



Corruption in Tomsk Oblast:
Results of a Public Opinion Survey, October 2001

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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 Tomsk Oblast and City Administrations 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 Tomsk Oblast and City Administrations have demonstrated their political will to fight corruption by enacting a variety of reforms and institutional changes. Some examples of Oblast-level activities include the Oblast Commission to Eliminate Administrative Barriers, formed at the end of 1999. It has achieved a number of accomplishments including a better environment for economic development in the oblast by simplifying administrative procedures, providing better transparency, and promoting integrity in government. In 2000, City Hall also established a similar Commission. Both commissions are comprised of representatives of governmental agencies and the business community.

In the municipal government, a Public Chamber has been in existence for several years to involve citizens in government decision-making processes and make government more transparent and accountable to the public. The Chamber consists of representatives from government and civil society organizations.

Tomsk City Hall has established a Commission on Mutual Financial Settlements to reduce barter transactions that increase opportunities for corruption. The City is also sponsoring major initiatives to simplify municipal procedures, improve public confidence in government, and increase feedback to citizens in relation to complaints regarding the delivery of public service.

Procedures have been simplified, for example concerning leasing office space and constructing temporary buildings. A public opinion survey has been conducted on citizen trust of government. City and oblast dumas are also working towards introducing open budget hearings and an open tendering process.

The law enforcement agencies, in addition to revealing and investigating corruption cases, contribute to corruption prevention by providing background checks of applicants to public offices. Most governmental agencies have some elements of internal control systems that partially address issues of corruption and ethical behavior. Most governmental agencies also have departments and services to deal with citizen complaints.

In 1999, the Anti-Monopoly Committee took about 45 cases of wrongful actions by administration officials to court and won in about 80% of these cases. This Committee has conducted training and public education campaigns dealing with citizen rights related to government services. There are some progressive reforms under consideration in the oblast now which will contribute to the prevention of corruption, such as a one-stop-shop approach for business registration and a list of limited requirements for licensing.

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 Oblast Governor and City Mayor, USAID is supporting a major anti-corruption program in Tomsk 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. As a first step, an Anti-Corruption Workshop was conducted in Tomsk in October 2001, hosted by the Oblast and City Administrations, sponsored by the United States Agency for International Development (USAID), and implemented by Management Systems International (MSI). The workshop facilitated development of the governmental Corruption Prevention Program for Tomsk oblast for 2002-2003 and the Anti-Corruption Action Plan of the civil society organizations, establishment of an NGO-business coalition against corruption, and the signing of a Declaration on cooperation between the government and the Coalition, entitled Public-Private Partnership Against Corruption. Corruption and what to do about it has been elevated to a high priority on the public policy agenda, 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 October 2001 involving respondents from 965 households. The survey questionnaire was designed based on corruption and governance surveys conducted by MSI and the World Bank in other countries. The survey methodology and supervision was conducted by ISITO, a survey research organization based in Samara. Sampling, field interviewing and data collection were conducted by Cursive, a survey research organization in Tomsk.

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 Plans initiatives can be evaluated over time.

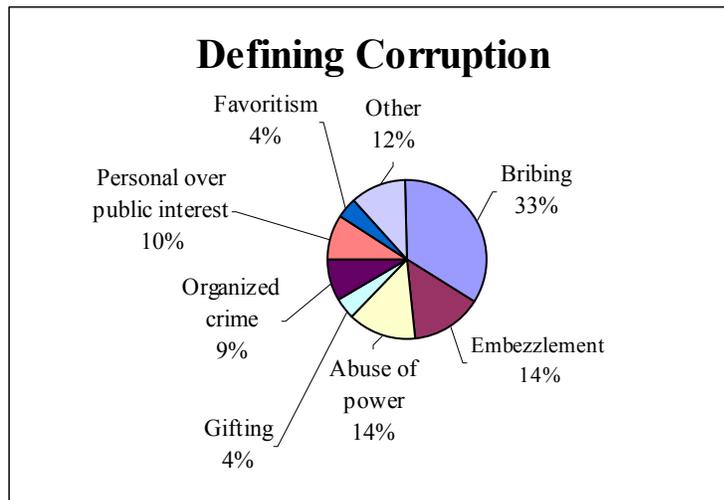
2. Perceptions of Corruption

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?

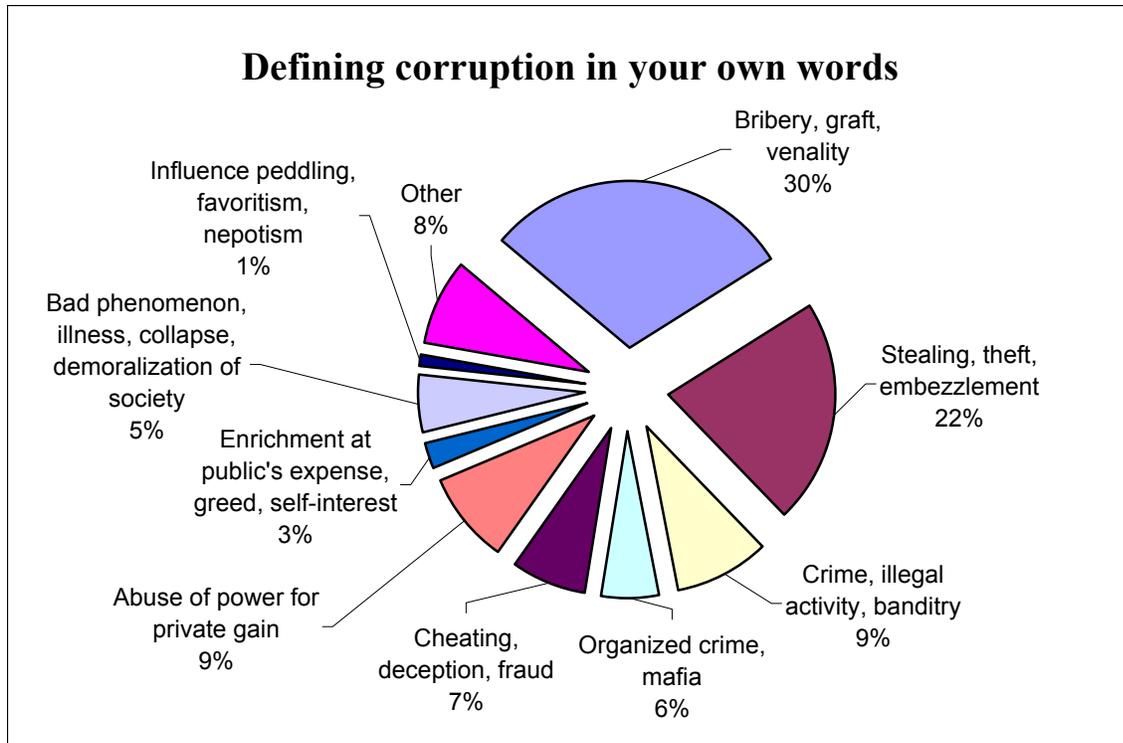
The public and the media use the term “corruption” very loosely and hold a wide range of perceptions of what it really is. A multiple choice question was asked of all respondents, with 12 different descriptions of corruption. In Tomsk oblast, 33% of the respondents define corruption as the giving or taking of bribes to government officials. Smaller percentages of respondents describe corruption as embezzlement from the public treasury (14%), abuse of power for personal advantage (14%), promotion of personal interest over the public good (10%), and organized crime (9%). The remaining respondents described corruption in yet other ways.



Question: Which of the following phrases describes corruption the best in your opinion? N= 965

In addition, respondents were asked an open-ended question to define corruption in their own words. 54% of the respondents chose to provide an answer; some gave up to 3 alternative definitions. The most frequent, in 30% of responses, corruption was defined as bribery,

extortion, graft, or venality. 22% of responses defined corruption as stealing, theft, or embezzlement. 13% of responses defined corruption as different types of illegal activity or crime; 6% defined corruption in terms of organized crime or mafia collaboration with government. 7% of responses defined corruption as cheating, deception, or fraud; 9% as abuse of power for private gain; and 3% as self-enrichment at the public’s expense, greed, and self-interest. 5% define corruption as a bad phenomenon, social illness, or demoralization of society. And 1% define corruption as influence peddling, favoritism, or nepotism. The remaining 8% provided other definitions.



Q. These days, people speak often about corruption. In your opinion, how would you define corruption? N= 582

The following examples provide a flavor of the actual responses in each category:

Bribery, extortion, graft, subornment, or venality:

“Venality”, “Giving and taking bribes”, “All officials take money”, “Giving money to a public official with the purpose of settling one’s own interests”, “Everyone can be sold, everyone can be bought”, “Extortion”, “Top echelons of authorities work for those who pay – for the purpose of personal enrichment”, “They live only thanks to bribes”, “Subornment of officials”

Stealing, theft, robbery, or embezzlement:

“They steal money from the state”, “Public officials put money into their own pocket and nobody checks them”, “Looting”, “people pay in order to obtain something”, “Authorities are engaged in stealing”, “Legalized steal,” “Thieves-in-law”, “Russian corruption means – the state is a thief.”

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

“Crimes against the nation “, “Illegal actions of the top echelons of power”, “Illegal earning of money “, “Violation of laws “, “Everyone steals and is left unpunished “, “Actions of citizens bypassing the law to get rich”, “Bandits in power”, “No laws for authorities”, “Criminal officials”, “Authorities who do not observe laws”, “Obtaining money in a criminal way”, “Impunity”, “Complete chaos”

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

“Authorities act together with criminals and criminals occupy positions in the government”, “Money laundering via authorities”, “Government gets criminalized”, “Governmental officials are linked to the mafia”, “All government is bought by criminal structures”, “When the state apparatus is tied to criminality”, “When the state has common interests with swindlers”, “Mafia of people, united by common activities, who dictate specific conditions to others and get much money”

Cheating, swindling, deception, fraud:

“When honest people are cheated”, “Use of money by politicians for their interests and purposes”, “Cheating of ordinary people”

Abuse of power for private gain:

“Local circulation of money and opportunities of promotion in the governmental agencies”, “Public officials do their best to satisfy their own needs”

Enrichment on people's expense, greed, self-interest:

“Accumulation of money of others”, “Everyone drags to himself as he can. Those who have more authority drag more”, “When the bureaucratic apparatus exists at the expense of others”, “Gaining money at the expense of working people”

Bad phenomenon, social illness, collapse, demoralization of society, negative way of life:

“The worst phenomenon”, “Rust which corrodes everything”, “Collapse of the state”, “Illness of Russia”, “Illness of our society, money malady”, “As a rust in the society, a sore”, “Corruption is life”, “Very bad, malady of the Russian state”

Influence peddling, favoritism, nepotism:

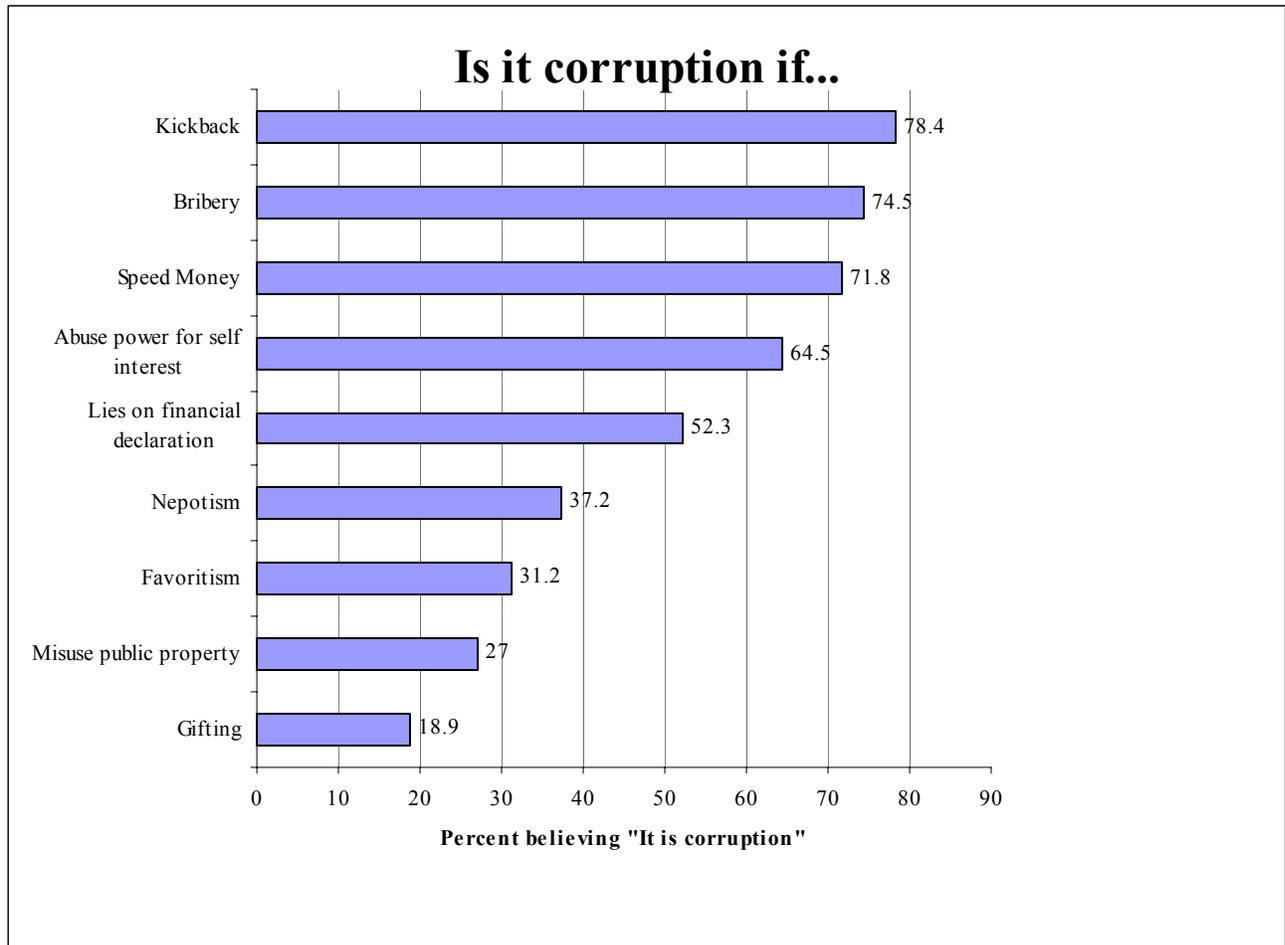
“Everything is locked in a narrow circle, influence peddling”, “Hand washes hand”

Other:

“Oh, we do not have corruption”, “Sabotage”, “Evil”, “Big money rotates in the realm of power”, “Some have much and some nothing”, “Everyone earns money the way he can”, “This is horrible”

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 Tomsk, 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= 965

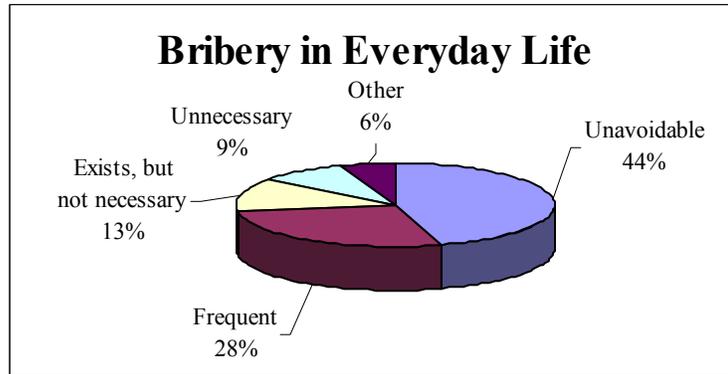
When breaking down the survey sample by age, we find that younger people (18-34 years) have different perceptions of what constitutes corruption than older respondents. They are less likely to think of nepotism, favoritism, and the misuse of public property as corruption. Approximately 10% to 13% fewer of the younger group perceive that these actions are corrupt in comparison with the older group of respondents (55 years and over).

When comparing respondents at different monthly income levels in the survey sample, we found that those with lower incomes (below 4700 rubles per month) perceived nepotism to be a form of corruption (45%) more than higher income respondents (27%). Interestingly, a larger percentage of respondents with lower levels of education (elementary or none) (48% and 42%) believe that nepotism and favoritism, respectively, are active types of corruption than university or high school graduates (35% and 29%).

Is bribery a fixture in everyday life?

For 72% 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, 10.7% indicated that they had made such payments.

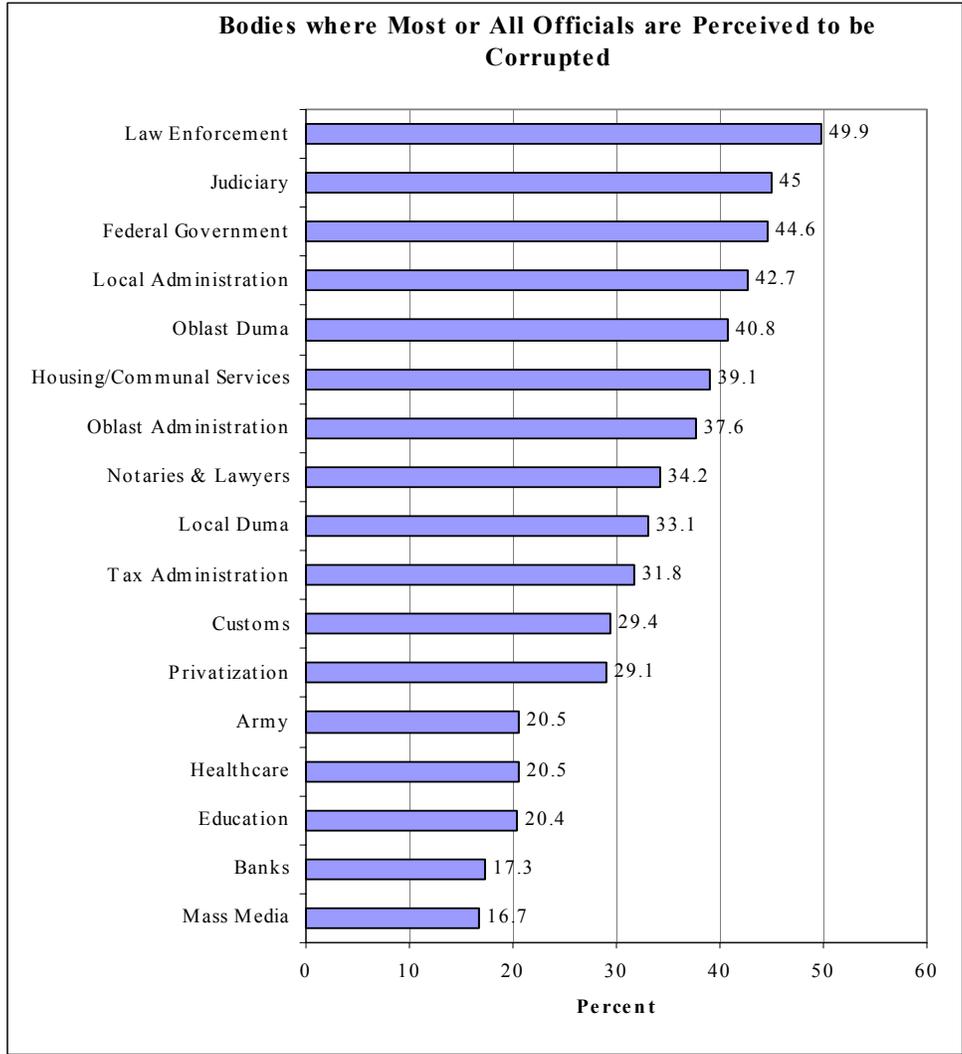


Question: What role does bribery play in people's everyday lives? N= 965

Age plays an important factor in perceptions of corruption. 62% of respondents over 55 years of age believe that bribery plays a strong role in everyday life, while 78% of the age group 18-34 years believes the impact of bribery is widespread.

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, the judiciary, the local administration, and the oblast дума 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, notaries and lawyers, the tax administration, customs and the local дума (city and rayon levels) to be highly corrupted as well.

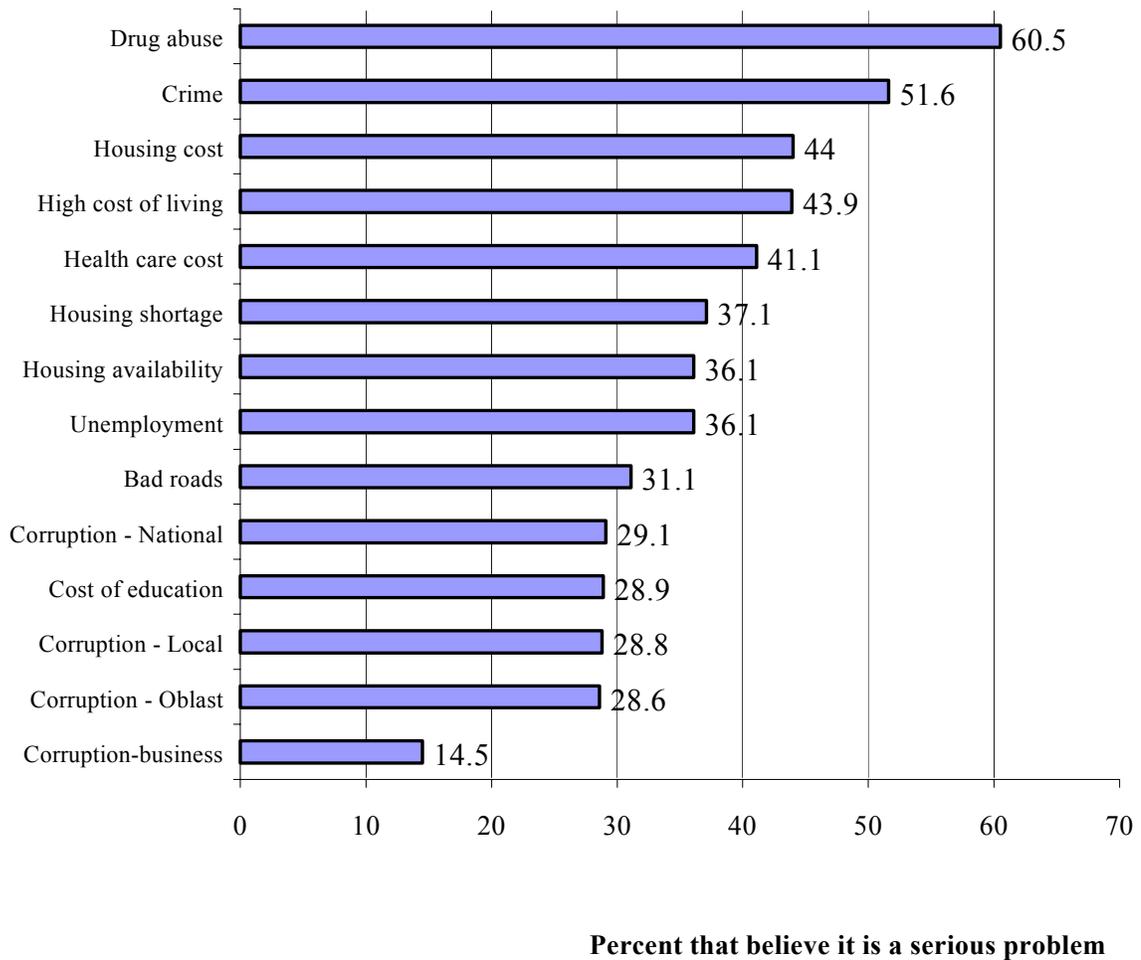


Question: How widespread is corruption in the following areas in the oblast? N= 965

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

Corruption is viewed as being much 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 living, the cost of health care, housing shortages and costs, and unemployment follow closely as perceived problems areas for the oblast. Twenty-nine percent of the respondents view corruption at the central, oblast and local government levels to be a serious problem to be tackled.

Very Serious Problems in the Oblast

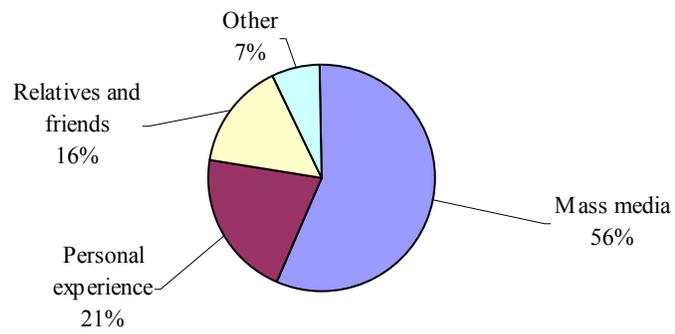


Question: How serious are the following problems in the oblast? N=965

How are public perceptions of corruption formed?

By far, the respondents in Tomsk oblast get information that shape their perspectives on corruption from the mass media (56%). 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 media (TV, radio, and press) to provide responsible reporting on corruption issues to serve an informed public.

Sources of information on corruption



Question: What are your main sources of information about corruption? N=965

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, 10.7% 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.

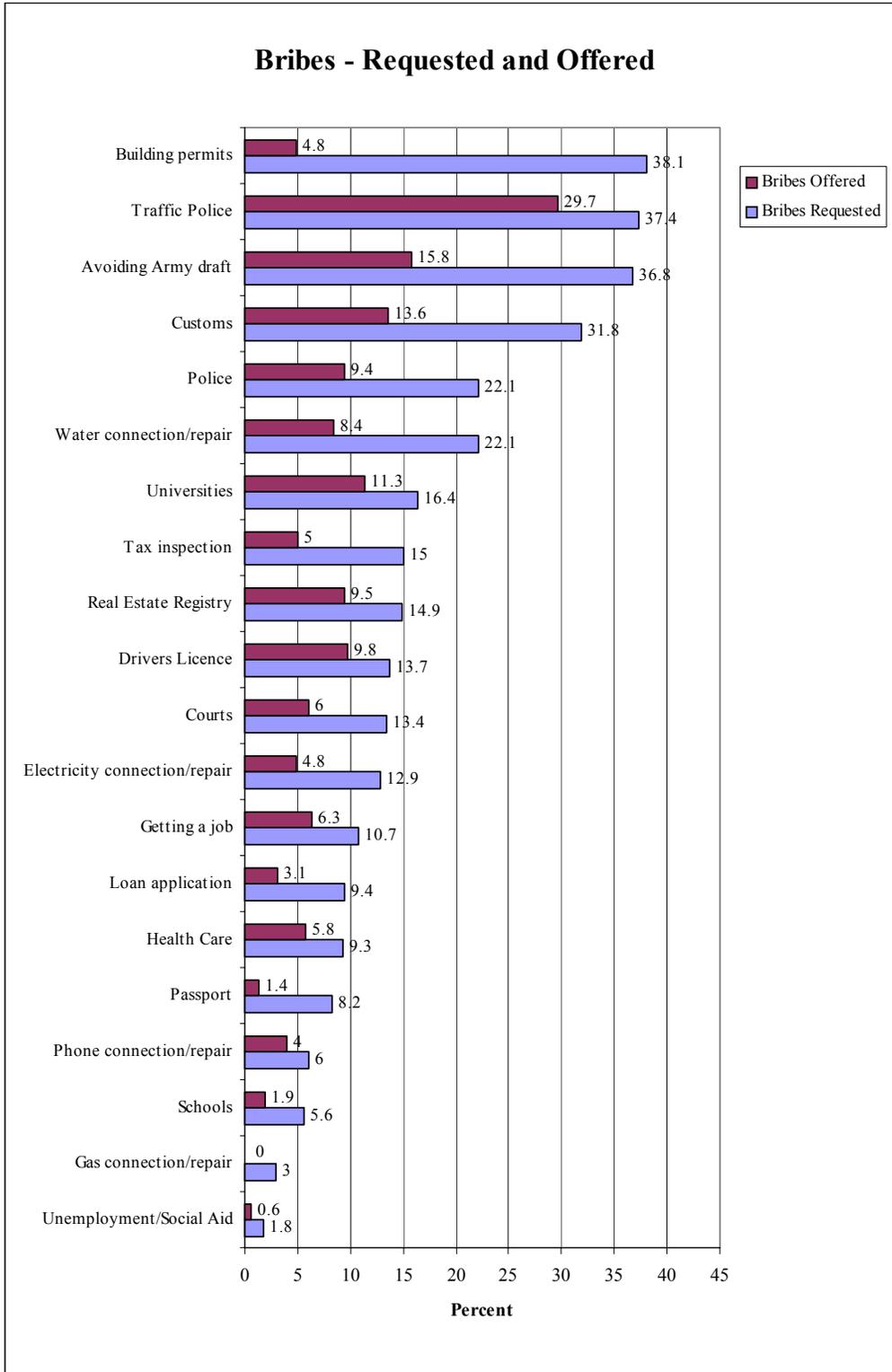
By Age	18-34 years age group=15% 35-54 years=13% Over 55 years=3%
By Monthly Income	Under 4700 rubles per month=6% Over 4700 rubles per month=19%
By Education	Elementary = 4% High School = 9% University = 15%

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. The higher the respondent's educational level, the more likely that they have paid a bribe.

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. 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, according to respondents 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 building permits office leads the list. In 38% of interactions with this office, a bribe is requested from the citizen; rarely is the citizen the initiator of the corrupt transaction. The traffic police are second on the list; in 37% of interactions with traffic police a bribe is requested. In many circumstances, when bribes are not requested, the citizen *offers* a bribe to the traffic police (30%). According to these findings, 67% of all traffic police interactions involve bribery!

The next set of government interactions that are bribery-prone involve dealing with the Customs service and avoiding Army draft. According to the survey, 32-37% of all of these interactions involve bribe requests and between 14-16% involve bribe offers. The next set of official interactions – involving the police and water connections or repairs – yield bribe requests in 20-30% of the interactions. Interactions with universities, tax inspectors, real estate registry, the courts, driver licensing, electricity connections and repairs, and job agencies produce bribe requests in the 10-20% range.

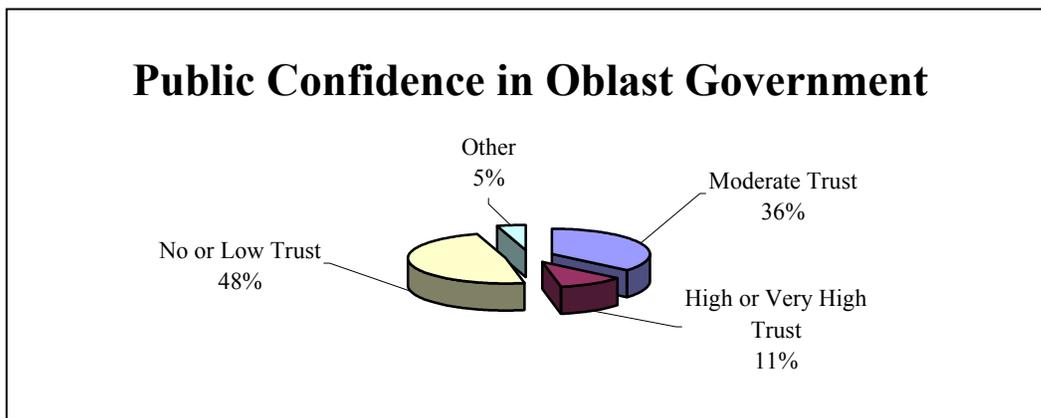


Question: Over the past 12 months, if you have interacted with government authorities to get services, was a bribe requested by an official and did you offer a bribe to an official? (Healthcare=591; schools=213; universities=195; police=149; courts=67; traffic police=155; real estate=74; drivers licence=51; passport=73; getting job=112; unemployment aid=171; loans=32; phone=50; gas=33; electricity=62; water=95; building permit=21; tax inspection=40; customs=22; Army draft=38)

Does the public have confidence in government?

Despite this long list of perceived serious problems, a public that has confidence in its government, can be a supportive force in finding effective remedies. Unfortunately, almost a majority of respondents (48%) indicate no or low levels of trust in the oblast government to be able to tackle the problems effectively. Only 11% 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=965

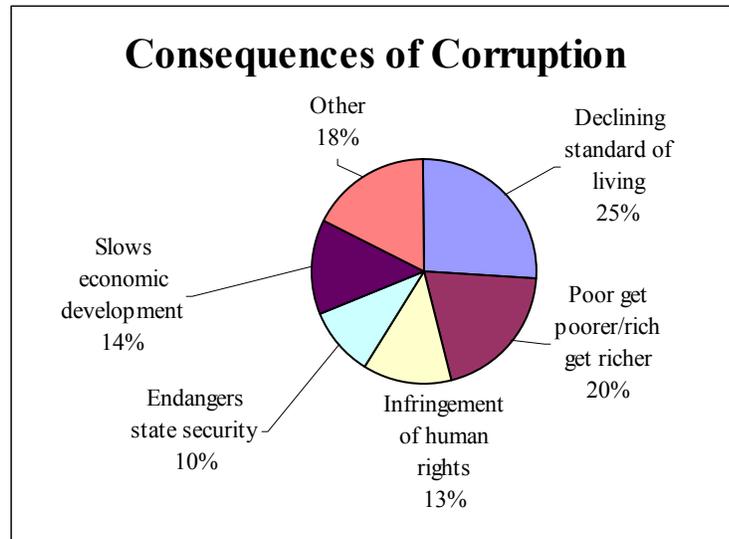
Reasons for Low Confidence	
Government serves interests of officials	25.3%
Institutions and officials are corrupt	22.2%
Parties are not concerned with public	15.5%
Government is inefficient and wasteful	10.8%
Other	26.2%

N=917

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. One quarter of all respondents indicated that corruption results in a declining standard of living. Smaller, but substantial 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.

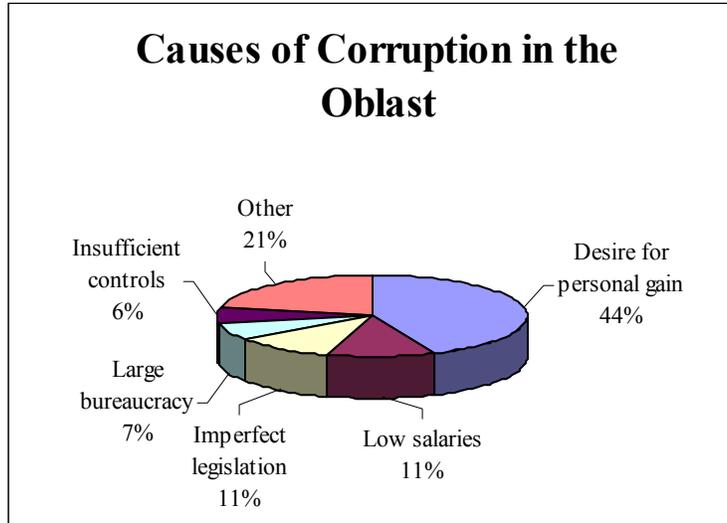


Question: In your opinion what are the effects and consequences of corruption in the oblast? N=965

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 (44%) view the desire for personal gain as the key reason for corruption. Low salaries for officials (11%) and imperfect legislation (11%) are secondary reasons for corruption. Large bureaucracies and insufficient internal controls rank at a lower level as causes of corruption.

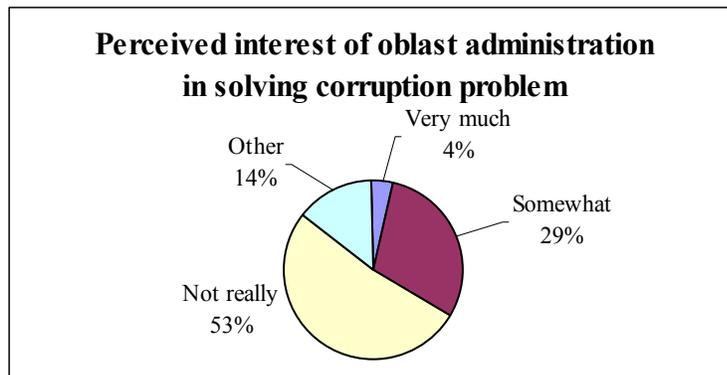


Question: What are the main causes of corruption in the oblast? N=965

6. Reducing Corruption

Does the public believe that the oblast administration and other branches of local government are committed to solving the corruption problem?

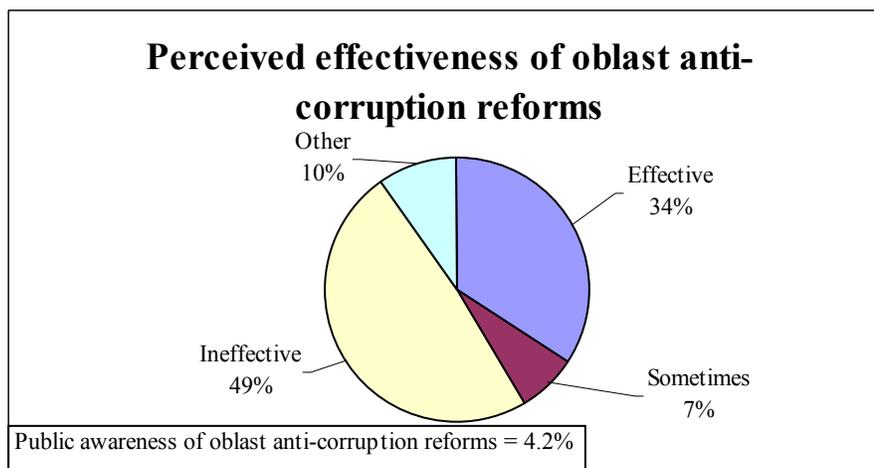
The respondents are not convinced that the oblast administration is committed to dealing with the problem of corruption: 53% indicate that they do not perceive strong interest by the oblast administration to solve the problem. 29% of the respondents perceive an unstable (mid-level) commitment. The perceptions of local (city and rayon levels) 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=965

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, 41% of respondents perceive the oblast's initiatives to date to be effective or 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.

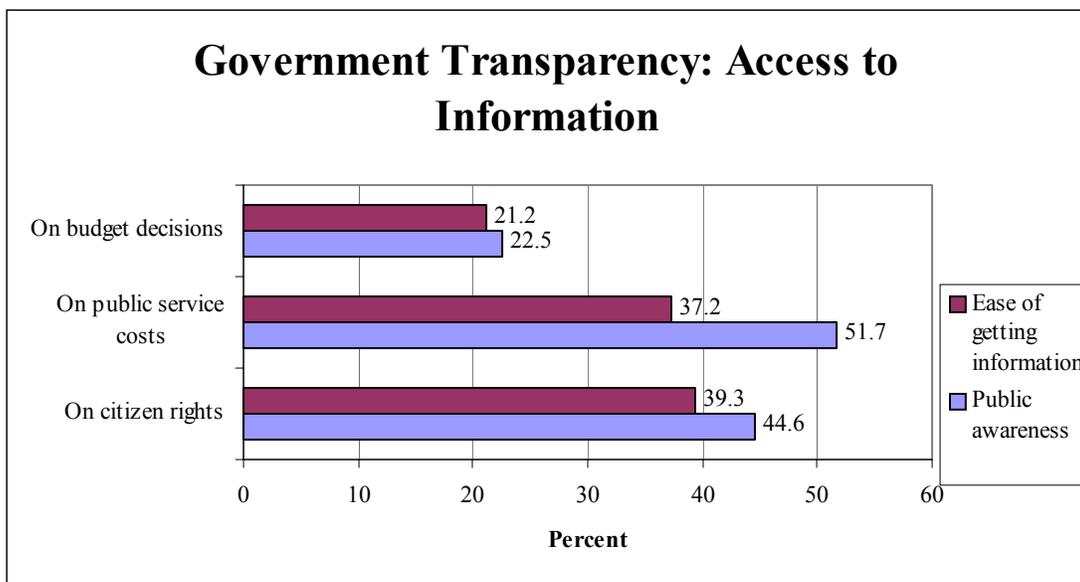


Question: If you are aware of the oblast administration's anti-corruption activities, reforms or campaigns that have been implemented over the past year, how effective do you think they are? N=965

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.

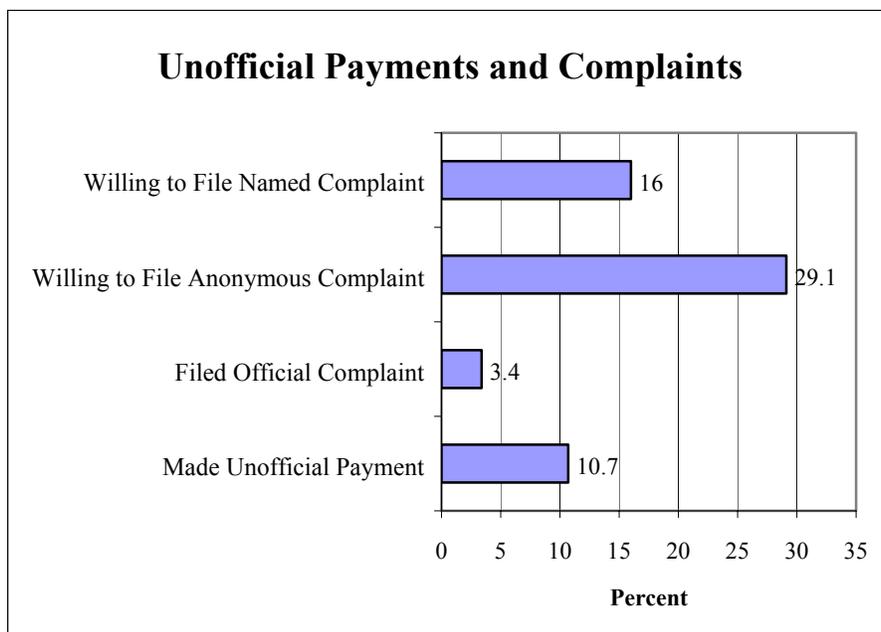
According to the survey, citizens in the oblast are best informed about the costs of public services (51.7%) and their rights as citizens (44.6%); they are least informed about how government budgeting decisions are made. When asked if they believe that it is easy to get information about these subjects, fewer respondents indicated in the affirmative. Somewhat less than 40% of respondents indicated that information on public service costs and citizen rights was easy to obtain; only 21% 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=965

Are adequate complaint mechanisms available and used by the public?

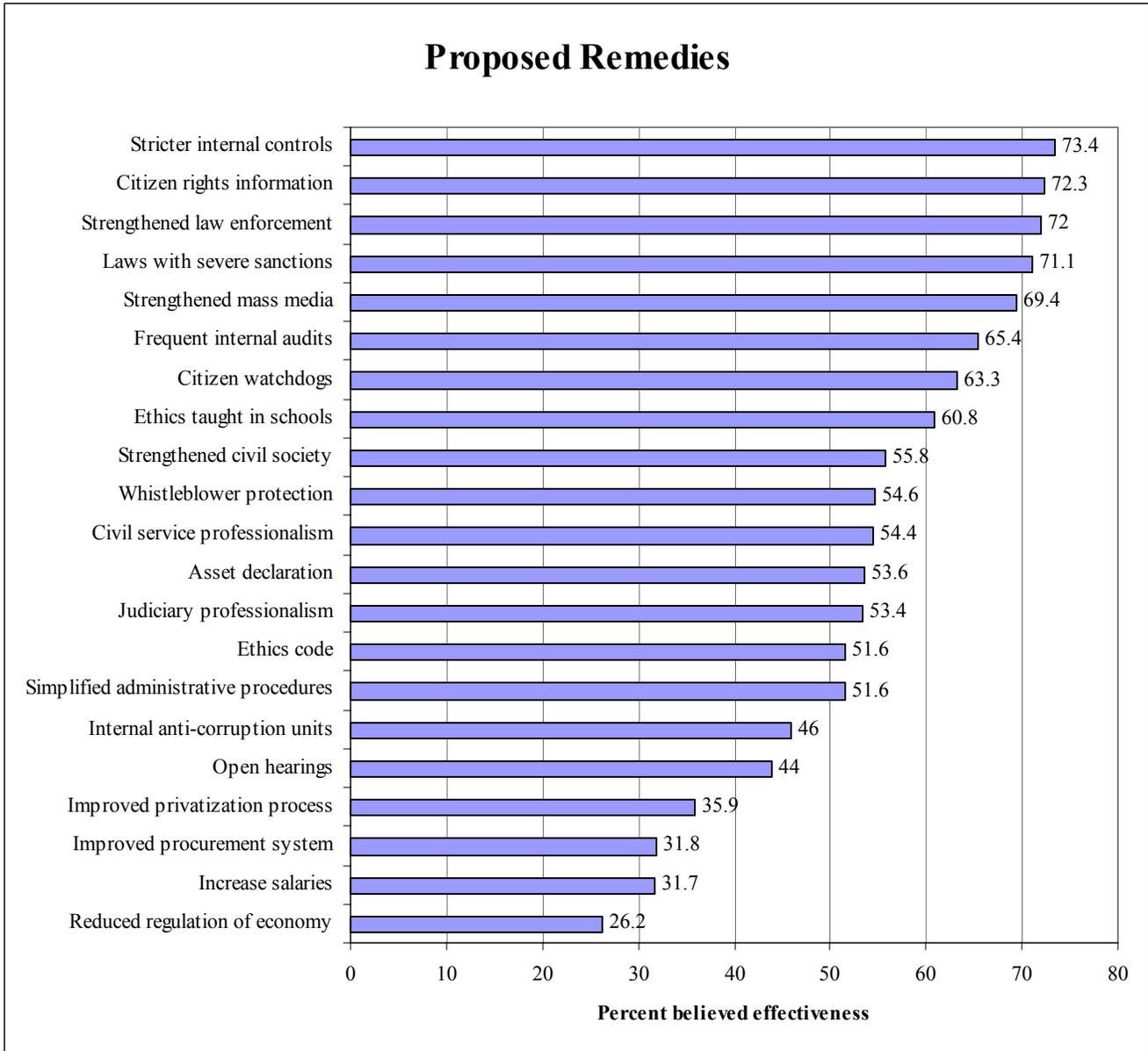
According to the survey, 10.7% of the respondents indicate that they have made unofficial payments to government officials over the past 12 months. How many have registered official grievances concerning corruption? Only 3.4 % of the respondents have. When asked if they would be willing to file an official complaint about corrupt practices, 16% said that they would if they were required to provide their name. 29.1% 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=965

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

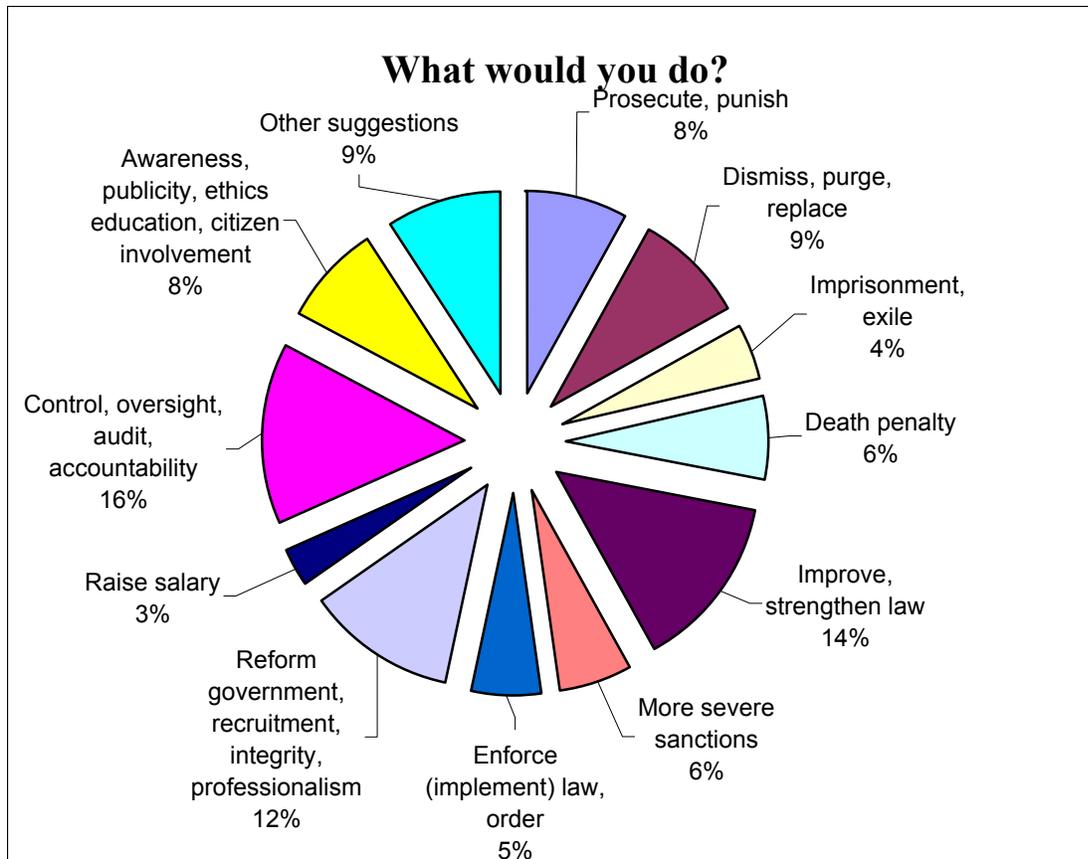
When presented with a list of 20 possible approaches to fight or prevent corruption, respondents were enthusiastic about the likely effectiveness of many of them. At the top of the list are stricter internal government controls, strengthened law enforcement, and greater sanctions for breaking the law. Increasing public education about citizen rights was also seen as an effective remedy to the trend of growing corruption. After these approaches, a strengthened mass media, establishment of citizen watchdog groups, and ethics training in schools were viewed as likely to be very effective techniques to reduce corruption. Other remedies that were identified as likely to be effective include strengthened civil society, whistleblower protection, increasing professionalism of the judiciary and the civil service, developing an enforceable ethics program including a financial declaration program that can be effectively monitored, and simplified administrative procedures.



Question: How effective do you think the following approaches would be in fighting corruption? N=965

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 39% of respondents (377 respondents) provided an answer; they were allowed multiple responses (447 were received).



Q. Finally, if you had the power to do anything to fight corruption, what would it be?
 Number of responses: 447

The largest category of responses suggested the use of **prosecutorial measures** ranging from prosecuting or punishing offenders (8%) and specific kinds of sanctions, such as dismissing or removing corrupt officials (9%), imprisonment and exile (4%), and the death penalty (6%). 25% of responses involved strengthening the **legal framework**, such as improving or making legislation more strict (14%), introducing more severe sanctions for offenses (6%), and stronger enforcement of the law (5%). 12% of responses suggested various activities related to **introducing governmental reforms** that include restructuring government, improving recruitment processes, reducing personnel size, strengthening integrity and professionalism, and making government more transparent. 3% of responses suggested raising salaries for civil servants. A large percent of responses (16%) called for better **government control, oversight, audit, and accountability**. 8% of responses related to **citizen involvement** in anti-corruption activities, mostly through legal and ethics education and awareness, refusing to give bribes, and reporting corruption cases.

Following are some examples of the actual responses:

Prosecute and punish:

“Punish everyone”, “Punish and make it public”, “Bring corrupt people to court”

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

“To prevent stealing, it is necessary to punish and remove offenders from office more often”, “Replace the government”, “All corrupt officials should be punished, removed from their positions, deprived of loot”

Imprisonment, exile:

“Put in jail more frequently and do not let go”, “Imprison all corrupt people”, “Construct new jails, put them there, and confiscate stolen money”

Death penalty:

“Introduce capital punishment for bribes”, “Shoot all corrupt officials”, “Execute”

Improve legislation, tightening laws, strengthen law:

“Simple and clear laws without double interpretation”, “Change the legislation”, “Strict laws”, “Review laws”, “Strict laws, with term limits for public officials of up to 4 years”, “Passing of a federal law on fighting corruption”, “Adoption of strong laws limiting corruption.”

Sanctions:

“Strict sanctions”, “Stiffen punishment”, “More strict punishments.”

Enforce (implement) law and order:

“Achieve compliance with laws”, “Apply existing law rather than create new laws”, “Monitor compliance with the law”, “Establish a (temporary) agency, which would closely handle the matter”

Government and civil service reform:

“Rotate officials more frequently”, “Simplify relations in the hierarchy of power”, “Simplify systems, reduce numbers of officials”, “More openness in public institutions (everyone should know what they do)”, “Make everyone personally accountable to the people”, “Every law enforcement official should be clean”, “Change the structure of governmental authorities”, “Do not give much power to the public officials”, “Professionalism of state officials”, “Reduce the number of officials. The rest of them will work on contracts where everything is stipulated. If an individual is not productive, lay them off. Increase salaries.”

Raise salary:

“Increase salaries and wages (to raise incentives)”, “Increase salaries of the officials, exercise strict control and lay off guilty persons”

Control, oversight, audit, accountability:

“Introduce strict accountability”, “Public disclosure of income and expenditures”, “Strict people’s oversight”, “Strict control in the public agencies”, “More frequent inspections”, “Control of officials and their work”, “Making control of how budget resources are used more strict”

Awareness, publicity, ethics education, citizen participation:

“Glasnost”, “Citizens should be aware of their rights”, “I will support everything to eliminate it”, “Take care about education of the young generation”, “Control by independent organizations”, “Attract wide public to fighting corruption”, “Publish cases of corruption”, “Stop giving bribes”

Other:

“People should be able to provide information to authorities without bad consequences to them (retribution)”, “Legalize all corrupted incomes; channel them to the social sphere, health care, education, culture”, “Increase the level of life”, “Report and you are killed around the corner.”

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 age groups, as well as those in higher educated groups, do not view nepotism and favoritism as major forms of corruption.	Public education campaigns can help to change perceptions. Effective programs to reform government personnel procedures in hiring and recruitment must be implemented.
Law enforcement, the judiciary, and federal, oblast and local administration officials 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 construction permit board, traffic police, customs, and Army draft 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, those who have completed higher levels of education and higher income groups pay bribes more frequently than others.	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 the public.	Government needs to demonstrate its commitment by greater public education campaigns and promoting anti-corruption initiatives that produce early successes.

<p>Poverty and reduced human rights are direct results of increasing levels of corruption.</p>	<p>Action by all stakeholders is essential due to the major economic, social and political consequences of corruption.</p>
<p>Greed, the desire for personal gain over public good, low salaries, and bad or unenforced laws are the major causes of corruption.</p>	<p>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.</p>
<p>Improving government transparency is an important thrust toward reducing corruption. However, one half or more 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.</p>	<p>Government needs to initiate a major transparency campaign that impacts all functions.</p>
<p>Complaint mechanisms are not used effectively by citizens due to fear of retribution.</p>	<p>There is a need to develop new and independent mechanisms to register and pursue grievances concerning corruption that people trust and will use.</p>
<p>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, and strengthening civil society advocacy through the mass media and citizen watchdogs.</p>	<p>These results can help government develop its priorities for its anti-corruption campaign.</p>

Annex 1. Sample Description and Methodology

The sampled population for **Tomsk oblast** was established to ensure representativeness of the adult population of Tomsk oblast, including the urban and rural population of the oblast. The total number of individuals questioned in the oblast was set up proportionally to the number of residents at the polling age within the chosen strata – different types of settlements. The sampling error did not exceed 4% for to achieve a significance level of 0.1 in the smallest stratification group.

The table below presents the planned and 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)
Tomsk	330.5 thou.	422/ 422	± 2.43 % ± 2.43 %	Kirovsky – 108 (108), Leninsky – 103 (103), Oktiabrsky – 117 (117), Sovietsky – 94 (94).
Towns of Tomsk oblast	150 thou.	192/ 192	± 3.61 % ± 3.61 %	Asino – 87, Kolpashevo – 79, pgt Bely Yar – 26.
Villages of Tomsk oblast	274 thou.	350/ 351	± 2.67 % ± 2.67 %	Villages of Tomsky rayon – 187 (187), Melnikovo – 54 (54), Moltchanovo – 51 (51), Kargasok – 59 (60).
Tomsk oblast	754.5 thou.	964/ 965	± 1.61 % ± 1.61 %	

The necessary size of sampled population (selection) in each stratum was reached via the quota method of assigning parameters: sex, age group, education level. The calculated quotas were proportional to the sex-and-group and education-specific structure of the adult residential population of each type of settlement in the oblast. Survey information acquired by *БЛИЗОМ* was used as the source to calculate the sex-and-age parameters of the selection; the structure of selection with respect to education was developed based on sociological surveys conducted by the “*Cursive*” Center (Tomsk).

Type of settlement – **Tomsk**

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

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	76/78	75/75	42/47	207 /	186 /	30 /

women	75/71	89/88	64/63	212	184	26
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Type of settlement – **urban population of Tomsk oblast**

Number of people to be questioned – **192 / 192**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	28/27	35/35	27/26	75 /	94 /	23 /
women	33/33	40/42	30/29	72	98	22

Type of settlement – **rural population of Tomsk oblast**

Number of people to be questioned – **350 / 351**

	AGE			EDUCATION		
	18-34	35-54	55 and >	Higher + Incomplete higher	High + High special	Incomplete high + Elementary
men	51/53	59/57	45/46	74 /	207 /	70 /
women	61/62	74/71	60/62	82	208	61

The field phase of the survey was conducted from September 29 through October 20, 2001 in Tomsk oblast. In Tomsk oblast, 975 people were questioned (965 questionnaires were accepted for processing).

The survey was supervised by the sociological group of the Institute for Comparative Research in the Field of Employment Relations (abbreviated as *ISITO*). In Tomsk oblast, the sociological group of the research-and-publishing center “*Cursive*” was involved in developing the sampling methodology and conducted the field work.