.0	12	7.624*
Involved	Expected	2.1	9.9	12	
Moderately involved	Observed	14	57	71	
	Expected	12.3	58.7	71	
Not involved at all	Observed	6.0	55	61	
	Expected	10.6	50.4	61	

*P < 0.05

The result of the chi-square test for the extent of instructors' involvement in setting the evaluation criteria is presented in Table 12. As can be seen from the table, the result disclosed the existence of statistically significant difference between the response patterns of the two study groups ($\chi^2 = 7.624$; $df = 2$; $p < 0.05$). That is, while the majority (56%) of the deans/ department chairpersons

affirmed that they were moderately involved in the process of setting the evaluation criteria, the percentage (47.9) of the academic staff that responded in the same way is slightly greater than the percentage (46.2) of those who contended that instructors were not involved at all in the process of setting the evaluation criteria. Apart from this, the proportion of those respondents who reported high involvement of instructors in the process is very low in both groups. This result seems to suggest that the involvement of instructors in this thought-provoking task was not up to their expectation. And this may lead them to distrust the evaluation process and to cast doubt on the reliability of the results it produces.

It is worth noting here that the task of developing and elaborating the evaluation scheme and instruments was carried out by a Working Group established in April, 1996. This Working Group was composed of 13 members who were selected from the various faculties/schools and assigned by the then president of the University. The Working Group was entrusted with the main responsibility of integrating contents of the draft evaluation scheme, which was developed by the university administration, and comments/ suggestions that were sent from the various faculties and thereby develop a comprehensive evaluation system with the necessary instruments and procedures for its implementation. The Working Group started its work in mid April 1996 and presented what it has done in a workshop organized by the University on May 25 – 26, 1996. The participants of this workshop were officers, institute directors, faculty deans and department chairs. The academic staff, whose performance was subject to evaluation, were not invited to attend the workshop. Even after the change of the then officials of the University in May 2001, no attempt was made by their successors to organize a general staff meeting on this sensitive issue thus far. This was also confirmed by the two officials with whom the interview was held. It was learnt from the minutes of the workshop that the proposed evaluation scheme and the instruments couldn't get universal acclamation from the audience. Rather, so many questions were raised; comments/suggestions were forwarded; and reservations were expressed by the participants. After the completion of the workshop, the Working Group finalized its work by incorporating the comments/ suggestions of the workshop participants and proposing the following points of major importance to the system of academic staff evaluation for future considerations:

- i. The instrument assumes that the current situation regarding the availability of educational resources both in terms of relevance and quantity shall be improved.
- ii. Academic policy environment must be reviewed and improved to foster excellence.

- iii. Course, program, and institution evaluation programs must be conducted periodically too.
- iv. Staff development programs must be strengthened and conducted continuously. Skill development and knowledge improvement in teaching methodology and techniques must supplement staff development programs.
- v. Information being generated from this instrument must be used cautiously until the instrument is validated through time and constant revision is made to the instrument if and when needed.
- vi. Information being generated from this instrument must be used primarily to support and help staff meet the required standards and should not emphasize otherwise.
- vii. Valid information about an individual staff can be obtained from the use of this instrument only when repeated assessment at different times is conducted. Statements in the instrument are statements of desired behavior of the staff and it should be known by all before it is used as a benchmark for evaluation.
- viii. Provision to entertain staff grievance must be maintained.
- ix. Staff must get evaluation results on time as a feedback.
- x. 'Student Evaluation of Academic Staff' must be one of the components of the Freshman Orientation Program. That is, students should know right at the entrance that one of their responsibilities is to give feedback on the performance of their instructor using the instrument with greater objectivity.
- xi. Processing the feedback from student evaluation questionnaire must be done for now at the Dean's Office but in the future units like the Testing Center can be charged with this responsibility (Minutes No. 16/96, p.5-6).

To its dismay, almost all of the points of major importance proposed by the Working Group were not duly considered by the then university officials as well as their successors in the evaluations of the academic staff conducted hitherto. And this negligence of the officials has hampered the effective implementation of the evaluation system which was expected to create a mechanism by which the academic staff obtain regular feedback on their performance from their students, colleagues, and academic administrators; and provide sound and rational basis for decision making concerning resource allocation, improving standards, and

rewarding good work and penalizing below standard performance in the University. What is more, the resources (finance, material and time) expended in the process of designing the evaluation system and the instruments have been wasted with no avail. One of the objectives of this study was to examine how the evaluation system in the University was administered. To this effect, questions related to the organization of orientation workshops, the presence of feedback mechanism, the distribution and collection of evaluation forms, the summarization and consolidation of the collected data, and the presence of a grievance procedure/an appeal mechanism were posed to respondents. The results are presented in Tables 13 – 17.

Table 13. Participation of respondents in any orientation program on the evaluation system

Items	Deans/Chairs		Staff		Students	
	No.	%	No.	%	No.	%
Yes, I have...	4	16	8	6.7	37	10.3
No, I haven't...	20	80	107	89.9	304	84.4
I am not sure	1	4.0	4	3.4	19	5.3
Total	25	100	119	100	360	100

The literature on instructors evaluation emphasizes that series of orientation workshops need to be organized to those who would be involved in the evaluation process so as to acquaint them with the purposes, procedures, criteria and other components of the evaluation system. Moreover, it was underscored in the 'Points of Major Importance' proposed by the previously cited Working Group of the University that, "...Statements in the instrument ... should be known by all before it is used as a benchmark for evaluation" (Minutes No. 16/96,6). However, as observed from the data in Table 13, the great majority (80%, 89.9%, and 84.4%) of the deans/department chairs, instructors and students respectively reported that they haven't participated in any orientation workshop concerning the evaluation system. It was only 16% of the deans/department chairs, 6.7% of the instructors and 10.3% of the students who responded positively. In this case, most of the evaluators as well as those instructors whose performance was subject to evaluation in the University were made to be involved in this sensitive task without having any prior psychological as well as technical preparation. One can, therefore, reasonably anticipate that the task of evaluating instructors' performance might have been so challenging

for the evaluators to willingly participate in and commit themselves to the success of the evaluation scheme.

Devising a feedback mechanism that informs instructors as well as students about the results of the evaluation process including the observed strengths and weaknesses is said to be one of the important components of any system of instructors evaluation, which intends to improve the quality of the teaching learning process. Hence, a question was posed to respondents to ascertain whether or not the evaluation system in the University has such kind of feedback mechanism.

Table 14. Presence of feedback mechanism in the evaluation system

Items	Deans/Chairs		Staff		Students	
	No.	%	No.	%	No.	%
Yes, there is	9	36	40	33.6	6	1.7
No, there isn't	14	56	63	52.9	309	85.8
I am not sure	2	8.0	16	13.4	45	12.5
Total	25	100	119	100	360	100

As shown in Table 14, the majority (56%, 52.9%, and 85.8%) of the deans/chairs, instructors and students respectively asserted the absence of a feedback mechanism in the evaluation system. Those deans/chairs and instructors who responded positively might have considered copy of the evaluation form that is given to instructors as a feedback mechanism. But feedback mechanism in its real sense goes beyond the mere provision of such a copy. It includes the provision of support and explicit suggestions for the improvement of instruction.

Therefore, it is possible to say that the evaluation system in the University was carried out mainly to make personnel decisions on salary raises, promotions or penalties rather than improving the performance of instructors and the quality of the teaching learning process, which is one of its prime goals.

As pointed out earlier, the distribution and collection of evaluation forms is one of the administrative aspects of the evaluation system. Hence, respondents were requested to indicate those individuals who were mostly involved in this activity. It can be seen from the data in Table 15 that the instructors themselves, department / faculty secretaries, and department chairpersons are identified by the majority of the three groups of respondents as the major actors in that order.

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Although their number is small, some of the respondents also reported the involvement of administrators, evaluation committee and junior staff.

The two university officials also disclosed that this component of the evaluation system is not properly handled by faculties and colleges; consequently, the implementation of the evaluation system has been entangled with serious administrative problems. One of them further cited one faculty as an example where the instructors, whose performance is to be evaluated, distribute the evaluation forms themselves and then the students give the completed forms to the department chairpersons.

Table 15. Distribution and collection of the evaluation forms

Item	Deans/chairs		Staff		Students	
	No.	%	No.	%	No.	%
Dep't/Instructors secretaries	6	24	31	26.5	118	32.8
Instructors	11	44	60	51.3	169	46.9
Dep't chairpersons	2	8.0	9	7.7	28	7.8
Administrators	1	4.0	3	2.6	13	3.6
Junior staff	1	4.0	4	3.4	9	2.5
Evaluation Committee	2	8.0	4	3.4	1	0.3
I don't know	0	0.0	3	2.6	3	0.8
All	2	8.0	5	4.2	19	5.3
Total	25	100	119	100	360	100

In this instance, the instructors can influence the students to rate them highly. And this can be a good evidence for the absence of a uniform procedure and hence the poor administration of the evaluation system in the University.

It appears from the data in Table 16 that the task of summarizing and consolidating the scores in the completed evaluation forms is mostly handled by department/ faculty secretaries. As noted in the introductory part of this study, these secretaries do not have the necessary training for the purpose; hence, it was found to be one of the complaints of the staff concerning the manner in which the evaluation system was administered. Following the secretaries, the task is performed by department chairpersons, part-timers, and assistant deans. This practice, particularly the hiring of part-timers, reveals that this sensitive task is

not handled uniformly and seriously in the various faculties and departments of the University. It is also a good evidence for the absence of an independent unit in the University, which is entrusted with the responsibility of administering the evaluation system as a whole. In the interview held with the two officials of the University, it was also noted that the data summarized and consolidated at college/ faculty level will be sent to the Office of the Academic Vice President / Associate Vice President for Academic Affairs for further scrutiny and analysis and to make final decisions on the performance of instructors, i.e. to identify those instructors who deserve promotion, salary raises, contract renewal, etc.

Table 16. Summarization and consolidation of the evaluation scores

Options	Deans/Chairs		Staff	
	No.	%	No.	%
Dep't/Instructors secretaries	7	28	35	29.4
Instructors	1	4.0	5	4.2
Dep't chairpersons	5	20	31	26.1
Instructors Deans	2	8.0	3	2.5
Administrators	2	8.0	2	1.7
Assistant Deans	2	8.0	10	8.4
Part-timers	4	16	16	13.4
AAU Computer Center	1	4.0	3	2.5
Technical Assistants	0	0.0	6	5.1
Evaluation Committee	1	4.0	5	4.2
I don't know	0	0.0	3	2.5
Total	25	100	119	100

The modus operandi for consolidating the overall evaluation scores is as follows.

- First, the average evaluation score of each instructor is calculated by adding the three evaluation scores obtained from students, colleagues, and deans/department chairs and dividing the sum by three,

- Then, the weighted average score of the three groups of evaluators is calculated by multiplying each evaluation score by the distribution of weights fixed by the University, i.e. 50% to students' evaluation, 15% to colleagues' evaluation and 35% to deans/department chairs' evaluation and then adding the three results. For instance, if an instructor gets 4.0, 4.2, and 4.4 evaluation scores from students, colleagues and deans/department chairs respectively, the weighted average score of this instructor will be $(4.0 \times .50) + (4.2 \times .15) + (4.4 \times .35) = 4.17$.
- Based on this weighted average score, the overall performance level of instructors is determined, i.e. evaluation scores of 4.00 – 5.00 and 3.50 – 3.99 are labeled as good and satisfactory performance respectively; whereas, evaluation scores below 3.50 are labeled as unsatisfactory performance. Subsequently, appropriate decisions on salary raises and contract renewal / termination are made.

But the promotion of instructors from one rank to the next higher rank will be calculated in a different way. For example, for the promotion of an Assistant Professor to Associate Professor; teaching, research, university service, and community service will be considered based on the following ratio:

$\frac{x}{35}, \frac{y}{45}, \frac{z}{25}, \frac{z^*}{15}$ respectively. The sum of $x + y + z + z^*/120$ should be greater than $\frac{90}{120}$.

Thus, from the above information and the data in Tables 15 and 16, one can imagine the complexity and sensitivity of the task and the lack of uniformity in handling this complex and sensitive task at department and instructors/college level. This situation also demands the establishment of an independent unit in the University that is responsible for the overall administration of the evaluation system.

Table 17. Presence of grievance procedure in the University

Item	Deans/chairs		Instructors	
	No.	%	No.	%
Yes, there is	0	0.0	6	5.0
No, there isn't	21	84	101	84.9
I am not sure	4	16	12	10.1
Total	25	100	119	100

A question was also posed to respondents about the presence of a grievance procedure/an appeal mechanism in the University to settle the complaints of instructors regarding their evaluation. Accordingly, the great majority (84% and 84.9%) of the deans/chairs and instructors respectively reported the absence of such a mechanism in the University. It is only 5% of the instructors that responded positively to this item. The remaining portions of the two groups are not sure whether such kind of mechanism exists in the University (Table 17). During the interview session, the two officials further disclosed that once the evaluation scores are fixed, final decision made, and copy of the evaluation forms sent to instructors; no change will be made even if instructors express their complaints. As mentioned earlier, the establishment of a grievance procedure so as to entertain staff complaints was one of the eleven points of major importance proposed by the Working Group cited earlier. But this couldn't be put in place even to date due to the laxity of the former as well as the present university administration.

Table 18. Chi-Square test for the effectiveness of the evaluation system in attaining its intended purpose(s)

Variables	Freq.	Deans/ Chairs (N=25)	Staff (N=119)	Students (N=360)	Total (N=504)	χ^2 value
Highly Effective	Observed	0.0	10	14	24	9.696
	Expected	1.2	5.7	17.1	24	
Effective	Observed	1.0	9.0	13	23	
	Expected	1.1	5.4	16.4	23	

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Variables	Freq.	Deans/ Chairs (N=25)	Staff (N=119)	Students (N=360)	Total (N=504)	χ^2 value
Average	Observed	5.0	26	73	104	
	Expected	5.2	24.6	74.3	104	
Ineffective	Observed	11	43	152	206	
	Expected	10.2	48.6	147.1	206	
Highly Ineffective	Observed	8.0	31	108	147	
	Expected	7.3	34.7	105	147	

Table 18 illustrates the result of the Chi-square test on the effectiveness of the evaluation system in attaining the intended purposes. As shown in the table, the results of the test disclosed the absence of statistically significant difference in the response pattern of the three groups of respondents regarding this variable ($\chi^2 = 9.696$; $df = 8$; $P > 0.05$). This implies that the effectiveness of the evaluation system was rated in a relatively similar way by the majority (76, 62.2, and 72.2%) of the deans/department chairs, instructors, and students respectively below the average level, i.e. ineffective and highly ineffective. On the other side, the proportion of those who rated it as effective and highly effective is negligible across the study groups. This result seems to concur with the response of the two officials of the University who opined during the interview session that the evaluation system was not effective due to its failure in providing feedback to instructors, lack of uniformity and consistency in its administration, and absence of periodic follow up of the evaluation process. Thus, it goes with out saying that the system of instructors evaluation, which was operating in the University was not implemented and managed in the proper way that benefits the University as well as the instructors.

In the final part of the questionnaires, the three groups of respondents were requested to rank the problems that were observed in the instructors evaluation system of the University. To this effect, they were provided with a list of eight problems and instructed to assign numbers 1 to 8 as per the seriousness of the problems in affecting the success of the evaluation system. That is, 1 for the “most serious problem”, 2 for the “second serious problem”, 3 for the “third serious problem”, and 8 for the “least serious problem”. Table 19 presents the results of the descriptive statistics.

Table 19. Descriptive statistics for the ranking of observed problems in the evaluation system

Problems	N	Mean	SD	Rank
Absence of feedback mechanism to instructors after their evaluation	496	3.13	2.07	1
The focus the evaluation system being on its summative aspect	499	3.81	2.12	2
Poor administration of the evaluation system	499	4.13	2.16	3
Absence of an independent body for the overall administration of the evaluation system	493	4.31	2.17	4
The inclusion of irrelevant items in the evaluation criteria	495	4.52	2.24	5
Non involvement of the instructors in setting the evaluation criteria	497	4.60	2.27	6
Absence of periodic evaluation of the system itself	497	4.78	2.43	7
Absence of discussion sessions on the evaluation system	500	5.29	2.44	8

It can be observed from the data in the table that the mean scores for the eight problems range from 3.13 to 5.29. The smallest ordered mean (3.13) is ranked first indicating the most serious problem where as the largest ordered mean (5.29) is ranked eighth indicating the least serious problem. The standard deviations are also relatively constant ranging from 2.07 to 2.44. In the same manner, the smallest standard deviation, i.e. the least variance in opinion among respondents, is ranked first and the largest standard deviation is ranked last. Consequently, ‘absence of feedback mechanism to instructors after their evaluation’ is cited as the most serious problem followed by ‘the focus of the evaluation system being on its summative aspect’. It was previously mentioned that the University doesn’t have a mechanism to provide feedback to instructors after their evaluation other than providing them with copy of the evaluation form. There is no discussion session on the strong and weak points observed in the evaluation process. Besides, the evaluation system is not integrated with staff development activities of the University.

The literature on the evaluation of teaching personnel however, stresses the importance of creating a mechanism to provide feedback to instructors and the integration of the summative as well as the formative aspects of evaluation so as to help them improve their performance, motivate them and make the evaluation

system effective. But it was found that the evaluation scheme in the University was devoid of these important components of the evaluation system. The third serious problem cited by considerable portion of the respondents is 'poor administration of the evaluation system'. As depicted in Tables 15 and 16, the administration of the evaluation system in the University varies from faculty to faculty and even from department to department with in the same faculty. The available evidences also show that the evaluation system lacks regularity, consistency and uniformity. The main cause for this variation is found to be the absence of an independent body for the overall administration of the evaluation system, which is identified as the fourth serious problem in affecting the success of the evaluation system in the University.

Apart from this, the inclusion of irrelevant items in the evaluation criteria, non-involvement of the instructors in setting the evaluation criteria, absence of periodic evaluation of the system itself, and absence of discussion sessions on the evaluation system are identified as the last four in their order of seriousness, i.e. 5th to 8th respectively. In this regard, it would be reasonable to presume that both the evaluators and the teaching personnel, whose performance is evaluated, were dissatisfied with the evaluation system of the University because of the aforementioned problems. And it might be due to these problems that the majority of the sample respondents considered the evaluation system as ineffective and highly ineffective.

4. Conclusions and Recommendations

The study found that the criteria employed to evaluate the teaching personnel by students, colleagues, and deans/department chairs were not appropriate to enable the evaluators make fair and objective judgments on the performance of instructors. Stated differently, what the respondents would have expected the criteria to be and the contents of the existing evaluation instruments have been incompatible to a considerable degree. It would be, therefore, safe to infer that the performance of the teaching personnel in the University has been evaluated by those criteria, which were not refined enough to undertake the evaluation process effectively. Moreover, it could be said that the evaluators were in a difficult position to carry out their task successfully due to such defective evaluation criteria. And this situation might have influenced the teaching personnel to develop negative attitude toward the evaluation scheme and to cast doubt on the reliability of the results it produced.

It was argued in the literature review that the evaluation of instructors' performance is believed to be most effective when they are involved in the whole evaluation process, starting from its design up to review and evaluation. But, the evaluation practice of the University with respect to this component of evaluation

was found to be against the ideas propagated by a number of researchers in the field. Thus, one can reasonably presume that the teaching personnel considered the evaluation system as being alien to their profession and hence questioned its usefulness in improving the quality of the teaching learning process. It was found out that the purposes of the evaluation system were not properly communicated to most of the evaluators as well as the teaching personnel, the subjects of evaluation. In addition to this, the great majority of the respondents reported that they haven't participated in any orientation workshop on the evaluation system. Hence, most of the evaluators as well as those evaluated instructors in the University were made to be involved in this sensitive task without having any prior psychological as well as technical preparation. It could be, therefore, deduced that the task of evaluating the performance of the teaching personnel might have been so challenging particularly for the evaluators to willingly participate in and commit themselves to the success of the evaluation scheme. Moreover, since the evaluated instructors were not able to know exactly what to expect from the evaluation scheme, they were reluctant to be involved in the evaluation process and unresponsive to the evaluation results.

The study unveiled that the evaluation scheme didn't have a feedback mechanism to inform the teaching personnel about their strengths and weaknesses. Students also were not informed about the results of the evaluation process. Therefore, it is possible to say that the evaluation system in the University was obsessed with quantification for making personnel decisions on salary raises, promotions or contract renewal/termination rather than improving the performance of instructors and the quality of the teaching learning process. The study proved that there was no uniform and standardized procedure in the University for the distribution and collection of evaluation forms. The consolidation of evaluation scores was also mainly done at faculty level by those secretaries who do not have the necessary training for the purpose. This would seem to indicate the poor administration of the evaluation system in the University. Hence, it would be safe to conclude that due attention was not given to these components of the evaluation system. And this appears to suggest the need for the establishment of an independent unit in the University that is entrusted with the responsibility of administering the evaluation system as a whole. In general, the administration of the evaluation system in the University was found to vary from faculty to faculty and even from department to department with in the same faculty. All the available evidences also show that the evaluation system lacks regularity, consistency and uniformity. In this regard, it would be reasonable to presume that both the evaluators and the teaching personnel were dissatisfied with the evaluation system in the University because of the aforementioned drawbacks.

- i. The evaluation system implemented so far in the University was considered as having little contribution to the improvement of instructors' performance and thereby the quality of the teaching learning process. This appears to demonstrate the existence of a considerable gap between what the system has intended to achieve and the manner in which it has been implemented in the University. Besides, it could be said that the evaluation system has failed to get acceptance and commitment of the university community, which ultimately resulted in its ineffectiveness. Generally, it would be possible to conclude that the evaluation system was not implemented and managed in the proper way that benefited the University as well as the teaching personnel, who bear the brunt of the evaluation scheme. Hence, to curb the aforementioned limitations and make the evaluation scheme successful, the following recommendations ought to be put in place at Addis Ababa University:
- ii. The University should make sure that the evaluation system is developed, accepted, and used both by the teaching personnel and the University administration. To this effect, it needs to organize series of staff meetings on the evaluation system and sufficient time must be allowed for acceptance and implementation of the system.
- iii. Evaluation procedures and standards need to be properly communicated to the teaching personnel. And all evaluation procedures should be applied uniformly and consistently through out the University campuses.
- iv. The University needs to orient/train students on how to give precise and meaningful feedback to their instructors and limit evaluations questions to those areas in which students have adequate expertise to give meaningful feedback. It should also define key vocabulary words for students that are used in the evaluation questionnaire—such words include: effectiveness, dependable, organized, reasonable, interesting, excellent, and caring, among others.
- v. Those persons interpreting the results of evaluations should be given training and assistance on how to use the data, its reliability, validity and factors that may impact the results, including the number of students present during the evaluation day (60 –75 % is suggested), the type of course, and the experience of the instructors, among other issues.
- vi. The results of students' evaluations need to be compared with the results of other measures of teaching effectiveness before any conclusions are drawn about the evaluations' information. To this effect, the University ought to introduce self -evaluations and alumni evaluations in addition to the existing methods of evaluation

- vii. The University needs to assure the teaching personnel that evaluation data will be collected over several classes (a minimum of 5 is suggested) before any conclusions about results are made.
- viii. If a summative use of evaluations is to be used, it should be the result of multiple courses (for those who teach more than one or two courses) over several semesters and the intended use of the findings should be made clear to all instructors.
- ix. The evaluation system must be complemented by staff development and reward/ incentive schemes so as to demonstrate to the teaching personnel that the evaluation of teaching is truly valued.
- x. The University needs to establish a separate unit / center, with diverse membership and necessary resources, to periodically assess its effectiveness and administer the evaluation system as a whole.

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Annex

Recommendation of the National Conference on Academic Freedom in Ethiopian Higher Education Institutions

Introduction

The Forum for Social Studies (FSS) launched a major research project titled, “The Status of Governance, Academic Freedom and Teaching Personnel in Ethiopian Higher Education” in 2006. The project sought to undertake case studies of major public and private higher education institutions, and to generate other individual papers on cross-cutting issues. The case studies in particular used UNESCO’s (1997) ‘Recommendation Concerning the Status of Higher-Education Teaching Personnel’ as a conceptual framework for assessing the situation in Ethiopia. To disseminate the research results and generate a public debate on the issues raised by the studies, the FSS launched a two-day National Conference on Academic Freedom in Ethiopian Higher Education Institutions, which was held in Semien Hotel, Addis Ababa, from 26th to 27th April 2007. The Conference brought together over 150 participants consisting of leaders of higher education institutions, government officials, researchers, teachers, students, representatives of international organizations, development partners, civil society activists, journalists and other stakeholders.

The two-day deliberations on the status of governance, academic freedom, and higher-education teaching personnel brought to light the opportunities, constraints, and challenges facing higher education in Ethiopia. Cognizant of the need to mobilize all stakeholders to build on the successes registered so far and to address the gaps encountered hitherto, the participants of the Conference resolved to put forward this Recommendation for action by all key stakeholders.

Preamble

We, the participants of the National Conference on Academic Freedom,

Recognising that the Constitution of the Federal Democratic Republic of Ethiopia, in line with standard international and regional legal instruments guaranteeing human, civil, political, economic, and cultural rights, makes key provisions recognizing fundamental human and democratic rights;

Recognising also that Ethiopia's "Higher Education Proclamation No. 351/2003" provides for a certain level of institutional autonomy and academic freedom in the higher education institutions;

Recalling that as a Member State, Ethiopia is expected to accept and apply UNESCO's standard-making instruments relating to Education, including the 1997 Recommendation Concerning the Status of Higher-Education Teaching Personnel;

Taking into account that the results of the empirical studies show the degree of institutional autonomy actually exercised by the higher education institutions is perceived to be quite limited, especially in terms of curriculum and programme development; student admission; staff employment, promotion, and dismissal; the appointment and removal of institutional leaders; financial management; and the management of campus security;

Concerned that the studies indicate that most of the teaching personnel in public institutions in particular are highly dissatisfied with their rather heavy workloads, low salaries, low participation in institutional policy/decision-making processes, limited academic freedom, and generally uncondusive working conditions;

Noting that the high cost of living, coupled with the low level of salary, is driving teachers to preoccupy themselves with external consultancies and/or carry extra teaching loads which tend to undermine the quality of their teaching and research;

Concerned that the current rapid process of expansion which is driven by a top-down approach is contributing to the overcrowding of classrooms, libraries, cafeterias and dormitories; shortage of teaching/reading materials; the deterioration of the quality of student facilities and services; and to excessive workload of teachers;

Observing that inter-ethnic and/or sectarian clashes among higher education students are increasing in frequency and leading to the interruption of classes, and to the injury and summary dismissal of students;

Persuaded that the institutionalization and active promotion of academic freedom, social dialogue, democratic governance, collegial relations and

transparency will encourage and nurture a more dynamic intellectual life, democratic values, respect for diversity, social harmony, and campus peace;

Convinced that the Government of Ethiopia is highly committed to the rapid growth of higher education as evidenced by the dramatic expansion of access and diversification in the higher education sector, and that this significant effort should be supplemented by an equally radical improvement in quality;

Believing that UNESCO's 1997 Recommendation Concerning the Status of Higher-Education Teaching Personnel embodies internationally accepted principles, values, and norms, the full application of which will create an enabling environment that helps the higher education institutions to successfully achieve their missions;

Recalling the Declaration of the "*World Conference on Higher Education in the Twenty-First Century: Vision and Action*" (9th October 1998), calling on "States, including their governments, parliaments and other decision-makers", to "*establish clear policies concerning higher education teachers*, as set out in the Recommendation concerning Higher-Education Teaching Personnel approved by the General Conference of UNESCO in November 1997";

Bearing in mind that the great majority of students, teaching personnel and the leadership of higher education institutions are unaware of the 1997 UNESCO Recommendation and other relevant standard-making instruments of UN agencies;

Considering that the students, teaching personnel, and leaders of higher education institutions, both in the public and private sectors, are among the key stakeholders of the educational policies, strategies, and programmes of the nation in general and of their respective institutions in particular,

have resolved to recommend as follows:

Recommendation

1. We strongly recommend that the Government of Ethiopia and the leaders of the higher education institutions take concrete steps, including providing public forums of discussions, to create a greater awareness of the 1997 UNESCO Recommendation and other relevant international human rights instruments among the members of the higher education community;

2. We urge the Government of Ethiopia and the governing organs of the institutions of higher education to institutionalize the principles, values, and norms enshrined in the 1997 UNESCO Recommendation and other international best practices of institutional autonomy and academic freedom by incorporating them into their institutions' charters and other regulatory frameworks and rigorously applying them in the everyday conduct of their educational affairs;
3. We recommend that institutions of higher education put in place institutionalized governance that is characterized by rule of law, consistency, and accountability;
4. While recognizing the merit of the affirmative action taken to expand women's access to higher education, we also recommend that national and institutional policy makers devise more effective and sustainable mechanisms to improve women's academic performance to enable them to successfully compete with their male peers and to widen their career opportunities in teaching, research and academic leadership in the higher education sector;
5. We call upon the teaching personnel to seize every opportunity available for promoting and protecting academic freedom and institutional autonomy, professionalism and excellence, and to diligently and unwaveringly discharge their social responsibility to improve and assure the welfare of their society, and the good of the nation;
6. We urge the student community to rise above ethnic, sectarian and/or ideological divides and prejudices in their pursuit of knowledge and truth, to espouse universal ideals of equality, justice, freedom, peace and progress for all, and to foster harmonious relations with their peers and instructors based on tolerance, respect, and understanding;
7. To stem the internal and external brain drain, to attract new talent, and to enable the teaching personnel in public institutions in particular to concentrate on their primary duties of teaching, research and community service, we strongly advise the Government of Ethiopia to review the salary scale and benefit packages of the teaching personnel in line with the market rate and the rise in the cost of living;
8. We recommend that social dialogue and stakeholder participation be instituted as the norms and standard practices for policy/decision-making,

and that appropriate channels and mechanisms for consultation be put in place to involve the teaching personnel and students in the policy/decision-making processes at the national and institutional levels;

9. In view of the originality and relevance of the studies conducted by senior researchers under the sponsorship of the Forum for Social Studies, and the considerable insights gained from the studies on the opportunities, constraints and challenges concerning institutional governance, academic freedom and teaching personnel, we recommend that both the leaders of higher education institutions and the educational policy-makers at the national level seriously consider the findings and recommendations of these studies to improve the situation in Ethiopian higher education institutions;
10. We also call upon the academic community, civil society, development partners and other concerned international organizations, to encourage and engage in dialogue with the Government of Ethiopia over the application of UNESCO's 1997 Recommendation as well as the findings of the FSS studies, and to provide the Government with the necessary support for translating the provisions and research findings into practice.

April 27, 2007
Addis Ababa