

21 May 2021, Friday 13:10-14:00 CET / 14:10-15:00 UTC +3, EEST

## **Immeasurable corruption? Recent indicators and benchmarks for a comprehensive assessment of corruption**

*Moderator: Steven Malby, UK*

**How to measure structural and unseen forms of corruption: recent indicators from Finland**

Dr Natalia Ollus, Director, HEUNI

**The Commonwealth Benchmarks on corruption**

Matthew Moorhead, Legal Adviser, Commonwealth Secretariat, UK

**The necessity to find a variety of measures to capture unethical conduct**

Dr Roxana Bratu, University of Sussex

**The development of a comprehensive framework on corruption measurement**

Salomé Flores, UNODC

**Discussion**

**#CCPCJ30  
#HEUNI40**



**UNODC**

United Nations Office on Drugs and Crime



**HEUNI**

The European Institute for  
Crime Prevention and Control,  
affiliated with the United Nations



Permanent Mission of Finland  
Vienna



# How to measure structural and unseen forms of corruption

Recent indicators from Finland

Side event at the 30th Session of the CCPCJ

21 May 2021

Dr Natalia Ollus, Director

HEUNI

# Corruption perceptions index (CPI) 2020



## Index 2020 Results table

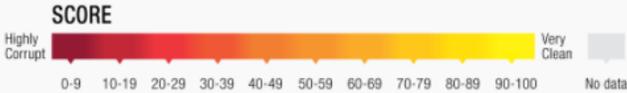
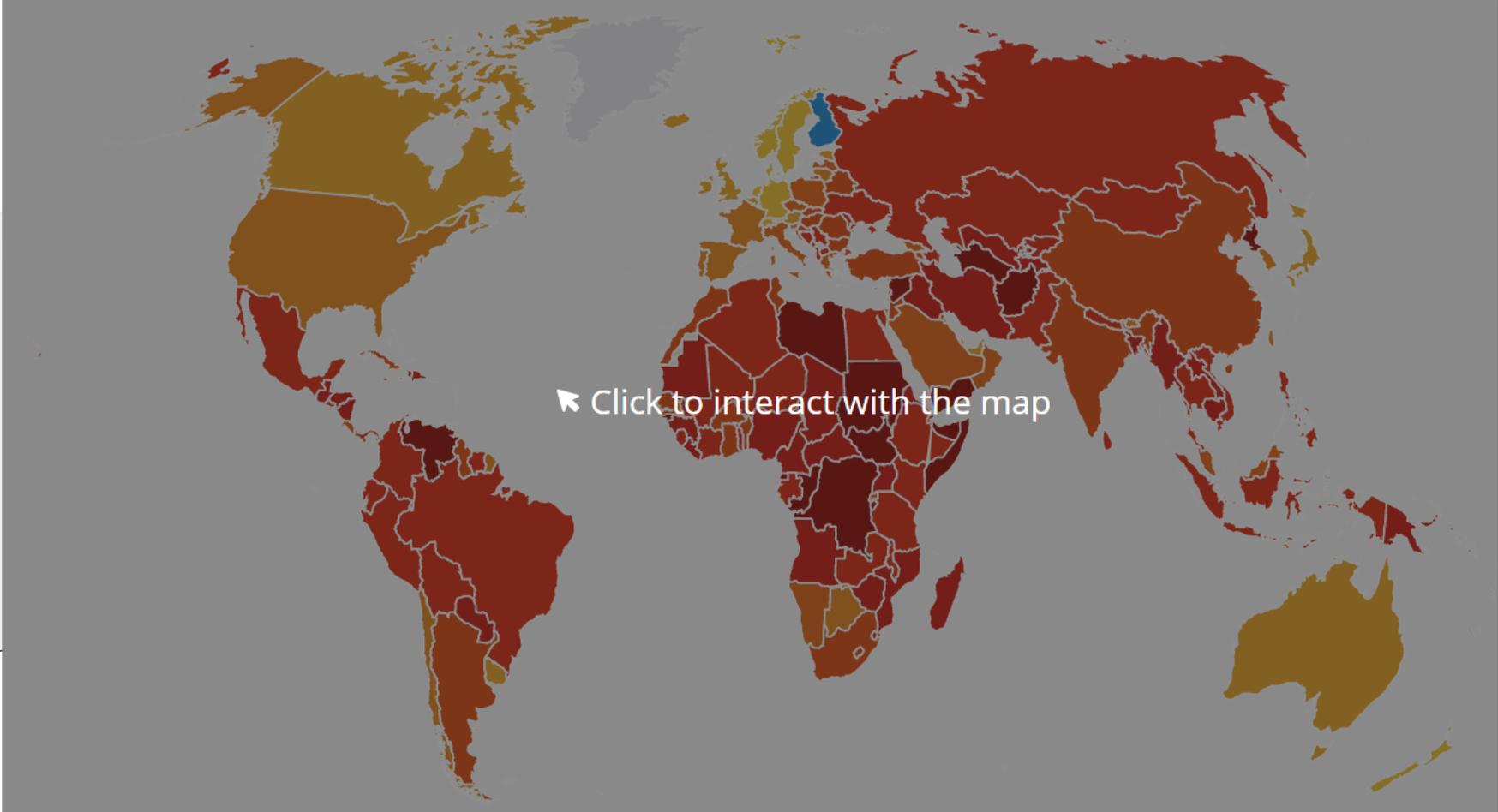
Score	Country	Rank
88	New Zealand	1
88	Denmark	1
85	Finland	3
85	Switzerland	3
85	Singapore	3
85	Sweden	3
84	Norway	7
82	Netherlands	8

WESTERN EUROPE / EUROPEAN UNION

### FINLAND

Score: 85/100   Rank: 3/180   Score change: -5 since 2012

[Read more](#)





# Forms of corruption in Finland

- **The CPI boosts the illusion that Finland is free from corruption:**
  - Difficult to identify and understand corruption and unethical conduct
  - Indicators and systematic measurement needed
- **Corruption in Finland has taken place e.g. in the following areas, according to research:**
  - Financing of political parties/candidates
  - Urban planning and construction projects
  - “Old boys’ clubs” or informal networks (in politics, business and public procurement)
  - Public procurement: tenders tailored to suit only certain bidders



## **Government commissioned a study to develop the measurement of corruption**

**2018 tender by the Finnish Government's analysis, assessment and research activities (VN TEAS) to develop indicators for and data collection on corruption:**

- conflicts of interest and dual roles,
  - favouritism (including nepotism) and unethical mutual “assistance”,
  - informal decision-making outside formal decision-making structures,
  - undue influence in decision-making (including the drafting of legislation and decisions),
  - unethical restrictions in tender specifications,
  - unethical election and party funding,
  - match fixing, betting scandals and bribery of referees.
- 
- Consortium: Police University College (Polamk), the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI) with input from the University of Vaasa.
  - The Police University College led the project "Indicators for monitoring corruption in Finland (KORSI)" during 2019-2020.

# Realistic, cost-efficient, repeatable, quantitative measures...



A) Conflicts of interest and dual roles	Source/method
<p><b>Indicator 1: Certain practices which are generally considered unethical are listed below. In your opinion, do they occur in central government in Finland?</b> Favouring persons of the same political party, identifying with a certain interest group, favouring relatives, inappropriate lobbying, influencing a decision regardless of being disqualified.</p>	<p>State of ethics and morality among public servants in central government – a survey addressed to citizens 4.</p>
<p><b>Indicator 2: How serious a problem do you think the following phenomena are in Finland?</b> Problems caused by dual roles in public administration.</p>	<p>Police Barometer 2020.</p>
<p><b>Indicator 3: How common is corruption in our country in the following situations?</b> In preparation of land use decisions.</p>	<p>Foundation for Municipal Development 2019.</p>
B) Favouritism (including nepotism) and unethical mutual "assistance"	
<p><b>Indicator 4: Certain practices which are generally considered unethical are listed below. In your opinion, do they occur in central government in Finland?</b> Favouring persons of the same political party, identifying with a certain interest group, favouring relatives, influencing a decision regardless of being disqualified.</p>	<p>State of ethics and morality among public servants in central government – a survey addressed to citizens 4.</p>
<p><b>Indicator 5: How serious a problem do you think the following phenomena are in Finland?</b> Favouring relatives or friends in public service appointments.</p>	<p>Police Barometer 2020.</p>
<p><b>Indicator 6: How common is corruption in our country in the following situations?</b> When issuing different permits (including building, water, environmental permits)</p>	<p>Foundation for Municipal Development 2019.</p>
C) Informal decision-making outside formal decision-making structures	
<p><b>Indicator 7: Do you agree or disagree with the following statements?</b> Too close links between business and politics in Finland lead to corruption (Q12 1).</p>	<p>Flash Eurobarometer 374 (Businesses' Attitudes Towards Corruption in the EU).</p>
<p><b>Indicator 8: How serious a problem do you think the following phenomena are in Finland?</b> Informal decision-making in old boy networks.</p>	<p>Police Barometer 2020.</p>

D) Exertion of undue influence on decision-making (incl. the drafting of legislation and decisions)	
<b>Indicator 9: Municipal chief executives' answers to the question: In your experience, are the following ethical problems topical in your municipality?</b> Delays in taking care of matters, failure to provide information, inappropriate favouritism, exerting influence on the processing of a matter regardless of being disqualified, inappropriate lobbying, misuse of confidential information, gifts and other benefits offered to personnel, accepting inappropriate financial benefits (bribery).	Municipal Executives' Ethical Barometer, University of Vaasa 35.
<b>Indicator 10: How serious a problem do you think the following phenomena are in Finland?</b> Lack of transparency in the drafting of legislation.	Police Barometer 2020.
E) Unethical specifications in contract award criteria	
<b>Indicator 11: How widespread do you think the following practices are in public procurement procedures in Finland?</b> Involvement of bidders in the design of specifications (Q7 3); Specifications tailor-made for particular companies (Q7 6).	Flash Eurobarometer 428 (Businesses' attitudes towards corruption in the EU).
<b>Indicator 12: How serious a problem do you think the following phenomena are in Finland?</b> Corruption in public procurement.	Police Barometer 2020.
F) Unethical election and party funding	
<b>Indicator 13: Do you agree or disagree with the following statements?</b> There is sufficient transparency and supervision of the funding of political parties in Finland (Q12 3).	Flash Eurobarometer 428 (Businesses' Attitudes Towards Corruption in the EU).
<b>Indicator 14: How serious a problem do you think the following phenomena are in Finland?</b> Use of election or party funding for private gain.	Police Barometer 2020.
<b>Indicator 15. How common is corruption in our country in the following situations?</b> When supporting parties or individual candidates financially in elections	Foundation for Municipal Development 2019.
G) Competition manipulation, betting scandals and bribery of referees	
<b>Indicator 16: Were you ever approached at any time in the past 12 months by anyone who asked you to fix a match (including 'spot fixing' or sharing sensitive inside information)?</b>	Don't fix it! May 2014. Birkbeck Sports Business Centre, University of London.
<b>Indicator 17: How serious a problem do you think the following phenomena are in Finland?</b> Match fixing and betting scandals.	Police Barometer 2020.



# ... are not necessarily comprehensive measures of structural corruption

**To truly capture the structural dimensions of corruption, survey data needs to be supported by qualitative data:**

- Research using qualitative interviews, focus group discussions, media reports
- Research based on criminal justice cases (police-recorded data, police files, cases prosecuted, judgments)
- Threat and risk assessments
- Assessment of compliance with existing standards and international anti-corruption treaties

→ Requires resources and funding!



# Thank you!



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# The Commonwealth Anti-Corruption Benchmarks

A low-angle shot of numerous national flags on tall, silver poles, reaching towards a clear blue sky. The flags are densely packed and appear to be waving in the wind. The perspective is from the bottom left, looking up and across the field of flags.

CCPCJ 2021 Side Event

21 May 2021



# A new tool

## What are the Benchmarks?

The Commonwealth Anti-Corruption Benchmarks are a tool to strengthen anti-corruption measures across society and the economy, in achievable, practical and auditable ways



## Who produced the Benchmarks?

The Commonwealth Secretariat, in partnership with the Global Infrastructure Anti-Corruption Centre (GIACC) and the Royal Institution of Chartered Surveyors (RICS)



# Comprehensive and user-friendly

## Who are the Benchmarks for?

- Governments
- Public sector bodies
- Citizens
- Academics
- Private sector

## Where can I access them?

Download the Benchmarks at <https://thecommonwealth.org/office-civil-and-criminal-justice-reform>

FAQs and other materials also available

## What sources were used?



# Scheme and structure of the Benchmarks

25 areas of public and private life

Each Benchmark is accompanied by detailed Guidance to assist implementation

## Benchmarks

1. Corruption offences, sanctions, and remedies
2. Authority responsible for preventing corruption
3. Investigation, prosecution, asset recovery, and policing
4. The court system
5. Parliament
6. Regulatory authorities
7. Regulation of financial institutions and the financial system
8. Transparency of asset ownership
9. Political lobbying, financing, spending, and elections
10. Public sector organisations
11. Public officials
12. Issuing permits
13. Procurement
14. Contract management
15. Financial management
16. Concession management
17. Asset management
18. Independent monitoring
19. Independent auditing
20. Anti-corruption training
21. Reporting corruption
22. Standards and certification
23. Professional institutions and business associations
24. Participation of society
25. International co-operation



## What's next?

- Commonwealth Heads of Government Meeting (CHOGM)
- Engagement with Commonwealth countries to implement Benchmarks
- Join a webinar on **Wednesday, 2 June** at **2pm BST** to learn more about the Benchmarks.
- Email Matt at [m.moorhead@commonwealth.int](mailto:m.moorhead@commonwealth.int) for registration information

# Measuring Corruption: The necessity to find a variety of measures to capture unethical conduct

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DR ROXANA BRATU

UNIVERSITY OF SUSSEX

# Why is it important to measure corruption?

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The contemporary (anti)corruption paradigm is based on three assumptions:

- Corruption can be defined
- Corruption can be measured
- Corruption can be controlled/curbed

# How have we measured corruption so far?

Perceptions

Experiences

Attitudes

Representations

Proxy measures (PETS)



# Why is it so challenging to measure corruption?

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## What we measure and how we measure

- Perception of corruption
- Comparative figure for a complex phenomenon

## Transparency of methodology

- Sources are not independent from each other (indexes are not independent from each other, so no comparability between indexes)
- No comparability within the same index between countries
- No comparability within the same index over time

## Different measurements indicate different levels of corruption

Proxy measures do not focus directly on corruption, they typically measure risks associated with different situations

Potential bias linked to cultural background

Lack of cultural understanding for residents and expats.

# Measuring hidden corruption

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“Informality, to paraphrase Friedrich Nietzsche, is a term that has history rather than a definition [...] we refer to the world’s open secrets, unwritten rules and hidden practices assembled in this project as ‘ways of getting things done’. Informal practices may escape articulation in official discourse, but they capture the ‘know-how’ of what works in their vernacular representations” (Ledeneva, 2018: 1).

The Global Corruption Barometer (2013) asks the following questions that point to informality:

In your dealings with the public sector, how important are *personal contacts/relationships* to get things done?

- 73% considered that contacts are important and very important

To what extent is this country's government run by a few big interests looking out for themselves?

- 73.60% thought that the government is to a large extent or entirely run by a few big interests

How effective do you think your government's actions are in the fight against corruption?

- 69.40% believe that the government is ineffective or very ineffective in the fight against corruption

The Global Corruption Barometer Middle East & North Africa (2019) asked people in Jordan, Lebanon and Palestine about their experiences with *wasta*.

- More than a third use personal connections
- More than 1 in 3 people who used a public service in the previous 12 months used *wasta*.
- Utilities and courts have the highest *wasta* rates.

# From measuring Corruption to measuring Integrity

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Fazekas et al (2019) [measure integrity](#) in public procurement as a composite index taking into account: **Single bidder contract, Call for tenders publication, Procedure type, Length of advertisement period, Length of decision period, New company, Tax haven**

Mungiu-Pippidi (2016) created an [Index of Public Integrity](#) that has six components: judicial independence, administrative burden, trade openness, budget transparency, e-citizenship, freedom of the press.

# Conclusion

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The contemporary measurements of corruption are unable to capture the 'real' level of corruption

The contemporary measurements of corruption are unable to capture change/progress in the anti-corruption fight

In order to improve our measurements we could:

- look at phenomena that escape the classical understanding of corruption
- move beyond the nation state

# Bibliography

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**SUSTAINABLE  
DEVELOPMENT  
GOALS**



**16** PEACE, JUSTICE  
AND STRONG  
INSTITUTIONS



The development of a comprehensive  
framework on corruption measurement

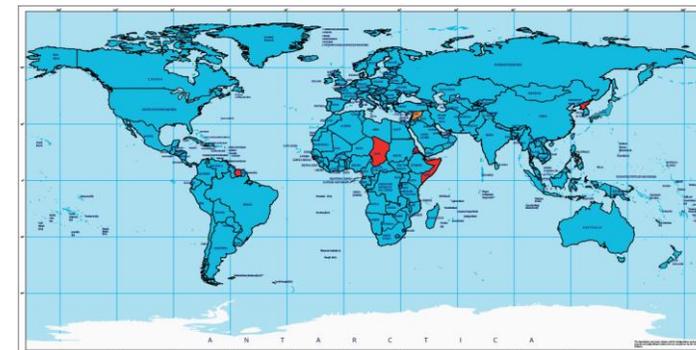
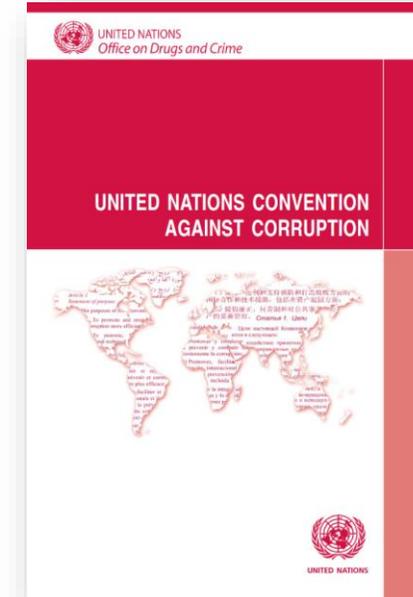


# Why should countries measure corruption?



## Article 61. Collection, exchange and analysis of information on corruption

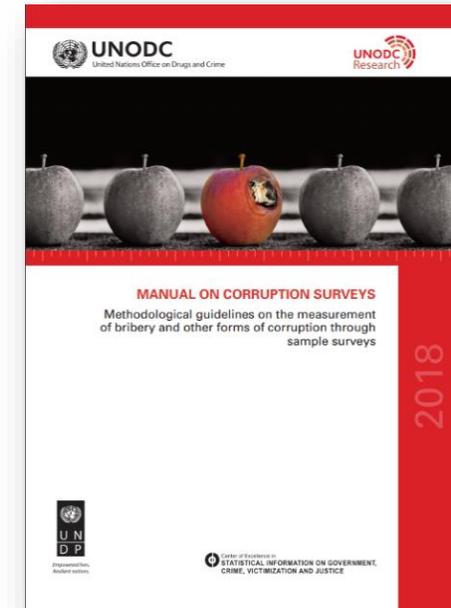
- Analyzing trends and context of corruption
- Develop analysis and information to prevent and combat corruption
- Monitor policies and measures to combat corruption



# What has been mostly measured so far?

UNODC, UNDP and a Task Force on Corruption Measurement generated a manual to measure **bribery** and other related behaviors through sample surveys amongst:

- Population (SDG Indicator 16.5.1)
- Businesses (SDG Indicator 16.5.2)



# Who has measured bribery?

Country coverage of SDG Indicator 16.5.1 (2018)

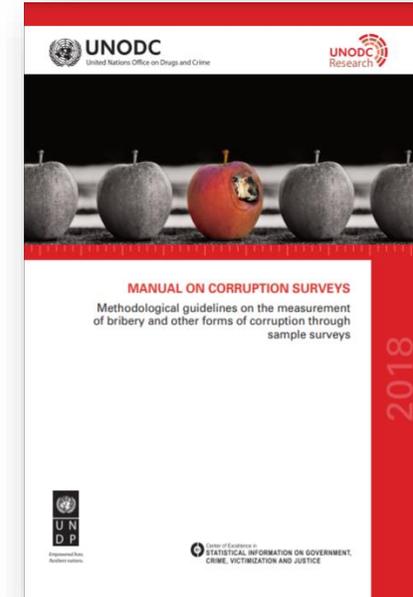


Source: UNODC [Data Portal](#)

# Measuring corruption beyond bribery

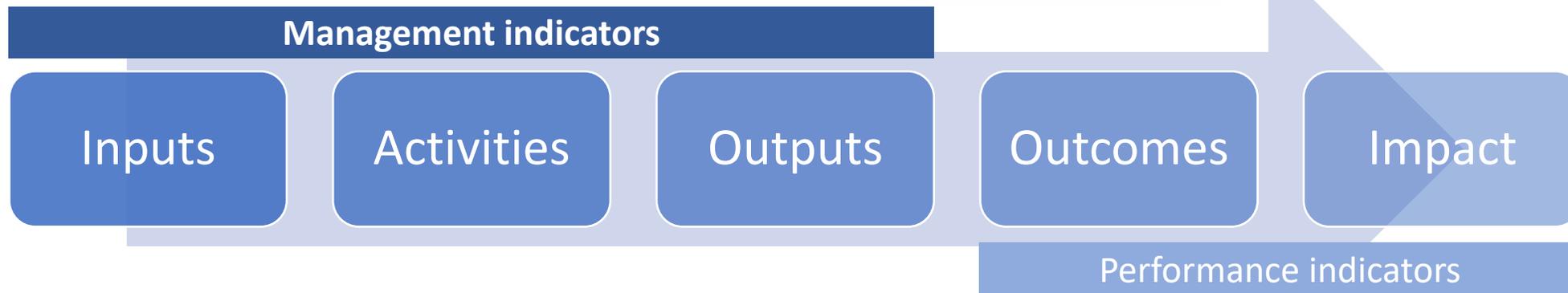
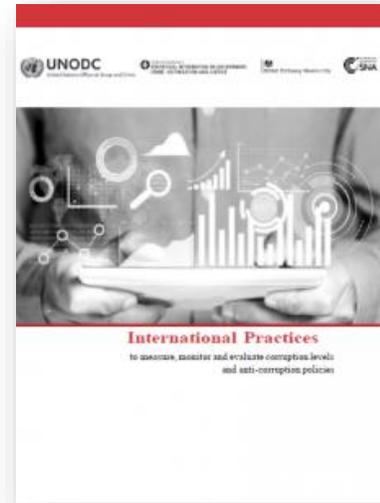
## COSP Resolution 8/10: Measurement of Corruption

- Encourages States to conduct sample surveys following the Manual on Corruption Surveys
- Also encourages States to develop methodologies and indicators to measure corruption
- Asks UNODC to improve the **comprehensive**, **evidence-based** and **multifaceted** actions undertaken to detect and measure corruption



# Initial approach: Policy effectiveness

The UNODC-INEGI Center of Excellence conducted a desk-review of international practices aimed at measuring, monitoring and evaluating anti-corruption policies



# Preliminary findings

▶ Though more countries are measuring corruption, few have comprehensive methodologies that encompass several policy areas

▶ Countries rely heavily on perception measurements without necessarily combining them with experience-based ones

▶ It is hard to straightforwardly explain changes in a corruption indicator by looking at a stand-alone policy

▶ International practices can inspire national policies, but they're always context-dependent and need tailoring to be replicated

# A holistic approach

## Areas and sectors based on UNCAC's Chapters

- Forms of corruption
- Risk factors and vulnerabilities
- Surveys of public services;
- Preventive measures
- Recruitment
- Procurement
- Criminalization and law enforcement
- Private sector
- International cooperation.
- Asset recovery.



## Broad data sources and methods

- Administrative records
- Household and business surveys
- Surveys of public services;
- Corruption risk assessments
- Qualitative, expert-based interviews;
- Individual anonymised records on corruption offences;
- Anonymized court casefiles and whistle-blowing files;
- Administrative records from the criminal justice system and civil procedures;
- Big data relevant to corruption activities, dynamics, and risks; and,
- Predictive analytics and statistical modelling.

# The way forward

## 2 Task Force on Corruption Measurement

July 2021

Guides the construction of national information systems that can detect, measure and monitor corruption risks and trends

Helps to assess the implementation and effectiveness of anticorruption policies, strategies and/or measures

Contributes to the design, implementation, monitoring and evaluation of evidence-based anti-corruption policies in line with the UNCAC



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# Thank you!

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# DISCUSSION

Share your thoughts and questions!