gtz UN-Konvention gegen Korruption

Fighting Corruption *in* and *through* Education

Experiences from German Technical Cooperation

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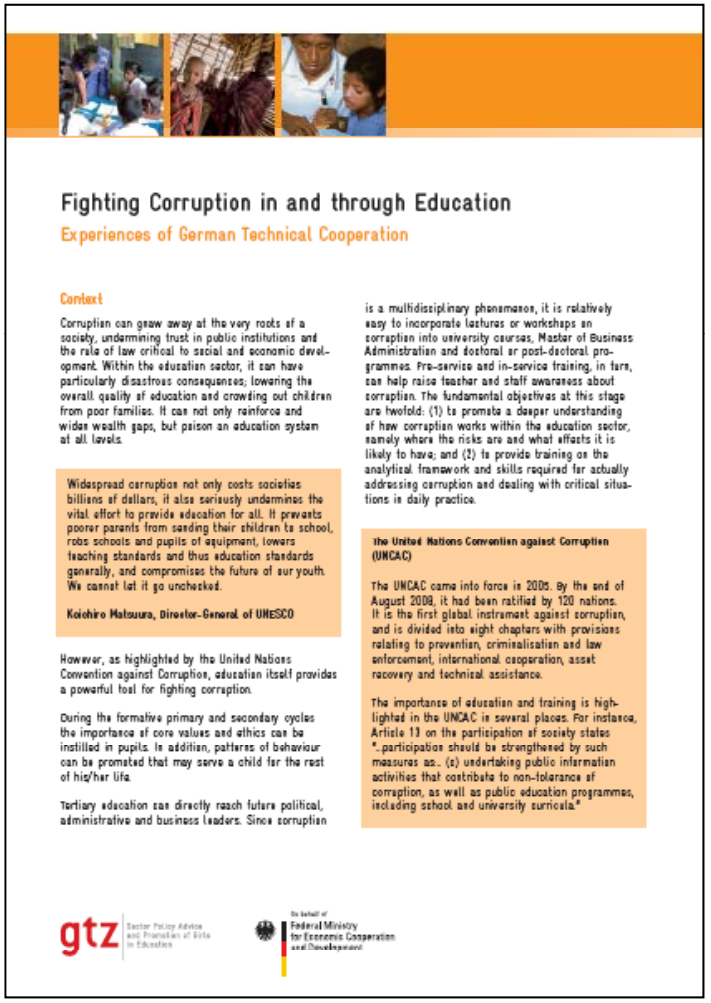
Dr Frédéric Boehm
Division 42, State and Democracy
Public Policy – The German UNCAC Project
Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH
www.gtz.de/anti-corruption
www.u4.no



Fighting Corruption in and through Education

Experiences of German Technical Cooperation

Context

Corruption can gnaw away at the very roots of a society, undermining trust in public institutions and the rule of law critical to social and economic development. Within the education sector, it can have particularly disastrous consequences; lowering the overall quality of education and crowding out children from poor families. It can not only reinforce and widen wealth gaps, but poison an education system at all levels.

Widespread corruption not only costs societies billions of dollars, it also seriously undermines the vital effort to provide education for all. It prevents poorer parents from sending their children to school, robs schools and pupils of equipment, lowers teaching standards and thus education standards generally, and compromises the future of our youth. We cannot let it go unchecked.

Koichiro Matsuura, Director-General of UNESCO

However, as highlighted by the United Nations Convention against Corruption, education itself provides a powerful tool for fighting corruption.

During the formative primary and secondary cycles the importance of core values and ethics can be instilled in pupils. In addition, patterns of behaviour can be promoted that may serve a child for the rest of his/her life.

Tertiary education can directly reach future political, administrative and business leaders. Since corruption is a multidisciplinary phenomenon, it is relatively easy to incorporate lectures or workshops on corruption into university courses, Master of Business Administration and doctoral or post-doctoral programmes. Pre-service and in-service training, in turn, can help raise teacher and staff awareness about corruption. The fundamental objectives at this stage are twofold: (1) to promote a deeper understanding of how corruption works within the education sector, namely where the risks are and what effects it is likely to have; and (2) to provide training on the analytical framework and skills required for actually addressing corruption and dealing with critical situations in daily practice.

The United Nations Convention against Corruption (UNCAC)

The UNCAC came into force in 2005. By the end of August 2008, it had been ratified by 120 nations. It is the first global instrument against corruption, and is divided into eight chapters with provisions relating to prevention, criminalisation and law enforcement, international cooperation, asset recovery and technical assistance.

The importance of education and training is highlighted in the UNCAC in several places. For instance, Article 13 on the participation of society states "...participation should be strengthened by such measures as:. (c) undertaking public information activities that contribute to non-tolerance of corruption, as well as public education programmes, including school and university curricula."

gtz Sector Policy Advice and Promotion of Skills in Education

On behalf of Federal Ministry for Economic Cooperation and Development

The German UNCAC Project

- German Government's vehicle for supporting partner countries in anti-corruption and integrity reforms
  - Commissioned by German Federal Ministry for Economic Cooperation and Development (BMZ, 2004), carried out by the GTZ
  - Legal base: UNCAC chapter VI

- Workstreams



What are we Doing?

German Anti-corruption Policy in Development Cooperation

Level 1: Internal Anticorruption – "fighting the bug within"

How to protect aid money (*ring fencing*) and our reputation?

⇨ *Integrity, Procurement & Contracting, Trainings etc.*

Level 2: Anticorruption – Supporting Others

How to support our partner countries in preventing and fighting corruption?

Strengthening of partner institutions in **Government**, **Private Sector**, and **Civil Society**

⇨ *Capacity Development, Advisory Services, Training*

Level 3: International / Global Level

Harmonisation and coordination (OECD-DAC Govnet, U4), Guidelines (UNCAC etc.)

Support to global and regional Anti-corruption Initiatives

Address transnational aspects of corruption and anticorruption

Corruption and Education – Relevance

- Millennium Development Goal 2

  Ensure that all boys and girls complete a full course of primary schooling

- Corruption may undermine achieving this and other goals related to education:

  “Widespread corruption not only costs societies billions of dollars, it also seriously undermines the vital effort to provide education for all. It prevents poorer parents from sending their children to school, robs schools and pupils of equipment, lowers teaching standards and thus education standards generally, and compromises the future of our youth. We cannot let it go unchecked."

  Koichiro Matsuura, Director-General UNESCO

Corruption in Education – Consequences

- Corruption diverts scarce funds away from intended purposes
  - Resources may be allocated to other sectors offering more avenues for corrupt gains
  - Resources allocated to education may be channelled away into private pockets
- Corruption affects the supply and quality of education
  - Positive relationship between corruption and number of years in school (Svensson, 2008)
  - Corruption limits access to schools, and may open the door to ethnic or religious oppression in education systems, extortion of sexual favours by teachers etc.
- Poor quality education: breeding ground for even more corruption in society
  - Patrinos and Kagia (2007): "[corruption] *may undermine an entire generation's core values regarding accountability, personal responsibility, and integrity*."
  - Good education as a vehicle for transmitting values may be a key aspect in the long-lasting task of reducing corruption

The UN Convention against Corruption

- The UNCAC entered into force in 2005, ratified by 145 parties (July 2010)
  - First global instrument against corruption, divided into 8 chapters with provisions relating to prevention, criminalisation and law enforcement, international cooperation, asset recovery and technical assistance

- The importance of education and training is highlighted in the UNCAC at several places (Art. 6.2, 7.1, 13, and 60)

- For instance, **Article 13** on participation of society reads:

  […] *participation should be strengthened by such measures as: (c) Undertaking public information activities that contribute to non-tolerance of corruption, **as well as public education programmes, including school and university curricula**.*

Anticorruption through Education

1. Primary and secondary education: Transmitting fundamental values
   - E.g.: Transparency International's Corruption Fighter's toolkits: *"Teaching Integrity to Youth"* with examples from 11 countries
   - GTZ Sierra Leone; forthcoming: Honduras

2. Tertiary education: Future political, administrative and business leaders
   - E.g.: Include courses on corruption and anti-corruption at Universities (masters etc.), foster research on the issue

3. Trainings (pre-service & in-service): Sensitise & build capacities
   - Knowledge on risks and costs of corruption in specific sectors
   - Provide guidelines on how to react to corruption
   - Sensitise regarding the consequences of corrupt behaviour for society

GTZ Experiences

- 2004: GTZ Practical Guide “Preventing Corruption in the Education System”
- Two GTZ projects:

Honduras



Sierra Leone



Sierra Leone: Anti-corruption Commission

- Situation in Sierra Leone:
  - Education sector accounts for almost 20% of government expenditure, and is perceived as one of the most corrupt sectors
  - PETS in 2005 found that 27% of learning and teaching materials do not reach schools (see also TI, 2005)
  - The Ministry of Education estimates that about 30% of teachers on the government's payroll are so-called ghost teachers



Support by GTZ to the ACC

1. Cartoon poster series for teaching school children in secondary
   - Transmit knowledge about corruption in a way easily accessible for pupils
   - The ACC has trained teachers in the use of these posters
   - Served as trigger to integrate anti-corruption in review of school curricula

2. School “integrity clubs”
   - For example, they perform plays based on comic stories developed by a school, monitor fairness in exams, or raise awareness through cultural activities

3. Monitoring by ACC’s Prevention Department
   - allocation and utilisation of fee subsidies
   - distribution of teaching and learning materials

   Monitoring revealed that schools suffered from poor record keeping
   - As a result, head teachers were provided with the relevant training

Honduras: Education for All Initiative (PROEFA)

- Situation in Honduras:
  - High rates of illiteracy, early dropout and prolonged teacher strikes
  - 75% of the sector's expenditures are spent on teacher salaries, while quality of education indicators are lacking
  - Severe governance problems (sale of jobs, ghost positions, ghost schools, high absenteeism of teachers, insufficiently qualified teachers or fluctuation of staff, clientelism)
- To improve quality and efficiency of primary education, Honduras has been participating in the „Education for All Initiative" (EFA) since 2001
- GTZ's *Program to Support the Quality of Basic Education in the Framework of the EFA Fast Track Initiative* (*PROEFA)* focuses on Capacity Development in the sector

Achievements in Honduras

- Training of key actors
  - Teachers' unions, parents' organisations as well as important players in civil society on the issue of corruption within education (with the U4 Anti-corruption Resource Centre)
- With the National Anti-Corruption Commission (CNA), PROEFA provides technical assistance to the Transparency Department of the Ministry of Education, founded in 2008 after the adoption of the Law on Transparency and Access to Public Information in 2006
- PROEFA seeks alliances with local institutions and civil society to promote actions against corruption (social audits) and strengthen support for corresponding laws and reforms

- But: All this happened implicitly, triggered by the problems faced
- 2009: Together with the counterparts, it was decided to introduce a fourth component, dealing explicitly with governance issues and anticorruption

Some Challenges …

- Addressing corruption may sometimes lead to unintended effects
  - E.g. raising awareness of sexual abuse in schools alone could incite parents to withdraw their children, especially daughters, from school
- Decentralisation
  - Decentralisation may facilitate local accountability…
  - But decentralisation may also create new opportunities for local corrupt behaviours that may be more difficult to control
  - Key for success (or failure…) is the capacity of local governments and CSO
- Don't forget the big picture…
  - Impunity…
  - Preventive anti-corruption efforts in education may go up in smoke if not echoed by more effective prosecution and sanctioning of corrupt cases

Websites

- GTZ
  - PROEFA Honduras
  - Sierra Leone ACC
  - UNCAC Project
- U4 Anti-corruption Resource Centre
  - Corruption in the Education Sector Theme
- Transparency International
  - Education Theme Page
- UNESCO:
  - International Institute for Educational Planning (IIEP):
  - Education for All (EFA)

Thank you for your attention

gtz UN-Konvention gegen Korruption

Im Auftrag des
Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung

Contact: marie-luise.ahlendorf@gtz.de frederic.boehm@gtz.de
Website: http://www.gtz.de/anti-corruption

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Tanaka, S. (2001): *Corruption in education sector development: a suggestion for anticipatory strategy.* The International Journal of Educational Management 15(4), 158-166

Transparency International (2007): *Corruption in the Education Sector*. Working Paper # 4/2007

U4 Issue (2006): Corruption in the education sector. U4 Issue 4:2006, Chr. Michelsen Institute

Corruption in Education – The Links

1. Between policymakers (ministerial, central level) and providers (schools, teacher, contractors)
   - Bias in regulation favouring vested interests
   - Misallocation of expenditures (e.g. subsidies), ghost schools
   - Favouritism, nepotism, selling of posts
   - Corrupt, non-competitive procurement of school books, equipments or construction contracts
2. Between providers (schools, teacher, contractors) and beneficiaries (students, parents, communities)
   - Teacher absenteeism, ghost teachers, private tutoring
   - Unofficial fees, embezzlement of school resources
   - Selling of exam and other marketable information, selling of diplomas, misuse of selection criteria, extortion of sexual favours.