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影響蒙古政府公務員信任的因素研究

A Study on Factors Affecting Civil Servants' Trust  
in Mongolian Government

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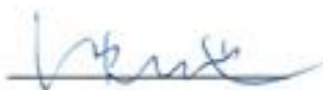
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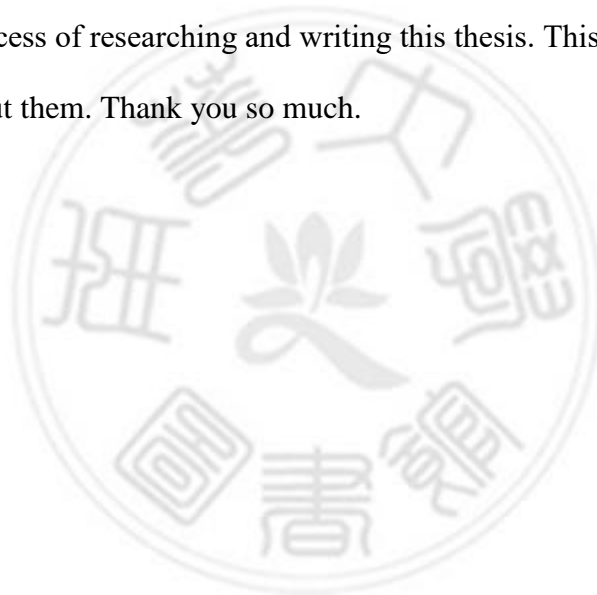


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## • 中文摘要

本研究的目的是探討影響蒙古公務員信任政府的因素，該研究旨在回答特定的研究問題。

蒙古的公務員應在公眾的支持和信任的基礎上，為國家社會提供可靠和真誠的服務。因此，本研究向 328 個受訪者分發調查問卷，其中包括蒙古國家政策局、醫學研究多個領域的醫生和蒙古幾個部門的消防員，他們構成了幾類公務員部門服務。使用基本分析途徑—包括人口統計分析、描述性分析、相關性分析以及可靠性和有效性分析—來進行收集的數據分析，SPSS 22 則用於測量數據。

本研究使用次要來源作為論文的主題，以發現研究假設之間的相互關係。

**關鍵字：**信任建立、政府信任、合作努力、可感知的信任度、預期的蒙古合作



## • **ABSTRACT**

The purpose of this study is to explore factors affecting civil servants' trust in government in Mongolia. The study seeks to answer specific research questions.

Civil servants in Mongolia are to provide society with reliable and sincere services based on public support and trust. Therefore, survey questionnaires distributed to 328 respondents including the National Policy Agency (NPA) of Mongolia, doctors from several fields of medical studies, firefighters from several divisions of Mongolia, which make up several categories of the public servant sectors services. Collected data are analyzed using basic analysis approaches – including demographic analysis, descriptive analysis, correlation analysis, reliability and validity analysis. SPSS 22 was used for measuring the data.

The present researcher used secondary sources for the thesis to find the co-relationship between the hypotheses of the researcher's topic.

**Keywords:** Trust Building, Government Trust, Collaborative Efforts, Perceived Trustworthiness, Expected Cooperation in Mongolia

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## • **CHAPTER ONE: INTRODUCTION**

### **1.1 Background**

The salaries of the private and public sectors are very similar in Mongolia, but private-sector jobs come with more stress at work and as a result, a lot of young people want to get into government offices such as civil servants, but not highly qualified ones. Due to the fact that there are very few companies that will motivate young people to become good CEOs in Mongolia, perhaps qualified graduates prefer to work in, or go abroad for better jobs. Therefore, Mongolia has an urgent need to keep the trust of civil servants to attract qualified workers in government agencies. Thus, Civil service reform is always politically difficult and many of the current problems in Mongolia's civil service are that there are reports that identify having political roots.

However, the economic crisis does provide an opportunity as it has underlined the problems associated with the current policies. For example, there is a recognition that regular across-the-board salary increases are no longer sustainable and that there has to be a more sophisticated approach to remuneration going forward, which in turn requires simplifying civil service pay to enable tighter expenditure controls, reduce horizontal inequities, and increase transparency, and better payroll administration gave the significant claims of the civil service on public expenditures (World Bank, 2018). The size of the civil service in Mongolia, as measured in the number of sanctioned government posts, has increased steadily following the transition from socialism, from 154,000 employees in 1995 to 322,000 in 2017. The support service makes up 73 percent of the civil service, followed by the special services (18 percent), and the administrative service (7 percent). At 4.4 civil servants per 100 people, the Mongolian civil service is large in per capita terms, in part a reflection of Mongolia's geography and the high unit costs of delivering services to a scarce and scattered population.

It is also large in terms of its fiscal impact, with the total wage bill increasing more than six-fold in nominal terms between 2008 and 2018, and average civil servant real wages tripling over this period, on account of several rounds of salary increases. The wage bill now comprises over a fifth of total government expenditures. The civil services of many low-income countries are characterized by a very large proportion of unskilled staff in the lower grades and a relative dearth of professional and managerial posts.

An analysis of the different types of positions within the Mongolian civil service and the educational qualifications of civil servants suggests that roughly a fifth to a quarter of civil servants can be categorized as low or semi-skilled, a significant proportion and indicative of the partial social welfare rationale of public sector employment. The geographic distribution of civil servants in Mongolia is quite equitable, in contrast to many developing countries, with even the remote western provinces with similar per capita deployment of staff. Proximity to Ulaanbaatar does play a role in the geographic distribution of skill level with the Ulaanbaatar and the eastern provinces having a higher proportion of advanced degree holders and a lower proportion of civil servants with only primary or secondary school qualifications. By contrast, the functional distribution of civil servants is inequitable, with a number of important agencies - notably the Ministry of Finance, the audit and oversight agencies - grossly understaffed and other less important agencies overstaffed.

The lack of professional civil service has not been of concern in Mongolia in recent periods. Highly politicized civil service, recruitments based on political affiliations, alleged bribery in connection with the appointments in the public service and high turnover of staff after each political change, have persisted as key challenges (Fourth round of monitoring Mongolia, OECD 2019).

Mongolia adopted a new civil service law and related secondary legislation. Enforcement of this reform requires strong leadership and adequate capacity of the Civil Service Council backed with the political support by the Cabinet of Ministers. It is key that the CSC is free from political influence and has the ability to carry out its functions efficiently. Mongolia is encouraged to ensure the stability of its professional civil service, increase the competitiveness of civil service salaries and ensure transparent and fair remuneration. Human resources management information system should be put in place to ensure evidence-based reform and efficient management of the civil service. High-level corruption is pervasive in Mongolia. The recent corruption scandals, including “SME case” and “60 billion tugrik case” followed by large scale protests by citizens of Mongolia illustrates the magnitude of the problem. Against this background, the enforcement of integrity regulations in relation to political officials has remained weak. Mongolia is recommended to ensure proactive, systemic and consistent enforcement of integrity regulations with the focus on high-level political officials; provide objective verification of their asset and interest declarations; adopt codes of conduct for political officials and provide training, consultations, and guidance to political officials on their practical application (Fourth round of monitoring Mongolia, OECD 2019).

That is why civil servants are losing their trust in government in Mongolia. Although trust is considered one of the critical components of good governance (Wu, Ma, and Yu, 2017), civil trust in governments has decreased significantly in recent decades (Gordon, 2000; Park et al., 2015; Welch, Hinnant and Moon, 2005). According to Bouckaert and van de Walle (2003), on the one hand, politicians, journalists, and citizens show concern about the decrease in confidence in the government. On the other, this lack of confidence lessens the legitimacy of governments and makes it complicated for citizens to agree with public policies, which becomes a major problem when these policies mean unpopular measures in times of crisis.

This concern has to do with the diminution of social and political trust, the confidence of citizens in their political leaders, in governmental institutions and beliefs in democratic norms and values (Choi and Woo, 2016). Trust is a concept surrounded by conceptual ambiguity. "Trust is not the subject of dominant sociology" (Luhmann 1998). Despite many studies, there appears to be a lack of generally accepted trust definitions (Lewis and Weigert, 1985). New large-scale studies have tried to bring more order. The concept of trust is closely related to risk and expectations. Trust is used as a substitute for risk, but it is also a risk for trustees. Trust implies that others do their best to take care of our interests and that they will not benefit us and will not harm us. Therefore distrust means personal vulnerability due to uncertainty about the future behavior of others. "We're not sure, but think they're not positive or at least they're going to endanger us" (Baier 1986). This means no certainty.

Thus, the explanation for the increase in distrust caused by the evolution into a postmodern society seems very acceptable because people are increasingly faced with uncertainty. Trust helps to reduce uncertainty. "Showing yourself is to predict the future. The future is acting as if it is certain" (Luhmann 1979). Sztompka has a shorter definition: "Trust is a bet on accidental behavior of others" (Sztompka 1999)<sup>1</sup>. Impairment is a desirable outcome even if a political system (or part of it) is not monitored. [...] (Gamson 1968). Coleman describes trust as a subcategory of risk. Determining whether trust is provided is the expectation of profit (Coleman 1990; Ruscio 1996).

Therefore, trust is not absolute, but always conditional and contextual: without expectations, choices or uncertainties, we cannot talk about trust. You can't talk about trust because one of them is completely inferior or dependent, and it's clear that trust is not necessary for certain situations. Luhmann differentiates trust and trust. Trust is familiar things are stable. It's a natural attitude that

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<sup>1</sup>Trust consists of seven elements: regularity, efficiency, reliability, representativeness, fairness, responsibility and charity. Sztompka, 1999.

you'll stay in. If you don't consider alternatives, you'll be in a trusted position (Giddens, 1996; Luhmann, 1998). Most trust research deals with interpersonal trust, or interpersonal trust, where interpersonal trust is sometimes dealt with at the global level, but game theory, for example, inter-personality between two or more people at the most basic level a relationship is dealing with (Hardin 1998). Trust goes into computational behavior Trust is a strategy of maximizing each usefulness Trust is an encapsulated expression of interest I want others to act according to my interests for other reasons (Hardin 1999). But this rational choice approach, considering trust in the framework of personal interest, cannot explain the existence of trust in the public.

The institutions were created because direct and personal relationships were not always possible. Reward structures are central to the performance and motivation of civil servants. Mongolia has one of the most complex civil servant pay regimes in the world, and this complexity has created considerable inequities in compensation, seriously impacted staff morale, and weakened centralized control over the establishment and the payroll. Reform of the civil service grading and compensation structure is required for both fiscal sustainability and for improving public sector productivity. The new compensation regime should be simple and transparent, provide equal pay for equal work, and adequately compensate employees through their careers (Document of the World Bank, 2009: 5-6).

The current grading structure results in significant horizontal inequities. Mongolia's grading system can be classified as one in which the allocation of grades to jobs appears to be based primarily on the status of the organization employing the post-holder, with status a function of organizational distance from the center of administrative power (Ulaanbaatar). Similar jobs are graded differentially, and therefore compensated differently, depending on the organization to which the job belongs (Document of the World Bank, 2009: 5-6).

The civil service compensation system combines: a) complexity of pay, b) non-uniformity of pay across the civil service, and c) for the support services, managerial discretion in setting pay. Civil servants' compensation consists of basic pay, allowances, and extra payments. The types and magnitudes of allowances varies by service, and within the support service by sectors, and, for the support services in particular, is largely at the discretion of the general managers of budget entities and does not require approval by a central authority. For the administrative service, allowances and extra payments contribute roughly 30 percent of overall monetary compensation, with the proportion higher for support civil servants. The complex pay structure with a number of

allowances and extra payments exacerbates these grading inequities as pay is driven by the personal characteristics of the employee rather than the features of the job and, combined with the considerable managerial discretion in setting pay, results in a non-transparent compensation regime (Document of the World Bank, 2009: 5-6).

Pay scales are very compressed, particularly for some key service delivery staff like nurses and teachers whose careers require grade structures that provide for salary progression over a period of many years ('career grades'), but at present are essentially confined to one or two short grades. The pay increments in the pay scales also overlap to a considerable degree resulting in a rather random pay distribution that appears to serve no organizational purpose. The provisions for performance pay in the PSMFL are also unrealistic and inappropriate for Mongolia in its stage of development. Performance pay is currently only being given to teachers and medical professionals, and is distributed not on the basis of any real performance criteria but largely as a means to utilize surplus funds in the salary budget on account of vacant posts.

Payroll administration in Mongolia is decentralized to the individual budget entities, with each of the five thousand budget entities maintaining the register of annually approved staff positions and actual employee databases, and preparing the twice-monthly payroll using this data and the host of relevant pay regulations. This decentralization, together with the complexity of pay structure and pay policy, significantly weakens the fiscal controls of the Ministry of Finance and hampers budgetary planning (Document of the World Bank, 2009: 7-8).

The post classification and compensation structure of the civil service needs to be reformed in order to provide the appropriate incentives for recruiting, retaining, and motivating skilled staff, through the principle of equal pay for equal work. The reform would entail moving, in a sequenced manner, to a job-based system in which employees are paid according to the responsibilities of the job they perform and receive equal work for equal pay regardless of the institution in which they are employed. The recommendations following from this analysis are threefold: first, a policy decision on simplifying pay by merging all the allowances and extra payments into basic pay. Second, a phased sequence of analytical activities in order to achieve this reform, which includes job evaluations, the development of a simplified grading structure, and pay surveys to insure that compensation remains competitive with the private sector. Finally, and importantly, in order to be successful these activities require broad ownership by the government and effective coordination

between the concerned stakeholders, in particular the Civil Service Council, the Ministry of Social Welfare and Labor, and the Ministry of Finance (Document of the World Bank, 2009: 7-8).

Mongolia also needs to develop an automated, centralized payroll for enhanced establishment control. The long term objective of the Government should be a system in which the Government maintains all relevant data on posts, personnel, and the pay regulations and runs the payroll. Such a system would practically need to be developed in a phased manner as it would entail a radical departure from the decentralized business processes currently in place, and ideally should be introduced after the compensation structure has been simplified. A feasible V interim step should be the development of a centralized database that captures this information and allows for better financial planning and modeling. (Document of the World Bank, 2009: 7-8).



## 1.2 Statement of the Problem

In 2015, the Mongolian Economic Forum was held under the theme "Trust". At the center of time, there was always a lack of confidence in government everywhere even civil servants. As I mentioned earlier due to lots of different factors the lack of professional civil service has not been of concern in Mongolia. The confidence of foreign investors in Mongolia has decreased. This has made the subject of trust very popular in the case of mutual trust in civil society and politics.

The current report is an analytical account of the state of the public's perception of governance, between 2008 and 2015, in the European Union and in the EU Member States (EU MS). The reason why this is mentioned is because this provides examples of the importance of the public's perception of governance. It considers public integrity as well as general trust and is a test of basic explanations as well as a hopeful attempt to offer an alternative approach that will allow more objective monitoring of governance. The main argument here is that economic performance alone does not explain the perceptible decline in trust, although it certainly renders Europeans more aware of how they are governed and more sensitive to it. Reduced trust reflects what Europeans in many member states perceive as both a decline in the quality of governance and the failure of current policies to redress it. More than fifty percent of all Europeans now believe that the only way to succeed in business in their country is by exploiting political connections, with only something fewer than a quarter of all Europeans agreeing that their government's efforts to tackle corruption are effective. The countries where citizens perceive higher integrity and better governance are those which have managed to preserve high levels of trust despite the economic crisis. (Analysis of the perception of the EU and EU's policies abroad, 2015). These reports are used as an example as to why trust is an important issue when it comes to governmental matters.

It is important to increase public servants' trust in government. It is essential to have the proper development and implementation of policies for effective development and effective cooperation. Trusted officials can use their skills, discretion, and autonomy more flexibly to improve their efficiency, responsiveness, and effectiveness. As a result, public trust was a major problem in public administration and political science, many researchers focused on public trust, an important issue for the government, and researchers were unable to agree on a common explanation. Therefore, the present study will discuss more on trust itself and its influencing factors. Trust has been identified as important for the functioning of efficient networks (Lambright, Mischen and

Laramee 2009). It is important to build relationships. Trust creates loyalty and lasting relationships. Since long-term relationships are less expensive for all agencies, including the service, trust is important in all respects because it is a key factor in all kinds of relationships (Gummesson, 2008).

For a well-working market economy, equal treatment of all economic agents is essential. Bias against specific economic actors explicitly violates the principle of arm's length and satisfies the necessary requirements of bribery. There's no corruption if there's no bias. The World Bank frequently employs an alternative definition of corruption that stipulates "abuse of public offices for private gain."

This definition addresses and links corruption to the state, its activities, its state interventions on the market and the existence of the public sector, and considers the cause of corruption in the public authority. In other terms, this concept excludes the possibility of private-sector bribery and focuses exclusively on public-sector corruption. The Nobel prize winner Gary Becker claimed that "if we dismantle the state we are abolishing bribery." The problem with the alternate concept is that bribery is not all abuses in public office. Some are simple robbery, fraud, misuse or similar activities, but no corruption. It is no bribery - it is a felony, just another kind of fraud if a senior government official actually unlawfully appropriates the sum of money from his budget without providing service or benefit to anyone. It is socially unacceptable, yet bribery is not yet acceptable, and corruption is not the only socially unacceptable or illegal issue.

Therefore, extortion is something that provides an explicit infringement of the rule of law, but since no benefit occurs for the person who has suffered extortions<sup>2</sup>, such a breach is not bribery. It is important to distinguish between bribery and other illicit acts since corruption reasons and corruption practices are usually or may be very distinct from other forms of illegal activity. The period of economic recession following the period of high growth in the country calls for the explanations for low production levels of SMEs. While SMEs make a major contribution in many countries of the world to GDP and jobs, the Mongolian economy has not attained the same level despite Mongolia being 35th in the World Bank's Doing Business 2017 rating, increasing its rating by 16 points as compared to "Doing Business 2016."

Mongolia has entered the top ten countries with a large number of business climate reforms. For the fourth time in the past 12 years, the World Bank has identified the country as the best reformer. The nation was the sixth in the "Doing Business 2017" metric for the safety of minority

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<sup>2</sup> Such as a judge or a prosecutor.



shareholders. Systematic research on the role of "Doing Business" by the government of the Republic of Mongolia was followed by progress. There were also unparalleled steps taken to improve the business environment and to alleviate the bureaucratic burden on industry by updating existing legislation, strengthening the regulatory approval process, simplifying business establishment processes and maximizing State regulation and oversight structures.

Simultaneously, the World Economic Forum estimates that graft was fifth among Mongolia's most important business issues (Schwab 2017: 220). The ranking of the country in the Transparency International Corruption Perceptions Report was not entirely adequate. In 175 countries Mongolia holds 131st position (CPI 2016).

The threat of corruption raised by political corruption and systematic judicial bribery of companies operating in Mongolia. The Criminal Code and the Anti-Corruption Act, which prohibits active and passive bribery and abuse of office, are important anti-corruption laws. The statute does not clearly define and is not consistently enforced in anti-corruption offenses. The fee of assistance shall be a grey area and contributions would generally be treated as bribes, not specifically mentioned in the legislation. Up to 10 years in prison and fines are the total penalty. Mongolia has signed the UN Convention on Abuse.

In the judicial system, there is a high risk of corruption. The judiciary in Mongolia was due to bribery, nepotism, and violations of human rights (BTI 2016). The constitution guarantees the independence of the judiciary, but outside pressures remain (HRR 2014). A failure to provide guidance, staff and resources makes the judiciary corruptible, especially when large sums of money are involved (ICS 2015)<sup>3</sup>. Irregular fees or bribery are often traded for favorable court decisions (GCR 2015-2016).

Companies consider that existing legislation is not effective for transparency and corruption-free business environment and that the legal framework is ineffective in regulatory challenges or settlement of disputes (Asia Foundation Sept. 2015; GCR 2015-2016). Two-thirds of respondents to the Mongolian study thought their judicial conduct was unfair (Asia Foundation, Jun. 2015). The conviction and imprisonment of three employees in the mining industry in 2015 suggest that Mongolian tribunals do not fully comply with due process principles. Foreign shareholders are at danger of being coerced and refused their exit visas to resolve legal issues in disadvantageous terms

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<sup>3</sup> E.g. cases against a domestic government agency of large foreign corporations or a well-connected Mongolian private citizen.

(ICS 2015; Forbes, Nov. 2014). Corruption records are not accessible to the police. The police force provides inadequate procedures for the prosecution and deterrence for violence (HRR 2014). Companies find that police can only report few losses due to crime and abuse can be relied on always (GCR 2015-2016). Corruption in the acquisition of public licenses or services constitutes a high risk for companies in Mongolia. Most companies are affected by corruption in the public sector (Asia Foundation, Sep. 2015). Rarely are illegal fees for public services and fewer people claim direct involvement in smallholders' bribery (GCR 2015-2016; Asia Foundation, Jun. 2015). Six percent of the Mongolians surveyed reported paying bribes in the last three months, usually facilitation payments (around MNT 277,000 each averaging). (Asia Foundation, Jun. 2015). One company in three expects to provide donations or exchange informal payments to be granted an operating license on average (ES 2013). Half of the companies surveyed expect protection from corruption (ES 2013).

Mongolia ranks as one of the least populated countries in the world (Telegraph, July 2015). Mongolia is big. It affects the delivery of public services, many of which are inadequate since many regions of the country still do not have a daily electricity connection (BTI 2016). For businesses, it takes on average 79 days to receive energy in a newly built warehouse (DB 2016). It takes only 6 days to start a business and costs significantly less than elsewhere in the area (DB 2016).

Mongolia has a high risk of corruption in its land administration. The Land Use Agency has been identified as Mongolia's most corrupt institution by citizens (Asia Foundation, June 2015). Investors do not find land expropriation an issue, but the distribution of liability between the federal, provincial and municipal authorities remains uncertain. There is no clear understanding. This could lead to a loss in Mongolia of ownership rights (ICS 2015). Property and contract rights are generally acknowledged, but the law enforcement is weak given the inefficiency of the judiciary and their vulnerability to political interference (BTI 2016). It takes considerably less time to register properties than anywhere else in the world, and building quality control is extremely high. (DB 2016).

In the tax system, there is a high risk of corruption. Companies record regular annual tax bribes: 20% of companies plan to contribute in meetings with tax officials (GCR 2015-2016; ES 2013). There is a significant difference in citizens' view of bribery in tax administration, but Ulaanbaatar people are more susceptible than rural citizens (Asia Foundation, Jun. 2015).

In 2015, the Mongolian Court found three former employees of South Gobi Resources, the Canadian mining company, to be culpable for tax evasion. Both have been sentenced to five and six years' incarceration respectively, while USD 18 million has been charged (Bloomberg, Jan. 2015). The triennium inquiry on suspected infringements of anti-corruption laws and infringements of taxation regulations has been criticized for its effect on employment and the handling of foreign nationals by Mongolia (Bloomberg, Jan. 2015). It has also highlighted the rule of law which makes employees liable for wrongdoing in an organization and enables authorities to avoid witnesses leaving the country for visa prohibitions (Bloomberg, Jan. 2015).

The customs service is at high risk of corruption; fraudulent transactions are common in imports and exports of products (GETR 2014). In the course of their jobs, ten percent of firms in the trade field face bribery (AsiaFoundation, Nov. 2015). 19 percent of companies expect to swap informal payments to officials when they receive an import license (ES 2013). Customs officials in Mongolia are regarded as dishonest (Asia Foundation, Jun. 2015). Companies consider a competitive disadvantage of the lack of transparency and quality in border administration (GETR 2014).

In the public procurement market, corruption is a very high risk. Most of the Mongolian firms surveyed document government procurement and contracting bribery (Asia Foundation, Nov. 2015). Irregular gifts and rewards are often traded for public contracts and permits. Gifts to win government contracts are expected by one in four businesses (GCR 2015-16; ES 2013). All government procurement of goods and services is required under public procurement law by means of tenders, but such tenders are often won by politically well-connected entities (BTI 2016). Special risks of corruption arise for large infrastructure projects, although there is a rapid expansion of electronic procurement (increasing transparency) (OECD, Oct. 2015).

Companies can access the Mongolia government procurement department website for more information on e-procurement. Companies in Mongolia should use a specialist method to mitigate the risks involved with government procurement due diligence of public procurement.

The mining sector in Mongolia is considered highly susceptible to corruption. Most firms classify mining among the most vulnerable sectors to corruption (Asia Foundation, September 2015). Approximately 80% of the FDI is directed at the mining industry, but government involvement in recent years has discouraged investors. According to the Minerals Act and the Nuclear Energy Law, the government is authorized to acquire stakes from 34% to all other deposits considered strategic for the nation which often includes mining (ICS 2015). The willingness for

investors to comply with conflicts of interest emerging as a regulator as well as an owner-operator has been questioned (ICS 2015). In 2013, 106 mining licenses issued by an official found guilty of bribery are suspended by a criminal court (ICS 2015).

Mongolia complies with the Accountability Framework for Extractive Industries. The Anti-corruption Legislation (ACL) and the Criminal Code deal with corruption, but there is no clear definition of crimes in law (OECD, Oct. 2015). Implementation is also inconsistent (ICS 2015). The Criminal Code forbids corruption and money laundering by agents and contractors, as well as active and passive bribery. The sentence includes up to 10 years' detention and/or fees. There is no discernment between public and private officials in the Criminal Code so that corruption is criminalized in the public sector by generic bribery laws (OECD, Oct. 2015). As the largest investigative body, the ACL establishes the Independent Anti-Corruption Agency (IAAC). The ISA. Gifts are primarily protected by prohibitions against bribery, but facilitation fees tend to be a gray area. In the Public Services and Conflict of Interest Regulatory and Private Interest Act, officeholders and parliamentarians will disclose their property quarterly to the IAAC (BTI 2016). Every year. Despite a number of high-level prosecutions, effective enforcement barriers exist. Mongolia has signed the United Nations Convention against Corruption but is no Party to the OECD Convention to Fight Bribery. Law provides for and exercises protection of rights in meetings and assembly (FitW 2015). There are numerous free action organizations in climate, human rights, and health and trade unions. (FitW 2015).

Nevertheless, the bulk of print and television networks are associated with political parties that show bias (FoP 2015). The media landscape is varied. The public and private media also face political pressure and often lodge defamation cases against reporters against public figures or private organizations (FoP 2015). Defamation is a criminal offense for which the offender is responsible for evidence; it may be punished by penalties from 51 and 150 times the national minimum monthly wage<sup>4</sup> or with jail terms varying between three to six months. (FoP 2015).

Corruption is the profoundly anxious and wide-ranging problem tolerated so far in Mongolia. It has become a very serious issue. Mongolia ranks among the world's top three corrupt countries and the perception of bribery is increasing each year according to Transparency International. The case of President Enkhbayar and Elbegdorj, one of the recent scandal of big companies in Mongolia,

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<sup>4</sup> Approximately 6,000 US dollars to 17,000 USD.

where President Ulaanbaatar sold the business an estate at 1/100 of value, that Parliament has recently adopted a bill against him to cancel the sale.

Corporations in Mongolia view corruption as an enormous obstacle to their development, but some large companies are glad that it will improve their opportunities in this situation. To Transparency International, corruption is the major problem for SMEs because small and medium-sized businesses can not manage bribe and do not realize that this can be achieved through legal proceedings or if they have a lot of knowledge of the legal costs so that they can allow the bribe.

In South Asian region Bangladesh, Nepal and Sri Lanka have some distinctive sociocultural and historical characteristics, which are assumed to have some effect on shaping public servants' trust. According to SDSA Report<sup>5</sup> on the unique socio-economic profile of this region, state is seen as the main source of service provider as well as facilitator (Shastri, Palshikar, & Kumar 2017). Bangladesh is among the fastest growing developing countries in south Asia. With a big homogeneous population, religious harmony and lower literacy rate Bangladesh is moving ahead with great hope. However, despite her impressive economic growth her governance does not have good reputation due to the poor response of its public institutions, bad reputation about corruption, transparency and representative democracy. Its members of public institutions have been marked with nepotism, favoritism, partisanism in frequently violating standard operational procedure for personal interest that are going against common interest and hampering public servants' relationship with public institutions.

Consequently, the trust level has been likely to go down. To regain public trust and reducing the gap between citizen and bureaucracy a good number of reform initiatives have been taken in recent times following donor agencies' prescriptions. Now it is curious to see whether these reforms in public institutions have been able to help regain trust in civil administration in Bangladesh.

On the other hand, Nepal has been going through her transition period from monarchy to democracy. With mostly homogeneous population and little literacy and economic growth Nepal is growing slowly largely depending on tourism. Coming out of monarchy Nepal has been able to draft a new constitution highlighting democratic norms and encouraging social, political and economic inclusion. Therefore, it will be interesting to see the level of public servants' trust Nepalese public institutions are enjoying after these changing scenario. Compared to Bangladesh and Nepal Sri Lanka has gone through more volatile situation. She had suffered from ethnic

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<sup>5</sup> Status of Democracy in South Asia (SDSA) Report II.

violence and political instability for nearly 30 (thirty) years until the defeat of Tamil Tigers<sup>6</sup> in 2009. After the civil war is over the incumbent government has been trying to restore stability and maintain good governance practices. With a limited population within a very small landscape, Sri Lanka is still suffering from ethnic division, exclusion of minority from enjoying equal rights. Still the literacy level and some other human indicators are reflecting their promising future. In this backdrop, the trust level of public servants' may be interesting to look at to compare it with other two countries in the same region. Some research have been conducted on trust regarding Bangladesh and Nepal. Other research has been conducted based on particular institution of individual country.

However, the lack of quality data from opinion survey overtime for many countries has made it difficult to empirically establish a general trend of citizen trust on public institutions. Moreover, there are few study conducted on cross-national pattern of public servants' trust in public institutions. According to Van De Walle et al. (2008), existing cross-national opinion data suggest overall unclear picture and it appears that there. Public servants Trust in Civil Service in South Asia: does it follow a common pattern? are overall mixed trend in public opinion; whereas there is evidence of decline in trust in some countries, others experiencing shuttle increase or no significant change. Public servants ' trust in the public sector is found to fluctuate, and the data generally do not show consistently declining levels of trust. However, there are still scope of research on the comparative status of public servants' trust in Bangladesh, Nepal and Sri Lanka focusing on the major factors creating the difference among the countries, which have been unstudied or understudied.

The Cabinet Secretariat of Mongolia and the Ministry of Personnel Management of the Republic of Korea signed a Memorandum of Understanding on March 14, 2019. The parties will cooperate on policy planning and implementation of innovation in the field of public human resource management including recruitment, performance, and compensation; public policy on human resource development to strengthen meritocracy and professionalism of civil servants; promoting diversity in public service; information systems for public personnel administration; Senior Civil Service system; ethics and discipline in the civil service from 2019-2021. Some activities will be carried out and supported by the UNDP project "Towards a Professional and Citizen centered Civil Service in Mongolia". (Montsame.mn)

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<sup>6</sup> The deadly armed guerrilla fighters group consisting of Tamils who fought for years in the name of LTTE demanding a separate and independent province in Jafna, Sri Lanka.

The Korean society is challenged by ever-increasing global competition and demographic changes driven by aging population. In order for Korea to continue its growth and development under these unfavorable conditions, it is essential for the government to provide necessary regulatory reforms and proactive field response. (Montsame.mn)

Hence, we seek to promote a public service culture in which civil servants will actively perform their duties and take self-initiatives to abolish unnecessary regulations and mundane practices. By punishing civil servants for non-initiating and low risk-taking behaviors that puts citizens at inconveniences, and by providing civil servants taking proactive and self-initiating behaviors with rewards and incentives, our government is committed to fostering a public service culture for ‘proactive governance’. (Montsame.mn)

Moreover, in order to adequately cope with changes in administrative environment, our Ministry is preparing a policy innovation which aims to reform human resource (HR) policies overarching the entire public service life-cycle from the entry into public service, employment period and to the retirement. This means that we will overhaul HR policies that are outdated and fall behind current policy and socioeconomic environment. We will create a virtuous cycle of public service HR management where high caliber talents 1) enter civil service through a fair recruitment system, 2) continue capacity building and accrue professional expertise and get rewarded for their skills and performance, and 3) contribute their know-hows and expertise attained from years of public service to the society after retirement.

Hwang Seo-chon said when civil servants due to lack of initiation or unwillingness to perform their duty cause violation of rights and interests of citizens and/or damage to national finances, we call it ‘passive public service’. These passive (non-initiating, low risk-taking) behaviors of civil servants are considered barriers to citizen-centered public services by delaying administrative process. Passive behaviors may be a temporary solution for an official faced with a challenge, but in the long run, it can lead to public distrust towards government and widen the gap between the laws and the reality. (Montsame.mn)

In order to deal with civil servants demonstrating passive behaviors in performing duty, our Ministry has devised a scheme to punish such behaviors via disciplinary actions or warnings depending on the severity of the issue and the manner in which it was handled. To stop passive behaviors and instead disseminate proactive public service practices, we are trying to come up with

more fundamental solutions to improve public service culture through training and education and communications. (Montsame.mn)

Korea also introduced an incentive system to provide tangible motivation for civil servants to engage in proactive public service. For example, each government ministry will be mandated to periodically select and reward outstanding civil servants demonstrating proactive public service. Rewards will be provided in various forms including, but not limited to, special promotions, overseas training opportunities, and transfers to desired department. With incentives that appropriately reward and recognize civil servants for proactive public service, we can reinstate and strengthen their commitment to public service and promote a public service culture for proactive behaviors. (Montsame.mn)

Hwang Seo-chong from Korean government said in 1963 when the State Public Officials Act was amended, the Korean government introduced a merit-principle for appointment of civil servants and selection through the open competitive recruitment examinations. The open competitive recruitment examinations are administered separately for grades 5, 7 and 9 every year<sup>7</sup> and are open to every citizen regardless of age, gender, education or work experience. The exams consist of written tests and interviews. The written tests cover both general subjects and specialization subjects, and subjects have been continuously updated over the years. The interviews are intended to test candidate's knowledge, attitude and communication skills. With structured questions and trained interviewers, we ensure objectivity and fairness in the interviewing process.

Besides the open competitive recruitment examination which does not pose any restrictions on qualifications, we also administer competitive examinations for experienced professionals possessing certain academic backgrounds, certifications/ licenses, and professional experiences.

As I understand the Mongolian government is making wide ranging initiatives to reform the recruitment system, I would like to stress the importance of 1) determining job descriptions at organization, division, job grade, and/or position-level, and 2) establishing a sound system for ensuring civil servants possess the professional capacity to perform their duties and for testing such capacities. The Korean government continues its work and research in this area to modernize our recruitment system. (Montsame.mn)

The Korean government introduced the e-Saram system (electronic HRM system) in 2000 to support scientific public personnel policies. The system has undergone phases of updates and

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<sup>7</sup> Grade 5 is manager-level, grade 9 is lowest staff-level.



upgrades since its inception. Currently, 69 central government ministries/agencies with over 300,000 civil servant users are utilizing the e-Saram which provides comprehensive public HRM features from initial employment all the way to retirement covering appointments, remuneration and work schedules. The accrued data and statistical information are used to inform individual ministries/agencies in their organization-level HR policies as well as our Ministry in our government-wide HR policies. (Montsame.mn)

When the e-Saram was first introduced in 2000, there were indeed some obstacles and hesitations by government agencies as they were concerned about interventions and security breaches. In order to overcome the resistance, necessary legislations were enacted for government-wide dissemination of the standardized HRM system. Moreover, we maintained close communication with government organizations to inform them about the benefits of having a systematic and secure information system for managing personnel records. These efforts were made persistently, and eventually e-Saram was adopted across all central government organizations. (Montsame.mn)

The e-Saram has been instrumental in building efficiency in public personnel management functions and supporting a fair and transparent public HRM practices. We are now at a stage of applying intelligent information technologies to e-Saram to further support scientific public HRM policies. Mongolia has adopted the National Anti-Corruption Strategy and its implementation Action Plan with wide stakeholder consultations carried out by the IAAC. The authorities consider the adoption of the policy documents as one of the key achievements in the area of anti-corruption in Mongolia. While the participatory approach is commendable, the shortcomings related to the lack of clear timeframes and measurable indicators may hamper the implementation. The responsible agencies must put necessary efforts and show full cooperation with the IAAC to develop and implement corresponding individual action plans of public bodies. The Government is also encouraged to proactively and systematically engage with civil society addressing the concerns of the stakeholders in this regard. Mongolia is complemented for working on an electronic system of monitoring performance of responsible authorities. It is encouraged to further define the methodology for monitoring and use measurable indicators to assess results. Targeted approach to sectoral corruption risk areas should be stepped up as well. To address the lack of regional offices, IAAC established so-called Citizen's Oversight Councils operating both at central and regional level. Their mandate includes monitoring implementation of the action plans, transparency, integrity and financial accountability. While this may be an optimal solution given the shortage of

resources, it cannot fully substitute the regional offices of IAAC which report recommends to establish. Mongolia must also ensure transparency and accountability of the work of these Councils and that the information about their activities is available online. Surveys are widely carried out and to some extent used in the policy work in Mongolia. The report commends Mongolia for its established practice and encourages to fully use the abundance of data, analyse and incorporate available evidence in its strategic planning and monitoring processes to increase impact. A high-level coordination mechanism has not been established, but the IAAC is in charge of policy coordination and there is some established practice of working with focal points appointed in each responsible agency. Yet, a systemic, structured and consistent approach to policy coordination with wide stakeholder participation has yet to be ensured. While awareness of corruption as well as its intolerance has increased in the society, Mongolia should do more to increase the trust and get the citizens on board of anti-corruption reforms. This will only be possible if the Government is determined to fight corruption and public is confident in those efforts. Mongolia continued its work on raising public awareness and public education on corruption but the results of the awareness raising campaigns have not been evaluated. Mongolia is recommended to conduct thematic campaigns aimed at sectors where they may have most impact in conjunction with other preventive and repressive measures, e.g. fighting against corruption in traffic police, local authorities, hospitals, or others. It is advisable to measure impact of these campaigns to plan next cycle of awareness raising accordingly. The report welcomes the enhanced performance of the Independent Authority Against Corruption (IAAC). At the same time, it points to various challenges Mongolia's anti-corruption agency is regrettably facing in its daily operations, including political pressure stemming from various power groups and the lack of necessary support from state agencies. The IAAC has stepped up its work in all directions of its mandate. Over the last three years its budget, staff and salaries to staff have been increasing, however the establishment of regional offices was not supported. Ongoing attacks threatening the independence of the IAAC and attempts to interfere in its activities are worrying and pose a serious obstacle to Mongolia's anti-corruption efforts. The report calls on Mongolia to ensure that the IAAC carries out its functions free from undue influence and strictly uphold guarantees of independence, such as those related to the term of office of the Head of the IAAC. The report also recommends to ensure objective and transparent selection of the Public Council members responsible for the oversight of the IAAC, as well as accountability of their activities. Prevention of Corruption The lack of professional civil service has not been of concern in Mongolia in the reporting period. Highly politicized civil service, recruitments based on

political affiliations, alleged bribery in connection with the appointments in the public service and high turnover of staff after each political change, have persisted as key challenges. Mongolia adopted a new civil service law and related secondary legislation. Enforcement of this reform requires strong leadership and adequate capacity of the Civil Service Council backed with the political support by the Cabinet of Ministers. It is key that the CSC is free from political influence and able to carry out its functions efficiently. Mongolia is encouraged to ensure stability of its professional civil service, increase competitiveness of civil service salaries and ensure transparent and fair remuneration. Human resources management information system should be put in place to ensure evidence-based reform and efficient management of the civil service. High level corruption is pervasive in Mongolia. The recent corruption scandals, including “SME case” and “60 billion tugrik case” followed by large scale protests by citizens of Mongolia illustrates the magnitude of the problem. Against this background, the enforcement of integrity regulations in relation to political officials has remained weak. Mongolia is recommended to ensure proactive, systemic and consistent enforcement of integrity regulations with the focus on high-level political officials; provide objective verification of their asset and interest declarations; adopt codes of conduct for political officials and provide training, consultations and guidance to political officials on their practical application. The system of asset declarations is in place and public officials routinely submit asset declarations that are subsequently published online. The oversight mechanism is still complex and decentralized which may hamper efficiency of verification and enforcement. The main monitoring body (IAAC) does not have enough resources and tools (access to important state databases, random sampling etc.) to ensure effective verification. Some sanctions are applied for related violations but they are not dissuasive. Mongolia should endeavour to ensure systematic, consistent and objective verification of asset declarations with the focus on high-level officials and follow up on alleged violations, publish declarations in open data format and provide for dissuasive sanctions for related violations. Since the last monitoring Mongolia did not revise its conflict of interest regulations to address the recommendation. On the contrary, there is a set-back that allows appointing on civil service positions in the situation of conflict of interest. This should be remedied, along with the required revisions of the law to make respective rules enforceable in practice. Vigorous enforcement should follow supported by adequate monitoring based on information and data. Even though the trainings conducted on this issue are commendable, further work is needed with public agencies and public servants by means of systematic guidance, consultations and training. Reporting of corruption is mandatory as before, but whistleblower protection has not been

introduced. Citizens can report about corruption to the IAAC through a direct line, post, in person and email. But these channels do not seem to be applied in practice in the absence of the system of protection. Mongolia is encouraged to work with interested parties and adopt sound legal basis for protecting whistleblowers, including procedures for submitting, reviewing and following up on whistleblower reports, and providing incentives to report. Mongolia should also provide training and raise awareness of the protection mechanisms and promote reporting. Despite the general legal guarantees, the independence of judges is not ensured. Political bodies are involved and have significant discretion in making important decisions related to the judiciary, including appointment of judges and members of other judicial bodies. The report recommends excluding political institutions from the decision-making processes, except in appointment of the Judicial General Council's members, where the President's role is recommended to be reduced to essentially ceremonial. While legislative amendments have limited the role of courts' chairpersons, they still have powers related to distribution of cases. Moreover, presiding judges of the courts' chambers are empowered to supervise the work of the respective chambers. Therefore, Mongolia is recommended to abolish those extensive powers of judges holding administrative positions. The financing of the judicial branch of power has significantly worsened which led to artificially keeping about 30 % of judicial positions vacant. Mongolia is recommended to ensure proper financing of the judiciary. The report highlights shortcomings in the procedure of the selection of judges and calls on Mongolia to ensure merit-based appointment to judicial posts. It is also necessary to enhance the training of judges on ethics, anti-corruption and integrity. Ensuring both external autonomy of the Prosecutor's Office and internal independence of prosecutors are the most challenging issues for the Mongolian prosecution service. The involvement of political bodies in the appointment and dismissal of the leadership of the Prosecutor's Office, and powers of the President to approve regulations related to the institution's work pose serious risks of political interference in prosecutions. The report also criticizes the straightening of hierarchy and centralisation inside the prosecution service as a result of the legislative amendments in 2017. It is necessary to reasonably limit powers of senior prosecutors to supervise and instruct subordinated prosecutors and provide safeguards against unlawful instructions. The report recommends establishing a separate disciplinary body and consider establishing an independent system of prosecutorial self-governance. Mongolia should also address the problem of absence of merit-based recruitment and promotion of prosecutors and ensure that high professional qualifications and integrity are underlying principles for the appointment and promotion of prosecutors. Anti-corruption screening of legislation does not seem to function in

practice and existing regulations are insufficient. Legal framework for access to information remained the same in the reporting period and there is no evidence that the practice has improved either. The responsibilities are not clearly defined in this regard in the public agencies and oversight by the Ombudsman is not functioning in practice. Defamation was decriminalized but administrative responsibility is still in place. Filtering on-line content through informal instructions to service providers is an issue of concern as well. On the other hand, the report commends Mongolia's progress in its participation in EITI and OGP and encourages to boost its performance under these and other transparency initiatives. Mongolia is commended for rolling out a comprehensive e-procurement system. Large number of staff of public entities and contractors/suppliers have been trained on how to use the eprocurement system. However, an area of concern is that the applicability of the public procurement law has not been widened, but instead, further public sector entities have been excluded from the law. Furthermore, the number and value of contracts that were not awarded fully competitively has increased substantially. Mongolia is recommended, among others, to extend the applicability of the public procurement law to all public sector entities (e.g. Development Bank of Mongolia), reduce the use of limited bidding procedures, in particular direct contracting, further enhance the functionality of the electronic procurement platform to include all procurement procedures and comprehensive and machine-readable reporting. Mongolia's standing in international rankings on business environment and competitiveness remained poor. The Government has not prioritised business integrity measures and the efforts to promote compliance and ethics in the private sector have been limited. Business associations, NGOs and other stakeholders have been active in promoting business integrity through trainings, awareness raising and designing various tools and standard policies companies can use to develop their own policies. The Government has not worked to encourage companies to develop internal control and ethics policies and no incentives have been put in place to this effect. The lack of | 11 fourth round of monitoring Mongolia © oecd 2019 transparency and accountability of state funds raises concerns. There are no channels for businesses to report about corruption and in the absence of whistleblower protection and given the low confidence in the Government's efforts to fight corruption, the companies are not willing to report. the report includes number of recommendations on business integrity, including those related to ensuring prevention of corruption in state funds, governance and anti-corruption programmes in SOEs, disclosing beneficial ownership, providing reporting channels for the private sector and others.

### 1.3 Purpose of the Study

A few studies have done especially in Mongolia concerning factors influencing civil servants' trust in government. That's why this study is focusing on finding key factors influencing civil servants' trust in government in Mongolia.

As many researchers have mentioned, trust is a multidimensional concept that is difficult to understand. Trust is a major problem for students studying public administration only because successful governance requires public support for the implementation of political programs (Miller, 1974, *The Panel on Civic Trust and Citizen Responsibility*, pg68, 951-972). The analysis of the literature divides the approach of the concept of trust into two types. First, it explains the characteristics of general trust. For example, trust is a belief in the behavior and intentions of individuals and groups. Trust is ethical, unbiased and non-threatening behavior. Trust is an account of the rights of others in exchange relations (Cook and Wall, 1980; Rotter, 1967: 39-53). This broad approach uses the terms of trust, belief, cognition, image, interchangeably, etc. as Walle (2003) says.

The second is more specifically the type that defines the meaning of trust and the factors that infuse maintenance. The definitions of Mayer, Davis, and Shoorman (1995), based on the discussions of Johnson-George and Swap (1982) "Trust is a willingness to accept your own vulnerability, regardless of the other's ability to monitor or destroy him in situations where he is supposed to do something important to him. The difference between the two lies essentially in the fact that, unlike the former, the latter is one-sided for the opponent of trust (Boss 1978; Zand 1972).

This is because trust is an important function in itself and trust in others in the interactions between members of society. Trust is defined as the belief and will of the other party, its actions, and intentions. Trust is defined not only by trusting the other party (external trust) but also trust that includes public trust in government (internal trust).

Like Ariss, Nykodym et al. asserted that "trust is neither static nor automatic; this involves a risk calculation and requires a lot of time and a high cost for construction "(2002). In order to maintain confidence and increase stability, we need to know the level of trust during and after the interaction. Since both parties have initial confidence at the beginning of their interaction, it is constructed if the

confidence level after the interaction is equal to or greater than the initial confidence level (Fachrunnisa, 2011).<sup>8</sup>



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<sup>8</sup> O. Fachrunnisa, *A Methodology for Maintaining Trust in Virtual Environments* (October 2011).

## 1.4. Research Questions

This study includes five chapters. The first begins with the introduction to Chapter 1, which calls into question their search in aliquid. According to the topic, the research includes the results of the analysis of the literature in order to establish trust concept theoretical bases. There is a lot of confusion in the literature between the words "trust" and "confidence-building" (Fachrunnisa, 2011). Trust can be influenced by various factors. Therefore, the four general variables and they chose factor operational concepts are included. In the third chapter, this research hypothesis is developed. The fourth presents the results of a questionnaire program and a statistical analysis of data collected by the researcher. Finally, the fifth chapters dedicated to the findings of this study and plan some effect.

It was proposed that the belief in the opinion, the definitions, the faith and the freedom of speech, the defenses of the enemy, institutions or organizations. Regarding trust, the questions raised are based on the research by three main things:

- (1) Could scholars agree on the definition/meaning of trust?
- (2) What factors influence the trust-building positively or negatively?
- (3) What statuses of trust influence or interaction could be caused across the government?



## 1.5 Objectives and Procedure of Research

1. To investigate and verify whether scholars can agree on the meaning of trust;
2. To examine what factors influence the trust-building positively or negatively in Mongolia.
3. To examine if the status of trust influence or interaction causes across the government

According to a preliminary study of the Flow Prevention Survey, we reviewed the relevant materials to obtain a clear overview of the opinions of the participants. Data collection methodology and questionnaire modeling, assumptions and methodologies are used in the process of the survey. The survey was carried out through a final review. Research on the design model is based on research and development that is based on hypotheses and assumptions.

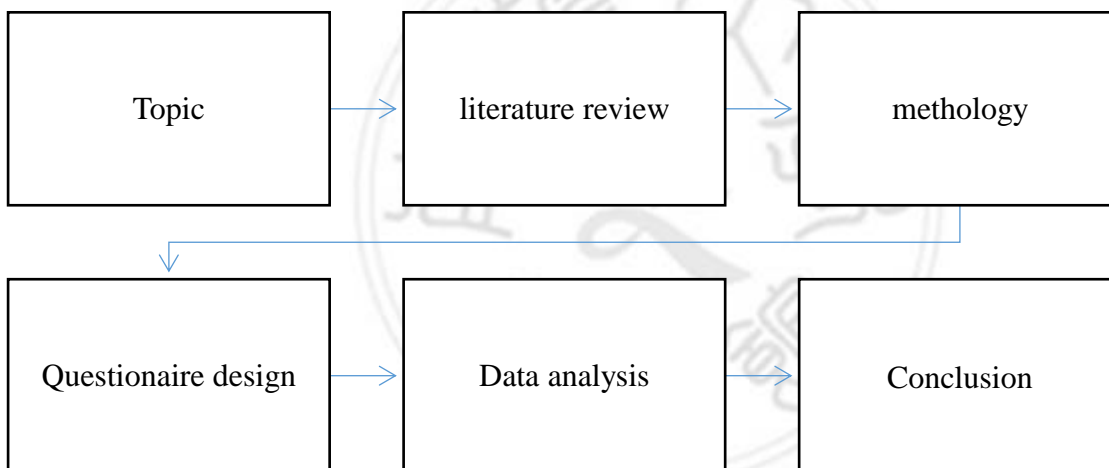


Figure 1. Research Flowchart

Source: Flow Prevention Survey (Achmat Salie 2008)

This research includes five chapters and the summary of each is as below:

Chapter 1 includes the research background, motivation, questions, objectives, and progress of research.

Chapter 2 introduces the previous literature about the definition of trust, trust-building and factors influencing trust-building, research hypotheses their relationships.

Chapter 3 describes the development of the conceptual model, measurement of variables and research method.

Chapter 4 presents the research results, including the correlations relationship hypothesis

Chapter 5 contains the research conclusions defined according to the previous results and findings. The limitations of the research and the primary recommendations to facilitate future study are also described in the end



## • CHAPTER TWO: LITERATURE REVIEW

### 2.1 TRUST

#### 2.1.1 The Concept of Trust

Studies show that Japanese and German citizens are the most trusted peoples in the world<sup>9</sup> and nations praise these countries, but Latin America and Africa are the worst. Trust is not a new research topic in the public field, but it is an essential part or role of any range from institutional to personal, and from the government to private citizens, etc. Therefore, a wide variety of literature exists on trust. We will include some of those which have been done by scholars before and what have scholars/ others studied.

The concept of trust is based on our prior knowledge about mutually perceived trustworthiness and past experience about its quality relative to consideration. In the past, trust has been discussed in the relationship between the two. With one's trust, a smooth relationship between the two parties or groups can be built. If one party tries to build a good relationship while trusting another, the other will not act based on mutual trust unless the other is trusted.

In an essay on creating trust, Flores and Solomon (1998) described trust as “a dynamic aspect of human relationships. It is an ongoing process that must be initiated, maintained, sometimes restored and continuously authenticated (...) trust is a social practice, defined by choices” (p. 206).

In figure 2, Fachrunnisa (2011) showed the trust evolution by a pattern that trust-building as the important initial part of our communication. But as time goes by it needs maintenance, and declining. Basically, trust has a pattern of evolution whereby the level of trust may change over the time of the relationship. We will more focus on the progress of trust-building in our study.

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<sup>9</sup> F. Flores and R. Solomon (1998), “Creating Trust”, *Business Ethics Quarterly*, Vol. 8, No. 2, pp. 205-232.

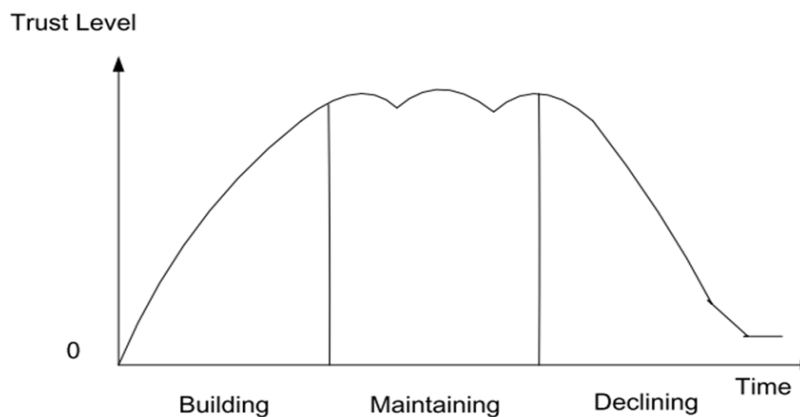


Figure 2. Trust Evolution Pattern

Source: Trust Evolution Pattern (Fachrunnisa, 2011)

Models of trust development suggest that there are differences between initial trust-building and durable trust-building (Biddle, 2017). There is some evidence to suggest that initial trust in interpersonal interactions is often colored by perceptions of social likeness or reputation (Cosner, 2009).

By trust, we understand perceptions about others' attributes and a related willingness to become vulnerable to others (Rousseau et al., 1998; Zand, 1972). Trust is also a part of decision-making and enforcement (Boss, 1978). Trust helps people to make the 'leap of faith' into action because trust embodies feelings of security about the object of trust, such that one can move forward without fear in spite of the risks or uncertainties in a situation (Luhmann, 1979).

### 2.1.2 The Definition of Trust

There is not a universally accepted definition of trust (Rousseau, Sitkin, Burt, & Camerer, 1998). However, there is an agreement that trust is important in a number of ways: it enables cooperative behavior (Gambetta, 1988); promotes adaptive organizational forms, such as network relations (Miles & Snow, 1992); reduces harmful conflicts; decreases transaction costs; facilitates the rapid formulation of ad hoc workgroups (Meyerson, Weick and Kramer, 1996); and promotes effective responses to a crisis (Rousseau, Sitkin and Camerer, 1998).

Chan et al. (2011) found that trust is about how fair people are to each other. The fairness of one to another is, therefore, getting transformed into trustworthiness, which is an essential component of

trust itself (Chan et al., 2011). Nykanen et al. (2009) verified that trust reduces risks in relationships. Further definitions of trust are listed in the table.

Table 1. A Review of Trust Definitions

<b>Authors</b>	<b>Definitions</b>
Boon and Holmes (1991)	“A state involving confident positive expectations about another’s motives with respect to oneself in situations entailing risk” (cited in Lewicki & Bunker, 1996, p. 117).
Braithwaite (1998)	A relationship between actors or groups in which one party adopts the position, expressed either verbally or behaviorally, that the other will pursue a course of action that is considered preferable to alternative courses of action.
Berman (1996)	Belief in the ability and good intentions of someone or something to perform.
Butler (1999)	Willingness to risk increasing one’s vulnerability to a person whose behavior is beyond one’s control.
Carnevale (1995)	Faith in people, their motivations, and their capacities.
Dasgupta (1988)	Expectations about the actions of other people that have a bearing on one’s own choice of action when that action must be chosen before one can monitor the actions of those others.
Driscoll (1978)	The belief that the decision-makers will produce outcomes favorable to the person’s interests without any influence by the person.
Fukuyama (1995)	The belief that others act responsibly and for the common good.
Gambetta (1988)	The probability that [a person] will perform an action that is beneficial or at least not detrimental to us is high enough for us to consider engaging in some form of cooperation with [the person].
Gamson (1968)	The probability that the political system will produce preferred outcomes even if it is left untended.
Giffin (1968)	An attitude having both cathectic and cognitive tendencies.
Golembiewski and McConkie (1975)	An expectation of outcomes based on perceptions and life experiences.
Hardin (1998)	A form of encapsulated interest. A trusts B because he or she presumes it is in B’s interest to act in a way consistent with A’s interest.
Hosmer (1995)	“An expectation by one [entity] of ethically justifiable behavior—that is, morally correct decisions and actions based upon ethical principles of

	analysis—on the part of the other [entity] in a joint endeavor or economic exchange” (cited in Wicks, Berman and Jones, 1999, p. 101).
Jones and George (1998)	A psychological construct, the experience of which is the outcome of the interaction of people’s values, attitudes, and moods and emotions.
La Porte and Metlay (1996)	The belief that those with whom you interact will take your interests into account.
Levi (1998)	The knowledge or belief that the trusted will have an incentive to do what [a person] engages to do.
J. D. Lewis and Weigert (1985)	The belief held by members of a social system that allows them to act according to and feel secure in the expected futures constituted by the presence of each other or their symbolic representations.
Mayer, Davis, and Schoorman (1995)	The willingness of a party to be vulnerable to the actions of another party based on the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control that other parties.
McAllister (1995)	The extent to which a person is confident and willing to act on the basis of, the words, actions, and decisions of another.
Onyx and Bullen (2000)	Willingness to take risks in a social context based on a sense of confidence that others will respond as expected and will act in mutually supportive ways, or at least that others do not intend harm.
Rotter (1967)	An expectancy held by an individual or a group that the word, promise, a verbal or written statement of another individual or group can be relied on.
Rousseau et al. (1998)	A psychological state comprising the intention to accept vulnerability based on positive expectations of the intentions or behavior of another.
Shaw (1997)	The belief that those on whom we depend will meet our expectations of them.
Shurtleff (1998)	A choice each person makes to believe someone or something wrong.
Warren (1999)	A judgment to accept vulnerability to the potential ill will of others by granting them discretionary power over some good.
Wuthnow (1998)	A rational assessment of someone’s performances in the past and the likelihood that the future would hold similar performances by that person or by similar persons.
Zand (1972)	Increasing vulnerability to another whose behavior is not under one’s control in a situation in which the penalty one suffers if the other abuses that vulnerability is greater than the benefit one gains if the other does not abuse that vulnerability.

Wuthnow (1998)	A rational assessment of someone's performances in the past and the likelihood that the future would hold similar performances by that person or by similar persons.
Zand (1972)	Increasing vulnerability to another whose behavior is not under one's control in a situation in which the penalty one suffers if the other abuses that vulnerability is greater than the benefit one gains if the other does not abuse that vulnerability.
La Porte and Metlay (1996)	The belief that those with whom you interact will take your interests into account.

Source: The author

In order to be more specific about trust semantics, we will distinguish between a set of different trust classes according to Grandison and Sloman's classification. This is illustrated in Figure 3.



Figure 3. Trust Classes

Source: Grandison, Tyrone and Morris Sloman (2000). A Survey of Trust in Internet Applications. IEEE Communications Surveys and Tutorials. 3. 2-16.

- Provision Trust describes the relying party's trust in a service or resource provider. It is relevant when the relying party is a user seeking protection from mean or unreliable service providers. There is a project called Liberty Alliance Project; uses the term “business trust” which describes mutual trust between companies emerging from contract agreements that regulate interactions between them, and this can be interpreted as a provision trust.

- Access Trust describes trust in principals for the purpose of accessing resources owned by or under the responsibility of the relying party. This relates to the access control paradigm which is a central element in computer security.
- Delegation Trust describes trust in an agent (the delegate) that acts and makes decisions on behalf of the relying party. Grandison and Sloman point out that acting on one's behalf can be considered a special form of service provision.
- Identity Trust describes the belief that an agent's identity is as claimed. Identity trust systems have been discussed mostly in the information security community.
- Context Trust describes the extent to which the relying party believes that the necessary systems and institutions are in place in order to support the transaction and provide a safety net in case something goes wrong. Factors for this type of trust can be for example be critical infrastructures, insurance, the legal system, law enforcement and stability of society in general.
- Trust purpose defines the specific scope of a given trust relationship. A particular trust purpose can, for example, be “to be a good car mechanic”, which can be grouped under the provision trust class.

Conceptually, identity trust and provision trust can be seen as two layers on top of each other, where provision trust normally cannot exist without identity trust. In the absence of identity trust, it is only possible to have a baseline (standard) provision trust in an agent or entity.

As for the relational trust is defined as “the willingness of a party to be vulnerable to the actions of another party based on the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control that other party”. It is similarly addressed as interpersonal trust in the literature with the following definition: “the extent to which a person is confident in and willing to act on the basis of, the words, actions, and decisions of another”. Interpersonal trust has cognitive and affective elements.

Sometimes we need to build trust based on destroying bad expectations; it is, unluckily, because sometimes we prefer to build trust naturally. James Davis once said on TEDx Talk that “Trust that comes naturally always works the best, but sometimes you deal with the wrong kind of people, and with those, you have to tear down ideas that don't exist at all”. Moreover, he mentioned that “This world is filled up with dishonesty. Trust is not just a good thing in people, and in today’s world, you have to use it as a weapon. People in politics, they have to deal with dishonesty issues all the time.



That is why many people stay away from it for as long as possible, just do their own private things”. The culture of Trust is important than anything else in a corporate environment.

### 2.1.3 The Definition of Trust Building

Trust building requires both logical (cognitive) and social (affective) components to be considered. Therefore, a set of activities is considered as trust-building, when both cognitive and affective trust is created.

The logically assessed component of trust is recognized as cognitive-based trust, and the social component is called affective based trust. However, empirical studies on the reciprocity of trust are very rare and it is still not well known how one party’s trust affects the other party’s trust. Due to this limitation, we assume that one party’s trust is fully reciprocal to the other party’s trust, as it was defined previously.

**Cognitive based trust** is related to the rational characteristics of the trustees that include reliability, responsibility, integrity, and competence. This element has been mainly studied in the context of working groups as a need to reduce the complexity between social actors, for example in a surgical operation a patient trusts the doctor to perform the operation professionally and at the same time, the doctor has to rely on assistant staff to perform different tasks reliably as well. This trust will increase if the trustee performs promised tasks professionally and on time. Therefore, cognitive-based trust depends on information that has been collected in communications. The highest level of cognition-based trust is when “social actors no longer need or want any further evidence or rational reasons for their confidence in the objects of trust”.

**Affective based trust** is related to the emotional and social skills of trustees. This element is considered to be important in the context of close social relationships like partnership and family. Here, people share and talk openly about any problem with others since they are known to be caring and a good listener. The cognitive-based trust in working groups contexts appears when a team member takes another member’s problem as his own and gives help even without been asked. As a result, the performance of the team will be increased. It should be mentioned that in different contexts, the importance of one element could be greater than the other one. For example, trust-building in temporary work contexts depends more on the cognitive element rather than the affective while affective based is given more importance than cognitive in close social relationships.

Drawing on theories from several disciplines, researchers develop a framework that identifies and describes trust-building processes that help explain how trust develops in public perspectives. We include a series of research propositions demonstrating how societal norms and values influence the application of the trust-building processes, and we discuss implications for theory and practice. Much of the research on the trust-building made in other fields such as management and organizational studies and psychology (including Kramer, 1999; Lewicki and Bunker, 1996; Mayer et al., 1995). Furthermore, trust-building is the most important aspect to focus on if any institution wants to increase its performance (Freihoff, 2010). Because their/the institutions' health depends on the factors such as levels of trust among the members.

There are four different types of trust according to several kinds of studies i.e. deterrence-based trust, calculus-based trust, relational-trust, and institutional-based trust. Two conditions of trust are risk and interdependence. Three phases are building stability and dissolution.<sup>3</sup> Economists tend to view trust as either calculative-based or institutional-based (Williamson, 1993). Psychologists commonly frame their assessments of trust in terms of attributes of trustors and trustees and focus upon a host of internal cognitions that personal attributes yield (Rotter, 1967). For an example of more calculative framing by a psychologist. Sociologists often find trust in socially embedded properties of relationships among people (Granovetter, 1985) or institutions (Zucker, 1986).

#### **A. The Levels of Trust**

The next point to point out is that the different levels of Trust. It has been recognized as a multidimensional concept at different levels of trust such as group, organization, and society in the literature (Jalali and Zlatkovic, 2009).

Wetzel et al. (1998) state that trust is further related to satisfaction, which can be referred to as the level to which one's expectations are met in terms of goods and/or service quality. The higher the overall quality of product or service, the higher the level of trust between the consumer and provider.

Jones and George (1998) see the trust-building in a relationship as a development level from a conditional trust to unconditional trust. In the first stage of a relationship, both parties develop their trust based on initial knowledge and information about each other. A conditional trust may be enough for an exchange relationship to function at a level, but it still needs to be monitored. In this stage, the relationship is characterized by distance, and trust is conditional during a testing period. If the parties are able to reach the level of unconditional trust, they may then be able to concentrate

fully on the task at hand. Unconditional trust enables both parties that are involved in a business relationship to achieve the task. Furthermore, the best level for establishing a relationship is the unconditional trust level (Fachrunnisa, 2011). It will create a positive effect and friendship, which results in a good performance outcome from the relationship.<sup>10</sup>

The political economy literature is on the consensus that higher levels of trust are associated with wealthier areas. In return, lower levels of trust go hand in hand with poorer areas (Leigh 2006). People trust more governments that can bring about economic growth, create jobs, provide access to education and deliver services in an easy and transparent manner (Fiorina 1978, Mackuen, Erikson and Stimson 1992).

There is a myriad of surveys undertaken by governmental and non-governmental organizations in order to measure levels of trust.

## **B. The Government trust**

In this section, we will explain the government's trust and the characteristics of government trust. The discussion of government trust is raised in relation to the legitimacy of the existence of the government, which is believed to be closely related to the internal trust of the government itself. Obviously, it is difficult to expect the people to trust the government that does not trust themselves. Low government trust creates a climate in which it is difficult for political leaders to succeed (Hetherington 1998). Government trust can be understood as follows:

First, government trust is people's faith and trust in the government's actions and intentions. The government performs various actions to provide the goods and services required by the people and solve various problems. To enforce established policies and to solve new problems, the government will design new policies in line with the policy directions that the government is pursuing. These behaviors and intentions are regarded as how faith and credit are drawn from the people.

Second, government trust is the ethical, fair, and non-threatening behavior of the government to the people. What should the government do to bring faith and credit out of the people? First and foremost, the government must show their people the ethical image. When the government shows behavior based on justice, honesty, fairness, and serviceability, it will revive the higher trust of the people. In addition, the government has not made any special gains from that trust.

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<sup>10</sup> A Cross-Discipline View Of Trust, Rousseau, Denise M, The Academy of Management Review, 1998: Vol.23

Third, the trust of the government is a concept that considers the rights of the people in the relationship exchange. The relationship between the people and the government represents how well the government is doing the judiciary, therefore, it is more important how the people think. In this case, however, building trust requires an open society where citizens are able to debate and question government policies and can have a sense of making a difference in decision-making processes (Blind, 2007).

No matter how well the government as a whole has done, the government will be overwhelmed with confidence if it has created a negative image by providing the cause of distrust to the public with one big wrong incident. On the other hand, no matter how hard the government is doing for the people, the trust of the government will also be damaged if it is not what the people want.

Fourth, based on the conceptual definition of trust in Mayer, Davis, and Shoorman (1995), government trust has a negative effect on self-reliance on a country that arises from imperfect control of the government and lack of information.

A trustworthy government requires both accountability and flexibility of administration and that trust would serve as a key variable in reconciling this tension by expanding citizens' willingness to accept government authority (Kim, 2005).

Again, trust is a belief in actions and intent. The other side is the belief that the action will have a positive effect on people and the credibility of the other's ability and ethics. The development of trust is made by reciprocal. In other words, individuals respond to the trust and distrust they experience (Luhman, 1979). For example, in organizational life, individuals give meaning to experience with peers, associates, managers, and others outside the organization. Through the meaning of such an experience, we can establish mutual beliefs.

Park, Hee-bong (2003) compared the government with the legislature, the judiciary, and the administration. The subject of government trust is truly diverse. It is also interesting to compare the credibility of the judiciary of the political party and the administration with the interests of the NGOs (non-governmental organizations), such as the media, the press, the labor union, etc. Also, the reliability of major policy areas will provide useful information for the administration of the state. The relationship between the government and the people is different in a democratic society.

One of several important characteristics of government trust is to secure objectivity in evaluation. In other words, government trust may not be directly proportional to the objective nature of the government (Hazan 2006). When evaluating an object, it is the most important how

accurately to evaluate the object based on a fair standard. In other words, government trust cannot be irrelevant to the objective performance of the government. However, if political power is high, the public confidence in the government is high. In other words, when people evaluate the government, objective logic does not necessarily apply. Some people evaluate the government based on fairness and objectivity relative to others, but others are more likely to see the government as a whole, based on events reported in their recent experiences or in the media.

One innovative way to promote trust through fighting corruption is e-government. Computer-based interactions can potentially reach those citizens who would otherwise be reluctant to express or listen to different viewpoints (Redburn and Buss 2004: 163).

Today, this enhanced computer technology can be used to devise effective models of participation where citizens can interact and share their opinions freely and openly on the Internet. Also, it contributes to increased transparency and accountability by posting regular and detailed information about the holders'/ bureaucrats' performances. E-participation and e-government, therefore, enhances transparency by inviting greater citizen participation and oversight of policy affairs (Kalu 2006).

George Frederickson (1996) points out this: the good things the government does are not well-liked, and the bad things tend to be over-extended. The government did well and it is not subject to interest. However, what is wrong is that there is a problem that is pointed out as an object of chastisement. As long as the government embraces the principle of democracy, which is the public endeavor of the people, the government is not in a position to blame only the absence of public perception. Rather, a national effort should be made to correct the gaps in perception.

Elections, also contribute to the trust-building and good governance by allowing for direct participation and a possibility of being heard by individual citizens (Cheema 2005: 25).

### **C. How to Measure Trust Building**

There are several potential reasons for such drastically different definitions of trust. One of the reasons is that trust can be built on a variety of bases. For instance, successful interactions and the knowledge/familiarity resulting in repeated interactions are essential for trust-building. People do not place their trust in a stranger very often (Email, 1998).

Various bases result in different forms of trust, such as deterrence-based trust, knowledge-based trust, identification-based trust (Shapiro, Sheppard & Cheraskin, 1992), institution-based trust

(Shapiro, 1987) calculus-based trust (Lewicki & Bunker, 1995), and identity-based trust (Kramer, Brewer and Hanna, 1996).

Trust building is measured in terms of specific support as identified by people's satisfaction with particular public services and contrasted with more general support, determined by political culture and demographic factors (Christensen and Laegreid, 2016).

Some of the scholars focus on initial trust i.e. trust in unfamiliar public officials, one with whom the citizen has no prior experience. Bigley and Pearce (1998) defined unfamiliar actors as those that do not yet have credible, meaningful information about each other. Such information is gained only after the trustor has engaged in trust-related behaviors.

In the case, of trust, Park Jong-min (1991), Lee (1994), Oh Kyung-min and Park Heung-sik (2002) measured trust in a comprehensive sense of government. Park Jun Min (1991) found that trust, fairness, and honesty are the measurement items of government trust. Park Heung-sik (2002) used the concept of trust as a conceptual element of trust, the will, the basis, and the attitude of conformity as the functional dimension. It is necessary to investigate the trust of public officials who are members of the government from the general public. Diagnosis of public trustees' own trust or trust in other government agencies at the ministry level will also help to find specific countermeasures. The improvement of trust enhancement and the healthy public relations of the government is the basis of the measuring trust-building in various dimensions. This can be concise as follows.

First, based on the theoretical and empirical literature review, we can classify trust types and develop detailed credibility indicators considering various targets and dimensions of the trust.

Second, the trust between the general public and public officials is measured by the components of trust (work performance, managerial competence, political competence, and public service ethics) and sectors (administrative agency, policy area, and national affairs area).

Third, we can analyze the relationship between trustworthiness and individual characteristics by measuring the trust of public officials in terms of trust variables, self-trust, and trust in others.

Fourth, based on the results of this analysis, we intend to find out the implications for the improvement of trust-building and to suggest ways to utilize it.

## **2.2 Factors influencing trust-building**

There are consensus across disciplines that the two following conditions must be met in order for trust to exist: (a) risk and (b) interdependence (Rousseau et al., 1998). The dependent variable in our framework is trust between the “trustor” and “trustee,” where the trustor is putting him/herself in a position of vulnerability and taking a risk by placing trust in the trustee.

### **2.2.1. Successful Cooperation**

Successful cooperation is in other words, effective communication between both parties in the past. As both parties have an initial trust at the beginning of their interaction, it can be argued that trust is maintained if the level of trust after the interaction is equal to or greater than the initial trust level (Fachrunnisa, 2011).

Trust is often built on previous cooperation and interactions based on the confidence a person had on what other people did. Therefore, the quality of past interactions is likely to matter (Mayer et al., 1995; Ring and Van de Ven, 1992; Van Slyke, 2006; Vangen and Huxham, 2003). In cases in which the trustee and trustor have cooperated successfully in the past, one would expect the trustor to have more satisfactory effects of the trustee’s ability, benevolence, and integrity. In addition, our framework hypothesizes that the quality of successful cooperation affects their frequency: individuals are more likely to choose to interact with individuals that they have had cooperated successfully in the past.

Wang & Emurian (2005) found four different characteristics of trust that are generally observed and accepted by the researchers:

- A trustor and a trustee– there must be two parties;
- Vulnerability– trust is only needed in an environment that is uncertain and risky;
- Produced actions– trust leads to actions and these are mostly risk-taking behaviors;
- Subjective matter– it is directly related to and affected by individual differences and situational factors.

Public servants even political leaders must understand that building trust takes time, and a series of repeated games need to take place between the citizenry and the government before trust can

flourish (Blind, 2007). Individuals, in other words, are more likely to trust one another after having interacted several times together rather than on a first/initial basis (Ostrom and Walker 2003). Public officials and politicians, therefore, need to have resolve and patience in applying such strategies in increasing trust and preserving it.

Interactions between the trustee and trustor provide the trustor with information that can be used to assess the trustee's disposition, intentions, and motives (Kramer, 1999). In particular, one would expect the frequency of interactions to influence the development of trust (Bohnet and Huck, 2003; Edelenbos and Klijn, 2007; Gulati, 1995). In situations in which the trustor and trustee interact frequently, there is the potential for either individual to react for past opportunistic behavior in expected cooperation for the future. Given this, one might expect the trustor to be more likely to trust that the trustee will act in a trustworthy way to avoid possible negative consequences.

Trust building refers to the process of changing one's estimation of trust based on gathered trust information from interactions (Fachrunnisa, 2011). Repeated interaction can lessen the effects of initial trust judgments and lead to durable, relational trust formation (Biddle, 2017). The "bandwidth" of trust where trust and distrust are differentiated can vary over time in the same relationship or coexist at the same time (Rousseau et al., 1998).

Good public servants, politicians, bureaucrats, and citizens learn how to behave appropriately and react intuitively with time, and through interactions with the different subsets of society that they are representing (Christensen and Laegreid 2003). The formation and maintenance of successful and effective partnership between the government and other institutions depend on social trust as well as a strong civil society in constant interaction with the government and the private sector (Jones 2006). Long-term interactions led to the formation of attachments based on reciprocated interpersonal care and concern (Rousseau et al., 1998).

### **2.2.2 Collaborative Efforts**

In order for public administration to function smoothly and effectively, it must rely on public support, i.e., public trust (Schlesinger 2001). Collaboration means encouraging the authorities or co-workers to seek contact and information about their relativeness/ services. According to Ferrin et al. (2006), the interdependence ensuing from having similar relationships builds incentives for the trustor and trustee to behave cooperatively: the trustee and trustor will be more likely to believe that



their future outcomes are interrelated, therefore to feel a sense of responsibility to each other, and to build similar attitudes and beliefs. Rousseau et al. found that information available to an individual from within the relationship formed the basis of relational trust.

### 2.3. Perceived Trustworthiness

The perceived trustworthiness of the trustee directly influences whether the trustor trusts the trustee (Lambright et al., 2009). Drawing on the influential work by Mayer et al. (1995), three factors shape the extent to which a trustee will be viewed as trustworthy:

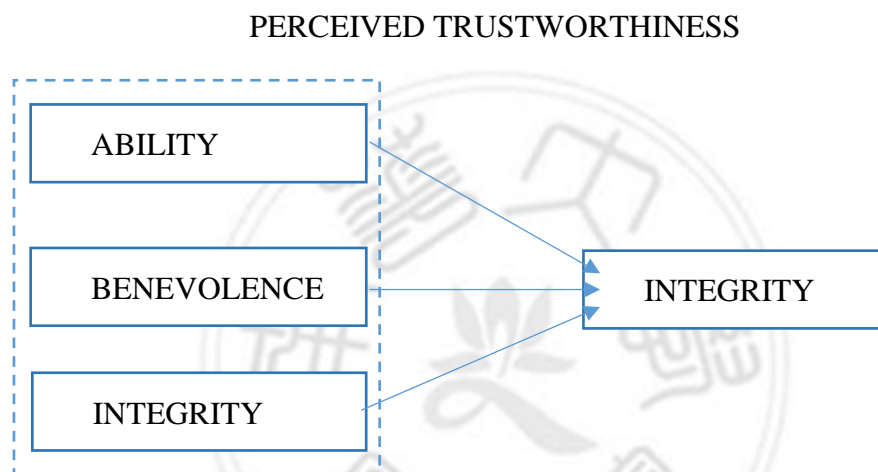


Figure 4. Model of Trust in Behavioural Integrity Theory

Source: Model of Trust in Behavioural Integrity Theory (Mayer et al. 1995: 712)

From this figure we can say ability is about the perceived ability of trustee, benevolence is the perceived benevolence of the trustee and integrity is the perceived integrity of the trustee. First, the perceived ability of the trustee refers to the skills and competencies of the trustee. Second, the perceived benevolence of the trustee refers to the extent to which the trustor believes the trustee will act in his best interest. Lastly, the perceived integrity of the trustee refers to the extent to which the trustor believes the trustee follows a set of principles that are acceptable to the trustor.

According to Mayer et al., perceptions of another's integrity, ability, and benevolence are the form of three critical antecedents to trust (1995: 712). They present a definition of trust that has been widely cited in recent or later theoretical researches such as Rousseau et al. (1998). They define trust as "the willingness of a party to be vulnerable to the actions of another party based on

the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control the other party." benevolence is the belief in another's goodwill towards one's well-being. Trust is a behavioral construct; to trust is to place one's confidence in the other party to the relationship.

But trust is not trustworthiness. Trustworthiness is more refers to the characteristics of the trustee which basically includes perceived competence, reliability and benevolent intention, and so on. However, trust is the trustor's characteristics and it may or may not be based on his/her perception of the trustee. In other words, perceived trustworthiness is a belief about the trustee; thus, trust is not such a perception.

Thereby, trust is preceded by the perceived trustworthiness of the party, the expectation of trustor of the trustee's behavior, and/or emotional bonds between the trustee and the trustor (Email, 1998).

#### **2.4. Expected Cooperation**

Trust facilitates future cooperation by reducing uncertainty in the relationship and concerns about opportunism (Edelenbos and Klijn, 2007). Previous satisfaction and experiences of trust influence the expectation for future cooperation. Based on the study conducted by Wirtz and Chew (2002), it can be stated that one party that is satisfied tends to recommend the firm, service or institution to others.

Lewicki and Bunker (1995) define trust as a state involving confident positive expectation about another's motives regarding oneself in situations of risk. These expectations may be based on the rewards or punishments that guide the others' behavior, the predictability of the other's behaviors, or a full internalization of the other's desires and intentions.

Perceived trustworthiness of the trustee may affect one's expectation, but the expectation is not about the past but about the future. Common values are believed to guide behavior. Sharing common values helps public officials to predict how the authorities will act in the future and give them the assurance that the authorities are unlikely to act contrary to the shared values (Fachrunnisa, 2011).

Table 2. Operational Constructs and Item Source

Construct	Variable	Items	Questions and Sources
<b>Trust Building</b>	Dependent	6 Items	<ol style="list-style-type: none"> <li>1. I trust my department to be well managed and efficient.</li> <li>2. I trust my department to act in the public interest.</li> <li>3. I trust my department to make a positive difference to the cause that it is working for.</li> <li>4. I just work by company rules that I need others.</li> <li>5. I feel frustrated when I think about trust.</li> <li>6. Trust is not a really essential thing in our life.</li> </ol> <p>(Freihoff, 2010) (BayhanKarapinar, et al. 2016)</p>
<b>Successful cooperation</b>	One of the Independent variables.	6 items	<ol style="list-style-type: none"> <li>1. Estimate how often you communicated following people over the past year. Please include all communication, not just interactions related to work. Interactions may include personal contact, e-mail, phone calls, and meetings.</li> <li>2. I felt a strong sense of belonging to my department.</li> <li>3. I highly related to the cause of my department.</li> <li>4. We worked graciously even in a difficult situation.</li> <li>5. Some pieces of information are not mutual.</li> <li>6. I had an emotional attachment with my department.</li> </ol> <p>(Freihoff, 2010) (BayhanKarapinar, et al. 2016)</p>
<b>Collaborative efforts</b>	One of the Independent variables.	6 items	<ol style="list-style-type: none"> <li>1. I work efficiently with my co-workers/ officials.</li> <li>2. I demand special respect from my co-workers/ officials.</li> <li>3. I treat my co-workers/ officials with dignity.</li> <li>4. I make an effort to actually show my trust toward others.</li> <li>5. We share the profit without any troubles.</li> <li>6. I had similar values and beliefs with my co-workers/ officials.</li> </ol> <p>(BayhanKarapinar, et al. 2016)</p>
<b>Perceived Trustworthiness</b>	One of the Independent variables that will measure the Perceived trustworthiness	Ability , 2 items Benevolence, 2 items Integrity,	<ol style="list-style-type: none"> <li>1. I believe that there are professionals with high levels of expertise within my department.</li> <li>2. I am pleased with the way my department is transparent.</li> <li>3. The authorities understand my requests and put efforts in meeting them.</li> <li>4. I am satisfied with the personal attention that I am getting from my work.</li> </ol>

		2 items	<p>5. I consider my job to be a good reputation.</p> <p>6. I consider my department has a high level of integrity.</p> <p style="text-align: right;">Heirman et al.'s (2013)</p>
<b>Expected cooperation</b>	One of the Independent variables that will measure the Expected cooperation.	3 items	<p>1. I am ready to act in my co-workers'/ officials' best interests.</p> <p>2. Work goes wrong when I work mutually.</p> <p>3. I am expecting to work with my co-workers/ officials together to achieve a common goal in the future.</p> <p style="text-align: right;">(Lambright et al., 2009)</p>

Source: The author

## 2.5 Research trends in trust-building

Trust is the foundation for creating and building an environment where the open sharing of information and knowledge exchange will occur (Drainage, 1998). He also points that while the term of trust continues to be debated, some scholars are in agreement that communication helps build trust and strengthen the members' identification or feelings of the institution. In point of some researchers; Bradach and Eccles (1989) viewed trust as a "calculated decision," while Ring and Van de Ven (1992) argued that trust was grounded in "affect-based or relational factors" (Bigley and Pearce 1998: 414).

Gwebu et al. (2007) propose a process-based framework that captures the manner in which trust builds in the virtual organization setting. The framework explains that the hierarchy of trust can be divided into three stages: calculative-based trust, knowledge-based trust, and institutional-based trust. A calculative-based trust is a form of trust that is established in the initial relationship. Calculative-based trust is built by establishing a clear and effective reward system, establishing an effective reputation management system, ensuring a credible punishment and sanction system, and developing well-defined relational contracts. In the second stage, knowledge-based trust is the stage in which the two parties have sufficient knowledge of each other's' trust level and

reputation. In this phase, trusting parties carefully choose partners with which to interact successfully. It involves high levels of interactive communication to confirm the knowledge about the other party's trustworthiness. The last stage is institutional-based trust (IBT). In this stage, both parties have a mutual understanding and appreciate each other's desires, wants, and intentions. The actions that can encourage the existence of IBT are (a) mutual goal setting (b) creating joint activities to produce good result/service, and (c) creating shared value and ideology.

Government trust refers to the attitude of the general public and the public officials are in relying on the government's work performance, institutional capacity, and the ethics of public officials.

**Social exchange theory** is grounded in an economic model of human behavior whereby interactional processes between individuals are motivated by a desire to maximize rewards and minimize losses (e.g. Thibaut & Kelley, 1959). The basic premise of social exchange theory is that relationships providing more rewards than costs will yield enduring mutual trust and attraction (Blau, 1964). Furthermore, these social transactions incorporate both material benefits and psychological rewards including status, loyalty, and approval (Yukl, 1994). For example, in the workplace, the supervisor provides a subordinate with support and monetary rewards while in exchange, the subordinate contributes personal devotion and expertise. Three organizational processes can be understood in terms of the social exchange approach to interpersonal relationships including equity theory, leader-member exchanges (LMX), and organizational citizenship behavior (OCB).

**Equity theory** maintains that subordinates and supervisors are most satisfied when the ratio between the benefits received and the contributions made is similar as compared to the perceived ratio of their co-workers (Messick and Cook, 1983). Thus, central to an understanding of equity theory is perceived fairness. When unfairness is believed to exist, equity theory predicts that subordinates will respond to eliminate inequities by reducing contributions and/or expecting additional rewards (Adams, 1965). Fairness is one of the trust-building activities of supervisors.

**The leader-member exchange theory** also can be understood in terms of social exchange theory. The approach employs a transactional framework for leadership where

supervisors treat individual subordinates differently (Duchon, Green and Taber 1986). Consequently, relatively stable dyads develop (Liden, Wayne and Stilwell 1993) and range from lower to higher quality exchanges (e.g. Dienesch and Liden 1986; Graen and Cashman 1975). Lower-quality exchanges are characterized by the exercise of formal organizational authority. Supervisors obtain routine subordinate performance while lower-quality exchange subordinates receive standard organizational benefits (Graen and Cashman 1975).

By comparison, higher-quality exchanges are friendly working relationships typified by mutual trust and support (Liden and Graen 1980), interpersonal attraction (Dansereau, Graen and Haga 1975), loyalty and bidirectional influence (Dienesch and Liden 1986). Babar, Verner et al. (2007) have identified variables that influence the establishment and building of trust. They maintain that several factors play a vital role in maintaining or building a trust relationship. These factors are effective communication, cultural understanding, provision of capabilities, contract conformance, quality and timely delivery, development processes, managing expectations, personal relationships and performance of staff. They note that contract conformance which includes quality and timely delivery plays a significant role in a trust-building relationship. The reason why is that in virtual worlds, rules of life are governed by a contract that establishes the rules of interaction between the two parties.

On the other hand, Long and Sitkin examine the ways to balance interpersonal trust-building and control-based efforts in order to build trust (2006). They focus their explanations on task controls, which range from formal mechanisms (written contracts, monetary incentives, and surveillance), to informal mechanisms (values, norms, and beliefs) for building trust. Deutsch (1960) consider trust as a decision made in situations in which the following situational parameters exist: (a) there is an ambiguous course of action in the future, (b) outcome occurrence depends on the behavior of others, and (c) the strength of the harmful event is greater than the beneficial event.

Trust is a psychological state. Despite the divergence in particular conceptualizations, most authors agree that, whatever else its essential features, trust is fundamentally a psychological state (Email, 1998). Many theorists conceive trust as expectancy about other people and their behavior; thus, it is primarily viewed as cognition by nature. Barber (1983) characterized trust as a set of “socially learned and socially confirmed expectations that people have of each other, of the organizations and

institutions in which they live, and of the natural and moral social orders that set the fundamental understandings for their lives” (pp. 164-165).



Figure 5. Trust Overlaps of Variables

Source :The author

In the social capital theory, it is assumed that the greater the relationship with others, the higher the reliability (Putnam, 1995). Davis et al. (1995) suggested that individuals with different personalities and goals are more likely to be members of their own community. In this view, trust in the government is based on the trust of the government by the people, but the trust of the government by the public officials is also important. In this sense, the trust of the government is important for the policy enforcement and effectiveness of the organization. This kind of government trust in a country has been discussed for a long time as an accurate problem. People go to hospitals which they think they can trust their service and diagnoses they made. Also, Cybercrime is everywhere around and it is growing sharply even in small countries like Mongolia, from the evidence that one college student tricked by the hacker when she thought that she was chatting with her best friend. Because people often post on social media what they are doing or planning without thinking whether it is safe or not.

Our study examining trust-building was conducted in my environment, Mongolia. In the questionnaire survey, in the case of public officials in my department, the medicine department, and the firefighter department, all of which are located in Ulaanbaatar, the questionnaire survey used reached 324 people, who have completed the survey, out of 342 questionnaires in 1<sup>st</sup> of December, 2019. They were asked to evaluate how they feel about the trust environment when they experienced it in the past, and while they are working so far (the authorities and their co-workers). Basic statistical analysis methods

include demographic analysis, descriptive analysis, correlation analysis, and regression analysis (reliability and validity).





- **CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY**

This chapter will represent a framework of the trust-building model, research methods, and emphasize the hypothesis. It is developed as a theoretical model of the factors influencing trust-building. In our model trust-building reflects the dependent variable where the trustor is putting him/herself in a position of vulnerability and taking a risk. Depending on their tendency to trust, one would expect some individuals to be predisposed to positively assess others' ability, benevolence, and integrity and other individuals to be predisposed to negatively assess others' trustworthiness.

Trust is widely recognized as one of the key qualities that a successful leader needs to bring about change within their organization (Browning, 2013). Building strong relationships on the foundation of trust is the greatest way to bring true change within an organization (Hennessy, 2012).

From 1921 until the 1990s, my organization belonged to the Ministry of Interior and Ministry of Public Security to enforce the law, ensure public safety, and to fight crime in metropolitan and local areas with integrated organizational management and preformed state-mandated responsibilities with public participation.

As a result of the political and socioeconomic transitions towards democracy and market economy in the 1990s, Mongolia, my country, underwent to a drastic transformation and has been reestablished as a Regulatory Agency of the Government of Mongolia mandated to combat crime, maintain public order and public safety on a national basis.

### 3.1 Research Framework

An initial trust-building is very important and therefore building trust is a developing process. Drawing on theories from several disciplines, researchers develop a framework that identifies and describes trust-building processes that help explain how trust develops in public perspectives. We include a series of research propositions demonstrating how societal norms and values influence the application of the trust-building processes, and we discuss implications for theory and practice. According to Van Slyke et al., (2006) the quality of successful cooperation is likely to matter. In cases in which the trustee and trustor have cooperated successfully in the past, one would expect the trustor to have a more favorable assessment of the trustee's ability, benevolence, and integrity (Lambright et al., 2009). In addition, our model hypothesizes that the quality of successful cooperation affects their frequency: individuals are more likely to choose to interact with individuals that they have had cooperated with successfully in the past.

Hence, our study aims to examine the impact of trust-building in each dimension. A proposed model is showed as below in Figure 6.

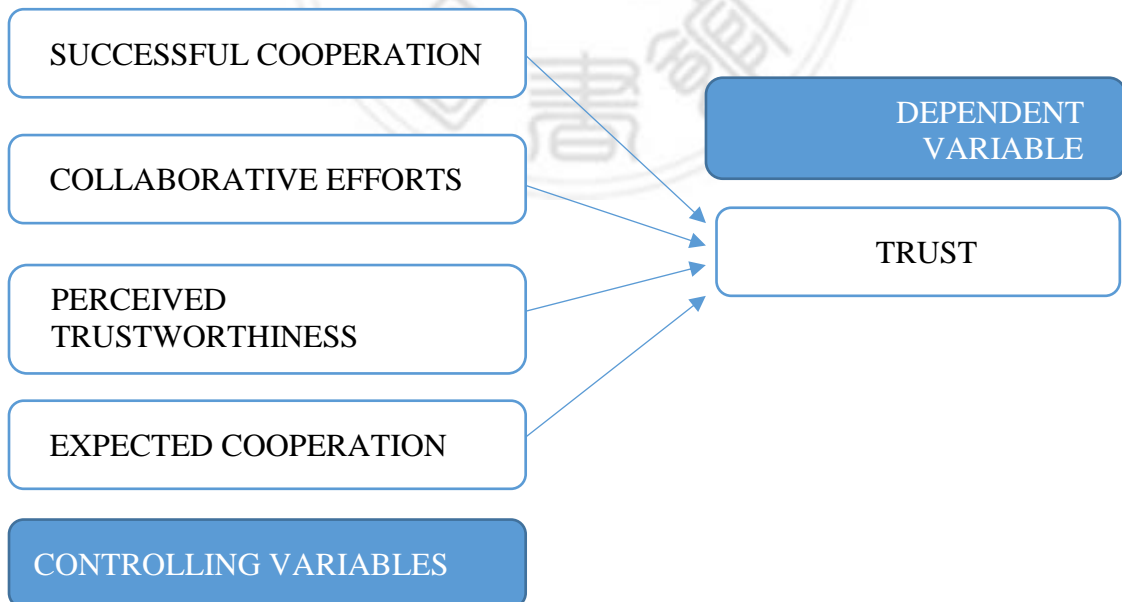


Figure 6. Research Framework

Source : The author

"Good relationships are built on trust". There is a myriad of surveys undertaken by governmental and non-governmental organizations in order to measure levels of trust (Blind, 2007). They have found that political institutions are facing a consistent and universal decline of trust since January 2004.

According to the Sant Maral Foundation's latest survey<sup>4</sup> in 2014, the private sectors in Mongolia lead the most trusting sector, followed by local administration or municipal authorities and the President. 42 percent of participants rated the private sector as "creating jobs", 18.1 percent "contributing to the state budget", and 13.1 percent evaluated as "operational". The private sector has named the most trusting organizations of agricultural products, industry, and banks.<sup>11</sup>

### 3.2 Data Collection and Hypothesis

The above review has outlined several interrelated transactional processes. First, social exchange, equity, and LMX theory emphasize the reciprocal nature of trust relationships. In order to test this model; all the following hypotheses should be examined.

**Hypothesis 1 (H1):** Successful cooperation has a positive influence on trust-building.

**Hypothesis 2 (H2):** Collaborative efforts have a positive influence on trust-building.

**Hypothesis 3 (H3):** Collaborative efforts have a positive influence on successful cooperation.

**Hypothesis 4 (H4):** Perceived trustworthiness has a positive influence on trust-building.

**Hypothesis 5 (H5):** Perceived trustworthiness has a positive influence on successful cooperation.

**Hypothesis 6 (H6):** Perceived trustworthiness has a positive influence on collaborative efforts.

**Hypothesis 7 (H7):** Expected cooperation has a positive influence on trust-building.

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<sup>11</sup> The study under the supervision of the United States Agency for International Development's Business Support.

**Hypothesis 8 (H8):** Expected cooperation has a positive influence on perceived trustworthiness.

### **3.3 Methodology**

The analytical approach would be best suited to find an answer to the specific research issues. The most effective statistical approach can be contained in literature on related subjects. The agency consists of young people who have finished secondary education, aged at least 18 years. In the past, physical characteristics as a specific profession are taken into account. Recently, only a part of the psycho-test selection process. The young people aged 20-29 years are 48 percent of all public servants examined. 33.6% of the public servants interviewed were between the ages of 30 and 39. The public servants served 1 to 6 years, and 25 percent were 7 to 12 years, comprised 39.2 percent of the respondents. The retirement age of 40 or older showed different demographics of staff in the public sector.

Overall, officials in all grades of employment, such as 36% of seniors and similarly 35% of juniors and the middle, were amongst all survey participants. We have positive opinions regarding their jobs, most of the public servants claim. In addition, the work in the field of democracy, law, and order is the symbol of integrity, confidence and cohesion. In fact, it is useful to measure yourself like this.

## • **CHAPTER FOUR: DISCUSSION ON RESEARCH FINDINGS**

This chapter presents the findings of the analysis of the data. Table 3 displays firstly the findings of demographic statistics of public servant respondents in Mongolia. Secondly, Table 4 displays descriptive statistics and comparisons. Thirdly, the tests were estimated for the accuracy and validity test. Finally, we brought the theory test results.



## 4.1 Demographic Analysis

Table 3. Demographic Analysis

		Variable	Frequency	Percent
<b>1. Gender</b>	1	Male	214	68.6
	2	Female	114	31.4
<b>2. Age</b>	1	Less than 19 years old	58	4.0
	2	20-29 years old	87	48.4
	3	30-39 years old	76	33.9
	4	30-49 years old	69	12.9
	5	More than 50 years old	38	0.8
<b>3. Education</b>	1	High School	84	19.1
	2	Bachelor	135	68.8
	3	Master	47	12.1
	4	PhD	-	-
<b>4. Job Title/Ranks</b>	1	Junior	89	28.2
	2	Middle	80	17.7
	3	Senior	98	29.0
	4	Upper	61	25.0
<b>5. Working years</b>	1	Less than 1 year	69	16.1
	2	1-6 years	87	39.5
	3	7-12 years	76	25.0
	4	13-18 years	58	10.5
	5	More than 19 years	38	8.9
<b>Total</b>			<b>328</b>	<b>100</b>

Source: The author

## 4.2 Descriptive Analysis and Correlation Analysis

The concise and correlating description of the variables in the sample is shown in Table 4. The analysis found that the expected cooperation has been positively correlated with perceived confidence ( $r=.297$ ,  $p<.01$ ). In addition, trustworthiness that was perceived was positively correlated to collaboration ( $r=0.716$ ,  $p<.01$ ), confidence building ( $r=.303$ ,  $p<.01$ ) and cooperation successes ( $r=.284$ ,  $p<.01$ ). However, cooperative activities are shown to be in positive correlation with building trust ( $r=.459$ ,  $p<.01$ ), and productive collaboration ( $r=.324$ ,  $p<.01$ ). In the end, confidence-building was related to successful teamwork ( $r=.601$ ,  $p<.01$ )



Table 4. Descriptive Analysis and Correlation Analysis

	Var	M	SD	1	2	3	4	5	6	7	8	9	10
1	Gen	1.2419	.42999	1									
2	Age	2.5806	.79732	.061	1								
3	Edu	1.9194	.5644	.081	.286**	1							
4	Job ranks	2.5081	1.15115	-.020	.695**	.314**	1						
5	WY	2.5645	1.14935	.034	.748**	.196*	.789**	1					
6	SuC	3.9422	.58321	.024	.070	-.167	.139	.096	1				
7	TB	3.7070	.65998	-.054	0.022	-.159	.069	.041	<b>.601**</b>	1			
8	CoE	2.7715	.78100	-.084	-.070	-.002	-.036	-.038	<b>.324**</b>	<b>.459**</b>	1		
9	PeT	2.8333	.83779	-.023	-.028	.054	.021	-.008	<b>.284**</b>	<b>.303**</b>	<b>.716**</b>	1	
10	ExC	2.5430	1.03023	-.079	.032	-.013	.122	.156	.143	.059	.214**	<b>.297**</b>	1

Source : The author

Note. N=328, SuC=Successful Cooperationm, TB=Trust Building, CoE=Collaborative Efforts, ExC=Expected Cooperation. \*. Correlation is significant at the 0.05 level (\*p<.05).

\*\* . Correlation is significant at the 0.01 level (\*\*p<.01)



### 4.3 Reliability and Validity

For checking the accuracy and validity of interventions, the data collected from this analysis was examined. To determine accuracy, the Cronbach alpha factor was used.

Table 5. Inter-correlation between dependent and independent variables

	SuC	TB	CoE	PeT	ExC
SuC	1.000	.554	.606	.520	.663
TB	.554	1.000	.424	.512	.552
CoE	.606	.424	1.000	.583	.572
PeT	.520	.512	.583	1.000	.641
ExC	.663	.552	.572	.641	1.000

Source: The author

Table 6. Summary of both dependent and independent variables

	Mean	Minimum	Maximum	Range	Maximum/Minimum	Variance	N of Items
Item Means	3.159	2.543	3.942	1.399	1.550	.387	5
Inter-Item Correlations	.340	.059	.716	.657	12.227	.038	5

Source: The author

## 4.4 Results

Table 7. Hypothesis and Results

Hypothesis		Result
H1	Successful cooperations has positive influence to trust building.	Supported
H2	Collaborative efforts have positive influence to trust building.	Supported
H3	Collaborative efforts have positive influence to successful cooperations.	Supported
H4	Perceived trustworthiness has positive influence to trust building.	Supported
H5	Perceived trustworthiness has positive influence to successful cooperations.	Supported
H6	Perceived trustworthiness has positive influence to collaborative efforts.	Supported
H7	Expected coordination has positive to trust building.	Supported
H8	Expected coordination has positive perceived trustworthiness.	Supported

Source : The author

### Hypothesis testing1

Table 8. Hypothesis testing (Model 1) a. The dependent variable, using regression analysis

#### Coefficients

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	.509	.194	-	2.626	.009
Suc	.584	.082	.516	7.136	.000
1 CoE	.213	.036	.264	5.925	.000
PeT	.171	.059	.147	2.900	.004
ExC	.461	.057	.441	8.083	.000

Source : Author

## Hypothesis testing 2

Table 9. Hypothesis testing (Model 2) a. Dependent variables, using regression analysis

### Coefficients Analysis

Model 2	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	1.112	.413	-	2.694	.008
Suc	.558	.087	.493	6.418	.000
CoE	.312	.086	.369	3.630	.000
PeT	-.059	.080	-.075	-.739	.461
ExC	-.049	.048	-.077	-1.033	.304
Gender	-.053	.108	-.034	-.488	.627
Education level	-.103	.090	-.088	-1.143	.255
Job title/ranks	.031	.070	.053	.437	.663
Total worked yrs	-.010	.074	-.017	-.130	.897

Source: The author

Regression analysis is one form of statistic without consequences. The p-value helps determine if the relationships you observe in your sample are larger. The p-value of each independent variable tests the assumption that the variable has nothing to do with the dependent variable. If there is no dependence, then there is no relationship between the change of independent variable and the transition of dependent variable. In other words, there is not enough evidence to suggest that there is an effect on population levels.

From the below regression output example, the south and north predictor variables are static and the p-value is equal to 0.000. On the other hand, it is not statistically significant for the East, because its p-value (0.092) is typically greater than 0.05.

Model	R	R Square	Adjusted R Square	Std. The error of the Estimate	Change Statistics				
					R Square Change	F Change	df1	df2	Sig. F Change
1	.670 <sup>a</sup>	.449	.431	.49800	.449	24.257	4	119	.000
2	.676 <sup>b</sup>	.458	.415	.50489	.008	.355	5	114	.878

Table 10. Summary of hypothesis 1 and 2

Source: The author

The model summary table reports the strength of the relationship between the model and the dependent variable. R, the multiple correlation coefficient, is the linear correlation between the observed and model-predicted values of the dependent variable. Its large value indicates a strong relationship.

R Square, the coefficient of determination, is the squared value of the multiple correlation coefficient. Adjusted R Square is a "corrected" R Square statistic that penalizes models with large numbers of parameters. These statistics, along with the standard error of the estimate, are most useful as comparative measures to choose between two or more models.

Most officials honestly responded to their role, but it did not appear they were in real life. Therefore in this important position, public servants work in the image of public servants working in a field of study which was anonymous, ineffective, low-valued, unpredictable and ineffective. They were able to work sustainably and effectively in the office of inspectors.

## • CHAPTER FIVE: CONCLUSION

Decreasing confidence in modern public servants around the world in recent years is one of the key problems in Mongolia (Ikon news 2018) . Theoreticians, though, were strongly divided between those who see faith as a product of logical and calculative actions and those who see it in the light of society and societal values as a universal term.

There is no simple way to implement trust-building principles in public service organizations. The principles of confidence-building generally require significant attention from high officials, which might lead to great outcomes. According to the survey report, Mongolian public servants are highly stressed because of their high degree of negligence/carelessness, their lack of ethics and their abuse.

It is also a matter of rationalizing, scheduling and coordinating the system, apart from changing the legal environment so that Mongolian public servants aren't stressed out because of these factors. Focusing on promoting public services in the unit is important.

Change the public servant's responsibility for an ethical charter, change the morality of the non-disciplinary sanctions and modify the structure and role of the official police codes of conduct.

A professional, modern and effective public service builds trust and confidence in the community. How public officials and politicians interact with citizens, including openness to participate in decision-making, directly depends on how citizens respond to government legitimacy. Promoting rule of law and cultivating bureaucratic justice is an important step in increasing government trust. Check and balance are needed to increase transparency and accountability. In particular, empower citizens to participate in public processes by controlling the provision of services. A prime example from the Ministry of Finance is the civil budget. Also, the civil service must be represented by all citizens, including women and young people, to gain their trust.

To establish a trust, public service must be based on merit and ethics. These objectives are set forth in the Public Service Law, but must be translated through the implementation of human resource management rules at all levels, except for policy

declarations. This includes the procedures for selecting, appointing, promoting, evaluating, rewarding, punishing and punishing public servants.

There is so much to do. Civil servants are usually selected based on their level of corruption, pride, enthusiasm, and performance, while corruption decreases, and meritocracies provide high-quality and efficient services. Mongolia needs a system that supports these outcomes at all levels. Broadcasting and promotion are based on competition, not on connectivity. It protects civil servants from being fired.

Many factors and areas may have influence on shaping public servants' trust. However, the scope and limitations of the study depend on the objective, resources and time available for the study. Due to time and resource constraint, it is not possible to conduct any face-to-face interview or fresh questionnaire survey to get firsthand data from Mongolia.

The study results were summed up as follows: First of all, many studies have varied from the public's view of the government's confidence. Knowledge is based on people and the structure and power of government and is interpreted as follows: thus, public confidence is the product of governmental faith. Confidence is a challenge when something significant is to the public anticipated from the state.

The confidence of the government is a very complex concept to do research . In addition to the organizational performance and ethical factors at different levels, the management capacities and political abilities of the institutions must be taken into account .

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## APPENDIX A

The Survey Questionnaire (English version)

Dear Mr/Ms...

This is a survey research questionnaire that aims to explore the factors to affect civil servants' trust in the Mongolian government.

This research is being conducted in order to collect data to complete the thesis for my master's degree in the Department of International Affairs and Business Department at Nanhua University in Taiwan.

Please carefully read the questionnaire and answer accurately with the best choice option according to your feeling in accordance with your personal experiences.

Thank you for your cooperation in answering the questionnaires.

Sincerely yours,

Otgontsetseg  
Ganbold

Nanhua University

e-mail:

## Questionnaire for the thesis

### About Yourself

/Please note that all information collected is for internal purposes only/

1. What is your gender?

- Male             Female

2. What is your age?

\_\_\_\_\_years

3. What is your education level?

- High school  
 Undergraduate  
 Master  
 PhD

4. What is your job title?

\_\_\_\_\_

5. How many years/months have you worked in my department?

\_\_\_\_\_years\_\_\_\_\_month.

## Main questionnaire

Please indicate with whom you have successfully worked together to achieve a common goal.

(Please respond by checking the appropriate answer)	Always	Often	Sometimes	Rarely	Never
6. Estimate how often you communicated with the following people over the past year. Please include all communication, not just interactions related to work. Interactions may include personal contact, e-mail, phone calls, and meetings.	5	4	3	2	1
7. I felt a strong sense of belonging to my department.	5	4	3	2	1
8. I highly related to the cause of my work is addressing.	5	4	3	2	1
9. We worked graciously even in a difficult situation.	5	4	3	2	1
10. Some information is not mutual.	5	4	3	2	1
11. I had an emotional attachment to my working department.	5	4	3	2	1
12. I trust my department to be well managed and efficient.	5	4	3	2	1
13. I trust my department to act in the public interest.	5	4	3	2	1
14. I trust my department to make a positive difference to the cause that it is working for.	5	4	3	2	1
15. I just work by company rules that I need to show others.	5	4	3	2	1
16. I feel frustrated when I think about trust.	5	4	3	2	1
17. Trust is not a really essential thing in our life.	5	4	3	2	1
The following statements describe the Collaborative Efforts and Perceived Trustworthiness. (Please respond by checking the appropriate answer)	Never	Rarely	Sometimes	Often	Always



18. I work efficiently with my co-workers/ officials.	0	1	2	3	4
19. I demand special respect from my co-workers/ officials.	0	1	2	3	4
20. I treat my co-workers/ officials with dignity.	0	1	2	3	4
21. I make an effort to actually show my trust toward others.	0	1	2	3	4
22. We share the profit without any troubles.	0	1	2	3	4
23. I have similar values and beliefs with my co-workers/ officials.	0	1	2	3	4
24. I believe that there are professionals with high levels of expertise within my department.	0	1	2	3	4
25. I am pleased with the way my department is transparent.	0	1	2	3	4
26. The authorities understand my requests and put efforts in meeting them.	0	1	2	3	4
27. I am satisfied with the personal attention that I am getting from my work.	0	1	2	3	4
28. I consider my job to be a good reputation.	0	1	2	3	4
29. I consider my department has a high level of integrity.	0	1	2	3	4

The following statements describe the Expected Cooperation. (Please respond by checking the appropriate answer)	Strongl	Disagree	Neutral	Agree	Strongl
30. I am ready to act in my co-workers'/ officials' best interests.	0	1	2	3	4
31. Work goes wrong when I work mutually.	0	1	2	3	4
32. I am expecting to work with my co-workers/ officials together to achieve a common goal in the future.	0	1	2	3	4

Thank you very much for your time and comment



## APPENDIX B

The Survey

Questionnaire

(Mongolian version)

Сайн байна уу?

Би Тайвань улс Нанхуа Их Сургууль, Олон Улсын Харилцаа Бизнесийн Удирдлага Тэнхимд магистрын зэрэг горилж буй билээ.

Уг судалгааны ажил нь магистрын зэрэг хамгаалах дипломын ажилд зориулагдах бөгөөд “Төрийн Албан хаагчид төрд итгэх Итгэлцэл бий болгоход нөлөөлөх хүчин зүйлс” сэдвээр судалгаа хийх юм.

Таны хариулт бүр бидний хувьд үнэ цэнэтэй байх болно. Та асуултыг сайтар уншин өөрт төрж буй мэдрэмж, өөрийн туршлагыг харгалзан үнэн зөв хариултыг сонгоорой. Таны хариулт зөвхөн энэхүү судалгааны ажилд ашиглагдах болно.

Цаг гарган судалгаанд оролцсонд

талархал илэрхийлье. Таны

цаашдын ажилд амжилт хүсье

Хүндэтгэсэн,

Отгонцэц

эг

Ганболд

Магистры

н Зэрэг

Нанхуа Их Сургууль Тайвань улс

И-мэйл:

**“Төрийн Албанд -Итгэлцэл бий болгоход нөлөөлөх хүчин зүйлс-” Магистрын  
зэрэг хамгаалах судалгааны асуултууд  
Танд тохирох хэсгийг сонгоно уу.**

**/Таны хариулт зөвхөн энэхүү судалгааны ажилд ашиглагдах болно/**

1. Хүйс?

Эрэгтэй       Эмэгтэй

2. Нас?

\_\_\_\_\_Жил

3. Боловсрол?

- Бүрэн дунд
- Бакалавр
- Магистр
- Доктор

4. Таны албан тушаал

\_\_\_\_\_.

5. Төрийн албанд нийт ажиллаж буй жил /сар?

\_\_\_\_\_жил \_\_\_\_\_сар.

• **Үндсэн асуултууд**

**Өнгөсөн хугацаанд амжилттай хамтран ажилласан бөгөөд ажиллаж байгаа удирдлага/албан хаагчыг онцлон төсөөлж асуултанд харуулна уу.**

(Хамгийн ойр санагдаж байгаа дугаарыг дугуйлна уу.)	Байнга	Ихэнхдээ	Заримдаа	Машцөөн	Хэзээ ч үгүй
6. Өнгөрсөн нэг жилийн дотор хэр тогтмол харилцаж байсан талаар дүгнэнэ үү. Ажлаас гадуурх хувийн ажил, и-мэйл, утсаар ярьсан, уулзсан зэрэг бүгд багтана.	5	4	3	2	1
7. Би Төрийн байгууллагад харьяалагдаж буйгаа бүрэн мэдэрсэн.	5	4	3	2	1
8. Би өөрийн ажлын үйл хэрэгт маш өндөр ач холбогдолтой байсан.	5	4	3	2	1
9. Ажлын хүнд нөхдөл байдал дунд ч бид эелдэг харилцаатай байсан.	5	4	3	2	1
10. Бие биенээсээ зарим нэг мэдээллийг нууцалдаг.	5	4	3	2	1
11. Би өөрийн ажилдаа үнэн сэтгэлээсээбайдаг.	5	4	3	2	1
12. Төрийн байгууллага нь сайн менежменттэй, үр ашигтай ажилладаг гэдэгт би итгэдэг.	5	4	3	2	1
13. Төрийн байгууллага нь олон нийтийн эрх ашгийн төлөө ажилладаг гэдэгт би итгэдэг.	5	4	3	2	1
14. Би төрийн байгууллагад ажиллаж буйгаа эерэг өөрчлөлт авчирна гэж хардаг.	5	4	3	2	1
15. Би зүгээр л ажил үүргийн дагуу бусадтай харилцдаг.	5	4	3	2	1
16. Би итгэлцлийн талаар бодох үед сэтгэл хямардаг.	5	4	3	2	1

17. Итгэлцэл бол амьдралд нэг их хэрэгтэй санагдаад байдаггүй.	5	4	3	2	1
Хамтарсан хүчин чармайлт болон найдвартай итгэлцэлийн талаар. (Хамгийн ойр санагдаж байгаа дугаарыг дугуйлна уу.)	<b>Хэзэ ч үгүй</b>	<b>Цөөнудаа</b>	<b>Заримдаа</b>	<b>Ихэнхдээ</b>	<b>Байнга</b>
18. Би хамтран ажиллагчидтайгаа ажлын бүтээмж сайн байдаг.	0	1	2	3	4
19. Би хамтран ажиллагчидаасаа тусгай хүндэтгэл шаарддаг.	0	1	2	3	4
20. Би хамтран ажиллагчидынхаа нэр төрийг эрхэмлэдэг.	0	1	2	3	4
21. Би ажил үүргийн дагуу бусадтай харилцахдаа өөрийн итгэлийг давуулан харуулахыг хичээдэг.	0	1	2	3	4
22. Бид ямар ч асуудалгүйгээр ашгиа хуваадаг.	0	1	2	3	4
23. Би удирдлага /ажлын түнштэйгээ үзэл бодол, санаа зорилго нэгтэй байдаг.	0	1	2	3	4
24. Төрийн байгууллагад мэргэшсэн мэргэжилтнүүд байдаг.	0	1	2	3	4
25. Төрийн байгууллага ил тод байдаг талаар би хангалуун байна.	0	1	2	3	4
26. Дээд албаныхан маань ажлын хэрэгцээ шаардлагыг ойлгож, хангалтанд санаа тавьдаг.	0	1	2	3	4
27. Би ажлаасаа авдаг хувийн анхаарал халамжинд сэтгэл хангалуун байна.	0	1	2	3	4
28. Миний ажил сайн нэр хүндтэй гэж би боддог.	0	1	2	3	4
29. Төрийн байгууллага нь шударга ёсыг өндөр түвшинд авч үздэг.	0	1	2	3	4

(Хамгийн ойр санагдаж байгаа дугаарыг дугуйлна уу.)	Огтсанал	Санални	Дундаж	Саналнийлнэ	Бүрэнсана
30. Би хамтран ажиллагчидынхаа хүсэлтийн дагуу үйлдэл хийхэд бэлэн байна.	0	1	2	3	4
31.Хамтран ажиллах явцад ажил буруу чиглэлд явж байна.	0	1	2	3	4
32. Би цаашид /ирээдүйд дахин хамтран ажиллах сонирхолтой байна.	0	1	2	3	4

Өөрийн үнэт цагаа зориулан судалгаанд идэвхтэй оролцсон танд маш их баярлалаа.

