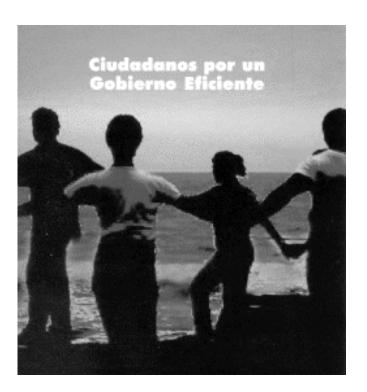
Latin American Public Opinion Project

Proyecto de Opinión Pública de América Latina

Nicaraguans Talk About Corruption:

a Follow-Up Study of Public Opinion







by

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by Mitchell A. Seligson^{*}

March 1999

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	٧
PART I. BACKGROUND	1
PART II. METHODOLOGY AND HURRICANE "MITCH" The Hurricane	5 6
PART III. EXPERIENCE WITH CORRUPTION	11
PART IV. IMPACT OF THE PUBLIC AWARENESS CAMPAIGN	23
PART V. PERCEPTION OF CORRUPTION: 1996 VS. 1998	46 47
PART VI. CORRUPTION AND THE STABILITY OF DEMOCRACY System Support Interpersonal Trust Local Government Conclusions	53 57 58
ADDENDIY: OLIESTIONNAIDE	63

Figures

II.1	Gender, Age and Education: Comparisons of 1996 and 1998 Samples	c
III.1	Experience with corruption: Comparisons of	
	1996 and 1998 full samples	12
III.2	How widespread is bribery? 1996 vs. 1998	
III.3	How widespread is bribery? 1996 vs. 1998	
	pre-hurricane samples	14
III.4	Experience with corruption: Comparisons of 1996 and	
	1998 pre-hurricane samples	15
III.5	Total personal experience with corruption by area,	
	1996 vs. 1998	16
III.6	Reported an act of corruption?	
III.7	Experience with corruption and reporting of corruption	
IV.1	Image of the public awareness campaign	
IV.2	Have you seen the message photo before?	
IV.3	Percentage of respondents who watched or read news daily:	
	by gender	25
IV.4	Exposure to the public awareness image: by media type	26
IV.5	Percentage who saw message image by education and gender	27
IV.6	Percent of respondents who had heard of "Ciudadanos	
	por un gobierno eficiente"	29
IV.7	Percentage of respondents who had heard "Te pedimos	
	que sueñes"	
IV.8	Index of campaign awareness by education and gender	31
IV.9	Exposure to public awareness campaign and monthly income	
	(in Córdobas)	
IV.10	Meaning of "Transparency"	33
IV.11	Relationship of campaign awareness index to ability to	
	define transparency	34
IV.12	Impact of the public awareness campaign and impression of	
	media coverage of public funds management	35
IV.13	Impact of the public awareness campaign and impression of	
	media coverage of public funds management, including	
B / 4 4	non-opinion	36
IV.14	Relationship of campaign awareness index to	
	ability to define transparency, by gender	37
IV.15	Respondents who have heard of functions of various	
11/40		38
IV.16	Knowledge of functions of Ministerio de Hacienda y	00
N/ 47	Crédito Público and exposure to public awareness campaign	39
IV.17	9	40
1\/ 40	and exposure to public awareness campaign	
IV.IO	Heard of SIGFA and exposure to public awareness campaign	41

IV.19	Heard of efforts to better manage public funds and	
	exposure to public awareness campaign	42
IV.20	Heard of efforts to improve management of public funds:	
	1996 vs. 1998	43
V.1	Percentage who say "corruption affects me":	
	Comparison of 1996 vs. 1998	46
V.2	Degree of corruption/honesty of various officials and groups:	
	Comparisons of 1996 and 1998 samples	48
V.3	Definition of public acts, 1996 vs. 1998: Corrupt and punishable;	
	corrupt but justifiable; not corrupt	50
V.4	Definition of private acts, 1996 vs. 1998: Corrupt and punishable;	
	corrupt but justifiable; not corrupt	51
VI.1	System Support: Basic rights protected and perception of	
	overall level of bribery, 1996 vs. 1998	53
VI.2	System Support: Basic rights protected and total personal	
	experience with corruption, 1998	54
VI.3	System Support: Pride in the system and total personal	
	experience with corruption, 1998	55
VI.4	System Support: Fair trial and total personal	
	experience with corruption, 1998	56
VI.5	Perceived level of bribery and interpersonal trust, 1998	57
VI.6	Discussed public funds expenditures with mayor or	
	council member, 1996 vs. 1998	58
VI.7	Discussed expenditure of public funds:	
	by department, 1998	59
VI.8	Discussed expenditure of public funds:	
	by department, 1996 & 1998	
VI.9	How are municipal finances managed?	61
VI.10	Corruption experience and opinion of management of	
	municipal finances, 1998	62
Table	S	
II.1	Revised weighting scheme for 1996 & 1998 samples	8
III.1	Institutions perceived as most corrupt	
III.2	Institutions perceived as least corrupt	
III.3	Purpose of parental payment to primary schools	
IV.1	Departmental variation in seeing message	
IV.2	Predictors of ability to define transparency	
IV.3	Predictors of knowledge of Ministry of Finance and Public Credit	39
IV.4	Predictors of knowledge of Comptroller General's Office	40
IV.5	Function of the Comptroller General's Office	
V.1	How corruption is perceived to affect respondent: 1996	47
V.2	How corruption is perceived to affect respondent: 1998	47

EXECUTIVE SUMMARY

In late 1998 a survey based on a national probability sample of 2,400 voting-age Nicaraguans was conducted as a follow-on to the 1996 survey, *Nicaraguans Talk About Corruption: A Study of Public Opinion*. Both surveys were designed to assess the perceptions of Nicaraguans regarding how the government manages the country's public finances and the prevalence of corruption. By comparing the two surveys, it is possible to determine how perceptions of Nicaraguans regarding these two important issues may have evolved in the intervening period. The 1998 survey was designed as well to evaluate the impact and reach of a public awareness campaign conducted in late 1997-1998 to inform the Nicaraguan public about the financial management reform effort being implemented by the government (with assistance from the international development community) to use more effectively the country's resources and reduce the incidence of corruption.

Hurricane "Mitch" hit Nicaragua in the middle of the field work, requiring our interview teams to suspend work until after the storm had passed and the major roads had reopened. This event raised a concern among members of the research team that the Hurricane might have had an impact on the survey results. In order to control for possible effects the Hurricane might have had on the results, a special methodology was followed in the analysis of the data. The methodology section of the report contains an explanation as to how the analysis was able to filter out any impacts of the storm on the results.

The 1998 survey - - like the 1996 survey - - found that most Nicaraguans feel that corruption is widespread in the country and affects them personally. The percent of respondents indicating they were affected by corruption in 1998 was higher, however, than in 1996, a finding that could be related to the public awareness campaign. In the context of the other survey findings, these results show indeed that Nicaraguans are becoming more sensitive to the corruption issue because of the increased attention being devoted to informing the public about its corrosive effects. The 1998 survey, like its predecessor, uncovered that direct experiences with corruption were far less prevalent than hearsay and vicarious knowledge of corrupt acts, and that perceptions of corruption were more prevalent among the older, better educated and higher income Nicaraguans, regardless of political affiliation or whether they resided in urban or rural areas of the country. As in 1996, exposure to the media, particularly television, was a major predictor of higher perceptions of corruption.

Both surveys provided nearly identical results regarding the ability of Nicaraguans to differentiate between types of corrupt behavior, the second survey also indicating that Nicaraguans are likely to condone some types of corrupt acts while harshly condemning others, especially when committed by government officials who abuse the public trust. As in the earlier survey, the 1998 round reveals that Nicaraguans are generally distrustful of elected officials, politicians, and judges, but as a general rule believe in the honesty of teachers, university professors, and the clergy. The 1998 survey shows Nicaraguans are extremely unhappy with the country's level of corruption and support the intensification of

efforts to educate and inform the public about effective anti-corruption measures. They are convinced of the need to demand transparency in the use of public funds.

About a quarter of those interviewed responded in the affirmative when asked if they had seen the public awareness campaign message broadcast in television and printed in newspapers. Of those indicating awareness, 70% reported having seen the message on television, and the remainder in newspapers. This finding is consistent with the role of television as the leading Nicaraguan media. Further, nearly 30% of respondents reported having heard the public awareness campaign slogan broadcast by radio. According to these results, therefore, the public awareness campaign reached, through one means or another, three out of ten voting age Nicaraguans.

As expected, the reach of the public awareness campaign was strongly correlated with respondents' level of education and income. But more important was the finding of a strong correlation between exposure to the public awareness campaign and the ability to define transparency, knowledge of the functions of various government agencies (e.g., the Ministry of Finance and Public Credit [Ministerio de Hacienda y Crédito Público]; the Office of the Comptroller General [Contraloría General de la República]), and knowledge of SIGFA (Sistema Integrado de Gestión Financiera y Auditoría), the acronym used to identify the financial management reform program being implemented within the government. The national-level awareness of the program to improve the management of public funds increased significantly (< .001) between 1996 and 1998, from 24% to 31%. The impact of the public awareness campaign can be seen in many ways. For example, the percent of Nicaraguans familiar with the meaning of transparency, increased from 40% among those not exposed to the campaign to more than 60% for those who were. Knowledge of SIGFA rose from 6% among those unaware of the campaign to 20% for those familiar with it. Overall knowledge of efforts to improve governmental financial management increased from 22% for those not exposed to the campaign to 47% for those with the highest level of exposure to it. Equally important, as determined by multiple regression analysis, the public awareness campaign had an independent effect above and beyond those produced by education and income on the ability of respondents to define transparency, recognize governmental functions, and be familiar with the financial management reform effort. Overall, then, the public awareness campaign seems to have achieved its objectives in making the Nicaraguan public better informed on issues related to public accountability.

A prominent finding of the survey was that in 1998, as compared to 1996, Nicaraguans reported significant declines in the incidence of bribery, the percent of those reporting bribery as being widespread declining by 8%. In addition, direct or vicarious knowledge of certain corrupt practices declined. Corrupt practices such as seeing a bribe being paid to the police, knowledge of bribery of a public official, actual experience of being asked to pay a bribe by a public official and knowledge of bribery in the court system declined significantly. Of the eight measures of experience with corruption (direct or

vicarious), four saw statistically significant declines, with the others remaining virtually unchanged.

What appears to have been happening in Nicaragua is that corruption itself is declining, while awareness of corruption, motivated in part by the public awareness campaign and in part by government measures to reduce it, is increasing. In effect, the public is becoming more vigilant in the context of an improving situation. Further evidence of this conclusion is that in the 1998 survey 10% of respondents stated they had reported acts of corruption, but this percent rises appreciably (to about 50%) among those reporting direct, rather than second-hand, knowledge of corrupt acts. This relationship indicates that Nicaraguans are far from being passive about corruption; one in two Nicaraguans today is willing to report corruption if directly exposed to it.

When asked which national institution was most corrupt, most Nicaraguans declined to name one specifically; among those who did, the most frequently cited institutions were the police (also named, curiously, by a much smaller percentage of respondents as amongst the least corrupt) and municipal governments. Those government institutions regarded as least corrupt were the Ministry of Education and the Office of the Comptroller General. Ninety-one percent of respondents with children of primary school age reported paying some money to the schools attended by their offspring. While 55% of these respondents reported the payments as mandatory, less than 20% regard the illicit payments as corrupt, given that they understand that the funds are requested in order to repair schools or purchase teaching materials, rather than for the teachers' personal benefit.

Regarding the extent to which corruption can undermine the stability of democratic rule in Nicaragua, the 1998 survey shows the clear linkage between the two. Nicaraguans from all walks of life feel corruption threatens the system's stability. Related findings are that those with personal experiences with corruption sense their basic rights are threatened, have less pride in the country's political system, and are less trusting of other Nicaraguans. These findings underline the importance of a continued effort to increase accountability in the public sector. The efforts made to date, which have already had important payoffs as shown in this report, are helping to consolidate democratic rule.

PART I. BACKGROUND

This report is a follow-up to the initial study by Mitchell A. Seligson, <u>Nicaraguans Talk About Corruption: A Study of Public Opinion</u>, published by Casals & Associates, Inc., of Arlington, Virginia in March, 1997. That study established a baseline on which the current report builds. This background section provides an overview of the USAID-sponsored public awareness campaign designed to inform the Nicaraguan public about the purposes of the state initiative being implemented under the *Sistema Integrado de Gestión Financiera y Auditoría* (SIGFA) project. Complementary aims of the public awareness campaign were promoting honesty, probity and accountability among government officials, medium-to-long term objectives whose achievement will ultimately depend on the ethical behavior of public servants and the watchful eye of a better informed and more demanding citizenry. One purpose of this survey was to assess the reach of the public awareness campaign and how successful it was in achieving its objectives.

The SIGFA initiative, a project being implemented by the Nicaraguan government with financial support from the U.S. Agency for International Development, the World Bank, and the Inter-American Development Bank, seeks to establish a modern government financial management system for the more efficient and transparent use of public funds. Under SIGFA, new administrative and auditing norms are being developed and implemented, and a computer-based accounting system introduced, to facilitate and monitor the management of the country's financial resources.

The public awareness campaign, "Citizens for an Efficient Government," was managed by Grupo FUNDEMOS, a leading Nicaraguan NGO, under the supervision of Casals & Associates, Inc., in collaboration with officials from the *Ministerio de Hacienda y Crédito Público* (former Ministry of Finance), the *Contraloría General de la República*, and the Office of the President, with the technical and creative support of MAXIMAGEN, a national public relations firm. It consisted of a series of complementary and parallel activities organized to inform all segments of Nicaraguan society, including public opinion leaders, the press, decision makers, and the public at large, about the SIGFA project goals. Important elements of the campaign were 37 public events (RESPONDACON IV, an international teleconference; workshops, public debates and seminars; and public computer demonstrations of the SIGFA accounting system in operation) in which thousands of Nicaraguans, drawn from leading professional and labor organizations, NGOs, and academic institutions, from Managua and other cities, participated. As part of these efforts, several brochures and other educational materials (e.g. posters) were prepared and widely distributed.

¹Casals & Associates, Inc., Arlington, Virginia, March, 1997.

Important as these activities were, they were but part of a major nation-wide effort to reach all citizens of Nicaragua through the mass media. Joint presentations to explain SIGFA to the public were made by representatives from *Grupo FUNDEMOS* and government agencies on highly rated television (6 times) and radio (2) talk shows. Similar joint presentations were made to the editorial boards of some of the most important Nicaraguan newspapers (*La Prensa*, *El Nuevo Diario* and *La Tribuna*) and magazines (*Mundo Financiero*, *Tiempos del Mundo*). Several journalistic accounts describing how the SIGFA system would operate and what Nicaraguans could expect from it resulted from these key presentations.

The public awareness campaign's main thrust was to disseminate through the print and broadcast media a message whose intent was to encourage citizens to embrace civic values intimately associated with transparency and the efficient use of public resources -SIGFA's cornerstones - such as responsibility, honesty and solidarity. A slogan ("Te pedimos que sueñes, no que te quedes dormido," "We ask you to dream, not to stay asleep", which in Nicaragua evokes the message "not to remain in the past, but to look to the future) was coined for this purpose (and made into a thirty second radio public service announcement [PSA]), as was an allegorical picture and thirty second-long video (accompanied by the same sound track used in the radio PSA) symbolic of happier and more prosperous days to come (the allegorical picture is shown on the cover of this report and in Figure IV.1) in a more transparent, efficient and honest Nicaragua. The public awareness campaign message (including the allegorical picture) was printed 27 times in national newspapers (La Prensa, El Nuevo Diario, and La Tribuna) and a business newsletter (Bolsa de Noticias). During the three months over which the mass media public awareness campaign was implemented (August, September, October of 1998), the radio PSA was transmitted more than 800 times by radio stations and networks covering all of Nicaragua, while the television PSA was broadcast during the same time period 148 times to a national audience.

The report on the 1996 survey, as a baseline, was mainly concerned with describing the characteristics of public opinion on and experience with corruption in Nicaragua. The focus of the present report is to examine changes in those opinions and experiences, and to also look specifically at the awareness campaign, both in terms of its reach and impact. There is no need to repeat here each of the findings from the 1996 study, but in order to provide background for the reader who has not seen the earlier study, portions of the summary from that study are reproduced here.

Summary of the 1996 survey results: The 1996 survey found that the vast majority of Nicaraguans believed that corruption affected them personally and that it was widespread in their country, with perceptions regarding its prevalence exceeding direct experiences by a wide margin. Perceptions regarding the incidence of corruption tended to be higher among the older, more educated, higher income, and better informed Nicaraguans, particularly among television news viewers. Perceptions of corruption were nearly identical in urban and rural areas. Partisanship was not a major determinant of

perceptions of corruption, with voters of both major political factions in Nicaragua viewing it as equally prevalent.

Nicaraguans proved capable of differentiating between various types of questionable behaviors but were prone to condone many corrupt acts. Although tolerant of corruption when judged justifiable, they had generally harsher attitudes toward those who abuse the system for personal advantage. While on the whole distrustful of public officials, Nicaraguans held elected officials, politicians, and judges in low esteem and broadly regarded teachers, university professors, and clergy as far more honest. Nicaraguans appeared to be fed up with dishonesty and indicated strong support for anticorruption initiatives. They favored more aggressive investigations and stronger legal sanctions, applaud educational and public awareness efforts, and would like to see greater transparency in the use of public funds.

In 1996 relatively few Nicaraguans, however, were aware of the measures being implemented by the government, with support from the international development community, to reform procedures to improve government financial management, increase economic efficiency, and help reduce the incidence of corruption. In the 1996 data, those who tended to know more about these efforts were the wealthier, better educated, and more resourceful Nicaraguans. In 1996, three of every ten Nicaraguans claimed to know the functions of the Office of the Comptroller General, and a slightly higher percentage stated they are aware of the responsibilities of the (then) Ministry of Finance. However, when asked specifically to describe these functions, many respondents were capable of providing only broad answers, suggesting a very limited understanding of what these governmental units actually do.

The perceptions uncovered in the 1996 survey were troubling for the political legitimacy of Nicaragua's fragile democratic political system. The greater the exposure to corruption, the less support for the political system was expressed. These findings suggested the importance of developing a more accountable system as a means to strengthen Nicaraguan democracy.

PART II. METHODOLOGY AND HURRICANE "MITCH"

The Hurricane

Most readers would normally want to skip over a section on methodology in a report such as this and turn immediately to the findings. In this case, however, the reader is asked to persevere and read this section since Hurricane "Mitch" had a very special impact on this study and the analysis methodology that was employed here.

The original plan was to replicate the 1996 baseline survey with an identical sample for 1998. By "identical" it is meant that interviews would be carried out in the same geographical areas, using the same sample methodology (detailed below). No attempt, however, was to be made to interview the same individuals (i.e., this was not a panel design) because of the extraordinary cost that such a design would have implied in a country like Nicaragua, in which most residents do not have telephones or clearly recognized street addresses.

That was the plan, and the design followed that plan precisely. But after 47% of the 1998 sample was interviewed (1,125 individuals), Hurricane "Mitch" hit, forcing a suspension of the interviews. No one at that moment was able to foretell the devastating impact that the Hurricane would have on Nicaragua and its neighbor, Honduras. This is not the place to review the events of the hurricane, its impact on the people and economy of Nicaragua, or the international relief efforts that have been put in place since the hurricane left the region. It is, however, important to realize that rarely does an event of such magnitude and nation-wide impact occur in the middle of field work for a survey such as this. The researchers could not know what impact on public opinion the hurricane would have, so it was therefore necessary to develop a methodology of controlling for this unknown effect.

The researchers involved in the project consulted with each other and decided that we had to do two things. First, once the hurricane was past and the interviews could begin again, it was vitally important to be able to identify those respondents who were interviewed before the hurricane hit and those after. Second, it was also vitally important to be able to isolate from the 1996 baseline the subset of individuals who matched the 1998 pre-hurricane interviews. Comparisons of the pre- and post- hurricane interviews might be able to isolate the impact of the hurricane on opinion. The problem with that, however, is that those who were interviewed prior to the hurricane did not represent a random sample of the nation. Rather, interviews were progressing on a departmental basis, and therefore the pre-hurricane sample does not cover all of the departments in the country. Since the 1996 survey revealed wide variation in response by department, we could not merely assume that any pre/post hurricane differences were entirely attributable to the storm itself. Rather, the storm interacted with variation within our sample.

In light of these considerations, the analysis of the data presented here will be done in two different ways. Whenever the report talks about 1998 Nicaraguan opinion, the

entire 1998 sample will be used. For example, there are a number of new items that appear only in the 1998 survey. In those cases, the full sample will be utilized. When, however, attempts are made in the report to compare 1996 to 1998, the subset of interviews conducted in 1998 prior to the hurricane, matched with the identical areas from the 1996 survey, will be utilized as a check on the full sample results. In that way, the report can examine change between 1996 to 1998 while being able to control for possible impacts of the hurricane. As a practical matter, few if any differences emerged in the pre and post hurricane samples, as is explained at various points in the analysis.

Sample Design

This study is based on two national probability (i.e., random) samples of 2,400 members each of the voting age Nicaraguan public. Respondents were interviewed by a team selected by the Central American firm of Borge & Associates, and trained with the oversight of Professor Andrew Stein, Tennessee Technological University, and former Fulbright Fellow in Nicaragua. The questionnaire was developed by the author of this study in consultation with USAID, the Office of the Comptroller General and the Ministry of Finance and Public Credit. The draft instruments for both 1996 and 1998 were pretested extensively by Professor Stein in both urban and rural Nicaragua.

The surveys were carried out, one in 1996 and the other in 1998, with a total sample size of 2,400 interviews in each year for a total of 4,800 interviews. The survey teams covered each of the departments of the country, with the exception of Río San Juan, which was excluded for cost considerations. Río San Juan contains 1.7% of the population of the country, so our findings refer to the 98.3% of the population that is included. In each Department six voting precincts (Juntas Receptoras de Votos, JRVs) were selected at random, and within each of those precincts 25 interviews were conducted for a total target of approximately 150 interviews per department, with the exception of Managua, in which 300 interviews were conducted because of its demographic and political importance. For the overall sample, we can speak about the results with considerable accuracy: 95% of the time, the results of our sample will be within no more than approximately 2% (higher or lower) of the views of the entire voting age Nicaraguan population. At the level of the Department, with samples of an average of 150 interviews, the level of accuracy is much lower, about ± 8%. Thus, we can feel guite confident in the accuracy of our results at the national level. At the departmental level the possible range of error due to the size of the sample is wider, and for a study such as this that looks at change over a two-year period, we would not generally expect such changes to exceed the confidence intervals of the sample at the departmental level. For this reason, this report will focus on the national data.

The Atlantic region of Nicaragua has always presented survey researchers with serious challenges. Zelaya was incorporated into Nicaragua in 1894, but in the mid-1980s was renamed RAAN and RAAS. This is a vast region of more than half the territory of Nicaragua, yet contains only 9.6% of the population. The costs of providing a random

sample of this region are quite high, so we decided to represent it by concentrating our survey in three main population centers, Rama, Bluefields, and Puerto Cabezas. Within each of these areas two voting precincts were selected. A total of 150 interviews were conducted in the Atlantic region.

While the sample design had as a target 150 interviews per department, in order to report the overall results it is necessary to reweight the sample so that each Department is represented by a sample size proportional to its contribution to the national population. Thus, the results presented in this paper reflect the *weighted* samples, accurately portraying a picture of Nicaragua. Sample weights are given in Table II.1 below, and the questionnaire is contained in Appendix I.

The careful reader will note that when the 1998 sample weighting scheme is compared to the 1996 scheme (see p. 3 of the first report), differences emerge. This is because at the time of the analysis of the 1996 sample, a small number of interviews were categorized by Borge & Associates in the wrong departments. This error never affected national totals, but did affect the departmental results. For example, in 1996 it was reported that 147 interviews were conducted in Chinandega, when in fact 150 were conducted there, the three cases erroneously categorized in other departments. In carrying out the process necessary to link the 1996 survey with the 1998 survey so that the pre and post-hurricane respondents could be isolated, these anomalies in the 1996 survey were detected and corrected. That resulted in a different weight factor being used than reported upon in the 1996 study. For that reason, the results here may vary slightly from those reported on earlier.

Table II.1 Revised weighting scheme for 1996 & 1998 samples

1. Department	2. 1995 Population (census data)	3. % of Population	4. Survey N	5. Fraction of national pop	6. Desired N: (#5 * 2,400)	7. Weight factor (#6/#4)	8. Weighted sample (#4 * #7)
Managua	1,056,702	25.53%	300	0.255274	613	2.042192	613
Matagalpa	364,790	8.81%	150	0.088124	211	1.409984	211
Chinandega	348,971	8.43%	150	0.084303	202	1.348848	202
Léon	330,168	7.98%	150	0.079761	191	1.276176	191
Masaya	236,107	5.70%	150	0.057038	137	0.912608	137
Atlánticoa	469,780	11.35%	150	0.113488	272	1.815808	272
Jinotega	214,070	5.17%	150	0.051714	124	0.827424	124
Estelí	168,936	4.08%	150	0.040811	98	0.652976	98
Granada	153,183	3.70%	150	0.037005	89	0.592080	89
Nueva Segovia	151,324	3.66%	150	0.036556	88	0.584896	88
Carazo	141,831	3.43%	150	0.034263	82	0.548208	82
Rivas	141,792	3.43%	150	0.034254	82	0.548064	82
Chontales	137,477	3.32%	150	0.033211	80	0.531376	80
Boaco	124,513	3.01%	150	0.030079	72	0.481264	72
Madriz	99,842	2.41%	150	0.024	58	0.384000	58
Total	4,139,486	100.00%	2,400	1	2,400		2400

Source: Instituto Nacional de Estadísticas y Censos, INEC, Censos nacionales 1995, 25 de abril, 1995. Cifras Oficiales Preliminares, Recuento Manual, Nicaragua, September, 1995.

Comparisons of 1996 and 1998 Samples

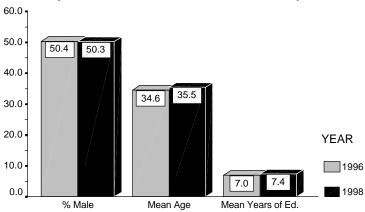
The two samples were designed to be as similar to each other as possible, and the effort proved successful. The only variation that occurred was that one single JRV was inaccessible by road after the hurricane, but a contiguous JRV was substituted for it. This means that out of the 2,400 interviews conducted in 1998, only 25 came from a different JRV, and those were from a JRV of very similar demographic and socio-economic characteristics. Figure II.1 shows the comparisons on basic parameters of gender, age and education. In 1996 1,209 men were interviewed and 1,190 women, whereas in 1998

^a The tabulations for the 1995 census utilize RAAN and RAAS instead of the older departmental name "Zelaya." Atlantico here includes Zelaya and Río San Juan. These have been summed here into one area to match the sample.

1,206 men and 1,194 women were interviewed. In effect, then, there was a difference of only 3 men and 4 women between the two samples. The average age, rounded to the whole number, was 35 for both samples, although, as can be seen in the bar charts, the 1998 sample was fractionally older than the 1996, probably reflecting the aging of the Nicaraguan population. Similarly, in rounded terms, the number of years of education of both samples was 7 years, but the 1998 sample was four-tenths of a year more highly educated, again, possibly reflecting the increasing levels of education of the Nicaraguan population as a whole as the oldest illiterate population cohorts begin to die off and are replaced by young people who now typically receive at least a primary education.

Gender, Age and Education:

Comparisons of 1996 and 1998 Samples



Age and Education sig < .05

Figure I.4

PART III. EXPERIENCE WITH CORRUPTION

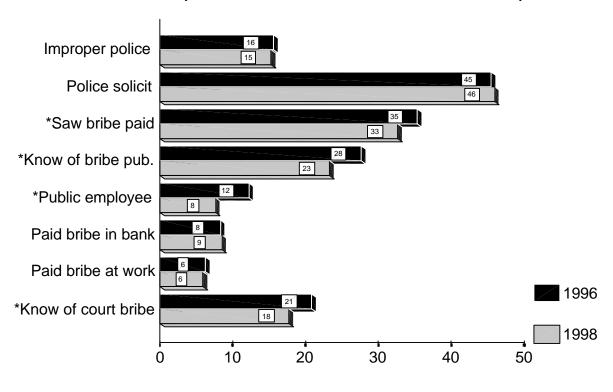
Original Series

As explained in Part I of this report, the public awareness campaign was conducted as part of broader efforts to improve financial management and increase transparency in the management of public funds in Nicaragua. The 1996 survey measured direct and vicarious experience with corruption in several areas, including with the police, the courts, at work, in banks, and with the public sector generally. Are there any indications that corruption has declined since 1996? Figure III.1 shows that in four of the eight measures included in the study, bribery significantly declined, whereas for the other four there was no statistically significant difference between 1996 and 1998. The interested reader is referred to the "EXEC" series in the questionnaire for the full wording of the items. But from this chart it is clear that both personal and vicarious experience with corruption has declined in Nicaragua. For example, on the item labeled "public employee," the question read: "Has a public employee solicited you for a bribe within the last two years?" In 1996. 12% of respondents had this experience, whereas in 1998, the experience declined to 8%.2 Similarly, the item labeled "know of bribe pub." in the actual questionnaire read as follows: "Do you know of someone who has paid a bribe to a public employee for any type of favor?" The rate declined from 28% to 23%, a difference that is statistically significant.

²These numbers are rounded. The actual percents are 12.2% for 1996 and 7.7% in 1998.

Experience with corruption:

Comparisons of 1996 and 1998 full samples



* = difference Sig. at < .05

Figure I.5

The survey also asked an overall question regarding bribery. We asked: "Taking into consideration your experience or what you have heard mentioned, the payment of bribes to public functionaries is very widespread, widespread, little widespread, not at all widespread." Converting this into a 0-100 scale, there was a significant decline between 1996 and 1998, as is shown in Figure III.1.

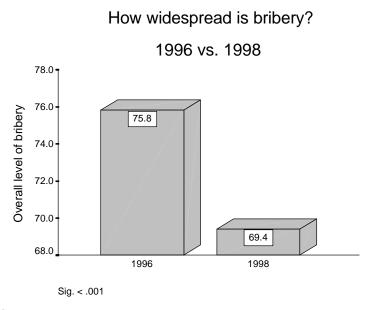
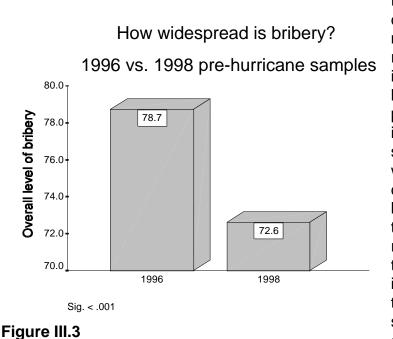


Figure I.6

Looking at the overall measure of perception (as opposed to experience) with bribery, comparing only the pre-hurricane areas, the results show the same, statistically significant pattern found for the full samples. Figure III.3 shows the results. Thus, on the basis of the similarity of results, it can be concluded that between 1996 and 1998 the perception of the incidence of bribery declined by approximately six percent.

N o w experience with noted in the section of this numerous ways hurricane might experience and control for this, only t h e samples that interview 1998 the analyzed variables. The somewhat from but the pattern same. We find hurricane experience with



turning t o corruption, as methodology report, there are which the have influenced perception. To in Figure III.1, subsets of both were part of the conducted prior hurricane are these same results differ the full samples. is virtually the that in the presamples, corruption is

higher. This is in part a function of the fact that the pre-hurricane samples included all of Managua, an area that was especially high in experience with corruption.³ When weighted, Managua comprises one-quarter of the sample, and thus tends to increase the national average of the pre-hurricane sample. The smaller sample size makes it more difficult to establish statistical significance in these reduced samples, but even in this case, bribes paid to public employees were cut nearly in half (from 15% to 9%) and knowledge of court bribes declined significantly as well. There were declines (albeit statistically insignificant) in police soliciting bribes, seeing bribes paid to police, and knowing of a bribe to a public employee. Bribes paid at work remained at a low 7% each year, while bribes paid at banks increase from 9% to 11%, and police improperly stopping someone increased from 19% to 20%, but again, these differences are not significant.

³Managua's total corruption experience score was 15.7% vs. the national average of 9.6% for the total 1998 sample.

Experience with corruption:

Comparisons of 1996 and 1998 pre-hurricane samples

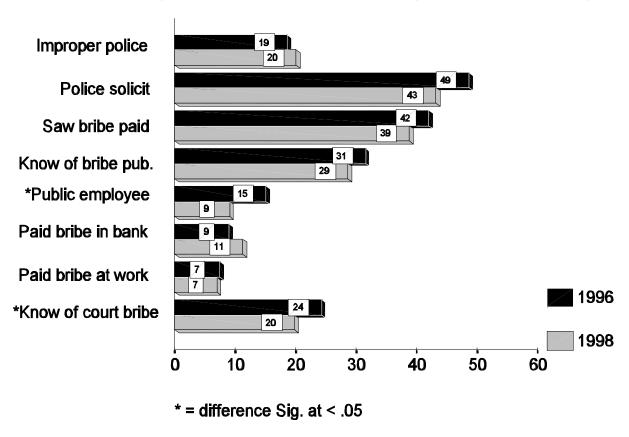


Figure I.8

Looking at the overall index of personal experience with corruption, it is possible to compare 1996 with 1998 for the entire sample, contrasting the basic regional divisions of the country. Figure III.1 shows these results. As can be seen, in each area except the departmental capitals, experience declined, although the drop is small in each area.

Total personal experience with corruption

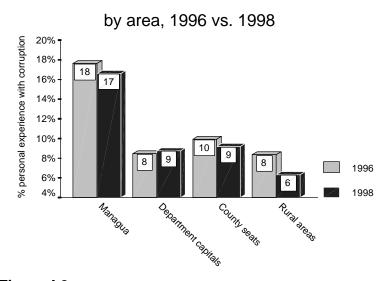


Figure I.9

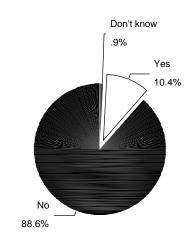
New Series

In 1998 the World Bank funded a survey of corruption in Nicaragua for the National Integrity Committee. A small number of items from that instrument were included or built upon in the USAID survey. Since these items were not asked in 1996, comparisons are not possible.

Respondents were asked if they had ever reported an act of corruption. Figure III.1 shows the results. As can be seen, one-in-ten Nicaraguans has done so.

Is one-in-We would not Nicaraguans to corruption some knowledge taken place, and already been report, corruption is far It is fair to those who report corruption must have some experience with possible that an report second- Figure I.10

Reported an act of corruption?



ten high or low? expect report an act of unless they had of it having from what has shown in this experience with from universal. assume that o f acts be those who personal it (although it is individual would h а n d b а

corruption). For this reason, an overall index of personal experience with corruption was computed, based upon a subset of the experience with corruption items analyzed in this section of the report. Specifically, the index was comprised of: 1) being stopped by a police agent for an infraction of the law not actually committed; 2) being asked for a bribe by a public official; 3) being asked for a bribe in a bank; and 4) being asked for a bribe at The other items in the experience with corruption series involve vicarious experiences.

The relationship between experience with corruption and reporting of corrupt acts is very strong, as shown in Figure III.1. Nicaraguans with no personal experience with corruption are unlikely to report it, whereas among those who have had considerable experience, over one-half are likely to have reported it. This clearly suggests that Nicaraguans are not passive about corruption, as might have seemed by examining the previous figure. As depicted in Figure III.6 only one-in-ten Nicaraguans has reported corrupt practices, yet since our data show that most Nicaraguans have not experienced

corruption personally, they are not in position to be reporting it. The pattern for males and females is nearly identical.



Figure I.11

The survey also asked respondents to name the institutions in which they felt that there was the most and least corruption. These items were less successful, in that large proportions of respondents did not name any institution. Table III.1 shows the results for the most corrupt institutions. The police were mentioned with greatest frequency, but only 8.3% of respondents mentioned that institution. The mayor's office was mentioned by 5.7% of the respondents, and the government (in general terms) was mentioned by 5.2% of those interviewed. The other institutions were mentioned by fewer than 5% of the 2,400 respondents. Perhaps the most important piece of information to come out of this question is that two-thirds of the respondents did not mention institutions which were perceived to be as the most corrupt. This suggests that the perception of corruption in Nicaragua is not at all focused around particular government agencies.

Table III.1 Institutions perceived as most corrupt

	rable III. i institution	s perceived	as most co	παρι	
		Frequency	Percent	Valid	Cumulative
				Percent	Percent
Valid	Police		8.3	25.3	25.3
	Mayor's office			17.2	42.5
	The government		5.2	15.7	58.1
	The legislature	113	4.7	14.3	72.4
	Presidency	86	3.6	10.9	83.3
	Finance	27	1.1	3.4	86.7
	The Ministry of Education	25	1.0	3.1	89.8
	ENEL	23	.9	2.8	92.6
	Comptroller General's Office	15	.6	1.9	94.5
	Courts	15	.6	1.9	96.4
	All in general	9	.4	1.1	97.5
	Ministry of Health	7	0.2	0.8	98.3
	Ministries	4	.1	.5	98.8
	Attorney General's Office	2	.1	.3	99.1
	INAA	2	.1	.2	99.3
	Supreme Court		.1	.2	99.5
	MARENA	2	.1	.2	99.7
	Ministry of Government	1	.1	.2	99.9
	The Military	1	.0	.1	100.0
	Total	792	33.0	100.0	
Missing	Don't know	1607	67.0		
Total	·	2400	100.0		

The institutions mentioned as the ones with the least amount of corruption are shown in Table III.2. The non-response rate was even higher to this item, with only 15% of all respondents naming an institution. Only the Ministry of Education was mentioned by more than 5% of the sample, but the Office of the Comptroller General was the second-most frequently mentioned as being the least corrupt. The police and the mayor's office were both mentioned comparatively frequently as being the least corrupt, although they were also mentioned as being among the most corrupt in the preceding table. This might seem like a contradiction, but it must be kept in mind that these were open-ended questions and respondents had to name the institution perceived as least/most corrupt. Therefore, it is likely that they named ones with which they have the greatest regular contact, such as the police and the local government.

Table III.2 Institutions perceived as least corrupt

	Table III.2 IIISUUUU	is perceived	as least co	παρι	
		Frequency	Percent	Valid	Cumulative
				Percent	Percent
Valid			5.3	36.6	36.6
	Comptroller General's Office	94	3.9	26.9	63.4
	Police	29	1.2	8.5	71.9
	Mayor's office	29	1.2	8.4	80.3
	The Legislature	15	.6	4.3	84.6
	INAA	13	.5		88.3
	The government	6	.3	1.7	90.1
	Ministry of Health	8	.3	2.1	92.2
	ENEL	4	.2	1.2	93.4
	Presidency	4	.2	1.2	94.6
	The courts	4	.2	1.2	95.8
	The Military		.1	.8	96.6
	Ministry of Finance	3	.1	.8	97.4
	Attorney General's Office	2	.1	.6	98.0
	Supreme Court	2	.1	.6	98.6
	ENITEL	2	.1	.6	99.2
	Ministries	2	.1	.6	99.8
	MARENA	1	.0	.2	100.0
	Total	348	14.5	100.0	
Missing	Don't know	2036	84.9		
	None	15	.6		
	Total	2051	85.5		
Total		2400	100.0	_	

The final series from the Integrity Committee's instrument involved perception of corruption in the school system. In Nicaragua, the Constitution guarantees the right of free primary education. This does not mean, however, that individuals may not make extra legal payments to contribute to their children's education. Respondents who have children in primary school were asked if they paid money to the school. In the sample, 45% of respondents had children in primary school, but of those, 8.5% were in private schools,

where payment is, of course, allowed. Of those parents who have children in public primary schools, 91% said they did in fact pay something to the school at which their children were being educated.

This initial finding needs to be placed in the context of other questions in the survey, because taken by itself it suggests a very high level of unconstitutional payments to the school system. We asked respondents if the contributions were voluntary or required, and 45% said they were required, which is clearly illegal. Nonetheless, 83% of the parents said they knew for what purpose the funds were solicited. Three-quarters of the parents who paid contributions said they were doing so to repair and reconstruct the school, as is shown in Table III.3. Not one single parent mentioned pay-offs to teachers for grades or special attention for their children. The conclusion of the analysis of this series of items is that corruption within the school system in terms of forced, illegal payments does not seem to be a serious problem.

 Table III.3
 Purpose of parental payment to primary schools

		10 0	
	Frequency	Valid	Cumulative
		Percent	Percent
Repair/construction of the school	463	76.0	76.0
More and better books	49	8.1	84.1
More teachers	44	7.3	91.4
Cleaning supplies	29	4.8	96.2
Expenses	13	2.2	98.4
Teaching materials	7	1.1	99.5
Payment for guard service	3	.5	100.0
Total	609	100.0	

PART IV. IMPACT OF THE PUBLIC AWARENESS CAMPAIGN

The survey attempted to measure the impact of the public awareness campaign. It did so by including a new series of questions at the beginning of the questionnaire (see the "PUB" series in the questionnaire found in the appendix). Respondents were each shown a copy of a newspaper version of the public awareness campaign message shown below, and asked, "Have you seen the image of this photo before?" Figure IV.1 shows the message.

As shown in Figure IV.1, respondents said that they had



nearly one-quarter of the seen it before.

Have you seen the message photo t

Don't know
1.7%

Yes
23.4%

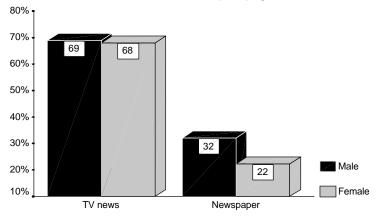
Figure I.12

Figure I.13

The public awareness campaign used the image in both newspaper advertisements as well as on the TV. Figure IV.1 shows that Nicaraguans are far more likely to obtain their news from the TV than from the newspaper. Whereas over two-thirds of Nicaraguans daily saw a TV news program, only one-third read a newspaper on a daily basis. There is no gender gap for TV news, but there is a large one for the newspapers; men are significantly more likely to be reading a newspaper than women.

Percentage of respondents who

watch or read news daily: by gender



Gender sig. < .05 for newspapers

Figure I.14

Given the preponderance of attention to the TV versus the newspaper, it is not surprising that most Nicaraguans who were exposed to the image in the public awareness campaign received that exposure via TV rather than the newspaper, as shown in Figure IV.1.

Exposure to the public awareness image:

by media type

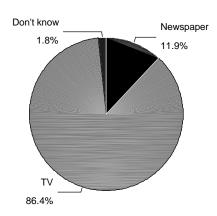


Figure I.15

Education level is a major determinant of awareness of the campaign. As shown in Figure IV.1, the higher the level of education, the higher the percentage of Nicaraguans who saw the public awareness campaign image. This is not surprising given the very strong relationship between education and watching news on TV or reading it in the newspaper (r = .29 for TV; .34 for newspapers). In short, those who are more educated are more attentive to the media, and those who are more attentive to the media are far more likely to be receiving the public awareness campaign message. It should be recalled, however, that in the baseline study, it was found that media attentiveness increased the perception of high levels of corruption in Nicaragua, so that those who are attentive to the media in Nicaragua today are not only receiving messages about various allegations of corruption, they are also receiving messages about the importance of transparency in pubic administration. This dual message might serve to heighten further awareness of the corruption problem, an hypothesis that will be explored below in the next section of this report.

by education and gender by education and gender 50% 40% 20% None Primary Secondary University Education

Figure I.16

Education sig. < .001

There was some variation in the distribution of responses by department.⁴ Table IV.1 shows the results of this comparison, excluding the 1.7% of the sample who did not respond to the item. As can be seen, most of the departments fall at or near the national mean. The columns labeled "95% confidence interval" show that, for example, Managua, which has a mean of 33.0%, could range as low as 29.2% or as high as 36.8%. This range, therefore, means that Managua is no different (statistically speaking) than Granada, or Rivas. The lowest level of awareness to the campaign was found in the Atlantic zone. The high score of Rivas is puzzling, but may have to do with idiosyncratic factors such as high attention to one TV or radio source.

 Table IV.1
 Departmental variation in seeing message

ſ	Mean Standard		95% Confidence	
		Error	Interval for	· Mean
			Lower	Upper
			Bound	Bound
Managua	33.0	1.9	29.2	36.8
León	28.6	3.3	22.0	35.1
Chinandega	26.7	3.1	20.5	32.8
Granada	33.8	5.1	23.7	43.9
Masaya	22.1	3.6	15.1	29.2
Carazo	28.6	5.1	18.5	38.7
Rivas	35.4	5.4	24.7	46.0
Matagalpa	22.7	2.9	17.0	28.4
Jinotega	15.1	3.3	8.6	21.5
Nueva Segovia	8.1	2.9	2.2	13.9
Madriz	10.0	4.0	2.0	18.0
Estelí	20.1	4.1	12.0	28.2
Boaco	20.0	4.8	10.4	29.6
Chontales	20.9	4.6	11.8	30.1
Atlántico	6.8	1.5	3.8	9.8
National mean	23.8	0.9	22.1	25.5

Based on additional statistical analysis,⁵ only one area, the Atlantic region, stands apart from all of the others in having the lowest average in seeing the message. It should be kept in mind that the sample in this region was not of the entire area (RAAS and RAAN), but was focused instead on the major urban centers and nearby rural areas. It should be assumed that in the more rural areas of RAAS and RAAN, an even smaller proportion of the population would have seen the message. This especially low awareness of the public awareness campaign in the Atlantic region may well be linked to issues of language use since accompanying language of the message was delivered in Spanish, whereas in the Atlantic zone there are many mono-lingual English speakers.

⁴ There is variation in these departments by income, exposure to the media, education, etc. If these are each controlled for, the sample size in a few departments drops so low that the means cannot be calculated. Thus, in this table, the raw means are shown without controls.

⁵Via a Duncan post-hoc test.

Summarizing the information in Table IV.1, we can form three groups. In the low range, there are four departments: Atlántico, Nueva Segovia, Madriz and Jinotega. In the intermediate range, we find Boaco, Estelí, Chontales, Masaya, Matagalpa and Chinandega. Finally, in the high range score we can place the departments of Carazo, León, Managua, Granada and Rivas.

All of the respondents were then shown the last line of the public awareness campaign material and asked if they had heard of the campaign, "Ciudadanos por un gobierno eficiente"? Figure IV.1 shows that over one-quarter of the respondents in the 1998 survey had heard of this campaign.

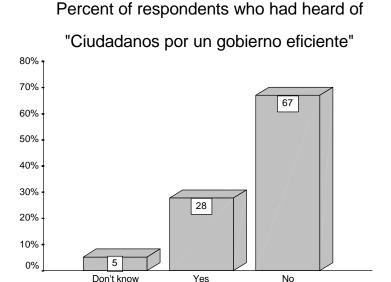


Figure I.17

Since the campaign was also conducted via the radio, and since 63.1% of Nicaraguans report daily listening to news programs on radio, we also asked our respondents if they had heard the slogan "Te pedimos que sueñes...no que te quedes dormido." Figure IV.1 shows that the results are very similar to those who had heard the name of the campaign.

Percentage of respondents who had heard

"Te pedimos que sueñes..."

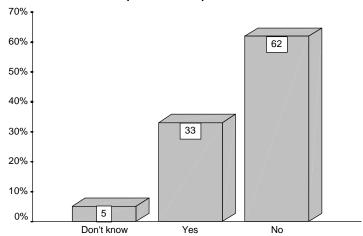


Figure I.18

An examination of the statistical correlates of the items examined thus far reveals that they are closely associated with each other. This suggests that, for further analysis, it would make the presentation simpler if we were to form an overall public awareness campaign index. The overall index ranges from a low of 0, for those who have no knowledge of the campaign, to a high of 100 for those who gave a positive reply to each of the three items (PUB1, 3, and 4) in the series.⁶ Figure IV.1 shows the overall pattern of campaign awareness by education and gender. Although females are lower in awareness than males for each level of education, the difference is very small. Education, however, has a major impact.

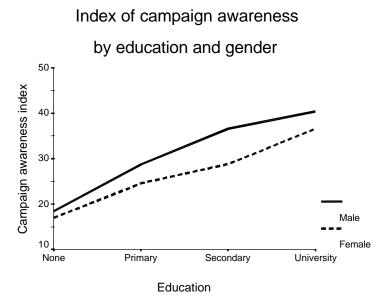


Figure I.19

⁶The index assigned a score of 100 to each positive answer and a zero to each negative answer. The items were summed and averaged. If a respondent answered two or three of the questions, a valid score was given. If the respondent answered only one or none of the items, a missing value was given to that individual.

Awareness of the campaign is also strongly linked to income, as is shown in Figure IV.1. It is clear that the better educated, wealthier Nicaraguan is more likely to be aware of the public awareness campaign than the less well educated, poorer Nicaraguan. In the analysis of the impact of the campaign, it will be important to control for both education and income, since they are both tied to the awareness campaign, but, as was shown in the analysis of the 1996 survey, they are linked as well to awareness of corruption.

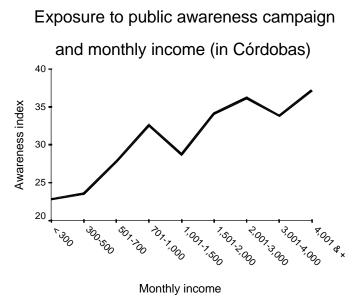


Figure I.20

The awareness campaign focused on the importance of transparency in government. The questionnaire included a battery of items on the subject of transparency. We first wanted to know what it is that Nicaraguans understand by the term "transparencia." Once we determined that, we wanted to gauge the perception of the degree of transparency exhibited by various institutions of government. Figure IV.1 shows that the majority of Nicaraguans did not know the meaning of the term "transparency." Of those who did, most associated it with honesty.

Meaning of "transparency"

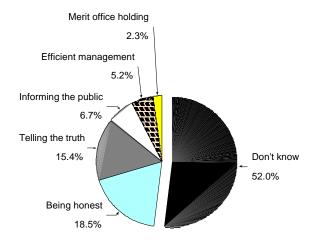


Figure I.21

Did the public awareness campaign itself help increase Nicaraguan's ability to define transparency? Figure IV.1 appears to show that it did. Among those with the lowest awareness of the campaign, only slightly more than 40% were able to define transparency, whereas among those with the highest campaign awareness score, over 60% were able to define transparency.

Since it shown been of the campaign education and important to factors, as well demographic and age, in determine if the awareness actually did ability to define This requires multivariate Although this complex, the to explain.7 Table IV.2 (as a

8

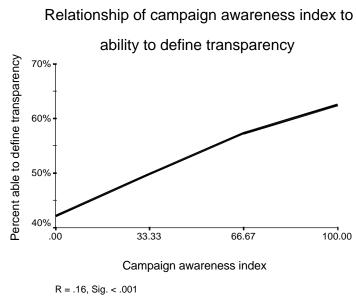


Figure I.22

has already that awareness is linked to income, it is control for these t h e a s factors of gender order to public campaign increase the "transparency." the use of analysis. procedure is results are easy

footnote⁸)

Table IV.2 Predictors of ability to define transparency

	Unstandardized		Standardized	t	Sig.
	Coefficients		Coefficients		
	В	Std. Error	Beta		
(Constant)	-4.999	4.869		-1.027	.305
Sex	-3.431	2.019	034	-1.700	.089
Age	.446	.071	.132	6.306	.000
Education	4.128	.256	.375	16.105	.000
Income	2.062	.502	.092	4.108	.000
Campaign	.118	.027	.088	4.330	.000
awareness index					

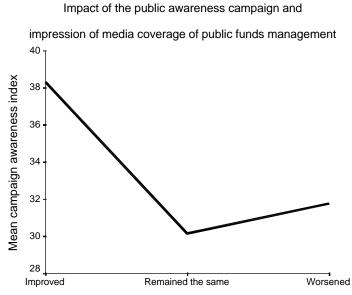
Adj. $R^2 = .19$, Sig. < .001

⁷Since the dependent variable has been recoded into a dichotomy (able to define transparency or unable), the proper statistical procedure is logistic regression rather than OLS. Such a regression was performed on these data with identical results (i.e., the same predictors were significant and their relative importance remained unchanged). Since OLS is well known and easily interpretable, and logit is not as common, the OLS results are presented here.

shows, in the last column, that each of the factors included in the model except gender are statistically significant at .05 or better. The column labeled "Standardized coefficients" shows that the strongest predictor is education, followed by age, followed by income and, finally, the campaign awareness index. It is not surprising that variables such as education would be powerful predictors of the ability to define transparency, but what stands out in this analysis is that the campaign had a statistically significant impact independent of education, income and age.

Overall attention to the public awareness campaign, as measured by the three-item index, also had a positive impact on the perception of the public regarding the coverage in the press of the management of public funds. Figure IV.1 shows the results.

An even of the campaign is same data in In this figure are those who had no the media's the management funds. As can be Nicaraguans with this issue are lowest exposure to a wareness



clearer impact shown for the Figure IV.1. in cluded opinion about coverage of of publics een, no opinion on those with the the public campaign.

Impact of the public awareness camp impression of media coverage of public full **Figure 1.23**

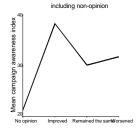


Figure I.24

In the 1998 survey, respondents were next read a definition of "transparency" and asked to rate the degree of transparency of various government institutions. The definition they were read was as follows:

By transparency, we mean to say, allowing the citizenry and the mass media access to information that would permit them to monitor public institutions.

An analysis of the data showed that, on a 0-100 scale, none of the institutions included in this series even came close to a positive average.

In order to examine more closely differences in the ability to define transparency, the impact of gender was examined. Figure IV.14 shows that males were significantly more able to define transparency than females at every level of campaign exposure. These differences are reduced, however, once education is taken into account.

One the public campaign was awareness of o f k e v agencies in corruption included: the Comptroller Ministry of called the Hacienda V *Público*), and addition. the tried t o awareness of to improve the public o f IV.1 shows percentage of

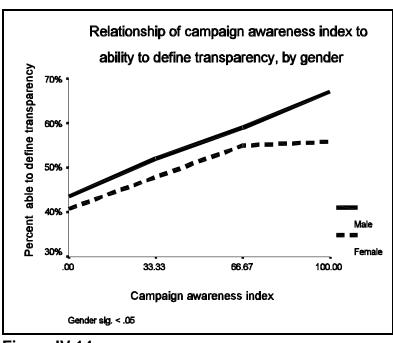


Figure IV.14

component of awareness to increase the functions government the antiarea. These Office of the General, the Finance (now Ministerio de Crédito SIGFA. campaign increase overall efforts management funds. Figure h t Nicaraguans

in the 1998 survey who say they know the functions of these institutions or who have heard of these programs. In an effort to provide a comparative frame of reference to these results, the questionnaire also asked about the Ministry of Education, Culture and Sports. It was presumed that this would be the most highly recognized agency of the government. In fact, it was recognized by a larger percentage of respondents than any of the other items mentioned, but surprisingly, the gap is not that great. For example, whereas two-fifths of Nicaraguans say they knew the functions of the Ministry of Education, Culture and Sports, 31% said they had heard of efforts to improve the management of public funds,

and one-fifth said they knew the functions of the Ministry of Finance. SIGFA was known by only one in ten respondents.⁹

Respondents who have heard

h e question to be what impact, if exposure to the awareness on knowledge institutions and answer is: Figure IV.1 simple birelationship index o f awareness above) and knowledge of the Ministry of

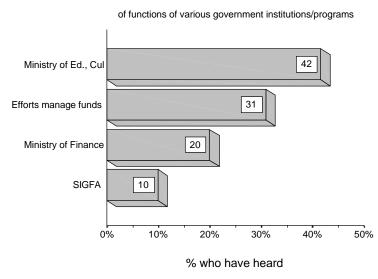


Figure I.26

be seen, among those with no exposure to the campaign, only about 15% of respondents

stated they functions of whereas had the to the one-third said functions.

It is qualify this repeating what a b o v e, those exposed c a m p a i g n educated and is important to factors (as well

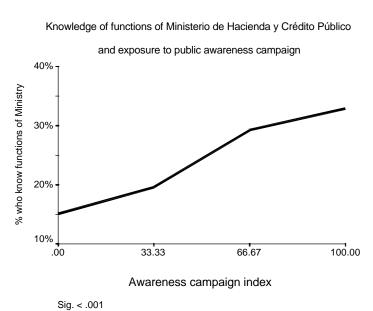


Figure I.27

research answered is any, did public campaign have of these various programs? The substantial. shows the variate between our campaign (developed respondent the functions of Finance. As can

k n e w t h e this ministry, among those who highest exposure campaign, about they knew the

important to finding by was reported namely, that to the awareness were also more wealthier. So, it control for these as gender and

⁹For each of these items, those who responded "don't know" were classified as not knowing the agency along with those who provided a direct "no."

age) to see if the awareness campaign still makes an impact. In fact, as shown by the multiple regression analysis below (footnote¹⁰, Table IV.3), even when controlled for all of these factors, the public awareness campaign made a significant contribution to knowledge. Education, income and age each have a stronger effect, but there is clearly an added value to the campaign itself beyond those factors (and gender, which is of more limited importance).

Multiple regression analysis performed for each of the other questions in this series produced minor differences, but the same overall result; in each case, the campaign awareness index proved to make a significant contribution to the knowledge of the respondents in the 1998 national sample.

The impact of the public awareness campaign on knowledge of the functions of the Comptroller General's Office is even greater. Figure IV.1 shows fewer than one-fifth of Nicaraguans with no exposure to the campaign said they knew of its functions, whereas about one-half of those with maximum exposure knew the functions. The multiple regression results (see Table IV.4 below¹¹) are also stronger (higher multiple R), and the campaign has a stronger effect than income (as shown by the "standardized coefficient" results).

Table IV.3 Predictors of knowledge of Ministry of Finance and Public Credit

	Unstandardized	•	Standardized	t	Sig.
	Coefficients		Coefficients		
	В	Std. Error	Beta		
(Constant)	-17.248	4.094		-4.213	.000
Gender	-3.918	1.698	048	-2.308	.021
Age	.363	.060	.132	6.098	.000
Education	2.385	.216	.266	11.063	.000
Income	2.151	.422	.118	5.096	.000
Campaign awareness index	.129	.023	.117	5.610	.000

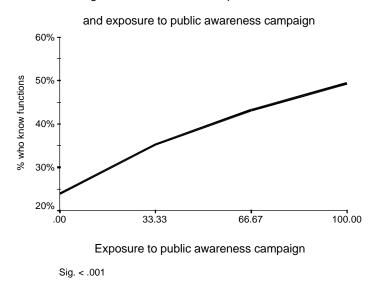
Adj. $R^2 = .14$, Sig. < .001

Table IV.4 Predictors of knowledge of Comptroller General's Office

	Unstandardized		Standardized	t	Sig.
	Coefficients		Coefficients		
	В	Std.	Beta		
		Error			
(Constant)	-12.928	4.390		-2.945	.003
Gender	-13.393	1.820	142	-7.357	.000
Age	.561	.064	.176	8.788	.000
Education	4.002	.231	.386	17.314	.000
Income	2.480	.453	.118	5.479	.000
Campaign awareness	.175	.025	.138	7.131	.000
index					

Knowledge of functions of the Comptroller General's Office

the SIGFA has also been campaign. shows the those saying they SIGFA rises from 20% over the public campaign The multiple results show a t o those above, so will not here, but remains predictor.



the Figure I.28

Knowledge of program itself boosted by the Figure IV.1 percent of had heard of about 6% to exposure to awareness increased. regression pattern similar presented be repeated campaign significant

Heard of SIGFA and

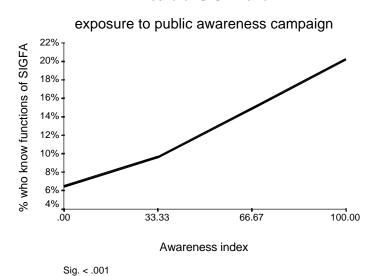


Figure I.29

Finally, overall knowledge of efforts to improve the management of public funds is increased by exposure to the campaign. Figure IV.1 shows the results, which are also supported by a multiple regression analysis (not shown). Awareness rose from about one-fifth of the public to about one-half of the public as campaign exposure increased.

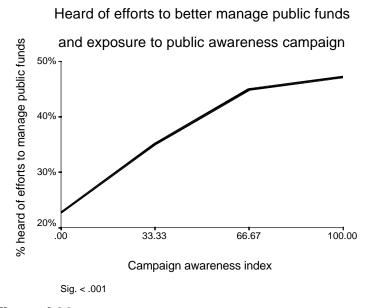


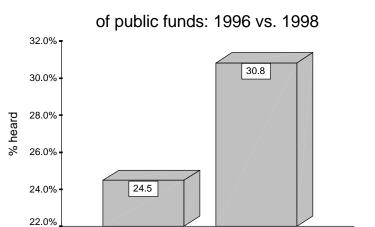
Figure I.30

The public has become more aware of the efforts to improve the management of public funds between 1996 and 1998. Figure IV.1 shows that the percent of voting Nicaraguans who knew of efforts to improve management of public funds rose from 24.5% in 1996 to 30.8% in 1998. The difference is statistically significant.

Heard of efforts to improve management

1998

Т h e asked about the functions of the General. were asked who said they function of this terms of the functions of the General's IV.5 shows the Overwhelmingl believes the to inform the what is going administration.



survey also specific Comptroller These questions only of those knew the agency. Ιn perceived Comptroller Office, Table results. the public main function is public about on in public

Figure I.31

Sig. < .001

Table IV.5 Function of the Comptroller General's Office

1996

Table 1116 Tanotion of the Comparence Content Content				
	Valid	Cumulative		
	Percent	Percent		
Inform about what happens in public administration	87.3	87.3		
Carry out a technical function	7.7	95.0		
Carry out a political function	3.3	98.3		
Put people in jail	1.7	100.0		
Total	100.0			

PART V. PERCEPTION OF CORRUPTION: 1996 VS. 1998

It has already been shown in this report that the public awareness campaign had a widespread impact, and that experience with corruption has declined since 1996. But what about the <u>perceptions</u> of corruption of public officials and other visible elements of the population? Is there any indication that Nicaraguans view those key individuals as less corrupt in 1998 than in 1996? Our expectation is that this would not be the case, in part because the light being shown upon corrupt practices by the media and by the public awareness campaign itself, tends to heighten concern with corruption. In the earlier report, it was clearly shown that media attentiveness heightened concern with corruption. As a result, even though experience with corruption has fallen, we expect citizens not to have a more positive view of public officials regarding corruption.

Evidence of growing concern with corruption emerges from one of the early items in the questionnaire, one that was asked before any mention of corruption. In that question we asked respondents "In your opinion, what is the most serious problem that confronts the country?" In 1996, only 1.4% of respondents mentioned corruption, whereas in 1998 this number more than doubled to 3.7%. It is still a small percentage, perhaps because there are so many other pressing problems, and the question only allowed a single response. For example, in 1998, 48% of respondents said unemployment was the major problem, not surprising given the macro-level of unemployment in Nicaragua in recent years. The strong increase in concern with corruption as the most serious problem may well be an indication of this heightened attention to the problem in the media.

Impact of Corruption

In the 1996 survey, Nicaraguans overwhelmingly felt impacted by corruption. In that survey, three-quarters of respondents answered "yes" to the question, "Does corruption affect you?" In 1998, perhaps as a result of the heightened national attention placed on corruption, the positive replies increased slightly, by 3.1%, just enough to be statistically significant (but only at the .01 level), as is shown in Figure V.1. Since the 1996 percentage is already very high, there is not much room on the scale for it to go higher. For that reason alone, the increase, albeit significant, is very small in absolute terms. These differences are clearly not an artifact of the impact of the hurricane. An analysis of the pre-hurricane JRV's finds a statistically significant (< .001) difference, with the mean for 1996 being 77.5%, rising to 82.3% in 1998.

W е general perceived corruption asked, "In corruption question was quarters of stated that corruption. V.2 below. 1996 and presented. patterns o n these nearly all of survey, these which Figure 1.32

their opinions

Percentage who say "corruption affects me":

Comparison of 1996 vs. 1998

78.0%
77.0%
76.0%
75.0%
74.0%
1996
1998

Sig. = .01

followed this up question on the impact o f with one that way (does what affect you)?" This put to the threethe sample that they felt affected by In Tables V.1 and the results from the 1998 samples are The response varied considerably items, but unlike the others in the were "open ended," respondents stated and these were

recorded by the interviewers and later collapsed into a manageable number of categories by the coders as part of the data entry process. What does stand out in both surveys is that Nicaraguans do perceive corruption as affecting them in a number of concrete and distinctly negative ways.

Table V.1 How corruption is perceived to affect respondent: 1996

	Valid Percent	Cumulative
		Percent
Increase in crime, hunger, economic crisis and violence	22.2	
Increased insecurity	17.2	
There is no progress, and pubic funds don't get to the people		
Affects the economy of the country	11.5	
We all pay for corruption		
Affects the creation of new jobs	5.3	
Affects the funds for the creation of new jobs		
Affects young psychologically and emotionally	3.5	
Loss of family and moral values	3.0	
Price increases	3.0	93.0
Imposition of unjustified taxes		
Poor public services and overcharges		
Lack of development in education	1.6	
Drug trafficking		99.5
Lack of financing of agriculture		
Total	100.0	

Table V.2 How corruption is perceived to affect respondent: 1998

i and the the thou contaption to perceived to an est respondent. Tests					
	Valid Percent	Cumulative			
		Percent			
Poor public services and unjustified charges	41.5	41.5			
Imposition of unjustified taxes	15.4	56.9			
Affects employment creation	14.1	71.0			
Increases in crime, hunger, economic crisis and violence	11.5	82.5			
Lack of development in education	7.6	90.1			
Lack of financing in agriculture	5.3	95.3			
Affects the economy of the country	2.7	98.0			
Loss of moral and family values	1.9	99.9			
Lack of funds to create employment	.1	100.0			
Total	100.0				

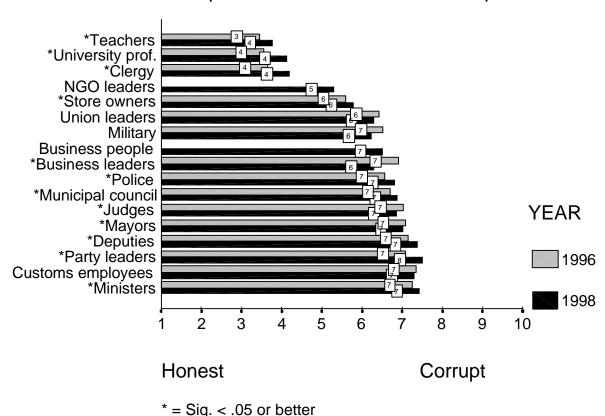
Perception of Various Officials and Groups

In both surveys respondents were asked to rate the degree of honesty or corruption of a long list of key public officials and others. In the 1996 report it was noted that the only ones who scored at a 5 or higher on the 1-10 scale were teachers, university professors, the clergy and storekeepers. No elected official scored in the positive end of the continuum. The presentation of those results was a bit confusing to some readers of the report on the 1996 data since the original questionnaire scales were reversed (see appendix), so that a high score in the report represented the "honest" end of the

continuum. In this report, we revert to the original scoring, with a high score indicating greater perceived corruption. Figure V.1 shows the 1996 and 1998 results. In 1998, some new items were added (NGO leaders and business people). As can be seen, teachers, university professors and clergy are still scored on the honest end of the continuum (5 or below in this report). Store owners, however, are in the negative end. More important are the changes from 1996 to 1998. As can be seen, of the fifteen items asked in both 1996 and 1998 twelve changed significantly. Of those, nine experienced an increase in the negative direction (i.e., greater corruption), while three experienced change in a positive direction (i.e., greater honesty). The positive increases were experienced by business leaders, judges and mayors. NGO leaders, rated for the first time in 1998, were given a relatively favorable score, but business people, also added in 1998, ranked just about the same as business leaders.

Degree of corruption/honesty of various officials and groups:

Comparisons of 1996 and 1998 samples



= Sig. < .05 or bett

Figure I.33

To check for the impact of the hurricane, the above analysis was run on the prehurricane JRVs for 1998 and their corresponding JRVs in 1996. The patterns were almost identical, except that, as a result of the smaller sample size, only nine of the differences were significant. Of those, all but two were in the same direction as in the above figure. Only in the case of the military and of the customs employees does the reduced sample show a change in the opposite direction, toward a more positive image in 1998 than in 1996. This does mean, however, that in the reduced sample, these two positive changes are added to the business leaders, making a total of three significant changes in a positive direction in 1998.

Overall, then, the comparison of the perceived levels of honesty shows a mixed picture. On the one hand, there were many significant changes, and many of those were in the negative direction. On the other hand, there were significant changes in a positive direction, and the overall levels in absolute terms actually changed very little between 1996 and 1998. This suggests that even though experience with corruption has declined, perception of the underlying honesty/dishonesty of these key individuals has not changed much over this two-year period.

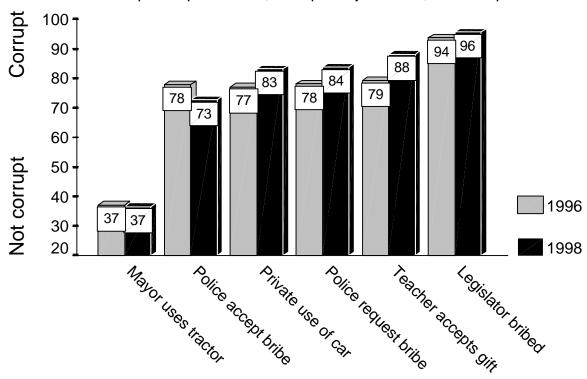
Definitions of Corruption

Both in 1996 and 1998 we asked our respondents a series of questions to help us understand how Nicaraguans define various actions as being corrupt or not corrupt. We read to them a hypothetical situation such as, "A municipal employee accepts a bribe [to cut red tape]. Was this action corrupt and should be punished, corrupt but understandable, or not corrupt?" Our assumption is that the public awareness campaign along with the other attention being directed to corruption should have lowered tolerance for corruption and made a higher proportion of Nicaraguans willing to state that the act was corrupt and should have been punishable. Figure V.1 shows the results for those acts involving public officials. As can be seen, our hypothesis is confirmed. In every scenario but two¹² the public in 1998 is significantly more likely to view the act as corrupt than noncorrupt as compared to 1996. In the first of those two exceptions, there is no significant difference. The increases are not large in substantive terms, but they are largely consistent with each other, indicating a general trend of greater concern over corruption. It would appear from these data that Nicaraguans have shifted their views on corruption from 1996 to 1998, becoming less tolerant of many forms of it.

¹²These two are: 1) a mayor using a municipal tractor to help build a baseball diamond without the permission of his council; 2) a municipal official accepting a bribe to cut through red tape.

Definition of public acts, 1996 vs. 1998:

Corrupt and punishable; corrupt but justifiable; not corrupt



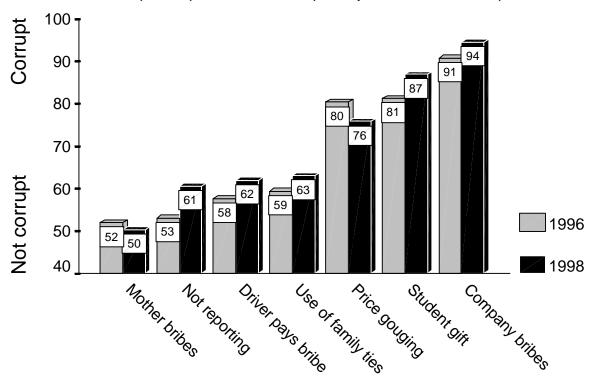
All Sig. < .001 except mayor's use of tractor

Figure I.34

In this same series of questions, we also asked about the perceived view of those who offered the bribes. Was there any change in perception between 1996 and 1998? Figure V.1 shows that there was. In every case except two, the perception of the corruptness of the behavior increased, and in one of those two cases, the decline was not significant statistically. Thus, we see the same overall pattern for both sets of items, public and private, of a declining tolerance for corrupt acts.

Definition of private acts, 1996 vs. 1998:

Corrupt and punishable; corrupt but justifiable; not corrupt



All Sig. <.001 except mother paying bribe

Figure I.35

An analysis of the pre-hurricane sample was also undertaken. The results are virtually the same as those presented in the preceding two figures. The only difference is that in private acts of corruption, driver paying a bribe to the police is no longer significant, but in the case of a mother paying a bribe, the difference, which for the entire sample was not significant, is significant for the pre-hurricane sample. No changes are found for the pattern of relationships for the series of public actions shown in the previous figure.

PART VI. CORRUPTION AND THE STABILITY OF DEMOCRACY

System Support

In the report on the 1996 survey, it was shown that corruption has a direct effect on key values related to political stability. In particular, the legitimacy of the democratic system itself is lower for those who have a higher perception of the frequency of bribery in the system. In this section those 1996 results are replicated, but it is shown that by 1998 the linkages between corruption and democratic instability were even clearer.

Consider Figure VI.1, where the relationship between the perceived frequency of bribery and the perception of the extent to which the Nicaraguan system protects basic rights of the population is analyzed. The system support item is measured in the original 1-7 scale, with high support being indicated by a 7 and low by a 1. As shown in the figure, in 1996 there was a significant relationship between these two items, but the pattern was not monotonic (note inverted "V" shape). By 1998, however, a clear, linear pattern emerged; the more widespread the respondents felt corruption was, the lower the degree to which respondents believed the Nicaraguan political system protected their basic rights.

System Support: Basic rights protected

It could be these findings especially they link perception. experience does, especially sample. For this actual personal corruption scale utilized. In 1996 difference was 1998, again

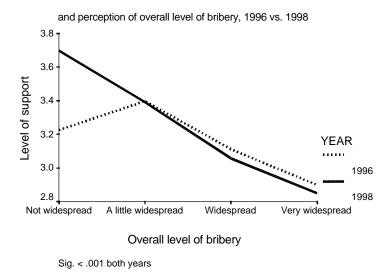


Figure I.36

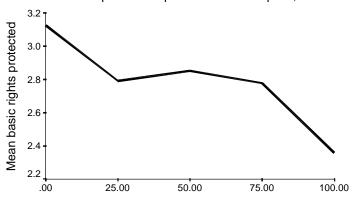
argued that are helpful since perception to D 0 е matter? Yes it the 1998 analysis the experience with is once again no significant found, but by perhaps

because of heightened sensitivities to the importance of corruption, a clear and significant pattern emerged, as is shown in Figure VI.1. Here the same system support item is examined (the extent to which the system supports basic rights). As can be seen, those

with no personal experience with corruption have a much higher level of confidence in the system's ability to protect their basic rights than those with personal experience with corruption.

System support: Basic rights protected

and total personal experience with corruption, 1998



Total personal experience with corruption

Sig. < .001

Figure VI.2

Another key measure of system support, pride in the political system, shows the same pattern for 1998. Figure VI.1 reveals that far less pride is expressed by those who have experienced corruption. These last two findings are especially important since public officials could not reasonably be selecting victims from whom to extort bribes based on their knowledge of the respondents' score on these system support scales. Rather, we have to assume that the direction of causality goes from victimization to low system support.

System support: Pride in the system

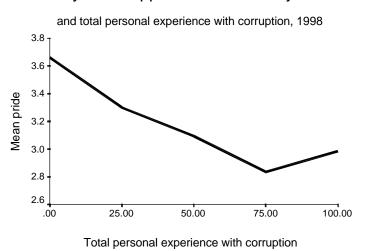


Figure I.38

Sig. < .001

Finally, belief in the ability to get a fair trail in Nicaragua is also directly affected by personal experience with corruption. Once again, the 1998 data show a strong link, as can be appreciated in Figure VI.1.

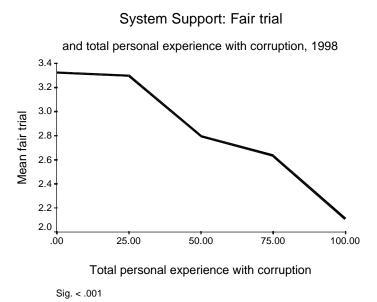


Figure I.39

Interpersonal Trust

According to recent research in political science, interpersonal trust is a fundamental requisite to build stable democracies. Individuals who trust each other are able to interact in civil society in a more positive fashion, and a strong civil society is seen as a key building block of democracy. The down side of this equation is that corruption can erode democracy by making people think that others are less deserving of their trust. There is clear evidence for this hypothesis in the 1998 data base for Nicaragua. Figure VI.1 shows that the higher the level of the perception that there is a lot of bribery, the lower the level of interpersonal trust. Among those who perceive the highest level of bribery in Nicaragua, only 20% trust their neighbors (as measured by item IT2).

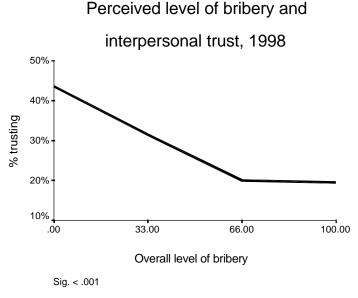


Figure I.40

¹³Robert D. Putnam, *Making Democracy Work: Civic Traditions in Modern Italy* (Princeton, N.J.: Princeton University Press, 1993).

national

disguise

departmental

shown in

can be seen.

low to high

of nearly 3:1.

about 6% of

had these

compared to

Local Government

Throughout Latin America efforts are underway to decentralize national government functions and by doing so bring government closer to the people. Bolivia has gone the furthest, perhaps, with a transfer of many central government functions to municipal governments, along with the allocation of 20% of national budgets. Nicaragua perhaps lies at the opposite extreme, where not much has been done to decentralize government. An indication of this emerges in both the 1996 and 1998 surveys. Figure VI.1 shows that only about one-in-ten respondents in each year had discussed the municipal budget with the mayor or a council member. There was no significant difference between 1996 and 1998. Placing these numbers in context, however, Nicaragua's figures do not appear to be very low. In a 1998 survey of democratic values in Bolivia, it was found that even though the decentralization process has been underway for a number of years, only 12.3% of the population in that country had participated in a meeting to discuss or plan the municipal budget. The question asked in Bolivia was more restrictive, since the respondents were asked if they had attended a meeting on the subject of the budget compared with the Nicaragua question, which asked if they had discussed expenditure of public funds.14

Discussed public funds expenditures with mayor or council member, 1996 vs. 1998

The averages considerable variation, as is Figure VI.1. As the range from varies by a ratio In Managua, only the public has discussions, 17% in Jinotega.

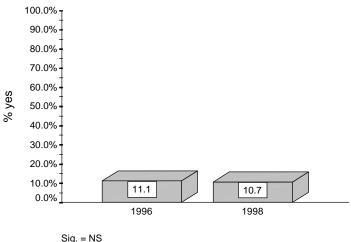


Figure I.41

¹⁴Mitchell A. Seligson, *The Political Culture of Democracy in Bolivia, 1998*, Report for the United States Agency for International Development, Bolivia (La Paz, Bolivia, 1998).

Discussed expenditure of public funds:

by department, 1998

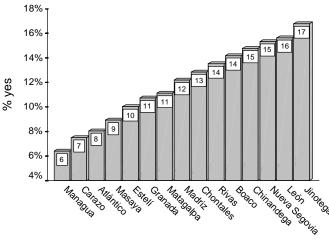


Figure I.42

Changes from 1996 to 1998 are shown in Figure VI.1. The survey shows that wide variation exists at the departmental level. For example, notable declines in these discussions went on in Managua, but given the wide confidence interval at the level of the department, that change is not significant. The declines in Carazo, Madriz, and the Atlantic zone are, however, significant, as are, on the other hand, the steep increases in Chontales, Chinandega, León, and Jinotega.

Discussed expenditure of public funds:

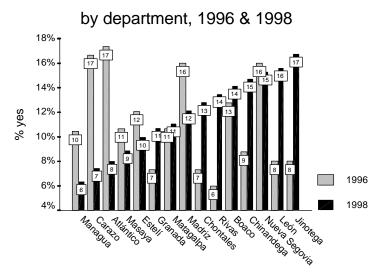


Figure I.43

The questionnaire used in 1998 also included a new item measuring the evaluation Nicaraguans have regarding the management of municipal finances. Figure VI.1 shows that nearly fifty percent of Nicaraguans believe that the funds are being managed well or "fair." Only one-third say that they are being managed badly.

How are municipal finances managed?

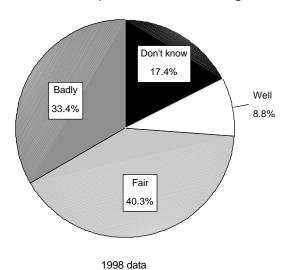
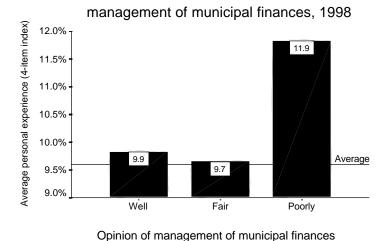


Figure I.44

What factors influence the perception of the management of municipal finances? A multiple regression finds that it is not a function of education, income or gender. Rather, it is a direct function of personal experience with corruption. Using the index of experience with corruption developed earlier in this study, Figure VI.1 shows those who rate the handling of municipal finances as poor, score significantly higher than the national average in their personal experience with corruption. This suggests a linkage between corruption and evaluation of local government that further strengthens the findings of this paper regarding the importance of reducing corruption to help strengthen democratic stability.

Conclusion

This shown that concerned corruption. The suggests that awareness increased this while at the level o f appears to be study has also support for directly linked to Figure I.45 corruption,



Corruption experience and opinion of

Sig. < .001

S

report has Nicaraguans are b 0 u t evidence the public campaign has level of concern same time, the corruption declining. The shown that democracy is experience with demonstrating

that corrupt practices not only waste money, they can undermine support for the stability of Nicaraguan democracy.

APPENDIX: QUESTIONNAIRE

BORGE & ASOCIADOS Encuesta de Opinión Pública: 1998

version no.11: 21 octubre, 1998 ©1998. Derechos Reservados, A gencia para el Desarrollo Internac	ional y C	Casals y
A sociados. Este cuestionario es propiedad de Casals y A sociados	•	•
fines sólo puede ser con previa autorización escrita.		•
Número del cuestionario ID	_	
[asignado en la oficina]	DDTO I	11 1
Departamento Municipio	MUNI I	
N° de Junta Receptora de Votos: JRV / _		
Área: 1. Ciudad de Managua 2. Área metropolitana de Managua		
 Otra ciudad grande 4. Cabecera de departamento Cabecera de municipio 6. Área rural 	Á	REA
·	, ,	
HORA INICIO:		
HORA TERMINA:		
Sr.(a): Estamos haciendo una encuesta por parte de Borge & Asociados para conoc	er las opir	niones de la gente
sobre diferentes aspectos de la situación actual. Usted ha sido seleccionado(a) al azar ı	para hacerle una
entrevista y quisiéramos pedirle que colabore con nosotros. Sus repuestas son co		es y no anotamos
su nombre. Nos interesa su opinión como parte de la percepción global del públic	0.	
PREGUNTA	VARIAB	CÓDIGO
ANOTE: Sexo del entrevistado: 1. Hombre 2. Mujer	SEXO	
¿Cuál es su edad en años cumplidos?	EDAD	
¿Cuál fue el último año de estudios que Ud. aprobó?	EDUC	
Ninguno= 0; Primaria completa = 6; Ciclo Básico = 9; Secundaria completa =		
12; 4 de universidad = 16 Para empezar, ¿Escucha Ud. diariamente algún programa de noticias	A1	
por radio?		
0. No. 1. Si 8. NS/NR		
¿Ve diariamente algún programa de noticias por televisión?	A2	
0. No 1. Sí 8. NS/NR		
¿Acostumbra Ud. leer diariamente algún periódico? 0. No 1. Sí 8. NS/NR	A3	
0. NO 1. Of 0. NO/NIC		<u> </u>
En su opinión ¿Cuál es el problema más grave que enfrenta el país?	A4	
(No leer lista, sino usar código):		
1. Desempleo		
Inflación, altos precios; costo de la vida Pobreza		
4. Delincuencia, crimen		
11. Corrupción		
50. NO HAY PROBLEMAS		
88. No sabe Otro: (usar códigos de		
1996)ANOTAR:		

MOSTRAR EL ANUNCIO AL ENTREVISTADO:	PUB1	
El anuncio tiene una foto. Me puede decir, ¿ha visto la imagen de ésta foto antes? 1. Sí [Siga con PUB2] 2. No [Brincar a PUB3] 8. NS [Brincar a PUB3]		
¿Dónde vió la imagen de la foto antes? Fue en el periódico o en el TV? 1. Periódico 2. TV 8. NS 9. Inap (2 o 8 en PUB 1)	PUB2	
SEÑALAR LA ULTIMA LINEA DEL ANUNCIO: Ha oído alguna vez la campaña "Ciudadanos por un gobierno eficiente"? 1.Sí 2.No 8. NS	PUB3	
Ha oído alguna vez por la radio ésta frase: "Te pedimos que sueñesno que te quedes dormido" 1. SI 2. No. 8. NS	PUB4	
Se habla sobre transparencia en la administración pública. ¿Qué significa para Ud. la transparencia? (NO LEER, CATEGORIAS PARA CODIFICAR): 1. eficiencia en el manejo de las instituciones públicas 2. decir la verdad 3. ser honrado 4. ocupar trabajo en el gobierno por capacidad y no por partido 5. enseñarle al público la forma de administrar, dar informes Otros (ANOTAR) 88. NS	PUB5	
Por transparencia, queremos decir, el permitir a la ciudadanía y a los medios de comunic información que permita vigilar sobre las instituciones públicas. ¿Cree Ud. que las siguie instituciones son bien transparentes, algo transparentes, o poco transparentes?		so a la
¿La Presidencia de la República? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB6	
¿El gobierno de su municipalidad? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB7	
¿La Asamblea Nacional? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB8	
¿La Contraloría General de la República? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB9	
¿Los ministerios? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB10	
¿Las empresas públicas? (ENITEL, INAA, ENEL etc.) 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB11	
¿La policía? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB12	
¿El ejército (las fuerzas armadas)? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB13	
¿La Procuraduría? 1. Bien transparente 2. Algo transparente 3. Poco transparente 8. NS	PUB14	

En los últimos 12 meses	s ¿la atención prestada	por la prensa sobre el manejo de los	PUB15	
fondos públicos ha:				
1. Mejorado 2. Seguid	o igual 3. Empeorado	8. NS		

DÉLE LA TARJETA "A" AL ENTREVISTADO

Ahora vamos a usar esta tarjeta...

Esta tarjeta contiene una escalera de 7 gradas; cada una indica un puntaje que va de 1-NADA hasta 7- que significa MUCHO. Por ejemplo, si yo le preguntara hasta qué punto le gusta ver televisión, si a Ud. no le gusta nada, elegiría un puntaje de 1, y si por el contrario le gusta mucho ver televisión me diría el número 7. Si su opinión está entre nada y mucho Ud. elegiría un puntaje intermedio. ¿Entonces, hasta qué punto le gusta a Ud. ver televisión? Léame el número. (ASEGÚRESE QUE EL ENTREVISTADO ENTIENDA CORRECTAMENTE).

NADA 1 2 3 4 5 6 7 MUCHO NS = 8

Ahora, usando la ta	rjeta "A," por fa	avor conteste estas	preguntas.

Ahora, usando la tarjeta "A," por favor conteste estas preguntas.		
¿Hasta qué punto cree Ud. que los tribunales de justicia de Nicaragua garantizan un juicio justo? [Si Ud. cree que los tribunales no garantizan en nada la justicia, escoja el número 1; si cree que los tribunales garantizan mucho la justicia escoja el número 7.]	B1	
¿Hasta qué punto tiene Ud. respeto por las instituciones políticas de Nicaragua? 8=NS	B2	
¿Hasta qué punto cree Ud. que los derechos básicos del ciudadano están bien protegidos por el sistema político nicaragüense? 8= NS	В3	
¿Hasta qué punto se siente Ud. orgulloso de vivir bajo el sistema político nicaragüense? 8= NS	B4	
¿Hasta qué punto piensa Ud. que se debe apoyar al sistema político nicaragüense? 8= NS	B6	
¿Hasta qué punto tiene Ud. confianza en el Consejo Supremo Electoral? 8= NS	B11	
¿Hasta qué punto tiene Ud. confianza en el ejército? 8= NS	B12	
¿Hasta qué punto tiene Ud. confianza en la Asamblea Nacional? 8=NS	B13	
¿Hasta qué punto tiene Ud. confianza en el gobierno? 8= NS	B14	
¿Hasta qué punto tiene Ud. confianza en la Contraloría General de la República? 8=NS	B15	
¿Hasta qué punto tiene Ud. confianza en el Ministerio de Hacienda y Crédito Público (antiguo Ministerio de Finanzas)? 8 = NS	B15A	
¿Hasta qué punto tiene Ud. confianza en la policía? 8= NS	B18	
¿Hasta qué punto tiene Ud. confianza en las iglesias? 8= NS	B20	
¿Hasta qué punto tiene Ud. confianza en los periodistas? 8= NS	B21	
¿ Hasta qué punto tiene Ud. confianza en los medios de comunicación? 8=NS	B21A	
¿Hasta qué punto tiene Ud. confianza en su gobierno municipal? 8= NS	B22	
¿Hasta qué punto tiene Ud. confianza en las organizaciones no gubernamentales, ONGs?	B25	
(o sea, asociaciones cívicas) 8 = NS		
¿Hasta qué punto tiene Ud. confianza en los sindicatos? 8= NS	B23	
¿Hasta qué punto tiene Ud. confianza en los Políticos? 8= NS	B24	
RECOJA TARJETA "A"		

Ahora vamos a cambiar a otra tarjeta. Esta nueva tarjeta tiene una escalera de 10 gradas, que van de 1 a 10, con el 1 indicando que Ud. desaprueba firmemente y el 10 indicando que Ud. aprueba firmemente. Estas preguntas que siguen son para saber su opinión sobre las diferentes ideas que tienen las personas que viven en Nicaragua. Por favor, use la tarjeta de 10 gradas para contestar. DESAPRUEBA 1 2 3 4 5 6 7 8 9 10 APRUEBA NS =88 FIRMEMENTE		
Hay personas que solamente hablan mal de la forma de gobierno nicaragüense. ¿Con qué firmeza aprueba o desaprueba Ud. el derecho de votar de esas personas? Por favor léame el número: (SONDEE: ¿Hasta que punto?)	D1	
Pensando siempre en aquellas personas que hablan mal de la forma de gobierno nicaragüense, ¿con qué firmeza aprueba o desaprueba Ud. el que estas personas puedan llevar a cabo manifestaciones pacíficas con el propósito de expresar sus puntos de vista? Por favor léame el número.	D2	
¿Con qué firmeza aprueba o desaprueba Ud. que a las personas que sólo hablan mal de la forma de gobierno nicaragüense, les permitan postularse para cargos públicos?	D3	
Pensando siempre en aquellas personas que hablan mal de la forma de gobierno nicaragüense, ¿con qué firmeza aprueba o desaprueba Ud. que salgan en la televisión para hacer un discurso? Recoja Tarjeta "B"	D4	

Ahora vamos a hablar un poco para conocer lo que Ud. opina sobre lo que hace su go alcaldía) y los ministerios del gobierno.	bierno loca	al (la
¿Ha tenido Ud. la oportunidad de discutir con el alcalde o uno de los concejales de su municipio como se gastan los fondos públicos? 1. Sí 2. No. 8. NS/NR	TR3	
¿Qué opinión tiene Ud. de como manejan las finanzas municipales?	TR3A	
1. Bien		
2. Regular		
3. Mal		
8. NS/NR		
¿Sabe Ud. cuáles son las funciones del Ministerio de Educación, Cultura, y Deporte?	TR4	
1. Sí 2. No 8. NS		
¿Sabe Ud. cuáles son las funciones de la Contraloría General de la República?	TR5	
1. Sí [Seguir con CTRL3] 2. No. [Brincar a TR6] 8. NS/NR [Brincar a TR6]		
A su juicio, ¿Cuál es la función principal de la Contraloría? [Leer lista] 1. Meter la gente a la cárcel 2. Realizar una tarea técnica 3. Realizar una tarea política 4. Informar sobre lo que pasa sobre la Administración Pública Otro: (ANOTAR) NS/NR = 88 Inap=99	CTRL3	
¿Sabe Ud. cuáles son las funciones del antiguo Ministerio de Finanzas (ahora el Ministerio de Hacienda y Crédito Público)? 1. Sí 2. No. 8. NS/NR	TR6	

A su jucio, ¿cuál es la función principal de éste ministerio?	TR7a	
(LEER LISTA)		
Elaborar el presupuesto nacional		
2. Administrar crédito agrícola		
3. Llevar la contabilidad gubernamental		
4. negociar el presupuesto con la Asamblea Nacional		
5. Cobrar impuestos		
Otro (ANOTAR): 8.NS		
¿Ha oido Ud. de los esfuerzos que se están dando para mejorar el manejo de los fondos públicos? 1. Sí [Seguir con TR7b] 2. No. [Brincar a TR7c] 8. NS/NR [Brincar a TR7c]	TR7	
¿Podria explicarme entonces de una manera concreta de qué se trata?	TR7b	
(ANOTAR) NO LEER 1. reestructuración de los ministerios 2. actualización de los registros 3. El gobierno se ha interesado en ser más limpio Otro 88. NS 99. Inap		
¿Ha oído del SIGFA (o sea, el Sistema Integrado de Gestión Financiera y Auditoría)?	TR7c	
1. Sí 2. No. 8. NS		
¿Cree Ud. que los montos de contratos públicos y quienes los reciban deben ser informados a la ciudadanía?	TR8	
1. Sí 2. No 8. NS/NR		

En la vida diaria, pasan muchas cosas. Voy a contarles algunas de ellas. Me gustaría Ud. considera la siguiente actuación de la gente 1) corrupta y debe ser castigada; 2) co justificada bajo las circunstancias; 3) no corrupta.		
Por ejemplo: Un diputado acepta una mordida de diez mil dólares pagada por una empresa. Considera Ud. que el diputado es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC1	
Y¿ qué piensa de la empresa que le pagó la mordida al diputado? En su opinión es: 1) corrupta y debe ser castigada 2) corrupta pero justificado 3) no corrupta 8=NS/NR	DC2	
Suponga que Ud. observó personalmente el pago de una mordida a algún funcionario, ¿cuál de las siguentes entidades (organizaciones) podría responder mejor a ésta situación?: [LEER DE LA LISTA]	DC2A	
La Contraloría General de la República		
2. Comité Nacional de Integridad del Vice Presidente		
3. Comisión Anticorrupción de la Asamblea Nacional		
4. Los medios de comunicación		
5. Procuraduría		
6. Corte		
7. No hay ningúna		
otra		
88. NS		
Y ¿con cuál de estas entidades (organizaciones) se sentiría más comodo(a) denunciando la mordida?	DC2B	
Usar lista de arriba. 88. NS		
Un policía para un conductor por una violación de la ley del tránsito que no cometió y pide una mordida de 25 Córdobas. El policía admite pedir la mordida, pero explica que su salario es tan bajo que no tiene alternativas. En su opinión, el policía es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC3	
Y ¿qué piensa del conductor que pagó la mordida? En su opinión el conductor es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC4	
Un estudiante de primaria regala a su maestra o maestro una pluma de marca, o una camisa con la esperanza de obtener una mejor nota. En su opinión, el estudiante es: 1) corrupto y debe ser castigado 2) corrupto pero justificado. 3) no corrupto 8=NS/NR	DC5	
Y la maestra/el maestro quien acepta el regalo, en su opinión ella/él es: 1) corrupta (o) y debe ser castigada 2) corrupta (o) pero justificado. 3) no corrupta (o) 8=NS/NR	DC6	

Un empleado público de un ministerio usa un auto o una camioneta oficial que es sólo para asuntos del trabajo para llevar a su familia al mar para celebrar la Semana Santa. En su opinión, éste empleado es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC7
Alguien ve el vehículo este de uso oficial en el mar. El <u>no</u> informa a la policía nada de esto. Cree que el no informar es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC8
El alcalde de un municipio sin el permiso de los concejales, presta a un grupo de vecinos el tractor municipal para construir un campo de beisbol. Cree Ud. que el Alcalde es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC9
Una madre con varios hijos tiene que sacar una partida de nacimiento para uno de ellos. Para no perder tiempo esperando, ella paga 5 Córdobas de más al empleado público municipal. Cree Ud. que lo que hizo la Señora es: 1) corrupta y debe ser castigada 2) corrupta pero justificable 3) no corrupta 8=NS/NR	DC10
Y el empleado público municipal que aceptó la propina es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC11
Durante la Purísima, una venta pequeña aumenta los precios de los dulces. Cree Ud. que el dueño de la tienda es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC12
Una persona desempleada es cuñado de un político importante, y éste usa su palanca para conseguirle un empleo público. ¿ Ud. Cree que el politico es: 1) corrupto y debe ser castigado 2) corrupto pero justificado 3) no corrupto 8=NS/NR	DC13

Anora queremos nabiar de su propia experiencia personai con estas cosas que pasan	en la vida	
¿Ha sido parado(a) por un agente de policía por una infracción que Ud. no cometió?	EXC1	
0. No. [brinca a EXC4] 1. Si [siga a EXC2] 8. NS/NR [brinca a EXC4]		
¿El agente de policía le pidió una mordida o soborno ?	EXC2	
0. No. 1. Si 8. NS/NR 9. No Aplica		
¿Pagó Ud. esa mordida? 0. No. 1. Si 8. NS/NR 9. No Aplica	EXC3	
¿Ha visto a alguien pagando una mordida a un policía?	EXC4	
0. No. 1. Si 8. NS/NR		
¿ Sabe de alguien que ha pagado una mordida a un empleado público por cualquier tipo de favor? 0. No. 1. Si 8. NS/NR	EXC5	
¿Algún empleado público le ha solicitado una mordida en los últimos 2 años? 0. No. 1. Si 8. NS/NR	EXC6	

Teniendo en cuenta su experiencia o lo que ha oído mencionar, el pago de mordidas a los funcionarios públicos está: 1. Muy generalizado 2. Generalizado 3. Poco generalizado 4. Nada generalizado 8. NS/NR ¿Cree Ud. que el pago de mordidas facilita los trámites en la administración pública? 0. No 1. Sí 8. NS/NR Para tramitar algún préstamo u otra transacción en un banco, ¿ha tenido que pagar alguna plata además de lo correcto? 0. No 1. Sí 8. NS/NR	EXC7 EXC8	
En su trabajo, ¿le han solicitado algún pago indebido? 0. No 1. Sí 8. NS/NR 9. Inap ¿Conoce a alguien que ha pagado una mordida en los juzgados?	EXC13	
0. No 1. Sí 8. NS/NR	EXC14	
Y ahora, hablando en general, ¿Alguna vez ha denunciado usted algún acto de corrupción? 1. Sí [Seguir con WB44] 2. No. [Brincar a WB46] 8. NS [Brincar a WB46]	WB43	
¿Donde fue hecha la denuncia? NO LEER 1. en los juzgados 2. la policía 3. la prensa (medios) 88. NS 99. Inap ANOTAR	WB44	
¿En qué institución pública cree Ud. que hay más corrupción? 88. NS ANOTAR	WB46	
¿Y en cúal hay menos? 88. NS ANOTAR	WB47	
¿Tiene hijos en la Escuela Pública Primaria o Autónoma? 1. Publica Primaria [seguir con WB13] 2. Publica Autónoma [seguir con WB 13] 3. Privada [brincar a PC1] 4. No [brincar a PC1] 8. NS	WB11	
¿Ha dado (o dió) contribuciones en dinero en la escuela pública primaria de sus hijos? 1. Sí [seguir con WB14] 2. No [brincar a PC1] 8. NS [brincar a PC1] 9. Inap	WB13	
¿Pagó el dinero voluntariamente o porque tenía que darlo? 1. Gusto 2. Tenía que pagar 8. NS 9. Inap	WB14	
¿Sabe para que se usa a esta contribución? 1. Sí [seguir con WB14B] 2.No [Brincar a PC1] 8.NS 9. Inap	WB14A	
¿Cuál es el destino de esta contribución? 1. Más maestros 2. Más y mejores libros 3. Reparación/construcción de la escuela otro: 8. NS	WB14B	

ENTRÉGUELE LA TARJETA "C" AL ENTREVISTADO

Ahora voy a nombrar varias instituciones públicas y privadas. Me interesa saber hasta que punto cree Ud. que los representantes en estas instituciones son honrados o corruptos. Usando la tarjeta "C," favor de indicarme el punto en la escalera que se acerca mas a su punto de vista.

MUY HONRADOS 1 2 3 4 5 6 7 8 9 10 MUY CORRUPTOS	88= N	S
¿Hasta qué punto diría Ud. que los diputados son honrados o corruptos? Favor de usar la escalera de 1 a 10. (Sondear: "en general" "basado en lo que Ud. ha escuchado")	PC1	
¿Hasta qué punto diría Ud. que los ministros son honrados o corruptos?	PC2	
¿Hasta qué punto diría Ud. que los alcaldes son honrados o corruptos?	PC3	
¿Hasta qué punto diría Ud. que los concejales son honrados o corruptos?	PC4	
¿Hasta qué punto diría Ud. que los policías son honrados o corruptos?	PC5	
¿Hasta qué punto diría Ud. que los dueños de tiendas son honrados o corruptos?	PC6	
¿Hasta qué punto diría Ud. que los maestros son honrados o corruptos?	PC7	
¿Hasta qué punto diría Ud. que los profesores universitarios son honrados o corruptos?	PC8	
¿Hasta qué punto diría Ud. que los sacerdotes o los pastores son honrados o corruptos?	PC9	
¿Hasta qué punto diría Ud. que los líderes de los sindicatos son honrados o corruptos?	PC10	
¿Hasta qué punto diría Ud. que los lideres de asociaciones y cámaras empresariales son honrados o corruptos?	PC11	
¿Hasta qué punto diría Ud. que los empresarios son honrados o corruptos?	PC11A	
¿Hasta qué punto diría Ud. que los jueces son honrados o corruptos?	PC12	
¿Hasta qué punto diría Ud. que los militares son honrados o corruptos?	PC13	
¿Hasta qué punto diría Ud. que los líderes de los partidos políticos son honrados o corruptos?	PC14	
¿Hasta qué punto diría Ud. que los líderes de las organizaciones nogubernamentales, ONGs (o sea asociaciones cívicas) son honrados o corruptos?	PC14A	
¿Hasta qué punto diría Ud. que los empleados de aduanas son honrados o corruptos? RECOJA TARJETA "C"	PC16	
Si Ud. o un pariente cercano comete un acto de corrupción debería de	PC20	
1. estar tranquilo		
2. ser denunciado publicamente		
3. ser multado		
4. estar preso 8. NS/NR		
Hay casos en que las personas compran vehiculos en el exterior y los pasan por la aduana. ¿Qué opina de la gente que paga mordida para facilitar el trámite para no pagar los impuestos de importación? Debería de:	PC21	
1. estar tranquilo		
2. ser denunciado publicamente		
3. ser multado		
4. estar preso 8. NS/NR		

Unas personas van a un establecimiento. Al pedir la cuenta, el dueño del lugar les pregunta: ¿con factura o sin factura? (o sea, para no pagar el impuesto, el IGV). Cree Ud. que el dueño debería de:	PC22	
1. estar tranquilo		
2. ser denunciado		
3. ser multado		
4. estar preso 8. NS/NR		
¿Qué opina de la gente que hace conexión ilegal de luz con ENEL? Debería de: 1. Estar tranquilo 2. Ser denunciado 3. Ser multado 4. Estar preso 8. NS	PC23	

¿La corrupción le afecta Ud? 0. No[brincar a CTRL2] 1. Sí [siga a CTRL1a] 8. NS/NR [brincar a CTRL2]	CTRL1	
(EN CASO AFIRMATIVO) ¿De qué manera?	CTRL1a	
ANOTAR 88. NS 99. No Aplica		
¿Ud. siente al funcionario público como su servidor?	CTRL2	
0. No 1. Sí 8. NS/NR		
Ahora, hablando en general de la gente de aquí, ¿diría que la gente en general es muy confiable, algo confiable, poco confiable, o nada confiable? 1. Muy confi. 2. Algo confi. 3. poco confi. 4. Nada confi. 8. NS/NR	IT1	
¿Cree Ud. que la mayoría de las veces la gente se preocupa sólo por sí misma, o cree que la mayoría de las veces la gente trata de ayudar al prójimo? 1. Preocupa por sí misma 2. Ayudarle al prójimo 8. NS/NR	IT2	
¿Cree Ud. que la mayoría de la gente trataría de aprovecharse de Ud. si se les presentara la oportunidad, o cree que no se aprovecharían?	IT3	
1. Sí se aprovecharían 2. No se aprovecharían 8. NS/NR		
Hablando de las elecciones pasadas. ¿Votó Ud. en las elecciones de 1996? 0. No 1. Sí 8. NS/NR 9. Demasiado joven para votar [Si no votó, pasar al siguiente módulo]	VB2	
¿Por cuál candidato votó para presidente?	VB2a	
1. Ortega (FSLN)		
2. Alemán (Alianza Liberal)		
3. El Voto es Secreto		
Otro:		
8. NS/NR		
9. No aplica [no votó]		

Ahora para cambiar de tema En esta hoja hay una escala que va de izi Hoy en día mucha gente, cuando conversa de tendencias políticas, habla derechistas, o sea, gente que simpatiza más con la izquierda y gente que con la derecha. Según el sentido que los términos "izquierda" y "derecha cuando piensa sobre su punto de vista político, ¿dónde se colocaría Ud. e Ponga una X en la casilla que más se acerca a su posición.	de izquierdi simpatiza n tienen para	istas y nás a Ud.,	L1
Izquierda : : : : : : : : : : : : : : : : : : :	Derech	ıa	
88=NS			
¿Recuerda Ud. cómo se llama el actual presidente de los Estados Unidos [Clinton] 0. Incorrecto 1. Correcto 8. NS/NR	?	GI1a	
¿Recuerda Ud. cómo se llama el jefe de gobierno de Rusia? [Yeltsin]		GI1	
0. Incorrecto 1. Correcto 8.NS/NR		010	<u> </u>
¿Recuerda Ud. Cómo se llama el Presidente de Costa Rica? [Miguel Angel Rodríguez] 0. Incorrecto 1. Correcto 8. NS/NR		GI2	
¿Recuerda Ud. cuantos diputados hay en la Asamblea Nacional de Nicaragua?) (o 92 o 93, ambas respuestas son correctas) 0. Incorrecto (o no sabe) 1. Correcto		GI3	
¿Cual es su religión? 1. Católica (practicante) 2. Católica (no practicante) 3. Evangélica 4. Otra (ANOTAR) 5. Ninguna		Q3	
¿Cuántas veces ha asistido Ud. a la iglesia (culto, templo) durante el mes pasado? (0=cero veces, 8=NS/NR)		Q4	
Qué tan frecuentemente reza u ora Ud.? Lo hace diariamente,		Q5	+
una vez a la semana, de vez en cuando o casi nunca. 1. Diariamente 2. Semanalmente 3. De vez en cuando 4. Casi nunca 8. NS/NR		QJ	
		I 5 5 6	
¿Hasta qué punto está de acuerdo con ésta frase? La religión es un aspecto importante de su vida. ¿Está Ud 1. Muy de acuerdo 2. Algo de acuerdo 3. Algo en contra 4. Muy en contra NS/NR	a 8.	RF6	
Algunas personas dicen que la Iglesia Católica no debe meterse en la resolos conflictos sociales. ¿Está Ud 1. Muy de acuerdo 2. Algo de acuerdo 3. Algo en contra 4. Muy en contra NS/NR		PI1	
¿Podría decirme si en su casa (o en su finca) tienen: [LEER TODOS]			
Televisor a color? 0. No. 1. Uno 2. Dos 3. Tres o más 8. NS/NR	R1		
Televisor en blanco y negro? 0. No. 1. Uno 2. Dos 3. Tres o más	R2		
8. NS/NR			
Refrigeradora? 0. No. 1. Sí 8. NS/NR	R3		
Teléfono? 0. No. 1. Sí 8. NS/NR	R4		
Carro o camión? 0. No. 1. Sí 8. NS/NR	R5		
Lavadora? 0. No. 1. Sí 8. NS/NR	R6		

: Podría decirme si en su casa (o	en su finca) tienen: [LEER TODOS]				
Microondas?	0. No. 1. Sí 8. NS/NR	R7			
Motocicleta o Moto?	0. No. 1. Sí 8. NS/NR	R8			
Tractor?	0. No. 1. Sí 8. NS/NR	R9			
Energía eléctrica	0. No. 1. Sí 8. NS/NR	R10			
Agua potable entubada [cañería]		R11			
	era 3. Cemento, ladrillo,embaldozado	R12			
1 loo do la oala . Il Floria El Maas	sta di Gomento, idaniio, ombaiade Edado		<u> </u>		
OCUP1. ¿En que trabaja Ud.? (cúltima ocupación?) ANOTE TOD DECLARE:	o si esta desempleado, cúal fue su O LO QUE EL ENTREVISTADO		OCUP	1	
		i		i	
	el último año? 0. No [brincar a Q10]	וטן	ESOC1		
1. Sí [seguir con DESOC2]					
(PARA LOS QUE DICEN SÍ) ¿Po	r cuántas semanas durante el último añ Semanas (01 = 1; 00= No estuvo sin	o DI	ESOC2		
trabajo)	Gernanas (01 = 1, 00= 140 estavo siii				
			1	-	
¿En cuál de los siguientes rangos agregado o conjunto de todas las	s ubicaría Ud. el ingreso total mensual		Q10		
agregado o conjunto de todas las	personas en su nogar?				
1. menos de 300 córdobas					
2. de 300-500					
3. de 501-700					
4. de 700-1.000 5 de 1.001-1.500					
6 de 1.501-1.500					
7 de 2.001-3.000					
8 de 3.001-4.000					
9 más de 4.001					
88. NS/NR					_
¿Cuál es su estado civil?	a 4 Diversie de F. Conomede C. Vivede (e)		Q11		
8. NS/NR	e 4. Divorciado 5. Separado 6. Viuda (o)			
0.110/1111				<u> </u>	
	ada acabo con la persona seleccionada				
Firma del entrevistador	Fecha				
Revisión del supervisor de campo					
Firma del que ingresa datos Firma del que verificó datos					