



UNODC

United Nations Office on Drugs and Crime

Annex I

Guidance Note

Experiences, good practices and challenges in measuring corruption and the effectiveness of anti-corruption frameworks

Measuring corruption and the effectiveness of anti-corruption frameworks can enhance our understanding of its causes, risks, consequences, and trends. It allows for the identification of gaps and weaknesses in legal and institutional frameworks and the monitoring and evaluation of the effectiveness of anti-corruption policies and actions and can thereby inform domestic policy responses.

Due to the hidden and often complex nature of corruption, measuring it poses various challenges. In addition to requiring financial and technical capacity to gather and analyse data, any measurement approaches need to take into account the specificities of geographic, sectoral and legal contexts.

In resolution 10/4, the Conference of the States Parties requests the United Nations Office on Drugs and Crime to collect information on good practices, lessons learned and challenges in measuring corruption and to collect data on methodologies and indicators for measuring corruption risks, trends and prevalence, as well as for assessing the effectiveness of their policies and actual measures to combat corruption.

Part 1 of this Annex contains dedicated questions regarding measuring the effectiveness of anti-corruption frameworks. In this respect, reference is made to the document “Good practices, lessons learned and challenges in periodically evaluating the efficiency and the effectivity of anti-corruption measures and policies” (CAC/COSP/WG.4/2023/2), which contains an analysis of the information submitted by 38 parties to the Convention and was presented to the 14th session of the Working Group in 2023. Parties are invited to send additional information regarding measuring the effectiveness of anti-corruption frameworks and may wish to consider using the questionnaire contained below.

Part 2 of the below questionnaire contains questions on the measurement of corruption.

The answers to the questionnaire will flow into an analytical paper to inform the discussions of the 15th session of the Working Group on Prevention. In addition, unless otherwise requested, the responses will be published as part of the creation of a repository of methodologies and indicators for measuring corruption risks, trends and prevalence in line with paragraph 8 of resolution 10/4.

Part 1 – National experiences with assessing the effectiveness of anti-corruption frameworks

1. Does your country have any mechanisms in place to assess the effectiveness of its legislative and/or institutional anti-corruption framework? Please briefly summarize the methodology, scope and frequency of the process as well as any specific tools your country uses.

Finland does not have any established mechanism in place to assess the effectiveness of the national anti-corruption framework.

2. Please describe the institutional setup for assessing the effectiveness of the anti-corruption framework. Which institutions are involved in the assessment? Is there a mechanism for interagency

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cooperation in assessing the effectiveness of the anti-corruption framework? Does your country engage with academia, civil society and the private sector throughout these processes?

3. If your country uses indicators to assess the effectiveness of its anti-corruption framework, please describe the indicators as well as the data sources used.

4. Please summarize any findings of the effectiveness assessment. If several exercises have been conducted, have any trends been identified?

5. How does your institution or country use the results of the assessments to inform policy-making? Has your country amended its anti-corruption framework in response to the outcomes of the effectiveness assessments?

6. Which challenges has your country encountered in assessing the effectiveness of anti-corruption frameworks, and which steps have been taken to overcome them?

7. Which good practices could your country share regarding the measurement the effectiveness of anti-corruption frameworks that could benefit other States?

8. Has your country been guided by any international efforts aimed at improving or assessing the effectiveness of anti-corruption frameworks (e.g., peer review mechanisms, methodologies provided by international organizations)? If not, are there any tools or measures by international organizations that you would consider helpful in this regard (e.g., guidance on data collection, provision of tools, stronger focus on effectiveness in peer reviews)?

In the EU context, especially when it comes to reporting to different EU bodies on legislative frameworks and implementation efforts relating to intersecting topics, the EU bodies often underline that data and information provided earlier in different contexts can be referred to. As an example, the Rule of Law reporting guidance states that “*In order to avoid duplication and excessive administrative burden, contact points are encouraged to answer as many questions as possible by making explicit reference to any contribution already provided in a different context including under Council of Europe, OECD, OSCE and UN bodies or procedures. Information covered in the inputs for the previous Rule of Law Reports should be referenced where relevant and does not need to be repeated.*” This guidance has encouraged making use of intersecting reporting mechanisms, creating more synergy and efficiency.

It would be essential to avoid any duplication when it comes to surveys, questionnaires, and data requests relating to anti-corruption efforts.

9. Please insert any information you would like to add, such as descriptions of indicators or links to sources or reports.

Part 2 - National experiences with corruption measurement

A. Existing national or sub-national mechanisms to measure corruption and/or the effectiveness of anti-corruption frameworks

1. Does your country have any mechanisms in place to quantify or measure corruption? Please briefly summarize the methodology and scope (e.g. national, regional, sectoral) and frequency of the measurement process.

In 2018, the Finnish Government’s analysis, assessment and research activities (VN TEAS) framework put out a project entitled “Indicators for and data collection on corruption compatible with the Finnish country context” for public bids. A consortium consisting of the Police University College (Polamk) and the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI) with input from the University of Vaasa won the bid. The project "Indicators for monitoring corruption in Finland (KORSI)" was led by the Police University College and was carried out during 2019-2020.

In line with the information needs raised by the Government, the aim of the research project was 1) to propose qualitative and quantitative indicators that can be used to map corruption in Finland, and 2) to present methods and data sources that can be used in carrying out such a mapping.

Immeasurable corruption? Indicators for monitoring corruption in Finland (KORSI) project and its key results –report published in 2020 provides an overview on current indicators in use relating to seven sub-categories of corrupt behavior identified by the Finnish Government as important areas of analysis. The KORSI project identified indicators for monitoring certain areas of

corruption that are difficult to measure. These monitoring targets are mainly related to structural and network corruption, such as undue influence and unethical decisionmaking.

Table 1. (page 5) of a Policy Brief on the project provides for a listing on existing measurements of corruption.

In addition to the surveys mentioned in the Policy Brief, “State of Civil Service Ethics in Finland – a Survey of the Ethical Values and Principles of Central Government Employees” conducted in 2016 will be repeated in 2024.

In addition to the national data collection and the development work conducted relating to indicators and methods to measure corruption, Finland produces regularly statistics and data in international institutional contexts. These include the EU Justice Scoreboard, Rule of Law reports conducted by the European Commission, and the OECD Anti-Bribery Convention enforcement follow-up process. The data may cover different topics depending on the review or reporting process. These topics may include e.g. bribery cases in national courts, existing framework on asset declarations or beneficial ownership information. The coordination responsibility is mainly held by Ministry of Justice, and the data is collected mainly by responsible officials or agencies.

2. Please summarize any findings of the measurement exercises. If several exercises have been conducted, have any trends been identified?

The KORSI project found that corruption in Finland is typically linked to different structures and networks. This makes it more difficult to detect corruption and poses challenges for measuring the phenomenon and its characteristics. In the KORSI project, particular attention was paid to forms of corruption that are difficult to measure, such as unethical influence and decision-making

The project compiled a wide range of survey indicators from open sources that can be used in the quantitative examination of corruption in the future. Some corruption issues were tested in the Police Barometer population Survey. According to the report, six per cent of Finns aged 15 to 79 fully agree that “corruption is a significant problem in Finland”. Among the areas of corruption, the most problematic were good brother networks, election and party funding, land use and construction, and favouritism in the selection of posts.

The project examined the construction sector and sports corruption and competition manipulation separately. In the construction sector, indications of corruption could be traced more efficiently with the help of information on contracts and competitive tendering if public procurement documents were as public as possible. It is also possible to intervene in competition manipulation. For example, information on athletes' employment relationships and salaries, game behaviour and various violations may contain tips of corruption. The detailed risk assessment of the sector could be used in other areas of society as well.

See more in the report and policy brief mentioned in question 1.

3. Which institutions are involved in the measurement efforts (*e.g. Ministry/ies, Anti-Corruption Agency, Civil Service Commission, Ethics Commission, National Statistical Office, Supreme Audit Institution, procurement authority, tax authority, law enforcement authority*)? Is there a mechanism for interagency cooperation in measuring corruption?

4. Does your country engage with academia, civil society and the private sector in measuring corruption?

See question 1.

5. Which challenges has your country encountered in measuring corruption and which steps have been taken to overcome them? *E.g. Lack of resources, lack of methodological guidance, lack of technical capacity, lack of credibility of data, lack of legislation and procedures in place, multiplicity of data collection approaches, multiplicity of data sources and formats*

As the KORSI project concluded, in the big picture, corruption in Finland is not visible corruption or bribery, but structural, difficult to detect and often occurs at the interface between business life and the authorities. Construction, public procurement and competitive tendering, community-planning, political decision-making, and party and election funding are considered as high-risk areas. Low awareness of corruption is a challenge. In Finland, it is difficult to get an overall picture of corruption offences and forms of corruption.

Ministry of Justice has received ISF-funding to start a project in 2024 with the aim to improve the ability of key authorities to combat corruption by strengthening the knowledge base and by promoting awareness of corruption among other authorities, companies and citizens. In the long term, the aim is to combat and reduce corruption offences and increase security.

The project will build and publish a situational analysis of corruption in Finland and provide online training for the police, prosecutors, and judges. In addition, the project will provide training for other authorities, companies and citizens and develop awareness-raising related to anti-corruption work, for example through the website “www.anti-corruption.fi”.

The project will result in more effective knowledge-based decision-making and anti-corruption activities as well as an increase in general awareness of corruption. All elements of the project contribute to preventing corruption, improving the realisation of criminal liability and creating preconditions for fair and open competition. A reproducible situational analysis makes it possible to monitor the national corruption situation in the long term.

6. Which good practices could your country share regarding the measurement of corruption that could benefit other States?

B. Specific areas of corruption, indicators and sources

1. Which types of corruption does your country measure and which specific indicators does your country use to assess the level of corruption?

Please tick or describe the indicators your country uses to measure corruption.

	Direct measures (e.g. prevalence of corruption collected through surveys)	Perception (among general population or selected groups collected through surveys)	Risk constraints (factors that deter corruption, e.g. use of e-governance)	Risks Opportunities (Factors that enable corruption; e.g. little oversight)	Legislative response (<i>de jure</i> ; e.g. law in place)	(Criminal) Justice response (<i>de facto</i> ; e.g. arrests, convictions for corruption offences)
Bribery	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Embezzlement/misappropriation	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Money-laundering	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Illicit enrichment	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Abuse of functions	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Public hiring based on merit	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.

	Direct measures (e.g. prevalence of corruption collected through surveys)	Perception (among general population or selected groups collected through surveys)	Risk constraints (factors that deter corruption, e.g. use of e-governance)	Risks Opportunities (Factors that enable corruption; e.g. little oversight)	Legislative response (<i>de jure</i> ; e.g. law in place)	(Criminal) Justice response (<i>de facto</i> ; e.g. arrests, convictions for corruption offences)
Independence and integrity of the judiciary	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Conflict of interest	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Management of Public finances	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Public procurement	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Candidature for and election to public office	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Preventive measures for the private sector	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Preventive measures for state-owned enterprises	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Training programmes	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.

	Direct measures (e.g. prevalence of corruption collected through surveys)	Perception (among general population or selected groups collected through surveys)	Risk constraints (factors that deter corruption, e.g. use of e-governance)	Risks Opportunities (Factors that enable corruption; e.g. little oversight)	Legislative response (<i>de jure</i> ; e.g. law in place)	(Criminal) Justice response (<i>de facto</i> ; e.g. arrests, convictions for corruption offences)
Resources allocated to fight corruption	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Public reporting and access to information	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Protection of reporting persons	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
Other: Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
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Other: Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.	Yes <input type="checkbox"/> No <input type="checkbox"/> Click or tap here to enter text.
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Please insert any information you would like to add, such as descriptions of indicators or links to sources or reports.

2. Which methods and data sources does your country use to measure corruption?

- Population surveys
- Business surveys
- Public official surveys
- Administrative records
- Procurement data
- Banking data
- Criminal justice records
- Other:

C. Data collection and use

1. How does your country ensure the validity and integrity of the data collected on corruption?

2. Are policies or mechanisms in place to

- Discuss and agree on data objectives, priorities and scope between relevant stakeholders
- Collect data to measure corruption systematically
- Collect data disaggregated by
 - sex
 - age
- Validate the accuracy and impartiality of the data collected to measure corruption
- Facilitate data sharing across institutions
- Integrate data from different sources
- Ensure easy access to data
- Release information on the measurement of corruption on regular basis (monthly, yearly)

3. Which technological tools or systems are employed by your country in the collection and analysis of relevant data?

4. How does your country utilize the data on corruption to inform policy-making and anti-corruption strategies?

5. Has your country participated in any international efforts or collaborations aimed at improving the measurement of corruption? If not, which efforts would you find helpful to inform your national measurement work?

6. If your country does not currently measure corruption, can you indicate why? Would any international efforts, e.g., those by international organizations, be helpful to inform national efforts in this regard? Which tools, support or other measures would you consider helpful?