



Crime Statistics in Mongolia: Descriptive studies

Munkhdorj Bat-Yeruul¹, Enhkbold Batzeveg^{2*} and Batsaikhan Ariunbold³

¹Senior Researcher, Police Research Center, Research and Development Institute, Law Enforcement University, Mongolia

²Chair, Criminal law and criminology Department, Police School, Law Enforcement University, Mongolia

³Assistant Researcher, Research and Development Institute, Law Enforcement University, Mongolia

***Corresponding author:** Dr. Enhkbold Batzeveg, Senior Researcher, Police Research Center, Research and Development Institute, Law Enforcement University, Mongolia, Email: b.enkbold@leu.gov.mn

Received Date: September 18, 2018; **Published Date:** October 29, 2018

Abstract

There is a severe lack of scientific research in this area of statistical theory. Based on the comparative study of domestic and foreign literature, "Crime statistics" is regarded as an independent discipline or applied science, and the need to develop its theory, methods and practical situation is required. This paper aims to analyze and evaluate the current conditions of crime statistics within Mongolia, its legislation and to accordingly propose possible opportunities of improving the system based upon theoretical and practical approaches to the problem. To providing quantitative indicators of the criminal situation in Mongolia more accurately and improving the conditions for preventing crime; the reasons and causes of crime will be identified where appropriate countermeasures will be developed which will result in improved knowledge on crime statistics, its methodology and usage.

Key words: Crime; statistic; crime statistics; system; legal environment; Mongolia

Introduction

The significance of this research lies in the fact that the study of crime was not only examined within the limitations of statistical methods, but that it was studied in conjunction with all the different sub-fields mentioned above, where recommendations on how to improve crime statistics in Mongolia, the manner that the datasets were authenticated and secured were proposed based upon theoretical approaches.

This paper aims to analyze and evaluate the current conditions of crime statistics within Mongolia, its legislation and to accordingly propose possible opportunities of improving the system based upon theoretical and practical approaches to the problem.

Methodological Background

This article contains various research papers, articles, reports and books on crime statistics. The article also contains several analyses on the manner of registering and using crime statistics within the police, anti-corruption agency, court decision execution agency, prosecutor's office and courts of Mongolia. Several widely used methods such as synthesis, analysis, literature reviews, systematic analysis and other popular methods were used within the scope of this research.

Literature review in crime statistics in Mongolia

Although the development of crime statistics, its theories and methods continue to develop globally, in Mongolia

there is a severe lack of research work on this subject, besides two monographs co-authored by Ya.Baatar and D. Tarkhaashin [1] (Statistical Method of Studying Crime, 1988) and P. Ikhzaya, S. Jantsan and B. Munkhdorj [2] (Crime Statistics, 2007). Currently, there are approximately twenty research articles on using mathematics and statistical methods to study crime that were published in scientific journals and presented in research conferences [3,4,5].

Furthermore, since 2005 there has been only four master's thesis works that touched the subject of crime statistics and which discussed the possible adoption of such methods for domestic usage. These works are stored at Mongolian University of Pedagogy, University of Humanities and University of Agriculture. What is more, since the year of 2006 the National Police Agency of Mongolia has been maintaining a yearly report of crime covering topics such as the reasons and causes of crime as well as its prevention; this is a commendable effort by the police to combat crime more effectively. However, the registration of crime do not comply with international standards and thus can be viewed as a disadvantage of its current effort. Most countries around the world conduct analysis on the phenomenon of crime from many different perspectives. Presently, because there is a severe lack of specialized research on the theories and practices of crime statistics in Mongolia, there is significant need in conducting such research works which are of international levels in terms of quality.

Issues Facing Crime Statistics in Mongolia

The crime statistics system in Mongolia is defective as the police, anti-corruption agency, prosecutor's office and courts produce statistical data which are not integrated and unrealistic. This makes it ineffective for influencing government policies. Moreover, there is a severe lack of scientific research in this area of statistical theory. Based on the comparative study of domestic and foreign literature, "Crime statistics" is regarded as an independent discipline or applied science, and the need to develop its theory, methods and practical situation is required. The action plans of the Government and the Ministry of Law and Internal Affairs from 2012-2016 included introducing electronic database systems into state agencies, reducing bureaucracy and creating effective procedures for resolving complaints made by the public. In order to carry out this work, a team was set up by under the Ministry of Law and Internal Affairs in 2013. The team is responsible for the formation of a

comprehensive database for law enforcement agencies. The action plan of the Government from 2012-2016 states that "an integrated database for registering administrative and criminal violations will be established, and risk management procedures introduced [6]. Accordingly, all the law enforcement agencies and courts are expected to create an electronic information system with their joint effort. Furthermore, with the release of crime statistics based on scientific methods, law enforcement agencies and judiciaries will be able to develop effective policies and operational procedures for combatting crime, which in return will ensure the peace and safety of citizens and uphold the principles of human rights and freedom. The Criminal Law and the Law on Offence which will come into force from 1st of July 2017, and that were amended as part of the legal reform will require incident report and registration forms to be renewed. Moreover, the draft law on Combatting and Preventing Crime includes sections on developing an integrated policy for effectively combatting crime, eliminating duplications of information amongst law enforcement agencies and courts, creating an integrated database, and for processing data based upon scientific methods. Hence, it is important to conduct basic researches on crime statistics in Mongolia; publish research works and articles; renew the incident report and registration forms of the police, anti-corruption agencies, prosecutor's offices and court decision execution agencies; propose recommendations for developing new software and databases; and to develop recommendations for improving the relevant laws and regulations.

Current condition of the system of Crime statistics in Mongolia

In Mongolia, the maintenance of databases on crime and statistics is maintained by the courts, the prosecutor's offices, the police, anti-corruption agencies and intelligence agencies. These organizations are responsible for producing statistical information which are then submitted to the National Statistics Committee for integration. Afterwards, the data is presented as part of a socio-economic dataset. The above mentioned organs also publish these data for public use. Statistical information of the provinces, municipalities, cities, districts and counties which are maintained by branches of the above mentioned organs are published in the statistical unit of the local government (Figure1).

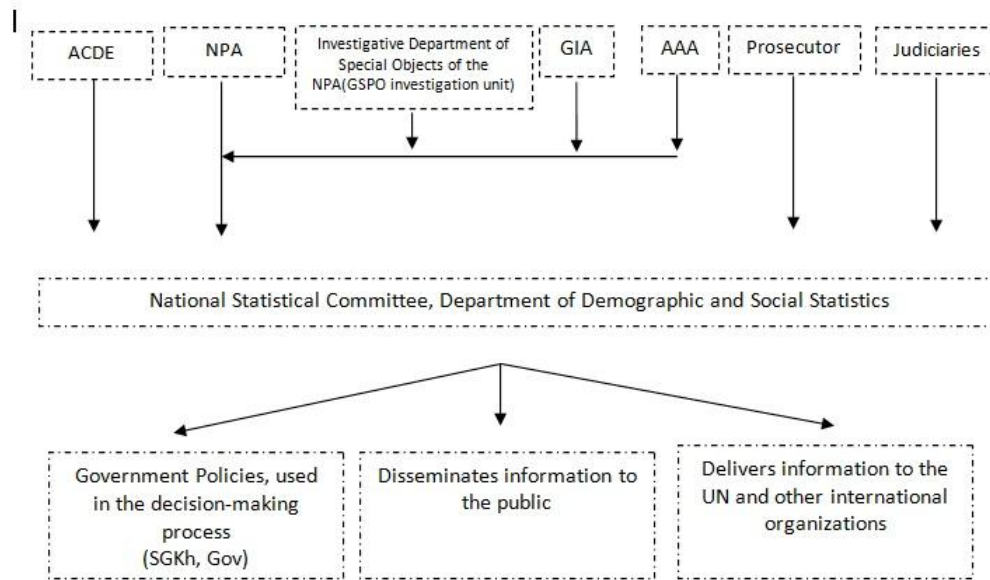


Figure 1: Current system of Crime Statistics in Mongolia.
Source: National Statistics Committee, Annual report, Ulaanbaatar, Mongolia, 2017 .

Although to a certain extent, Mongolia does have a system for maintaining crime statistics, this system is not optimal. The complaints and incidents registered by the police; the monitoring activities conducted by the prosecutor's office and the number of cases heard by the courts are all displayed as statistics. However, the initial incident report and registration forms for these agencies all differ. Although the General Intelligence Agency of Mongolia monitors crime in accordance with the law, the data for these cases are not publicly released. In terms of anti-corruption agency, although it monitors corrupt activities and registers the files in the national database of the police, details are not released due to confidentiality. Additionally, the Investigative Department of Special Cases of the NPA (previously known as the Investigative Unit of the GSPO) registers all appropriate data into the databases of the police. In the last 10 years, the average rate of crime per year was estimated to be 23,000. However, researchers remark that this amount could be even greater due to latent criminality. According to scientific research, the rate of latent crime is said to be 2-25 times higher [7].

As of 2016, 94,324 complaints were received by the police out of which 27,167 were investigated and registered. For the Anti-Corruption agency, 427 complaints were received out of which 83 were investigated and

registered. The prosecutor's office is said to have received 94,751 complaints out of which 29,304 were initiated for criminal proceedings and 41,525 were investigated and registered. Finally, 5762 criminal cases were heard at courts and 6566 people were sentenced. At present, data on any incident, dispute, litigation, victim, criminal, damage/loss and administrative violation is registered electronically, from which statistical data is produced. This is very convenient for the development of statistical information. On the other hand, the database for judiciaries and prosecutor's offices are in the stage of development.

Statistical information on crime is collected from the police, prosecutor's offices, courts and other organizations to be disclosed by the National Statistics Committee. This information is then delivered to all the relevant government agencies as well as external institutes such as the UN Statistics Division. In the future, the Mongolian crime statistics system should be further optimized or example, the integrity of data from law enforcement and judiciary organizations must be ensured, laws and regulations for crime statistics must be adopted and enforced nationally, the national crime statistics must be appropriated to international standards and the National Statistics Committee should establish a special division responsible for maintenance of crime statistics (Figure 2).

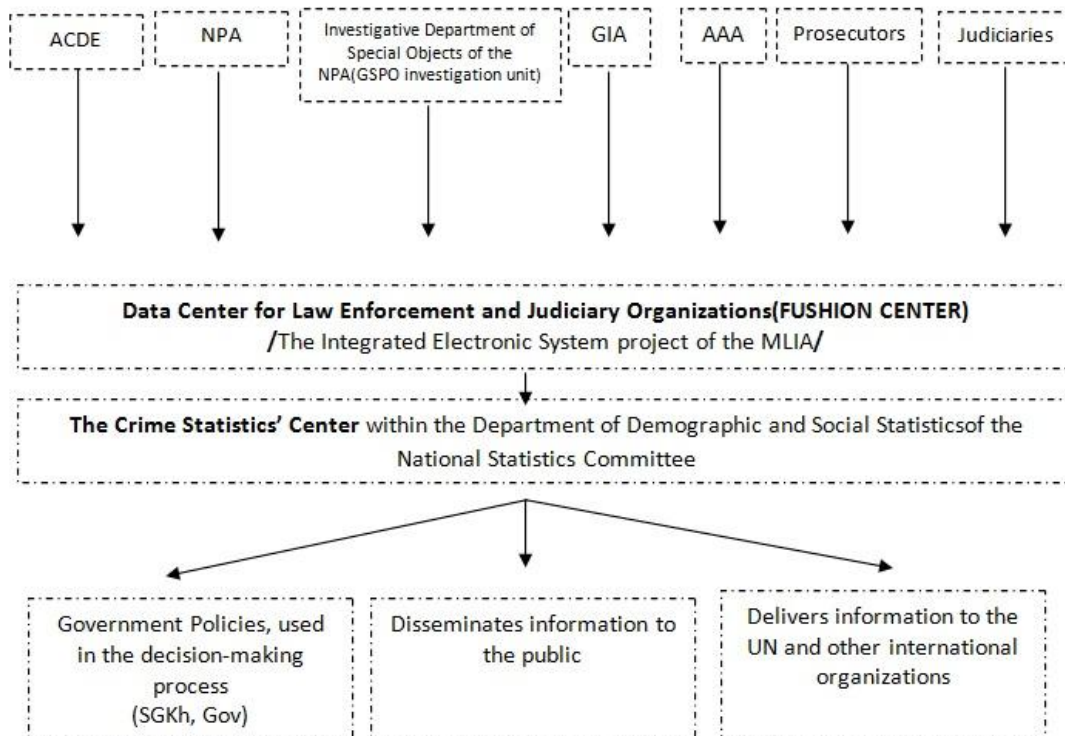


Figure 2: Model of the Crime Statistics System

Source: Munkhdorj. B, "Problems with the theory and application of crime statistics", thesis for doctor law, Ulaanbaatar, Mongolia, 2017

Legal environment for Crime statistics in Mongolia

Crime statistics in Mongolia is regulated by the Constitution of Mongolia, the Law on Statistics, the Law on the Services of the Police, the Law on the Prevention of Crime, the Law on the Services of Prosecutory Organizations, the Law on Judiciaries, and the Law on Judicial Administration. Furthermore, the following guidelines also regulate crime statistics in Mongolia: the Guideline on Registration of Criminal Incidents of the Police [8], the Guideline on Managing the Datasets of Prosecutory Organizations and Ensuring its Information Security [9], the Guideline on Filling Criminal Incident Report Forms and Centralized Storage [14], the Guideline on Court Statistics and Reports (Uyanga. G, 2016), and the Guideline on the Establishment of Sectorial Statistical Databases [6]. In the last decade, damages equal to approximately 400 billion MNT was incurred upon the government, civilians, business enterprises and other organizations due to the growing rate of criminal activity. What is more, 16 thousand people died whilst 8 thousand people were injured. Article 19.1 of the Mongolian

constitution states that, "the Government shall bear the responsibility of ensuring economic and social welfare that guarantees citizens their human rights and freedom, where it shall fight any violations and will put effort into restoring their rights if infringed [10].

Article 3.1 of the Law on the Prevention of Crime also states that "Preventative action refers to a comprehensive set of action that is administered based upon careful analysis of data focused towards identifying the reasons for crime, as well as the prevention and deterrence of criminal activity (White paper on crime in Mongolia, 2016). Additionally, articles 5.1, 20.1 and 20.2 of the said law also contain regulations that administer criminal statistics in Mongolia. For example, article 5.1 states that "Preventative action shall be implemented in following manner", which is further clarified in article 5.1.1 as it is stated that "the causes of crime shall be identified by collecting and analysing data (Crime prevention act in Mongolia, 1997). Furthermore, article 20.1 states that, "Judiciaries, prosecutor's offices, police departments and any other bodies that reserve the right to register and investigate crime may organize activities to collect and

process data for identifying the causes of crime in the following manner (Crime prevention act in Mongolia, 1997). This is further clarified in articles 20.1.1 and 20.1.2 where such bodies reserve the right to register, process and analyse data.

Finally, article 20.2 states that “the incident report forms and guidelines for providing statistical data by the aforementioned organizations will be approved by the National Statistics Office after consultation with such bodies (Crime prevention act in Mongolia, 1997). These regulations form the legal environment for criminal statistics in Mongolia. Moreover, the fact that crimes that are being investigated nationwide is registered in the criminal database of the police based upon the “Instruction on Registering Criminal Statistics” proves that the legal regulations for registration of crime and investigation is severely flawed in Mongolia. Hence, it is absolutely essential that the legal environment for criminal statistics is improved and if required amendments to appropriate laws and regulations must be made and comparative studies of foreign countries must be conducted in order to optimize the current system of criminal statistics in Mongolia.

Conclusion

The term “crime statistics” refers to the registration of crime, the maintenance of databases, the processing of statistical datasets, the analysis of information and the effective usage of such information in the decision making process and the implementation of policies. The end goals for crime statistics in Mongolia is to create a system which accurately registers, collects and disseminates data, and which aids to develop effective measures for combatting crime. In other words, the most appropriate method for combatting crime is to improve the theories and methods associated with crime statistics, its legal environment and the validity of statistical information.

By developing the theories and methods of crime statistics as a comprehensive applied science the incident report forms of the police, anti-corruption agencies, court decision execution agencies, prosecutor’s offices and judiciaries will significantly improve and the criminal justice system will be optimized. This will ensure that statistical information is integrated and accurate, and that governmental policies towards combatting crime are effective. Moreover, in addition to providing quantitative indicators of the criminal situation in Mongolia more accurately and improving the conditions for preventing crime; the reasons and causes of crime will be identified where appropriate countermeasures will be developed

which will result in improved knowledge on crime statistics, its methodology and usage.

Recommendations

- a. To improve the system of crime statistics in Mongolia, and to provide law enforcement and judiciary organizations with an integrated data system (please refer to Figure 2. Model of the Crime Statistics System);
- b. To create a national approach to better management of crime statistics, and to improve the legal environment as well as the enforcement of domestic acts;
- c. To create a specialized division responsible for crime statistics at the National Statistics Committee (please refer to Figure 2. Model of the Crime Statistics System);
- d. To send recommendations to the Ministry of Law and Internal Affairs and the Ministry of Education, Culture, Science and Sports on preparing specialized statisticians for the police, anti-corruption agencies, prosecutor’s offices and judiciaries; and to start developing joint education programs with support from the Law Enforcement University.

References

1. Baatar Y, Tarkhaashin D (1988) Statistical Methods for Studying Crime. Ulaanbaatar, Mongolia.
2. Jantsan S, Ikhzaya P, Munkhdor JB (2007) Crime Statistics. Ulaanbaatar. Mongolia
3. Batzorig B (1999) Methods for Studying the Reasons and Causes of Crime. The Council for Organizing Crime Prevention Work. Ulaanbaatar, Mongolia
4. Batzorig B (2003) Factors Influencing the Actual Data Indicators of Crime Trends. Journal of Criminal justice: 15-19.
5. Shagdarkhorloo.B (1973) The Reasons and Causes of Crime: Issues Related to its Prevention. Ulaanbaatar, Mongolia.
6. Tsedevsuren M, Sumiyatseren D, Munkhdor jB (2017), Strengthening for capacity criminal justice personal, Journal of law Enforcement: 85-89.
7. Enkhbold B (2011) Urbanization and Crime. Ulaanbaatar, Mongolia.
8. Gerelsuren G (2017) Issue of delict statistics in Mongolia: Police practice. Journal of Criminal justice: 45-146.

9. Otgonzul G (2017), Some problem on police crime statistics procedure in Mongolia. *Journal of Police Studies*: 87-91.
10. Boldbaatar J (2010) *Criminology*. Ulaanbaatar, Mongolia.
11. Batbayar B, Tuvshintulga A (2014) A Comprehensive Bibliographic Record of Mongolian Works on the Study of Legal Science. Ulaanbaatar, Mongolia.
12. Erdenebat G (2003) Reliability of Criminological Studies, Methods for Improvement. *Journal of Criminal justice*: 9-13.
13. Munkhdor JB (2011) Handbook for Data handlers and Research Workers of the Police. Ulaanbaatar, Mongolia.
14. Munkhdor JB (2006) Dynamic Link Analysis of Crime Registered in Mongolia. *Journal of Criminal justice*: 56-6.
15. Munkhdor JB (2012) Using Sampling Methods in Crime statistics. *Journal of Police Studies*: 85-9.
16. Munkhdor JB (2012) Analysis of the Crime Statistics of the Police, Recommendations for Improvement. *Journal of Criminal justice*: 15-20.
17. Mygmarsuren B (2017) Crime statistics in Mongolia: legal environment and system. *Journal of Criminal Justice*: 109-114.
18. Otgonbayar L (2003) Issues Related to the Correlational Data Analysis Method for Studying the Factors which Influence Criminal Events. *Journal of Criminal Justice*: 25-29.
19. Uyanga G (2016) Court statistics on crime: theory and practice in Mongolia. *Journal of Court information*: 58-71.