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CORRUPTION IN EDUCATION SERVICES

Compiled by the
Anti-Corruption Helpdesk

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Image caption: A young woman in Nairobi, Kenya gazing with little hope at low wage jobs bulletin. A reoccurring scene around many countries where corruption and government nepotism results in the lack of opportunities for the youth.

CONTENTS

WHY FIGHT CORRUPTION IN EDUCATION?

With the formulation of the Sustainable Development Goals (SDGs), leaders from around the world have made a political commitment to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" (SDG 4) by 2030.

Education is a fundamental human right, a key driver of economic development and a social investment in the future. It provides citizens with the skills and tools to sustain their livelihoods, escape poverty and contribute to social and economic development. Education has a strong correlation with a number of development indicators, such as economic growth,[1] child mortality,[2] poverty rate,[3] inequality,[4] mortality rates, income growth,[5] and access to healthcare. It shapes the values of coming generations, and can impart principles such as dignity, integrity, liberty, equality, accountability and transparency which play a vital role in promoting development, social justice, human rights and anticorruption efforts. In light of this core societal function, it is no surprise that education accounts for over 20 percent of total government public sector expenditure in many countries of the world.[6]

Corruption in the education sector is a major obstacle to realising the universal right to education and to achieving SDG 4. Yet corruption in the education sector is widespread in many countries of the world. 41 percent of people globally think that the education sector in their country is corrupt or extremely corrupt.[7] Moreover, corruption in the education sector undermines one of the major aims of education, which is to transmit ethical values and behaviours: how to teach values in an environment that is corrupt itself?[8]

Corruption undermines the quality and availability of education services by distorting access to education. It disproportionally affects the poor, rendering disadvantaged children reliant on sub-standard education services where little learning can take place. It has a detrimental effect on virtually all aspects of education, from school infrastructure, to teacher salaries and academic curricula. Resources pilfered from education means scarcity of learning and research equipment, poor quality school facilities, the hiring of fewer and/or underpaid teachers, larger class sizes, and increased workload for teachers. Corruption therefore increases the cost of education and while leading to lower academic standards, resulting in lower test scores, poor school rankings and lower satisfaction with the public education system.[9]

As a result, corruption undermines the public's trust in the education system and its usefulness, leading to higher drop-out and lower enrolment rates.[10] Lack of resources, low quality of education, or poorly qualified personnel in public education institutions may also drive students who can afford it to look for private alternatives, exacerbating inequalities and undermining equal access to education and personal development opportunities. Corruption in higher education also contributes to lower the quality of academic standards and the recognition of degrees and certificates,[11] ultimately undermining students' qualifications and prospects for employment.[12] Corruption in education may also open the door for a "brain-drain" at higher levels of education, forcing education professionals to leave an institution, region or country in order to better their income, improve their working conditions or increase their professional development opportunities. In turn, this "brain-drain" may erode further the quality and quantity of education services.

Corruption in the education sector does not only harm teachers and students, but the communities and societies they live in too. As the sector responsible for training future leaders and professionals, corruption in education has far reaching consequences on social and economic development, resulting in poorly trained doctors, judges or engineers or underqualified leaders running the economy. Corrupt education systems produce lower quality, less qualified employees and raises the costs (due to competition) of attracting and retaining skilled workers.[13] Corruption in education can also stifle creativity and innovation in businesses, affecting firm growth.[14] In higher education, undue influence from government and private sector not only undermines academic freedom, but can also skew research agendas and damage the credibility of academic research findings.

KEY ISSUES AND CHALLENGES

Forms of corruption in education

While corruption in education is widespread in many countries of the world, education sector corruption diagnostics are often inadequate, and more resources would need to be allocated to measure the scope and scale of corruption in this sector.[15]

Corruption risks in education are the result of two particular characteristics of the sector.

Firstly, the stakes at play in educational attainment can be very high. The "opportunity cost" involved in failed exams or acceptance to prestigious schools, which potentially bestow enormous future benefits to successful students, mean that some are prepared to compromise on integrity. TI Vietnam found that a striking 38% of young people surveyed stated they would be prepared to pay a bribe to get into a good school, while 16% would be ready to bribe their teacher in order to pass an exam.[16]

Second, the large sums allocated to the education sector (which represents in most countries the first or second largest sector in terms of public budget[20]) combined with often weak oversight structures make it a tempting target for those looking to commit fraudulent activity.[21]

As such, while corruption is more visible at the point of service where teachers, professors and students interact, it can take many forms in the education sector and occurs at all stages of the service delivery chain, from school planning and management, to student admissions and examinations, to academic research as well as to teachers' management and professional conduct. There are particular areas of concerns at the policy formulation stage, as well as the management of organisational resources and the service delivery phases, as illustrated in the diagram below:[22]

BOX 4: MASSIVE CHEATING INCIDENCE IN BIHAR, INDIA

This willingness provides the supply side of corruption and can generate petty bribery of staggering proportions, such as in the northern Indian state of Bihar where there exists a highly organised, well-known and widely accepted system by which teachers, administrators, students, parents and middlemen collude to rig examinations on a massive scale.[17] As a rigged paper costs around US $600, the system further disadvantages those unable to afford to cheat. After footage emerged of family members scaling the walls of the examination hall to hand cheat sheets to students inside, the authorities launched a crackdown.[18] Revealingly, pass rates for these examinations immediately plummeted from around 75% to 50%.[19]

Figure 2: Analysis of corruption along the education sector value chain

POLICY MAKING

Political influence in definition of educational policy, priorities; bribes and political considerations in school district mapping, school locations, accreditation systems for educational professionals, etc.

ORGANISATIONAL RESOURCES

PERSONNEL

Ghost teachers; extortion of a share of salaries; favortism and nepotism in selecting ministry, department and facility level staff; selling and buying of positions and promotions (vertical corruption); bribes, extortion, collusion, nepotism in the licensing and authorizations for teaching staff and administrators; absenteeism and use of publicly paid time for private tutoring; bribes to enter teaching school and pass grades; nepotism, favouritism, bribes in selection of training

BUDGET

Political influence and bribes in resource allocation; budget leakages, embezzlement and fraud in transfer of budgets: diversion of public into private accounts; embezzlement of funds raised by local NGOs and parent organizations

SUPPLIES/GOODS

Sub-standard educational material purchased; school property used for commercial purposes

PROCUREMENT

Bribes to influence procurement process including tender specifications; collusion among contractors; bribes, collusion and political considerations to influence the specifications of bids and the tender process.

SERVICE DELIVERY/CLIENT INTERFACE

Informal payments required/extorted from students and parents, including sexual extortion, stealing and reselling of books and supplies; bribes and payoffs for school entrances, exams, scholarships; examination results only released upon payment, exam questions sold in advance

Source: Transparency International. 2017.
Monitoring corruption and anti-corruption
in the SDGs: a resource guide

POLICY FORMULATION

At the policy stage, undue influence by interest groups can skew the allocation of resources and the formulation of laws and regulations, leading to administrative bribery, political corruption and policy capture.

An interesting consideration is how undue influence can affect the development of curricula which specify what is to be taught and the method of instruction. Academic curricula can be captured by political parties seeking to present their agenda in the most positive light to influence students' political views. Such political manipulation often relies on internal administrative or economic pressures on the universities.[23] Contentious choices about how to teach subjects are often clearly affiliated with specific political parties' agendas, as is the case when it comes to teaching history in India,[24] or creationism in the United States.[25]

However, partisan influences can also be subtler and go beyond party-political agendas to encompass ideology in a broader sense. In recent years, for instance, economic students from around the world have formed organisations such as the International Student Initiative for Pluralism in Economics and the Post-Crash Economics Society.[26] They contend that university economics courses are dominated by an "intellectual monoculture" backed by a system of state-funding which operates in a highly biased fashion in favour of rational choice models which are at the heart of free market ideology.[27]

Businesses might also want to influence curricula in order to highlight the benefits of their business, to show opponents or competitors in a bad light, or simply to hide facts related to their industry (for example, a hydrocarbon producer may want to omit topics related to climate change in science classes). These types of corruption may have a profound effect in shaping public opinion related to important subjects that require impartial analysis.

ORGANISATIONAL RESOURCES

The management of organisational resources, such as personnel, goods, supplies and budgets, is another area of vulnerability of a sector characterised by large flows of money, specialised equipment and complex organisational structures. When combined with policy capture, mismanagement of resources can lead to unequal distribution patterns and the privileging of certain schools based on factors such as politicians' electoral machinations. Scholarships, free schools meals, or textbooks can also turn out to be allocated on subjective grounds, due to favouritism or bribes.[28]

Education-related procurement, such as contracts to maintain educational facilities or supply textbooks,[29] is confronted with a number of integrity challenges. Officials in the procuring agency may collude with applicants, contractors may defraud the agency, embezzle funds or deliver substandard products – all of which siphons off funds intended to benefit students. The procurement of services other than teaching, such as cleaning and catering services or specialised education services (students with special needs or second-language education) can also be affected by overpricing, back-room dealings and bribery.

Administrative funds and supplies can also be diverted before reaching the schools, as they are disbursed from central to local government through complex multi-layered distribution channels. In the 1990s, a public tracking expenditure survey conducted in Uganda revealed that schools received on average only 13 percent of the intended financial resources to rampant corruption and mismanagement.[30]

Bribery, patronage and nepotism can also affect the hiring, training and promotion of education professionals, while school payrolls can be inflated by "ghost teachers", providing opportunities to divert education resources for private gain.

SERVICE DELIVERY/CLIENT INTERFACE

At the service delivery level, corruption often takes the form of bribery and extortion, whereby parents and students are asked to make informal payments to access education services that are supposed to be free of charge. For those with the means, entrance exam papers or even grades may be available for purchase in advance.

Interactions between teachers and students offer many opportunities for bribery and gift-giving. When under-resourced schooling systems inadequately prepare children for college, parents often resort to private tutoring to ensure that children pass the admission examination. Risks of manipulation are high when the mainstream teacher provides supplementary tutoring after school hours in place of formal teaching, as they many teach only part of the curricula during regular hours to "incentivise" students to attend private lessons.[31] Bribes or sexual favours can be extorted from students in exchange for good grades, qualifications or academic recognition by their institution or their teacher.

"Quieter" forms of malpractice by frontline providers may also occur when public servants fail to deliver services or inputs that have been paid for by the government. The most prominent form in education is teacher absenteeism in public schools.[32] Support staff might also extract bribes for the services they are hired for (like catering or maintenance) or may favour students and teachers disproportionately if offered a bribe for the same services.

Corruption in higher education institutions manifests itself in various forms, ranging from bribery in recruitment and admissions, on-campus accommodation and grading, nepotism and patronage in tenured postings, political and corporate undue influence in research, plagiarism and other editorial misconduct in academic journals.[33] Fake diplomas, bogus certifications, online diploma and accreditation mills, the manipulation of job placement data, and corruption in degree recognition in cross-border education are also common forms of corruption in the higher education sector.[34] Degree mills are institutions that "sell" degrees or diplomas, expecting little or no work or learning from the part of the student. Academic fraud, ghost-authorship or plagiarism involves the use of fraudulent documentation to obtain undue qualification or recognition, undermining the scientific method and scholarly dialogue, and stifling creativity and innovation.

Challenges for addressing corruption in education

Corruption in the education sector is difficult to address due to the general complexity of a country's education system, often characterised by a complex web of administrative layers on top of the general three tier education system. Adding to this complexity, several countries permit a multi-tier system of education where public and private funds and facilities interlace with different degrees of autonomy and independence.

Programmes linked to the education system such as school meals and transport for younger students add further complexity to the education sector, multiplying companies, agencies and institutions involved in service delivery.

These complexities create an administrative labyrinth that makes monitoring and accountability mechanisms more difficult to implement. In addition, it is difficult and sometimes contentious to assess the quality of education systems and services. Test-scores, grade averages, and other academic assessments are frequently criticised over their ability to assess an element as complex as "learning".[35] In addition, many standardised tests can be forged or results falsified in order to hide actual test scores, casting doubt over the trustworthiness of such approaches to assess and monitor the quality of education services.

APPROACHES TO ADDRESS CORRUPTION IN THE EDUCATION SECTOR

Given the key role that the education system plays in shaping the values of future generations, addressing corruption in the education sector is an integral part of fighting corruption and building peaceful, inclusive and corrupt-free societies.

Budget and expenditure monitoring

Transparent and participatory budget processes need to be in place to monitor how resources are being allocated and allow public scrutiny and control over the use of education resources. Regular internal and external audits must take place to detect and deter fraud and corruption. Preventative measures such as procurement guidelines, as well as transparency and monitoring procedures to track the flow of funds are instrumental to ensure that resources reach their intended destination. While internal systems of auditing are necessary, ordinary citizens to access budget information need to access national and district government budgets as well as school and university budgets to be empowered to demand accountability. In Uganda, dissemination of information to the public on public expenditures helped reduce leakages in the education sector dramatically; while from 1991-95 on average only 13 percent of allocated funds reached schools, by 2001 this was around 80 percent.[36]

Introducing a funding formula for education finance has also been promoted as a means to prevent corruption. Formula funding refers to "an agreed rule for allocating resources to schools that specifies the quantum of finance that each school can spend".[37] When accompanied by complemented by the publication of allocations to each school - on websites and in hard copy - in order to make budgets accessible for public scrutiny, this is likely to enhances transparency and reduce opportunities for corruption.

BOX 5: FORMULA FUNDING, DECENTRALISATION AND CORRUPTION

Formula funding of schools reduces the potential for corruption by increasing transparency because the amount each school should receive and the basis for this is public knowledge. Decentralised financial management replaces the opportunity for large scale fraud by the few, which characterises a central system, by wider opportunities for smaller scale fraud by employees at school level, especially if schools have bank accounts. The potential for fraud in decentralised systems can be contained by well designed financial regulations that are adhered to, monitoring of schools' finances by a school council and the education authority, and independent and thorough audit of schools' accounts.

Source: Levacic and Downes http://unesdoc.unesco.org/images/0013/001376/137631e.pdf

Education management information systems (EMIS)

Access to accurate information on the country's education system is crucial to its management, planning and evaluation. It is therefore important to ensure that education management information systems (EMIS) are in place to collect quality data pertaining to schools, students, teachers, infrastructure, assets and so on. Such information should enable assessment of the education sector's strengths and weaknesses, its pedagogical and institutional operations, and its performance. The data collected should be made publicly accessible in a clear and simple format to allow stakeholders to use the data as part of a feedback loop, informing the formulation, management and implementation of education policies. Training can be provided to district- and local-level administrators, school management committees and parent-teacher associations on how to access and use this for effective monitoring of the education sector.

Management of human resources

As role models, teachers have a key role to play in the fight against corruption, leading by example and imparting values of integrity to their students. Transparent and merit-based human resource management processes for appointing, training, promoting and compensating education personal need to be in place to ensure that teachers are not only adequately qualified and remunerated but also rewarded for ethical behaviour. Transparent and meritocratic hiring practices can help ensure that only teachers with sufficient qualification and experience are appointed. Adequate salaries and benefits can reduce incentives for education personnel to resort to bribery or other coping strategies to supplement their income. Frequent school inspections can prevent corruption in teacher management and behaviour. Effective disciplinary policies and consistent and dissuasive administrative and/or criminal sanctions need to be in place and enforced in the event of wrongdoing.

Codes of conduct and integrity pledges

Codes of conduct based on accepted educational principles, reinforced by ethical training and adequate implementation mechanisms and backed by a solid political will can help improve the sector's integrity standards.[38] Codes of conduct can be developed at country level or also within schools and universities in consultation with all stakeholders, to provide guidance to educators on what behaviour is expected of them in the exercise of their duties. Teacher training is required to ensure their proper enforcement.[39] In cases of alleged breaches, codes should also provide for accessible and timely remedial action.

Another approach can be for school management boards, civil society groups and others to jointly adopt 'integrity pledges' between parent groups and school management and/or youth groups and universities, as an effective additional means to incentivise anticorruption practices and improve the reputation and quality of education at schools and higher education institutions.

Quality control mechanisms

Quality control mechanisms involving bottom-up and top-down approaches are also important and complementary tools to address corruption in education. Bottom-up approaches usually involve students, teachers, parents and communities in monitoring the quality of education services against a set of national or regional standards (for example, structurally sound schools, availability of textbooks for students, teacher attendance) to identify problematic institutions or aggregate the sector's areas of weaknesses. The use of citizen report cards or crowd sourcing platforms to data that can be used to inform advocacy campaigns and government efforts can be very fruitful, as in the case of the Check Your School initiative.

BOX 6: USING TECHNOLOGY TO ADDRESS TEACHERS' ABSENTEEISM IN INDIA

Technology has proved effective in monitoring the provision of education services and addressing teachers' absenteeism in India. In an experiment conducted in a rural district in the state of Rajasthan, India, where the absentee rate was 44 per cent, teachers' attendance was monitored with cameras, while their salaries were linked to their attendance. Absenteeism declined by a fifth compared to a control group and the pupils' test scores went up. The cost of the programme was US$6 per child per year.

Source: From the Global Corruption Report: Education

Top-down approaches to quality control includes commissions or school boards responsible for overseeing academic quality and ethics. These bodies can be either established by governments or by service providers themselves. Governance rankings of educational institutions can be used as a means to promote greater transparency and incentivise good governance of education institutions. Such governance rankings can be integrated as a dimension of centrally established university rankings such as standard university league tables. The Romanian Academic

Society for example, produced a ranking that took into account transparency, academic integrity and enforcement of rules and contributed to improve procurement transparency. The Academic Society – a Bucharest based think tank and NGO worked actively with universities to help them improve their rankings.[40]

Complaints mechanism and whistleblowing protection

Confidential and safe complaint channels should be in place to report suspected corruption without fear of retaliation and discrimination. Whistleblower protection should cover the education sector, including legal protection, disclosure channels and follow-up mechanisms for education professionals and students at all levels of government (including central, district and local) as well as in schools and higher education institutions.

Parent-led initiatives

Parents can also play an important role in reducing corruption in the education system. Many parents rely on schools not only to educate their children but also as caretakers for their children and, in some cases, to provide meals during the day. As they have important incentives to contribute to quality education services, parental participation and oversight at the school level can greatly contribute to fighting school corruption.

Parent-led anticorruption actions may range from complaint or suggestion boxes directed at principals, superintendents or ministers, to regular parent-teacher meetings, or disseminating information about the student rights to the wider community. For example, Guatemalan communities had significant problems with teacher absenteeism, leading to a decrease in school attendance. Community bulletin boards were used to provide parents with an outlet to complain about teacher absences, lack of resources and instances of corruption. These would become especially relevant during education inspector visits since most parents had to work and could not attend meetings during working hours.

RESOURCES ON CORRUPTION IN EDUCATION

BACKGROUND STUDIES

Caveat: From the literature review conducted to compile this topic guide, there are few recent background studies on corruption in the education sector. Most papers and studies have been conducted before 2010.

Muriel Poisson (Ed). 2014. *Achieving transparency in pro-poor education incentives*. Series: Ethics and corruption in education. Paris: IIEP-UNESCO.

http://unesdoc.unesco.org/
images/0022/002269/226982E.pdf

What are the best ways to ensure that scholarships, conditional cash transfers, free school meals, and so on, actually reach their intended beneficiaries? This book assumes that different models of design, targeting, and management of pro-poor incentives can prove more or less successful in maximizing efficiency, transparency, and accountability, and in minimizing the likelihood of errors, fraud, and corrupt practices. Comparing the cases of seven projects implemented worldwide, it demonstrates that some models may pose greater challenges to transparency and accountability than others (namely, targeted, in-kind, locally managed, or community-based). At the same time, these models may be the most adequate for local needs, especially if there are budget constraints, a vast and diverse territory, or demand for food at school. The authors argue that deliberate actions taken to confront related corruption risks, such as simplified targeting, legal definition of responsibilities, local transparency committees, school display boards, appeals mechanisms, informal whistleblowing, and social audits, among others, are of greater importance than the adopted incentive model. They conclude by highlighting the value of "mutual accountability systems", where all actors are mutually accountable and subject to checks and balances.

Transparency International. 2013. *Global Corruption Report: Education.*

http://www.transparency.org/whatwedo/publication/
global_corruption_report_education

The Global Corruption report provides an in depth look at corruption issues surrounding education. This report provides a comprehensive assessment of the current context in which corruption in the education sector is situated and the conditions that determine the effectiveness of anti-corruption efforts. The report is structured to follow the evolution of an education system. It begins with an overview of relevant norms, legal and regulatory frameworks, and presents key stakeholders that collectively shape education systems. It then assesses corruption risks at the source of financing education, and follows a chronology of the construction and supply of goods, staff appointment and retention, access to education, school management and corruption in the classroom. Then the report looks at how corruption can undermine each stage of the higher education experience. The report presents established diagnostic tools for measuring corruption in education and tailored approaches for dealing with specific forms of corruption, including, for example, the value of university governance rankings, public expenditure tracking, teacher codes of conduct, new incentives for parent participation in school management, human rights-based approaches, legal redress mechanisms, and the use of new media.

Muriel Poisson. 2010. Corruption and education. **Education Policy Series.** IIEP. International Academy of Education.

http://unesdoc.unesco.org/
images/0019/001902/190247E.pdf

This booklet provides an overview of corruption challenges in the education sector and suggests how to improve transparency and accountability in educational planning and management covering areas such as financing, public procurement, teacher management, and examinations. It identifies specific challenges facing the education sector, such as the decentralisation of educational funding and management, the growing competition among both students and schools, and the boom in new technologies. The study reviews several tools to assess corrupt practices within the education sector, such as public expenditure tracking surveys, quantitative service delivery surveys, and report cards. It argues that addressing corruption challenges in the education sector requires concerted action on three mains fronts: developing transparent regulation systems and standards, building management capacity, and promoting greater ownership of administrative and financial processes. Anticorruption efforts can also involve adopting codes of conduct, strengthening institutional capacities in some key areas such as management, accounting or audit, promoting the right to information of users and, more broadly, displaying strong political will at all levels of the system.

World Bank 2010. Silent and lethal: How quiet corruption affects Africa's development efforts

http://siteresources.worldbank.org/AFRICAEXT/
Resources/english_essay_adi2010.pdfhOW

The 2010 Africa Development Indicators essay sheds light on a different type of corruption, referred to by the authors as "quiet corruption", by which they mean instances where public servants fail to deliver services or inputs that have been paid for by the government. Examples of such forms of corruption include teachers' absenteeism in public schools and absentee doctors in primary clinics. The report looks at the impact of such forms of corruption in the long term on the well-being and education levels of citizens, including direct consequences such as the reduced productivity potential of households, firms, and farms, and the indirect consequences, such as distrust of public institutions frontline providers. Tackling quiet corruption is posited to require a combination of strong and committed leadership, policies, and institutions at the sectoral level, and — most important — increased accountability and participation by citizens, the demand side of good governance.

Victoria Turrent. 2009. Confronting corruption in education: Advancing accountable practices through budget monitoring. **U4 Brief.**

http://www.u4.no/publications/confronting-corruption-
in-education-advancing-accountable-practices-
through-budget-monitoring/

Education budget work conducted by civil society is a powerful way of holding governments accountable to their citizens, and drawing attention to corruption in the education system. This brief discusses the relevance of civil society budget work for anticorruption initiatives, focusing on the experience of the Commonwealth Education Fund, in which budget monitoring is employed as an anticorruption tool in the education sector. It presents its strengths and limitations - arguing for increased access to budget information and greater civil society participation in such processes.

Leo Hamminger. 2008. The power of data: enhancing transparency in the education sector in Sierra Leone. **U4 Brief.**

http://www.u4.no/publications/the-power-of-data-
enhancing-transparency-in-the-education-sector-in-
sierra-leone/

This case study explores the introduction of an Education Management Information System (EMIS) in Sierra Leone, as a tool to highlight malpractices related to anything from local record keeping, teacher salaries, building new schools, and educational indicators. After outlining the potential benefits of EMIS, it describes the process and challenges of introducing such a tool in a post-conflict setting. It concludes that return on investment of such system is excellent. If linked with an intervention for a sustained improvement of the school inspectorate, it could result in large savings due to better use of resources and more efficient distribution of textbooks and teaching and learning materials. However, to ensure the success of the initiative in the longer term, the Ministry of Education need to take full ownership after the initial donor supported phase.

Stephen P. Heyneman, Kathryn H. Anderson and Nazyn Nuraliyeva. 2008. The Cost of Corruption in Higher Education.

http://www.vanderbilt.edu/peabody/heyneman/ PUBLICATIONS/Heyneman.2008.CostsofCorruption.pdf

This article looks at the manifestations and effects of corruption in higher education (tertiary education). This article assesses the extent of higher-education corruption based on surveys of university students in six countries—the Kyrgyz Republic, Kazakhstan, Croatia, Moldova, Serbia, and Bulgaria. These surveys suggest that corruption (in the form of bribes for entry, grades, or graduation, etc) varies in accordance with the market demand for the subject of study, with higher levels of corruption found for the subjects in highest demand (eg: law, economics, finance, and criminology). Also, corruption is more likely to be found in local universities with local professional codes of conduct and less likely to be found in universities accredited in Europe or North America.

Jacques Hallak and Muriel Poisson. *Corrupt schools, corrupt universities: What can be done? Series: Ethics and corruption. Paris: UNESCO Press.*

http://unesdoc.unesco.org/ images/0015/001502/150259e.pdf

This book presents conclusions drawn from IIEP's research into ethics and corruption in education. It aims to build awareness among decision-makers and education managers of the importance of combating corruption, to provide them with tools to detect and assess corruption problems, and to guide them in formulating strategies to curb malpractices. After defining the key concepts of corruption, transparency, accountability and ethics, it identifies the main opportunities for corruption in education. It describes tools that can be used to assess corruption problems – such as perception and tracking surveys. Lessons are drawn from strategies used worldwide to improve transparency and accountabilityin educational management. The authors bring these together in a list of recommendations for policy-makers and educational managers. They argue that transparent regulatory systems, greater accountability through strengthened management capacity, and enhanced ownership of the management process can help build corruption-free education systems.

U4 Anticorruption Resource Centre. 2006. Corruption in the Education Sector.

http://www.cmi.no/publications/file/2563-corruption-in-the-education-sector.pdf

This article provides a comprehensive while synthetic overview of corruption in the education sector. The U4 Paper begins by providing a description of education sector corruption, its causes, its effects and how it can be tackled. The paper then goes more into depth into salaries, corruption in education sector procuremen, budget transparency and formula funding - an agreed rule for allocating resources to schools specifying the quantum of finance that each school can spend. The article ends with a literature review, which outlines the most important academic works on corruption and anticorruption in the education sector until 2006.

Ritva Reinikka and Jakob Svensson 2004. The Power of Information: Evidence from a Newspaper Campaign to Reduce Capture

http://documents.worldbank.org/curated/ en/883011468777296898/pdf/WPS3239.pdf

This paper evaluates the effects of increased public access to information as a tool to reduce capture and corruption of public funds. In the late 1990s, the Ugandan government initiated a newspaper campaign to boost schools' and parents' ability to monitor local officials' handling of a large school-grant programme. The results were striking: capture was reduced from 80 percent in 1995 to less than 20 percent in 2001. The authors find that proximity to a newspaper outlet is positively correlated with the head teachers' knowledge about rules governing the grant programme and the timing of releases of funds from the centre.

David Chapman. 2002. Corruption and the Education Sector (Washington D.C.: USAID, 2002)

http://pdf.usaid.gov/pdf_docs/Pnact874.pdf

This paper discusses the factors fuelling corruption in national education systems. It describes the forms that corruption takes within the education sector, and interventions that have been suggested for reducing corruption. The author argues that "petty" or small-scale corruption is more common that "grand" or large-scale corruption in the education sector, and emphasises specific vulnerabilities at the point of service delivery. The author argues that bribery, favouritism and fraud over merit can have profound effects on societies in the long-term. The article details the challenges pending for donors seeking to invest in education and provides a series of examples of anticorruption efforts in education.

Sanjeev Gupta, Hamid Davoodi, and Erwin Tiongson. 2000. Corruption and the provision of healthcare and education services.

http://www.imf.org/external/pubs/ft/wp/2000/wp00116.pdf

This article reviews the theoretical models and users' perceptions of corruption in the provision of public services and analyses the impact of corruption on those services in terms of cost of services and human development outcomes. Using cross country data sets, the authors find that corruption has adverse consequences for a country's child and infant mortality rates, percent of low-birthweight babies in total births, and dropout rates in primary schools. The authors conclude by examining the implications of their results for social policy formulation.

STANDARDS AND GUIDELINES

Corruption in the education sector is presented by many education advocates as a direct failure to uphold International Law, as international conventions like the Universal Declaration for Human Rights, the Convention on the Rights of the Child and International Covenant on Economic and Social and Cultural Rights uphold the human right to free, compulsory and egalitarian primary education. This rights-based approach to viewing corruption in the education sector is by no means a standard or guideline to addressing corruption in the education sector, but provides the basis for international commitments and standards.

UNESCO Commitments: Education for All

http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/

The Education For All movement started in 1990 as a coalition of 164 governments worldwide who have pledged to address the deficiencies of primary education systems worldwide by identifying 6 goals and developing a framework to address the goals. The framework, labelled the Dakar Framework for Action, identifies corruption as a major obstacle to improving education and recommends that governments in the coalition take strong action to detect and address corruption in primary education. The commitments within the Framework are monitored through the UNESCO Institute for Statistics which releases annual reports on the successes and failures in meeting commitments.

UNESCO/OECD Guidelines for Quality Provision in Cross-Border Higher Education

http://www.oecd.org/edu/skills-beyond-school/35779480.pdf

Cross border higher education broadly refers to the movement of people, knowledge, programs, providers and curriculum across national or regional jurisdictional borders, offering students/learners new opportunities, increased access to higher education, improvement of international co-operation and innovations in higher education systems. These guidelines were established to enhance the quality provision in cross-border higher education and to establish an international framework of cooperation to maintain and assure quality in higher education. The guidelines are directed towards both governments (through their respective education ministries) and to institutions dedicated to tertiary education. The guidelines aim to establish a transparent and fair system of internationally recognised accreditation and create a space for international cooperation for improving education and establish a framework for cooperation in addressing issues like certification/qualification fraud linked to higher education.

IIEP/CHEA Advisory statement for effective international practice. Combatting corruption and enhancing integrity: A contempory challenge for the quality and credibility of higher education

http://unesdoc.unesco.org/images/0024/002494/249460E.pdf

This advisory statement is a call to action that highlights the problems posed by academic corruption in higher education and suggests ways that quality assurance bodies, government and higher education institutions around the world can combat corruption. It notes that although effective quality assurance is a central element in addressing academic corruption, it cannot do the job alone. Corruption affecting the integrity of universities' academic operations occurs both upstream (at the government level) and downstream (at all levels in higher education institutions) from the work of quality assurance bodies. "Action on a broad front is needed to attack the problem," the advisory statement concludes.

PRACTICAL INSIGHTS: HANDBOOKS AND TOOLKITS

Education Development Centre. 2012. Addressing Corruption in Education: A Toolkit for Youth from Youth

https://resourcecentre.savethechildren.net/library/addressing-corruption-education-toolkit-youth-youth

Part of a bigger USAID funded programme on transparency in the education sector, this toolkit was developed "by youth for youth" with the objective of providing guidelines for increasing transparency in education. The toolkit addresses the nature and scope of corruption in education before delving into concrete strategies for promoting transparency. The toolkit advocates for the Transparent Education Network (TEN) – an association of individuals and organisations from the Europe & Eurasia region – framework for community development projects which involves, first, a community-led diagnostic assessment of the problems; second, awareness raising activities aimed at the community; third, alliance building with regional, national and international actors; and finally, the development of integrity packs and codes of conduct. The toolkit outlines each step, establishing clear objectives, providing detailed descriptions and a wide use of examples.

UNDP. 2011. Fighting Corruption in the Education Sector: Methods, Tools and Good Practices

http://www.undp.org/content/dam/undp/library/Democratic%20Governance/IP/Anticorruption%20Methods%20and%20Tools%20in%20Education%20Lo%20Res.pdf

This 2011 report by the UNDP is a comprehensive guide to addressing corruption in the education sector. The article focuses on measures in three broad categories: legal and integrity mechanisms, public and education sector reform and transparency and accountability measures. The paper examines major trends in these categories and methodically assesses the effectiveness of these in general and specific situations. The authors reach two key findings that serve as practical advice for practitioners: the first is that education sector corruption diagnostics are inadequate, and more needs to be done to measure the scope of corruption in this sector. The second finding is that the complexity of education systems makes one-size-fit-all solutions a pipe-dream. The authors recommend analysing the local circumstances carefully before applying corrective mechanisms.

Poisson, Muriel. 2009. Guidelines for the design and effective use of teacher codes of conduct. Series: Ethics and corruption in education. Paris: IIEP-UNESCO.

http://unesdoc.unesco.org/images/0018/001850/185010e.pdf

These guidelines have been prepared to help countries successfully 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. They follow the major steps involved in the development of a code. For more detailed information on each aspect of the guidelines, the reader is directed to the Resources and Tools which are included in annexes.

GIZ. 2004. Preventing Corruption in the Education System: A Practical Guide

http://www.u4.no/recommended-reading/preventing-corruption-in-the-education-system/

This practical guide is targeted at those responsible for development cooperation projects in education. It aims to promote reform in the education sector by providing ideas and indicating ways to integrate corruption-prevention components appropriately into education projects. The guide is built around the identification of integrity vulnerabilities in terms of 1) personnel, 2) the finance and procurement system in educational institutions, 3) access to educational institutions, and 4) quality and quantity of education. The guide proceeds to point out measures to prevent corruption for each of these areas, ranging from personnel training and contracting to procurement of resources and university management. The guide offers a comprehensive look at anticorruption mechanisms and strategies directly addressed at each of these sectors as well as overarching guidelines directed at the broader education system.

ASSESSMENT TOOLS AND DATABASES

The World Bank and OECD databases on economic development feature numerous indicators related to education, including enrolment and investment in education. These, however, do not provide comprehensive data specifically on corruption in the education sector. Transparency International's Global Corruption Barometer identifies corruption perception trends worldwide for education services and professionals.

Transparency International. 2017. Monitoring corruption and anticorruption in the SDGs: A resource guide

http://www.transparency.org/whatwedo/publication/monitoring_corruption_and_anti_corruption_in_the_sustainable_development_go

As part of its follow-up and review mechanisms for the United Nations Sustainable Development Goals (SDGs), member states are encouraged to conduct regular national reviews of progress made towards the achievement of these goals through an inclusive, voluntary and country-led process. This guide is intended to explain the role of civil society organisations in monitoring corruption in the SDGs, as well as how to identify potential indicators and data sources for this purpose. Throughout the guide, there are country examples of indicator selection, inclusive follow-up review processes and approaches to corruption monitoring. A chapter is dedicated to mainstreaming anticorruption in monitoring SDG 4.

International Institute for Education Planning. ETICO resource platform on ethics and corruption in education

http://etico.iiep.unesco.org/

This is a web-based resource platform focused on issues surrounding ethics and corruption in education. The platformprovides easy access to IIEP's research and training materials. It also features more than 640 references on publications, projects, policies, and norms; thematic pages on key issues in the area of ethics and corruption in education; a glossary with definitions of the most important terms used in the fight against corruption in education; a blog that offers the global anti-corruption community a space to publish new ideas and discuss them; a media library; and a selection of over 1,000 newspaper articles on corruption in education issues from all over the world going back to 2001.

Centre for International Higher Education: Higher Education Corruption Monitor

http://www.bc.edu/research/cihe/

The Higher Education Corruption Monitor is a knowledge depository set up by the CIHE to monitor news articles related to higher education corruption in English-language news outlets around the world. It features a search engine to filter these articles, categorizing them into three categories: (1) general corruption, (2) corruption in examination and admissions, and (3) degree fraud.

Council for Higher Education Accreditation. 2013. Important Questions about Accreditation, Degree Mills and Accreditation Mills

http://www.chea.org/degreemills/default.htm

The CHEA is a U.S.-based institution which aims to educate citizens and public officials about accreditation fraud and seeks to advocate for stronger legislation regarding the issue. The CHEA has produced a number of documents related to accreditation fraud including this web-entry which provides information about accreditation fraud. The webpage provides a tool to assess whether an institution is a degree/accreditation mill. The webpage also includes a link to a database of recognised U.S. accrediting institutions.

RESOURCES FROM THE ANTICORRUPTION HELPDESK

Sofia Wickberg. 2013. Literature review on corruption in higher education.

Available on request at: tihelpdesk@transparency.org

Corruption in higher education is a universal problem that takes various forms across regions, countries and institutions. Corruption in this sector can be found both at the systemic (fraud, undue influence, false accreditations etc.) and individual (academic misbehaviour, plagiarism, cheating etc.) levels. Corruption in higher education has significant social and economic consequences because of the crucial role that universities play in societies, both as a neutral point of reference and as a "future-leader maker". Corruption undermines the integrity and the quality of academic research and diverts higher education from its fundamental goals. This paper provides a non-exhaustive list of relevant readings on the various corruption challenges in higher education

Marie Chene. 2012. Fighting corruption in education in fragile states.

https://www.transparency.org/whatwedo/answer/fighting_corruption_in_education_in_fragile_states

Fighting corruption in education has the potential to mitigate some of the root causes of fragility and restore citizens' trust in the government's capacity to deliver public services. Corruption can occur at all stages of the education service delivery chain, from school planning and management, to student admissions and examinations as well as to teacher management and professional conduct. These risks can be exacerbated in fragile settings, which are often characterised by weak governance structures, limited infrastructures, inadequate political leadership and reduced human, organisational and institutional capacity of government. There is still relatively little evidence of what comprises good practice on how to fight corruption in fragile states, including as it relates to the education sector. Recommendations typically include the establishment of transparent regulations and procedures, reforms of the procurement and public finance management (PFM) system, transparent teacher management systems, the introduction of codes of conduct for educational staff, robust information systems in the area of teacher registration and management, examination and access to university. Social accountability initiatives also have potential and may be the most viable option in some challenging environments.

Marie Chene. 2009. Gender, corruption and education.

http://www.u4.no/publications/gender-corruption-and-education/

There are few governance indicators that systematically capture the gender dimension of corruption in education. However, there is a growing consensus that corruption undermines the quality and quantity of public services, and reduces the resources available for the poor and women, ultimately exacerbating social and gender disparities. Corruption hits disadvantaged groups – including women – harder, as they rely more on state infrastructure, have fewer resources to make informal payments to access education services and less recourse to legal protection. Women are also more vulnerable to specific forms of corruption such as sexual extortion in exchange for schooling, good grades and other school privileges. There is no empirical evidence available on the long term impact of corruption on gender disparities in the education sector. However, there is a general consensus that such practices have long term consequences on women's education outcomes, psychological and physical health as well as gender equity, ultimately affecting long term social and economic progress.

SELECTED ACTORS AND STAKEHOLDERS

UNESCO

http://www.unesco.org/new/es

UNESCO is the UN Agency responsible for topics in education. The agency is an advocate for free and accessible primary education, and has worked under this mandate on several anticorruption projects in education particularly through its specialized institute IIEP (see below). UNESCO has several programmes and documents related to education governance and accountability.

UNESCO International Institute for Education Planning (IIEP)

http://www.iiep.unesco.org/en/our-mission/ethics-and-corruption

A capacity building institute within UNESCO, the IIEP runs the Ethics and Corruption in Education Programme, which is aimed at reshaping educational planning by taking into account transparency and accountability concerns. As part of its Ethics and Corruption in Education Programme, IIEP has published more than 15 books on issues such as reducing corruption in fund allocation to schools, transparency in teacher management, adverse effects of private tutoring, academic and accreditation fraud among others. It trained more than 2,200 people on transparency, accountability, and anti-corruption issues in the education sector. Finally, it provides support to countries that are in the process of conducting an integrity assessment of their education sector, of launching a public expenditure tracking surveys(PETS), or of designing a teacher code of conduct. The Institute manages the ETICO online resource platform.

Education International

http://www.ei-ie.org/en/websections/content_detail/3247

Education International is a federation of education workers' unions and individual teachers which promotes equity and quality in education, both for students and for teachers. The federation is an advocate for good governance in regards to education and has frequently spoken out against mismanagement of funds destined for education, corruption in procurement and corruption at point-of-service in education systems.

Open Society Institute

https://www.opensocietyfoundations.org/

The Open Society Institute has two operative areas, one on Education and Youth, another on Governance and Accountability, which frequently overlap to produce research and to fund projects related to education system integrity. Their website has access to national case studies in Northern Africa and South-eastern Europe, as well as several documents dealing directly with transparency and accountability in the education sector. The have worked with local anticorruption advocates like Anticorruption Student Network in South East Europe (ACSN SEE) and experts on these matters to add to their research.

Anticorruption Student Network in South East Europe

http://www.bos.rs/cde-eng/implemented-projects/309/2013/10/15/anticorruption-student-network-in-south-east-europe.html

Beginning in 2006, this coalition of students and higher education institutions in South Europe was formed to provide a collaborative space to identify corruption problems in higher education and to give students tools and formal avenues through which to identify and fight against corruption. The coalition has produced some research related to these topics and currently translating them into English. The coalition is made up of actors for Serbia, Macedonia, Croatia, Bulgaria, and Moldova.

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