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**Assessment of Corruption in Samara Oblast:
Results of a Public Opinion Survey, October 2001**

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Management Systems International

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TABLE OF CONTENTS:

1. Introduction
2. Perceptions of Corruption
3. Experiences with Corruption and Public Sector Performance
4. The Consequences of Corruption
5. The Causes of Corruption
6. Reducing Corruption
7. Conclusions

Annex 1: Sample Description and Methodology

1. Introduction

Public sector corruption, commonly understood as the misuse of public office for private gain, exists throughout the world and is widespread in many places. Corruption has been shown to be very costly to economic growth and inhibits the development of effective governing practices. From an economic perspective, corruption increases the cost of doing public and private business and is a major disincentive for investors. From a governance perspective, corruption distorts the intent and implementation of laws and regulations, limits the delivery and quality of government services, excludes citizens from open participation in their government, and reduces government accountability, transparency and legitimacy. The objectives of this assessment report are to support the efforts of the Samara Oblast Administration and civil society to enhance economic growth and good governance practices by promoting an effective and well-informed strategy against corruption.

Over the past few years, the Samara Oblast Administration has demonstrated its political will to fight corruption by enacting a variety of reforms and institutional changes. Some examples of Oblast-level activities include a new tendering system for public construction projects, internal control mechanisms for many government departments, financial management procedures that meet international accounting standards, institutional reforms and reduction in staff, an effective citizen complaint system, a program-based budgetary system to increase control and accountability of public fund allocation and spending, and direct interaction with the business community to simplify administrative procedures. The Oblast Administration also maintains its own internal control and audit functions, and the regional branch of the Supreme Audit Chamber (which reports to the regional duma) conducts independent audits of government expenditures.

Samara City Administration has developed a system of microdistricts to make government more transparent, accountable and open to public participation at a grassroots level. It has established time limits for leasing approvals and the issuance of trade licenses, thus streamlining procedures for business. In addition, the City has a Committee for Businesses and a Control Committee that audits public expenditures.

These are just examples; much more has been accomplished to fight corruption at the Oblast and City levels over the past few years.

At the request of Governor Titov, a comprehensive anti-corruption program has been initiated in Samara oblast focused on implementing reforms and initiatives to enforce the law, prevent opportunities for corruption from occurring, and educate the public to make it aware of the costs of corruption and increase its legal literacy. The U.S. Agency for International Development (USAID) and its partner organization, Management Systems International (MSI), provide support to this program. As a first step, an Anti-Corruption Workshop was conducted in Samara in October 2001, hosted by the Oblast Administration, sponsored by the United States Agency for International Development (USAID), and implemented by Management Systems International (MSI) in cooperation. The workshop facilitated development of the detailed Anti-Corruption Action Plan on Counteracting Corruption in Samara Oblast for 2002 and establishment of a Public-Private Coalition Against Corruption that is comprised of representatives of all sectors of society and is lead by its Coordinating Council. The Action was highly publicized to attract more organizations and individuals to support its implementation. As a result of these activities, corruption and what to do about it has been elevated to a high priority on the public policy agenda in Samara, and all stakeholders, from the Governor to nongovernmental organizations to the business community, have been mobilized to address it.

This report is one of the first analytical steps in the program to assess the state of corruption in the oblast and develop a baseline from which to measure progress over time. The public opinion survey described in this report was conducted using systematic methodology and representative sampling oblast-wide. The report summarizes the major findings of the survey that was conducted in September and October 2001 involving respondents from 1963 households. The survey questionnaire was designed based on corruption and governance surveys conducted by MSI and the World Bank in other countries. The sampling methodology, interviewing and data collection were conducted by ISITO, a survey research organization based in Samara.

The perceptions and attitudes of respondents that are measured in such surveys may not necessarily reflect the objective state of corruption. But surveys are useful in understanding, if not the actual state of corruption, then the *appearance* of corruption which can influence public opinion. Such information is extremely important in shaping the public policy debate to develop meaningful and effective solutions to the problem.

Survey data can be a powerful tool to help build consensus among key stakeholders. Government, civil society, and the private sector can make use of this report to promote a constructive debate on real institutional reform for improving governance and fighting corruption. Empirical analysis can de-politicize discussions about concrete reforms by focusing attention on evidence of performance and the relationship between institutional characteristics and outcomes. Data on the perception of the quality and integrity of particular public services focuses the debate on institutions, rather than individuals. In addition, the survey results can also serve as a baseline against which the effects of the Action Plan initiatives can be evaluated over time.

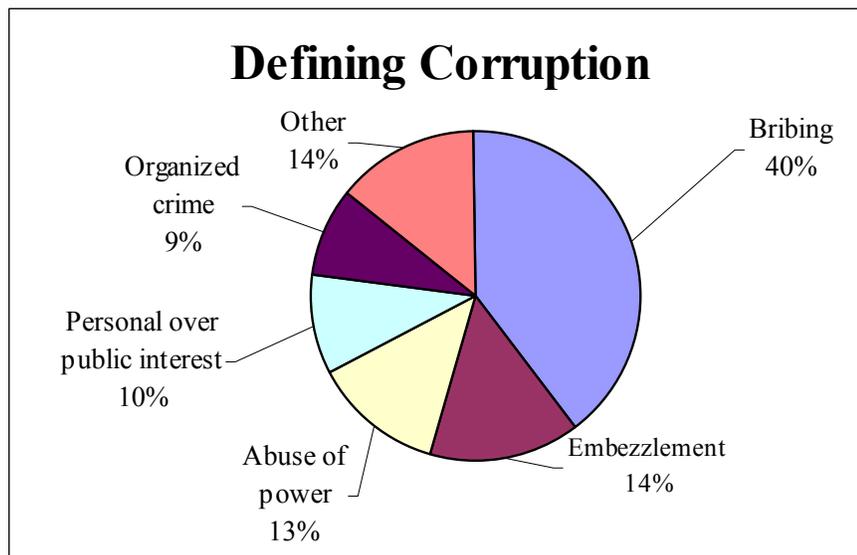
2. Perceptions of Corruption

There are several ways to assess the degree to which corruption hurts a city, region or country. For example, crime statistics and court decisions can be analyzed to examine trends, legal frameworks can be evaluated to determine their comprehensiveness, in-depth analyses of specific government functions can be conducted to identify systemic problems, and anti-corruption programs conducted by government and nongovernmental organizations can be reviewed to assess their effectiveness.

Another way is to measure public opinion. The public's perception of corruption can be an important starting point for policy makers to understand how their constituencies view where corruption exists, how bad it is, what are its causes and what might be done to minimize its effects. Public perceptions do *not* necessarily provide an accurate picture of the objective state of corruption. However, they do offer decision makers with a revealing snapshot of the level of public confidence in government, potential vulnerabilities in particular governmental functions as viewed by the direct consumers of those services, and interesting opportunities to remedy the problems identified.

How is corruption defined by the public?

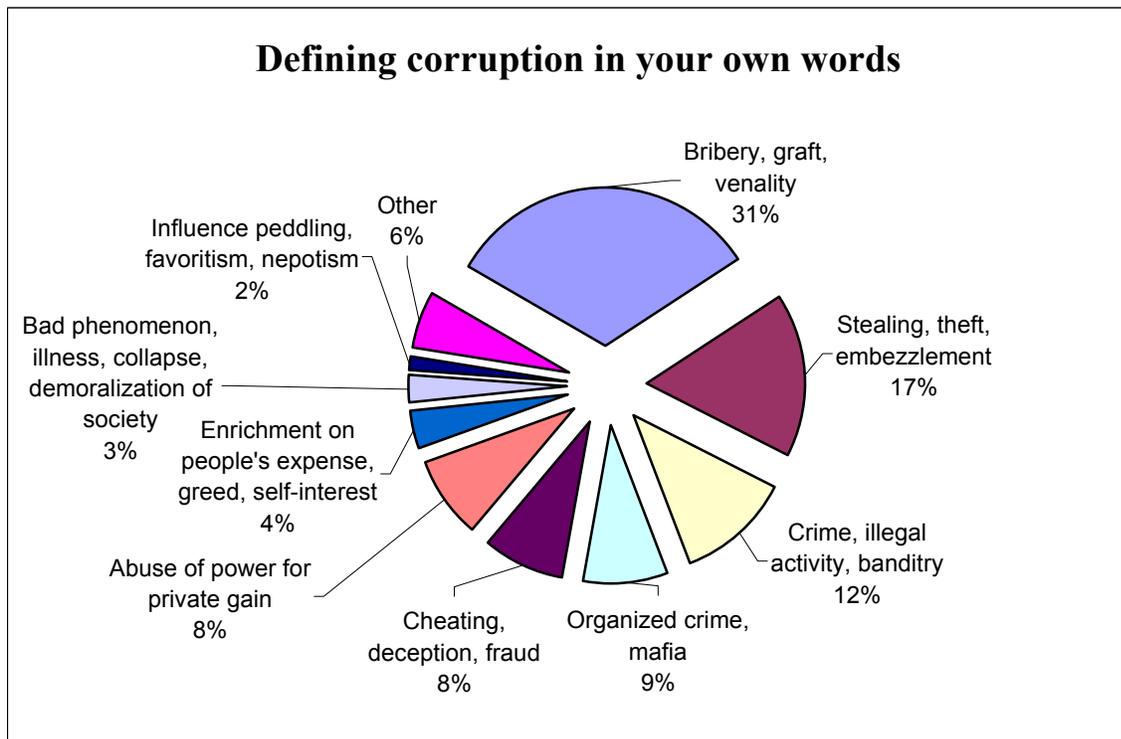
The public and the media use the term “corruption” very loosely and hold a wide range of perceptions of what it really is. A multiple choice question was asked of all respondents, with 12 different descriptions of corruption. In Samara oblast, 40% of the respondents define corruption as the giving or taking of bribes to government officials. Smaller percentages of respondents describe corruption as embezzlement from the public treasury (14%) or as abuse of power for personal advantage (13%). The remaining respondents described corruption in yet other ways.



Question: Which of the following phrases describes corruption the best in your opinion? N= 1963

In addition, respondents were asked an open-ended question to define corruption in their own words. 65% of all respondents chose to answer. Those who did answer provided between 1 and

3 alternative definitions. These definitions were grouped into several categories and are reported on below. The most frequent, 32% of responses, defined corruption as bribery, extortion, graft, or venality. 16% of the responses defined corruption as stealing, theft, or embezzlement. 12% of the responses defined corruption as different types of illegal activity or crime. 9% defined corruption as organized crime or mafia activity in collaboration with government officials. 8% defined corruption as cheating, deception or fraud. Another 8% defined it as abuse of power for private gain; 7% defined it as greed, self-interest, and self-enrichment at the expense of the public; 3% defined corruption as bad phenomena, social illness or demoralization of society; and 2% defined it as influence peddling, favoritism or nepotism. The remaining 6% provided other definitions.



Q. These days, people speak often about corruption. In your opinion, how would you define corruption? N= 1461

Examples of the definition are provided below:

Bribery, extortion, graft or venality:

Officials perform their job functions only when bribed”, “Bribe giving, bribe taking”, “Take bribes for thing they should do for free”, “Money extortion”, “Bribes in top echelons of power”, “Grafting of officials”, “Venality of public officials “, “Officials sell everything “, “Venality and shamelessness of those at power “, “Taking any kind of commodities for services they have to provide anyway.”

Stealing, theft, robbery or embezzlement:

“Stealing in extremely big amounts”, “Put the money into their own pockets under the protection of law”, “Embezzlement of public property and public funds”, “They steal the money belonging to the people”, “Top authorities steal from the poor”, “They have stolen everything everywhere”, “It is institutionalized stealing”, “Transfer the money into their pockets”, “Illegal money transfer”, “Stealing from the state’s pocket “, “The money given for public purposes are stolen by officials.”

Crime, illegal activity, violation of law, lawlessness, banditry:

“Illegal actions at the top echelons of power”, “Violation of law”, “When officials’ actions are aimed at bypassing the laws with the support of powerful structures”, “Criminal activity at power”, “Crime at power”, “Lawlessness”, “Total disgrace, unlimited lawlessness in everything”, “They do whatever they want in the government – they kill, they steal – this is corruption”, “Banditry”, “A lot of bandits – all that because of leaders”, “Hooligans, bandits.”

Linkage between organized crime, the mafia and government, money laundering:

“Top echelons of power and mafia form a unity”, “Officials and criminals act together”, “Officials use their power to achieve mercenary goals in agreement with mafia”, “It is like mafia, when people in power support and help each other”, “Organized crime”, “Merger of state entities with criminality”, “Leadership creates unregulated structures, because they are connected with crime”, “High growth rate of crime approved by the top power”, “Corruption is mafia”, “Mafia in all levels of power”, “The top officials are linked to the mafia”, “It is authority subordinated to criminal groups.”

Cheating, swindling, deception, fraud:

“Fraud”, “The state cheats its citizens”, “Cheating by officials”, “Swindlers, they cheat us everywhere and in everything”, “Corruption is bad people who cheat, can kill for their own profit”, “People say one thing and pay differently, they try to avoid taxation, they steal”, “Lack of honesty of some representatives of power.”

Abuse of power for private gain:

“Officials do not live on the salary paid by the state”, “Officials abuse their power to satisfy their personal needs”, “Officials use their power to achieve mercenary goals”, “Use of power to satisfy the thirst for money”, “Public officials act beyond their jurisdiction”, “If you have power you are the general”, “It has always been like this – every official uses his position”, “Abuse of power to enrich yourself”, “When officials using their positions break the laws and take bribes”, “Use of job position to cover and hide crime”, “Disgraceful attitude towards execution of job responsibilities”, “Employees of competent bodies do not execute their responsibilities because of their personal interests.”

Self-enrichment at people's expense, greed, self-interest:

“Officials live at the expense of other people”, “Thirst for money”, “Desire for quick enrichment based on violation of law and at others’ expense”, “Rich people who live for their own sake”, “People who live only for themselves, bringing losses to others”, “Illegal enrichment”, “The top-ranked bosses think only of themselves, they fill their pockets with money”, “Work of officials for themselves”, “Interest in personal problems and benefits”, “When they live at others’ expense and not on the earned money”, “Unity of officials concerned for their own interests”, “Officials do their best only for themselves, not for the people”

Bad phenomena, social illness, collapse, demoralization of society, a way of life:

“Negative phenomenon of life”, “Bad phenomenon in the life of Russia”, “It is bad and scaring, we did not have this before”, “Disgraceful attitude towards execution of job responsibilities”, “Plague of the 20th century, our life depends on it now totally in all aspects”, “Malady of the state leading to inhibition of development”, “Malady of the society, disintegration of morals”, “Russian malady”, “Illness that should be removed with by surgery”, “Degeneration of the society”, “Part of everyday life for every citizen”, “Disintegration of the state, system of socialism”, “Ruins economy and industries, those at power are to blame”, “Everything has been rotted from the bottom to the top”, “Gluttonous officials”, “Scourge of our society”, “It is a violation of ethical norms”, “Unfortunately it is already a norm of life.”

Influence peddling, favoritism, nepotism:

“Connections and acquaintances”, “Connections are widely developed, very bad for average and poor people”, “Bribes, only relatives are employed”, “When one hand washes the other one”, “When they promote each other”.

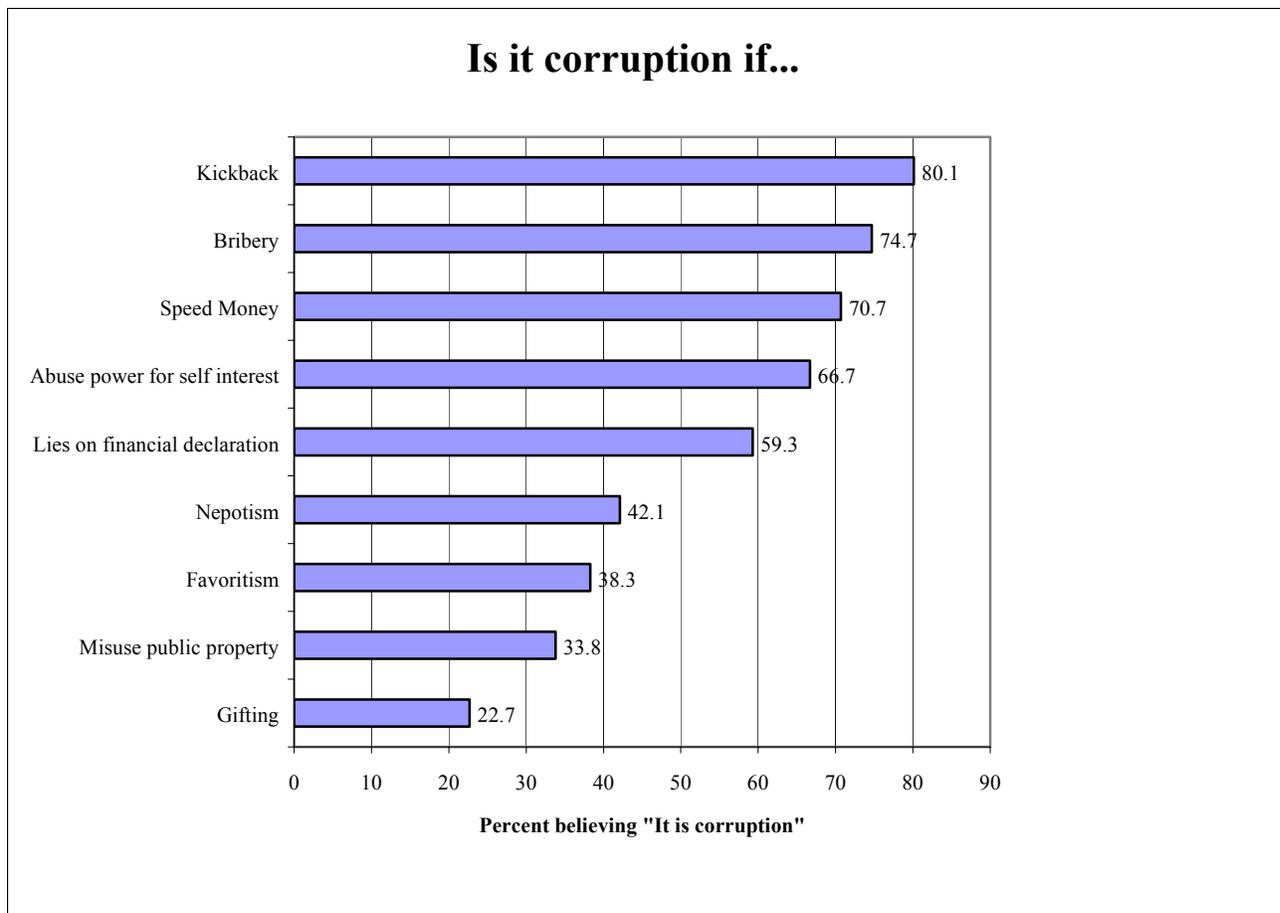
Other:

“Corruption and power are the same thing”, “It is like an octopus whose tentacles penetrate into every sphere of activity of society”, “Money rules the country”, “Something related to terror”, “Something related to economics”, “Something related to finance”, “Only corruption is everywhere”, “Businessmen”, “Rich country – and where is everything?”, “Rather malicious phenomenon of our life”, “It was here, it is here and it always will be here – it is the governmental system”, “Fish become rotten from the head – this fact speaks for itself”, “Corruption is a spider

web”, “They do not give people the chance to live with dignity”, “Disgusting”, “Drug abuse”, “Terrorism”, “It is an awful thing”, “There is no corruption in our country, everybody just wants to live better but do not know how”.

How is corruption described under different circumstances?

Another approach to understand how the public defines corruption is to present a variety of scenarios and ask respondents if they believe that corruption exists in those scenarios. When presented with these scenarios, respondents indicated their belief that situations involving kickbacks, bribery, speed or influence money, abuse of power and lying on financial declarations do constitute corruption. At the same time, respondents were less sure that situations involving nepotism, favoritism, the misuse of public property, and gifting were potential corruption scenarios. These results reinforce answers to the previous questions: in Samara, corruption is perceived primarily as a *money transaction* between the public and government officials. *Non-monetary transactions* that involve the giving of special favors to relatives and friends, or the misappropriation of public property are not viewed as corrupt behaviors, for the most part.



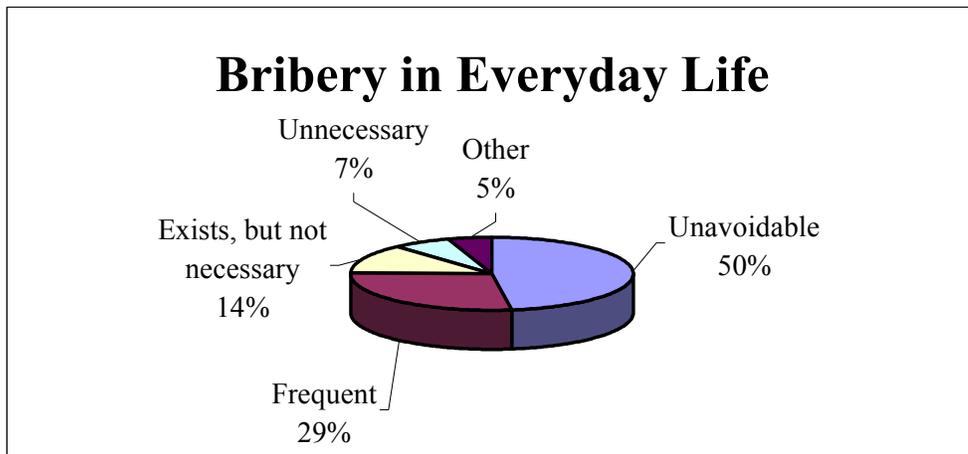
Question: I would like you to consider the following scenarios. Do you believe it is corruption if...? N= 1963

When breaking down the survey sample by age, we find that younger people (18-34 years) have different perceptions of what constitutes corruption than older respondents. They are less likely to think of bribery, lying on financial declarations, nepotism, gifting or the misuse of public property as corruption. Approximately 10% to 15% fewer of the younger group perceive that these actions are corrupt in comparison with the older group of respondents (55 years and over).

When comparing men and women in the survey sample, women are more likely to perceive certain transactions as constituting corruption than men. These include nepotism, favoritism, gifting, and the misuse of public property.

Is bribery a fixture in everyday life?

For 79% of the respondents, bribery is an unavoidable or frequent transaction of everyday life. Very few can escape it. When asked how many respondents actually made unofficial payments to government officials over the past 12 months, 19.7% indicated that they had made such payments.

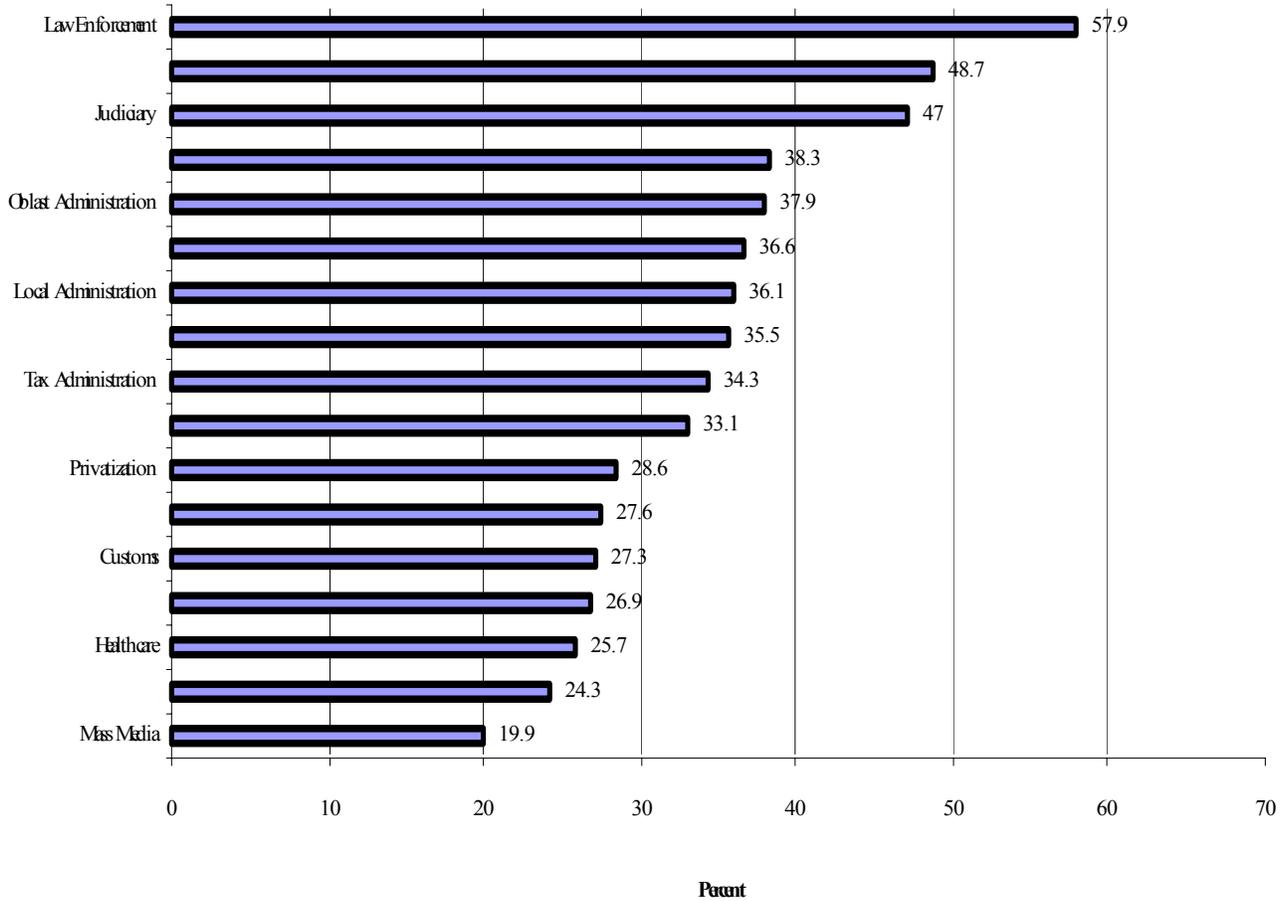


Question: What role does bribery play in people's everyday lives? N= 1963

Which departments or functions of government are perceived as most corrupted?

By far, the law enforcement community, branches of national ministries operating in the oblast, and the judiciary are considered by the respondents to be government bodies where most or all officials are corrupt. Approximately 1 in 3 respondents consider housing and communal services, the oblast administration, the oblast дума, the local administration, notaries and lawyers, the tax administration, and the local dumas (city and rayon) to be highly corrupted as well.

Bodies where Most or All Officials are Perceived to be Corrupted



Question: How widespread is corruption in the following areas in the oblast? N= 1963

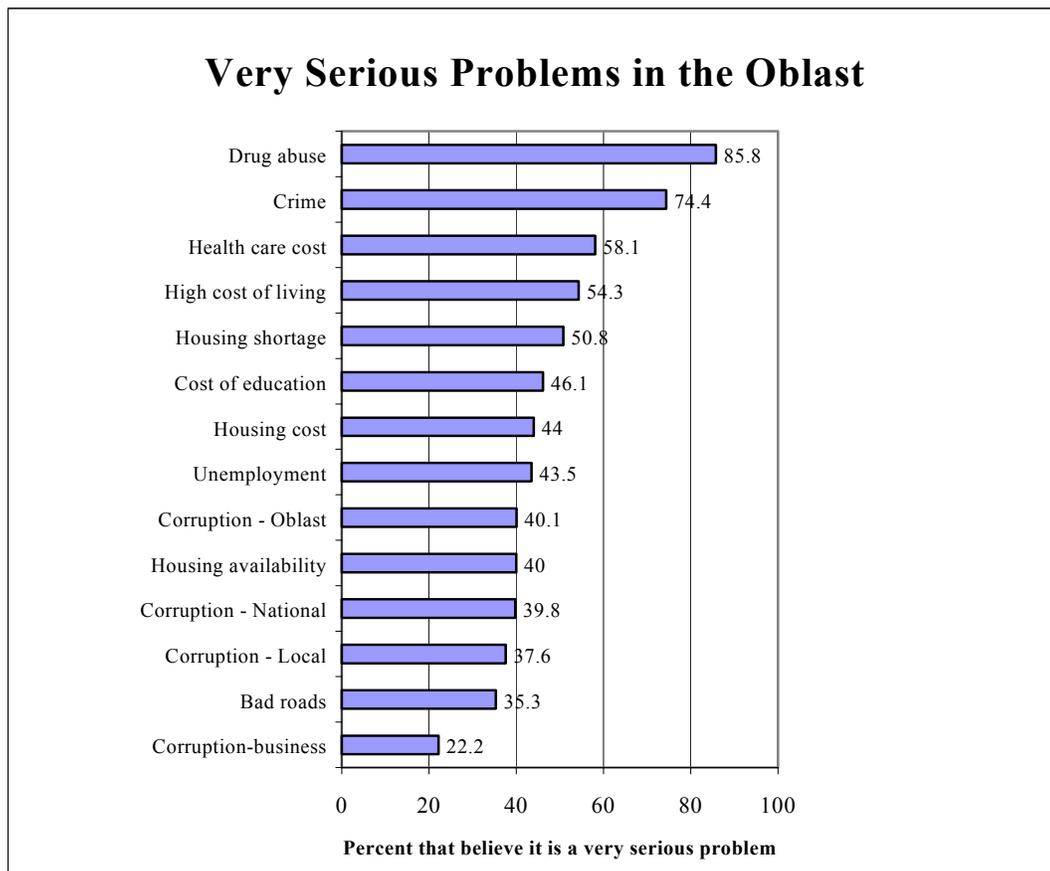
When the survey sample is broken down into its demographic categories, some interesting findings emerge.

- Younger people (18 to 34 years) are more cynical than the age group over 55 years: younger people believe that all or most officials in the oblast government are corrupt (54% versus 39%).

- Large city dwellers believe that oblast officials are more corrupt to a higher degree than village dwellers (53% to 38%).
- University graduates believe that these officials are more corrupt in comparison with high school and elementary school graduates (56% versus 49% versus 39%).
- Finally, those who admit to having paid bribes over the past 12 months believe that most oblast officials are corrupt more so than those respondents who have not paid bribes (58% versus 45%).

How serious is the problem of corruption in the oblast perceived to be in comparison with other problem areas?

Corruption is viewed as being less important than many other problems facing the oblast. Highest on the list is drug abuse and trafficking, followed by crime. The high cost of health care, housing shortages and costs, educational costs, and unemployment follow closely as perceived problems areas for the oblast. Forty percent of the respondents view corruption at the oblast and national levels to be a serious problem to be tackled; 37% perceive corruption at the local level to be serious.

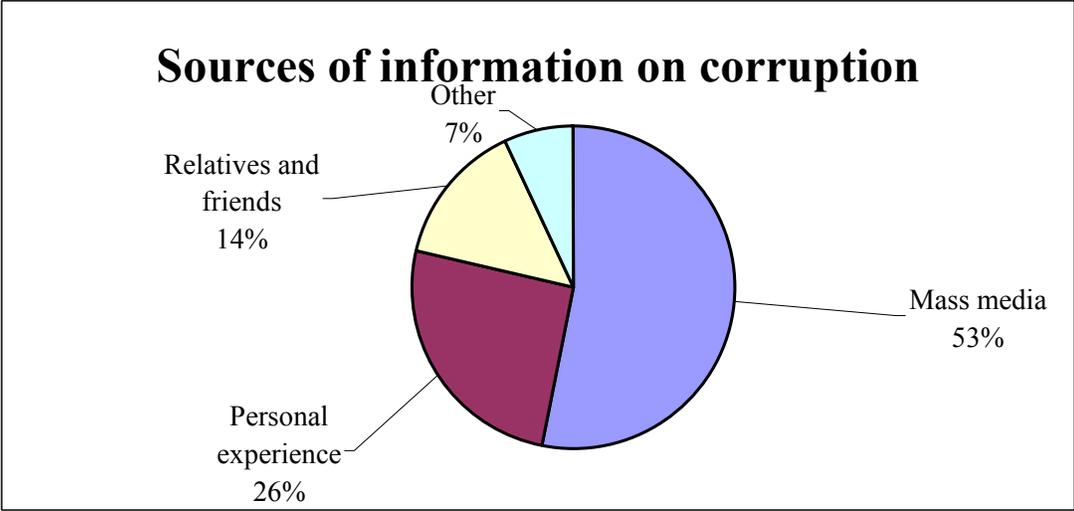


Question: How serious are the following problems in the oblast? N=1963

How are public perceptions of corruption formed?

By far, the respondents in Samara oblast get information that shape their perspectives on corruption from the mass media (53%). To a lesser extent, their perceptions are formed by direct personal experience in corrupt situations and through stories from relatives and friends.

Information from the government was an inconsequential source of information on corruption issues for most people. Thus, it falls to the mass media (TV, radio, and press) to provide responsible reporting on corruption issues to serve an informed public.



Question: What are your main sources of information about corruption? N=1963

3. Experiences with Corruption and Public Sector Performance

Who pays bribes?

Beyond mere perceptions of the problem, respondents were asked if they ever actually paid a bribe. Over the past 12 months, 19.7% of all respondents indicated that they had made an unofficial payment in the form of either a bribe, gifts, favors or services to government officials, including officials at educational, medical or other similar institutions.

If the survey sample is broken down by various demographic categories an interesting picture emerges of who actually pays bribes.

By Age	18-34 years age group=28% 35-54 years=22% Over 55 years=7%
By Monthly Income	Under 4700 rubles per month=16% Over 4700 rubles per month=29%
By Residence	City dwellers=23% Village dwellers=13%

The young are either more willing to pay bribes or are more highly victimized by the system. Poor people are not singled out to be victimized by corrupt officials; those who have higher incomes are either victims or willing participants in corrupt transactions. City dwellers experience bribery at a much higher level than those in rural areas.

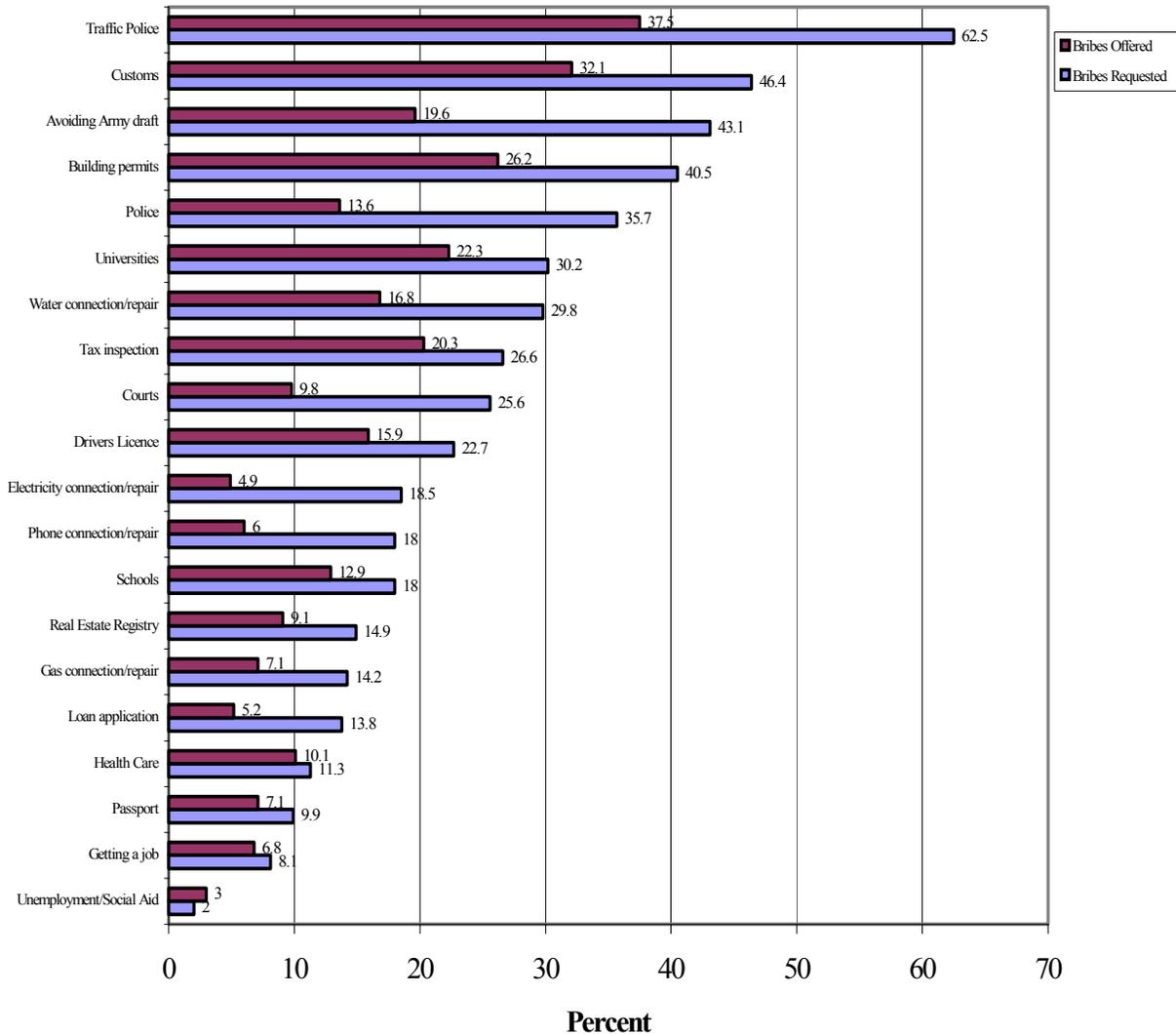
What experiences do citizens have with particular departments of government?

Respondents were also asked about their experiences in dealing with various governmental bodies to receive services or get permissions or licenses. Of those respondents who indicated that they had interacted with particular authorities over the past 12 months to receive some service or permit, they were also asked if a bribe was either requested by an official or if a bribe was offered by the respondent. The answers are below. In all cases but one, respondents said that bribes were requested by officials more often than they were offered. In most cases, the rate at which bribes were requested was significantly higher than the offering rate. The traffic police lead the list; in 62% of interactions with traffic police a bribe is requested from the citizen. When bribes are not requested, the citizen offers a bribe (32%). According to these findings, 94% of all traffic police interactions involve bribery!

The next set of government interactions that are bribery-prone involve dealing with the Customs service, avoiding Army draft, and obtaining building permits. According to the survey, over 40% of all of these interactions involve bribe requests and between 20-30% involve bribe offers.

The next set of official interactions – involving the police, universities, and water connections or repairs – yield bribe requests in 30-40% of the interactions. Interactions with tax inspectors, the courts, and driver licensing produce bribe requests in the 20-30% range.

Bribes - Requested and Offered



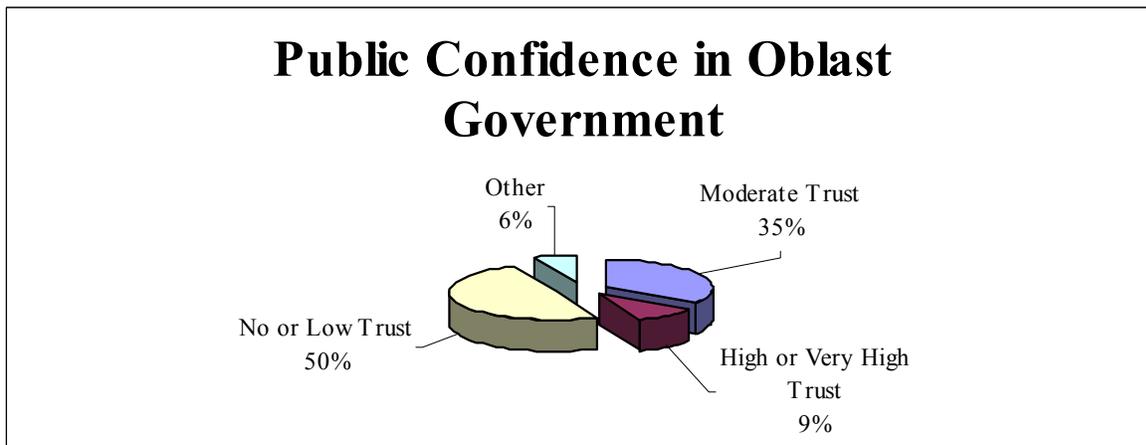
Question: Over the past 12 months, if you have interacted with government authorities to get services, was a bribe requested by an official and did you offer a bribe to an official? (Healthcare=1335; schools=473; universities=305; police=286; courts=133; traffic police=357; real estate=175; drivers licence=176; passport=253; getting job=221; unemployment aid=344; loans=58; phone=167; gas=113; electricity=81; water=191; building permit=42; tax inspection=64; customs=28; Army draft=51)

Does the public have confidence in government?

Despite this long list of perceived serious problems, a public that has confidence in its oblast government, can be a supportive force in finding effective remedies. Unfortunately, the majority

of respondents (53%) indicate no or low levels of trust in the oblast government to be able to tackle the problems effectively. Only 10% hold high or very high trust in the government. The findings were virtually identical when respondents were asked their trust in municipal or rayon governments, or in federal ministries that operate branches at the oblast level.

What are the reasons for this low confidence level? The primary reasons reflect the public’s perception that government officials are in public office to serve their own personal interests, not those of the citizenry. The institutions of government and the officials themselves are perceived to be corrupt. The political parties are seen as not being concerned with the public’s needs. And the government is viewed as inefficient and wasteful.



Question: To what extent do you have trust that each level of government is making decisions and operating to benefit citizens rather than serving the personal interests of government officials? N=1963

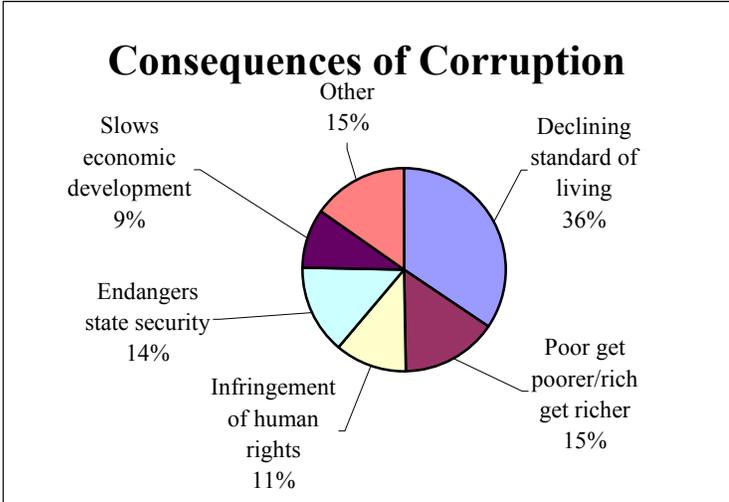
Reasons for Low Confidence	
Government serves interests of officials	26.3%
Institutions and officials are corrupt	19.1%
Parties are not concerned with public	13.1%
Government is inefficient and wasteful	10.2%
Other	22.5%

N=1903

4. The Consequences of Corruption

What are the perceived consequences of corruption?

An understanding of the consequences of corruption is useful for building consensus on the need for reform and change. According to those surveyed, corruption promotes poverty directly or indirectly, reduces human rights and threatens security. About one-third of all respondents indicated that corruption results in a declining standard of living. Smaller, but almost equal numbers of respondents indicate that corruption allows the rich to get richer and the poor to get poorer, it endangers state security, it infringes human rights, and it slows economic growth.

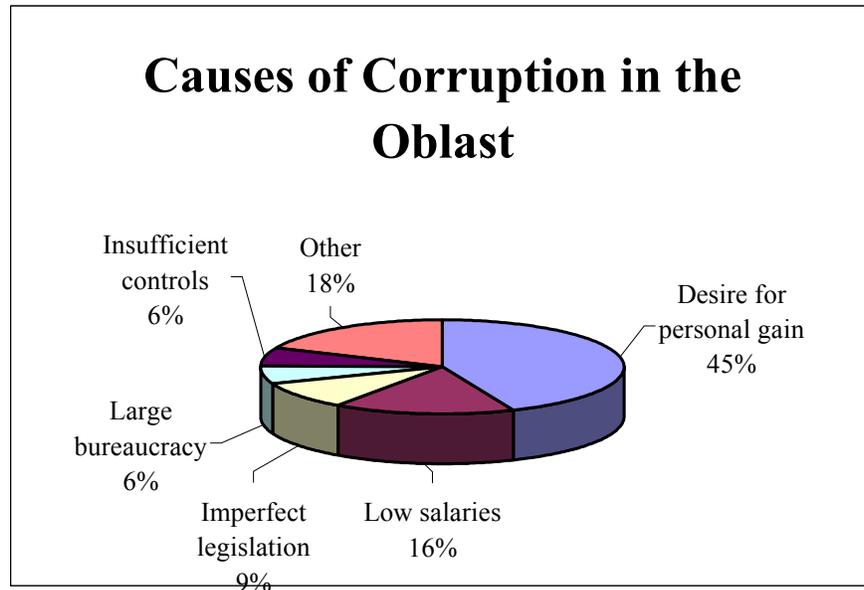


Question: In your opinion what are the effects and consequences of corruption in the oblast? N=1963

5. The Causes of Corruption

What are common opinions about the causes of corruption?

The survey provides useful information on the causes of corruption. These perceived causes can suggest direct remedies to the problem of corruption. By far, most respondents (45%) view the desire for personal gain as the key reason for corruption. Low salaries for officials (17%) and imperfect legislation (10%) are secondary reasons for corruption. Large bureaucracies and insufficient internal controls rank at a much lower level as causes of corruption.

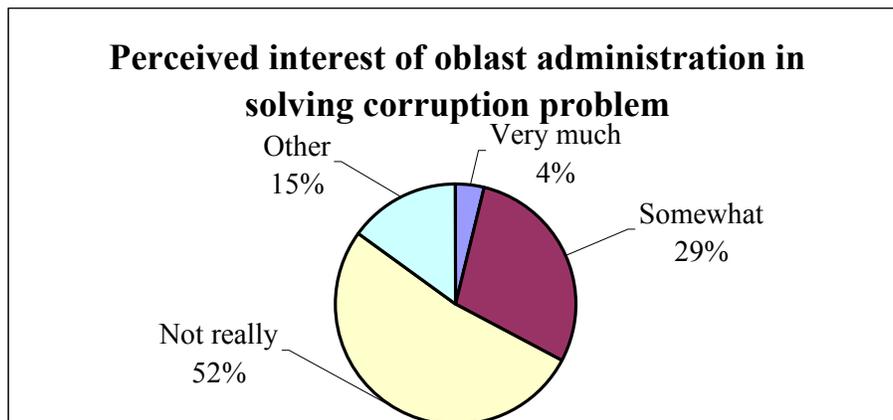


Question: What are the main causes of corruption in the oblast? N=1963

6. Reducing Corruption

Does the public believe that the oblast administration committed to solving the corruption problem?

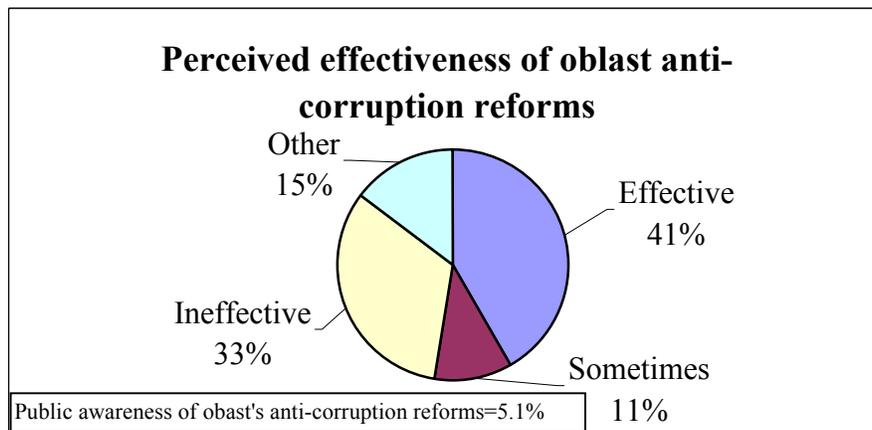
The respondents are not convinced that the oblast administration is committed to dealing with the problem of corruption: 52% indicate that they do not perceive strong interest by the oblast administration to solve the problem. 29% of the respondents perceive an unstable (mid-level) commitment. The perceptions of local (city and rayon) governments and branches of federal ministries in the oblasts are very similar.



Question: Do you think that the oblast administration really wants to solve the corruption problem? N=1963

How effective are the oblast's ongoing initiatives perceived to be?

Despite the public's doubts concerning the oblast government's commitment to dealing with the problem of corruption head-on, respondents perceive the oblast's initiatives to date to be somewhat effective in dealing with the problem. The results for the oblast government are very similar to the respondents' perceptions of effectiveness at the local level and for the branches of the federal government operating in the oblast.

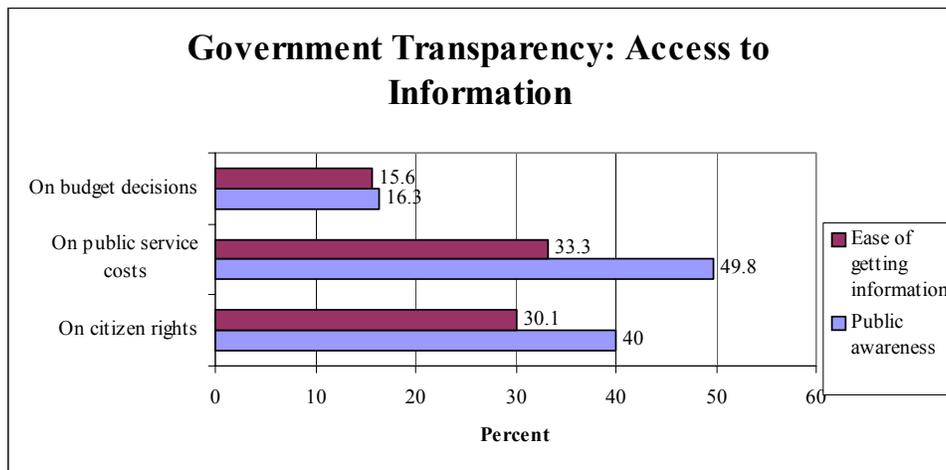


Question: If you are aware of the oblast administration's anti-corruption activities, reforms or campaigns that have been implemented over the past year, how effective do you think they are? N=1963

Is there effective public access to information?

An important thrust that government can take to reduce the opportunities for corruption is to increase transparency in government operations and decision making. With transparency and eased public access to information, citizens can be better informed of their legal rights and government officials can be made to be more accountable for their actions.

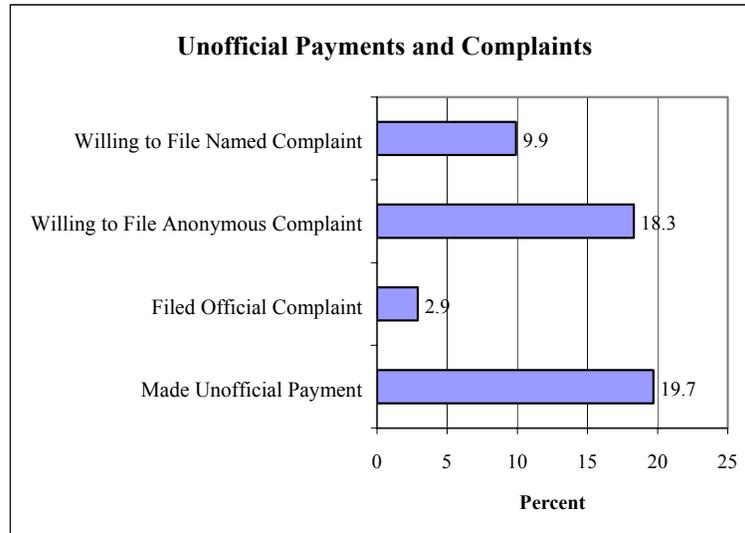
According to the survey, citizens in the oblast are best informed about the costs of public services (49.8%) and their rights as citizens (40%); they are least informed about how government budgeting decisions are made. Interestingly, people who live in villages are more aware of information, such as the cost of public services than city dwellers (60% versus 44%). When asked if they believe that it is easy to get information about these subjects, fewer respondents indicated in the affirmative. Approximately one in three respondents indicated that information on public service costs and citizen rights was easy to obtain; only 15% indicated information on budgeting decisions could be obtained easily.



Question: How much do you know about....? Do you believe that it is easy to get information about....? N=1963

Are adequate complaint mechanisms available and used by the public?

According to the survey, 19.7% of the respondents indicate that they have made unofficial payments to government officials over the past 12 months. How many have registered official grievances concerning corruption? Only 2.9% of the respondents have. When asked if they would be willing to file an official complaint about corrupt practices, 9.9% said that they would if they were required to provide their name. 18.3% said they would if they could file the complaint anonymously. Obviously, the fear of retribution is a strong factor inhibiting complaints.

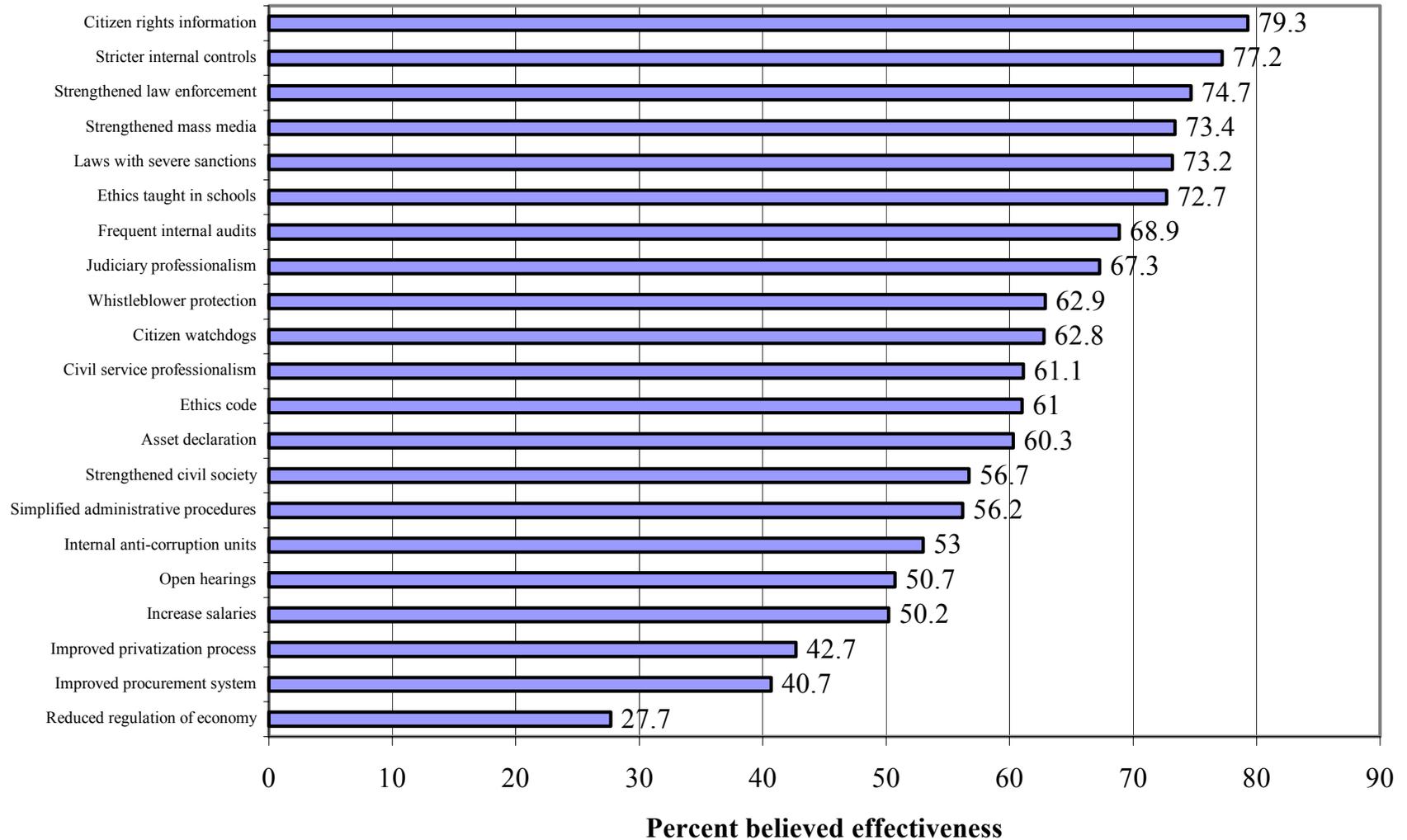


Question: Would you be willing to report corruption if you could do so without signing? Would you be willing to give your name and address to authorities in order to report corruption? Have you ever filed a complaint with the government or a law enforcement agency related to a corruption case? In the past 12 months, have you made any unofficial payments (in the form of extra money, gifts, favors or services) to any government officials, including officials at educational, medical or other institutions? N=1963

What anti-corruption reforms are likely to be the most effective in dealing with the problem?

When presented with a list of 20 possible approaches to fight or prevent corruption, respondents were enthusiastic about the likely effectiveness of many of them. At the top of the list was increased government transparency and information about citizen rights. After that, stricter remedies for internal government controls and audits, law enforcement and sanctions for breaking the law were encouraged. A strengthened mass media and ethics training in schools were also viewed as likely to be very effective approaches to reducing corruption. Other remedies that were identified as effective include increasing the professionalism of the judiciary and the civil service, developing an enforceable ethics program including a financial declaration program that can be effectively monitored, whistleblower protection, and the development of citizen watchdog groups.

Proposed Remedies

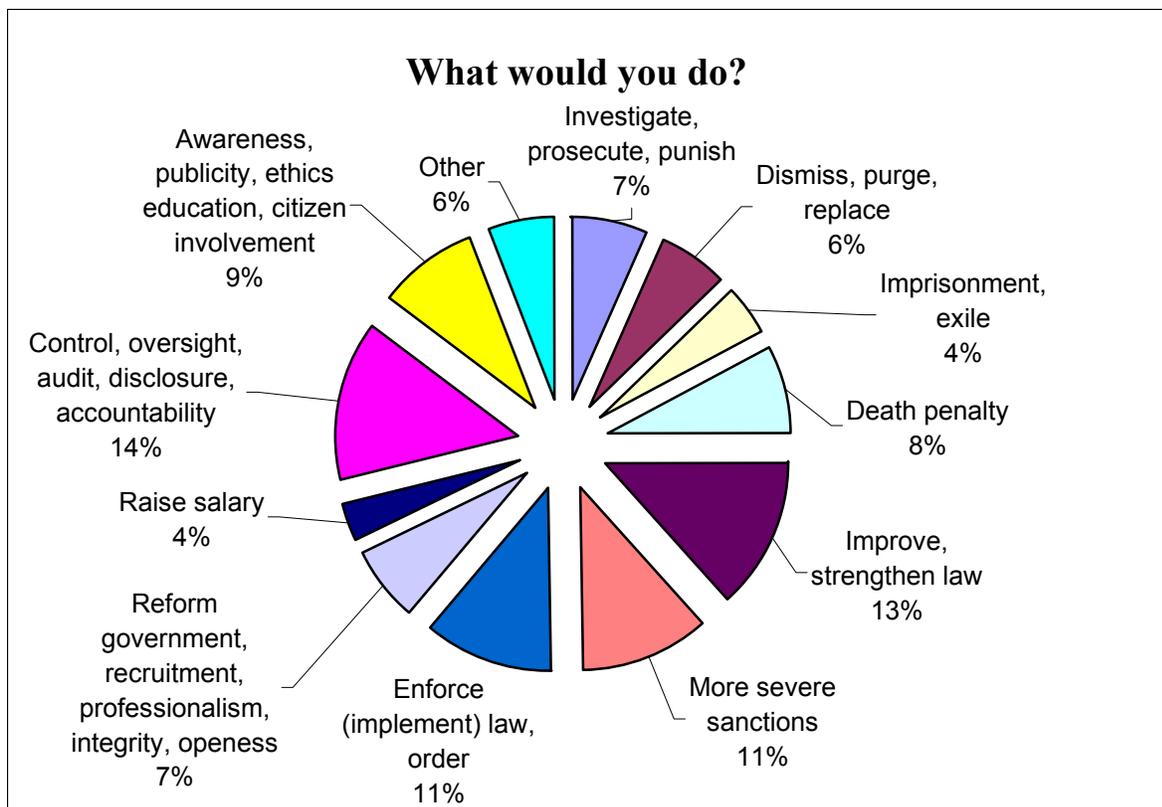


Question: How effective do you think the following approaches would be in fighting corruption? N=1963

What would you do about corruption, in your own words?

At the end of interview, respondents were asked an open-ended question: “If you had the power to do anything to fight corruption, what would it be?” A total of 49% of respondents (969 respondents) provided an answer; they were allowed multiple responses (1150 were received).

The largest number of responses (25%) suggested the promotion of **prosecutorial measures** ranging from prosecuting or punishing offenders (7%), specific sanctions, such as dismissal or removal of corrupt officials (6%), imprisonment and exile (4%), and the death penalty (8%). 35% of responses related to strengthening the **legal framework**, such as improving or developing stricter legislation (13%), introducing more severe sanctions (11%), and stricter enforcement of law (11%). 7% of responses suggested activities related to **introducing reforms in government** that included restructuring government, improving recruitment processes, reducing personnel size, strengthening integrity and professionalism, and making government more transparent. 4% of responses suggested raising civil servant salaries. A large percent of responses (14%) called for better **control, oversight, audit, and accountability**. 9% of responses suggested greater **citizen involvement** in anti-corruption activities, mostly through legal and ethics education and awareness, refusing to give bribes, and reporting corruption cases.



Q. Finally, if you had the power to do anything to fight corruption, what would it be? Number of responses: 1,150

Following are some examples of actual response:

Prosecute and punish:

“Strict prosecution “, “Introduce public prosecution”, “Severely punish all bribe takers”, “Corrupt people must be kept accountable for what they have done”

Punishment – dismissal, purge, removal from office, replace staff:

“Dismiss corrupt officials and confiscate property”, “Purge governmental agencies and conduct re-elections”, “Replace government” , “Kick them out of office”, “Replace authorities with those who work for ordinary people and their interests”,

Imprisonment, exile:

“Imprison them all, seize the stolen property”, “Put the guilty people in jail”, “Send the government to the Gulag”

Death penalty:

“Corrupted officials should be punished; such people should even be killed”, “Death penalty for abusing power”, “Take a gun and shoot them all”, “Shoot all guilty officials”

Improve legislation, tighten and strengthen law:

“Introduce severe laws “, “More detailed formulated laws – what is allowed and what is prohibited “, “Make more severe anti-corruption laws”, “Would introduce a law stating obligatory declaration of income for all citizens of the Russian Federation “

Enforce (implement) law, order:

“Laws must be enforced”, “Laws must not only be written on paper but be enforced”, “Improve effectiveness of courts”, “Create special institutions to fight corruption”, “Introduce military dictatorship for a period of 5 years”, “Order”

Sanctions:

“Introduce more severe punishment”, “More severe prosecution of the guilty persons”, “Severely punish all bribe takers”, “Severe punishment for bribery, impose fines 10-times higher for bribery”

Government and civil service reform:

”Make authorities work honestly”, “Appoint reliable and honest officials”, ”Frequent rotation in higher law-enforcement agencies”, “Introduce governmental regulation with citizen participation”, “Reduce the number of the public officials by 40% minimum, “Competitive public employment, higher payment for public officials”, “Increase salaries to public officials, employ according to professional skills and not favoritism”, “Increase professional level of officials, cut down administrative ladder”, “Simplify administrative structure in order to prevent cheating people by authorities”

Raise salary:

“Reasonable salary for public officials in order to live a regular life”, “Increase salaries to the low-paid category of public officials”, “Increase salaries and control over officials”, “Pay more money to public officials”, “Increase salaries in order to make bribery unprofitable”

Control, oversight, audit, accountability:

“Introduce strict control over officials”, “Introduce strict accounting and control over authorities”, “Make authorities and their activities open to public”, “Public oversight over governmental institutions”, “Introduction of independent control”, “More frequent declaration of income”, “Make finance audit of bosses of different levels”

Awareness, publicity, ethics education, citizen participation:

“More information about cases of corruption and prosecution “, “More information about citizen rights “, “Introduce ethical and morals education in schools and other educational institutions”, “More publicity and information in mass media”, “Would support anti-corruption movement “, “Would take an active part in anti-corruption activities if this is possible “, “Would send an unsigned letter to FSB”, “Would report to militia”, “Would make an anonymous report “, “Don’t let myself and relatives break societal behavioral norms”

Other:

“Would invest money in anti-corruption activities”, “Increase salary for people fighting corruption”

7. Conclusions

These results should provide the basis for future dialogue and action across all of the major stakeholders. These survey findings provide not only a baseline against which the effectiveness of future anti-corruption activities can be measured; they also can suggest what some of those activities should consist of. Some of the major implications of the survey include the following:

Key Survey Findings	Implications for Action
Corruption is perceived primarily as illegal monetary transactions, not as non-monetary transactions.	There is a need for public education about the social and economic costs of nepotism, favoritism, and misuse of public property.
Corruption is perceived as pervasive throughout society. However, the oblast must confront other serious problems as well.	This confirms the necessity of keeping the anti-corruption campaign at the top of the public policy agenda, while dealing with other serious issues.
Younger people perceive most oblast government officials as being corrupt, as do city dwellers, university graduates, and those who have paid bribes in the past.	Public education campaigns can help to change perceptions. Effective programs to reform government procedures by which citizens obtain services or permits must be implemented.
Law enforcement, the judiciary, the tax administration, lawyers and notaries are perceived to be the most corrupted officials.	There is a need to develop stricter internal control mechanisms at the same time that greater transparency and accountability mechanisms are implemented.
Public perceptions of corruption are influenced primarily by the mass media.	The government needs to be more forthright in providing the public with information on corruption and anti-corruption initiatives. The professionalism of the mass media needs to be strengthened.
Everyday experiences with bribery are substantial and constitute a two-way street. The frequency of bribe requests by officials and bribe offers from citizens are significant. The worst offending government departments or functions include the traffic police, customs, Army draft boards, and construction permit boards.	Government officials are not always to blame; citizens play a large role in tempting officials with bribes. The survey results can provide the government with a prioritization of where anti-corruption initiatives should begin.
Young people pay bribes more frequently than older age groups; city dwellers more than villagers; and higher income groups more than lower income groups.	Programs need to be targeted at educating certain demographic groups in the population about the social and economic costs of corruption and how to avoid it.
Public confidence levels in government are very low. There is a belief that the oblast administration is not really committed to anti-corruption reforms. However, early attempts at government reforms are viewed favorably by	Government needs to demonstrate its commitment by greater public education campaigns and promoting anti-corruption initiatives that produce early successes.

the public.	
Poverty and reduced human rights are direct results of increasing levels of corruption.	Action by all stakeholders is essential due to the major economic, social and political consequences of corruption.
Greed, the desire for personal gain over public good, low salaries, and bad or unenforced laws are the major causes of corruption.	Government needs to find ways to improve the efficiency of government and streamline the workforce, so that salaries can be increased. Law enforcement needs to be made more responsible and predictable.
Improving government transparency is an important thrust toward reducing corruption. However, more than half of the respondents do not know the costs of public services, their legal rights, and how government budgeting operates. In addition, respondents feel that information on these topics are difficult to obtain.	Government needs to initiate a major transparency campaign that impacts all functions.
Complaint mechanisms are not used effectively by citizens due to fear of retribution and low confidence that government will treat them fairly.	There is a need to develop new and independent mechanisms to register and pursue grievances concerning corruption that people trust and will use.
The public believes that certain remedies are likely to be most effective in reducing corruption. These include increasing transparency about citizen rights; initiating stricter government controls, stronger laws, and greater sanctions for disobeying laws; increasing professionalism in the judiciary and the civil service; and enforcing ethics programs.	These results can help government develop its priorities for its anti-corruption campaign.

Annex 1. Sample Description and Methodology

The sampled population for Samara oblast was established to ensure representativeness of the adult population of Samara and Togliatti, and urban and rural residents of the oblast. The total number of respondents in the oblast was calculated proportionally to the number of residents 18 years and older (at the age permitted to participate in elections) in the chosen strata – different types of settlements. The sampled population was chosen in a way to limit sampling error to not to more than 4% and to achieve a significance level of 0.1 in the smallest stratification group.

The table below presents the planned and the implemented sampling:

Type of settlement (community)	Population over 18 years of age	Size of selection: theoretical/ actual	Standard error of sampling: estimated/ actual	Number of respondents in settlements, rayons: planned (actual)
Samara	931828	705/ 712	$\pm 1.88 \%$ $\pm 1.87\%$	Zheleznodorozhny – 62 (62), Kirovsky – 148 (153), Krasnoglinsky – 41 (42), Kuibyshevsky – 44 (44), Leninsky – 44 (44), Oktiabrsky – 69 (69), Promyshlenny – 174 (175), Samarsky – 20 (20), Sovietsky – 103 (103).
Togliatti	558080	422/ 426	$\pm 2.43 \%$ $\pm 2.42 \%$	Avtozavodsky – 266 (269), Tsentralny – 89 (90), Komsomolsky – 67 (67).
Towns of Samara oblast	601883	456/ 459	$\pm 2.34 \%$ $\pm 2.33 \%$	Neftegorsk – 30 (31), Kinel – 38 (38), Otradny – 127 (128), Novokuibyshevsk – 261 (262).
Villages of Samara oblast	483271	366/ 366	$\pm 2.61 \%$ $\pm 2.61 \%$	12 villages, of which: 6 rayon capitals (per 31), 6 rural settlements (per 30 respondents).
Total Samara oblast	2575062	1949/ 1963	$\pm 1.13 \%$ $\pm 1.13 \%$	

Calculation of sampling was based on the data contained in the “Demographics Annual” issued by Samara Oblast Committee for Public Statistics” (year 2000).

Selection of respondents in the scheduled groups was carried out by the quota-specific method according to the following parameters: *sex, age group, level of education*. The calculated quotas were proportional to the sex-and-age and educational structures of the adult population of each type of settlement of the oblast.

The tables below show the theoretical and actual fulfillment of the quota-specific tasks.

Type of settlement – **Samara**

Number of people to be questioned – **705 / 712**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	101/100	129/129	75/77	134 /	367 /	204 /
women	110/110	153/151	137/145	166	392	154

Type of settlement – **Togliatti**

Number of people to be questioned – **422 / 426**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	85/86	81/81	36/36	57 /	266 /	99 /
women	74/75	92/92	54/86	74	275	77

Type of settlement – **towns of Samara oblast**

Number of people to be questioned – **456 / 459**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	73/72	85/88	47/48	87 /	237 /	132 /
women	73/71	97/99	82/81	89	267	103

Type of settlement – **villages of Samara oblast**

Number of people to be questioned – **366 / 366**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	52	68	46	26 /	172 /	168 /
women	54	68	78	29	187	150

The field phase of the survey took about 4 weeks: from September 29 through October 29, 2001.

A total of 1,963 people were questioned in Samara oblast (all questionnaires were accepted for processing). The survey was conducted by the sociological group of the Institute for Comparative Research in the Field of Employment Relations (abbreviated as *ISITO*).