



MEASURING CORRUPTION, ADVANCING INTEGRITY AND USING EVIDENCE FOR POLICY ENGAGEMENT

A presentation of the SIGMA indicators for the Principles of Public Administration
and the new OECD Public Integrity Indicators

Jesper Johnsen – November 18, 2021



Agenda

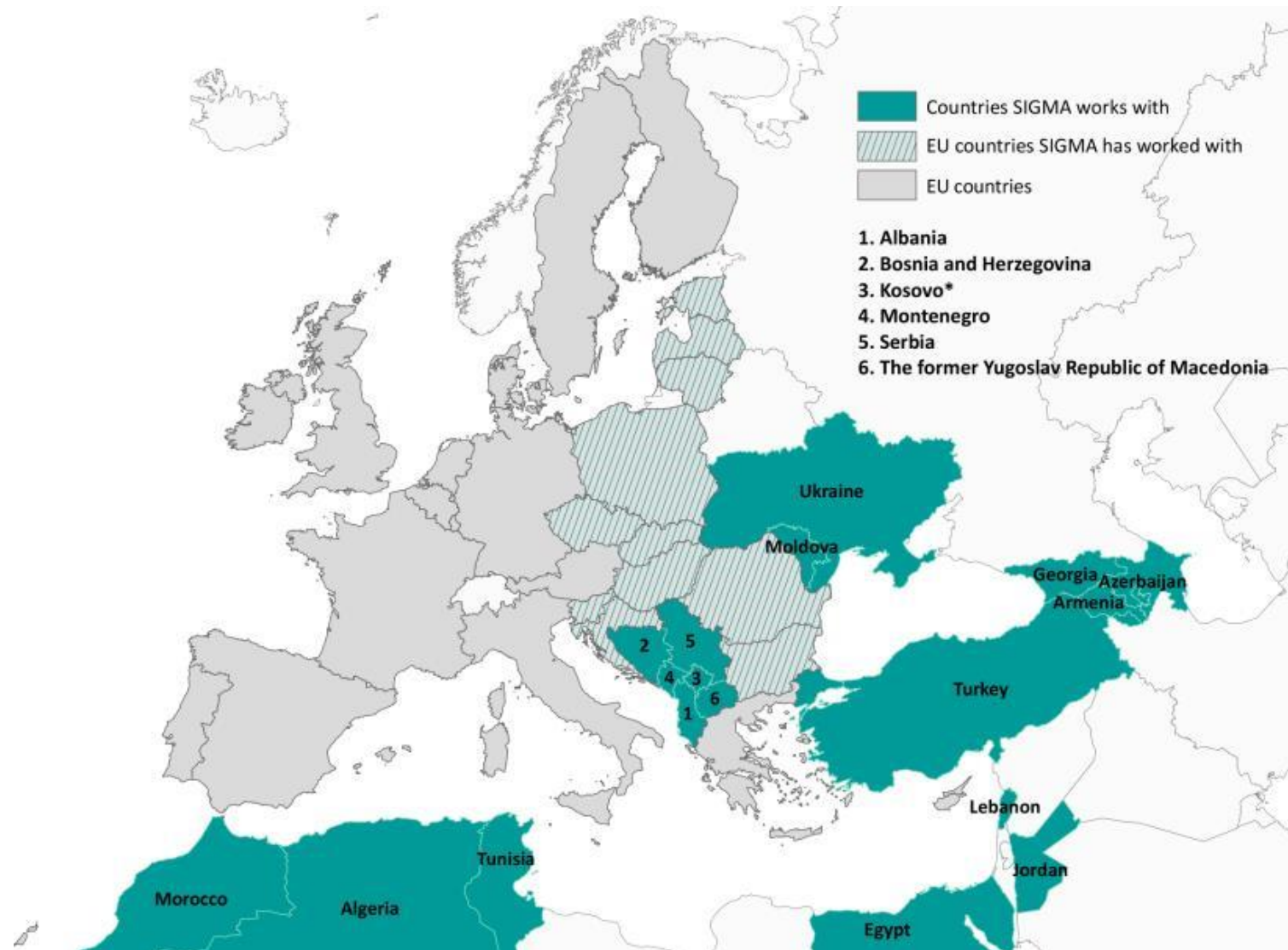
- What are these two sets of indicators? Why were they developed?
- How are they different from/better than many other more widely used indices?
- How can they support policy makers, administrations, watchdogs and citizens in changing practices?



Commonalities and main differences

	Principles of Public Administration	OECD Public Integrity Indicators
Time trend?	Yes, 2017 baseline	No, 2020 baseline for first set
Thematic scope	Central public administration (PAR + PFM)	Integrity/anti-corruption
Geographic scope	Western Balkans + EU neighbourhood	OECD members + adherents + a few
Existence of a clear normative framework/theory	Yes, Principles of Public Administration (2014)	Yes, OECD Council Recommendation on Public Integrity (2017)
Use of primary data	Yes, almost exclusively (Doing Business)	Yes, almost exclusively (surveys)
Implementation and outcome-orientation	Yes, hardwired in composite (50% weight)	Yes, at level of individual indicators (dashboard)
Mixed methods/diverse data sources/triangulation?	Yes	Yes
Methodological depth/transparency	High	High
Composite?	Yes, low level of aggregation	No

SIGMA – almost 30 years working together to improve public administrations





Public administration reform (PAR) - one of the fundamentals of the EU enlargement process

- Copenhagen and Madrid criteria for accession (1993,1995): “administrative and institutional capacity to effectively implement the acquis and ability to take on the obligations of membership”
- OECD/SIGMA (1999) – The Principles for European Public Administration: focus on administrative law and civil service, notion of European Administrative Space
- EC (2014), Enlargement Strategy and main Challenges: PAR as one of the “fundamentals”, six PAR areas
- OECD/SIGMA (2014), Principles of Public Administration, followed by the 2016 Methodological Framework

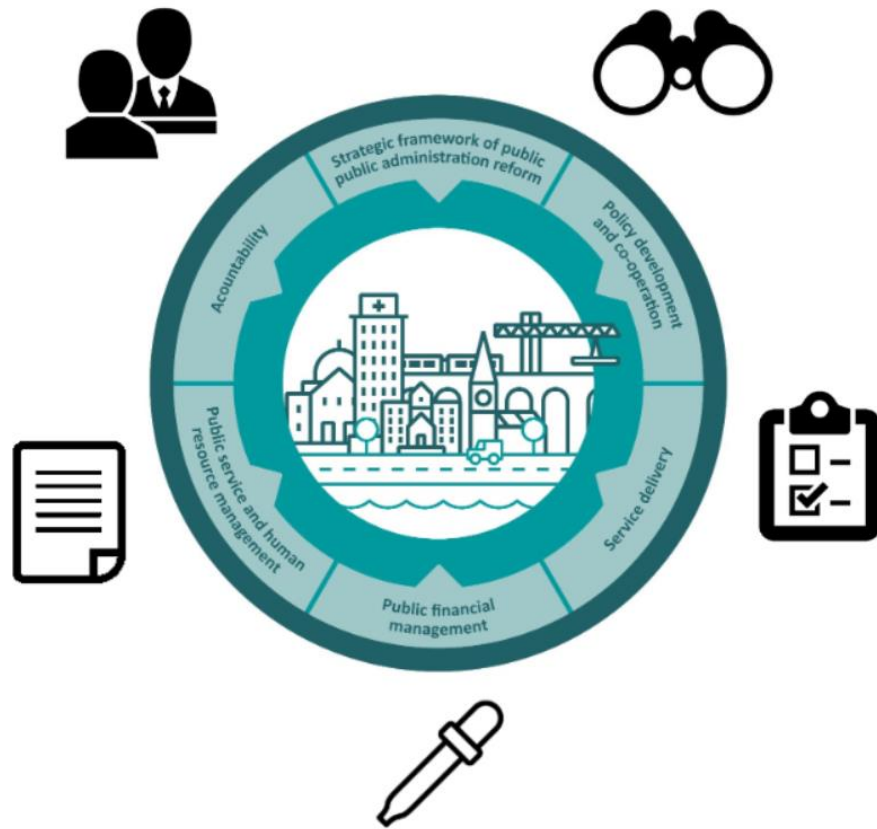


Principles of Public Administration





Mixing analytical methods, triangulating data to get the full picture



- Review of questionnaires completed by national authorities
- Desk reviews of legislation, regulations, reports
- Analysis of administrative data and official statistics based on pre-established performance criteria
- Interviews, focus groups
- Review of cases and samples of government documentation
- Observations of practice and on-site verification
- Surveys representative of the population, businesses and contracting authorities





Principle 2: The right to access public information is enacted in legislation and consistently applied in practice.

Indicator 4.2.1: Accessibility of public information

This indicator measures the extent to which the legal and institutional framework regarding access to public information is established, promoting timely responses to public information requests free of charge or at a reasonable cost. It also covers the practical application of these legal requirements, with particular focus on proactive disclosure of public information and perceptions of availability of public information.

**Preconditions
for successful
reforms (good
laws, policies,
structures and
procedures)**

**Implementation
and outcomes**

Sub-indicators

Maximum points

Legal and institutional framework for access to public information

1) Adequacy of legislation on access to public information	10
2) Coverage of basic functions for implementing access to public information	5

Citizens' level of access to public information

3) Proactivity in disclosure of information by state administration bodies on websites (%)	5
4) Proactivity in disclosure of datasets by the central government (%)	5
5) Perceived accessibility of public information by the population (%)	2.5
6) Perceived accessibility of public information by businesses (%)	2.5

Total points	0-5	6-10	11-15	16-20	21-25	26-30
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Final indicator value	0	1	2	3	4	5
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Sub-indicator 4	Proactivity in disclosure of datasets by the central government (%)
Methodology	Number of datasets disclosed online divided by the total number of datasets required by the SIGMA standard and multiplied by 100 to determine the percentage. The SIGMA standard comprises the following: • consolidated versions of all primary laws • state budget for 2016 and 2017 (if already adopted) • results of last national elections published aggregated on one website (i.e. the number of votes cast for all candidates in every constituency and appointed representatives) • national statistics on GDP and unemployment for the third quarter of 2016 • the government's annual (or multi-annual) work plan for 2017 or similar document • the government's annual report for 2015 or similar document • legislative proposals of the government as sent to parliament • public tenders announced by central government aggregated on one website • results of all public tenders awarded by central government aggregated on one website • company registry • land registry • salaries of individual senior civil servants (directors general, general secretaries) in all ministries available on the ministries' websites or government's portal The standard is met if the information is available free of charge in all official languages of the country, displayed in a user-friendly manner and published in open format (HTML, PDF or ODF).
Point allocation	• 5 points = 80%-100% • 4 points = 70%-79.99% • 3 points = 60%-69.99% • 2 points = 50%-59.99% • 1 point = 40%-49.99% • 0 points = below 40%



Regional overview by areas

Table 1.1. Performance in public administration areas – wide variation across Western Balkans, 2017 and 2019

	Strategic framework for PAR	Policy making	Public service and HRM	Accountability	Service Delivery	PFM	Budget management	Public Procurement	External audit
ALB	2.5	2.4*	3.4	2.6	3.3	2.8	2.6	2.8	3.5
BIH	1	1.3	1.6	1.8	1	1.7	1.2	2.2	2.5
XKV	2.5	2.8	3	2.6	3*	2.9	2.7	3	3.5
MNE	2.3	3.1	2.6	3.4	3*	2.6	2.4	2.6*	3.5
MKD	0.8	1.8	2.8*	2.6	3	2.8	2.4	3.4*	3
SRB	1.8	2.7	3*	2.6	3*	2.9	2.3	3.6	3.5
Western Balkans	1.8	2.4	2.7	2.6	2.7	2.6	2.3	2.9	3.3



- SIGMA Monitoring Reports 2021 – release end-November

[Newsletter - OECD \(sigmaweb.org\)](http://sigmaweb.org)



OECD Public Integrity Indicators

– Mixed methods • Outputs + outcomes • Primary data • Actionable



75 indicators grouped in six sets:

- Quality of anti-corruption and integrity strategic framework
- Accountability of public policy making
- Strength of external oversight and control
- Effectiveness of internal control and risk management
- Fairness, timeliness and openness of enforcement mechanisms
- Meritocracy of the public sector





Why did OECD members develop a new set of indicators?

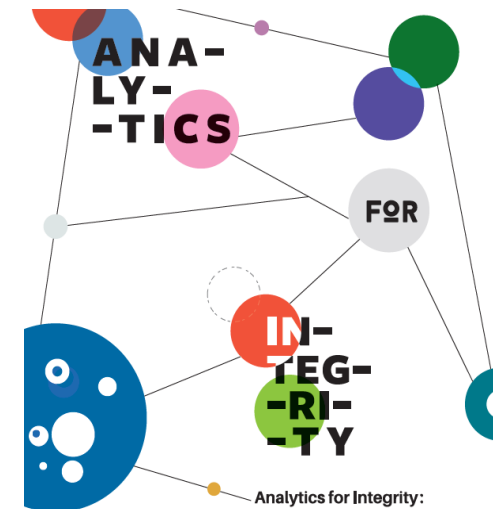


Development Centre Studies

Uses and Abuses of Governance Indicators

By Christiane Arndt and Charles Oman

- Moving beyond “what matters” to “what works”
- Transparency International’s CPI (1995) and WGI Control of Corruption index (2002) still widely used, and indices based on expert assessments are still being created. Well known critiques regarding data validity and reliability, actionability and policy relevance from OECD and beyond
 - [Smidova](#) (2020) + [Jin](#) (2021)
- Good advances in sample surveys on bribery, but so far few indicator alternatives for comparison across the OECD
- A vacuum for a set of indicators that speak to governments, draw on their primary data, use administrative data, is validated by governments, is actionable.
- 9 member Task Force – validated by all SPIO members – underwent expert consultations and piloting – 1st data set published, 2nd set underway



Analytics for Integrity:
Data-Driven Approaches
for Enhancing Corruption
and Fraud Risk Assessments

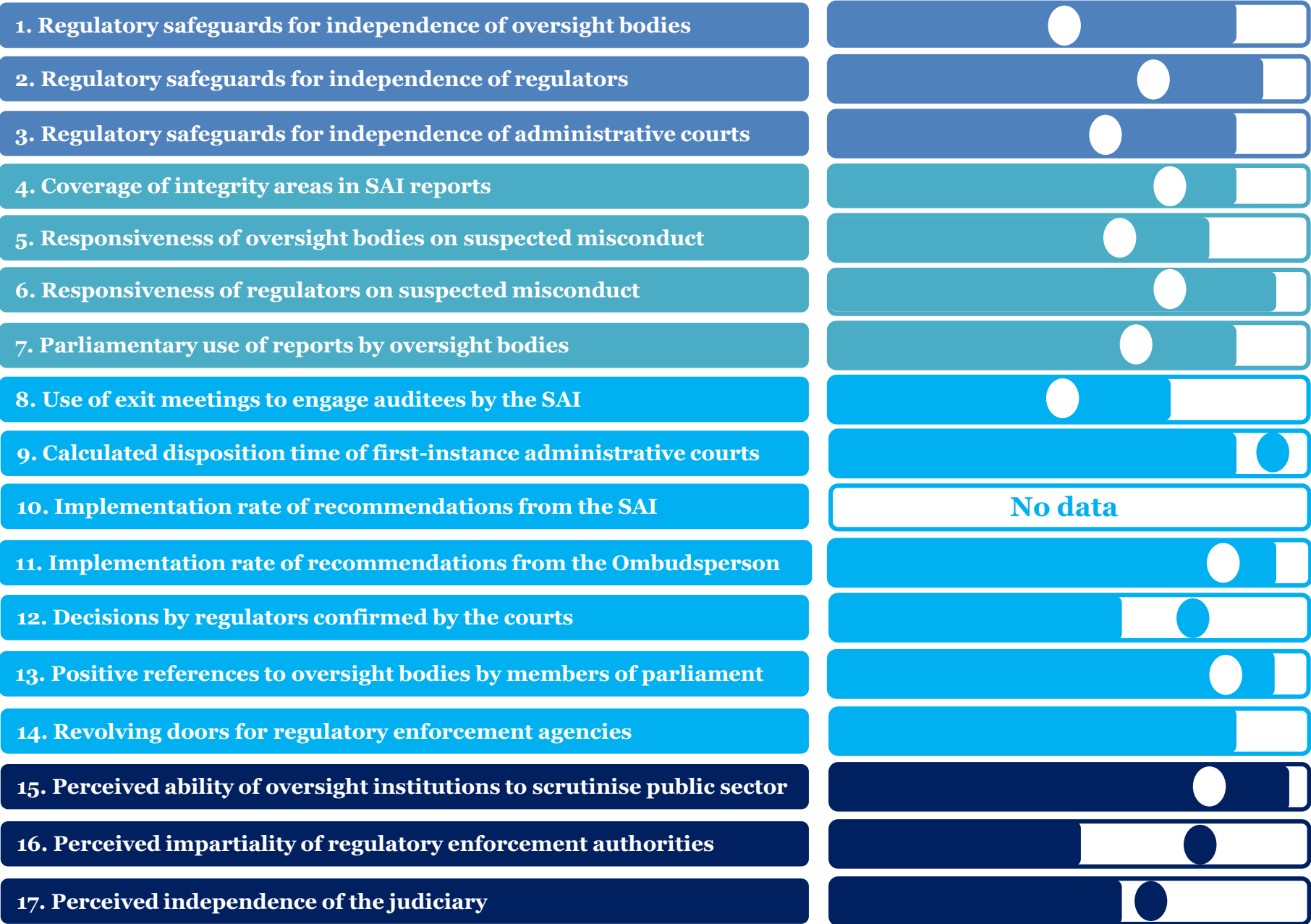


What are the main design principles

– a different approach to measurement driven by governments' needs

1. Draw on already existing normative framework (legal instruments) from OECD, Council of Europe, UN and EU and other bodies. Works as support checklist.
2. Unpack “corruption”, focus on measuring specific behaviours. Provide alternative to high-level composites, focus on actionable criteria and rates. A dashboard, not a ranking. Focus on data, not reports and recommendations.
3. Standardise and spread tried-and-tested KPIs + some innovations
4. Use primary data sources. Focus on facts and avoid expert assessments. Build the body of evidence gradually. OECD has standing committee structures for data collection. Mix analytical methods, in particular draw more on:
 - Administrative data, including big data
 - Survey data

Strength of external oversight and control





Some good data we have - EU Justice Scoreboard (CEPEJ)

Figure 47

Perceived independence of courts and judges among the general public (*) (light colours: 2016, 2017 and 2018, dark colours: 2019)

Very good Fairly good Fairly bad Very bad Don't know

Source: Eurobarometer (107)

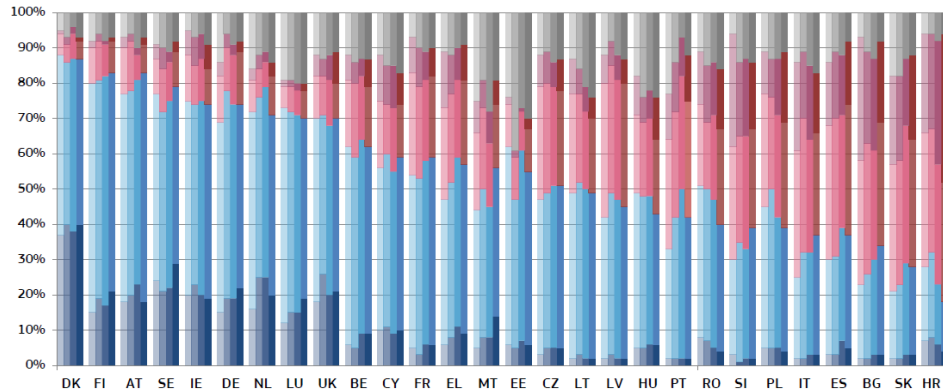


Figure 49

Perceived independence of courts and judges among companies (*) (light colours: 2016, 2017 and 2018, dark colours: 2019)

Very good Fairly good Fairly bad Very bad Don't know

Source: Eurobarometer (109)

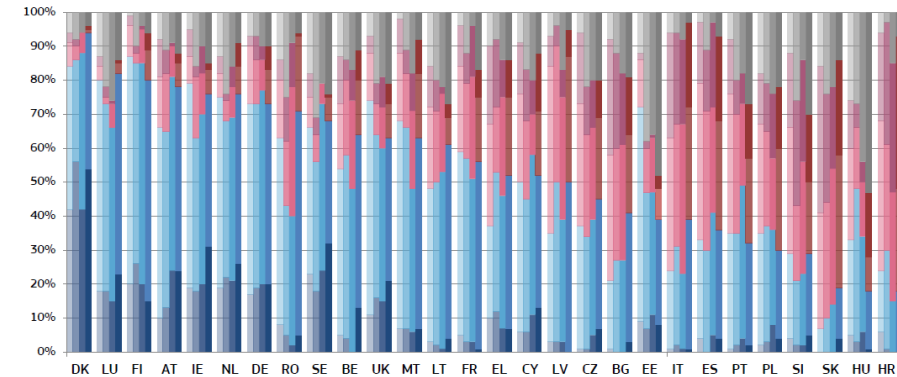


Figure 48

Main reasons among the general public for the perceived lack of independence (share of all respondents — higher value means more influence)

The status and position of judges do not sufficiently guarantee their independence Interference or pressure from economic or other specific interests Interference or pressure from government and politicians

Source: Eurobarometer (108)

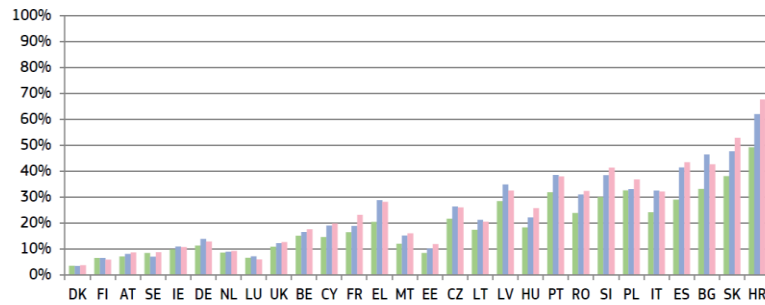
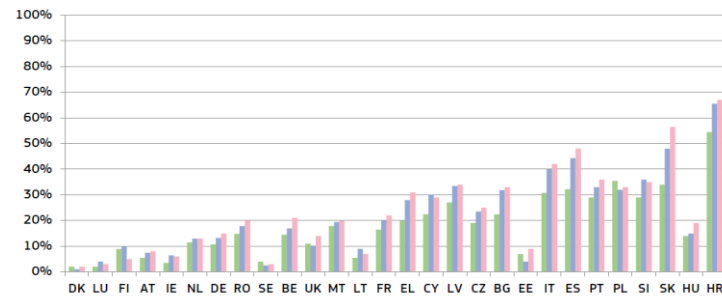


Figure 50

Main reasons among companies for the perceived lack of independence (rate of all respondents — higher value means more influence)

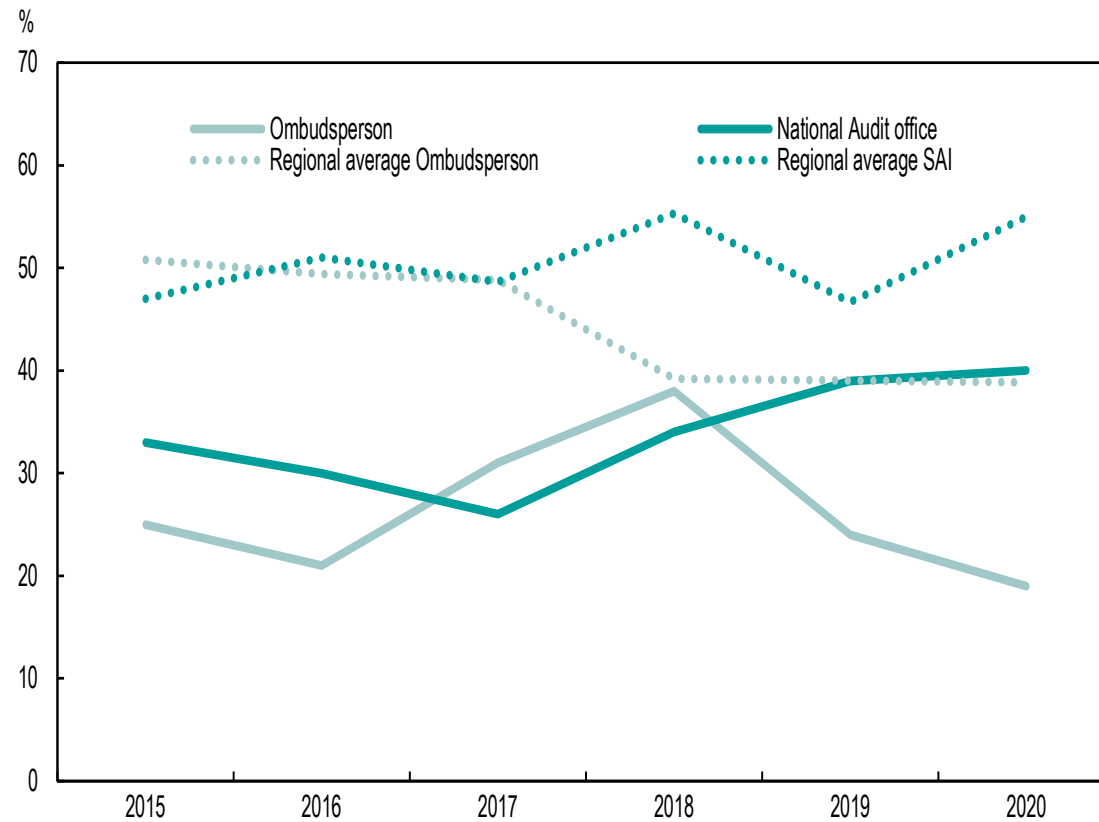
The status and position of judges do not sufficiently guarantee their independence Interference or pressure from economic or other specific interests Interference or pressure from government and politicians

Source: Eurobarometer (110)

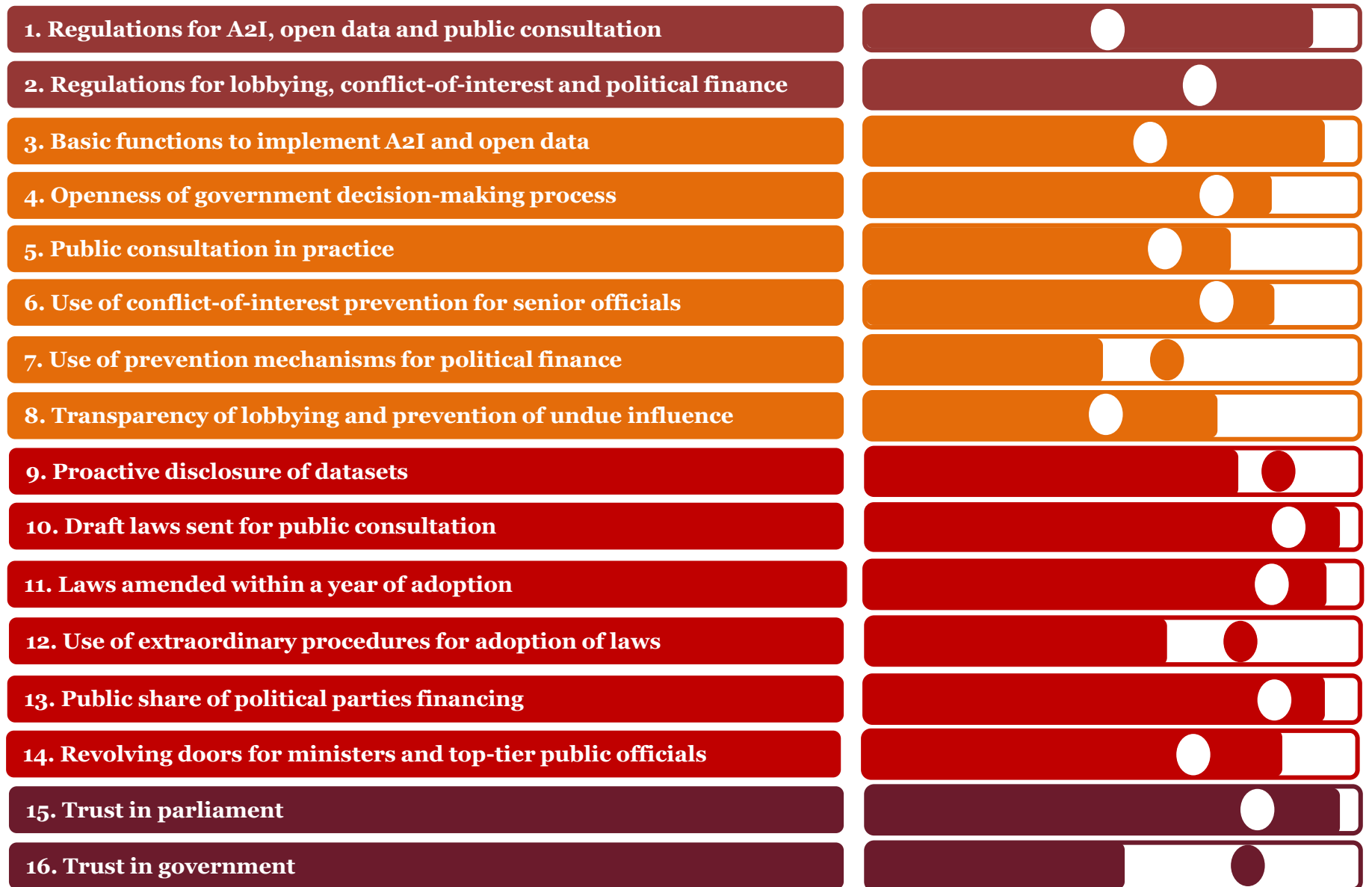




The data we need – (harmonised) implementation rates for recommendations from oversight institutions



Accountability of public policy making





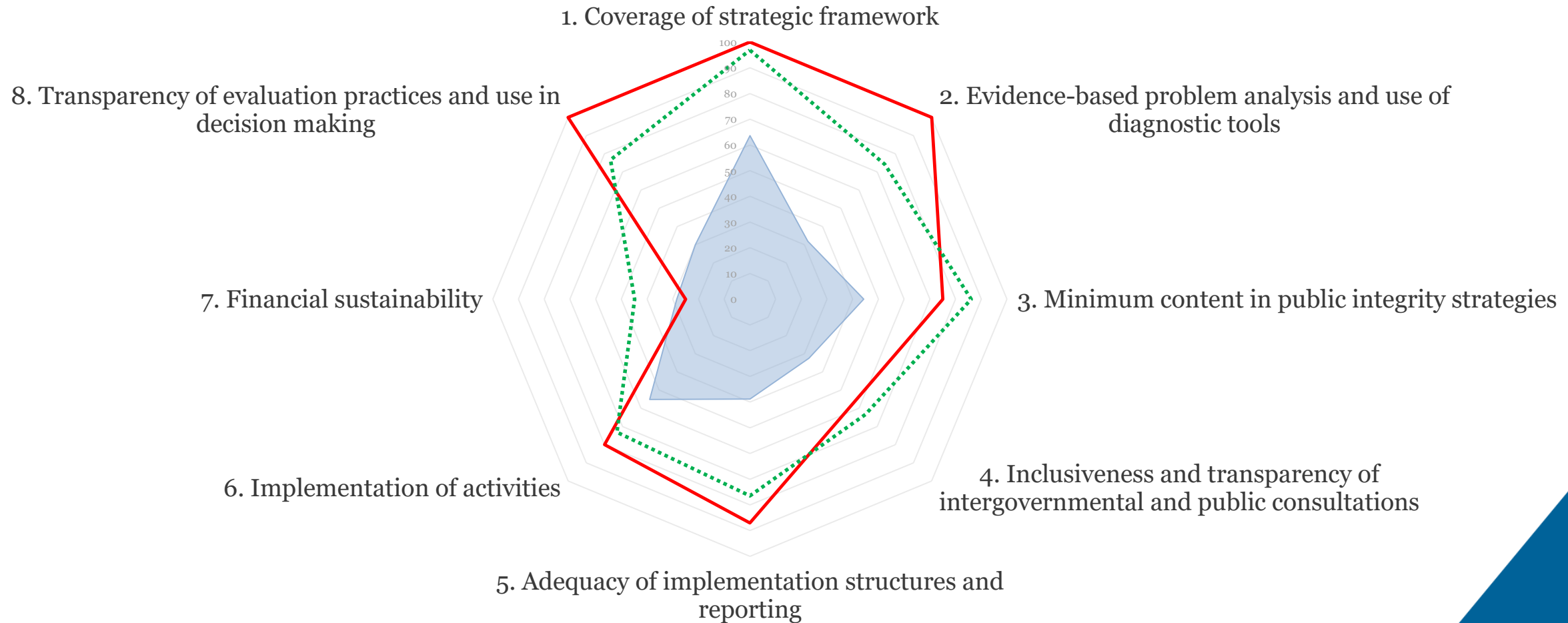
STRATEGIES

HOW PROBLEM-ORIENTED?
EVIDENCE-BASED?
INCLUSIVE AND TRANSPARENT?
EFFECTIVE IN IMPLEMENTATION?



Benchmarking country performance - Czech Republic

■ OECD average ■ Czech Republic ■ Top 10 average





Strategies – Are we targeting the key corruption risks?

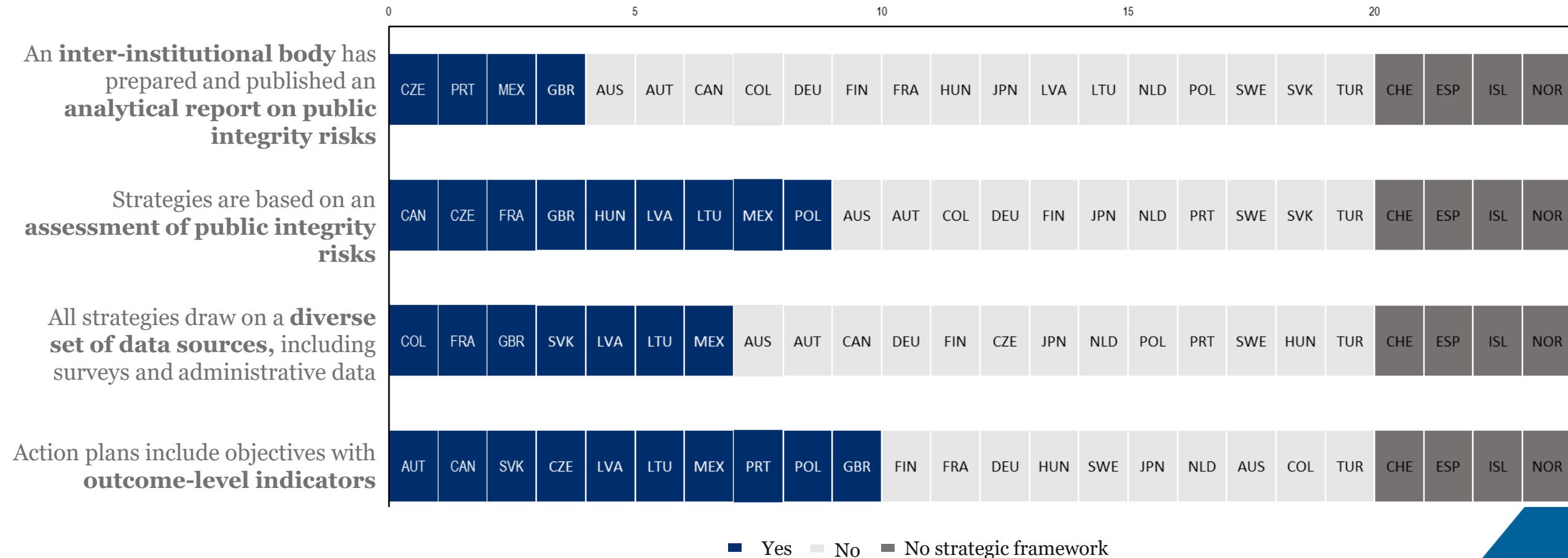
Indicator 1: Where do governments most often set strategic objectives to promote public integrity?

Human Resources Management (HRM), including violations of of public integrity standards.	Internal control and risk management	Public procurement	Fraud and other types of corruption across the public sector	Public financial management (PFM), including reducing fraud and financial mismanagement	Private sector, public corporations, SOEs or PPPs	Other sectors (infrastructure, health, education, taxation, customs)
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Strategies – Problem-focused and evidence-based?

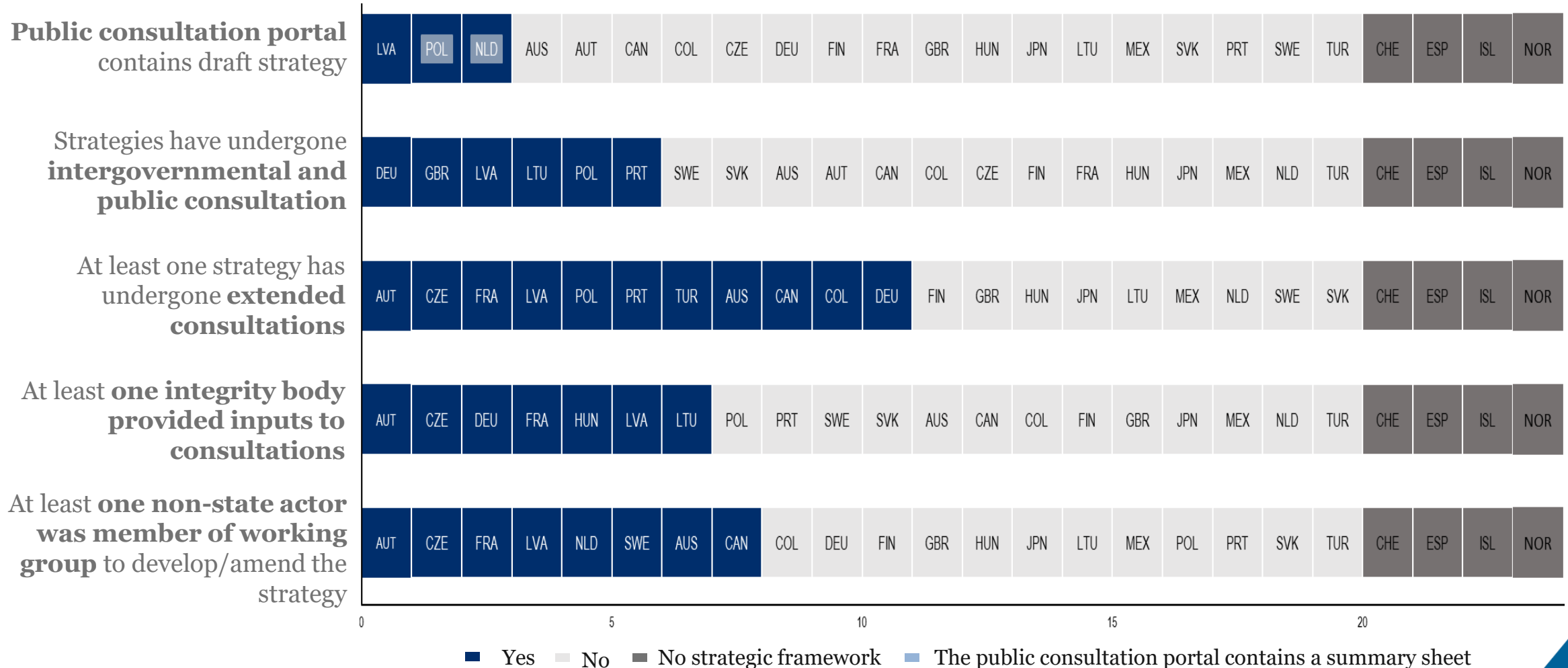
Indicator 2: Use of evidence-based problem analysis and diagnostics when developing integrity strategies, 2020





Strategies - inclusive and transparent?

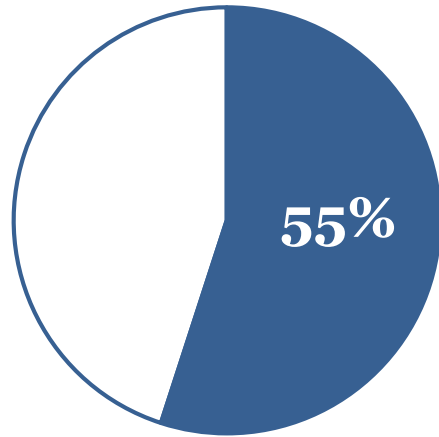
Indicator 4: Inclusiveness and transparency of intergovernmental and public consultations, 2020



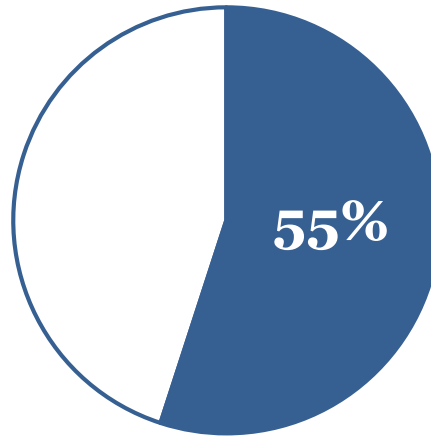


Implementation, implementation, implementation

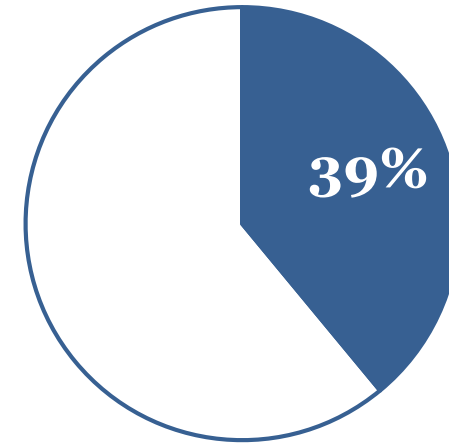
Indicator 6: Implementation rate
(average of all planned activities)



Indicator 6: Not tracking



Indicator 5: Adequacy of implementation
structures (average, 15 criteria)





More information

- [Video from launch event](#)
- [Chapter in Government at a Glance](#)
- [OECD Council Recommendation on Public Integrity](#)
- [Public Integrity Maturity Models](#)
- **December 9th!**