



Survey methodology addressing  
gender equality related corruption  
risks and vulnerabilities  
in civil service

# Table of Contents

Acknowledgements .....	3
Introduction .....	4
1. THEORETICAL FRAMEWORK .....	7
Understanding the links between gender, transparency, accountability and corruption .....	7
2. AREAS OF INQUIRY .....	10
Investigating gender, transparency, accountability and corruption .....	10
Risk areas within the civil service .....	11
Indicators .....	14
3. PROCESS FOR DESIGNING AND CONDUCTING THE SURVEY .....	15
1. Engaging stakeholders .....	15
2. Planning .....	16
3. Sampling .....	17
4. Methods .....	18
5. Tools .....	20
6. Ethical considerations .....	25
7. Data collection and recording .....	25
8. Data processing and analysis .....	25
9. Dissemination of results and follow up .....	26
References and resources .....	28
Annex 1. Definitions .....	30

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# Introduction

Good governance is predicated on principles of transparency, equity, strengthened accountability, integrity and participation. The civil service, as the administrative arm of government is tasked with upholding, and where possible leading on these principles. As an employer, national civil services are bound by codes of conduct, policies, laws and regulations which promote a transparent and fair working environment with good working conditions for men and women. If the civil service fails to provide such a working environment, a lack of accountability and corrupt practices, such as nepotism, bribery, favoritism, extortion (including sexual extortion), theft and abuse of discretionary powers may become endemic. While a lack of transparency and entrenched corruption in the civil service often translate into a lack of (quality) government services, impacts are also felt directly by civil service employees. A lack of transparency and corrupt practices within the civil service alters whether or not recruitment, promotion, remuneration and redundancy policies are adhered to and whether accountability and disciplinary measures are followed. These corrupt practices cost taxpayers money and have the potential to diminish the professional profile of the civil service and trust in the civil service as a whole.

Corruption is as much about power as it is about money. Given the hierarchical structure of the civil service, women are often absent from decision making roles and large numbers of women occupy the lower rungs of the civil service.

Without power women are less likely to have opportunities to engage in corruption, yet they are vulnerable to the risks associated with a lack of transparency and corrupt practices at work. Negative impacts including being underpaid, sexually exploited, overlooked for promotion or unfairly dismissed, disproportionately affect more women than men.

Implementing fair employment practices and strong accountability measures within the civil service minimizes the temptation for corruption and maximizes the incentives for ethical behavior.<sup>1</sup> In other words, cleaner management will lead to cleaner operations, and in this case better service delivery and government programs.

## **Why this methodology?**

Central and Eastern Europe have made considerable gains in the area of good governance, but have not achieved equal opportunities for men and women employed within the civil service. Political and public institutions remain deeply entrenched in patriarchal culture, women play a marginal role in public decision-making and public administration institutions do not provide sufficient incentives to create a female-friendly work environment which encourages women to commit and pursue professional careers in the civil service.

While Central and Eastern European citizens can tackle government corruption in a number of ways, this survey methodology provides a first step: working with duty bearers (civil servants) to ensure cleaner and more transparent operations within the civil service.

<sup>1</sup> Hall, D. (2012) *Corruption and Public Services*.

This methodology outlines how to survey male and female civil service employees on their experiences and perceptions of transparency and corruption risks and vulnerabilities in recruitment and promotion. Two questions guide the survey:

1. How do male and female civil service employees perceive and experience transparency, accountability and corruption in the workplace?
2. What are the differential impacts of a lack of transparency and corruption on the recruitment and career development of male and female civil service employees?

### **About the methodology**

This methodology is designed as a resource for understanding and contributing to current research on gender and corruption within the civil service and as a practical toolkit for implementing a survey on perceptions and experiences of gender, transparency and corruption. The toolkit includes:

- areas of inquiry,
- indicators,
- survey methods,
- sample questions,
- guideline for the design and conduction of the assessment; and
- information relating to sampling, data collection and recording processes, analysis and ethical considerations.

The methodology can be used in its entirety to conduct a comprehensive survey or its tools or specific information can be used for designs of programming and evaluations that may not have gender equality or women's empowerment as a particular focus.

This methodology is organized around four parts:

1. Theoretical Framework – including a review of key literature and definitions.
2. Areas of inquiry – including a discussion of key assumption, research areas and the identification of indicators that can be used as the analytical framework.
3. Process for conducting the survey – including how to make a case for investigating gender, transparency and corruption and detailed information on how to conduct the survey such as sampling, data collection and recording, methods, data analysis and reporting, ethical considerations and disseminating findings.
4. Annexes: Definitions and guidelines fundamental to conducting the survey.

# Theoretical Framework

## Understanding the links between gender, transparency, accountability and corruption

This survey methodology is grounded in an understanding that good governance within the civil service is a route to a more democratic and corruption-free society.<sup>2</sup> As a government institution, it is expected that the civil service is broadly representative of society and operates in a non-discriminatory, disciplined and ethical way.<sup>3</sup> As an employer, it is in the interest of the government that the civil service is perceived as a professional and fair employer, a meritocracy that provides adequate training and professional development and does not tolerate unethical or dishonest behaviour.

### What are the key debates on gender and governance?

Internationally, gender equality and governance work is framed using a rights based approach, which recognises the equal rights of women and men as citizens and the responsibilities of the public to be adequately represented and informed by their government. As the administra-

tive arm of government, the responsibility of the civil service is both an employer and an implementer of policies.<sup>4</sup>

Understanding the role of government in this way is extremely useful for unpacking issues relating to women as public servants, as voters, as advocates for accountability mechanisms and for ensuring that duty bearers (government officials) are receptive to hearing what is being said by staff and clients of government services.

Principles of good governance include: accountability, transparency, responsiveness, equity, inclusiveness, upholding rights, and following the rule of law.

*Brody, A. (2009) Bridge Cutting Edge Pack Gender and Governance.*

This survey methodology is concerned with the civil service as an employer of men and women. Studies of gender within the civil service are not just concerned with numbers of women into government positions. In fact, programs that focus on

<sup>2</sup> Brody, A. (2009) *Bridge Cutting Edge Pack Gender and Governance.*

<sup>3</sup> Keuleers, P. (2004) *Civil Service Personnel Management: Key issues for consideration when assisting civil service personnel management reforms in developing countries.* UNDP.

<sup>4</sup> Brody, A. (2009) *Bridge Cutting edge Gender and Governance.*

numbers are unable to address root causes of inequality within the civil service. Moving beyond numbers makes it possible to contest endemic stereotypes, attitudes and behaviours, which discriminate against women and perpetuate the notion that men are the leaders.

Taking a human rights based approach in research on gender and civil service requires investigating women in leadership as a women's rights issue and calls for transforming the civil service to be participatory, inclusive and gender responsive.<sup>5</sup>

"It's not enough to smash the glass ceiling. You need to audit the entire building for "gender asbestos" – in other words, root out the inherent sexism built into corporate structures and processes".

*Schumpter Womenomics,  
The Economist January 2, 2010.*

Gender responsive governance programs around the world comprise three common strategies:<sup>6</sup>

1. Working to overcome structural barriers relating to policies, regulations and practices;
2. Encouraging and supporting women to take up leadership roles or participate in decision-making on an equal footing with men; and
3. Investigating men and women's experiences at work to promote gender equality.

This approach focuses on investigating structural barriers but it also recognises the importance in examining power relations, networks and cultural norms within the civil service that may be detrimental to gender equality and women's empowerment. Within this paradigm, investigating transparency, accountability mechanisms and corruption at work are central to understanding gender and governance.

Countries in Central and Eastern Europe and Central Asia have not yet achieved equal opportunities for men and women employed within the civil service. Political and public institutions remain deeply entrenched in patriarchal culture; women play a marginal role in public decision-making. Women represent at least 30 percent of public administration overall however, women's participation in public administration appears to be highly variable, with participation of over 70 percent in some countries and as low as 28 percent in others. In addition, none of the countries have achieved the minimum target 30 percent of women in decision-making positions. Public administration institutions do not provide sufficient incentives to create a gender-sensitive work environment which encourages women to commit and pursue professional careers in the civil service. According to a study by UNIFEM, women in the region still occupy low ranking positions and earn less than men and benefits once regulated by the state, are now reserved for those in elite positions, mostly men.<sup>7</sup> At the same time, the majority of Central and Eastern European citizens surveyed as part of the Corruption Perception Index (2012) perceive their countries as highly corrupt. In fact, 95 percent of countries in the region fall in the top 50 countries reported to be most corrupt from a total of 176.<sup>8</sup>

<sup>5</sup> Hoare, J. and Gell, F. (2009) *Women's leadership and participation, Introduction.*

<sup>6</sup> *Ibid.*

<sup>7</sup> UNIFEM (2006) *The Story Behind the Numbers: Women and employment in Central and Eastern Europe and Western Commonwealth of Independent States.*

<sup>8</sup> *Corruption Perceptions Index (2012).*



## What do we know about gender, transparency, accountability and corruption?

Gender, transparency, accountability and corruption research has undergone a transition from a preoccupation with studies that compare women's corruptibility with men, towards investigating the ways in which gender shapes understandings and experiences of corruption, opportunities to participate in corrupt practices, the currency of corruption and the differential impacts of corruption on men's and women's working lives.<sup>9</sup> Studies of gender and transparency continue to focus on the differential impacts of spending taxpayer money by governments (including gender budgeting) and measuring the degree of transparency in civil service operations and management as an indicator of gender equality.

Standard definitions of corruption focus on public loss for private gain, however, corruption is also about abusing power to discriminate and deprive people of their rights. Just like gender inequality, corruption, has the potential to slow development and exacerbate poverty.<sup>10</sup> In these countries, government accountability mechanisms are weak and gender equality is not prioritized nor is it a goal.

Studies of corruption within the civil service are interested in the significance of social networks and the fulfillment of gender roles at work to describe the ways in which corrupt practices become embedded within the culture. For example, women employed by the civil service may be excluded from corruption circles because of socially deter-

mined networks linked to age or professional level. Although women may be excluded from directly participating in corrupt practices, they may be complicit in corruption because they fail to report it. There are myriad reasons why corruption is not reported, some of which may be gendered, including whether or not the civil service operates in an open and transparent way, whether or not whistle-blowers face reprisals, whether or not women participate in the accountability mechanisms within the civil service and whether or not men and women have access to accountability mechanisms.

While women may be excluded from corruption networks there is evidence to suggest that women are more vulnerable to the negative impacts of corruption than men.<sup>11</sup> This is particularly true for women who comprise the majority of front-line service users, such as clients at health centers, due to their reproductive and care giving roles. However, in other sectors, women may bear the brunt of corruption because they comprise the majority of the world's poor population and therefore more reliant on government services and because the currency of corruption can also be sexual extortion. Within the civil service, women may also be more vulnerable to the risks of a lack of transparency and corruption. Female public service employees, due to their lack of power may be underpaid, sexually exploited, overlooked for promotion, unfairly dismissed, unable to claim their workplace entitlements or unable to report on a lack of transparency or corrupt practices. Potential risk areas for women in the civil service are further discussed in Section 2. Areas of Inquiry.

9 Dollar, D. et al (1999) *Are Women Really the Fairer Sex? Corruption and Women in Government*, World Bank Working Paper Series No. 4 (1999); Goetz, A.M (2004) *Political Cleaners: How Women are the New Anti-Corruption Force. Does the Evidence Wash?*; Sung, H. (2003) *Fairer Sex or Fairer System? Gender and Corruption Revisited*, *Social Forces*, Vol. 82, No. 2.

10 Transparency International (2010) *Corruption and Gender in Service Delivery: The Unequal Impacts*.

11 UNDP primer (2011), UNIFEM (2009) *Who Answers to Women? Gender and Accountability, Progress of the World's Women Report 2008 / 2009*.

# 2 Areas of Inquiry

This survey seeks to measure perceptions of men's and women's vulnerabilities and risks associated with transparency, accountability and corruption within the civil service. As this is a relatively new area of inquiry, this section includes a discussion of the key areas of inquiry relating to gender, transparency, accountability and corruption research that will frame the research.

Five key areas for conducting gender research on transparency and corruption are described followed by a brief discussion of potential risk areas across the whole civil service and in specific Ministries. Finally, a list of indicators is included to guide an analysis of gender, transparency, accountability and corruption.

## Investigating the relation between transparency, accountability, corruption and gender

Gender research on transparency, accountability and corruption requires investigating a number of key areas:

1. **Gendered opportunities to engage in corruption.**

This area of inquiry relates to understanding how gender influences, decision-making, power relations at work, budgeting, planning and policy development. Research in this area

also focuses on uncovering gendered patterns in corruption networks.

2. **How gender influences the currency of corruption.**

Research on gender and corruption should always include an investigation of sexual extortion. Often sexual extortion is mis-understood as sexual harassment. Distinguishing extortion from harassment takes it out of the human resources office and makes it a probity concern of the public office and is as important as bribery or any other form of corruption.

3. **Differential impacts of a lack of transparency and corruption on males and females.**

A lack of transparency and corruption within the civil service can be investigated in terms of the organisation impacts and the individual impacts. A survey with a focus on gender and corruption looks at the differential experiences of corruption among men and women, but also uncovers differences in reporting corruption and the impacts of corruption on men's and women's careers.

4. **How gender shapes attitudes towards corruption and participation and representation in anti-corruption struggles.**

A person's gender may influence his/her perceptions of corruption and influence how or whether it is reported. Surveys of corruption and gender investigate accountability mechanisms (and women's and men's access to these), reprisals and actions taken to curb corruption.

### 5. How effectively a lack of transparency and corruption is measured or evaluated.

Gendered research is not only concerned with the collection of sex disaggregated data, it is also designed using a methodology that is responsive to the needs of men and women, and one that will glean a complete picture of transparency, accountability and corruption within the civil service. Using this form of inquiry it is important to ensure research questions relate to perceptions and understanding of different forms of corruption, transparency in operations and questions relating to experiences of corruption and how it is being addressed.

## Risk areas within the civil service

Within the civil service itself, there are a number of risk areas where a lack of transparency or corruption may have a disproportionate impact on women's careers. In particular some potential areas may include:

- **Systemic issues** such as the size of the public services, salaries and general working condition have an impact on the levels of corruption overall and therefore on women's opportunities for jobs and career.
- Inadequate or the **absence of workplace policies and codes of conduct** providing for fairness, transparency and accountability in workplace practices such as recruitment, promotion, retrenchment, redundancy and professional development. Without clear policies and information all staff will be treated differently depending on relationships, networks, hierarchy and potentially their sex.
- The gap between **policy and implementation**: lack or scarce effectiveness of enforcement and oversight mechanisms (including internal audit and ethics commissions) for the mentioned human resource policies relating to recruitment, promotion, retrenchment, redundancy and professional development.
- **Abuse of power, nepotism and the presence of cronies/clienteles** in the public services can reduce career opportunities, benefits and non-monetary rewards for women. While men and women are both at risk and vulnerable to situations where they are involved in an abuse of discretionary powers, women are more likely than males to be required to use sex as the currency of corruption. In addition women are less connected to powerful networks are often discriminated.
- **Bribery and extortion** in recruitment and career development. Men and women are vulnerable to bribery and extortion, however, women are more likely than men to be at risk of sexual extortion. An open and transparent civil service promotes merit-based recruitment in policies and practices such as a civil service exam. There will also be information available on career pathways within the civil service. Bribery may also occur in awarding contracts.
- **Embezzlement** may include theft and utilization for personal purposes of supplies and resources from the workplace but it may also include theft of time. Theft of time is not working the required amount of hours you are being paid for and includes high rates of absenteeism. Endemic absenteeism is more likely to go unnoticed among employees who are either well connected with management or who hold more authority, which means more men than women.
- **Lack of transparency and openness** regarding processes and activities of the public administration including obstacles for access to information and lack of reporting and communication tools. This may affect women disproportionately because of their exclusion from network of informal communication and
- **Lack of reporting mechanisms** in place, such as making it difficult for staff to report corruption cases and failures to comply with the human resource policies mentioned above. This may lead to staff being complicit in corrupt practices through their silence. Given that women tend to occupy low ranking positions they are particularly at risk of becoming involved in corruption indirectly. A lack of reporting mechanisms and whistleblower protection makes it difficult to guarantee the protection of men and women who report corruption.

- **Accountability:** Without clearly defined, and transparent accountability mechanisms corruption is nurtured and disciplinary bodies or superior public servants may treat men and women differently.

Depending on the sector being surveyed a number of additional specific risk areas may also exist. For example, in the health sector key issues are likely to include absenteeism and theft of supplies,

especially drugs, while within the education sector corruption may take the form of paying bribes for exam results or paying extortion fees to avoid sexual harassment. In sectors where large contracts are managed, such as Ministry of Transport or Ministry of Infrastructure programs, there is likely to be an increase in bribes, kickbacks or abuse of discretion. Similarly, Ministry of Defense or Public Security and the armed forces may be more vulnerable to corruption due to a lack of scrutiny.

Developing indicators to guide the survey		
<b>Headline Indicators</b>		
Understanding and prevalence of gender, accountability, transparency and corruption.	<ul style="list-style-type: none"> <li>● Number of women and men who can define transparency, accountability and corrupt practices within the civil service.</li> <li>● Number of male and female staff report on a lack of transparency, accountability or corrupt practices at work.</li> </ul>	
Men and women's experiences of corruption.	<ul style="list-style-type: none"> <li>● Civil service perceived by male and female employees as a professional employer.</li> <li>● Male and female staff perceive government policies and procedures (relating to procurement, promotion and recruitment) as transparent.</li> </ul>	
Impacts of corruption and a lack of accountability / transparency on men and women.	<ul style="list-style-type: none"> <li>● Number of established accountability / complaints mechanisms assist women and men to know their rights and identify corruption within the civil service.</li> <li>● Men and women willing to report corruption without fear of reprisals.</li> <li>● Men and women who reported corruption</li> </ul>	
<b>Detailed indicators and sample questions</b>		
Systemic issues	<ul style="list-style-type: none"> <li>● Number of males and females receiving fair pay.</li> <li>● Reduction in the pay gap between males and females.</li> <li>● Budgeting and planning processes within the civil service are gender responsive.</li> </ul>	<ul style="list-style-type: none"> <li>● Have women's salaries increased at the same rate as men's in recent years?</li> <li>● Are salaries for men and women with similar qualifications and experience equal?</li> </ul>
Policies, regulations and implementation	<ul style="list-style-type: none"> <li>● Measures to promote gender equality are included in policies (codes of conduct, recruitment, promotion and career development, anti-corruption policy).</li> </ul>	<ul style="list-style-type: none"> <li>● What policies exist?</li> <li>● How often are policies reviewed?</li> <li>● Do women and men participate in the development and review of policies?</li> <li>● Do policies promote equality between men and women?</li> <li>● Do policies adequately address gender-specific issues such as maternity protection?</li> </ul>

<p>Abuse of power, nepotism and the presence of cronies/clienteles</p>	<ul style="list-style-type: none"> <li>Reduction in the number of appointed positions (shift towards meritocracy).</li> </ul>	<ul style="list-style-type: none"> <li>How many positions were filled through direct appointment in recent years?</li> <li>What steps are being taken towards reducing the number of appointed positions?</li> </ul>
<p>Bribery, extortion, embezzlement</p>	<ul style="list-style-type: none"> <li>Number of men and women who have information on additional benefits (awards, prizes) offered by the public administration.</li> <li>Number of men and women who understand the rules related to additional benefits.</li> </ul>	<ul style="list-style-type: none"> <li>What additional benefits are offered by the public service?</li> <li>How are all staff made aware of these benefits?</li> <li>Who are the current recipients of additional benefits?</li> </ul>
<p>Transparency</p>	<ul style="list-style-type: none"> <li>Number of male and female staff who have access information and laws.</li> <li>Number of male and female staff who understand information and laws.</li> <li>Transparency in terms of the dissemination and implementation of human resource policies.</li> </ul>	<ul style="list-style-type: none"> <li>How is information on policies and laws communicated with staff?</li> <li>Who receives the information?</li> <li>Is the information provided timely, relevant, easy to understand and adequate?</li> </ul>
<p>Reporting</p>	<ul style="list-style-type: none"> <li>Male and female staff across all professional levels are subject to the same disciplinary code.</li> <li>Number of male and female staff attending mandatory training on corruption.</li> <li>Information on the number and plurality of NGOs within the country.</li> <li>Existence of established partnerships with non-government organisations tackling corruption, including those with a focus on gender equality and women’s empowerment.</li> <li>Support provided to “whistleblowers” regardless of sex or rank.</li> </ul>	<ul style="list-style-type: none"> <li>What corruption reporting mechanisms are in place?</li> <li>Do staff feel they can report corruption without reprisals?</li> <li>Do staff receive training on corruption? Who? Does the training include discussion on gender issues?</li> <li>What support is provided for staff who report corruption? Is this the same for all staff?</li> </ul>
<p>Accountability</p>	<ul style="list-style-type: none"> <li>Transparency and equality of disciplinary proceedings, the composition of disciplinary bodies and responsibilities of superior civil servants.</li> <li>Existence of a civil service or public administration commission.</li> </ul>	<ul style="list-style-type: none"> <li>What is the disciplinary mechanism in place for handling corruption within the public service?</li> <li>Who has access to this?</li> <li>How do staff know about it?</li> <li>What examples exist of previous cases? How are these communicated with staff?</li> </ul>

## Indicators

There is a lack of gender responsive indicators specifically designed to measure the gendered dimension of corruption and its impact within the civil service. Gender responsive indicators are needed to accurately understand the different perceptions and experiences of a transparency, accountability and corruption among men and women.

Headline and detailed gender, transparency and corruption in the civil service indicators have been de-

signed as part of this survey methodology. The indicators are a useful guide when framing the parameters of the survey and later when conducting the analysis. Alongside the detailed indicators sample questions have been included. These questions can be used when surveying one specific area of public administration. In addition, the six headline indicators can also be used when incorporating gender equality and women's empowerment considerations into existing programs on democratic governance that may not have gender as a specific focus.

# Designing and conducting the survey

This section provides a step-by-step guide for conducting the survey on gender, transparency, accountability and corruption in the civil service. The chapter is organised around the following sequential steps in the process:

- Engaging Stakeholders
- Planning
- Sampling
- Indicators
- Methods
- Ethical considerations
- Data collection and recording
- Data analysis and reporting
- Disseminating results

## 1. Engaging stakeholders

Researching gender, transparency, accountability and corruption within public sector operations is highly sensitive. This survey cannot be implemented without the full support of senior management from your counterpart agency. Engage senior management early and present them with enough background materials to provide a justification why the survey should be conducted. The approval from senior management may require several meetings and follow up work, such as adapting the tools and preparing a work plan or budget.

Convincing counterparts to participate in the survey will require making strong evidence based case for what the survey can offer. **This section distills the key arguments that support conducting a survey on gender, transparency, accountability and corruption.**

### What are the mandates for working on gender and corruption?

- Millennium Development Goals (MDGs) focus on eradicating poverty and upholding human rights. Gender equality is the third of the eight Millennium Development Goals (MDGs) and UNDP views Goal 3 as both a means and an end in achieving all the goals. Gender equality has intrinsic development value in itself, but it will also contribute to achieving the other MDGs.<sup>12</sup>
- Corruption undermines development work because it highlights inequalities within the government and negatively impacts the poor, who are often women. Women's equal participation in all areas of society is also a human right. Corruption has the potential to obstruct women from participating in leadership, decision-making and enjoying the same benefits and rights as men at work.

<sup>12</sup> UNDP (2007) *Primers in Gender and Democratic Governance: Primer 1. Quick Entry Points to Gender Equality and Women's Empowerment in Democratic Governance Clusters.*

- International commitments including Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the United Nations Convention Against Corruption (UNCAC) set out an agenda for tackling corruption and gender and women's empowerment. Countries that are signatories to these agreements are legally bound to implementing them.

### What are the good governance arguments?

- Corruption undermines the principal elements of governance and rule of law
- Corruption benefits few yet has the potential to diminish the profile and good name of the civil service as a whole.
- Civil servants are entrusted by society to manage public resources. Corrupt practices within government will cost taxpayers money, deducting from funds available for front-line service delivery.
- Clean operations within the public sector make it more difficult for politicians to abuse resources.
- Equality in women's and men's recruitment and promotion within the civil service sends a message of equity and good governance

### What is the link between transparency, corruption, accountability, women's empowerment and gender equality?

- Women comprise the majority of the world's poor population and are more reliant on government services.
- While women may be excluded from corruption networks they are more vulnerable to the negative impacts of corruption than men.<sup>13</sup>
- Female public service employees, due to their lack of power may be underpaid, sexually ex-

ploited, overlooked for promotion, unfairly dismissed, unable to claim their workplace entitlements or unable to report on a lack of transparency or corrupt practices.

- Women's exclusion from the male dominant networks often affects their career advancement and opportunities.

### How does this survey contribute to enhancing economy and efficiency of the public administration?

- Cleaner public administration management will lead to more efficient and cleaner operations.
- Improved operations lead to better service delivery and government programs.
- Effective management of resources and programming may safeguard against budget cuts.
- A more transparent workplace will reduce staff turnover resulting in a more efficient public administration.

## 2. Planning

### What to discuss with counterparts?

When conducted as a comprehensive survey, this methodology is designed to provide baseline data on men's and women's perceptions and experiences of transparency and accountability as well as corrupt practices within the civil service. In addition to providing an overview of the current situation, the survey also highlights desirable internal changes and ways forward that may assist the government to deliver better services to the people who need them.

With this in mind, an initial step before conducting the survey is to discuss the following questions with your counterparts:

<sup>13</sup> UNDP primer (2011), UNIFEM, *Who Answers to Women? Gender and Accountability, Progress of the World's Women Report 2008/2009*.



1. What do you want to use the survey results for?
2. Do you want to conduct a comprehensive assessment or snapshot?
3. What resources (human and financial) are available?

The answers to these questions will impact decisions around sample size, data collection methods, how data will be analysed and what follow up will be required.

### How long will it take to complete the survey?

Conducting the complete survey will require a commitment of approximately 4-6 months.<sup>14</sup>

Draft work plan	
Task	Time frame
Engaging stakeholders	Up to 1 month
Obtain necessary approvals / authorisation	Up to 1 month
Planning sessions <ul style="list-style-type: none"> <li>- Pilot</li> <li>- Revise tools</li> <li>- Finalise sample</li> <li>- Agree on data analysis approach</li> <li>- Finalise survey team</li> </ul>	2 weeks
Data collection	Up to 2 weeks
Data processing and analysis	2 weeks
Sharing of results and follow up	2 weeks +

## 3. Sampling

### Who should be included in the sample?

The sample for this survey comprises male and female career civil service staff across all Ministries and ranks. Political appointees are not included in the sample.

Once you have the go ahead from senior management identify the departments and relevant representatives. It is important to involve staff at all levels, for example entry level right through to senior management. It is likely that they will each have different experiences of transparency, accountability and corruption, which will provide an interesting analysis.

For example,

1. High-level representative involved in planning and budgeting.
2. High-level representatives and staff from the agency/department concerned with accountability.
3. High-level representatives from the agency or department in charge of human resource management for career public servants.
4. Human resources manager/s from relevant departments.
5. Sector specific department heads.

### What agencies should be involved?

Different sectors are likely to generate different data. When selecting the sector/s the following criteria may be useful:

1. An agency with a high number of female employees contrasted with a male dominated Ministry. This will ensure good representation from men and women.

<sup>14</sup> The time required to conduct the survey will be shorter if there is no delay with authorisations / approvals.

2. Agencies that have a good track record for working towards women's empowerment and gender equality contrasted with another Ministry, which does not. This will ensure that you will be able to evaluate whether current approaches to working towards gender, transparency and anti-corruption are working.
3. Agencies delivering basic services, relevant for the MDGs and for women's empowerment considering the social role of women in a given society (such as health and education).

### What size sample is required?

Sample sizes will vary depending on the country and budget. To help decide on the scale of the survey discuss the following questions with your counterparts:

1. Do you require a sample that is representative of the national civil service?
2. How much data can the department manage?
3. Do you have statisticians as part of the team?
4. How much time/ resources can be dedicated to the survey?

Before making decisions on the sampling method and sample size seek advice from someone with a background in statistics.

## 4. Methods

### What data needs to be collected?

The objective of the survey is to understand the different perceptions of men's and women's vulnerabilities and risks associated with corruption, transparency and accountability in the civil service. To successfully carry out the survey, data should include secondary data from reports, previously conducted analysis and policies and primary or empirical data from male and female civil

service staff representing different ranks within the civil service.

It will be necessary to collect data on:

1. Existing legal, regulatory and institutional framework for control of corruption.
2. Men's and women's perceptions and understanding of corruption, accountability and transparency within the civil service.
3. Men's and women's experiences of corruption and transparency and accountability in the civil service.
4. Impacts of transparency, accountability and corruption on men and women working in the civil service.

To address these three areas adequately qualitative and quantitative primary data should be collected using a variety of methods.

### What is primary or empirical data?

First hand data or original data.

### What is secondary data?

Data that comes from another source such as previous studies, reports or literature.

### What methods or instruments will be used?

Different methods are used depending on the type of data you require and who the respondents will be. Four survey methods have been included as part of this methodology:

1. Desk review
2. Questionnaire
3. Focus group discussion
4. In depth interviews

Selecting survey methods for different purposes and stakeholders		
Method	When to use this method?	Who are the respondents?
1. Desk review	Desk review is an essential first step in the survey. It will provide <i>background</i> information on policies and practices unique to the country you are working in.	Desk review can be conducted by government officers (program officer level) with support from consultants. Should be led by human resources or accountability unit.
2. Questionnaire	Provides a <i>general overview</i> of key issues and perceptions of gender, corruption and transparency. Provides quantitative data to strengthen a detailed assessment. Can also be used as evidence to convince senior management of the importance of policy changes or the need to conduct a more detailed assessment.	Staff of all levels, in particular middle level male and female managers in all sectors.
3. Focus Group Discussions	When you require <i>detailed</i> understanding of key issues arising from the questionnaire or specific information from a particular sector.  Qualitative data adds narrative and context to questionnaire findings.	Male and female entry-level staff and middle level managers across all sectors.
4. In-depth interviews	In-depth interviews provide the only real opportunity for <i>senior management</i> to be involved in the survey.  Interviews can be used to promote the significance of the survey, share preliminary findings, verify data and provide a context.  In-depth interviews provide qualitative and quantitative data on the gap between policies and practice, actual experiences of corruption and strategies for addressing it.	Male and female senior level management, especially from Human Resources, Civil service Commission, Accountability departments, contracts.

## 5. Tools

### 5.1 Desk Review

#### Purpose

The purpose of conducting a desk review is to gather background information on policies and reports relating to operations in the civil service. This information can be cross referenced against the actual experiences of men and women working in the civil service but it is also useful to analyse the content of policies and reports to see if there is any evidence of gender inequalities.

#### Guiding questions for a desk review?

1. What evidence is there of policies or reports highlighting different treatment / experiences of males or females? For example, preferential treatment of males for study tours or excluding women from working overtime.
2. What evidence is there of policies or reports lacking transparency or promoting discretionary powers? For example, pay particular attention to policies relating to recruitment, career advancement, remuneration, and retrenchment or redundancy packages and maternity protection and parental/family leave.

There are a number of documents that may be useful in conducting the desk review for a survey on perceptions and experiences of transparency, gender and corruption. Some of these include:

1. CEDAW country reports.

#### Questionnaire

2. Relevant laws, such as labor codes, civil service acts, labor law, gender equality law, corruption law.
3. Reports from national accountability mechanisms, such as Ombudsman, human rights commissions, public service commissions, equal opportunity boards, accountability office.
4. Reports from non-government organisations or watchdog groups, such as amnesty international or transparency international.
5. Government department strategic plans and budgets.
6. Human resource policies including recruitment, retrenchment, retirement, promotion, redundancy and professional development policies.
7. Policies relating to disciplinary measures.
8. Civil service code of conduct.
9. Civil service exams.
10. Policies related to accountability and transparency of operations.

### 5.2 Questionnaire

#### Purpose

The purpose of this questionnaire is to gauge understandings and perceptions of gender and corruption, transparency and accountability in civil service management among staff, including measures to curb corrupt or non-transparent practices. Any staff can participate as respondents.

#### How to administer the questionnaire?

This questionnaire is designed as a self-completion survey. It should be completed online using anonymous survey implementation software. It should take approximately 15 minutes to complete.

#### 1. Which of these practices within the workplace do you think are corrupt? (Circle Yes or No for each response)

A	Accepting gifts or hospitality from a civil servant.	Yes	No
B	Taking supplies or materials from work for home use.	Yes	No
C	Paying or receiving rewards for keeping silent about workplace issues.	Yes	No

D	Performing or receiving sexual favors in exchange for promotion or money.	Yes	No
E	Paying or receiving payment for a promotion or permanent job within the civil service.	Yes	No
F	Paying or receiving a payment for awarding contracts or positions.	Yes	No
G	Not declaring a conflict of interest when recruiting staff or awarding contracts.	Yes	No
H	Not working required hours.	Yes	No
I	Leaving work early without permission.	Yes	No
J	Flirting with a colleague.	Yes	No
K	Asking friends who are well connected for favours to help your government work.	Yes	No
L	Claiming reimbursements to attend private functions hosted by a work colleague.	Yes	No

**2. What forms of corruption do you believe exist across the entire civil service in your country? (Circle one or more answers)**

A	No corruption exists in the civil service.	Yes	No
B	Embezzlement, theft (including time theft not working required hours) and fraud	Yes	No
C	Extortion (including sexual extortion)	Yes	No
D	Nepotism, favoritism and patronage	Yes	No
E	Bribery	Yes	NO
F	Abuse of discretionary powers	Yes	No
G	Trading in influence	Yes	No
H	Other. Please specify.....		

**3. How prevalent do you believe corruption is in the civil service of your country? (Circle a number 1-5 on the continuum with one being NOT prevalent and 5 being very prevalent.)**

1	2	3	4	5
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**4. Have you ever witnessed corruption in your current workplace? Yes No (Go to Q.7)**

**5. If you answered Yes to Q. 4. Circle the answer/s that best describe/s the corruption you witnessed.**

A	Embezzlement, theft (including time theft not working required hours) and fraud	Yes	No
B	Extortion (including sexual extortion)	Yes	No
C	Nepotism, favoritism and patronage	Yes	No
D	Bribery	Yes	No
E	Abuse of discretionary powers	Yes	No
F	Trading in	Yes	No
G	Other. Please specify.....		

**6. Did you report the corruption described in Q. 5? Yes No**

A.	Yes.
B.	No, I did not report it because.....

<b>7. In your current workplace, have you been asked to participate in corrupt practices?</b>			<b>Yes</b>	<b>No</b>
<b>(Go to Q.11)</b>				
<b>8. If you answered YES to Q. 7, select the answer/s that best describe/s the type of corruption you participated in.</b>				
A	Embezzlement, theft (including time theft not working required hours) and fraud	Yes	No	
B	Extortion (including sexual extortion)	Yes	No	
C	Nepotism, favoritism and patronage	Yes	No	
D	Bribery	Yes	No	
E	Abuse of discretionary powers	Yes	No	
F	Trading in influence	Yes	No	
G	Other. Please specify.....			
<b>9. Did you report the corruption described in Q. 8?</b>				
A.	Yes.			
B.	No, I did not report it because.....			
<b>10. How does the civil service encourage men and women to speak out against corruption or a lack of transparency in management? (Answer Yes or No for each response.)</b>				
A.	It has an established and functional workplace grievance mechanism.	Yes	No	
B.	Information is available on laws and policies relating to corruption, accountability and good governance for male and female staff.	Yes	NO	
C.	Has a senior management team that is supportive of male and female staff.	Yes	No	
D.	Gender equality considerations are included in all workplace policies.	Yes	No	
E.	Has a gender responsive anti-corruption policy.	Yes	No	
F.	Male and female staff that report corruption are protected from reprisals.	Yes	No	
G.	Has established relationships with non-government organisations and government organisations working to fight against corruption.	Yes	No	
<b>11. Have workplace policies relating to your employment been made available to you? (Circle Yes or No for each response.)</b>				
A	Recruitment policies and requirements (such as exam results, qualifications, age, level)	Yes	No	
B	Salary and remuneration policies including overtime.	Yes	No	
C	Promotion policies	Yes	No	
D	Working hours policies	Yes	No	
E	Training or professional development opportunities	Yes	No	
F	Retrenchment policies	Yes	No	
G	Retirement policies	Yes	No	
H	Redundancy policies	Yes	No	
I	Disciplinary measures	Yes	No	

**12. How would you described the information provided in the policies and regulations mentioned in Q. 11?  
(Circle Yes or No for each response.)**

A	The information provided was relevant to my situation.	Yes	No
B	The information was provided in a timely manner.	Yes	No
C	The information provided was accurate.	Yes	No
D	I could easily understand the information.	Yes	No

**13. In your opinion, do men and women enjoy the same working conditions within the civil service?  
(Circle Yes or No for each response)**

A	Women and men enjoy the same recruitment requirements (such as exam results, qualifications, age, level).	Yes	No
B	Women and men enjoy the same salary and remuneration, including overtime.	Yes	No
C	Women and men are subject to the same promotion procedures.	Yes	No
D	Women and men work the same hours.	Yes	No
E	Women and men enjoy the same training or professional development opportunities.	Yes	No
F	Women and men are subject to the same retrenchment policies / procedures.	Yes	No
G	Women and men are subject to the same retirement regulations.	Yes	No
H	Women and men are subject to the same redundancy packages.	Yes	No
I	Women and men are subject to the same disciplinary measures.	Yes	No

**14. Do discretionary powers exist within the public administration whereby management can grant additional pay or benefits to certain employees?**

Yes      No  
Go to Q16

**15. If you answered yes to Q.14, Is the criteria for granting additional pay and benefits made available to all staff?**

Yes      No

**16. What is your gender?**

Male      Female

**17. How old are you? (Circle one answer)**

- A. 20-29 years
- B. 30-39 years
- C. 40-49 years
- D. 50-59 years
- E. 60+

**18. What is your position? (Circle one answer)**

- A. Administrative staff
- B. Advisor / Technical staff
- C. Middle Management
- D. Senior Management

### 5.3 Focus group discussion guiding questions

#### Purpose

The purpose of the focus group discussions (FGDs) is to glean detailed information and narratives from men and women on their different perceptions, experiences and impacts of transparency, accountability and corruption in the civil service.

#### How to conduct the Focus Group Discussions (FGDs)?

FGDs should be conducted with small groups (no more than 10 people). Where possible it is advised that separate groups are conducted with male and females, however, where numbers are small mixed groups will suffice. However, it is fundamental that the FGDs are conducted with staff that is at the same occupational level (for example, all middle managers or all entry level).

Four to six FGDs will be conducted as part of this survey methodology:

- Two FGDs with entry level staff (one FGD with males and another with females); and
- Two FGDs with middle management (one FGD with males and another with females).

Each FGD will run for 1-2 hours and requires one facilitator with a voice recorder (upon agreement). During the discussion it is the role of the facilitator to encourage all participants to share their opinions. Three key questions relating to perceptions, experiences and impacts of transparency and corruption are provided below, along with several follow up questions to assist the flow of discussion.

#### Guiding questions

1. What opportunities exist within the civil service for corrupt practices?
  - a. How do these opportunities affect men and women differently?

- b. How do these practices affect men and women's careers / work experience within the civil service?
2. Within your organisation, what can employees do to advance to the upper ranks of management?
  - a. What are the steps? Are they the same for men and women?
  - b. How can someone fast track the process? Is it the same for men and women?
  - c. How do you think the current leaders of your department advanced to the top? Is it the same for men and women?
3. How does your organisation promote accountability, transparency and tackle corruption?
  - a. How does management share information relating to policies and regulations? Is information provided to everyone? Are policies applied the same for men and women?
  - b. How does management set examples of acting with integrity? Any cases where management reported corruption? Men or women?
  - c. How have complaints been handled in the past? Is this the same for men and women? Is there dedicated staff for dealing with such complaints?
  - d. How is corruption being reported? Are both males and females reporting corruption?
  - e. How does the organization share information on violations and case handling with employees?

### 5.4. In depth interview guiding questions

#### Purpose

The purpose of the in depth interviews is to engage senior management in the survey process and to expand upon data gleaned from the desk review, focus group discussions and survey. For example, it may be a good opportunity to discuss preliminary findings or perceptions that male and female staff have of corruption, transparency and accountability.



## How to conduct the interviews?

It is important to keep in mind that senior managers are time poor. The interviews should not take longer than 40 minutes. It is possible to discuss the four key questions below in less time, however, if you have specific questions from the other data time will be an issue.

One person is required to conduct the interview while taking notes or recording the answers.

## Guiding questions

1. What is your department currently doing to promote integrity, accountability, transparency and anti-corruption among male and female civil servants? (follow with questions about trainings and codes of conduct, especially mechanisms for their implementation).
2. How do you promote integrity, accountability, transparency and anti-corruption at work?
3. What roles do men and women play in tackling corruption at work? Are they different and why?
4. How has corruption, or a lack of transparency in civil service management been handled in the past? Do you think this was handled differently for males and females?
5. What opportunities exist within the civil service for corruption or a lack of transparency? Do you think these are the same for men and women?
6. Who benefits from corruption and a lack of transparency? Do you think this is the same for males and females?

## 6. Ethical considerations

Asking participants to discuss sensitive topics like gender, transparency, corruption and accountability raises a number of ethical risks. Participants should be made to feel safe and protected. This can be achieved in a number of ways:

- Send an invitation letter to the employees to be involved in the project with the information about the project itself. Such an invitation will attract the attention of those who are sensitive to these topics, are willing to react and have something to say.
- Anonymity of the participant's identity as well as views and experiences presented need to be guaranteed.
- Participants should voluntarily participate. Ask all participants to sign a consent form. Consent forms will be collected and managed by the research team leader, they will not be shared with other participants or civil service staff.
- Information packs should be provided to all participants including contact details of departments involved in the survey, accountability units and independent whistle blower organisations.
- Where possible follow up support should be available for participants to report corruption or seek additional information on issues raised during discussions. In this case it might be necessary to provide additional information packs on corruption, gender transparency and accountability mechanisms to all participants.
- As a courtesy, aggregated survey results should be shared with all respondents.

## 7. Data collection and recording

### When is the best time to conduct the survey?

1. Preparing national, sector and local development strategies and plans;
2. Conducting the Common Country Assessment (CCA) and preparing the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Program;
3. Formulating programs and projects in response to good governance challenges or as part of a larger public administration reform program;
4. Managing reviews of the above.

### Is it necessary to conduct a pilot?

It is a good idea to pilot the tools among a small sample before embarking on a complete survey of gender, transparency accountability and corruption. Piloting will allow you to make any necessary changes to the tools, adjust the sample size and assess the level of participation required by different stakeholders.

## 8. Data processing and analysis

### How to process the data?

This survey will generate a lot of data from the desk review, focus group discussions, interviews and questionnaires. Quantitative data will need to be carefully recorded using excel or a statistics software package. When processing the quantitative data ensure that all data sets are broken down by age, sex and position. Qualitative data from focus group discussions and interviews does not need to be transcribed in its entirety; however, notes and discussion questions should be kept as a record.

### How to analyse the data?

The analytical framework for the survey data comes from the survey objectives, key indicators and the data itself. A professional researcher should carry out the data analysis. It is also recommended to involve a gender expert in data analysis.

Qualitative data will be analysed thematically. This requires the analyst to identify common themes in the discussions. Themes can be identified during the discussions or following the discussions while listening to recordings or when re-reading notes. Another way of identifying themes is through a key word or key phrase analysis. Qualitative data relies on making meaning from conversations and discussions. Good Qualitative analysis will also be grounded in an understanding of nuances in language and context.

## 9. Dissemination of results and follow up

### What is a pilot?

A pilot study is an experiment or test. It is useful to troubleshoot problems with methods or sample. Can save time and money later.

The survey findings can be used for a range of purposes and follow up activities. Some follow up areas include:

#### 1. Disseminate the results.

An initial step once the survey findings are finalised is to share the results among survey respondents, the civil service as a whole and the management team. Disseminating the results may be as simple as conducting a briefing meeting for all staff or it may involve a series of workshops and discussions. In disseminating results it is important to ensure that the anonymity of respondents is preserved. Only aggregated findings should be shared.

#### 2. Use the survey as a baseline.

The findings from the survey can be used as a baseline by which the civil service can measure changes in perceptions and understandings. The survey can be repeated periodically and results compared.

#### 3. Promote the professionalism or clean operations of the civil service.

Depending on the findings, the civil service may want to prepare a press release, publish the study or part of it or use the information on the website or for promotional materials.

#### 4. Develop new or revise existing policies.

The survey findings provide an evidence base upon which to develop new or revise existing

policies particularly in the areas of human resources and anti-corruption.

**5. Diagnose priority issues that require further investigation.**

While the survey findings will provide a wealth of information the primary focus of the research is the nexus between gender, transparency, accountability and corruption. The survey findings may reveal discrete problems in each of these areas, which require further investigation beyond the scope of the survey, such as endemic corruption regardless of gender.

**6. Make changes to the workplace practices and culture at work.**

The survey findings provide examples of ways of working within the civil service. This information may be useful for the management team to make changes to every day practices.

**7. Strengthen / introduce the accountability mechanisms within the civil service.**

A lot of the information contained in the survey will highlight the effectiveness of the accountability mechanisms in place within the civil service. The survey findings can assist in highlighting which areas need to be strengthened and how.

**8. Identify staff development needs.**

The information gleaned from the survey will assist the civil service in identifying the staff training and professional development needs, particularly in the area of anti-corruption but also more generally regarding transparency, gender and accountability.

**9. Highlight opportunities for exchange of experiences across the region.**

This survey is designed to be rolled out across several countries. It provides an excellent opportunity for exchanging experiences and good practices between countries.

**10. Conduct a larger assessment of the impacts of corruption on service delivery and government clients.**

The survey findings will provide a good indication of perceived risks of transparency, accountability and corruption within the civil service, which is likely to impact the quality of services delivered and the benefits enjoyed by end users. The civil service may want to conduct a larger assessment among clients of government services.

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### Toolkits

International Association of Women Judges (2012) Stopping the Abuse of Power through Sexual Exploitation: Naming, Shaming and Ending Sextortion.

<http://www.anti-corruption.org/images/themes/International%20Association%20of%20Women%20Judges%20Toolkit%20Naming%20Shaming%20and%20Ending%20Sextortion.pdf>

UNDP (2011) Primers in Gender and Democratic Governance: Primer 5. Women's Empowerment, corruption, accountability and gender: Understanding the connection. <http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/corruption-accountability-and-gender-understanding-the-connection.html>

UNDP (2012) Seeing Beyond the State: Grassroots women's perspectives on corruption and anti-cor-

ruption <http://www.anti-corruption.org/images/themes/Grassroots%20women%20and%20anti-corruption.pdf>

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### Useful websites

Corruption Research Network [www.corruptionresearchnetwork.org](http://www.corruptionresearchnetwork.org)

Transparency International [www.transparency.org](http://www.transparency.org)

The Global Portal on Anti-corruption for Development is at <http://www.anti-corruption.org/>

Gender and Corruption in South Eastern Europe, PACO [http://www.coe.int/t/e/legal\\_affairs/legal\\_cooperation/combating\\_economic\\_crime/3\\_technical\\_cooperation/PACO/PACO-Impact/PC-TP\(2004\)45.pdf](http://www.coe.int/t/e/legal_affairs/legal_cooperation/combating_economic_crime/3_technical_cooperation/PACO/PACO-Impact/PC-TP(2004)45.pdf)

U4 Project (<http://www.u4.no/>), hosted by the Christian Michelsen Institute, (<http://www.cmi.no/area4.cfm>).

# Annex 1. Definitions

## Women's Empowerment

Women's empowerment has five components:

1. Women's sense of self-worth;
2. Right to have and to determine choices;
3. Right to have access to opportunities and resources;
4. Right to have the power to control their own lives, both within and outside the home; and
5. Women's ability to influence the direction of social change to create a more just social and economic orders, nationally and internationally.<sup>15</sup>

Within the context of the civil service, women's empowerment relates to having fair and equal working conditions and remuneration, participating in decision-making and leadership, having access to information and opportunities to assist with career development and advancement and the degree of influence women have in policy development and implementation.

## Gender equality

Gender equality means that women and men have equal conditions for realising their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. Gender equality is, therefore, the equal valuing by so-

ciety of the similarities and the differences of men and women, and the roles they play. It is based on women and men being full partners in their home, their community and their society. Within the civil service this translates into men and women enjoying equal and fair working conditions and opportunities.

## Transparency

Transparency relates to the availability of information such as policies, regulations, laws and procedures, including availability of information on the process of adoption those policies, regulations. Transparency contributes to efficiency and accountability of the civil service as well as to participation of the public in decision-making and public debates. However, dumping reams of information on men and women does not necessarily make for a transparent civil service. In fact, too much information may cloud understanding. To assist investigations of gender and transparency four key questions guide thinking:

1. Is the information relevant to males and females?
2. Is the information accessible to males and females?
3. Is the information available to males and females in a timely manner?
4. Is the information accurate and up to date?

<sup>15</sup> Further definitions can be found at <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>.

<sup>16</sup> Brody, A. (2009) *Bridge Cutting Edge Pack: Gender and Governance*.

## Accountability

Accountability relates to taking responsibility for decisions that have been made.<sup>16</sup> It entails setting standards, investigating, ensuring that the organisation and employees / public officials are answerable and sanctions are in place. Accountable governments adhere to agreed standards, norms and goals, including national and local regulations and international commitments such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Citizens or 'stakeholders' are entitled to demand accountability when this does not happen.<sup>17</sup>

## Corruption

Public sector corruption is understood as the use of public resources for private gain. However, corruption comes in a number of different forms:

- Favoritism such as nepotism, cronyism, patronage;
- Bribery, speed money or rent seeking behaviours;
- Kickbacks;
- Trading in influence;
- Embezzlement, fraud or siphoning funds from essential civil services or national programs or the underpayment of public servants;
- Theft including absenteeism, which is understood as theft of paid working time;

- Abuse of discretion, lack of transparency and a culture of impunity;
- Extortion (including sexual extortion) and blackmail; and
- Improper political contributions.

Large-scale corruption within the civil service might involve skimming money from budgets allocated for programs. At the service delivery level corruption may be as simple as paying a fee for services intended to be free, or paying too much for services subsidised under a national program. For example, women may be asked to pay for medical testing or pay for seeing their newborn baby. Corruption may also include paying additional money to have higher quality services.

## Sexual extortion

Sex + Corruption = Sextortion

Sexual extortion or sextortion relies on the coercive power of authority rather than physical violence or force to obtain sexual favors. The abuse of authority implies an imbalance of power between the perpetrator and the victim. This imbalance allows the perpetrator to exert coercive pressure on the victim to accede to sexual demands.<sup>18</sup>

Gender and corruption studies also focus on sexual exploitation as a specific form of corruption which women and girls are more vulnerable to than males.<sup>19</sup>

<sup>17</sup> *Ibid.*

<sup>18</sup> Definition from UNDP (2012) *Sexual extortion toolkit*, BDP.

<sup>19</sup> Goetz (2005); Goetz & Jenkins (2005).



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