Perception Of The Corruption Phenomenon In The Republic Of Moldova

- Research Report -

Research conducted by

For

July 2007

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Goals And Methodology

- **The key objectives** of the research were:
    - To measure perception regarding the spread of corruption
    - To reveal attitudes towards the corruption phenomenon
    - Population behaviours regarding corrupt practices among the social categories requesting additional benefits
    - Level of confidence towards institutions
    - Expectations related to corruption
    - Population awareness on the legislation regarding corrupt practices

- **Sample:**
    - layered, probabilistic, three-stage

- **Sample size:**
    - 3075 persons, aged 18+

- **Layering criteria:** 12 territorial-administrative units (TAU), residential environment (urban / rural), size of urban localities (4 types), type of rural localities (commune centre / subordinated village)
    - The volumes of the urban layers and of the total per TAU were calculated proportionally with the population, according to the data communicated by the Department for Statistics of the Republic of Moldova

- **Randomisation stages:**
    - I. Place: within the adjusted layers, the selected places (121) were established randomly, based on a table with random numbers.
    - II. Family: in every place, a number of sampling points has been established, so that the maximum number of interviews carried out in a sampling point is 8. The families where interviews were conducted have been selected using the random route method and a 'three' statistical step, with number one being the starting number.
    - III. The person: In the cases in which there are many adults (aged 18+) in the families selected, the person interviewed was established using the 'Kish method'.

- **Representativeness:**
    - the sample is representative for the adult population in the Republic of Moldova, excluding Transnistria;
    - the maximum sampling error is ±1.8%

- **The interviews** were conducted by 84 interviewers in IMAS-INC's network.
    - The questionnaire was drafted in Romanian and Russian, giving respondents the possibility to choose the variant that suits them best. In the areas inhabited by Gagauzian population, interviewers speaking this language have been used.
    - After analysing the structure of the sample coming from the field, we have ascertained compliance between the population distribution as known from the available statistical data and the data obtained, within the limits of the acceptable statistical deviation. A significant difference was recorded in terms of the female/male structure, in the sense that female population was over-represented, and in terms of groups of age - in the sense that young people (18-29 years old) were under-represented. Such deviations are generated by the same cause: Significant share of young people (especially men) who actually are not in the country, as they are abroad for work, in temporary migration that the formal statistics data cannot record. In order to correct the deviation, we weighed the results, so that the structure of the sample envisaged represents the average between the distributions recorded in the formal statistics and the data obtained from the field. Therefore, the results presented are weighed.

The difference between weighed and un-weighed results does not exceed 1.2% for any of the questions.

- **Data collection period:**
  - April 21 – May 7, 2007

- **Sample structure:**

Variable	Group	Frequency	Percent
Sex	Male	1172	38,1%
	Female	1903	61,9%
Age	18-29 years old	565	18,4%
	30-44 years old	725	23,6%
	45-59 years old	893	29,0%
	60 de years old and more	892	29,0%
Ethnic group	Moldavian/Romanian	2370	77,1%
	Russian	196	6,4%
	Ukrainian	321	10,4%
	Gagauzian	96	3,1%
	Other	81	2,6%
	No answer	11	0,4%
Education	Incomplete secondary education	505	25,3%
	Comprehensive/Vocational school	1084	41,3%
	High school/College	926	13,6%
	High education/Master/Ph.D	560	18,9%
	No answer	505	1,0%
Income (household)	Less than 400 lei	505	16,4%
	Between 401-1000 lei	1084	35,3%
	More than 1000 lei	926	30,1%
	No answer	560	18,2%
Social status	High	137	5%
	Medium	549	18%
	Low	2228	72%
	No answer	161	5%
Residence	Urban	1195	38,9%
	Rural	1880	61,1%
TOTAL		3075	**100%**

Foreword

"Equality before the law is a pillar of democratic societies"
Huguette Labelle
President of the international organisation for fighting corruption

One of the current priorities of the economic, political and social reforms in the Republic of Moldova is to prevent and combat corruption.

From an objective view - including through the viewpoint of the corruption phenomenon itself - the political, social and economic transition in the period since the state had declared its independence has had a disastrous impact on the country's governing and development. The size and importance of the spheres affected by corruption urgently require a strategic approach on this phenomenon - that is, development and implementation of a national strategy for preventing and fighting corruption.

At a national level, corruption is defined - in Law no. 900-XIII of 27 June 1996 on fighting corruption and protectionism - as an anti-social phenomenon representing an illegal agreement between two parties, in which one proposes or promises illegitimate privileges or benefits, while the other, engaged in the public service, agrees or receives such in exchange for carrying out or not carrying out certain functional actions which contain elements of crime, as provided in the Criminal Code of Law. The Council of Europe's multi-disciplinary group on corruption has defined corruption as being <u>any behaviour of a person in charge with carrying out certain obligations in the public or private sector, which requires infringement of such obligations in his/her quality as a state civil servant in a position of responsibility, as a private worker, independent agent, and having as purpose to obtain illegal profit for him/herself and other people.</u> Thus, the circle of people involved in corruption deeds extends to include both civil servants from the public sector and clerk from the private sector.

The UN Convention against corruption (New York, October 31, 2003) defines the corruption of the national public agents as the action of requesting or accepting, directly or indirectly, an undue benefit for self or for some other person, in order to carry out or refrain from carrying out an activity in exerting their official functions. Therefore, Moldova's legislation is going to be harmonised with the requirements and standards of international anti-corruption treaties.

Calculating the index of perceived corruption is an attempt to measure the phenomenon of corruption by looking at the demand for this phenomenon.

Corruption indices have been defined in *Sistemului de monitorizare a corupţiei* (SMC) with a view to enabling reduction of the corruption - a multi-faceted social phenomenon - to a set of synthetic indicators. This approach facilitates interpretation of the results and reveals the dynamics of some dimensions of the corruption. The indices are calculated based on answers to a range of questions on the matters investigated. *Corruption indices* may range between 0 and 10 – the closer to ten the value, the more unfavourable the evaluations on the respective aspects of corruption, while values closer to zero indicate the proximity to an ideal, 'corruption-free' society.

According to Transparency International's perceived corruption index, the Republic of Moldova ranked 76 out of 90 countries (with 2.6 corruption index); in 2001 it ranked 64 out of 91 countries (corruption index 3.1); in 2002 it ranked 93 out of 102 countries (corruption index 2.1); in 2003 it ranked 102 out of 133 countries (corruption index 2.4), and in 2004 it ranked 117 out of 146 countries (with a corruption index of 2.3); in 2005, it ranked 95 out of the 159 countries included in the ranking, with 2.9 corruption index.

According to the perceived corruption index, the Republic of Moldova ranked 81 out of 163 countries included in the ranking in 2006, with an index of 3.2.

For comparison: in 2005, Moldova ranked 95 out of 159 countries in this ranking, with an index of 2.9. This is an indication of progress in preventing and fighting corruption in the country. At the same time, it is worth mentioning that the perceived corruption index in Moldova (3.2) has exceeded the average index calculated for CIS countries (2.5), which can be explained both by the improvement of the domestic situation in fighting corruption and by the deterioration of such situation in countries as Belorussia, Kirghizstan and Uzbekistan.

The average perceived corruption index for the EU member countries is 7.0, with the maximal values being registered in Finland (9.6) and Denmark (9.5), and the minimal ones in Greece (4.4) and Poland (3.7).

According to the Public Opinion Barometer, May 2007, corruption remains a major problem for our country. The population is concerned with poverty (56 %), prices (55 %), the children's future (52 %), unemployment (35 %), corruption (28%), crime (18 %) and disease. In this respect, options did not change too much compared to the previous periods. Only the fear of hunger is on a clear, continuous decreasing trend – from 32 % in 2000 to 8 % in May 2007, according to the same study.

The same source mentions that the most corrupt categories are police (54%), doctors (47%), customs officers (27%), followed by teachers, judges, parliamentarians etc.

Official statistics data and data presented by NGOs specialising in the field, as well as the results of scientific socio-criminological research, information from the relevant structures, data from the judiciary statistics, mass media publications point out that the phenomenon of corruption has affected the following fields: political and institutional, economic, judiciary and law, instruction and education, social services and healthcare, investments and international trade – thus seriously undermining the Republic of Moldova as a state.

The effects of corruption are also visible in international relationships, where it generates incompetent, irresponsible, challenging and subjective-conventional behaviours in people holding positions of responsibility and promoting mainly their personal and corporative interests, which prevail over the national interests, thus irreversibly undermining the country's image and credibility as a partner in international relationships.

Conclusions

> The key challenges that the Republic of Moldova is facing right now are: Poverty (47%), High prices (46%), Unemployment (43%), Corruption (40%), Low incomes (40%).

> Over three quarters of the population (79%) think that all or most of the civil servants are involved in corruption deeds.

> In order to successfully solve a personal issue, the most frequent solution is to bribe a civil servant with money (73%), certain presents (65%) or various favours (60%).

> Customs officers, doctors and policemen are the professional groups in which estimations regarding the incidence of corruption are highest – 7 people out of 10 think that all or the majority of them are involved in corruption.

> A significant growth comparing to year 2005, regarding perception on the spread of corruption relates to categories like doctors, parliament representatives and ministers.

> Around half of the persons interviewed stated that people in the Republic of Moldova abide by the law only when it suits them to do so.

> Six people out of ten say that they rather agree that a lot of Moldovan citizens often offer money, presents or favours to the civil servants they go to.

> Almost seven people out of ten say that corruption is very widely spread in the Republic of Moldova.

> The institutions where corruption is very highly spread are: Police, Customs, Judiciary, Prosecutors, and Ministries.

> The least corrupt institutions are: The National Statistics Office, Mayoralties, Military, and Centre for Fighting Economic Crime and Corruption, as well as Local councils.

> The Moldovan population's perception regarding the spread of corruption in different countries is as follows: the highest levels are perceived in Moldova, Ukraine, Romania, and the least corrupt countries are Turkey and Bulgaria.

> The factors that have contributed to shaping the public opinion regarding spread of corruption in Moldova are mostly related either with direct experience, be it personal (22%) or facilitated by relatives or friends (27%); the mass media is an information channel to three out of ten people.

> In the opinion of the population interviewed, people holding high level positions are most involved in corruption (54%).

> The key factors related with the spread of the corruption phenomenon in the Republic of Moldova are: low salaries paid to civil servants in the public sector; those in power getting rich quickly; lack of rigorous administrative control; imperfect legislation; judiciary system ineffective in fighting corruption.

> The factors that contribute to spreading corruption – to a smaller extent, but still having an effect are the following: specific characteristics of population mentality; existence of personal interests of servants interfering with their job tasks, and the moral crisis of the population in the transition period.

> Around 25% of the respondents would accept money, presents or favours in exchange for their problem to be solved successfully.

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European Commission
Commission Européenne
Project against corruption, money laundering and the financing of terrorism in Moldova
Council of Europe
Conseil de l'Europe

IMAS-INC MARKETING & SONDAJE
Charting the uncharted

- Most frequently, respondents came across such behaviours (being asked for money, presents or services) in 2006 when approaching the following categories with their problems: doctors (40%), teachers (16%), policemen (14%), university professors/assistant professors (11%), customs officers (10%), and less from employees of the Centre for Fighting Economic Crime and Corruption, parliament representatives, criminal investigation officers.

- 44% of respondents stated that during the last year, when approaching a civil servant, such servant had directly asked for money, presents or favours, while one third of the respondents state that in no way they were asked for such things.

- Almost half of the respondents interviewed offered money to a civil servant they had approached at least in some cases during the last year; around 78% of the population offered presents, while offering favours was used by 77% of the respondents.

- In the past 3 months, around 33% were obliged to offer money to civil servants; 30% had to offer presents, and 24% - various favours.

- Eight people out of ten stated that they heard about the Centre for Fighting Economic Crime and Corruption.

- One quarter of the population perceives a growing trend of the fight against corruption in the last 12 months.

- Almost 10% of the respondents interviewed think that the corruption phenomenon can be eliminated permanently; 21% think that it could be reduced substantially, while 40% hope in at least containing corruption down to a certain level.

- In the population's opinion, the CCEC (Centre for Fighting Economic Crime and Corruption) is a transparent institution, where no corruption deeds occur.

- In order to solve a problem that requires paying an amount of money to a servant requesting this, one of ten respondents say that they would have paid anyway, irrespective of the situation; two out of ten would have paid if they had the amount requested; four people out of ten say that they wouldn't have paid, if they could find another solution to solve the problem, while one fifth of the respondents wouldn't have paid in any circumstance.

- Every sixth person is aware of the measures undertaken by the Government with a view to fighting corruption, while half of the respondents are aware to a very small extent, and around one fourth are almost not aware or not aware at all of what these measures are, to fight against this anti-social phenomenon.

- Every fifth person reckons that the mass media, in most cases, gives coverage to topics related to corruption, while 66% of the respondents state that such issues are pointed out to a very small extent or at all.

1.   CORRUPTION SPREAD

1.1. Estimations of the incidence of corruption

> The aim was to measure the perceived spread of corrupt practices among public sector servants, according to the citizens' estimations.

The key challenges that the Republic of Moldova is facing right now are: Poverty (47%), High prices (46%), Unemployment (43%), Corruption, Low incomes (40%).

A1. Which are in your opinion the three major problems the Republic of Moldova faces today?

Problem	2007	2005
Poverty	47%	49%
High prices	46%	50%
Unemployement	43%	44%
Low income	40%	41%
Corruption	40%	39%
Medical assistance	23%	19%
Political instability	15%	10%
Crime	12%	13%
Environment pollution	8%	6%
Education	7%	6%
Ethnical problems	5%	3%
Another problems	2%	2%
DK/NA	1%	1%

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The results of IMAS-INC's May 2007 research place corruption – together with low incomes – on the 4th place, in the top list of most important challenges that the Republic of Moldova is facing today.

No significant changing trend is noticeable compared to 2005, regarding the challenges that people are facing in their daily lives.

High prices – as a challenge perceived by the population has seen a slightly decreasing trend, from 50% - October 2005 to 46% - April 2007. In terms of challenges as perceived by the population in 2007 compared to 2005, significantly growing trends have been noticed for Political instability (from 10% to 15%) and Medical services (from 19% to 23%).

In general, the portrait of those who perceive corruption as a challenge brings together the following characteristics:

➢ these are especially men,

➢ aged between 18-59;

➢ they would rather be Moldovans/Romanians or Russians;

➢ medium specialisation and higher education backgrounds;

➢ incomes above 1000 lei;

➢ rather urban inhabitants;

➢ with a high social-economic standard.

Over three quarters of the population (79%) think that all or most of the civil servants are involved in corruption deeds. This perception tends to belong to people residing in urban environments, with a high social-economic status and higher education. Only a small percent (12%) say that very few or few are involved.
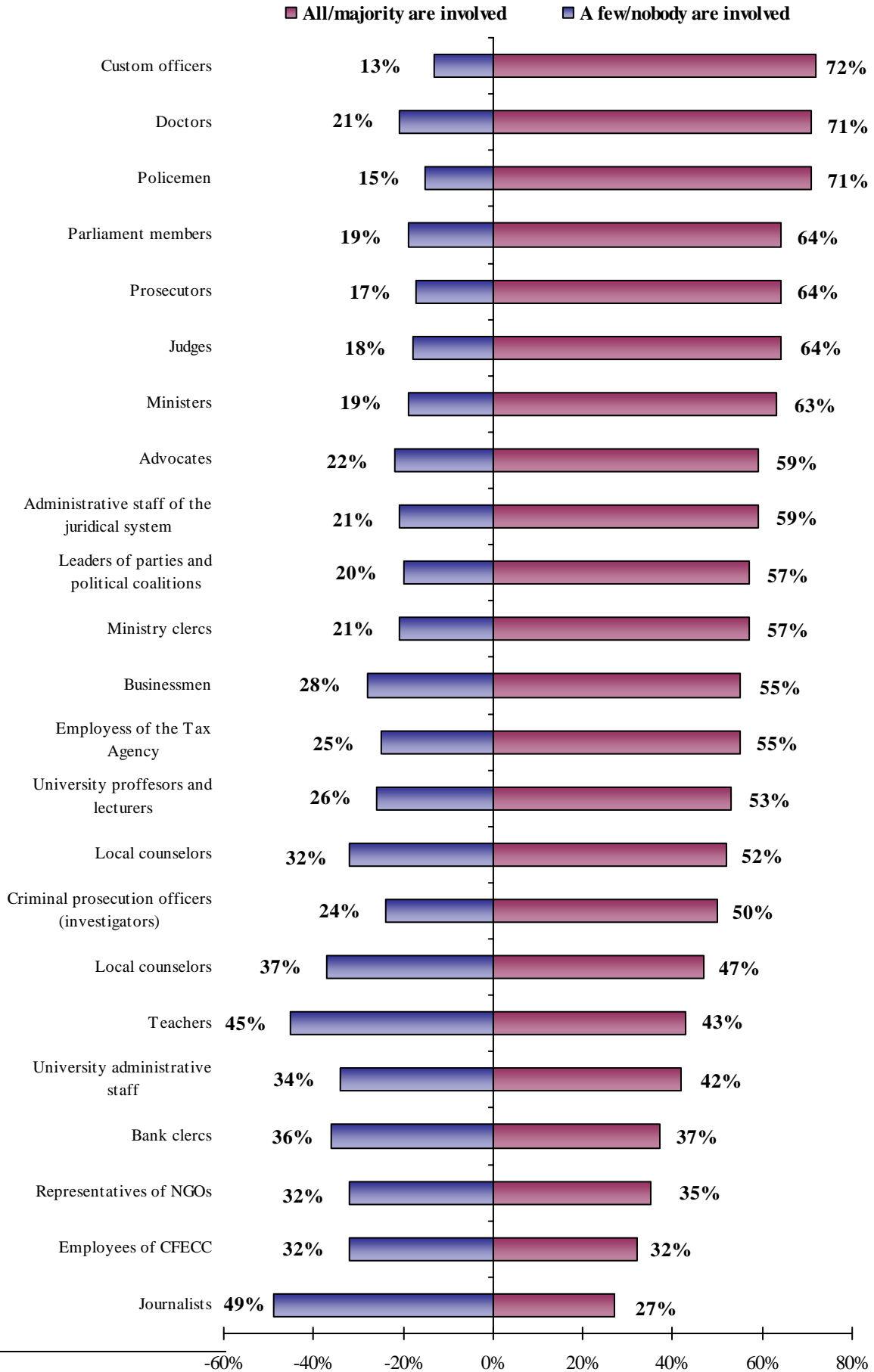
In order to successfully solve a personal issue, the most frequent solution is to bribe a civil servant with money (73%), certain presents (65%) or various favours (60%). What is interesting here is that such actions are resorted to by men, rather than by women; one explanation for this phenomenon may be that, in Moldova, men hold more decision-making positions than women, as the Moldovan social model is prevailingly a traditional, patriarchal one.

As it is clear from the chart below, customs officers, doctors and policemen are the professional groups in which estimations regarding the incidence of corruption are highest – 7 people out of 10 think that all or the majority of them are involved in corruption. The subsequent categories belong to the legal field (prosecutors, judges, lawyers), high rank officials (ministers, parliament representatives, civil servants in ministries), public administration, etc. The opposite side reveals journalists, the employees of the CCCEC[1]., NGO staff, primary school teachers, bank clerk, administrative staff in universities, local councillors. However, one out of five people think that corruption is spread in these professional categories as well, at all or almost all people.

Men aged 18-44 with higher education and incomes above 1000 lei appreciate a significantly higher spread of corruption amongst customs officers. Corruption among staff in health services is perceived as widespread by men and women to the same proportion; these would be rather Moldovans, aged between 18-60, in the urban environment. The police is perceived as an institution where corruption is very widely spread especially by people with incomes above 1000 lei, with high social-economic status, rather in the urban environment.

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[1] Centre for Fighting Economic Crime and Corruption

Perception of the corruption level in different professional groups[2]

■ All/majority are involved   ■ A few/nobody are involved

Professional group	A few/nobody are involved	All/majority are involved
Custom officers	13%	72%
Doctors	21%	71%
Policemen	15%	71%
Parliament members	19%	64%
Prosecutors	17%	64%
Judges	18%	64%
Ministers	19%	63%
Advocates	22%	59%
Administrative staff of the juridical system	21%	59%
Leaders of parties and political coalitions	20%	57%
Ministry clercs	21%	57%
Businessmen	28%	55%
Employess of the Tax Agency	25%	55%
University proffesors and lecturers	26%	53%
Local counselors	32%	52%
Criminal prosecution officers (investigators)	24%	50%
Local counselors	37%	47%
Teachers	45%	43%
University administrative staff	34%	42%
Bank clercs	36%	37%
Representatives of NGOs	32%	35%
Employees of CFECC	32%	32%
Journalists	49%	27%

-60% -40% -20% 0% 20% 40% 60% 80%

[2] The percentages up to 100% represent all those people that didn't answer or did not know.

The chart below shows the differences between the first professional groups perceived by the majority of population as being highly penetrated by corruption, in comparison to 2005. The percents show the proportion of answers 'All/almost all are involved' at Question: *In your opinion, how widespread corruption is among the following groups?*
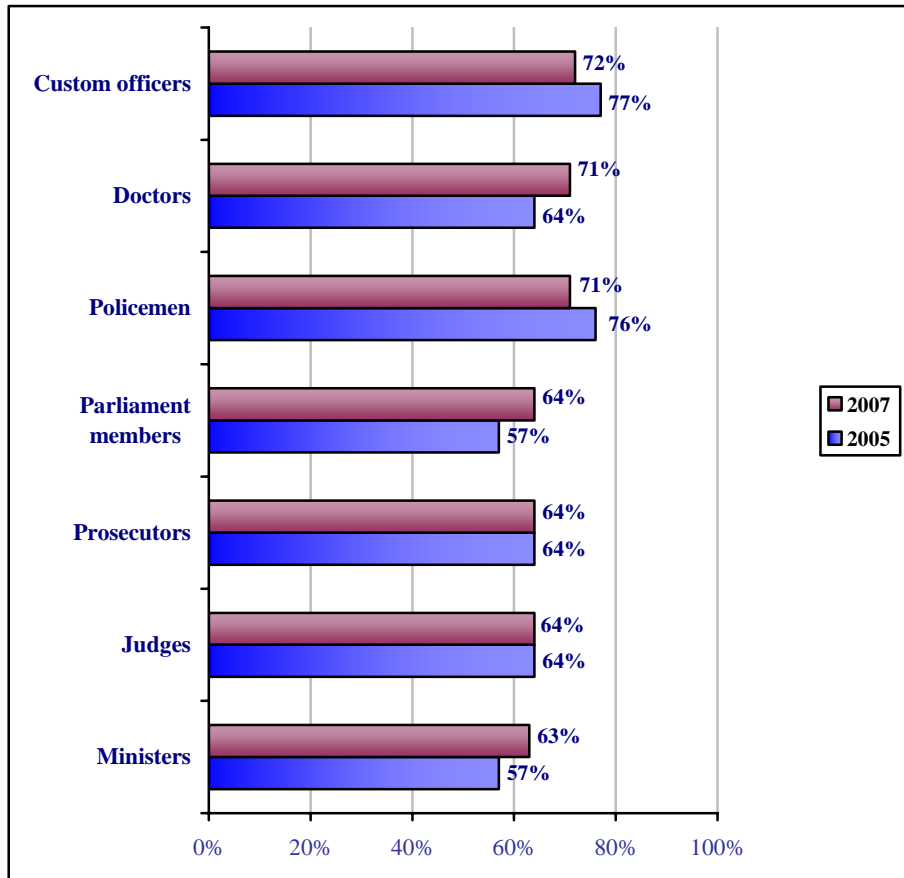
Customs officers and policemen are the professional categories towards which the population's perception regarding the spread of corruption has decreased slightly compared to 2005 – still keeping its place in the ranking, however, and beeing regarded by the population as some of the institutions where corruption is very widespread.

Significantly increasing trends compared to 2005 with regard to the perceived corruption spread have been noticed for the following categories: doctors, parliament representatives and ministers.

A2. How widspread is according to you the corruption in the public sector? Are they involved in corruption?
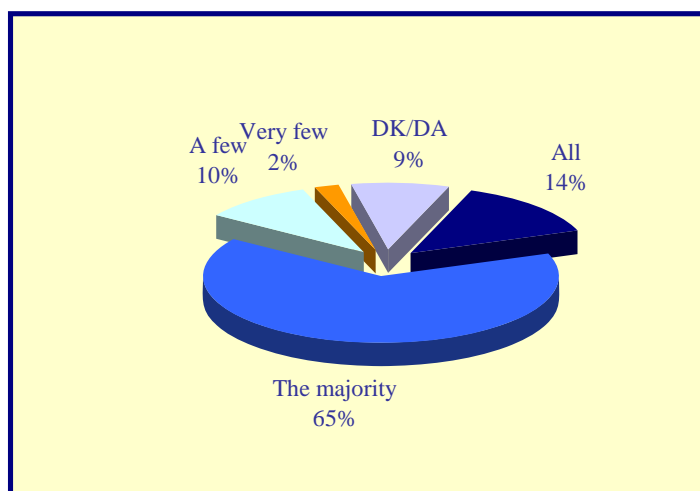
A3. To successfully resolve a personal problem, how probable would it be for an individual to:	Very possible	Possible enough	Less likely	Very unlikely	DK/ NA
1. Give money to the public officer	22%	51%	13%	6%	8%
2. Give a gift to the public officer	20%	45%	18%	7%	10%
3. Make a favor to the public officer	17%	43%	18%	10%	12%

A5. How spread do you think is the corruption in the following groups?	All are involved	The majority are involved	A few are involved	Nobody/ Almost nobody	DK/ NA
1. Journalists	5%	22%	32%	17%	24%
2. Teachers	7%	35%	34%	11%	13%
3. University administrative staff (secretary, accountant, librarian, methodists, etc.)	10%	33%	26%	8%	23%
4. University professors and lecturers	12%	41%	21%	5%	21%
5. Ministry clerks	15%	42%	17%	4%	22%
6. Public officers from mayor's officers	15%	37%	22%	10%	16%
7. Administrative staff of the juridical system (courts' secretaries, executors, etc.)	17%	42%	16%	5%	20%
8. Judges	22%	42%	14%	4%	18%
9. Prosecutors	23%	41%	13%	4%	19%
10. Policemen	32%	39%	12%	4%	13%
11. Employees of the Center for Fighting Over the Economic Crimes and Corruption	9%	23%	19%	13%	36%
12. Criminal prosecution officers (investigators)	14%	36%	18%	6%	26%
13. Advocates	21%	38%	16%	5%	20%
14. Custom officers	33%	39%	10%	3%	15%
15. Employees of the Tax Agency	12%	43%	20%	5%	20%
16. Parliament members	20%	44%	16%	3%	17%
17. Ministers	19%	44%	15%	4%	18%
18. Local counselors	12%	35%	24%	13%	16%
19. Businessmen	15%	40%	21%	7%	17%
20. Doctors	25%	45%	17%	4%	9%
21. Leaders of parties and political coalitions	18%	39%	16%	4%	23%
22. Representatives of NGOs	8%	27%	22%	11%	32%
23. Bank clerks	8%	29%	25%	11%	27%

1.2. Effectiveness of corruption practices in the daily life

Reflects the population's perception on the extent to which the corruption is an efficient way of solving personal problems, based on the probability that someone would be required to give money or presents in order to successfully solve a personal problem.
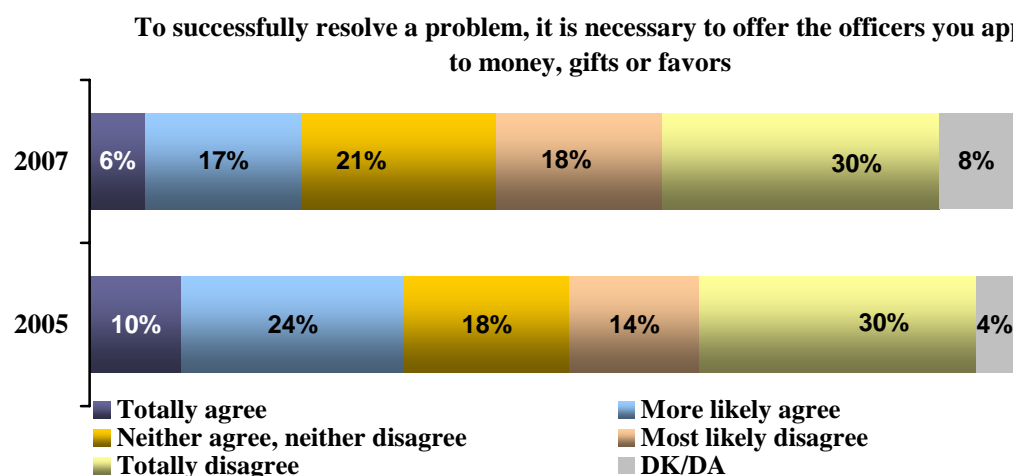
Around half of the persons interviewed stated that people in the Republic of Moldova abide by the law only when it suits them to do so.

One third of the persons interviewed agree that young civil servants are more corrupt than older ones. This pattern of perception is characteristic to Moldavians and Ukrainians with a high social-economic status, rather in the rural environment.

Six people out of ten say that they rather agree that a lot of Moldovan citizens often offer money, presents or favours to the civil servants they go to.

A22. Please indicate to what extent you agree with the affirmations below.	Totally agree	More likely agree	Neither agree, neither disagree	Most likely disagree	Totally disagree	DK/ NA
1. The people of the Republic of Moldova abide the law only when it is convenient to them.	23%	32%	21%	9%	5%	10%
2. It is acceptable for the members of the parliament and government to receive money, gifts or favors (services) from individuals or organizations.	3%	13%	16%	18%	42%	8%
3. To successfully resolve a problem, it is necessary to offer the officers you apply to money, gifts or favors.	6%	17%	21%	18%	30%	8%
4. If an officer wants money to resolve my personal problem I would pay it.	5%	18%	26%	19%	22%	10%
5. It is acceptable for the public officers from ministries, mayors' offices and mayors to receive money, gifts or favors (services) from individuals or organizations.	3%	9%	18%	21%	40%	9%
6. Usually the officers I applied to wanted or showed they expected money or gifts	5%	19%	15%	7%	4%	50%
7. The young officers are more corrupt compared to the older ones.	12%	21%	27%	12%	11%	17%
8. Many citizens of the Republic often offer money, gifts or favors to the public officers they apply to.	19%	40%	19%	6%	3%	13%
9. The corruption is widespread in our country.	28%	37%	17%	5%	2%	11%
10. The fight against corruption intensified during the last 12 months.	7%	21%	25%	15%	9%	23%

Compared to year 2005 - when one third of the respondents were agreeing that, in order to solve a problem, one has to offer money, presents or favours to civil servants, the trend for this segment in 2007 shows a significant decrease of more than 10%.

To successfully resolve a problem, it is necessary to offer the officers you apply to money, gifts or favors

	Totally agree	More likely agree	Neither agree, neither disagree	Most likely disagree	Totally disagree	DK/DA
2007	6%	17%	21%	18%	30%	8%
2005	10%	24%	18%	14%	30%	4%

- Totally agree
- More likely agree
- Neither agree, neither disagree
- Most likely disagree
- Totally disagree
- DK/DA

In the opposite corner, one may notice a slightly increasing number of respondents in 2007, who are rather disagreeing or fully disagreeing with the need to offer presents, money or favours to civil servants in order to solve a problem.

Over half of the respondents interviewed believe that many citizens of the country frequently offer money, presents or favours to the civil servants they approach, and almost seven people out of ten totally or partly agree that corruption is widespread in the Republic of Moldova.

A27. Using the 1 to 5 scale where 1 stands for"*Not widespread at all"* while 5 - for"*Very widespread",* please evaluate the degree of corruption in the following institutions below	*Not widespread at all*	➜➜	➜➜ ➜➜		*Very widespread*	DK/ NA
1. President's Office	3%	8%	17%	26%	25%	21%
2. Parliament	2%	8%	18%	28%	25%	19%
3. Government	2%	7%	18%	28%	25%	20%
4. Ministries	1%	7%	19%	30%	23%	20%
5. Local councils	7%	15%	21%	23%	15%	19%
6. Mayor's offices	8%	18%	20%	23%	15%	16%
7. Army	8%	18%	19%	19%	11%	25%
8. Customs	1%	5%	11%	25%	41%	17%
9. Prosecutor's office	2%	6%	15%	26%	30%	21%
10. Juridical system	2%	6%	15%	26%	31%	20%
11. Police	2%	4%	11%	24%	43%	16%
12. Center for Fighting Over Economic Crimes and Corruption	8%	17%	13%	13%	10%	39%
13. National Agency for Energy Regulation	8%	13%	16%	14%	7%	42%
14. Privatization Agency	4%	10%	18%	18%	13%	37%
15. Investments Development Department	5%	10%	16%	14%	9%	46%
16. Movables and Immovable Stock Exchange	5%	10%	15%	16%	8%	46%
17. Court of Accounts	6%	11%	16%	14%	6%	47%
18. National Bank of Moldova	10%	15%	18%	14%	6%	37%
19. National Statistics Office	14%	13%	14%	10%	4%	45%

In general, the portrait of those who perceive corruption as very widespread in our country brings together the following characteristics:

➢ men and women to an equal share;
➢ aged between 18-59;
➢ medium specialisation and higher education backgrounds;
➢ incomes above 1000 lei;
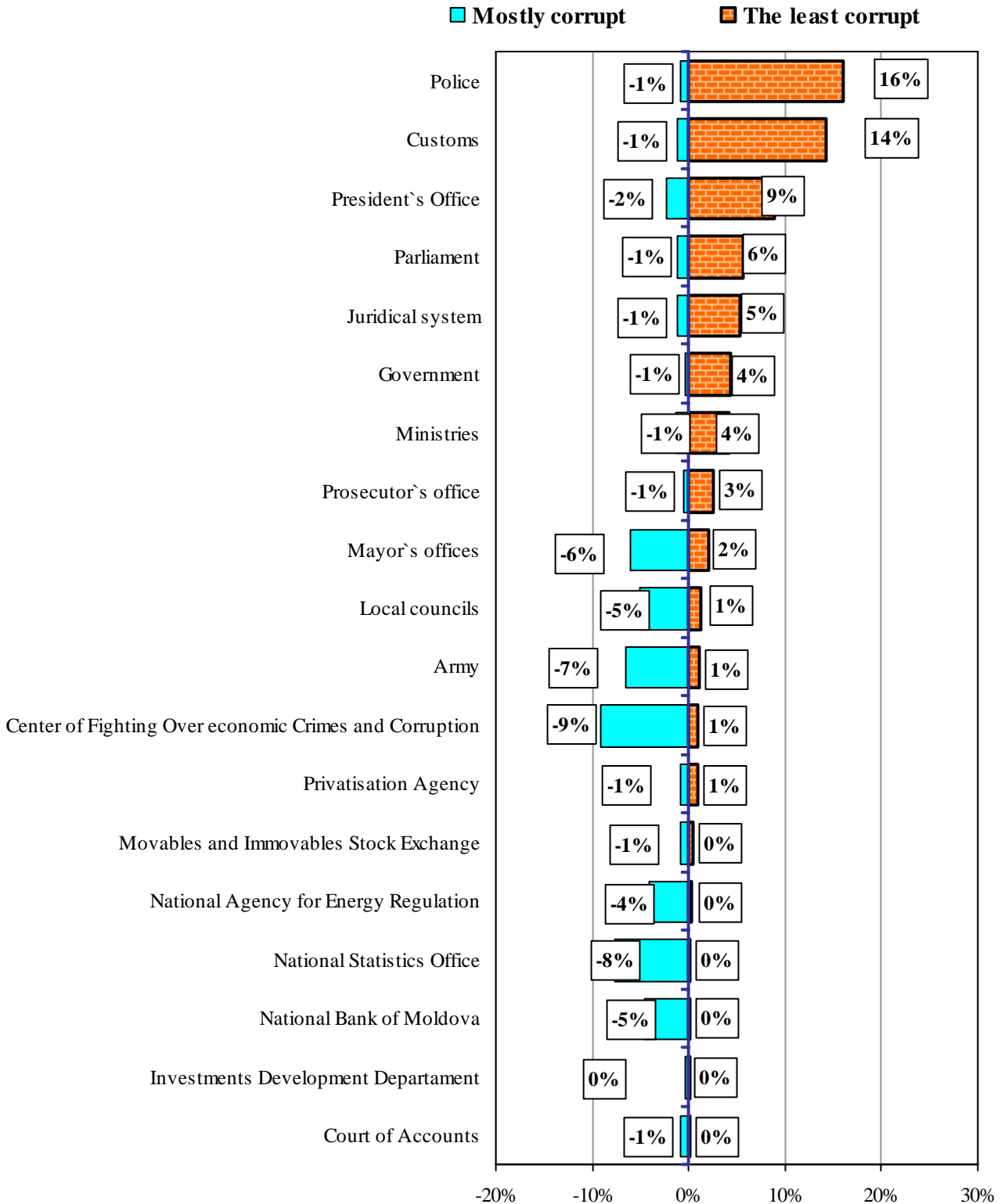➢ rather urban inhabitants;
➢ with a high social-economic standard.

The institutions ranking top 7 – in the view of the population – institutions where corruption is very widely spread are:

1. Police
2. Customs
3. The judiciary
4. The prosecutors' office
5. The ministries
6. The Government
7. The Parliament

The least corrupt institutions are: the National Statistics Office, Mayoralties, Military, Centre for Fighting Economic Crime and Corruption, as well as Local councils. It is worth noticing here that, although the spread of corruption in these institutions is very small, there are answers of 'corruption very widespread' for this categories as well, but in a smaller percent.

A28-29. Which of the listed institutions is mostly corrupt/the least corrupt in your opinion?

For this question, the respondent has to choose only one answere for each option.

■ **Mostly corrupt**   ■ **The least corrupt**

Institution	Mostly corrupt	The least corrupt
Police	-1%	16%
Customs	-1%	14%
President`s Office	-2%	9%
Parliament	-1%	6%
Juridical system	-1%	5%
Government	-1%	4%
Ministries	-1%	4%
Prosecutor`s office	-1%	3%
Mayor`s offices	-6%	2%
Local councils	-5%	1%
Army	-7%	1%
Center of Fighting Over economic Crimes and Corruption	-9%	1%
Privatisation Agency	-1%	1%
Movables and Immovables Stock Exchange	-1%	0%
National Agency for Energy Regulation	-4%	0%
National Statistics Office	-8%	0%
National Bank of Moldova	-5%	0%
Investments Development Departament	0%	0%
Court of Accounts	-1%	0%

-20%   -10%   0%   10%   20%   30%

As one may notice, the ranking remains almost unchanged when the respondent is asked to select one option regarding the most corrupt and the least corrupt institution.

The most corrupt institutions are perceived to be: the police, the customs, and in the opposite corner we find: the Centre for Fighting Economic Crime and Corruption, the National Statistics Office, etc.

The respondents' perception regarding the spread of corruption in Eastern European countries shapes the following image:

A31. Using the 1 to 5 scale where 1 stands for "*Not widespread at all*" while 5 - for "*Very widespread*", please evaluate the degree of corruption in the following countries below.	*At all widespread*	➜➜	➜➜	➜➜	*Very widespread*	DK/ NA
1. Russia	1%	5%	13%	23%	35%	23%
2. Ukraine	1%	5%	14%	26%	26%	30%
3. Bulgaria	2%	7%	14%	14%	10%	53%
4. Republic of Moldova	0%	3%	13%	28%	44%	12%
5. Romania	1%	10%	18%	20%	17%	34%
6. Turkey	1%	6%	12%	12%	14%	55%

Moldovan citizens think that their country has the most widespread level of corruption. The next countries are: Ukraine, Romania, Russia.

The diagram below cumulates the answers of 4 and 5, that is *Widely spread* and *Very widely spread*.
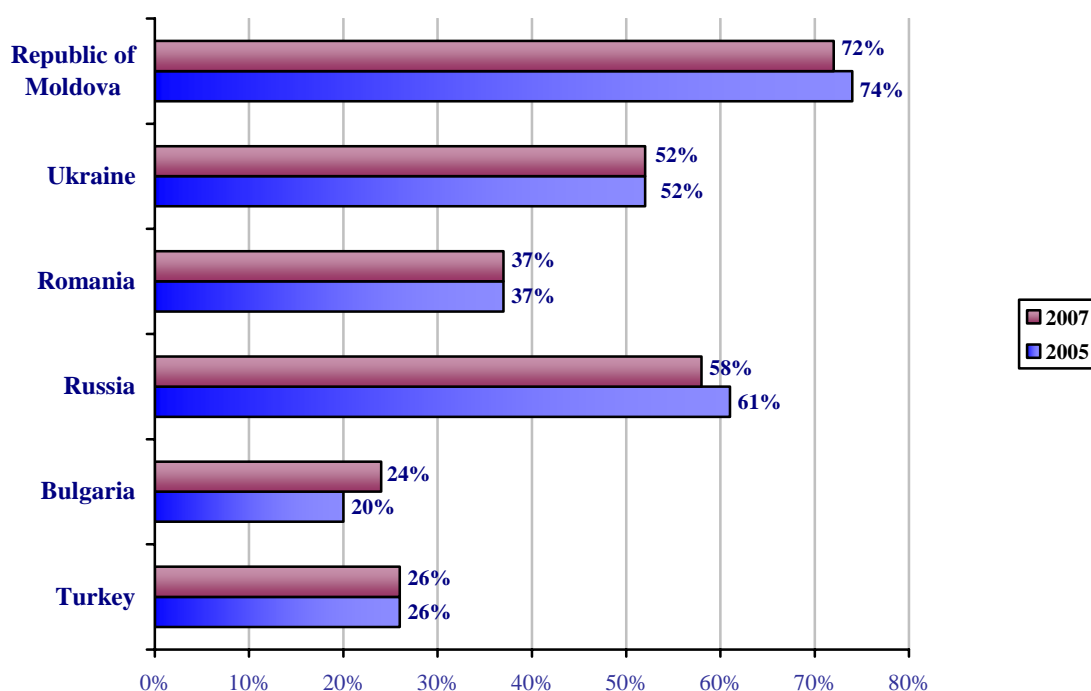
Compared to year 2005, one may notice no significant changes in the population's perception with regard to the spread of corruption in some countries. The ranking too remains almost unchanged, with a high level of corruption spread in all the countries mentioned.

Bulgaria and Turkey are less corrupt, but a very high number of non-answer were recorded for these countries; that is, we can say that around half of the population in Moldova does not know what the situation is in these countries, with regard to this aspect.

2.   ATTITUDES TOWARDS CORRUPTION

2.1. Acceptability in principle

> *Reflects the extent to which various corrupt practices are tolerated within the system of values.*

The factors that have contributed to shaping the public opinion regarding the spread of corruption in Moldova are mostly related with direct experience, be it personal (22%) or facilitated by relatives or friends (27%). In relation to the same topic, the mass media is an information channel for three out of ten people.

Opinions regarding the sources of information about corruption
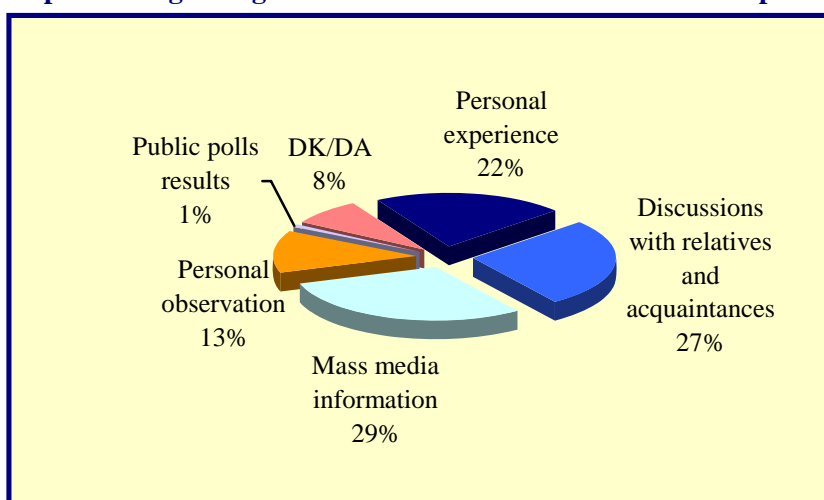
It is worth noticing that the source of opinions about corruption is clearly defined in terms of socio-demographic characteristics:
- People who have had a direct experience of this type (when someone asked them for money, presents or favours) are especially people with incomes above 1000 lei, with a high social-economic status, higher education, aged 18-29, prevailingly urban residents.
- An opinion that comes indirectly from relatives, friends, acquaintances regarding the spread of corruption is delivered by older people (aged 60+), rather women, people with medium education, with incomes below 1000 lei, prevailingly rural residents.
- The mass media is a source of information on corruption especially for people with medium education, people with average incomes, aged between 45 and 59, rural residents;
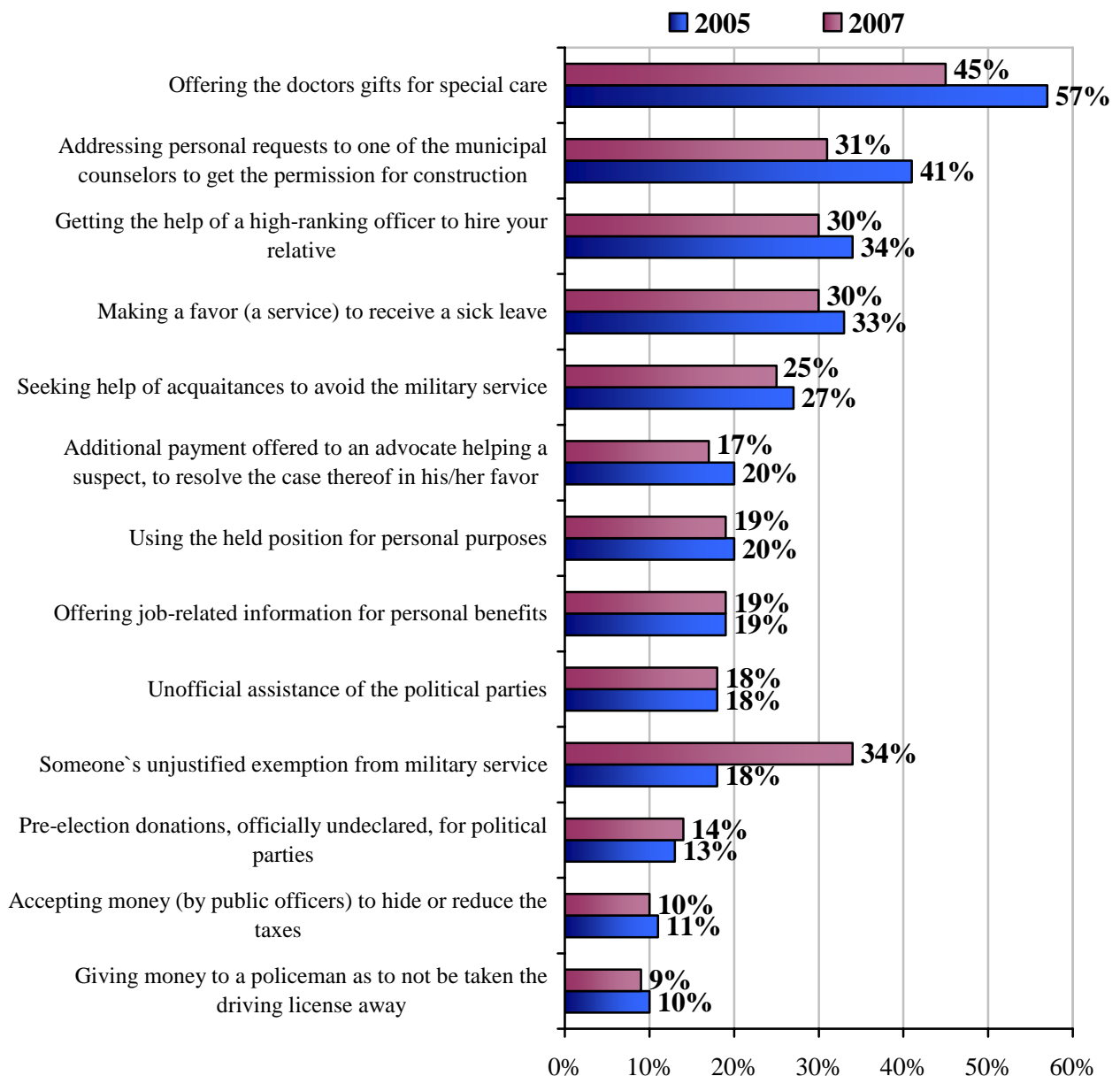 The role that is desired from the mass media is a much more active one than what the media in Moldova is offering right now; two thirds of the respondents think that corruption topics are rather avoided by the media. The highest dissatisfaction levels in this respect occur among men, people aged 30-59, with an average social-economic level, urban inhabitants, people who would like corruption-related issues to receive much greater media coverage.

When the indicator measured specifies or conveys the underlying meaning that the corruption deed is initiated by the respondent, the tendency is that – to a greater extent – the deed is considered as being outside the sphere of corruption. In other words, pursuing personal interests, attempting to solve certain urgent problems makes some deeds be tolerated and assimilated within the system of values.

Thus, when it comes to accessing good quality medical services, around half of the respondents consider that such behaviour is not a corrupt practice (45%) and accept to offer a present to the doctor; when you build your house, it is normal to try and deal with all the papers as quickly as possible by approaching someone at the mayor's office; approaching a servant / employee with a view to securing a job for a relative is a practice as common as asking for a medical leave (when no medical leave is in order). However, not the same unit is used to measure politicians, policemen; their proximity to the public sphere makes the respective deed be associated with ever lower levels of tolerance.

Treating such deeds as corrupt or not seems to be judged based on the personal interests and depending on the profession of the person who benefits from these payments, rather than based on a standard definition of the corruption.

These acts are not referring to the public phenomenon of corruption

■ 2005   ■ 2007

	2005	2007
Offering the doctors gifts for special care	57%	45%
Addressing personal requests to one of the municipal counselors to get the permission for construction	41%	31%
Getting the help of a high-ranking officer to hire your relative	34%	30%
Making a favor (a service) to receive a sick leave	33%	30%
Seeking help of acquaitances to avoid the military service	27%	25%
Additional payment offered to an advocate helping a suspect, to resolve the case thereof in his/her favor	20%	17%
Using the held position for personal purposes	20%	19%
Offering job-related information for personal benefits	19%	19%
Unofficial assistance of the political parties	18%	18%
Someone`s unjustified exemption from military service	18%	34%
Pre-election donations, officially undeclared, for political parties	13%	14%
Accepting money (by public officers) to hide or reduce the taxes	11%	10%
Giving money to a policeman as to not be taken the driving license away	10%	9%

Compared to year 2005, it is noticeable that the perception regarding corrupt practices has remained with no significant changes overall, in terms of the ranking; however, lower acceptability is visible with regard to the first 5 situations presented.

A25. In the Republic of Moldova, the corruption is mostly spread among…?
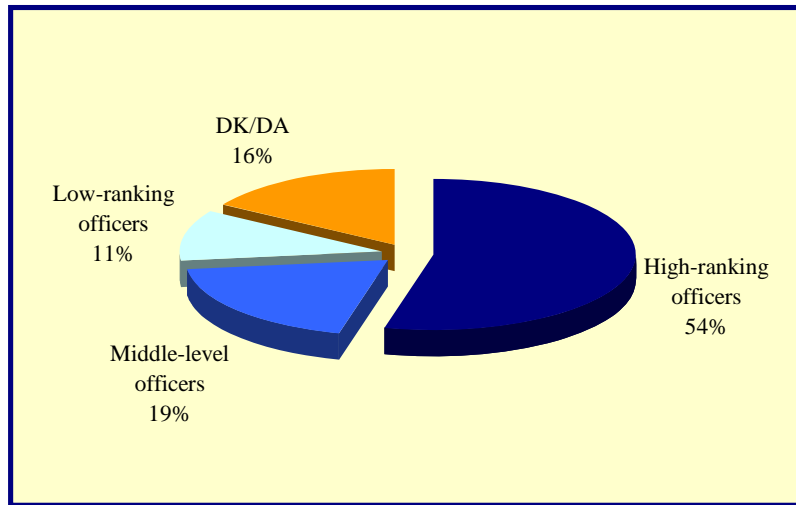
In the opinion of the population interviewed, people holding high level positions are most involved in corruption (54%). Middle-rank officials were indicated as the most corrupt category by 19% of the respondents.

These two categories of servants are clearly delimited by the socio-demographic characteristics:

➢ The perception that corruption is spread especially among high-rank officials is sustained especially by people aged 45-59, with medium education, average incomes, prevailingly rural residents.

➢ The opinion that corruption is spread among middle-rank officials is supported rather by young people with a high social-economic standard.

No significant differences regarding this aspect have been recorded between the results for 2005 and 2007.

The social-economic recession, unfair competition, weakening of the state authority, deterioration of the standards of living for the majority, legislation not adapted to the economic and social environment, alongside with the individuals' desire to get rich quickly and by any means outlines the image of the specific causes generating this anti-social phenomenon of corruption.

A21.Which are according to you the 3 most important factors leading towards spreading of corruption in the Republic of Moldova?
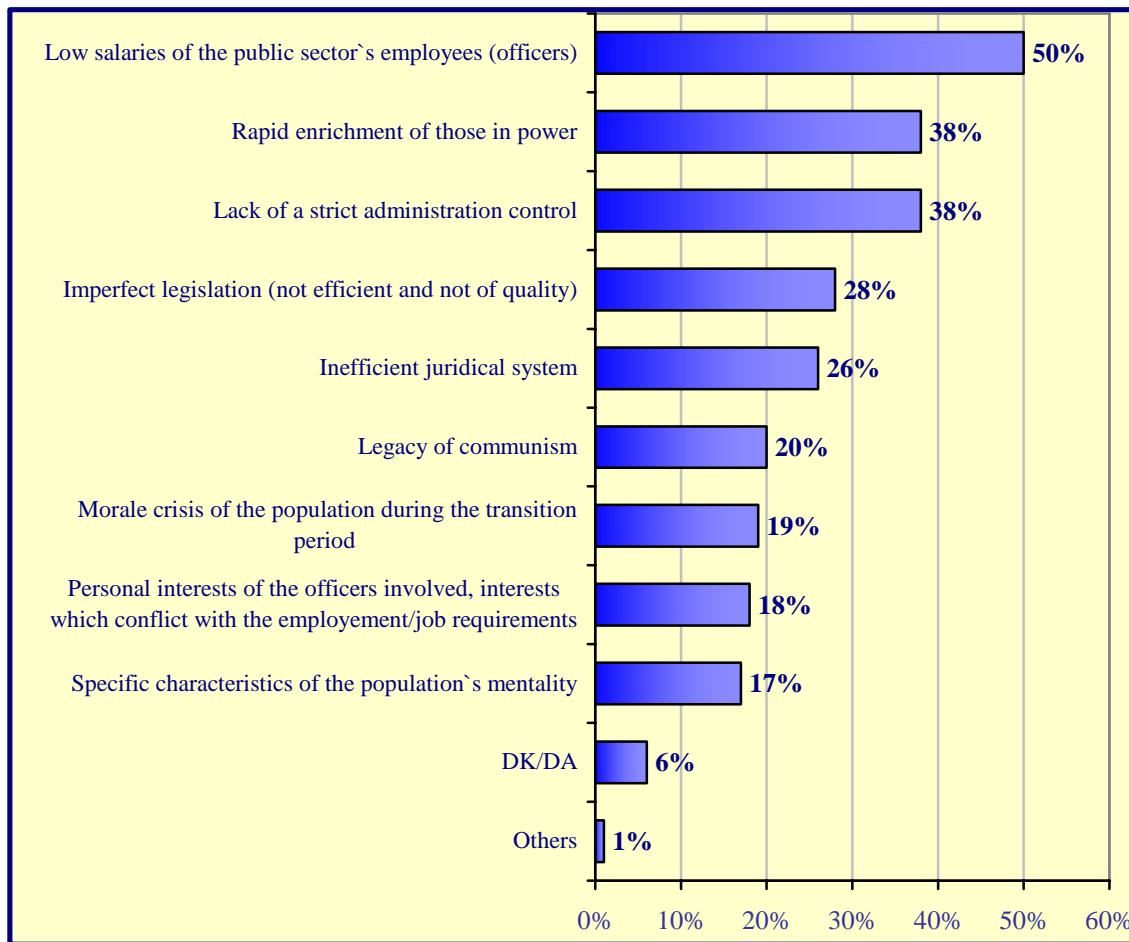
In the view of the population, the key factors related with the spread of the corruption phenomenon in the Republic of Moldova are: low salaries paid to civil servants in the public sector; those in power getting rich quickly, and lack of rigorous administrative control.

Pursuing this line of thinking, it is important to mention that the population is aware of the fact that the legislation is imperfect and the judiciary system ineffective in fighting corruption, which leads to the perpetuation of this anti-social phenomenon.

The factors that contribute to spreading corruption – to a smaller extent, but still having an effect are the following: specific characteristics of population mentality; existence of personal interests of servants interfering with their job tasks, and the moral crisis of the population in the transition period.

A7. Which of the actions listed below would, according to you, refer to the public phenomenon of corruption?	Yes	No	DK/ NA
1. Offering the doctors gifts for special care	50%	45%	5%
2. Making a favor (a service) to receive a sick leave	61%	30%	9%
3. Seeking help of acquaintances to avoid the military service	64%	25%	11%
4. Getting the help of a high-ranking officer to hire your relative	58%	30%	12%
5. Addressing personal requests to one of the municipal counselors to get the permission for construction	56%	31%	13%
6. Giving money to a policeman as to not be taken the driving license away	83%	9%	8%
7. Using the held position for personal purposes	68%	18%	14%
8. Offering job-related information for personal benefits	64%	19%	17%
9. Accepting money (by public officers) to hide or reduce the taxes	76%	10%	14%
10. Pre-election donations, *officially undeclared,* for political parties	63%	14%	23%
11. Unofficial assistance of the political parties (free air (transmission time), free of charge support during the election campaign, any material or organizational support to any party to enjoy some benefits in the future)	55%	18%	27%
12. *Additional* payment offered to an advocate helping a suspect, to resolve the case thereof in his/her favor.	63%	17%	20%

2.2. Susceptibility to corruption

Measures the extent to which individuals are inclined to compromise their values under the influence of certain circumstances / situations.

A8. Suppose an individual offered money or a gift to a public officer and obtained whatever he/she wanted. In your opinion, how would most likely feel the person to have offered the money or the gift?
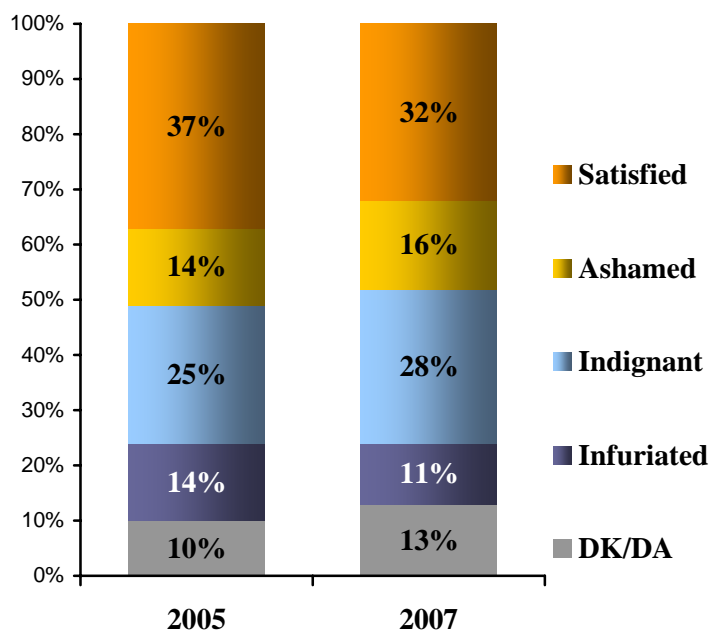

Such a practice will not make too many people angry (11%); over one quarter will feel indignation; 16% will be ashamed of the situation in which they find themselves, while 32% will say they are happy that they got what they wanted, even if they had to reach deeper into their pockets in order to do that.

In general, the portrait of those who think that the person will be happy following such practice brings together the following characteristics:

➢ rather in the 18-29 age category;
➢ medium specialisation and higher education backgrounds;
➢ incomes above 1000 lei;
➢ rather urban inhabitants;
➢ with a high social-economic standard.

Compared to 2005, however, the percent of those who would be happy following such practice has slightly decreased (by around 5%), and there is also a slight increase (3%) of those who feel indignation after they offered money, presents or favours.

A8.Suppose you are a public officer with a low salary and someone is offering you money, a gift or a favor to resolve his/her problem. What would you do?
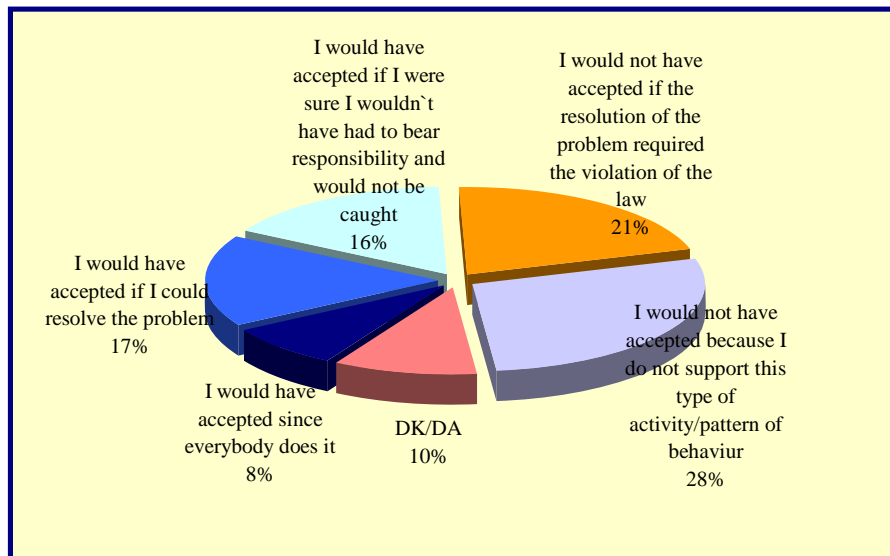
One may notice that around 25% of the respondents would accept receiving money, presents or favours in exchange for the successful resolution of a problem, irrespective of the consequences; one fifth of the population would accept if they were sure they would not be identified by their superiors as having used such practice.

One fourth of the population would not accept because that would be an infringement to the law; actually, without this legislative impediment, maybe many of them would accept such corrupt practices.

Almost one third of the population would not accept in any way solving a problem in exchange for a present, money or favours.
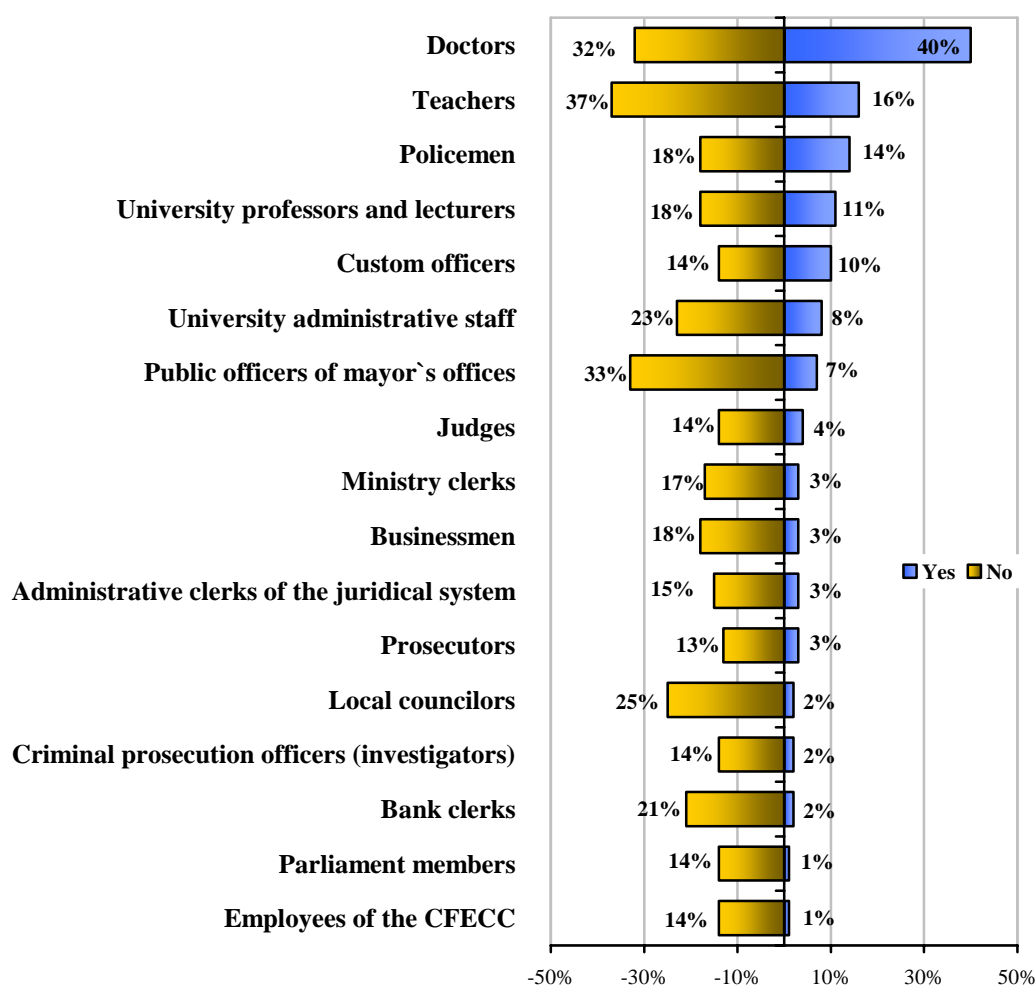
We live in a climate with a very high potential for duplicating such behaviours – in this sense, the characteristic categories of population can be identified from the previous descriptions as well: Moldovans, active population (aged 18-29), prevailingly urban residents, with high incomes and social-economic standards. These are the most exposed categories of population, from two perspectives: On one hand, these are those who, to the widest extent, agree to paying civil servants additional money; on the other hand, they are also the most willing to accept such offerings.

3. CORRUPT PRACTICES
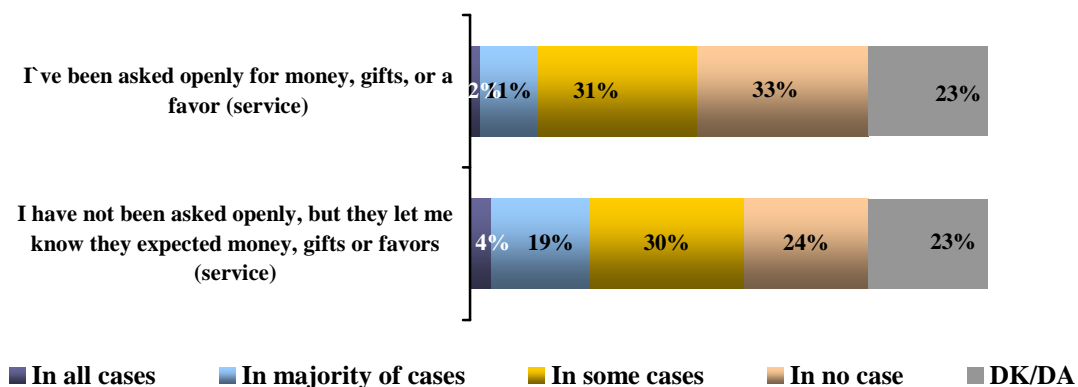
3.1. The pressure of corruption

Measures the incidence of public authority attempts to exert direct or indirect pressure on citizens in order to get money, presents or favours (in the last year)

The pressure made by different professional groups to obtain extra-payments (% refers to those who had contact with that professional groups)

Professional group	No	Yes
Doctors	32%	40%
Teachers	37%	16%
Policemen	18%	14%
University professors and lecturers	18%	11%
Custom officers	14%	10%
University administrative staff	23%	8%
Public officers of mayor`s offices	33%	7%
Judges	14%	4%
Ministry clerks	17%	3%
Businessmen	18%	3%
Administrative clerks of the juridical system	15%	3%
Prosecutors	13%	3%
Local councilors	25%	2%
Criminal prosecution officers (investigators)	14%	2%
Bank clerks	21%	2%
Parliament members	14%	1%
Employees of the CFECC	14%	1%

Most frequently, respondents came across such behaviours in 2006 when approaching the following categories: doctors (40%), teachers (16%), policemen (14%), university professors/assistant professors (11%), customs officers (10%), and less from employees of the Centre for Fighting Economic Crime and Corruption, parliament representatives, criminal investigation officers, prosecutors, investigators, deputies.

A14. How often did the following below happen to you during 2006 when you applied to an officer (doctor, teacher, mayor's office employees, etc.)?
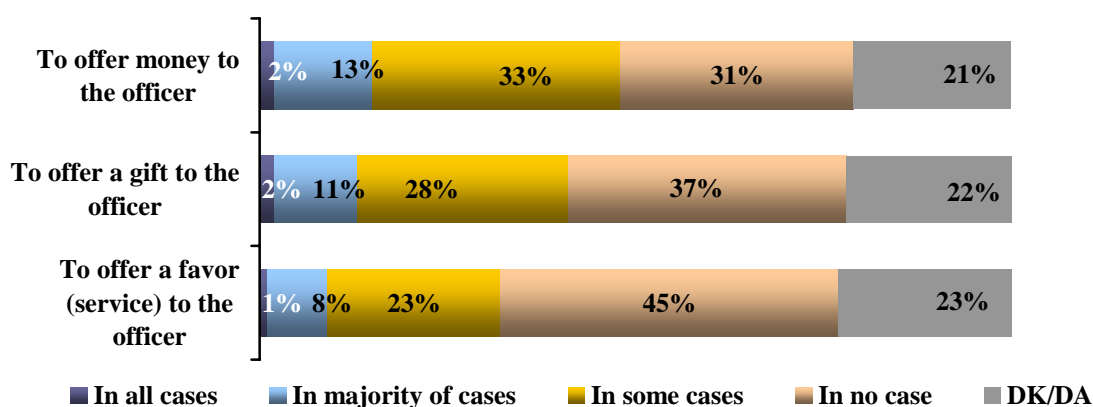
I've been asked openly for money, gifts, or a favor (service): 2% 1% 31% 33% 23%

I have not been asked openly, but they let me know they expected money, gifts or favors (service): 4% 19% 30% 24% 23%

■ In all cases ■ In majority of cases ■ In some cases ■ In no case ■ DK/DA

Research data point out that 44% of respondents stated that during the last year, when approaching a civil servant, such servant had directly asked for money, presents or favours – at least in some of the cases. However, public authorities are those who, to a higher extent, exert indirect pressure on citizens, as they leave one to understand that they expect money, presents or a favour (service). This latter type of behaviour was reported by 53% of the interviewed respondents who came across such situation at least in some cases.

Whether it is about direct or indirect request for additional payments or benefits, servants resorting to such practices are being reported by people

➢ in the urban environment
➢ aged 18-45
➢ with high incomes
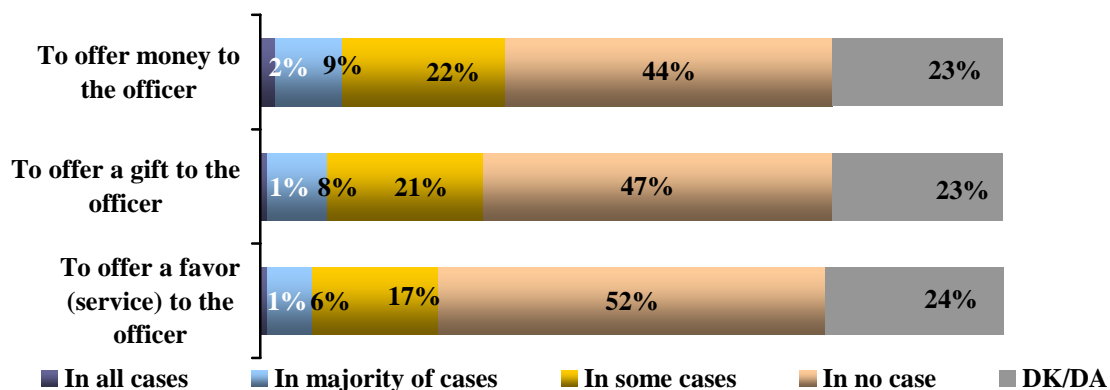➢ with a high social-economic standard
➢ with higher education

The profile is the same for those who give money, presents or services in response to the servant's request.

How often did it become necessary to do one of the following below during 2006 when you applied to an officer (doctor, mayor's office employees etc.)?

To offer money to the officer: 2% 13% 33% 31% 21%

To offer a gift to the officer: 2% 11% 28% 37% 22%

To offer a favor (service) to the officer: 1% 8% 23% 45% 23%

■ In all cases ■ In majority of cases ■ In some cases ■ In no case ■ DK/DA

Almost half of the respondents interviewed offered money to a civil servant they had approached at least in some cases during the last year; around 41% of the population offered presents, while offering favours was used by 32% of the respondents.

How often did it become necessary to do one of the following below <u>during the last 3 months</u> when you applied to an officer (doctor, mayor's office employees etc.)?

	In all cases	In majority of cases	In some cases	In no case	DK/DA
To offer money to the officer	2%	9%	22%	44%	23%
To offer a gift to the officer		1% 8%	21%	47%	23%
To offer a favor (service) to the officer		1% 6%	17%	52%	24%

■ In all cases ■ In majority of cases ■ In some cases ■ In no case ■ DK/DA

These are relatively current practices of offering bribe in various forms. Thus, in the past 3 months, 33% of the interviewed respondents were obliged to offer money to civil servants; 30% had to offer presents, and 24% - various favours

| A13. During 2004, to resolve your personal problems, <u>you have been asked</u> a gift, money or a service by the following below...?	Yes	No	No contacts	DK/NA
1. Doctors	40%	32%	26%	2%
2. Teachers	16%	37%	44%	3%
3. University administrative staff (secretary, accountant, etc.)	7%	23%	66%	4%
4. University professors and lecturers	11%	18%	68%	3%
5. Ministry clerks	4%	17%	75%	4%
6. Public officers of mayor's offices	7%	33%	56%	4%
7. Administrative clerks of the juridical system	3%	14%	79%	4%
8. Judges	4%	14%	79%	3%
9. Prosecutors	3%	13%	81%	3%
10. Criminal prosecution officers (investigators)	2%	14%	81%	3%
11. Policemen	14%	18%	65%	3%
12. Custom officers	10%	14%	72%	4%
13. Parliament members	1%	14%	82%	3%
14. Local councilors	2%	25%	69%	4%
15. Businessmen	3%	18%	75%	4%
16. Bank clerks	2%	20%	74%	4%
17. Employees of the Center for Fighting Over Economic Crimes and Corruption	1%	14%	80%	5%
18. Others	45%	55%	0%	0%

A15. How often did it become necessary to do one of the following below <u>during 2004</u> when you applied to an officer (doctor, teacher, mayor's office employees, etc.)?	In all cases	In majority cases	In some cases	In no case	DK/NA
1. To offer money to the officer	2%	13%	33%	31%	21%
2. To offer a gift to the officer	2%	11%	28%	37%	22%
3. To offer a favor (service) to the officer	1%	8%	23%	45%	23%

A16. How often did it become necessary to do one of the following below <u>during the last 3 months</u> when you applied to an officer …?	In all cases	In majority cases	In some cases	In no case	DK/NA
1. To offer money to the officer	2%	9%	22%	44%	23%
2. To offer a gift to the officer	1%	8%	21%	47%	23%
3. To offer a favor (service) to the officer	1%	6%	17%	52%	24%

# 4. EXPECTATIONS RELATED TO CORRUPTION

Citizens evaluating the extent to which the society is able to deal with the issue of **corruption**

A4. Have you ever heard about the Center for Fighting Over Economic Crimes and Corruption?
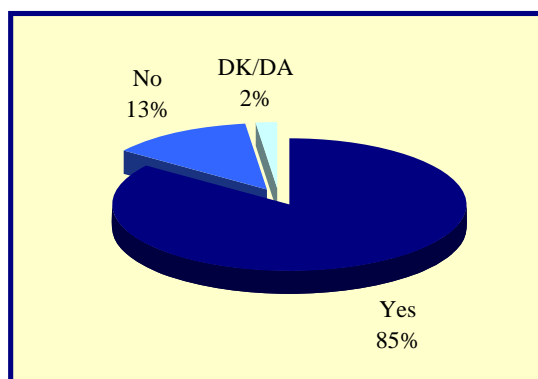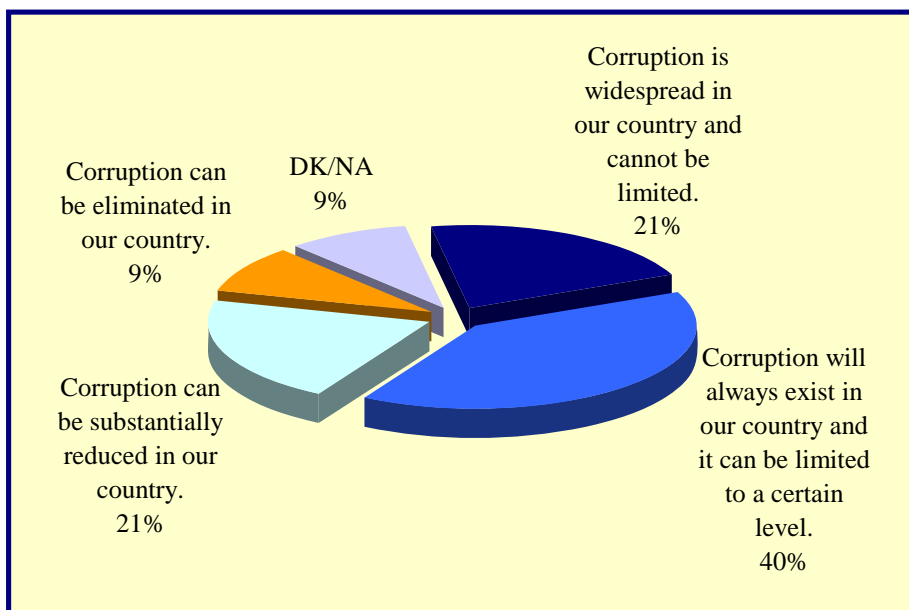

Eight people out of ten stated that they know about the Centre for Fighting Economic Crime and Corruption.

A23. In your opinion, during the last 12 months the fight against corruption has most likely intensified against...?
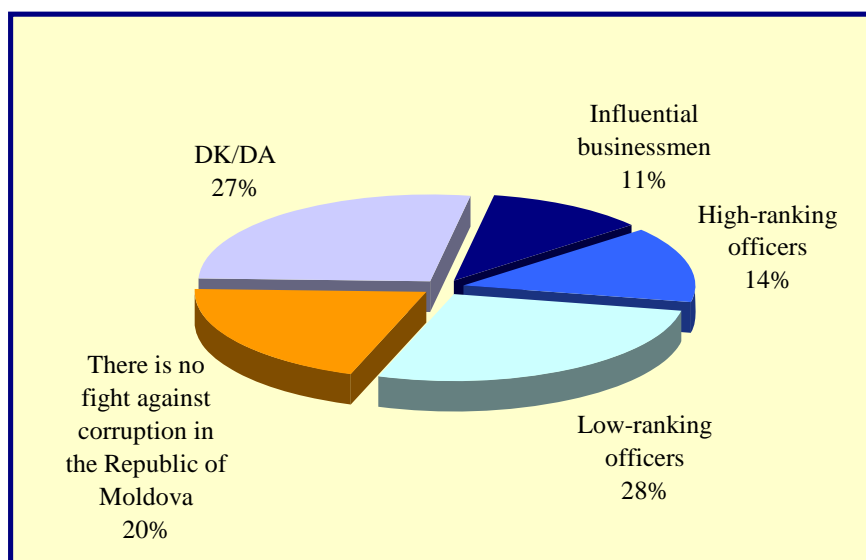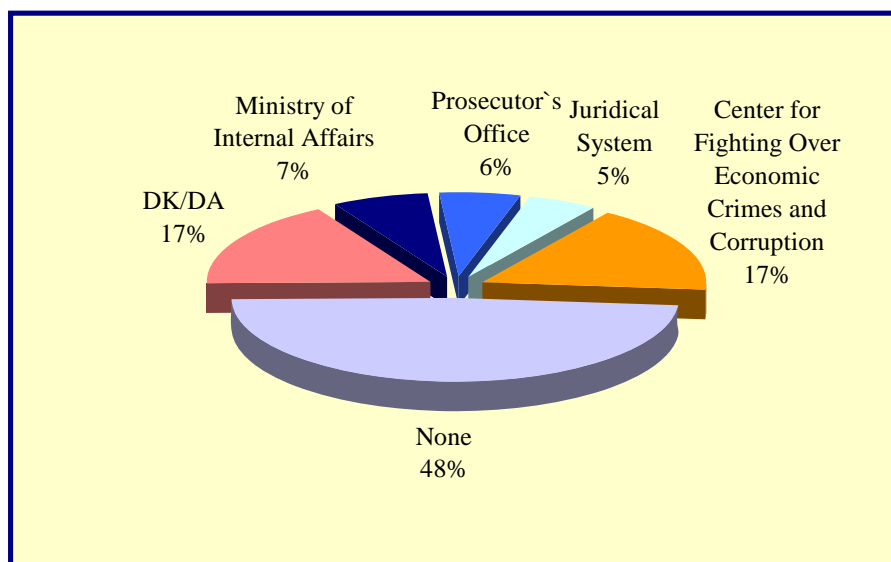

Over one quarter of the population perceives a growing trend of the fight against corruption targeted on low-level servants in the last 12 months, while only 14% say that those targeted by this strengthened fight are high-level servants – perceived by the population as the most corrupt category of servants. Two out of ten respondents think that there is no fight against corruption in the Republic of Moldova.

A26. Which of the following opinions/views is mostly close to your one?

Corruption can be eliminated in our country. 9%

DK/NA 9%

Corruption is widespread in our country and cannot be limited. 21%

Corruption can be substantially reduced in our country. 21%

Corruption will always exist in our country and it can be limited to a certain level. 40%

The population is quite pessimistic about the future related to combating this phenomenon; only 9% think firmly that corruption can be eliminated, while 21% say that it could be reduced substantially, and 40% hope that it can still be contained down to a certain level. One out of five citizens see no solution, no chance in containing the corruption phenomenon in the Republic of Moldova.
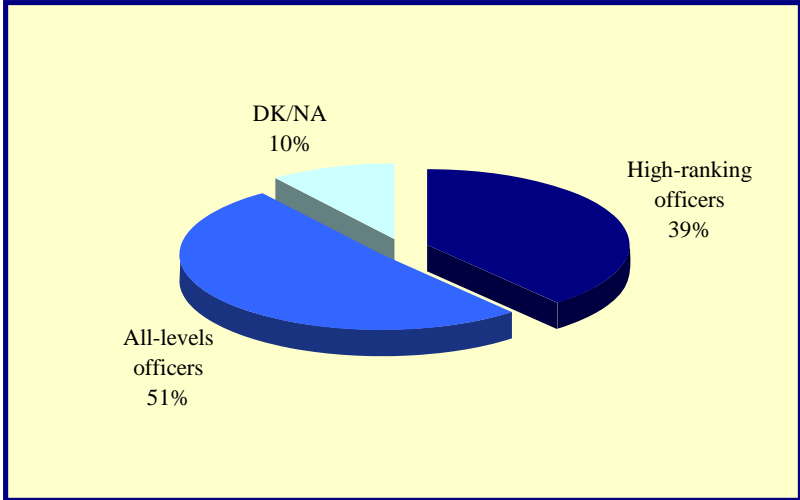
A30. Which of the following institution do you trust the most?

Ministry of Internal Affairs 7%

Prosecutor`s Office 6%

Juridical System 5%

Center for Fighting Over Economic Crimes and Corruption 17%

DK/DA 17%

None 48%

The level of confidence towards various institutions with objectives related to fighting corruption reaches the highest level in the case of the CCCEC (17%); 7% have greatest confidence in the Ministry of Interior, while other 5% place their hopes with the judiciary system. The dominant, however, is different, with 49% having no confidence in any of the institutions mentioned above.

In the population's opinion, the CCEC (Centre for Fighting Economic Crime and Corruption) is a transparent institution, where no corruption deeds prevail.

MOLICO
Project against corruption, money laundering and the financing of terrorism in Moldova
European Commission
Commission Européenne
Council of Europe
Conseil de l'Europe

IMAS-INC MARKETING & SONDAJE
Charting the uncharted

A24. According to you the corruption should be fought against among …?

DK/NA
10%

High-ranking
officers
39%

All-levels
officers
51%

5. POPULATION'S PERCEPTION REGARDING CERTAIN ANTI-SOCIAL TYPES OF BEHAVIOUR

One may notice that the perceptions on such behaviours are divided and take relatively balanced scores with regard to the acceptability or unacceptability of such practices in the case of Parliament members.

However, one may also identify nuances when it comes to accepting an invitation to free lunch / dinner, in order to solve one's problems by making use of one's position – such behaviour is unacceptable for 46% of the respondents. Presents and money are considered by 48% of the interviewed as being accepted by parliament members with a view to solving people's personal problems.

| A10. To what extent in your opinion the following actions below would be acceptable for the parliament members?	Acceptable	Most likely acceptable	Most likely unacceptable	Unacceptable	DK/ NA
1. Invitation to a <u>free lunch/dinner</u> to resolve someone's personal problems using his/her position.	15%	27%	21%	25%	12%
2. An exchange of favors/services to resolve someone's personal problems using his/her position.	13%	31%	20%	24%	12%
3. Accept <u>gifts</u> to resolve someone's personal problems using his/her position.	14%	34%	18%	24%	10%
4. Accept <u>money</u> to resolve someone's personal problems using his/her position.	20%	28%	15%	27%	10%

Sensibly equal percents are seen with regard to government members.

A11. To what extent according to you the following actions below would be acceptable for the government members?	Acceptable	Most likely acceptable	Most likely unacceptable	Unacceptable	DK/ NA
1. Invitation to a <u>free lunch/dinner</u> to resolve someone's personal problems using his/her position.	14%	28%	21%	24%	13%
2. An exchange of favors/services to resolve someone's personal problems using his/her position.	12%	32%	20%	24%	12%
3. Accept <u>gifts</u> to resolve someone's personal problems using his/her position.	14%	33%	19%	23%	11%
4. Accept <u>money</u> to resolve someone's personal problems using his/her position.	19%	28%	16%	26%	11%

Regarding public officers, one can observe that 47% of respondents say that it would be more unacceptable that a public officer from the local administration accept money in the exchange of solving a personal problem.

A12. In your opinion, to what extent the following actions below would be acceptable for the public officers from the local governments, mayors?	Acceptable	Most likely acceptable	Most likely unacceptable	Unacceptable	DK/ NA
1. Invitation to a <u>free lunch/dinner</u> to resolve someone's personal problems using his/her position.	16%	28%	20%	26%	10%
2. An exchange of favors/services to resolve someone's personal problems using his/her position.	14%	30%	22%	25%	9%
3. Accept <u>gifts</u> to resolve someone's personal problems using his/her position.	15%	30%	21%	25%	9%
4. Accept <u>money</u> to resolve someone's personal problems using his/her position.	18%	26%	17%	30%	9%

A17. What would you have done if you had to resolve an important problem and the officer (doctor, teacher, public officer from the mayor's office, etc.) would have openly asked for money to resolve it?
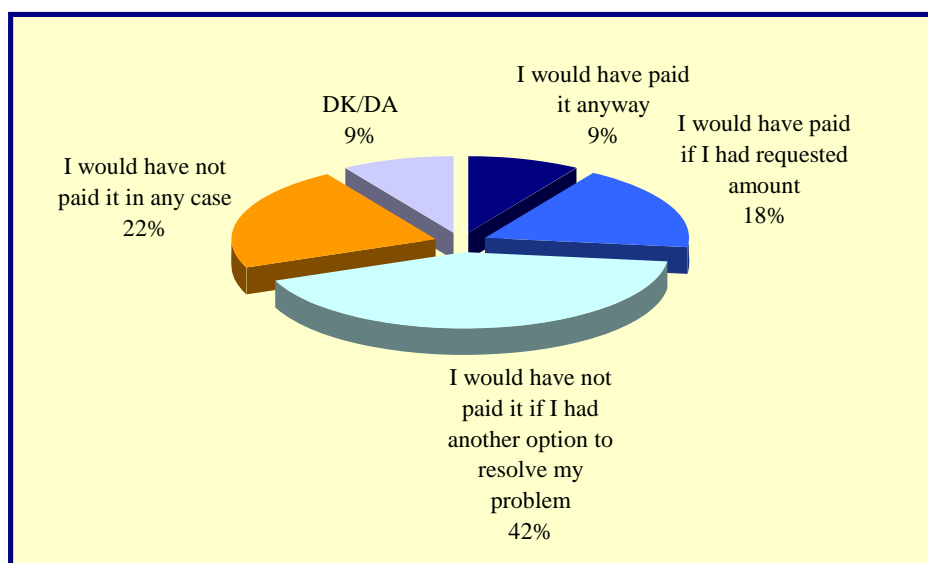

One of ten respondents say that they would have paid anyway, irrespective of the consequences; two out of ten would have paid if they had the amount requested; four people out of ten say that they wouldn't pay, if they could find another solution to solve the problem, while one fifth of the respondents wouldn't pay in any circumstance.

One may notice that around two thirds of the population would be willing to pay in exchange for having a problem solved successfully and quickly. The socio-demographic profile of people who would rather be willing to pay is as follows: men aged between 18 - 44, medium education, incomes above 1000 lei, high social-economic standards, irrespective of their environment of origin – urban or rural.

6. AWARENESS ON THE CORRUPTION-FIGHTING MEASURES INFLUENCE OF THE MASS MEDIA

**A18. To what extent you are aware of the government's actions to fight over the corruption?**
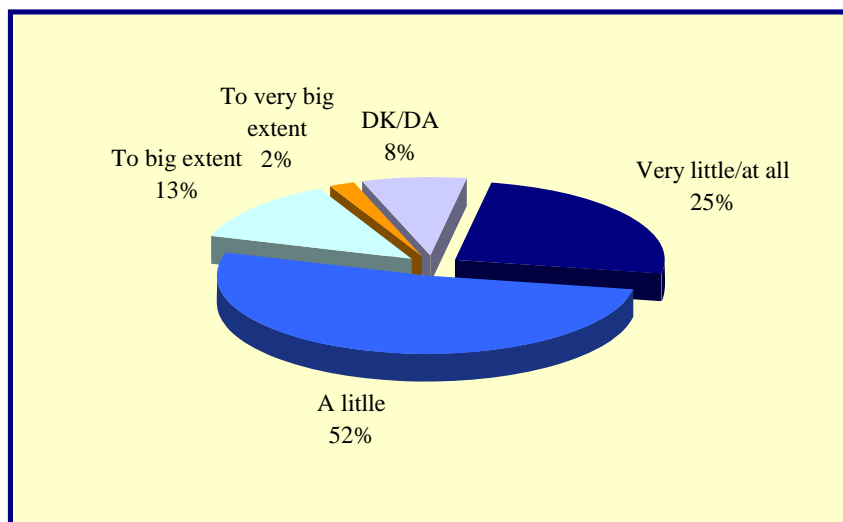
One may notice that every sixth person declares that he/she is aware of the measures undertaken by the Government with a view to fighting corruption, while half of the respondents are aware to a very small extent, and around one fourth are almost not aware or not aware at all of what these measures are, to fight against this anti-social phenomenon.

A19. To what extent do you think the mass media of the Republic of Moldova covers the corruption problems?
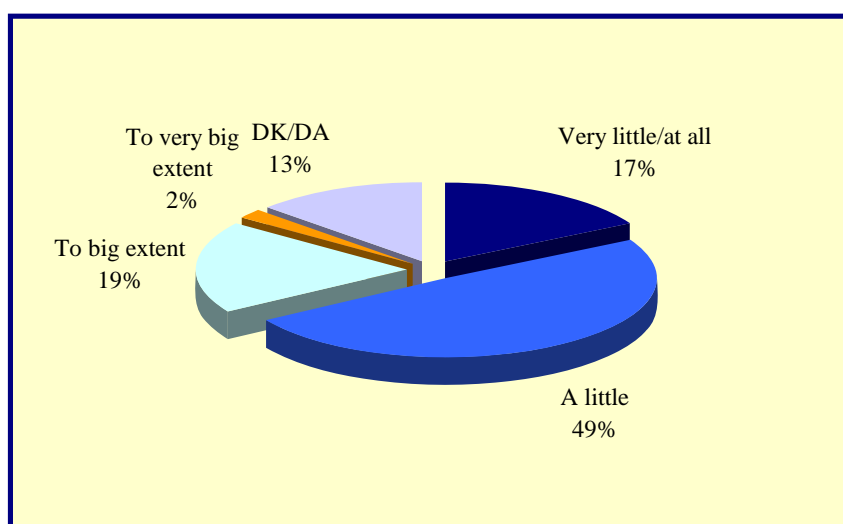
Every fifth person reckons that the mass media, in most cases, gives coverage to topics related to corruption, while two thirds of the respondents state that such issues are pointed out to a very small extent or at all.

A20. How often in your opinion the mass media of the Republic of Moldova presents cases of corruption committed by the public officers (of different levels)?
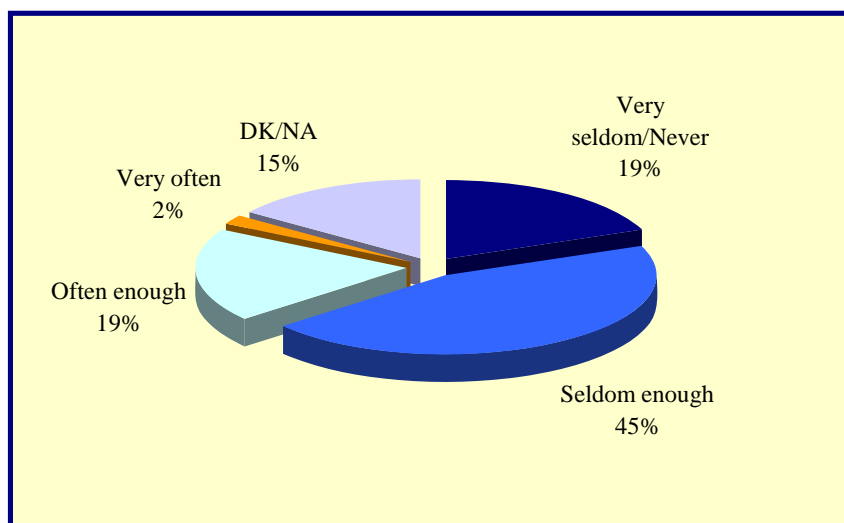
One fifth of the respondents think that the mass media presents the corruption cases involving officials of various ranks in most of the cases, while 66% of the respondents state that it happens very rarely or almost never.