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**Implementation of relevant Conference resolutions:
thematic discussions on good practices and
initiatives in the prevention of corruption –
methodologies and indicators for measuring
corruption and the effectiveness of anti-corruption
frameworks**

Methodologies and indicators for measuring corruption and the effectiveness of anti-corruption frameworks

Note by the Secretariat

I. Introduction

1. Methodologies for measuring corruption and assessing the effectiveness of anti-corruption frameworks are informative in identifying and monitoring the risks, prevalence, types and trends of corruption in a country, region, sector or institution. Measurement efforts provide data to detect regulatory and institutional gaps and to inform evidence-based policymaking, with a view to ensuring that resources and efforts can be targeted more effectively to address and prioritize vulnerable institutions or sectors. In addition, data can help guide decision-making processes of foreign investors and inform the design of technical assistance.
2. Article 5, paragraph 3, of the United Nations Convention against Corruption requires States parties to endeavour to periodically evaluate relevant legal instruments and administrative measures with a view to determining their adequacy to prevent and fight corruption. Article 61, paragraph 3, of the Convention similarly requires States parties to consider monitoring their policies and measures to combat corruption and making assessments of their effectiveness and efficiency.
3. The importance of measuring corruption is recognized in article 61 of the Convention, which requires States parties to consider analysing, in consultation with experts, trends in corruption and the circumstances in which corruption offences are committed, monitoring their efforts to combat corruption, and sharing statistics and analytical expertise concerning corruption with a view to developing, insofar as possible, common definitions, standards and methodologies.
4. Under the second cycle of the Mechanism for the Review of Implementation of the United Nations Convention against Corruption, over a third of countries received

* [CAC/COSP/WG.4/2024/1](#).



recommendations to periodically evaluate relevant legal instruments in line with article 5, paragraph 3, of the Convention. Under the first cycle, a lack of systematic data collection and statistics was noted in many reviews, and many States parties were encouraged to systematize the collection, processing and circulation of statistics with regard to law enforcement and international cooperation as the topics under review.

5. In its resolution 10/4, the Conference of the States Parties to the United Nations Convention against Corruption encouraged States parties to consider utilizing objective methodologies and indicators to measure corruption risks within their respective territories and assess the effectiveness of policies and actual measures to combat corruption. The Conference also requested the United Nations Office on Drugs and Crime (UNODC) to collect information provided by States parties on a voluntary basis and to report on the progress made and the challenges encountered in the implementation of the resolution to the Conference at its future sessions and to its relevant subsidiary bodies. Moreover, in its resolution 8/10, the Conference encouraged States parties to share information voluntarily on how they had used the information generated through the corruption measurement methodologies that they had chosen to apply in order to strengthen the policy, legal or institutional approach to combating corruption.

6. The political declaration entitled “Our common commitment to effectively addressing challenges and implementing measures to prevent and combat corruption and strengthen international cooperation” also noted the importance of measuring corruption, its impact and all relevant aspects of preventing and combating it, in order to inform and strengthen evidence-based anti-corruption policies and strategies. In the workplan for the subsidiary bodies of the Conference on the follow-up to the special session of the General Assembly against corruption, corruption measurement was identified as a topic for discussion for the Open-ended Intergovernmental Working Group on the Prevention of Corruption at its fifteenth meeting.

7. In accordance with the above, the present note has been prepared on the basis of information provided by States parties in response to a note verbale and questionnaire by the secretariat dated 13 May 2024. As at 28 June 2024, submissions had been received from 27 parties to the Convention.¹

8. The note contains a summary of the submissions received with regard to methodologies, challenges and good practices in evaluating the effectiveness of anti-corruption frameworks and in measuring corruption.

9. The full texts of the submissions have been made available on the UNODC website and incorporated into the thematic website developed by the secretariat.

II. Effectiveness of anti-corruption frameworks

10. Several States described methodologies they had developed to assess the effectiveness of their anti-corruption frameworks. Most of the methodologies were indicator-based and sometimes combined quantitative and qualitative assessments by also conducting polls, surveys and research.

11. The majority of States reported measures for either strengthening the effectiveness of anti-corruption frameworks or assessing their level of implementation. Some of these States noted that they were in the process of developing methodologies to also assess the effectiveness of their measures. This is consistent with the findings under the Implementation Review Mechanism, which frequently identified the lack of methodologies for evaluating the effectiveness of policies, as well as with previous analyses carried out by the secretariat. For example,

¹ Algeria, Argentina, Armenia, Botswana, Burkina Faso, Chile, Ecuador, Egypt, European Union, Finland, Guatemala, Italy, Kenya, Malaysia, Mauritius, Montenegro, North Macedonia, Oman, Paraguay, Republic of Moldova, Romania, Senegal, Serbia, Sierra Leone, Slovakia, Slovenia and Ukraine.

document [CAC/COSP/WG.4/2023/2](#) on good practices, lessons learned and challenges in periodically evaluating the efficiency and the effectivity of anti-corruption measures and policies noted that States primarily reported on the use of control and auditing functions to assess implementation and, to a lesser extent, effectiveness and impact.

12. The role of regular audit as a means of assessing the implementation of anti-corruption frameworks was mentioned by many States. For example, Chile developed a methodology to improve low implementation rates in response to audit recommendations. A qualitative analysis based on documentary research and investigative interviews, as well as discussions with persons with different key roles involved in the audit process, was combined with a quantitative analysis of the observations included in the audit reports, which made it possible to build a picture of the scale of the problem and establish a baseline for future measurements.

A. Methodologies for measuring the effectiveness of anti-corruption frameworks

Botswana

13. In Botswana, a performance management tool, premised on the National Monitoring and Evaluation Policy, assesses institutional anti-corruption frameworks by evaluating operational performance indicators at the strategic and operational levels. This tool applies to all public institutions, including State-owned companies and parastatals. The assessment follows an evidence-based evaluation approach, with institutions submitting their anti-corruption programmes for annual review by a performance review team. A multi-agency team that includes Statistics Botswana contributes to an annual report based on core mandate indicators and key performance indicators.

14. Botswana reported that the initial exercise uncovered various trends, including procurement fraud in areas such as the acquisition of medical equipment and medicines, land issues, possible corruption in the acquisition of licences, issues relating to the education sector and irregularities in the licensing of tourist enterprises.

Guatemala

15. Guatemala reported that it was in the process of developing a comprehensive approach to combating corruption led by the National Commission against Corruption. This includes the creation of a national anti-corruption system and policy, with methodologies for measuring corruption and the effectiveness of anti-corruption frameworks. Various agencies with competence in the prevention and detection of acts of corruption, as well as civil society, will cooperate to identify effective mechanisms that allow the generation of internal indices to assess levels of corruption. As a starting point, the National Commission will conduct an internal analysis of the scope and results of its own actions, as well as the analysis of international indicators with the purpose of positively influencing the perception of corruption in Guatemala.

Mauritius

16. In view of various challenges encountered in the fight against corruption, Mauritius undertook a review/assessment of the legal and institutional framework to identify gaps and make recommendations. The committee responsible for this comprised representatives from law enforcement agencies and was chaired by the Director General of the Financial Crimes Commission (formerly the Independent Commission against Corruption).

17. The review led to a major reform of the legal and institutional framework for fighting financial crimes, with the enactment of the Financial Crimes Commission Act in 2023. The Independent Commission against Corruption, the Integrity Reporting Services Agency and the Asset Recovery Investigation Division of the Financial Intelligence Unit have been subsumed under the Financial Crimes Commission. It is

the apex agency in Mauritius for the detection, investigation and prosecution of financial crimes and any other ancillary offences connected thereto. The Financial Crimes Commission Act of 2023 empowers the Commission to carry out regular impact assessments in order to monitor its results and performance and provides for the Parliamentary Committee to monitor and review the Commission's operations.

North Macedonia

18. North Macedonia conducts regulatory impact assessments through its "methodology for assessment of implementation". For each law that is passed, specific indicators are defined. In addition, annual reports provide statistics on corruption cases, and sectoral risk assessment reports are published. The methodology involves the continuous tracking of, inter alia, criminal and misdemeanour cases, disciplinary proceedings and individual training needs. Findings are cross-checked against other sources, such as surveys and reports published by academia, civil society and the private sector.

19. The assessments help identify vulnerable sectors, legal gaps and resource needs. They have prompted legislative amendments and new laws on lobbying and whistle-blower protection. The reports also contain recommendations such as the need to take regulatory and non-regulatory measures, including to strengthen capacities, to be proactive in the conduct of investigations, especially financial investigations, to apply, and overcome obstacles to the effective application of, confiscation and asset recovery measures, and to manage risks in the justice sector that may affect the success of court proceedings in corruption cases.

Oman

20. In Oman, the State Audit Institution developed a questionnaire for citizens to provide information on their impression of anti-corruption work and their satisfaction with the efforts made by the State Audit Institution in this regard. Oman reported that the responses to the questionnaire showed that the public had solid knowledge of and confidence in the efforts made by the Authority and that it was perceived as being competent to receive complaints and reports about failures in government units and State-owned enterprises.

21. The State Audit Institution also monitors public views on government communication sites on anti-corruption efforts. The results of these exercises are used in the preparation of the annual examination plan through analysis of the risks and determination of the relative importance of the aspects to be examined and the priority bodies in the examination. The results further inform the preparation of the Agency's media plan through identification of the groups that should be more aware of the risks of corruption and the most effective ways to disseminate knowledge related to the roles of the State Audit Institution. Oman reported that it is in the process of amending the Law on the Protection of Public Funds and the Avoidance of Conflicts of Interest based on the outcome of the data analysis process.

Romania

22. The Technical Secretariat of the National Anti-Corruption Strategy of Romania, situated within the Ministry of Justice, assesses the effectiveness of the anti-corruption framework at the national level and uses the results to inform the anti-corruption strategy. All public institutions and authorities report annually to the Technical Secretariat on the implementation of the integrity standards put in place, as well as the sets of performance indicators, risks associated with the objectives and measures of the strategy. In addition, the Technical Secretariat organizes peer reviews on various topics in the field of anti-corruption policy implementation. The evaluation teams are composed of specialists from independent authorities and anti-corruption institutions, central and local public administration, business and civil society.

23. Within the Ministry of the Interior, the General Directorate for the Fight against Corruption conducts research studies on corruption, as well as surveys and opinion polls on the perception of corruption among Ministry staff.

Serbia

24. With the support of the Organization for Security and Cooperation in Europe and UNODC, the Serbian Agency for the Prevention of Corruption has devised and is implementing an indicator-based methodology for evaluating the impact of the Law on the Prevention of Corruption. The methodology includes main and auxiliary indicators, with data collected from public opinion surveys, public procurement records and the Local Self-government Transparency Index developed by Transparency Serbia.

25. The main indicator measures the immediate impact of the application of the statutory provisions on anti-corruption goals, while auxiliary indicators evaluate changes in the public perception of and attitudes towards corruption. Subjective indicators are used on the basis of the assumption that variations in the achieved results of the Agency's work (manifested as changes in the main indicator) are, at the same time, mirrored in the attitudes towards and perception of corruption among public administration employees, citizens and the business sector, meaning there is a correlation between changes in the public officials' behaviour, triggered by the implementation of the Law, and changes among targeted groups of respondents in the perception of and attitudes towards corruption.

26. As part of the process of developing the indicators, the Agency conducted consultations and carried out surveys among the general population, public officials and private sector representatives to assess attitudes towards and the perception of corruption.

B. Methodologies for tracking the level of implementation of anti-corruption policies and strategies

27. The majority of States reported approaches to monitor and evaluate the implementation, rather than the effectiveness, of national anti-corruption strategies or to conduct corruption risk mapping or assessments at the national level. Different methodologies were in place, some of which were indicator-based, while others relied primarily on qualitative assessments such as perception-based surveys.

Argentina

28. Argentina described the methodology used in the analysis of the National Anti-Corruption Plan and the subsequent development of the National Integrity Strategy. The Anti-Corruption Office and the Undersecretariat for Institutional Strengthening conducted an analysis of the Anti-Corruption Plan and its 260 initiatives from various national public administration agencies, State-owned enterprises and other State entities. They developed methodological tools to analyse and prioritize initiatives based on relevance, ensuring the Plan's strategic and comprehensive vision.

29. The National Integrity Strategy currently includes 51 agencies and 90 integrity and transparency initiatives, encompassing over 400 activities and nearly 1,100 monitoring indicators. For monitoring and evaluation, data were collected in and sourced from a platform used for the publication, systematization and monitoring of initiatives developed by the public sector. As at the end of 2023, progress indicators showed that over 80 per cent of the initiatives were either fully met or in the process of being implemented.

Armenia

30. In Armenia, the monitoring and evaluation of the anti-corruption strategy and activities are carried out by the Ministry of Justice through semi-annual, annual and final reports that assess progress made, identify gaps and obstacles during the

implementation of the action programme and suggest solutions to the problems identified. Following an indicator-based, results-oriented monitoring and factor monitoring process, the results of the monitoring are categorized into four implementation levels ranging from completely implemented to not implemented.

31. The Ministry may conduct public opinion polls to measure the impact of anti-corruption reforms. The results are published and, to ensure a more comprehensive and multifaceted evaluation, the reports also include input from non-governmental organizations, which can conduct independent evaluations. These stakeholders can submit their results to the Ministry for inclusion in the monitoring and evaluation report drawn up by the Ministry.

Botswana

32. Botswana assesses the implementation of its anti-corruption framework by using operational performance indicators. Those indicators include the percentage of anti-corruption measures and corruption audit recommendations that are implemented, and the disposal rate of matters referred by the Directorate on Corruption and Economic Crime to measure the number of matters acted upon and court orders complied with.

33. The results of these assessments are used in policy advisories and the development of new programmes. As a result of the assessments, new audits have been carried out, including on contract management, the maintenance of secondary schools, the acquisition of tourist licences for lodges, community-based natural resource management and human resources. The Corruption and Economic Crime Act is currently being reviewed on the basis of the completed assessments.

Montenegro

34. In cooperation with the United Nations Development Programme, the Agency for the Prevention of Corruption of Montenegro developed a methodology for assessing the implementation of anti-corruption measures that is based on the Anti-Corruption Initiative Assessment of the Republic of Korea. The methodology includes criteria and indicators to score and rank authorities on their implementation of integrity plans across various sectors, initially focusing on State administration, social and child protection, and the judiciary sectors and facilitated by two experts, one from a Montenegrin non-governmental organization and one from a country in the region. Future sectors to be evaluated include local self-government, education, health care, State-owned enterprises, municipality-owned enterprises, independent and regulatory authorities and culture.

35. Data stem from questionnaires filled out by up to 750 authorities. The questionnaires are continuously revised and currently contain 164 general questions and additional questions for certain sectors.

36. The indicators include the number of irregularities, reports, complaints, penalties and proceedings initiated, the development and implementation of internal procedures, training on ethics, integrity and anti-corruption measures, the transparency of the work of authorities and the adherence to anti-corruption laws. All indicators are weighted depending on their importance.

37. Montenegro monitors the implementation rate of recommendations and reported that the assessment process has inspired authorities to introduce new practices, leading to the adoption of numerous internal procedures and documents aimed at preventing corruption. The Agency noted a reduction in corruption risks but identified areas needing further support, particularly in the local self-government and health-care sectors.

Paraguay

38. Paraguay established a multi-agency national integrity and transparency team with the objective of implementing plans and strategies for integrity, transparency and the fight against corruption in the public administration, with a view to positively

impacting scores on various corruption-related indices and supporting actors in conducting diagnoses and specific actions that serve as tools for the establishment of concrete reforms.

39. Paraguay also monitors the compliance of several authorities with the laws on access to information and on the provision of information on the use of public resources through its Active Transparency Control Panel, a standardized and comprehensive public information computer-based tool aimed at facilitating access to public information and measuring the levels of compliance by institutions.

Republic of Moldova

40. The Institutional Integrity Assessment in the Republic of Moldova involves an external evaluation of corruption risks within public entities. This process uses analytical and practical methods to identify, describe and mitigate corruption risks.

41. The Moldovan Anti-Corruption Strategy contains a monitoring mechanism through which monitoring groups analyse the progress made and difficulties encountered in implementing the actions under the Strategy. The National Anti-Corruption Centre coordinates strategic actions, receives reports on the implementation of the Strategy and monitors its implementation on a biannual and annual basis. Each action set out in the Action Plan that accompanies the Strategy is assessed by means of progress indicators, which are defined for each action. All monitoring groups include civil society representatives, who are nominated by the national council of non-governmental organizations according to criteria set out in the Strategy. In addition, civil society initiatives to draw up alternative evaluation reports on the implementation of the Strategy are encouraged.

Senegal

42. As part of the development of the Senegalese National Anti-Corruption Strategy (2020–2024), Senegalese authorities carried out a situational assessment of the legislative and institutional framework according to a grid inspired by the provisions of the Convention against Corruption. This grid is based on the six pillars of preventive measures, criminalization and law enforcement, international cooperation, asset recovery, information management and governance of the fight against corruption. Each pillar has a series of dimensions that are assessed on the basis of criteria to determine a score. Each dimension assessed is composed of a series of questions.

43. The anti-corruption system was evaluated by an independent consultant accompanied by a multidisciplinary team from administrations, control bodies, civil society and the private sector. Indicators included:

(a) The number of anti-corruption laws and regulations proposed and percentage of these adopted;

(b) The number of public administrations that have set up structures dedicated to the fight against corruption;

(c) The number of complaints and denunciations received and the percentage of these that have led to the opening of an investigation, and the average time taken to process the complaints and denunciations;

(d) The number of investigation reports sent to the Public Prosecutor;

(e) The number of alleged cases of corruption noted in the reports of control bodies and other bodies and administrations.

44. Senegal has amended its anti-corruption framework in response to the results of effectiveness evaluations by, inter alia, adopting laws on money-laundering and the financing of terrorism, asset declaration, beneficial ownership transparency and asset recovery.

Sierra Leone

45. The secretariat of the National Anti-Corruption Strategy, which is part of the Anti-Corruption Commission of Sierra Leone, monitors the implementation of the Strategy by ministries, departments and agencies, as well as by local councils and sectors. Assessment indicators include:

- (a) The number of anti-corruption-related policies in ministries, departments and agencies for efficient service delivery;
- (b) The number of integrity management committees established;
- (c) The number of functional integrity management committees;
- (d) The percentage change in funds recovered from corrupt public officers;
- (e) The public perception of corruption;
- (f) The number of cases investigated by the Commission;
- (g) The percentage of corruption cases prosecuted.

46. Sierra Leone also reported that according to a corruption perception survey conducted by a civil society organization, 90 per cent of the people have confidence in the fight against corruption in Sierra Leone.

Measures under development

47. Three countries reported that measures relevant to the present note were currently being developed.

48. Egypt reported that a study on the legislative impact of its laws was being prepared and a pre-study on the potential impact of proposed laws on society was being conducted.

49. As part of the development of a new action plan for the prevention of corruption, Slovenia is planning to include indicators to assess the effectiveness of the action plan.

50. The Office of the Comptroller General of Ecuador reported that it was setting up a data analysis unit to analyse and process information related to public finance management in order to identify patterns, trends and possible irregularities in the use of State resources.

51. Ecuador also reported on an operational management indicator under the Institutional Strategic Plan and the Risk Mitigation Plan, to assess the percentage of complaints related to inefficiency of the State Attorney General's Office. The aim of this indicator is to trace the number of complaints of alleged crimes against the efficiency of the public administration committed by servants of the State Attorney General's Office, as well as analysing and proposing internal transparency policies to reduce said criminal typology. The indicator is part of the compliance matrices of the Institutional Strategic Plan and the Risk Mitigation Plan being calculated, reported and evaluated on a quarterly basis, with the technical and methodological support of the Directorate of Statistics and Information Systems.

C. Anti-corruption risk mapping or assessments

52. Several countries reported measures in place to assess or monitor corruption risks in different institutions or sectors.

53. For example, Slovakia employs the annual, anonymous electronic questionnaire on corruption risk management tool, on the basis of which a database of corruption risks in public authorities is created. The database provides a basis for an evidence-based approach to tracking progress. To strengthen the overall approach to corruption risk analysis and management, the Corruption Prevention Department updated and

adjusted the set of questions for the electronic questionnaire in 2022, and 102 original questions were reassessed, adjusted, updated and reduced to 32. The Department continues to streamline the survey as a complementary tool for identifying corruption risks and to integrate it at the central management level. Workshops are organized in response to the findings, for example on communications regarding anti-corruption measures and integrity.

54. As another example of risk assessment, Slovenia reported on a risk management mechanism (integrity plan) aimed at assessing the effectiveness of the institutional anti-corruption framework and, indirectly, the legislative framework of institutions' operation. The integrity plan is an obligatory mechanism for all public bodies.

55. The Government of Slovenia also prepares and adopts its own Programme on Integrity and Transparency, with identified legislative and practical shortcomings and measures to mitigate them. Monitoring is indicator-based, and to date, two reports by implementing authorities have been issued. Authorities must report semi-annually on implementation.

56. Montenegro described a methodology in place to "corruption-proof" legislation by assessing the risk of corruption in draft regulations. Risks identified through this process included vague, imprecise and incomprehensible norms that gave room for different discretionary interpretations, wide discretionary powers of decision-makers, ambiguity of words and phrases used in the regulations, undefined time frames for procedures and a lack of transparency or undefined supervision over the body implementing the law. The Republic of Moldova had a similar methodology in place and assessed almost 98 per cent of draft laws using the anti-corruption expertise.

III. Measurement of corruption

57. A total of 14 States reported systems or measures in place to measure corruption at the national level. Of those, 12 described the use of surveys, which in most cases assessed perceptions of corruption, and sometimes the experience of citizens or other stakeholders.

A. Quantitative approaches and indicator-based assessments

58. The European Union, Finland and Malaysia reported on quantitative approaches to corruption measurement.

European Union

59. The European Union reported on measures to assess corruption in procurement. In order to evaluate and assess public procurement procedures and the effectiveness of corruption prevention measures, the European Commission uses tools and indicators that combine qualitative and quantitative approaches to build a general picture of corruption levels and risks. The indicators include the number of corruption cases detected, penalties imposed, increased competition in bidding processes, enhanced transparency and improved efficiency in public procurement.

60. While these indicators provide some information on corruption levels and risks in public procurement, the European Union reported that they cannot be used to make conclusions on the specific effect of corruption on the efficiency of public procurement. In order to ensure that these aspects are covered, empirical evidence-based analyses are launched on a case-by-case basis.

Finland

61. In 2019 and 2020, a consortium of academic institutions commissioned by the Government of Finland developed qualitative and quantitative indicators to map corruption in the country, as well as corresponding methods and data sources.

62. A wide range of indicators covered seven subcategories of corrupt behaviour identified by the Government as important areas of analysis, in particular regarding structural and network corruption, such as undue influence and unethical decision-making. Some initial results showed that 6 per cent of people aged 15 to 79 fully agreed that corruption was a significant problem in Finland. Among the different areas of corruption, the most problematic was cited as being “good brother networks, election and party funding, land use and construction and favouritism in the selection of posts”. Corruption was found to be structural, difficult to detect and often occurring at the interface between business activities and the authorities. Construction, public procurement and competitive tendering, community-planning, political decision-making and party and election funding were considered as high-risk areas. Low awareness of corruption was also identified as a challenge.

63. Open-source information could be used in the exercise. In the construction sector, indications of corruption could be traced more efficiently with the help of publicly available information on contracts and competitive tendering. Regarding competition manipulation in sports, information on athletes’ employment relationships and salaries, game behaviour and various violations could provide indications of corruption.

Malaysia

64. The Government of Malaysia has established the Malaysian governance indicators of transparency, accountability, efficiency and effectiveness that can be used to guide an assessment of the country’s quality of governance.

65. In addition, the Anti-Corruption Agency engages in research collaboration with local universities to identify and measure areas in various sectors that are prone and vulnerable to corruption, weak governance and violation of ethics and integrity values. For example, a nationwide survey conducted by the Islamic Science University of Malaysia in 2023 found that 41 per cent of respondents strongly agreed that corruption in Malaysia remained alarmingly high, while 69 per cent believed that corruption had increased compared with the previous year. Conclusions by the Malaysian authorities included the need for a clean environment for business and targeted solutions for vulnerable sectors.

B. Qualitative approaches and surveys

66. The remaining countries described the use of qualitative approaches or surveys they conducted or commissioned to better assess corruption levels in their countries. At times, the surveys assessed experiences of corruption, but the majority focused on perceptions of corruption.

Algeria

67. Algeria reported that it relied on a variety of sources to assess corruption in the country, including national surveys of perceptions of corruption among households, and that a first evaluation of institutional efforts based on quantitative indicators would take place at the end of 2024 as the national strategy for transparency, the prevention of and the fight against corruption called for the creation of monitoring and evaluation indicators in the public and private sectors. For this purpose, a research laboratory project on measuring corruption was being established.

Botswana

68. Botswana conducts surveys through its Public Education Division in order to assess the prevalence and impact of corruption, in addition to conducting annual audits. National opinion surveys were conducted by the Directorate on Corruption and Economic Crime, which collaborated with Statistics Botswana in data collection and analysis. The collaboration with Statistics Botswana ensured data integrity through the utilization of artificial intelligence technologies for data testing and

validation. The results of the exercise informed new policies and helped with the review of existing policies or initiatives.

Burkina Faso

69. Burkina Faso reported on the development and implementation of two corruption measurement tools used regularly since 2020 by a civil society organization called the National Anti-Corruption Network. The aim of the Synthetic Corruption Perceptions Index and the Composite Corruption Perceptions Index in Public Administration is to classify State structures according to their vulnerability to corruption. About 20 ministries and institutions are ranked per year on the basis of the perceptions and experiences of corruption among a significant sample of users.

70. The Synthetic Corruption Perceptions Index assesses the frequency of corruption and its evolution, while the Composite Corruption Perceptions Index in Public Administration measures the degree of corruption in a given public service based on frequency and lived experience.

71. Surveys were sent to a sample of 2000 respondents chosen on the basis of inclusive criteria and regional diversity. All public services were surveyed, with Burkina Faso noting that the municipal and national police, the gendarmerie, customs, the post-primary education, transport and health sectors and tax and estate agencies were often ranked among the more corrupt.

Chile

72. Under the Chilean National Anti-Corruption Strategy, a citizen consultation was carried out in 2020 in which over 16,000 people were surveyed regarding their perception of corruption in the country. The survey was prepared through a publication to introduce the survey to the population and increase its understanding of the phenomenon. The publication also lays out international good practices to strengthen integrity and suggests three major routes through which public institutions could strengthen and consolidate a culture of probity in the country.

Egypt

73. Egypt uses a methodology to measure perception of corruption manifestations sectorally and geographically. The surveys result in two corruption-related indices, namely, the Index of Perception and Combating Administrative Corruption in Egypt and the Government Services Evaluation Index.

74. The Index of Perception and Combating Administrative Corruption in Egypt was developed in consultation with civil society organizations, academic bodies and citizens. Data are obtained by conducting field surveys among citizens and polling the opinions of private sector representatives and experts from law, administration, governance, statistics and economics to learn about their assessment of the extent of corruption in Government institutions and agencies and their awareness of the efforts made to prevent and combat administrative corruption.

75. The surveys are aimed at assessing citizens' perception of administrative corruption in Egypt, experts' assessment of the extent of the spread of administrative corruption in five areas (the economy, governance, law, public policies and companies), and company officials' perception of the extent of the spread of administrative corruption in Egypt. The surveys also measure the degree of awareness among citizens, experts and private sector representatives of the State's anti-corruption efforts.

76. Egypt reported that the methodology for assessing money-laundering and terrorist financing threats in Egypt and their consequences under its National Risk Assessment was based on the analysis of quantitative and qualitative data obtained through the surveys.

European Union

77. The European Union reported on the Eurobarometer, a polling instrument for regularly monitoring the state of public opinion in Europe. Two of these surveys conducted every year by the European Commission address citizens' and businesses' attitudes towards corruption.

78. The 2023 special Eurobarometer on citizens' attitudes towards corruption in the European Union showed, inter alia, that:

(a) 70 per cent of citizens and 65 per cent of businesses believed that corruption was widespread in their country. A total of 74 per cent of citizens thought there was corruption in the national public institutions in their country, while 73 per cent thought there was corruption in the local or regional public institutions in their country;

(b) 67 per cent thought that high-level corruption cases were not pursued sufficiently;

(c) 78 per cent of businesses agreed that overly close links between business and politics led to corruption, 59 per cent agreed that bribery and the use of connections was often the easiest way to obtain certain public services in their country, while 57 per cent agreed that in their country the only way to succeed in business was to have political connections;

(d) 54 per cent said they did not know where to report corruption if they were to experience or observe it and 47 per cent said the difficulty of proving corruption was an important reason people did not report it;

(e) Three in ten said that reporting corruption would be pointless because those responsible would not be punished, while almost as many (28 per cent) said that there was no protection for those who reported corruption;

(f) Only a minority thought measures against corruption were applied impartially and without ulterior motives (35 per cent), that there were enough successful prosecutions to deter people from corrupt practices (32 per cent), that their national Government's efforts to combat corruption were effective (30 per cent) or that there was sufficient transparency and supervision of the financing of political parties in their country (29 per cent).

79. Member States are in the process of negotiating a directive to combat corruption in the European Union, which proposes a requirement for member States to collect statistical data on an annual basis to monitor the effectiveness of their systems for combating corruption. Data would include the number of cases reported and investigated, the number of indictments, the average length of court proceedings, the number of natural persons sanctioned with specific reference to public officials and high-level officials, the number of legal persons held liable and sanctioned, the types and levels of sanctions imposed, the number of dismissed court cases and the number of pardons.

Guatemala

80. Guatemala uses perception studies regarding the ethical behaviour of public officials as a mechanism to quantify the level of confidence in the integrity of public servants.

81. The Superintendency of Tax Administration emails electronic surveys to the database of contacts of the taxpayers served so that taxpayers can provide information regarding their perceptions of the ethical behaviour of staff.

82. Moreover, the newly established National Commission against Corruption has begun to promote initiatives related to the measurement of corruption and impunity. Among them, the first phase of the "Corruption Files" dashboard has been launched to track complaints and investigations into corruption.

83. In addition, the “Institutional Transparency Diagnostics” constitutes a tool that allows the identification of current regulations, the publication of information, the issuance of sanctions for misconduct and tools for mitigating corruption risks.

Italy

84. The National Institute of Statistics (Istat) conducted citizen surveys in the periods 2015–2016 and 2022–2023 to assess the prevalence and dynamics of corruption between citizens and public officials across eight sectors of public administration, including health and care, education, employment (both in terms of job appointments and benefits such as transfers, promotions and raises), access to and use of public offices, justice, interactions with law enforcement and military forces and access to public utility services (electricity, gas, water and telephones). In 2017, Istat estimated that 7.9 per cent (5.4 per cent in 2022–2023) of households were directly involved in corrupt activities such as requests for money, favours, gifts or other items in exchange for services or favours at some point in their lives, especially during job searches, participation in competitions or at the start of a new job. The next survey is planned for 2027.

85. In addition, the Italian Anti-Corruption Agency is developing public procurement and context risk indicators at the territorial level. The project is aimed at, inter alia, informing policymaking, creating interoperability between information systems, providing dashboards of indicators and red flags related to public procurement, corruption and maladministration, and promoting civic participation. The results of the project are organized in a web portal that features dashboards on the data sets and data on risk indicators, bibliographies, infographics and media materials.

Kenya

86. Kenya carried out a national ethics and corruption survey in 2023, which found that the existing anti-corruption laws were 35.9 per cent effective in combating corruption. Respondents reported that 73 per cent of them had paid a bribe in 2018, but only 7.7 per cent had done so in 2023. According to the survey, unethical practices of public officials dropped from 63.3 per cent in 2018 to 28.3 per cent in 2023.

87. Kenya uses three indicators to assess the likelihood of bribery (number of persons from whom a bribe was requested compared with the number of persons seeking public services), the prevalence of bribery (the number of persons having paid a bribe) and the impact (proportion of services delivered only after a bribe had been paid).

88. In addition, the Office of the Director of Public Prosecutions reported that it continuously reviewed its policies on alternative methods to prosecution to increase the efficiency of courts and prosecutorial proceedings. In its annual anti-corruption report presented to the Parliament, the Office indicated the effectiveness of anti-corruption laws and the challenges faced in prosecuting corruption. The continuous review of policies led to the development of guidelines and informed the development, amendment and enhancement of the legal framework against corruption, for example on beneficial ownership.

Montenegro

89. In Montenegro, the Agency for the Prevention of Corruption has been conducting public opinion surveys since 2016 to measure awareness among citizens of corruption and their attitudes towards it, their knowledge of the Agency’s mandate and their views on its work. The public opinion survey questionnaire is prepared by the Agency, while the fieldwork and analysis of the results are carried out by specialized independent public opinion research agencies. These surveys help the Agency determine public perception of corruption and the work of the institution and, based on the recommendations obtained through them, to establish and plan the direction of action through campaigns.

90. Montenegro underlined that the comparative analysis of survey results over the years is a valuable tool for determining the perception of corruption, not only for the Agency but also for other State bodies and institutions that have anti-corruption functions. The analysis has, inter alia, informed the development of the Anti-Corruption Strategy 2024–2028, which was adopted by the Government in June 2024.

Senegal

91. In 2016, the National Office for the Fight against Fraud and Corruption of Senegal commissioned a study to gain insight into the perception and cost of corruption, in order to inform the development of the country's anti-corruption strategy. A sample of 2,336 randomly chosen individuals from the general public, the public administration, the private sector, the judiciary, the National Assembly, the media, civil society and technical and financial partners were surveyed throughout the national territory.

92. In 2023, the study was updated with a larger sample of 5,787 individuals from the general public and specific professional groups. Data collection was managed by an independent firm, supervised by a scientific committee responsible for methodological validation and report approval. Senegal reports the key findings as follows:

(a) 93 per cent of people reported that they were aware of one or more corrupt practices;

(b) 71.7 per cent believed corruption was linked to the State;

(c) 53 per cent of corruption cases were initiated by private citizens;

(d) Sectors such as security, health, education, customs, taxes and estates, mines, energy and defence were considered vulnerable to corruption;

(e) In the private sector, health care, education and banking and insurance, as well as media and service delivery, were thought to be linked to corruption;

(f) High-risk professions included financial officers and accountants, managers, screening officers and investigators, traffic officers, technical agents, and individuals in health, justice and education;

(g) The main causes of corruption included a lack of ethics (72.8 per cent of respondents), low salaries (27.2 per cent), ignorance (18.7 per cent), a lack of civic-mindedness (18.1 per cent), a lack of transparency (9.1 per cent), poor legislation (5.2 per cent) and excessive bureaucracy (5 per cent).

Ukraine

93. Based on the methodology for the standardized corruption survey, the National Agency for Corruption Prevention conducts annual population and business surveys, as well as periodic expert surveys. The survey is aimed at providing relevant data to assess and improve the State anti-corruption policy, the results of which are published in the annual Strategy Evaluation and Monitoring Report. Indicators include those for assessing the experience of corruption across areas of public life and perceptions of corruption.

94. Key findings from the survey conducted in 2023 included:

(a) An increase in the population's negative attitude towards corruption from 43.3 per cent in 2017 to 56 per cent in 2023;

(b) While citizens' personal experiences of corruption stabilized at 19.5 per cent, experiences of corruption among businesses increased to 22.2 per cent;

(c) The percentage of citizens willing to report cases of corruption remained at 10.2 per cent for the population and 26.9 per cent for businesses;

(d) Approval of whistle-blowers' activities grew, with 67.3 per cent of the population and 89.6 per cent of businesses supporting them. However, awareness of legal protection for whistle-blowers remained low, at 16.1 per cent.

IV. Stakeholders involved

95. Almost all submissions highlighted the role of non-governmental stakeholders in the development and conduct of any measurement exercise, as well as the usefulness of parallel reports or surveys carried out by non-governmental agencies that fed into the work conducted by public authorities or helped validate or cross-check its results. The private sector, civil society and academia were frequently named as invaluable actors in these exercises, and they were often surveyed or consulted during the development of any methodology. Others mentioned included judges, journalists, politicians, analysts, the media, international organizations, donors, and representatives of trade associations.

96. Some countries outsourced the conduct of the studies or surveys to non-governmental stakeholders such as independent companies, consultant firms, non-governmental organizations or academics. The Republic of Moldova noted that surveys should be conducted by independent subjects (reliable and transparent survey companies), and not by the National Anti-Corruption Centre as the public entity responsible for monitoring anti-corruption policies.

V. Data sources and use of technology

97. In addition to the surveys among citizens, businesses and public officials described in the sections above, most States referred to criminal justice data as sources for assessing corruption levels. For example, North Macedonia reported that a case tracking methodology was implemented and annual reports with statistics on corruption cases were regularly prepared. These annual reports contained statistical data, narrative information about particular cases and summaries of relevant reports on the situation regarding perceptions of corruption in the country.

98. Several States used administrative records or public procurement data, while other States said they drew information from reports conducted by non-governmental stakeholders. The Republic of Moldova, for example, noted that the data reflected in surveys conducted by non-governmental organizations and national and international organizations made an essential contribution to determining the problem areas that required a strategic approach.

99. Italy underlined the increase in transparency through the use of open data and open-source programming languages, which, inter alia, paved the way for the use of artificial intelligence for data analytics.

100. Most States reported that surveys were online, and several States reported on the software solutions used to collect and analyse data, such as Statistical Package for the Social Sciences (SPSS) Statistics and R, and tools to visualize the data, such as Tableau Public.

VI. Challenges

101. Challenges were similar across all States. At the outset, the difficulty of quantifying the phenomenon of corruption was noted as the primary challenge. As Paraguay summarized, "the complex and opaque nature of corruption has always made it difficult to understand and measure. Various approaches and methodologies have been tested to capture its characteristics and manifestations. Therefore, perhaps, only with the sum of all the aspects that the different studies show is it possible to characterize it and have an idea about the institutions it involves, [and] the public values that are at stake."

102. On the practical side, the main challenges highlighted were the lack of up-to-date, accurate, reliable and accessible data, the large amounts of data needing to be analysed, insufficient methodological guidance, the time-consuming nature and multiplicity of data-collection approaches and the multiplicity of data sources and formats. States noted that they either faced an absence of data, or the existence of dispersed, unstructured and non-systematized data.

103. The number of agencies needing to be assessed posed a challenge in one country. That challenge was overcome by carrying out the assessment in phases over several years, starting with smaller sectors.

104. A lack of human, technical, technological, institutional and, in particular, financial resources made it difficult to carry out comprehensive evaluations and implement effective corrective measures.

105. The lack of standardized or customized methodologies for either measuring corruption or the effectiveness of anti-corruption frameworks was highlighted by several States. Two States specifically noted that the absence of a regulatory or legislative basis to establish a methodology and procedures for measuring corruption was an obstacle to measuring corruption.

106. One State suggested that in some cases, actors with vested interests might resist the evaluation of anti-corruption frameworks or proposed reforms, which made it difficult to implement effective measures.

107. Hesitance by citizens to participate or low levels of participation in surveys were noted by some States, as was the unwillingness of authorities to be the subject of a methodology for assessing the implementation of anti-corruption measures. Montenegro incentivized participation by promoting the highest ranked authorities and best practices. The ranking and competition elements, as well as the media coverage, proved to be particularly motivating for the authorities and led to increased participation.

108. Ukraine identified the following four aspects as useful, including for overcoming possible restraints:

(a) A focus of data collection and analysis on the highest priority areas for combating corruption (where empirical evidence shows the greatest risks of corruption and the greatest damage from it);

(b) Efforts to address the issue of interoperability between data registers (to ensure data accessibility and exchange);

(c) The wide introduction of advanced technologies (information and communications technologies, mega-data analytics and artificial intelligence) for collecting and analysing corruption data;

(d) The use of any sources for corruption analysis, including whistle-blower reports, financial documents, large data sets, including social media, and open sources (e.g. lifestyle monitoring of officials), should be based on objective methodologies.

VII. International efforts

109. States referred to a number of international initiatives that guided or informed their efforts to measure corruption or the effectiveness of domestic frameworks.

110. International initiatives to measure corruption that were mentioned included the UNODC “Statistical framework to measure corruption” and the development process in which 81 Member States participated. Countries also referred to the *Manual on Corruption Surveys: Methodological Guidelines on the Measurement of Bribery and Other Forms of Corruption through Sample Surveys*, as well as the Sustainable Development Goal metadata repository and indicators for monitoring target 16.5 on substantially reducing corruption and bribery in all their forms. A number of countries had adopted methodologies for measuring the two indicators under target 16.5 and

were collecting and disseminating statistics on the indicators, with disaggregation by sector, type of procedure and bribery amount.

111. The United Nations e-Government and e-Participation indices were also mentioned. In addition, several States highlighted the work done by the African Union Advisory Board on Corruption on the creation of a tool for measuring corruption. Several countries mentioned the Transparency International Corruption Perception Index as a tool that helped them to compare their perceived levels of corruption with those of other countries. Additional tools mentioned included the Worldwide Governance Indicators and the Open Data Readiness Assessment of the World Bank, a bribery risk matrix prepared by TRACE International, the Public Integrity Indicators of the Organisation for Economic Co-operation and Development (OECD), the Afrobarometer surveys, Ernst and Young's Global Integrity Report and the Ibrahim Index of African Governance.

112. Many States noted the usefulness of international peer review mechanisms such as the Implementation Review Mechanism under the Convention, as well as the review mechanisms of the African Union, the Council of Europe, the Organization of American States, OECD and the Financial Action Task Force. Several Eastern European and Central Asian States highlighted the indicator-based methodology newly established under the OECD Istanbul Action Plan. The European Union described its Rule of Law Report, a monitoring process assessing, inter alia, asset disclosure rules, lobbying, revolving doors and the general transparency of public decision-making, including public access to information; rules on preventing conflicts of interest in the public sector; measures in place to ensure whistle-blower protection and encourage the reporting of corruption; measures to prevent corruption in high-risk sectors; and repressive measures such as criminalization and sanctions.

113. Ukraine conducted a study on mechanisms for monitoring anti-corruption strategies and electronic information systems for monitoring the implementation of public policies, and examined the systems of over 20 countries to inform the Ukrainian methodology.

114. Mauritius was piloting a regional anti-corruption effort index to measure the effectiveness of anti-corruption efforts by member States of the Southern African Development Community and reported annually on 17 anti-corruption indicators, including:

- (a) The existence of a national anti-corruption strategy and associated monitoring and evaluation framework;
- (b) The number of new anti-corruption laws successfully introduced;
- (c) The number of investigations concluded versus the number of corruption cases authorized for investigation and actual convictions;
- (d) The number of corruption cases committed in the public sector versus those committed in the private sector;
- (e) The number of public education and awareness-raising activities and anti-corruption training events for public officials;
- (f) The number and value of money-laundering cases investigated and the total value of illicit assets recovered;
- (g) The number of corruption risk and vulnerability assessments conducted;
- (h) Levels of citizen perceptions of corruption (in percentages);
- (i) The number of public-private anti-corruption partnerships/platforms/activities initiated;
- (j) The proportion of the national budget allocated to anti-corruption efforts.

115. Paraguay highlighted the following steps that could be useful in a multilateral context:

- (a) Establishing technical and financial cooperation programmes to support the development of corruption measurement systems;
- (b) Facilitating the exchange of good practices and lessons learned between countries to improve approaches and methodology used in measuring corruption;
- (c) Promoting the adoption of international standards and recognized methodologies to guarantee the comparability and quality of data collected;
- (d) Conducting periodic evaluations and reviews of national efforts in the fight against corruption to identify areas for improvement and provide specific recommendations.

116. Several States noted that they would welcome technical assistance in measuring corruption.

VIII. Outlook

117. A fairly small sample of States submitted information for the present note, in particular with regard to methodologies in place to assess the effectiveness of anti-corruption frameworks. Given that many of the methodologies described were aimed more at assessing the level of implementation of frameworks than effectiveness and that States mentioned numerous challenges they faced and suggested that technical assistance and international efforts might be helpful, the Working Group on the Prevention of Corruption may wish to decide to continue discussing this topic at future meetings. In addition, the Working Group may wish to consider requesting UNODC to produce guidance on how to evaluate the effectiveness of anti-corruption frameworks, subject to the availability of sufficient extrabudgetary resources.
