The Asia Foundation

SURVEY ON PERCEPTIONS AND
KNOWLEDGE OF CORRUPTION

2016
SURVEY

Canada

The Asia Foundation

Sant-Maral Foundation

SURVEY ON PERCEPTIONS AND KNOWLEDGE OF CORRUPTION

STRENGTHENING DEMOCRATIC PARTICIPATION AND TRANSPARENCY IN THE PUBLIC SECTOR IN MONGOLIA PROJECT (STEPS)

March 2016

SURVEY

2016

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INTRODUCTION

In March 2016, The Asia Foundation, in collaboration with Sant-Maral Foundation, conducted its seventeenth Survey on Perceptions and Knowledge of Corruption (SPEAK) in Mongolia, a nationwide survey of citizens in rural soums, aimags, and the capital city Ulaanbaatar.

The SPEAK is an integral part of the Global Affairs of Canada funded Strengthening Democratic Participation and Transparency in the Public Sector in Mongolia (STEPS) project implemented by The Asia Foundation. The SPEAK survey builds on the semi-annual corruption benchmarking survey conducted under the USAID-funded Strengthening Transparency and Governance in Mongolia (STAGE) and Mongolian Anti-Corruption Support Project (MACS) project. Known from 2006 to 2011 as the Mongolia Corruption Benchmarking Survey, it was renamed SPEAK in 2012. The survey measures public perceptions and understanding of corruption, grand corruption, government institutions, and the impact of petty corruption on the day-to-day life of Mongolian households.

The SPEAK survey will be conducted annually three times over the period of STEPS project. The survey serves as a backbone to evidence-based programming, informing the project of changes at critical stages of the project. The SPEAK survey is extensively disseminated to a broad range of public, private as well as civil society stakeholders and triggers public discussions on transparency, accountability, and corruption. The longitudinal design of the survey helps to track long-term changes and trends in perceptions and attitudes. Additionally, the SPEAK survey is complemented by the Foundation's Study of Private Perceptions of Corruption (STOPP) which is designed to capture data on perceptions of corruption of business sector. Together, the surveys provide a broad picture of the level of corruption in Mongolia.

The survey findings were released in July 2016.

SURVEY METHODOLGY

Structured, face-to-face interviews were conducted with adults 18 years of age and above. A multi-stage, random sampling was used with probability sample in an area cluster.

At the first stage, Ulaanbaatar and up to two aimags (provinces) from each of the four regions were selected randomly, followed by random selection of soums (counties) within those aimags, and khoroos (sub-districts) within Ulaanbaatar. Aimag centers and soum centers were always included in the sample.

In the second stage, the primary sample units (PSUs) were selected. In Ulaanbaatar, the PSUs were randomly selected sections within selected khoroos. In the aimag centers, the PSUs were randomly selected bags (the smallest political subdivisions). In soum centers, a block of households was determined by the supervisor. The size of PSUs was kept at eight households.

In the third stage, the starting point and households were determined. In apartment areas of Ulaanbaatar, interviewers were provided with addresses (building and flat number). In ger districts, the field executive provided interviewers with street numbers and starting points. Working from the starting point, the interviewers in ger districts would skip the first household, interview the second household, then use the right-hand rule and interview every third household. In aimag centers and soum centers, starting points were determined by supervisors, and then interviewers followed the right hand rule and selected every third household. At the household level, the head of household or the household member who was most familiar with household matters was selected for the interview.

This report highlights the findings from the SPEAK VI survey, which was begun on March 12, 2016, and completed on April 4, 2016. The enumerators interviewed 170 PSUs consisting of 1,360 households in eight districts of Ulaanbaatar and in 24 soums of six aimags.[1] The sample distribution is shown in the following table:

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[1]Results are based on face-to-face interviews with 1,360 adults aged 18 and older. For results based on the total sample of national adults, the margin of sampling error is ±1.6 percentage points (if p=10 percent and 1-p=90 percent) to ±2.6 percentage points (if p=40 percent and 1-p=60 percent) at the 95 percent confidence level. In addition to sampling error, question wording and practical difficulties in conducting surveys can introduce error or bias into the findings of public opinion polls.

Table 1. *Sample Distribution*

Region	City/Aimag	District/Soum	Interviews
	Ulaanbaatar		600
		Khan-Uul	56
		Bayanzurkh	144
		Sukhbaatar	72
		Chingeltei	72
		Bayangol	88
		Songinokhairkhan	136
		Nalaikh	16
		Baganuur	16
	Aimags		760
Western	Khovd		176
		Jargalant (central soum)	64
		Erdeneburen	24
		Myangat	32
		Zereg	32
		Darvi	24
Khangai	Bulgan		88
		Bulgan (central soum)	40
		Hangal	32
		Rashaant	16
	Ovorkhangai		168
		Arvaikheer (central soum)	64
		Hujirt	40
		Zuunbayan-Ulaan	32
		Bayangol	32
Central	Dundgovi		89
		Mandalgovi (central soum)	40
		Gurvansaikhan	25
		Luus	24
	Selenge		135
		Sukhbaatar (central soum)	56
		Zuunburen	23
		Mandal (Zuunkharaa)	32
		Baruunburen	16
		Khutul	8
Eastern	Sukhbaatar		104
		Baruun-Urt (central soum)	40
		Sukhbaatar	16
		Uulbayan	16
		Erdenetsagaan	32
	Total		**1360**

KEY FINDINGS

> The 2016 survey findings are marked by a deteriorating economy and a volatile situation in politics due to upcoming elections.

>> In rankings of major problems, the "general crisis" category moved from sixth to second position. Attitudes towards corruption remain similar to previous years.

>> In the measurement of institutional corruption, "political parties" occupied the first place as the most corrupt institution in Mongolia for the first time since the start of the corruption benchmark surveys. In previous years, the land utilization agency was consistently ranked first. Three out of five top-ranking positions are occupied by political institutions: political parties, Parliament, and national government.

>> There is not enough confidence in the "transparency and fairness" of the election process. The lowest confidence is in election campaign financing. However, the opinion of respondents has improved compared to 2015.

>> Slightly over half of respondents think that the new election law is "not at all" or only "a little" effective (53.1 percent).

> Similarly to 2015, more than half of respondents think that corruption has increased over the past three years (59 percent in 2015, 58.8 percent in 2016). Optimism about the next three years has grown, however. A quarter of respondents in 2015 thought corruption would decrease in the next three years (24.4 percent), while more than one-third thought so in 2016 (34.9 percent).

> Assessment of the IAAC's activities remained unchanged from 2015, but confidence in the IAAC's fight against corruption declined. The public's belief in the impartiality of the IAAC also remains much lower than it was in 2014.

> The introduction of new technology that limits human interference, and the "transparent accounting law" are the most valued anti-corruption initiatives.

> Many households have difficulty estimating the impact of grand corruption.

> The average size of petty corruption bribes paid by Mongolian households has increased from 277,000 MNT in March 2015 to 336,000 MNT in March 2016.

> Respondents working in the private and non-government sectors report higher levels of unfair treatment from state institutions than respondents working in state offices and state service.

MAJOR PROBLEMS

1. MAJOR PROBLEMS

In March 2016, unemployment remained the number one problem in Mongolia, and the number of respondents citing it as a major problem had changed little – from 28.4 percent in 2015 (Figure 1.2) to 27.8 percent in 2016 (Figure 1.1). In the second position there was substantial change, however, with "general crisis" replacing last year's "inflation." "General crisis" stands for a combination of negative economic and social issues. It has doubled since the last measurement, from 5 percent in 2015 to 9.7 percent in 2016. "Poverty" moved from fifth to third position. "Corruption" as a major problem remained at the fourth position, with the same number of respondents calling it a major problem.

Figure 1.1: *Major problems in 2016 (only one choice, open question)*

Most important problem (top 10) ▇ Mar-16

Problem	Percentage
Unemployment	27.8%
General crisis	9.7%
Poverty	9.1%
Corruption	7.7%
Inflation/price increases	6.7%
National economy	5.8%
Standard of living	3.7%
Ecology	3.1%
Policy/future	2.3%
Health	2.1%
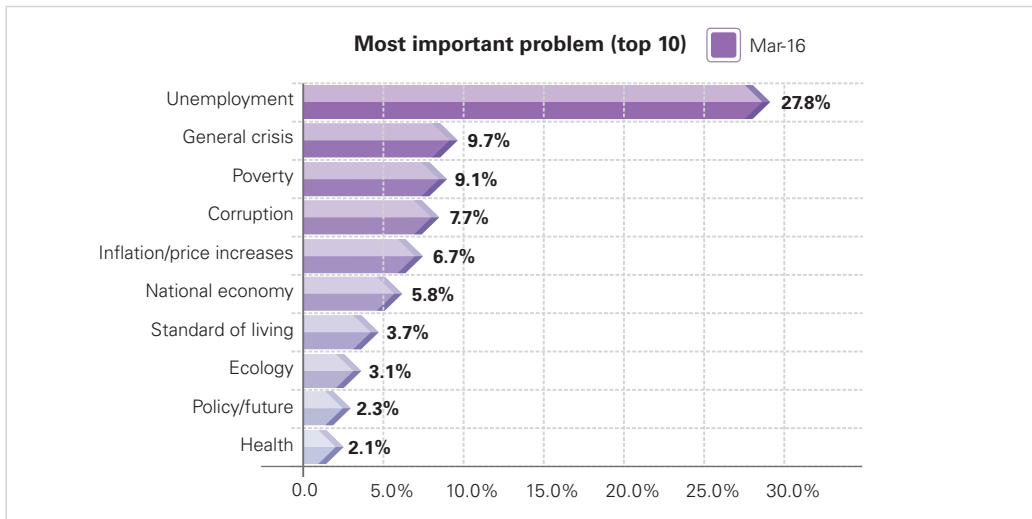
Figure 1.2: *Major problems in 2015 (only one choice, open question)*

Most important problem (top 10) ▇ Mar-15

Problem	Percentage
Unemployment	28.4%
Inflation/price increases	10.9%
National economy	10.2%
Corruption	7.8%
Poverty	7.5%
General crisis	5.0%
Standard of living	4.8%
Mining	2.8%
Low income	2.4%
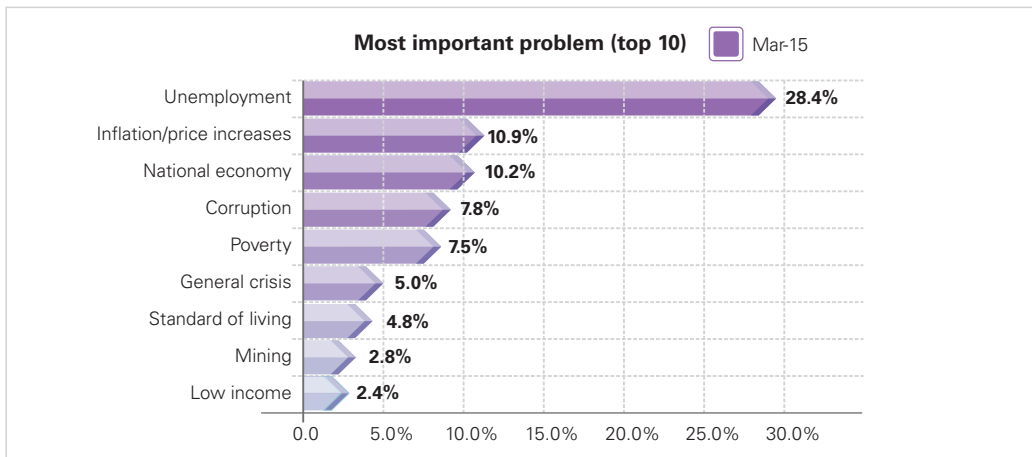
Over the life of the survey, unemployment has fluctuated as a major problem, but overall, unemployment's ranking among major problems has remained quite high (Figure 1.3). In comparison, corruption as a major problem has declined (Figure 1.4). This could be linked to the rising importance of general economic factors that occupy respondents' attention.

When categorized by respondents' ages, "unemployment" and "corruption" both showed an age-correlated distribution (Figure 1.5). "Unemployment" was of greater concern for younger respondents, aged 18 to 39, than for older ones. The group aged 30 to 39 was the one most concerned about "corruption." This is usually a socially active group whose representatives are more advanced in their careers, often in managerial positions.

Figure 1.3: *Trends in "unemployment" as a major problem*
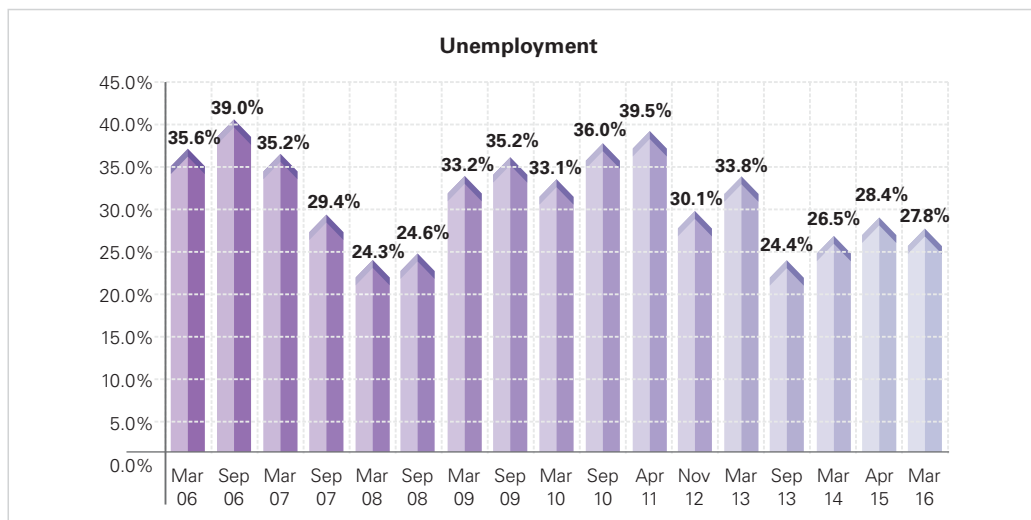
Figure 1.4 : *Trends in "corruption" as a major problem.*
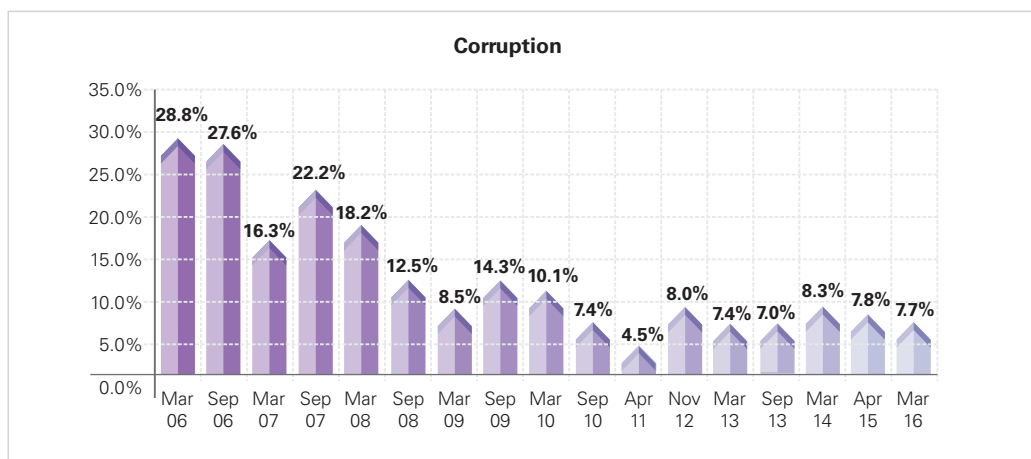
Figure 1.5: *Cross-tabulation of "unemployment" and "corruption" by age group*
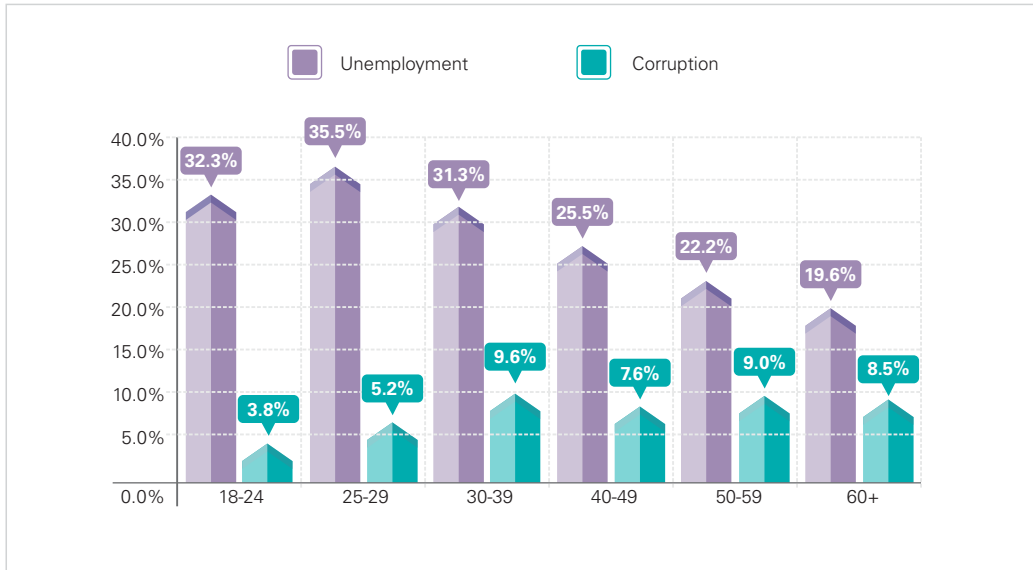
There is direct correlation between education level and perception of corruption as a major problem (Figure 1.6). While only 4.3 percent of those with just a primary education mentioned corruption as a major problem, 12.1 percent of those with a university education mentioned it.

Figure 1.6: *Cross-tabulation of "unemployment" and "corruption" by education*
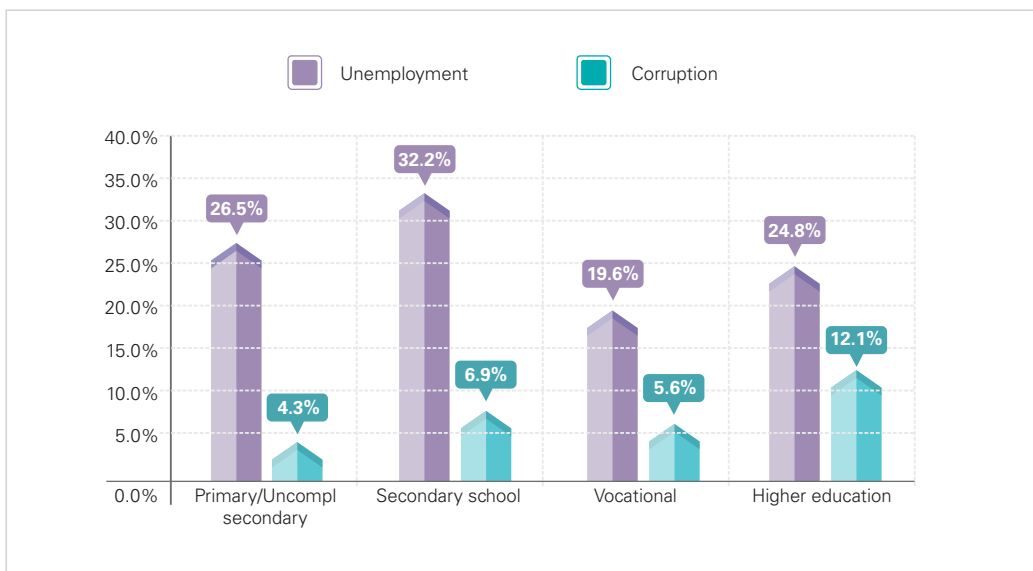
"Unemployment" is more often reported as a major issue in the countryside than in urban areas (Figure 1.7). While 31.5 percent in rural areas mentioned "unemployment" as a major problem, just 23.4 percent of urban respondents did so. However, "corruption" shows an opposite trend, with more urban respondents citing "corruption" as a major problem (9.8 percent) than rural respondents (6 percent).

Figure 1.7: *Cross-tabulation of "unemployment" and "corruption" by area*
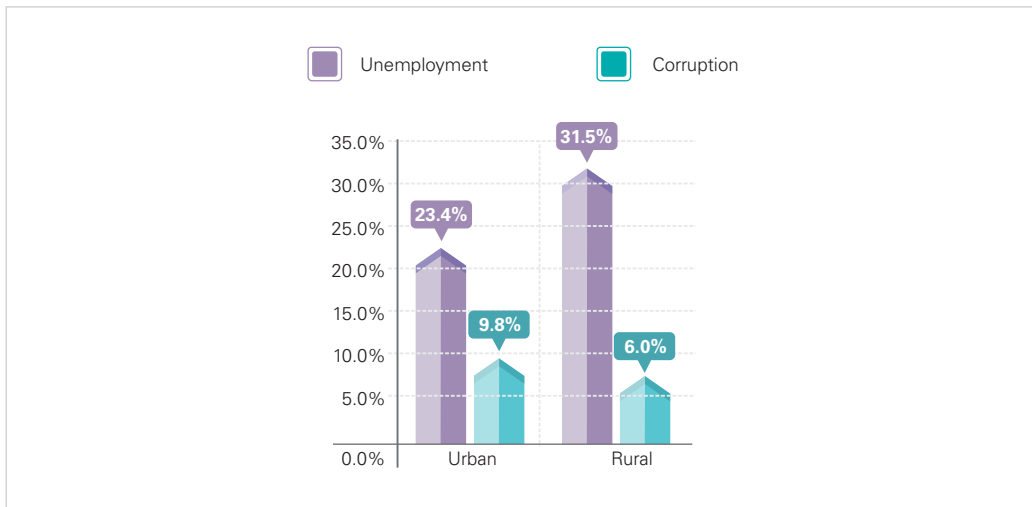
"Unemployment" also ranks higher as a major problem among female respondents. While "corruption" is of similar concern to both males and females, females are more concerned about "unemployment" than males by 4.7 percentage points (Figure 1.8).

Figure 1.8: *Cross-tabulation of "unemployment" and "corruption" by gender*
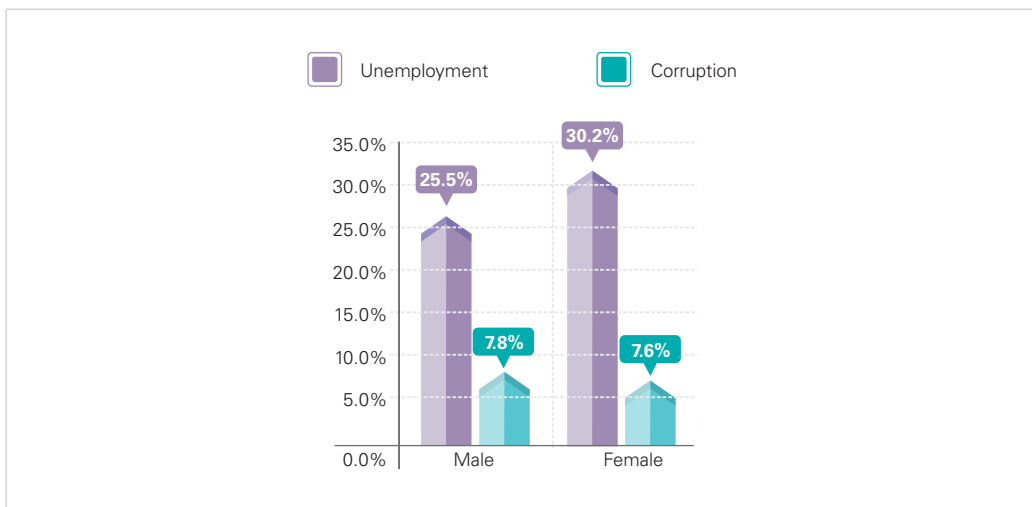
There are no positive changes in attitude towards the statement, "Corruption is a common practice in Mongolia" (Figure 1.9). As they have since March 2006, a majority of respondents either "agree" or "somewhat agree" with this statement, their number remaining at around 85 percent, with slight variations, since 2008.

Figure 1.9: *"Corruption is a common practice in our country"*

		Mar 06	Sep 06	Mar 07	Sep 07	Mar 08	Sep 08	Mar 09	Sep 09	Nov 12	Mar 14	Apr 15	Mar 16
■	Don't know/No answer	1.4%	3.0%	3.0%	1.5%	4.3%	3.9%	3.3%	3.3%	4.7%	6.4%	4.7%	3.5%
■	Disagree	2.7%	3.3%	4.0%	4.0%	4.3%	5.2%	3.9%	4.2%	4.5%	6.0%	4.6%	5.6%
■	Somewhat disagree	4.8%	4.2%	4.2%	5.2%	6.6%	7.5%	5.4%	6.5%	6.2%	6.3%	5.4%	5.5%
■	Somewhat agree	13.1%	15.8%	18.2%	14.5%	22.4%	19.8%	17.6%	19.2%	20.2%	18.6%	20.7%	19.8%
■	Agree	78.0%	73.7%	70.7%	74.7%	62.5%	63.7%	69.8%	66.8%	64.4%	62.7%	64.6%	65.7%
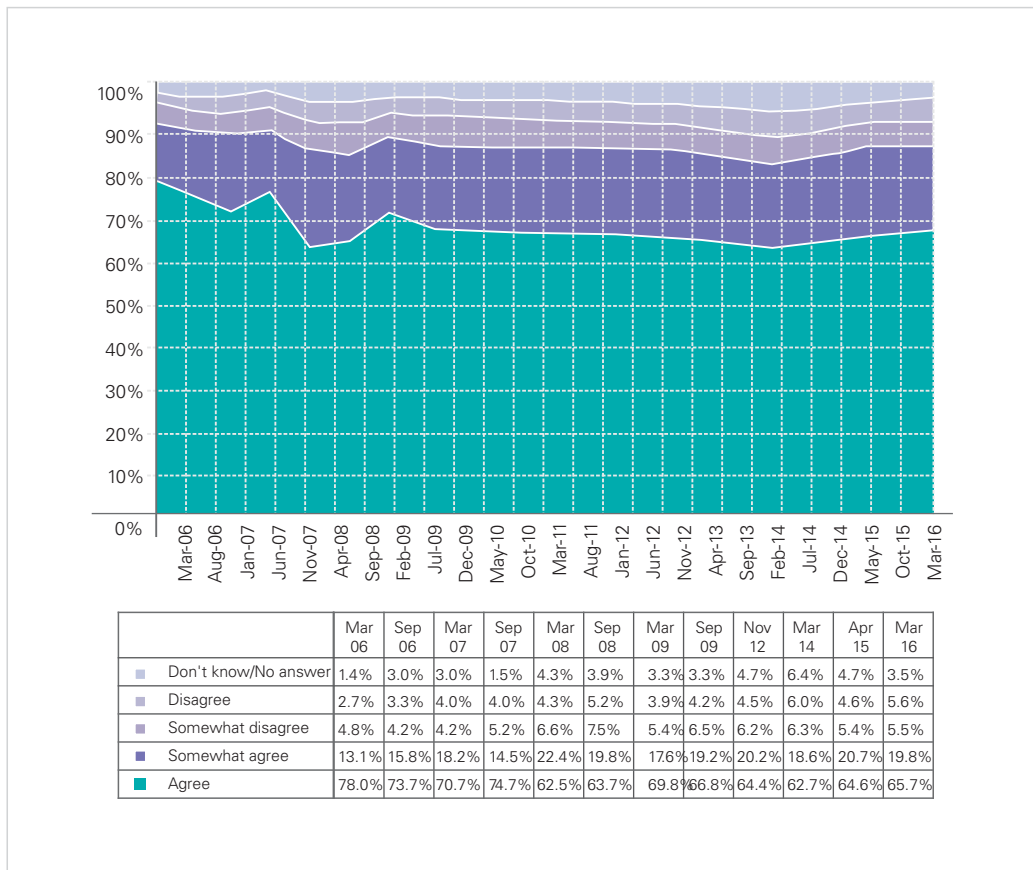
INTEGRITY OF ELECTIONS

2. INTEGRITY OF ELECTIONS

As part of the 2012 Gallup World Poll, respondents were asked, "In [Country X], do you have confidence in each of the following, or not? How about…Honesty of elections?" The results revealed that the Mongolian public has very little confidence in the election process.[2] Out of more than 140 countries surveyed, Mongolia emerged in the bottom five, along with Russia, Pakistan, Afghanistan, and Chad. As the 2012 survey was conducted after Mongolia's June parliamentary elections, part of the public distrust may be tied to the introduction of vote-counting machines in those elections. To increase oversight and help alleviate this distrust, half of all polling stations in Mongolia's upcoming 2016 elections will be selected randomly for manual recount of ballots.

This widely publicized measure to strengthen oversight of the vote-counting process may explain why public confidence in both vote counting at the polling stations and aggregate counting by the General Election Commission (GEC) was slightly higher in 2016 than in 2015.

This slight improvement notwithstanding, when asked about their expectations for transparency and fairness in elections, 34 percent of respondents[3] in 2015 and in 2016 expected there to be "none at all" at the preparatory stage of elections (Figure 2.1), and the average level of confidence of all respondents in this stage of the election process fell from 2.17 to 2.10 during this period (Figure 2.6).

Figure 2.1: *To what extent do you expect the following aspects of the elections to be fair and transparent? Preparation stage (valid percent).*
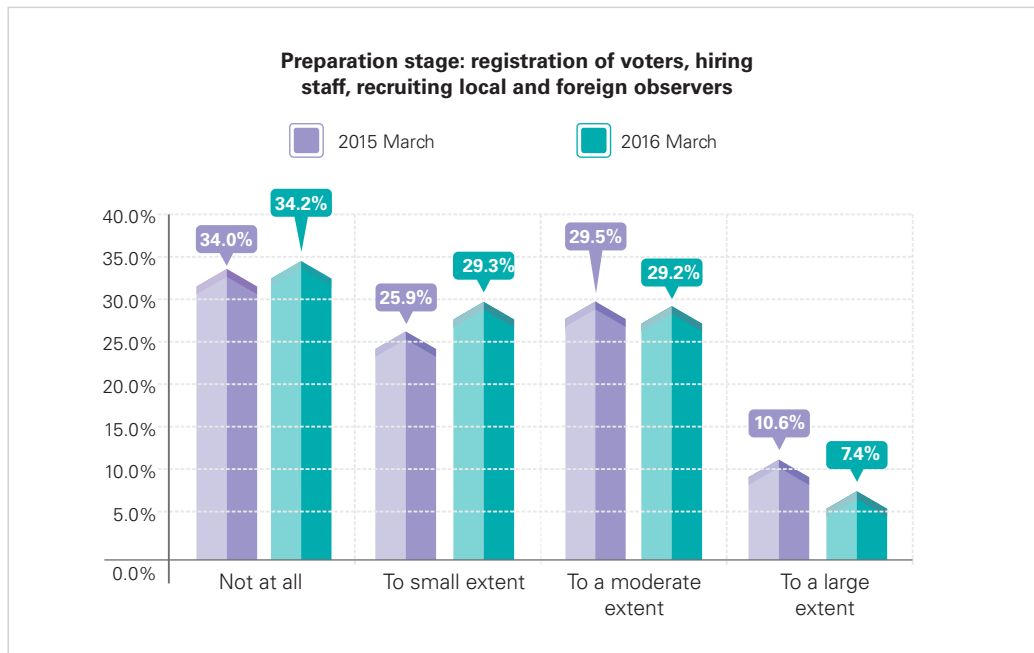
Among the different stages of elections, respondents showed least confidence in election campaign financing. Nearly half of respondents (45 percent) felt that election campaign financing is "not at all" transparent (Figure 2.2). However, this still represents a slight improvement of 7.7 percentage points over 2015. This can also be seen in the comparison of means, where the average confidence of all respondents in the transparency of campaign financing rose from 1.8 to 1.91 in the same period (Figure 2.6).

Figure 2.2: *To what extent do you expect the following aspects of the elections to be fair and transparent? Campaign financing (valid percent).*

Campaign Financing

2015 March   2016 March

	Not at all	To small extent	To a moderate extent	To a large extent
2015 March	52.7%	22.5%	17.3%	7.6%
2016 March	45.0%	25.7%	22.9%	6.5%
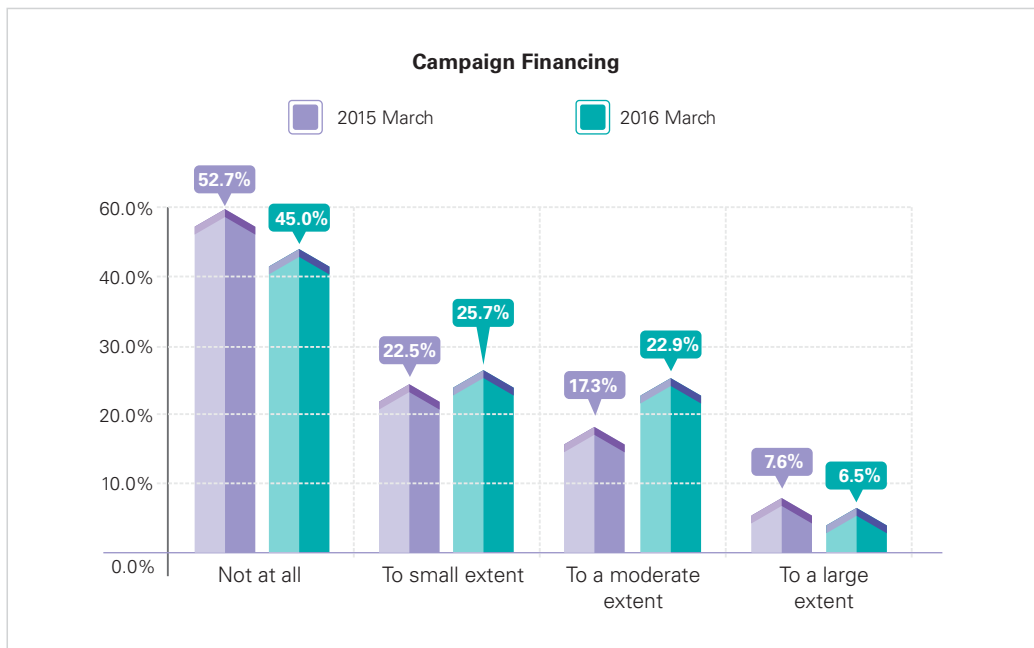
In 2016, a fifth of respondents thought that election campaigns are "not at all" transparent (20.9 percent), down from a quarter of respondents (26.2 percent) in 2015 (Figure 2.3). Comparison of means showed a statistically insignificant rise in the average level of confidence of all respondents, from 2.45 in 2015 to 2.48 in 2016 (Figure 2.6).

Figure 2.3: *To what extent do you expect the following aspects of the elections to be fair and transparent? Election campaign (valid percent).*

Election Campaign

2015 March   2016 March

	Not at all	To small extent	To a moderate extent	To a large extent
2015 March	26.2%	21.7%	33.1%	19.0%
2016 March	20.9%	25.5%	37.9%	15.7%
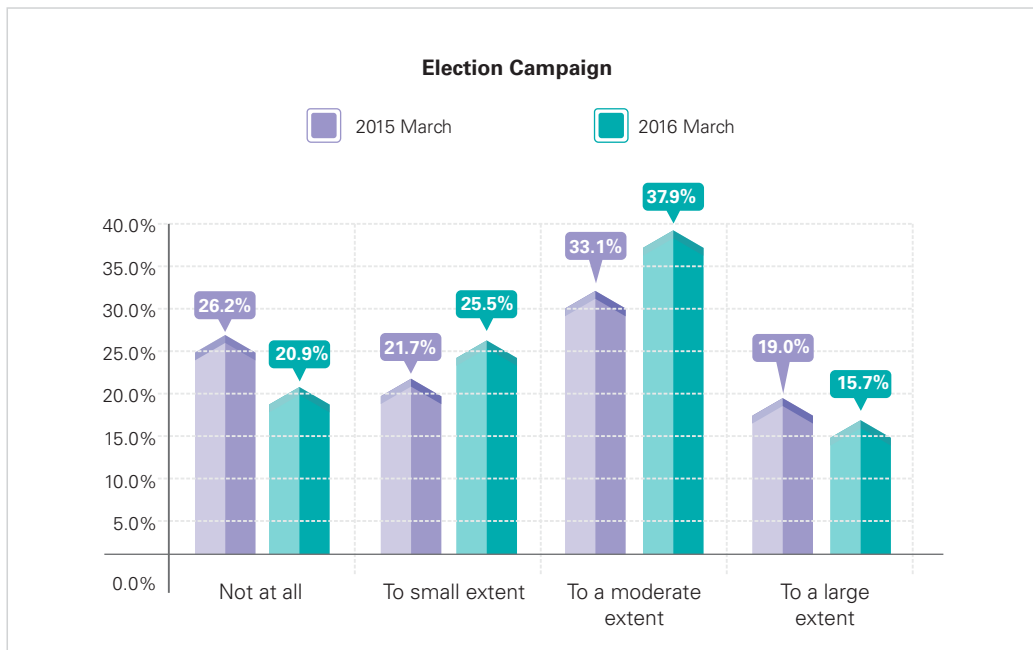
As already noted, confidence in the vote-counting process, which may have been influenced by the introduction of manual checking of automatic vote tallies, improved in 2016 (Figure 2.4). In 2015, 31.8 percent of respondents thought that vote counting was "not at all" transparent. This number fell to 25.9 percent in 2016. The evaluation of means shows an improvement in the average level of confidence from 2.28 to 2.37 (Figure 2.6).

Figure 2.4: *To what extent do you expect the following aspects of the elections to be fair and transparent? Vote counting (valid percent).*

Vote counting process at the polling station

2015 March   2016 March

	Not at all	To small extent	To a moderate extent	To a large extent
2015 March	31.8%	25.2%	26.5%	16.5%
2016 March	25.9%	24.2%	36.6%	13.3%
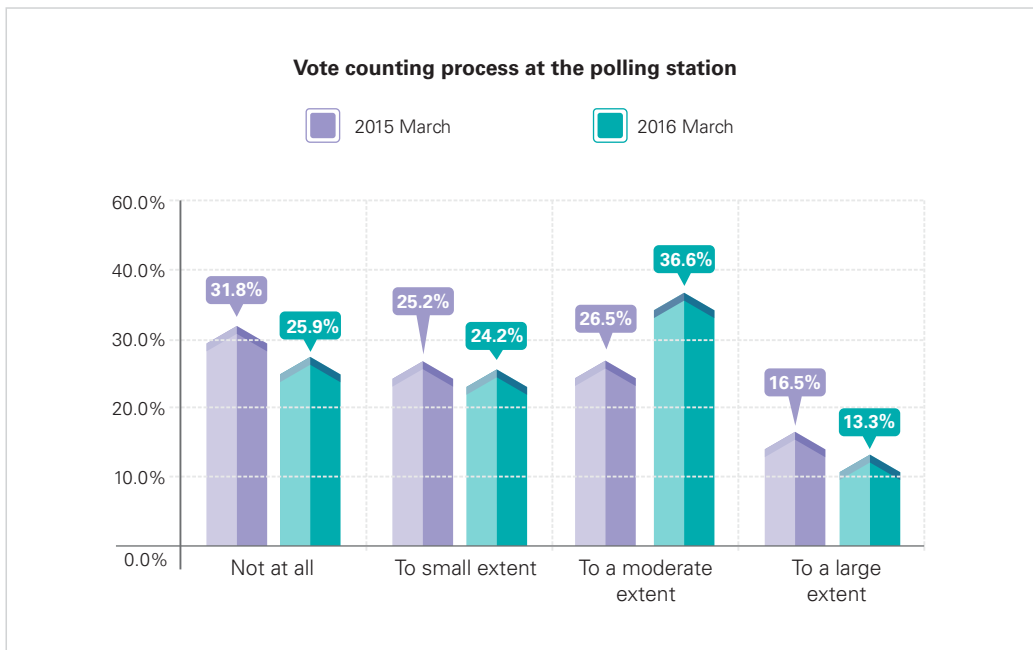
The 2016 survey also recorded a decline in the number of respondents who reported that aggregate counting and data presentation by the GEC are "not at all" transparent and fair, from 29 percent in 2015 to 24.4 percent in 2016 (Figure 2.5). This was also reflected in the means, which show that average confidence increased from 2.38 to 2.44 (Figure 2.6).

Figure 2.5: *To what extent do you expect the following aspects of the elections to be fair and transparent? Aggregate counting (valid percent).*
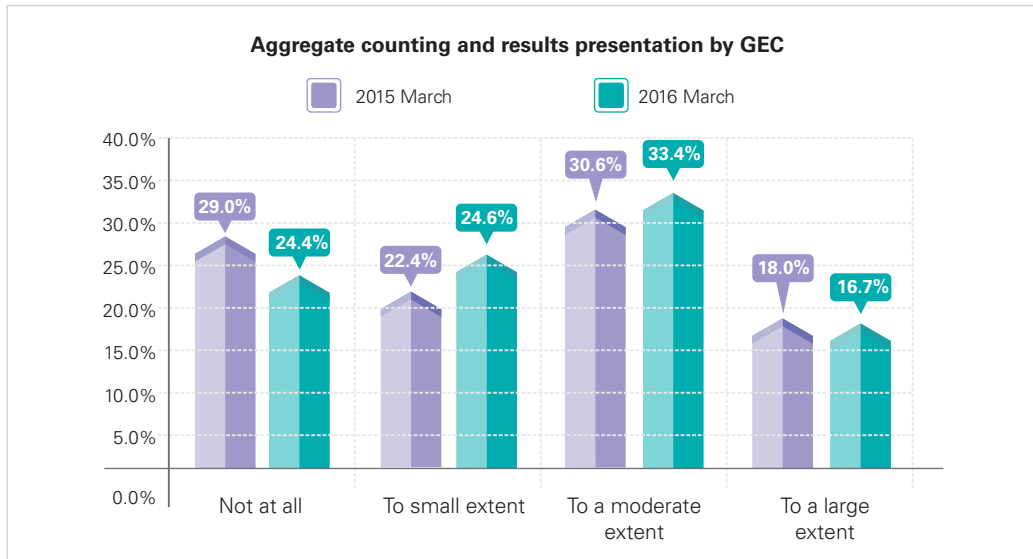
Figure 2.6 *Means comparison (from 1-"not at all" transparent, to 4-"to a large extent" transparent)*
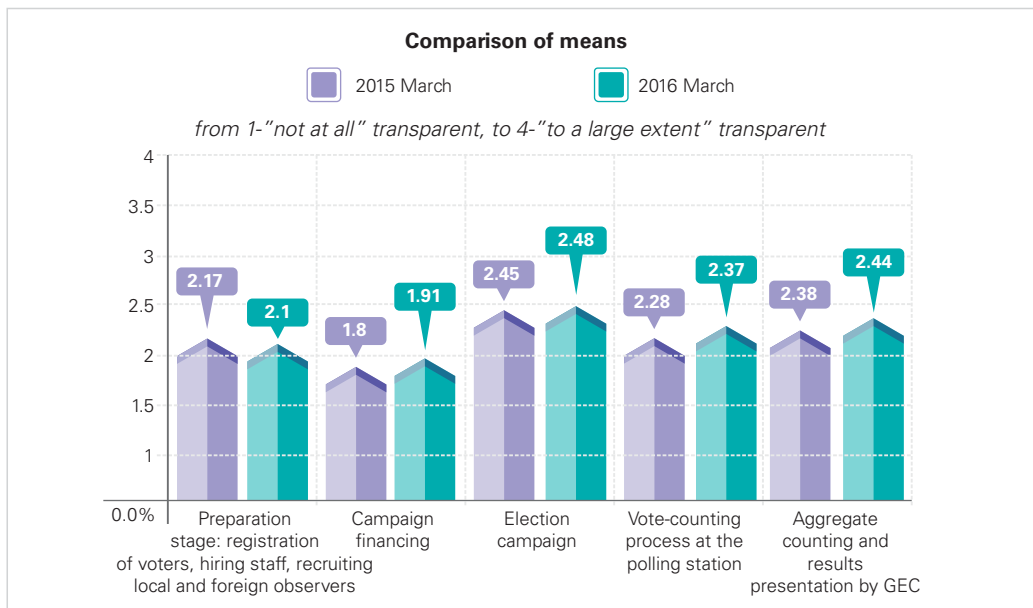
Although the Mongolian Parliament adopts a new election law for every election cycle, the assessment of this difficult and time-consuming process by the Mongolian population is rather negative (Figure 2.7). Slightly over a third of respondents considered the introduction of the new election law to be "significantly" or "extremely" important (38 percent). This could be linked to their opinions of the previous law, introduced four years ago by the previous Parliament. More than half of respondents reported that the new election law, introduced by the current Parliament, was "not at all" or only "a little" effective (53.1 percent). It is likely that, with this level of popular disapproval, the cycle of reinvention of the election law will not be over soon.

Figure 2.7. *Importance and effectiveness of the new election law*

How IMPORTANT:
New Election law

How EFFECTIVE
New Election law

Not at all
A little
Moderately
Significantly
Extremely
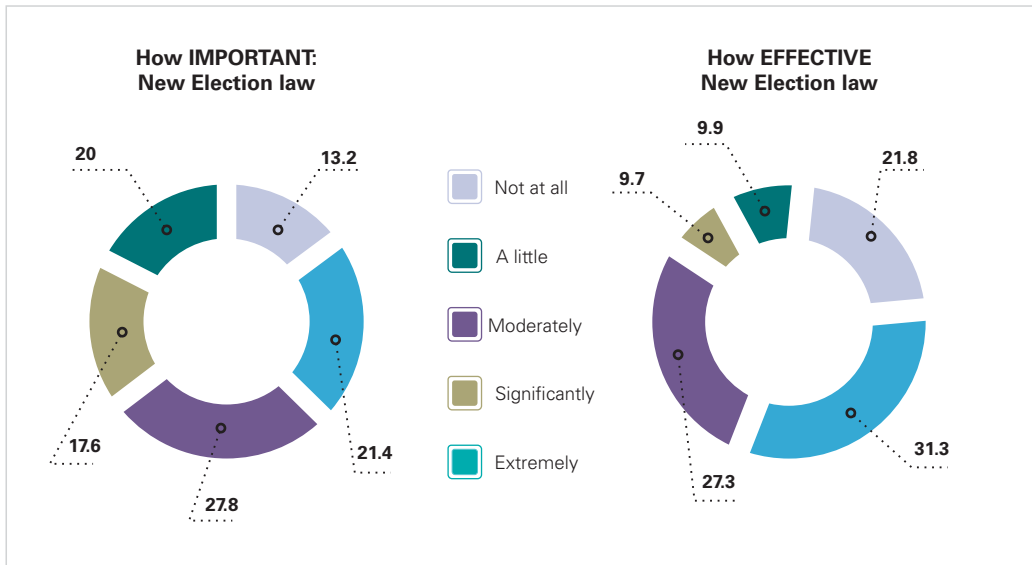
LEVEL OF CORRUPTION

3.LEVEL OF CORRUPTION

Since 2006, respondents' views of corruption's impact on personal life, the business environment, and political life have been mostly stable. Mean values for the impact of corruption (from 1 – "not at all" affected by corruption, to 4 – "to a large extent" affected by corruption) show very little fluctuation (Figure 3.1). By introducing linear trends (Figure 3.1), the decline in corruption's perceived impact on personal life can be observed. A smaller decline is observed in the business environment, while political life shows the reverse, with a slight increase in the perceived impact of corruption.

Figure 3.1: *Impact of corruption*
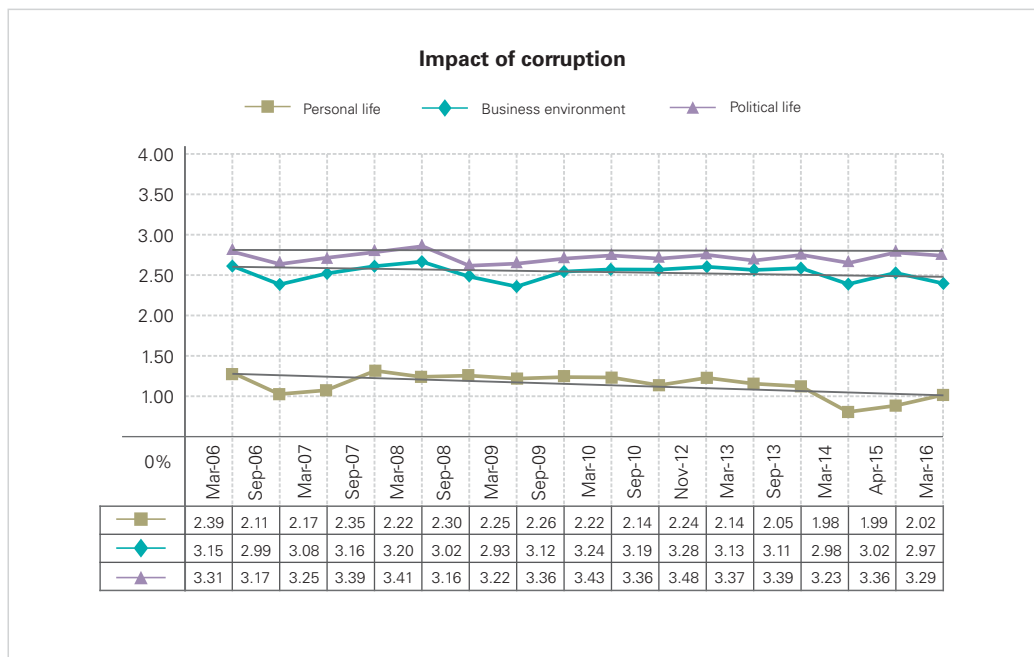
The growing perception of corruption's impact on politics is reflected in the ranking of institutions. For the first time since 2006, political parties lead the list of most corrupt institutions (Figure 3.2). Slightly over a third of respondents (35.6 percent) think that political parties are "extremely" corrupt (Figure 3.4). Land utilization is second on the list, with a third of respondents thinking that it is "extremely" corrupt (33.3 percent).

Similarly to 2015, three political institutions are ranked in the top five most corrupt: political parties, Parliament, and the national government. Table 3.1 shows the steady progress to the top of these three institutions since the March 2010 survey. This situation is undoubtedly contributing to the environment that has propelled "general crisis" to the second position among major country problems (Figure 1.1).

Figure 3.2: *Extent of corruption, 2016 (from 1 – "not at all" affected by corruption,*
          to 5 – "extremely" affected by corruption)

Extent of corruption, 2016

Category	Value
Political parties	3.86
Land utilization	3.83
Mining	3.76
Parliament/legislature	3.73
National government	3.64
Customs	3.58
Judicial system	3.50
Local procurement tenders	3.50
Professional inspection	3.40
Law enforcement	3.33
Health system	3.28
Tax office	3.27
Local government	3.05
Registry and permit service	3.04
Education	3.03
Banks and finances	2.51
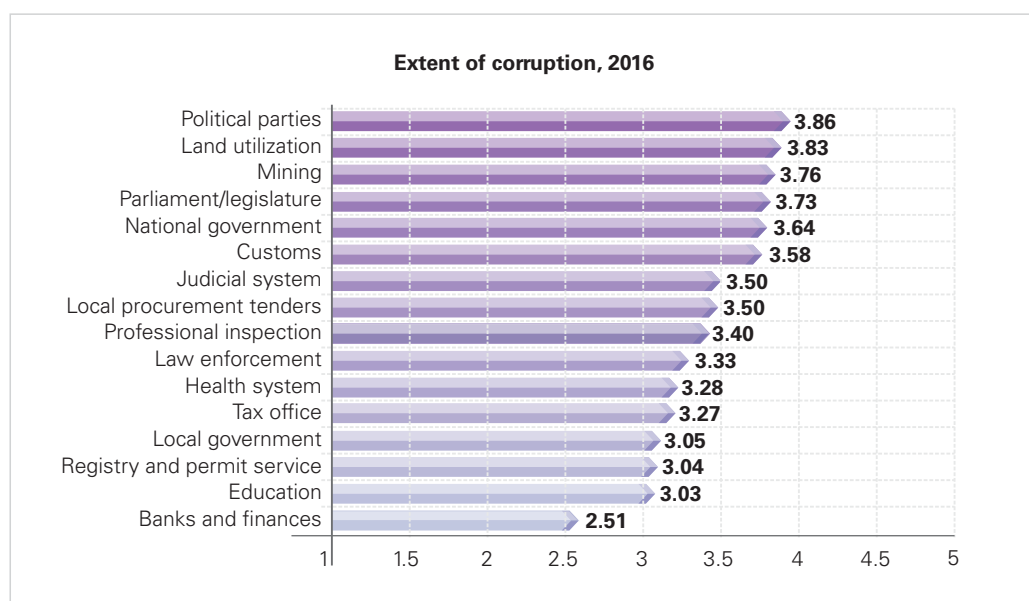
Figure 3.3: *Extent of corruption, 2015 (from 1 – "not at all" affected by corruption,*
          to 5 – "extremely" affected by corruption)

Extent of corruption, 2015

Category	Value
Land utilization	3.92
Political parties	3.83
Mining	3.75
National government	3.71
Parliament/legislature	3.70
Judicial system	3.65
Local procurement tenders	3.61
Customs	3.52
Professional inspection	3.45
Health system	3.42
Law enforcement	3.38
Local government	3.20
Tax office	3.16
Education	3.10
Registry and permit service	2.94
Banks and finances	2.55
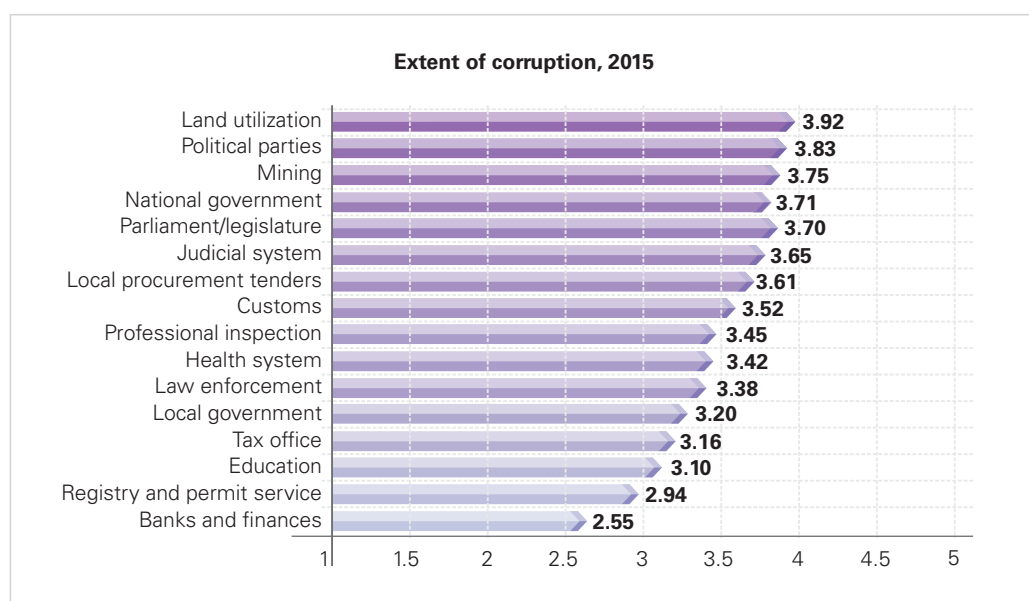
Figure 3.4: *Assessment of corruption in 2016, by area*

Assessment of corruption in 2016

Legend: Not at all | A little | Moderately | Significantly | Extremely

Area	Not at all	A little	Moderately	Significantly	Extremely
Banks and finances	17.0%	37.0%	29.5%	10.8%	5.7%
Education	3.5%	29.1%	39.2%	17.3%	11.0%
Registry and permit service	9.1%	25.9%	32.0%	17.6%	15.4%
Local government	5.6%	27.4%	36.6%	17.9%	12.6%
Tax office	3.8%	21.1%	34.5%	25.1%	15.5%
Health	3.8%	21.2%	34.6%	24.0%	16.2%
Law enforcement	3.3%	17.7%	38.4%	24.0%	16.6%
Professional inspection	3.1%	16.9%	35.5%	26.0%	18.5%
Local procurement tenders	3.0%	17.1%	30.7%	25.0%	24.3%
Judicial system	2.2%	16.2%	31.5%	29.2%	20.9%
Customs	1.5%	14.9%	30.8%	30.1%	22.7%
National government	3.1%	14.3%	28.0%	25.0%	29.6%
Parliament/legislature	3.1%	12.5%	25.6%	26.1%	32.7%
Mining sector	1.6%	10.3%	28.2%	30.2%	29.6%
Land utilization	1.6%	10.7%	24.4%	30.0%	33.3%
Political parties	1.5%	9.7%	25.9%	27.4%	35.6%

Table 2. *Five most corrupt institutions*

Date	1st Rank	2nd Rank	3rd Rank	4th Rank	5th Rank
Mar-06	Land utilization	Customs	Mining	Judges	Police
Sep-06	Land utilization	Customs	Mining	Judges	Police
Mar-07	Land utilization	Customs	Mining	Judges	Registry and permit service
Sep-07	Land utilization	Mining	Customs	Registry and permit service	Judges
Mar-08	Land utilization	Mining	Customs	Registry and permit service	Judges
Sep-08	Land utilization	Mining	Customs	Judges	Prosecutors
Mar-09	Land utilization	Mining	Judges	Customs	Prosecutors
Sep-09	Land utilization	Judges	Police	Prosecutors	Mining
Mar-10	Land utilization	Mining	Political parties	Customs	Parliament/ legislature
Sep-10	Land utilization	Mining	Judges	Customs	Political parties
Apr-11	Land utilization	Mining	Judges	Customs	Political parties
Nov-12	Land utilization	Mining	Local procurement tenders	Professional inspection agency	Political parties
Mar-13	Land utilization	State administration of mining	Local procurement tenders	Political parties	Customs
Sep-13	Land utilization	State administration of mining	Local procurement tenders	Political parties	Private companies in mining sector
Mar-14	Land utilization	State administration of mining	Local procurement tenders	Judges	Customs
Apr-15	Land utilization	Political parties	Mining	National government	Parliament/ legislature
Mar-16	Political parties	Land utilization	Mining	Parliament/legislature	National government

For research purposes, between March 2013 and March 2014, the category of "mining" was divided into "state administration of mining" and "private companies in mining sector". In April 2015, it was restored to the original category of "mining".

If we take the average level of corruption attributed to various institutions in 2016 and tabulate by respondents' gender, no significant differences are revealed (Figure 3.5). Women have a slightly more positive assessment of health and education systems, local government, and mining. Men have a more positive assessment of banks and finances, registry and permit services, professional inspection agencies, customs, the tax office, and the national government.

Figure 3.5: *Ranking of corrupt institutions in 2016, by gender (from 1 – "not at all" affected by corruption, to 5 – "extremely" affected by corruption)*
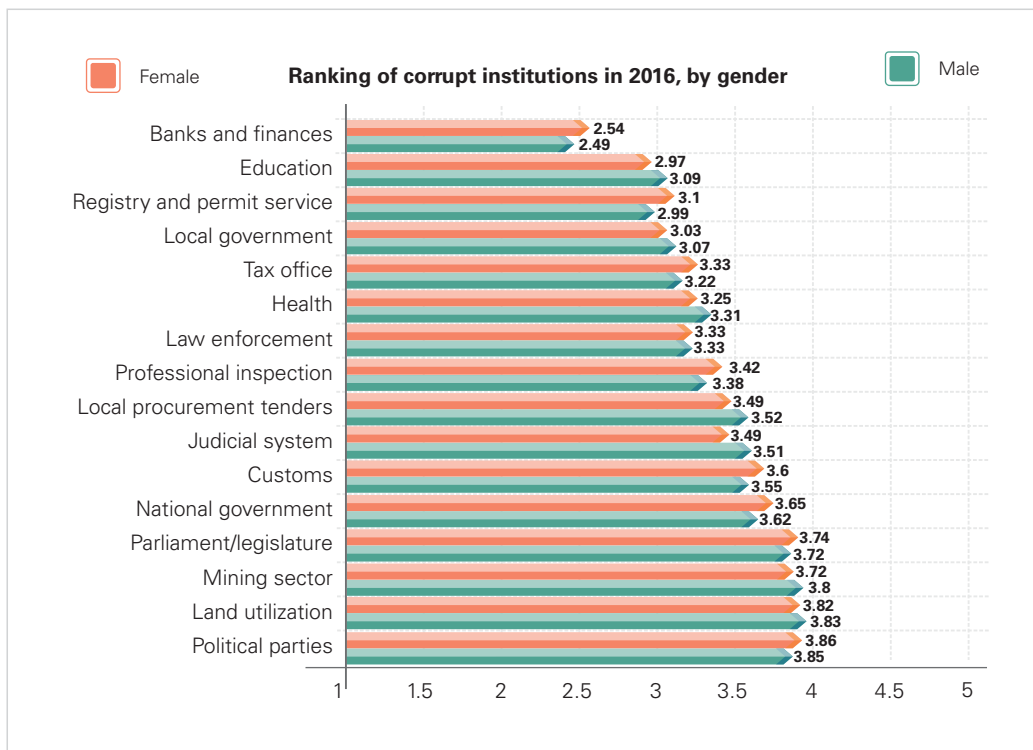
However, more variation is found if we tabulate the ranking of corrupt institutions by the sector of respondents' employment (Figure 3.6). The data were tabulated by four sectors (see the distribution in Figure 4.7):

> Public officers

> Public service officers (contractors who are on state payroll)

> Private organization (private sector)

> Non-government (civil society)

In the tabulations by employment sector, respondents in the non-government sector assessed the tax office, local government, law enforcement, and the judicial system more negatively. Respondents in the state sector were more critical of political parties and the national government, but were less critical of local government, perhaps because they were affiliated with it.

Private sector respondents were more critical of Parliament and registry and permit services, and were most similar to the non-government sector in their assessment of land utilization.

Figure 3.6: *Ranking of corrupt institutions in 2016, by sector of respondents' employment (from 1-"not at all" affected by corruption, to 5-"extremely" affected by corruption)*

Ranking of corrupt institutions in 2016, by sector of respondents' employment

Institution	State Officer	State Service	Private organization	Non-government
Banks and finances	2.38	2.59	2.48	2.50
Education	3.35	3.51	3.59	3.74
Registry and permit service	3.31	3.44	3.43	3.68
Local government	3.64	3.79	3.91	3.96
Tax office	3.57	3.79	3.82	4.00
Health	2.92	3.35	3.31	3.67
Law enforcement	2.82	3.06	3.09	2.93
Professional inspection	2.90	3.07	3.07	3.32
Local procurement tenders	3.75	3.57	3.60	3.44
Judicial system	3.71	3.72	3.78	3.68
Customs	4.13	3.89	3.86	3.88
National government	3.20	3.47	3.34	3.71
Parliament/legislature	3.39	3.59	3.47	4.08
Mining sector	3.20	3.28	3.33	3.45
Land utilization	2.93	3.05	3.06	3.41
Political parties	3.81	3.65	3.63	3.69

ASSESSMENT OF CORRUPTION TRENDS

4. ASSESSMENT OF CORRUPTION TRENDS

In 2016, respondents' assessment of the three-year trend in levels of corruption did not significantly change. Similarly to 2015, over half of respondents believed that corruption had increased in the past three years (58.8 percent in 2016 and 59.0 percent in 2015: Figure 4.1). When it came to future expectations, however, respondents became more optimistic. In 2015, a quarter of respondents (24.4 percent) thought corruption would decrease in the next three years, while in 2016 over a third (34.9 percent) thought that way (Figure 4.2).

Figure 4.1: *In the past three years, how has the level of corruption in Mongolia changed?*

	Mar-06	sep-06	Mar-07	Sep-07	Mar-08	Sep-08	Mar-09	Sep-09	Mar-10	Sep-10	Nov-12	Mar-13	Sep13	Mar-14	Apr-15	Mar-16
Decreased a lot	0.2%	0.0%	0.0%	0.2%	1.0%	0.4%	1.0%	0.8%	0.6%	0.3%	0.9%	0.9%	1.8%	1.3%	0.8%	0.7%
Decreased a little	3.4%	4.3%	2.6%	2.6%	7.1%	5.4%	11.7%	9.8%	6.1%	8.5%	12.9%	16.7%	25.7%	25.0%	13.2%	14.2%
Remained the same	15.1%	21.1%	20.7%	20.8%	23.2%	21.9%	28.0%	29.5%	22.5%	21.0%	25.8%	34.1%	31.5%	33.8%	26.9%	26.3%
Increased a little	18.2%	23.9%	22.6%	24.3%	19.9%	17.4%	25.3%	21.4%	22.0%	26.9%	21.5%	25.6%	22.8%	22.5%	31.5%	30.7%
Increased a lot	63.1%	50.7%	54.0%	52.1%	48.9%	54.9%	34.0%	38.6%	48.8%	43.3%	38.9%	22.7%	18.2%	17.4%	27.5%	28.1%

Figure 4.2: *How do you expect the level of corruption in the next three years to change?*

	Mar-06	sep-06	Mar-07	Sep-07	Mar-08	Sep-08	Mar-09	Sep-09	Mar-10	Sep-10	Nov-12	Mar-13	Sep13	Mar-14	Apr-15	Mar-16
Decrease a lot	1.9%	3.2%	5.5%	3.9%	3.9%	5.9%	6.5%	7.9%	3.8%	3.7%	6.1%	5.9%	8.9%	7.2%	3.9%	3.8%
Decrease a little	23.9%	25.1%	29.3%	26.7%	29.1%	23.0%	26.2%	27.4%	21.5%	24.5%	38.5%	42.9%	43.6%	38.6%	23.5%	31.1%
Remain the same	35.3%	27.8%	29.8%	27.4%	32.8%	25.5%	27.2%	32.9%	32.7%	31.7%	28.9%	31.1%	27.1%	30.8%	37.5%	36.3%
Increase a little	12.9%	16.4%	14.3%	17.7%	15.4%	15.3%	17.8%	11.6%	15.2%	18.0%	14.0%	11.0%	11.8%	14.0%	22.6%	16.6%
Increase a lot	26.0%	27.6%	21.1%	24.3%	18.8%	30.4%	22.2%	20.3%	26.8%	22.1%	12.5%	9.1%	8.5%	9.4%	12.6%	12.1%

In tabulations by gender, men were slightly more pessimistic about corruption trends. In 2016, 29.4 percent of men, vs. 26.8 percent of women, thought that corruption had increased over the past three years (Figure 4.3). Similarly, 12.7 percent of men and 11.4 percent of women thought that it would increase in the next three years (Figure 4.4). These differences were not statistically significant, as was the case for most other responses in the survey. and on most other responses their opinions were mostly uniform.

Figure 4.3 : *In the past three years, how has the level of corruption in Mongolia changed? (By gender)*
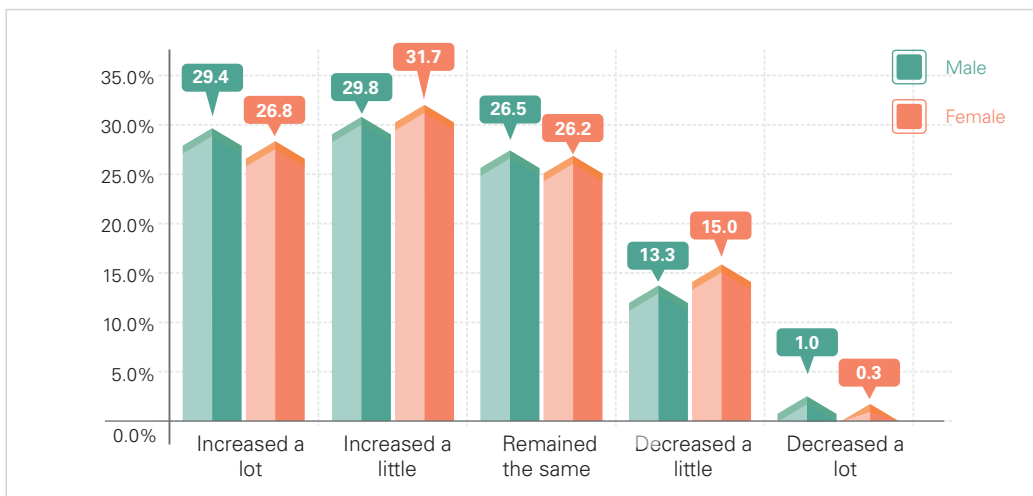
Figure 4.4: How do you expect the level of corruption in the next three years to change? (By gender)
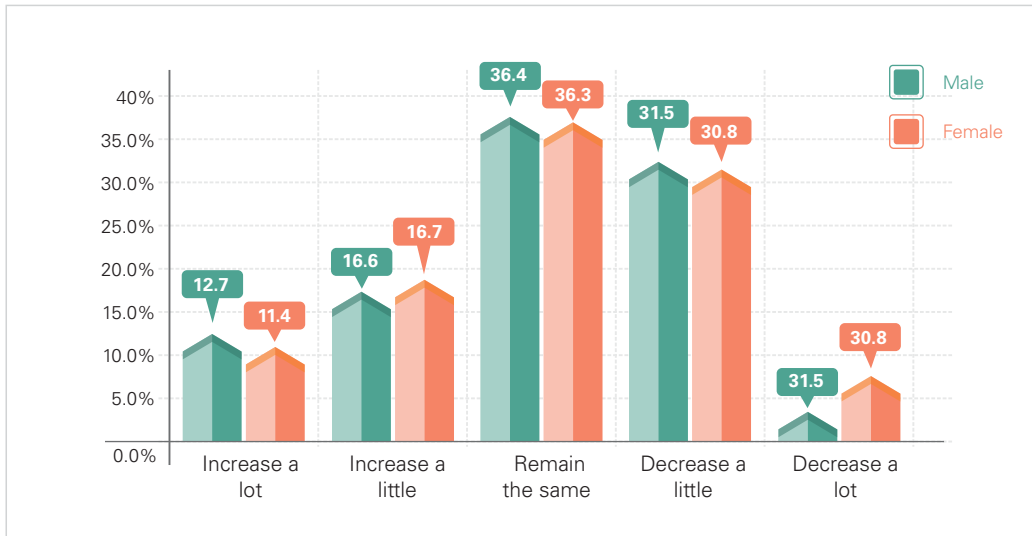
In tabulations by employment sector, non-government sector respondents had the most divergent opinion of corruption trends. Nearly half of respondents in this sector thought that corruption had "increased a lot" (44.8 percent), while the average for the other three sectors was slightly over a quarter (Figure 4.5). No non-government respondent (0.0 percent) thought that corruption would "decrease a lot" in next three years, while at least some respondents had such hopes in each of the other sectors (Figure 4.6).

Figure 4.5: In the past three years, how has the level of corruption in Mongolia changed? (By employment sector)
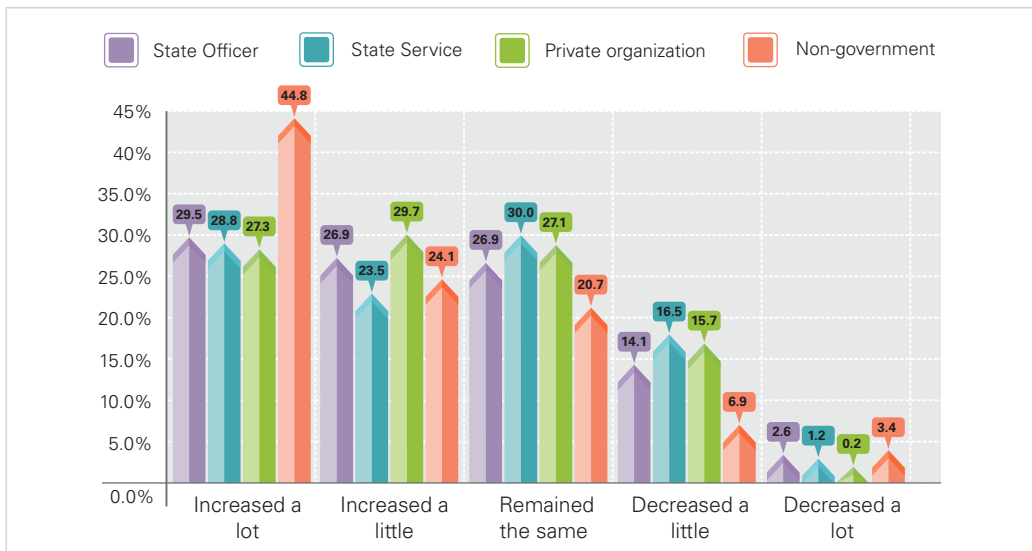
**Figure 4.6:** *How do you expect the level of corruption in the next three years to change? (By employment sector)*
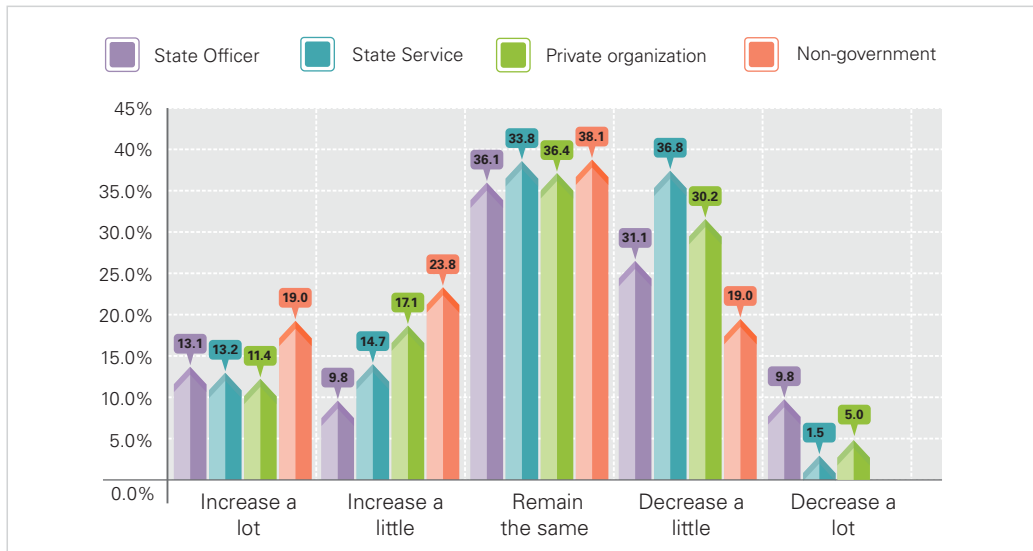
Figure 4.7: *Population distribution, by employment sector*
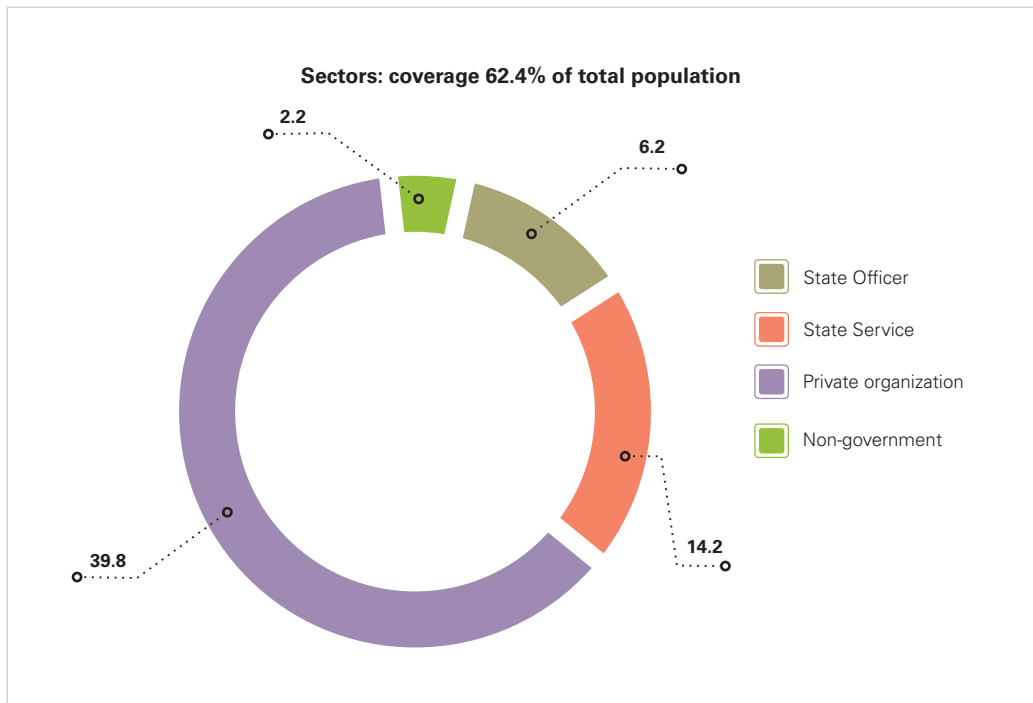
FIGHTING CORRUPTION

5. FIGHTING CORRUPTION

In 2016, the attitude of the population toward "who should lead the efforts to combat corruption" remains similar to 2015 (Figure 5.1). The leading choice is the Independent Authority Against Corruption (IAAC) with 37.8 percent in 2015 and 38.3 percent in 2016. The only other significant growth was in the preference for "law enforcement," which increased slightly from 8.8 percent in 2015 to 11.3 percent in 2016.

Figure 5.1: *Leaders to combat corruption.*

In your opinion, who should organize and lead the effort to combat corruption? (Top 5)

	IAAC		Law enforcement		President
	National government		Civil society		Other

	IAAC	National government	Law enforcement	Civil society	President	Other
Mar-16	38.3%	14.3%	11.3%	11.0%	4.9%	20.2%
Apr-15	37.8%	14.2%	8.8%	11.1%	6.0%	22.1%
Mar-14	40.4%	18.5%	6.3%	10.1%	7.6%	17.1%
Sep-13	42.2%	14.5%	6.5%	9.5%	6.8%	20.5%
Mar-13	39.4%	13.2%	6.8%	16.0%	3.7%	20.8%
Nov-12	44.4%	13.1%	9.0%	9.5%	2.6%	21.4%

0%

Growing support for enforcement measures was also seen in responses to "measures to eliminate corruption" (Figure 5.2). "Strong enforcement measures and punishment," the most frequently selected category, increased from 21.4 percent in 2015 to 24.6 percent in 2016. The growing economic hardship of many households affected attitudes toward "increasing public employees' salary," supported by 8.3 percent in 2015, and 10.5 percent in 2016. "Building public awareness" fell from 9.9 percent in 2015 to 8.6 percent in 2016, the same level as in 2012. Fewer people in 2016 than in 2015 wanted increased state control over public administration, while more supported strengthening civil control. Those favoring "transparency in administrative decision-making" declined from 15.3 percent in 2015 to 12.9 percent in 2016.

Figure 5.2: *Measures to eliminate corruption*
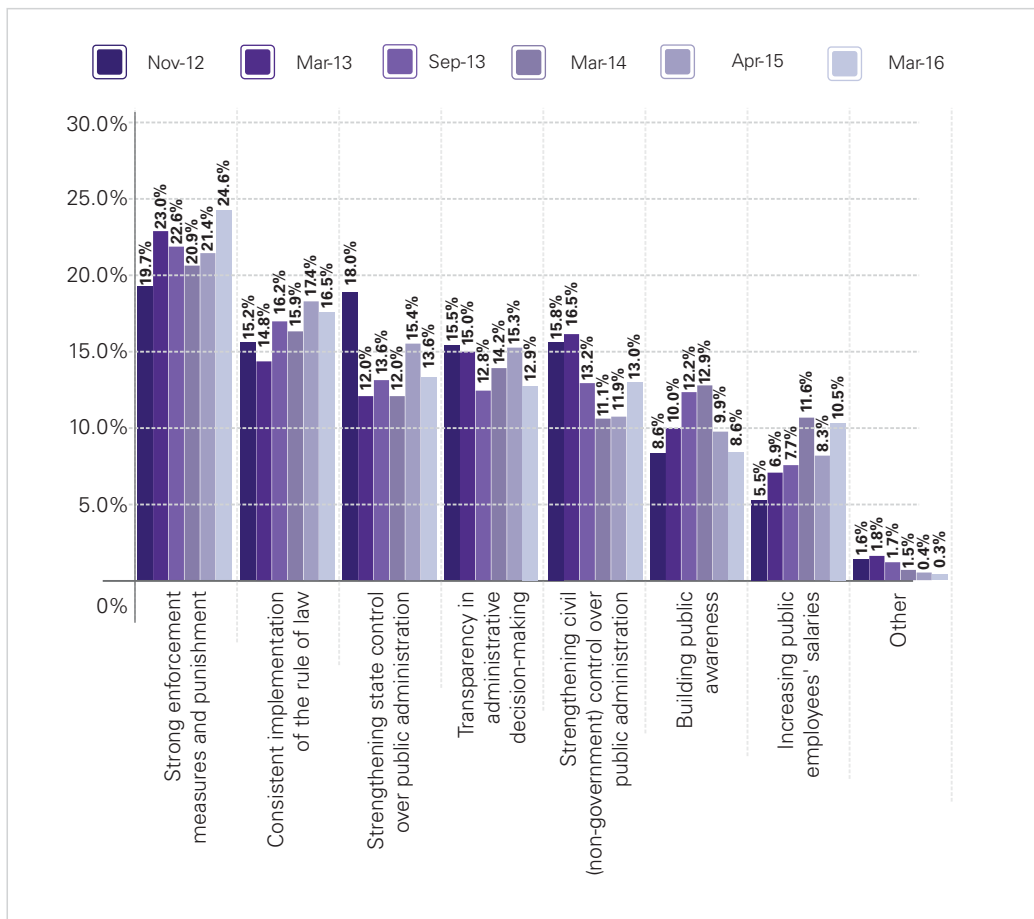
Respondents in 2016 gave less weight to the factors hindering the fight against corruption (Figure 5.3).
"Imperfect legislation or sanctions against corruption" fell the farthest, while the highest ranked remained
"the habit of solving problems through corrupt practices."

Figure 5.3: *Factors hindering the fight against corruption (from 1 – "not at all" to 4 – "a lot")*
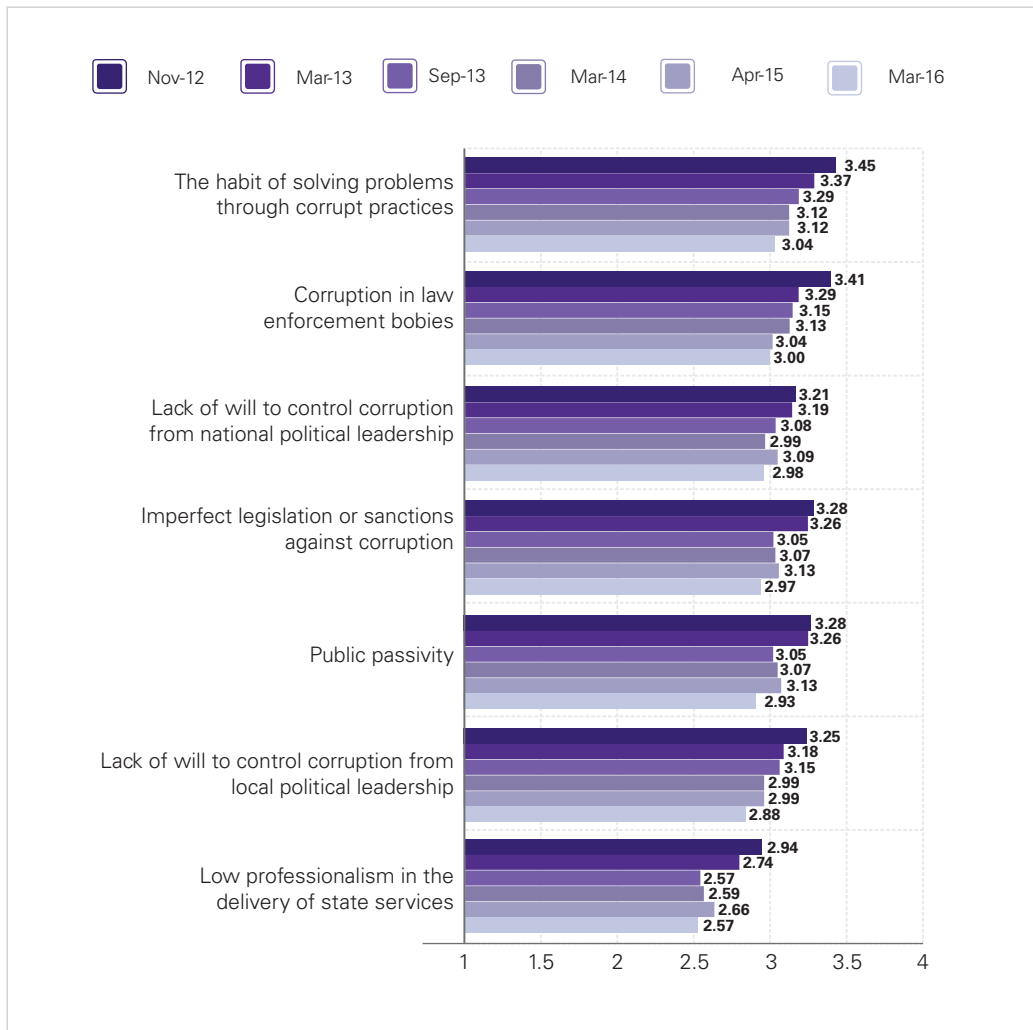
No significant gender differences were found in the ranking of hindering factors (Figure 5.4). The major employment sector differences appeared between the non-government sector and state officers (Figure 5.5), with the largest discrepancies in "absence of will from political leadership on local level", "absence of will from political leadership on national level" and "low professionalism in the delivery of state services." The state service sector was most critical of "the habit of solving problems through corrupt practices" and "corruption in law enforcement bodies."

Figure 5.4: *Factors hindering the fight against corruption, by gender (from 1 – "not at all" to 4 – "a lot")*
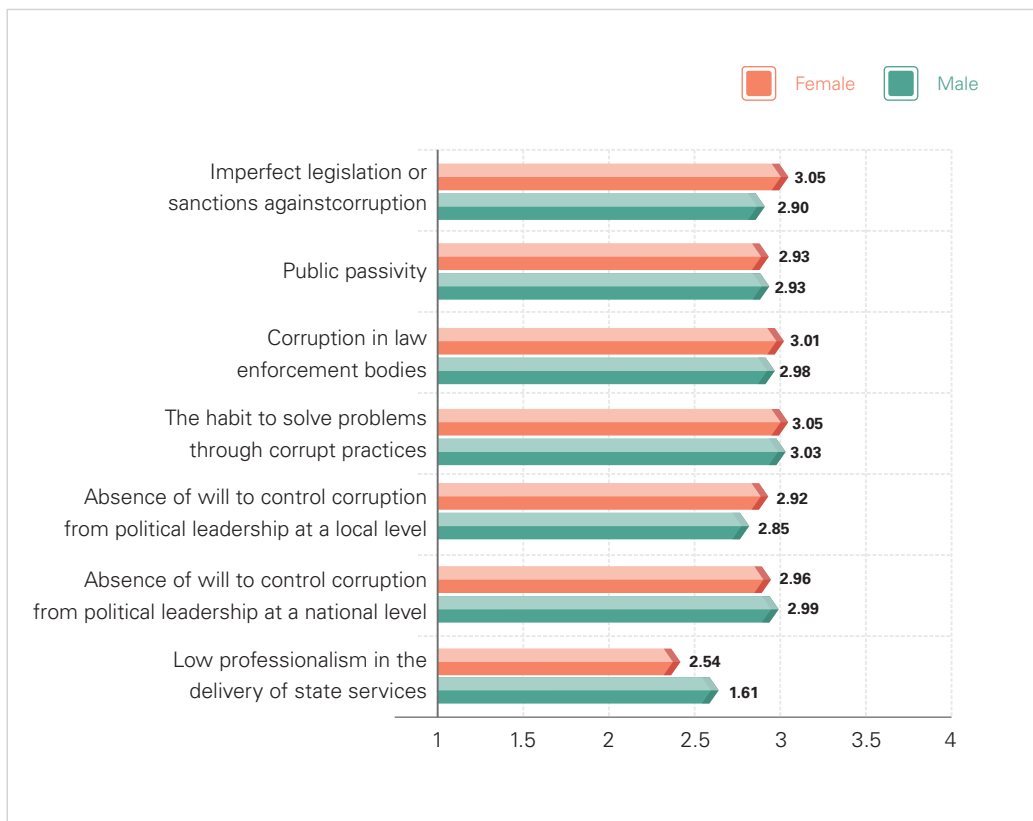
Figure 5.5: *Factors hindering the fight against corruption, by sector (from 1 – "not at all" to 4 – "a lot")*
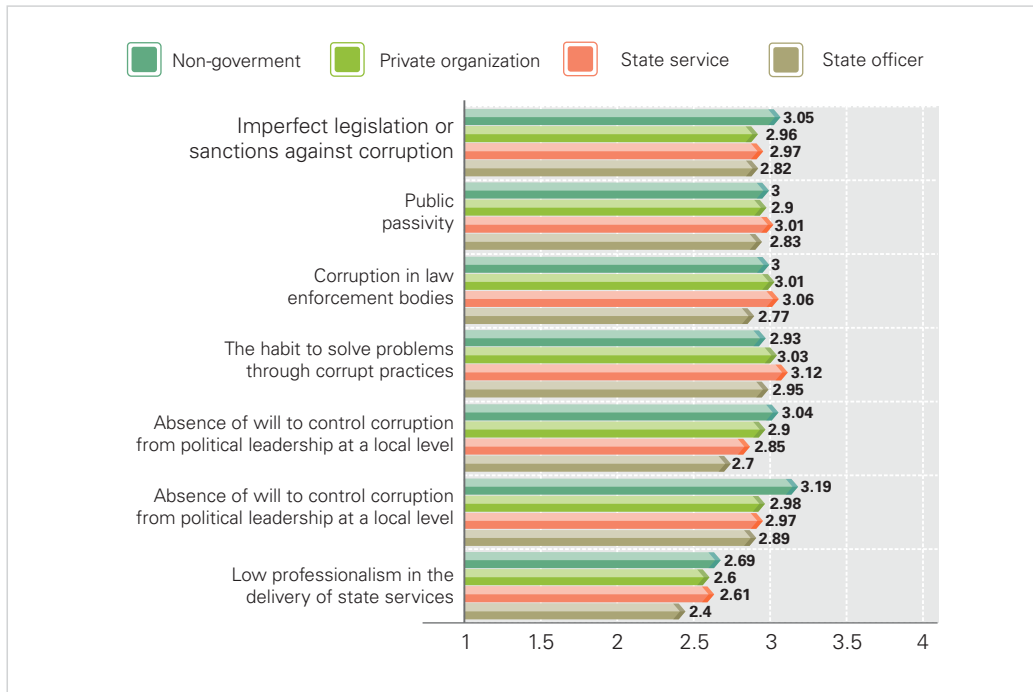
In contrast to hindering factors, there were more gender differences over how to eliminate corruption (Figure 5.6). Women were more supportive of "consistent implementation of the rule of law," "building public awareness," and "increasing public employees' salaries." Men were more inclined towards "transparency in administrative decision-making" and "strengthening civil control over public administration."

Figure 5.6: *Measures to eliminate corruption, by gender*
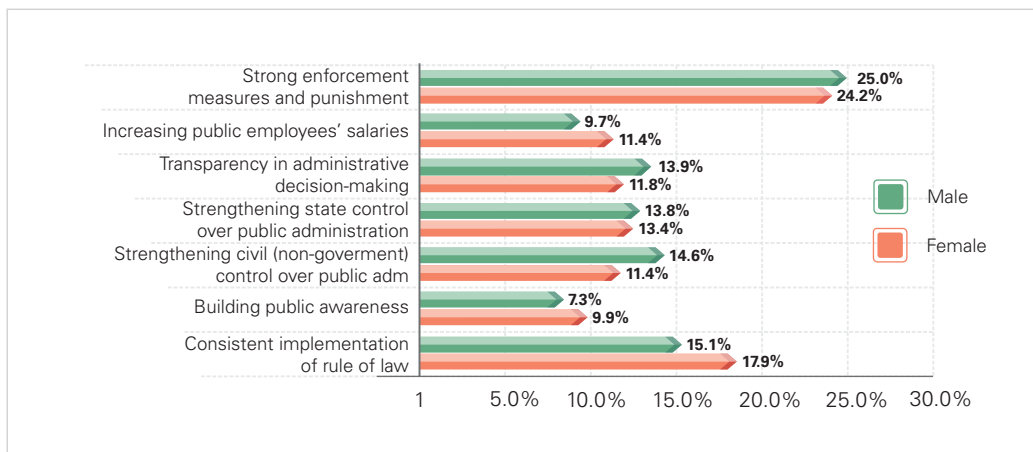
Tabulation of anti-corruption measures by sector reveals a distinct pattern (Figure 5.7). Private-sector respondents placed the highest priority on consistent rule of law (17.7 percent) and stronger state control over public administration (14.8 percent). They were significantly less inclined to consider raising public employees' salaries (9.1 percent). State officer respondents were much more likely to prefer that option (19 percent). Strong enforcement measures and punishment were the highest priority for state service respondents (26.9 percent). A smaller number of state officer respondents supported that measure (20.2 percent).

Figure 5.7: *Measures to eliminate corruption, by sector*
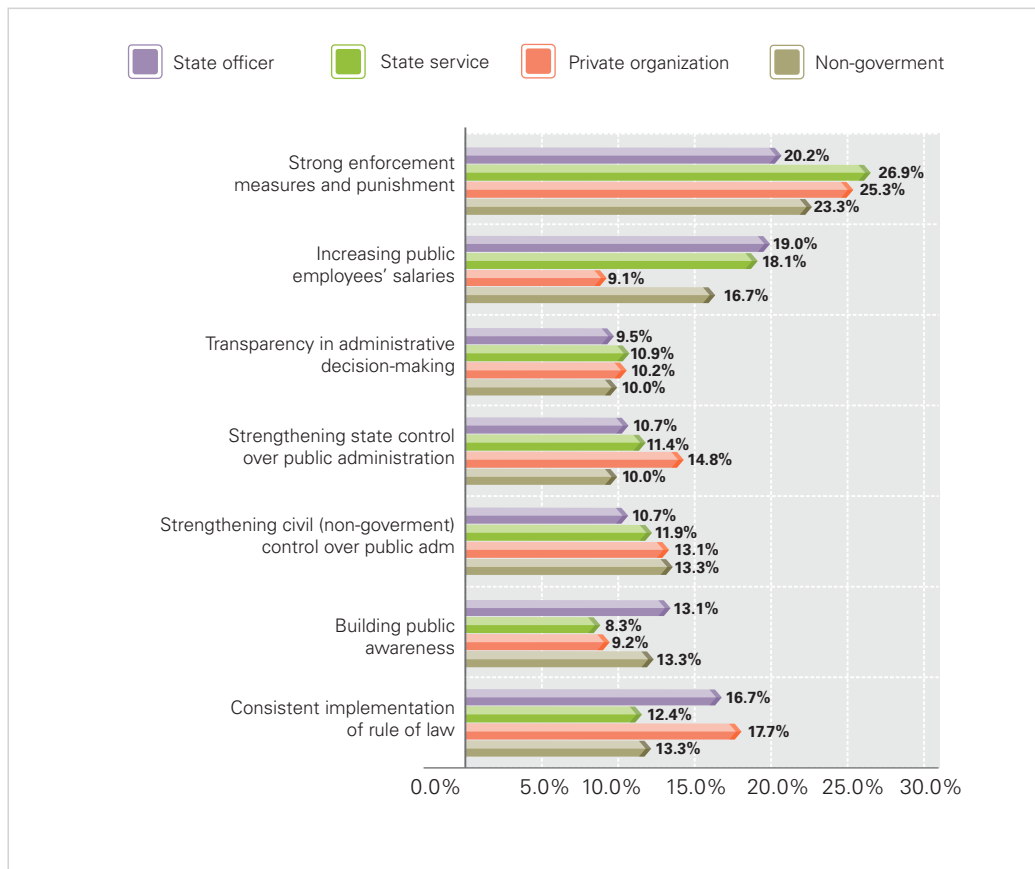
In 2016, respondents still believed that the current government would be less effective at fighting corruption than the previous government of Prime Minister N. Altanhuyags (2012-2014). Only 8 percent of respondents thought the current government would do better, while 30.1 percent thought it would do worse (Figure 5.8).

Figure 5.8: *Government effectiveness compared to its predecessor*

How do you think the current government will perform compared to its predecessor in fighting corruption?

Legend:
- Will do better with corruption
- Will do worse
- Will stay the same
- Don't know/No answer

	Nov-12	Mar-13	Sep-13	Mar-14	Apr-15	Mar-16
Don't know/No answer	33.4%	20.3%	19.0%	19.0%	23.3%	20.3%
Will do worse	10.4%	8.5%	10.0%	12.6%	26.5%	30.1%
Will stay the same	35.1%	36.1%	31.4%	36.4%	43.0%	41.6%
Will do better with corruption	21.1%	35.1%	39.6%	32.0%	7.2%	8.0%

Like their opinion of the current government, respondents in 2016 had a poor opinion of the IAAC. Just 14 percent gave the IAAC a positive evaluation, while 44.9 percent viewed it negatively (Figure 5.9). There was also a significant drop in confidence (Figure 5.10). In 2015, 39.2 percent of respondents had confidence in the IAAC, but this number dropped to 31.9 percent in 2016.

Figure 5.9: *How do you rate the IAAC's performance in fighting corruption?*
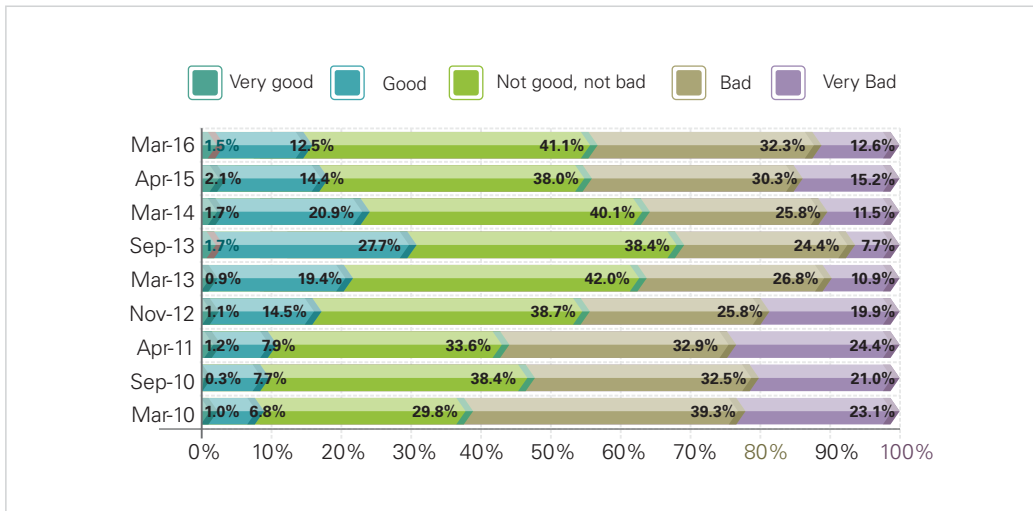
Figure 5.10: *How confident are you in the IAAC's fight against corruption?"*
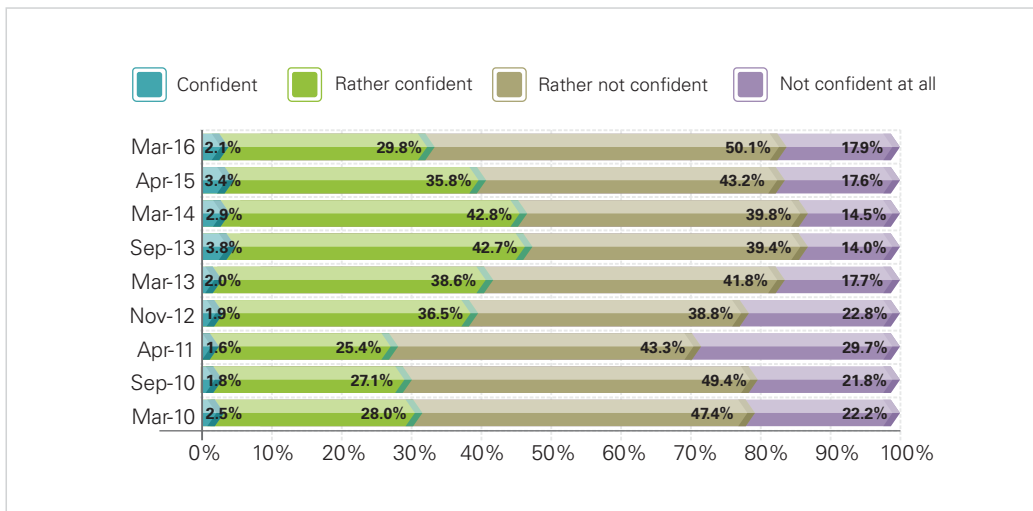
The 22.1 percent who think that the IAAC is an impartial law enforcement body in 2016 remains largely unchanged from the 21.7 percent in 2015 (Figure 5.11). The number of respondents who are aware of officials being prosecuted for corruption increased slightly, from 40.4 percent in 2015 to 43.2 percent in 2016 (Figure 5.12), but this is significantly lower than the 51.6 percent recorded in September 2013.

Awareness of the telephone hotline to report corruption is growing (Figure 5.13), from 24.9 percent in 2015 to 29 percent in 2016. On the other hand, the percentage of respondents who would report corruption if they could do so anonymously declined from 56 percent to 50.3 percent (Figure 5.14).

Figure 5.11: *Are you confident that the IAAC is an impartial law enforcement body?*
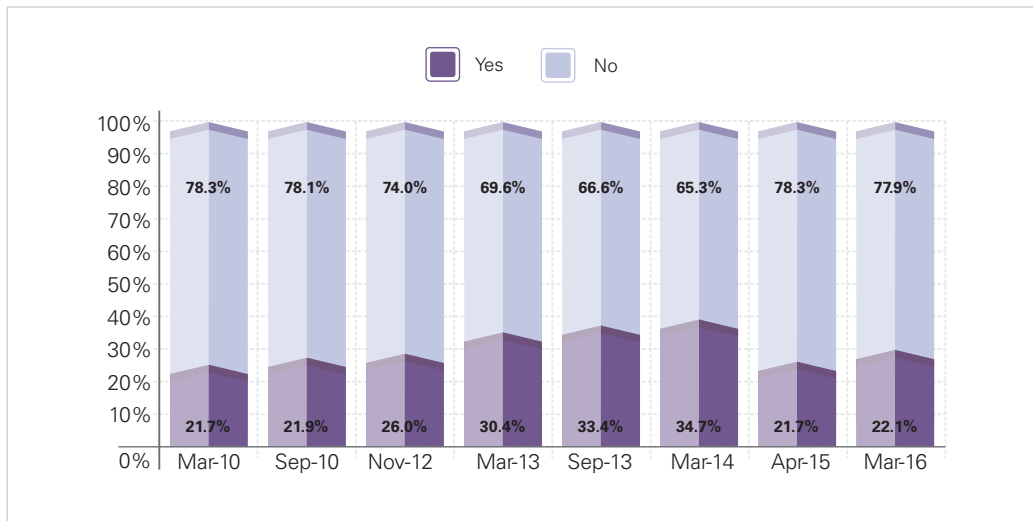
Figure 5.12: *Since the introduction of the new law on corruption, are you aware of any officials being prosecuted by the justice system?*
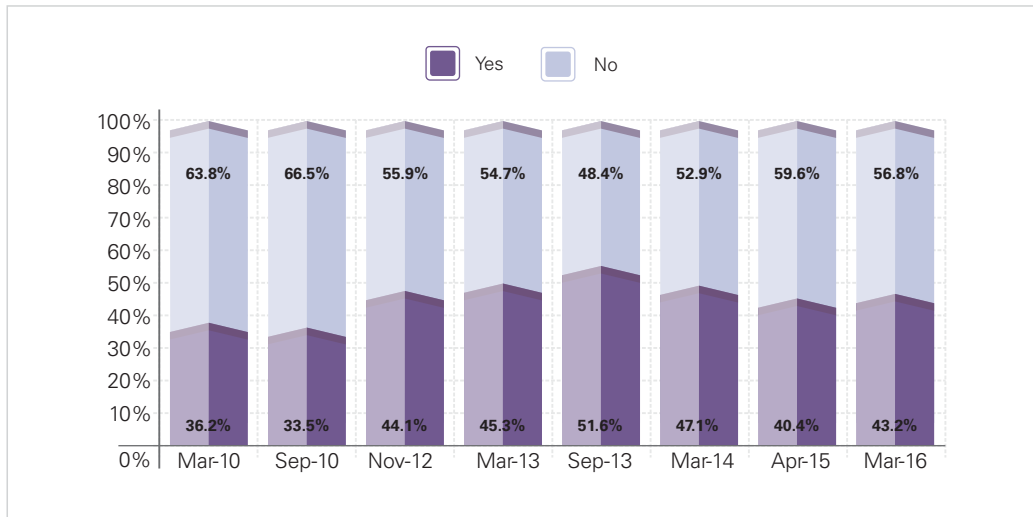
Figure 5.13: Are you aware of a telephone hotline to report corruption?
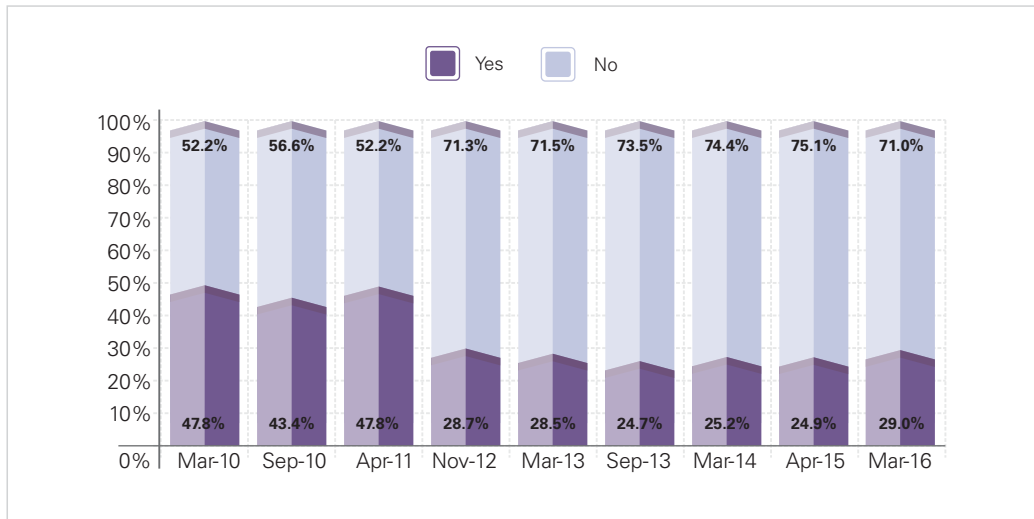
Figure 5.14: Reporting corruption anonymously
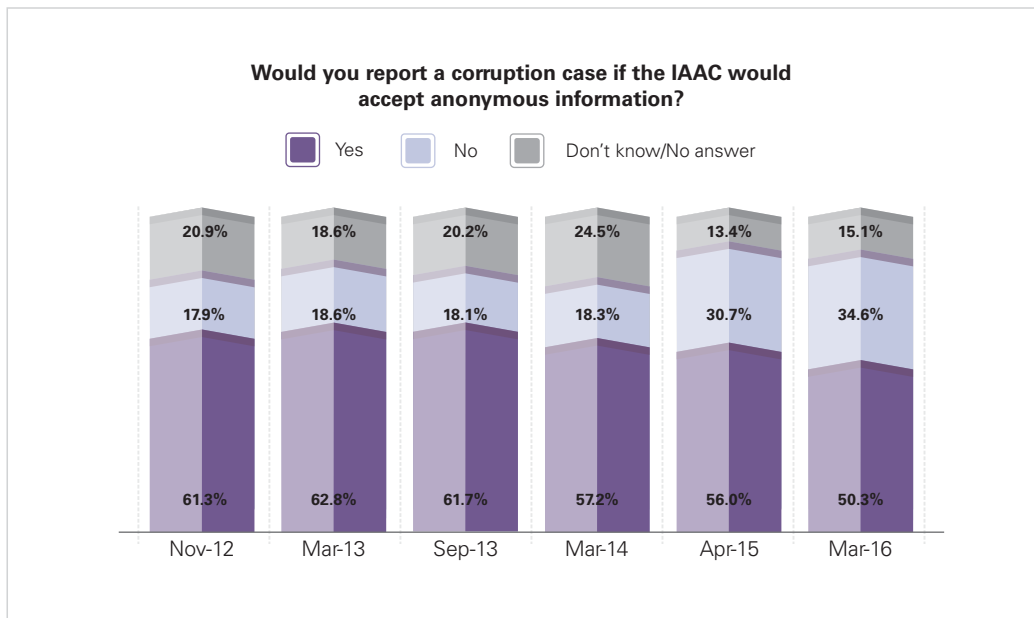
ANTI-CORRUPTION INITIATIVES

6. ANTI-CORRUPTION INITIATIVES

In evaluating anti-corruption initiatives, the population was rather pragmatic. They placed the highest importance on the introduction of new technology that limits the human factor (Figure 6.1). Nearly half of respondents considered this "extremely" important, and close to a third considered it "significantly" important (37.8 percent and 28.2 percent respectively).

The initiative deemed next most significant was the introduction of a Glass Budget Law, with 29 percent of respondents considering this "extremely" important. Another issue that elicited strong opinions was the initiative to require regular income statements by state employees, with 25 percent of respondents considering this "extremely" important.

A quarter of respondents had no opinion on the new election law, and a fifth had no opinion on the amnesty law (26 percent and 18.8 percent, respectively). Moreover, both laws were assigned less importance, with just 13.4 percent considering the amnesty law and 14.8 percent considering the election law "extremely" important.

Figure 6.1: *Importance of new anti-corruption initiatives*
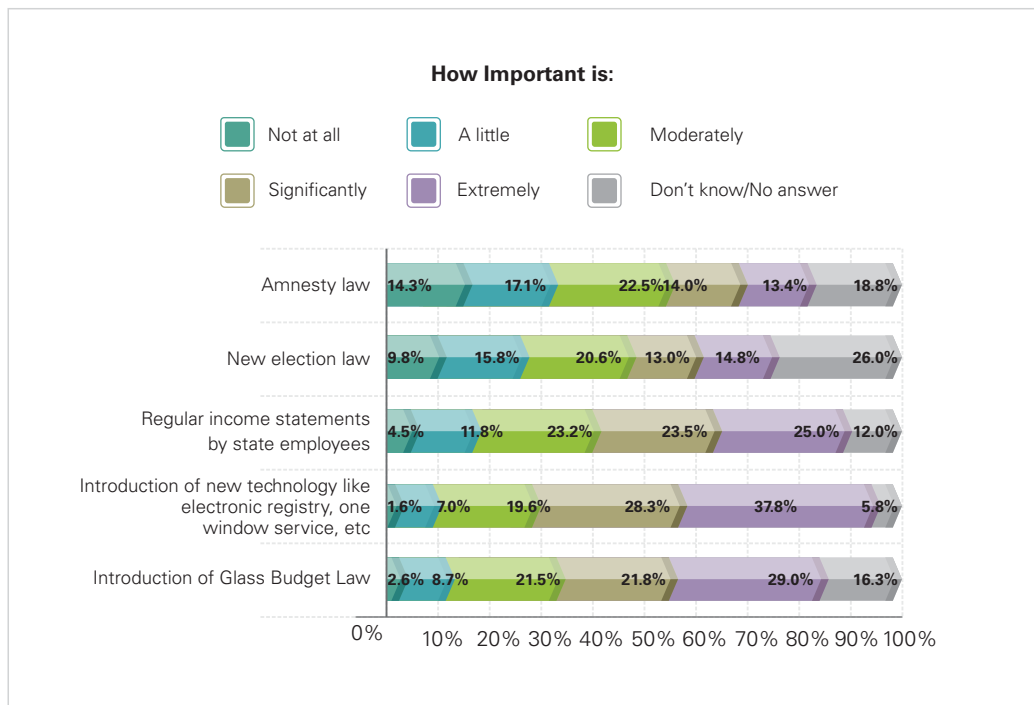
A similar preference pattern emerged when respondents were asked to evaluate the effectiveness of the anti-corruption initiatives. However, respondents' opinions were not as strong, and a significant number of them had no opinion on the effectiveness of the amnesty law or the new election law (Figure 6.2). Among the initiatives, respondents gave the highest marks for effectiveness to the introduction of new technology. A quarter of respondents considered it "extremely" effective, and just over a quarter considered it "significantly" effective (25.1 percent and 26.9 percent). These evaluations may reflect respondents' direct experiences with the anti-corruption initiatives. In daily life, respondents are more likely to encounter and use electronic registry and one-window services, and so are more able to evaluate their effectiveness. The legal initiatives are more remote, and so harder to evaluate.

Figure 6.2: *Effectiveness of new anti-corruption initiatives*
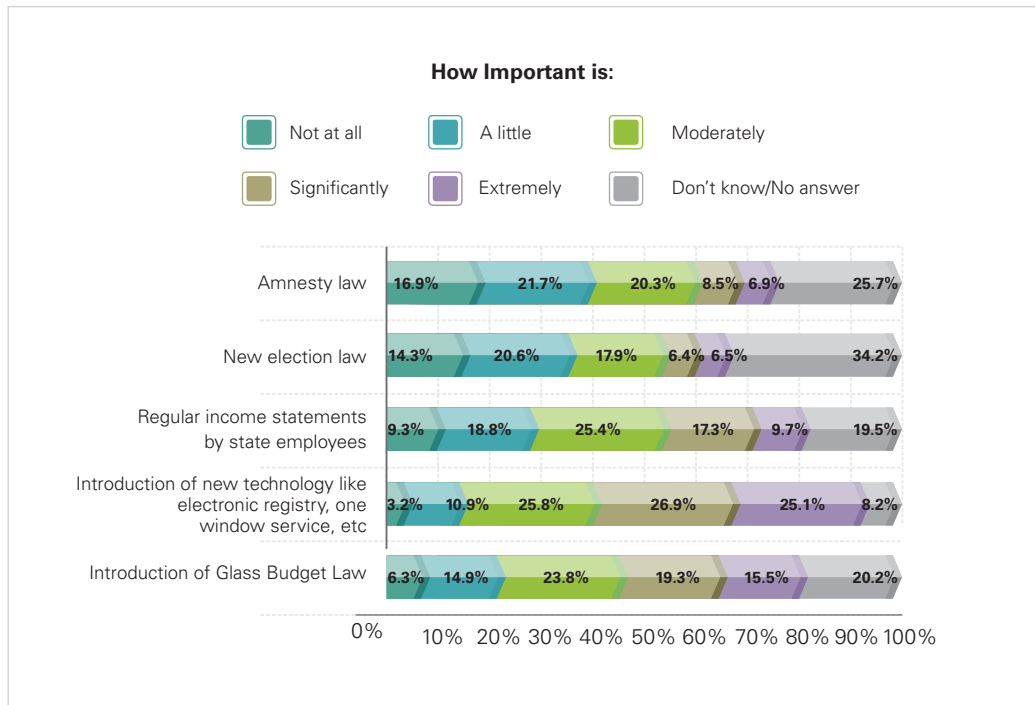
FAIR TREATMENT

7. FAIR TREATMENT

Compared to the situation in 2015, there has been a decline in expectations of unfair treatment in all measured areas except local government. Expectations of unfair treatment in the educational system decreased from 48.1 percent in 2015 to 42.2 percent in 2016 (Figure 7.1). In the healthcare system, they decreased from 56.8 percent in 2015 to 52 percent in 2016 (Figure 7.2). In the judiciary, they fell from 65.5 percent to 59.1 percent (Figure 7.3). In law enforcement, they decreased from 64.9 percent to 58.8 percent (Figure 7.4). But the proportion of respondents expecting unfair treatment from local government remained essentially unchanged at 48.2 percent in 2016, compared to 48.0 percent in 2015 (Figure 6.5). As for national government, expectations of unfair treatment decreased from 56.2 percent in 2015 to 52.5 percent in 2016 (Figure 6.6).

In general, expectations are quite low when about half of respondents do not believe they will receive fair treatment from these institutions, but these numbers represent an improvement from earlier surveys. The most notable change has occurred in the areas of law enforcement and the judiciary. At the beginning of the SPEAK survey, nearly three-quarters of respondents expected unfair treatment. In recent surveys that proportion has decreased to just over half.

Figure 7.1: *Fair treatment in education*
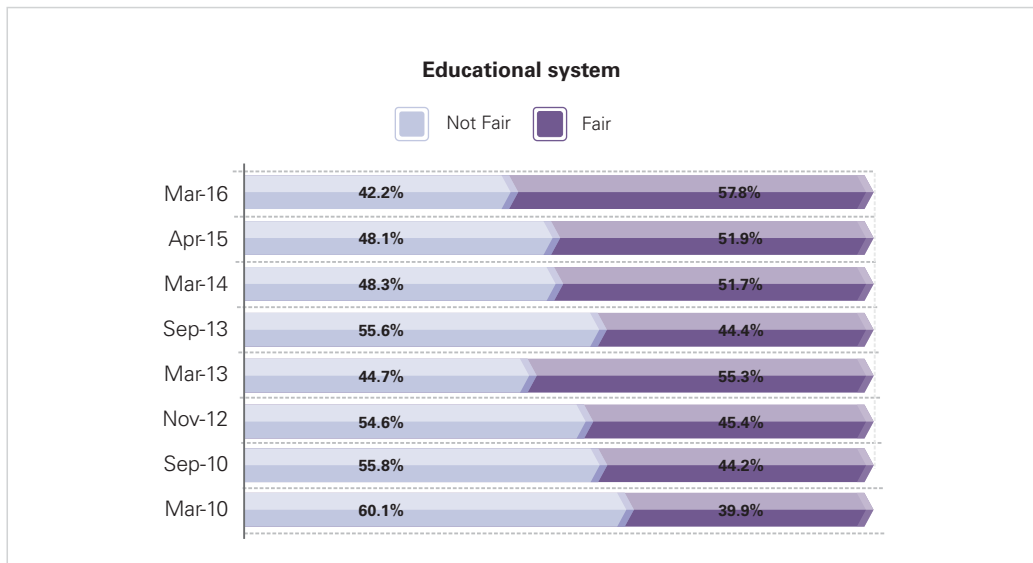
Figure 7.2: *Fair treatment in healthcare*

Healthcare system

Not Fair   Fair

	Not Fair	Fair
Mar-16	42.2%	57.8%
Apr-15	48.1%	51.9%
Mar-14	48.3%	51.7%
Sep-13	55.6%	44.4%
Mar-13	44.7%	55.3%
Nov-12	54.6%	45.4%
Sep-10	55.8%	44.2%
Mar-10	60.1%	39.9%
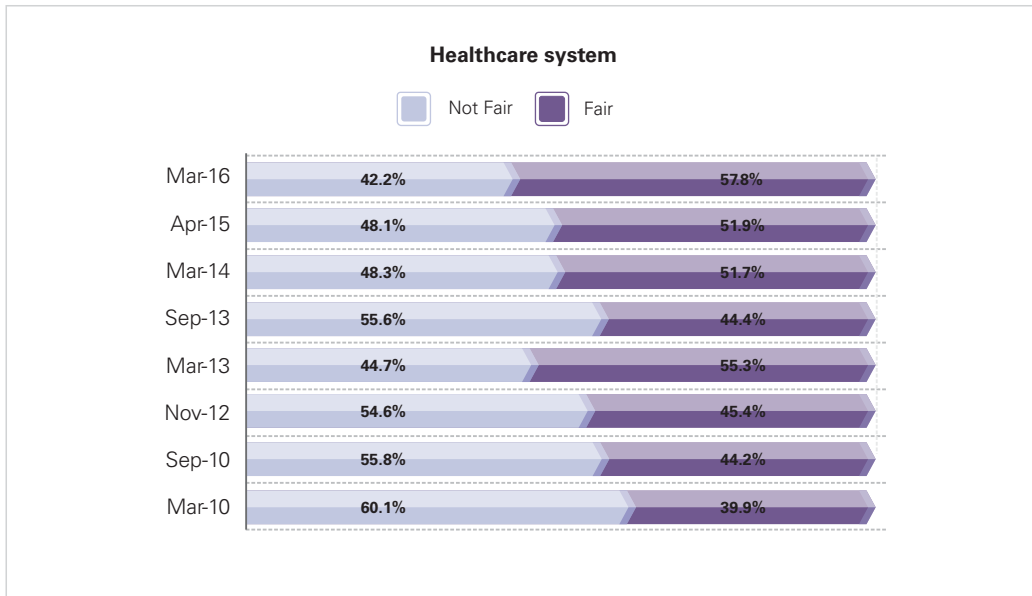
Figure 7.3: *Fair treatment by the judiciary*

Judiciary

Not Fair   Fair

	Not Fair	Fair
Mar-16	59.1%	40.8%
Apr-15	65.5%	34.5 %
Mar-14	70.1%	29.9%
Sep-13	69.9%	30.1%
Mar-13	68.8%	31.2%
Nov-12	74.5%	25.5%
Sep-10	74.2%	25.8%
Mar-10	76.7%	23.3%
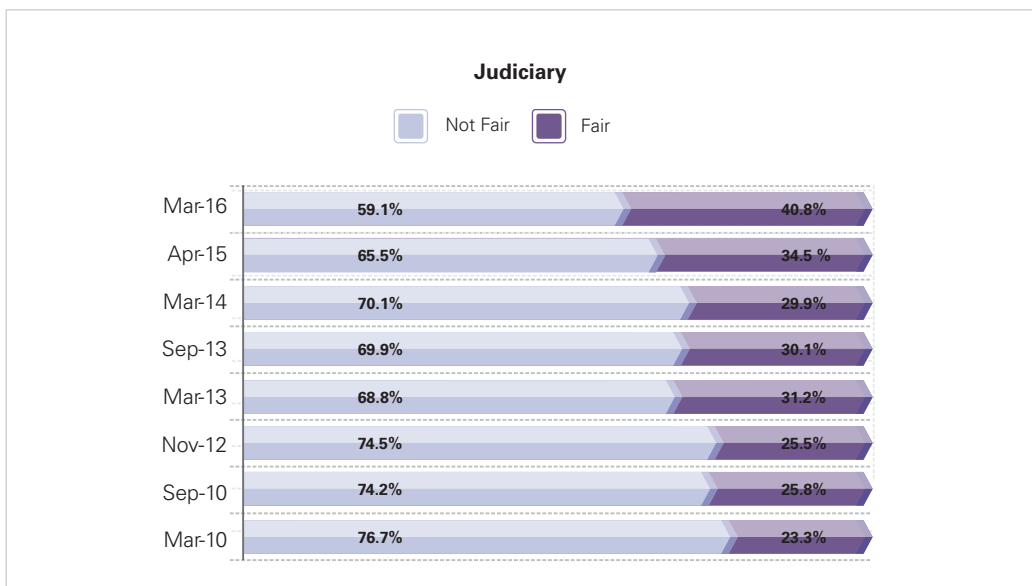
Figure 7.4: *Fair treatment by law enforcement*

Law enforcement

Not Fair   Fair

	Not Fair	Fair
Mar-16	58.8%	41.1%
Apr-15	64.9%	35.1%
Mar-14	69.9%	30.1%
Sep-13	69.8%	30.2%
Mar-13	67.1%	32.9%
Nov-12	75.9%	24.1%
Sep-10	73.2%	26.9%
Mar-10	74.3%	25.7%
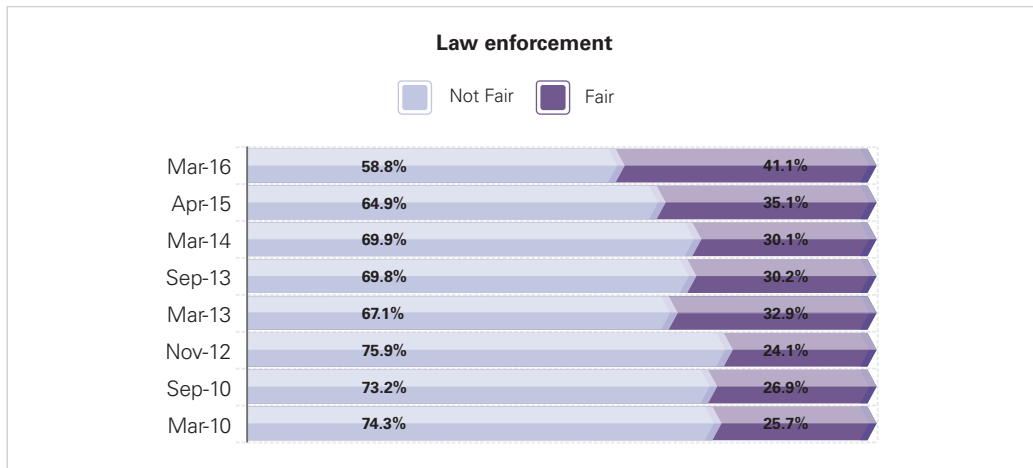
Figure 7.5: *Fair treatment by local government*

Local Government

Not Fair   Fair

	Not Fair	Fair
Mar-16	48.2%	51.8%
Apr-15	48.0%	52.0%
Mar-14	51.2%	48.8%
Sep-13	58.7%	41.3%
Mar-13	52.9%	47.1%
Nov-12	64.2%	35.8%
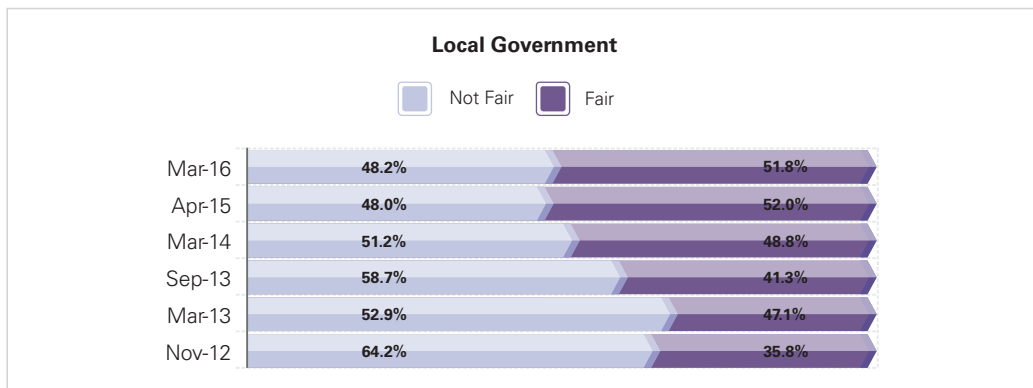
Figure 7.6: *Fair treatment by national government*

National Government

Not Fair   Fair

	Not Fair	Fair
Mar-16	52.5%	47.5%
Apr-15	56.2%	43.8%
Mar-14	52.6%	47.4%
Sep-13	60.5%	39.5%
Mar-13	54.7%	45.3%
Nov-12	63.9%	36.1%
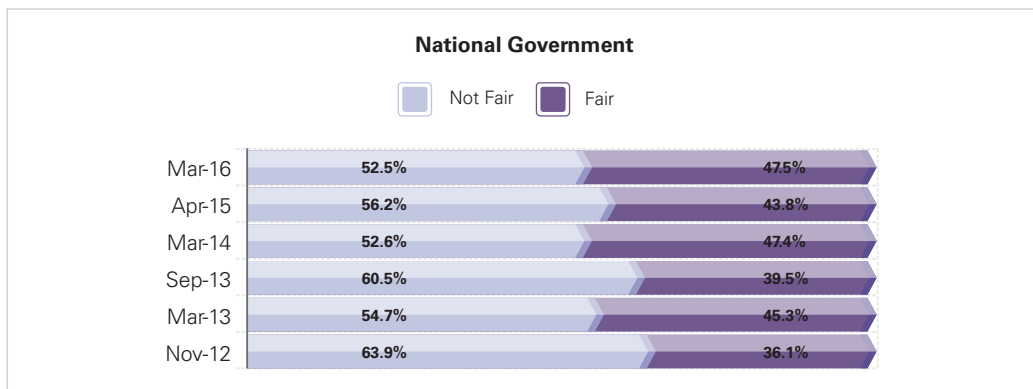
If we tabulate expectations of fair treatment by employment sector, there is a visible bias among state employees toward state-run institutions. This bias is not clearly observed in the healthcare and education systems, which have strong private components. At the local government level, "not fair" treatment was expected by 20 percent of non-government-sector respondents and 15 percent of private-sector respondents (Figure 7.7). By comparison, "not fair" treatment from local government was expected by 11.9 percent of state service respondents and just 8.3 percent of state officer respondents. The non-government and private sectors, combined, account for 67 percent of the employed population, or 42 percent of the total population over 18 years old.

Figure 7.7: *Fair treatment by local government, by sector*
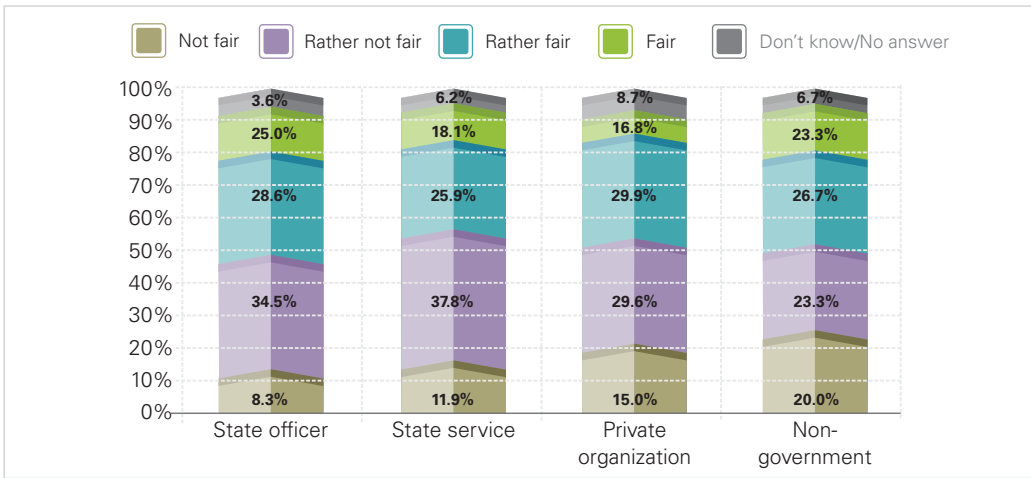
At the national government level, only 7.1 percent of state officer respondents expected "not fair" treatment, in contrast to 33.3 percent of non-government sector respondents (Figure 7.8). Fourteen percent of state service respondents and 12.4 percent of private-sector respondents expected "not fair" treatment.

Figure 7.8: *Fair treatment by national government, by sector*
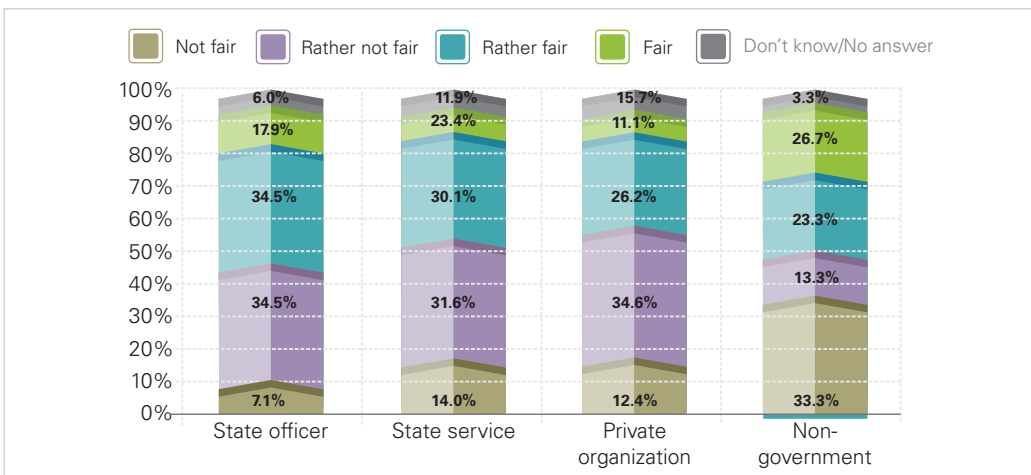
Concerning the judicial system, 16.7 percent of state officer respondents expected "not fair" treatment, compared to the 23.3 percent from both private and non-government sector respondents (Figure 7.9). Similarly, 21.2 percent of state service respondents expected "not fair" treatment.

The same pattern of employment sector differences was observed in expectations of fair treatment from law enforcement. While only 15.5 percent of state officer respondents expected "not fair" treatment, 17.6 percent of state service, 22.6 percent of private sector and 26.7 percent of non-government sector respondents expected "not fair" treatment (Figure 7.10).

Figure 7.9: *Fair treatment by the judiciary, by sector*
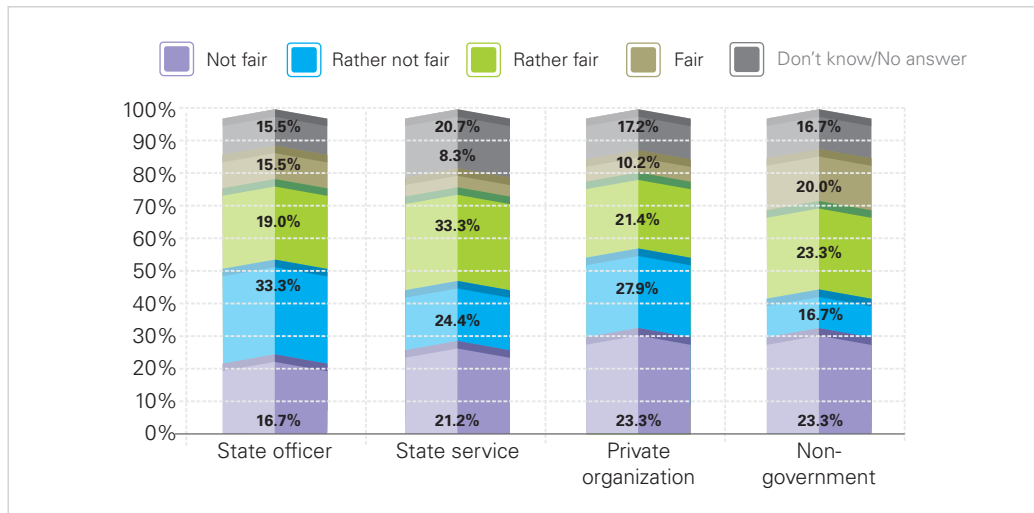
Figure 7.10: *Fair treatment by law enforcement, by sector*
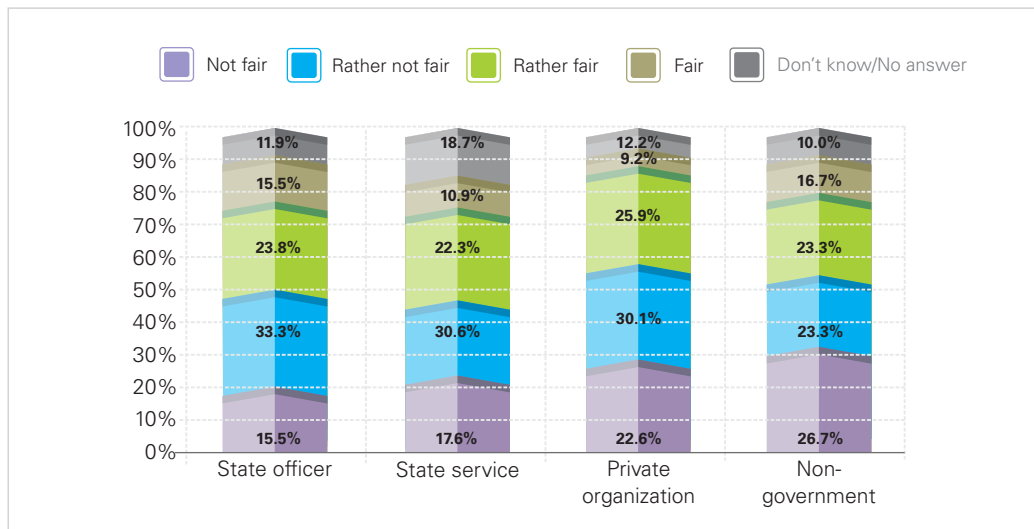
GRAND CORRUPTION

8.GRAND CORRUPTION

Although respondents' definitions of what constitutes grand corruption (GC) have not changed significantly, there has been some fluctuation over time. For example, in the election years of 2012 and 2016, a higher proportion of respondents than average mentioned "cases with strong political interest" (Figure 8.1). In 2015 and 2016, a higher-than-average proportion of respondents mentioned "cases where big local and foreign businesses are involved." The least change over time has been in "cases with involvement of high level public officials," which was mentioned by 20.4 percent of respondents in 2016.

Figure 8.1: *Definitions of GC (only valid cases: "don't know, "no answer" and "others" excluded)*
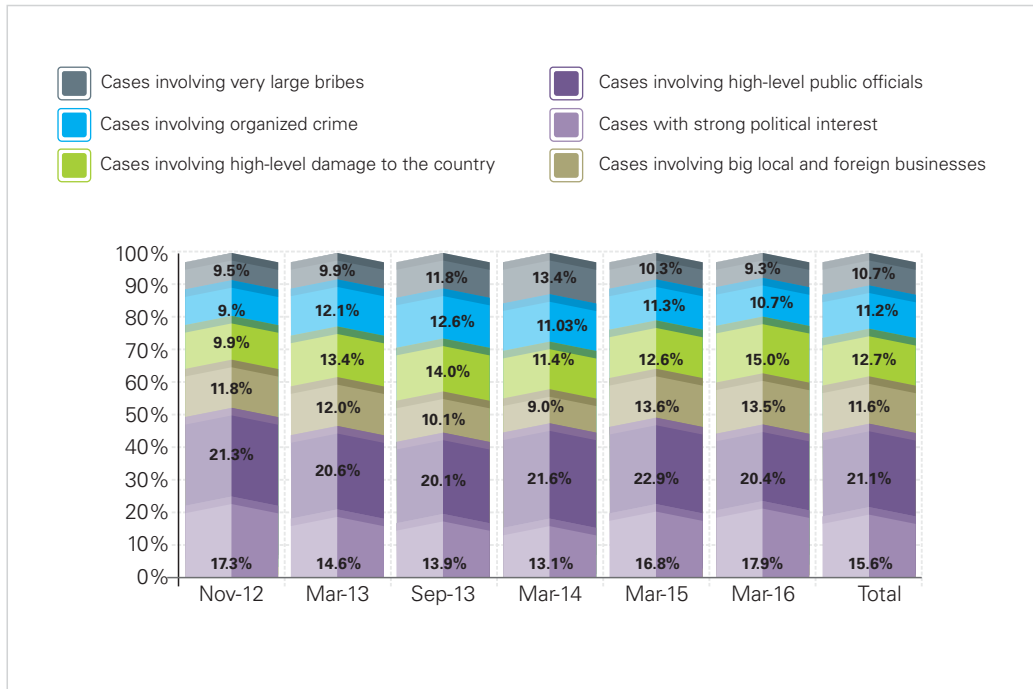
It seems that, since 2014, more Mongolians have formed a clear opinion about the level of grand corruption in the country. In 2014, 18.6 percent of respondents did not know or had no opinion about the level of grand corruption. In 2015, that number decreased to 11.8 percent, and it fell further in 2016, to just 7.8 percent (Figure 8.2).

Since November 2012, the number of respondents who believe "there is a significant amount of grand corruption in Mongolia" has fluctuated slightly, but remained high. From a high of 43.1 percent in November 2012, it reached a low of 37.6 percent in March 2014, then returned to 43.1 percent in March 2016. By comparison, the number of respondents who believe "there are some cases of grand corruption" has consistently increased. From 24 percent of respondents in November 2012, it increased to 35.4 percent in the current survey.

Figure 8.2: *The level of GC in Mongolia*
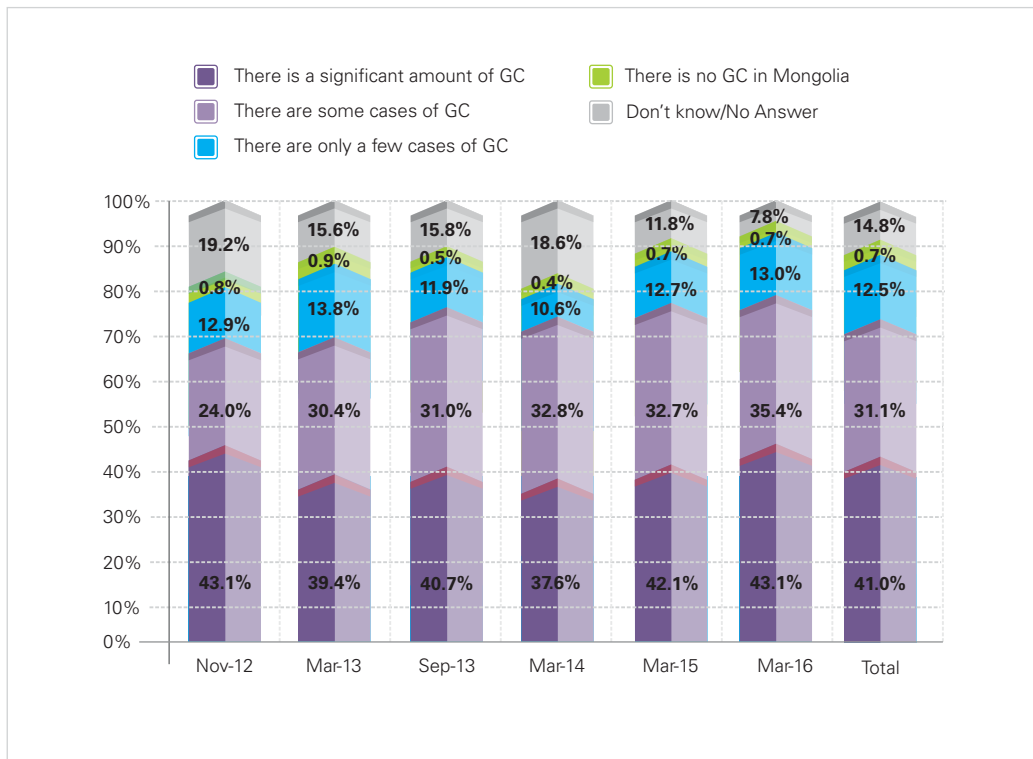
In 2016, among the reasons cited for the existence of grand corruption in Mongolia, "the merger of business and political interests" increased to 12 percent (Figure 8.3). This is close to the 11.2 percent of 2012, the previous parliamentary election year. It is likely that national elections increase the visibility of tensions and unions among business and political interests.

The number of respondents who believe that large foreign companies operating in Mongolia frequently use corrupt means has steadily increased, from 16.2 percent in November 2012 to 20.4 percent in March 2016. In contrast, the number of respondents who believe large Mongolian companies "frequently use corrupt practices" has remained rather stable, standing at 7.8 percent in March 2016. Respondents in 2016 believed the problems to be systemic, citing lack of transparency in government (17.9 percent), and the inability of the legal system to deal with problems of grand corruption (16.7 percent). There has been a slight decrease in the number of respondents who believe there is a lot of poorly controlled money in the Mongolian economy, but this view could be linked to the general economic crisis.

Figure 8.3: *Why is there GC in Mongolia?*
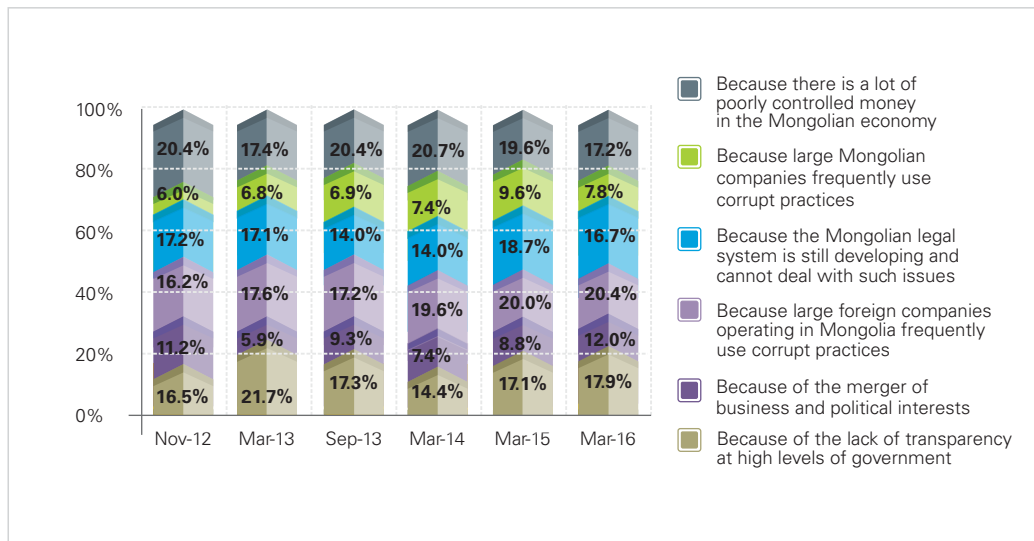
On average, about one-third of respondents over the life of the survey have said they know the size of GC bribes. In 2016, this number was 33.8 percent (Figure 8.4). However, a concrete attempt to measure their responses showed a very high level of dispersion.

Figure 8.4: *Knowledge of the size of GC bribes*
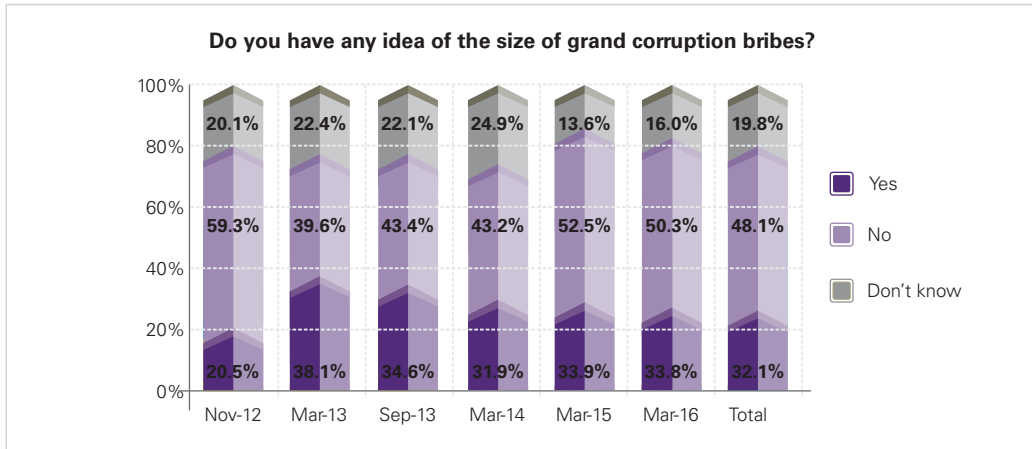
There was a decline in the public's familiarity with reports of grand corruption in 2016, as 16.5 percent told of hearing about GC "often," compared to a survey average of 20.6 percent (Figure 8.5). Again, this may be linked to the election season, since in 2012 a similar proportion of respondents, 16.1 percent, reported "often" hearing about grand corruption, a number that increased in later surveys. Among the factors could be the media coverage of GC during election years.

Figure 8.5: *Hearing about GC*
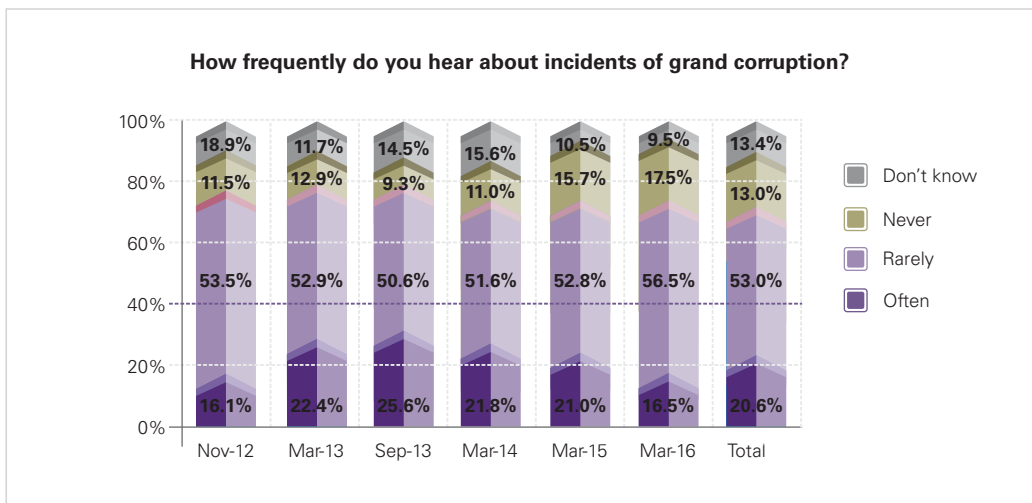
Opinions about the forms that grand corruption usually takes have remained mostly unchanged since 2012, with the largest number of respondents consistently saying "cash." The next most commonly named form was a "position in administration" (Figure 8.6).

Figure 8.6: *Trends in the forms of GC (Multiple choice answers – cumulative percentages are more than 100 percent.)*
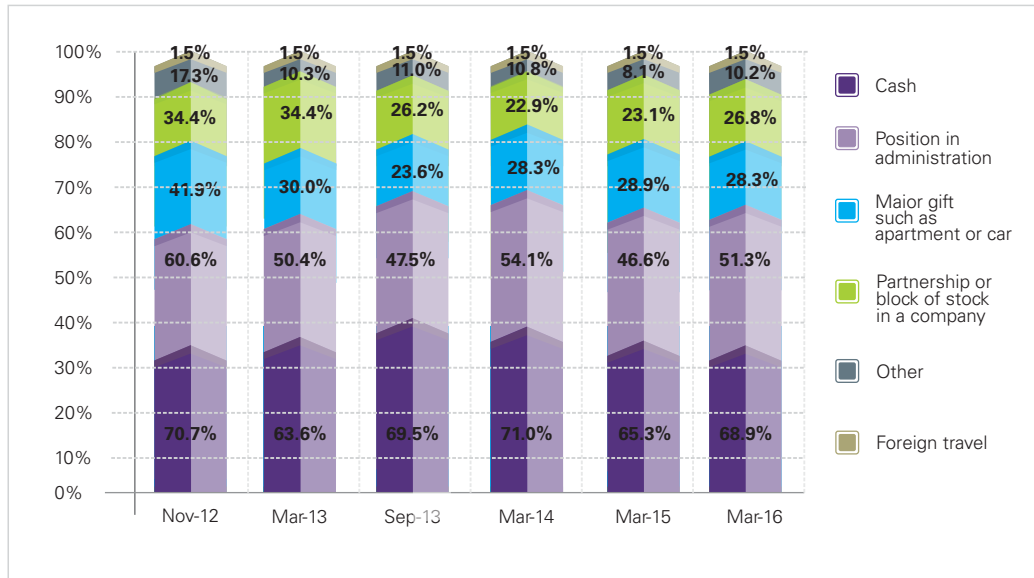
Over time, there has been a significant shift in public opinion about the impact of grand corruption on households. In 2012, when we first introduced the concept of grand corruption to the Mongolian public, 42.4 percent of the population had no opinion or did not know about the impact of GC on their households (Figure 8.7). The following year this number decreased to 19.7 percent, where it remained with some smaller variations. In 2016, the number of respondents who had no opinion/did not know further declined to 17.1 percent. The negative side of this development is that a big part of the population still cannot estimate such impacts or make connections, despite significant deterioration in living standards (reported in SMF Politbarometer surveys, 2012-2016). The number of respondents who said that grand corruption had no impact on their households fluctuated a bit in the earlier surveys, but has only been increasing since March 2013 (Figure 8.7). In March 2015 and March 2016, nearly a quarter of respondents believed GC had no impact at all (23.8 percent and 24.9 percent, respectively).

Figure 8.7: *GC impact on households*

Do you think that GC has any negative impact on you and your family?

Very strong   Some   Small   Not at all   Don't know/No answer
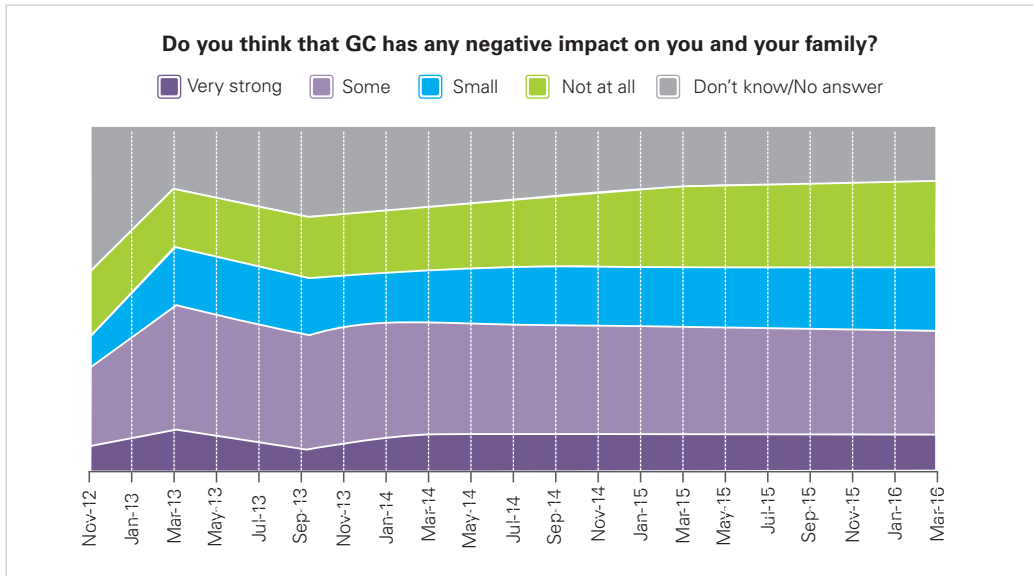
The IAAC remained the public's top choice to combat grand corruption. Support for the IAAC decreased from 35.7 percent in 2014 to 30.8 percent in 2015, but in 2016 it bounced back to 36.6 percent of respondents (Figure 8.8). The percentage of respondents who believe the national government should take the lead in combating grand corruption has fallen steadily in the last three years, from 26.2 percent in 2014, to 20.4 percent in 2015, and 17.3 percent in 2016.

Figure 8.8: *Leadership to combat GC*
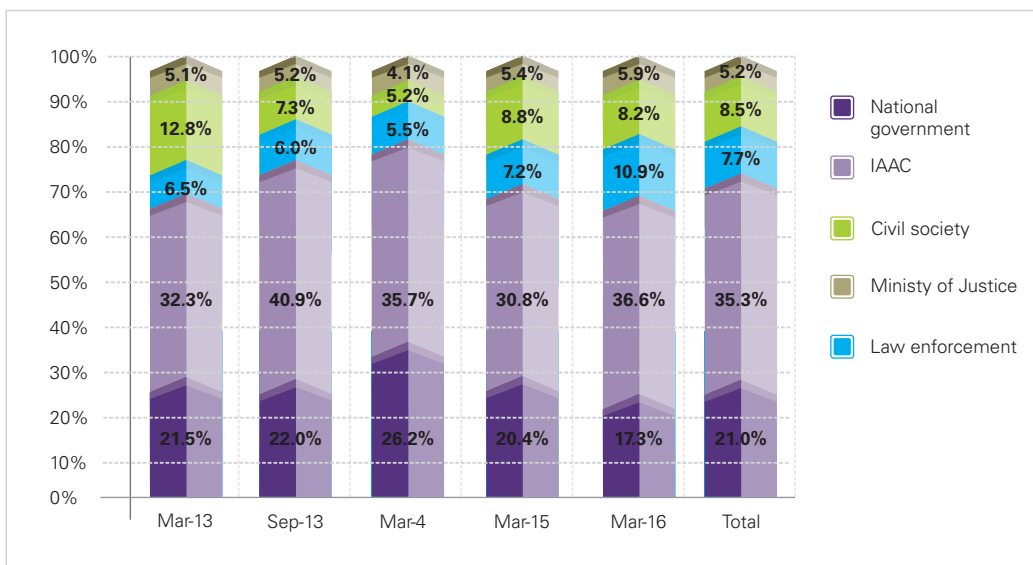
When asked about specific negative impacts of GC on households, a third of respondents indicated "deteriorating standard of living" (Figure 8.9). An average of nearly a quarter of respondents over the life of the survey have pointed to price increases (23.0 percent), and a fifth report problems with bureaucracy and non-transparency (19.2 percent). A lower but steadily increasing number of respondents have reported worsening of family business as a negative impact of grand corruption. That number has more than doubled, from 4.5 percent in March 2013 to 11.8 percent in March 2016.

Figure 8.9: *GC impact on households*
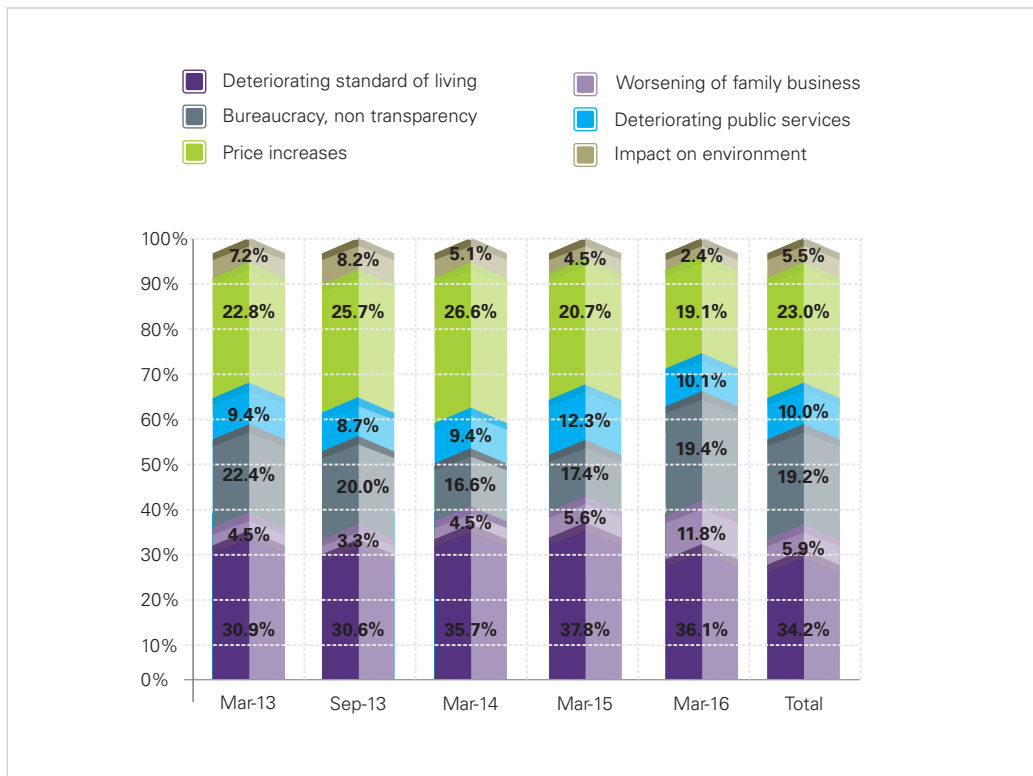
When respondents were asked about the most effective ways to combat corruption, "tuning anti-corruption legislation" was the most popular choice (Figure 8.10). This suggests that the public considers existing legislation to be not yet adequate to eliminate grand corruption. Increasing the authority of law enforcement was the second most common choice. Less popular options included supporting political parties with anti-grand corruption agendas, and supporting independent media.

Figure 8.10: *Most effective ways to combat GC (multiple choice – only valid)*

In your opinion, what is the most effective way to combat GC?

Mar-15   Mar-16

	Mar-15	Mar-16
Tune anti-corruption legislation	39.2%	37.4%
Increase the authority of law enforcement	32.5%	30.3%
Increase the role and capacity of civil society organizations	29.4%	30.3%
Increase accountability for false income statements	26.9%	28.8%
Strengthen the role of ethics in setting corruption disputes	23.6%	20.0%
Support political parties with a strong anti-corruption agenda	14.4%	11.6%
Support independent media outlets	8.5%	11.4%

PETTY CORRUPTION

9.PETTY CORRUPTION

Since March 2010 there has been a gradual increase in the number of respondents who would refuse to pay if asked for a bribe. This number has reached an all-time high in the current survey, with 45.1 percent of respondents reporting that they would refuse to pay (Figure 9.1). In addition, the number of respondents reporting that they would pay if they had the money has been decreasing, standing at 18.6 percent in March 2016. However, the number of respondents who say they would report corruption if asked for a bribe has been decreasing, to just 13.8 percent in March 2016.

Figure 9.1: *Response when confronted by corruption*
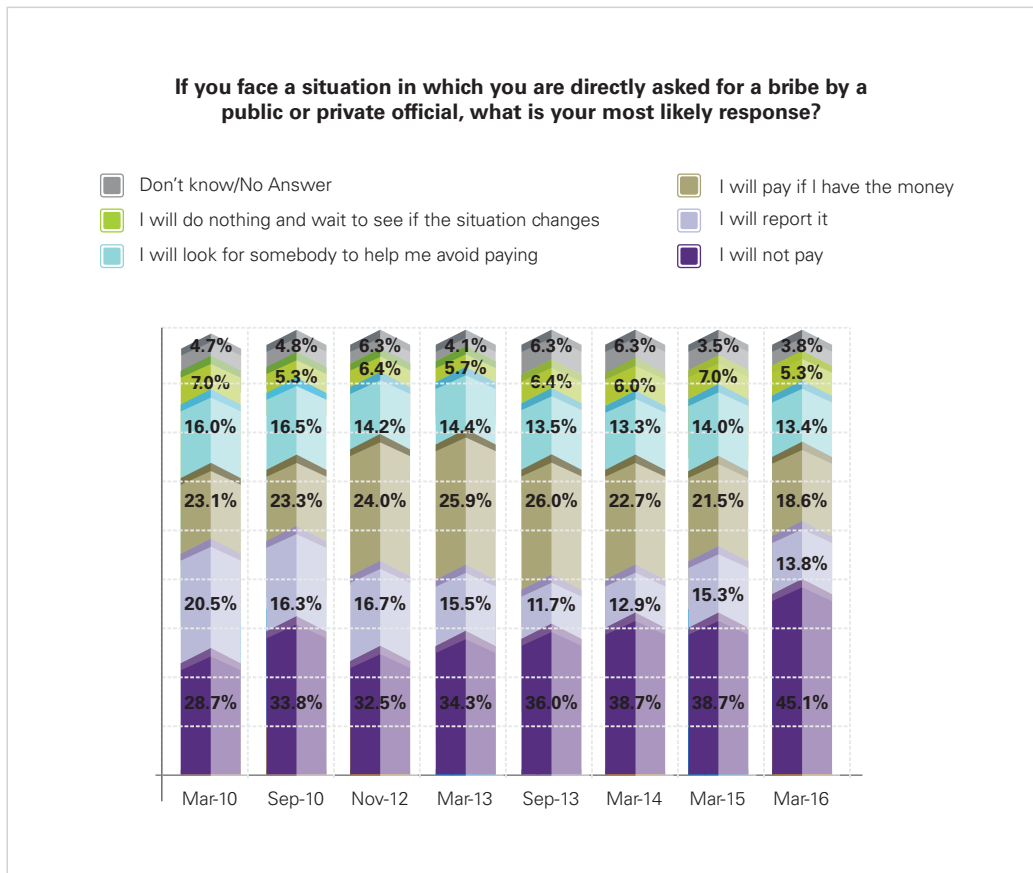
There has been a shift in where respondents would prefer to report bribes, towards management and away from the IAAC. In 2015, 50 percent of respondents said they would report to the IAAC if asked for a bribe, but just 40.4 percent chose the IAAC in the latest survey, while those choosing to report corruption to management grew in the same period from 22.6 percent to 31.9 percent (Figure 9.2).

Figure 9.2: *Reporting corruption*
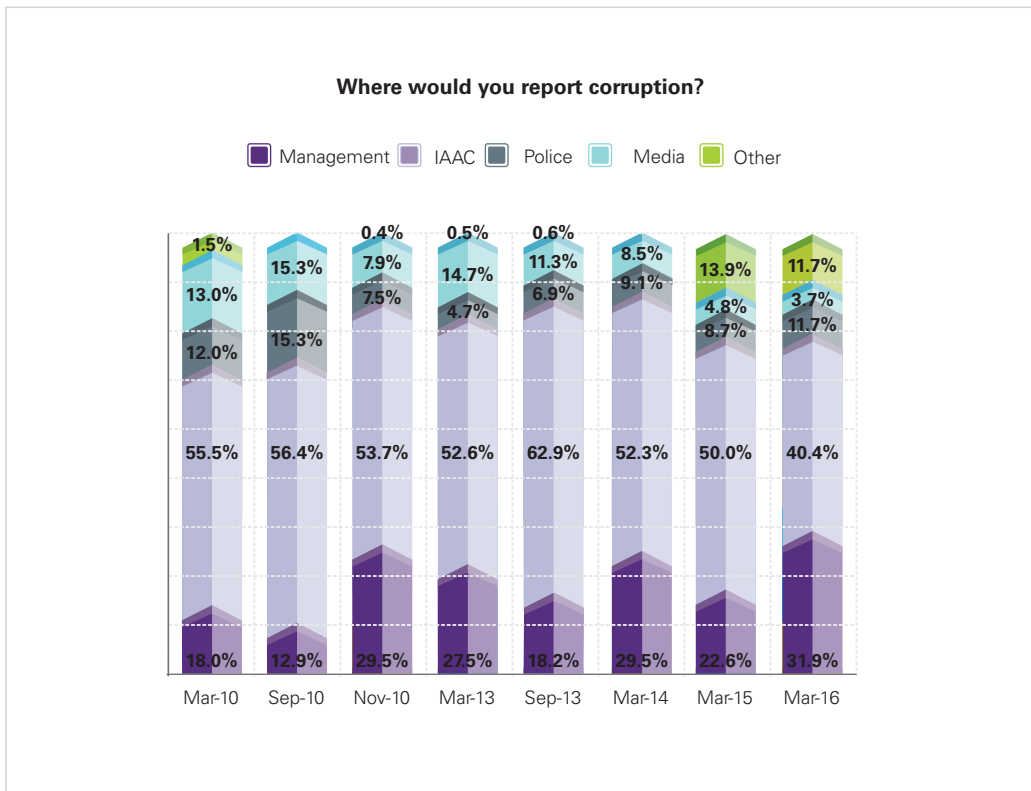
In recent years there has been a surge of cases in which various organizations have collected "donations" from citizens. These "donations" have been for various stated purposes, such as fundraising or renovations, and the amounts requested have varied, from a few thousand to several million MNT. The public seems to have mixed opinions about whether these "donations" amount to bribes. Roughly half (46 percent) consider them bribes, while the other half (43 percent) considers them a legitimate way to sustain an organization (Figure 9.3).

Figure 9.3: *Donations – bribes, or a way to sustain an organization?*
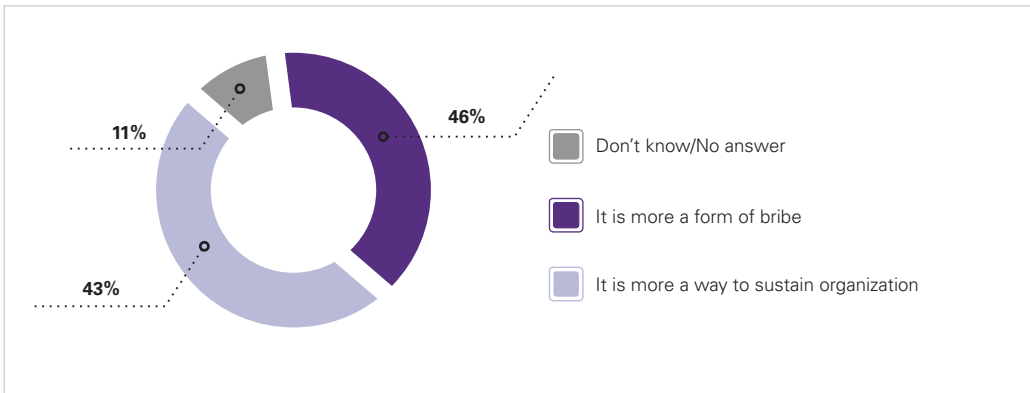
In March 2013, household reports of petty bribes decreased to levels below 10 percent (Figure 9.4). About 9 percent of households in that survey admitted paying a bribe in last three months. In 2015, that number decreased to 7 percent, where it remains in the current survey.

Figure 9.4: *Trend line of petty bribes*
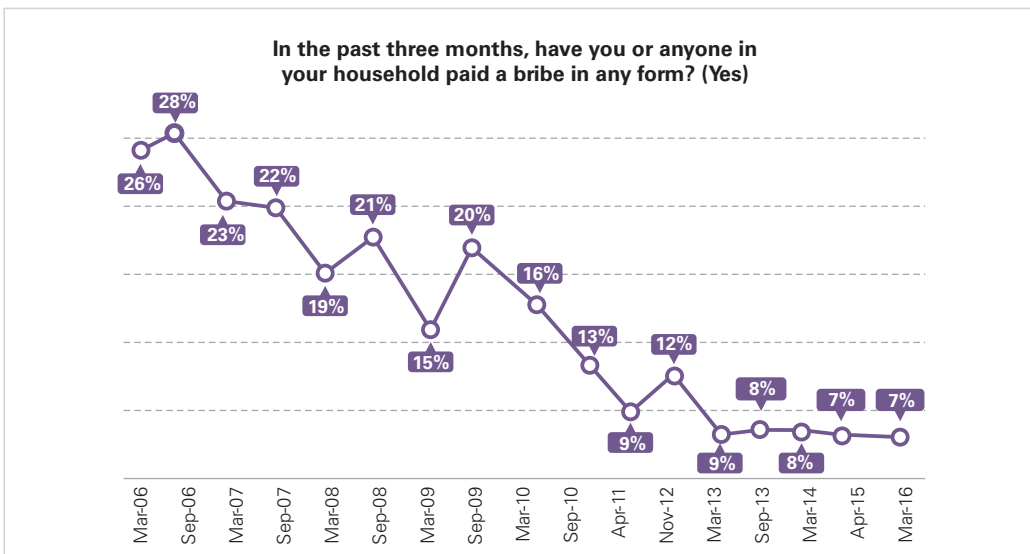
The proportion of respondents reporting that the bribe they paid was for services they were entitled to has been increasing, from a low of 55.6 percent in 2012, to 72.5 percent in 2016 (Figure 9.5). However, cases where a bribe was directly requested dropped to 8 percent in 2016.

Figure 9.5: *Which applied most to the bribe(s) paid in last three months?*
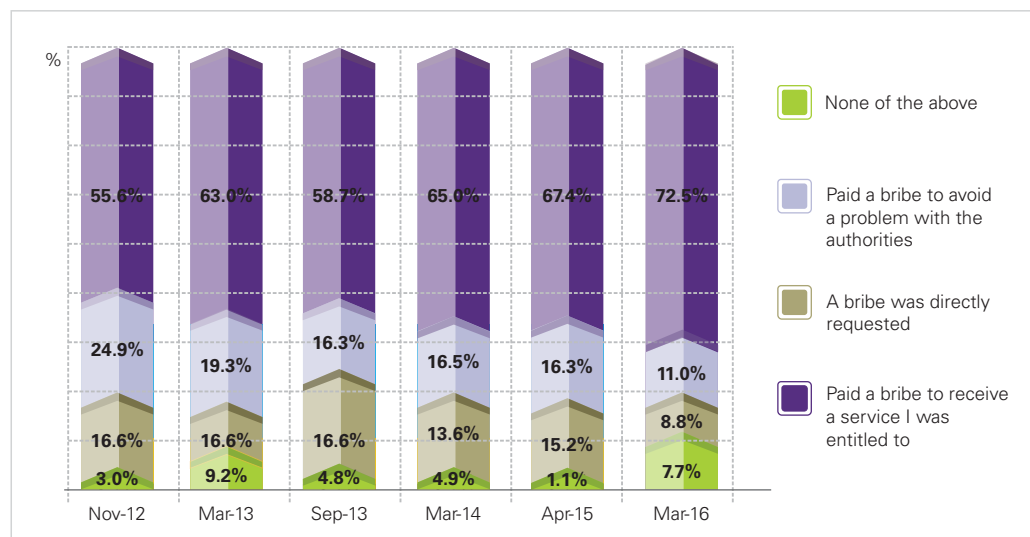
The number of respondents reporting that this bribe had seriously damaged their household remained the same in recent surveys. About a quarter of respondents in both 2015 and 2016 admitted that paying bribe(s) had "seriously damaged" the family budget (Figure 9.6). The average bribe in that time increased from 277 million MNT to 336 million MNT,[4] while the estimated total amount spent by Mongolian households increased from 14.9 billion MNT to 18.5 billion MNT (Table 3).

Figure 9.6: *Trend of "serious" damage to household budget from bribes*

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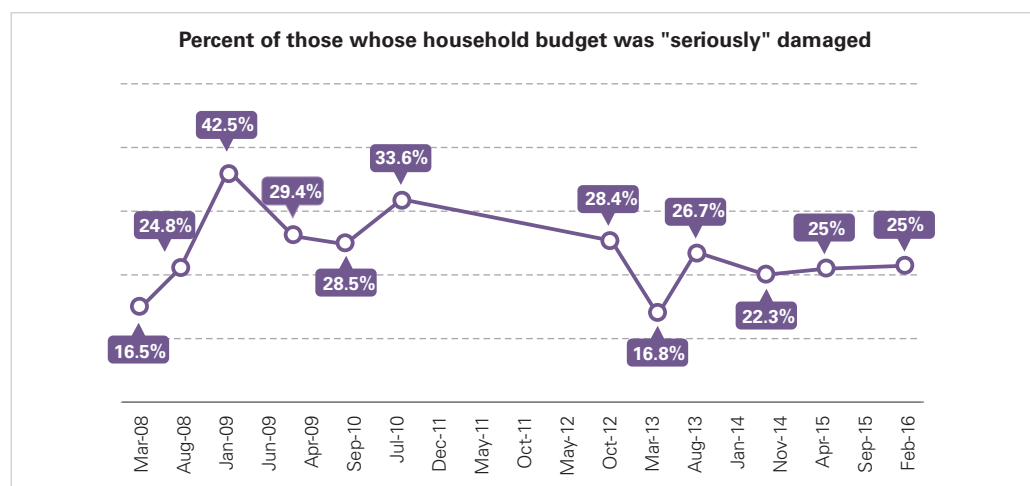
[4]According to a report by Mongolbank, the annual inflation rate in Mongolia averaged 11.59 percent from 2007 to 2016.

Table 3: Household petty bribe statistics

	Average bribe (in 1000 MNT)	Percent of households paying bribes	Total amount paid (in billion MNT)	Number of households (in thousands)	Statistical Yearbook
6-Mar	181	26%	28.8	611	2005
6-Sep	136	28%	23.3	611	2005
7-Mar	102	23%	14.8	632,5	2006
7-Mar	187	22%	26	632,5	2006
8-Mar	180	19%	23.2	645,7	2007
8-Sep	298	21%	42.4	645,7	2007
9-Mar	397	15%	40.3	677,8	2008
9-Sep	308	20%	41.7	677,8	2008
10-Mar	195	16%	21.2	677,8	2008
10-Sep	416	13%	38.8	717	2009
11-Apr	319	8.80%	20.8	742	2010
12-Nov	391	12.40%	35.9	742	2010
13-Mar	502	8.75%	32.6	742	2010
13-Sep	525	7.64%	30.8	768,3	2012
14-Mar	520	7.57%	30.2	768,3	2012
15-Apr	277	6.77%	14.9	794	2013
16-Mar	336	6.70%	18.5	823,4	2014

SURVEY INSTRUMENT

The goal of this survey, the Survey on Perception and Knowledge of Corruption, is to study the perceived levels of corruption in Mongolia. We will ask more than 1,300 citizens nationwide to respond to this survey. We would like to learn what your opinions are about different types of corruption, and what situations you may face in your everyday life related to corruption.

Please be assured that your individual answers and comments will be kept in strictest confidence – nothing that you say will be identified with you in any way.

Thanks for taking the time to respond to our survey. If you have any questions related to the survey, please contact us by phone at the number 70116373. The results of this survey are going to be widely presented to the public.

Block A: General

1. In your opinion what is the most important social, economic, or political problem in the country today?

2. Some people believe that corruption affects different spheres of life in Mongolia. In your view, how does corruption affect the following – not at all, to a small extent, to a moderate extent, or to a large extent?

Spheres	Not at all	To a small extent	To a moderate extent	To a large extent	Don't know/ no answer
2.1 Your personal and family life	1	2	3	4	9
2.2 The business environment	1	2	3	4	9
2.3 Political life	1	2	3	4	9

3. In 2016-2017, Mongolia is facing parliamentary and presidential elections. In your opinion, are each of the following stages of the election process fair and transparent?

Stages	NO, not at all	YES, to a small extent	YES, to a moderate extent	YES, to a large extent	Don't know/no answer
3.1 Preparatory stage: registering voters, hiring staff, appointing local and foreign observers	1	2	3	4	9
3.2 Campaign finance	1	2	3	4	9
3.3 Election campaigns	1	2	3	4	9
3.4 Vote counting at polling stations	1	2	3	4	9
3.5 Aggregation and reporting of results by GEC	1	2	3	4	9

4. Could you express your opinion on the following statements?

Statement	Agree	Somewhat agree	Somewhat disagree	Disagree	Don't know/ no answer
4.1 Corruption is a common practice in our country.	1	2	3	4	9
4.2 The existing political system is having success in stopping corruption.	1	2	3	4	9
4.3a Civil society can prevent corruption.	1	2	3	4	9
4.3b Only government institutions can prevent corruption.	1	2	3	4	9
4.4 The fight against corruption is being led by citizens and NGOs these days.	1	2	3	4	9
4.5 Politicians have no real will to fight corruption, as they may benefit from it.	1	2	3	4	9
4.6 The only way to overcome bureaucracy is to pay bribes.	1	2	3	4	9
4.7 Small and medium business are more negatively affected by corruption than big businesses.	1	2	3	4	9
4.8 Some level of corruption is acceptable.	1	2	3	4	9
4.9 Big business is one of the main sources of corruption.	1	2	3	4	9
4.10 Paying a bribe helps to overcome unjust regulations.	1	2	3	4	9
4.11 Local administration officers in general are reliable and responsible people.	1	2	3	4	9
4.12 Citizens are responsible for reducing corruption.	1	2	3	4	9
4.13 The existing legislation on corruption is not functioning effectively.	1	2	3	4	9
4.14 Decision-makers are less affected by corruption than ordinary people, who are more affected by corruption.	1	2	3	4	9
4.16 Stronger punishment for public officials convicted of corruption would be a deterrent to corruption.	1	2	3	4	9
4.17 Some level of corruption is to be expected.	1	2	3	4	9
4.18 The person who pays the bribe is just as responsible as the one who accepts it.	1	2	3	4	9
4.19 Implementation of anti-corruption policies is politically unbiased.	1	2	3	4	9

[1] Triangular, semi-presidential system: president – parliament – government.

5.	In the past three years, how has the level of corruption in Mongolia changed?	Increased a lot	1.
		Increased a little	2.
		Remained the same	3.
		Decreased a little	4.
		Decreased a lot	5.
		Don't know/no answer	9.

6.	How do you expect the level of corruption in the next three years to change? Will it…	Increase a lot	1.
		Increase a little	2.
		Remain the same	3.
		Decrease a little	4.
		Decrease a lot	5.
		Don't know/no answer	9.

Block B: Combating Corruption

7.	In your opinion, who should organize and lead the effort to combat corruption? (One choice)	National government	1.
		Local government	2.
		Law enforcement	3.
		Civil society	4.
		Parliament	5.
		Courts	6.
		NGOs	7.
		President	8.
		IAAC	9.
		Ministry of Justice	10.
		The private sector	11.
		Other (specify):	12.

8.	How do you think the current government will perform compared to its predecessor in fighting corruption?	Will do better.	1.
		Will do the same.	2.
		Will do worse.	3.
		Don't know/no answer	9.

9. In your opinion, how much do the following factors hinder efforts to combat corruption?

Factors	Not at all	A little	Moderately	A lot	Don't know/ no answer
9.1 Low professionalism in the delivery of state services	1	2	3	4	9
9.2 Lack of will to control corruption from national political leadership	1	2	3	4	9
9.3 Lack of will to control corruption from local political leadership	1	2	3	4	9
9.4 The habit of solving problems through corrupt practices	1	2	3	4	9
9.5 Corruption in law enforcement bodies	1	2	3	4	9
9.6 Public passivity	1	2	3	4	9
9.7 Imperfect legislation or sanctions/penalties against corruption	1	2	3	4	9

10.	What should be done to prevent corruption? (One choice)	Establish strong enforcement measures and punishment.	1.
		Increase public employees' salaries.	2.
		Increase transparency in administrative decision-making.	3.
		Strengthen state control over public administration.	4.
		Strengthen civil (non-government) control over public administration.	5.
		Build public awareness.	6.
		Consistently implement the rule of law.	7.
		Other (specify):	8.

| 11. | Since the introduction of the new law on corruption in 2006, have you been aware of any officials being prosecuted by the justice system on a corruption charge? | Yes | 1. |
| | | No | 2. |

| 12. | Are you aware of a telephone hotline to report corruption to IAAC? | Yes | 1. |
| | | No | 2. |

13.	Would you report a corruption case if the IAAC would accept anonymous information?	Yes	1.
		No	2.
		Don't know/no answer	3.

Block C: Institutions

14.	How do you evaluate the IAAC's performance in fighting corruption?	Very good	1.
		Good	2.
		Neither good nor bad	3.
		Bad	4.
		Very bad	5.
		Don't know/no answer	9.

15.	How confident are you in the IAAC to fight corruption?	Confident	1.
		Rather confident	2.
		Rather not confident	3.
		Not confident	4.
		Don't know/no answer	9.

16.	Are you confident that IAAC is an impartial law enforcement body?	Yes	1.
		No	2.
		Don't know/no answer	3.

17. To what extent do you perceive the following areas or institutions in this country to be affected by corruption?

Area or institution	How corrupt:	Not at all	A little	Moderately	Significantly	Extremely	Don't know/no answer
1) Customs		1	2	3	4	5	9
2) Education system		1	2	3	4	5	9
3) Health system		1	2	3	4	5	9
4) Judicial system		1	2	3	4	5	9
5) Law enforcement officers		1	2	3	4	5	9
6) Political parties		1	2	3	4	5	9
7) Legislature		1	2	3	4	5	9
8) National government administration		1	2	3	4	5	9
9) Local government administration		1	2	3	4	5	9
10) Registry and permit service (civil registry for births, marriages, licenses, permits)		1	2	3	4	5	9
11) Tax system		1	2	3	4	5	9
12) Mining		1	2	3	4	5	9
13) Land utilization		1	2	3	4	5	9
14) Professional inspection agency		1	2	3	4	5	9
15) Procurement tenders		1	2	3	4	5	9
16) Banks & financial institutions		1	2	3	4	5	9

18.	Could you name another area or institution strongly affected by corruption?	

Block D: Personal Experience

19.	If you face a situation in which you are directly asked for a bribe by a public or private official, what are you most likely to do?	I will not pay.	1.
		I will report it. **(answer Q20)**	2.
		I will pay if I have the money.	3.
		I will look for someone who can help to avoid paying the bribe.	4.
		I will do nothing and wait until the situation changes.	5.
		Don't know/no answer	9.

20.	If you report the bribe, where will you do so? (One choice)	Management	1.
		IAAC	2.
		Police	3.
		Media	4.
		Government hotline 11-11	5.
		Other	6.

21.	What is your main source of information about corruption? (One choice)	TV **(answer Q22)**	1.
		Newspapers, magazines	2.
		Internet or social media **(answer Q23)**	3.
		Radio	4.
		Personal experience	5.
		Friends/relatives	6.
		Word of mouth	7.
		Other sources (specify):	8.

22.	If TV is your main source, which channel is most informative in exposing corruption?		

23.	If the Internet or social media is the main source, which site is most informative in exposing corruption?	Facebook	1.
		Twitter	2.
		Information/news sites	3.
		Other sources (specify):	4.

[2] Refers to the management of the place where the corruption occurred, e.g., if in a department store, the management of the department store would be approached.

Let's consider the following matters.

24. What degree of fair treatment do you expect to receive when contacting the following institutions?

Institution	Not fair	Rather not fair	Rather fair	Fair	Don't know/ no answer
1. Education system	1	2	3	4	9
2. Health system	1	2	3	4	9
3. Judicial system	1	2	3	4	9
4. Law enforcement	1	2	3	4	9
5. Local government administration	1	2	3	4	9
6. National government administration	1	2	3	4	9

25.	Are you aware that the conflict-of-interest law passed?	Yes	1.
		No	2.

26.	If you discovered a case of conflict of interest, would you report it?	Yes **(answer Q27)**	1.
		No **(answer Q28)**	2.

27.	If you were aware of a situation of conflict of interest, where would you report it? (One choice)	Management	1.
		IAAC	2.
		Police	3.
		Media	4.
		Government Hotline 11-11	5.
		Other	6.

28.	In your opinion, how often do public officials act with a conflict of interest?	Always	1.
		Sometimes	2.
		Rarely	3.
		Never	4.
		Don't know/no answer	9.

29. It is quite common nowadays for various organizations like kindergartens, schools, etc., to openly demand "donations" from citizens. Some people think that this is another way of extorting bribes, while others think it is just how organizations are struggling with budget constraints. What is your opinion?

·	It is more a form of bribe.	1.
·	It is more a way to sustain the organization.	2.
·	Don't know/no answer	9.

30.	Did your family give any money or gifts as bribes in the last 3 months?	Yes		1.
		No	**(go to Block E)**	2.
		Don't know	**(go to Block E)**	3.
		No answer		4.

31. To whom have you paid bribes in the past 3 months? (Multiple answers)		32. If you paid a bribe, how much did it cost approximately? Multiple answers)
1.	Teacher	
2.	Health sector employee	
3.	Clerk in national government administration	
4.	Policeman	
5.	Judge	
6.	Advocate/lawyer	
7.	Prosecutor	
8.	Tax officer	
9.	Utilities service personnel	
10.	Customs officer	
11.	Local government official	
12.	Media (newspapers, TV, radio)	
13.	Other (specify):	

[3] Refers to the management of the place where the corruption occurred, e.g., the department store, the management of the department store would be approached.

33.	How much does the total amount of bribes paid affect your family budget?	Not at all	1.
		A little	2.
		Somewhat	3.
		Seriously	4.
		Don't know/no answer	9.

34.	Which of the following mostly applies to the bribes paid in the past three months?	A bribe was directly requested.	1.
		I paid a bribe to avoid a problem with the authorities.	2.
		I paid a bribe to receive a service I was entitled to.	3.
		None of above	4.

Block E: Government Transparency

35. In your opinion, how IMPORTANT are the following initiatives and actions to increasing the transparency and efficiency of the state administration?

Initiative	Not at all	A little	Moderately	Significantly	Extremely	Don't know/ no answer
1. Introduction of a transparent accounting law	1	2	3	4	5	9
2. Introduction of new technology (electronic registries, one-window service, etc.)	1	2	3	4	5	9
3. Regular income disclosure by state employees	1	2	3	4	5	9
4. New election law	1	2	3	4	5	9
5. Amnesty law	1	2	3	4	5	9

36. In your opinion, how EFFECTIVE are the following initiatives and actions in increasing the transparency and efficiency of the state administration?

Initiative	Not at all	A little	Moderately	Significantly	Extremely	Don't know/ no answer
1. Introduction of a transparent accounting law	1	2	3	4	5	9
2. Introduction of new technology (electronic registries, one-window service, etc.)	1	2	3	4	5	9
3. Regular income disclosure by state employees	1	2	3	4	5	9
4. New election law	1	2	3	4	5	9
5. Amnesty law	1	2	3	4	5	9

37. Due to implementation of the amnesty law and the transparent accounting law, a big part of Mongolia's shadow economy was legalized without penalty. Do you think that this process …

a.	Will decrease corruption in the private sector?	Yes	1.
		No	2.
		Don't know/no answer	9.

b.	Will create public discontent?	Yes	1.
		No	2.
		Don't know/no answer	9.

Block F: Grand Corruption

38.	What is your understanding of grand corruption?	Cases involving strong political interests	1.
		Cases involving high-level public officials	2.
		Cases involving big local and foreign businesses	3.
		Cases involving a high level of damage to the country	4.
		Cases involving organized crime	5.
		Cases involving very large bribes	6.
		Other (specify):	7.
		Don't know/no answer	9.

39.	What do you think about the level of grand corruption in Mongolia?	There is a significant amount of GC.	1.
		There are some cases of GC.	2.
		There are only a few cases of GC.	3.
		There is no GC in Mongolia.	4.
		Don't know/no answer	9.

40.	Why do you think there is grand corruption in Mongolia?	Because the Mongolian legal system is still developing and cannot deal with such issues.	1.
		Because there is a lot of poorly controlled money in the Mongolian economy.	2.
		Because of the lack of transparency at high levels of government.	3.
		Because large foreign companies operating in Mongolia frequently use corrupt practices.	4.
		Because large Mongolian companies frequently use corrupt practices.	5.
		Because of the merger of business and political interests.	6.
		Other (specify):	7.
		Don't know/no answer	9.

41.	Do you have any idea of the size of grand corruption bribes?	Yes	1.
		No	2.
		Don't know/no answer	9.

42.	How frequently do you hear about incidents of grand corruption?	Often	1.
		Rarely	2.
		Never **(go to Q44)**	3.
		Don't know/no answer **(go to Q44)**	9.

43.	If you have heard of a case of GC, what was the form of the bribe? (Multiple responses)	Cash	1.
		Major gift such as apartment or car	2.
		Partnership or block of stock in a company	3.
		Foreign travel	4.
		Position in administration	5.
		Other (specify):	6.
		Don't know/no answer	7.

44.	Do you think that GC has any negative impact on you and your family?	Very strong	1.
		Some	2.
		Small	3.
		None at all **(go to Q46)**	4.
		Don't know/no answer **(go to Q46)**	5.

45.	If there is a negative impact on you and your family, can you be specific about what it is?	Deteriorating standard of living	1.
		Worsening family business	2.
		Bureaucracy, non-transparency	3.
		Deteriorating public services	4.
		Price increases	5.
		Impact on environment	6.
		Other	7.
		Don't know/no answer	8.

ASK ALL

46.	In your opinion, who should organize and lead the effort to combat grand corruption? (One choice)	National government	1.
		Local government	2.
		Law enforcement	3.
		Civil society	4.
		Parliament	5.
		Courts	6.
		NGOs	7.
		President	8.
		IAAC	9.
		Ministry of Justice	10.
		The private sector	11.
		Other (specify):	12.

47. In your opinion, what is the most effective way to combat GC? (Please mark 2 most important.)

Increase the authority of law enforcement organizations.	1.
Increase accountability for false income statements.	2.
Increase the role and capacity of civil society organizations.	3.
Tune anti-corruption legislation.	4.
Strengthen the role of ethics in settling corruption disputes.	5.
Support independent media outlets.	6.
Support political parties with a strong anti-corruption agenda.	7.

Demography

1. Year of birth: 19_____ 2. Gender: male / female 3. Education: - No formal education...........1 - Primary/incomplete secondary..........................2 - Secondary..........................3 - Vocational..........................4 - Higher...............................5	4. Employment - Full-time job......................1 - Part-time job.....................2 - Professional training..........3 - Unemployed......................4 - Home-based caretaker .....5 - Retired/on allowance.......6 - Army................................7 - Student..........................8 If retired, army, or student, go to 7	5. Social status Worker.....................................1 Office worker............................2 Self-employed..........................3 Herder/farmer..........................4 Intelligentsia.............................5 6. Sector Public/state officer...................1 Public/state service.................2 Private/mixed sector...............3 NGO..4
7. Marital status: - Married.................................1 - Living with partner but not married.................................2 - Single.................................3 - Separated or divorced..........4 - Widowed............................5	8. Number of people in household: 9. Number of household members employed:	10. Estimated household income:
		Monthly: | Annual:
11. City/aimag: District/soum: 12. Phone number: 13. Interviewer:		