



Monitoring Anti-Corruption Enforcement

Press release

Anticorruption policy making has gained considerable experience over the last decade, both within member-states and in the institutions of the European Union. The methods of evaluating policy effectiveness, however, are insufficiently developed and applied mostly at the macro (country and/or society) level. Refocusing these on the individual public institution has the potential of a breakthrough in anticorruption policy assessment and design. It is for this purpose that the Monitoring Anticorruption Policy Implementation (MACPI) was developed as a tool allowing evaluators and policy makers to review the anticorruption setup of individual public sector organisations.

MACPI is capable of mapping and **assessing the anticorruption policies implemented in public organisations**. This includes a set of qualitative and quantitative instruments (MACPI tool), which: (i) review all cross-sections of activities of the organisation and types of associated corruption risks; (ii) identify corruption vulnerability zones – in other words, mechanisms of noncompliance with rules that make it possible for public officials to enrich themselves at the expense of the public; and (iii) map and assess anticorruption policies.

The diagnostic carried out with MACPI produces findings in the following fields of inquiry:

- the level of corruption vulnerability of a public organisation for each of its specific activities;
- the coverage of the activities of the organisation by anticorruption policies, and the effectiveness of these policies;
- the level of implementation of anticorruption policies.

MACPI ascertains **whether the corruption vulnerabilities of a public organisation are adequately addressed** by anticorruption policies and how effective these policies are.

The tool also informs policy makers on the existence of two gaps:

- an implementation gap – there is only formal compliance with anticorruption policies;
- a policy design gap – corruption vulnerabilities are not addressed by any policy.

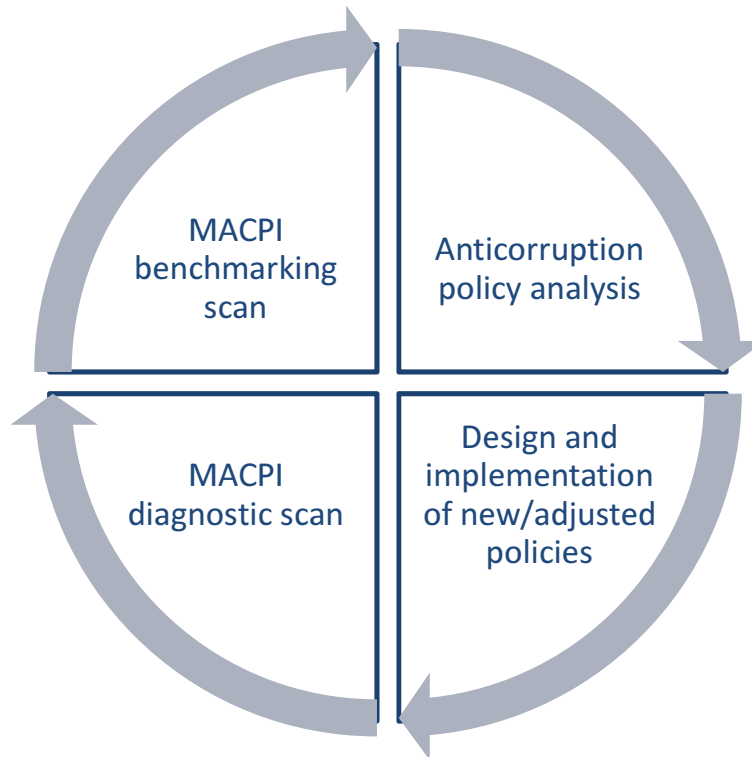


Figure 1 MACPI implementation cycle

The identification of the two gaps is the first stage of the MACPI cycle. Based on the benchmarking results of MACPI diagnostics policy-makers can then make adjustments to policies and introduce a new round of diagnostics in the second stage.

MACPI provides the missing link between the measurable evaluation of specific public services and the design of anticorruption policies targeting their actual corruption vulnerabilities.

Results

During the development stage of the instrument, its diagnostics component was tested in several public institutions in Bulgaria and Italy.¹ In both countries overall corruption levels (as measured by CPI, Eurobarometer) were high, Italy being in a more favourable position than Bulgaria. Society level MACPI indicators have been tested only in Bulgaria through a random sample national representative survey (18+). Findings from the MACPI general population survey confirm previous research in Bulgaria and could be summarised as follows:

¹ Border Police and Slatina Municipality in Bulgaria and the Health Service of Trento and Municipality of Riva del Garda in Italy

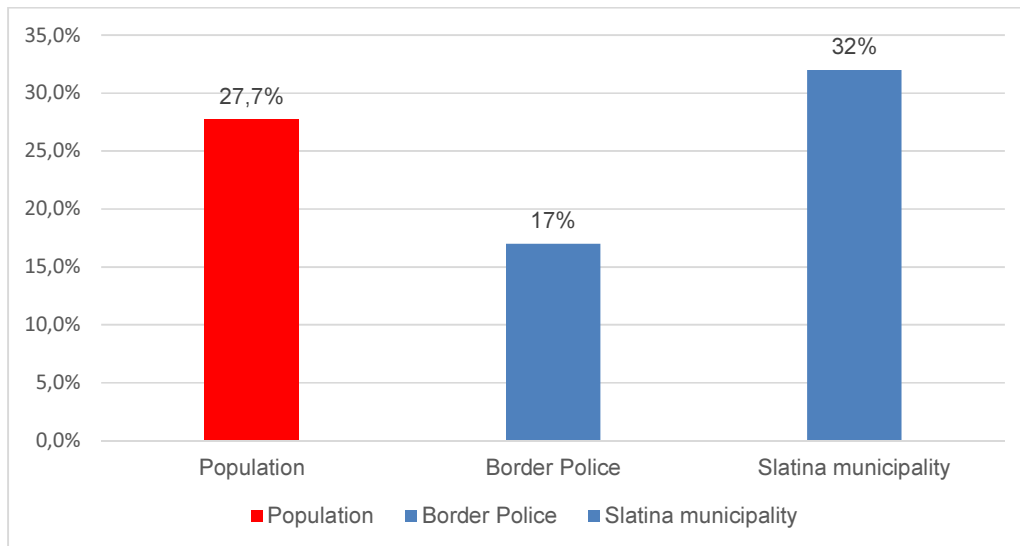


Figure 2 Share of Border Police and Slatina Municipality officials having experience with corruption pressure from citizens²

About 28% of Bulgarians report to have experienced corruption pressure (at least in one case) when dealing with public officials. On the other hand, officials in the public organisations surveyed in the pilot application of MACPI also reported receiving corruption proposals (much more in the municipal administration than in the Border Police).

Although the MACPI general public survey was not implemented in Italy, both corruption pressure reported by officials in surveyed public organisations and international rankings show that the corruption situation in Italy is more favourable than the one observed in Bulgaria. General external corruption pressure in the Health Service of Trento is relative low – during the preceding year, 14% of the employees were offered (directly or indirectly) a bribe at least in some cases. This percentage, however, demonstrates that there is some definite external corruption interest in the activities of this organisation indicating that there is a risk of corruption transactions.

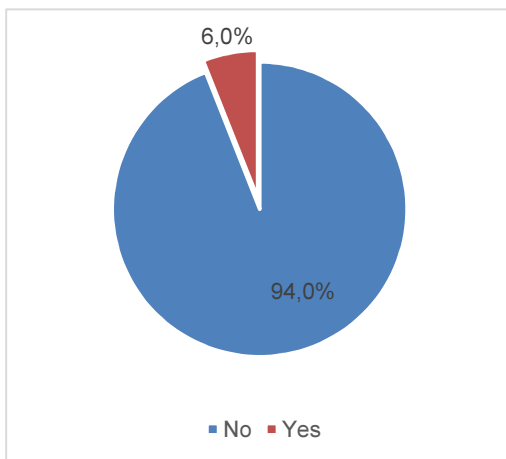


Figure 3 Employees of the Municipality of Riva del Garda (Italy) who have been offered a bribe at least in some cases (%)

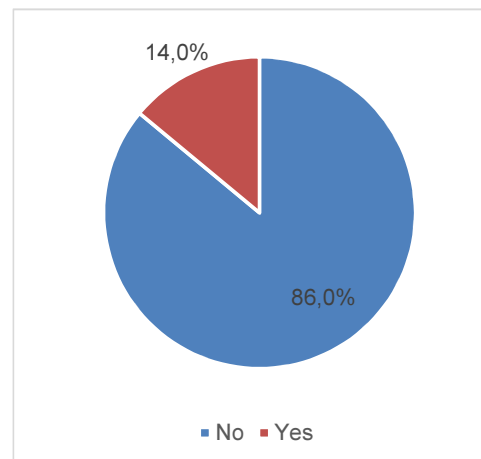


Figure 4 Employees of the Health Service of Trento (Italy) who have been offered a bribe at least in some cases (%)

² Source: MACPI online and MACPI general population instruments (2015)

MACPI has the potential to become the basis for benchmarking of similar public organisations across countries or of the same organisation over time. A common aspect of the findings for the organisations Bulgaria and Italy, for example, is that general anticorruption policies prevail. They are concentrated in several areas: anticorruption training, modelling behaviour of officials (codes of conduct, etc.) and creating channels for citizen feedback. Specific polices targeting concrete activities and types of corruption are relatively rare across countries or of the same organisation over time.

The pattern of values of MACPI indicators is that most policies are evaluated as having relatively high **design quality** (easy to implement, difficult to evade). The values of the **formal compliance** indicators (awareness, strict implementation) are also high. However, **actual compliance** (sanctions and controls) has substantially lower values, which is a clear indication of an existing implementation gap. The values of the effectiveness indicators are high. For many measures they reach the level defined as the hypothetical maximum. In comparative terms, the average values of effectiveness of anticorruption measures in Italy are lower than the effectiveness in Bulgarian public organisations. This most probably reflects the difference in organisational culture in both countries and also the fact that organisational bias is substantially lower in Italy.

A more general issue in this respect is how to interpret the high value of the effectiveness indicators against the background of high corruption vulnerability. The ultimate criterion for effectiveness is whether a measure **reduces corruption vulnerability**. High levels of vulnerability typically mean that the effectiveness of the anticorruption measure is poor or does not exist at all. In this respect, the first application of MACPI diagnostics can be considered the benchmark for the monitored organisation. If sincere commitment to anticorruption exists, MACPI diagnostics should be followed up by policy interventions and a follow up round of MACPI diagnostics. The **comparative analysis of the dynamics of MACPI indicators** is the only way to track and evaluate progress.

Founded in late 1989, the Center for the Study of Democracy (CSD) is an interdisciplinary public policy institute dedicated to the values of democracy and market economy. CSD is a non-partisan, independent organization fostering the reform process in Bulgaria through impact on policy and civil society.

For more information, please contact CSD experts at tel. +359 2 971 3000; csd@online.bg

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