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Transparency and integrity planning

Addressing transparency and accountability can help reshape the educational planning agenda

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Ten years ago, the United Nations Convention against Corruption (UNCAC) was opened for signature (Merida, 9-11 December 2003). At the time, it was a major breakthrough, placing the issue of corruption on the international agenda. Since then, much has been done to identify the many forms of corruption that beset sectors such as education. They have been diagnosed and measured by means of Public Expenditure Tracking Surveys (PETS), Quantitative Service Delivery Surveys (QSDS), report cards and other tools, and strategies to tackle them are under way. But it is now time for educational planning to learn from experience and consider new policies required.

Basing the fight against corruption on the right to education

The impact of corrupt practices on the quantity, quality, and timeliness of services delivered is now well documented. A wide variety of studies (see IIEP publications on p. 16) highlight the adverse effects of fund leakage, ghost teachers, misallocation of scholarships, and university admissions bribing, etc., on opportunities for the poorest to gain access to education, benefit from good quality services, and progress through the system on the basis of merit. Another related initiative is the recent tracking survey conducted with the support of IIEP in Burkina Faso (see article on p. 8).

Their findings should stimulate further thought about how national and international legal provisions on the right to education can be used to support the fight against corruption.

Properly designed transparency and integrity planning

The concern for transparency and accountability should oblige planners to consider risks of corruption at each stage of planning, through diagnosis, the development of new norms and procedures, the design of new policies, management, monitoring and evaluation, and control.[1] In other words, they should plan for transparency and integrity, and also assess the possible risks of corruption associated with specific policies or measures.

This approach will hopefully be encouraged by the latest IIEP research on the risks associated with various "pro-poor" incentive models (universal versus targeted, student-focused versus school-focused, conditional versus unconditional, in-cash versus in-kind, top down versus community-based), the initial findings of which are discussed on pp. 4-5.

Reckoning with the behavioural factor

Corruption is not just a governance and management issue. It also has to do with human behaviour and the incentives that encourage people to act in a particular way. Planners thus need to pay more attention to the rules, but also to who makes and influences those rules, the incentives conducive to their implementation or otherwise, and the mechanisms available to control such incentives (see article on p. 12).

IIEP work on teacher codes of conduct, for example, shows that ways of developing and enforcing clear professional norms and standards, with or without the support of teachers, are of potentially even greater importance than the establishment of such codes in the first place (see pp. 6-7).

ICT to the rescue

Several illustrations of how new information and communications technology and social media can usefully support efforts to improve transparency and accountability were discussed at the 15th International Anti-Corruption Conference (Brasilia, November 2012). An IIEP-chaired panel on education considered some of their possible applications. Among them were the development of reliable and 'real time' information systems, improving the predictability of funds, the visual mapping of corrupt practices,

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involving youth organizations in data collection, and the establishment of citizen platforms (see p. 11).

Greater attention should be paid to opportunities for educational planners to expand and scale up such innovative approaches in the future.

This *IIEP Newsletter* will give readers an overview of the latest developments as regards corruption in education, as well as of the strategic orientations IIEP has adopted as a result. With contributions from the United Nations Development Programme, the U4 Anti-Corruption Resource Center and Transparency International as partners of IIEP, it also surveys major topics of discussion in efforts to curb corruption, emphasising the potential value of sectorial approaches in the fight to do so (see pp. 10–11). ∎

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[1] Hallak, J.; Poisson, M. 2007. *Corrupt Schools, Corrupt Universities: What can be done?* Paris: UNESCO Publishing.

editorial

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Ethics and trust: a key concern for IIEP's future strategy

After a period of relative calm, Tunisia is again in the headlines in the aftermath of the assassination of the opposition politician Chokri Balaid, on 6 February 2013.

The Tunisian revolution, which began in December 2010, sparked major changes which are still unfolding in the Arab region. A sense of euphoria prevailed in the country after the success of the revolution. Hence, the low turnout – only some 50% of eligible voters – in the first Tunisian constitutional elections in October 2011 puzzled the world. One would have expected much higher interest in registering for and voting in the first free elections after 24 years of autocratic rule. Analysis of the elections (which were well organized) indicated that electoral absenteeism was high among youth. This is a worrying phenomenon, as youth were the positive force which ignited and fuelled the revolutions in Tunisia and in other Arab countries, and their continuous engagement as citizens is essential for ensuring a better future for their societies. What has caused this apparent lack of interest?

This issue of our Newsletter addresses the important issue of ethics and corruption in education – a topic in which IIEP has significantly invested over the past decade. One of the articles rightly stresses the advantages of the sectoral approach to fighting corruption. However, as another article reminds us, "what happens in education is inevitably conditioned by what happens in other parts of the economic, social, and political system of a country". Corruption is a symptom of poor governance. Thus fighting corruption should not be separated from wider attempts to achieve good governance.

Studies in management and political science indicate that integrity and good governance do not only lead to a higher sense of accountability, improved performance, and better results within various sectors. They also lead to increased public trust in the political system and political parties, as well as to a higher level of interest and engagement among citizens in politics, social development, and in preserving and contributing to the national and international public good.

The issues of fighting corruption and realizing good governance and of engaging youth in social transformation and development are important ones which have gained prominence in the past few years, as they are increasingly understood as being critical to realizing the Millennium Development Goals. They are expected to remain priority concerns for senior policy-makers seeking evidence-based and expert advice in formulating their policies and in drawing up their sector plans. In order to be able to provide the best advice to policy-makers and development partners, IIEP will make sure to continue its work in these topics, as the Institute currently designs its next Medium-Term Strategy (2014-2021). ∎

In this issue

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Analysing pro-poor incentive policies in education

IIEP examined seven country case studies on pro-poor incentives through the lens of transparency and accountability in Africa, Asia, Latin America, and North America

Michelle Morais de Sá e Silva ▲ Coordinator-General of International Cooperation, Brazil's Secretariat of Human Rights Institute

The sense of urgency surrounding Education for All has compelled policy-makers and researchers to design innovative programmes that could contribute to making the right to education a reality for everyone. Based on the rationale that greater access and better quality might be achieved through the removal of barriers and the introduction of rewards, programmes of incentives have become an increasingly common practice in the education policy world. Although student incentives such as prizes, candies, and other sorts of awards are likely to be as old as the school bench, pro-poor incentive programmes have only recently become institutional policy.

The great variety in the nature and operation of incentive programmes has been the main source of motivation for the

2011-12 study coordinated by IIEP on the "transparency of targeting and management of pro-poor incentive programmes in education". The value of the study was that, since there had been no systematic comparisons between different kinds of incentive programmes, there was no evidence of what programmes worked best and in what contexts. Similarly, there had been no comparative analysis of how specific features might increase or hinder their levels of transparency and accountability.

Seven policies under the micro-scope

In order to understand better how education policy-makers can ensure greater transparency in the targeting and management of pro-poor incentives, the study looked at seven exemplary and interesting cases in Africa, Asia, Latin America, and North America.

This selection of country case studies was carried out in accordance with an array of criteria that included several variables liable to influence the degree of programme transparency and accountability. Among these variables were the following:
- *the focus of incentives*: student-focused or family- or school-focused;
- *selection of the programme population*: targeted or universal selection;
- *the granting of incentives*: conditional or unconditional incentives;
- *the nature of incentives*: cash-based or in-kind incentives;
- *the mode of implementation*: top-down or locally or community based;
- *funding*: public, private, and international;
- *the nature of programmes*: educational or poverty-reduction programmes.

On the basis of these variables, the study selected seven country cases that were analysed by a varied team of researchers: in Brazil, the National School Feeding Programme (PNAE); in Peru, the Juntos conditional cash transfer programme; in South Africa, the Quintile Ranking System; in Cambodia, the Scholarship Programme of the Cambodia Education Sector Support Project (CESSP); in India, the SSA school grants programme;

in the United States, the Opportunity NYC conditional cash transfer programme; and in Viet Nam, the Primary Education for Disadvantaged Children (PEDC) project.

Main findings

The study concluded that, if one were asked to identify the best incentive model for transparency and accountability, the answer would be that there are no models, but rather possible strategies dependent on each country context and national educational strengths and weaknesses, and therefore on the kind of incentive needed. Some designs (e.q. targeted, decentralized, in-kind programmes) may pose greater challenges to transparency and accountability than others. At the same time, those may be the most adequate designs for local needs, especially if there are budget constraints, a vast and varied territory, or demand for food at school.

More important than the incentive model adopted are the deliberate actions taken in order to face the existing risks to transparency and accountability. Robust evaluation frameworks, frequent and publicized reports, benchmarking, and channels for active community participation are among the various solutions available in the above cases to enhance programme transparency and accountability.

Not only is there a shared, universal desire that quality education should be available to all as soon as possible; there is also reason to believe that this goal should be achieved through fair, open, and correct policies. If this is not so, results may not materialize or incentives may finally produce distortions rather than positive change. Strong precautions to safeguard transparency and accountability should therefore always be in place, regardless of the incentives concerned or those at whom they are targeted. ∎

Note: *The methodology used in each case study followed standard procedures and interview questionnaires defined by IIEP. Researchers collected and analysed quantitative and qualitative data on their corresponding cases, which were the basis of chapters of a publication to be launched soon by IIEP. The detailed analysis of each case later allowed for a comprehensive comparison among them, which resulted in a synthesis chapter.*

The case study findings discussed at international level in Brazil

Rita Chatterjee - Joint Secretary, Ministry of Human Resource Development, India

An international workshop was organized by IIEP and hosted by the UNESCO Brasilia Office on 5-6 November 2012. By enabling the authors of the seven case studies to share their appraisals with senior decision-makers responsible for the projects examined, the workshop provided a first opportunity to discuss key findings from the research and consider their policy implications. Among the major conclusions of the debates were the following:

- *Allocation should be flexible to match school needs*: funds should be transferred in accordance with broad thematic requirements rather than expenditure on specific items. Furthermore, the basis for determining allocations should take account of school-specific characteristics. These decisions should be taken in consultation with school management committees in order to ensure accountability.

- *Fund flows should be predictable*: schools should be clearly informed about the timing of flows so that they can plan accordingly. A system of reward- and sanction-based incentives could be introduced to ensure that regional and local governments deliver funds to schools as scheduled. For example, authorities that fail to transfer funds on time could be penalized by having to pay schools interest commensurate with any delay.

- *Strong information systems are needed:* India's national portal is a good example of a macro database for tracking fund flows and expenditure nationwide. However, for optimal effectiveness it would have to be able to track finances in real time. With improved information technology systems around the world, this is easily achievable. Transparency boards are also a good example of how to ensure that crucial financial information is made publicly available.

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Implementing a teacher code of conduct

The Lao People's Democratic Republic takes an initial step on the path to enhancing the ethical practice of its teachers

Nantawan Hinds ▲ Programme Officer in the Asia and Pacific Programme of Education for All Unit, UNESCO Bangkok

If high-quality education for all is to be achieved, teachers need to be empowered as ethical practitioners. Besides possessing cognitive knowledge and teaching skills, they should also be expected to act conscientiously and exemplify the highest ethical standards. After parents, they are perhaps the most important moral educators that children have.

Teachers need to achieve high standards of ethical behaviour and professionalism in their relationships with students, parents, colleagues, other members of the school community, and society at large. To develop and maintain public trust and confidence in their integrity and professionalism, they need to provide high-quality services and conduct themselves in a manner which places the highest premium on human rights and dignity – this is at the heart of ethical practice.

Teacher ethical practice in the Lao PDR

The Lao People's Democratic Republic is committed to promoting the ethical practice of teachers, and its Teacher Education Action Plan 2011-15 explicitly states the country's intention: 'To enable teachers to become ethical, enthusiastic, fair, and patient professionals; to have knowledge and capacity in professionals; to be sufficient for the needs of each period; and to ensure that teacher education is processed on the basis of the three characteristics and five principles of education in the Lao PDR'. However, much work still needs to be done. The Lao PDR ranked 160th out of 176 countries on the International Corruption Perceptions Index in 2012. Although the findings point to limited transparency in all sectors, there is a particular need to improve ethical accountability within the teaching profession.

To this end, UNESCO Bangkok, as part of its Capacity Development for Education for All (CapEFA) programme, is supporting the Government of the Lao PDR in developing a national code of conduct for its teachers. The code will apply to school teachers, administrators, and teacher educators, and is expected to help in upgrading the teaching profession in the Lao PDR to meet international standards in preparation for the forthcoming ASEAN Economic Community in 2015.

A code of conduct is not only a means of discouraging misbehaviour or malpractice on the part of teachers but also, in some countries, a tool which protects their rights. For instance, the Hong Kong code includes a number of commitments and obligations which are expected of teachers, but also lists a number of rights they have as employees. The inclusion of the rights of the teacher and guidance on how to protect and support teachers in a complex, changing environment will be taken into consideration when developing the Lao PDR code of conduct.

A task force to lead the design and implementation

The Ministry of Education and Sports (MOES) convened a consultation meeting from 25 to 27 June 2012, in Vientiane. Its purpose was threefold: to review the current need for the Lao PDR to develop a teacher code of conduct; to investigate existing codes of conduct in other countries in the region and beyond; and to discuss the possible content of the code.

The meeting brought together 40 policy-makers from relevant departments within the MOES (in particular the Department of Teacher Education), representatives of development agencies, teacher representatives, and directors from teacher training colleges. As the code will be applied by all teachers, it was deemed necessary to involve real users at the outset of the process. The meeting included technical input from an IIEP expert who shared experiences from other countries on the major factors governing success and failure in drawing up teacher codes of conduct, and on the essential stages in their successful development and enforcement.

Participants at the meeting determined what a teacher code of conduct should aim to achieve. They drafted its outline content and communication plan, identified key stakeholders who were to be consulted and could help mobilize resources, and agreed on a work plan. They also identified the prospective members of a task force who would be responsible for developing the Lao PDR code of conduct and appointed soon.

The UNESCO CapEFA Programme works to strengthen national capacity for sustainable development, and progress towards producing the final code of conduct is very much a part of this capacity-building. The process involves learning about the key elements in the professional development of teachers and is just as important as the final code itself.

Assuming the Lao PDR complies with the preliminary work plan schedule, its national code of conduct for teachers should be adopted and widely circulated in 2013. ■

Teacher codes of conduct around the world

Coralie Omodei – Consultant

As part of its virtual campus activity, IIEP recently organized two online forums* on teacher codes of conduct. The aim of the discussions was, first, to gather the experience of participants as regards the development of a code of conduct in their own countries and secondly to reflect on strategies conducive to effective implementation of codes and on already established national or local mechanisms.

- As regards the first issue, the discussions indicated that while education ministries were in most countries the authorities most often cited, trade unions and NGOs are also active in increasing awareness about ethical codes for teachers. Another conclusion and the main difficulty noted in applying such codes is that they are poorly publicized and inadequately adopted by the school community, and also lack procedures to ensure their enforcement.

- As to strategies, the discussions revealed that the involvement of those actively engaged with the real challenges of classroom teaching is necessary in order to start preparing and administering any code. Importance was attached to "peer" control over its implementation. Also debated were the possibility of marking teachers professionally as a means of encouraging compliance with the code and the identification of indicators for monitoring its enforcement.

From a cross-functional standpoint, the universal or particular scope of the aims and values of the code was the subject of much discussion. Emphasis was placed on the need to distinguish the internal regulations of schools from a code, which is a "moral contract" of the teacher in relation to his or her students. It was also recommended that codes should focus primarily on the "interpersonal responsibility" of teachers rather than on their "professional responsibility". Finally, attention was drawn to the scope for using codes to deal with matters of gender discrimination and violence at school. Summary reports of the discussions are available online at www.iiep.unesco.org and http://teachercodes.iiep.unesco.org.

*The first, held in English in 2011, involved 900 participants from all continents, and mainly English-speaking Africa. The second one, held in 2012, brought together 400 French-speaking participants, the majority of them from sub-Saharan Africa, North Africa, and France. They included education ministry representatives, inspectors, teachers and university lecturers, and members of teacher trade unions and parent associations, as well as of international organizations, bilateral agencies, and NGOs.

Public expenditure tracking surveys

How Burkina Faso reduces leakages and improves its information systems in the education sector

Francis N. Oubda ▲ Social Policy Specialist, UNICEF - Burkina Faso

First exercise of its kind in Burkina Faso, a Public Expenditure Tracking Survey (PETS) was carried out at the request of the Government with the support of UNICEF in 2011-12. Its aim was to measure the rate of financial leakage by type of funding allocated to schools (funds transferred to municipalities for primary education, textbooks, and food supplies). This survey was undertaken in response to the wish expressed by the Burkinabe authorities to identify ways and means of improving the efficiency and effectiveness of public resources management in the education sector.

The survey was coordinated by two inter-ministerial committees (comprising representatives from the Ministries of Economy and Finance, Basic Education and Literacy, and Territorial Administration, Decentralization, and Security), in order to ensure that the Government played a leading role and to facilitate its appropriation of the results. The survey itself was conducted by a team of national consultants backed by an international team from IIEP. The approach adopted by UNICEF sought to develop expertise and national capacity in this area.

Significant rates of financial leakage

The results of the survey revealed a rate of financial leakage of 11.5% for all types of funding allocated to schools. However, rates of leakage varied from one type of flow to another, as illustrated in Table 1: from 5% for food supplies to 35.3% for specific supplies (chalk, erasers, etc.), for example in 2010-11. The leakages appeared to be higher in rural areas than in urban areas. The survey established that, in total, the leakages represented an estimated 2.4 billion CFA francs (around US$5 million) for the year 2010 only.

In addition to these leakages, one must also take into account financial losses caused by increased prices as a result of amended contracts for food supplies, as well as the poor quality of textbooks and supplies provided, and the deterioration of food in storage.

Towards greater control by citizens over public spending

The recommendations at the end of the final report referred in particular to: (i) the budgetary nomenclature, (ii) procurement procedures, (iii) filing and archiving of contracts, (iv) information systems, and (v) management tools in schools. The report was submitted to the Council of Ministers for approval. On this basis, a plan for communicating the results of the study was set up under the auspices of the Ministry of Basic Education and Literacy (MENA), to give citizens greater oversight of the management of resources allocated to schools. The plan entails the establishment of a tripartite agreement between MENA, UNICEF, and civil society organizations, and includes the following:

- establishment of an advocacy group bringing together all local stakeholders (decentralized structures of MENA, municipal authorities, teachers, parents, and local NGOs and associations);
- provision to the general public of information on the local budget via a variety channels (community radio stations, posters in local languages, theatre-forums);
- the transfer of skills to local NGOs and associations in order to improve the monitoring of public expenditure on education at local level. ■

Table 1: Rates of financial leakage by type of flows

	2009-2010	2010-2011
School equipment	----	26.2%
Specific supplies (chalk, erasers, etc.)	---	35.3%
Teaching materials	20.4%	23.7%
Textbooks	16.2%	10%
Food supplies	3.8%	5%

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Advancing the cause for transparency

An overview of the forthcoming *Global Corruption Report on Education*[1]

Gareth Sweeney ▲ Chief Editor of the Global Corruption Report, Transparency International

Corruption, globally and at all levels of education, remains a critical obstacle to accessing education and ensuring quality education for all. When education suffers, potential is squandered. The forthcoming Transparency International *Global Corruption Report on Education* draws upon a wide variety of fields and over 60 expert contributions, to provide a comprehensive assessment of the current context of corruption in the education sector and the conditions determining the effectiveness of anti-corruption efforts.

The report assesses the root causes of corruption in education – which is fuelled by the high stakes of educational opportunity, and the large sums allocated to fund it – and the lasting harm this does to societies and individuals, especially the vulnerable and disadvantaged. By means of national case studies, the report assesses both entrenched

and emerging types of corruption which are well researched and little known. They range from the procurement of school resources to nepotism in the employment of teachers, or from bribery in admissions to undue corporate influence and the skewing of research results for personal gain.
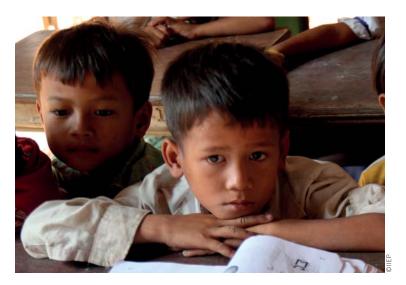
The report also seeks to guide practitioners on working solutions to corruption problems. It describes established diagnostic tools for measuring corruption in education, as well as tailor-made innovative new approaches to dealing with specific forms of corruption. Examples include public expenditure tracking, teacher codes of conduct, novel incentives for parent participation in school management, university governance rankings, approaches based on human rights, legal redress mechanisms, and the use of new media.

Education as a means of fighting corruption

The report also recognizes that education itself is an essential tool in the fight against corruption. The reciprocal role and responsibility of education, schools, and academic institutions in shaping values is explored in depth. Discussion of this aspect includes teacher training and efforts to teach integrity in schools, the teaching of ethics in business and professional schools, and new approaches by youth groups to taking the lead beyond the traditional confines of the classroom and lecture hall.

The key findings and recommendations of the report are still being finalized, but its value will be measured by efforts to carry the recommendations forward via local, national, and global initiatives. Transparency International is already preparing its network of chapters around the world to engage with the wider community of experts represented in the report. We are sure that both UNESCO and IIEP will be valuable key partners in furthering this agenda to increase transparency in education worldwide. ■

[1] The report will be available in hard copy from Routledge in mid-2013, and freely available for download at www. transparency.org

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Why work in sectors matters

Sharing experience from the UNDP Global Thematic Programme on Anti-Corruption for Development Effectiveness

UNDP PACDE team led by Mr. Phil Matsheza
▲ UNDP Global Anti-Corruption Advisor

Until recently, the focus of the development discourse was more on scaling up resources than on preventing leakages of them, as in the case of corruption. However, 2010 witnessed a major breakthrough in the framing of discussions on realizing the Millennium Development Goals (MDGs). The outcome document 'Keeping the promise: United to achieve the Millennium Development Goals', adopted by the High-level Plenary Meeting of the UN General Assembly (20-22 September 2010), identifies corruption as a major bottleneck in the effort to achieve them.

After the 2010 MDG summit, the sectorial approach to fighting corruption (for example in the education, health, and water sectors) became one of the top priorities in the UNDP Global Thematic Programme on Anti-Corruption for Development Effectiveness (PACDE). This fresh sectorial emphasis stemmed from a realization that substandard management and governance – exemplified by inadequate transparency

and accountability on the part of national and local governments as well as service providers – is a major bottleneck in achieving the MDGs. Moreover, public delivery sectors such as health and education account for the biggest share of national and state budgets and are thus especially susceptible to corruption.

A sectorial approach to fighting the scourge has several advantages. First, there is less resistance by governments to sectorial approaches than in the case of high-level political intervention. Second, such approaches target public service delivery, with a positive impact on poor, marginalized, and vulnerable populations. Third, a risk-mapping approach makes it easier to sustain the drive against corruption by minimizing the risk that it will occur within particular sectors. Fourth, sector-based work results in a more integrated interdisciplinary approach to curbing corruption. For example, the skills of practitioners and experts in both anti-corruption activity and education are needed to identify the risk of corruption in the education sector and to develop and implement a risk mitigation plan. Sector-based work thus promotes transparency, accountability, and institutional integrity, and ultimately has a cumulative positive impact on the prevention of corruption.

From theory to practice

To take stock of already existing tools, methodologies, and good practice and to guide UNDP sectorial interventions in individual countries, PACDE commissioned three studies on fighting corruption in the education, health, and water sectors. The studies were first presented at the Fourth session of the Conference of the States Parties to the United Nations Convention against Corruption (UNCAC) in Marrakech (Morocco) on 24-28 October 2011, at which IIEP was also represented.

As a follow-up to the three studies, PACDE launched pilot projects in education, health, and water sectors in 16 UNDP Country Offices at the beginning of 2012. PACDE support for the projects aims to

[1] Armenia, Brazil, Cambodia, Colombia, Costa Rica, China, Ethiopia, Guinea, Lebanon, Liberia, Jordan, Kosovo, Kyrgyzstan, Philippines, Swaziland, and Uganda.

improve public service delivery, the transparency and accountability of national and local governments, and the efficiency of existing mechanisms, and to lower the risk of corruption in the sectors concerned. In the first stage of their implementation, the projects carried out participatory assessments to gather baseline data on corruption risks in a specific sector and they are now developing and implementing a risk reduction plan.

The pilot projects have also brought together key stakeholders such as government, civil society, UN agencies (including WHO, UNICEF, the UNDP Water Governance Facility at the Stockholm International Water Institute, and IIEP), other donors, and local communities. Besides seed funds provided by PACDE, both PACDE and UNDP Regional Offices are providing the advisory and technical support needed to ensure that the projects are sustainable and yield tangible results.

Indeed, results are already apparent even though implementation is still at its initial stage. Local communities and citizens are more involved in oversight activities and can now ensure that authorities and service providers are accountable to their constituencies. This will greatly help to improve the quality of services, and decrease the risk of corruption likely to thwart progress towards the MDGs. PACDE will continue to support the pilot projects in 2013 and beyond to ensure that they deliver further results and remain fully effective and sustainable.

Notwithstanding such promising results, there is concern that in a more sectorial approach to corruption, UNDP may be neglecting its prime commitment to addressing large-scale political corruption. UNDP recognizes that any sectorial approach should not be isolated but part of a comprehensive anti-corruption agenda as in national anti-corruption strategies. Serious consideration should thus be given to linking such an approach to other ongoing governance and anti-corruption reforms, in order to maximize impact and sustainability. ∎

Inside the International Anti-Corruption Conference[1]

Avani Kapur, Senior Researcher and Programme Analyst, Accountability Initiative (India) *and*
Veerle Dieltiens, Researcher, University of the Witwatersrand (South Africa)

Battle plans and new online weapons against bribery and corruption were onstage at the 15th International Anti-Corruption Conference (IACC) in Brasilia in November 2012.[1] In its final declaration, anti-graft activists and government representatives from 140 countries issued a warning to those who skim off development funds: "We are watching those who act with impunity and we will not let them get away with it".

In a session organized by IIEP, it was clear that education has now become an important element in the anti-corruption debate across the world, both as a sector prone to corruption and a means of dealing with it. Large sums of money from state programmes and donor funds are spent on expanding access and improving the quality of education. Yet systems of accountability sometimes lack the capacity to handle the increasing flow of funds. And a lack of transparency mechanisms means that additional cash often gets diverted for personal benefit.

A more decentralized and participatory system was another key IACC topic. While recognizing that a decentralized system could be beneficial in letting some of the most vulnerable sections of society have their say and in creating an enabling environment for constructive change, the meeting also highlighted the risks inherent in pro-poor incentives.

The IACC further emphasized the increasing role of ICT in accountability and transparency mechanisms, both at state level and in civil society. Producing good quality, reliable real-time data is essential to policy-making. The availability of technology, such as mobile telephony and the Internet, and the anonymity associated with it, has made it much easier to collect and provide data in recent years. Among the many examples cited were the following: the collection and provision of data on resource and expenditure flows; the visualization of existing government data by making them more user-friendly; the involvement of youth organizations in data collection; the use of ranking-based systems to create competition; the mapping of corruption through crowd-sourcing and SMS technologies; and institutionalizing citizen platforms to facilitate exchanges between users and public authorities.

Last but not least, education could come to the forefront in the fight against corruption through the targeted training of young people to mobilize them for involvement in the battle.

[1] *The IACC is organized by Transparency International and takes place every two years in a different world region.*

Widening the spectrum in anti-corruption activities

Targeting the education sector alone is not enough. Fighting corruption calls for links with a larger governance arena at political, economic, and social levels

Liz Hart, Director and Karen Hussmann, Senior resource person ▲ U4 Anti-Corruption Resource Centre

Despite the unique features of the education sector that condition the risks of corruption and the forms it takes, what happens in education in any country is inevitably influenced by what happens elsewhere in its economic, social, and political system. What lessons can efforts to curb corruption in education draw from this?

In education, as in any public service, corrupt behaviour thrives in systems with opportunities and incentives to indulge in it and little accountability. This situation is a symptom of poor governance, in which the ability to devise and implement policy, monitor its effectiveness, and improve performance is limited. These shortcomings are aggravated in turn by external circumstances tending to obstruct feedback, participation, and accountability of the state to its citizens. They include a lack of alternatives to bad public services, general political and economic disempowerment, politicization of public employment and resources, and the impunity of political and economic elites.

Looking outside the box

If corruption is a symptom of poor governance, any work to tackle corruption in the education sector calls first for a realistic assessment of political, social, and economic forces beyond as well as within it. An effective analysis focuses on the rules in place, the degree of compliance with them, shortcomings in capacity, and the results overall. It also needs to identify who makes and influences the rules, as well as the incentives to implement or refrain from implementing them, and how those incentives might realistically be changed. Finally, it should consider developments in the broader economy and polity that might affect possible paths towards reform. For example, an analysis of teacher absenteeism might well look beyond evaluation and monitoring practices in education ministries, or community monitoring, to determine whether teacher unions are linked to political parties.

While adopting this broader perspective does not rule out the possibility of supporting change even in complex political environments, it does imply the need to challenge and test the assumptions behind proposed reforms more broadly than is sometimes the case. A budget monitoring project, for example, relies on access to information that education authorities may or may not be legally compelled to provide, or may require access to budget formulation processes that no legislator wants to open up. In settings in which corruption and poor governance are endemic, the very concept of 'ownership' of reform processes needs to be tested rather than assumed.

The challenges of addressing corruption in the education sector are not insurmountable. Indeed, anti-corruption and governance specialists increasingly view sectorial approaches as among the best hopes for making concrete progress (see p. 10). But addressing corruption in education does require a careful and thorough examination of factors and dynamics not always lying within the natural limits of education sector assessments and programmes. Scope for fruitful collaboration clearly exists. ∎

Engaging youth in planning education for social transformation

Lynne Sergeant and Lyndsay Bird ▲ IIEP

IIEP's 2012 Policy Forum on *Engaging Youth in Planning Education for Social Transformation* was held at UNESCO headquarters from 16 to 18 October 2012. Organized in association with UNESCO Chairs from the National University of Ireland, Galway, and the University of Ulster, and the World Assembly of Youth, the event brought together over 250 participants, including young people, representatives from research institutions, governments, development agencies, and NGOs. They contributed to a lively three days of debate on planning with youth to support education for conflict transformation and peace-building, strengthening young people's skills and opportunities for civic engagement, and connecting education, learning and the world of work.

Participants highlighted the importance of cross-department coordination to ensure that education and training policies are better linked to employment, youth, and national development policies, as well as the need to develop educational programming to promote citizenship, inter-generational partnerships, and critical thinking skills. The importance of recognizing non-formal education was also emphasized.

The Forum ended with a discussion between ministers and young people, during which important commitments to youth engagement were made. Dr Cirino Ofuho, Minister of Culture, Youth and Sports, South Sudan, agreed to ask the national parliament to contribute $1–2 to youth activities, for every barrel of oil produced. Dr Shukuru Kawambwa, Minister of Education and Vocational Training, Tanzania, agreed to involve youth organizations in the development of the country's forthcoming education policy.

Recommendations and commitments arising from the event are being compiled in an Agenda for Action to determine concrete steps for engaging with youth in planning education. IIEP intends to finalize its future actions for effective and operational youth engagement to this end during the coming months.

Full details including recordings from the event are available online at www.planwithyouth.org. ∎

Teacher Policies – international and regional trends in Latin America

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Teacher policies: training, regulations, and professional development was the focus of the 2012 International Forum organized by the IIEP Buenos Aires Office in October 2012. The aim was to provide a forum for thought and discussion on the many aspects of teacher policies, involving a wide variety of actors and perspectives. Speakers from nine countries (Argentina, Canada, Colombia, Chile, Mexico, Spain, Peru, Uruguay, and the USA) included ministers of education and officers responsible for policies related to the topic of the forum, as well as academics and teacher union representatives. They discussed teacher training policies, progress and challenges in training with particular attention to diversity, relevant issues on trade union agendas, new scenarios in the teaching profession and its regulations, and career development in changing contexts.

Besides the 250 participants who personally attended the event, 6,540 more people followed the conferences and panels live through an online broadcast and posted some 9,500 questions, comments and tweets. Furthermore, in Argentina, Brazil, Colombia, Dominican Republic, El Salvador, Mexico, and Peru, groups were organized on their own initiative to follow the panels simultaneously in universities, institutes, secretariats, and ministries of education.

To access the seminar website and watch the lecture videos, go to: http://seminarioiipe.unesco.org.ar. ∎

Learnt at IIEP and applied at work

A recent trainee speaks about how she uses ATP modules in her daily work

Melissa Lunan ⏶ Education Officer in the Educational Planning Unit of the Jamaican Ministry of Education

I graduated from the IIEP Advanced Training Programme (ATP) in 2012. My selection for participation came at a time when the Jamaican education system was experiencing a transformation, with the Ministry undergoing modernization to become more of a 'policy ministry'. I opted to take part in the ATP to improve my ability, intending that my competence would contribute to the process of change (still ongoing) throughout the sector.

My job routinely entails research, sector diagnoses, sector planning, preparation of catchment areas, situational and demand analyses, space audits, and the preparation of project and programme proposals. The ATP provided me with all the necessary training and considerable upgrading, and has given me both a base and a network from which my knowledge can expand and my contributions can become more finely targeted.

The highlight of the programme was, for me, the applied practical training that it offers. The real-life exercises of making diagnoses and recommendations on our study visits to the city of Dijon (France) and the Sultanate of Oman have been in-depth learning tasks. And knowledge I have gained from the programme has triggered the start of a few overdue but very necessary activities in my Unit.

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Revision of school maps

More specifically, the Planning Unit has finally embarked on revising the school maps produced 22 years ago. The school mapping exercise is useful, as the Ministry is intending to reshape the education landscape. There is a need for thorough school location planning in its efforts to rationalize early childhood education, to eliminate the junior high stage (Grades 7-9) in primary schools, and to eliminate the double-shift system in primary and secondary education.

The Planning Unit is currently preparing the School Map for St Catherine Parish. Fresh from the thorough procedures we practised at IIEP, I have been able to work through the necessary steps with my colleagues. It is anticipated that, once completed, this will become the basis for training other officers to assist them in similar work in the other parishes of Jamaica. ∎

News of former IIEP trainees

Career changes

Mr Yaw Afari Ankomah (Ghana), 2004–05, has been appointed Vice-Dean for the Faculty of Education of the University of Cape Coast and Director of the Institute for Educational Planning and Administration (IEPA)

Mrs Khady Ndiaye (Senegal), 2009–10, has been appointed Human Resources Director of the Ministry of National Education

Mrs Dasmine Kennedy (Jamaica), 2011–12, has been promoted Assistant Chief Education Officer in the Educational Planning Unit of the Ministry of Education

Mr Aristide Adjibodou (Benin), 2011–12, has been promoted Acting General Director of the Help Fund for Literacy and National Languages in Education and concurrently with his present post of Technical Adviser to the Minister for Literacy

Mrs Evelyn Mjima (Malawi), 2010–11, has been promoted Deputy District Manager (basic education sector) at the Ministry of Education

Mr Josefa Rogo Sania (Fiji), 1999-2000, has been appointed Permanent Secretary for Youth and Sports

For further information

on former IIEP trainees, subscribe to the IIEP Alumni Network by writing to:
alumni-anciens@iiep.unesco.org

Upcoming activities

February 2013

4-8 February

NIE-IIEP twinning programme: workshop on *Analysing and choosing policy options – improving access, equity and quality in education*
Paris, France
Contact: a.de-grauwe@iiep.unesco.org

11 February – 24 May

Regional course on *Formulation and planning of educational policy*
Buenos Aires, Argentina
Contact: cursoregional@iipe-buenosaires.org.ar

18 February – 1 March

Research on school grants in Asia and the Pacific: Pilot exercise in Vanuatu and Timor-Leste
Contact: a.de-grauwe@iiep.unesco.org

March 2013

4-5 March

INEE meeting of the global education first initiative, advocacy working group for *Education cannot wait campaign*
Contact: l.bird@iiep.unesco.org

18-22 March

Seminar on *Research and evaluation for policy formulation* for planners from the Afghan Ministry of Education.
Kaboul, Afghanistan
Contact: d.gay@iiep.unesco.org

21-23 March

Workshop on *Youth, equity and quality of secondary education*
Mexico City, Mexico
Contact: p.scaliter@iipe-buenosaires.org.ar

25 March – 3 May

NIE-IIEP twinning programme: distance course on *Implementing strategies – programmes, projections and costing*
Contact: a.de-grauwe@iiep.unesco.org

April 2013

8 April

High level event: *A call to action: conflict-sensitive education – why and how,* in support of the Education cannot wait Advocacy campaign
UNESCO HQ, Paris, France
Contact: l.bird@iiep.uensco.org

9-10 April

Spring meeting of the *INEE Working group on Education and fragility*
IIEP, Paris, France
Contact: l.bird@iiep.unesco.org

1 April – 31 May

Distance course on *Projections and simulation models* (in French)
Fees: US$500
Contact: projection@iiep.unesco.org

22 April – 21 June

Distance course on *The use of indicators for monitoring higher education* (in English, for Asian countries only)
Fees: US$500
Contact: indicatorsup@iiep.unesco.org

May 2013

6-10 May

NIE-IIEP twinning programme: workshop on *Monitoring and evaluation of education policies and plans*
Contact: a.de-grauwe@iiep.unesco.org

Obituary: Michel Debeauvais – former IIEP Director (1977–82)

It is with sadness that IIEP reports the recent death of Michel Debeauvais, fourth Director of IIEP, who passed away on 14 December 2012. He was 90 years old. Before joining IIEP, he held various positions in the field of education and development in French universities, including the Institut d'Études Politiques, Paris, and ministries including the French Ministry of Foreign Affairs. As a specialist in education, he contributed to many conferences and seminars worldwide, as well as missions organized by the OECD and UNESCO. Appointed Director of IIEP in 1977, Debeauvais revived the importance of quantitative indicators and forecasting in educational planning. He also took action to increase the direct involvement of researchers from developing countries in the work of IIEP.

Debeauvais was Coordinator of the Study Group on education in sub-Saharan Africa (GRETAF), based in Paris. A graduate of the École nationale d'Administration (ENA) and the École normale supérieure (ENS), he was an outstanding professor, author of many books and countless articles, and also the founding President of the Association Francophone d'Éducation Comparée (AFEC) and fifth President (1983–87) of the World Council of Comparative Education Societies (WCCES). These are just a few of the highlights in a very rich – and ¨enriching¨– career. ■

IIEP Publications

IIEP Publications: Focus on Publications in the series 'Ethics and Corruption in Education'

Corrupt Schools, Corrupt Universities: What can be done?
Jacques Hallak & Muriel Poisson • 2007, 319 pp. ISBN 978-92-803-1296-6
IIEP/UNESCO Publishing • Price: €20

This book draws conclusions from six years of research conducted by IIEP. It aims to sensitize decision-makers and educational managers to the importance of combating corruption in education; to provide them with key tools to detect and assess corruption problems; and to guide them in formulating strategies to curb malpractices. It refers to the experiences of over 60 countries, on the basis of information collected in partnership with ministries, development agencies and national research institutions.

Public Expenditure Tracking Surveys in Education
Ritva Reinikka & Nathanael Smith • 2004, 136 pp. ISBN 92-803-1257-X • Price: €12

The authors provide three examples of 'good practice' in using Public Expenditure Tracking Surveys (PETS) to improve transparency and accountability in managing education resources. They present the experiences of Peru, Uganda and Zambia and emphasize the importance of sharing the information generated to create incentives for making education systems more efficient.

Formula Funding of Schools, Decentralization and Corruption: A comparative analysis
Rosalind Levačić & Peter Downes • 2004, 224 pp. ISBN 92-803-1264-2 • Price: €12

This book looks at the relationships between decentralization of funding for schools and the prevalence of corruption. The authors examine four countries at different stages of decentralization of school finance and management and, on the basis of varied evidence, provide a number of recommendations for policy-makers.

Towards more Transparent Financial Management: Scholarships and grants in Indonesia
Stephen Baines • 2005, 118 pp. • Price: €12

When the economic crisis struck Indonesia in 1997, the Scholarship and Grants Programme (SGP) was created to address issues of school abandonment, deterioration in quality and budgetary cuts to the education sector. The author shows that it is feasible to design and implement at short notice a school-based model of financing non-salary teacher costs, with a low rate of fund leakage and improved transparency, while reaching targets in service delivery.

Guidelines for the Design and Effective Use of Teacher Codes of Conduct
Muriel Poisson • 2009, 94 pp. ISBN 978-92-803-1336-9 • Price: €12

These guidelines have been prepared to help countries design a teacher code of conduct (or review an existing one) and put in place the appropriate mechanisms to ensure its proper dissemination, application, and monitoring at all levels of the system. They are aimed both at national and local stakeholders.

Combating Academic Fraud: Towards a culture of integrity
Max A. Eckstein • 2003, 101 pp. ISBN 92-803-1241-3 • Price: €12

This book documents the importance and extent of academic fraud, in an international context. Examples of preventive measures are presented, including national and local government interventions, punitive measures, the activities of academic and professional organizations and the promotion of greater academic integrity.

A number of case studies have also been published:

All the following-mentioned publications and others in the series can be accessed at ETICO, the website dedicated to Ethics and Corruption in Education:
www.iiep.unesco.org/etico

Patterns of Development and Use of Codes of Conduct for Teachers in 24 Countries
Pippa McKelvie-Sebileau; project coordinated by Muriel Poisson
2011, 44 pp.

Transparency in Education in Eastern Europe
Arūnas Plikšnys, Sylvia Kopnicka, Liliya Hrynevych & Constantine Palicarsky
2009, 99 pp.

Transparency in Education. Report Card in Bangladesh. Quality Schools Programme in Mexico
Shahnaz Karim, Claudia A; Santizo Rodall & Enrique Cabrero Mendoza
2004, 151 pp. ISBN 92-803-1257-X • Price: €12

Ethics in Education: The role of teacher codes
Shirley van Nuland & B.P. Khandelwal
with contributions from K. Biswal, E.A. Dewan & H.R. Bajracharya
2006, 354 pp. ISBN 92-803-1284-7 • Price: €12

To order IIEP publications: info@iiep.unesco.org