



EVIDENCE TO FIX BUREAUCRACIES

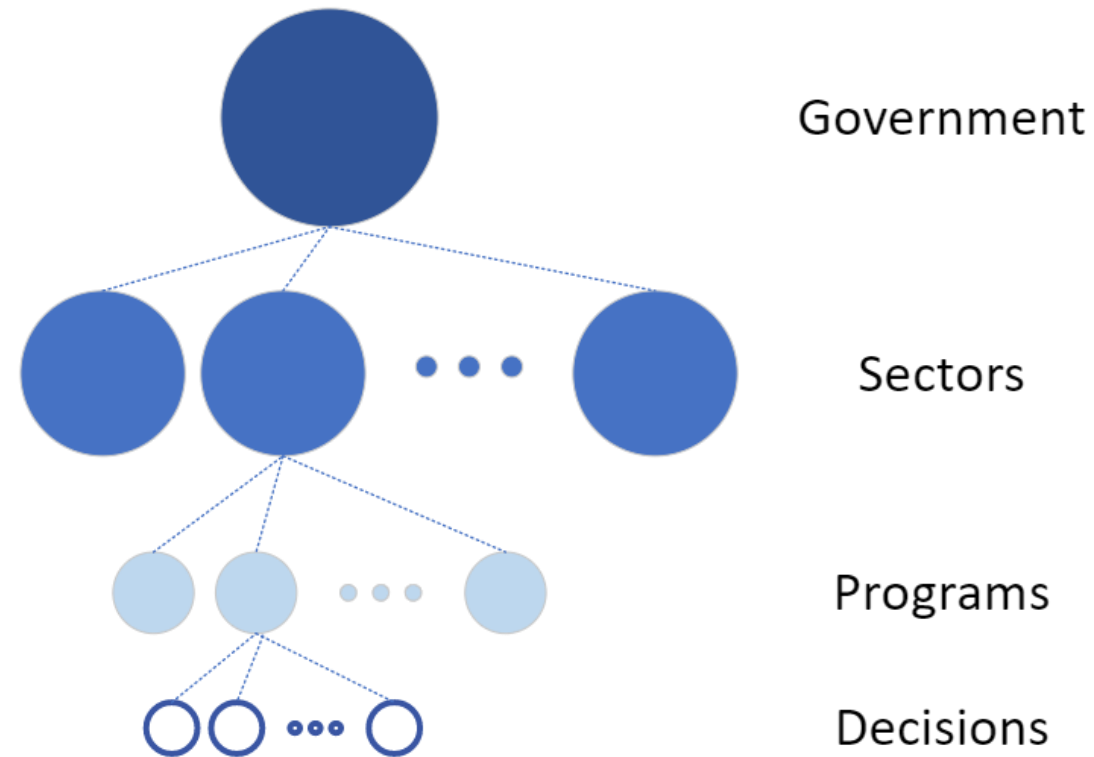
DANIEL ROGGER | RESEARCH MANAGER, DIME

POLICY RESEARCH TALK, 23RD MAY 2023



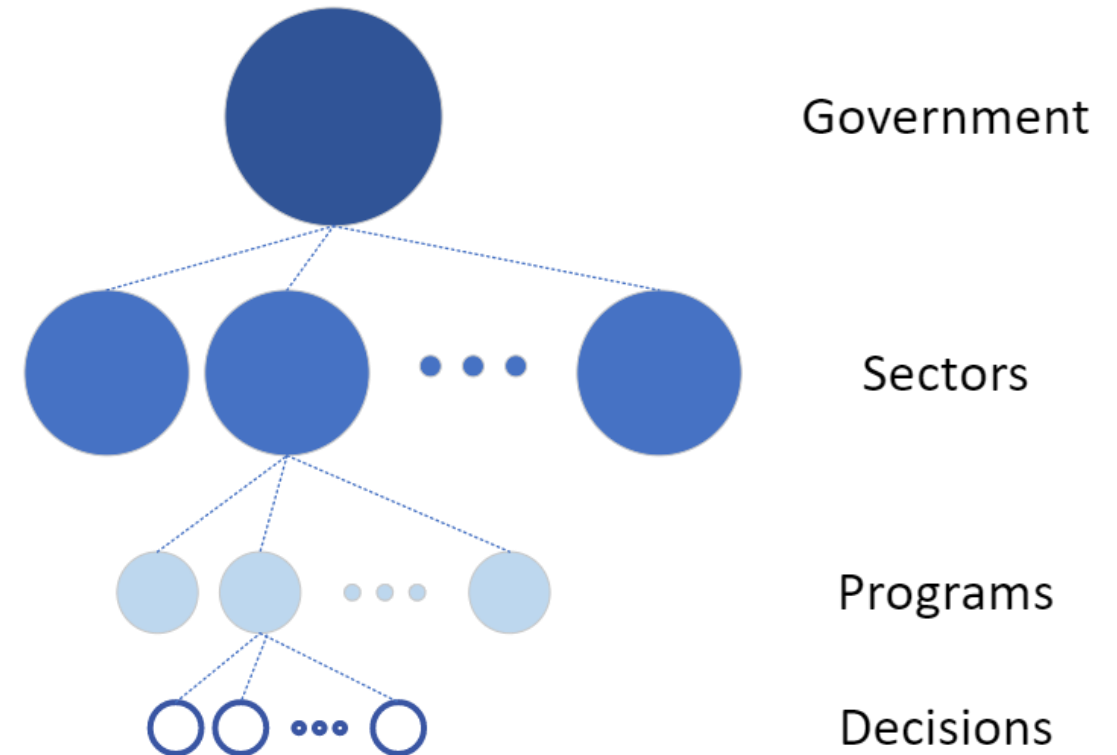
INFLUENCING PUBLIC POLICY | A THOUGHT EXPERIMENT

A 'Model' of Public Policy



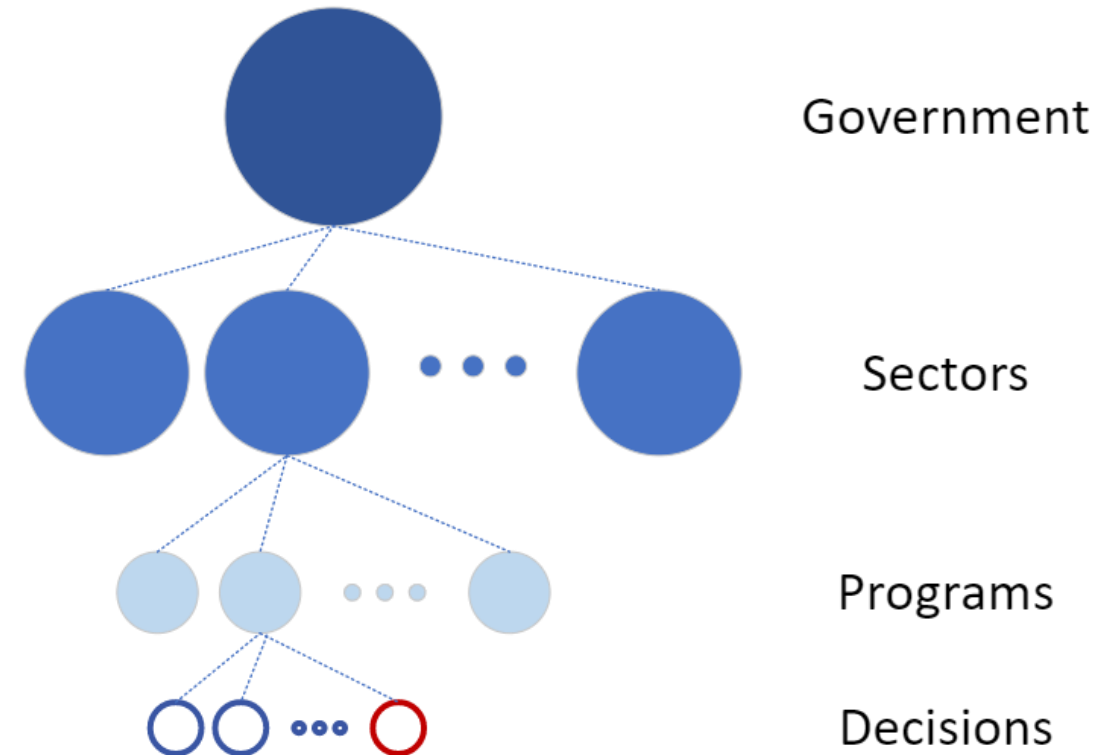
The Scale of Public Policy

- c.500,000 local governments in the world; 183 national; various regional entities
- In each of these governments, let's say:
 - 10 sectors of responsibility;
 - 10 programs in each sector;
 - 10 decisions for each program
- c. Half a billion budget decisions per year
- **What is an optimal means of influencing this body of policy decisions?**



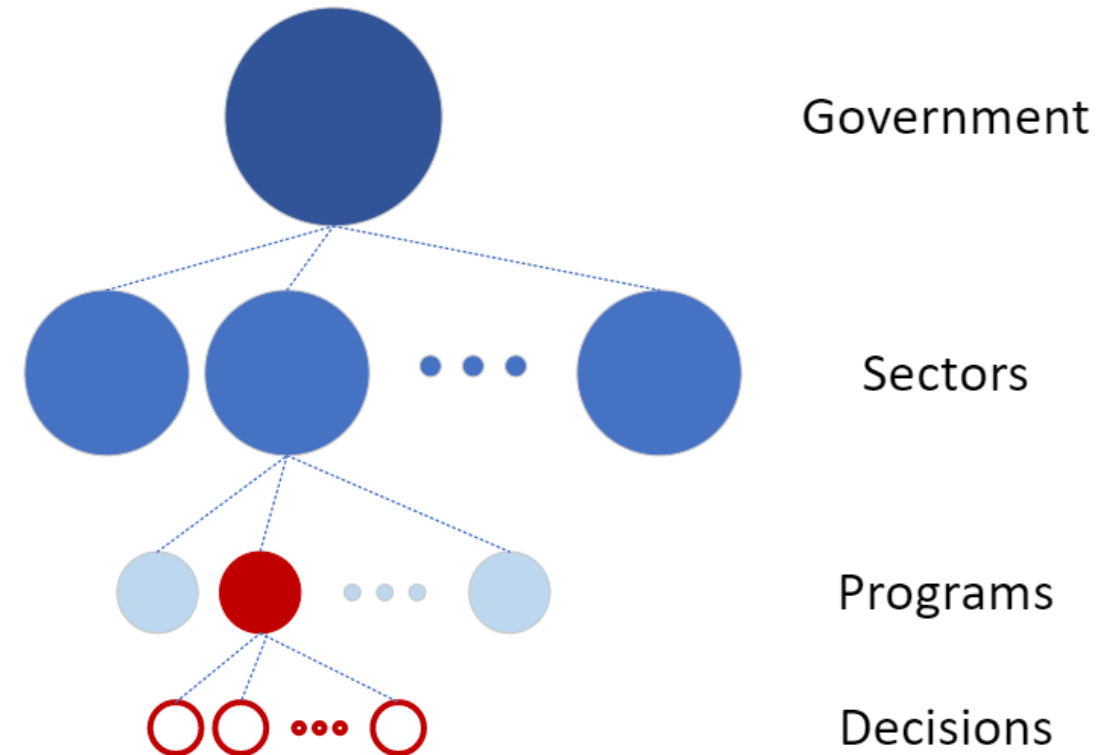
Influencing Public Policy

- What is an optimal means of ‘influencing policy’?
- Focus our investments on decision points



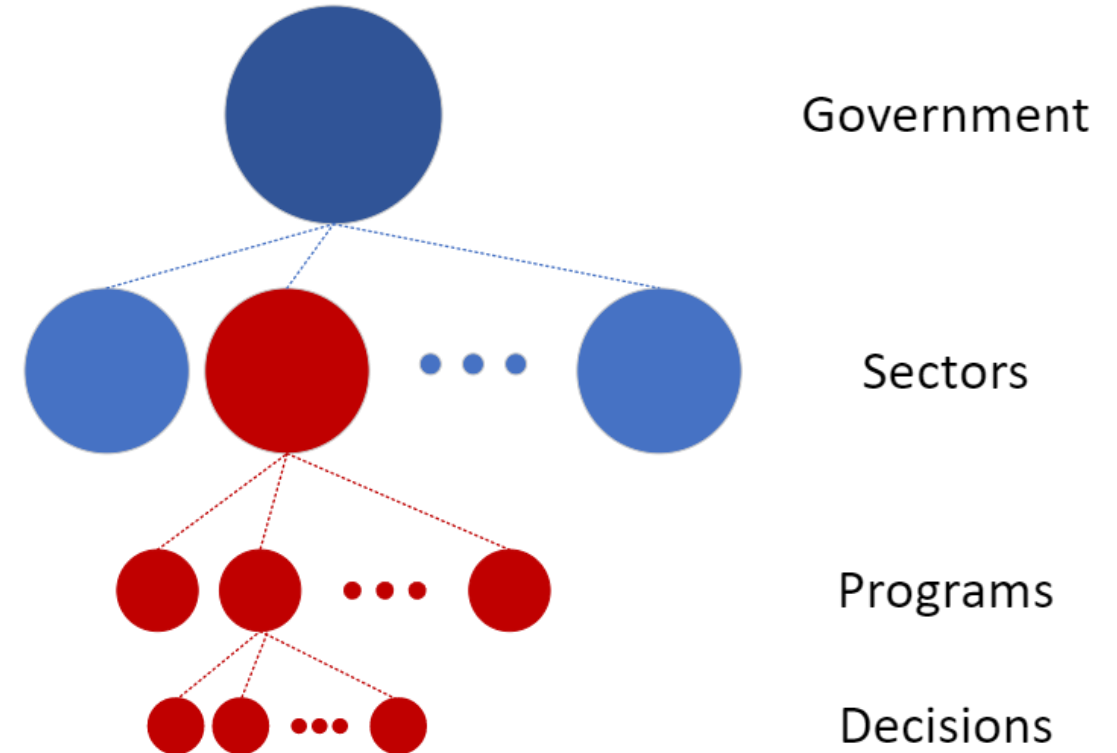
Influencing Public Policy

- What is an optimal means of ‘influencing policy’?
- Focus our investments on decision points
- Focus our investments on programs



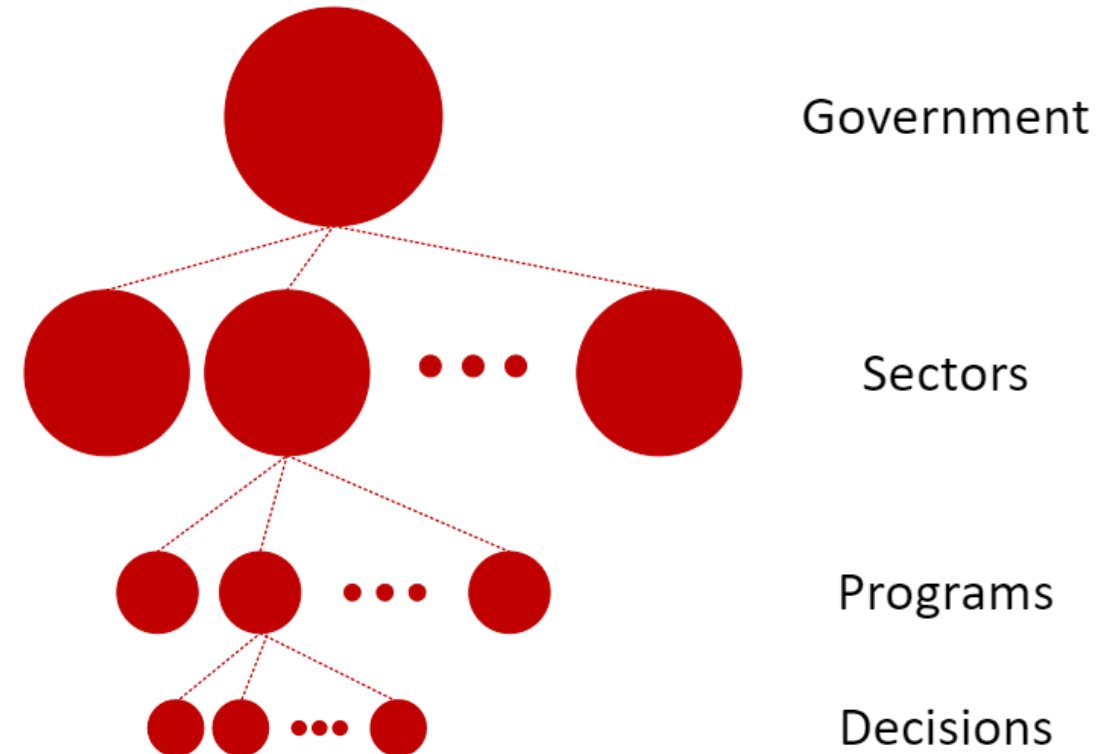
Influencing Public Policy

- What is an optimal means of ‘influencing policy’?
- Focus our investments on decision points
- Focus our investments on programs
- Focus our investments on sectors



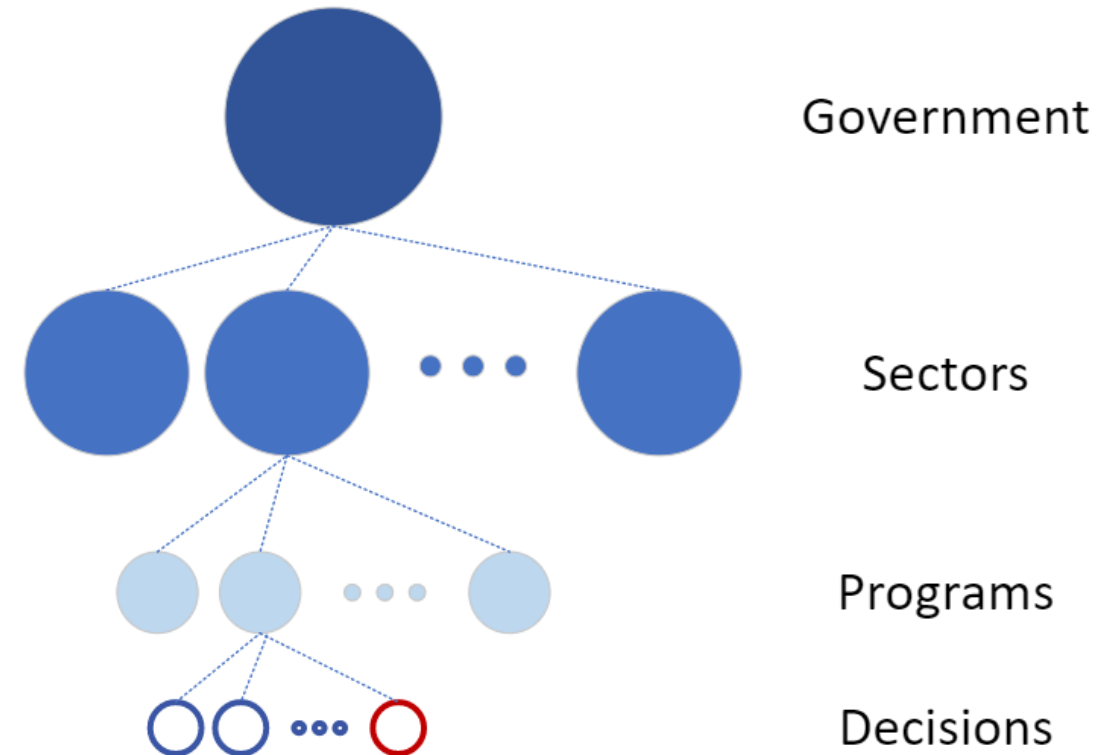
Influencing Public Policy

- What is an optimal means of ‘influencing policy’?
- Focus our investments on decision points
- Focus our investments on programs
- Focus our investments on sectors
- Focus our investments on the public administration as a whole



The Impacts of Improved Decision Points

- **c. Doubling of development effectiveness**
- DIME's Assessment of pilot portfolio
- Copenhagen Consensus
- Review of JPAL RCT database
- Many evaluations do not imply gains this large
- Provides some 'aspirational' benchmark



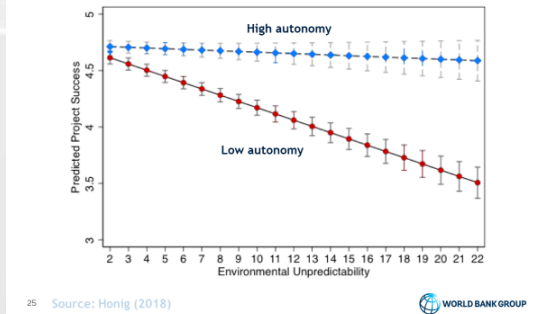
Policy Research Talk 1

- **Bureaucracy is fundamentally diverse**
- One ‘stylized fact’ of the recent empirical work in public administration is that it is fundamentally diverse
- This is ex-post ‘obvious’ when one realizes that there are few systematic forces driving homogeneity
- What does this mean for influencing policy?

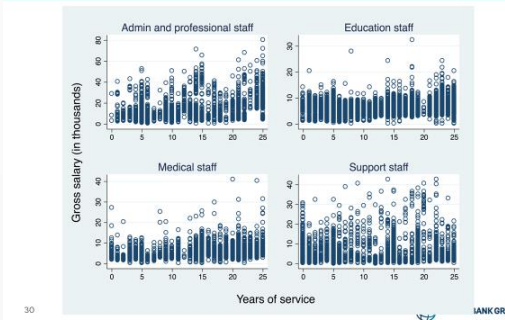
Management quality is diverse across units



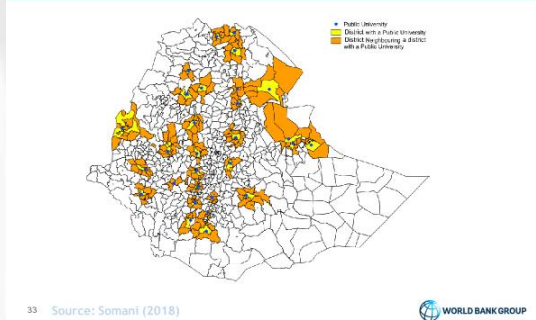
Does Any of This Apply to the World Bank?



Huge Wage Dispersion in Most Settings

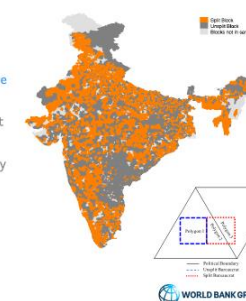


General Equilibrium Selection Effects

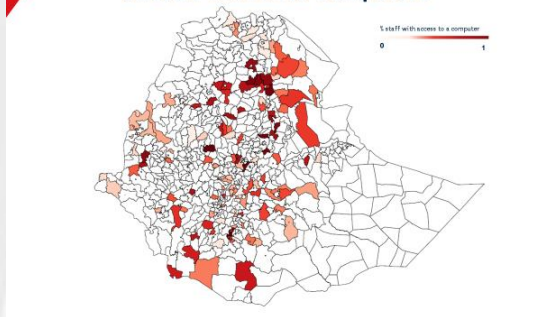


Multi-tasking may imply multi-principals

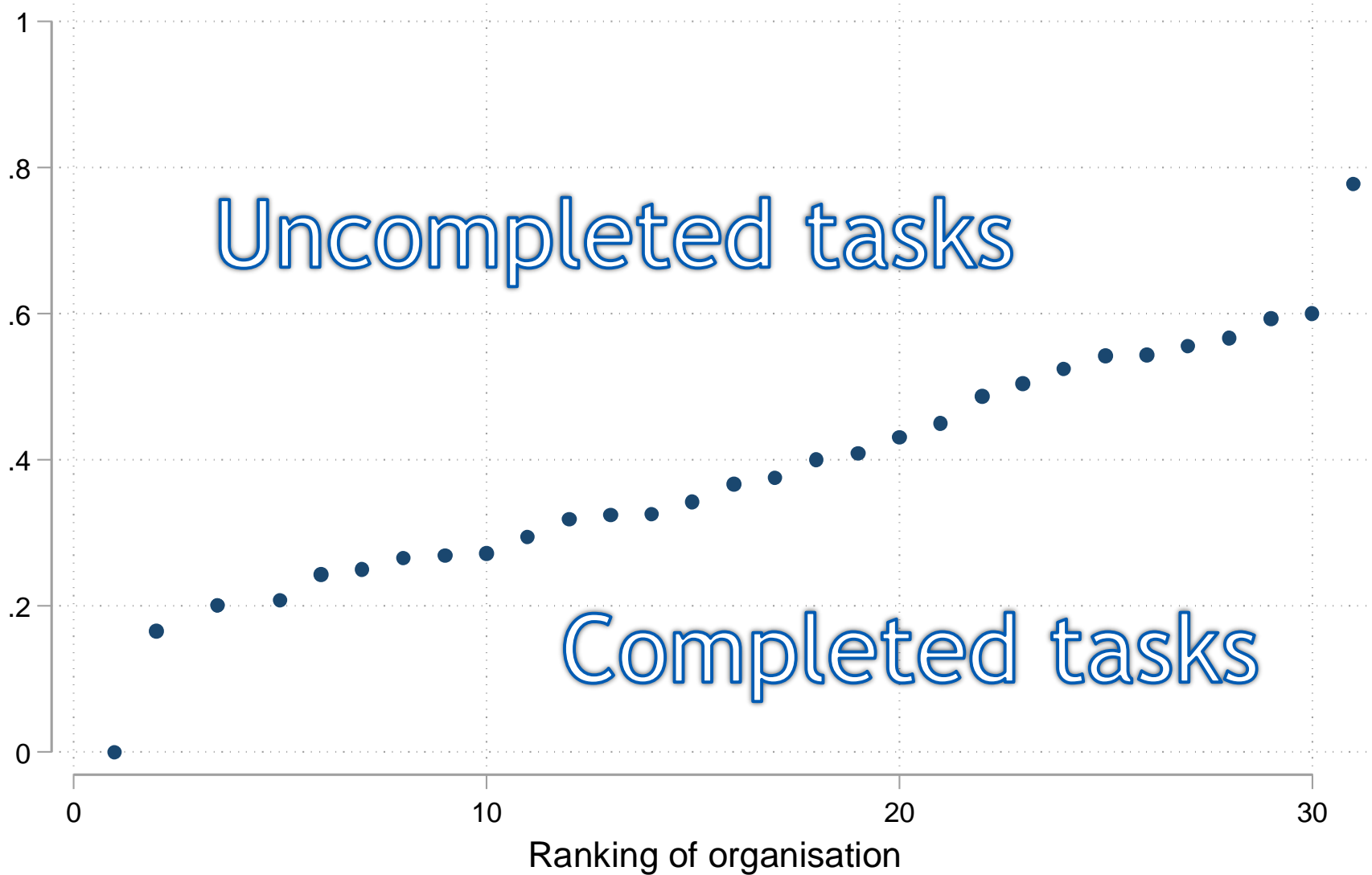
Gulzar and Pasquale (2016) find that implementation of India's National Rural Employment Guarantee Scheme is substantially better where bureaucrats answer to a single politician: "Our findings suggest that politicians face strong incentives to motivate bureaucrats as long as they internalize the benefits from doing so." #RD #India



Ethiopia: Local officials have very uneven access to computers

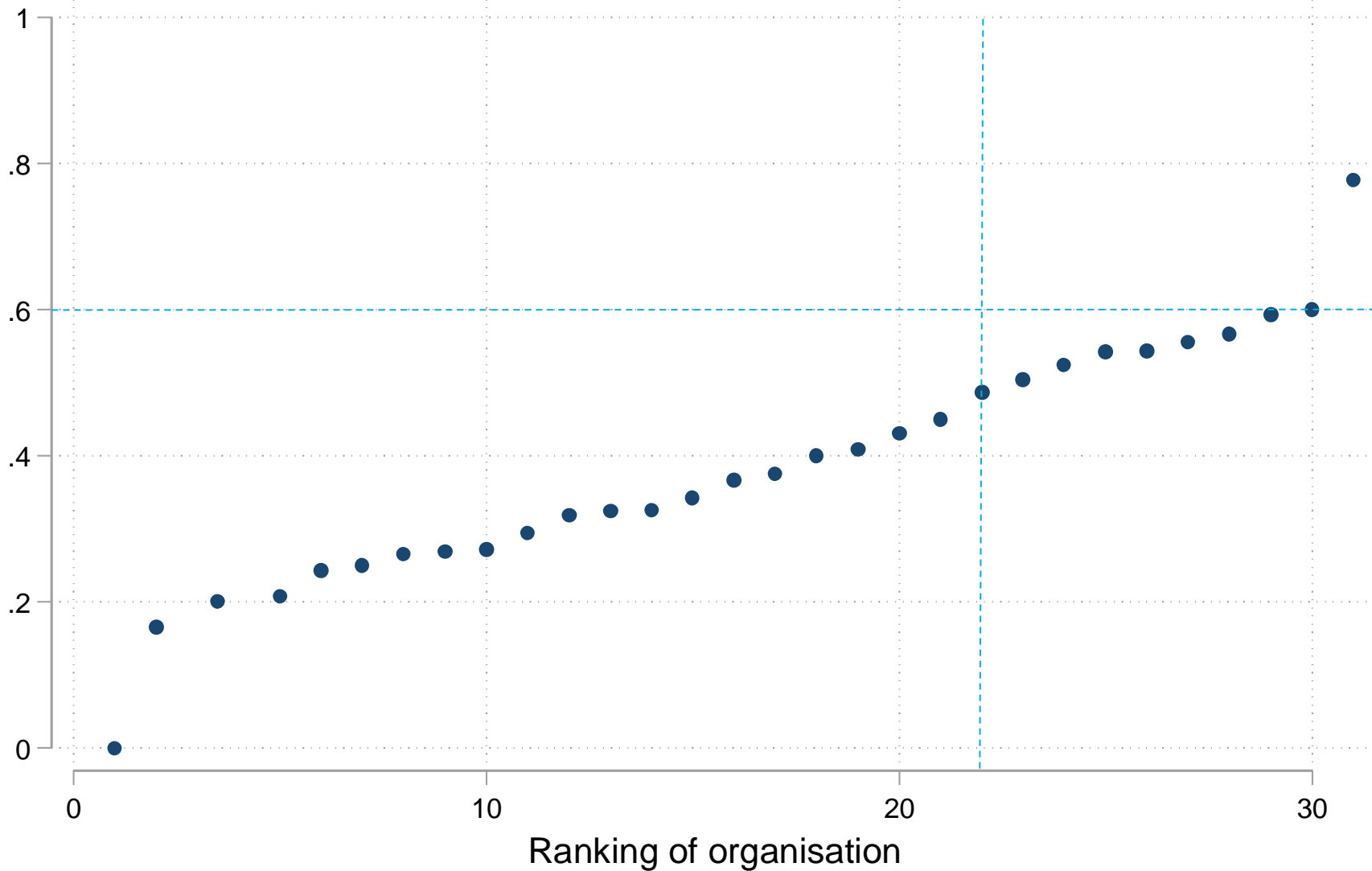


Ghana: Diversity in Productivity



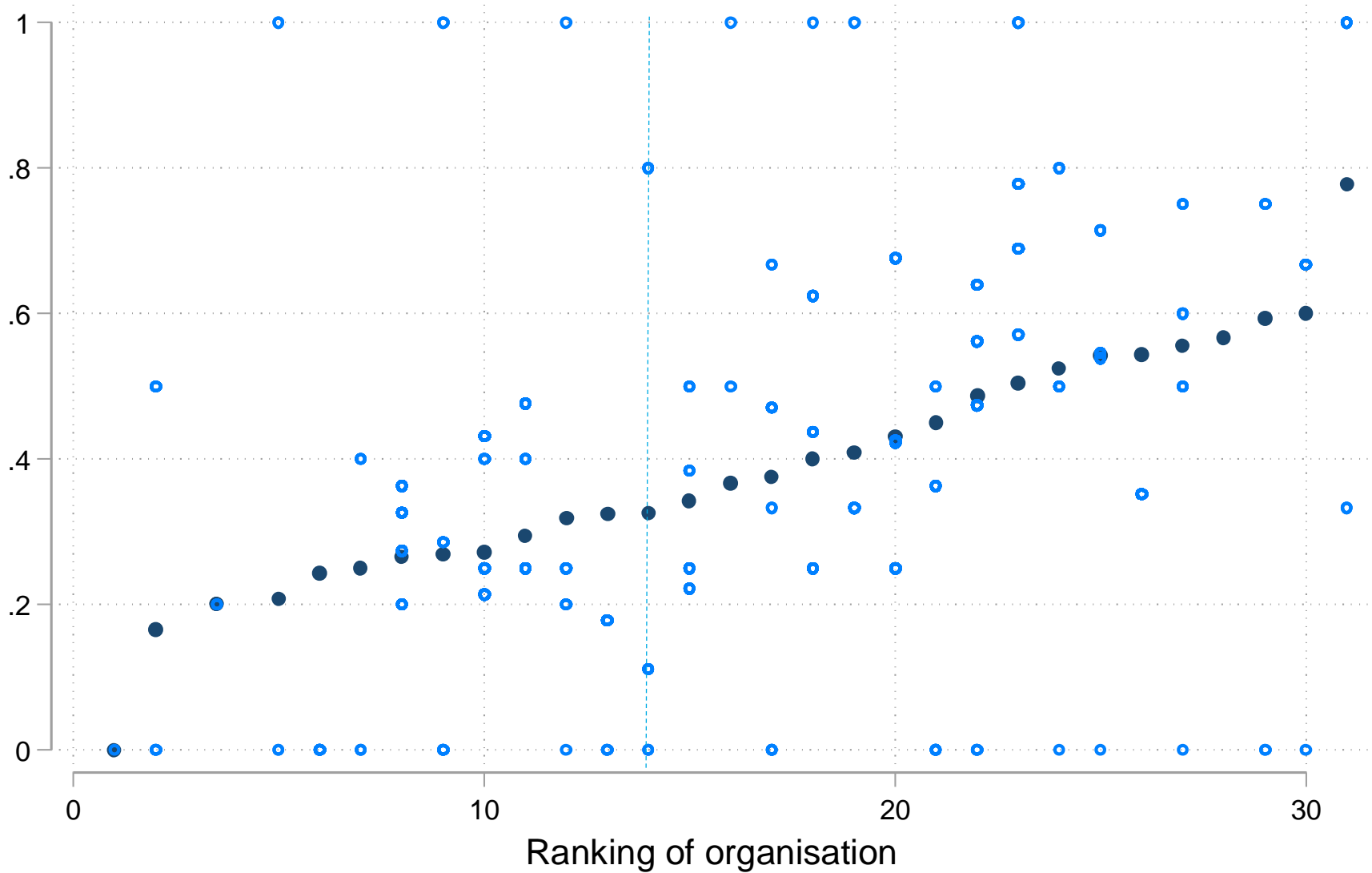
Source: Rasul, Rogger and Williams (2017)

Ghana: Diversity in Productivity



Source: Rasul, Rogger and Williams (2017)

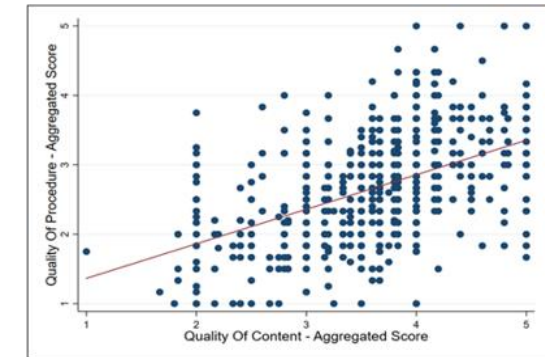
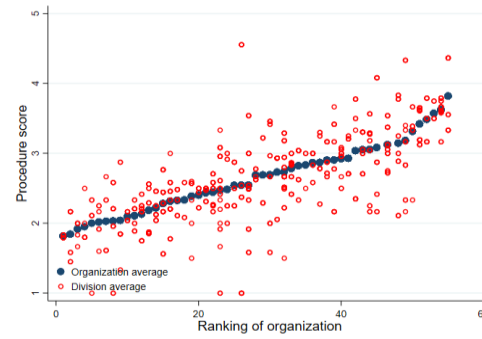
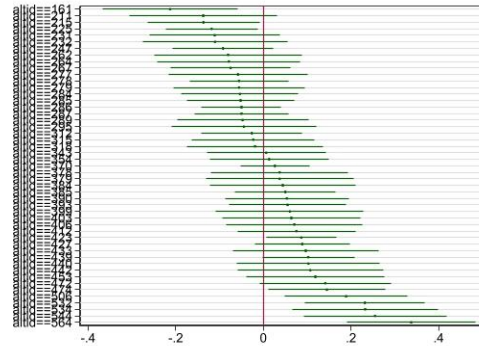
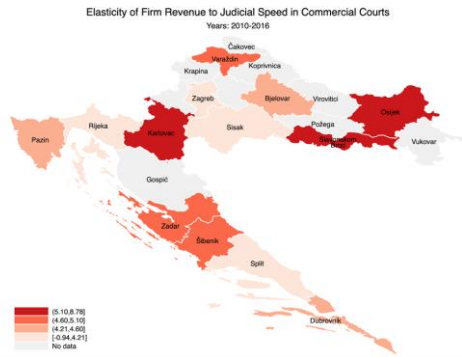
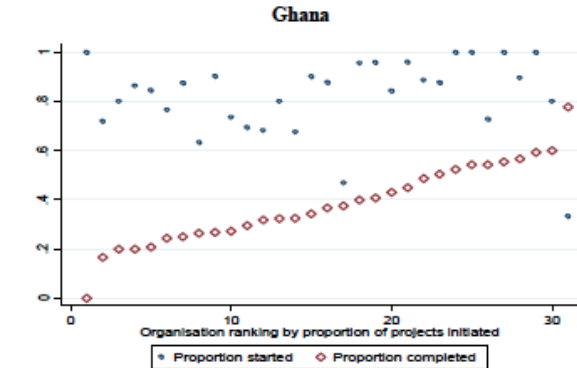
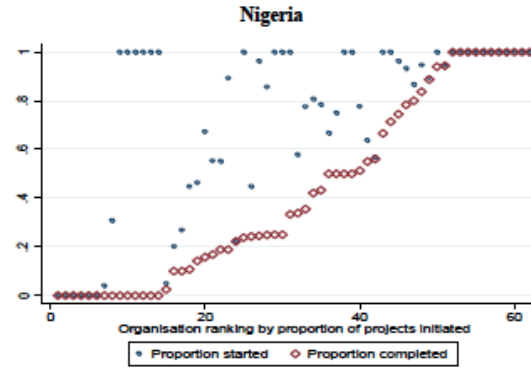
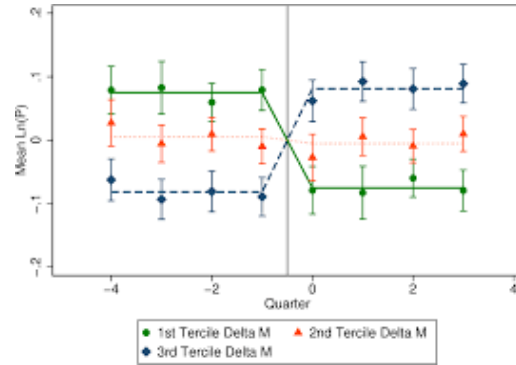
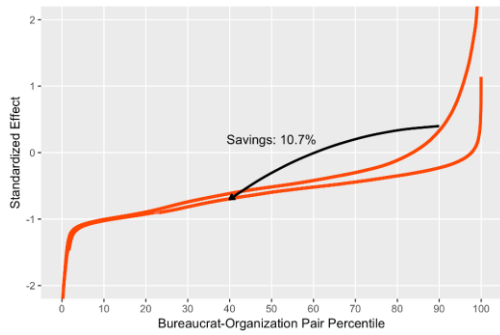
Ghana: Diversity in Productivity



- Organisation average
- Division average

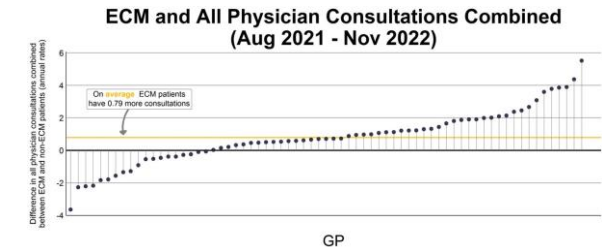
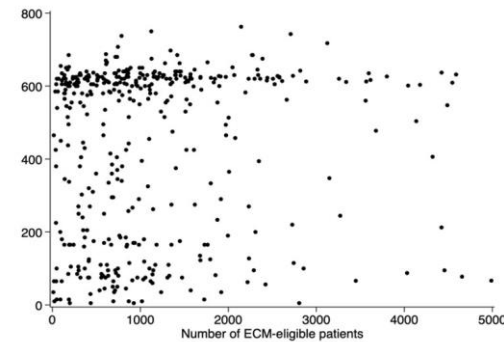
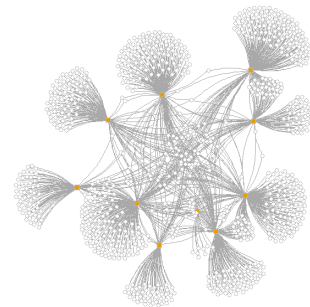
Source: Rasul, Rogger and Williams (2017)

Productivity in the Public Service Around the World

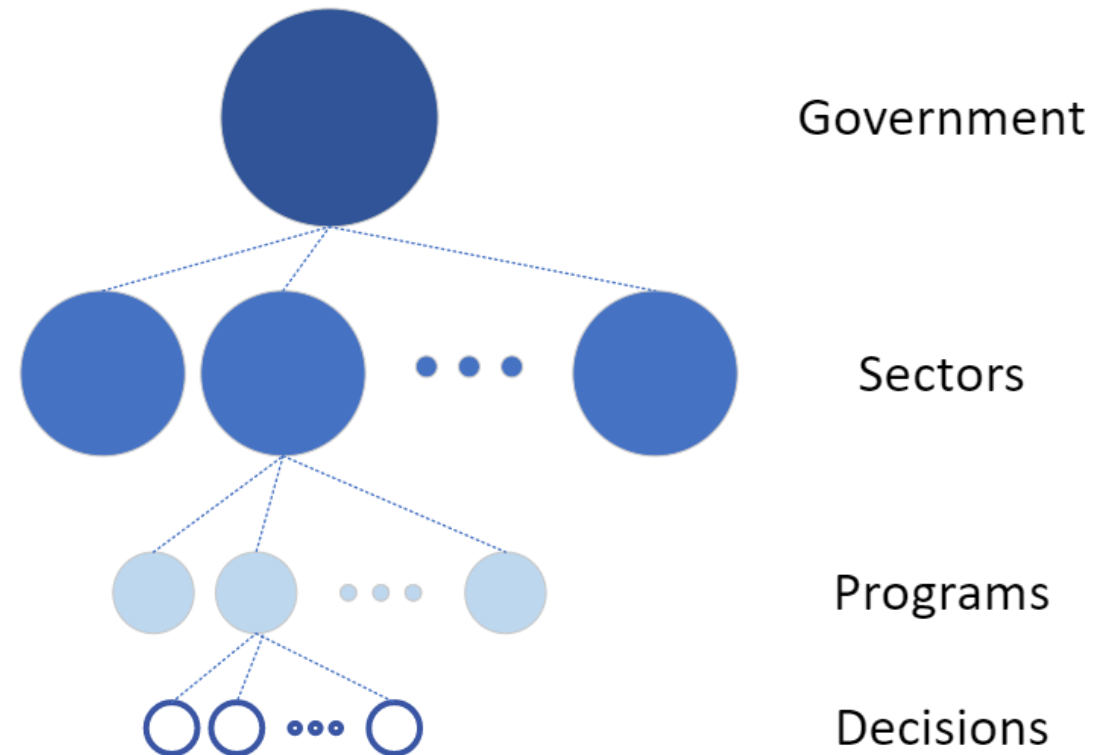


Total STUDY Units with data by Ministry:

| Ministry | Baseline date | 2017 #MS | 2018 #MS | 2019 #MS | Endline Date |
|--------------|---------------|------------|------------|------------|--------------|
| BSE | 2 | 2 | 2 | 2 | 2 |
| CDIA | 4 | 0 | 0 | 0 | 4 |
| CNDRA | 14 | 0 | 0 | 0 | 13 |
| CBA | 15 | 10 | 15 | 10 | 14 |
| CSA | 11 | 0 | 11 | 11 | 10 |
| House | 12 | 0 | 0 | 0 | 1 |
| Judiciary | 29 | 0 | 0 | 0 | 20 |
| LIPA | 4 | 4 | 3 | 4 | 3 |
| LJSGS | 12 | 10 | 0 | 2 | 11 |
| NCSS | 9 | 6 | 0 | 0 | 5 |
| MFA | 22 | 16 | 18 | 15 | 21 |
| NFCP | 26 | 20 | 24 | 0 | 16 |
| MIA | 27 | 24 | 25 | 22 | 24 |
| MICAT | 13 | 11 | 13 | 0 | 13 |
| MLNE | 16 | 0 | 0 | 0 | 10 |
| MOA | 5 | 4 | 0 | 0 | 4 |
| MCO | 17 | 5 | 7 | 3 | 16 |
| MOE | 33 | 14 | 26 | 22 | 33 |
| MOCCSP | 10 | 0 | 0 | 0 | 10 |
| MCH | 29 | 21 | 24 | 16 | 16 |
| MOU | 13 | 10 | 12 | 7 | 13 |
| MOL | 14 | 2 | 10 | 6 | 14 |
| MOPT | 25 | 0 | 0 | 17 | 25 |
| MOT | 15 | 5 | 11 | 11 | 10 |
| MSP | 20 | 10 | 7 | 10 | 16 |
| MSPA | 14 | 0 | 0 | 0 | 13 |
| MPS | 12 | 4 | 4 | 2 | 9 |
| Statute | 14 | 0 | 0 | 0 | 9 |
| Total | 437 | 197 | 215 | 168 | 363 |

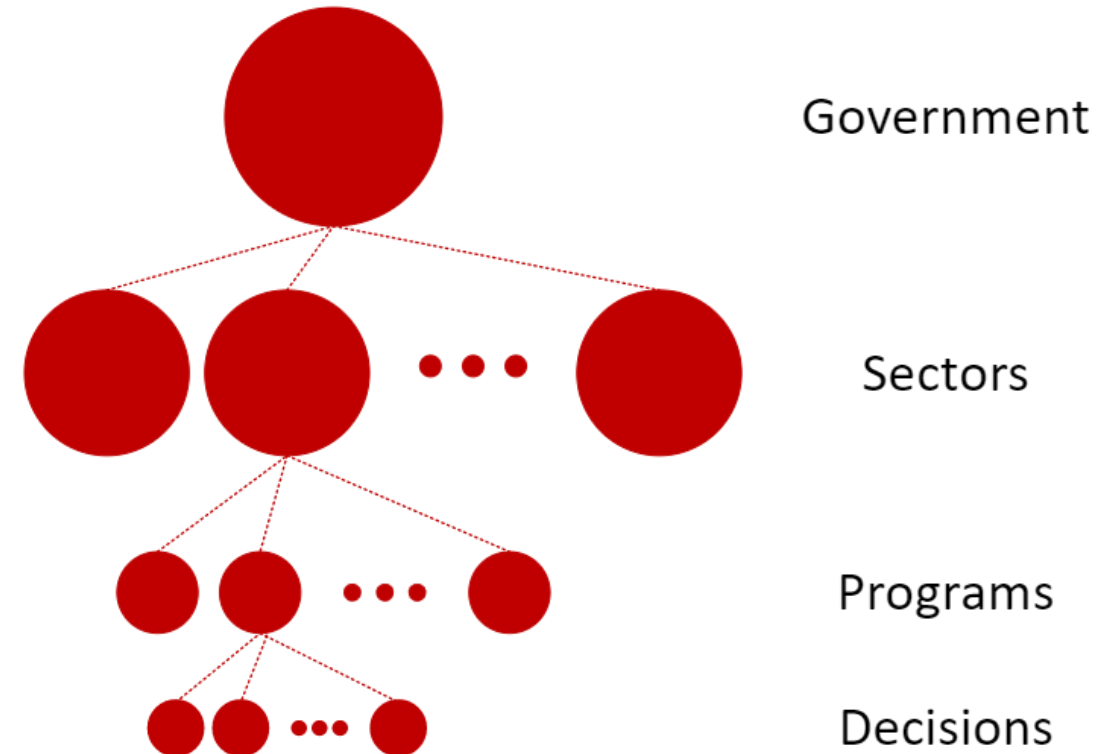


A 'Model' of (Mediated) Public Policy



Influencing Public Policy at Scale

- What is an optimal means of ‘influencing policy’?
- Focus our investments on decision points
- Focus our investments on programs
- Focus our investments on sectors
- Focus our investments on the public administration as a whole
 - Each dollar invested spills down through better implementation of public policy
 - Order of magnitude of policy influence can be addressed





What matters enormously [in generating successful development impacts and knowledge] are the details of implementation that no one can think of in advance ... and they are solved in partnership with our [government] partners

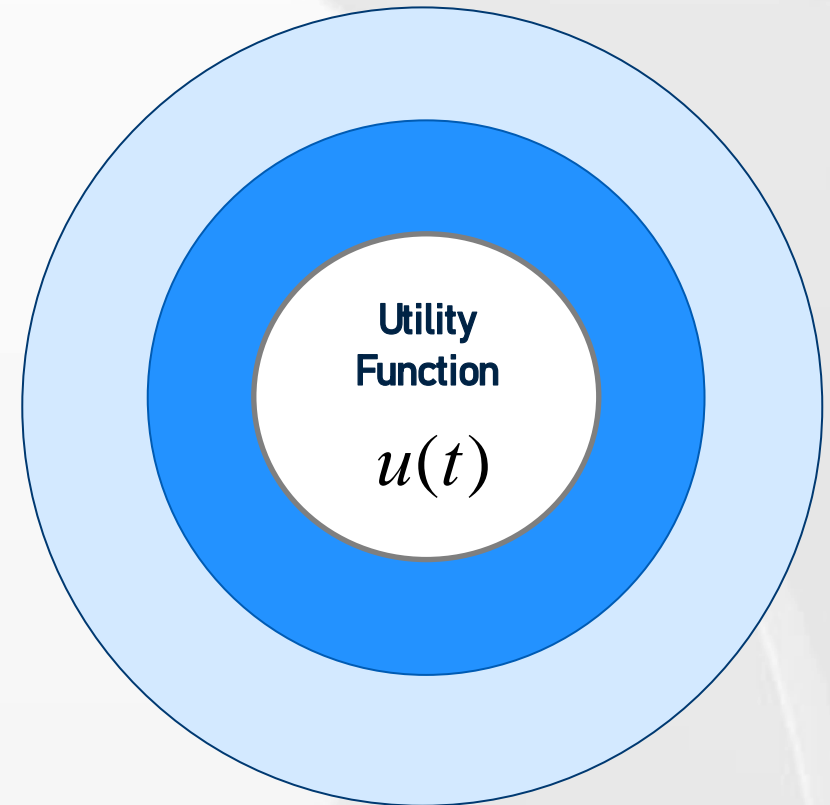
Esther Duflo



*But Mr. Bond, you
are forgetting about
politics ...*

Policy Research Talk 1

- **Bureaucratic culture fundamentally mediates effectiveness**
- Qualitative work points to functional bureaucracies being characterised by strong interpersonal bonds and joint accountability to one another
- How might we develop team dynamics that improve government functioning?



DRIVING THE PUBLIC SECTOR
THROUGH A CULTURE OF
CENTRALIZED ACCOUNTABILITY

| EVIDENCE FROM PAKISTAN

The Efficacy of Centralized Accountability

- We study the efficacy of data-informed centralized accountability.
- Our core interest is whether senior management can force an improved public sector performance culture having been empowered by a strong management information system.
- Over a six-year period, the Chief Minister of Punjab was given detailed data on how each educational district was performing and alerted to failure through a 'red flag'. Failure caused de facto punishment.
- We assess what the impact was:
 - At the initiation of the scheme; and,
 - On bureaucrats who were flagged red versus not flagged
- We capitalise on administrative data on student/teacher presence, learning, facilities, visits from local bureaucrats, bureaucrat careers, staffing and finance

Source: Gulzar et al. (2023)

SUMMARY FOR DEPUTY COMMISSIONER/CEO (EDU.)

DC / CEO RAJANPUR - Performance on Indicators

RAJANPUR

This is your district's performance on key indicators which impacts the quality of education in your district.

DC / CEO level performance

| | | October | November | December |
|---------------------------------------|-----------------------------|---------|----------|----------|
| Quality Indicators - LND Test Results | 1 English | 68.5 | 72.1 | 74.2 |
| | 2 Math | 74.8 | 80.9 | 83.9 |
| | 3 Urdu | 80.1 | 82.5 | 83.3 |
| Core Indicators | 4 Student Attendance (1-12) | 88.4 | 89 | 88.4 |
| | 5 Teacher Presence | 94.8 | 94.6 | 92.9 |
| | 6 AEO Visits | 90.1 | 93.3 | 95 |
| | 7 Functioning of Facilities | 92.4 | 92.7 | 92.8 |
| Retention Indicators | 8 Student Attendance (K) | 85.5 | 86.5 | 85.6 |
| | 9 Retention (Kachi) | 100 | 100 | 98.9 |
| | 10 Retention (1-5) | 99 | 98.4 | 96.7 |
| | 11 Student Attendance (1-5) | 88.4 | 88.2 | 87.8 |
| Infrastructure Indicators | 12 Dangerous Buildings | 3.7 | 5.2 | 2.8 |
| | 13 Litrum materials | 57.7 | 83.8 | 91.1 |
| | 14 Sufficiency of toilets | 67.8 | 64.8 | 66.8 |
| Monitoring & Management Indicators | 15 School Hygiene | 73.1 | 74.5 | 74.8 |
| | 16 Partial Facility | 4.5 | | |

RAJANPUR

Elementary Female Wing

This is a Markaz level performance of your tehsil on various indicators.

| Indicator # | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|------------------------|---------|------|------|---------------------------|------------------|------------|---------------------------|------------------------|-------------------|-----------------|--------------------------|
| Markaz | English | Math | Urdu | Student Attendance (1-12) | Teacher Presence | AEO Visits | Functioning of Facilities | Student Attendance (K) | Retention (Kachi) | Retention (1-5) | Student Attendance (1-5) |
| RAJANPUR (N) - FEMALE | 92.9 | 95.1 | 100 | 93.3 | 96.8 | 100 | 100 | 91.1 | 100 | 96.7 | 93.3 |
| RAJANPUR CITY - FEMALE | 84.2 | 83.8 | 89.8 | 91.9 | 96.3 | 100 | 95.8 | 92.2 | 100 | 99.2 | 91.9 |
| JAHAN PUR - FEMALE | 83.3 | 94.2 | 93.7 | 94.4 | 97.1 | 100 | 87.5 | 93 | 100 | 99.8 | 94.4 |
| KOT MITHAN - FEMALE | 86.8 | 75.6 | 82 | 95.3 | 93.1 | 100 | 100 | 92.6 | 99.7 | 98.7 | 95.3 |
| NOOR PUR - FEMALE | 77.1 | 84.2 | 86.4 | 89.7 | 92.1 | 100 | 96.9 | 88.5 | 99.8 | 99.8 | 89.7 |
| FARIDIA - FEMALE | 71.7 | 80 | 75.9 | 93.9 | 93.9 | 100 | 96.4 | 92.6 | 100 | 96.7 | 93.9 |
| AASNI - FEMALE | 78.6 | 79.3 | 78.2 | 93.4 | 97.1 | 100 | 100 | 91.1 | 100 | 99.4 | 93.4 |
| KOTLA RAHIM - FEMALE | 73.5 | 78.4 | 73.8 | 90.3 | 91.2 | 100 | 100 | 90.4 | 100 | 92.3 | 90.3 |

DEO TEHSIL SUMMARY

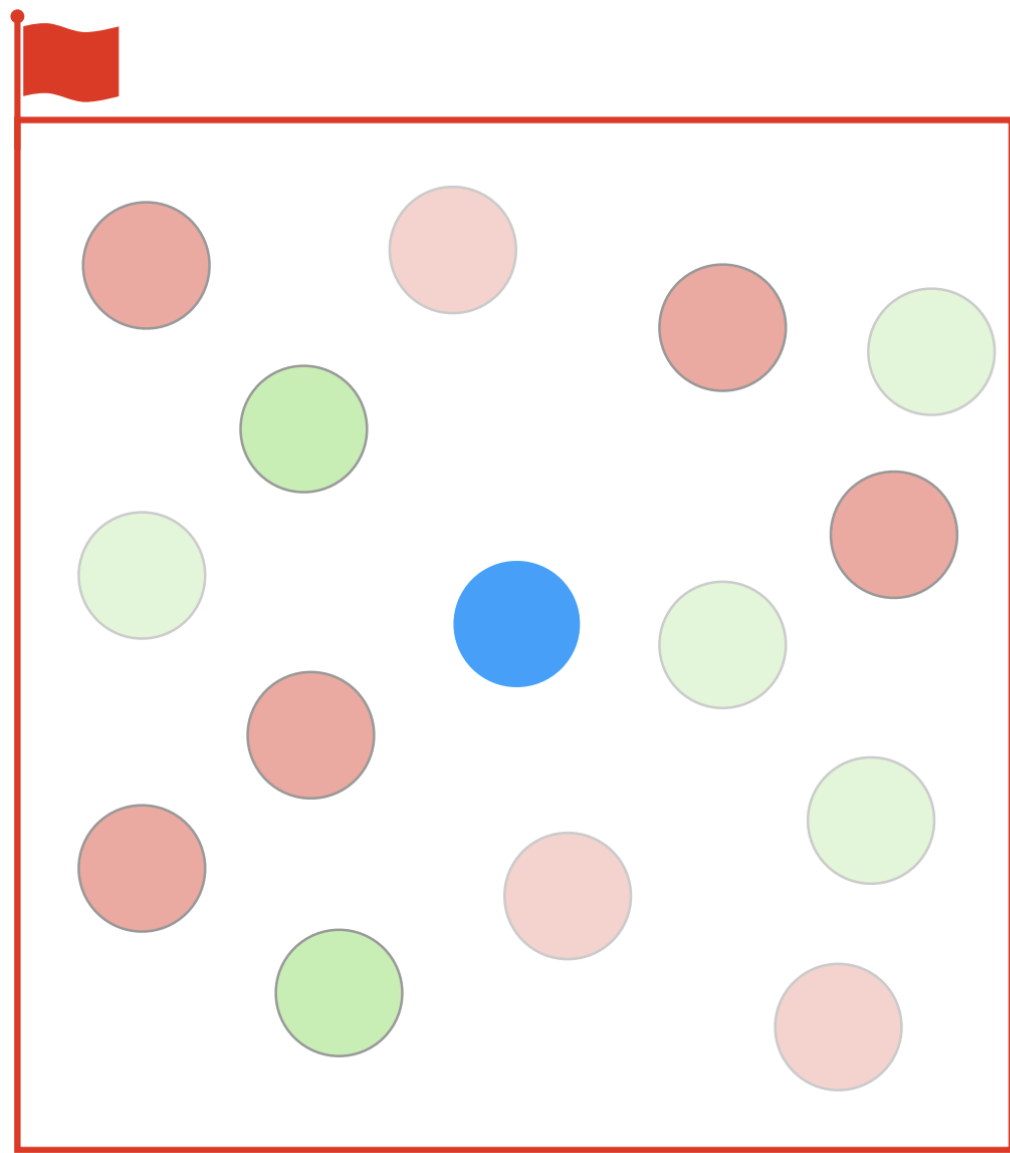
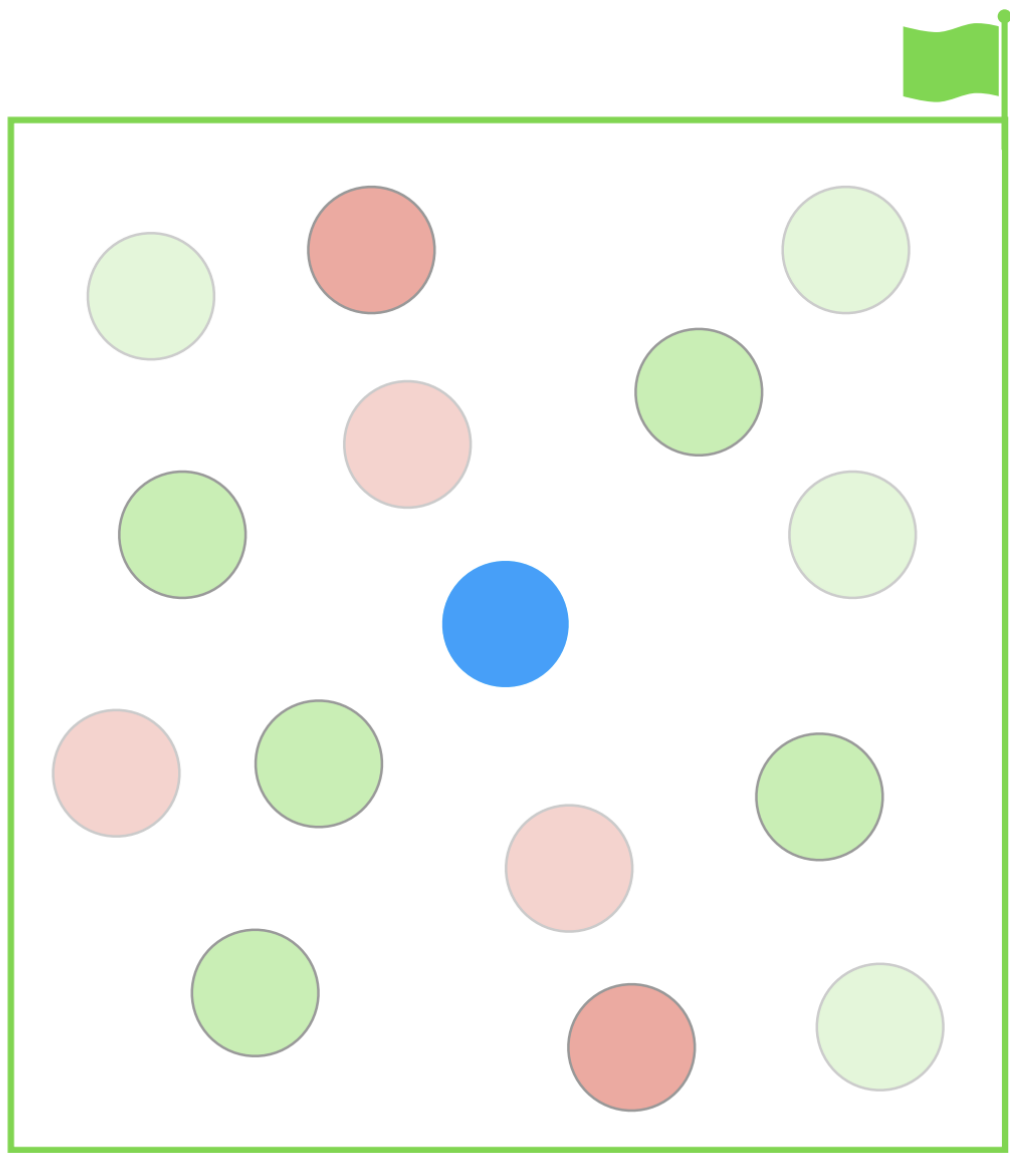
DEO - Tehsil wise performance

This is a tehsil level performance of your district on various indicators.

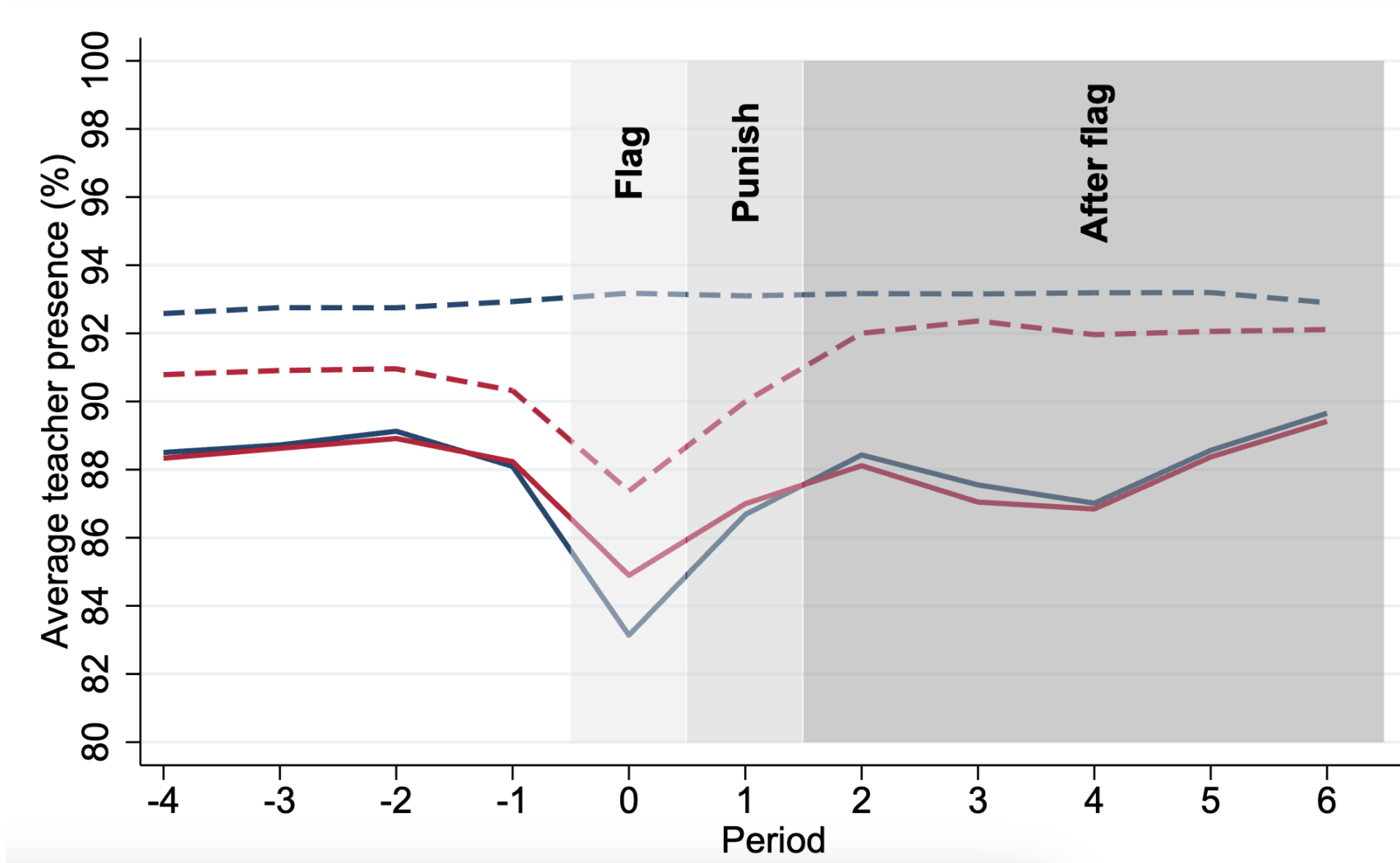
| Indicator # | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | |
|-------------|---------|------|------|---------------------------|------------------|------------|---------------------------|------------------------|-------------------|-----------------|--------------------------|-------------|
| Tehsil | English | Math | Urdu | Student Attendance (1-12) | Teacher Presence | AEO Visits | Functioning of Facilities | Student Attendance (K) | Retention (Kachi) | Retention (1-5) | Student Attendance (1-5) | Performance |
| RAJANPUR | 72 | 87.1 | 84.9 | 89.5 | 95.3 | 99.5 | 97.2 | 88 | 99.4 | 96 | 90 | 91 |
| JAMPUR | 74.7 | 85.8 | 82.5 | 85.5 | 94.3 | 90.7 | 86.1 | 91.7 | 98.5 | 95.8 | 89.7 | 82 |
| ROJHAN | 69.2 | 83.2 | 77.4 | 85.6 | 85.2 | 97.9 | 85.1 | 86.7 | 99.2 | 95.8 | 89.4 | 64 |

| School | Student Attendance (1-12) | Teacher Presence | Functioning of Facilities | Partially Functional Facility | Student Attendance (K) | Retention (Kachi) |
|-------------------------------|---------------------------|------------------|---------------------------|-------------------------------|------------------------|-------------------|
| GHS HAFIZ ABAD (31110177) | 93.1 | 83.1 | 100 | 89 | 97.4 | 98 |
| GQHS PHOOGHAN WALA (31110352) | 100 | 87.5 | 100 | - | 93.5 | 100 |
| GHS KHATTAN (31110003) | 91.4 | 100 | 100 | - | 84.2 | 100 |
| GHS SONDHA (31110004) | 93.1 | 100 | 100 | - | 77.2 | 100 |
| GHS KHATRAN WALA (31110007) | 95.4 | 100 | 100 | - | 85.1 | 100 |
| GHS JOOHEKA (31110011) | 95 | 85.7 | 100 | - | 93.8 | 100 |

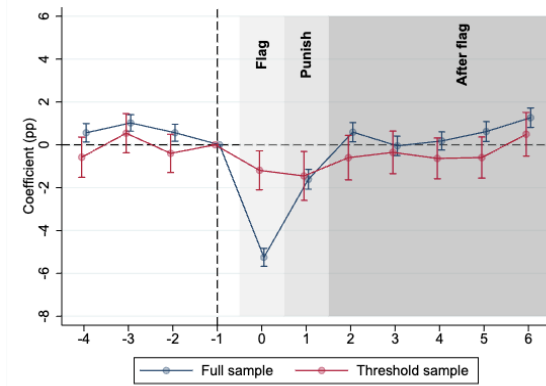
On Target ■
Below Target ■
Far from Target ■



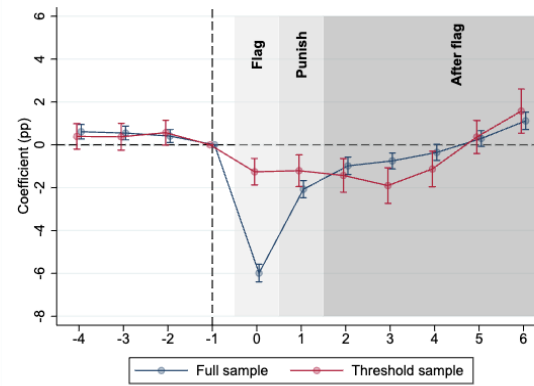
Schools that are punished revert to their original pathway



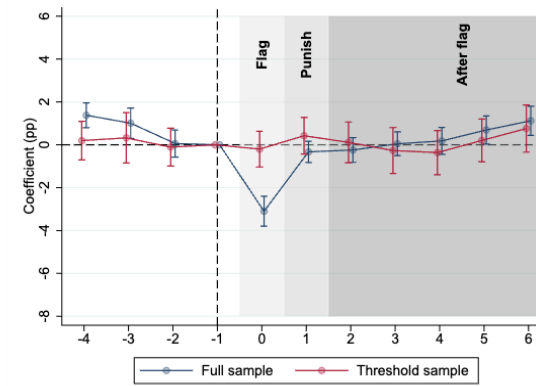
No impacts on any margin of centralized accountability



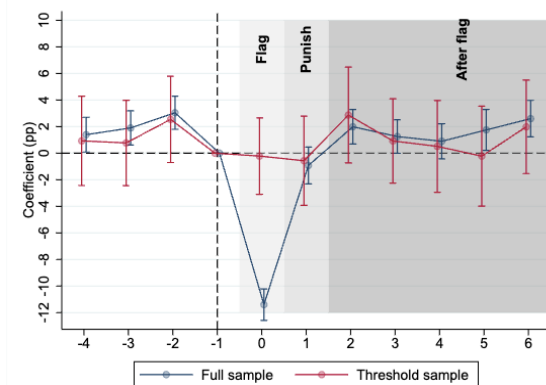
(a) Teacher presence



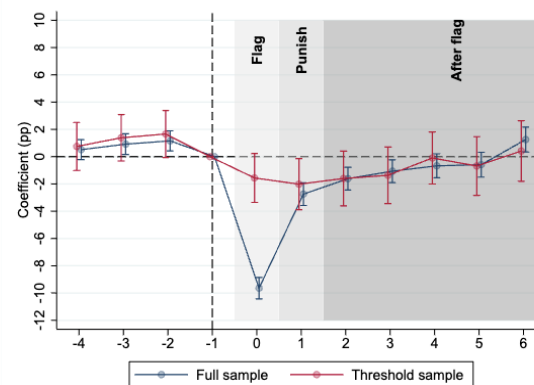
(b) Student attendance



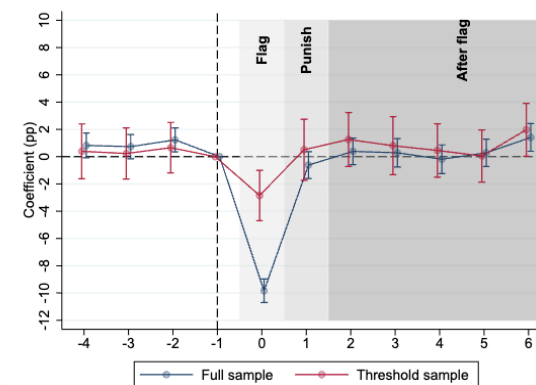
(c) Functional facilities



(d) Math



(e) English



(f) Urdu

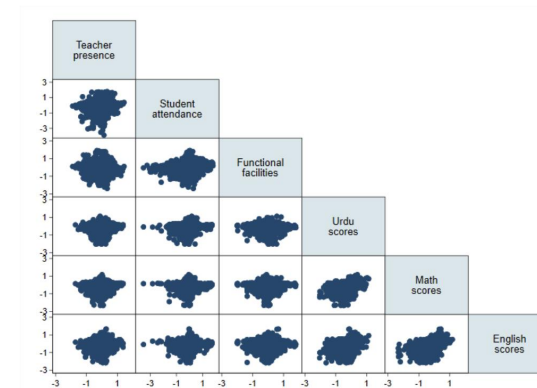
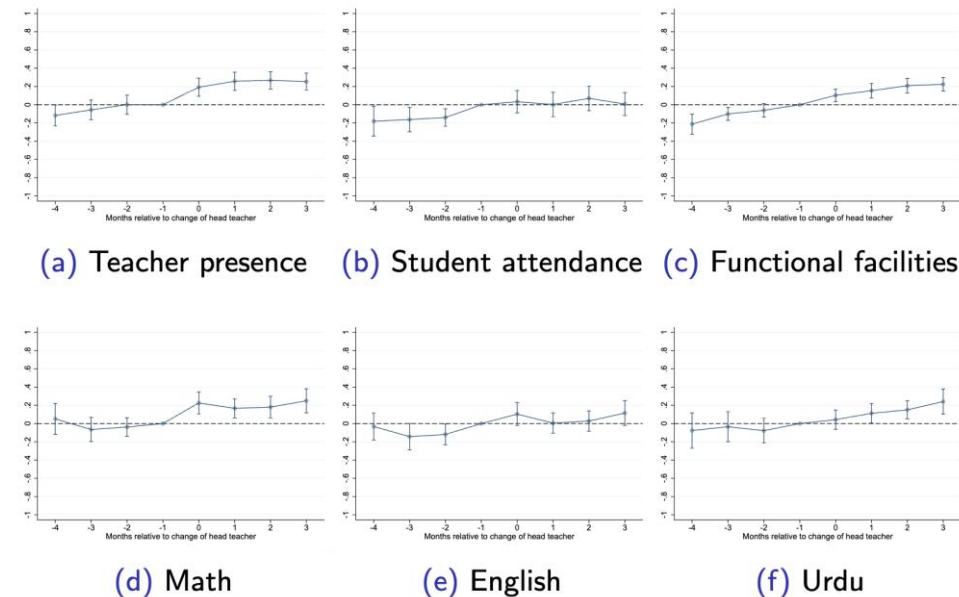


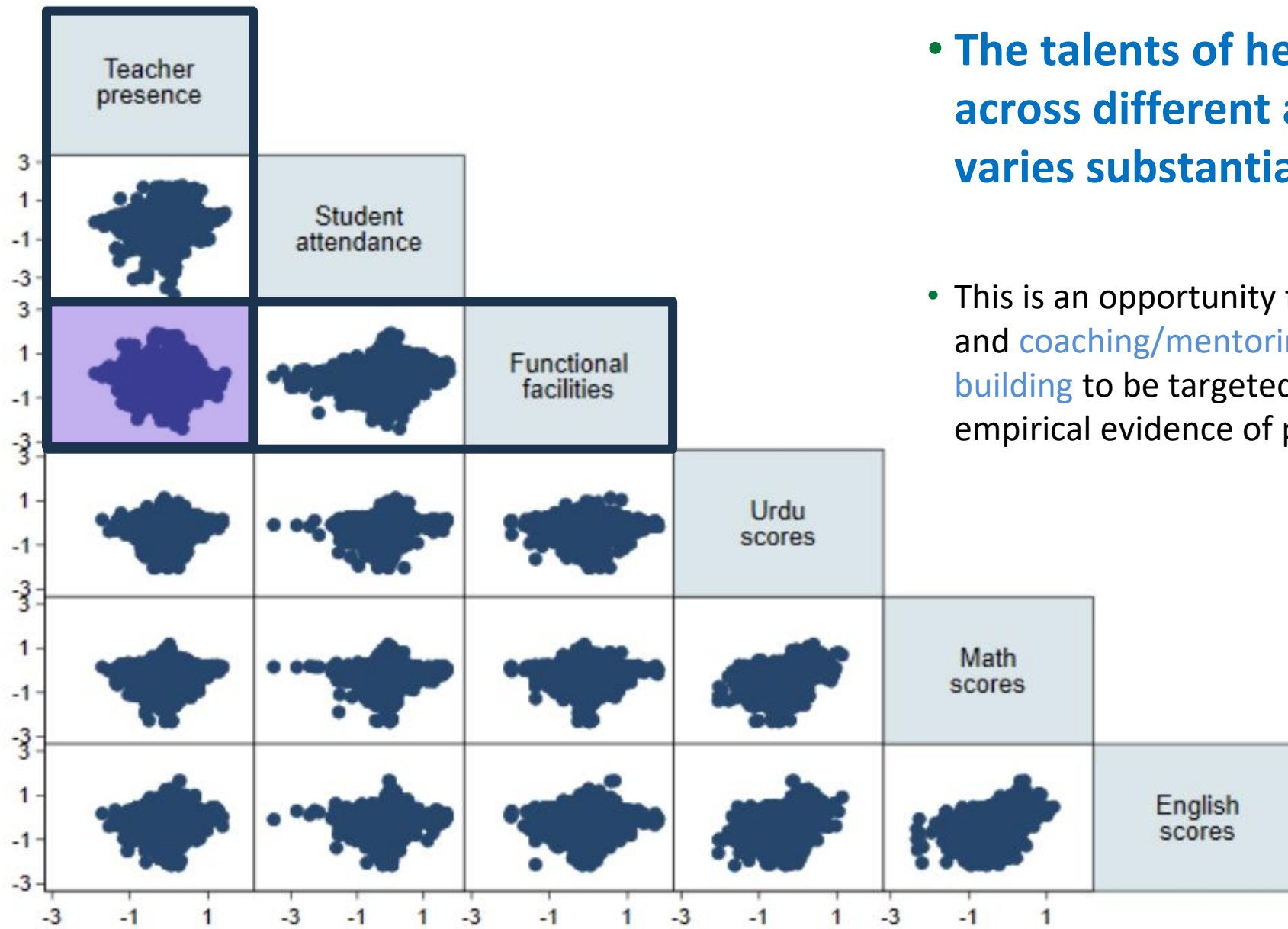
Data [is] not so useful as an indicator for allocating top-down rewards/sanctions ... [rather there are] huge potentials for organizational learning, but this is not always prioritized ... Need to integrate with mainstream civil service routines

DeliverEd Evaluation

Identifying Talents in Public Administration

- There were other ways to use the data in Punjab.
- We follow Fenizia (2022) to identify the talents of individual head teachers and show the sizeable impact they have when they move to a school
- But different head teachers have different talents
- The comparative data of coarse but large-scale data in the public sector is to identify underlying parameters that no individual bureaucrat could do on their own – then use this to **complement talents within the public service**

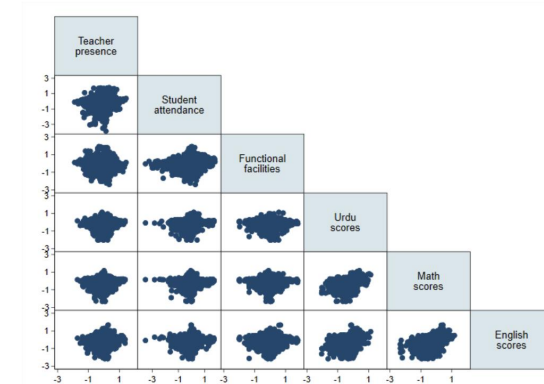
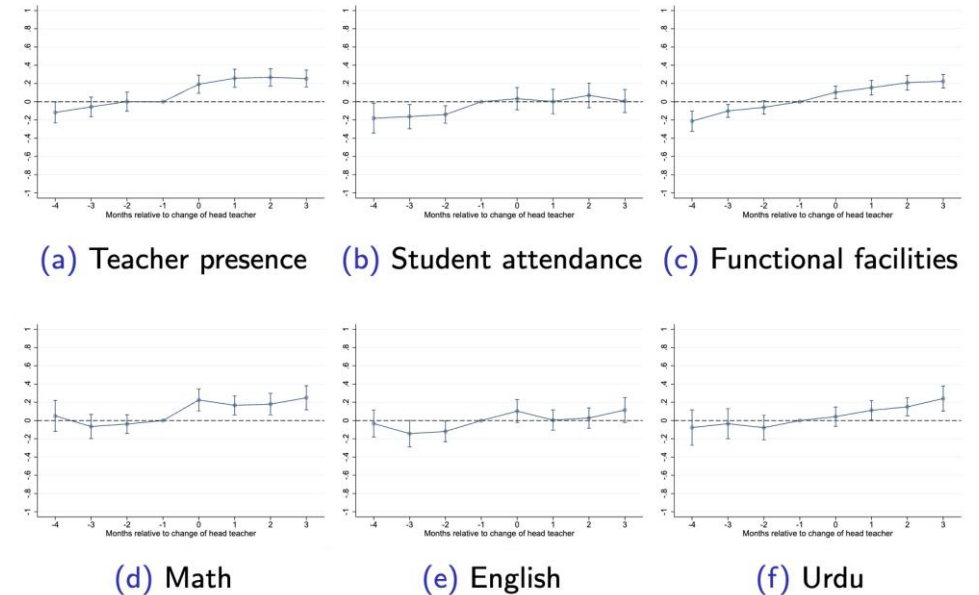




- The talents of head teachers across different activities varies substantially.
- This is an opportunity for staff transfers and coaching/mentoring/capacity building to be targeted based on empirical evidence of performance

Identifying Talents in Public Administration

- There were other ways to use the data in Punjab.
- We follow Fenizia (2022) to identify the talents of individual head teachers and show the sizeable impact they have when they move to a school
- But talents across different activities vary substantially
- The comparative advantage of coarse but large-scale data in the public sector is to identify underlying parameters that no individual bureaucrat could do on their own – then use this to **complement management within the public service**



A CULTURE OF ACCOUNTABILITY | EVIDENCE FROM THE LIBERIAN STATE

Building the State

- We study the rollout of Liberia's first comprehensive appraisal system.
- Our core interest is how we can encourage the uptake of an appraisal system as the foundation to public service structure, and its impacts on service performance.
- We implement two treatment arms in collaboration with Liberia's Civil Service Agency in supporting the rollout of the appraisal scheme. Communications, training and support:
 - where we focus on the role of senior management; and,
 - where we focus on the role of peers
- We collect data on the impact of the rollout over the next two years on attendance, management quality, and official's experience of the service

The appraisal reform induces less absenteeism and turnover

Table 4: Absenteeism and Turnover

OLS estimates, standard errors clustered by unit

| | Attendance | | | Voluntary turnover | | | |
|---------------------------------------|--|---|---|--|--|--|--|
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| | Proportion absenteeism ratings that are 'a few times a year or less' | At least 75% of absenteeism ratings were 'a few times a year or less' | Proportion assessee NEVER rated as absent frequently | Had staff LEFT unit at the time of the survey?: 2019 | Had staff LEFT unit at the time of the survey?: 2021 | Proportion of staff that are new in unit: 2019 | Proportion of staff that are new in unit: 2021 |
| Panel A | | | | | | | |
| Any treatment | 0.06*** (0.02) | 0.10*** (0.03) | 0.05* (0.03) | -0.05*** (0.02) | -0.01 (0.02) | -0.05** (0.02) | -0.03 (0.02) |
| Strata fixed effects | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Observations | 363 | 363 | 363 | 361 | 348 | 361 | 348 |
| Mean Dep. Var in control group | 0.64 | 0.50 | 0.52 | 0.14 | 0.24 | 0.22 | 0.14 |
| Adjusted R-Squared | 0.74 | 0.70 | 0.69 | 0.20 | 0.10 | 0.49 | 0.23 |

And makes staff feel more satisfied

Table 5: Satisfaction and Motivation

OLS estimates, standard errors clustered by unit

| | Satisfaction measures | | | Conditional on wanting to change jobs | | | |
|---------------------------------------|---|--|---|---|--|--|---|
| | (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| | Respondent satisfied with experience of the civil service | Feels they are doing well in terms of performance (promotion criteria) | In the next two years, would you want to change your job? | Wants to change job due to: Limited promotion opportunities | Wants to change job due to: Limited opportunity to have impact | Wants to change job due to: Role does not match skillset | Wants to change job due to: Work is not interesting |
| Panel A | | | | | | | |
| Any treatment | 0.08* (0.04) | -0.01 (0.04) | -0.09* (0.05) | -0.13** (0.06) | -0.03 (0.06) | 0.04 (0.03) | 0.02 (0.02) |
| Strata fixed effects | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Observations | 358 | 316 | 327 | 196 | 196 | 196 | 196 |
| Mean Dep. Var in control group | 0.58 | 0.82 | 0.41 | 0.31 | 0.19 | 0.02 | 0.01 |
| Adjusted R-Squared | 0.18 | 0.37 | 0.17 | 0.29 | 0.04 | 0.24 | 0.05 |



This system that is being introduced in our scope of work is actually good. It helps to motivate us on the job. It encourages us a lot. There are a lot of good things behind it.

Tuodutasi Bolan
Secretary, Liberian Ministry of Justice

A CULTURE OF INNOVATION | EVIDENCE FROM GHANA



Building a culture of innovation

- We study distinct ways to undertaken public service training towards fostering greater innovation in the public service.
- Our core interest is how training might increase public servant's initiative and their ability to generate new ideas / create a 'better' public service culture
- We collaborate with Ghana's Office of the Head of the Civil Service in training core public administrators
- To standard training we add a new module on **diagnosing and solving problems, innovation from the bottom-up and conceptualizing change**
- We implement two treatment arms:
 - 'Classroom training' where we focus on **individual** public officials; and,
 - 'Team training' where we focus on **teams**
- We collect data on the impact of these trainings over the next two years on **culture, administrative process, and task completion rates** (partly thanks to KCP – thank you KCP!)

Source: Azulai et al. (2023)

Generating innovators improves *overall* division culture

Table 5: Impact of New Classroom Training on Culture (T1 vs C1)

Sample: Productivity training assessments, endline survey
OLS estimates, standard errors clustered by division

| | (1) Culture Index | (2) Teamwork Climate | (3) Performance Climate | (4) Fostering New Ideas | (5) Perception of Management | (6) Stress Recognition | (7) Working Conditions |
|----------------------------------|---------------------|----------------------|-------------------------|-------------------------|------------------------------|------------------------|------------------------|
| Classroom training (T1) | 0.249*** (0.080) | 0.234* (0.127) | 0.270*** (0.099) | 0.288** (0.112) | 0.227** (0.094) | 0.170 (0.172) | 0.238* (0.130) |
| Controls | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Observations (individual) | 157 | 157 | 157 | 157 | 157 | 155 | 157 |

Table 6: Impact of Team Training on Culture (T2 vs C2)

Sample: Division training assessments, endline survey
OLS estimates, standard errors clustered by division

| | (1) Culture Index | (2) Teamwork Climate | (3) Performance Climate | (4) Fostering New Ideas | (5) Perception of Management | (6) Stress Recognition | (7) Working Conditions |
|--|-------------------|----------------------|-------------------------|-------------------------|------------------------------|------------------------|------------------------|
| Team Training (T2) | -0.014 (0.077) | 0.085 (0.122) | -0.060 (0.103) | -0.064 (0.102) | 0.003 (0.099) | -0.195 (0.142) | 0.090 (0.150) |
| Controls | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Controlling for T1 (individual) | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Observations (individual) | 363 | 363 | 363 | 363 | 363 | 359 | 363 |

A single innovator improves the innovative environment *for all*

Table 7: Ideas Sharing and Generation, Endline

OLS estimates, standard errors clustered by division

| | T1 vs C1 | | |
|----------------------------------|--|--|--|
| | (1) Freedom to express thoughts, feelings, criticisms (index) | (2) Can raise suggestions on procedures, operations, general issues, new projects (index) | (3) Frequency of Meetings on Process |
| Classroom training (T1) | 0.335** (0.157) | -0.018 (0.129) | 0.119* (0.070) |
| Team Training (T2) | | | |
| Controls | Yes | Yes | Yes |
| Observations (individual) | 118 | 118 | 275 |

We detect changes in the quality of process and task completion!

Table 8: Quality of Administrative Processes and Task Completion

OLS estimates, standard errors clustered by division

| | (1) Quality of Procedures | (2) Adherence to Procedures | (3) Quality of Content | (4) Task Initiation | (5) Task Completion |
|--|---------------------------|-----------------------------|------------------------|---------------------|---------------------|
| At least one member of team was assigned to classroom training T1 | 0.298* (0.153) | 0.335* (0.169) | 0.138 (0.179) | -0.007 (0.011) | 0.110* (0.060) |
| Team Training (T2) | 0.160 (0.130) | 0.136 (0.176) | 0.168 (0.187) | 0.002 (0.015) | -0.039 (0.071) |
| Controls | Yes | Yes | Yes | Yes | Yes |
| p-value | [.470] | [.398] | [.888] | [.623] | [.120] |
| Observations (files) | 286 | 286 | 286 | | |
| Observations (tasks) | | | | 627 | 627 |



With your superior [in the training] it was not beneficial. You have to be cautious about the superior-subordinate relationship. I did not see the benefit. I could not voice my feelings.

Feedback from 'team training'

There is so much we don't, but should, know ...

- Each of these impact evaluations presented me with surprises.
- Administration can be changed, and for the better.
- Small but well-designed interventions can have impact.
- Yet what works and doesn't is very poorly understood.
- We would not want to respond too intensely to any single impact evaluation or set of findings.
- But we would surely want to update our priors: Bureaucracy seems responsive to interventions that build up professional features of service (clarity in duties, identification of talents, responsibilities to improve procedure, ...)
- This feels like an urgent body of knowledge to invest in...

ANOTHER WORLD IS POSSIBLE?


The Achievement of the SDGs and Beyond

- We have 6 years to achieve the SDGs.
- We have basically run out of time to design and introduce new programs and policies with uncertain impacts.
- We need a technology that has immediate and sustainable effects. Something that can feasibly impact those half a billion policy decisions. Where a dollar spent has catalytic impacts.
- Beyond the SDGs are a wide range of interconnected global challenges (climate change, pandemic readiness, migration management, ...) that require an **interconnected** and **long-term approach** to policy influence.
- What program can achieve that? **One focused on analysing and strengthening government.**

The Evidence on Public Administration Reform

- **PRT 1: We are starting to understand bureaucracy better than ever before**
 - Government administration is a unique, complex and highly diverse environment. Therefore, **microdata is critical**. Repurpose administrative and survey data.
 - The idea that public officials need to be told what to do has no empirical grounding.
 - 'Incentives' should be focused on **professional values, norms and culture**.
- **PRT 2: And now we must act on that information and bring administration to the heart of our work.**
 - To influence policy at scale, we must shape public administration.
 - There are likely substantial **passive inefficiencies**, the resolution of which have substantial welfare gains.
 - The narrative of the World Bank must move towards **supporting government and its officials** for them to work more effectively on decision points.

WHAT DO WE DO NOW JAMES?

A scene from the movie 'The Untouchables' showing a man in a tuxedo sitting at a desk with a lamp, talking to another man in a suit.

***Are you supporting
public officials to be
their best
professional selves?***

Government analytics as a state reform approach

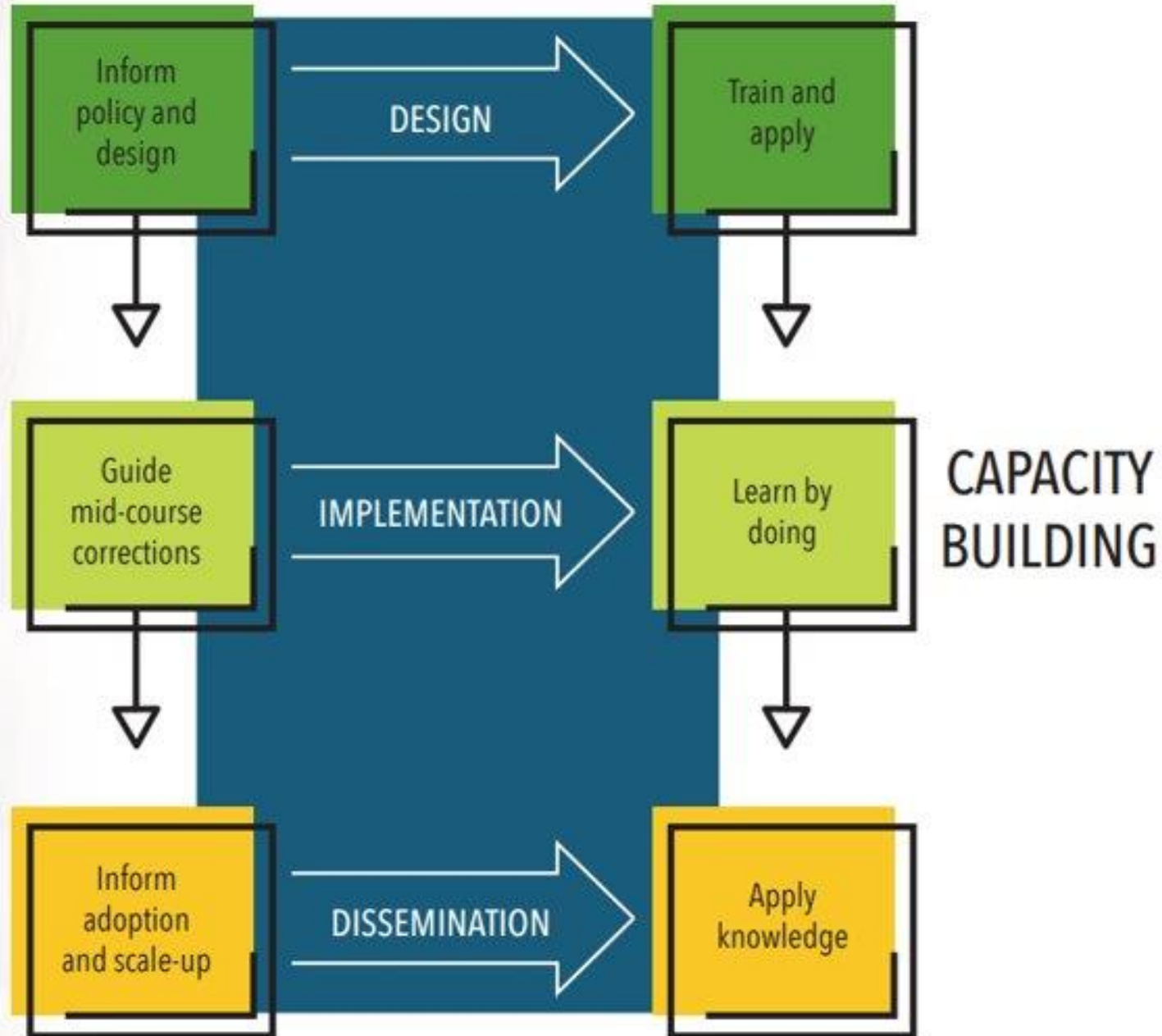
- **Government analytics is the repurposing of administrative and survey data from within government to improve public sector functioning.**
- It offers a distinct, micro data-based approach to enhance state capacity and accelerate towards SDG attainment:
 - Enables governments & development partners to detect areas for improvement, take action and assess their effectiveness
 - Helps improve public sector organizations government-wide and one-at-a-time
 - Draws on range of data sources to assess public administration production function holistically



Taking a 'Q' Approach to Development

- What are we doing for the median public official?
- Asking them directly: 'What is your biggest challenge today and how can I help?' And being a conduit to the information they need (rather than what we want to give them).
- Using Bank projects and financing as conduits for building the capabilities of public administration.
- Providing officials with inspiration, tools and comparative data to help them make better choices.
- Working hand in hand on making them better analysts of public policy and of its implementing environment #Bureaucracy_Scientists #Bureaucracy_Labs

IMPACT EVALUATION PRODUCTS



- DIME's Approach is 'Trial and Adopt'
- It works directly with public officials on specific problems and evaluations
- It has an incentive to listen, support capacity building, and help build data systems inside government to **trial** different answers
- Otherwise, nothing will be **adopted** when we suggest mid-course corrections!



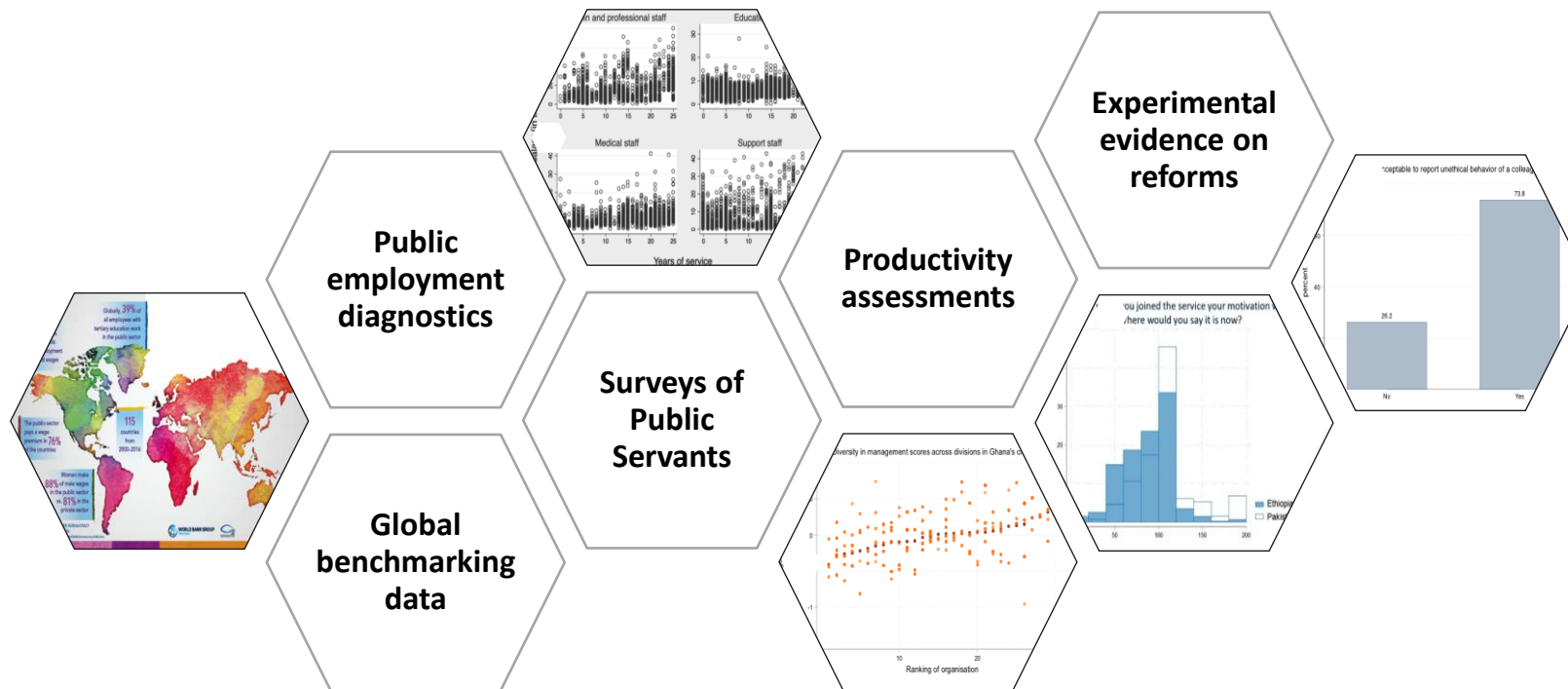
We focus on skills development and behavioral change to support deployment [of development ideas] ... and as an opportunity to build local capacities for linking data and analysis to action

Arianna Legovini

The Bureaucracy Lab



Building collaborative spaces



Present practical best-practice

and practitioner insights on how to leverage data to strengthen public administration. It covers the use of administrative data, public servant surveys, and other microdata. With summary chapters in the overview and technical chapters available in the full handbook, it transforms the ability of governments to take a data-informed approach to diagnose and improve how public organizations work.

“Governments have long been assessed using aggregate governance indicators, giving us little insight into their diversity and how they can practically be improved. This pioneering handbook shows how micro-data can be used instead, giving scholars and practitioners granular and real insights into how states work, and practical guidance on the process of state building.”

— Francis Fukuyama, Stanford University, author of *State-Building: Governance and World Order in the 21st Century*

“The *Government Analytics Handbook* is the most comprehensive work on practically building government administration I have ever seen, helping practitioners to change public administration for the better.”

— Francisco Gaetani, Special Secretary for State Transformation of the Government of Brazil

“The machinery of the state is central to a country’s prosperity. This *Handbook* provides insights and methodological tools for creating a better shared understanding of the realities of a state, to support the redesign of institutions, and improve the quality of public administration.”

— James Robinson, University of Chicago, author of *Why Nations Fail*

The **GOVERNMENT** **ANALYTICS** Handbook

Rogger • Schuster

The **GOVERNMENT** **ANALYTICS** Handbook

LEVERAGING DATA TO STRENGTHEN PUBLIC ADMINISTRATION

Edited by Daniel Rogger and Christian Schuster



ISBN 978-1-4648-1957-5



SKU 211957





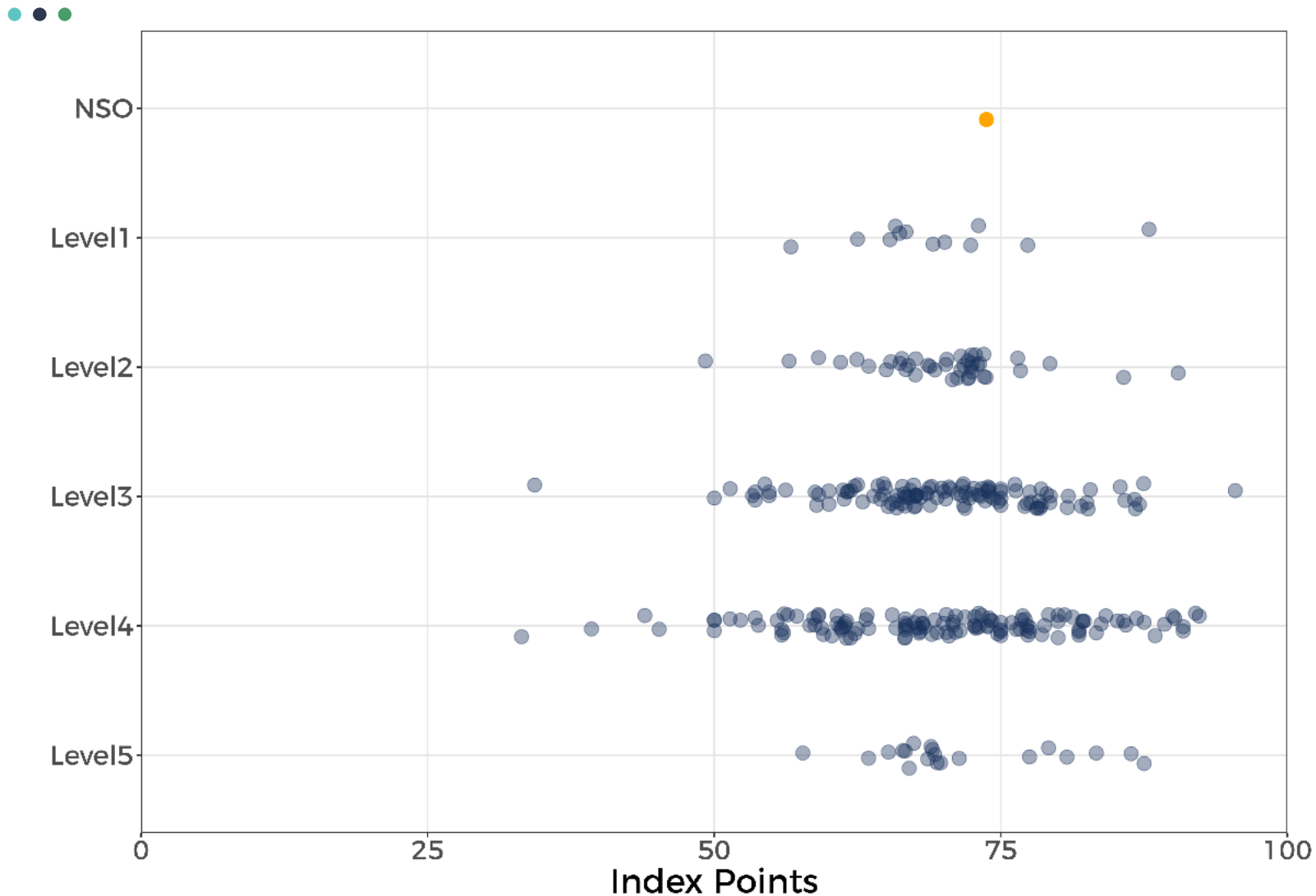
Global Survey of Public Servants

An international research initiative to better understand how public services work and to help governments manage public servants



23/05/2023

Placing data in the hands of public managers

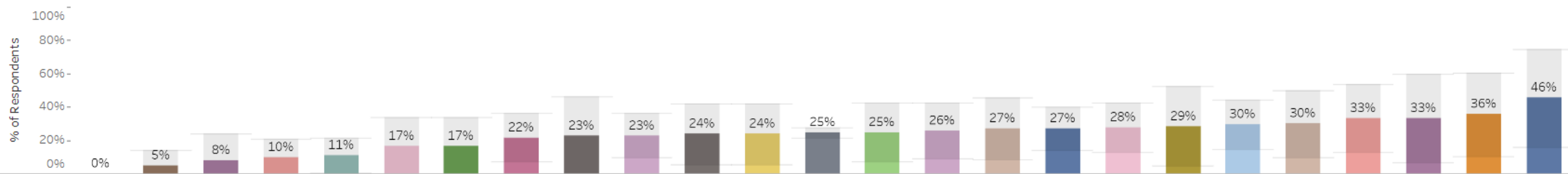


Training sufficiency in units at different levels of hierarchy inside a single government organization

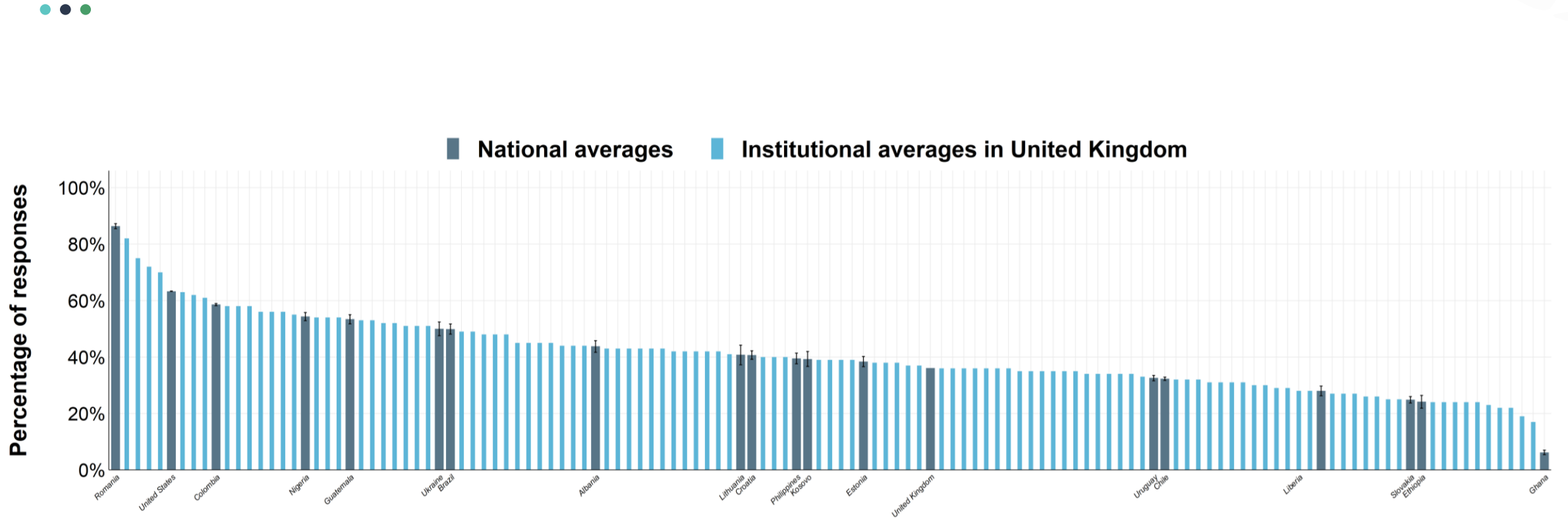
Benchmarking institutions inside a single government



Example: % hired through political connections in Albania's government, by institution



Benchmarking governments across the world; on distinct characteristics



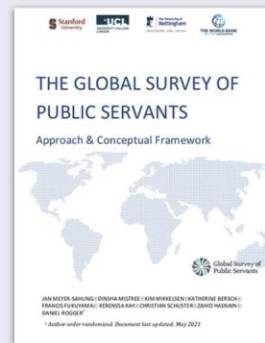
Pay satisfaction in some organizations in the UK civil service is lower than that of (almost) all other central governments in the world.

Making everything we do free and reproducible



Survey Tools

Conceptual Framework



Introduction to the Global Survey and its Conceptual Framework

Core Questionnaire



Please [contact us](#) if you require the questionnaire in other languages

Marketing Guide



Advice on motivating public servants to respond to surveys

www.globalsurveyofpublicservants.org

PRACTITIONER TESTIMONIALS



An ideal civil service survey diagnostic to pursue evidence-based civil service management reforms

Pedro Guerra
Deputy Director of the Civil Service
Chile



An international benchmarking instrument that has helped us identify the strengths and weaknesses of our civil service

Mahir Yağcılar
Minister of Public Administration
Kosovo (2011-2020)



This survey is the first time I had truly seen my service

Nana Kwasi Agyekum Dwamena
Head of Civil Service
Ghana

Helping governments run experiments on themselves

- Experiments are good ways to learn.
- Let's use them to understand how government works.
- ...
- Why are we not doing much more of this?

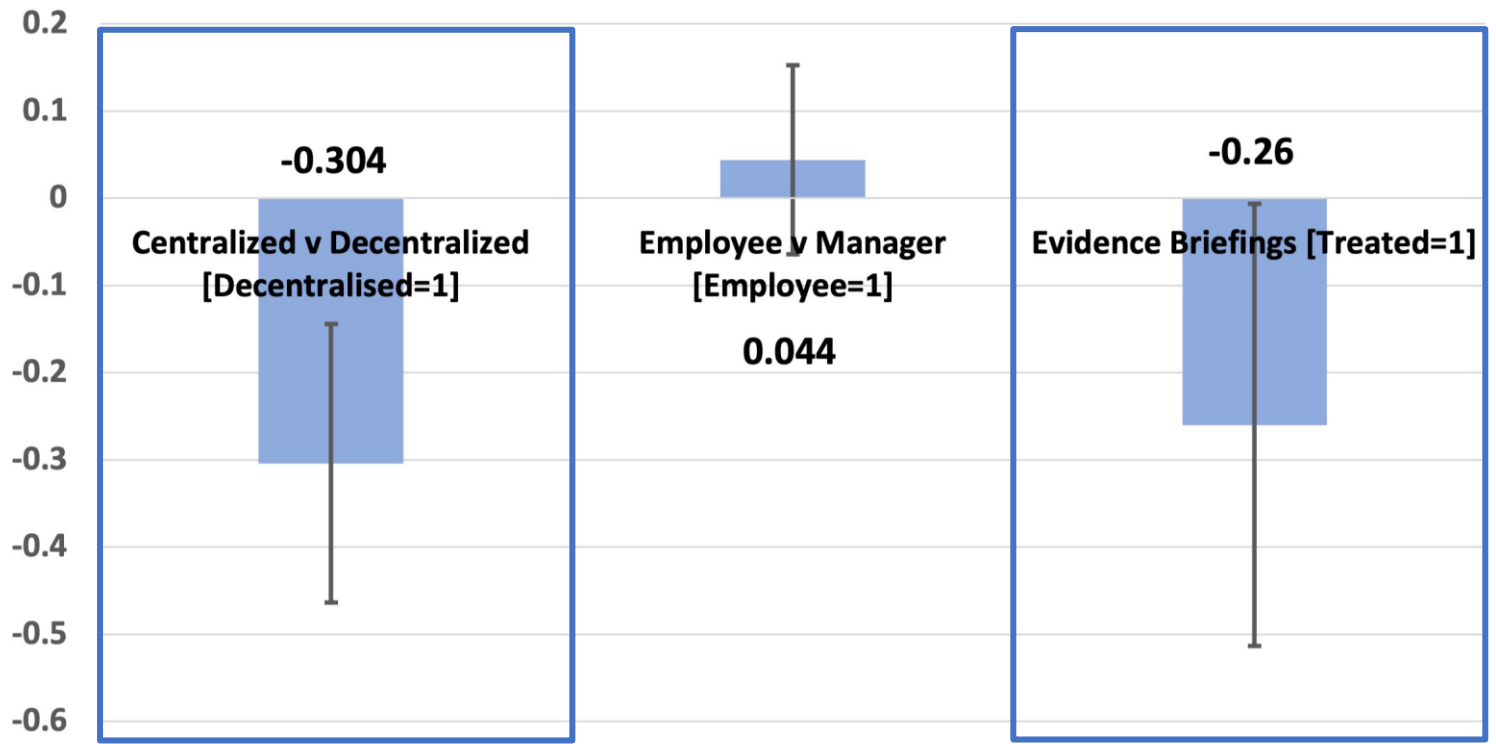
SHIFTING BELIEFS | EVIDENCE FROM ETHIOPIA

Does any of this shift the beliefs of public officials?

- We study how information briefings improve the accuracy of official's beliefs.
- We document the errors of officialdom. The errors of public officials are large, with over 50 percent of officials making errors that are at least 50 percent of objective benchmark data.
- We collaborate with Ethiopia's Ministry of Civil Service to send an information briefing to a random set of public servants on their area of work.
- We collect data on the impact of these briefings on the accuracy of their beliefs.

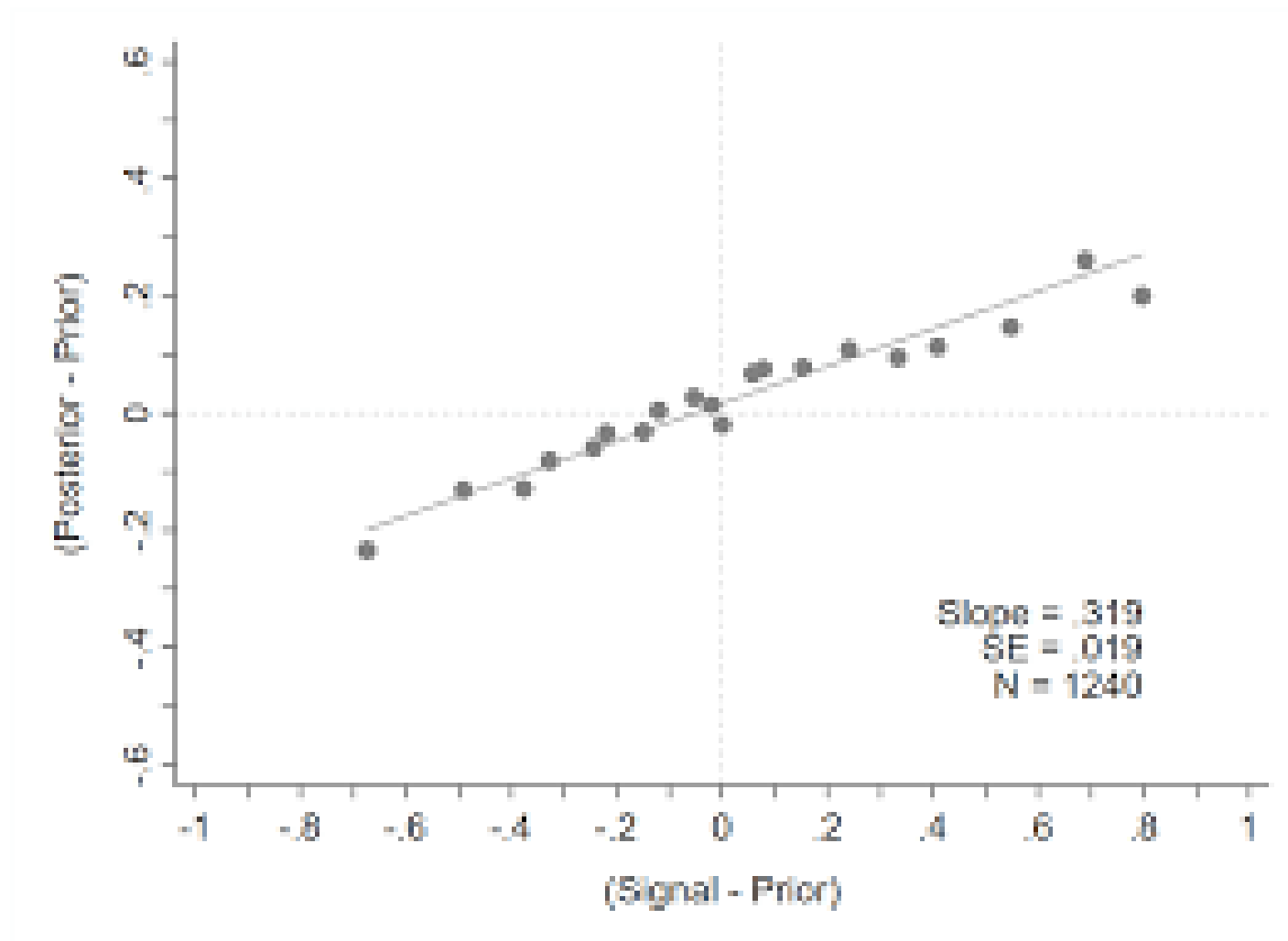
Yes it does.

Conditional Average Effect and 90% Confidence Intervals
Distance from True Values in Standard Deviations



- Evidence briefings improve the accuracy of beliefs by an amount similar to decentralization.
- Aidan Coville and Eva Vivalt also find large potential impacts on the beliefs of public officials from evidence-type briefings
- But working out how to engage with public officials and update their beliefs should be a core activity at the Bank...

And providing evidence to public officials can shift policy



- Informing Mayors about research on policy increases adoption by 10 percentage points.
- Hjort, Jonas, Diana Moreira, Gautam Rao, and [Juan Francisco Santini](#). 2021. "How Research Affects Policy: Experimental Evidence from 2,150 Brazilian Municipalities." *American Economic Review*, 111 (5): 1442-80.



Our job is not to constantly seek out ways to punish public servants when they get it wrong [we have limited means of doing so] ... rather our best chance is to invest in helping them get their administration right to give them the freedom to succeed

Me

TAKEAWAYS | YOU HAVE A LICENSE TO RESPOND

Public Servants as James Bond

The James Bond formula:

- A strong sense of autonomy
- A high mission orientation
- A vibrant approach to searching out information on a case-by-case basis
- A culture of strong professional relationships



Your orders: Researchers

- **Describe**: Measure the administration as it might mediate your findings & adds to global knowledge
- **Engage**: What is the problem your intended counterpart is facing today? Can you help them?
- **Cross-randomize**: Can you build in a component of your research that tests the impacts of bureaucracy?



Your orders: Lab Scientists

- **Link:** Improve information flows between public sector actors. Who should meet?
- **Anchor:** Generate or support communities of practice that shape public service norms
- **Best-practice:** Support public officials ability to access best-practice in a way that easily translates to their specific service environment



Your orders: Operations

- **Observe:** Make measures of the administration part of your project as they might mediate your success
- **Practice:** Trial different approaches and evaluate what works; share your results!
- **Strengthen:** How is your operation strengthening the administration you are working with?

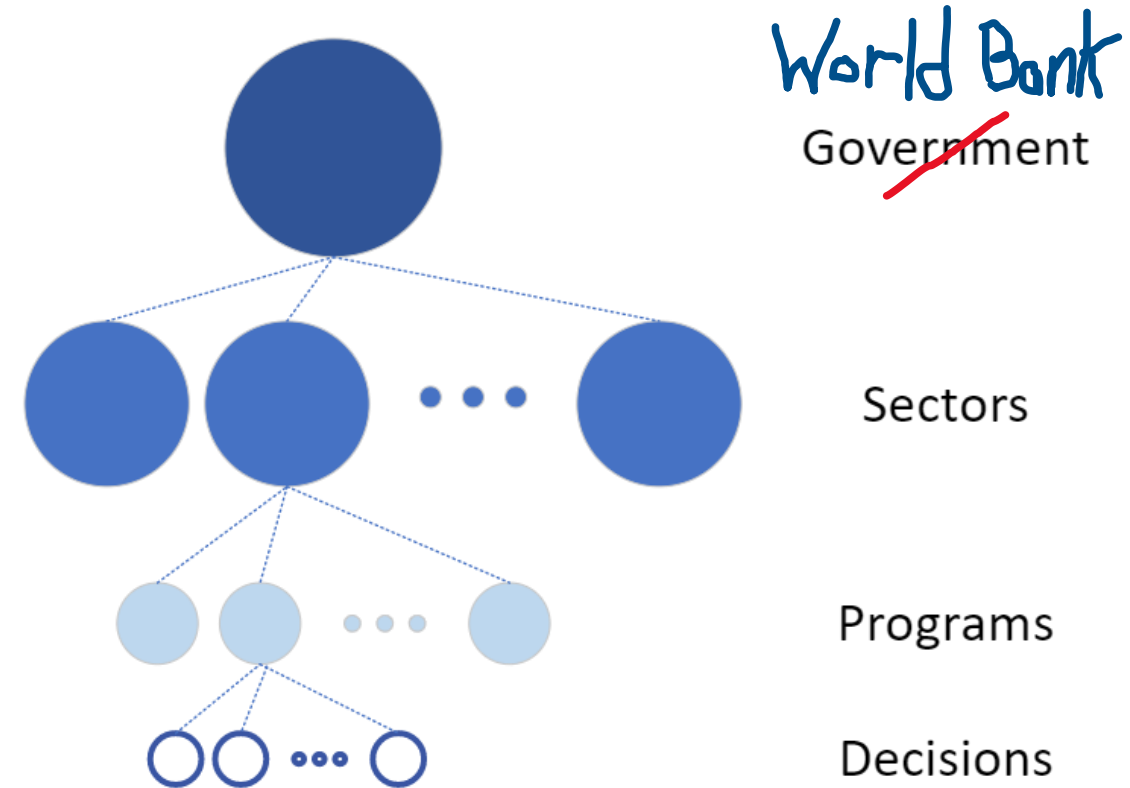


JAMES BOND RETURNS ...



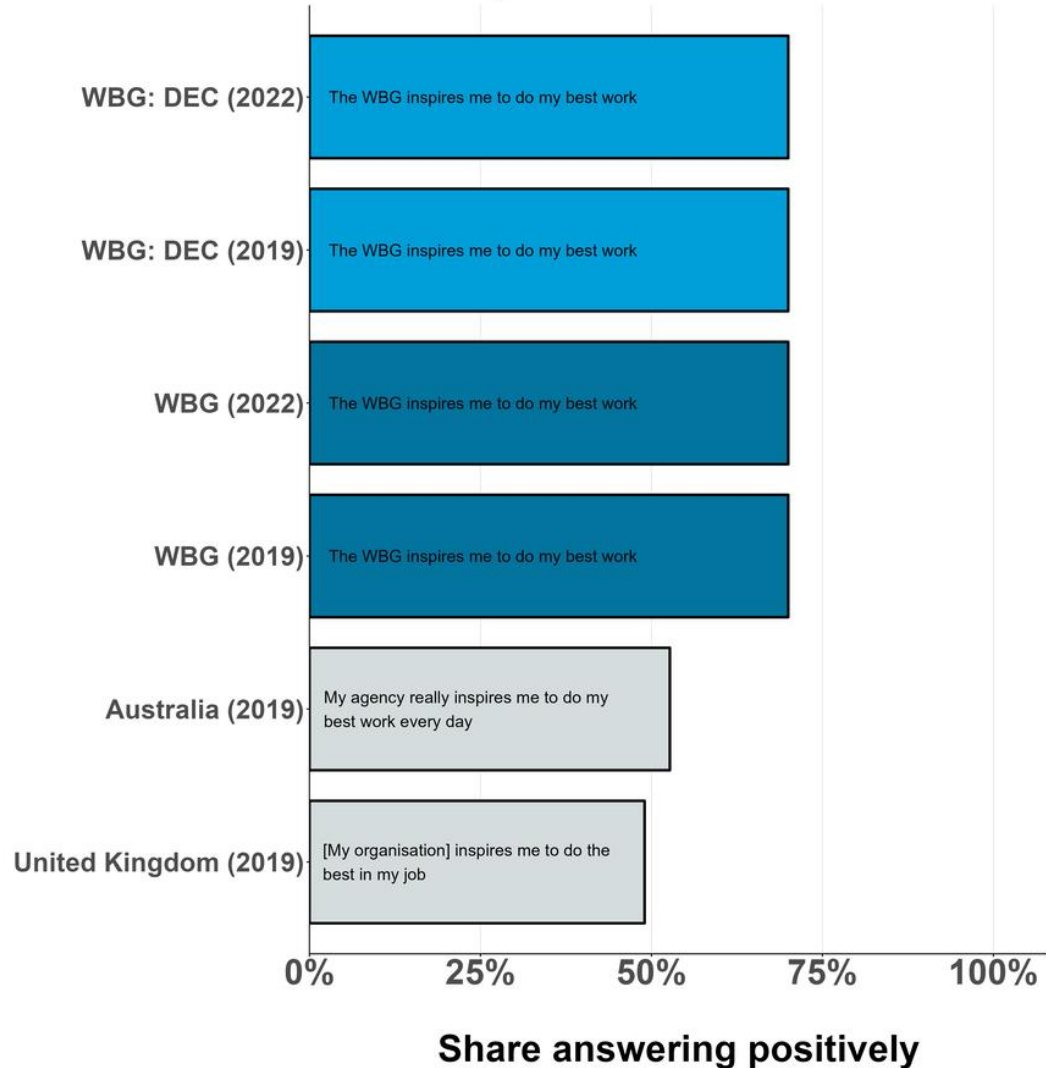
The Bank as a Policy Machine

- The World Bank is like any other public administration
- Working on individual decision points will never be enough to impact 'policy' here
- Only reforming the institution itself will have a substantial impact on 'Bank policy'
- Are you ready for your mission?

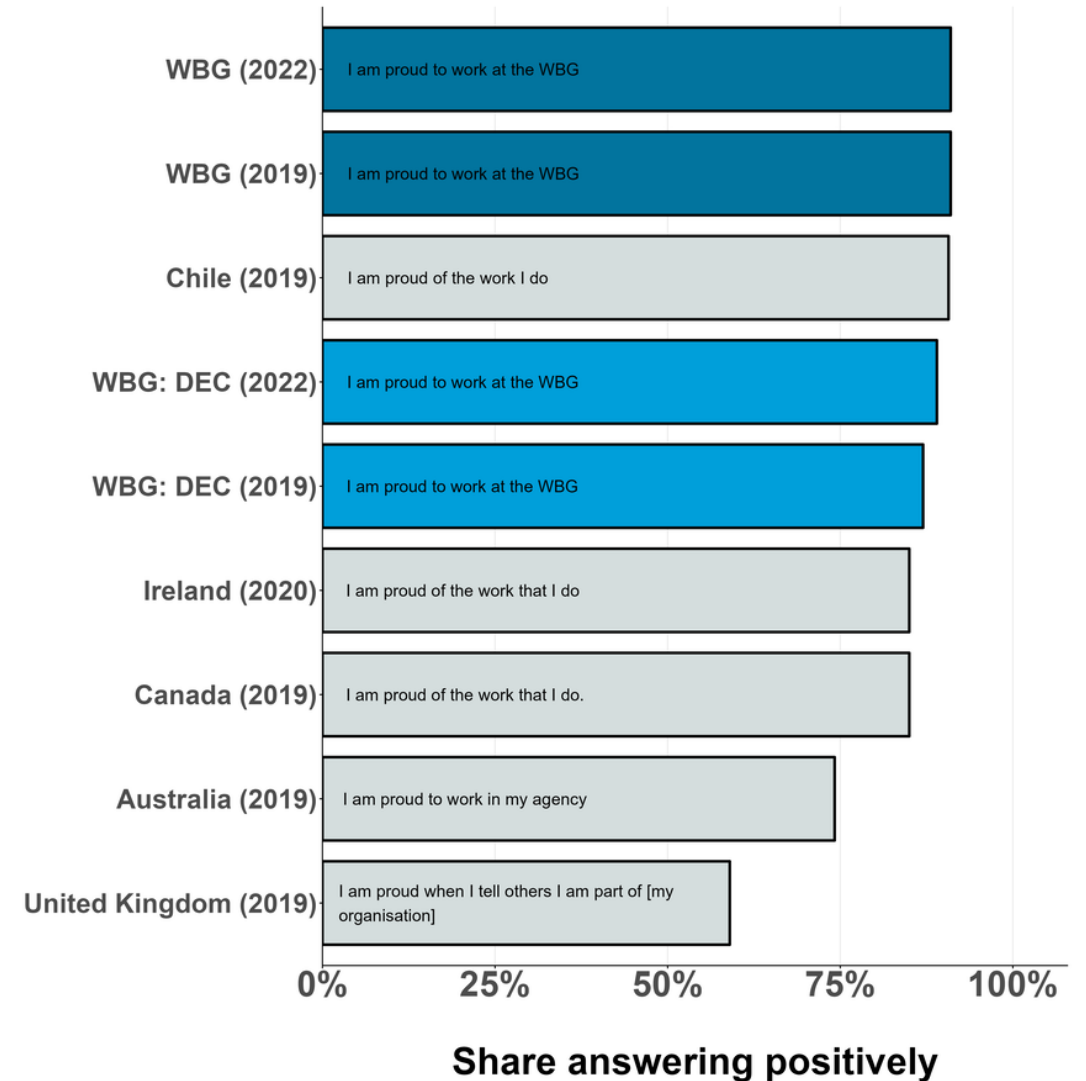


While World Bank Staff are motivated ...

Inspired to do best work

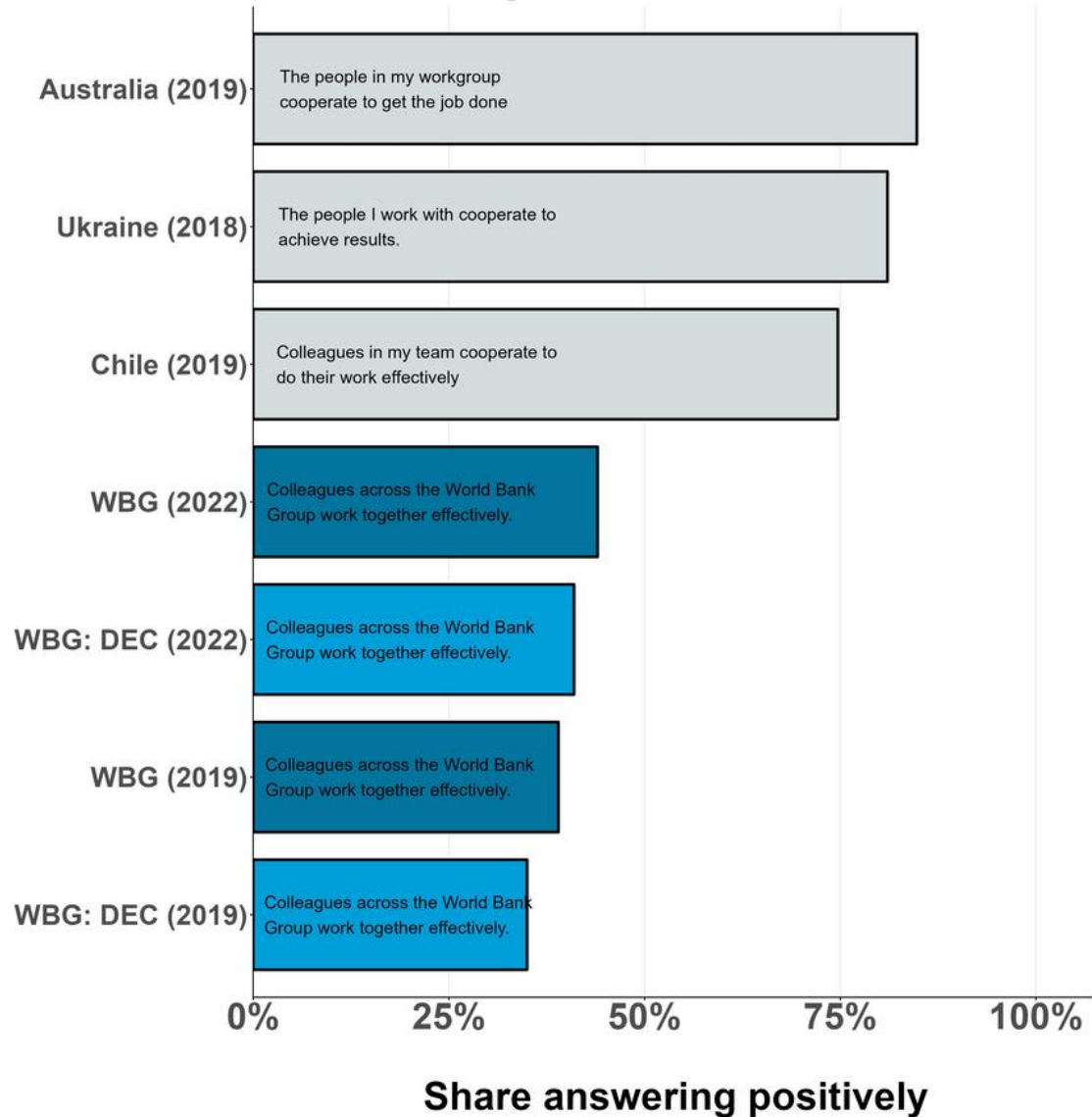


Proud of work

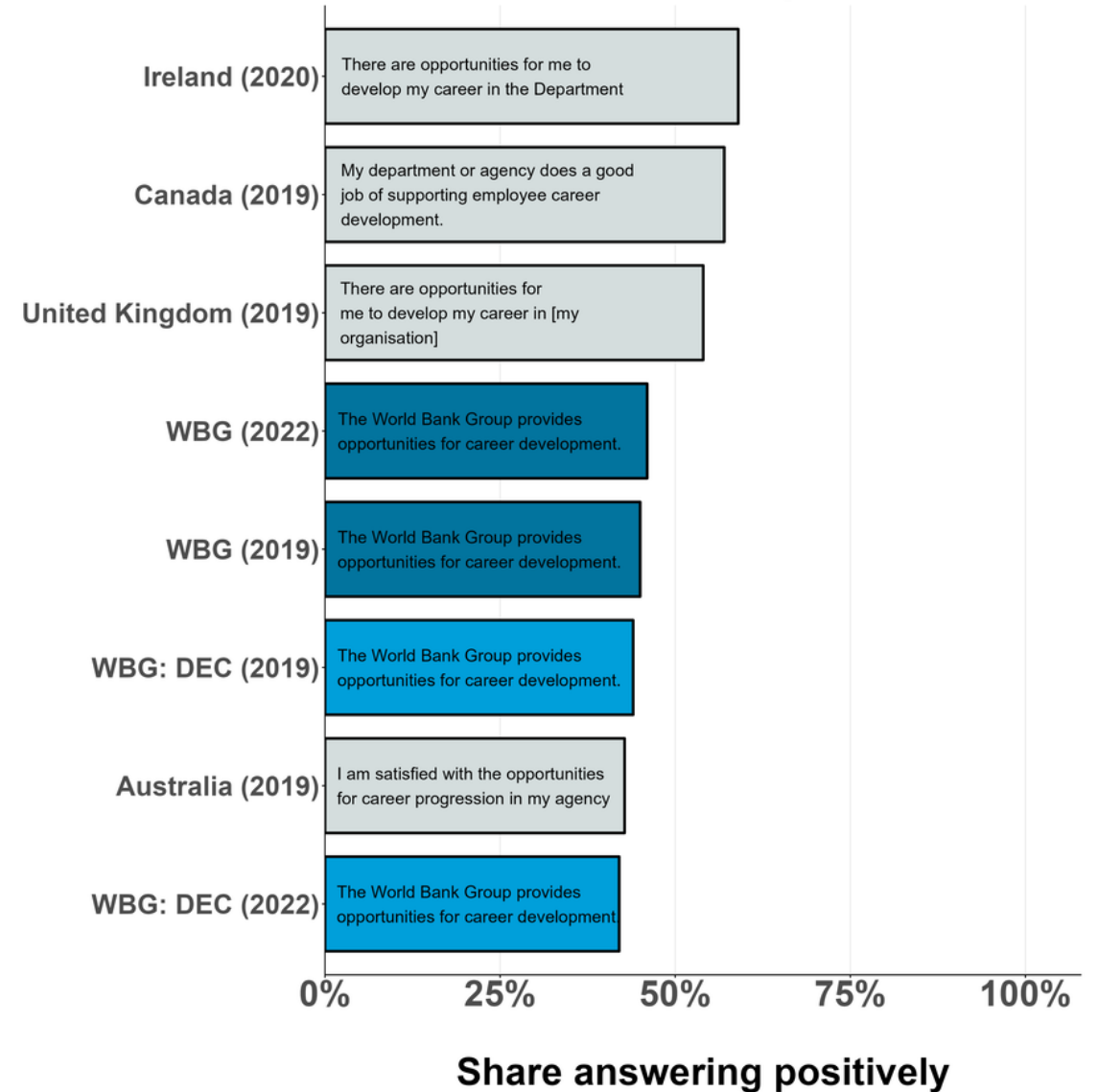


... their work environment is poor for innovation

Cooperation with others



Career development







Bond will always return.

How are you going to help him save the world?

Daniel Rogger (World Bank | DIME // drogger@worldbank.org)

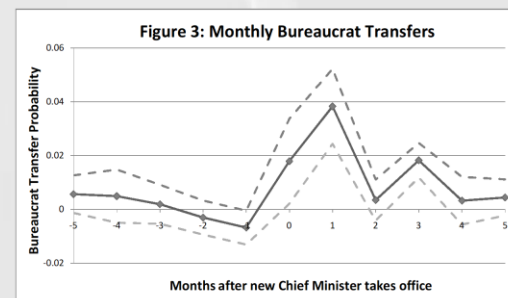
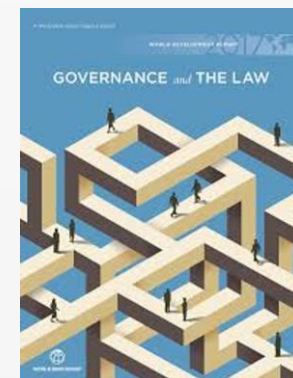
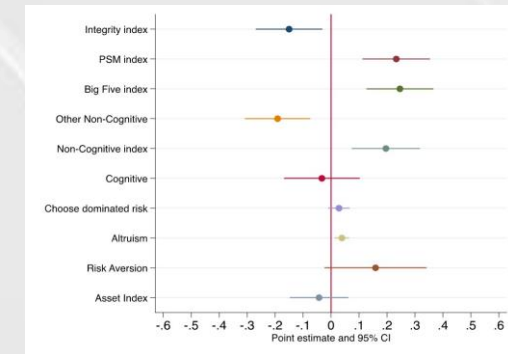
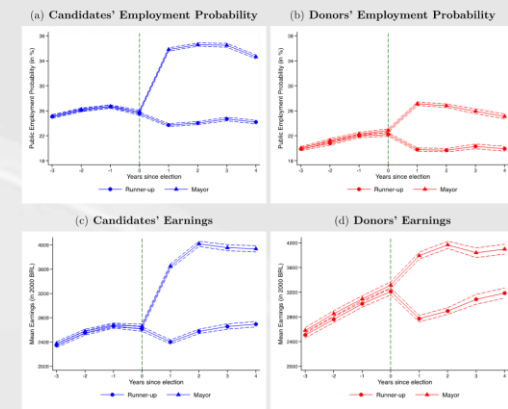
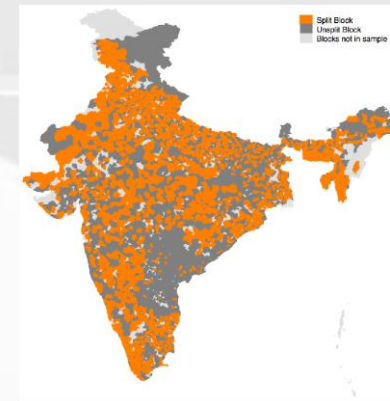
ANNEX | POLITICS DOES NOT CONSTRAIN EVERYTHING



*But Mr. Bond, you
are forgetting about
politics ...*

Policy Research Talk 1

- **Politics can have impacts on bureaucratic activities and outcomes**
- Politicians with relevant power over bureaucrats can shift bureaucratic focus towards the activities they are interested in
- Not the only route for public officials and 'firewall' institutions help isolate bureaucratic dynamics from political influence (for both good and bad)

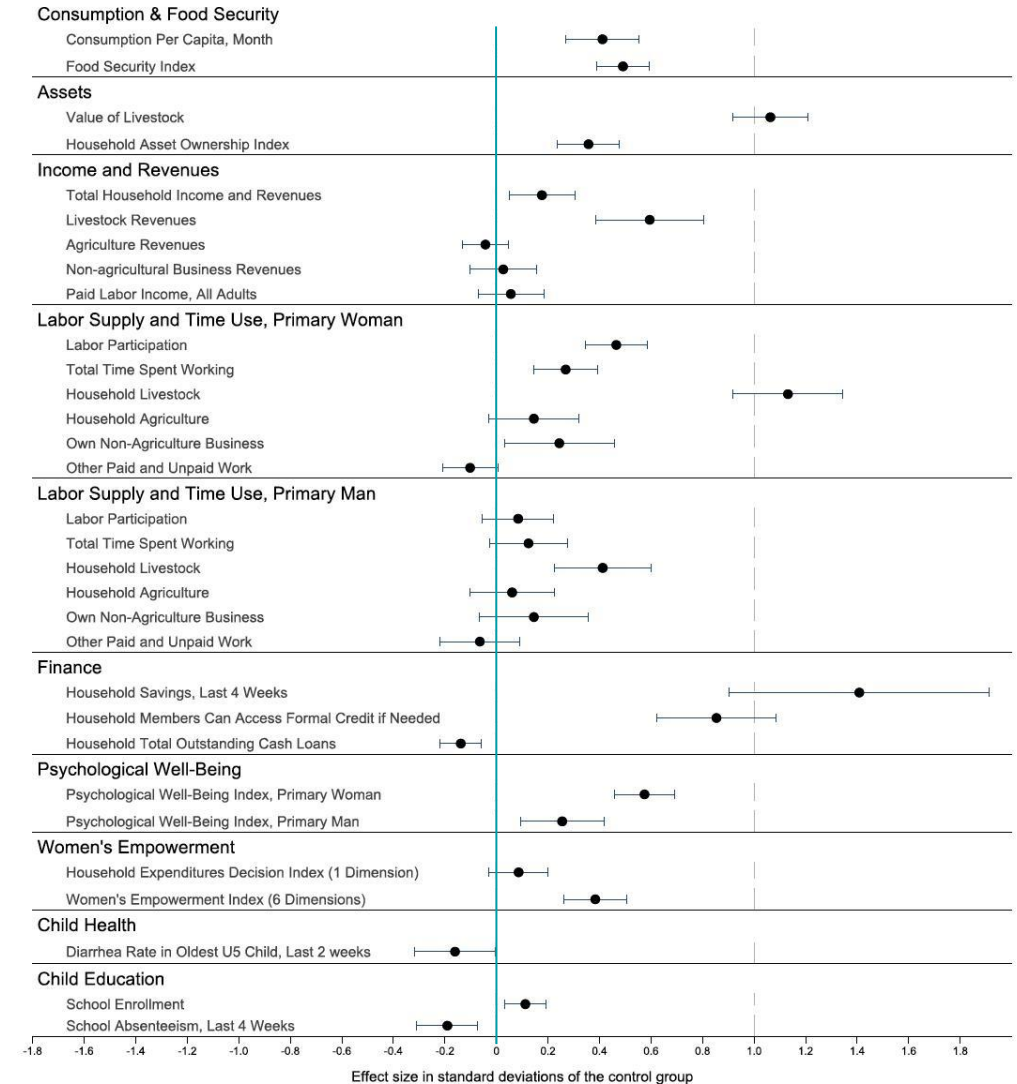


Unlikely That Politics Constrains Everything

- The development of 'political equilibria' are constrained by attention, resource and personnel constraints just like bureaucratic equilibria
- The inefficiencies are so substantial, so driven by happenstance, and so orthogonal to the prevailing political settlement, that there is much to be gained from bureaucratic reform, probably everywhere
- We just haven't focused on identifying the passive inefficiencies in administration (Bandiera et al. 2009; "passive waste accounts for 83% of total estimated waste")
- Research literature indicates that small changes in administration can have substantial impacts on welfare (in other words, lots of parts of the public administration are far from the production frontier and in that space – where marginal returns are still high - small tweaks can increase productivity a lot)
- Here follows two case studies to illustrate the point:
 - One in an environment said to be fully constrained by the political settlement
 - Another that illustrates how small tweaks in the administrative environment can have large downstream effects

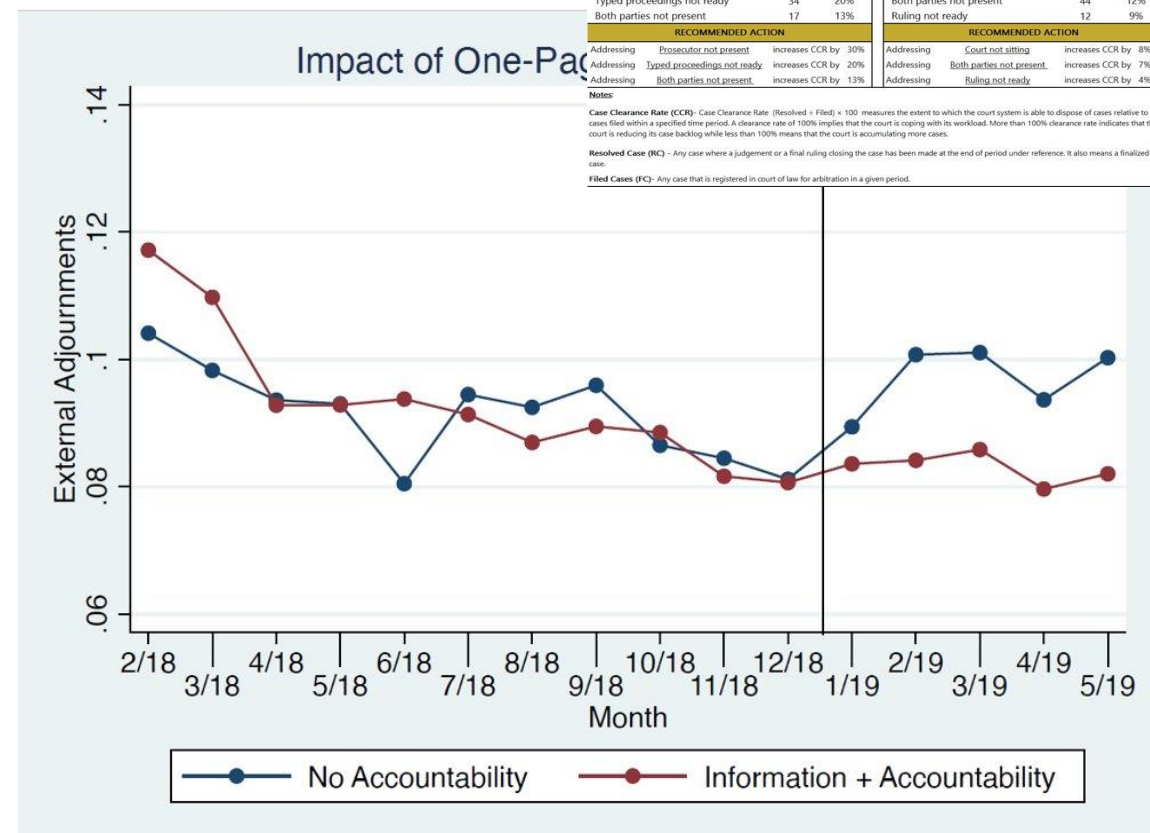
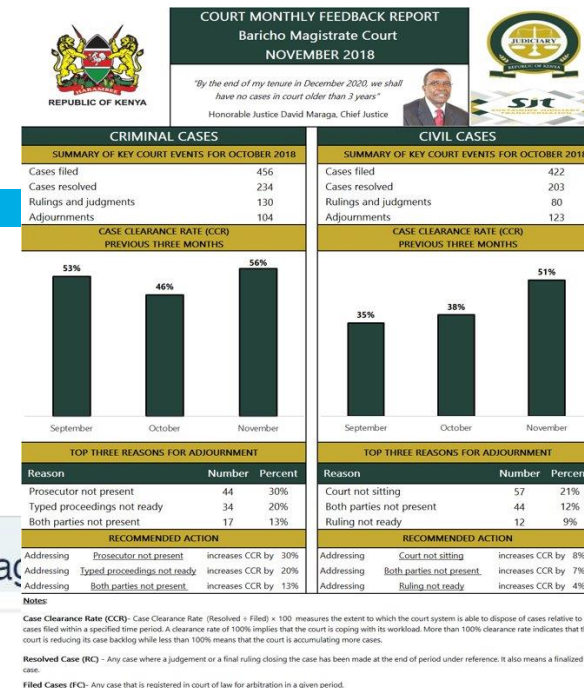
An Example of Better Public Policy ... in a highly politicized environment

- DIME researchers evaluated the impacts of Afghanistan's 'Targeting the Ultra Poor' scheme
- One-off 'big-push' package including livestock asset, cash stipend, skills training and coaching
- Afghanistan is a state frequently said to be dominated by political settlements
- Yet, two years after the assets are transferred, significant and large effects on consumption, assets, psychological well-being, total time spent working, financial inclusion, and women's empowerment.



An Example of Better Public Administration

- DIME's 'DeJure' team used administrative data from Kenyan courts to identify the top 3 reasons for adjournments in each court
- Shared this information with multiple stakeholders through a one-pager
- Reduced adjournments by 20%
 - Increased contracts by firms in affected regions
 - Increased wages in contract-intensive industries by 23%



ANNEX | LINKS AND FURTHER RESOURCES

The Development Impact Department (DIME)

- **Development Impact Department (DIME) web site**
 - Driving Revolutionary Ideas Into Practice [Flagship Report](#)
 - Development Research in Practice [Report](#) and [Course](#)
 - [DIME's portfolio of Impact Evaluations](#)
- **DIME Impact Week Presentations** (a summary of DIME's approach; and approach to governance)
 - Impact Week Day 1 presents DIME's approach to influencing public policy
 - Impact Week Day 5 focuses on Governance and Institutions
 - All the other fields of DIME's work are presented on the other days

Summary of Bureaucracy Lab Resources

Describing government administration as a component of the polity/economy

- [Worldwide Bureaucracy Indicators](#) (WWBI) provides national-level assessments of labor market characteristics of the public administration
- Access it using the [dashboard](#) to generate country profiles or [github](#) to download the code and get started doing subnational decompositions yourself
- The [Global Survey of Public Servants](#) provides descriptives as to what public service looks like around the world

Guidance on measuring and diagnosing government administration

- Each chapter of the [Handbook of Measurement in Public Administration, 'Government Analytics'](#) has ideas on how you might diagnose an aspect of the government administration; use it as inspiration
- For example, if you are worried about budget sustainability, use chapter 11 on diagnosis and chapter 10 on prediction
- If you are worried about how much your dashboard/analysis is used, see chapter 7 for diagnosis and chapters 9 and 26 for advice on architecture

Comparing the state of the public administration you are working on

- The [Global Survey of Public Servants](#) provides you with reference points as to what governments look like in other countries/regions
- It also provides a wide range of tools to run your own surveys, from questions through a conceptual framework for surveys to notes on methodology

Embedding public administration in your evaluations

- If public administration mediates impact, at least measure it! Lots in the [Handbook](#) to measure each step of government process and outcomes
- Framework for assessing ethics of measurement, integrating different data sources from administration, surveys and external assessments

Responses to Common 'Challenges Ahead for Government Analytics'

Overmeasurement of the state leads to skewed rather than improved government functioning

- We agree! Chapter 4 of 'Government Analytics' starts the substantive content of the Handbook with a warning on holistic measurement
- Public sector managers and officials are at the heart of government functioning; the question is what tools we are providing them
- Chapter 3 of the Handbook argues that investments in analytics should be traded off against other priorities. Our argument is to elaborate the tradeoffs fully

No demand nor capacity to undertake analytics within government

- Analogous to the case of household/poverty surveys – these are now at the centre of government policy
- Development of capacity for analytics of administration has been very poorly invested in

Political settlement

- Huge amount of variation in public functioning is pure inefficiency – passive waste – that can have big impacts
- Much work on the political settlement is macro – we see big differences across agencies