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Background Paper:

Addressing Corruption in Education in the Eastern Europe and Eurasia Region: A Country/Regional Inventory



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I. Overview

This background research paper presents a country-based inventory of initiatives that address corruption in education in the Eastern Europe and Eurasia (E&E) region. This research paper identifies programs, policies, and institutions that relate to combating corruption in education throughout the E&E region, with particular attention focused on the Caucasus, Central Asia Republics (Kazakhstan, Kyrgyzstan, Tajikistan, Azerbaijan, and Georgia), and specific countries in Eastern Europe (Macedonia, Bosnia-Herzegovina, and Albania).

As part of this research assignment, the following tasks were completed from October to December, 2007:

- Review of existing secondary research literature that provides information, analysis, and/or evaluation of development activities which address corruption in education. Most sources were identified through web-based research of English-, Russian-, and Turkish-based sources. To the extent possible, other local language sources have been cited.
- Identification of key institutions, and their policies, programs, and evaluations in the above countries. This paper provides contact information for the various country and regional institutions and their main researchers.

This report provides salient examples of project- and policy-based activities occurring in the E&E region which address corruption in education. The activities have been classified using a simple typology based on four main areas of focus: Informing and Educating Key Stakeholders; Community Action and Mobilization; Strengthening Management Capacity in Education Sector; and Transparent Regulation and Enforcement in Education Structure. The following table highlights these four categories of anticorruption activities in the E&E region. This report is organized around these categories. The following sections provide more detailed information on the activities in each category of focus.

According to the research findings, anticorruption activities in all four categories have been implemented in many of the E&E countries. Table 1 presents a checklist of country-based activities classified by type.

Table 1: Country-based activities to address corruption in education in the E&E Region

Country	Informing & Educating Key Stakeholders	Community Action and Mobilization	Strengthening Management Capacity	Transparent Regulation & Enforcement
Azerbaijan	✓	✓	✓	✓
Georgia	✓	✓	✓	✓
Armenia	✓		✓	
Kazakhstan	✓		✓	
Kyrgyzstan	✓		✓	

Tajikistan	✓		✓	✓
Macedonia	✓	✓	✓	✓
Bosnia	✓	✓	✓	✓
Albania	✓	✓	✓	✓

Source: EDC Research

As noted in Table 1, there has evidently been substantial activity in the E&E region to address corruption in education. These activities largely reflect the development and implementation of large education policy reform projects, through the strengthening of management capacity and the creation and enforcement of transparent regulatory structures.

In addition, there have been substantial amounts of activity related to informing and educating the key stakeholders on their rights and roles within the education community. Yet relatively limited community action has been identified. Community action and mobilization are crucial components in the battle against corruption in education, both to support the broader policy reforms and to actively engage young people and communities. As the research reveals, there is a substantial need to involve the community and, particularly, the youth in the process of making government accountable. And while there is no question that one needs policy reform at the higher level to encourage accountability, informing and educating the community and youth is critical to producing active stakeholders in this process.

The Project Team and USAID Activity Manager have identified several key elements in building a strategy to address corruption in education in the E&E region:

- *To target youth-based activities as a programmatic entry point for promoting advocacy and community action and mobilization.* These activities provide us a springboard for enriching community action against corruption in education and for linking regional initiatives.
- *To ensure that these activities reflect the organizing principles of young people, e.g., incorporating web-based programming and virtual activities throughout the project.* The project will build on lessons learned from past community action projects, as well as develop an attuned communication strategy to ensure an approach to text, image, and action which is contextually appropriate and attractive to local youth.
- *To test the effectiveness and sustainability of the proposed interventions, since there is no proven model in the region.* Youth initiatives are scattered throughout the region and there is considerable need to better understand youth attitudes and practices related to corruption in education, in order to improve project design. Web-based discussions and forums are often short-lived and of the moment, and, moreover, many websites can no longer be accessed. Specific activities will consciously be designed to identify sustainable solutions.
- *To develop programs where all youth have secure access to all communication and accurate translations of all texts.* A significant challenge is to be sensitive to the possible political pressure existing in some of the countries for young people who fight corruption in education. A secure website where participants may be assured of anonymity and the confidential treatment of their statements is essential to engage young people's participation and trust. This secure website would allow all interested youth to participate in the project,

without fear of possible political ramifications in their respective countries. In addition, accurate translations are an obvious need, especially given the different connotations of terms in different languages.

II. Classification of Country-based Activities

- 2.1 Understanding corruption in education. Throughout the E&E countries, the practice of different types of corrupt practices and behaviors in the educational sector have been reported (See Box 1). Educational corruption covers a wide range of illegal and unethical activities, from faculty favoritism toward certain students to employees' embezzlement of school property. There are many ways that corrupt practices may occur within the education system, whether on a district level, e.g., the inequitable allocation of educational resources to schools, or on a school level, e.g., the illegal payment of bribes to induce school admission or grade promotion. Corrupt practices can influence the delivery of education within the school environment and hurt students personally on a daily basis, e.g., through the demand for payments for textbooks, shadow teachers and classes that do not exist, and favoritism in vendor choice leading to the procurement of poor quality equipment.

Box 1: Types of corrupt activities within the education sector

- Bribes or pay-offs for better grades or the coercion of students to undergo private tutoring
- Bribes (in-kind or financial) accepted for enrollment of student into school
- Procurement of educational supplies from favorite, politically "correct" companies
- Paying of shadow teachers for classes not conducted
- Appropriation of school equipment, such as computers and tractors
- Nepotism in hiring relative or family friend
- Misappropriation of government budgeted resources by top Ministerial managers
- Embezzlement of public funds at the Ministerial or District level of the system

Source: Ogrodzinska, 2001

- 2.2 Corruption and ethical behavior. Within this context, there is often a fine line between corrupt and non-corrupt behavior. One example of such ambiguity is the gifting tradition to teachers and school administrators from students and parents. This socio-cultural practice of giving gifts to public officials and teachers may potentially open the door to influencing decision-makers within the education system. For that reason, research has tended to examine the behaviors of all the various stakeholders to investigate how these behaviors influence the educational system. Behaviors are classified as "ethical" or "non-ethical" by their impact on the efficiency and equity within the system.

For example, gifting to teachers for higher grades is a clear violation of ethical behavior. Here the gift acts as an inducement—bribe—for a specific reward. Other practices are not so clear. [Tutoring, for example, acts as a gatekeeper, particularly for secondary and tertiary education; private tutoring is not unethical when it provides remedial skills for students to pass specific tests to gain access to education. However, when students are forced to undergo tutoring to compensate for the fact that tested content was not covered in regular classes, such coercion reflects an "unethical" practice restricting equitable access to education to all students.]

The various social and cultural perceptions of corruption and ethics introduce layers of complexity to the topic. As noted in a recent UNESCO study, “experience shows that, in all cultures, people have a clear perception of what should be tolerated and what should not, even when the system for rules and regulations is weak or non-existent.” However, the effort to change public perception, expectations, and practices to demand accountability and transparency in the educational system continues to be an uphill battle for many of the countries. (UNESCO, 2007)

- 2.3 Subjective versus Objective Measures of Corruption. There are two distinct approaches in measuring corruption in education: a) the Perception/Subjective data from teachers, students, and families, and b) the Fact-finding/Objective data from institutions. The Perception approach measures subjective opinions and attitudes of project- or local-level individual beneficiaries of the education system, e.g., students (See Table 2). The Objective approach measures the expenditure-flow and quality of the education system, which are measures related to the efficiency of the national system. For the most part, Perception and Objective indicators have been correlated in the countries. (UNESCO, 2007)

The following survey data in Table 2 presents subjective student attitudes (perceptions) on the admissions and grading systems within universities in these E&E countries. OSI and IIEP Anti-Corruption Student Network conducted this research in 2004.

Table 2. Student perception of academic corruption in Bulgaria, Croatia, Moldova and Serbia

Perceptions in percentages	Bulgaria	Croatia	Moldova	Serbia
Students who think that the official selection process is bypassed in their faculty	37.1	35.1	38.4	44.9
Students' perceptions of the percentage of their classmates who are illegally admitted to their university/faculty	18	18	40	15.1
Students who believe that there is the possibility for admission test scores to be illegally changed	32.9	27.5	36.1	36.3
Students who think that there are illegal activities concerning student ranking in admissions lists	26.6	32.2	60.9	39
Students who believe that there are illegal changes in admissions quotas	20.3	25.2	47.1	32.8
Students' perception of the percentage of students who have paid to take an exam or receive a certain grade	6.5	1.5	28	3.8

Source: Anti-Corruption Student Network in South Eastern Europe/OSI/IIEP, Nov 2004

Moldova is the clear outlier in these results. Here, 60 percent of students believe that there are corrupt practices related to admission test scores and almost 50 percent feel there is corruption in the university quota system offering specific places to applicants. These two aspects of university admissions had the highest rating in terms of perceived corruption for all four countries. For all countries, with the exception of Moldova, few students perceive that students pay to take an exam or receive a higher grade.

These findings corroborate recent World Bank research (2003) conducted at the national level. In a worldwide ranking of corruption and governance issues, Moldova was ranked as significantly worsening in terms of rule of law and control of corruption. These larger institutional, socio-political, economic, and cultural factors largely shape the overall environment of corruption in the countries. In the same study, Serbia and Slovakia have been ranked as significantly improving in the control of corruption. (Kaufman, 2005)

2.4 Two approaches for programs: Top-down policy reforms versus bottom-up community action for local ownership. The two fundamental strategies for addressing corruption in the countries are 1) the top-down approach of establishing a transparent regulatory system and greater accountability through management and accounting functions, and 2) the bottom-up approach of enhancing community and local ownership of the management process.

2.4.1 The first strategy—that of policy and management reforms of the nation-wide education system—has been adopted by many of the large international donors, such as the World Bank and Asian Development Bank (ADB). Most countries in the E&E region have now undertaken first-stage reforms of the education sector to encourage transparency and accountability in the allocation of Ministerial resources and management of the overall system of education.

Key aspects of these policy reforms are the creation and maintenance of transparent norms and regulation, through the establishment of national education standards for curriculum, testing, and admission. In addition, financial regulation and enforcement through audits and sound accounting practices, standardization of procurement rules, and incentives to reward “good behaviors” within the national administrative and management structure are all part of these nation-wide reforms. Ethical standards and codes of conduct also contribute to an overall environment of transparency and quality of education.

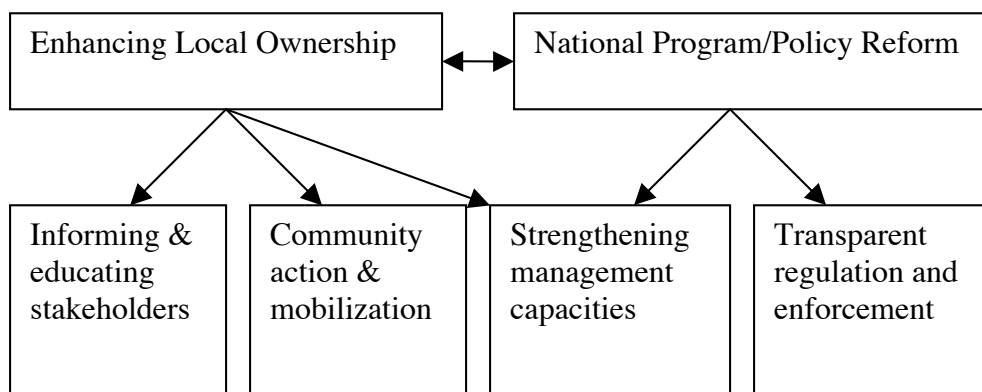
Supporting this strategy and linking it to the local school level is the strengthening of management capacities. A first step in achieving this accountability is to improve management, accounting, monitoring, and audit at the national, district, and local levels. Information technology and automated information system (e.g. informatics), external audits, and monitoring are important tools for managers in achieving transparency and accountability. Decentralization should be accompanied by clear and consistent norms, enhanced management capacity, and community accountability to ensure that corruption does not leak down to the local level. Please see Section 5.1 of this document for more information about decentralization.

2.4.2 This second, bottom-up strategy creates the foundation for decentralized provision of education services. It supports the engagement of local stakeholders through access to information. This approach also engenders the mobilization of key decision-makers at the local level to eliminate corrupt practices and behaviors. Moreover, it places priority on the school decision-making environment of local teachers, administrators, students, and their respective households. To implement this strategy, there exist a wide range of community-based participatory activities, e.g., corruption report cards, youth report cards, peer monitoring and honor codes at the teaching level; these participatory

processes encourage ethical behavior within the local education environment. For purposes of this report, two main categories of these activities are classified: 1) informing and educating community stakeholders through workshops and information sessions; and 2) community campaigns to generate awareness and accountability in the education sector.

Graph 1 presents a straightforward typology of the various policies, programs, and activities that support the broader objectives of transparency, accountability, and access to information. This framework uses the conceptual model introduced in the recent UNESCO comprehensive study, “Corrupt Schools, Corrupt Universities” published in 2007. This framework places emphasis on the two distinct approaches, i.e., top-down policy reform agendas in the countries versus the local bottom-up, community action approach. Note that the strengthening of management capacities at the local level contributes to the broader strategy of enhancing local ownership. Decentralization with national norms and regulation is the main link between local and national reform policies and for that reason is an essential building block of local accountability and transparency. Achieving decentralization with local community participation and accountability is the largest challenge now facing the education reform movements in E&E countries.

Graph 1: Two strategies for addressing corruption in education



Source: Derived from UNESCO (2007)

This conceptual framework serves as a point of reference in this report’s discussion and examination of key policies, programs, and activities that address corruption in education in the E&E region. In its discussion, this paper complements key research in the field, and allows for easy comparisons between our classifications and those of other donor research. Secondly, this report examines carefully the activities that support local ownership, placing priority on changing expectations and behaviors of local stakeholders. This is particularly timely as there are many lessons learned from lead Eastern European countries, such as Bulgaria and Macedonia, that provide salient models for future efforts in the E&E region.

2.5 Classification of activities. Table 3 below presents the different types of policies, programs, and activities using the above classification. As such, activities can be easily distinguished between local action to support accountability by community stakeholders compared to the larger national systemic efforts to address regulatory and management reforms. The following classification includes a wide range of country initiatives, both within the specific countries of Eurasia (Kyrgyzstan, Tajikistan, and Kazakhstan) and Eastern Europe (Macedonia, Bosnia-Herzegovina, and Albania). Also, examples from other countries, such as Lithuania and Bulgaria, are noted for purposes of “lessons learned.” Appendix 1 presents all of this information at the country level, and is hyperlinked to specific sources of information.

2.6 Enhancing Local Ownership

- 2.6.1 Informing and educating key stakeholders. This category of activities includes informational workshops and seminars; financial audits and corruption report cards to assess corruption in local school settings; local leadership development through fellowship and internship programs; international research projects and conferences to educate stakeholders and national policy leaders about good governance versus corruption in education; and virtual web networks to educate youth on corruption in education. The Open Society Institute (OSI) and Transparency International (TI) have funded a wide range of individual initiatives on corruption in education in the E&E region. These specific activities are discussed in Section 3 of this report.
- 2.6.2 Community action and mobilization. This category is about deepening action and activism at the community level. Important examples of local community action to support greater accountability of schools and teachers at the local level can be found in Macedonia, Bosnia, Georgia, Bulgaria, and Lithuania. These countries have organized a wide range of community education programs to mobilize the public to make schools accountable. However, there are only a handful of activities that have been “institutionalized” within the NGO environment in the countries. The Coalition 2000 (Bulgaria) and the Youth Group Milenijum (Bosnia) are two larger initiatives that have institutionalized specific community activities within the NGO environment to support the decentralization of education for accountability. These specific activities are discussed in Section 4 of this report.

2.7 National Policy and Program Reforms

- 2.7.1 Strengthening management capacity. Most countries in the E&E region have conducted sector-wide education reforms to achieve greater transparency and efficiency within the education sector. Strengthening of management capacity has been at the heart of these reforms, including the strengthening and decentralization of services; the establishment of information-reporting structures for accounting, personnel, and procurement; and the professionalizing of teachers, administrators, and managers at national and local levels. In a few instances, there have been specific components addressing the role of the local communities and flexibility of the management system (see: Kyrgyzstan Education Reform Loan, World Bank).

However, these broader policy programs offer few specific models on how to engage communities, link communities to the reform process, or leverage resources to assist communities to become active stakeholders in anticorruption activities. In fact, the overall review of the portfolio of loans was disappointing. There is little evidence that these larger policy efforts directly target civic participation through targeted spending on civil and community awareness and advocacy. These specific activities are discussed in Section 5 of this report.

- 2.7.2 Transparent regulation and enforcement. All of the national education reforms have established some type of transparent norms and regulatory structures for the education sector. Regulation and standards have been developed and implemented for education skill standards, national curriculum and assessment, accreditation, and admissions. This national approach to creating consistent and enforceable standards has extended to financial regulation, procurement, the establishment of incentives within the administration, and management of educational services for transparency and good performance. In addition, honor codes and ethical standards have been developed for the purposes of general awareness-raising and education of the key stakeholders in the system, most importantly teachers and local administrators. These specific activities are discussed in Section 6 of this report.

Table 3. Main types of policies, programs, and activities to address corruption in education in select countries of the E&E region

Enhancing Local Ownership		National Policy and Program Reforms	
Activity 1: Informing & Educating Key Stakeholders,	Activity 2: Community Action & Mobilization	Activity 3: Strengthening management capacity	Activity 4: Transparent regulation & enforcement
Open debates and community education on corruption in education	“Kick the corruption in higher education” regional program that organizes student campaign with workshops, panel discussions, and youth-centered activities	Decentralization with regulation, improved management, and community support	New educational standards, testing, and curriculum for accountability of local schools; ethical standards and education
Monitoring audits and programs related to financial transparency in schools	Corruption Fighter’s Toolkit--to organize campaigns against corruption at local levels of education	Informatics and IT for education at school level; mechanisms to control school resources and data	Development of new regulations and enforcement on financial, staff management, procurement, and incentives
Young leaders or fellows programs; regional virtual networks of youth leaders	Coalition 2000 (Bulgaria) and Anti-Corruption Student Network	Professionalizing teaching, management, and administration at all levels	Incentives to promote “accountability” within system
International planning	Youth Group		

and conferences (legal, economic, education) to identify ways to address corruption in education	Milenijum (Bosnia) and Debate Center (Lithuania) to organize campaigns to fight corruption in education		
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Source: EDC team, 2007

2.8 Key institutions and donors. In each of the analytical sections of this report, the main institutions and donors are identified. There are many development assistance agencies that fund activities to address corruption in education. Section 7 highlights the main agencies. The institutions can be grouped into two types of institutions: 1) International foundations that are committed to addressing corruption in education throughout the world, such as the Open Society Institute (OSI) and Transparency International (TI); and 2) International and bilateral government assistance agencies, such as multilateral donors (World Bank), regional donors (Asian Development Bank), and bilateral assistance organizations (United States Agency for International Development). To a large extent, these agencies have funded distinct approaches in addressing corruption issues. International and regional development donors, such as the World Bank and ADB, have provided financing and technical assistance for national policy and program reforms. International foundations, working with bilateral agencies (e.g. USAID and GTZ) have supported local stakeholders, providing information and community action initiatives. Section 7 of this report highlights some important contributions of these various donors, as well as the need for better coordination and overlay of activities and programs.

III. Category 1: Informing and Educating Key Stakeholders

Since the early 1990s, local stakeholders have participated in a wide range of local information and education sessions, including workshops, seminars, briefings, and conferences to examine their role in the issue of corruption in education. Initially, these activities supported a basic introduction to the topic of corruption in education and the need for accountability and reform. Since 2000, these activities have encouraged local communities to become advocates for accountability through a wide range of tools and research, such as participatory community assessment and financial report cards. Alongside these efforts is the regional and international conducting of research projects to better inform policy-makers and the local community about “best practices” and new initiatives. To a large extent, the purpose of this report is to build knowledge about effectiveness and raise awareness about local programs and projects that address corruption.

Table 4 presents the main types of activities that support information-based strategies to educate and engage key stakeholders. Most of these activities are small and not necessarily part of a larger or coordinated initiative. There are a large number of examples of these local community activities sponsored by a wide range of international donors.

Table 4. Activity 1: Informing and educating key stakeholders

Types of informational and educational activities	Main Countries	Funding
Open debates and community education forums on corruption in education (e.g. parent education for advocacy)	Albania, Armenia, Azerbaijan, Bosnia, Georgia, Kazakhstan, Lithuania, Macedonia, Moldova, Montenegro, Serbia, and Turkmenistan	Regional OSI World Bank ADB USAID
Monitoring audits and programs to track financial transparency in schools (e.g. corruption report cards and surveys of parents’ informal payments to educational parties)	Azerbaijan, Georgia, Kazakhstan, Latvia, Moldova, Slovakia, Tajikistan	Regional OSI TI
Youth leader programs that conduct research and promote advocacy; regional networks of youth leaders (e.g. Research Fellowships and Regional Networks)	Albania, Armenia, Bulgaria, Croatia, Georgia, Macedonia, Moldova, Serbia, and Armenia (UNESCO)	Regional OSI UN UNESCO The Eurasia Foundation (EF)
International planning to identify ways to address corruption in education (e.g. UNESCO IIEP study)	Region-wide research study and information dissemination	UNESCO
Conferences (legal, economic, education) on corruption in education (e.g. OSCE legal conferences on corruption)	Region-wide short conferences to identify specific issues related to corruption in education	Regional OSI UNESCO EF OSCE

Sources: EDC Team, 2007

Table 4 presents some general prototype examples; each of these examples is highlighted in the following sub-sections. Hyperlinks are attached to the specific projects in order to provide the reader greater information on the specific examples.

Open debates and community education forums on corruption in education. These activities provide basic orientation and education to key local stakeholders about their roles and responsibilities. Donors are identified. These informational programs include workshops, seminars, and teach-ins for youth, and for their parents, teachers, and administrators. The programs explore the nature and scope of distinct strategies which have been proven effective for countering corruption in the education system, both at the national political level and at the local community level. As Table 3 presents, many countries have presented these informational programs to key stakeholders. To a large extent, the regional OSI program offers a wide range of courses to inform local communities about the advocacy, assessment, and participatory diagnostics of the states of their education systems. The OSI, along with international, regional, and bilateral donors, have funded these workshops and participatory sessions.

Box 2: Advocacy Skills for Parents' Knowledge of and Influence on Education

The overall goal of the project is to develop parents' advocacy capacities in education through joint activities and networking. Parents need to be taught to cooperate with each other, and to cooperate with schools, ministries, departments, and other stakeholders in order to be successful in their advocacy activities. They need certain skills, strategies, and methods of conflict resolution, successful negotiation, and collective bargaining

The NGO association "New Connection" has initiated the establishment of the National Parents Forum in Lithuania, which lobbies and advocates for the educational and social needs of children. The project idea is based on helping partner countries to learn what has been done by the National Parents Forum, to share common issues, to generate new ideas, to have joint training and consultancy from external experts, and to establish national groups of Parents Councils for their respective national advocacy needs.

Country coverage: Tajikistan, Georgia, Azerbaijan, Moldova, Turkmenistan, and Lithuania

Source: www.soros.org/initiatives/esp/focus_areas/refine/grantees/advocacy_2006

Most recently, specific tools, such as the *New Connections* program, which teaches advocacy skills to parents to fight corruption in education, have been used in these workshops. These programs build on past experiences, such as the USAID's "People Voice" programs, which used surveys to assess the level of corruption in individual communities. The "People Voice" programs allowed for the initial measurement of levels of corruption in communities, dissemination of findings, and dialogue with stakeholders on the necessary policies and reforms to address local corruption in public services.

Monitoring audits and financial transparency. These tools have been developed by international donors and foundations to encourage local stakeholders to monitor and audit local education services. Several monitoring and financial audits have been developed, including the Corruption Report Card and the PIPES (Parental Informal Payment to Education) by OSI. The Corruption Report Card is a survey methodology in which key stakeholders—teachers, students, and administrators—respond to various questions related to possible corruption. The U.N. and Corruption International are two institutions that have used this methodology throughout the E&E region to identify corruption in local schools. These surveys have been expanded into larger community action programs (see Corruption Fighter’s Toolkits in the next section).

The PIPES program is in the research and development stage. This program measures parental informal payments to the education system and is currently being conducted in seven countries of the E&E region. (See Box 3). Similarly, many large donors, such as the World Bank through its Small Project program and the Asian Development Bank as part of its technical assistance financing, have supported surveys and audits of local education programs in E&E.

Box 3. Parental Informal Payments to Education (PIPES)

OSI through its Education Support Program (ESP) has designed survey instruments and research methodology for a study on parental informal payments to education (PIPES). Seven countries have been selected to participate in the project: Azerbaijan, Georgia, Kazakhstan, Latvia, Moldova, Slovakia, and Tajikistan. The project will produce one international policy paper and various country-specific policy papers; these papers will focus on schools as the recipients of various financial donations and will ask whether these funds affect equal access to schooling. In addition, the study will explore the forms of private contributions to schools. This would analyze the share of private funding in state-financed education and observe how it is administrated and accounted for.

A pilot project was conducted in Azerbaijan based on the methodology and instruments developed by ESP. In each country, a research group has been formed which is responsible for data collection, producing national reports, and developing advocacy activities. The groups share methodology and research experiences in three seminars that help adjust instruments to their respective country needs and allow for agreement on methodology and data collection techniques. Study results will be further used for advocacy and awareness-raising in the participating countries. The format of advocacy activities can be chosen by country teams in order to meet country needs.

Youth leader programs to promote research, advocacy, and networking. To build the necessary leadership in the area of advocacy and research, there exist many fellowship and scholarship research programs. Foundations which support these fellows in the E&E region are OSI/Soros Foundation, the Eurasia Foundation and its Caucasus Resource and Research Center, and the Ashoka Social Entrepreneurs program. In addition, various bilateral agencies, such as

GTZ and USAID, sponsor various youth leadership workshops to provide general guidance and education on the ways to address issues of corruption and good governance throughout the E&E region. (See Box 4).

In addition, there are new regional virtual networks linking youth leaders across E&E. For example, the Democratic Youth Network is a virtual site, which features youth leaders within the different countries. This initiative identifies the key youth leadership and good governance institutions within the E&E region and also has developed blogs of individual youth leaders. One youth leader featured in this network is Bakhtiyar Hajiyevev, the student leader of Azerbaijan, who is now working on corruption issues in Georgia. (See <http://www.democraticyouth.net/>).

Box 4: The Caucasus Research Resource Center Fellowship and the Eurasia Foundation

Bagrat Harutyunyan, a recent fellow of the CRRC program, presents a comprehensive study of the problem of corruption in the Armenian education system. The study used qualitative methods (expert interviews and focus groups) to gather data on perceptions of corruption and manifestations of corrupt behavior in schools and universities, as well as on the graduate level. The main objectives of the research are to identify the main reasons behind corrupt behavior in educational institutions, to discern and explore the structure of corrupt relations, and to create a typology of students and lecturers. According to the study, degrees of corruption vary, depending largely on the specific circumstances of the universities and faculties within each academic institution.

Armenian male students seem more often than female students to resort to corruption. It is worrisome that only about 20% of the focus group and interview participants recognized corrupt behavior as such. In this context, academic fraud, the use of personal connections, and the misuse of public property or patronage are often not considered corrupt behaviors by respondents. Interestingly, friends and relatives of students and faculty, who are not part of the education system, are apparently the main mediators of corruption in academic life.

Source: <http://crrc-caucasus.blogspot.com/2007/06/corruption-in-education-in-armenia.html>

International planning and conferences on corruption in education. In the last decade, there have been many international and regional conferences that address the issue of corruption in education. Legal, economic, and general development conferences address the corruption issue, but usually by taking a broad view, rather than looking at one distinct sector—such as education. Two distinctions must be made. First, most of these conferences have addressed corruption within the general framework of the respective country, examining the various forms of corruption, whereby the education sector is only one part. As a result, there is substantial information on the commonalities of corruption within a country, and how they are tied to governance. This general corruption research is distinct from research specifically examining corruption in education, which looks at how the current education policies and programs

influence corrupt behaviors. The actual effectiveness and impact of specific project, program, and policy action is not easily measured, and there are few studies of this nature.

To provide greater specificity on the nature of the problem and specific solutions, UNESCO, working through its International Institute for Education Planning (IIEP), OSI, and TI, conducted a worldwide review of corruption in education, identifying the main problems and challenges faced by developing countries and the types of projects and programs that can most effectively address these problems. This comprehensive study, “Corrupt Schools, Corrupt Universities: What can be done?,” presents a substantial number of examples of cases from the E&E region. This report is cited in Appendix 2 under the annotated bibliography of the report. This report reflects in-depth research on the topic, including international policy dialogue with participating Ministers of Education, the identification and development of methodological tools, a study tour to Lithuania, and companion studies to support the research. Several case studies from all regions of the world are presented in the report, revealing the great variety of corrupt practices in countries, both rich and poor. (See http://www.unesco.org/iiep/PDF/pubs/synth_ethics.pdf)

IV. Category 2: Community Action and Mobilization

This second type of activity offers a broader range of community and stakeholder activities, and clusters these various activities into a larger campaign or series of programs. As we will see, the most successful campaigns address many layers of the issues within the community, from the parents and students, to the local administrators and teachers at the local schools. As such, community action mobilizes activism of distinct players, structuring a participatory process that engenders accountability and beneficial decision-making within the local environment. These larger community campaigns have proven very successful in education environments where there are formal and decentralized school systems to assure legal norms and accountability within the structure.

The Eastern Europe experience has provided several good examples of effective community action tied to specific youth education campaigns, most notably in Macedonia and Bulgaria. Each of these campaigns is distinct in their organizing principles, but all share the objective of coalition building, i.e., building consensus within the local community that fosters active participation in decision-making to combat corruption in education. Table 4 on the next page presents these examples, the countries that participated in these activities, and the donors that financed these community activities. Following are the highlights of these campaigns:

4.1 Kick the corruption in higher education/Regional Student Network/OSI. In early 2003, a regional network of student non-government organizations (NGOs) from Macedonia, Serbia and Montenegro, Moldova, and Albania was formed with the main goal of decreasing the level of corruption in higher education. The implementation of the project "Anticorruption in Higher Education" started in April of that year with the formation of a 19-person project team. This team was divided into five sub-groups with different objectives. For instance, in Macedonia, a national coalition comprising ten representative student organizations was created. During the campaign "Kick the Corruption in Higher Education," the coalition presented results from the research sponsored by OSI Macedonia. All of these teams were part of the Anti-Corruption Student Network of OSI. They were all web-based with virtual support networks.

Macedonian youth awareness-raising activities encompassed media coverage of panel discussions with university officials and students on corruption in the university system. The positive results were immediate. Editors of Macedonian newspapers rated the youth campaign as the most successful event of that month. At the same time, the students conducted the "Don't Cheat" campaign. As part of this initiative, two similar panel discussions were organized in two universities with the participation of top management staff. Interestingly enough, it was during these panel discussions that the chancellors of the universities acknowledged (for the first time) the presence of corrupt practices in the faculties. In addition, the Network organized two large student events in each university, with the participation of over 50 NGOs. These events, attended by no less than 10,000 students, included an NGO fair; student workshops on topics such as students' rights; an Ombudsman and Democratic Student Union; the presentation of a 30-minute documentary film on

corruption in higher education; and public debates. Moreover, many public figures showed their support for the students' work by participating in the activities. These initiatives were designed to be supported by virtual and web-based networks. (Source: Open Society Institute, http://www.soros.org/initiatives/hesp/focus/sesi/network_anti)

- 4.2 Corruption Fighter's Tool Kit for Community Action/TI. TI has developed a series of tools that can be used in campaigns against corruption in education. The *Corruption Fighter's Tool Kit* and its *Special Edition: Teaching Integrity to Youth* offer the user a dynamic collection of tools and experiences worldwide, including the E&E region. *Teaching Integrity to Youth* features 11 examples of awareness-raising and youth education initiatives from Brazil, Italy, Macao, Colombia, United States of America, Uganda, Cambodia, Georgia, Zambia, Moldova, and Argentina. The aim of these initiatives is twofold: (1) to foster attitudes that do not tolerate corruption, and (2) to increase demand for accountability.

Experience with the TI methodology has shown that multi-dimensional activities which include both public and private sector actors around a common purpose are the most effective. All of these materials can be accessed virtually. (Source: Transparency International, http://www.transparency.org/tools/e_toolkit/corruption_fighters_tool_kit_special_edition_2004)

- 4.3 Coalition 2000/Bulgaria. This initiative illustrates the wide range of activities that can be incorporated into a community action program in order to tackle corruption in education. Under governmental leadership, the Anti-Corruption Commission, and Coalition 2000 (a local NGO), the education system offered anticorruption training to the community in schools and other public spaces. The trainings were delivered through multiple means, including general public awareness campaigns, courses in secondary schools and universities, and professional ethics trainings for public servants. The fact that these anticorruption goals and objectives were shared by the public and private sector communities played a powerful role in the effectiveness of this community action. Moreover, the Bulgarian experience shows that stakeholders perform better when conditions and expectations are clearly defined and are practical as well as realistic. (Source: UNESCO, 2007)
- 4.4 Youth Group Milenijum/Bosnia. In 2001, Youth Group Milenijum, an NGO from the Srbac municipality (northern Bosnia and Herzegovina), launched an anticorruption initiative at the municipal level with support from the World Bank Small Grants program, Open Society Foundation, International Rescue Committee, Care International BiH and Croatia, the Helsinki Citizens Assembly, Council of Europe, Ministry of Youth and Sport, and the local government of Srbac. Since August 2003, activists from Milenijum have also worked with Transparency International of Bosnia, whose Advocacy and Legal Advice Centre in Banja Luka has been a contact point for students concerned with corruption. Youth Group Milenijum is part of the OSI's Regional Student Network and participates in a wide range of youth-centered activities regarding fighting corruption in education in the country. The diverse funding base and its wide agenda have allowed Milenijum to achieve a high level of sustainability and community support. (Source: Milenijum Youth, http://www.milenijum-youth.org/engleski/index_2.html)

4.5 Youth Against Corruption project and Education Debate Centre / Lithuania. Education Debate Centre is an organization with an educational methodology that focuses on debate and dialogue. Supported by the Open Society Fund Lithuania (OSFL), the Centre promotes critical thinking through various debate-related activities, such as seminars for teachers and students, camps, tournaments, and congresses. Since 2000, the “Youth Against Corruption” project has developed a coalition with the Education Debate Centre and the Ministry of Education to address corruption in education. The coalition worked with university and secondary students, local community leaders, local authorities, and national government institutions to educate stakeholders about their roles and responsibilities through a broad campaign against corruption. This program can be showcased as a best-practice example of the process of coalition-building, a process which has proven to be fundamental and salient in community-based campaigns. (Source: UNESCO, 2007)

Table 5: Activities to support community action and mobilization

Community Action and Mobilization	Main Countries	Funding
“Kick the corruption in higher education” regional program that includes a student campaign with workshops, panel discussions, and youth-centered activities	Regional network—Macedonia, Serbia, Montenegro, Moldova, and Albania	World Bank/OSI
Corruption Fighter’s Toolkit-to organize campaigns against corruption in education	Tools used in local corruption campaigns (e.g. Bulgaria)	Transparency International
Coalition 2000 campaign to fight corruption as part of in-school and out-of-school programs, Anti-Corruption Student Network	Bulgaria	OSI
Youth Group Milenijum to organize campaigns to fight corruption in education	Bosnia	OSI/USAID
Youth Against Corruption and Education Debate Center (Lithuania), multi-stakeholder coalition to combat corruption in education	Lithuania	OSI

To a considerable extent, these youth and community initiatives have paved the way for the building of successful advocacy strategies to fight corruption in education. From the E&E region, most of the countries that have initiated community campaigns and other significant community mobilization activities to change corrupt practices are from Eastern Europe: Bosnia, Bulgaria, and Macedonia. There have been few initiatives in Eurasia/Central Asia, which would include Kyrgyzstan and Georgia. These Eurasia / Central Asia initiatives are largely tied to efforts in decentralization of education services through the reform of their education system.

Activities that fall under the category described in this section have showcased various successful strategies that promote community participation and ownership of the fight against corruption in education. Common elements in these initiatives include: 1) building private-public alliances; 2) offering a wide array of information-dissemination and training activities customized to specific stakeholders; 3) identifying a common purpose for all stakeholders—one to which they are all committed, and 4) making sure that activities lead to specific accomplishments tied to legal norms and established codes of conduct for ethical behavior.

V. Category 3: Strengthening Management Capacity in Education Sector

For most of the governments in the E&E region, first-stage education reform has established management structures to provide administrative accountability at the national level, and, in some instances, examples of decentralization of decision-making. These reforms include the establishment of sound management and accounting practices; the construction of an information technology (IT) platform to track school expenditures, procurement, and actual class teaching time of faculty/teachers; the funding of scholarships and income support to increase school access; the improvement of textbooks and a system of text-books distribution that is not susceptible to corruption; and professionalizing management and teaching through teacher and management education, including ethical education.

Table 6 presents the key activities by country and donor for these first-stage program reforms in the education sector. Each of these reforms has the intended objective of increasing administrative and management accountability, particularly at the national level. Most of these reforms have been financed by the ADB or the World Bank. In addition to reforming the management for increased accountability, these programs provided financing for the construction and renovation of individual schools and other main educational investment. The following information highlights some of the types of activities that have been included in these program reforms in the countries.

Table 6: Main activities of National Education Policy and Program Reforms

Recent Reforms	Main Countries	Funding
1. Strengthening Management Capacity		
Decentralization, improved management, and community support	Armenia, Georgia, Kyrgyzstan, Macedonia	The Eurasia Foundation World Bank ADB USAID
Informatics and IT for education; mechanisms to control school resources and data	Kazakhstan, Kyrgyzstan, Tajikistan	World Bank ADB USAID
Transparent scholarships and income support	Kazakhstan, Kyrgyzstan	World Bank ADB USAID
Improve quality and systems of textbooks and learning materials	Azerbaijan, Georgia	World Bank
Professionalizing management and faculty	Azerbaijan, Armenia, Bosnia, Georgia, Kazakhstan, Kyrgyzstan, Macedonia, and Tajikistan	ADB World Bank OSI USAID
2. Transparent Regulation and Enforcement		

Network of Education Policy Centers	Network of Education Policy Centers in Albania, Kazakhstan, Latvia, Mongolia, Slovakia, and Tajikistan	OSI
New educational standards, testing, and curriculum	Armenia, Bosnia, Georgia, Kyrgyzstan, Macedonia, and Tajikistan	World Bank ADB

Source: EDC team

5.1 Decentralization of education decision-making and improved management. Three countries in the E&E region are featured in this report for their efforts in decentralization and improved management: Armenia, Georgia, and Kyrgyzstan. These program reforms have been undertaken to decentralize management and decision-making for greater accountability to local schools and communities. The Armenian reform program decentralized their management system and introduced the concept of the school board. This reform also focuses on the key relationship of teacher-pupil, and provides salary incentives to achieve performance. Armenia has introduced important management oversight structures to achieve this decentralization. (Source: UNESCO, 2005
<http://unesdoc.unesco.org/images/0014/001412/141221e.pdf>)

Similarly Georgia has recently approved a decentralization reform for education policies and programs. Reform objectives include the improvement of the education management system and the reduction of the control bodies on the city and district level with the simultaneous reduction of the management apparatus. To ensure accountability at the local community level, the reform established management bodies inside the school with teachers and parents included in the boards. This \$60 million World Bank program also financed material, technical, and financial bases of the education system. (Source: World Bank, <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/IDA/0,,contentMDK:20872345~menuPK:3266877~pagePK:51236175~piPK:437394~theSitePK:73154,00.html>)

Kyrgyzstan in its first-stage reform loan introduced community participation through its education reform program. Through partial decentralization, Kyrgyzstan is addressing local management of schools through community involvement. This program integrates the objectives of poverty-reduction to increase educational access and affordability, and elicits community involvement in the local education sector. It offers a novel system of payments to offset the cost of education, as well as the provision of preschool education. (Source: World Education News and Reviews: <http://www.wes.org/ewenr/05dec/feature.htm>)

Box 5. The Macedonian Education Reform project: Decentralization and Incentives

Macedonia has undertaken comprehensive reform of their education system in the last decade. Starting in 2003, the government of Macedonia began the Education Modernization project. The project aims to improve school-based learning and attendance at the local level and to empower schools and school communities to strengthen school level planning and management. It will build systems and capacity to operate in a decentralized education system, including improving strategic planning, management, and monitoring.

The Education Modernization project has two main components: 1) School Level Planning and Incentives. The objectives of this component are to strengthen capacities of school level management and administration; increase school board participation to improve educational attainment and quality; plan, manage, and monitor local use of funds; support school-based initiatives; improve teacher competence; and monitor outcomes; and 2) Education Decentralization. The objectives of this second component are to build systems and capacity to operate a decentralized education system, including improving strategic planning, management, and monitoring, and accountability procedures in the education sector. (See <http://belgrade.usembassy.gov/policy/regional/031218c.html>)

- 5.2 Enhanced information technology (IT) for financial, administrative, and management control. Most of the countries have adopted information technology and accounting systems to ensure transparency of government budget transfers to local schools, procurement, and oversight of teaching time by faculty. These information technology and financial systems are at the heart of sound management control related to expenditures and performance. Moreover, the tracking indicators that have been created to identify corruption require such systems to be in place. To a considerable extent, these systems reflect the general practice of audit and financial accounting with government.

Kazakhstan, Kyrgyzstan, and Tajikistan are three countries featured for their reforms of these information and financial systems. In Kazakhstan, the new financial system has introduced a system of state grants and credits in order to rationalize the disbursement from the centralized organization and state certification of the entrance exams for university. This system is being supported by a financial system of control for school and local state programs. Additionally, Kazakhstan has been addressing teacher payment, providing a timely payment of the salary to the budget organizations including teachers. Teachers have received substantial increasing of their salary. All of these new payments have been incorporated into a new financial system of control and audit.

Kyrgyzstan has recently adopted a national information system in education as part of its first-stage reform program. Included in this system are the new financial and accounting systems to track expenditures. Tajikistan has adopted a similar type of system, as well as integrated information technology within secondary schools for instructional purposes. (Source: Tajikistan Development Gateway portal <http://www.tajik-gateway.org/index.phtml?lang=en&id=3942>)

- 5.3 Transparent scholarships and income support. As noted above, the Eurasia systems have been establishing a transparent scholarship and income support program to increase access of low-income students, as well as to encourage reporting of informal family payments to education. Kazakhstan, Kyrgyzstan, and Tajikistan have started local community programs to provide financial and in-kind assistance to families so that their children and youth can attend schools. These programs encourage families to report income spent on educational expenses, in order to receive funds from the account. In so doing, it establishes a micro-incentive for families to reveal their payments for tutoring and informal payments to teachers. Moreover, these programs have been designed to be relevant to the unique needs of these three countries, where educational access remains a challenge. (Source: <http://kyrgyzstan.neweurasia.net/?p=33>)
- 5.4 Increased quality of textbooks and systems of distribution. Textbooks have long been an entry point of corruption in the local and national education system. Fees are charged to students and illegally pocketed by teachers and administrators. National systems often have corrupt practices in the procurement and distribution of textbooks. To address this issue, several of the management reforms have both increased the quality of textbooks for students, as well as established distribution systems and transparency in procurement. Kazakhstan, Kyrgyzstan, and Georgia have recent reforms in establishing new textbook programs and have established specific policies on their distribution.
- 5.5 Professionalization of teachers, administrators, and managers. Most countries in the E&E region have conducted comprehensive training and professionalization programs for teachers, administrators, and managers. This activity is considered a first-stage reform activity, as it builds the personnel and human resource capacity within the Ministry to actually implement the needed management and teaching reforms. In some countries, such as Azerbaijan, Kazakhstan, and Kyrgyzstan, teacher salaries have been increased and accompanied by a professionalization program. Many Eastern European countries are well on their way to second-stage reforms, having undertaken large-scale teacher training and professionalization initiatives for the past decade. See Macedonia and Bosnia Country profiles in Appendix 1.

VI. Category 4: Transparent Regulation and Enforcement in Education Sector

The legal foundation for these national policies and program reforms lies in the federal legislation to establish national norms and regulations to guide the education policies and programs of the countries. All of the countries of the E&E region have established new legislation that addresses some aspects of the reform of their respective national education system. While this report does not delve into the specifics of each of these reforms, it does highlight some specific achievements by the E&E countries. Appendix 1 presents additional details of specific reforms.

- 6.1. New educational standards, testing, and curriculum. There are many examples of the new educational standards, testing, and curriculum that have been developed within the E&E region. For example, Kazakhstan introduced new educational standards and established a new generation of textbooks. Kyrgyzstan developed a new national policy of information for education management. Georgia established new education standards and a national program as well as an objective-based system to evaluate teachers and administrators. All of these reforms include specific activities that address corruption in education. Many of these policies' ultimate goal is to develop a more transparent and accountable national system of education.

Macedonia has aggressively pursued education policy reforms. Often used as a benchmark for education policy reform, Macedonia has passed key new education policies, norms, and enforcement mechanisms. Key laws include: the Law on decentralization – 2004; the Law on Institution for Public services – 2005; and the Law on Local Self-government – 2005. The strategy has been to establish a national framework that inhibits corruption in the education sector, particularly with regard to national budget disbursement, accounting, and transfers to local self-governments. (See Crisan, 2007).

- 6.2. Network of Education Policy Centers (NEPC) / OSI. Along with these national governmental efforts, the non-profit sector has been promoting dialogue and consensus-building with the governments of E&E. Best known is the OSI Network of Education Policy Centers. NEPC begun in 2000 as an international community of practice promoting independent and information-based policy analysis, advocacy for equity, and effective, sustainable solutions in education policy processes. Countries with Centers include Albania, Kazakhstan, Latvia, Mongolia, Slovakia, and Tajikistan. These Centers provide consistent funding and projects to support the long-term education reforms needed to fight corruption. This is particularly important for the Eurasia countries, most of which are at first-stage reforms.

Box 6. Stakeholders' involvement in education reform

One of the main challenges to national education reform is the problem of how to incorporate key stakeholders into the process of policy dialogue, while they remain active contributors to the specific program reforms, e.g., curriculum development or teacher training. In the recent study “*Education Policy in South East Europe: Current Developments and Prospects*” by Alexanru Crisan of the Center Education 2000+, the role of stakeholders was evaluated in the recent education reforms of Albania, Bosnia, Macedonia, Romania, and Serbia. Here are the country findings of the report.

Albania: No stakeholders mentioned

Bosnia: The lack of stakeholder involvement mentioned

Macedonia: Ministries, Trade Union members, Chamber of Commerce, Teachers, Parents, Students

Romania: Ministries, Trade Unions, Civil society, Teachers, Parents, Students

Serbia: In 2002-2003 special programs for stakeholder involvement: teachers, students, parents, local authorities representatives during "Talks on the Reform" (TOR), which lasted for almost 12 months; 11000 teachers engaged in school based series of talks and round tables “Educators in the Education Reform” (EER); 12,000 educators in series of presentations and roundtable “Talks on the Curriculum” (TOC)

These findings point to the limited nature of stakeholder involvement in education reform in many of the countries. More importantly, there has been little attention to linking specific local stakeholder activities to the actual accountability of local schools, administrators, and teachers. *For most countries, local stakeholder involvement and active contribution is the missing link in terms of accountability and transparency.*

Source: Crisan (2007)

VII. Inventory of International Donor Organizations and other Key Resources

There is a wide range of international, regional, and local institutions that address the issues of corruption in general in the E&E region, as well as specific initiatives in corruption in education. The lead institutions have been identified throughout this report and include:

- 7.1 The Open Society Institute (OSI). This international organization provides support to fight corruption in education in the E&E region. Through its Education Support Program (ESP), OSI has been a leading institution designing and implementing education projects in the region. Some of the initiatives include the Network of Education Policy Centers, the Anti-Corruption Student Network, and the PIPES program. OSI's programs have characterized for reaching across sectors and stakeholders.
- 7.2 Transparency International (TI). TI is an international NGO, whose mission focuses on addressing general issues of corruption in government services in which education is a key service. TI has worked extensively worldwide with governments, journalists, and civil society groups to combat corruption. One of its products, the "Corruption Fighter's Toolkit," showcases successful international experiences in mounting effective local campaigns against corruption in government services. To a considerable extent, TI support programs complement that of the OSI; TI focuses on the reform of all state sectors related to transparency through general legislation on procurement, financial reporting, and transfers to local governments, whereas OSI supports specific initiatives in the education sector, as discussed throughout this report.
- 7.3 The World Bank/Asian Development Bank. Most of the large education reform programs have been financed with resources from the World Bank and/or Asian Development Bank (ADB). Technical assistance has been provided in the design and development of these reform packages by these large multilateral organizations. These first-stage reforms have established the foundation for future decentralization and management reforms. Most of the Eurasia countries are just now in first-stage reforms, receiving large amounts of financing from the ADB. Eastern European countries have achieved many first-stage reforms and are now undertaking fuller decentralization and local decision-making. The World Bank (and the European Commission to some degree) have largely financed these reform loans.
- 7.4 US Agency for International Development (USAID). The U.S. government through USAID has provided support to a wide range of initiatives in the region. Initiatives include projects to assist in legislation and national policy development in governance and public administration, as well as specific projects to support education reforms, scholarship through its ROMA program, e-school programs, in-service teacher training, and general education of stakeholders. In some cases, USAID has collaborated with other

organizations such as OSI and TI. Moreover, USAID has also conducted relevant in-depth research studies on the topic of corruption in the region such as “TAPEE, An Analytical Framework for Combating Corruption and Promoting Integrity in the Europe and Eurasia Region.” Addition relevant research conducted by USAID includes “The Hope of Tomorrow, Integrating Youth into the Transition of Europe and Eurasia,” a study that focuses on youth in the region and the importance of their engagement in the region’s transition at all levels.

- 7.5 Other international and regional organizations that fight corruption in education in the E&E region are:

Anticorruption: Other International Organizations

ADB/OECD Anti-Corruption Initiative for Asia-Pacific

Asia/Pacific Group on Money Laundering (AGP)

Council of Europe - Group of States Against Corruption (GRECO)

European Anti-Fraud Office (Office Européen de Lutte Anti-Fraude -- OLAF)

Europol

International Group for Anti-Corruption Coordination (IGAC)

Interpol

International Chamber of Commerce (ICC)

International Organization of Supreme Audit Institutions (INTOSAI)

OECD - Corruption

OECD Development Cooperation Directorate (DAC) - Fight Against Corruption

Anticorruption Initiatives of Bilateral Donors

CIDA - Canadian International Development Agency

DANIDA - Danish International Development Agency

DFID - United Kingdom Department for International Development

GTZ - German Technical Cooperation

NORAD - Norwegian Agency for Development Cooperation

SIDA - Swedish International Development Cooperation Agency

U4 Utstein Anti-corruption Resource Centre

- 7.6 Country profiles. Appendix 1 presents the information of this report by country. The main countries covered are Eurasia countries—Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, and Tajikistan—and Eastern European countries—Albania, Bosnia-Herzegovina, and Macedonia. These eight countries reflect the scope, type, and range of activities that are now being sponsored through country governments, private sector organizations, and NGOs in the region. For purposes of web-based presentation, each entry is hyper-linked to a specific web-based source.
- 7.7 Annotated Bibliography. Appendix 2 presents an annotated bibliography of main documents and web portals used in this report. These documents can be accessed through hyperlinks or through a *Portable Document Format* (pdf) library that can be loaded to a web server and site for dissemination.

VIII. Key Findings and Recommendations

The report highlights the main project, program, and policy activities. These activities have been identified through secondary research using existing web-based information, much of it featured in the annotated bibliography of Appendix 2. From the analysis, several key findings emerge:

Key Findings

- 8.1 *There is a substantial level of project activities in general education and information in E&E.* Through the efforts of all international donor institutions, particularly the OSI and TI, there is a large amount of information and education activities to key stakeholders in the E&E region. These activities are largely short-term and sponsored by donor institutions. In the last decade, these activities have been transformed, initially being information on the needed reforms in the education sector, and, most recently, being information and education of key sub-groups, such as youth and parents, about specific recommended actions at the local community level.
- 8.2 *There are wide distinctions between the two sub-regions in terms of education reforms; Eastern European countries are now moving to second-stage reforms, supporting decentralization and local ownership of the reforms, while Eurasia countries are just now establishing their national policies and management structures.* The countries are extremely varied in the nature of the education reforms and the ability of these reforms to address the specific nature of corruption in education, particularly at the local levels. Decentralization has only been partially started and mostly in the Eastern European countries.
- 8.3 *Few links exist between national education reform efforts and the strengthening of local stakeholders within the accountability process.* As evidenced by the analysis of the report, as well as other secondary research, the local activities to support accountability in education are short-term, not sustained nor linked to the national reform efforts. Of the billions of dollars of resources dedicated to education policy and program reform in the countries, there are few resources dedicated to the building of local capacity to strengthen accountability.
- 8.4 *Community action and mobilization campaigns continue to be more short-term in nature and the local non-governmental institutions are just now “institutionalizing” these activities into a longer term, more sustainable programs.* There are several good examples of year-long campaigns to support the local non-governmental community to fight corruption in education. However, these campaigns have not necessarily been institutionalized into the longer-term program or funding. There is a need to focus on longer-term initiatives and permanent platforms of information and support for these local NGOs. All virtual and web-based strategies must be “institutionalized” to foster more permanent and continuous sources of information and technical support.
- 8.5 *These community action campaigns show us several successful strategies to address larger participatory approaches to building local ownership in education to fight corruption.* These

elements would include: 1) build coalitions of private and public sector actors; 2) offer various information and education activities, largely targeted to specific stakeholders and their specific participation within the system--whereby one size does not fit all; 3) develop the campaign around a mutual objective of the distinct stakeholders, one to which they are all committed; 4) make sure that activities lead to concrete examples of change tied to legal norms and established codes of conduct for ethical behavior.

8.6 Youth leadership has proven to be instrumental in the planning and implementation of local community action to support activities addressing corruption in education. The specific examples of successful community action in the E&E region have sprung from youth movements and action. In addition, regional efforts through the OSI Anti-Corruption Student Network have laid the foundation for developing this new leadership to address corruption in education. Virtual and web-based activities have proven to be effective tools for organizing and providing information for these youth networks and movements.

8.7 Communication challenges still remain for addressing the issue in the region. As discussed in Section 1 of this report, corruption in education is both a legal as well as ethical issue facing the countries. For example, the recent effort by Transparency International to educate youth in the “ethical” aspects of corruption is distinct from the legal and national norms established under the reform of education. Given these distinctions, the specific words used to convey the “corruption in education” issue must be carefully chosen. This becomes even more important when translating and communicating to the different target audiences within a country. These challenges must be carefully addressed in any project; it will require a filter of activities to embed local context into the information and community action campaigns within specific countries.

Key Recommendations

The Project Team and USAID Activity Manager have identified several key elements in building a strategy to address corruption in education in the E&E region:

- *To target youth-based activities as a programmatic entry point for promoting advocacy and community action and mobilization.* These activities provide us a springboard for enriching community action against corruption in education and for linking regional initiatives.
- *To ensure that these activities reflect the organizing principles of young people, e.g., incorporating web-based programming and virtual activities throughout the project.* The project will build on lessons learned from past community action projects, as well as develop an attuned communication strategy to ensure an approach to text, image, and action which is contextually appropriate and attractive to local youth.
- *To test the effectiveness and sustainability of the proposed interventions, since there is no proven model in the region.* Youth initiatives are scattered throughout the region and there is considerable need to better understand youth attitudes and practices related to corruption in education, in order to improve project design. Web-based discussions and forums are often short-lived and of the moment, and, moreover, many websites can no longer be accessed. Specific activities will consciously be designed to identify sustainable solutions.

- *To develop programs where all youth have secure access to all communication and accurate translations of all texts.* A significant challenge is to be sensitive to the possible political pressure existing in some of the countries for young people who fight corruption in education. A secure website where participants may be assured of anonymity and the confidential treatment of their statements is essential to engage young people's participation and trust. This secure website would allow all interested youth to participate in the project, without fear of possible political ramifications in their respective countries. In addition, accurate translations are an obvious need, especially given the different connotations of terms in different languages.

APPENDIX 1 - COUNTRY PROFILES

Albania
Policies Law nr. 7952 amand. on 30.07.1998: <ul style="list-style-type: none"> • Special education • Non-public education • Educational management Law on decentralization, local public administration Education strategy for 2004-2015, approved by the Council of Ministers on July 2004 Strategies to implement the 10 compulsory Strategy for implementing curriculum reform Curriculum reform – outcomes-based approach University entrance exam Sources: Center Education 2000+, Open Society Institute, USAID
Donors and Programs <ul style="list-style-type: none"> • <i>The World Bank</i> Seminar on "Higher Education for Good Governance: An Inventory of Academic Resources in the Mediterranean Region" • <i>OSI – Network of Education Policy Centers</i> ESP promoted the establishment of education policy centers in OSI's traditional area in Europe and Asia for seven years. Three years ago, a serious effort was undertaken to bring together education policy centers. The NEPC emerged as an international community of practice, promoting independent and information-based policy analysis, advocacy for equity, and effective, sustainable solutions in education policy processes. Countries with Centers include Albania, Kazakhstan, Latvia, Mongolia, Slovakia, and Tajikistan http://www.edupolicy.net/EN.php?content=page&Id=452 • USAID – Assistance in the elaboration of the Law on the Declaration of Assets by Public Officials In 2003, the ACAC, Albanian Coalition Against Corruption, assisted by USAID through MSI, Management Systems International, succeeded in having the Law on the Declaration of Assets by Public Officials completely revised and approved by Parliament.
Additional Resources <ul style="list-style-type: none"> • Comprehensive Action Plan on Albanian National Anti-Corruption Strategy for 2002. The Government, in close cooperation with all other State institutions and civil society, is determined to pursue a nationwide anti-corruption strategy embracing the whole community and consisting of the following three elements: <ol style="list-style-type: none"> 1. Enforcement of the laws against corruption 2. Prevention of corruption by eliminating opportunities for corruption that exist in the systems of the public administration 3. Raising awareness about the dangers of corruption and developing public support for fighting against corruption unpan1.un.org/intradoc/groups/public/documents/UNTC/UNPAN012763.pdf • Anti-Corruption Student Network (ACSN), which includes student organizations from Albania, Bulgaria, Croatia, Macedonia, Moldova, and Serbia. The long-term aims of the network members are to lower the level of corruption at the universities and to create a transparent higher education environment in the region. http://www.soros.org/initiatives/hesp/focus/sesi/network_anti Members of the ACSN in Macedonia is the Youth Educational Forum:

Azerbaijan

Policies

- Increase the role of the Ministry of Education to provide the high level of education quality and number of pupils
- Increase teachers' salary via changing the budget structure or reducing the number of teachers. Salaries should be partially based on the success of pupils
- Improve the quality of textbooks
- Increase teachers' authority and participation in decision-making
- Work on improvement of the teachers' image

Sources: Asian Development Bank, Open Society Institute, USAID, World Bank

Donors and Programs

- *OSI – Open Public Debate on Corruption in Education*

ESP developed an innovative instrument to estimate parental informal payments to education systems (PIPES) that intends to improve transparency and accountability in school systems. The PIPES survey is being carried out in Tajikistan, Kazakhstan, Azerbaijan, Georgia, Latvia, Slovakia, and Moldova.

- *OSI – Education Against Corruption*

Project activities focus on translation and adaptation of the book Anticorruption Education at School (material for general and higher education schools), developed as a result of the two-year RE:FINE-funded project, into Romanian, Bulgarian, Georgian, Ukrainian, Armenian, and Azeri languages. The book has already been published in English and Russian. In-service training courses, national conferences, and debates in the partner countries will be organized for better dissemination of good practices in anti-corruption education.

- *OSI - Open Public Debate on Corruption in Education*

A series of seminars initiated by ESP, the Center for Innovations in Education, and IIEP UNESCO raised awareness on corrupt practice in education in Azerbaijan, introducing the term “corruption” in public and political discourse. At the beginning of the year, policymakers were reluctant to admit the lack of transparency and corruption. By November, politicians, representatives of schools and NGOs were vigorously discussing the causes of corruption and how to fight against it. The Ministry of Education developed a code of ethics that was distributed to all educational institutions.

- *The Eurasia Foundation – Caucasus Research Resource Center*

The Caucasus Research Resource Centers program (CRRC) is a network of resource and training centers established in the capital cities of Armenia, Azerbaijan, and Georgia with the goal of strengthening social science research and public policy analysis in the South Caucasus.

- *The Organization for Security and Cooperation in Europe (OSCE) – Eliminating Corruption in Azerbaijan's Education System – Conference*

The two-day conference explored ways of eliminating corruption in Azerbaijan's education system. Organized by the OSCE Office in Baku, the American Bar Association/Central European and Eurasian Law Initiative, and the United States Agency for International Development, it brought together over 100 local and international experts. http://www.osce.org/baku/item_1_22285.html

Additional Resources

- Student Group "Say No to Corruption in Education" and its president, Azerbaijani youth leader *Bakhtiyar Hajiye*v, participate in the Democratic Youth Network, which supports young leaders in Eastern Europe and Eurasia to promote democracy and fight corruption in their countries.
- Twice a year, the US Embassy in Baku, Azerbaijan awards competitive small grants to Azerbaijani NGOs and community-based organizations (CBOs) to support the development of the

country's democratic institutions and civil society. The topic "Fighting Corruption in the Education System" was one of the topics in the Fall 2007 solicitation guidelines.

<http://azerbaijan.usembassy.gov/demcom2.html>

- "Current Trends in Education in Azerbaijan," a discussion with Professor Hamlet Isaxanli, Event Report, Caspian Studies Program, April 25, 2001, Kennedy School of Government, Harvard University:
http://belfercenter.ksg.harvard.edu/publication/12716/current_trends_in_education_in_azerbaijan.html
- Publication "Education in a Hidden Marketplace: Monitoring of Private Tutoring," OSI's Education Support Program (ESP), 2007. The publication of Education in a Hidden Marketplace: Monitoring of Private Tutoring, which is the result of the Monitoring Private Tutoring Project, initiated by ESP in close cooperation with the Network of Education Policy Centers. This report presents the results of a study that examines how education has been affected by private tutoring in nine former socialist countries: Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Lithuania, Mongolia, Poland, Slovakia, and Ukraine. The comparative study is the first document of its kind in the former socialist countries that looks into the main factors behind the phenomena; its scale, cost, geographic spread and subjects involved; the educational, social, and economic impact of private tutoring on the education system; the policy options; and alternative approaches.
<http://www.edupolicy.net/EN.php?content=news&Id=38>

Bosnia-Herzegovina

Policies

Framework Law on Primary and Secondary Education (2003):

- Non-discrimination, tolerance, respect
- 9 Compulsory
- Autonomy of school/no political involvement
- Common core curriculum to all cantons
- Networking of successfully reformed schools with an aim of promotion of positive experiences

Amendments: structure of the system (9/10 years)

- Law on National Minorities (defines the rights of minority groups in education, including the right to instruction in minority language)
- Law on the Treasury in BH, 2003 (financing in education centralized)
- Law on Administration in BH, 2002
- National Education Policy Strategy is called Shared Modernization Strategy for Primary and General Secondary Education in BH, White Paper, 2003

National Education Reform Projects:

- Curriculum reform – outcomes-based approach
- Transition to 9 years compulsory
- Introduction of external evaluation; setting up the Standards and Assessment Agency
- Introduction of treasury mechanisms in management of public expenses: Financing per student

Source: Center Education 2000+, World Bank

Donors and Programs

- *The World Bank*

Seminar on "Higher Education for Good Governance: An Inventory of Academic Resources in the Mediterranean Region"

- *The World Bank*

The introduction of EMIS (pilot phase)

- *The World Bank and the European Commission - Agency for Standards and Assessment*

It is an independent institution of the governments of Bosnia and Herzegovina and the Republic of Srpska that provides specialized expertise and services to educators on various aspects of assessment. It acts as a counseling body for decision-makers in educational policy at secondary levels and, furthermore, it represents public interest by monitoring the provision by which the governments of the Federation of Bosnia and Herzegovina (and cantons) and the Republic of Srpska implement quality education.

- *European Commission - Reform of General Education in BH (2003-2005):*

Reform the public administration in education sector and to reform curriculum

- CIVITAS

Developed curricula and textbooks for civic education subject which is compulsory in 7th grade of primary school and 2nd grade of secondary schools

Additional Resources

- Youth Group Milenijum
In 2001, Youth Group Milenijum, an NGO from the Srbac municipality (Northern Bosnia and Herzegovina), launched an anti-corruption initiative at the municipal level with support from the World Bank Small Grants Program, Open Society Foundation, International Rescue Committee, Care International BiH and Croatia, the Helsinki Citizens Assembly, Council of Europe, Ministry of Youth and Sport, and the local government of Srbac. Since August 2003, activists from Milenijum have also been working with TI BiH, whose Advocacy and Legal Advice Centre in Banja Luka has been a contact point for students concerned with corruption since its inception. http://www.milenijum-youth.org/engleski/index_2.html
- Publication "Education in a Hidden Marketplace: Monitoring of Private Tutoring," OSI's Education Support Program (ESP), 2007. The publication of Education in a Hidden Marketplace: Monitoring of Private Tutoring, which is the result of the Monitoring Private Tutoring Project, initiated by ESP in close cooperation with the Network of Education Policy Centers. This report presents the results of a study that examines how education has been affected by private tutoring in nine former socialist countries: Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Lithuania, Mongolia, Poland, Slovakia, and Ukraine. The comparative study is the first document of its kind in the former socialist countries that looks into the main factors behind the phenomena; its scale, cost, geographic spread, and subjects involved; the educational, social, and economic impact of private tutoring on the education system; the policy options and alternative approaches.
<http://www.edupolicy.net/EN.php?content=news&Id=38>
- Youth Participation in Education Reform: Impact on Corruption in Tertiary Education. The goals of this initiative are: 1) to understand effective youth participation in education reform that addresses corruption in tertiary education in ECA, and 2) to compile and disseminate best practices of young people's involvement in combating corruption in the tertiary education. There are six ECA Youth Voices Groups (YVG). These are active in Bosnia-Herzegovina, Georgia, Kosovo, Macedonia, Moldova, and Turkey. The groups are established in FY 04 to facilitate a mutual learning process between the World Bank and the youth stakeholders. ECA Youth Voices Groups have been involved in providing recommendations for the World Bank's projects, ESWs, policy papers, organized open discussions and conferences, as well as initiating and implementing their own activities
siteresources.worldbank.org/INTGLDEVLEARN/Resources/program_proposal_Youth_Participation.doc

Georgia

Policies

World Bank – Education System Realignment & Strengthening

- Establishment of the new education standards and national program; development of the objective evaluation system; ongoing work with the teachers, their evaluation and reduction of the teachers' quantity, training of the improved textbooks.
- Improvement of the education management system: reduction of the control bodies on the city and district level with the simultaneous reduction of the management apparatus. Establishment of the management bodies inside the school – special observers boards of teachers and parents.
- Improvement of the material, technical, and financial bases of the education system (World Bank granted a preferential credit for the amount of US\$ 60 million).

Source: World Bank

Donors and Programs

- *OSI – Monitoring financial transparency in schools*

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- *World Bank – Education System Realignment & Strengthening*

To help the Georgian effort to fight corruption in education World Bank as part of the Education System realignment and Strengthening supports different components – such as new exams. The new exam is just one component of the broad slate of reforms that the Georgian Ministry of Education and Science is implementing with the support of the World Bank. Other work has focused on developing a new national curriculum, building up teacher training capacity, and introducing per capita financing to schools. The World Bank has also supported efforts by the Ministry to introduce regular assessments and examinations at the school level.

- *The Eurasia Foundation – Caucasus Research Resource Center*

The Caucasus Research Resource Centers program (CRRC) is a network of resource and training centers established in the capital cities of Armenia, Azerbaijan, and Georgia with the goal of strengthening social science research and public policy analysis in the South Caucasus.

Additional Resources

- School Family Society Association - Involved in the Education against Corruption Program
- Georgia – Fighting Corruption in Education – World Bank:
- Student Group "Say No to Corruption in Education" and its president, youth leader *Bakhtiyar Hajiye*v (see Azerbaijan for more information)
http://www.democraticyouth.net/site/comments/support_georgia/
- Publication "Corruption in the Higher Education System in Georgia," Rostiashvili, Ketevan, Starr Foundation, and IREX, Tbilisi, Georgia, 2004 (in English and Georgian)
http://www.traccc.cdn.ge/publications/index_subject.html#corruption
- Publication "Education in a Hidden Marketplace: Monitoring of Private Tutoring," OSI's Education Support Program (ESP), 2007. The publication of Education in a Hidden Marketplace: Monitoring of Private Tutoring, which is the result of the Monitoring Private Tutoring Project, initiated by ESP in close cooperation with the Network of Education Policy Centers. This report presents the results of a study that examines how education has been

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<http://www.edupolicy.net/EN.php?content=news&Id=38>

Kazakhstan

Policies

- Rehabilitation of the small schools, which partially reinstate the attendance of children schools, reduced during the previous years. Access to education for vulnerable population.
- Establishment of educational funds for purchasing of clothes, shoes, textbooks, training materials, stationary, meals at schools, financial assistance, field trips, and participation in cultural and sport events
- Introduction of informatics program for secondary education
- Introduction of new educational standards and establishment of new generation of textbooks
- Introduction of state grants and credits practice, practice of centralized organization and state certification of entrance exams
- Introduction of compulsory, free preschool for all 5-6-year-old children
- Providing of timely payment of teachers' salary to the budget organizations. Substantial increasing of teachers' salary.
- Development of education infrastructure system, settlement of qualitative funding of this system

Source: Asian Development Bank

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Sub-regional course on: Transparency, Accountability and Anti-corruption measures in education. This course took place in Bishkek, Kyrgyzstan from 15-19 November 2004 and included the following countries: China, Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan. The major aims of this course were information and awareness-building about the issues of corruption in education; initial exposure to methodologies of anti-corruption measures; and the initiation of policy dialogue on anti-corruption in education. The report includes the various materials that were prepared and used for the course, in particular: the faculty presentation outlines, exercises, and country team reports. The appendices contain the list of participants as well as some reference documents. http://www.unesco.org/iiep/eng/focus/etico/TR_Tab2.htm

- *OSI – Network of Education Policy Centers*

ESP promoted the establishment of education policy centers in OSI's traditional area in Europe and Asia for seven years. Three years ago, a serious effort was undertaken to bring together education policy centers. The NEPC emerged as an international community of practice, promoting independent and information-based policy analysis, advocacy for equity, and effective, sustainable solutions in education policy processes. Countries with Centers include Albania, Kazakhstan, Latvia, Mongolia, Slovakia, and Tajikistan

<http://www.edupolicy.net/EN.php?content=page&Id=452>

- *ADB/OECD Anti-corruption for Asia and the Pacific, Self-assessment Report - Kazakhstan*

In the Asia-Pacific region, twenty-one countries have expressed their commitment to fight corruption by endorsing an anti-corruption action plan within the framework of the ADB/OECD Anti-Corruption Initiative for Asia and the Pacific, a first-of-its-kind partnership between all stakeholders of Asian and Pacific countries. The Action Plan comprehensively promotes the regions' objectives and needs for reform to develop effective and transparent systems for public service, to strengthen anti-bribery initiatives, to promote integrity in business operations, and to support citizens' involvement. The Kazakhstan report reflects the Anti-corruption policies that the country has reportedly put in place as of October 2003. It outlines the legal and institutional framework governing each of its issues, the respective implementing agencies, and recently planned reforms. www1.oecd.org/daf/ASIAcom/pdf/str_kazakhstan.pdf

- *European Commission – Basics on Preventing Corruption, Education Manual*
Education manual for everyone who is interested in problems on fight against corruption. The manual had been issued in Kazakh, Russian, and English languages by Transparency Kazakhstan with the financial support of the European Commission under the editorship of Igor Rogov, Svetlana Bychkova, and Kairat Mami; recommended by the Ministry of Education and science of the RK as education manual for students of legal and economic departments.

<http://www.transparencykazakhstan.org/>

<http://www.transparencykazakhstan.org/eng/content/77.html>

Additional Resources

- Article “Central Asia: Buying Ignorance - Corruption In Education Widespread, Corrosive,” Kathleen Moore, Radio Free Europe/Radio Liberty. 2004.
<http://www.rferl.org/featuresarticle/2004/07/7a4c4452-4ce5-44ee-a0e8-cbc94cb81d8a.html>
Radio Free Europe/Radio Liberty (RFE/RL) is an independent, international news and broadcast organization to Eastern and Southeastern Europe, Russia, the Caucasus, the Middle East, and Central and Southwest Asia. The U.S. Congress through the Broadcasting Board of Governors funds it. The article focuses on corruption in classifying it as a “serious problem” in the region. It raises awareness of the negative impact and the “heavy toll on society.” Students, parents, teachers, and officials were interviewed for its production.
- Article, “Higher Education in Kazakhstan, the Issue of Corruption,” Nataliya L. Rummyantseva, Peabody College of Vanderbilt University, 2004.
http://www.bc.edu/bc_org/avp/soe/cihe/newsletter/News37/text013.htm
The article by Rummyantseva addresses the issue of corruption in higher education in Kazakhstan. It provides evidence of corruption, offers control mechanisms, and describes some of the perceived negative impacts.
- “Corruption in Education through the Eyes of Students.” On-line discussion by students from various Eurasian countries on corruption in education. Facilitated by the International Research and Exchange Board (IREX) as part of its Internet Access and Training Program (IATP). IREX is an international nonprofit organization providing leadership and innovative programs to improve the quality of education, strengthen independent media, and foster pluralistic civil society development. During the online discussion, youth from Tajikistan, Armenia, Azerbaijan, Kazakhstan, and Uzbekistan gathered at IATP centers and delivered presentations, which provided fuel for a subsequent online discussion between peers in other Eurasian countries. Presentations included “Terminological Approach to Corruption; Its Types, Causes and Consequences,” “Corruption in Schools and its Consequences,” and “Corruption in Universities.” Until 2007, IATP was a program of the Bureau of Educational and Cultural Affairs of the US Department of State (ECA).
http://iatpnews.typepad.com/iatp_news/2007/04/students_discus.html

Kyrgyzstan

Policies

- Improvement of the education sector development via the onward educational reforms.
- Building-up the capacity of preschool education.
- Support the affordability of the school education for the children from low-income families, as well as providing them with necessities for participation in the educational process.
- Improvement of the training plans and programs.
- Increasing of the professionalism of the management and pedagogical staff of the education sector.
- Establishment of competitive educational structures via the development of mechanisms oriented on market relations.
- Establishment of the national information system of education management.
- Improvement of the role of local communities and flexibility of the management system.
- Reform of the funding system and attracting of additional funding sources for schools.

Source: Asian Development Bank, The Eurasia Foundation, World Bank

Donors and Programs

- *OSI & IIEP / UNESCO – Ethics and Corruption in Education*

Sub-regional course on: Transparency, Accountability and anti-corruption measures in education. This course took place in Bishkek, Kyrgyzstan from 15-19 November 2004 and included the following countries: China, Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan. The major aims of this course were information and awareness-building regarding the issues of corruption in education; initial exposure to methodologies of anti-corruption measures; and the initiation of policy dialogue on anti-corruption in education. The report includes the various materials that were prepared and used for the course, in particular: the faculty presentation outlines, exercises, and country team reports. The appendices contain the list of participants as well as some reference documents. http://www.unesco.org/iiep/eng/focus/etico/TR_Tab2.htm

- *ADB/OECD Anti Corruption for Asia and the Pacific*

In the Asia-Pacific region, twenty-one countries (Kyrgyzstan included) have expressed their commitment to fight corruption by endorsing an anti-corruption action plan within the framework of the ADB/OECD Anti-Corruption Initiative for Asia and the Pacific, a first-of-its-kind partnership between all stakeholders of Asian and Pacific countries. The Action Plan comprehensively promotes the regions' objectives and needs for reform to develop effective and transparent systems for public service, to strengthen anti-bribery initiatives, to promote integrity in business operations, and to support citizens' involvement.

<http://www1.oecd.org/daf/ASIAcom/ActionPlan.htm>

Additional Resources

- Kyrgyzstan Student Blog. The blog is a forum for university students in Kyrgyzstan to discuss current events and life in Kyrgyzstan. Specific topics include constitutional reform and academic honesty. A specific topic on "Corruption in Education" was posted on April 2006: <http://kgstudents.blogspot.com/2006/04/corruption-in-education.html>
- Article "Central Asia: Buying Ignorance - Corruption In Education Widespread, Corrosive," Kathleen Moore, Radio Free Europe/Radio Liberty. 2004. <http://www.rferl.org/featuresarticle/2004/07/7a4c4452-4ce5-44ee-a0e8-cbc94cb81d8a.html> Radio Free Europe/Radio Liberty (RFE/RL) is an independent, international news and broadcast organization to Eastern and Southeastern Europe, Russia, the Caucasus, the Middle East, and Central and Southwest Asia. The U.S. Congress through the Broadcasting Board of Governors funds it. The article focuses on corruption in classifying it as a "serious problem"

in the region. It raises awareness of the negative impact and the “heavy toll on society.” Students, parents, teachers, and officials were interviewed for its production.

- Article “Overcoming Corruption in Kyrgyzstan’s Education Sector,” Maria Utyaganova, Central Asia Caucasus Institute <http://www.cacianalyst.org/?q=node/1400>
The article addresses the “procedure of awarding high school graduates with gold medals, that provides chances to get government-paid seats at the university without examinations, was often subjective and fraught with corruption.” It provides an overview of the reforms undertaken at the beginning of the decade to tackle issues of corruption in education such as the one described above.
- New Eurasia/Transitions Online (TOL) Kyrgyzstan Country Blog. The blog focuses on current topics in the former Soviet Republics in Central Asia. A specific blog discussion on ‘Bribery in Higher Education Institutions’ in the country was posted in March 2006. <http://kyrgyzstan.neweurasia.net/?p=33>

Macedonia

Policies

Law for Primary and Secondary Education (2004)

- Decentralization of education: municipalities have right to establish and maintaining schools
- New rights and responsibilities for school board: high level of school autonomy
- New transparent procedure for textbook approval
- External sample-based assessment (9) and Matura (12)
- Educational structure - 9 years compulsory education instead of 8
- Certification of school directors

Law for Higher Education (2000)

- Establish a Council for Accreditation and Agency for Evaluation of quality (2000)
- Establish of Committee for Development and Finance (2003)
- Duration of study programs 3- 5 years (Bologna model) instead 2-6 years

Law for State Inspectorate (2005)

- Quality Assurance mechanism

Other policies and policy projects include:

- Integrated reform of 4 years VET education (1998–2005)
- Curriculum reform in Secondary general Education (2001- 2005)
- Curriculum reform in Pre–school Education (2004-)
- National System of Assessment (2000-2007)
- Modernization of Education (2004-2008)
- Secondary Education Activity Project 2004-2008
- Creative Teaching and Learning project (2003-2008)
- Roma Education Project 2004-2007
- E-school project

Source: Center Education 2000+, The Eurasia Foundation, OSI, World Bank

Donors and Programs

- *The World Bank*
Seminar on "Higher Education for Good Governance: An Inventory of Academic Resources in the Mediterranean Region"
- *National Program for Development of Education (Joint program of the Government and the OSI Macedonia)*
- World Bank project - Modernization of Education

<p>Domains: school improvements grants, school development planning, assessment; teacher training, decentralization</p> <ul style="list-style-type: none"> USAID - Secondary Education Activity Project <p>School directors certification, virtual and real school companies</p>
Additional Resources
<ul style="list-style-type: none"> Anti-Corruption Student Network (ACSN), which includes student organizations from Albania, Bulgaria, Croatia, Macedonia, Moldova, and Serbia. The long-term aims of the network members are to lower the level of corruption at universities and to create transparent higher education environment in the region. http://www.soros.org/initiatives/hesp/focus/sesi/network_anti Member of the ACSN in Macedonia is the Youth Educational Forum: http://www.mof.org.mk/ Youth Participation in Education Reform: Impact on Corruption in Tertiary Education. The goals of this initiative are: 1) to understand effective youth participation in education reform that addresses corruption in tertiary education in ECA, and 2) to compile and disseminate best practices of young people's involvement in combating corruption in the tertiary education. There are six active ECA Youth Voices Groups (YVG). These are in Bosnia-Herzegovina, Georgia, Kosovo, Macedonia, Moldova, and Turkey. The groups are established in FY 04 to facilitate a mutual learning process between the World Bank and the youth stakeholders. ECA Youth Voices Groups have been involved in providing recommendations for the World Bank's projects, ESWs, policy papers, organized open discussions and conferences, as well as initiating and implementing their own activities siteresources.worldbank.org/INTGLDEVLEARN/Resources/program_proposal_Youth_Participation.doc

Tajikistan
Policies
<ul style="list-style-type: none"> Establishment of conditions for bringing up children in families and preschool organizations Reforming of school system. Achievement of various forms of school education: regular schools and schools with deeper study, lyceum and gymnasium. Provide affordability of secondary education for all level of population Provide high level of education and achievement of international standards Rehabilitation and improvement of professional and technical education Improvement of education quality in higher education establishments Computer programs in secondary schools RT Law "On Fight against Corruption" (adopted in April 2005) http://www.cagateway.org/en/events/_903/ <p>Source: ADB, OSI, USAID, World Bank</p>
Donors and Programs
<ul style="list-style-type: none"> <i>OSI & IIEP / UNESCO – Ethics and Corruption in Education</i> <p>Sub-regional course on: Transparency, Accountability and anti-corruption measures in education. This course took place in Bishkek, Kyrgyzstan from 15-19 November 2004 and included the following countries: China, Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan. The major aims of this course were information and awareness-building regarding the issues of corruption in education; initial exposure to methodologies of anti-corruption measures; and the initiation of policy dialogue on anti-corruption in education. The report includes the various materials that were prepared and used for the course, in particular: the faculty presentation outlines, exercises, and country team reports. The appendices contain the list of participants as well as some</p>

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<http://www.rferl.org/featuresarticle/2004/07/7a4c4452-4ce5-44ee-a0e8-cbc94cb81d8a.html>

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http://iatpnews.typepad.com/iatp_news/2007/04/students_discus.html

- New Eurasia/Transitions Online (TOL) Tajikistan Country Blog. The blog focuses on current topics in the former Soviet Republics in Central Asia. A specific blog discussion on 'Improving the Quality of Education' that addresses issues of corruption in education in Tajikistan was posted in July 2006

<http://tajikistan.neweurasia.net/2006/07/07/improving-the-quality-of-education/>

APPENDIX 2 - BIBLIOGRAPHY

Publications, papers, and other documents

1. Boucher, Richard A., "U.S. Policy in Central Asia: Balancing Priorities (Part II)," US State Department, Statement to the House of International Relations Committee, April 2006
<http://www.state.gov/p/sca/rls/rm/2006/65292.htm>
2. Bray, Mark, "[The Shadow Education System: Private Tutoring and its Implications for Planners](#)," UNESCO-IIEP, 1999.
The publication addresses the phenomenon of private tuition. It states that private tuition has become part of the education environment to such an extent that nobody really questions its existence. Private tutoring has grown to become a vast enterprise; in education, "fee-free" doesn't necessarily mean "free of cost." A central argument is that private, supplementary tutoring deserves much greater attention than it has so far received. Different sides of private tutoring are discussed with the aim of uncovering both positive and negative aspects. The author questions whether schooling in the public system should be free of charge since people appear both willing and able to pay significant sums for private tutoring. However, private tutoring may have an heightening impact on social inequalities and thus affect economic development in different societies. Corruption is not mentioned, but there is a clear connection between what is said here about private tutoring and various forms of government corruption.
3. Crisan, Alexandru, "Education Policy in South East Europe: Current Developments and Prospects," Presentation by the Center Education 2000+
4. DeYoung, Alan, "West Meets East in Central Asia: Competing Discourses on Secondary Education Reform in the Kyrgyz Republic", Education Resources Information Center, 2002
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5. Eckstein, Max A.; "[Combating Academic Fraud: Towards a Culture of integrity](#)," UNESCO, International Institute for Education Planning, 2003
This book documents the importance and extent of academic fraud in a context of the international flow of persons, global communication of information and ideas, and the ubiquity of corporate and other forms of fraud in contemporary society. It identifies major varieties of academic fraud such as cheating in high stakes examinations, plagiarism, credentials fraud, and misconduct in reform policies. Examples of measures to limit academic fraud are presented, including national and local government interventions, punitive measures, the activities of academic and professional organizations, and the promotion of greater academic integrity. Throughout, attention is drawn to increasing participation in academic activities, the importance of qualifications

and printed credentials, the international dimensions of academic fraud, and the role of advanced technology in facilitating both fraud and efforts to combat it.

6. Hallak, Jacques, Poisson, Muriel, "Corrupt schools, corrupt universities: What can be done," UNESCO - International Institute for Educational Planning, 2007.

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This document is the result of several years of research into ethics and corruption undertaken by UNESCO's International Institute for Educational Planning (IIEP). The report assesses the nature and extent of the problem, how much it is costing societies and identifies ways to address it. Several case studies from all regions of the world are presented in the report, revealing the great variety of corrupt practices in countries, both rich and poor.

7. Hallak, Jacques; Poisson, Muriel; "[Ethics and corruption in education](#), Results from the Experts Workshop held at IIEP in Paris, 2001"

This report presents the outcomes of an expert workshop organized by IIEP in November 2001. The objective of the workshop was to formulate strategies on the design, methodologies and implementation of a new IIEP research program dealing with "Ethics and corruption in education." The report encompasses three chapters, an annotated bibliography of 80 documents, and two appendices. The first chapter is a background document prepared by the IIEP for the workshop that includes definitions, conceptual framework, methodologies, and approaches. Chapter two summarizes the discussions as it took place during the workshop. Chapter three presents the outcomes of an IIEP-led survey. The exercise is focused and aims to find practical answers to complex questions. The report is essential for anyone engaged in anti-corruption work in the education sector.

8. Hallak, Jacques; Poisson, Muriel, "Governance in Education: Transparency and Accountability," UNESCO - International Institute for Educational Planning, 2006

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9. Hardjono, Ratih; Teggemann, Stefanie, "[The Poor Speaks up. 17 Stories of Corruption](#)," The Partnership for Government Reform

This book is the result of an initiative by the Partnership for Governance Reform in Indonesia and the World Bank. It sets out to understand from the poor themselves the ways in which corruption intersects with their lives and how it affects them. The case stories presented gives a firm picture of various kinds of transactions involved when people have to deal with the education sector and other public institutions. It is one of the few studies discussing corruption from people's own point of view. Objective of the book is to point out "where the shoe pinches", which in turn can give a better idea of what can be done to reduce corruption. It aims to inspire action and to start a dialogue about solutions among policy makers, change agents and the communities themselves as well as NGOs and media.

10. Heyneman, Stephen P., "[Education and corruption](#)," International Journal of Education Policy, 2002

The paper draws on standard international definitions of "corruption" and applies them to the education sector. It defines corruption in education, explains why it is important, and describes various types of corruption and their causes. Emphasis is on the role of higher education institutions in educational corruption, but the paper is not limited to higher education. In the end the paper suggests four categories of reforms designed to minimize the risk of educational corruption. These include reforms to: 1) educational structures, 2) the processes of management and adjudication, 3) the mechanisms of prevention, and 4) the system of sanctions. The book presents clear and simple points, but suffers from oversimplification when attempting to explain corruption and its causes. Ethnographic evidence could have strengthened the arguments.

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17. Nagorski, Maria T. (Aguirre Division of JBS International), "The Hope of Tomorrow, Integrating Youth into the Transition in Europe and Eurasia, Volume I," USAID, 2006. The publication aims to serve as a Manual Guide to USAID missions in the E&E region to integrate youth in each of their strategic programming areas. It presents background

information on the youth crises and an approach to what is happening with youth in the country context. The manual then moves onto introducing specific steps for Missions to incorporate youth as a key target audience in each area of Bureau concern: economic growth, democratization, and social transition.

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