



## 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 14<sup>th</sup> 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 15<sup>th</sup> 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.

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| <ol style="list-style-type: none"><li>1. There is no mechanism in place specifically for the purpose of direct assessment of effectiveness of legislative anti-corruption framework.</li><li>2. There is a risk management mechanism (integrity plan) in place which aims at assessing the effectiveness of the institutional anti-corruption framework and indirectly also the legislative framework of that institution’s operation. The integrity plan is an obligatory mechanism for all public bodies (Article 47 – 49 of Integrity and Prevention of Corruption Act).</li></ol> |
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3. Further, the Commission for the Prevention of Corruption (hereinafter: CPC) regularly assesses and emphasizes the need for amendments of legislative anti-corruption framework in its recommendations in a concrete case and its annual reports and accompanying situation analyses.
4. Similarly, in terms of corruption criminal offence, the inadequacies of the legislative in institutional anti-corruption framework are emphasized in the State Prosecutor's annual report.
5. In addition, there is an action plan of the Resolution for the Prevention of Corruption of RS in place, which is a cumulative list of anti-corruption measures that should be taken within Slovenia. The current action plan is outdated, while the new action plan is being formed and thus underway. The new action plan foresees to include also the indicators of effectiveness. The action plan will be adopted after the adoption of the said Resolution.
6. Furthermore, the Government has prepared and adopted its own Program on Integrity and Transparency with identified shortcomings (both legislative and practical) and measures to mitigate them. By adopting its programme to enhance integrity and transparency in the public sector for the 2023–2026 period in February this year (hereinafter: the Programme), the Government of the Republic of Slovenia (hereinafter: the Government) demonstrated its focus on and determination to enhance the integrity and transparency in the public sector. The Programme contains measures that are to a large extent preventive, and the bodies responsible for their implementation are certain ministries in cooperation with other state bodies and non-governmental organisations. The implementation of measures under the Program extends over a four-year period, but this is the final deadline, and a shorter deadline may be set for each individual measure, depending on its purpose and the activities required for its implementation. As follows from the Government's decision, by which the Programme was adopted on 9 February 2023, the implementing authorities are required to report semi-annually on the implementation of the activities in terms of progress towards fulfilling the measures.

The Government so far accepted two semi reports to the Programme, to assess the effectiveness of activities for implementation of measures included in the Programme. The indicators included in the actions in the Programme shall ensure the monitoring of the implementation of the actions.

The links to the Programme and the first interim Report to the Programme:

[Programme-2023-2026.docx \(live.com\)](#)

[First-Interim-Report.docx \(live.com\)](#)

The Second interim Report to the Programme has not yet been translated to English, but it will be posted to the official website address of the Government of the Republic of Slovenia very soon.

According to these reports, activities supporting the permanent measures included in the Programme are being carried out. These include measures aimed at raising awareness among public employees, including those employed in the judicial system and those employed in other public sector entities, especially in areas considered riskier from the viewpoint of integrity, such as public procurement procedures.

The shortcomings and measures from the governmental programme will be transposed to the action plan.

7. The CPC provides comments to the draft acts with regard to the risks of corruption (legislative proofing).
8. Some assessments or analyses have been made by international oversight mechanisms such as GRECO due to which the national anti-corruption legislation (and other laws) was changed.

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 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?

Integrity plan – managed by every public sector body individually, with assistance or oversight of the Commission for the Prevention of Corruption (CPC)  
Action plan – engagement of public and private sector bodies, the civil society and the media, coordinated by the CPC  
CPC annual reports and situation analyses – the CPC  
State Prosecution Office’s annual reports – the State Prosecution Office.

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.

There is no overall cumulative assessment made in a statistical way that could rank the situation in Slovenia in a period of time (e.g. per year). Currently, in the existing action plan, such indicators are not envisaged. However, with the one being prepared, the indicators will be developed in order to assess effectiveness of the implemented measures.

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

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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?

Due to the past comments of the CPC with regard to the anticorruption framework in legislation, the Integrity and Prevention of Corruption Act was amended in 2020.

The CPC provides comments to the draft acts in the process of legislative proofing and often (not always) those comments are taken into account in the draft law. Similarly, the CPC presents recommendations in the process of amendments of the legislation, also there the CPC recommendations are often implemented.

On the institutional level the very purpose of the previously mentioned integrity plans (under point 1.) is to amend the operation of the public sector body, so it manages its corruption risks more effectively.

Similarly, the previously mentioned action plan will serve the purpose of amending the institutional and legislative anticorruption framework at the national and sectoral level.

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

In terms of overall country assessment that would result in ranking, the problem is undoubtedly the lack of concrete indicators for measuring the country's level of corruption. So far, there have not been any steps taken in this respect.

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

In terms of the overall country assessment, there are none, in terms of enhancing the effectiveness of particular anti-corruption frameworks, some examples are provided under 1.

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)?

So far, Slovenia has undergone 5 GRECO assessments, 4 OECD WGB assessments, 2 OECD PIAC assessments and 2 UNODC IRM assessments.

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

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## 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.

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

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?

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

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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*

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

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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?

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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?

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

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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?

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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?

Slovenia does not measure corruption directly as it is not aware of any standardized indicators that would directly measure corruption. There are indirect indicators such as the number of corruption reports received or public opinion polls and similar, but they are not considered 100% reliable and measure corruption only indirectly. So when discussing the situation on corruption in Slovenia, we so far rely on the external sources such as the Transparency International's Corruption Perception Index or similar. It would be extremely valuable if such standardized indicators for direct measuring of the level of corruption within a country would be available.