

# Corruption, Open Government and the Rule of Law

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*6th Symposium ICAC* Hong Kong Special Administrative Region, People's Republic of China May 12, 2015



## 500 Questions 200,000

Households Surveyed

5,000 Experts Interviewed

> 102 Countries

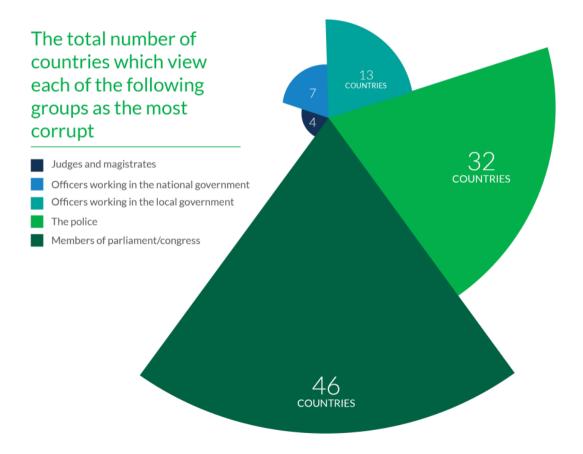
### **Perception of Corruption**

#### How many of the following people in your country do you think are involved in corrupt practices?



East Asia & Pacific 21% 22% 21% 18% Eastern Europe & Central Asia 49% 52% 48% 44% Latin America & Caribbean 46% 47% 42% Middle East & North Africa 32% 37% 29% 31% South Asia 57% 37% Sub-Saharan Africa 48% 47% Western Europe & North America 34% 32% 41% 25% 23%

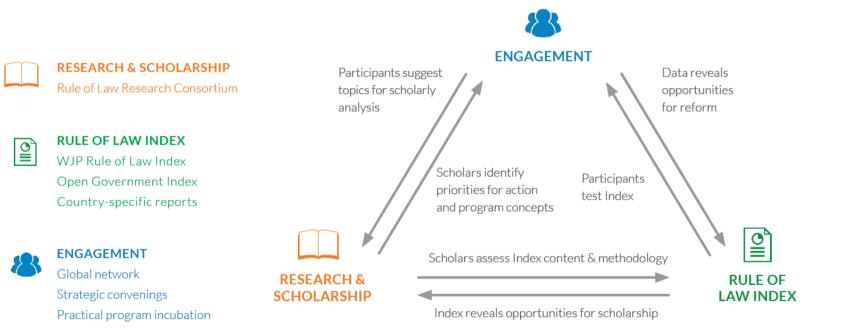
#### **Perception of Corruption**



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### WJP's Three Lines of Business



### WJP Rule of Law Research Consortium





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World Justice

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### **Rule of Law Index**



The *WJP Rule of Law Index*<sup>®</sup> measures how the rule of law is experienced in everyday life around the globe.

### Challenges in defining the rule of law

- 1. Thin vs. thick
- 2. Ends vs. means
- 3. Applicable to many types of social and political systems
- 4. Academically rigorous, yet accessible to ordinary person

"(I was called) to bring about the rule of righteousness in the land . . . so that the strong should not harm the weak."

> - Prologue, Hammurabi's Code (1772 BCE)

"If someone disobeys the law, even if he is (otherwise) worthy, he must be punished. If someone meets the standard, even if he is (otherwise) unworthy, he must be found innocent. Thus the Way of the public good will be opened up, and that of private interest will be blocked."

> - The *Huainanzi* 139 BCE (Han Dynasty, China)

### The Rule of Law: Four Universal Principals

The government and its officials and agents as well as individuals and private entities are accountable under the law.

The laws are clear, publicized, stable, and just; are applied evenly; and protect fundamental rights, including the security of persons and property.

The process by which the laws are enacted, administered, and enforced is accessible, fair, and efficient.

Justice is delivered timely by competent, ethical, and independent representatives and neutrals who are of sufficient number, have adequate resources, and reflect the makeup of the communities they serve.



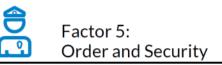


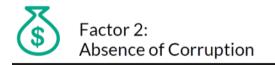


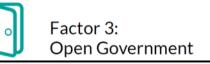
### **Rule of Law Factors**

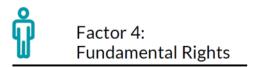


Factor 1: Constraints on Government Powers









Factor 6: Regulatory Enforcement







Factor 9: Informal Justice

#### Factor 1: Constraints on Government Powers

- 1.1 Government powers are effectively limited by the legislature
- 1.2 Government powers are effectively limited by the judiciary
- Government powers are effectively limited by independent auditing and review
- 1.4 Government officials are sanctioned for misconduct
- 1.5 Government powers are subject to non-governmental checks
- 1.6 Transition of power is subject to the law

#### Factor 2: Absence of Corruption

- 2.1 Government officials in the executive branch do not use public office for private gain
- 2.2 Government officials in the judicial branch do not use public office for private gain
- 2.3 Government officials in the police and the military do not use public office for private gain
- 2.4 Government officials in the legislative branch do not use public office for private gain

#### Factor 3: Open Government

- 3.1 The laws are publicized and accessible
- 3.2 The laws are stable
- 3.3 Right to petition the government and public participation
- 3.4 Official information is available on request

#### Factor 4: Fundamental Rights

- 4.1 Equal treatment and absence of discrimination
- 4.2 The right to life and security of the person is effectively guaranteed
- 4.3 Due process of law and rights of the accused
- 4.4 Freedom of opinion and expression is effectively guaranteed
- 4.5 Freedom of belief and religion is effectively guaranteed
- 4.6 Freedom from arbitrary interference with privacy is effectively guaranteed
- 4.7 Freedom of assembly and association is effectively guaranteed
- 4.8 Fundamental labor rights are effectively guaranteed

#### Factor 5:

#### Order and Security

- 5.1 Crime is effectively controlled
- 5.2 Civil conflict is effectively limited
- 5.3 People do not resort to violence to redress personal grievances

#### Factor 6:

#### Regulatory Enforcement

- 6.1 Government regulations are effectively enforced
- 6.2 Government regulations are applied and enforced without improper influence
- 6.3 Administrative proceedings are conducted without unreasonable delay
- 6.4 Due process is respected in administrative proceedings
- 6.5 The government does not expropriate without adequate compensation

#### Factor 7: Civil Justi

- 7.1 People can access and afford civil justice
- 7.2 Civil justice is free of discrimination
- 7.3 Civil justice is free of corruption
- 7.4 Civil justice is free of improper government influence
- 7.5 Civil justice is not subject to unreasonable delay
- 7.6 Civil justice is effectively enforced
- 7.7 ADR is accessible, impartial, and effective



- 8.1 Criminal investigation system is effective
- 8.2 Criminal adjudication system is timely and effective
- 8.3 Correctional system is effective in reducing criminal behavior
- 8.4 Criminal system is impartial
- 8.5 Criminal system is free of corruption
- 8.6 Criminal system is free of improper government influence
- 8.7 Due process of law and rights of the accused



Factor 9: Informal Justice

- 9.1 Informal justice is timely and effective
- 9.2 Informal justice is impartial and free of improper influence
- 9.3 Informal justice respects and protects fundamental rights

### Measurement approach

- Perspective of the ordinary person
- Two <u>sources of data</u>:
  - Household surveys Probability sample, 1,000 respondents per country, three largest cities
  - Expert questionnaires Civil and commercial law, criminal justice, labor law and public health
- Outcomes, not inputs; rule of law <u>in practice</u> not <u>on the books</u>
- Perception and experience
- 8 years of development 4<sup>th</sup> report



How safe do you feel walking in your neighborhood at night?

Very safe and safe	59%
Unsafe and very unsafe	41%

In the past 3 YEARS, did anyone actually BREAK into your home/residence without permission, and steal or try to steal something?

Yes

In the past 3 YEARS, were you a victim of an ARMED ROBBERY (with a weapon such as a knife or a gun)?

3%

Yes 1%

Has any relative or person that lived with you in your house been MURDERED in the past 3 years?

Yes



1. Constraints on Government Powers



2. Absence of Corruption

3. Open Government

4. Fundamental Rights

5. Order and Security

6. Regulatory Enforcement



6

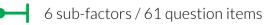
7. Civil Justice



8. Criminal Justice



9. Informal Justice



- 4 sub-factors / 70 question items
- 4 sub-factors / 35 question items
- ► 8 sub-factors / 111 question items
- 3 sub-factors / 19 question items
- 5 sub-factors / 83 question items
- 7 sub-factors / 55 question items
- 7 sub-factors / 99 question items
- 3 sub-factors / 8 question items

### Scores and rankings

- 1. Estimate country scores and rankings
  - Codification, normalization, mapping, and aggregation

- 2. Validity checks
  - Triangulation, cross-checking
  - Sensitivity analysis



#### Statistical Tests on the WJP Rule of Law Index 2011, 2012, 2014

- In summary, "the JRC analysis suggests that the conceptualized multi-level structure of the WJP Rule of Law Index is statistically coherent and no dimension is dominated by any of its underlying components. Country ranks across the eight dimensions are also fairly robust to methodological changes related to the estimation of missing data, weight, or aggregation rule (less than ± 1 position shift in 90% of all cases)."
- Saisana, M., and Saltelli, A., 'Statistical Tests on the WJP Rule of Law Index 2011'. http://worldjusticeproject.org/sites/default/files/jrcaudit\_wjpindex2011.pdf
- Saisana, M., and Saltelli, A., 'Rankings and Ratings: Instructions for Use', *Hague Journal on the Rule of Law*, 2011, Volume 3, Issue 2.

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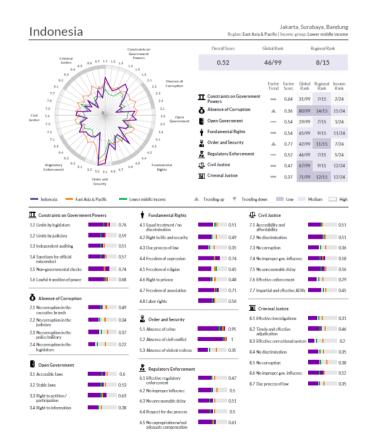
### Acknowledge Limitations

1. <u>Concept</u> (different value structures, legal architectures, goals, and trade offs)

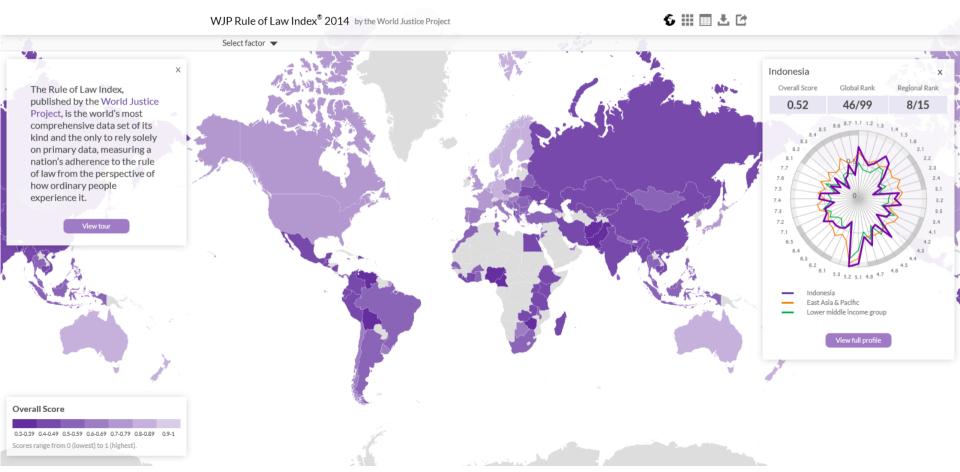
- 2. <u>Measurement</u> (cross-cultural issues, sensitive questions, measurement error, urban sampling)
- 3. <u>Scope</u> (10,000 feet picture, limited use for analysis, limited context)

### **Presentation of Results**

- Comparative exercise
- Multi-dimensional
- Relevant comparisons (peers)

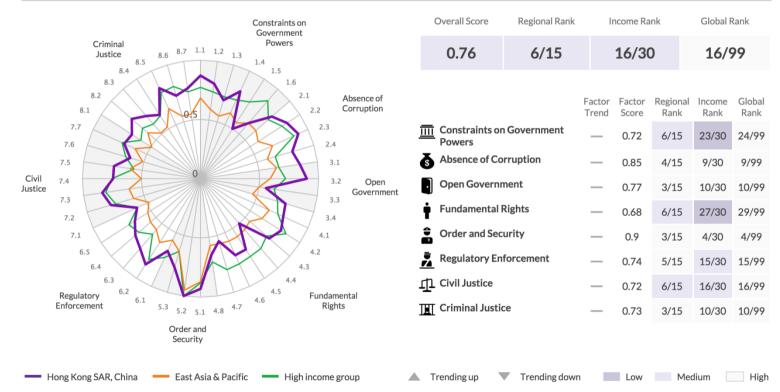


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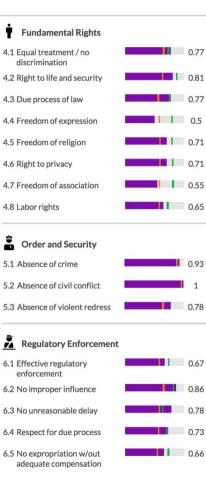


### Hong Kong SAR, China

Hong Kong Region: East Asia & Pacific | Income group: High income

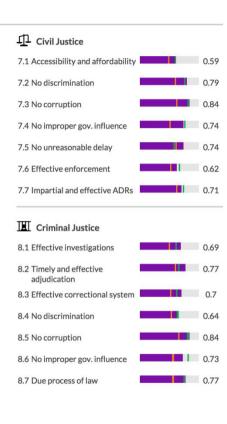




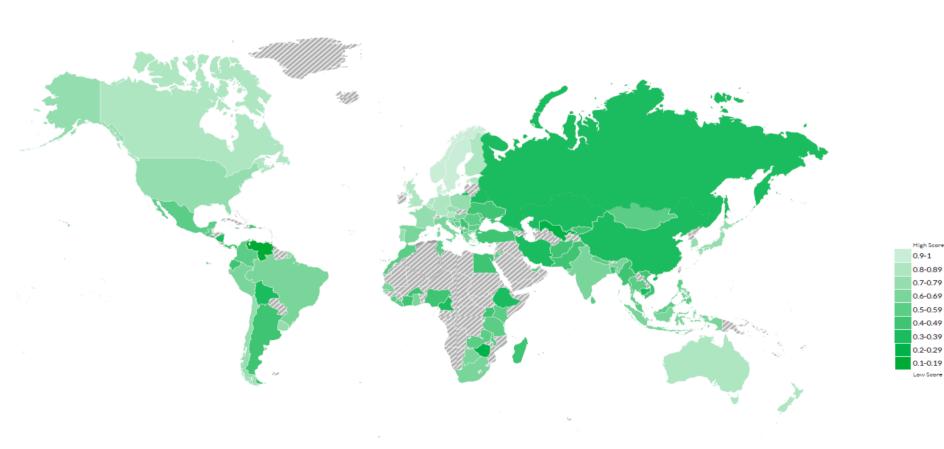


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### **Constraints on Government Powers – Global Ranking**

1 Denmark	0.94	27	Ghana	0.68	53	Mongolia	0.53	79 Moldova	0.43
2 Norway	0.90	28	Spain	0.68	54	Sri Lanka	0.53	80 Bangladesh	0.41
3 Sweden	0.90	29	Greece	0.66	55	Georgia	0.53	81 Uganda	0.41
4 New Zealand	0.88	30	Slovenia	0.65	56	Liberia	0.53	82 Myanmar	0.41
5 Finland	0.88	31	Indonesia	0.64	57	Zambia	0.53	83 Madagascar	0.41
6 Austria	0.86	32	Brazil	0.63	58	Bulgaria	0.53	84 Ukraine	0.41
7 Netherlands	0.86	33	Senegal	0.63	59	Guatemala	0.52	85 Ecuador	0.40
8 Australia	0.86	34	Jamaica	0.62	60	Malawi	0.52	86 Vietnam	0.40
9 Germany	0.83	35	India	0.61	61	Macedonia, FYR	0.52	87 Cameroon	0.39
10 United Kingdom	0.81	36	Hungary	0.61	62	Kenya	0.51	88 Bolivia	0.38
11 Belgium	0.81	37	South Africa	0.61	63	Thailand	0.50	89 Russia	0.36
12 Estonia	0.80	38	Peru	0.60	64	Jordan	0.50	90 Iran	0.36
13 Canada	0.80	39	Philippines	0.59	65	Serbia	0.49	91 Ethiopia	0.35
14 France	0.79	40	Croatia	0.58	66	El Salvador	0.49	92 China	0.35
15 Japan	0.76	41	Tunisia	0.58	67	Dominican Republic	0.48	93 Kazakhstan	0.35
16 Republic of Korea	0.76	42	United Arab Emirates	0.58	68	Albania	0.47	94 Cambodia	0.34
17 Chile	0.76	43	Romania	0.58	69	Nigeria	0.47	95 Belarus	0.34
18 Uruguay	0.75	44	Lebanon	0.57	70	Kyrgyzstan	0.47	96 Nicaragua	0.31
19 Portugal	0.74	45	Nepal	0.56	71	Argentina	0.47	97 Uzbekistan	0.29
20 United States	0.74	46	Morocco	0.56	72	Turkey	0.46	98 Zimbabwe	0.25
21 Singapore	0.73	47	Colombia	0.55	73	Pakistan	0.46	99 Venezuela	0.17
22 Poland	0.73	48	Mexico	0.55	74	Egypt	0.45		
23 Czech Republic	0.72	49	Malaysia	0.55		Panama	0.45		
24 Hong Kong SAR, China	0.72	50	Sierra Leone	0.55	76	Burkina Faso	0.45		
25 Botswana	0.69	51	Bosnia and Herzegovina	0.54	77	Cote d'Ivoire	0.44		
26 Italy	0.69	52	Tanzania	0.54	78	Afghanistan	0.43		

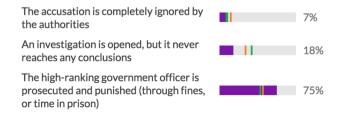
### Extended Country Profile

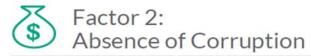
The WJP Rule of Law Index<sup>™</sup> 2014 indicators are based on more than 100,000 household and expert surveys worldwide. Below are a selection of sample questions taken from household surveys (factors 1 to 6) and expert surveys (factors 7 and 8) for Hong Kong SAR, China that help determine its factor and sub-factor scoring.

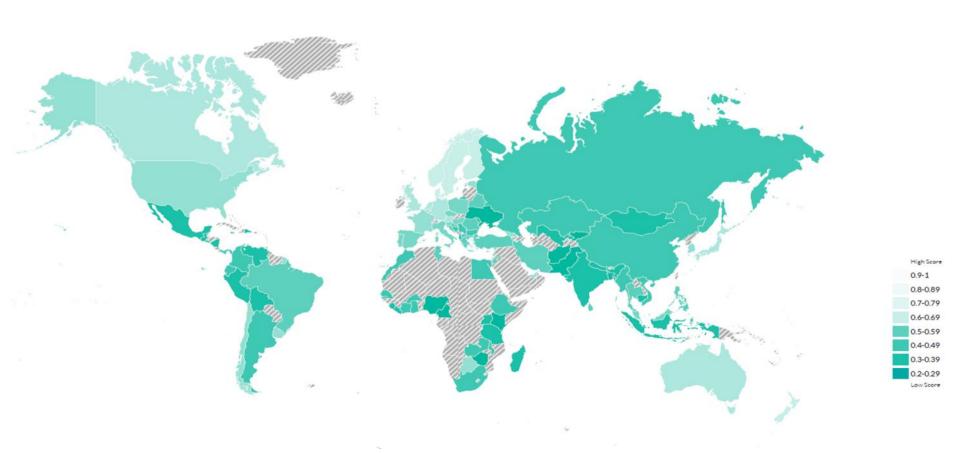
---- Hong Kong SAR, China ---- East Asia & Pacific ---- High income group



Assume that a high-ranking government officer is taking government money for personal benefit. Also assume that one of his employees witnesses this conduct, reports it to the relevant authority, and provides sufficient evidence to prove it. Assume that the press obtains the information and publishes the story. Which one of the following outcomes is most likely?







#### S Absence of Corruption

Corruption exists in all countries and societies in some form or the other. How many of the following people in Hong Kong SAR, China do you think are involved in corrupt practices?

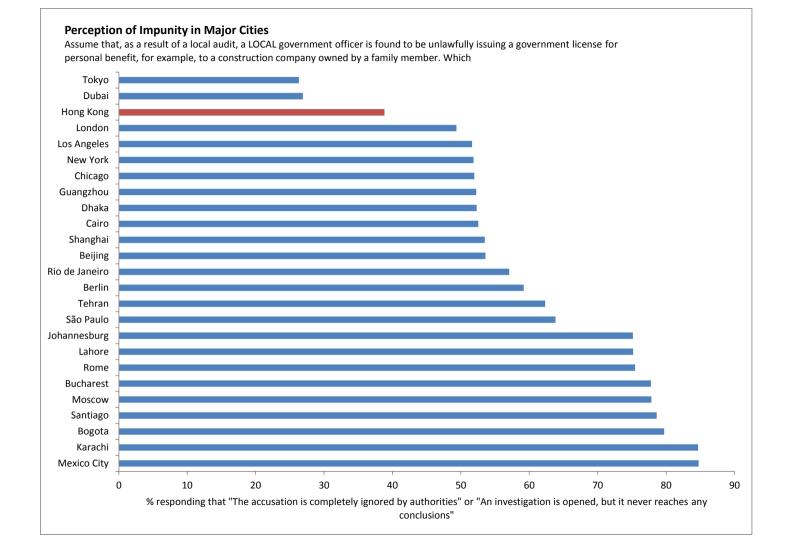
Officers working in the national government	20%
Officers working in the local government	25%
Members of Parliament/Congress	15%
Judges and Magistrates	20%
The police	15%

During the past three years, have you or anyone living in your household been stopped or detained by the police? Thinking about the most recent incident, did you (or the person living in your household) have to pay a bribe to the police officer who approached you (or the person living in your household)?

Yes

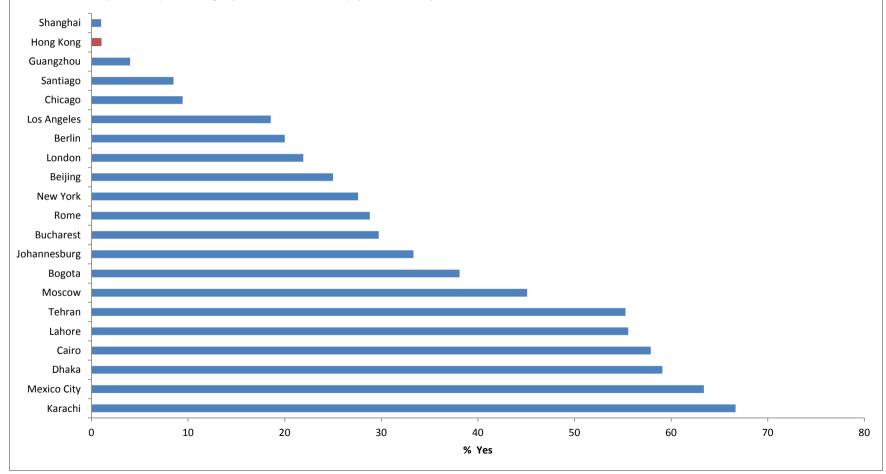
0%

During the past three years, did you or anyone living in your household request a government permit, or process any kind of document (like a license, building permit, etc.) in a local government office? Thinking about the most recent incident, did you (or the person living in your household) have to pay a bribe (or money above that required by law)?



#### **Bribery in Major Cities**

During the past three years, have you or anyone living in your household been stopped or detained by the police? Thinking about the most recent incident, did you (or the person living in your household) have to pay a bribe to the po



### Absence of Corruption – Global Ranking

1 Denmark	0.96	27	Poland	0.66	53	El Salvador	0.46	79	Peru	0.36
2 Norway	0.94	28	Malaysia	0.64	54	Burkina Faso	0.45	80	Indonesia	0.36
3 New Zealand	0.91	29	Hungary	0.64	55	Bosnia and Herzegovin	0.45	81	Uzbekistan	0.35
4 Sweden	0.91	30	Italy	0.60	56	Ethiopia	0.45	82	Sierra Leone	0.35
5 Singapore	0.90	31	Czech Republic	0.60	57	Panama	0.44	83	Albania	0.34
6 Finland	0.90	32	Slovenia	0.60	58	Ghana	0.44	84	Madagascar	0.34
7 Netherlands	0.88	33	Jordan	0.57	59	Vietnam	0.44	85	Liberia	0.34
8 Australia	0.86	34	Greece	0.56	60	Kazakhstan	0.43	86	Cambodia	0.33
9 Hong Kong SAR, China	0.85	35	Turkey	0.55	61	Colombia	0.43	87	Bolivia	0.32
10 Austria	0.84	36	Croatia	0.54	62	Morocco	0.43	88	Moldova	0.32
11 Japan	0.84	37	Macedonia, FYR	0.53	63	Myanmar	0.43	89	Uganda	0.30
12 Germany	0.83	38	Belarus	0.53	64	Bulgaria	0.43	90	Venezuela	0.30
13 Belgium	0.81	39	Sri Lanka	0.53	65	Malawi	0.43	91	Pakistan	0.29
14 Canada	0.81	40	Thailand	0.51	66	Russia	0.42	92	Zimbabwe	0.28
15 United Kingdom	0.80	41	Romania	0.50	67	Serbia	0.41	93	Kenya	0.28
16 Republic of Korea	0.79	42	Iran	0.50	68	Zambia	0.41	94	Ukraine	0.28
17 United Arab Emirates	0.79	43	Tunisia	0.50	69	Cote d'Ivoire	0.41	95	Bangladesh	0.27
18 Estonia	0.78	44	Philippines	0.50	70	Lebanon	0.40	96	Kyrgyzstan	0.27
19 Uruguay	0.78	45	Brazil	0.50	71	Mongolia	0.39	97	Nigeria	0.26
20 France	0.78	46	South Africa	0.49	72	India	0.39	98	Cameroon	0.26
21 United States	0.75	47	Argentina	0.49	73	Nepal	0.38	99	Afghanistan	0.24
22 Chile	0.73	48	Senegal	0.48	74	Tanzania	0.38			
23 Botswana	0.73	49	China	0.48	75	Nicaragua	0.38			
24 Georgia	0.71	50	Jamaica	0.48	76	Guatemala	0.37			
25 Spain	0.69	51	Ecuador	0.47	77	Dominican Republic	0.37			
26 Portugal	0.69	52	Egypt	0.46	78	Mexico	0.37			

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### Hong Kong SAR, China

East Asia & Pacific, High income group



Dimension		Score	Global rank	Region rank	Income rank
•	Publicized laws and government data	0.69	6	4	6
0	Right to information	0.69	20	5	19
()	Civic participation	0.52	75	9	29
	Complaint mechanisms	0.63	31	6	25

24/102 OVERALL RANK

Hong Kong SAR, China 24/102

5/15 region rank

23/31



Hong Kong SAR, China

d**H**P

5/15

Overview By gender By income

#### Publicized laws and government data

#### Legal rights How well does the government inform people about their rights? (% very well or well)



	Low income	High income
Hong Kong SAR, China	64%	64%
East Asia & Pacific	59%	68%
High income group	46%	50%

Expenditures How well does the government inform people about expenditures? (% very well or well)



	Low income	High income
Hong Kong SAR, China	55%	47%
East Asia & Pacific	48%	49%
High income group	45%	45%

#### Quality How would you rate the quality of

Hong Kong SAR,

High income group 71%

China

information published by the government? (% very good or good)

#### Quantity

How would you rate the quantity of information published by the government? (% very good or good)

#### Accessibility

How would you rate the accessibility of information published by the government? (% very good or good)



#### Reliability

How would you rate the reliability of information published by the government? (% very good or good)



72%

	Low income	High income
Hong Kong SAR, China	No data	No data
East Asia & Pacific	67%	62%
High income group	66%	68%

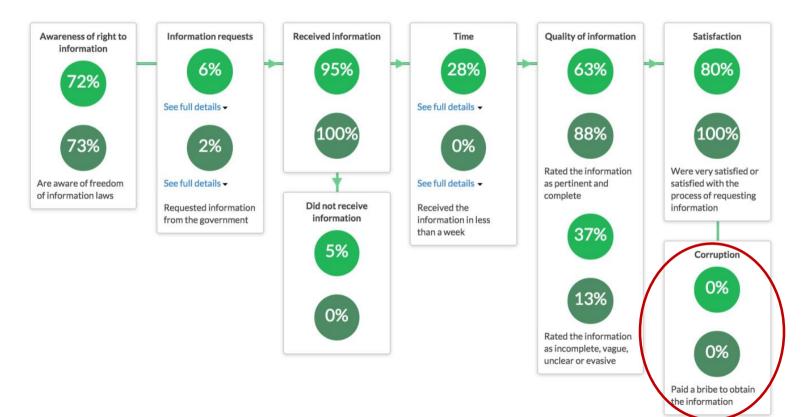
	Low income	High incom
Hong Kong SAR, China	75%	82%
East Asia & Pacific	62%	60%
High income group	63%	65%

	Low income	<ul> <li>High income</li> </ul>
Hong Kong SAR, China	No data	No data
East Asia & Pacific	66%	63%
High income group	66%	68%

Overview By gender By income

High income

Right to information



### **Civic** participation

W

Congress In practice, people in this neighb can present their concerns to me Congress (% strongly agree or agree)		Local government In practice, people in this ne can present their concerns t government officials (% strongly agree or agree)		Petition In practice, people can free with others to draw attenti sign a petition (% strongly agree or agree)	on to an issue or	Consultation How well does the local gove consult community leaders to decisions? (% very well or well)	
Hong Kong SAR, China	36%	Hong Kong SAR, China	46%	Hong Kong SAR, China	43%	Hong Kong SAR, China	47%
East Asia & Pacific	61%	East Asia & Pacific	67%	East Asia & Pacific	69%	East Asia & Pacific	45%
High income group	77%	High income group	83%	High income group	86%	High income group	41%
Civil Society Civil society organizations can freely express opinions against government policies and actions (% strongly agree or agree)		Political Parties Political parties can freely express opinions against government policies and actions (% strongly agree or agree)		Media TV, radio and newspapers can freely express opinions against government policies and actions (% strongly agree or agree)		Membership People can freely join any (unforbidden) political organization they want (% strongly agree or agree)	
· · · · · · · · · · · · · · · · · · ·							
Hong Kong SAR, China East Asia & Pacific	34% 59%	Hong Kong SAR, China	35% 60%	Hong Kong SAR, China East Asia & Pacific	21% 58%	Hong Kong SAR, China	35% 66%

### Complaint mechanisms

Complaint filing How well does the local government provide ways to make complaints about public services? (% very well or well)

#### Complaint handling How well does the local government provide ways to handle complaints against local officials? (% very well or well)



	Men	Women
Hong Kong SAR, China	46%	46%
East Asia & Pacific	42%	44%
High income group	45%	43%

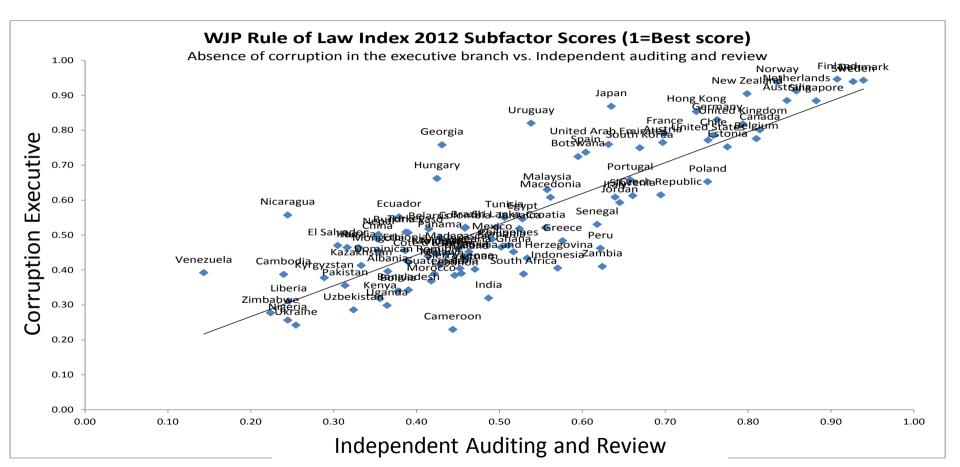
	📕 Men	Women
Hong Kong SAR, China	33%	39%
East Asia & Pacific	35%	37%
High income group	40%	38%



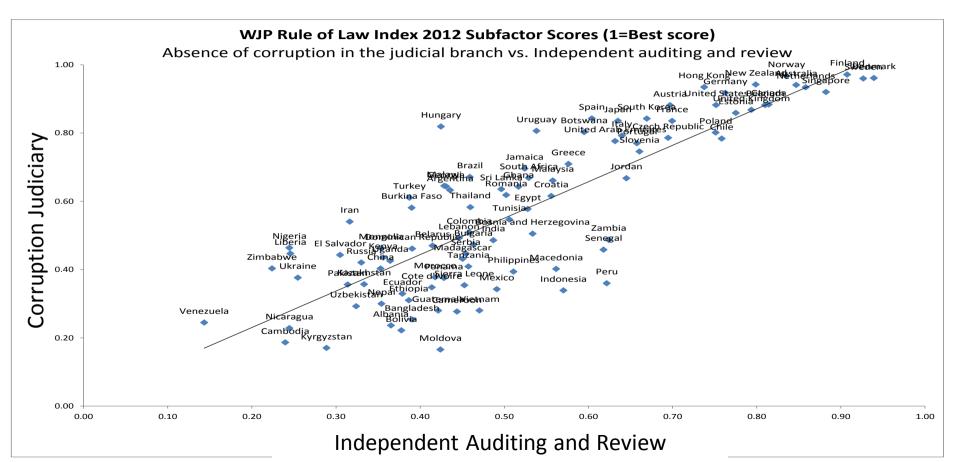
# **Anti-Corruption Intervention**

- Legal and institutional framework
- Enforcement mechanisms
- People's perceptions and the meaning of corruption
- Education, complaints and accountability

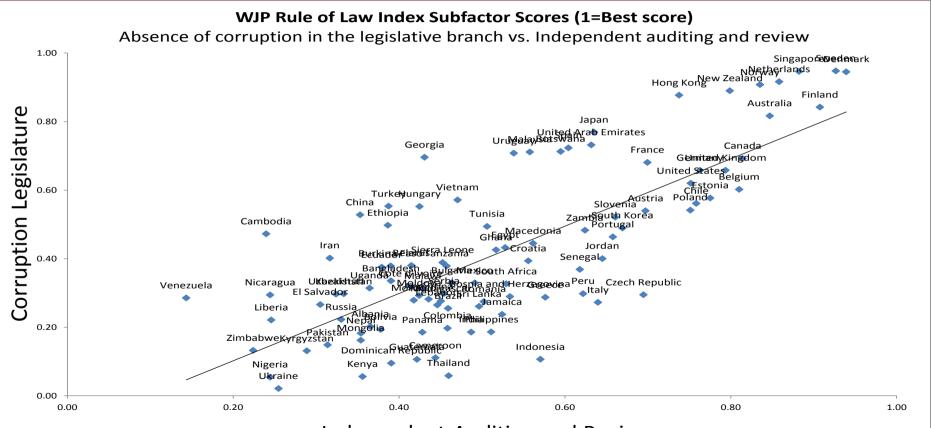
# **Independent Auditing and Review**



# **Independent Auditing and Review**

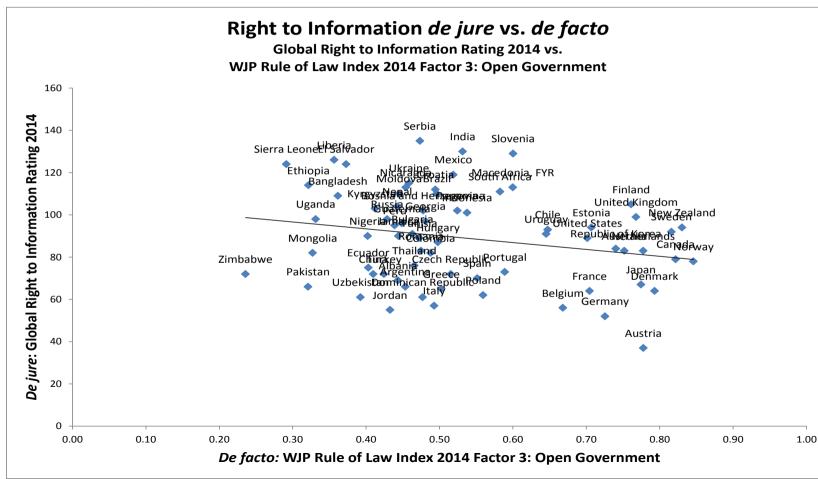


# **Independent Auditing and Review**

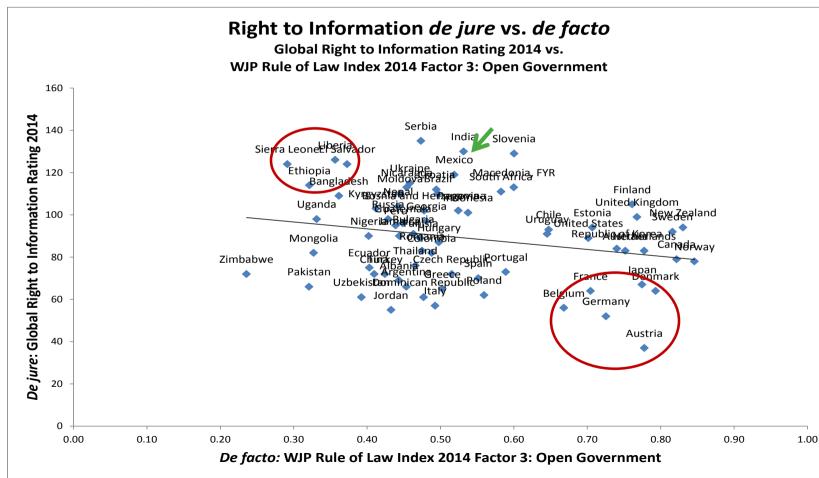


Independent Auditing and Review

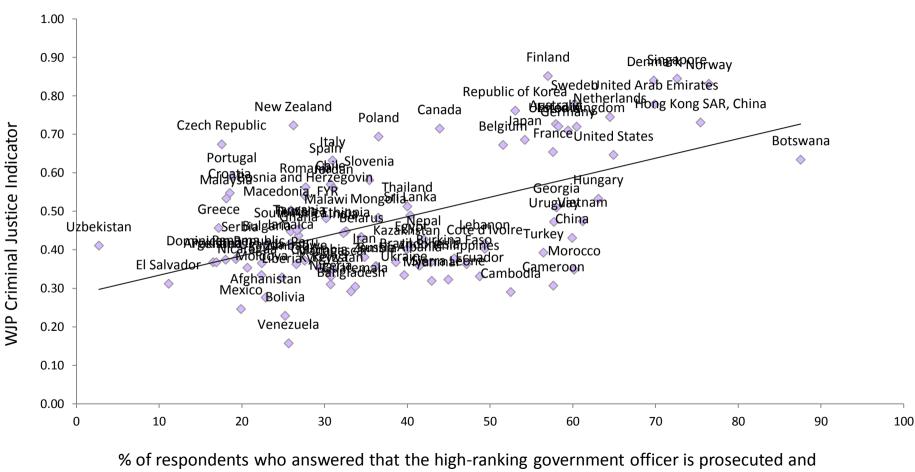
### Right to Information: Laws Vs. Practice



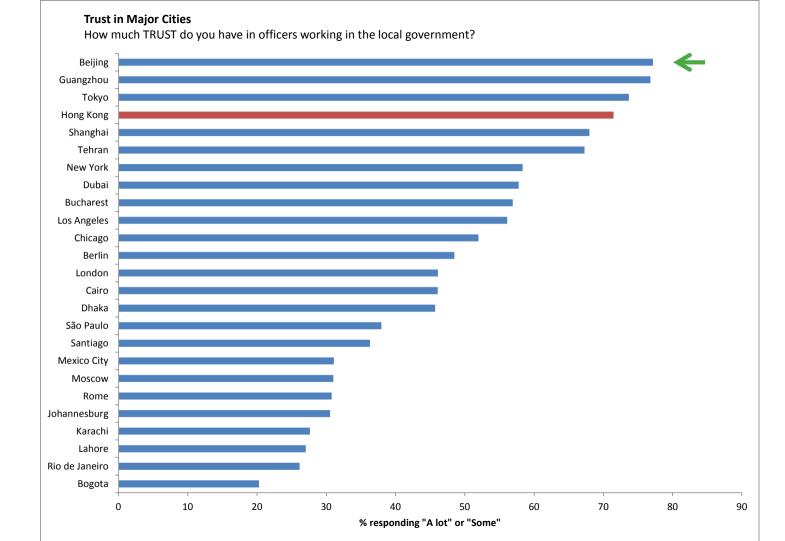
### Right to Information: Laws Vs. Practice

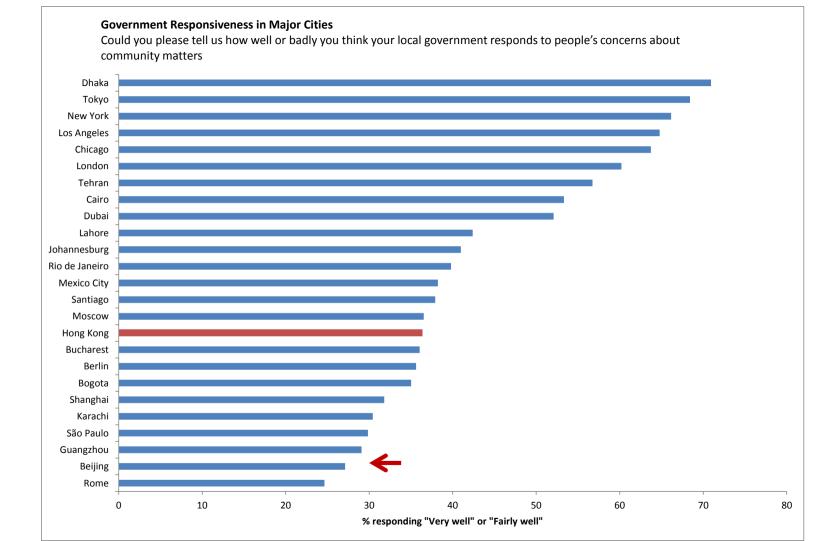


### **Criminal Justice Effectiveness and Perception of Accountability**



punished

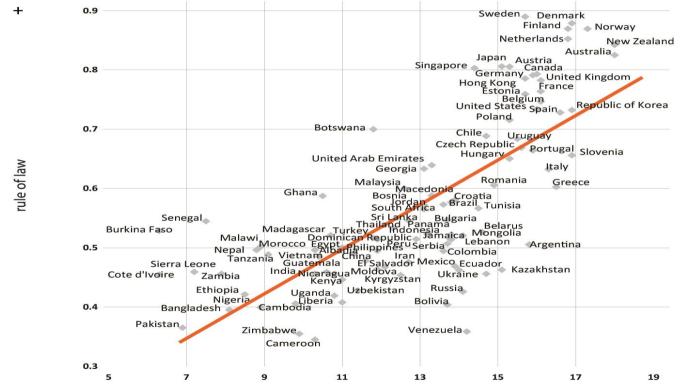




# **Anti-Corruption Intervention**

- Legal and institutional framework
- Enforcement mechanisms
- People's perceptions and the meaning of corruption
- Education, complaints and accountability

# Rule of Law – Education (direction of causality?)



education (school life expectancy (years) from primary to tertiary) +

Source: The World Justice Project and UNESCO

### Rule of Law – Education (direction of causality?)

Botero, Juan, Alejandro Ponce, and Andrei Shleifer. 2013. Education, Complaints, and Accountability. *Journal of Law and Economics* 56, no. 4: 959-996.

Education, Complaints, and Accountability

Juan Botero World Justice Project Alejandro Ponce World Justice Project Andrei Shleifer Harvard University

#### Abstract

Better-educated countries have better governments, an empirical regularity that holds in both dictatorships and democracies. Possible reasons for this fact are that educated people are more likely to complain about misconduct by government officials and that more frequent complaints encourage better behavior from officials. Newly assembled individual-level survey data from the World Justice Project show that, within countries, better-educated people are more likely to report official misconduct. The results are confirmed using other survey data on reporting crime and corruption. Citizens' complaints might thus be an operative mechanism that explains the link between education and the quality of government.

# **Anti-Corruption Intervention**

- Legal and institutional framework
- Enforcement mechanisms
- People's perceptions and the meaning of corruption
- Education, complaints and accountability

Culture of Adherence to the Rule of Law



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