Higher education and development

Universities play a crucial role in generating new ideas, and in accumulating and transmitting knowledge, yet they have remained peripheral to development concerns. Although no longer the sole generators of knowledge needed for development, through their research and teaching they help to produce expertise, manage development, engineer social transformation, and preserve social values and cultural ethos.

Education contributes to the growth of national income and individual earnings. While land was the main source of wealth and income in agricultural societies, capital and machinery became important in industrial societies. In today’s information societies, knowledge drives economic growth and development. Higher education is the main source of that knowledge – its production, dissemination and its absorption by any society.

Economic growth currently depends on the capacity to produce knowledge-based goods. However, the future of knowledge economies depends more on their capacity to produce knowledge through research and development rather than on knowledge-based goods. Hence, knowledge economies place greater value and accord higher priority to the production and distribution of knowledge. Higher education institutions are a major source for providing the human capital required for knowledge production.

Knowledge and inequality

While some countries produce more knowledge than others, they do not have the monopoly thereof. With information technologies, knowledge transcends national boundaries faster than capital or people. This makes knowledge economies global, both in their orientation and in the way they operate.

Today, much knowledge is available at a very low cost, but its accessibility and use depends on the human capacity to process and absorb it. Even if a country’s capacity to produce knowledge is weak, its capacity to access and absorb it determines the pace at which that country develops. Higher education, therefore, plays a crucial role in enhancing a nation’s human capacity to absorb and use knowledge.

If knowledge is a source of economic growth, disparities in its distribution become a source of inequality among nations. Studies show that income inequalities are high where enrolments in higher education are low. A comparison between
editorial

Investing in higher education

Research and capacity development at IIEP covers all levels of formal education systems, as well as various types of non-formal education. This issue of the IIEP Newsletter focuses specifically on higher education.

For a period in the 1970s and 1980s, some influential individuals and bodies actively sought to limit investment in higher education in developing countries, and to redirect resources to the primary education sector. They argued that higher education had a tendency to serve the elite, and that investment at the base of the system would not only be more egalitarian but would also give a better economic return.

This approach had some justification, but led to neglect of higher education in some settings. Throughout the period, UNESCO maintained its focus on higher education alongside other levels; and within the UNESCO family, so did IIEP. Appropriate balances are still needed, and IIEP’s mission requires it to be very conscious of the quality of education at the base of the system and the needs of disadvantaged sectors of society. But it is clear that higher education requires focussed attention within the overall planning of education systems.

This issue also shows the range of partners and approaches in IIEP work on higher education. The lead article is written by N.V. Varghese, who heads IIEP’s research and training activities in higher education and specialized training. Michaela Martin, also involved in IIEP research and training on higher education issues, has written about university-enterprise partnerships. The article by Charles Nzioka, an IIEP researcher on EFA issues, discusses the serious impact that HIV and AIDS are having on higher education and teacher training institutions in Africa.

A different article highlights the book written by Jacques Hallak and Muriel Poisson entitled Corrupt schools, corrupt universities: What can be done? This volume is the culmination of a five-year IIEP research programme on Ethics and corruption in education, and is receiving considerable attention beyond the education sector as well as within it.

Other articles in this issue have been contributed by Stamenka Uvalic-Trumbic of the Division of Higher Education in UNESCO Headquarters, who has written about information-sharing in the sector; by Gareth Williams at the University of London’s Institute of Education, who has written about entrepreneurialism in European universities; and by Jandhyala Tilak from the National University of Educational Planning and Administration (NUEPA) in New Delhi, India, who has written about the role of higher education in poverty reduction.

Mention of NUEPA provides an opportunity to congratulate the institution on its upgrading and further development. NUEPA’s history goes back to 1962 when UNESCO established the Asian Regional Centre for Educational Planners and Administrators (ARCEPA), which in 1965 became the Asian Institute of Educational Planning and Administration (AJEPA). Four years later, it was taken over by the Government of India and renamed the National Staff College for Educational Planners and Administrators (NSCEPA). Subsequently, with the increased roles and functions of the National Staff College, particularly in capacity building, research and professional support services to governments, in 1979 it was again renamed as the National Institute of Educational Planning and Administration (NIEPA). Finally, NIEPA was upgraded to university status in August 2006. IIEP has enjoyed long and close links with the institution in all these phases, and congratulates it on this recognition of its role not only in India but also regionally and internationally.

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Higher education and development: continued from page 1

Developing and developed countries further illustrates this point. It is argued that low enrollment rates in higher education and high-income disparities co-exist in the early stages of development in many countries.

The individual benefits of higher education are well known. It ensures better employment, higher salaries and a greater ability to consume and save. Incomes vary considerably from one profession to another. What determines these differences in earnings? Here again, higher education emerges as an important variable contributing significantly towards improving individual earnings.

The distribution of natural resources is skewed geographically, while that of the population is more equal. The rich have easy access to facilities and resources, whereas the only asset of the poor is their labour power. Investing to enhance labour power in order to trade it for higher wages is the best way to increase income and reduce poverty. Educating the poor helps to reduce inequalities and poverty. Empirical evidence from India indicates that higher education contributes significantly to a reduction in absolute and relative poverty (see article page 5).

From nationalization ...

National liberation struggles were accompanied by an urge for self-reliance in development. In many countries, building universities was a symbol of self-reliance. Institutions of higher education helped indigenize development by training nationals to manage the economies of newly-independent nation states. They provided a new knowledge base for policy decisions, by producing new knowledge as well as adopting knowledge produced elsewhere. These efforts helped to develop national paradigms and design local-specific plans and programmes, gradually replacing expatriates with nationals in policy-making bodies.

One of the biggest contributions of higher education is the development of national education systems. Universities helped design curricula, develop textbooks, train teachers, and promote national languages and culture at all levels of education. Public universities contributed to the development of national education policies with a secular outlook, thus promoting social cohesion and peaceful co-existence. Over time, these initiatives have helped to protect national identities and traditions, even when challenged by globalization.

The situation has changed in recent years. Public universities no longer rely entirely on the state for their funding. The resource allocation policies adopted in several countries indicate that governments encourage entrepreneurial activities which generate income (see article page 4) and a closer interaction between universities and productive sectors, especially in research and development (see article page 6). Furthermore, many governments have allowed the private sector to open and operate institutions of higher education (see article page 9) – a sector which is growing rapidly in many developing countries. All of these have strengthened market forces in higher education, at times crossing the boundaries of national frontiers.

... to globalization

Today, higher education has become a commodity marketed across borders under the general agreement on trade and services (GATS)¹. The rapid growth of the global market in higher education indicates how things have changed. National concerns and social expectations are being replaced by profit considerations, and market forces now decide the purpose and priorities of higher education. Multiple providers, national and international, have made regulatory systems less effective, giving larger scope for fraudulent practices at various levels in higher education (see article page 10).

It is sometimes found that cross-border providers are dubious, institutions bogus and degrees fake. UNESCO has initiated steps to encourage national governments to adopt regulatory measures for learner protection (see article page 8).

Changes in the sector have made it a challenge to maintain an appropriate balance between national priorities and the impact of the globalization of higher education for many developing countries. While these changes have increased the interest and investments in higher education, it is important to have increased public intervention and regulatory policies for market forces to operate on a people-friendly basis. Without such policies and regulatory frameworks, higher education could become yet another means of accentuating inter-generational inequalities.

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¹ GATS was set up in 1995 by the World Trade Organisation. More information at: www.wto.org/English/tratop_e/serv_e/cbt_course_e/signin_e.htm

Recent international meetings on higher education

UNESCO Forum on Higher Education
UNESCO Headquarters, Paris, 29 November-1 December 2006


Global University Network for Innovation (GUNI) – Third International Conference on Higher Education
Technical University of Catalonia (UPC), Barcelona, Spain, November 2006

The GUNI conference centred on the role and processes of accreditation as a way of preserving, guaranteeing and even improving the quality of teaching in universities. Its title, Accreditation for quality assurance: what is at stake?, accurately reflects the implications of a debate that is becoming increasingly urgent and relevant.

For more detailed information: www.guni-rmies.net/
EUEREK – European universities for entrepreneurship and their role in the Europe of Knowledge

In all modern societies, universities are considered the ‘knowledge factories’ and the longevity of a university is associated with its knowledge production processes. EUEREK is a European Commission project which studies the internal workings of universities and how national planning and funding arrangements can affect these knowledge production processes.

The marketisation of higher education, in which input-based funding is replaced by competitive output-based payments for the number of students enrolled and the amount of research produced, has increased the financial autonomy of higher education institutions. Many have taken advantage of this to earn income from sources other than government. This has promoted what today is called the ‘entrepreneurial university’, a term brought to public attention by Burton Clark in 1998 (Creating entrepreneurial universities: organisational pathways of transformation).

At the same time, governments need universities to take the lead in developing and exploiting new scientific and social knowledge. In 2003, European heads of government agreed to encourage universities to make a major contribution to the knowledge economy and society. Innovative entrepreneurial initiatives are a vital feature of this.

The EUEREK project explores the dimensions of entrepreneurialism in a cross-section of universities in seven European countries (Finland, Moldova, Poland, Russia, Spain, Sweden and the United Kingdom). The extent and forms of entrepreneurialism were largely determined by the previous history, legal status and dominant culture of each university. In general, financial stringency and financial opportunities were the main drivers. But some case studies also suggested that extreme shortage of cash inhibits risk-taking entrepreneurialism – many innovations impose risks that institutions severely short of money cannot afford. This was especially apparent in the private European universities, which appeared after 1990. The initial venture of setting up a new university dependent on student fees was followed by a scramble to recruit enough students to keep the institution solvent. More generally, entrepreneurial ventures require some investment, even if only in staff time. The most entrepreneurial of the universities in the EUEREK study, Nottingham (UK), was able to embark on ambitious ventures because of its sound financial reserves.

In general, the English universities have moved further in the entrepreneurial direction than those in other EUEREK countries, but universities in Finland and Sweden have become more financially adventurous since the mid-1990s. In Eastern European countries emerging from centrally-planned education systems, extreme shortages of public funds and the innate conservatism of academic staff led to a rapid expansion of private universities seizing market opportunities, especially in such subjects as computing, management and commerce.

Governments can stimulate entrepreneurial behaviour through their resource allocation mechanisms. If universities receive their income in the form of payment for research achievements or for enrolling and graduating students, they are encouraged to be innovative in their search for students, their teaching strategies and their research. Similarly with the allocation of resources within universities. Traditionally, resources were managed from the top. Departmental staff did their teaching and research according to the institutional rules and followed bureaucratic procedures to purchase equipment or employ assistants. This did not encourage innovation and individual professors often supplemented their incomes through moonlighting. In the more entrepreneurial EUEREK universities, departments and faculties are treated as independent small businesses, with more room for manoeuvre and innovation.

In summary, the case studies show that entrepreneurship is encouraged when: core income from government is tight but not inadequate for new initiatives; governments promote and support third mission activities; a significant part of any extra income goes to those who have the ideas, take the risks and do the work; a significant number of the academic staff accept a commercial culture; unofficial freelance ventures are regulated; and the university is active in subject areas where professional development and research findings are commercially or socially valuable.

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EUEREK

In 2007, a EUEREK team member, Marek Kweik of Adam Mickiewicz University in Poland, was awarded a Fulbright New Century Scholarship, to further his EUEREK work at Stanford University, USA.

For details on the EUEREK project, its case studies and theme reports, see: www.EUEREK.info
Higher education, poverty and development

Increased national and international concerns for Education for All have led to an overall neglect of post-primary education, and in particular higher education, in education strategies. Two recent analyses of data on India and cross-national data from more than 100 countries suggest that this prejudices national economic growth.

There is a general assumption among policy-makers that what is important for economic growth and development are literacy, basic and, at best, secondary education rather than higher education. Estimates on internal return rates support this assumption, and resource scarcity exacerbates the problem. As a result, higher education does not figure on the poverty-reduction agenda of many developing countries and international aid agencies, and is not reflected in the Millennium Development Goals.

Yet, literacy and basic education rarely provide employment skills that can ensure a reasonable salary or standard of living. Few literacy and basic education programmes are imparting sustainable skills or ensuring that children do not relapse into illiteracy. Basic education rarely serves as a meaningful level of education; and even if it imparts some valuable attributes, in terms of attitudes and skills, they are not sufficient. Although it helps reduce poverty, it only raises the poor just above the poverty line, and leaves them in danger of falling below the poverty line again.

The demand for highly skilled workers is increasing, especially in the context of globalization, leading to better employment opportunities and enhanced wages for the university graduates. This has a direct influence on the demand for higher education as reflected through the gross enrolment ratios. Rate of return analyses in the recent past have shown a reversal of patterns – returns to tertiary education are increasing and those to primary education are declining – widening earnings differentials between university graduates and those with lower levels of education.

The limited research evidence available generally assumes that higher education is not necessary for alleviating poverty. However, most of that research concentrates on analyzing (a) the role of literacy and basic education in development – economic growth, poverty reduction and social development, and (b) the role of higher education in economic growth, not in poverty reduction and social development.

A recent analysis of Indian and cross-national data on higher education, economic growth and development¹, using poverty and human development indicators such as infant mortality and life expectancy, clearly shows that higher education plays a significant role in development. Through a regression analysis of inter-state data and a large cross-section of developing and developed countries, the analysis found a strong correlation between higher education and development. It was empirically shown that:

- higher education enhances the earnings of individuals and contributes to economic development;
- higher education makes a significant contribution to reduction in absolute as well as relative poverty;
- higher education is related to human development indicators which reflect other dimensions of human poverty, as it significantly reduces infant mortality and increases life expectancy.

In spite of this, development programmes in many developing countries still continue to focus exclusively on basic education, seriously neglecting higher education. Sustainable socio-economic development implies that education systems focus on human capital as well as human development, on economic growth as well as poverty reduction, on modern technologies as well as traditional methods, and on global as well as local concerns. Policy-makers must not only provide for basic education but also help to strengthen higher education. This will benefit society at large and have a positive effect on economic growth and development.

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¹ J.B.G. Tilak. Post-elementary education, poverty and development in India and Role of post-basic education in alleviation of poverty and development. Centre of African Studies, University of Edinburgh. See: www.cas.ed.ac.uk/research/projects.html#pubs
University-enterprise partnerships: moving towards knowledge economies

University-enterprise partnerships have become an important item on national policy agendas. Their expansion is due not only to the rapidly changing environment of higher education, but also to the emergence of knowledge economies and, with them, the growing importance of knowledge as a production factor.

A relatively new phenomenon in the domain of university-enterprise linkages is the changing perception of the role of governments in the support of university-enterprise relations. Government action is increasingly seen as being a co-ordinator among academia, public research institutions and industry in order to promote interaction among them and create a friendly environment for innovation.

Governments can interact with university and industry in different ways, corresponding to broader conceptions of the role of the state in the social system. In former socialist countries, the nation state encompassed academia and industry, and directed relations between them. This model provided little room for ‘bottom-up’ initiatives, and tended to discourage innovation. In many industrialized Western countries, the role of the state was limited to addressing problems considered as market failures, with solutions that the private sector could not or would not support.

More recently, there is a growing concern in many countries as to whether national innovation systems are effective. The role of the state in organizing these systems is yet again being questioned. Emerging economies are confronted with specific challenges and difficulties, which make state intervention even more important, as they frequently suffer from less public and private investment in research and development (R&D) than in developed countries. This means less intensive R&D and fewer researchers in the labour force.

Without state intervention, very little R&D can actually take place. Also, in most emerging economies, the state is responsible for economic development, despite measures to privatize the public sector. Finally, national innovation systems are frequently weak, suffering from a lack of diversified institutional settings to support innovation. Within this context, government-initiated mechanisms for enhancing university-enterprise partnerships are particularly important because they are potentially open to the productive sector, allowing for all sorts of joint projects between university teams and enterprises to emerge.

IEEP research to be published in 2007 has explored the role and modes of government intervention in enhancing university-enterprise partnerships in three countries: China, Poland and South Korea. These countries represent an interesting range of roles played by government in the regulation of R&D policies.

➤ China still functions under a rigorously controlled central state with major, although localized, openings towards the market economy.

➤ In Poland, the state has evolved from a strong central planning regime to a laissez faire approach by the market and, more recently, a return to state regulation, largely within the framework of policies supported by European Union programmes.

➤ The newly-industrialized Republic of Korea has gained considerable experience in government initiatives enhancing public-private linkages which have become one of the main success factors behind its economic development.

Despite different starting points in the state-market equation, all three countries have similar R&D policy frameworks which encourage the development of university-enterprise partnerships as well as programmes and structures directly geared to this end. This generally meant strengthening the R&D base first. In all three countries, this has led to the creation of targeted programmes for allocating R&D resources. Incentive for joint R&D efforts is given through specially-created funds from which both enterprises and universities can draw resources for collaborative activities. The creation or restructuring of joint R&D centres were part of such policies. Support provided to innovative enterprises through incubators, often as part of regional development policies, are also strategies pursued in all three countries. Finally, administrative frameworks which allow universities to use funds flexibly and legislation that allows universities to exploit their research results have been put in place.

Government support for university-enterprises thus requires a series of integrated actions which include effective administrative frameworks, general R&D policies, and more targeted programmes to encourage collaborative activities.

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Higher education institutions play a vital role in human resource development, but in Africa many have become high-risk environments for transmitting HIV. Through well-informed scientific, medical and social research, these same institutions can actively mitigate the impact of the disease by changing behaviours among their own staff and students and by influencing public debate and political action.

IIEP has recently undertaken case studies to examine the response of higher education institutions to HIV and AIDS in three East African countries: Ethiopia, Kenya and Uganda. A key observation is that universities and teacher training institutions are inadequately addressing HIV and AIDS because of a culture of denial and concealment. Internal systems to monitor the incidence and prevalence of HIV are lacking, but its spread is negatively affecting both faculty and students, as well as the functioning of the institutions themselves. Factors which have accelerated the spread of HIV in these institutions include reduced government subsidies and the introduction of student fees in the 1990s, as well as peer pressure, multiple sex partners, inadequate information on HIV and AIDS, drug abuse and difficulties in accessing condoms.

High mortality rates among teaching staff due to AIDS have resulted in increased workloads, stress levels, low morale and reduced efficiency. This negatively affects the quality of higher education and training, often leaving syllabi uncompleted as a result of prolonged staff illness or death. Increased parental illness or deaths result in students either staggering their studies or shifting to evening classes in order to work during the day to finance their studies. In extreme cases, female students resort to commercial sex to pay for their studies.

Despite this, few higher education institutions have developed responses to HIV and AIDS and fewer still have structures or budgets to cope with the disease. Senior managers interviewed did acknowledge that their institutions were severely affected by HIV and AIDS but were quick to point out that coping with it is not an institutional priority. Some institutions have tried to integrate information on HIV and AIDS either into their formal curricula or in their extra-curricula activities, but such efforts are mostly ad hoc, fragmented and student-led initiatives, which rarely target faculty or senior management staff.

Institutions like Makerere University offer free voluntary counselling and testing (VCT) and antiretroviral treatment (ART) to both staff and students, but participation is low because confidentiality is not always guaranteed. If ART is construed as a cure, then making it easily accessible could undermine prevention efforts; it should be promoted alongside treatment education and condom use. Makerere University does not have a specific HIV and AIDS policy. It keeps records of staff mortality, but these records do not disclose cause of death. None of the teacher training colleges studied in Kenya and Ethiopia had records on staff or even student mortality.

To summarize, it is clear that higher education institutions in Africa are still seeking to integrate HIV and AIDS into their programme activities. In addition, they should develop workplace policies that are consistent with international and national codes of practice on HIV and AIDS. Institutional managers need to be provided with skills in AIDS education, sensitization, training, counselling, and communication.

Higher education institutions should set up carefully designed VCT and ART programmes that are attractive to the beneficiaries. HIV and AIDS and life-skills education need to be integrated urgently into academic curricula, extra-curricula activities, and outreach programmes. Special programmes for teaching staff are crucial, and academic programmes should be made more flexible to accommodate the needs of infected and affected staff and students. By taking these initial steps, higher education institutions are likely to enhance their internal capacities to deal with HIV and AIDS much more effectively.

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Further reading
Katahoire, A. The impact of HIV and AIDS on higher education institutions in Uganda and their responses to the epidemic: a case study of Makerere University and Kaliro TTC. Forthcoming.
Guiding learners in new higher education spaces:
What role for UNESCO?

UNESCO sets about providing reliable information on higher education offers worldwide in an effort to help developing countries and students find their way through what has become a highly competitive globalized market.

In response to this growth, private higher education has become the fastest growing segment of higher education worldwide. Its greatest expansion is found in Latin America and Asia, but this trend is also being seen in Africa.

Private providers include both not-for-profit and for-profit providers. The latter are widely known through institutions in the USA such as Phoenix University, Kaplan and Laureate, many of which operate partially on-line. However, this is not exclusive to North America. Universities in the Philippines have been listed on the stock exchange for decades. More recently, South Africa has seen a rapid expansion of for-profit providers, often through public-private partnerships. Yet, as higher education institutions cross borders, the notions of public and private, not-for-profit and for-profit become blurred.

Tertiary education has become a budding but chaotic marketplace. How do students find their way around a myriad of competing offers, and how can governments and institutions help them? Learner protection and empowerment are crucial in a tertiary education market that already has plenty of dubious providers, bogus institutions and degree mills offering fake or low-quality degrees. Are there efficient ways to alert learners and help them make informed choices?

There are no easy solutions, but UNESCO has set up several resources in an effort to deal with the problem:

- UNESCO’s international Study Abroad guide to tertiary education institutions and scholarships now includes information on open/distance learning and a ‘Tools for Students’ section which details UNESCO conventions on the recognition of higher education qualifications and what they mean.
- UNESCO and the OECD have developed the 2005 Guidelines for quality provision in cross-border higher education which promote dialogue, mutual trust and co-operation, as well as reliable and transparent information (see: www.unesco.org/education/hed/guidelines)
- Since the World Trade Organisation’s General Agreement on Trade in Services (GATS), is still making waves in international education, UNESCO and the Commonwealth of Learning have published a simple guide to what GATS is and is not.
- UNESCO has launched a pilot portal that lists recognized tertiary institutions in order to explore the feasibility of a worldwide portal.

These instruments are a starting point for raising awareness and sharing reliable information.

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For information on UNESCO’s activities in higher education, see: www.unesco.org/education/hed
Private higher education: meeting society's goals

With the opening up of the higher education market over the past two decades, and an increasing share of that market being taken up by private higher education institutions, can governments now expect those institutions to help them meet national social and equity objectives?

The belief that social objectives can be more successfully achieved when decisions are taken at the macro rather than at the individual level gave governments the authority to define social expectations and to design and deliver education programmes aimed at fulfilling these expectations. Guided by equity considerations, public policy led to uniform provision, standardized procedures and centralized decisions in education. However, from the mid-1980s, government funding of higher education began to wane as the economic rationality of this approach was questioned. Once state subsidies to higher education began to decrease, so did state authority, leaving institutions to make ends meet in an open and increasingly competitive market.

Reliance on market forces in higher education led to the introduction of cost-recovery measures in public universities, full-cost pricing in private institutions, and income-generation in both. Today, two decades on, private higher education institutions (PHEIs) can be put into three categories: for-profit; not-for-profit; and self-financing institutions. Many for-profit PHEIs operate in the same way as any other corporate entity. Their main objective is to generate a profit, and many of them currently appear with stock options marketed on the stock exchange. Not-for-profit private institutions are often owned and operated by religious bodies, whereas self-financing institutions are usually owned by trusts or groups of individuals.

Income and profit

Tuition fees are the main source of income for private higher education institutions. Religious institutions usually charge low fees, sometimes lower than those charged by public institutions. Self-financing institutions charge full fees to recover costs. Fees in for-profit institutions are intended to generate profit. The profitability of PHEIs depends on the savings they can make, especially as regards salaries which constitute a major item of expenditure. They economize on salary bills by relying on part-time staff, guest lecturers and religious clergy who may even offer their services free of charge.

The public-private divide

While private higher education institutions have succeeded in improving access to higher education, they differ from public institutions in many respects. They are primarily teaching institutions with a limited scope for research and only offer a restricted number of courses in selected areas. They are very often the easiest routes for foreign institutions to enter the national scene via cross-border education. Finally, public institutions provide secular education which is not always the case in many private institutions.

Under its programme of research and studies in higher education, IIEP has undertaken a series of country case studies (see box below) which show that regulatory mechanisms are needed if higher education is to meet social expectations and achieve equity objectives. They also show that there is scope for private higher education institutions to share more of the social responsibilities normally shouldered by public universities.

Case studies on private higher education available in the IIEP Series ‘New trends in higher education’


All these IIEP publications can be downloaded free of charge at: www.unesco.org/iiep/eng/publications/recent/rec17.htm

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Tackling fraud in higher education: a high priority

Opportunities for fraud and corruption in higher education are well known: rigged admission rules, cheating in examinations, falsification of research results, etc. Recent trends in higher education are contributing to a renewal of such practices. The IIEP project *Ethics and corruption in education* takes a closer look at this question.

The global market for higher education has changed radically. The number of university students worldwide rose from some 68 million in 1991 to 132 million in 2004. In response to this explosion in demand, the supply of higher education has become highly diversified, with the creation of private educational institutions, campuses with-out walls, open universities, etc. Over 2.5 million people were studying abroad in 2004, which constitutes a considerable source of revenue for countries such as Australia, France, Germany, Japan, Russia, the United Kingdom and the United States. All of these trends are opening up new opportunities for corruption.

### Academic fraud

The main opportunities for academic fraud arise in connection with admission to university, examination processes and the awarding of degrees. According to a survey conducted in South-Eastern Europe, 30 to 60 per cent of university students stated that bribes were paid to obtain admission to the universities of their choice, while 60 to 80 per cent were aware of cheating in examinations. In Nepal, the Commission for Investigation of Abuse of Authority reported that tens of thousands of government employees hold fake diplomas. The advent of the internet has contributed to the large-scale development of the problem of ‘fake’ institutions and ‘diploma mills’. According to a study by Sweden’s National Agency for Higher Education, the number of fake universities rose from 200 in 2000 to over 800 last year.

### Distortion of accreditation

In theory, quality assurance and the accreditation of higher education institutions are supposed to help clean up higher education. The problem is that, today, even the rules governing accreditation are sometimes manipulated. In some cases, accreditation processes are not based on clear, transparent criteria. In others, the body responsible for the accreditation process is not neutral, and the decision on whether to accredit an institution raises conflicts of interest. There are also cases where accreditation can be obtained through bribery. A survey in Ukraine revealed, for example, that some universities, both public and private, had managed to obtain their accreditation improperly by paying bribes. Even worse, false accreditation agencies have emerged, operating outside any legal framework.

### Cross-border corruption

Cross-border education faces a number of challenges as well. Some students, for example, make false statements concerning their previous degrees and achievements in order to meet admission criteria. In other cases, institutions obtain their franchise through bribery; or franchized institutions discreetly relax the rules for admission and evaluation of students, in order to ensure a stable ‘clientele’ – at the risk of turning a blind eye to cases of plagiarism and examination fraud, as is regularly reported in the media.

### Tackling the problem

To tackle these challenges, several strategies may be considered: • reforming university admission procedures to make the criteria more transparent (e.g. holding a single examination administered by an independent body, as in Kyrgyzstan); • using new technologies to detect fraud and improve the administration of examinations; • ensuring the autonomy and neutrality of university oversight bodies (including those responsible for quality control); • encouraging the establishment of ethical codes on a participatory basis; • facilitating public access to more reliable and transparent information, etc.

Some of these strategies are explored in an IIEP document produced for the annual report of the Global University Network for Innovation (GUNI) and in the recent IIEP publication: *Corrupt schools, corrupt universities: What can be done?* (see above left).

Jacques Hallak and Muriel Poisson

Gender parity in education

‘Education for All’ requires access to primary education for all eligible children, both male and female. But the constraints to achieving this goal are many and the girls, like their mothers before them, are still missing on the school benches in many developing regions. What can be done to change this?

Achieving gender parity in education has been a primary objective of the 1990 World Declaration on Education for All, the Dakar Framework for Action as well as the UN Millennium Development Goals endorsed in 2000. Yet, gender parity remains elusive, with girls making up 60 per cent of all out-of-school children and women representing two thirds of illiterate adults. Even within schools, girls usually perform worse than boys, and in some countries, one in every four girls drops out before fifth grade. Roughly 85 per cent of boys complete primary school compared to 76 per cent of girls. Yet education has been shown to trigger a wide range of benefits for girls and women, their families, and society in general. Educating girls is an investment towards reducing poverty, promoting sustainable development and ensuring the human rights of all citizens.

Why is gender parity important?

Education is recognized as important for the holistic development of the full potential of an individual. These benefits are as valid for girls as for boys, giving both genders the tools and opportunities to make decisions and choices that impact on their lives. Moreover, education helps society to view women positively, thus creating the conditions for their empowerment and full participation in public and private spheres.

Investing in female education has been shown to improve women’s social and economic status; increase their productivity, earnings and savings; improve family planning; improve child survival rates; raise enrolment and school participation rates for children; lower the incidence of HIV and AIDS infections for all; and propel more women to decision-making positions.

Why has it not been achieved?

In spite of the benefits of educating girls and women, progress in reducing gender disparity in education has been slow. The causes include the lack of gender-responsive education policies, and the absence of a gender-sensitive home and school environments. At the policy level, the weak technical capacity to analyze, mainstream and monitor gender issues into education policies and programmes, and the lack of adequate funding to address gender and girls’ specific needs, are major constraints.

At the home and community levels, gender-discrimination hinders the full participation of girls in schools. Preference is given to educating boys, while girls are used as family care-givers and income earners. Low parental income versus the high cost of education, and negative traditional and cultural practices such as early marriage, further contribute to the problem.

The absence of a gender-sensitive school environment conducive to learning can contribute to low female participation. Lack of separate toilets for boys and girls, long distances to school, safety concerns, gender violence, corporal punishment, the prevalence and impact of HIV/AIDS, health concerns and poor facilities for disabled and vulnerable children are issues that can prevent an effective learning process. In addition, the absence of good quality teaching methods, including the lack of a gender-sensitive curriculum and pedagogy can impact negatively on girls’ ability to learn effectively.

What needs to be done?

Gender parity can be achieved and the right to education made a reality if governments and their partners respect the obligations outlined in the various international instruments promoting the right to education. In addition, all education practitioners should have the technical skills to effectively analyze and integrate gender issues into their policies and programmes. More funds should be targeted to interventions that address issues of low female participation. Partnerships between the public and private sectors, improved collaboration and co-ordination among all actors concerned, and the involvement of other ministries, need to be encouraged. Finally, a monitoring process, including the collection and analysis of gender-disaggregated data at all levels, is essential.

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Social and educational trends in Latin America: the challenges ahead

A report recently published by SITEAL\(^1\) provides a detailed analysis of data from Latin American countries showing that education systems in the region have progressed significantly in increasing school attendance rates and reducing disparities in access. However, the challenges that lie ahead are considerable, especially as the growth of education systems in the region appears to be stagnating.

As a result, the knowledge required for the full exercise of citizenship becomes increasingly complex. The skills taught in primary schools have become insufficient for this changed environment, and the content of secondary school programmes has become even more important.

The SITEAL report shows that Latin America has made considerable achievements. Nearly all Latin American children now have access to basic education, and there has been a significant increase in the proportion of children attending both primary and kindergarten schools. This expansion in education has reduced the social divide by offering access to previously excluded groups, such as the very poor, rural populations, and indigenous peoples.

Yet the challenges that lie ahead are still great. First, it is necessary to ensure that expansion continues, through programmes that help to overcome obstacles to EFA. Second, more efforts must be made to keep girls and boys in school by creating conditions which will enable them to remain there at least until they have completed secondary school. At the same time, access to schooling must be followed by attendance at school. This, in turn, must be accompanied by a stimulating learning environment to ensure that pupils remain in school and obtain knowledge that will be useful to them and to society.

However, data from household surveys support the theory that the expansion of education systems in Latin America has reached its limit. Used to evaluate the coverage of education systems, they show that although an increased number of children and adolescents now have access to education, this growth has come to a standstill with enrolment rates still under 100 per cent. This sounds the alarm and calls for discussion on new strategic policies that should aim to achieve quality education for all.

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\(^1\) SITEAL, or Sistema de Información de Tendencias Educativas en América Latina, is a joint initiative of IIEP Buenos Aires and the Organisation of Ibero-American States for Education, Science and Culture (OEI). Copies of the SITEAL report Informe sobre tendencias sociales y educativas en América Latina mentioned in this article can be obtained and downloaded from their web site at: www.siteal.iipe-oei.org/
The IIEP Governing Board is composed of 12 education specialists of international repute:

Chairman: Raymond E. Wanner (USA), Senior Vice-President, Americans for UNESCO, Senior Adviser on UNESCO Issues to the United Nations Foundation, Washington DC, USA.

4 Designated Members:
- Manuel M. Dayrit, Director, Department of Human Resources for Health, Evidence and Information for Policy Cluster, World Health Organization, Geneva, Switzerland.
- Ruth Kagia, Education Director, World Bank, Washington DC, USA.
- Jomo Kwame Sundaram, Assistant Secretary-General on Economic Development, Department of Economic and Social Affairs, The United Nations, New York, USA.

7 Elected Members:
- Aziza Bennani (Morocco), Ambassador and Permanent Delegate of Morocco to UNESCO.
- José Joaquín Brunner (Chile), Director, Education Programme, Fundación Chile, Santiago, Chile.
- Birger Fredriksen (Norway), Former Senior Education Adviser for the Africa Region, World Bank.
- Takyiwaa Manuh (Ghana), Director, Institute of African Studies, University of Ghana, Ghana.
- Philippe Mehaut (France), LEST-CNRS, Aix-en-Provence, France.
- Teiichi Sato (Japan), Advisor to the Minister of Education, Culture, Science, Sports and Technology, Tokyo, Japan.
- Tuomas Takala (Finland), Professor, University of Tampere, Finland.

The 45th session of IIEP’s Governing Board was held at its headquarters in Paris from 6 to 8 December 2006.

Under the leadership of its new Chairman, Raymond E. Wanner (United States), IIEP’s Governing Board met in Paris in December 2006 to determine the Institute’s general policy and plan its activities for 2007.

The Board reviewed the Director’s report on activities in 2006 and the draft programme and budget for 2007. In group and plenary sessions, it also discussed the preparation of IIEP’s next Medium-Term Plan for the period 2008-2013 — crucial years for achieving the Dakar objectives and the Millennium Development Goals.

UNESCO’s Director-General, Koïchiro Matsuura, was represented by the Assistant Director-General for Education, Peter Smith, who opened the proceedings. His presence gave the Governing Board members an opportunity to discuss directly with him the ongoing reform of UNESCO’s Education Sector.

The Governing Board expressed its satisfaction with the quality of the work undertaken by the Institute in 2006. The 46th session of the Board will be on 3-5 December 2007.

E. Zadra, Secretary to the Board
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The IIEP Governing Board

IIEP BUENOS AIRES

New times and new challenges for education – looking at schools from the outside

IIEP-BA International Seminar, Buenos Aires, Argentina, 16-17 November 2006

IIEP BUENOS AIRES organized its annual international seminar on New times and new challenges for education – looking at schools from the outside in November 2006 to examine the cultural, social and political changes which have taken place in Latin American societies and their effects on educational policy in the region. Approximately 400 people attended, mostly high-level officials and experts from various Latin American ministries of education, as well as education researchers and specialists.

The seminar discussed the basic education policy agenda in the light of significant changes in Latin American societies over recent decades. It identified and defined new issues and strategies based on international comparisons, and attempted to reshuffle positions on the problems of basic education development policy in Latin America.

The Deputy Minister of Education of Argentina and former Director of IIEP Buenos Aires, Juan Carlos Tedesco, suggested that a global framework be set up in order to understand the specificities of current trends in school development in the region. Other speakers discussed aspects of cultural and social change, and in particular the changes that undermine the functioning and purpose of traditional basic schooling.

For more detailed information on this seminar, see the IIEP Buenos Aires web site at: www.iipe-buenosaires.org.ar/
The IIEP group gathered early in the morning of Sunday 19 November 2006, in relatively mild weather for the season in Europe, and a few hours’ bus ride later found themselves on the banks of the Loire, facing the magnificent château of Chambord. The study visit was off to a good start. That evening, the participants settled down comfortably to dinner in the old town centre of Blois, where they were entertained with Renaissance dancing which rounded out the historical and cultural focus of the first day.

Activities of a more professional nature began the next day and continued all week, alternating between meetings with education officials in the region and visits to elementary and secondary schools. The participants learned about the French law on decentralization, under which municipal, local and regional authorities participate with the central government in financing educational institutions. They were told about the difficulties experienced in addressing economic and social inequality and trying to provide every pupil with at least minimum qualifications. They also learned about methods of teacher training and management in France.

The school visits gave the participants a close look at the organization of the school system. Schools allowed them into their classrooms, so that the trainees in turn were exposed to the curiosity of the pupils.

A study visit in France always includes a taste of la cuisine française, with copious meals like the one produced by the training restaurant of the Blois secondary school of hotel management. In addition to the fine art of wining and dining, the study visit included several receptions generously given by the local education authorities – a more official proof of the warm welcome the group received throughout the week.

To conclude the week’s visit, the group met the Rector of the regional education authority, to whom they presented the conclusions of the working groups focused on the following four themes: decentralization, educational quality, career guidance and linkages to the labour market, and the teaching profession.

The return to Paris on 29 November was very cheerful, complete with singing on the bus. A sincere vote of thanks to the French National Commission for UNESCO and the Orléans Education Authority for organizing an unforgettable and instructive week.

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Trainees visit an adult training centre in Olivet.

Where are they now? News of former IIEP trainees

Career changes:
Mr Aberra MAKONNEN, Ethiopia (ATP 1982/83)
Currently Chief, Basic Education Services, for the USAID Office in Ethiopia.

Mr Semero SOLOMON, Eritrea (ATP 1993/94)

Mr George IGLEGBAI, Nigeria (ATP 1995/96)
Currently Project Officer (Education) for UNICEF in the Abuja Office, Nigeria.

Ms Georgette-Marie PARE-OUEDRAOGO, Burkina Faso (ATP 2002/03)
Currently Basic Education Specialist for the African Development Bank Project Education V in the Ministry of Secondary Education.

Ms Deborah JACK, Guyana (ATP 2002/03)
Promoted, on her return from IIEP, to Senior Planning Officer in the MOE Planning Unit in Georgetown.

Deceased:
Mr David MUGUSSI, Tanzania (ATP 2002/03)
Former Educational Planner in the MOE in Dar-es-Salaam, Mr Mugussi died on 27 May 2004, aged 45.
Forthcoming IIEP activities

APRIL 2007
2 April–29 June
Distance education course: ‘External quality assurance: options for higher education managers’ for Asia-Pacific countries
Contact: m.martin@iiep.unesco.org

9–13
Visit of students from the School for International Training
IIEP Buenos Aires, Argentina
Contact: p.scaliter@iiep-buenosaires.org.ar

18–27
Study visit of Paris-based ATP participants to Argentina
IIEP Buenos Aires, Argentina
Contact: iaguerrondo@iiep-buenosaires.org.ar

25–26
IIEP Buenos Aires, Argentina
Contact: tlugo@iiep-buenosaires.org.ar

MAY
29
Closing ceremony of the 2006/07 Advanced Training Programme
IIEP, Paris
Contact: d.atchoarena@iiep.unesco.org

JUNE
6–15
IIEP 2007 Summer School: ‘Transparency and anti-corruption measures in education’
See announcement below.
Training of trainers workshop: ‘Educational planning and management in a world with AIDS’
Kenya
Contact: b.tournier@iiep.unesco.org

JULY
5–6
See announcement below.

IIEP 2007 Summer School

Transparency, accountability and anti-corruption measures in education
CIEP, Paris, 6–15 June 2007

Rigged calls for tender, embezzlement, illegal registration fees, academic fraud – there is ample evidence of the prevalence of corruption in education. Recent surveys suggest that fund leakage can represent up to 80 per cent of all non-salary expenditures allocated to schools in some countries. Bribes and payoffs in teacher recruitment and promotion tend to lower the quality of teachers; and illegal payments for school entrance and hidden costs contribute to low enrolment and high drop-out rates.

The IIEP 2007 Summer School devoted to Transparency, accountability and anti-corruption measures in education will be organized in collaboration with the World Bank Institute (WBI), the Open Society Institute (OSI), Transparency International (TI) and the Utstein Anti-corruption Resource Centre (U4). It will gather 30 English-speaking international participants in Paris.

The agenda will include: an overview of the corruption issue in the education sector; methodologies to diagnose corruption problems in education; and policies and strategies for improving transparency and accountability in areas such as financing, procurement, teacher management, private tutoring and academic fraud.

Further information is available at: www.unesco.org/iiep
Contact: Muriel Poisson / m.poisson@iiep.unesco.org

IIEP 2007 Policy Forum

Confronting the shadow education system: what government policies for what private tutoring?
IIEP, Paris, 5–6 July 2007

IIEP’s 2007 Policy Forum on supplementary private tutoring will bring together a wide range of academics, education officials, planners, and other stakeholders.

The forum will identify policy options for the education sector to respond effectively to a phenomenon which is affecting different aspects and levels of the education system: management and financing, classroom teaching/learning processes, academic achievement, social equity, and equal opportunities.

Private tuition is not new, but the stakes today lie in the scale it has reached and its rapid expansion through the use of modern technologies. From crammers where dozens of children attend tutorials to distance education solutions provided in India for American or British students, a whole new competitive market has emerged which may need regulation and monitoring.

The Policy Forum will map the different models of provision (settings, providers, forms of delivery) to identify patterns, commonalities and variations across countries and regions. The discussions will be reflected in an analysis to be published in 2008.

Further information is available at: www.unesco.org/iiep
Contact: Florence Appéré / f.appere@iiep.unesco.org
IIEP Publications

EDUCATION FOR RURAL PEOPLE

Education for rural people in Africa. Report of a seminar, Addis Ababa, September 2005. 2006. 74 p. Against a background of widespread rural poverty, illiteracy and food insecurity, the FAO, the Association for the Development of Education in Africa (ADEA) and IIEP organized a seminar to analyze the educational needs of rural people. This report discusses promising ways of using planning and monitoring to respond to EFA and the challenges facing rural development.
To order: info@iiep.unesco.org  Price: 8€

NEW TRENDS IN HIGHER EDUCATION

Growth and expansion of private higher education in Africa. N.V. Varghese (Ed.) 2006. 248 p. Based on IIEP research and a policy forum, this book analyzes the policy changes that have taken place in several African countries in favour of the private sector, both as a reaction to and as a stimulus for new trends. It examines the growth and expansion of private higher education institutions which have sprung up in Africa since the 1990s. See article page 9.
To order: info@iiep.unesco.org  Price: 12€

MANAGEMENT REFORM FOR EFA

École et décentralisation. Candy Lugaz and Anton De Grauwe (Eds.) 2006. 176 p. Decentralization and the policies used to implement it confront local actors with new challenges and have major consequences on their daily functioning. This publication examines how decentralization policies deal with monitoring of educational quality, managing the resources available and teacher management. It discusses the role played by communities and local authorities in four French-speaking West African countries (Benin, Guinea, Mali and Senegal).
To order: info@iiep.unesco.org  Price: 12€

INTERNATIONAL CO-OPERATION IN EDUCATION

Éducation et documents de stratégie pour la réduction de la pauvreté (DSRP). Françoise Caillods and Jacques Hallak. 2006. 176 p. Already published in English, this review on the preparation of Poverty Reduction Strategy Papers (PRSPs) provides an insight into the themes and actions privileged, the financing schemes envisaged and the monitoring mechanisms used.
To order: info@iiep.unesco.org  Price: 12€

ETHICS AND CORRUPTION IN EDUCATION

Ethics in education: the role of teacher codes
Shirley van Nuland and B.P. Khandelwal with contributions from K. Biswal, E.A. Dewan and H.R. Bajracharya

QUALITY EDUCATION FOR ALL

Les programmes d'alimentation scolaire : définition, mise en œuvre, impact
Candy Lugaz
2006, 33 p.

Besoins diversifiés et éducation pour tous
Candy Lugaz

POLICIES AND STRATEGIES FOR SECONDARY EDUCATION

Programas de becas estudiantiles: experiencias latinoamericanas
Ana María de Andraca
2006, 74 p.

Bolsa Escola: historia y evolución
Elimer Pinheiro do Nascimento and Marcelo Aguiar
2006, 74 p.

Articular educación y trabajo: experiencias en la Ciudad de Antofagasta, Chile
Leandro Sepúlveda and Pedro Milos
2006, 64 p.

Web publications are available on the IIEP web site at: www.unesco.org/iiep/eng/publications/recent/webpubs.htm