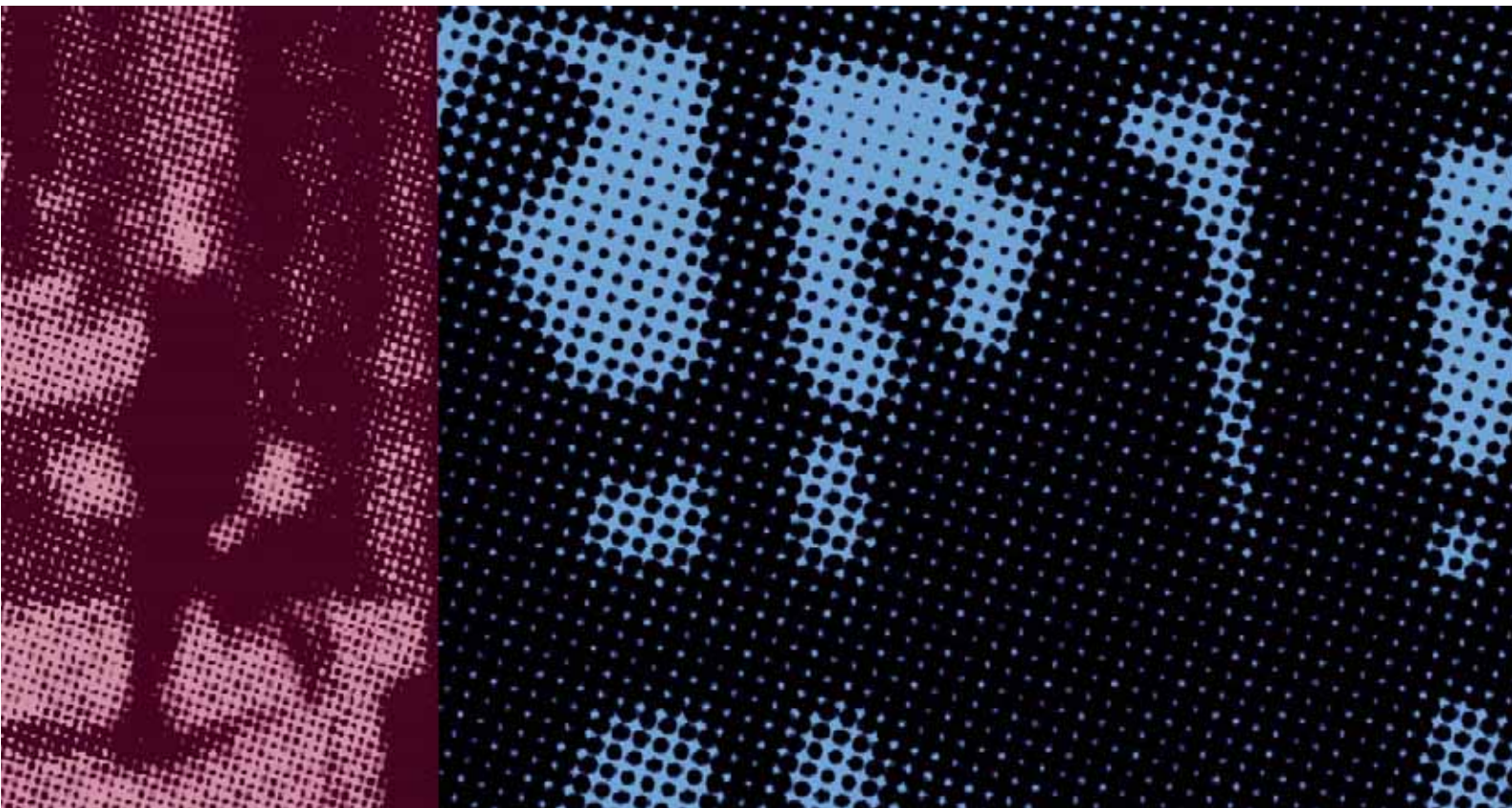


**Division 42**

Sector Project: Development and Testing of Strategies  
and Instruments for the Prevention of Corruption



# Preventing Corruption in the Education System

A Practical Guide



Deutsche Gesellschaft für  
Technische Zusammenarbeit (GTZ) GmbH

commissioned by:



Federal Ministry  
for Economic Cooperation  
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**Division 42**

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Sector Project: Development and Testing of Strategies  
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Author: Dr. Katharina L. Ochse  
Editing: Birgit Pech, Melanie Wiskow  
Responsible: Bernd Hoffmann

Eschborn 2004

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## Preface

By diverting scarce public resources intended for development, corruption is a major obstacle to poverty reduction and growth. At the same time, democratic consolidation processes are put at risk.

Corruption jeopardizes the success of long-term initiatives in every area of development. Therefore, preventing corruption is a cross-cutting task.

Corruption is an omnipresent phenomenon. Our field-staff employees are familiar with its manifestations and harmful effects. But there is a demand for analytical instruments and practical recommendations on how to incorporate anticorruption measures in sectoral fields.

Therefore, the Federal Ministry for Economic Cooperation and Development has commissioned the sector project „Prevention of Corruption“ to develop practical guides and complementary studies.

These guides provide assistance to field-staff employees responsible for preparing or carrying out projects in the concerned sectors, or for promoting the topic of anti-corruption in the political dialogue. Your feedback and comments are important for us.

The paper „**Korruptionsprävention als Querschnittsaufgabe**“ (Mainstreaming Anti-Corruption) describes the analytical framework.

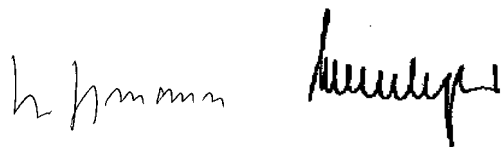
The **Practical Guides** cover the topics:

- ◆ Public Finance Management
- ◆ Public Administration at the National and Local Level
- ◆ Judiciary
- ◆ Education System
- ◆ Resource Allocation (Water, Forestry, Land)
- ◆ Privatization
- ◆ Analytical Instruments for Anticorruption Measures.

Two **comprehensive studies** examine:

- ◆ Fighting Poverty and Corruption - Integrating the Fight against Corruption into the PRS - Process
- ◆ Corruption and Gender.

We thank for the contributions of many colleagues in-house and in the field, the authors of the studies as well as their commentators, colleagues from academia, and many others who contributed their time and attention. Dr. Mechthild Runger initiated the project and put it on track, Ms. Birgit Pech has brought it to a successful close.



Bernd Hoffmann      Dr. Albrecht Stockmayer

Director of Division      Governance and Gender  
State and Democracy Team

Please do not forget to consult our homepage:  
[www.gtz.de/governance/](http://www.gtz.de/governance/)

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## Summary

Corruption can be defined as “the behaviour of persons entrusted with public or private responsibilities who neglect their duties to achieve unjustified benefits”. Basically, German development cooperation supports systemic institutional change with prophylactic nature, in which self responsibility and the political will to change on the part of partner institutions are essential prerequisites.

Measures to prevent corruption in the field of education are geared in particular to enhancing the quantity, quality and efficiency of the education system, and of course access to education. This is intended to ensure the sustainability of education reforms. The overarching development-policy objectives in the education sector are to realise the human right to education, and to ensure that the poor benefit directly from the education available in order to improve their situation. Education is a precondition for people to "make their voices heard", to practice democratic rules and to help ensure good governance.

In contrast to other sectors, the largest group of people affected directly or indirectly by corruption in the education system is made up of children and young people. They have limited opportunities to fight corruption, and the consequences for their lives and their psycho-social development are much more dramatic than is the case for adults. This is particularly true when corruption involves demands for sexual services.

### Priority Areas of German Development Cooperation in the Education Sector

Corruption can be found at macro, meso and micro level in the education sector. So-called "grand corruption" involving large sums is found essentially in the field of procurement (school buildings, textbook production, etc.), while "petty corruption" is found in the other areas.

#### 1. Personnel:

**Possible weak points in the personnel sector** include in particular weak legislation and guidelines that fail to address corruption properly, or the failure to enforce such legislation and guidelines, a lack of transparency in public administration and of supervisory and control systems, as well as a lack of incentives to work efficiently. **Recommended counter-measures** thus include:

- ◆ Strengthening the legal foundations and building awareness with regard to performance orientation and corruption prevention; establishment of *codes of conduct*;
- ◆ Creation of incentives and transparency in appointment, promotion and remuneration: more appropriate performance-based systems of remuneration; transparent criteria

for judging performance; transparent procedures for personnel selection and promotion, along with in-service training and human resources development systems;

- ◆ Support for integrated monitoring systems for the civil service: strengthening legal and institutional frameworks; developing appropriate procedures and institution building for trustworthy and as independent as possible integrated complaints and monitoring systems with a mandate, the competence and the expertise to identify and prevent corruption throughout the public-sector personnel system; strengthening cooperation with the legislative and the media; involving NGOs in monitoring duties.

## 2. Financial and procurement system in educational institutions:

**Possible weak points in the financial system in general:** The decentralisation of the financial system already initiated in many places often faces the problem that the resources needed to restructure the system are not available and that internal and external control mechanisms are insufficient. Procedures are often opaque and thus difficult to monitor, financial watchdogs are not independent and documentation and reporting requirements inadequate.

**Possible weak points in the procurement system:** In addition to a lack of the necessary expertise (in particular in the fields of planning, evaluation of tenders, M + E once contracts have been awarded), major weak points include inadequate legal procedures that do not comply with international standards for rational and fair competitive bidding and contract awarding, weak anti-corruption legislation and guidelines and ineffectual internal and external supervisory, control and complaints mechanisms.

### Recommended counter-measures<sup>1</sup>:

- ◆ Strengthening an appropriate legal framework and institutional mainstreaming of internal and independent external community-level financial control bodies with clear responsibilities, adequate resources and explicit authority to identify corruption and to make recommendations on how to prevent corruption and impose sanctions;
- ◆ Consultancy services on the introduction of a system to collect and process any relevant data (*Education Management Information System*);
- ◆ Consultancy services on the elaboration of corruption-specific auditing techniques and procedures at community level;
- ◆ Strengthening procedural guidelines, procedures and organisational development to ensure international standards in efficient and fair awarding of contracts as well as explicitly to prevent corruption (anti-corruption legislation, *codes of conduct*). Promotion in particular in the fields of planning, tender evaluation, M+E after contracts are awarded, establishment of external and internal supervisory and control systems and complaints mechanisms;

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<sup>1</sup> Cf. the GTZ Practical Guides to "Korruptionsprävention im Bereich Öffentliche Finanzen" and "Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene"

- ◆ Improved monitoring to ensure that recommendations are translated into practice;
- ◆ Clarification and division of functional responsibilities for implementation and monitoring; establishment of a central internal supervisory authority; establishment of a *Central Tender Board* (responsible for evaluating tenders and awarding contracts); support for documentation and communication systems; *e-procurement*; other institution building measures (training and upgrading in the field of corruption prevention, etc.);
- ◆ Strengthening the legal, procedural and institution-related basis to systematically involve civil society organisations on an institutionalised basis (parents' associations, PTAs) in external and internal monitoring structures.

### 3. Access to (and right to remain in) educational institutions:

#### **Possible weak points in access to (and right to remain in) educational institutions:**

The admission and selection process is opaque and is not subject to any systematic (internal or external) control. Inadequate accountability is expected of the decision-makers. **Recommended counter-measures:**

- ◆ Promotion of consultancy and information for parents regarding their rights and obligations;
- ◆ Strengthening the participation of parents/ citizens in monitoring admission procedures;
- ◆ Strengthening information and documentation requirements; spreading decision-making authority over several individuals;
- ◆ In the tertiary sector: computerisation of the admission procedure to boost transparency;
- ◆ Promotion of a complaints body involving representatives of civil society.

### 4. Quality and quantity of education, certification of exam results:

Some of the most important **weak points** in this field involve the lack of an inspectorate. There is a lack of transparency in the certification of results achieved, without any verifiable criteria and without the involvement of any control body. Examination procedures are not uniform or are inadequately regulated. Examination requirements, conditions and assessment criteria are not adequately documented, if at all.

#### **Recommended counter-measures:**

- ◆ Support for the creation of an inspectorate;
- ◆ Consultancy services to elaborate the legal basis for private instruction;
- ◆ Consultancy services to lay down documentation requirements regarding the contents of instruction;
- ◆ Consultancy services to mainstream regular information events for parents;

- ◆ Consultancy services to create an examination committee that lays down procedures to facilitate proper certification;
- ◆ Consultancy services to create a (technical and human resources) infrastructure to improve control measures.

## **5. Overarching technical cooperation approaches to develop systems and procedures, and to institution building**

Within the framework of **systems development**, legal regulations should be drawn up to prevent corruption in the education system and provide for appropriate sanctions, also to establish transparent (administrative) structures with clearly defined competencies and responsibilities and rational decision-making processes. Where the subsidiarity principle can reasonably be applied, decentralisation of the educational authorities and the delegation of decision-making authority to the level closest to the issue to be decided should be encouraged. **Procedural development** should help create simplified, uniform, transparent administrative procedures with clearly defined responsibilities within the Ministry of Education, in downstream education authorities and in the schools themselves. In terms of **institution building**, we recommend consultancy services to develop a *code of conduct* and ensure that this is systematically applied and followed. Support should also be given to training measures to boost capacities to supervise and control administrative operations within school authorities and schools as well as pedagogical operations in the classroom. Finally, support for a target-group-appropriate PR work with the involvement of the relevant stakeholders should be encouraged.

## **6. Approaches and measures to promote the participation of parents/ teachers/ citizens and civil society organisations in the reform of the education system**

When parents and/or civil society organisations assume monitoring functions and take on decision-making competencies (regarding the appointment of teaching staff, extending contracts, administration of funds, etc.) they increase their negotiating power. At the same time, transparency and accountability are increased, as is the chance of revealing corrupt practices. Civil society organisations can do much in the education sector to raise awareness within the education sector itself and among the general public at large of the phenomenon of corruption in the education system. They also help educate disadvantaged groups within society about their rights, and can help them voice their interests and have these accepted by the authorities/ the government. Finally, they can play a part in developing action plans and in monitoring implementation thereof. The following measures are recommended:

- ◆ Consultancy measures to institutionalise the involvement of the community/ citizens/parents in school management;
- ◆ Upgrading and training for strategic actors and groups.

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## Special topic: anti-corruption education in the formal education sector

The following measures are recommended:

- ◆ Consultancy services to introduce modules on preventing corruption and anti-corruption education within the scope of pre- and in-service teacher training;
- ◆ Support for *Train the Trainers* seminars;
- ◆ Consultancy services to introduce anti-corruption education within the framework of existing subjects.

### I. Introduction

This Practical Guide addresses those responsible for development cooperation projects aiming to promote reform in the education sector. They are intended to provide ideas and practical support, and to indicate ways of integrating corruption-prevention components appropriately in projects of this nature.

Measures to prevent corruption in the education sector aim in particular to improve the quantity, quality and efficiency of education and to ameliorate access to the education system, thus underpinning the sustainability of education reforms. The overarching development-policy goals in the education sector are essentially to enforce the human right to education for all and to reduce poverty through regional and target-group-specific priorities. Good governance is crucial in this context. It must ensure that the human right to education is enforced and that the poor benefit directly from education such that they can improve their situation. Education, in turn, does much to help people "make their voices heard", to allow them to practice democratic rules and to promote good governance. Since the discussion as to how to prevent corruption in the education system is still in its infancy, few measures are documented which are expressly designated as anti-corruption measures in the education system, with the exception of a growing number of projects in the field of anti-corruption education.

The integration of anti-corruption measures in education reform projects can contribute to the sustainable success of education projects and programmes. At the same time, the education sector is seen as a sector of strategic importance for preventing corruption, with the potential to achieve a broad impact.

The Chapeau paper *Korruptionsprävention als Querschnittsaufgabe* (Anticorruption Mainstreaming) provides the analytical framework within which the problem of corruption can be dealt with. Corruption can be defined as "the behaviour of persons entrusted with public or private responsibilities who neglect their duties to achieve unjustified benefits". Basically, German development cooperation supports systemic institutional change with prophylactic nature, in which self responsibility and the political will to change on the part of partner institutions are essential prerequisites. As regards terminology, development-policy objectives, conceptual focus, strategies and approaches in the education sector,

this Guide is based on the relevant policy papers of the German Federal Ministry for Economic Cooperation and Development (BMZ) the GTZ.<sup>2</sup>

## **The Context**

Most developing countries see themselves facing the task of providing all school-age children with access to education, providing the illiterate with educational opportunities outside formal schooling and, parallel to this, reforming their education system. Access to education, especially to primary education, is seen as a core task of the state. In most countries, education facilities are part of the public sector. Although the number of private schools is growing, the state generally retains the responsibility for setting standards and supervising educational establishments.

In the countries in which the GTZ is implementing education programmes or projects, there is a lack of effective, development- and needs-oriented public authorities to perform these tasks, of qualified teaching staff, target-group-appropriate teaching and learning materials and adequate infrastructure, of transparency and operational control and monitoring mechanisms, of legal foundations on which to fight corruption and of legal security. Not everybody can afford to send their children to school, schools are dysfunctional, the quality of instruction inadequate, the system not sufficiently well geared to the needs of its target group. In these countries, corruption is often an endemic problem throughout society. The education sector, however, is considered one area that is particularly susceptible to corruption.<sup>3</sup>

## **Importance and impacts of corruption in the education sector**

It is difficult to gauge the financial losses entailed by corruption in the education sector. Equally, it is hard to gauge which corrupt practices have the greatest impact - grand corruption say within the scope of infrastructure measures (construction of new school buildings) or petty corruption, where the sums involved in each individual instance are small. Petty corruption is extremely widespread, e.g. illegal fees charged for admission to a school, and those worst affected are the poor.

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<sup>2</sup> Cf. BMZ: "Entwicklungszusammenarbeit in der Grundbildung" (Development Cooperation in Primary Education) published for the World Education Forum in Dakar (26-28 April 2000) (= BMZ-Spezial Nr. 11.) The following policy publications on education were also consulted: BMZ strategies ([1992] 1999): Förderung der Grundbildung in Entwicklungsländern, Sektorkonzept; GTZ: Fachliche Leitlinie Grundbildung (2002); Fachliche Leitlinien der GTZ zur Beruflichen Bildung (Version December 2000); Stichworte zur Strategie im Hochschulsektor für die GTZ (2003); The BMZ policy paper is currently being revised and was not available to the author.

<sup>3</sup> Cf. BMZ policy paper (June 2002): Korruptionsbekämpfung in der deutschen Entwicklungszusammenarbeit. Cf. also Chapman (2002), p. 3, p. 7f. The *Drafting Committee* of the World Education Forum declared on the topic, "Corruption is a major drain on the effective use of resources for education and should be drastically curbed", UNESCO (2000), quoted from Eckstein (2003), p. 9. At times of crisis and in post-war situations education systems are particularly susceptible to corruption. Cf. Hallak (2003).

In terms of personnel (especially teaching staff) and in terms of the numbers served, the education sector is in most countries the second largest, or even largest, sector within the public service. As a result, the education budget is often the second-largest or largest budget item. Up to 90 % of the running costs within the education budget are accounted for by staff costs.<sup>4</sup> As a result of population growth, it will be essential to further expand primary and secondary education, and to find ways of financing this. Education services address all households with nursery, pre-school, or school-age children and all those with children studying. Since this means that a very large percentage of the population is affected by corruption in the education sector, activities in this field assume a not insignificant social and financial dimension, making corruption in the education sector a politically sensitive issue. Nevertheless, for some years now, reports have increasingly been published about cases of corrupt practices in the education sector. Only recently, however, has a systematic discussion been launched, in line with the more intensive approach now being taken on the issue of corruption in general, as to the negative consequences of corruption for the effective provision of education services.<sup>5</sup>

To date, practically no comprehensive analyses have been performed of the phenomenon of corruption in the education sector. It can, however, be safely assumed that corrupt practices have a negative impact on the quantity, quality and efficiency of educational services and thus also on learning results. They hinder fair access to education and consequently rob individuals of the chance of professional and personal development. Corruption in the education system shakes the confidence of citizens in state institutions at local and at national level, and reduces the ability and willingness of wide parts of society to become involved in democratic processes.

### **Ethical Damage**

The ethical fall-out caused by corruption is particularly obvious in the education system. The imparting of ethical values and behaviour is considered to be a central task of education. Corrupt practices, particularly in the education system itself, undermine an education geared to ethical values, and shatter confidence in the quality of the education system. When adolescents become familiar with corrupt practices and see that personal success depends not on performance but on bribery and fraud, unethical patterns of behaviour are passed on to new generations and become more widespread. Thus, corruption in schools and universities does much to establish corruption as a normal, accepted practice within society. The level of acceptance of corruption in the education system varies from country to country. It depends, for instance, on the specific form of corrupt behaviour, and the underlying causes thereof. In general, grand corruption (e.g. in placing orders) tends to be condemned more widely, whereas petty corruption (e.g.

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<sup>4</sup> A recent study showed that in 44 of a total of 55 countries studied, more than 70% of all current expenditure, and in half (23) of these countries more than 80 % of current education expenditure was accounted for by salaries. Cf. World Development Report 2004 (2003), p. 116.

<sup>5</sup> IIEP/UNESCO has assumed a central role in promoting this discussion. In the next few years it will be supporting a series of studies on the issue of corruption in the education system: <http://www.unesco.org/iiep/eng/focus/etico/etico1.html>.

compelling students to take additional private instruction) tends to be more widely tolerated.<sup>6</sup>

### **Special Features in Terms of Those Affected**

The education sector stands out from other sectors in that the largest group of those affected directly or indirectly by corruption are children or adolescents. They have limited opportunities to stand up to corruption, and the consequences of corrupt practices are considerably more serious for their future and their psycho-social development than is the case with adults. This is particularly true when sexual services are demanded in return. Those worst affected tend to be the poor and marginalised groups – especially girls and women – for whom corruption has serious consequences.<sup>7</sup> Corrupt practices often mean that they are denied access to education, that they have to break off their schooling prematurely and/or that the scope and quality of their education is limited<sup>8</sup>

### **Structure and Limits of the Practical Guide**

The Practical Guide will analyse the following four priorities of development cooperation in the field of preventing corruption in the education sector: corruption in the personnel system (1), in the finance and procurement system (2), in access to (and the right to remain in) educational institutions (3) and in terms of the quality and quantity of education as well as the certification of examination results (4). The analysis firstly highlights manifestations of corruption in the education sector and possible weak points. Then possible counter-measures are presented in the form of recommendations for development cooperation approaches. This paper can be seen as a contribution to sectoral *Anticorruption Mainstreaming*. Preventing corruption in the education system is thus the focus of the Guide. Frequently, in the international debate, the topic of "education as an instrument in the fight against corruption" is mentioned in the same breath. We will only touch on this issue here (see Special Topic section).

In Annex I you will find examples of proposed impact indicators at project level, and in Annex II we provide an overview of instruments and resources quoted.

The GTZ Practical Guide to Preventing Corruption in the Public Administration at National and Community Level, "Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene" looks in more detail at overarching aspects of preventing corruption in the administration and the civil service when contracts are awarded. A separate chapter is dedicated to citizen involvement in administrative activities of decentralised bodies. We would also refer you to the Practical Guide to *Avoiding Corruption in Privatisation*, which look at how to avoid corruption when public services and facilities are privatised. The Practical Guide *Korruptionsprävention in Recht und Justiz* look, among other things, at the legal sector, which is also relevant for education. Finally,

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<sup>6</sup> Cf. Chapman (2002), p. 6.

<sup>7</sup> Cf. World Development Report 2004 (2003), p. 196.

<sup>8</sup> Cf. also the GTZ study "Korruption und Gender".

we would draw your attention to the study on *Gender und Korruption*, which investigates, among other things, the gender-specific impacts of corruption in the education sector.

## II. Priorities of German Development Cooperation in the Education System

In the education system we find corrupt practices at central level, i.e. within ministries, at mid-level in the downstream authorities and at local level, i.e. in nurseries, pre-schools, schools and universities. So-called "grand corruption" in the education system affects primarily procurement (construction of new buildings, textbook production), whereas "petty corruption" is found in the other areas. The forms of corruption – bribery, nepotism and embezzlement are similar to those found in other sectors.

### Possible weak Points throughout the Education Sector<sup>9</sup>

- ◆ Inadequate legal basis to prevent and fight corruption or, which is more widespread, the existing legal provisions are inadequately enforced;
- ◆ Responsibilities, decision-making structures and procedures at central, middle and lower levels are opaque and unnecessarily complex. This opens up new opportunities for those in charge to line their own pockets and abuse their discretionary powers; at the same time it becomes more difficult to monitor activities;
- ◆ There are no independent (internal and external) technical and quality management, supervisory and control systems, or a system for complaints, or where such systems do exist they are inadequate or do not function satisfactorily. Inadequate documentation, reporting and accountability requirements;
- ◆ There are no adequate requirements to disclose information to citizens. If citizens have limited or no access to relevant information, they have limited chances of understanding procedures and decisions, questioning these and uncovering corrupt practices;
- ◆ Inadequate expertise and human resources capacities;<sup>10</sup>
- ◆ The awareness of the rights and wrongs of corruption is not sufficiently well developed.

<sup>9</sup> The Asian Development Bank offers a questionnaire designed to identify weak points in public administration (government, civil service, local government) *Guide Questions to Public Administrations*: [http://www.adb.org/Governance/gov\\_framework1.asp](http://www.adb.org/Governance/gov_framework1.asp). The World Bank offers a questionnaire to pinpoint weaknesses in the personnel system in particular, the *Administrative and Civil Service Assessment Tool*: <http://www1.worldbank.org/publicsector/anticorrupt/toolkitacsr3.doc>.

<sup>10</sup> Many developing countries manage to realise only 25 – 40 % of their school construction programme. The main reason for this is the lack of architects and engineers. This fact leads to delays and hence to higher costs. And delays open the doors to corruption. Cf. Hallak/ Poisson (2002), p. 64.

## 1. Corruption in the Personnel System

### 1.1 Manifestations and possible weak points

#### Typical Forms of Corruption in the Personnel System

In the field of personnel, corruption is frequently found in conjunction with recruitment, job allocations, filling vacancies, transfers, promotion and frequent absences of teaching staff from work.

- ◆ The crucial factor in recruitment, appointments, etc. is frequently not the qualification and performance of candidates, but bribes paid, family links or friendship, allegiance to a certain political party, ethnic group or religious community, or gender;
- ◆ Where jobs in the administrative sector are allocated along party lines (and thus re-allocated after elections) and/or along ethnic or religious lines, there is increased danger that the system will be susceptible to political influence;
- ◆ Absence from their place of work is widespread among teachers.<sup>11</sup> Along with "distance teaching" (a student takes over during the absence of the teacher) this leads to a massive waste of financial resources and has a negative impact on the quantity and quality of education.

#### Possible weak points in the Personnel System

- ◆ Recruitment, appointments and promotion criteria and procedures are unclear, not based on performance and are/or not published;
- ◆ There are no supervisory and control mechanisms, or such mechanisms are inadequate or are not used. Where mechanisms do not exist, there is no means of reviewing or contesting decisions, or imposing sanctions where appropriate;
- ◆ No methods have been developed for recording and reviewing performance (or the lack thereof), or existing methods are not used;
- ◆ Remuneration is not transparent, not performance-based and does not act as an incentive because it is generally so low.

Teaching and administrative staff, especially at the lowest level, often earn so little that they are forced to take on additional employment to feed themselves and their families. Earnings from corrupt practices are generally so high in comparison to

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<sup>11</sup> Cf. World Development Report 2004 (2003), p. 23f. and p. 112. Up to 45% of all teachers in Ethiopia miss one day a week, 10 % miss three or more days work a week. The World Bank has conducted studies in seven countries (Bangladesh, Ethiopia, India, Indonesia, Peru and Uganda), to identify the scale of teacher absences. The studies have not yet been published [in March 2004]. Another unpublished World Bank study also looks at the reasons for "*provider absence*": Nazmul et al.: Teacher and Health Care Provider Absenteeism: A Multi-Country Study.

regular salaries that the risk of losing one's job is not in itself a disincentive. The greater the financial rewards that can be expected from corruption and the less the likelihood of being punished for corrupt practices, the greater is the risk of corruption in general. Lower payment often goes hand in hand with lower qualifications. Along with the low social status enjoyed by teachers and the general acceptance of unethical behaviour, this has the effect of undermining the motivation of education sector staff.

## 1.2 Measures to Prevent Corruption

Presuming that an analysis of weaknesses has been conducted, development cooperation activities can be conducted in the following fields: civil servants should have clearly defined decision-making authority and a clear field of authority. In addition, salaries should raise staff above the poverty line, and incentives should be introduced, as should transparency in appointments, promotion and remuneration.<sup>12</sup> We also advise setting up a monitoring and evaluation system that should be complemented by training and upgrading. Possible consultancy approaches could take the following forms:

- ◆ Consultancy services on the development of criteria and standardised procedures for recruitment, appointments and promotion; transparency and performance-based recruitment; appointments and promotion improved through appropriate job descriptions and job profiles, stipulation of performance criteria, performance-based evaluation systems, public advertising of vacancies, documentation of the selection process, publication of personnel decisions;
- ◆ Consultancy services on the development of systems to boost performance and of human resources development concepts;  
It is considered fairly certain that the level of income plays a part in the emergence of corrupt practices. Experience, however, indicates that salary rises are not in themselves enough to put an end to corrupt behaviour patterns that are already firmly established.<sup>13</sup> In order to effectively prevent corruption it is thus recommended that (more) appropriate remuneration be linked to the implementation of effective supervisory and control mechanisms;
- ◆ Consultancy services on the elaboration and enforcement of *codes of conduct* as well as anti-corruption legislation and guidelines;
- ◆ To reduce the rate of absenteeism: consultancy services on the establishment of incentives to work regularly; documentation and publication of the absences at local level (e.g. in the schools) and within the school administration; control by parents associations (PTAs).

<sup>12</sup> On the topic of remuneration and incentives, cf.  
<http://www1.worldbank.org/publicsector/civilservice/agency.htm>;  
on payment and appointment models cf.  
<http://www1.worldbank.org/publicsector/civilservice/PayEmpModels/intro.htm>.

<sup>13</sup> Cf. Di Tella/ Schargrotsky (2002); as well as:  
<http://www1.worldbank.org/publicsector/civilservice.ineffectivemon.htm>.

## **2. Corruption in the Finance and Procurement System in Educational Institutions<sup>14</sup>**

### **2.1 Manifestations and possible weak points**

#### **Typical Forms of Corruption in the Financial System**

Corruption in the education financing system is most often encountered in respect of calculation of salaries and pensions, allocation of materials and equipment and special financial awards (grants, compensatory payments, subsidies to the private education sector, etc.).

- ◆ The administration transfers the incorrect sum or transfers the correct sum to the wrong institution; salaries and pensions are incorrectly calculated, special awards are made without justification;
- ◆ At local level (facility level) data are manipulated, if funding or job allocation are calculated on the basis of the number of students or are linked to the admission of certain groups of students (children of poor parents, minorities, etc), to the examination results of students etc;
- ◆ If parents provide funds (for special expenditure or for undetermined purposes) without being granted any insight into the workings of the budget, there is also a danger that the school management might "divert" funds.

#### **Possible weak points in the Financial System**

- ◆ Moves to decentralise the financing of education, seen in many places, often come up against the fact that the funds needed for restructuring are not available and that there are no internal and external control mechanisms;
- ◆ Complex and opaque administrative procedures, which are thus difficult to control, lead to a "financial jungle" in which budgets and transactions can easily be manipulated;
- ◆ Auditing facilities (where they exist), local community parliaments and the general public can only exercise their control function in a limited fashion, since the documentation and reporting requirements within the administration are often inadequate;
- ◆ A lack of independence on the part of external financial watchdogs;
- ◆ Teaching staff, students and parents, as well as other representatives of civil society are simply not involved in the process of financial planning and fund allocation. Neither are they given enough comprehensible information about the budget and the

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<sup>14</sup> Cf. also the GTZ Practical Guides to "Korruptionsprävention im Bereich Öffentliche Finanzen" and "Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene".

way funds are used. They are thus unable to exercise a control function which would prevent corrupt practices or enable them to uncover practices of this sort.

### **Typical Forms of Corruption in the Procurement System**

In the field of procurement, corruption is encountered mainly in conjunction with school buildings (construction and maintenance), the provision of furnishings and equipment, meals, school uniforms, and teaching and learning materials. Corruption can be seen both before and after contracts are awarded.

- ◆ Before contracts are awarded, potential contractors (building contractors and suppliers, textbook authors, publishers and printers, etc.) attempt to influence potential clients, staff members of the administration, illegally in order to eliminate competitors who might have submitted a more attractive offer. Contracts are awarded without tendering, influence is brought to bear on terms of tendering (specially tailored to certain bidders), as are deadlines for submission of tenders.
- ◆ After contracts are awarded, corruption takes the form of disregarding contractually agreed conditions, of contractors not being required to meet the stipulated quantities and quality or to deliver to the client stipulated, or avoiding controls;
- ◆ Possible consequences: distortion of selection process, rising costs, decline in quantity and quality, fund allocation favours inflated, expensive public-sector measures.

### **Possible weak Points in the Procurement System<sup>15</sup>**

- ◆ Inadequate legal basis to ensure fair competition in awarding contracts;
- ◆ The value of contracts is very great, raising the risk of corruption;
- ◆ Inadequate expertise (in particular in the fields of planning, tender evaluation and M + E after contracts are awarded);
- ◆ Inadequate internal and external supervisory, control and complaints mechanisms or existing regulations are not applied;
- ◆ No requirement to disclose the state of affairs, procedural issues etc. to auditors, complainants and the general public (parents), or at least not completely.

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<sup>15</sup> The World Bank is currently working on a study on textbook procurement.

## 2.2 Measures to Prevent Corruption

### Measures in the Financial System

On the basis of an analysis of the weaknesses of the (decentralised) financial system, we recommend in particular that financial management be brought into line with international standards<sup>16</sup>. The following measures are recommended to prevent corruption:

- ◆ Strengthening the legal basis and institutional mainstreaming of internal and independent external community-level financial control authorities with clear responsibilities, adequate resources and explicit authority to uncover corruption and make recommendations on how to prevent corruption and on appropriate sanctions;
- ◆ Improved monitoring to implement recommendations;
- ◆ Consultancy services on the elaboration of corruption-specific auditing techniques and procedures within the Ministry of Education, in school authorities and in the schools themselves in line with international standards;
- ◆ Consultancy services to strengthen reporting requirements of local education authorities vis à vis auditing authorities, local parliaments and the general public (schools, parents, civil society organisations);
- ◆ Improved communication and coordination systems, as well as cooperation at community level between education facilities, between local and central levels, auditing authorities, local representatives, public prosecutor's office and the courts, civil society and the media;
- ◆ Strengthening the control rights and capacities of local representative bodies (parents' representatives, PTAs); promotion of committees responsible;
- ◆ Strengthening the systematic, procedural and executing-organisation basis for the institutionalised involvement of parents', teachers' and students' associations as well as civil society organisations in monitoring a) spending and impacts at school level, b) the work of the auditing authorities, and c) the implementation of recommendations on how to overcome weaknesses inherent in the system.

### Measures in the Procurement System

On the basis of an analysis of weaknesses, we recommended that the first step be to strengthen planning and managerial capacities in the procurement system. Secondly, special importance should be accorded to stepping up accountability and improving transparency, as well as rendering monitoring and evaluation more effective. In this way, it

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<sup>16</sup> Cf. the GTZ Practical Guide to Korruptionsprävention im Bereich Öffentliche Finanzen and Public Expenditure & Financial Accountability (PEFA) 2003, which gives an overview of international standards in sound financial management and professional financial control. Cf. also: World Bank Public Expenditure Resources: <http://www1.worldbank.org/publicsector/pe/peresources.htm> (manuals, guidelines, training materials, etc.).

should be ensured that competition for public orders is efficient and fair. The following individual consultancy approaches are recommended:

- ◆ Consultancy services on the elaboration and enforcement of a law on public procurement and procedural guidelines in line with international standards to ensure that public contracts are placed in an efficient and fair manner;<sup>17</sup>
- ◆ Promotion, in particular in the fields of planning, tender evaluation, M + E after contracts are awarded; establishment of external and internal supervisory and control systems and mechanisms to handle complaints;
- ◆ Consultancy services in dealing with unsuccessful tenderers (publication of reasons for rejecting their offer);
- ◆ Promotion of the establishment of a committee to deal with objections;
- ◆ Clarification and division of functional responsibility for implementation and monitoring;
- ◆ Establishment of a central, internal supervisory body; establishment of a central body that is responsible for comparing tenders and awarding contracts;
- ◆ Support for documentation and communication systems, *e-procurement* and the concomitant disclosure of information vis à vis auditors, complainants and the general public;
- ◆ Consultancy services in relation to the possibility of rotating staff in key positions;
- ◆ Strengthening the legal, procedural and executing-organisation basis for the systematic, institutionalised involvement of civil society organisations in external and internal monitoring structures, e.g. by mainstreaming integrity packages;<sup>18</sup>
- ◆ Promotion of integrity in the private sector.<sup>19</sup>

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<sup>17</sup> The most important international standards are deemed to be: *UNCITRAL Model Law on Procurement of Goods and Construction*, 1993 (developed specially by the *United Nations Commission on International Trade Law* to support developing countries and transition states); GPA (*Government Procurement Agreement*, 1994) of the WTO, although this is not a requirement of WTO membership. See also – less relevant but advisable because of their clear and practicable nature: *Non-binding principles on government procurement* published by APEC *Government Procurement Expert Group* (1999).

<sup>18</sup> Cf. also the GTZ Practical Guide to *Avoiding Corruption in Privatisation*; On the integrity package: Wiehen (1999):  
[http://www.transparency.org/iacc/9th\\_iacc/papers/day2/ws2/d2ws2\\_mwiehen.html](http://www.transparency.org/iacc/9th_iacc/papers/day2/ws2/d2ws2_mwiehen.html)  
Cf. also *Solok-Integrity Pact*:  
<http://www.gtzsfgg.or.id/csr/news.htm> (in Bahasa Indonesian), developed within the framework of the GTZ project "Support for Good Governance in Indonesia".

<sup>19</sup> Cf. TI Sourcebook (2000), Chapter 16:  
<http://www.transparency.org/sourcebook/16.html>; ICC Proposed Anti-Corruption Rules of Conduct for Corporations and corresponding Actions for Government, ICC 1996:

### **3. Corruption in Access to (and the Right to Remain in) Educational Institutions**

#### **3.1 Manifestations and possible weak points**

##### **Typical Forms of Corruption in terms of Access to (and the Right to Remain in) Educational Institutions**

One typical form of corruption in this field is that decision-makers (administrative officers, head teachers, teaching staff) demand unauthorised payments or services from parents or students before admitting students to the education facility (especially to institutions with a special profile or particularly prestigious institutions) or before students are moved up to the next grade or year of studies.

##### **Possible weak Points in Access to (and the Right to Remain in) Educational Institutions**

- ◆ The admission and selection process is opaque and is not subject to any systematic (internal/external) control. The "gatekeepers" i.e. the decision-makers, are not accountable;
- ◆ There are no adequate information and documentation requirements, or indeed none at all with regard to selection criteria and concrete decision-making processes;
- ◆ The decision on admission to a school or university, or on whether a student is admitted to the next grade or year of studies is taken on the basis of **one** examination. The importance of this examination disproportionately raises the power of those who can influence the outcome. This includes all those who have access to the questions set (administrative staff, invigilators, messengers, printers, etc. in addition to those responsible for setting the questions and marking papers). In some developing countries only one in ten applicants is admitted to university. This results in a high level of competition and the pressure to succeed, which will become worse as the number of secondary school graduates hoping for a place at university continues to rise;
- ◆ There is no way of contesting decisions or having these reviewed.

#### **3.2 Measures to Prevent Corruption**

Provided an appropriate analysis of weaknesses has been conducted, it is recommended that external and internal control mechanisms be set up, and that information and documentation requirements be stepped up, along with accountability. Possible development-cooperation approaches include the following:

- ◆ Promotion of consultancy services and education for parents regarding their rights and obligations;

- ◆ Strengthening the participation of parents/citizens in monitoring admission procedures;
- ◆ No one-off examinations;
- ◆ Strengthening information and documentation requirements with regard to selection criteria and concrete decision-making processes;
- ◆ Computerisation of admission procedures to raise transparency;
- ◆ Spreading decision-making authority among several individuals;
- ◆ Promotion of mechanisms to handle complaints with the involvement of representatives of civil society.

#### **Good Practice: Reducing Corruption in University Admissions**

After numerous cases of corruption at universities in connection with the admission of students became public, the Azerbaijani government transferred responsibility for admissions to a newly established state admission committee. This committee supervises all national admission examinations for universities and the subsequent selection of students for all state universities. The general public see that this institution has significantly reduced corruption in respect of university admission.<sup>20</sup>

## **4. Corruption in Terms of Quality and Quantity of Education, and Certification of Examination Results**

### **4.1 Manifestations and possible weak points**

#### **Typical Forms of Corruption in the field of Quality and Quantity of Education and Certification of Examination Results**

- ◆ Teaching staff sell examination questions, marks, report cards/certificates;
- ◆ Teaching staff sell front-row seat in large classes, or accord privileges to certain students whom they accord preferential access to technical equipment, the school library, etc.;
- ◆ Students are forced to buy certain materials or additional materials, to take private lessons or to provide special payments or services;
- ◆ Teaching staff teach only part of the curriculum during regular classes, and the rest in the form of private lessons, which must be paid for by students.

<sup>20</sup> Cf. Chapman (2002), p. 13.

### **Possible weak Points in Ensuring the Quality of Education and in Certifying Examination Results**

- ◆ Lack of specialised supervision, no quality management;
- ◆ No legal basis to prevent, e.g. students being forced to take private lessons, or existing legislation is not enforced;
- ◆ No requirements to document the contents and course of lessons or to disclose information relevant for lessons to students and parents;
- ◆ Certification of examination results is not transparent and is not based on verifiable criteria; no control body involved. The danger of manipulation is particularly high in the case of oral examinations, which are still widespread;
- ◆ Examination procedures are not (uniformly) regulated or inadequately regulated, examination requirements, conditions and assessment criteria are inadequately documented, if at all;
- ◆ The human resources, technical infrastructure and rooms required to ensure the development of fraud-free examinations systems and the conducting of fair examination does not exist;<sup>21</sup>
- ◆ Certificates are not checked for authenticity by institutions and employers.

#### **4.2 Measures to Prevent Corruption**

Once the weaknesses have been analysed, we recommend that work to underpin the quality and quantity of education should start with consultancy services to elaborate the legal basis for private instruction and to stipulate documentation requirements for the subject matter of lessons and the mainstreaming of regular information events for parents. It is also advisable to strengthen the awareness of students and teaching staff as well as the general public of the costs to the individual and to society engendered by corrupt practices and the negative consequences of these practices. Preventive measures should be complemented by a list of differentiated sanctions to be imposed as required. The following approaches are recommended:

- ◆ Consultancy services on the establishment of a technical and human resources infrastructure to improve control measures (verifying the identity of examinees by checking ID cards, encoding the identity of examinees in written examinations, dividing responsibility for awarding marks and issuing report cards/certificates with coded identity);
- ◆ Consultancy services to establish an examination committee that will lay down procedures to facilitate correct certification;

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<sup>21</sup> In Bangladesh, there was rioting in 2000 when college professors and administrative officers attempted to prevent students using unauthorised aids during a nationwide English examination. 321,000 examinees at 602 examination centres were affected. During a demonstration, 100 students were injured. Cf. Overland (2001:a45), quoted accorded to Eckstein (2003), p. 52f.

- ◆ System of checks and balances in examinations, marking and issuing report cards/certificates; computerisation of the examination system (administration, examination questions, administration of results);
- ◆ Consultancy services on documentation and reporting requirements;
- ◆ Consultancy services on the elaboration of a *code of conduct* for students and a list of possible sanctions;
- ◆ Coordination of sanctions imposed for inappropriate behaviour in the academic field between individual universities and at international level;

## 5. Overarching TC Approaches to Systems and Procedural Development, and to Institution Building

Within the scope of **systems development** we recommend that you start by establishing regulations to prevent corruption in the education system (e.g. absenteeism among teachers) and to impose the pertinent sanctions. You should promote the development of transparent (administrative) structures with clearly defined competencies and responsibilities as well as rational decision-making processes. Where the principle of subsidiarity can reasonably be applied, decentralisation<sup>22</sup> of the education authorities should be encouraged and authority delegated to the level closest to the matter being decided (e.g. schools decide about teachers' appointments). In order to prevent any "decentralisation of corruption", however, operational control mechanisms will be needed within the administration, at local parliament, legal and civil society levels, with clearly defined responsibilities and accountability mechanisms.<sup>23</sup> In the course of decentralisation, efforts must be made to focus the work of the Ministry of Education on key functions. This should go hand in hand with moves to scale down the administration within the ministry and give the lower-level school authorities adequate staffing levels and sufficiently well qualified staff. It can be a good idea to privatise or *outsource* certain services, such as the maintenance of school buildings, preparation of school meals, school transport systems, etc. since this opens up the opportunity to decide and thus to remove a corrupt supplier. The competition this opens up among private service providers also encourages them to be more customer-oriented and more efficient. To ensure that the privatisation of services does not open the door to new corruption, the procedure and policies behind the privatisation procedure must be carefully devised and rendered "water-tight" in this regard<sup>24</sup>

It might be necessary to provide advice on legal or procedural reforms or to support training on how to protect those who, in good faith, report cases of corruption inside their organisation in the education system. The best way to do this is to keep the identity of the

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<sup>22</sup> On reform trends in administrations and the civil service cf. <http://www1.worldbank.org/publicsector/civilservice/designimplementing.htm>.

<sup>23</sup> Cf. GTZ Practical Guide to "Verwaltungsreform auf nationaler und kommunaler Ebene". IIEP is planning a state of the art paper on decentralisation in the education system within the scope of the project *Ethics and Corruption in Education*.

<sup>24</sup> Cf. GTZ Practical Guide to "Avoiding/Containing Corruption in Privatisation".

“whistleblower” and the content of the disclosure confidential for as long as possible. The law should also contain rules providing for compensation or reinstatement in case whistleblowers suffer victimization or retaliation for disclosing the information.<sup>25</sup>

**Procedural development** should start by establishing simplified, uniform, transparent administrative procedures within the Ministry of Education, in the downstream education authorities and in the schools themselves. The introduction of an *Education Management Information System* can be a good control mechanism to fight corruption (see box below).

#### **Good Practice: Education Management Information System**

The introduction of an *Education Management Information System* (EMIS) can be a good control mechanism to prevent corruption. It helps bring together information at school level, for instance student and class numbers, subject taught by teachers etc. which can ensure an efficient allocation of duties and raise transparency in human resources management. Phenomena such as “ghost teachers” or allocation of tasks on the basis of personal relations etc. can thus be counteracted. In **Gambia**, the introduction of an EMIS helped reduce unjustified preferential treatment of some teachers in the allocation of teaching commitments.<sup>26</sup>

To guarantee the quality and quantity of education provided by private educational establishments, the number of which is rising rapidly in developing countries too, you should provide advice on how to establish an accreditation board subject to internal and external controls. This board then lays down the standards for private education establishments and monitors compliance.

In **institution building**, we recommend consultancy services on the development of a *code of conduct*<sup>27</sup> and on the consistent application and enforcement of this. Support should also be given to training measures to build capacities to supervise and control administrative operations in school authorities and in schools as well as pedagogical operations in instruction. Finally, the development of target-group-appropriate PR work should be promoted (publication of laws, budget plans, advertised vacancies, appointments, promotions, *codes of conduct*, examinations, examination results, reform projects, school activities, specific information on corruption and the prevention thereof) with the participation of relevant actors.

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<sup>25</sup> Cf. UNODC (United Nations Office on Drugs and Crime): *Anti-Corruption Toolkit*, 2<sup>nd</sup> Edition, 2004 (Ch. 6: Anti-Corruption Legislation).

<sup>26</sup> Cf. Chapman (2002).

<sup>27</sup> Cf. the *Declaration on Professional Ethics* drawn up at the *Third World Congress of Education International* in Jomtien in 2001. The IIEP has commissioned a study that documents the factors that determine the behaviour of teachers and other employees in primary and secondary schools in 8-10 countries. This is to incorporate *codes of conduct/codes of practice*. Cf. also the TI Reader on Codes of Conduct (1999):

[http://admin.corisweb.org/files/TI-Library1999Codes\\_Conducts\\_AN\\_ES1072721493.rtf](http://admin.corisweb.org/files/TI-Library1999Codes_Conducts_AN_ES1072721493.rtf);  
TI Sourcebook (2000), Chapter 20: Public Service Ethics, Monitoring Assets and Integrity Testing: <http://www.transparency.org/sourcebook/20.html>.

### **Analytical Instruments to Identify Corruption in the Education System**

The use of instruments which identify and uncover corrupt practices can have a preventive impact in itself - by mobilising stakeholders and raising their awareness of the issue of corruption. Instruments of this sort also help us to record and understand the actual costs of corruption. Finally, the use of certain instruments can help us identify best practices and encourage a consensus on necessary reforms.

### **Public Expenditure Tracking Surveys (PETS)**

The aim of PETS<sup>28</sup>, first introduced by the World Bank, is to track the flows of cash from central-level authorities to lower-level institutions, and to ascertain which part of the cash flow has been "lost" on the way to the recipient. Central and lower level authorities as well as the education establishments themselves, use PETS to record financial information, and then to evaluate this information. The PETS conducted in Uganda in 1996 was triggered by the fact that although education spending had risen, the rate of enrolment had not. The PETS revealed that in 1991 only 13 % of the non-salary-related funds for schools actually reached the recipient. In 1995 the figure was only 22 %. The majority of schools had received no cash at all. The government then began to publish the amount of money transferred in the press and in radio broadcasts. It also insisted that this information be published in the schools and at district level. A re-run of the survey in 2000 indicated that schools had received 90 % of the funds actually allocated.<sup>29</sup> (PETS have also been conducted in the education systems of Peru,<sup>30</sup> Zambia, Ghana and Tanzania.) In Honduras and Uganda, the number of "ghost teachers" was also identified with the help of the PETS. In 1993, 30 % of the teachers on Uganda's payroll did not actually work. In Honduras the figure was 5 % in 2000 (and 14 % in primary schools).

Tailored to the specific local circumstances, PETS can identify negative incentives for corruption and can spotlight interaction or interfaces responsible for these incentives. PETS do, however, have two weaknesses. Since the survey is conducted by government agents it is not guaranteed to be free of data manipulation, and the end users (citizens) are not involved in the analyses.

<sup>28</sup> Cf. Reinikka/ Svensson (2003).

<sup>29</sup> Cf. Reinikka/ Svensson (2003).

<sup>30</sup> In Peru the survey was conducted in 2002. Cf. <http://www.worldbank.org/research/projects/publicspending/tools/newtools.htm#Peru>.

### Report Cards Surveys

A *Report Cards Survey* is considered a simple and extremely flexible instrument, which can generally be used by civil society organisations. With the help of representative surveys, the end-users of the services (citizens) are asked to report their concrete experience in dealings with state service provision and with corruption encountered in this context. The results can be made public with the help of the media and in this way the awareness of the population honed and the people mobilised. TI Bangladesh used this instrument when a "textbook crisis" unfolded in the country's secondary schools in 2001, since the printer who had been contracted to produce the books (without competitive tendering) was unable to deliver the books on time.

With the help of a *Report Cards Survey*, at 53 schools in 21 districts, the TI Bangladesh ascertained that 72% of school directors were forced to use old or obsolescent books, 60% of school directors surveyed had discovered substantial errors in the new textbooks, and 68% of teachers interviewed were unable to hold the planned examinations on schedule.<sup>31</sup> Of the students surveyed, 98% stated that they were unable to purchase all the new books, since they were unavailable. In response to the publication of these results, the education authorities blacklisted the company involved.<sup>32</sup>

### Quantitative Service Delivery Surveys (QSDS)

*Quantitative Service Delivery Surveys* focus on public service providers and on factors that affect the quality of the services provided. When used in conjunction with PETS, the *QSDS* document the features of (state and non-state, private- and public-sector) service providers, and identify problems between the individual points involved in cash flows and at the place of provision of services (inputs, outputs and quality).<sup>33</sup> The *QSDS* conducted in the education system in Papua New Guinea aimed to answer two questions: 1. What factors determine how effectively public funds flow through the administrative and financial system and finally reach teachers and schools? 2. Which factors determine how effectively these resources can be combined with other inputs at school level in order to achieve learning results? To this end, data from 220 primary schools at local level were taken from the nationwide statistics along with additional data on local features (rates of poverty and literacy) on the teachers on the payroll of each school and on the test results of students. The survey comprises guidelines and recommendations for the school director, the chairperson of the school supervisory council, fifth grade teachers and a parents' representative. Additional instruments cover district and provincial level, as well as national level. The analysis of results also incorporates the rates of absenteeism among teachers.<sup>34</sup>

<sup>31</sup> Cf. <http://www.ti-bangladesh.org/news/archive2.htm#15February2001>.

<sup>32</sup> GTZ is conducting training programmes intended to enable civil society organisations and affected citizens to conduct *Report Cards Surveys* (and budget analyses) in Salatiga, Indonesia within the scope of its project "Support for Good Governance in Indonesia".

### Social Audits

*Social Audits* such as those conducted, for instance by the organisation CIET (*Community Information, Empowerment and Transparency*) in the education sector aim to identify how resources destined for social purposes are in fact used, and in what way these resources could better be used. By identifying weaknesses in the system, *Social Audits* can boost responsibility. The formal linking of qualitative and quantitative data gathered at household, community, school, teacher and public service employee level, are intended to facilitate an assessment of the probability of success of corrective measures. By incorporating the views of end users of services, and involving the communities through formal mechanisms in the interpretation of the findings and in developing proposals, *Social Audits* strengthen the "voice" of the community. One *Social Audit* carried out in Pakistan within the scope of UNICEF/UNDP initiative *Community Voice in Planning* on the gender gap in primary schools revealed that the low rate of female enrolment (47%) was partly due to the fact that illegal fees were charged for their enrolment and instruction, which parents could not afford, or teachers asked girls to work for them in their houses.<sup>35</sup>

## 6. Approaches and Measures to Promote the Participation of Parents/Teachers/ Citizens and Civil Society Organisations in Reforms of the Education System<sup>36</sup>

In the course of decentralisation of the education system, it is a good idea to involve in particular, parents, community members and civil society organisations at local level in school development.<sup>37</sup> The involvement of the beneficiaries in the management of schools generally leads to improvements in the range of education offered and makes the school more attractive for students. When parents and/or civil society organisations assume monitoring functions or take on decision-making authority (pertaining to the appointment of teachers, extensions of teachers' contracts, the administration of funds, etc.), they increase their negotiating power. At the same time there is an increase in transparency and accountability, and opportunities of uncovering corrupt practices are enhanced. Civil society organisations can do much in the education sector to sensitise the education sector itself and a wider audience to the phenomenon of corruption in the education

<sup>33</sup> Cf. [http://econ.worldbank.org/programs/public\\_services/topic/tools/](http://econ.worldbank.org/programs/public_services/topic/tools/) and Dehn et al. (2003).

<sup>34</sup> The QSDS for Papua New Guinea will probably be published in March.

<sup>35</sup> Cf. [http://www.ciet.org/www/image/country/\\_pakistan-gendergap.html](http://www.ciet.org/www/image/country/_pakistan-gendergap.html).

<sup>36</sup> Cf. the GTZ product: community school management. For experience with community participation in school development see Uermura (1999). For participation of civil society and bottom-up approaches see <http://www1.worldbank.org/publicsector/anticorrupt/civilsociety.htm> and <http://www1.worldbank.org/publicsector/civilservice/innovative.htm>.

<sup>37</sup> A distinction is made between passive and active participation. Passive participation is deemed to be involvement in terms of using a service, such as enrolling a child at school, making a financial or physical contribution or working, attending a parents' evening, passive acceptance of decisions made by others, acceptance of advice on a certain subject. Active participation is deemed to be involvement in providing a service, involvement as an implementor with delegated authority and involvement in decision-making at each stage, including the involvement in identification of problems, in determining feasibility of planning, in realisation and in evaluation. Cf. Schaeffer (1994).

system. They also help disadvantaged groups to understand their rights and to demand these vis à vis the administration/government. Finally, they can support the development of action plans and monitor implementation of these plans. Whether or not, or to what extent it proves possible to involve parents and community members in the prevention and control of corrupt practices in the education sector, depends largely on the benefits as compared to the possible "costs" entailed by a commitment of this sort. This also applies to cooperation with teachers' trade unions. In some countries, in particular in Latin America, reforms that aim to involve parents, increase the autonomy of schools and modify the training, selection and remuneration of teachers have proved to be political dynamite. One reason was the teachers' trade unions, which are generally organised on a central basis. They rejected almost all reform moves.

**Drop in Teacher Absenteeism and Rise in Enrolment Rates through  
Community Involvement in School Management in El Salvador: *Educación  
con Participación de la Comunidad (EDUCO)***

In El Salvador, the Ministry of Education enters into one-year agreements with community associations (*ACE Asociaciones Comunales de Educación*), in which primarily elected parents of students are represented. These agreements can be extended at the end of the year and lay down rights, obligations and financial transfers. The *ACE*, which receives the money directly from the Ministry selects the teachers in its schools, accords them one-year contracts, monitors teaching staff and decides whether or not to extend their contract. In 2001, 41 % of all students in rural (poor) areas attended EDUCO schools. Rates of absence from work among teachers, at 1.2 days per month are down on the previous 1.4 days. Rates of enrolment have risen, particularly in rural areas.<sup>38</sup>

**To anchor participatory procedures in the schools system, the following steps are recommended:**

- ◆ Analysis of the status quo at local level (situation in the school, capacity of parents/teaching staff, other community members);
- ◆ Analysis of possible forms of participation;
- ◆ Identification of stakeholders and assessment of their skills;
- ◆ Process moderation, including conflict management, to develop, introduce, practice, evaluate and mainstream instruments to institutionalise participation and ensure the systematic exchange of information. The specific cultural factors must always be taken into account;
- ◆ Multi-level approach and knowledge management: regional and central levels should be involved to promote *good practices* and disseminate these nationwide.<sup>39</sup>

<sup>38</sup> Cf. World Development Report 2004 (2003); Cf. also <http://www.worldbank.org/participation/web/webfiles/eseducation.htm> and <http://www.mined.gob.sv>.

<sup>39</sup> Cf. also the GTZ product: *Bürgerbeteiligung an lokalen Entscheidungs- und Implementierungsprozessen*, (citizen involvement in local decision-making and implementation processes) <http://intranet.gtz.de/produkte>.

**On the basis of the analysis of the status quo, the following measures are recommended:**

- ◆ Consultancy services to involve the community/citizens/parents in the school management;
- ◆ Training of strategic actors and groups. In order to render parent participation effective, they generally require training to familiarise them with their rights as parents and as citizens;
- ◆ Promotion of networking among parents' associations (PTAs).

Civil society organisations specialising in fighting corruption, are increasingly moving away from a confrontational approach to an approach based on cooperation with those involved. Parallel to this, a trend is emerging to focus work on certain fields or sectors.<sup>40</sup> When selecting the NGOs that are potential partners, the following should be borne in mind: The organisation a) should be close to the target group, b) should be democratically structured, c) should have transparent financial structures and control mechanisms, d) should have experience in the education sector and in cooperation with state bodies and relevant organisations, and in dealing with the media. It should also be ascertained whether or not the organisation pursues (party-political, religious, etc.) interests, which could lead to conflicts.

Civil society organisations can do much in the education sector to raise awareness within the education sector itself and among a wider audience of the phenomenon of corruption in the education system.<sup>41</sup> Moreover, they can introduce disadvantaged groups to their rights, help them voice their interests and have these accepted by the administration/government. They can also help uncover corrupt practices by gathering data, performing analyses, etc. and can perform monitoring work. Finally, they can help develop action plans and monitor the implementation of these plans, as well as offering information events and upgrading for students, teachers, parents and civil servants.

#### **Good Practice: Forum for Fairness in Education**

The NGO *Forum for Fairness in Education* based in Mumbai, India, is taking a legal approach to tackling irregularities in the education system of Maharashtra. It has, for instance, managed to force the *India Cultural League College, Vashi* (Navi Mumbai) to return 29,450,000 rupees, received as a "donation" from students to ensure their admission to the college. It also managed to obtain a court verdict requiring PTAs to be established in all schools in Maharashtra, and giving them the right to determine the management of the school in selected areas.<sup>42</sup>

<sup>41</sup> Cf. GTZ Practical Guide to "Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene"

<sup>41</sup> Cf. OECD/DAC (2003), p. 34f.

<sup>42</sup> Cf. <http://www.mustformums.com/education/abouttheforum.php3>.

### III. Special Topic: Anti-Corruption Education in the Formal Education System<sup>43</sup>

As already mentioned in the introduction, the topic of "corruption and education" can be viewed from two different points of view. The main focus of this paper is sectoral *Anticorruption Mainstreaming*, and thus to contribute to the goal of *integrity within the education system itself*. On the other side, anti-corruption can also form a *content* of educational measures, and anti-corruption education can serve as an awareness-building instrument. As this remains an important dimension in the international discourse, which is often mentioned in the same breath, it is chosen as a special topic for this paper.

Initiatives to date in the field of anti-corruption education have all been launched as part of ongoing anti-corruption programmes. There has been no attempt yet to launch a suprasectoral anti-corruption campaign using anti-corruption education in schools as a springboard.

It is difficult to introduce children and adolescents to the issue of corruption and the need to fight it, if the immediate environment in which they are learning is itself corrupt. We thus recommend that you take an integrated approach, starting with pre- and in-service teacher training and involving the education authorities and parents' representatives. Corruption should be dealt with in the wider context, e.g. within the scope of the question of "democratisation of schools and universities" or in conjunction with human rights issues, to prevent corruption control programmes being prematurely rejected.

There is generally no question of introducing corruption control as a school subject.<sup>44</sup> Most school and university curricula are already overloaded. It is a major challenge to find time

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<sup>43</sup> In the non-formal sector a number of anti-corruption education initiatives exist, with various target groups. The World Bank offers nine course modules relating to corruption with the framework of its *Youth and Good Government* programme which addresses young people: <http://www.worldbank.org/wbi/governance/youth/resources.html>; Cf. also the youth page of the World Bank on the issue of corruption <http://www.worldbank.org/html/schools/issues/corrupt.htm>.

In the course of its "00corrupcion" campaign, Mexico has set up an internet website where children are encouraged to become "00corrupcion" agents through games and practice-based exercises, and are encouraged to work for transparency and integrity: <http://www.00corrupcion.gob.mx/>; parents are informed about "values education": <http://www.00corrupcion.gob.mx/papas/index.html>; and teachers are given ideas for their lessons: <http://www.00corrupcion.gob.mx/maestros/index.html>. The Chinese website *Teensland* of the Hong Kong-based IACC also addresses young surfers: <http://www.icac.org.hk/teensland/default.asp>.

The *Youth Network against Corruption* (YNAC), which meets regularly within the framework of the *International Anti-Corruption Conference* (IACC) offers a moderated internet forum for young people: <http://www.ynac.org> and a collection of texts which provide ideas as to what young people can do to overcome corruption, as well as a collection of links, lesson modules for comic production within the framework of an anti-corruption comic workshop: [http://www.transparency.org/toolkits/2001/ar-ed\\_comics.html](http://www.transparency.org/toolkits/2001/ar-ed_comics.html); Cf. also: "Anti-Corruption Comics": <http://www.worldcomics.fi/accmx>.

<sup>44</sup> One exception is Slovakia where efforts are being made to introduce corruption control as a separate subject in secondary schools. Cf. <http://www.transparency.sk>.

for anti-corruption education within the framework of existing subjects<sup>45</sup>. And in many places there are no financial and physical resources that would permit the introduction of anti-corruption education.

In most countries the target groups comprise students at secondary schools<sup>46</sup> and university and college students.<sup>47</sup> To date very few countries have tried to introduce the topic at primary level.<sup>48</sup>

The subject matter covered by the instruction units used refer both to corruption in the education sector<sup>49</sup> and to other sectors and/or to corruption in general.<sup>50</sup>

No studies have yet been made of the impacts of anti-corruption education in schools and/or universities.

**Presupposing that a needs analysis has been conducted and that the actors involved have the political will to proceed, the following measures are recommended:**

- ◆ Consultancy services on the introduction of modules on corruption prevention and anti-corruption education within the scope of pre- and in-service teacher training;
- ◆ Support for *train-the-trainer* seminars;
- ◆ Consultancy services on the introduction of anti-corruption education within the framework of existing subjects;

<sup>45</sup> Seven modules on the issue of corruption that can be integrated into existing curricula (philosophy, democracy, human rights) can be found in Keen (no year given).

<sup>46</sup> Morocco, Italy, Slovakia, Peru. The *Community Relations Department* of the *Independent Commission Against Corruption* (ICAC) set up in Hong Kong in 1974, with a staff of some 100, has a "moral education programme", which addresses primary, secondary and university students. Its aim is that in future corruption control will be less dependent on external controls, but can rely on the self-discipline and motivation of individuals: <http://www.icac.org.hk/eng/main/index.html>. The IACC, set up in 1973, is not obliged to comply with regular legal procedures. Cf. Chui (no year given).

<sup>47</sup> e.g. in Slovakia, cf. <http://www.transparency.sk/> and in Hong Kong. TI-Kazakhstan offers a course elaborated with the support of USAID "Educational Anti-corruption Programme" for university students: [http://www.transparencykazakhstan.org/english/projects/anticor\\_ed\\_prog.html](http://www.transparencykazakhstan.org/english/projects/anticor_ed_prog.html). The *Australian National University* offers a course on "Corruption" for post-graduate students [http://www.cdi.anu.edu.au/asia\\_pacific/Pacific\\_Corruption\\_Anti-Corruption\\_Sept03.htm](http://www.cdi.anu.edu.au/asia_pacific/Pacific_Corruption_Anti-Corruption_Sept03.htm). The Bulgarian NGO *Coalition 2000* is planning an English translation of its *Anti-Corruption Manual* for universities: [http://www.anticorruption.bg/eng/publications\\_other.htm#acamnew](http://www.anticorruption.bg/eng/publications_other.htm#acamnew). The *Far Eastern State Academy of Economic and Management* is planning to develop a university course for future government employees and current civil service employees on the topic of corruption control: <http://www.eurasia.msk.ru/english/programms.corruption.htm>.

<sup>48</sup> e.g. in Morocco. Pakistan and Australia too have approaches to introducing anti-corruption education at primary level. TI Pakistan has conducted a three-month project at 400 state schools in cooperation with the *Sindh Provincial Ministry of Education*, which addressed 400 teachers and 20,000 students aged between 6 and 16, and intended to educate them about corruption: <http://www.transparency.org.pk/prog/plannedprograms.htm#education>.

<sup>49</sup> e.g. in Morocco.

<sup>50</sup> e.g. in Peru, Slovakia, Italy, Ethiopia.

- ◆ Consultancy services on cooperation with NGOs with experience in the field of anti-corruption education;
- ◆ Consultancy services on the use of existing teaching and instruction materials and on the elaboration of new pedagogical materials and the use thereof;
- ◆ Support for the elaboration of a *code of conduct* for students and teaching staff;
- ◆ Promotion of an exchange of experience between schools and universities in the field of anti-corruption education.

## Annex I: Examples of Impact Indicators – Anti-Corruption Measures in the Education Sector<sup>51</sup>

| Topic Context   | Possible Indicators   | Additional Considerations   |
|---|---|---|
| <p><b>Personnel administration in the education system</b></p> <p>Increasing integrity within the personnel administration allows employees to perform their work more efficiently and effectively.</p> | <p><b>Main Indicators:</b></p> <p>Drop in the number of cases of corruption uncovered but unpunished from x in base year yyyy to y.</p> <p>Drop in the number of cases of corruption uncovered per annum of at least x as compared to the peak level/the level in base year yyyy. (ascertained through systematic audits to control corruption in personnel administration and management)</p> <p><b>Other Indicators:</b></p> <p>Rise in the number of corrections required by a commission to prevent corruption from .... corrections to ..... corrections per annum.</p> <p>Rise in the percentage of all corrections required that are actually put into practice (including sanctions imposed) from ... % to a minimum of ... % per annum (ascertained through audits).</p> <p>Surveys conducted among teaching staff and education authority employees confirm that .... % of those interviewed consider recruitment, appointment and promotion practices within their authority to be based more on qualifications and performance than was the case prior to the reforms.</p> <p>The percentage of all teachers accounted for by "ghost teachers" has dropped from ... % in base year yyyy to ... % (ascertained by checking attendance lists in schools).</p> | <p>Also recommended: additional studies, e.g. in-depth interviews to ascertain how plausible the link to the project appears.</p> |

<sup>51</sup> In each concrete case, actual and target figures must be inserted. When drawing up impact indicators see the BMZ-GTZ *Handreichung zur Bearbeitung von AURA-Angeboten* dated September 2003.

| Topic<br>Context   | Possible Indicators  | Additional<br>Considerations  |
|--|--|---|
| <p><b>Procurement/Public orders in the education system</b><sup>52</sup></p> <p>Public orders should be placed in line with objectively verifiable needs. The efficiency, transparency and fairness of the tendering procedure should be raised and monitoring stepped up to ensure that contractual obligations are met (several direct benefits).</p> <p>To this end a Central Tender Board should be set up (input). This body, the central watchdog for procurement, and groups of parents and students play various parts in achieving better practices (utilisation).</p> <p>The parents/ students should be enabled to exercise their legitimate rights in terms of access to administrative information (here about the procurement system in the education system) (utilisation).</p> | <p><b>Main Indicators:</b></p> <p>Rise in the number of contracts worth a minimum of x [monetary value] which are in line with international procedural standards, from y in base year yyyy to z.</p> <p>Rise in the number of systematic controls performed by the supervisory body in the field of procurements from x in base year yyyy to y.</p> <p>Drop in the number of cases of corruption uncovered after orders have been placed of a minimum of x per annum as compared to the peak level/ the level in base year yyyy.</p> <p><b>Other Indicators:</b></p> <p>Increase in the number of public hearings</p> <ul style="list-style-type: none"> <li>◆ during the project selection phase /</li> <li>◆ when decisions are being made on awarding contracts /</li> <li>◆ to discuss inspectors' reports,</li> </ul> <p>(with subsequent reports in relevant daily newspapers),</p> <p>from x per annum in base year yyyy to a minimum of y per annum.</p> <p>Drop in the number of complaints received by the supervisory body responsible for procurement regarding alleged corruption in the placement of orders to x per annum as compared to base year yyyy/ the peak values so far recorded.</p> <p>(Regular) surveys of companies that tendered and failed to win a contract indicate that a minimum of x % of those surveyed consider the order-placing procedures to be transparent and fair.</p> <p>Internal audits indicate an improvement in the quality of work performed (measured in terms of quality standards) while costs are lower (first year depending on available comparative data).</p> | <p>Another option would be to quantify the percentage of all orders conducted in line with international standards. This is likely to be more complex and time-consuming, however.</p> <p>Also recommended: additional studies, e.g. in-depth interviews to ascertain how plausible the link to the project appears.</p> <p>see above</p> <p>Trends will emerge from regular surveys (panel surveys).</p> <p>This "indicator" is only mentioned here as an idea. It must be tailored to the specific situation and to the AURA criteria pertaining to indicators.</p> |

<sup>52</sup> Cf. GTZ Practical Guide to "Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene".

| Topic<br>Context   | Possible Indicators   | Additional<br>Considerations   |
|--|---|--|
| <p><b>Financial System in the Education Sector</b></p> <p>The project supports/advises monitoring and procurement units in the education sector, as well as NGOs, particularly teachers' and parents' groups (input).</p> <p>NGOs improve control over job allocation and use of funds through participatory impact monitoring of state activities in the education sector (utilisation).</p> <p>Parents/teachers/students can exercise their legitimate rights in terms of access to information about budget allocations and the designated use of these funds at local level (utilisation).</p> <p>Monitoring of the use of state funds in the education sector is improved (first direct benefit).</p> <p>Vacancies, human resources and funds are made available to schools/universities as planned and in line with the quality standards laid down (second direct benefit).</p> <p>The quality of instruction is improved (indirect benefit).</p> | <p><b>Main Indicators:</b></p> <p>Audits conducted by external/internal control bodies indicate a drop in the number of cases of corruption uncovered from x per annum in base year yyyy to y per annum.</p> <p>Rise in the number of corrections pertaining to corruption required by the Ministry of Education from x in base year yyyy to y.</p> <p>Rise in the number of corrective measures implemented from x in base year yyyy to y.</p> <p><b>Other Indicators:</b></p> <p>Rise in the number of systematic audits</p> <ul style="list-style-type: none"> <li>◆ performed by the internal audit unit of the local education authorities</li> <li>◆ performed by civil society groups trained for the task (e.g. parents/teachers)</li> </ul> <p>to prevent "leaks" in funding flows between the Ministry of Education and the schools and universities from x per annum in base year yyyy to y per annum.</p> <p>Rise in the number of public announcements in schools and universities giving relevant and correct information about job schedules, budgets and use of budget funds from x in base year yyyy to y.</p> <p>Drop in the number of complaints about job and fund allocation or the use of funds from x per annum in base year yyyy to y.</p> <p>A survey of teachers, parents and students indicates that a minimum of ...% of those interviewed feel that the performance of the education authorities has improved (e.g. equipment provided, textbooks, meals).</p> | <p>Another option would be to take the change in the percentage of all audits accounted for by systematic audits.</p> <p>The survey ought to be conducted among teachers/students who were recipients of services both before and after the introduction of systematic audits.</p> |
| <p><b>Certification of Examination Results</b></p> <p>The certification of examination results is performance-based.</p>   | <p>Drop in the number of cases of corruption uncovered from x per annum in base year yyyy /from the peak to y per annum (control examinations).</p>   | <p>Also recommended: additional studies, e.g. in-depth interviews to ascertain how plausible the link to the project appears.</p>  |

| Topic<br>Context   | Possible Indicators   | Additional<br>Considerations   |
|--|---|--|
| <p><b>Access to and Right to Remain in Educational Institutions</b></p> <p>The access to and right to remain in educational establishments is based on appropriate learning achievements.</p>  | <p>Regular controls of admission examinations and examinations to decide on admission to the next grade/year performed by external inspectors indicate that procedures laid down in the examination ordinance are complied with to a greater extent, rising from .... % of cases checked in base year yyyy to ... % of cases checked.</p> <p>The results of control examinations confirm the results of the original examination in .... of ..... cases.</p> <p>Repeated surveys of parents indicate that as compared to ... % of those surveys in base year yyyy, .... % now state that they have paid no unofficial fees for admission to schools or universities or to have their children enter the next grade/year.</p>  | <p>see above</p> <p>Surveys on such sensitive topics must be very carefully designed to ensure that findings are viable.</p>   |
| <p><b>Involving parents, community, NGOs in school management</b></p> <p>The school administration works constructively with parents and local civil society stakeholders to improve school development (direct benefit).</p> <p>To this end, further-reaching high quality participation and control mechanisms will be introduced for the relevant groups under school law; these should be developed with the latter and the school management (inputs).</p> <p>Parents/ communities make use of the local-level opportunities to participate, and play a constructive part in the public control of state activities (utilisation of the inputs).</p> <p>In this way, parents/communities help ensure that</p> | <p><b>Main Indicators:</b></p> <p>Increase in the number of officially established parent-teacher associations at schools (on the basis of new school legislation) from x ( .. % of all schools) in base year yyyy to y (.. % of all schools).</p> <p>Increase in the number of joint management committees in schools (with their own statutes and the formal delegation of planning rights and resources available) from x (... % of all schools) in base year yyyy to y (... % of all schools).</p> <p>Increase in the number of management committee proposals, the costs for which are subsidised/covered by funds from middle/central level of the education authorities, from x cases per annum / from [monetary value] xxx per annum in base year yyyy to y cases per annum / [monetary value] xxx per annum.</p> <p><b>Other Indicators:</b></p> <p>Drop in the number of cases of corruption in the areas more thoroughly controlled thanks to participation (e.g. budget) to x per annum as compared to the peak level/ the level in base year yyyy.</p> | <p>Relatively simple to obtain the information, although these figures in themselves say comparatively little about improvements.</p> <p>There need not be a direct link between participation and the drop in the number of cases of corruption</p> |

| Topic Context  | Possible Indicators  | Additional Considerations  |
|--|--|--|
| <p>the range of education on offer, access to that education on the part of the poor, and the quality of the education on offer are enhanced (indirect benefit).</p> | <p>Drop in the number of the days of absence from work on the part of teachers from x (= ... % of all person-working-days) in base year yyyy to y (= ... % of all person-working days) per annum (ascertained by checking attendance lists).</p> <p>A representative survey (of households with an income of less than [sum per capita per annum] indicates that</p> <ul style="list-style-type: none"> <li>◆ ...% of those interviewed are aware of the participation opportunities open to them</li> <li>◆ that they believe that the quality of education available has improved</li> <li>◆ that it has become easier for the poor to gain access to education.</li> </ul> <p>Increase in the percentage of children of poor parents enrolled in schools (annual income under [sum per annum] /in the percentage of all children enrolled accounted for by girls from ... % in base year yyyy to .... % (figures taken from school statistics).</p> | <p>uncovered.</p> <p>This and the following indicators can, under certain circumstances describe the indirect benefit from case to case.</p> |

## Annex II: Resources

### Corruption in the Education System on the Internet:

**IIEB/UNESCO:** <http://www.unesco.org/iiep/eng/focus/etico/etico1.html>

IIEB website with database (publications, projects, *policies*) and a list of links

**CORIS:** (Corruption Online Research and Information System, operated by Transparency International) with the special page "Education":

<http://www.corisweb.org/article/archive/286/>

A list of TI Chapters with anti-corruption activities in the education sector (anti-corruption education) can be found under:

<http://www.corisweb.org/article/articlestatic/303/1/286/>

U4: topic page "Education" of the Anti-Corruption Resource Centre of the Utstein Group:

<http://www.u4.no/document/education/main.cfm>

An overview of the studies on corruption in the education sector can be found at:

<http://www.u4.no/document/education/reports.cfm>

### Literature:

#### BMZ

Position Paper: Korruptionsbekämpfung in der deutschen Entwicklungszusammenarbeit, Bonn 2002.

[online] <http://www.bmz.de/infotek/fachinformationen/spezial/spezial045/index.html>

Entwicklungszusammenarbeit in der Grundbildung, published for the World Education Forum in Dakar, 26-28 April 2000. (=BMZ-Spezial Nr. 11)

BMZ strategies, Förderung der Grundbildung in Entwicklungsländern, sector strategy (=Aktuell, Nr. 106/August '99- Februar 1992 edition)

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#### GTZ

Basic Texts published by the Activity Area Education

Bergmann, Herbert: The Links Between Education and Corruption, GTZ AF4316, Manuscript, 2001.

Fachliche Leitlinie Grundbildung, manuscript, 2002.

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Stichworte zur Strategie im Hochschulsektor für die GTZ, 2003.

GTZ product "community involvement in school management".

Selected Practical Guides published by the Sector Project Development and Testing of Strategies and Instruments for the Prevention of Corruption

Korruptionsprävention als Querschnittsaufgabe (*Anticorruption Mainstreaming*) (=Chapeau-Paper), 2004.

Korruptionsprävention in der öffentlichen Verwaltung auf nationaler und kommunaler Ebene, 2004.

Korruptionsprävention in Recht und Justiz, 2004.

Avoiding Corruption in Privatisation, 2004.

Korruption und Gender, 2004.

Korruptionsprävention im Bereich Öffentliche Finanzen, 2004.

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Bray, Mark: Adverse effects of private supplementary tutoring. Dimensions, implications and government responses.

UNESCO, International Institute for Educational Planning, Paris 2003.

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Prepared by MSI, sponsored by USAID, DCHA/DG, 2002.

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### **Training Courses/Workshops/Lesson Modules:**

Independent Commission Against Corruption, Australia:

Target group: Public sector agencies

<http://www.icac.nsw.gov.au/index.cfm?objectId=68688617-D0B7-4CD6-F98782A3F0499235>  
(incl. "Fact Finding. An Inquiry Workshop", "Building your agencies corruption resistance")

Manual for *Facilitators* of In-service Teacher Training: Standing Against Corruption is YOUR Choice - Strategies for Teachers: Facilitators Handbook, ed. Transparency International Papua New Guinea (TI-PNG), 2001

<http://www.transparencypng.org.pg/Resources/Email-%20Version%20of%20the%20Facilitators%20Handbook.pdf>

Manual for teachers (with practical exercises): Standing Against Corruption is YOUR Choice - Strategies for Teachers: Participant's Handbook

<http://www.transparencypng.org.pg/Resources/Email%20Version%20-%20Participants%20Handbook.pdf>

Anti-Corruption-Comics-Workshop:

[http://www.transparency.org/toolkits/2001/ar-ed\\_comics.html](http://www.transparency.org/toolkits/2001/ar-ed_comics.html)

Teaching modules for secondary level:

<http://www.hrea.org/pubs/keen2000.pdf>

For universities:

[http://www.transparencykazakhstan.org/english/projects/anticor\\_ed\\_prog.html](http://www.transparencykazakhstan.org/english/projects/anticor_ed_prog.html)

<http://www.eurasia.msk.ru/english/programms.corruption.htm>

## Standards and Model Legislation

APEC Government Procurement Expert Group, 1999: Non-binding principles on government procurement,

<http://www.apecsec.org.sg/loadall.htm?;>

[http://www.apecsec.org.sg/committee/gov\\_non\\_binding.html](http://www.apecsec.org.sg/committee/gov_non_binding.html)

ICC: Proposed Anti-Corruption Rules of Conduct for Corporations and corresponding Actions for Government, 1996:

[http://www.iccwbo.org/home/statements\\_rules/rules/1999/briberydoc99.asp](http://www.iccwbo.org/home/statements_rules/rules/1999/briberydoc99.asp)

Public Expenditure & Financial Accountability (PEFA): Overview of International Public Sector Standards in Accounting, Auditing and Internal Control, Washington 2003:

<http://www.pefa.org/Overview2003.doc>

TI: model and world-wide best practice: anti-corruption legislation and guidelines (including *Codes of Conduct*): TI Knowledge Centre: [http://www.transparency.org/knowl\\_intro.html](http://www.transparency.org/knowl_intro.html).

UNCITRAL (United Nations Commission on International Trade Law): Model Law on Procurement of Goods and Construction, 1993: <http://www.uncitral.org/english/yearbooks/yb-1993-e/yb-1993-index-e.htm>

UNODC (United Nations Office on Drugs and Crime): Anti-Corruption Toolkit, 2<sup>nd</sup> Edition, 2004 (Ch. 6: Anti-Corruption Legislation).

WTO: Government Procurement Agreement (GPA), 1994:

[http://www.wto.org/english/tratop\\_e/gproc\\_e/gp\\_gpa\\_e.htm](http://www.wto.org/english/tratop_e/gproc_e/gp_gpa_e.htm)

## **Instruments**

Questionnaire on weak points in public administrations (government, civil service, local government):

Asian Development Bank Guide Questions to Public Administrations:

[http://www.adb.org/Governance/gov\\_framework1.asp](http://www.adb.org/Governance/gov_framework1.asp)

World Bank Administrative and Civil Service Assessment Tool:

<http://www1.worldbank.org/publicsector/anticorrupt/toolkitacs3.doc>

## **Codes of Conduct:**

TI Reader on Codes of Conduct: A sample selection Transparency International, Louise Nyamu and Lene Møller Jensen (eds.) 1999

[http://admin.corisweb.org/files/TI-Library1999Codes\\_Conducts\\_AN\\_ES1072721493.rtf](http://admin.corisweb.org/files/TI-Library1999Codes_Conducts_AN_ES1072721493.rtf)

Advice for community leaders to boost resistance to corruption

[http://www.icac.nsw.gov.au/files/html/pub2\\_28q.htm](http://www.icac.nsw.gov.au/files/html/pub2_28q.htm)

On the Use of Report Cards

<http://www.worldbank.org/participation/web/webfiles/cepemcase9.htm>

## **Other Relevant Internet Addresses:**

The Ninth International Anti-Corruption Conference (IACC) 1999 in Durban, South Africa

[http://www.transparency.org/iacc/9th\\_iacc/index.html](http://www.transparency.org/iacc/9th_iacc/index.html)

Workshop on Community Involvement and Public Education

[http://www.transparency.org/iacc/9th\\_iacc/papers2.html#2ws9](http://www.transparency.org/iacc/9th_iacc/papers2.html#2ws9)

The Tenth International Anti-Corruption Conference (IACC) 2001 in Prague, Czech Republic

<http://www.10iacc.org/content.phtml?documents=100>

<http://www.10iacc.org/content.phtml?documents=112&wrks=33>

<http://www.10iacc.org/content.phtml?documents=112&wrks=34>

Jugendforum:

<http://www.10iacc.org/content.phtml?documents=300>

Workshop reports on corruption and education of the 11th International Anti-Corruption Conference (IACC) 2003, in Seoul, Korea

<http://www.11iacc.org/iacc/html/confer.html>

Workshop No. 8.5 "Strengthening values and morals in combating corruption: Role of education and religious faith"

[http://www.11iacc.org/iacc/html/confer\\_3\\_s8.html#a5](http://www.11iacc.org/iacc/html/confer_3_s8.html#a5)

[http://www.anticorruption.bg/eng/publications\\_other.htm#acamnew](http://www.anticorruption.bg/eng/publications_other.htm#acamnew)

<http://www.transparency.org.pk/prog/plannedprograms.htm#education>

<http://www.ti-bangladesh.org>

<http://www.transparency.sk/>

<http://www.worldcomics.fi/accmx/>  
<http://www.gtz.sfgg.or.id> (GTZ project in Indonesia)  
<http://www.gtzsfgg.or.id/csr/news.htm> (Basha Indonesian) Solok-Integrity Pact  
<http://www.icc-deutschland.de/icc/frame/1.3.html>  
<http://www.procurementwatch.org.ph/>  
<http://www1.worldbank.org/publicsector/anticorrupt/civilsociety.htm>  
<http://www1.worldbank.org/publicsector/civilservice/innovative.htm>  
<http://www1.worldbank.org/publicsector/civilservice/agency.htm>  
<http://www1.worldbank.org/publicsector/civilservice/PayEmpModels/intro.htm>  
[http://econ.worldbank.org/programs/public\\_services/topic/3107/?print=1](http://econ.worldbank.org/programs/public_services/topic/3107/?print=1)  
<http://www1.worldbank.org/publicsector/pe/peresources.htm>  
[http://econ.worldbank.org/programs/public\\_services/topic/tools/](http://econ.worldbank.org/programs/public_services/topic/tools/)  
[http://www.anticorruption.bg/eng/publications\\_other.htm#acamnew](http://www.anticorruption.bg/eng/publications_other.htm#acamnew)  
[http://www.ciet.org/www/image/country/\\_pakistan-gendergap.html](http://www.ciet.org/www/image/country/_pakistan-gendergap.html)  
<http://www.mustformums.com/education/abouttheforum.php3>

### **Anti-Corruption Agencies (with education programmes for schools/universities)**

Hong Kong: <http://www.icac.org.hk/eng/main/index.html>  
 Sierra Leone: <http://www.sierra-leone.org/accreport-chapter6.html>  
 Australia: <http://www.icac.nsw.gov.au/go/prevention-and-education>

### **Website for Children:**

<http://www.00corrupcion.gob.mx/> (Spanish)

### **Websites for Young People/Students:**

[http://www.11iacc.org/iacc/html/para\\_4.html](http://www.11iacc.org/iacc/html/para_4.html)  
<http://www.ynac.org> (English)  
<http://www.worldbank.org/html/schools/issues/corrupt.htm> (English)  
[http://www.11iacc.org/iacc/html/para\\_4.html](http://www.11iacc.org/iacc/html/para_4.html) (English)  
<http://www.icac.org.hk/teensland/default.asp> (Chinese)  
[http://www.transparencykazakhstan.org/english/projects/anticor\\_ed\\_prog.html](http://www.transparencykazakhstan.org/english/projects/anticor_ed_prog.html) (English)

### **Websites for Parents:**

<http://www.00corrupcion.gob.mx/papas/index.html> (Spanish)

**Websites for Teachers:**

<http://www.00corrupcion.gob.mx/maestros/index.html> (Spanish)

**Universities:**

<http://www.eurasia.msk.ru/english/programms.corruption.htm>



Deutsche Gesellschaft für  
Technische Zusammenarbeit (GTZ) GmbH

Dag-Hammarskjöld-Weg 1-5  
Postfach 51 80  
65726 Eschborn

Telefon: ++49 (0) 6196 79-0  
Telefax: ++49 (0) 6196 79-11 15  
Internet: <http://www.gtz.de>

