Sub-regional Seminar on:
Transparency, ethics and anti-corruption measures in education
(Kiev, Ukraine: 27-29 October 2005)
Armenia, Azerbaijan, Bulgaria, Georgia, Moldova, Montenegro, Ukraine
A sub-regional Seminar on “Transparency, ethics and anti-corruption measures in education” was organised jointly by the International Institute for Educational Planning (IIEP), the Open Society Institute (OSI) and the International Renaissance Foundation (IRF), from 27 to 29 October 2005 in Kiev, Ukraine.

The major aims of this Seminar were information and awareness building regarding the challenge of improving transparency and accountability in education; exposure to methodologies of successful anti-corruption measures; and the initiation of policy dialogue on anti-corruption in education.

This report includes the various materials that were prepared and used for the Seminar, in particular: the plenary presentation outlines, the panel presentation outlines as well as country team reports. The appendix contains the list of participants.

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1 Education Support Program
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1. Agenda
2. Outlines of plenary presentations
3. Outlines of panel presentations
4. Outlines of Show and Tell presentations

*Appendix*: List of participants
Seminar on “Transparency, ethics and anti-corruption measures in education”  

TENTATIVE AGENDA  

Ukraine, 27-29 October, Kiev, Ukraine

**Venue:** Prolisok Hotel, 139 Peremohy Prospect, 03179, Kyiv, Ukraine, Tel.: (38 044) 451-80-38; 444-12-93 ([www.prolisok.com.ua](http://www.prolisok.com.ua)); +380503127705; +385362335

### Thursday 27 October 2005

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
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</table>
| 09.30-10.00 | Welcome and introductory remarks.  
Indra Dedze, Education Support program of the Open Society Institute, Budapest  
Muriel Poisson, International Institute for Educational Planning, Paris  
Pavlo Polyanskyi, Ministry of Education and Science of Ukraine |
| 10.00-11.15 | Ethics and corruption in education: an overview, by Jacques Hallak and Muriel Poisson       |
| 11.15-11.45 | Coffee Break                                                                               |
| 11.45-13.00 | Country presentations                                                                      |
| 13.00-14.00 | Lunch                                                                                      |
| 14.00-15.00 | Survey approaches, including tracking and perception surveys, by Jacques Hallak and Muriel Poisson |
| 15.00-15.30 | Coffee Break                                                                               |
| 15.30-16.30 | Mapping corruption in education, by Brian Heuser (USA)                                     |
| 16.30-17.30 | Group discussion on methodological tools                                                    |
| 18.00-20.00 | Conference dinner                                                                          |
| 20.00-22.00 | Evening trip to Kyiv                                                                        |
### Friday 28 October 2005

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
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</thead>
<tbody>
<tr>
<td>09.00-11.00</td>
<td>Private tutoring: Panel exchange with Elmina Kazimzade (Azerbaijan), Jacques Hallak, Muriel Poisson and others</td>
</tr>
<tr>
<td>11.00-11.30</td>
<td>Coffee break</td>
</tr>
<tr>
<td>11.30-12.30</td>
<td>Ethical issues in examination systems, by Liliya Hrynevych (Ukraine)</td>
</tr>
<tr>
<td>12.30-14.00</td>
<td>Lunch</td>
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<tr>
<td>14.00-15.15</td>
<td>Formula funding: equity, transparency and accountability in decentralized financing, by Jacques Hallak and Muriel Poisson</td>
</tr>
<tr>
<td>15.15-15.45</td>
<td>Coffee break</td>
</tr>
<tr>
<td>15.45-17.00</td>
<td>Education Funding Reform in Lithuania as a way to improve transparency in education, by Arunas Pliksnys</td>
</tr>
<tr>
<td>18.00-19.00</td>
<td>Dinner</td>
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<tr>
<td>19.00-21.30</td>
<td>Bowling party</td>
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### Saturday 29 October 2005

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
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<tbody>
<tr>
<td>09.00-10.30</td>
<td>Movements against corruption: youth, students, NGOs, etc: Panel exchange with participants</td>
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<tr>
<td>10.30-11.00</td>
<td>Coffee break</td>
</tr>
<tr>
<td>11.00-11.45</td>
<td>Anticorruption education, by Oleksandr Kocherga (Ukraine)</td>
</tr>
<tr>
<td>11.45-12.45</td>
<td>Tools to fight corruption in education sector contracting, by Jacques Hallak and Muriel Poisson</td>
</tr>
<tr>
<td>12.45-14.00</td>
<td>Lunch</td>
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<tr>
<td>14.00-15.00</td>
<td>Follow-up and cooperation activities</td>
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<td></td>
<td>Evaluation of the workshop</td>
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<tr>
<td>16.00-21.00</td>
<td>Kyiv guided tour and farewell dinner for international participants</td>
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</tbody>
</table>

Seminar working languages are Russian and English, with simultaneous translation provided.
Ethics and corruption in education: overview
Jacques and Muriel Poisson

"Corruption is a major drain on the effective use of resources for education and should be drastically curbed".
EFA (Dakar, 2000)

Introduction: magnitude of corruption
- World cost of corruption is estimated at US$ 1 trillion out of a 30 trillion economy
- Two national estimates of corruption:
  - Mexico: around 15% of GNP today
  - India: around 20% of GDP in 1980

Introduction: general setting
- International setting:
  - Good governance and anti-corruption programmes (donors, World Bank, ADB)
- Regional setting:
  - Anti-corruption network for transition economies (OECD)
  - Anti-Corruption Gateway for Europe and Eurasia (World Bank)
  - Transparency International chapters in the region
  - Soros foundation networks and policy centers
- Growing awareness
  - Wide diffusion of TI Index*
  - Links corruption/poverty/development/democracy established
  - Coalitions of NGOs against corruption (youth movements)
  - Role of mass media

* The 2004 Corruption Perceptions Index

<table>
<thead>
<tr>
<th>Country</th>
<th>High-Low Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finland</td>
<td>9.6 – 9.8</td>
</tr>
<tr>
<td>New Zealand</td>
<td>9.4 – 9.6</td>
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<tr>
<td>Denmark</td>
<td>9.1 – 9.7</td>
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<tr>
<td>Iceland</td>
<td>9.5 – 9.7</td>
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<tr>
<td>Bulgaria</td>
<td>5.7 – 5.6</td>
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<td>Russia</td>
<td>2.5 – 3.1</td>
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<tr>
<td>Romania</td>
<td>1.6 – 3.5</td>
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<tr>
<td>Moldova</td>
<td>2.0 – 2.8</td>
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<td>Namibia</td>
<td>2.2 – 2.5</td>
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<td>Uzbekistan</td>
<td>1.8 – 2.7</td>
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<tr>
<td>Kyrgyzstan</td>
<td>2.0 – 2.4</td>
</tr>
<tr>
<td>Georgia</td>
<td>1.6 – 2.3</td>
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<tr>
<td>Bangladesh</td>
<td>1.2 – 1.5</td>
</tr>
</tbody>
</table>

Source: Transparency International (TI)
Introduction: examples of corruption in education

- Honduras: ghost teachers on payrolls
- Kyrgyzstan: students pay to get good grades
- China: illegal fees charged in some schools
- France: violating tendering processes
- Italy: selling exam questions in advance
- Pakistan: fictitious schools, teachers, pupils
- Peru: 30% of leakage of non-wage funds
- USA: many bogus e-mail colleges

Outline

I. What is corruption?
II. Regional focus: what major trends?
III. Regional concerns: what challenges?

I. What is corruption?

1. Definition of corruption
   - Definition used for all public sectors:
     “The use of public office for private gains”
     - diversion of funds from post accounts
     - favouritism in personnel appointments
   - Definition used for education:
     “The systematic use of public office for private benefit whose impact is significant on access, quality or equity in education”
   - Where to draw the line between corrupt and honest behaviour?
2. Levels of corruption

- Grand corruption: high-level officials and politicians
  - very large amounts of money
  - high economic impact
  - Example: Procurement of education facilities
- Petty corruption: public officers at all levels
  - many small amounts of money
  - severe social impact, especially for the poor
  - Example: Undue fees charged*
- Continuum from grand to petty corruption
  - Example: Teacher recruitment and appointment

3. Transparency and accountability

- Transparency is the extent to which stakeholders can understand the basis on which resources are allocated and how they are used (role of information)
- Accountability includes:
  - Compliance with statutes and regulations
    - Corruption can be according to the rule (payment for a legal act) / against the rule (payment for an illegal act)
  - Adherence to professional norms, such as codes of conduct of teachers

4. Ethical education/ethics in education

- The education sector – by including the teaching/learning of ethical values and behaviours – is regarded today as a major component of strategies to fight corruption

* Payment of bribes

<table>
<thead>
<tr>
<th>Country</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Armenia</td>
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<td>Austria</td>
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<td>Belgium</td>
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<td>Zimbabwe</td>
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* Source: UNODC, 2005
5. Scope

Focusing on institutions, procedures, mechanisms and not on individuals

Part II. Regional focus: what major trends?

1. Diversity of the context

Ukraine
- Area (km²): 603,700
- Pop. (000): 49,290
- GDP/inhab.: €4,270
- % of Econ. Growth: -3.5

Armenia
- Area (km²): 29,800
- Pop. (000): 3,072
- GDP/inhab.: €2,730
- % of Econ. Growth: 4.4

Azerbaijan
- Area (km²): 86,600
- Pop. (000): 8,226
- GDP/inhab.: €2,890
- % of Econ. Growth: 5.7

Bulgaria
- Area (km²): 110,910
- Pop. (000): 8,033
- GDP/inhab.: €6,740
- % of Econ. Growth: 2.1

Georgia
- Area (km²): 69,700
- Pop. (000): 5,224
- GDP/inhab.: €2,580
- % of Econ. Growth: -5.5

Moldova
- Area (km²): 33,700
- Pop. (000): 4,276
- GDP/inhab.: €2,300
- % of Econ. Growth: -3.1

Russian Federation
- Area (km²): 17,075,400
- Pop. (000): 144,877
- GDP/inhab.: €6,880
- % of Econ. Growth: 3.5

Source: UNESCO, 2005

Figure 2: Percentages of Rural and Urban Population Varies by Country in 1997

- Urban Population
- Rural Population

Note: Data sources include various national and international organizations. The percentages above are estimated and may vary. The chart above is for illustrative purposes only and does not reflect the actual data.
2. Similarities in education profiles*  
- Decrease in NER in Azerbaijan, Georgia, Moldova and Russia  
- Decrease in pupils to teachers ratios  
- High level of literacy rates in all countries  
- Low share of the private sector at all education levels  
- Reduction in public expenditure on education in most countries

*Education profile (1)

<table>
<thead>
<tr>
<th>Country</th>
<th>Year</th>
<th>Pupils to teachers ratio, primary level</th>
<th>School life expectancy (years)</th>
<th>Primary level completion rate (%)</th>
<th>Net enrollment ratio (%)</th>
<th>Public expenditure on edu. (% GDP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Armenia</td>
<td>1990</td>
<td>98.8</td>
<td>17.2</td>
<td>97.5</td>
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</tbody>
</table>

Source: World Bank, 2002

*Education profile (2)

<table>
<thead>
<tr>
<th>Country</th>
<th>Year</th>
<th>Adult literacy rate (%), &gt; 15 years</th>
<th>Private sector enrollment share, 2nd level (%)</th>
<th>Public expenditure on edu. (% GDP)</th>
</tr>
</thead>
<tbody>
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<td>Armenia</td>
<td>1990</td>
<td>97.5</td>
<td>0.7</td>
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<td>2002</td>
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<td>2002</td>
<td>99.2</td>
<td>1.3</td>
<td>3.3</td>
</tr>
</tbody>
</table>

Source: World Bank, 2002
3. And some common trends

- Reform of educational contents in a context of transition
- Demographic decline* combined with economic instability/financial constraints (increased disparities**)
- Decentralization of educational resources***, in a context of poor managerial capacities, no proper accounting, no audit, no check and balances
- Development of new delivery modes: informatics and distance delivery (increasing use of new technologies), privatization

* Enrolment decline

** Regional disparities

*** Decentralization of resources
Part III. Regional concerns: what challenges?

1. Reform of contents in a context of transition

<table>
<thead>
<tr>
<th>Areas</th>
<th>Opportunities of corruption (examples)</th>
<th>Impact on education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curriculum reform</td>
<td>Little corruption</td>
<td>No effect on education</td>
</tr>
<tr>
<td>Teacher training</td>
<td>Bypass of criteria</td>
<td>Long pedagogical</td>
</tr>
<tr>
<td>Selection and distribution of textbooks</td>
<td>Embezzlement</td>
<td>Textbooks not available in the classroom</td>
</tr>
<tr>
<td>Learning assessment</td>
<td>Selling of information</td>
<td>Unjustified credentials available to students who can afford to pay bribes</td>
</tr>
</tbody>
</table>

2. Demographic decline and financial constraints

<table>
<thead>
<tr>
<th>Areas</th>
<th>Opportunities of corruption (examples)</th>
<th>Impact on education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction, maintenance and school repairs</td>
<td>Fraud in public spending</td>
<td>Total number of teaching hours reduced significantly</td>
</tr>
<tr>
<td>Education, student admission (including teachers*)</td>
<td>Manipulating data</td>
<td>Teachers and other staff not complying with codes of conduct</td>
</tr>
<tr>
<td>Teacher salaries and incentives</td>
<td>Illegal fees</td>
<td>Textbooks charged when they are supposed to be free</td>
</tr>
</tbody>
</table>

* Student Admission Commission in Azerbaijan

- Creation of the State Student Admission Commission to fight inefficiencies and distortions in the examination processes
- Azerbaijan’s higher education admission process is entirely run by computer:
  - construction of tests
  - administration of exams
  - grading tests and processing admission to universities
  - candidates directly informed of their results
- No outside interference is possible
3. Decentralization of educational resources

<table>
<thead>
<tr>
<th>Area</th>
<th>Opportunities of corruption (examples)</th>
<th>Impact on education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monitoring</td>
<td>Manipulating data, data entry errors, disguised data, misuse of data.</td>
<td>Reduced accountability</td>
</tr>
<tr>
<td>Financial management</td>
<td>Manipulating data, fictitious entries, manipulation of data, errors in data entry, unauthorized access</td>
<td>Reduced credibility</td>
</tr>
<tr>
<td>School-based management</td>
<td>Manipulating entry criteria, unauthorized changes in data, unauthorized access to school data</td>
<td>Reduced transparency</td>
</tr>
<tr>
<td>Teacher management</td>
<td>Favouritism, nepotism, harassment, unauthorized access to data, unauthorized changes in data</td>
<td>Reduced capacity</td>
</tr>
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</table>

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4. New delivery modes

<table>
<thead>
<tr>
<th>Area</th>
<th>Opportunities of corruption (examples)</th>
<th>Impact on education</th>
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</thead>
<tbody>
<tr>
<td>Increasing use of new technologies</td>
<td>Academic fraud, faking credentials or diplomas (paper mills and diploma mills).</td>
<td>Reduced transparency</td>
</tr>
<tr>
<td>Development of the private sector</td>
<td>Bribes, fraud in the accreditation process, non-compliance with quality standards.</td>
<td>Reduced accountability</td>
</tr>
<tr>
<td>Reform of the public sector</td>
<td>Non-compliance with international standards and quality assurance.</td>
<td>Reduced credibility</td>
</tr>
</tbody>
</table>

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Accreditation in Dutch higher education

At national level:
- Creation of the Netherlands Accreditation Organization
- Same requirements made for public and private providers
- Independent judgments and clear sanctions
- Plurality in methods for quality assessment
- Accreditation and quality assessment report made public

At European level:
- Creation of the European Consortium for Accreditation
- Mutual recognition of accreditation decisions
- Code of good practice:
  - Must be sufficiently independent from government, higher education institutions, business, etc.
  - Can demonstrate public accountability, has public and officially available policies, procedures, guidelines and criteria

Comprehensive strategies: agenda of the Seminar

- Creation and maintenance of regulatory systems
  - Formula funding
  - Financing
  - Private tutoring
- Strengthening management capacities
  - Surveys and contracting
- Encouragement of enhanced ownership
  - Anti-corruption education
  - Movements against corruption
Surveys approaches, including tracking and perception surveys
Jacques Hallak and Muriel Poisson

Introduction: definition
Survey studies:
“Picture of a group of individuals or an organization at a particular point in time”
Example: diagnosis of the education sector

Outline of the presentation
I. Scope and research questions
II. Data collection and analysis
III. Dissemination and reporting

I. Scope and research questions
1. Research questions

A crucial step is the explicit definition of the assumptions to be tested by the survey, as they determine:

► the scope
► the content of the questionnaire and other instruments to be designed
► the criteria for sampling (to some extent)
► the aim of the data analysis

Research questions: a few examples (1)

► A monopolistic approach to textbook provision is likely to increase the opportunities for corruption
► Less information sharing on the availability of school resources means more likely distorted use of public resources for private gains
► More transparency is likely to occur when local communities are involved in school affairs
► Richer and well organised urban schools are likely to suffer less from leakage of funds than poorer rural communities

Research questions: a few examples (2)

► Low teacher salaries contribute to more pressures on students to receive private tutoring
► In higher education, the highest the demand for some studies, the higher the opportunities for corrupt practices
► More independent management of examination for access to universities is likely to produce less opportunities for fraud than institution based management of exams

2. Scope and overview

‘Collect information about what?’

► Is it for the whole population? (rarely the case, given the costs involved)
► Is a probability sample to be selected from a well defined population?
► Is a sample by quotas to be selected from a well defined population?
► What is the ‘well defined population’?

► Service delivery, beneficiaries, managers, policy makers

► Contrasted approaches:
  ► Fact-finding (objective)
  ► Perception (subjective)*
Different approaches to surveys

I. Fact finding
   Objective data
   (MoE/Institutions)

II. ‘Perception’
   Subjective data
   (Teachers/Students)

Participatory assessment

- Organizational/management, central & local level
- Human resource (‘ghost’ teachers, absenteeism, recruitment)
- Financing (financial statements of an activity/entity, budget, fund raising)
- Procurement (tendering)

3. Cost issues
   - Trade-off between the scope and the depth (complexity of the data collection instruments and process)
   - The decision to collect data must be informed by:
     - Prior decisions regarding the units of observations (how many?)
     - The questions to be answered and the assumptions to be tested (how many?)
     - The resources available for conducting the survey

II. Data collection and analysis

1. Sample design
   - Because of cost, data are generally collected for a sub-set of a population, called a sample
   - Different types of samples:
     - Random (scientific)
     - Non-random (representative/non-representative)
     - Example: TI: perception of foreign non-residents / national non-residents / residents
   - To develop descriptions for:
     - The desired target population (from general...)
     - The defined target population (...to more specific)
     - The excluded population (desired – defined pop.)
Samples: a few examples

- Study on private tutoring: population of all students who have just graduated from secondary education and are applying for admission to higher education
- Study on teachers absenteeism: population of all teachers (male and female, with and without tenure) employed in Junior secondary schools
- Study on leakage in transfer of funds: population of all the schools who benefit from transfer of funds

2. Aims of data analysis

- Producing summaries of finding, giving a synthesis of the results by meaningful categories:
  - rural/urban areas
  - big/small schools
  - department of a university*
- This step is critical as it should lead to both understanding the mechanisms behind the distorted behaviour and drawing inferences for policy decisions

Data analysis: a few examples

- Data analysis of enrolment statistics:
  - Summary breakdown of errors in enrolment by rural/urban institutions (suggesting that urban schools tend to inflate enrolment to get more allocation of funds)

- Data analysis of textbooks in the classrooms:
  - Averages textbooks per pupil ratios by public/private institutions, size of schools, conditions of physical facilities (availability of cupboard in the classrooms to store textbooks)
  - Cross tabulations linking textbook per pupil ratios to existence of PTAs, distance to centres of provision of textbooks, cost per textbooks charged to pupils

3. Summaries and standardisation

- Preparation of usable summaries of the data that have been collected and prepared for analysis:
  - Descriptive statistics with means and standard deviations and cross tab frequencies
  - Testing
  - Adjustment (sampling weights)
- In the case of perception surveys carried out by TI, because of each of the sources uses its own scaling system, the data needs to be standardised before each country’s mean value can be determined

Objectives:
- To implement procedures that promote public participation in that way encourage partnership between civil society and local government to resolve problems related to service delivery
- To conduct an analysis of current education policies and to make recommendations on improving their effectiveness
- Greater transparency and accessibility to municipal decision-makers

Strategies/tools put in place:
- Ad hoc education committee of 8-10 persons, representing both education and the community interests (NGOs, parent council representatives, business leaders,)
- Public hearings on issues such as education financing, city budget preparation,
- Public awareness campaigns
- Training courses for the local population
- Report cards were developed, notably on educational policy in the city of Ternopil

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- Report cards were developed, notably on educational policy in the city of Ternopil

The survey has been highly valued by local government as it not only gives them a sense of the scope of the problem, but they also begin to understand the need to involve the general public in the decision-making process.

*Carried out by the Ternopil Agency of Urban Development and local stakeholders, including municipal authorities and NGO partners.*
IV. Dissemination and reporting

1. Dissemination

- Building anticipation of survey information during planning and survey work stages
- Selection of Task Force and likely consumers of the findings (preparation of a mailing list)
- Sharing all aspects of surveys at appropriate stages in a progressive manner
- Preparation of a report clearly explaining results and recommendations and present to Task Force and other consumers
- Avoid personal and institution specific findings

⚠️ Renew contacts with govt. as soon as first results are available
2. Reporting

While other members of the team continue data analysis, the coordinator for public relations would:

- Prepare interim summary report
- Organize press conference and meetings with politicians, decision-makers, PTA representatives, Teachers Union leader
- Encourage the writing of articles on the first results of the survey in newspapers and other printed media, or write them
- Stimulate and/or organize radio/TV broadcasts to popularize the first results of the survey

3. Public targeted

Dissemination activities should essentially address three different publics:

- The consumers-clients of the education system, i.e. parents of school children and the PTA's that represent them
- Decision-makers, politicians and government officials
- Teachers and Teachers' Unions

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**Quality of survey studies: checklist**

1. Purpose
2. Is stated clearly and understandable;
3. The overall aim is clearly stated, (impact or insights);
4. Techniques of data collection, analysis;
5. Aims and objectives of the study;
6. Methods, techniques; (design and technical);
8. Non-respondents, if any.
9. The survey is the most suitable and feasible.
10. The survey is general and firm, results are possible.
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Corruption in Education eventuates in:

- Corruption in Business
- Corruption in Medicine
- Corruption in Politics
- Corruption in Government Agencies
- Corruption in Sports

A “CULTURE OF CORRUPTION”

High Stakes Education and evaluation

- Campbell’s law: “The more any quantitative social indicator is used for social decision-making, the more subject it will be to corruption pressures and the more apt it will be to distort and corrupt the social processes it is intended to monitor.”

Why “Mapping”?

- What are we really talking about where this concept is concerned?
- What is the difference between this and other forms of research mapping - i.e. behavioral or cognitive?
- And, what does it look like when put into practice?
Mapping helps us to develop our theories in systematic ways.

Mapping requires us to organize our concepts in clearly defined terms.

Mapping provides a way to outline different methodologies and their benefits.

Mapping helps demonstrate our lines of reasoning.

Mapping allows us to conceptualize the location(s) of our phenomena.

The 2 Central areas

Mapping involves both:

1) The construction of the research model.

2) The construction of the model for data analysis.

The Analogical of the Map

- (Maps show the position of places.)
  - Should plot the location (and structure) of each entity to be observed — usually within systems or sub-systems.

- (Maps give names and a character to places.)
  - Should assign a distinct identity to every entity.

- (Maps show the distance between places.)
  - Can determine the proximity between different entities or phenomena.

- (Maps demonstrate the size of areas.)
  - Show the scope of that which is being studied.

The Analogical of the Map, continued

- (Maps show the shape or form of the land.)
  - Describe the characteristics of those things being studied.

- (Maps include a scale to evaluate the actual size and/or distance of between areas.)
  - Include a model of research methodology and/or assessment protocol.

- (Maps show how it is possible to travel from one place to another.)
  - Demonstrate the ways in which the research findings will be constructed to give a certain direction.
1) Identify the “FORM” to be studied

**Primary Categories of Educational Corruption:**
- Admissions Fraud
- Academic Fraud
- Accreditation (Inst.) Fraud
- Credentialing (Personal) Fraud
- Resources Fraud
- General Professional Misconduct (intentional or wanton wrongful behavior)

2) Identify the “WHERE” and “WHO” within the system (Part 1)

3) Identify the “WHERE” and “WHO” within the system (Part 2)

4) Identify the “WHERE” and “WHO” within the system (Part 3)
5) Map the forms onto the possible locations

Educational Corruption (Primary Actors & Forms)

- Students
  - Academic Fraud
  - Admissions Fraud
  - Research Fraud
  - Credentialing Fraud
- Teachers/Professors
  - Academic Fraud
  - Admissions Fraud
  - Research Fraud
  - Credentialing Fraud
  - Testing Fraud
  - Resource Fraud
  - Professional Misconduct
- Officials (State)
  - Admissions Fraud
  - Research Fraud
  - Accreditation Fraud
  - Resource Fraud
- Administrators (Institution)
  - Admissions Fraud
  - Research Fraud
  - Accreditation Fraud
  - Resource Fraud
- Parents
  - Admissions Fraud
  - Credentialing Fraud

Sensitive or Confidential Information Gathering

- Research (particularly that which is of sensitive nature), involves venturing into areas that most people do not regularly (or necessarily readily) discuss with others.
- An adequate research model will allow for the respondents to cycle between the judgment and retrieval components. Some may have to adjust their judgment in order so they can map the judgment onto an adequate account of the facts.

4) Selection and Reporting of an Answer

Actual

1) The real level of compliance with academic standards
2) The real rate at which acts of Academic Corruption are engaged in
3) Experienced Rigor of an Academic Code (if one is present)
4) Individual belief in the significance of Academic Integrity

Includes:
1) That which respondents are able to recall and are willing to document when surveyed (acts of fraud and compliance to standards)
2) That which individuals have chosen to report to academic officials, either formally or informally
3) Knowledge of academic standards and codes
4) Observations and perceptions

Perceived

1) Perceived level of compliance with academic standards
2) Perceived rate at which acts of Academic Corruption are engaged in
3) Perceived Rigor of Academic Codes (if present)
4) Perceived significance of forms of Academic Corruption

Includes:
1) That which respondents are able to recall and are willing to document when surveyed (acts of fraud and compliance to standards)
2) That which individuals have chosen to report to academic officials, either formally or informally
3) Knowledge of academic standards and codes
4) Observations and perceptions

1) Comprehension & Interpretation of the Inquiry

- Clarity, objectivity and specificity of inquiries
- Respondent's assigning a meaning to questions is often subjective
- Respondent's inferring of the underlying point of the question may taint the response
2) Retrieval of the Relevant Information

- This involves the Respondent being able to recall relevant information from memory.
- Inquiries need to have a retrieval strategy.
- Generate specific retrieval cues to trigger recall.
- Develop a protocol that helps the respondent to "fill in the gaps".

3) Use of that information to make required judgments

- Develop a strategy that helps the respondent make clear discernments about (potentially) complex memories.
- Assess completeness and relevance of recalled facts:
  - A) Judgments about the completeness or accuracy of facts recalled.
  - B) Inferences based on the process of retrieval.
  - C) Inferences that fill in gaps in what is recalled.
  - D) Integration of the different elements or facts into a single overall judgment.
  - E) Estimates that adjust for omissions in retrieval.

4) Selection and Reporting of an Answer

- Mapping responses onto the appropriate scales or response options.
- Editing responses for consistency, acceptability, and/or other criteria.
Issues of ethics in the examinational system

Testing Technology Centre

Do you consider examination system transparent and objective?%, %

- Absence of objective comparable information regarding student achievements, data for monitoring quality of education
- Absence of unified requirements when entering the college, academy
- Corruption in education system (graduation/entrance exams)

Should we change the existing system of entrance exams to college?

Causes

- Evaluate those, who teach
- Models of “normal” behavior: cheating; “helping” a student during important period of his life; settled “rules of the game”.
- Absence of unified examination system when entering the college, academy
Experiment on external assessment of educational achievements of graduating students (with the help of International Renaissance Fund)

- 2003 – 3121 graduating students, 4 college
- 2004 – 4485 graduating students, 31 college
- 2005 – 8683 graduating students

- Testing Technology Centre and regional centers
- Unified program requirements, unified format, unified examinational procedures
- Testing using paper answer sheets, tasks of open and closed type
- Tests from closed/secret database
- Double-check of open tasks

Presidential Decree as of July 4, 2005 #1013/2005 “Regarding urgent measures on securing functioning and development of education in Ukraine”

Realization of transition during 2006-2008 for conducting entrance exams into higher educational institutions by means of external independent assessment of educational achievements of graduating students from educational institutions of the general secondary education system. About 500,000 school-leavers/university entrants

Securing quality of the test
- Training of tests’ authors.
- Development of standards for examinational requirements.
- Development and implementation of logistics for creation and standardizing of tests (specification – creation of initial test – bringing into matrix – approbation – testological analysis – revision – entry into the database), creation and overall quality rating of the test.
- Development of the standardized tests database.

Preparation valid tests, parallel choice
Information on examinational program

Provision objectivity of testing results
- Coding answers with bar codes.
- Answer sheets are scanned, verified and processed by computer (preparation of students for working with answer sheets).
- Tests with detailed answers are examined by the group of examiners by unified evaluation scheme. Double check is done. (Preparation of examiners - motivation).
- Scaling of results. Interpretation of results for schools and colleges in certificates.
Test of external certificating testing in 2005 on Ukrainian language
(reliability index by formula of Kuder-Richardson—20, – 0.83.

Bar chart of distribution of results of external certificating testing in 2005 on Ukrainian language (3781 test-taker)

Test score

0,5-2
4,5-6
8,5-10
12,5-14
16,5-18
20,5-22
24,5-26
28,5-30
32,5-34
36,5-38
40,5-42
44,5-46
48,5-50
52,5-54
56,5-58
60,5-62
64,5-66
68,5-70
72,5-74
76,5-78
80,5-82
84,5-86

Security of testing

Authors of tests and testing staff sign a contract regarding responsibility for non-disclosure of housekeeping information or falsification of test results.

Approved access to work place.

Security system of information system.

Printing and packing of materials in the Centre.

Testing materials are packed into “secret” packages. Package opening procedure is regulated.

Transporting is carried out by courier mail or by special mail.

Regulation of procedures in testing centers during the exam. Timely packing of works.

Decoding of results is carried out in the presence of committee according to regulated procedure.

Diagram 1. Do you consider the procedure of external testing more honest and transparent comparing to traditional exam?

- yes: 6.5%
- no: 18.8%
- don't know: 76.7%
Diagram 3. Results of external testing comparing to school annual estimate

Diagram 4. Distribution of external testing results among graduating students with high annual estimate of educational achievements

Selecting type of testing
Comparative characteristics on paper and computer testing

Informational security
- Risks of information leak on the stage of creation and storage of tests database.
- Risks in equipment failure.
- Risks of information leak on the stage of printing (around 2 million writing-books, about 96 tons of paper), conveyance of test solutions.

Check-up and getting exam results
- From testing to getting results – 3-4 weeks. About 2000 examiners.
- Initial result is given to test-taker on the day of taking test and final result is given in a week.

Conformity to educational process in the school

- Testing on paper is natural for all educational disciplines and allows usage of tasks with detailed answer.
- Computers are used only in computer sciences. At this moment pupils do not have sufficient skills when using computer.

Equal status! Informational campaign!
Level of knowledge regarding external assessment

- Yes, I know the procedures
- Yes, I've heard about it but I don't know how it is done
- Don't know anything about it

Distribution of support for changing existing system of entrance exams in conformity to knowledge of procedures of external assessment

<table>
<thead>
<tr>
<th>Distribution of Support</th>
<th>Vision of advantages of external assessment by society</th>
<th>Vision of disadvantages of external assessment by society</th>
</tr>
</thead>
<tbody>
<tr>
<td>THIS SYSTEM GIVES EVERYONE AN EQUAL CHANCE</td>
<td>THIS GIVES A CHANCE FOR KIDS FROM MODEST FAMILIES</td>
<td>TEST QUESTIONS WILL BE SOLD BEFORE THE TEST</td>
</tr>
<tr>
<td>THIS PREVENTS BRIEFING</td>
<td>FUTURE TRENDS OF THE FORTHCOMING TESTING SYSTEM STIMULATES PUPILS TO STUDY BETTER AND NOT HOPE FROM HELP FROM THE OUTSIDE</td>
<td>I DON'T SEE ANY PARTICULAR DANGER IN THE EXTERNAL ASSESSMENT SYSTEM</td>
</tr>
<tr>
<td>IMPROVING THE SYSTEM OF EDUCATIONAL INSTITUTIONS</td>
<td>IMPLEMENTING THIS SYSTEM WILL IMPAIR THE EXISTING ORDER AND WILL CAUSE CHAOS</td>
<td>COLLEGES WILL ACCEPT ANYONE THEY WANT IN ANY CASE</td>
</tr>
<tr>
<td>INCREASE OBJECTIVITY AND TRANSPARENCY</td>
<td>THIS SYSTEM WILL RAISE PRESTIGE OF THE SECONDARY SCHOOL</td>
<td>BEST STUDENTS WILL NOT ENTER COLLEGES</td>
</tr>
<tr>
<td>IMPROVING THE EDUCATIONAL SYSTEM</td>
<td>THIS WILL UNDERMINE SCHOOL'S AUTHORITY IN ASSESSMENT OF PUPIL'S KNOWLEDGE AND SKILLS</td>
<td>IMPLEMENTING THIS SYSTEM WILL BE A STEP FORWARD TO JUSTICE IN THE COUNTRY</td>
</tr>
<tr>
<td>OTHERS</td>
<td>OTHERS</td>
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</tbody>
</table>
- Remuneration of labor and social status of the teacher
- Application of modern objective technologies for assessment of educational achievements
- Mechanisms of detecting frauds and establishing responsibilities for them
- Establishment of social pressure in the areas of ethics in education
Formula funding
Equity, transparency and accountability in decentralized financing
Jacques Hallak and Muriel Poisson

Introduction: definition
Formula Funding (FF):
“Agreed set of criteria for allocating resources to schools, impartially applied to each school”

Outline of the presentation
I. Should “money follow students”?  
II. Does FF contribute to more transparency?  
III. Does FF contribute to more accountability?

Introduction: decentralisation & school based management
- Better relevance to needs and good governance can be expected by:
  - getting closer to the users
  - promoting participation and building ownership
- At the same time, the introduction of FF and the delegation of spending decisions can increase the possibility of fraud as many more people have direct access to funds
  - This depends obviously on “how FF operates in practice”
I. Should “money follow students”?

1. Historical references
- In the 1960s:
  - Need to address the cases of schools with high concentration of disadvantaged pupils
  - Allocation of resources (not only funds) according to needs: Head Start in the USA, ZEP in France
- In the 1990s:
  - New trends in reforming public education inspired by liberalism/market oriented/democratic social orientations
  - Demand for more ownership, improved governance, efficiency, equity, freedom of choice
  - Decentralisation of authority to schools within a centrally determined framework of policies, priorities and standards
  - New challenges for countries in transition

2. From “supply-” to “demand-side” approaches
- Mechanisms to distribute funds among spending units
  - Traditionally, norms for inputs
  - Now “money follows students” (based on capitation, unit cost or average cost)*
- The money should go to a jurisdiction small enough to be politically accountable / large enough to create possibilities for shifting resources among schools
  - Units of 100,000 small enough to be politically responsive / large enough to allow flexibility
- Assigning competence for different educational levels to different levels of government (e.g. Poland) reduces flexibility

* Demand-side financing in Romania
- Prior to 1990, supply-side system: funds allocated on the basis of the number of teaching positions, square feet of building space and other planning norms
- After 1990, demand-side financing: funds allocated on the basis of unit cost per student in various field of study (higher education)
- Studies of unit costs conducted by the National Higher Education Financing Council (NHEFC), to provide the empirical basis for the FF
- Complementary funding allocated on a competitive basis (peer-reviewed competition)
3. Typology of formula funding

- Several generations:
  - 1st generation: very simple, linked to crude parameters (teacher/pupils ratios); more equality than equity
  - 2nd generation: take into account differential needs for learning attainment: more resources to disadvantaged pupils (Australia, France, Indonesia)*
  - 3rd generation: comprehensiveness: cost based and built in incentives

- Two complementary dimensions:
  - Reliability of indicators used to determine amounts (transparency concern)
  - Compliance in the use of the funds at school level (accountability concern)

* Examples of formula

Victoria (Australia):
- Core: 80% of the budget
- Need based: disadvantaged and special learning needs
- Priority programs: 16 special needs

England (UK):
- Pupils number (75%)
- Students additional needs (5%)
- Physical conditions (20%)
- In addition, extra allowances/learning difficulties, using as a proxy Free School Meal (% FSM)

II. Does FF contribute to more transparency?

1. FF and transparency

- Consistently applied formula determines what each school is allocated: this is known by the school and can be made publicly available

- Basic requirements:
  - A clear explanation and understanding of the formula by all stakeholders
  - A reliable system of data collection in place on the basis of which amounts of funds are determined
  - A proper management of funds allocated at school level in place
2. Data collection and verification

- Allocation by formula requires school level data on all the indicators that are included in the formula.

Not to create perverse incentives to schools that encourage them to generate more funds by manipulating the formula.

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<thead>
<tr>
<th>Type of formula</th>
<th>Perverse effects</th>
<th>Recommendations</th>
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<tr>
<td>Allocation according to size of schools</td>
<td>Inflation of enrolment figures</td>
<td>To collect data on enrolment externally</td>
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<td>Utility costs funded according to past expenditures</td>
<td>No incentive for more efficient use of energy, water and telecommunications</td>
<td>To include variables that predict the amount that the school must spend but cannot itself affect (e.g., size and conditions of buildings and climate)</td>
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<tr>
<td>Indicators of students’ learning needs</td>
<td>Incentive to principals to encourage low scores</td>
<td>To include variables that predict the amount that the school must spend but cannot itself affect (e.g., size and conditions of buildings and climate)</td>
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<tr>
<td>Data for calculating extra funding collected from the school (socio economic background, poverty, ethnicity, language)</td>
<td>Principals tempted to falsify statistical returns</td>
<td>To check for accuracy externally</td>
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Comparison Australia / England

- In Australia: data are collected at state level from schools four times a year; it has the most rigorous external check.
- In U.K: data are collected from schools by the annual census; IT management systems complete the forms and submit electronically to the ministry; deliberate misreporting does not seem to be widespread.

Example of misreporting: Free School Meals (visit of LEAs auditors and inspectors)

If FF is not to be corrupted, strong data verification procedures and sanctions for deliberate misreporting must be in place.

3. Financial control at school level

- Financial management at school level increases opportunities for corruption:
  - Fraudulent use of school money for private gain
  - Graft or bribery in the awarding of contracts

As a result, need for:

- Financial regulations: transactions administered either via the public sector treasury (Sweden) or bank accounts, reduces opportunities for personnel to embezzle money (except when treasury does not operate accurately)
- Budget scrutiny: the exercise of budget scrutiny at school level is important for minimizing opportunities for corruption

This may require to have a common financial management systems and good capacities at school level.

Australia / England

- Australia and England have similar budget scrutiny processes, relying on accurate recording and reporting of financial information through computerized accounting software.
- In Australia, there is a common management system; and TA and training is provided.
- In U.K, with 150 LEAs, this is not the case: each school must buy its training, and support.
II. Does FF promote accountability?

1. FF and accountability

- Budget scrutiny insufficient to prevent fraud/incompetence in the management of school finances and ensure accountability
- Need for adequate and reliable mechanism of control of reliability
- Basic requirements:
  - Financial reports or financial regulations fully complied with
  - Internal and external audits conducted on a regular basis

2. Independent financial reviews

- Independent reviews conducted by registered private accounting firms
- Are financial reports or financial regulations fully complied with?
- Reports submitted to the various stakeholders at various levels with sanctions for misconducts and irregularities
  - Intervention of relevant public authorities (removal from school positions)
  - Intervention of the police (embezzlement of funds)
**Victoria (Australia)**

- The financial regulation of schools is the responsibility of the Financial Management Unit (FMI), Standards and Accountability Division (SAD) [Department of Education and Training of the Ministry of Finance]
- School councils scrutinize and approve the financial accounts on a monthly basis
- The Auditor General, under the authority of the Audit Act 1994, has responsibility for the conduct of independent reviews and financial statement audits of public sector agencies, including schools

**3. Internal and external audits**

- Several layers of audit to prevent fraud
  - School level, by a school board member
  - District or Regional level
  - Central govt regulating authority
- Internal audits conducted by schools; external audit and audit at a higher level by a central body with responsibility for the probity of the public sector
- Audits should check enrolment statistics; that money has been spent for approved purposes; financial regulations are properly observed
- Irregular and random audits (or on a sampling basis), given the costs involved

**Poland**

- Several levels of auditing:
  - one is performed by the gmina on a routine basis (audit of school accounts once or twice a year)
  - one is undertaken irregularly by Regional Accounting Offices that audit other types of public sector institutions
  - the National Chamber of Control conducts independent enquiries (e.g. financing of non public schools)
- If it is found that a school’s financial procedures are weak, the school director is required to bring them up to standard
- Failure to achieve satisfactory compliance with financial procedures can lead to the dismissal of the school principal

**FF & accountability: in summary…**

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Concluding remarks

- Transparency of formula funding helps avoiding fraud only if formula is simple
- Publication of accounts in accessible form is a major factor in reducing fraud
- Intensive auditing and monitoring are the greatest deterrent to fraud

Few questions:

- Should « money follows students » apply to private and parochial schools as well as to government schools?
- How much school choice should be permitted?
- What are the advantages and disadvantages of "paper vouchers"?
EDUCATION FUNDING AND PAYMENT REFORMS IN LITHUANIA AS A WAY TO IMPROVE TRANSPARENCY IN EDUCATION

Arūnas Plikšnys
Director of General Education Department, Ministry of Education and Science
2005 1 27-29, Kiev, Ukraine

LITHUANIA IN FIGURES 2004/5
- Population – 3.45 mln.
- National budget – 23,1% of GDP
- Funds allocated to education – 5.29% GDP
- National education budget – 3 266,2 mln.LTL (937 mln. EUR)
- State education budget – 37,1 %
- Municipal education budget – 62,9%
- Average teacher's month salary–1412 LTL(405 EUR)- 2005 09 01

LITHUANIA IN FIGURES 2003
- School structure – grades 4+(4+2)+2
- Primary schools (grades 1-4) – 193
- Basic schools (grades 1-10) – 635
- Secondary schools (up to grade 12) – 461
- Gimnasium (grades 9 –12) - 95
- Number of students – 528 215
- Number of teachers – 45 500
- Student/ teacher ratio – 11,8
- Average class size – 19,4 (city – 23,4, rural –13,9)
DEVELOPMENT OF FUNDING AND PAYMENT SYSTEM

- Until 1990 03 11 – 18 hours per week per teacher
- 1993-5 teachers’ qualification categories implemented
- 1996 – coefficients in monthly basic wages
- 1998 – additional hours for preparation, etc. allowed
- 2000 – education portion of municipal budget calculated based upon student population
- 2001 – preparation for “student basket”
- 2002 01 01 – implementation of “student basket” (SB)
- 2005 09 01 – 2012 12 31 - implementation of new payment system for teachers

FLAWS OF PRIOR FUNDING ARRANGEMENT

- Funding per student varies greatly
- Network of schools was not at its optimum
- Nearly all funding to salaries and utilities
- Money was allocated per number of class sets
- Money did follow students transferring to new schools
- Schools have no autonomy in planning
- Non governmental schools receive less and amounts were erratic

THE KEY OBJECTIVES

- Through more efficient use of funds to improve the quality of education services
- To optimize the network of schools
- To create network of non governmental schools
- To reduce absenteeism and drop - outs
- To strengthen school financial independence
- To increase responsibility of principals and other managers

DEFINITIONS

- Student’s basket – annual amount of resources to be spent for teaching one student (teachers’ salaries, teaching materials, management, pedagogical and social help). The student basket does not include the “School environment”
- School environment - other monies to be spent for school “overhead” (technical staff salaries, heating, water supplies and etc.)
- Reference student - (a student in grade 5 – 8, attending an urban school, when the average number of students per parallel class set is 25.)
PRINCIPLES OF FINANCING

(1)

- School budget: students’ baskets, School environment monies, project funds, donations from sponsors
- Every year, the Parliament shall specify the amount provided for educating one reference student (the student basket).
- Each school's allocation of student baskets depends upon its number of reference students.
- The number of reference students depends upon the number of actual students and supplementary coefficients (urban or rural schools, types and grades in school)

(2)

- Student’s basket funds shall be used for:
  1. Implementation of teaching plan;
  2. Teachers' in-service training;
  3. Textbooks;
  4. Teaching equipment and materials;
  5. School management, pedagogical, social and psychological counseling services.

(3)

- The number of reference students and the size of student's basket shall be calculated every year using Government approved methodology (11 12 2002 resolution No.1947)
- The funds for students' baskets shall be allocated from the state budget to school founders as a special targeted subsidy
- SB for non-governmental schools is allocated via municipality where the school is located

(4)

- The founder may allocate additional resources.
- When a student transfers from one school to another the SB moves after him or her.
- The founder shall allocate resources needed for the School environment through a set procedure
- School environment monies shall be used for: maintenance of buildings, utilities, technical staff salaries, social security insurance for employees and other everyday operating costs
PRINCIPLES OF FINANCING (5)

- State shall finance centrally initiated education programs
- School shall decide on the use of School environment monies
- Savings from student basket can be used by school with founder agreement
- Founder can decide to use SB savings for other education needs

INTRODUCTION PHASES

1. In 2002 - 1/3 of projected monies needed for textbooks, teacher in-service and teaching materials provided in SB, 15% reallocation between schools by founder allowed.
2. In 2003 - 2/3 of projected monies for textbooks, teacher in-service and teaching materials provided in SB, 10% reallocation between schools by founder allowed.
3. In 2004 - full student basket, 10% reallocation between schools by founder
4. In 2005-2006 - 5% reallocation between schools by founder, 20% more for textbooks and TM

EXPECTED RESULTS

- Education funds will be used more efficiently.
- Competition between schools will result in better quality.
- Number of children not attending school shall decrease.
- Better planning opportunities for school community.
- Better conditions for creating non-governmental school network.
- School network will better suit needs of students and parents

METHODOLOGY FOR CALCULATION OF THE SB

- Methodology for calculation of SB – to define the annual amount of resources that need to be spent for one reference student
- Based on methodology SB shall be allocated per sum of all reference students
- Methodology shall apply to all public, municipal and state general education schools
- Summary of methodology is given in attachment 1
- Curriculum indicators are given in attachment 2
**STUDENT’S BASKET 2004**

- The SB shall be calculated as follows:
  - $SB = Kb \times q \times 12 = 1555$ LTL
- $Kb$ – base coefficient for calculation of the SB. $Kb = 1,234$ (attachment 1)
- $q$ – shall be national base monthly salary ($q=105$ LTL).
- $12$ – the number of months

**METHODOLOGY FOR REFERENCE STUDENTS (1)**

- Methodology for calculation of reference students – to define annual amount of resources that need to be spent for 1 student depending on school type, education level (grades 1-4, grades 5-8, grades 9-10, grades 11-12), students with special needs, national minority schools and other indicators.
- Methodology based on the same principles as student’s basket (see attachment 1) but different coefficients for different average class size

**METHODOLOGY FOR REFERENCE STUDENTS (2)**

- Coefficients for reference students calculated: $Kn = K/Kb$
  1. $K_{22(1-4)} = 0,8208$ (1276 LTL)
  2. $K_{20(1-4)} = 0,9005$ (1400 LTL)
  3. $K_{10(1-4)} = 1,5989$ (2486 LTL)
  4. $K_{25(5-8)} = 1$ (1555 LTL)
  5. $K_{10(5-8)} = 1,9081$ (2967 LTL)

**IMPLEMENTATION OF SB(1)**

- 2002 – SB = 1521 LTL (1064 LTL salaries, 440 LTL – management, 10,5 LTL – textbooks, 2,1 LTL – teaching materials, 4,5 LTL – teachers’ in-service)
- 2003 – SB = 1538 LTL (21 LTL textbooks, 4,2 LTL teaching materials, 9 LTL – teachers’ in-service)
- 2004 04 30 – SB = 1555 LTL (31,5 LTL textbooks, 6,3 LTL teaching materials, 13,5 LTL teachers’ in-service), 05 01 – 1703 LTL
- 2004 05 01 – SB = 1703 LTL ($q=115$LTL)
- 2005 08 31 – SB = 1728 LTL, 09 01 – 1802 LTL
- 2006 01 01 – SB = 1942 LTL (50 Lt +10 Lt+24Lt)
IMPLEMENTATION OF SB(2)
- 2002 - SB for General education schools
- 2003 – SB for: + Vocational ES, +10% SEN
- 2004 – SB for: + preschool EG, social pedagogys, + 2 days for teachers qualification
- 2005 – SB for: + 10% PEG, +10% SEN (teachers assistants staff), +20% textbooks, +pedagogical –psychological counseling services PSS
- 2006 – SB for: +50% PSS, +15% textbooks, R=7.7 (was – 7.6)

IMPLEMENTATION PROBLEMS
- Reallocation of student basket between schools – 2003 – 4.8%, 2004 – 2.4%
- Use of savings of student basket for other education needs – 2005 Amendment of Budget low –1 of July and 1 of December
- School environment monies- by founder
- Additional funding for some schools and special needs – 2005 – 14 schools as rural
- Political pressures to change the methodology

IMPLEMENTATION PROGRAMME OF THE NEW PAYMENT SYSTEM FOR TEACHERS
- 2004 09 30 Resolution of Government No.1231
- Implementation Programme 2005 09 01 – 2012 12 31
- The purpose of the Implementation Programme of the New Payment System for Teachers is to define the goals and objectives of the introduction of the new payment system for teachers and to set its implementation periods and stages as well as the required means.

Current problems relating to teachers’ salaries
- Teachers’ wages greatly depend on the number of contact hours (18 contact/h/week and 4.2 hours for extracurricular activities)
- In fact teachers are paid on average only for 26.4 hours per week ( average 23.3 hours are contact hours and 5.1 hours are extracurricular activities), but teachers also perform unpaid work.
- The rate of teachers’ work does not depend on the number of students in the form set.
- In different schools for the same work teachers are paid differently
- The procedure of calculating the salary is complicated: it is determined on the basis of many factors (there exist 40 different rates).
- Since 2000 every year the average teachers’ salary has been decreasing by 20-30 Litas as the number of form sets has been going down.
**GOAL and OBJECTIVES**

- **The goal** is to properly arrange the salary payment system and to increase salaries of directors and teachers improving their work quality.

- **Objectives:**
  1. to coordinate the principles of financing schools with the procedure of payment to teachers
  2. to pay teachers for actually performed additional work;
  3. to apply the same payment principles to all teachers for performing the same work irrespective of the school type;
  4. to create a securer payment system for teachers.

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**Expected Results**

- The system of the position-based payment to teachers shall be introduced from 1 September 2009.
- Teachers’ salary at the end of Period I shall increase by 35.4% (400 mln. LTL) while the salary of other staff – by 24.2%, and at the end of Period II all salaries shall increase by 21.7% more (430 mln. LTL).
- The system of financing shall be coordinated with the payment system.
- The quality of teachers’ work shall improve.
- Teachers shall feel securer as their salaries shall not be directly dependent on the number of contact hours.
- A transparent payment system shall be created.

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**Payment model and implementation periods**

- **Period I** – 1 September 2005 to 31 December 2009;
- **Period II** – 1 January 2010 to 31 December 2012.
- From 1 January 2009 a 30-working-hour week shall be set for a teacher’s position (18-22 c/h, 12 – 8 ex./h)
- From 1 January 2012 a 36-working-hour week shall be set for a teacher’s position (18 – 22 c/h, 18 – 14 ex/h)
- **Directors and their deputies** - 40 hours per week (35 - 40 for management activities, 0-5 c/h).
- Three categories of positions of school directors and their deputies for education shall be set: I (the highest), II and III (the lowest).
- 3-4 categories of positions of teachers.
GOVERNMENT OF THE REPUBLIC OF LITHUANIA

RESOLUTION
REGARDING APPROVAL OF THE PROVISIONS FOR THE FINANCIAL REFORM IN GENERAL EDUCATION

No. 1520
14 December 2001
Vilnius


1. To approve Provisions for the Financial Reform of General Education Schools (attached).
2. To obligate the Ministry of Education and Science together with the Ministry of Finance to develop and approve the measure for implementation of the Provisions for the Financial Reform of General Education schools by December 19, 2001.
3. To set forth that the complementary education institutions shall be financed by their founders and using other lawfully obtained means.
4. To recommend that the founders of general education schools until May 1 of each year publish a newsletter for the school community, parents and the public, using a template approved by the Ministry of Education and Science.

Prime Minister Algirdas Brazauskas

Minster of Education and Science Algirdas Monkevičius
I. GENERAL PROVISIONS

1. The key goals of the financial reform of the general education schools are the following:
   1.1. through more efficient use of the means allocated for education, to improve the quality of education, create conditions for provision of education services according to the ability and needs of individuals;
   1.2. to create a transparent system of financing education;
   1.3. to give students and their parent a possibility to choose an education institution, as well as to create conditions for exercising this freedom in practice;
   1.4. to make the network of general education schools more rational, encourage competition of schools, and to provide equal opportunities to access quality education for students both from rural and urban areas;
   1.5. to strengthen financial independence of schools;
   1.6. to create conditions for development of the network of non-governmental education institutions;
   1.7. to reduce the number of children who do not attend schools;
   1.8. to increase responsibility of school managers on all levels for execution of the decisions that are based on actual financial resources within the education policy development framework.

II. PRINCIPLES OF FINANCING

2. Financial resources of the general education schools shall consist of the following components: student’s basket, means allocated to finance the teaching environment, targeted means for implementation of programmes and projects, means allocated by sponsors and other means.

3. Every year, when adopting the law approving financial indicators of State and Municipal Budgets of the Republic of Lithuania, The Parliament of the Republic of Lithuania shall also define the means for educating one reference student (a student grade 5 – 8, attending an urban school). This amount shall be referred to as “student’s basket”.
4. The size of the student’s basket allocated per individual school shall depend on the number of reference students attending a particular school.

5. The number of reference students a school shall be determined by taking into account the real number of students attending the school multiplied by the supplementary coefficients (e.g., coefficient for students with special educational needs, students at urban, rural schools, other types of schools, etc.).

6. The means form the student’s basket shall be used for implementation of the education and development plan approved by the Minister of Education and Science, for skills development of teachers, for textbooks and other teaching tools, cleaning of the school, school library, pedagogic, social and psychological counselling services.

7. The number of reference students at school and the size of student’s basket shall be calculated every year following the methodology for calculation of student’s basket and reference students, approved by the 27 June 2001 Resolution No. 785 of the Government of the Republic of Lithuania Regarding Implementation of Measures to Reform the Financing of Schools of General Education (official gazette Valstybės žinios No.57-2040, 2001).

8. The means for student’s baskets shall be allocated from the state budget of the Republic of Lithuania for the founders of state and municipal schools of general education.

9. The means for student’s baskets of non-governmental institutions shall be allocated from the special targeted subsidy of the state budget of the Republic of Lithuania received by the municipality where the school is located.

10. The founder of the general education school may allocate additional resources to finance the process of education.

11. Where a student is moving from one general education school to another, the student’s basket fixed by the State moves after him or her. If students migrate between the schools finance by the same municipality, the finances for such schools shall be reallocated by the municipality. Upon mutual co-ordination, the share of allocations approved for the student’s basket shall be transferred by:

11.1. relevant municipalities to each other, where students migrate between the schools finance by such municipalities;

11.2. the Ministry of Finance to the relevant municipalities and administrations of county governors, or to the Ministry of Education and Science by way of set-offs, where students migrate between the schools financed by municipalities and counties or by the Ministry of Education and Science.

12. Where a student moves from one school to another, the means in the student’s basket shall be reallocated in proportion to the period (months) of attending the old and the new school.

13. The founder shall determine (or jointly determine, if there is more than one founder) the procedure for financing the school environment and allocate the means for this purpose. The means allocated to finance the school environment shall be used for exploitation of the school buildings, utilities, salaries of the technical staff, social insurance and other ordinary costs. Means to finance the school environment programmes at non-governmental institutions may be allocated from the municipal budgets.
14. The State shall finance the educational change programmes initiated by the State.

15. The state and the founder shall finance investment and other projects according to the prescribed procedure.

16. The founder of a school shall approve the teaching staff positions in different categories and determine conditions of their remuneration according to the remuneration procedure established by the RL Law on Civil Service (official gazette Valstybes zinios No.66-2130, 1999) and taking into account the means of the allocated student’s baskets.

17. Upon agreement with the founder, the school shall decide on the use of the funds allocated to finance the school environment. The school may use savings from the school environment funds as additional resources for modernisation of the education process.

18. Upon such decision of the founder, the savings from the student’s basket may be used for other educational needs.

19. The school shall be free to decide how to use the means from the sponsors or other lawfully obtained resources.

III. INTRODUCTION PHASES

20. The following three phases for introduction of the student’s basket shall be determined:

20.1. Phase I. In 2002, 1/3 of the means in the student’s basket shall be allocated for textbooks, teachers’ skills development and visual-technical teaching tools. The founder shall allocate student’s baskets to the individual general education schools by taking into account the number of reference students at those schools. The founder may reallocate to schools up to 15% of the means in the student’s basket.

20.2. Phase II. In 2002, during the process of drafting the RL Law on Financial Indicators of the State and Municipal Budgets in 2003, the size of the student’s basket shall be determined on the basis of the proposal from the Ministry of Education and Science, and the state budget means to finance education process at state, municipal and non-governmental schools shall be allocated. 2/3 of the means in the student’s basket shall be allocated for textbooks, teachers’ skills development and visual-technical teaching tools, while the founder shall be allowed to reallocate to schools up to 10% of the allocated means.

20.3. Phase III. From the year 2004, the size of the student’s basket and the means for the founders of schools shall be allocated in the same manner, as in Phase II. All the means from the student’s basket shall be used for textbooks, teaching skills development, and visual-technical teaching tools. The founder shall be allowed to reallocate to schools up to 10% of the allocated means.

IV. EXPECTED RESULTS

21. The means for education will be used more efficiently when allocation is based on the same principles.

22. Competition of schools will results in better quality of education services.
23. The number of children not attending the school shall decrease, because the schools will be interested in keeping the existing and attracting new students.

24. The school community will know how much funds they can expect per year, which enables better planning and organisation of services.

25. Conditions for operation of non-governmental schools will be created.

26. The school network will suit better the needs of students and parents, as well as ensure implementation of the national education standards.
GOVERNMENT OF THE REPUBLIC OF LITHUANIA

RESOLUTION
ON THE APPROVAL OF THE IMPLEMENTATION PROGRAMME OF THE NEW PAYMENT SYSTEM FOR TEACHERS

30 September 2004 No. 1231
Vilnius

The Government of the Republic of Lithuania hereby resolves:

1. To approve the attached Programme of implementation of the new salary payment system for teachers (hereinafter referred to as the Programme).

2. To assign the Ministry of Education and Science in cooperation with the Ministry of Finance and the Ministry of Social Security and Labour:

   2.1. to draft and by 1 May 2008 to present to the Government of the Republic of Lithuania the plan of measures to switch to the system of payment for the teachers’ work based on their position starting from 1 January 2009;

   2.2. to draft and by 1 May 2009 to present to the Government of the Republic of Lithuania the plan of measures for Period II of the Programme implementation;

   2.3. to organise and coordinate the Programme implementation.

3. To ensure that specific national budget means of the Republic of Lithuania allocated for the Programme implementation are specified and provided for when drafting the Law on the Approval of Financial Indicators of the State and Municipal Budgets of the Republic of Lithuania for the corresponding year.

Prime Minister
Algirdas Brazauskas

Minister of Education and Science
Algirdas Monkevičius
PROGRAMME OF IMPLEMENTATION OF THE NEW PAYMENT SYSTEM FOR TEACHERS

I. GENERAL PROVISIONS

1. The purpose of the Implementation Programme of the New Payment System for Teachers (hereinafter referred to as the Programme) is to define the goals and objectives of the introduction of the new payment system for teachers and to set its implementation periods and stages as well as the required means.

2. The switch to the system of payment for the teachers’ work based on their position shall be made in 2009.

3. The new payment system for teachers shall apply to directors of state (with the exception of higher educational institutions) and municipal schools, their deputies for education, heads of departments organising the educational process, teachers, vocational training specialists, specialists in assisting students and the school.

4. For the purpose of this Programme the following definitions shall be used:
   - **Contact hours** shall mean the time when the teacher directly communicates with students (lessons, trainings, extracurricular activities).
   - **Position-based payment for the teachers’ work** shall mean a fixed salary expressed in monthly base salaries or minimum monthly wages for the number of working hours per week set for the teacher’s position.
   - **Pedagogical norm** shall mean the number of contact hours per week.
   - **Additional hours** shall mean the time devoted to indirect work with students (preparation for lessons, checking written works, assessment of students, work with parents and teachers, the form master’s work, etc.).

II. CURRENT PROBLEMS RELATING TO TEACHERS’ SALARIES

5. At the end of the school year it is complicated to distribute the teachers’ work load for the coming school year as with the change of forms and the number of form sets, the number of contact hours also changes.

6. Teachers’ wages greatly depend on the number of contact hours every school year.

7. The average monthly salary of a teacher in 2003 was 1,168 Litas while the average wage for the fixed pedagogical norm was 806 Litas (18 contact hours per week).
8. In fact teachers are paid on average only for 26.4 hours per week (of them on average 21.3 hours are contact hours and 5.1 hours are extracurricular activities) although the research conducted shows that teachers also perform unpaid work.

9. The rate of teachers’ work does not depend on the number of students in the form set.

10. The rate of teachers’ work does not depend on the complexity of work but often widely varies and depends on the teachers’ qualification categories.

11. The rate of teachers who have just started to work and teachers who have been working for many years differs much.

12. In different schools for the same work teachers are paid differently (preschool education groups, pre-primary education groups, vocational trainers in vocational schools, etc.).

13. Already now some teachers are paid according to their position while others are still not.

14. The procedure of calculating the salary is complicated: it is determined on the basis of many factors (there exist 40 different rates).

15. Since 2000 every year the average teachers’ salary has been decreasing by 20-30 Litas as the number of form sets has been going down.

III. GOAL AND OBJECTIVES OF THE INTRODUCTION OF THE NEW PAYMENT SYSTEM FOR TEACHERS

16. The goal of the introduction of the new payment system for teachers is to properly arrange the salary payment system and to increase salaries of directors of state (with the exception of higher educational institutions) and municipal schools, their deputies for education, heads of departments organising the educational process, teachers, vocational training specialists, specialists in assisting students and the school while improving their work quality.

17. Objectives of the introduction of the new payment system for teachers are as follows:

17.1. to coordinate the principles of financing comprehensive and vocational schools with the procedure of payment to teachers;

17.2. to pay teachers for actually performed additional work;

17.3. to apply the same payment principles to all teachers for performing the same work irrespective of the school type;

17.4. to create a securer payment system for teachers.

IV. PRINCIPLES OF THE NEW PAYMENT SYSTEM FOR TEACHERS

18. The main principles of the new payment system for teachers are as follows:
18.1. transparency – a clear payment system for all teachers;
18.2. social fairness – the amount of the salary depends on the complexity of work and responsibility. The lowest category of the school director’s salary cannot be lower than the highest salary of a teacher;
18.3. security – for a teacher’s position the minimum and the maximum number of contact hours are set, and thus the teacher’s salary is not directly dependent on the number of the contact hours.

V. PAYMENT MODEL FOR TEACHERS, SCHOOL DIRECTORS AND THEIR DEPUTIES FOR EDUCATION, ITS IMPLEMENTATION PERIODS

19. The implementation of the new payment system for teachers shall cover two periods:
19.1. Period I – 1 September 2005 to 31 December 2009;

20. From 1 January 2009 a 30-working-hour week shall be set for a teacher’s position (with the exception of social teachers, specialists of pedagogical psychological services, educators, psychologists, specialised teachers and educators at vocational schools).
21. From 1 January 2012 a 36-working-hour week shall be set for a teacher’s position.
22. A 40-working-hour week shall be set for the position of the school director and their deputy for education as well as the head of the department organising the educational process.
23. The structure of the position of the school director and their deputy for education as well as the head of the department organising the educational process shall be as follows:
23.1. up to 5 contact or extracurricular education hours per week;
23.2. 35 to 40 hours per week for management activities.
24. Three categories of positions of school directors and their deputies for education shall be set: I (the highest), II and III (the lowest). The amounts of salaries and the complexity of work of these categories are different.


VI. IMPLEMENTATION STAGES OF THE NEW PAYMENT SYSTEM FOR TEACHERS WITHIN PERIOD I

26. The new payment system for teachers within Period I shall be introduced in five stages (within 4 years and 4 months):
26.1. Stage I – the following average teachers’ work load shall be set from 1 September 2005: 23.2 hours per week, of which 18 contact hours per week constitute the pedagogical norm and 5.2 hours are accounted for additional work (here 1 additional paid hour is added);

26.2. Stage II – the following average teachers’ work load shall be set from 1 September 2006: 24.2 hours per week, of which 18 contact hours per week constitute the pedagogical norm and 6.2 hours are accounted for additional work (here 1 additional hour is added);

26.3. Stage III – the following average teachers’ work load shall be set from 1 January 2007: 26.3 hours per week, of which 18 to 20 contact hours per week constitute the pedagogical norm and 7.3 hours are accounted for additional work (here 1 additional hour is added);

26.4. Stage IV – the following average teachers’ work load shall be set from 1 January 2008: 28.8 hours per week, of which 18 to 22 contact hours per week constitute the pedagogical norm and 8.8 hours are accounted for additional work (here 1.2 additional hours are added);

26.5. Stage V – the following teachers’ work load shall be set from 1 January 2009: 30 hours per week, of which 18 to 22 contact hours per week constitute the pedagogical norm and 10 hours are accounted for additional work (here 1.2 additional hours are added).

VII. IMPLEMENTATION OF THE NEW PAYMENT SYSTEM FOR TEACHERS WITHIN PERIOD II

27. The duration of Period II shall be 3 years.

The pedagogical norm of contact hours shall be 20 hours. 36 hours shall be allocated for a position. 6 additionally paid hours shall be introduced. The implementation shall start in 2010 and be completed in 2012.

VIII. MEANS FOR THE IMPLEMENTATION OF THE NEW PAYMENT SYSTEM FOR TEACHERS

28. The means required for the implementation of the new payment system for teachers are presented in Annex hereto.

IX. PROGRAMME ASSESSMENT CRITERIA

29. The Programme assessment criteria are as follows:

29.1. pay rise before 1 January 2009:
29.1.1. for teachers – 35.4%;
29.1.2. other staff related to the educational process – 24.2%;
29.2. pay rise from 1 January 2010 to 1 January 2012 for teachers and other staff related to the educational process – 21.7%;
29.3. allocation of additional hours for additional work before 1 January 2009 – 5.4 additional hours;
29.4. allocation of additional hours for additional work from 1 January 2010 to 1 January 2012 – 6 additional hours;
29.5. position-based salary changes due to the annual decrease in the number of form sets – from 1 January 2009 the amount of the position-based salary shall no longer decrease;
29.6. share of persons aged 18 who have acquired basic education:
29.6.1. before 1 January 2009 – 94%;
29.6.2. in 2012 – 95%;
29.7. share of persons aged 22 who have acquired secondary education:
29.7.1. before 1 January 2009 – 87%;
29.7.2. in 2012 – 90%.

X. EXPECTED RESULTS

30. The system of the position-based payment to teachers shall be introduced from 1 September 2009.
31. Teachers’ salary at the end of Period I of the Programme implementation shall increase by 35.4% while the salary of other staff related to the educational process – by 24.2%, and at the end of Period II all salaries shall increase by 21.7% more.
32. The system of financing shall be coordinated with the payment system.
33. The quality of teachers’ work shall improve.
34. Teachers shall feel securer as their salaries shall not be directly dependent on the number of contact hours.
35. A transparent payment system shall be created.
36. Teachers’ salaries shall no longer decrease because of the annual decrease in the number of form sets.
Annex to the Implementation Programme of the New Payment System for Teachers

MEANS REQUIRED FOR THE IMPLEMENTATION OF THE NEW PAYMENT SYSTEM FOR TEACHERS

PERIOD I

The position-based payment to teachers shall be introduced within 4 years and 4 months, the pedagogical norm being increased up to 20 hours.

30 hours shall be allocated for a position. 5.4 additionally paid hours shall be introduced within 4 years and 4 months.

The implementation shall start on 1 September 2005 and be completed on 31 December 2009.

<table>
<thead>
<tr>
<th>Year</th>
<th>Contact hours (18-22)</th>
<th>Additionally paid non-contact hours</th>
<th>Additionally paid non-contact hours introduced</th>
<th>Total hours</th>
<th>Additional means per year, thous. Litas</th>
<th>Pay rise for teachers, %</th>
<th>Pay rise for other staff related to the educational process, %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>18</td>
<td>4.2</td>
<td>1</td>
<td>23.2</td>
<td>24,295</td>
<td>1.5</td>
<td>1.5</td>
</tr>
<tr>
<td>2006</td>
<td>18</td>
<td>5.2</td>
<td>1</td>
<td>24.2</td>
<td>72,885</td>
<td>4.4</td>
<td>4.4</td>
</tr>
<tr>
<td>2007</td>
<td>19</td>
<td>6.3</td>
<td>1</td>
<td>26.3</td>
<td>121,475</td>
<td>12.6</td>
<td>7.1</td>
</tr>
<tr>
<td>2008</td>
<td>20</td>
<td>7.6</td>
<td>1.2</td>
<td>28.8</td>
<td>87,462</td>
<td>10.3</td>
<td>4.7</td>
</tr>
<tr>
<td>2009</td>
<td>20</td>
<td>8.8</td>
<td>1.2</td>
<td>30</td>
<td>87,462</td>
<td>4.5</td>
<td>4.5</td>
</tr>
<tr>
<td>Total for 4 years and 4 months</td>
<td></td>
<td></td>
<td></td>
<td>5.4</td>
<td>393,579</td>
<td>35.4</td>
<td>24.2</td>
</tr>
</tbody>
</table>

PERIOD II

Duration is 3 years. Pedagogical norm is 20 hours. 36 hours shall be allocated for a position. 6 additionally paid hours shall be introduced. The implementation shall start in 2010 and be completed in 2012.

<table>
<thead>
<tr>
<th>Year</th>
<th>Contact hours (18-22)</th>
<th>Additionally paid non-contact hours</th>
<th>Additionally paid non-contact hours introduced</th>
<th>Total hours</th>
<th>Additional means per year, thous. Litas</th>
<th>Pay rise for teachers, %</th>
<th>Pay rise for other staff related to the educational process, %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>20</td>
<td>10</td>
<td>2</td>
<td>32</td>
<td>145,770</td>
<td>7.2</td>
<td>7.2</td>
</tr>
<tr>
<td>2011</td>
<td>20</td>
<td>12</td>
<td>2</td>
<td>34</td>
<td>145,770</td>
<td>6.7</td>
<td>6.7</td>
</tr>
<tr>
<td>2012</td>
<td>20</td>
<td>14</td>
<td>2</td>
<td>36</td>
<td>145,770</td>
<td>6.3</td>
<td>6.3</td>
</tr>
<tr>
<td>Total for 3 years</td>
<td></td>
<td></td>
<td></td>
<td>6</td>
<td>437,310</td>
<td>21.7</td>
<td>21.7</td>
</tr>
</tbody>
</table>
**Methodology for Calculation of the Student’s Basket and Reference Students**

**Attachment 1**

### CALCULATION OF THE STUDENT’S BASKET

| Stage | Average number of students per class, parallel class sets, S | Lessons according to the curriculum, Total : h | Pedagogic norms per class, n=10/h | Coefficient per teacher (basic salaries) k_f=kh/185 | Qual ific. per class per month k_f=10(Rm/18) 4.12 | Teaching qualific. per teacher k_f=kh/7/5 | Replacement and management of teachers (10%) k_f=10kn/100 | Social insurance (31%) k_f=31Rn/100 | Total k_f=k_1+k_2 | Replacement and social insurance costs k_g=k_3/s | Per student per month k_f=k_1+k_2+k_g | LTL/student per year k_f, 105.12 | Other expenditures | Student’s basket coefficient (K) | Notes |
|-------|----------------------------------------------------------|-----------------------------------------------|-------------------------------------|---------------------------------------------|-----------------------------------------------|--------------------------------------------|-----------------------------------------------|-----------------------------------------------|---------------------------------|-----------------------------------------------|--------------------------------------------|-------------------------------|-------------------------------|-----------------------------|
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       |                                                          |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
| Primary grades 1–4 | 10 | 36 | 2 | 1.5200 | 0.1900 | 0.0190 | 0.6232 | 2.1622 | 2724 | 0.4155 | 1.4415 | 1816 | 0.3116 | 1.0811 | 1362 | 0.2833 | 0.9829 | 1238 | 0.2597 | 0.9009 | 1135 | 2.1922 | 2762 | 1.4715 | 1854 | 1.111 | 1400 | 1.0129 | 1276 | 0.9309 | 1173 | K = k_f + k_g |
|       | 15 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 20 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 22 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 24 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
| Grades 5–8 | 10 | 43 | 2.4 | 1.8156 | 0.2280 | 0.0228 | 0.7478 | 2.5862 | 3259 | 0.4986 | 1.7242 | 2172 | 0.3739 | 1.2931 | 1629 | 0.2597 | 0.9009 | 1135 | 2.6162 | 2396 | 1.7542 | 2210 | 1.3231 | 1667 | 1.2842 | 1618 | 0.005 x 12 x 105 = 37.8 LTL/student, (LTL/per year) |
|       | 15 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 20 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 24 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 25 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 30 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
| Gymn. grades 1–4 (grades 9, 10, 11, 12) | 10 | 50 | 2.8 | 0.8796 | 0.2660 | 0.0111 | 0.3635 | 1.2542 | 1580 | 0.3490 | 1.2040 | 1517 | 0.2908 | 1.0034 | 1264 | 0.2597 | 0.9009 | 1135 | 1.2340 | 1555 | K = k_f + k_g |
|       | 15 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 20 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 23 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 25 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |
|       | 30 |                                               |                                     |                                             |                                               |                                            |                                               |                                               |                                 |                                               |                                             |                                             |                               |                               |                             |

<table>
<thead>
<tr>
<th>Notes</th>
<th>Student’s basket coefficient (K)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>K = k_f + k_g</td>
</tr>
</tbody>
</table>

- **Kₐ** – base basket
- **K₉** - base basket

**Methodology for Calculation of the Student’s Basket and Reference Students**

**Attachment 1**
Methodology for Calculation of the Student’s Basket and Reference Students Attachment 2

**CURRICULUM INDICATORS**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Compulsory lessons, average</td>
<td>22.8</td>
<td>27</td>
<td>32</td>
<td>32</td>
</tr>
<tr>
<td>2.</td>
<td>Number of lessons when class is divided into groups</td>
<td>2</td>
<td>7.3</td>
<td>9.5</td>
<td>7.5</td>
</tr>
<tr>
<td>3.</td>
<td>Complementary lessons</td>
<td>4</td>
<td>5</td>
<td>6.5</td>
<td>6</td>
</tr>
<tr>
<td>4.</td>
<td>Lessons for tutors</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>5.</td>
<td>Teaching at home, hospital or external training</td>
<td>0.8</td>
<td>1.4</td>
<td>1</td>
<td>2.5</td>
</tr>
<tr>
<td>6.</td>
<td>Total (1+2+3+4+5)</td>
<td>31.6</td>
<td>42.7</td>
<td>51</td>
<td>50</td>
</tr>
<tr>
<td>7.</td>
<td>Correction of students works, laboratory works, projects</td>
<td>0.6</td>
<td>1.5</td>
<td>2.4</td>
<td>3.4</td>
</tr>
<tr>
<td>8.</td>
<td>Preparation for lessons (lesson/week)</td>
<td>3.8</td>
<td>5.8</td>
<td>6.6</td>
<td>6.6</td>
</tr>
<tr>
<td>9.</td>
<td>Total lessons per week, (h)</td>
<td>36</td>
<td>43–50</td>
<td>50–60</td>
<td>60</td>
</tr>
<tr>
<td>10.</td>
<td>Pedagogic norms per class: n = h/18 (18 is a standard norm of lessons for a teacher, hours)</td>
<td>2</td>
<td>2.4–2.8</td>
<td>2.8–3.3</td>
<td>3.3</td>
</tr>
</tbody>
</table>

**Note.** If grades 5–8 are not divided into groups, i.e. if there are 20 or less students in a class, the class shall be subject to 2.4 of pedagogic norms, while 2.8 of pedagogic norms shall apply to a class with 21 or more students. Grades 9–10 are not divided into groups; 2.8 pedagogic norms shall be applied to a class of 20 or less students, and 3.3 pedagogic norms shall apply to a class of 21 or more students.
1. Definitions: procurement / contracting

- **Procurement** refers to the acquisition of goods and services by any individual or organization (public, private, international)
- **Contracts** are the means by which public money is spent and public policy is implemented
- **Contracting** includes all activities that, in the shape of a contract, channel government expenditure
  
  *Ex.: privatisations, licenses and other types of contracts, which also affect the budget*

2. Why care about contracting in education?

- Reducing corruption in contracting can
  - Increase the efficiency of public spending and donors’ resources
  - Improve the quality of education services
  - Increase the level of transparency and accountability, making it easier to justify use of funds
  - As the risks are lower, improve the level of confidence in contracting and therefore attract more investment

3. Management structure

- **Central level**
  - Coordination of rules & guidelines in contracting

- **Local level**
  - Implementation of rules & Use of local contractors

**Problems**
- Misinterpretation or non-respect of the rules/contracts, risk of monopoly, Cultural aspects

**Solution**
- Create an independent control commission
- Ensure local capacity building & ownership can improve the use of resources, foster local participation and prevent corruption

**Idea:**
- Mixed local capacity building & ownership can improve the use of resources, foster local participation and prevent corruption
The state procurement agency (SPA) in Azerbaijan

- Introduction of the first procurement legislation
- Establishment of an executive body answerable to the Cabinet of Ministers, with responsibility for carrying out State policy in the field of public procurement (1997)
- Main activities: implementation measures, information dissemination, training, supervision and control
  - Preparation of critical documents for use by procuring entities and of these entities
  - Preparation of reports for the Cabinet of Ministers, on the status of the public procurement system
  - Preparation of annual reports of its activities
- Limited by its size (less than 20 members of staff)

4. Risks of corruption in contracting

- Profits of corruption are particularly high in school construction* and textbook** contracting
  - Bidders ‘encouraged’ to pay bribes, since sales levels are guaranteed
- However, service provision which imply long-term contracts, can present more monitoring challenges in order to assess the quality of the service provided, such as for school-meals***

* Corruption in School-building construction, Japan

- Background: In 2002 a university in Tokyo applied for subsidies to construct additional school buildings; a receipt of about 220 million yen from Nishimatsu Construction Co., a major construction firm, was attached
- The city issued 94 million yen in subsidies, which amounts to one-fourth of the construction costs
- In 2003, the city discovered that the receipt had been part of school construction expenses in 1999, which they already had received subsidies for
- Result: Several university officials were accused of defrauding of 94 million yen

** Corruption in textbooks contracting, Philippines

- Background: At the Department of Education, Culture and Sports (DECS), corruption began to escalate in the 1970s when regional offices were created & money flew into the departments for procurement of educational materials.
- Loans and grants from foreign banks and donors kept flowing in but as the DECS central office could not use up all its funds, it spread money to the field offices and, in the process, decentralized corruption
- Textbook purchases are negotiated directly with the private sector at regional level
- Payoffs eat up 20-65 % of textbook fund
** Corruption in textbooks contracting, Philippines

- Bribes given to the regional office and schools divisions can represent 20% of a contract, accounting administrative officer and auditor can each receive 0.5 - 1%
- Result: Critical shortage of textbooks in nearly all the 40,000 public schools; 1 textbook is shared by 6 pupils in elementary schools, by 8 in high schools
- Sign of change: A freelance agent working for several textbook publishers was caught when handing over a bribe of 3 million PHP. The agent had to answer corruption charges to the National Bureau of Investigation and later to the Senate and House of Representatives.

*** Corruption in School meals contracting, France

- Background: Contracting of school meals represent 26 billions of francs every year
- Contracts are shared between 15 private enterprises, 3 of them (Gargantua-Avenance, Sodexho, Scolarest) have 29% of the market
- Sodexho proposed in the year 2000, to pay for and manage the construction of a kitchen to fabricate the meals. The price of the kitchen was calculated into the price per meal – the problem, however, was that the kitchen was over-dimensionalized and two times bigger than necessary
- Result: the community lost a lot of money

5. How to address risks in education contracting

<table>
<thead>
<tr>
<th>Stage 1</th>
<th>Main risks</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decision to contract/ definition of contract characteristics</td>
<td>Risk of channel benefits to an individual or an organization&lt;br&gt;Ex. demand is created for a good no one buys simply to benefit the company’s owner (old school-books)&lt;br&gt;Over specification&lt;br&gt;Vague or nonexistent specification</td>
<td>Verify compliance against contracting guidelines&lt;br&gt;Elevate contracting authority to high level (presumably to a talented person of high integrity)&lt;br&gt;Use outside consultants to help establish requirements (ex. Use of external audit in Slovenian universities)</td>
</tr>
</tbody>
</table>
5. How to address risks in education contracting

### Stage 2

**Contracting process**

<table>
<thead>
<tr>
<th>Main risks</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Invitation to tender is not publicized, thereby restricting the number of participants;</td>
<td>Promote additional competition:</td>
</tr>
<tr>
<td>Invitation to tender is publicized but little time is given to present offers, making it difficult for inexperienced bidders to present bids;</td>
<td>Ex. The government of Lesotho has adopted guidelines that make sure that all school contracting projects are publicly tendered for</td>
</tr>
<tr>
<td>Bidders or contractors collude to influence prices or to share the market by artificially losing bids or not presenting offers.</td>
<td>Select bidders:</td>
</tr>
<tr>
<td>Invitation to tender is not publicized, thereby restricting the number of participants;</td>
<td>Ex. The government of Lesotho has developed criteria of evaluating contractors to ensure that only those with reputable conduct can be contracted</td>
</tr>
<tr>
<td>Invitation to tender is publicized but little time is given to present offers, making it difficult for inexperienced bidders to present bids;</td>
<td>Evaluate contractors to ensure that only those with reputable conduct can be contracted</td>
</tr>
<tr>
<td>Bidders or contractors collude to influence prices or to share the market by artificially losing bids or not presenting offers.</td>
<td></td>
</tr>
</tbody>
</table>

### Stage 3

**Contract award**

<table>
<thead>
<tr>
<th>Main risks</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evaluation criteria are not clearly stated in tender documents, leaving no grounds to justify the decision;</td>
<td>Increase penalties</td>
</tr>
<tr>
<td>Bureaucratic corruption leads to political considerations;</td>
<td>Increase transparency of proposal evaluation + vendor selection (written doc.)</td>
</tr>
<tr>
<td>Quality &amp; cost: In the case of the school feeding program in Chile, only bids within a specific price band are considered, hence eliminating extremely low bids. At the same time, meals must be as inexpensive as possible to feed as many children as possible;</td>
<td>Establish a (construction) inspection team, which is the case in Lesotho - ensures that the qualitative standards are respected</td>
</tr>
<tr>
<td>Introduce e-Governance system/ invoicing delivery to obtain lower costs, fluid trade procedures and better accountability in the education sector;</td>
<td>Quality (or cost) is the single measure of merit for awarding the contract</td>
</tr>
</tbody>
</table>

### Stage 4

**Contract implementation and supervision**

<table>
<thead>
<tr>
<th>Main risks</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract changes and renegotiations after the award are of a nature that changes the substance of the contract itself;</td>
<td>Use market/cost surveys</td>
</tr>
<tr>
<td>Corruption at subcontractor level</td>
<td>&quot;Timeliness&quot; must be ensured. Ex. Case of school meals: food must arrive in a timely, regular and continuous fashion according to plan</td>
</tr>
<tr>
<td>Cost overruns</td>
<td>Require periodic competition for routine procurements</td>
</tr>
<tr>
<td>Supply of inferior materials or less equipment</td>
<td>More involvement of communities, the beneficiaries of the projects so they may act as watchdogs on the quality of delivery of services</td>
</tr>
<tr>
<td>Award cancellation</td>
<td></td>
</tr>
</tbody>
</table>

### Stage 5

**6. Central or local control: which solution is best?**

- Central control
- Local control
- Mixed?
State/local expenditure on procurement in Moldova

Expenditure on procurement by State and Local Governments, 2000-2002 (US $ m):

Source: CPAR estimates based on MoF data

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1. What is private supplementary tutoring?
- Tutoring in academic subjects, e.g., languages and maths (excludes extra-curricular subjects)
- Provided for financial gain (excludes voluntary help)
- Additional to mainstream schooling (outside school hours, often in separate premises)
- Either by the same or by other teachers
- Variable intensity (family income)

2. Extent and effects of PST
- Since 1960 major phenomenon in East Asia
  - Cambodia 31% Korea 60%
  - Egypt 38% Malta 50%
  - Hong Kong 49% South Korea 73%
  - India 39% Romania 52%
  - Japan 84% Taiwan 81%
- Large societal effects in many countries:
  - Improves student learning
  - Distorts school curricula
  - May be imposed on parents by tutors
  - Increases social inequalities

3. Causes
- High rates of return on education
- Low salaries of mainstream teachers
- Systems intolerant of slow learners
- Classroom teaching inadequate for passing exams
- Control of student promotion by teachers
- Competition among schools (league tables)
- Evaluation of teachers made through their pupils’ results
- University exams have “a gate-keeping function”
4. Does monopoly cause illicit behaviour?

**Corruption = Monopoly + Discretion - Accountability**

- Illicit behaviour flourishes when agents:
  - Have monopoly power over their clients
  - Can exercise their discretion
  - Have weak accountability
- This is true for teachers providing private tutoring to their own pupils
- Such teachers are in a position to make more money by:
  - Failing in their duty in mainstream classes
  - Hinting that tutoring ensures the promotion of children

---

5. Impact on education

- **PST beneficial when it helps students understand mainstream lessons**
- **PST harmful when:**
  - Teachers neglect their mainstream duties
  - Students are less interested in mainstream classes or absent
  - PT is examination-oriented, distorting mainstream curricula
  - Public facilities are used for private interests
  - Non-transparent criteria are used for teacher deployment
  - Pressure is exerted on parents to pay for private tuition
  - Curriculum is taught in a distorted way
  - Pupils who do not attend private tutoring are penalised (including their deliberate failing)

---

6. Impact on societies

- Children submitted to private tutoring work harder than their parents
- Many parents see this pressure as beneficial
- Private tutoring helps poor children gain social mobility
- Private tutoring tends to increase social inequalities
- Private tutoring may be imposed on parents by tutors

---

7. Impact on economies

- Private tutoring helps students get higher degrees, and thus higher salaries
- Private tutoring helps poorly paid teachers improve their incomes, but, at the same time:
  - Private tutoring wastes financial and human resources that could be better used
  - Tutoring and cramming stifle creativity
  - The economic effects of private tutoring are ambiguous
8. Strategies

- Rationalize the teaching wage bill:
  - Better use of teachers (remedial courses)
  - Adjustment of wages (decline in enrolment)

- Inform parents and beneficiaries:
  - Government campaign to educate parents on the choice of a tutorial school
  - Publicity to warn operators and inform clients on their rights (Hong Kong)

- Recognize and regulate private tutoring:
  - Publication of government laws and regulations
  - Obligation of registration (safety, tax, monitoring)
  - Self-regulatory processes; e.g. tutoring associations (Taiwan)
The Rise of Private Tutoring in Post-Socialist Eurasia

Azerbaijan Case
Iveta Silova
Elmina Kazimzade

Challenges
- Weak research capacity in education within national context
- Inexperience in management of research projects
- Lack of experience in Public Policy communication strategy

MONITORING OF PRIVATE TUTORING
- Key words: equity, quality, transparency, and corruption
- Raising the issue: reasons, scope, cost, ethics
- Policy recommendations
- Advocacy and follow-up

APPROACH
- Focus on local expertise vs. foreign experts
- Supporting local think-tanks & policy NGOs as new actors in policy processes
- Local capacity development
  - How to design policy research
  - How to write policy papers
  - Advocacy skills
PARTICIPATING COUNTRIES

- Eastern Europe (Poland, Slovakia, Lithuania)
- South East Europe (B&H, Croatia)
- Caucasus (Azerbaijan, Georgia)
- Ukraine
- Mongolia

DEFINITION

Private tutoring (PT) refers to “the tutoring in an academic subject which is provided by tutors for financial gain and which is additional to the provision by mainstream schooling” (Bray, 1999)

RESEARCH GOALS

- The scope of PT in the last phase of secondary education
- The context of PT (legal basis, policy decisions and educational environment)
- Impacts of the PT on equity, equal opportunities, and access issues in education
- PT related problems/issues:
  - Corruption and educational ethics
  - Shadow education (hidden costs of public education)
  - Quality of schooling mainstream

METHODOLOGY

- Theoretical and descriptive analysis of the phenomenon of private tutoring and its educational, socio-economical implications
- National case studies (qualitative)
- Quantitative survey of 1st year students at universities (population A)
  - 9000 students (9 countries)
- Quantitative survey of secondary school students (population B)
  - 2000 students (4 countries)
CONTEXT

The reasons for the rise of PT

- Declining education quality (compensation to failing education provision)
- Economic factors (low teacher salaries)
- Changing examination systems
  - Centralized school leaving (Slovakia, Croatia)
  - Centralized university admission (Azerbaijan)
  - School leaving/university entrance exams (Lithuania, Poland)
- PT as profit making business
- Changing perceptions of PT (prestige, education value)

DIFFERENT FORMS OF PT

- One-on-one private tutoring offered by individuals
- Preparatory courses offered by institutions

Findings

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<thead>
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<th>Country</th>
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Private tutoring has major implications for educational, social, and economic development. This section examines the impact of private tutoring on (1) public education, (2) social inequalities, and (3) economic development.

### Educational, Social, and Economic Impact of Private Tutoring

**Azerbaijan case**

- It is common for a student to ask his/her class teacher to provide private lessons for him/her. 64.6% 60.8%
- Class teachers encourage pupils who have problems with subject matter to take private lessons. 55.8% 60.8%
- One of the main reasons for private tutoring is so that teachers can receive additional financial income. 71.1% 56.6%
- Students use private tutoring because the school curricula are overloaded. 29.7% 33%
- Students use private tutoring because the school’s curricula do not cover everything that is required on university entrance exam. 68.5% 96.3%
- Students use private tutoring because teachers do not explain subject matter thoroughly. 53.2% 32.7%
KEY REASONS FOR PRIVATE TUTORING

- New, centralized university entrance testing introduced as anti-corruption measure in higher education during in the beginning of 1990s
- Gap between school curriculum and university entrance testing requirements
- High demand for higher education degrees as a guarantee for better employment
- Declining quality of secondary education

Policy recommendations
Azerbaijan case

- Education Advocacy
  To raise public awareness raising about the nature, scale, and implications of private tutoring on the public education system – PT epidemics as “litmus paper” of declined quality of schooling
- Education Quality
  To develop comprehensive system of students assessment as effective measuring instruments
- Education structure
  To divide mainstream schooling into two levels - 9 grades for compulsory education and further specialization in High school
- Education Monitoring and Applied Research
  To conduct another Monitoring study in 2007 after new curriculum and assessment system would be introduced

Findings
Azerbaijan case

PT study uncovered three myths
- Myth #1 – Introduction of centralized examination created equal opportunities to enter higher education institutions
- Myth #2 - Corruption has been eliminated in the education sector with the introduction of centralized higher education entrance examination system
- Myth #3 - The value of education is decreasing
PRIVATE TUTORING IN GEORGIA

Anna Matiashvili
Nino Kutateladze

International Institute for Education Policy, Planning & Management (EPPM)

Private Tutoring in Georgia

Three main findings

1. The scope of PT in Georgia is very big - around 80% of respondents take PT.
2. PT increases inequalities (the scope of PT is shaped by a socio-economic status of families: only 2.2% of students with parents with elementary or lower education took PT vs 72.2% of students whose parents have higher education; those students also invest comparatively less in PT: only about 6% of students from low income families paid more than the minimum accepted fee for PT).
3. PT disrupts mainstream schooling (evidence from the qualitative research: focus group and individual interviews).

Policy recommendations

- Development of the state strategy for reducing the adverse effects of private tutoring.
- Promote more in-depth and comprehensive research of the phenomenon of private tutoring in the country
- Development and enforcement of necessary regulations to control and monitor private tutoring
- Raise public awareness on private tutoring
Private Tutoring in Ukraine

Liliya Hrynevych
The Centre for Educational Monitoring

Findings

1. PT is a wide-scale phenomenon in Ukraine. Individual tutoring is used almost twice as often compared with preparatory courses. Income from individual tutoring is not taxed.
Findings

The main reason for PT is a preparation for HEI entrance. It is due to gap between school and University requirements and special exam format in each University.

PT in Ukraine has deep socio-economic causes. On one hand, families wishing quality higher education for their children agree to “play by the rules”. On the other hand, low level of teacher salaries makes them search for additional income.

The cost of an average private tutoring course for a prestigious University is more than USD 1000, compared to average salary of USD 100.

Policy recommendations

On the public level:
initiating public discussion on PT in order to raise awareness

On the governmental level:
- Ensure adequate level of teacher salaries according to the Law of Ukraine “On Education”
- Developing legislature for legalization of PT services with tax allowances
- Separation of PT services offered by teachers from mainstream schooling: establishing institutions specializing in PT, creating employment opportunities for teachers
- Implementation of standardized external examinations (results accepted by schools and HEIs) – unified standard requirements and procedures will deprive PT of exclusive status and lower its cost.
Policy recommendations

On the school level:

- Teaching tailored to student’s individual needs using effective teaching methods
- Profile teaching in upper secondary school; allowing hours in school curricula for revising material and exam preparation
- Raising teacher qualification in the area of effective methods of preparation for standardized external examinations
Azeri Youth Involvement in Anti-Corruption activities

A quick glance at the current situation

By Parviz Bagirov

OSI-AF/azerbaijan

Youth is represented in Azerbaijan by more than 65% of the total population and is mainly represented in:

- Educational Institutions (High-Schools, Universities, post graduate) – 48%
- Employed – 12%
- Non-employed – 24%
- Army (that is obligatory for every man) – 11%
- Other (very minor amount, those that are physically handicapped, in the prison etc) – 5%

- Those who are subjugated by the bad practices and adopt it, they became a part of corrupted system and work for its reproduction;
- Those who are “hunting” for opportunities to go abroad to study and work in countries with a stronger rule of law and a more engaging educational process;
- And those who are unhappy with the choices offered to the public by development and occupy a passive position with no interest in public life, or switch their interests into religious life instead.

As a result we have many Youth movements emerge that strive for better future and with their actions unfortunately, only further exacerbate the situation.

E.g

- Yox (NO) movement
- Meqam (Circumstance) youth movement
- Yeni Dalga (New Wave) student movement
OSI-AF/azerbaijan
Youth Program Mission

- Youth active participation in political and social life of Azerbaijan
- To promote the advancement of Youth human rights and empowerment as an integral part of the democratization process of Azerbaijan
- Support of civil society development in the country through active Youth participation

Youth Program Goals

- The overall goal is to empower university students with the knowledge and capacity to maximize their participation in the educational process and to create a favorable environment for the promotion of active social involvement through the Student Centers.
- Empowerment entails identifying potential leaders within university communities, and providing them with sufficient knowledge, skills and support to play a key role on an institutional level.
- To create a strong and active Youth network based inside educational institutions

We Consider of Utmost Importance:

- Student evaluation of the teaching process
- Students as equal and competent partners in higher education decision making
- Student participation and empowerment of student representation

Democratization of higher education and higher education institutions

Increase in the quality of higher education and higher education reform
MODEL OF THE CONCEPTION DEVELOPMENT
STUDENT GOVERNMENT ASSOCIATION
PART OF THE PROGRAM «YOUTH INITIATIVES»

OSI-AF 2005

THANK YOU FOR ATTENTION!
STEPS TO PREVENT CORRUPTION IN EDUCATION SYSTEM IN ARMENIA

REPUBLIC OF ARMENIA

Capital: Yerevan
Population: 3.3 million

STEPS ANTICIPATED FOR MAKING THE WORK OF MoES TRANSPARENT AND REPORTING:

- August workshops
- Press-conferences
- Wide-ranged public discussions of draft laws, charters, orders with teachers, parent groups, NGOs and through mass-media
- Existence of the teacher’s ethic conduct and the system of its promotion
- Privileges for teachers working in rural areas

STEPS ANTICIPATED FOR PREVENTING CORRUPTION IN SCHOOL ACTIVITIES:

- School management through school boards (40% community representatives, 30% parents, 30% school staff)
- Existence of orders on appointment, dismissal, career promotion and different standards
- Existence of orders and standards for implementing school building repair, provision schools with equipment and textbooks and organizing their distribution
- Existence of supervision mechanisms
- Existence of the school legislation
- Existence of the system of chargeable services
ANTICIPATED ANTI-CORRUPTION STEPS:

- Establishment of Assessment and Testing Center
- One examination – school to university
- Increase educational institutions’ autonomy
- Execution of procedures on paid services
- Ensuring equal conditions for private and state Higher Educational Institutions
- Revision of procedures on development of state order
FIRANGIZ KARIMOVA
AZERBAIJAN TEACHERS INSTITUTE
ANTICORRUPTION MEASURES AND RECOMMENDATIONS IN AZERBAIJAN EDUCATION SYSTEM

Corruption stands in the way of implementation of democratic principles and causes the limitation of human rights and don’t give opportunity to formulation of a real society. To remove such kind of obstacles some measures are taken, arrangements are made corresponding to the principles of Education Reforms Programs in Azerbaijan Education System. To tell the truth, we have not taken a lot of measures, because we are in the initial stage of this activity/project. But we have begun from the beginning. And a good beginning is one of the important factors for achieving the goal. I’d note the followings about the measures taken in the field of education for anticorruption:

According to the Law “On the Struggle against Corruption” signed in 2003 and has been in force since January 1, 2005, a Commission has been created to keep busy with this mission. This step gives us broad opportunities to keep busy with the education for anticorruption.

The education program of the “Education Management” Chair in Azerbaijan Teachers Institute have been included lectures and seminars on the following topics:

- “Duties coming forward from the State Program on the Struggle against Corruption” with the order No 377, dated on September 3, 2004 approved by the president of Azerbaijan Republic;
- In accordance with the measures of the Ministry of Education approved by the order No 96, dated February 2005, organizational directions, forms and ways of Struggle against Corruption in the educational institutions.
- Anticorruption educational program have been developed in the education system. Integration of education with the field of struggle against corruption is considered in the program.
- Measures plan have been developed to involve representatives of National Student Unions, Organizations of the Youths in Azerbaijan, etc.

To carry out into life the education for anticorruption successfully I’d advise the following:

- Intending for larger auditorium to the issues which will correctly direct formation of social attitudes, meet the demands of democratic society i.e involving more people in this affair/measure;
- Including Anticorruption program to the chair’s (mentioned above) teaching/training programs, to be carried out in bachelor’s level, master course stages of universities, in-service training institutes and re-training faculties;
- Developing /working out alternative programs for anticorruption, and implementing them (it’d better to conduct separate seminars whenever it’s necessary);
- Using different texts on anticorruption, local and international resources, visual aids, educational supplies when realizing programs and measures;
- Developing methodic handbook and including it model lessons with the purpose of helping the program to be realized;
- Learning the experience of well-developed democratic countries and relying upon their successful points;
- Involving every educator in the struggle against corruption;
- Teaching human rights in larger sphere in the classrooms, giving directions for defending rights and setting good examples/restoring objectivity in educational institutions;
- Using different advertising means to intensify propaganda, programs on TV related to the topic, mass media, etc.
57.3% of subjects believe that the problem with the corruption in higher education is not controlled by the concerned authorities.

76.7% of students have heard about illegal ways of admission.
38.4% believe that in their faculties there are possibilities to bypass the official selection process.
41% of students are considered to have used illegal methods of admission at the faculties.
39.9% of subjects have colleagues and friends who bypassed the official selection process.
The most frequent methods of illegal admission

<table>
<thead>
<tr>
<th>Method</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>A possibility for admission test scores to be illegally changed?</td>
<td>36.1%</td>
</tr>
<tr>
<td>Case of illegal activities concerning students ranked in the admissions list (such as improper rearrangement of the list)?</td>
<td>17.5%</td>
</tr>
<tr>
<td>Any illegal change in the quotas of those who pay and don’t pay?</td>
<td>32.4%</td>
</tr>
<tr>
<td>Exam used for an admission that is received as a part of being tutored by a University professor?</td>
<td>36.6%</td>
</tr>
<tr>
<td>Criteria in admissions tests used for admitting students who can bribe?</td>
<td>37.8%</td>
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</table>

12.5% have been in a situation of buying the admission exam

- 5.6% accepted the offer made by mediator, professor, colleague, administrator, invoking reasons like:
  - To pass my exams
  - Because everybody else did it
  - To get better results
  - To receive a scholarship (to be a budget student)
  - It was easier this way

- 3.3% didn’t accept the offer because:
  - Because I trust my knowledge
  - It is against my principles
  - I was sure that I am able to pass the exams with my own forces
  - I was not sure about the success
  - I did not have the necessary amount

The reasons of not reporting the corrupted person are:

- I didn’t consider this as necessary
- It could have caused me troubles
- It was for my own use
- The competent bodies are not able of solving anything
- He/she is a good friend
- I did not know whom to turn to

3.8% of subjects have bypassed the official selection process by:

- Offering money to the teacher
- Paying the dean
- Buying the admission exams
- Through particular hours
- Through intermediaries
Corruption in Higher Education Institutions in the Republic of Moldova

- 22.5% would agreed to be illegally accepted in the faculty knowing that they wouldn’t be caught
- The acceptable penalties if they were caught in an illegal admission activity:
  - Expulsion and the rigorous verification the next time during the admission exams
  - Penalty by doubling/tripling the paid amount
  - Any penalties is not acceptable
  - To punish both parties according to the law
  - Repeating the year / no admission at any other university during that year
  - Harsh reproof
  - No scholarship and payment of the contract
  - I would not avoid it
  - Not to allow to continue the studies at that university

13,000 students in Moldova have been in a situation of buying an admission exam. 6,000 of them have accepted the offer.
- 24,000 students would not mind to be admitted at the university using some illegal method, if they will not be caught.

Grades
- 46% of subjects have heard about bribing for exams
- 44.5% of students from the faculty are considered to be corrupted
- 28% of subjects have paid for exams or grades
- 29% have paid for passing an exam
30.6% would offer a bribe to pass an exam or to receive a certain grade

58.2% would offer bribe for an exam, if you they don’t see any other chance of passing

55.6% of subjects believe that in their faculty there are professors abusing their right to examine openly in order to ease or help certain students

46.5% of subjects consider that in their faculty there are professors making their examinations more difficult in order to get a bribe
18.3% would report if they heard about case of bribing for taking an exam to:
- Dean – 7.2%
- Students’ organizations – 4.9%
- Administration – 3.5%
- Police – 2.2%
64.6% wouldn’t report because:
- Denunciation of one single case would not change anything
- I am afraid of the consequences
- It is only about the people who take and give bribe
- I can not prove it
- The teachers are to blame
- It is not correct related to my colleagues
- Maybe I will give bribe someday too
- I do not want to look ridiculous
- I do not know whom to address
- Teachers take bribe to survive, due to the law salaries

The attitude of the student’s parents position towards giving bribe is the following:
- They are totally against – 45.7 %
- They do not know about bribe and do not give anything – 11%
- They give me money to bribe, if I don’t pass exams or to get higher marks – 8.6%
- They would be ready to bribe – 6.8%
- I am not interested in their opinion – 5.3%
- They do not give money to me, but take bribing as something normal – 3.4%
- They are indifferent towards it – 2%
- They suggest me to bribe – 2.0%

75% of subjects do not know the penalties for a professor who takes bribes from students
79.2% of subjects do not know the penalties for a student who offers bribes to professors
Corruption in Higher Education Institutions in the Republic of Moldova

Administration

21.6% from respondents have heard about different cases of corruption in their universities administration

- Bribing during exam period – 32.4%
- Admission – 10.6%
- Accommodation in students’ hostels – 7.4%
- Different cases – 6%
- Passing to the budget, on the account of the people who take an academic leave – 1.4%
- Expulsion (bribing for keeping the student status) – 1.4%
- Job repartition – 0.5%
- Absences from classes – 0.5%
- Scholarships – 0.5%

58.4% of respondents consider that students that live in a dormitory, have paid or done a favor or given a gift to a member of the administration in order to get the place in the dorm

69.2% consider a university administrator to be a profitable job
• 31.9% bought a textbook created by the professor as a condition of passing an exam
• 90.75% of respondents consider textbooks that the professor insisted to buy totally useless and
• 0.3% consider that it turned to be useful lately

21.4% of respondents assured that they have never cheated
• Crib, paper notes, small-sized notebook – 24.7%
• Different / a lot – 9.9%
• From the notebook / manual – 6.2%
• The teacher has to allow it – 1.7%
• From the colleagues – 1.3%
• Depends on the exam – 0.8%

The opinion about copying at the examinations

<table>
<thead>
<tr>
<th></th>
<th>Percent</th>
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<tr>
<td>Acceptable</td>
<td>31.8</td>
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<tr>
<td>Don’t mind about it, I am indifferent</td>
<td>30.9</td>
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<tr>
<td>Unacceptable</td>
<td>21.2</td>
</tr>
<tr>
<td>Fully acceptable</td>
<td>10.1</td>
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<tr>
<td>Absolutely unacceptable</td>
<td>2.0</td>
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<td>Acceptable, because sometimes there is no other solution</td>
<td>1.4</td>
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<tr>
<td>If all cheat, I accept</td>
<td>0.8</td>
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<tr>
<td>Total</td>
<td>100.0</td>
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The solutions for prevention of cheating

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<th>Solution</th>
<th>Percent</th>
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<td>Null</td>
<td>47.0</td>
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<tr>
<td>It can not be avoided, it is a custom</td>
<td>19.7</td>
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<td>Rigorous control – intense supervision (the students have to be placed one at each table, checked when they enter the exam room, thorough assistants at the exams)</td>
<td>12.3</td>
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<td>Exigent and objective teachers</td>
<td>5.8</td>
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<td>Through the serious attitude of the students</td>
<td>4.8</td>
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<tr>
<td>Presenting the ID at the exam</td>
<td>2.6</td>
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<td>Stimulating the students</td>
<td>2.2</td>
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<td>Oral examinations, in the form of a free discussion with the teacher</td>
<td>1.1</td>
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<td>A smaller number of students per group, and less studying material</td>
<td>1.1</td>
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<tr>
<td>More drastic sanctions – expulsion</td>
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## Seminar

“Transparency, ethics and anti-corruption measures in education”

**October 27-29, 2005**

**Hotel «Prolisok», Kyiv, 139 Pobedy prospect**

### List of Participants

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<td>Lilit Safaryan</td>
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