



EVIDENCE TO BUILD LEADERS AND COALITIONS FOR REFORMS

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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

THREE FINDINGS

ONE

GOVERNMENT IS FUNDAMENTALLY DIVERSE

Productivity in the Public Service Around the World

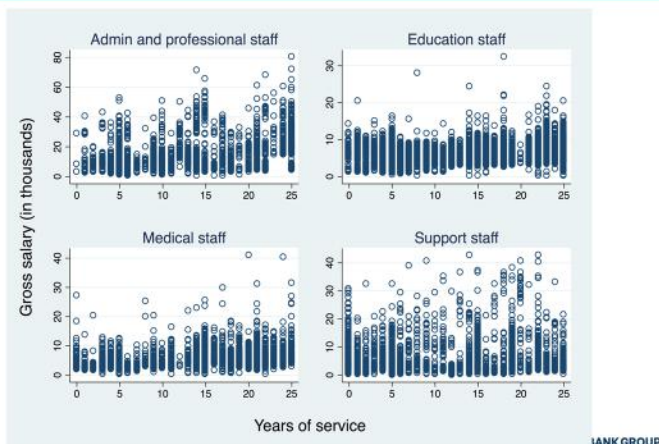
Management quality is diverse across units



● Organisation average
● Division average

Source: Rasul, Rogger and Williams (2017)

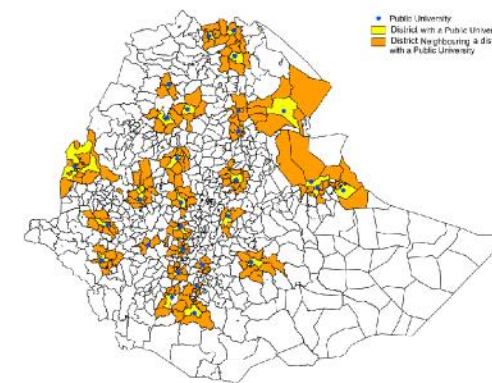
Huge Wage Dispersion in Most Settings



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IANK GROUP

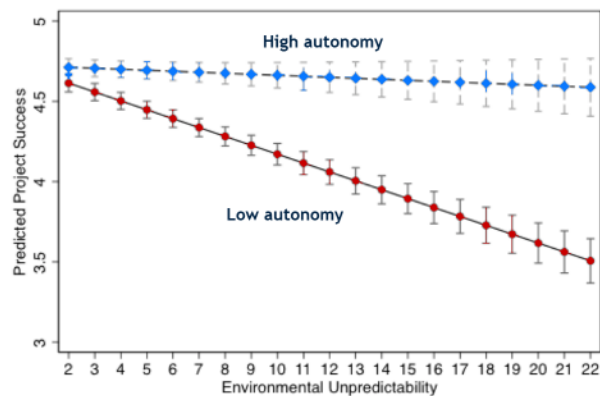
General Equilibrium Selection Effects



33 Source: Somani (2018)

WORLD BANK GROUP

Does Any of This Apply to the World Bank?

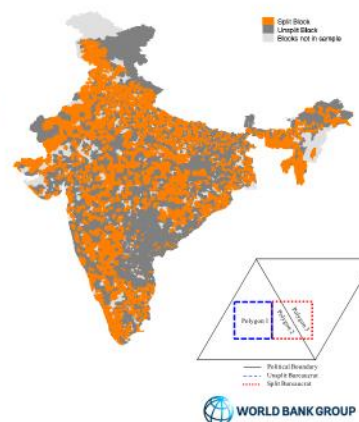


25 Source: Honig (2018)

WORLD BANK GROUP

Multi-tasking may imply multi-principals

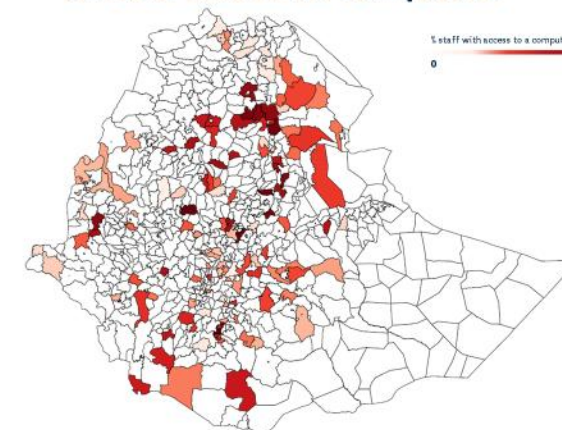
Gulzar and Pasquale (2016) find that implementation of India's National Rural Employment Guarantee Scheme is substantially better where bureaucrats answer to a single politician: "Our findings suggest that politicians face strong incentives to motivate bureaucrats as long as they internalize the benefits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



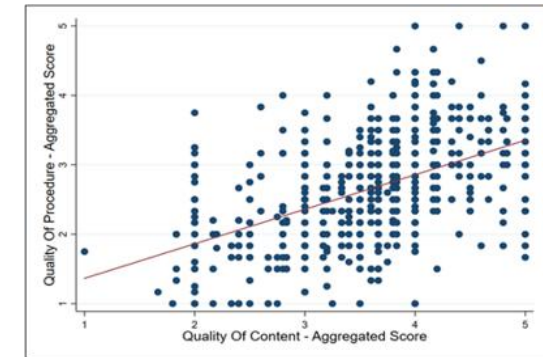
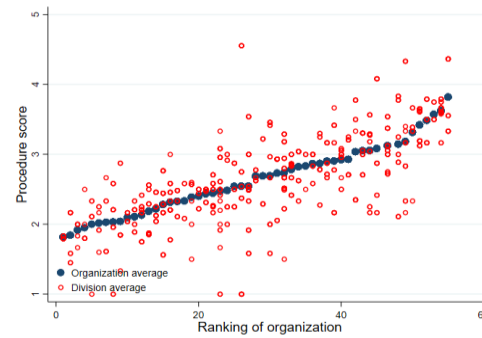
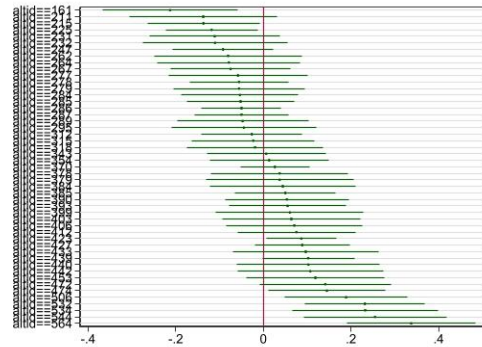
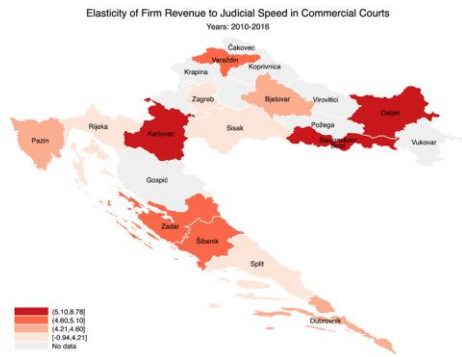
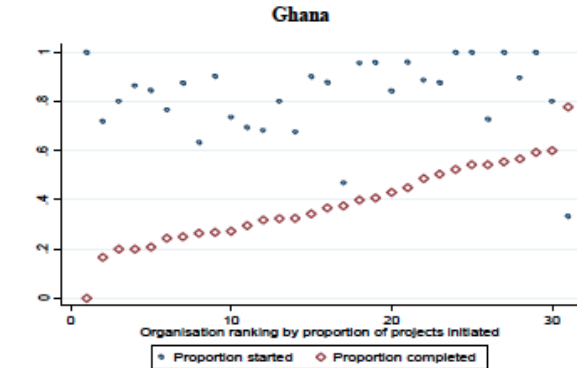
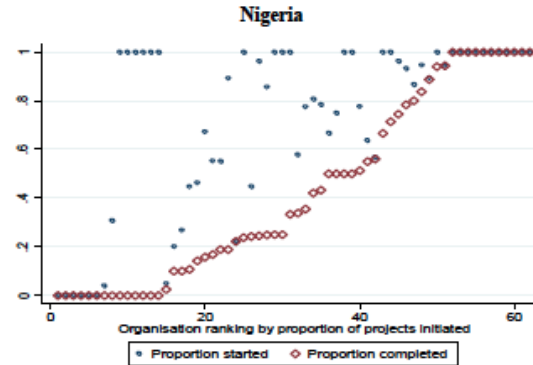
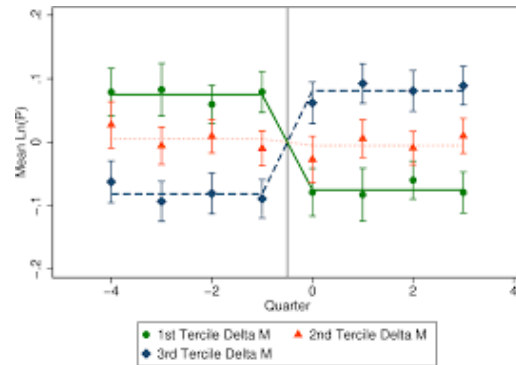
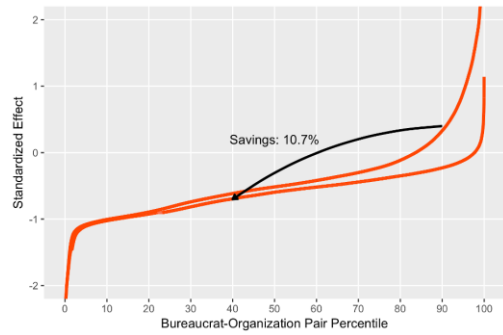
36 Source: Gulzar and Pasquale (2016)

WORLD BANK GROUP

Ethiopia: Local officials have very uneven access to computers

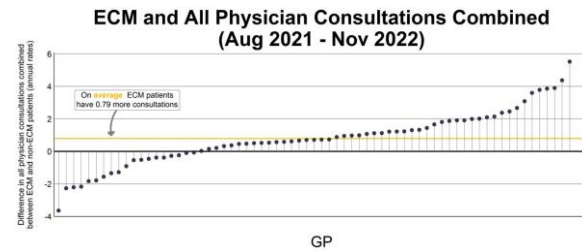
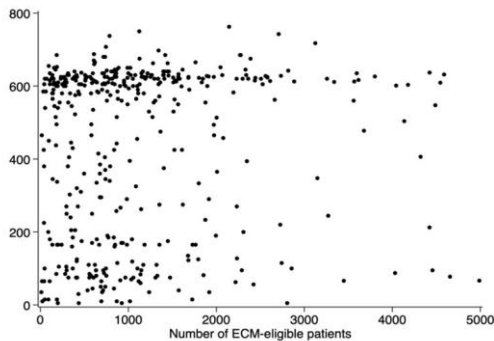


Productivity in the Public Service Around the World



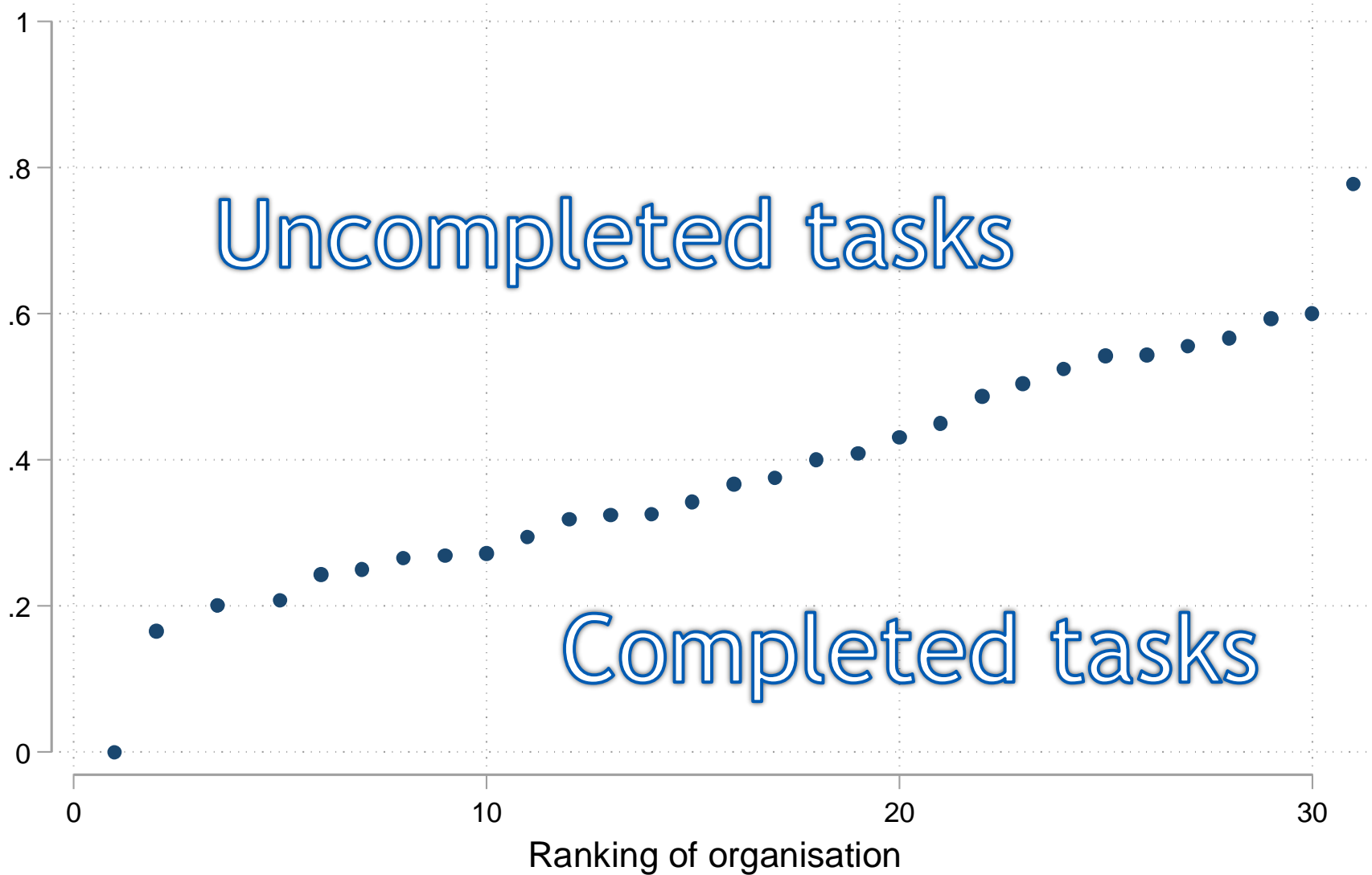
Total STUDY Units with data by Ministry:

Ministry	Baseline Date	2017 PMS	2018 PMS	2019 PMS	Endline Date
BSE	2	2	2	2	2
EDA	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
NIJSS	9	6	0	8	5
MFA	22	16	18	15	21
MFSP	26	20	24	0	18
MIA	27	24	25	22	24
MICAT	13	11	13	0	13
MLNE	16	0	0	0	10
MOA	5	4	0	0	4
MOC	17	5	7	3	16
MOE	33	14	26	22	33
MOCCSP	10	0	0	0	10
MOH	29	21	24	16	16
MOJ	13	10	12	7	13
MOK	14	2	10	6	14
MOPT	25	0	0	17	25
MDT	15	5	11	11	10
MSP	20	10	7	10	18
MSPA	14	0	0	0	13
MPS	12	4	4	2	9
Strate	14	0	0	0	9
Total	437	197	215	168	363



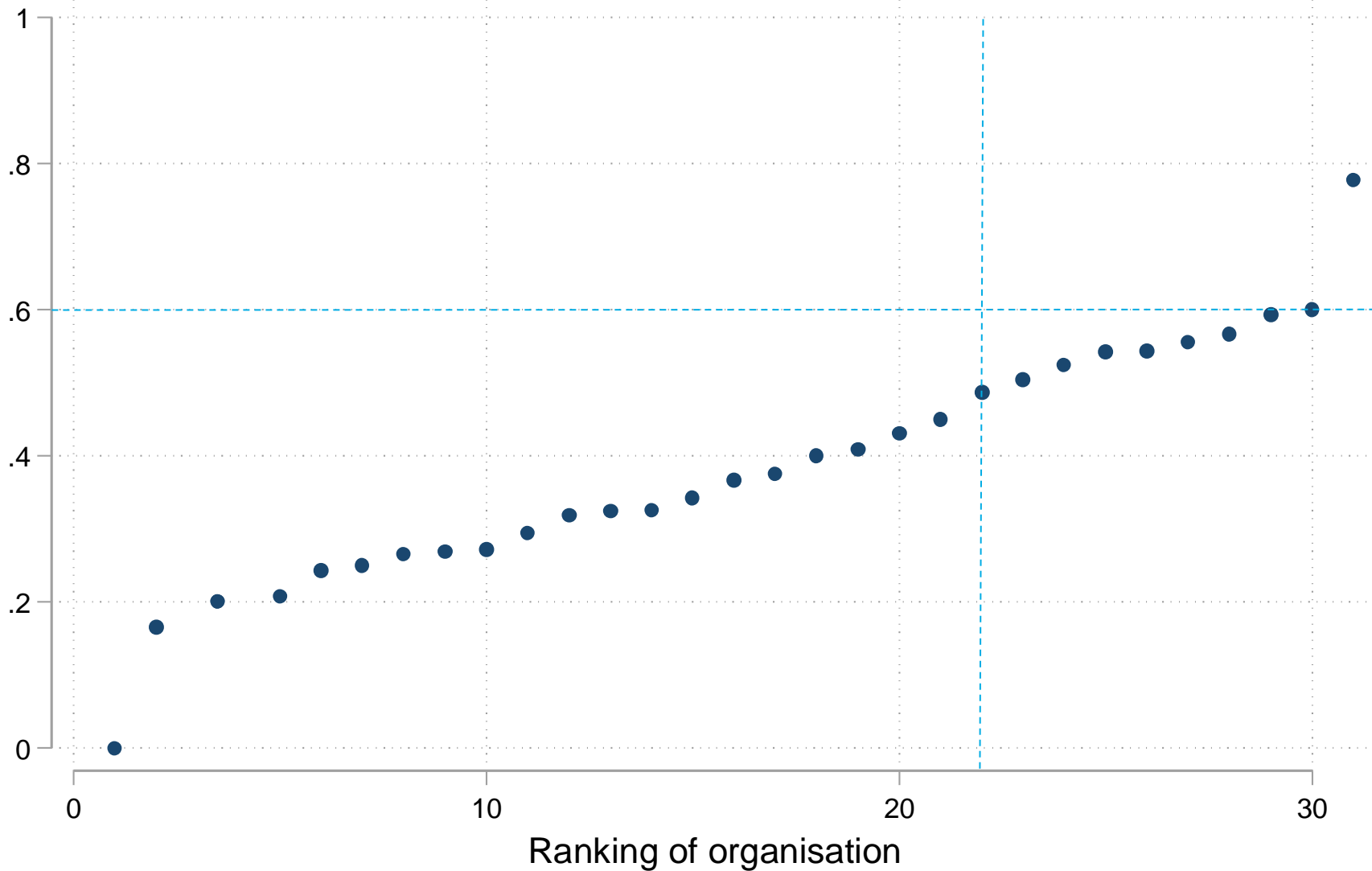
And on, and on,
and on ...

Ghana: Diversity in Productivity



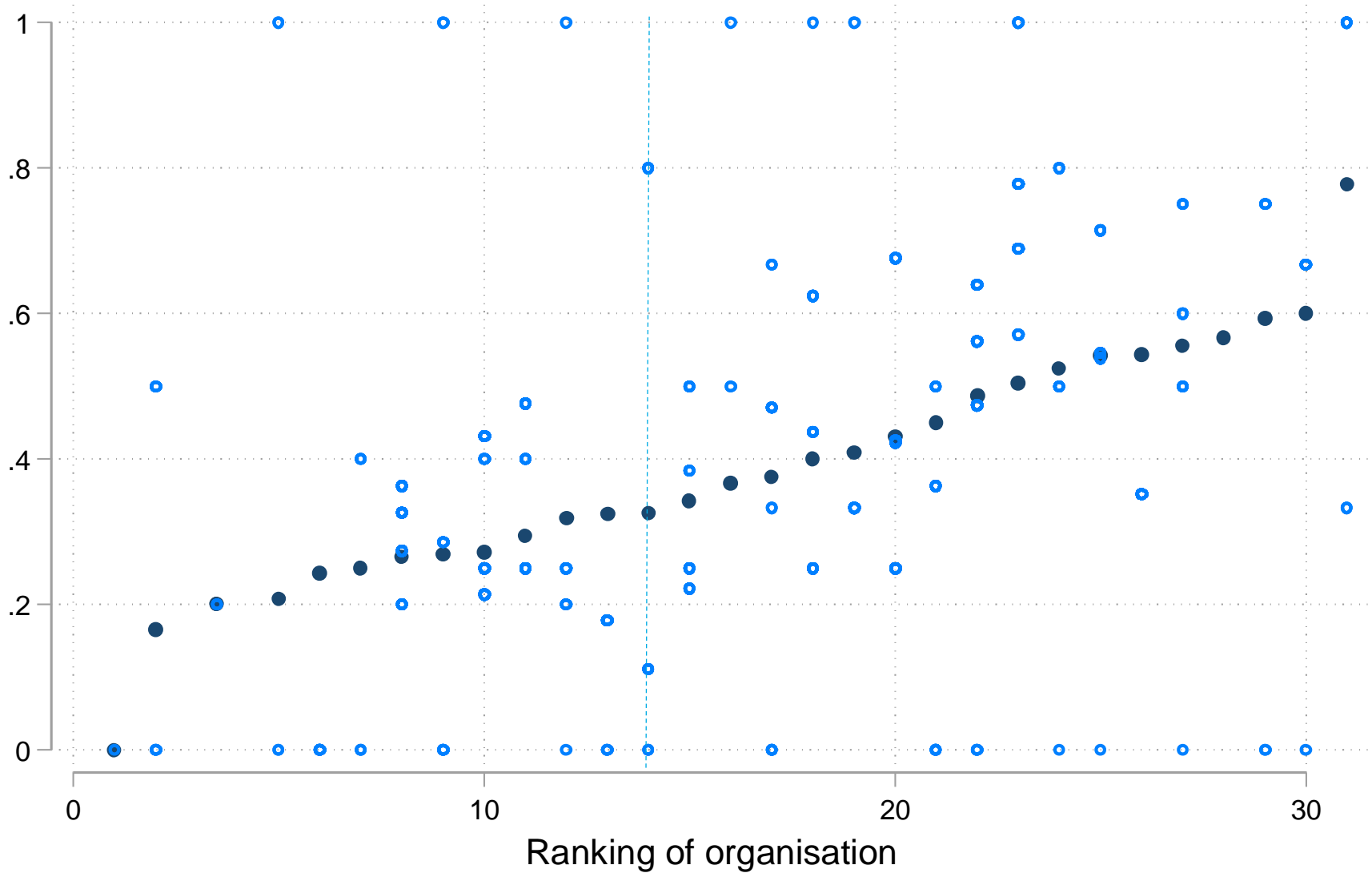
Source: Rasul, Rogger and Williams (2017)

Ghana: Diversity in Productivity



Source: Rasul, Rogger and Williams (2017)

Ghana: Diversity in Productivity



- Organisation average
- Division average

Source: Rasul, Rogger and Williams (2017)

GOVERNMENT IS LOCAL ...

...SUCH THAT LEADERSHIP AND COALITION BUILDING ARE THE KEY
DETERMINANTS OF HOW EFFECTIVE PUBLIC POLICY IS.

TWO

WORKPLACE ENVIRONMENT DETERMINES WHETHER LEADERS WILL STEP
UP OR FORM COALITIONS

BUILDING INNOVATORS AND
INNOVATIVE TEAMS

| EVIDENCE FROM GHANA



Table B1: The Process of Innovation in the Bureaucracy

A. Hierarchy

After expressing [an idea] they may say 'I'll call you later' and that just ends the idea there...So why force myself to try if it will be ignored? I usually get 'we will talk later' and when I go, [superior's name] postpones the time saying 'tomorrow'...[superior's name] then tells me that I am putting pressure... In the civil service before you take any action the powers can jump on you and you suffer that alone. Sometimes you go through transfers or they query you by giving you a note on why you are doing this and to explain. Things can then go on your file. (A2)

When you are the director they are the Gods and so for you to suggest things, they will think- who are you?! ...They will think who are you? What have you seen? They may see it as rubbish. They will see it as you trying to outshine them. They are more comfortable talking about ideas from their level...Maybe in the future I can say something, when I am in a decision-making position. As one of my colleagues said 'for now we are just foot-soldiers who carry out the task. What you are told is what you do'... (D1)

B. Role of personal relations with superiors

I sometimes take the ideas that juniors tell me and present it up and get things done for them... (C3)

I hear from colleagues that ideas are rejected and this lowers your morale. It all depends on if it is rejected in a nice way or is it done outright...This all depends on the superior you have and it boils down to the relationship you have with your superior. If you have a superior with a listening ear it is always good to think through things before you share it...This also all depends on the superior's character (A11)

Table B2: Examples of Innovation

A. Simple Innovations

Sometimes there are clashes in the meeting rooms as meetings are organised for the same times. No one took my idea seriously to have a noticeboard. I informed my committee and included the director as was instructed during the training. However, three years later it took hold when there was a massive mix up in the meeting schedule. I do not think anyone would remember that I had suggested it... (E2)

About 12 years ago when I joined the bureau I had an idea about teaching officers about [topic]. I was willing to teach them during lunch hour breaks. I took it to the Minister's office. When they read the proposal I was asked 'do you not have enough work to do?' (F2)

B. System-wide Changes

I have suggested to the director that the [multiple] agencies...we deal with tend to have more than one officer from [our ministry] in communication with them. Instead, we should have a way of collecting data and information from the agency with one officer [from our ministry]. After the director agreed to this, we had a meeting with the agency reps and it is now in action and took place a month ago. (D4)

We should have more engagement with [service beneficiaries] in the districts and I wish we would get up to date issues they are facing...up to date information on problems...By having more fieldtrips, we can see how to help them technically and enhance productivity... (A8)

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!)

Generating innovators improves *overall* division culture

Table 4: Workplace Climate

OLS estimates, standard errors clustered by division-organization, p-values in brackets

A. Individual Training (T1 vs C1)

	(1) Climate Index	(2) Teamwork Climate	(3) Performance Climate	(4) Fostering New Ideas	(5) Perception of Management	(6) Stress Recognition	(7) Working Conditions
Classroom training (T1)	.180*** (.068) [.009]	.189* (.108) [.083]	.191** (.083) [.023]	.194** (.092) [.037]	.156* (.083) [.063]	.113 (.169) [.505]	.179* (.105) [.090]
Controls	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Mean in C1	-.049	-.066	-.038	-.047	-.037	.008	-.092
Observations (individual)	157	157	157	157	157	155	157

17

B. Division Training (T2 vs C2)

	(1) Climate Index	(2) Teamwork Climate	(3) Performance Climate	(4) Fostering New Ideas	(5) Perception of Management	(6) Stress Recognition	(7) Working Conditions
Division Training (T2)	.003 (.056) [.957]	.034 (.075) [.656]	-.039 (.075) [.609]	-.021 (.075) [.780]	.036 (.064) [.575]	.039 (.112) [.727]	.030 (.105) [.776]
Controls	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Controlling for T1 (individual)	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Mean in C2	.033	-.038	.088	.063	.017	-.032	-.095
Observations (individual)	363	363	363	363	363	359	363

A single innovator improves the innovative environment *for all*

	T1 vs C1				T2 vs C2			
	(1) Freedom of expression... (index)	(2) Raising suggestions... (index)	(3) Discussing productivity improvements	(4) Individual officers originate ideas	(5) Freedom of expression... (index)	(6) Raising suggestions... (index)	(7) Discussing productivity improvements	(8) Individual officers originate ideas
Classroom training (T1)	.311** (.141) [.030]	.125 (.113) [.274]	.136** (.062) [.029]	.120* (.062) [.055]				
Division Training (T2)					-.180 (.109) [.101]	-.097 (.099) [.326]	-.063 (.053) [.238]	.053 (.040) [.189]
Controls	Yes	Yes	Yes ¹⁸	Yes	Yes	Yes	Yes	Yes
Control mean (C1)	3.43	4.69	.449	.211				
Control mean (C2)					3.55	4.68	.533	.202
Observations (individual)	118	118	275	269	268	268	624	616

A single innovator strengthens the quality and quantity of production

Table 6: Administrative Processes and Task Completion

OLS estimates, standard errors clustered by division-organization, p-values in brackets

	(1) Quality of Procedures	(2) Adherence to Procedures	(3) Quality of Content	(4) Task Initiation	(5) Task Completion Rate	(6) Task Completion
At least one member of the division was assigned to classroom training T1	.298* (.153) [.054]	.335** (.169) [.050]	.138 (.179) [.441]	-.006 (.011) [.588]	.201 (.149) [.179]	.110* (.060) [.071]
Division Training (T2)	.160 (.130) [.221]	.136 (.176) [.442]	.168 (.187) [.371]	.002 (.015) [.873]	-.174 (.160) [.280]	-.039 (.071) [.579]
Controls	Yes	Yes	Yes	Yes	Yes	Yes
Mean in other divisions	2.75	-.102	-.033	.987	3.48	.162
p-value: equality	[.470]	[.398]	[.888]	[.623]	[.110]	[.120]
Observations	286	286	286	627	627	627

MAKING LEADERS WANT TO
INVEST IN THE PUBLIC SERVICE

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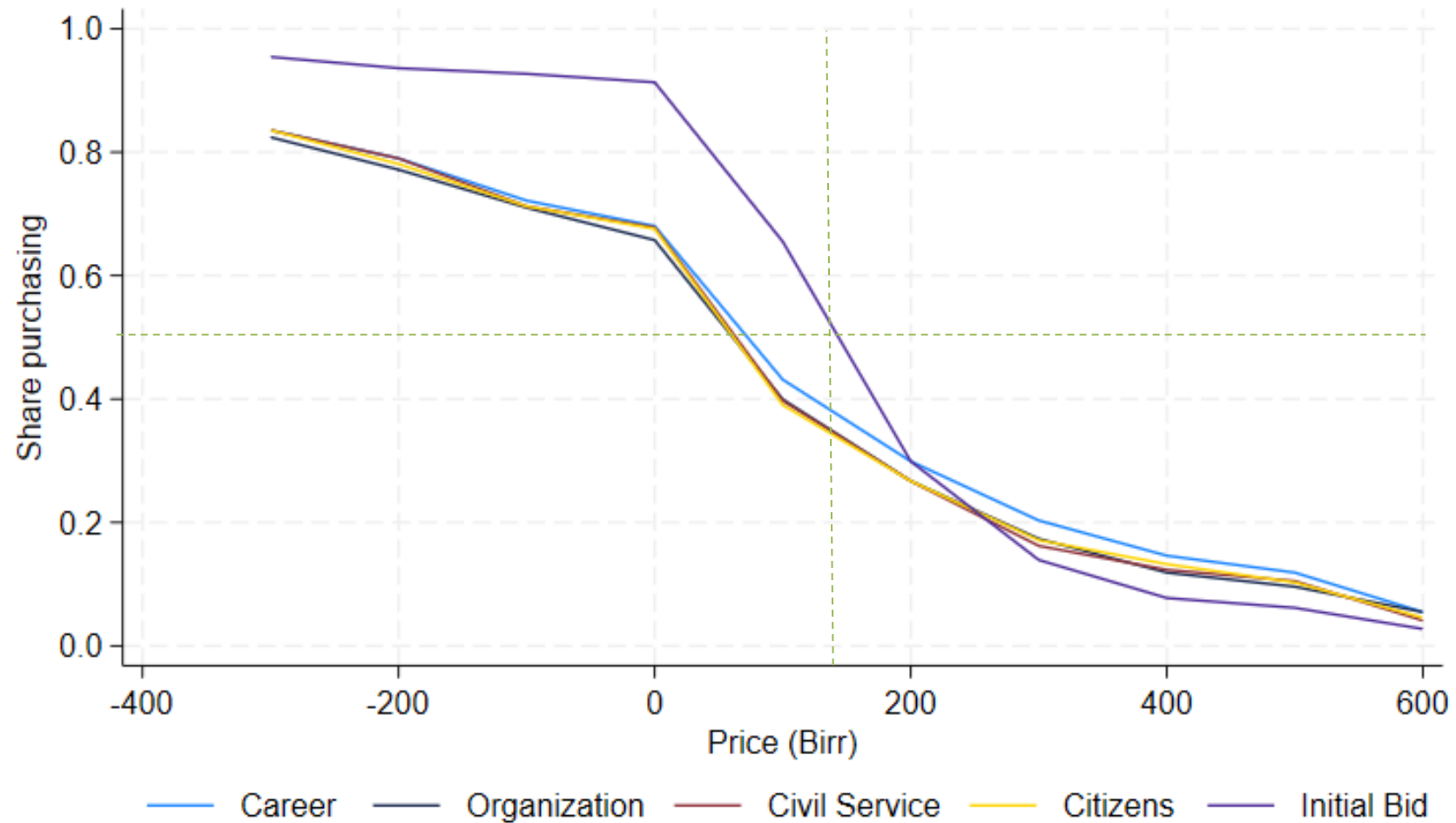
EVIDENCE FROM ETHIOPIA

THE DETERMINANTS OF LEADERSHIP INVESTMENTS

- We experimentally assess the willingness-to-pay/invest in capacity building on management and related skills by public servants.
- Our core interest is what drives public servants own investments in managerial and management-related skills.
- We assess what factors determine the willingness to invest in capacity development:
 - Whether the capacity development helps an individual's career
 - Whether the individual is driven by social concerns in their investment decisions
 - What their perception of their management practices are
- We used edutainment interventions as treatments in how public servants perceive training before multiple rounds of investments



A public servant's demand is only marginally affected by the nature of training



... but it is transformed by their perception of their management

Dependent variable: Willingness-to-pay for training				
	(1)	(2)	(3)	(4)
	CSU	Pre	Post	Post
Treatment: Manager Monitors Movie	27.16 (33.09)	33.27 (38.01)	34.03 (39.24)	26.35 (44.48)
Treatment: Manager Enables Movie	-5.40 (33.98)	87.18** (39.72)	91.52** (41.85)	103.32** (47.93)
Social Reflection	31.38 (31.44)	20.07 (40.53)	17.61 (42.15)	21.40 (63.34)
Manager Monitors x Social Reflection				47.53 (93.73)
Manager Enables x Social Reflection				-62.51 (96.15)
Clusters	-	438	438	438
Observations	438	1752	1752	1752

THREE

LOCAL LEADERS NEED THEIR OWN 'ANALYTICS OF GOVERNMENT'

WHAT DOES THIS MEAN FOR HOW WE DO DEVELOPMENT?

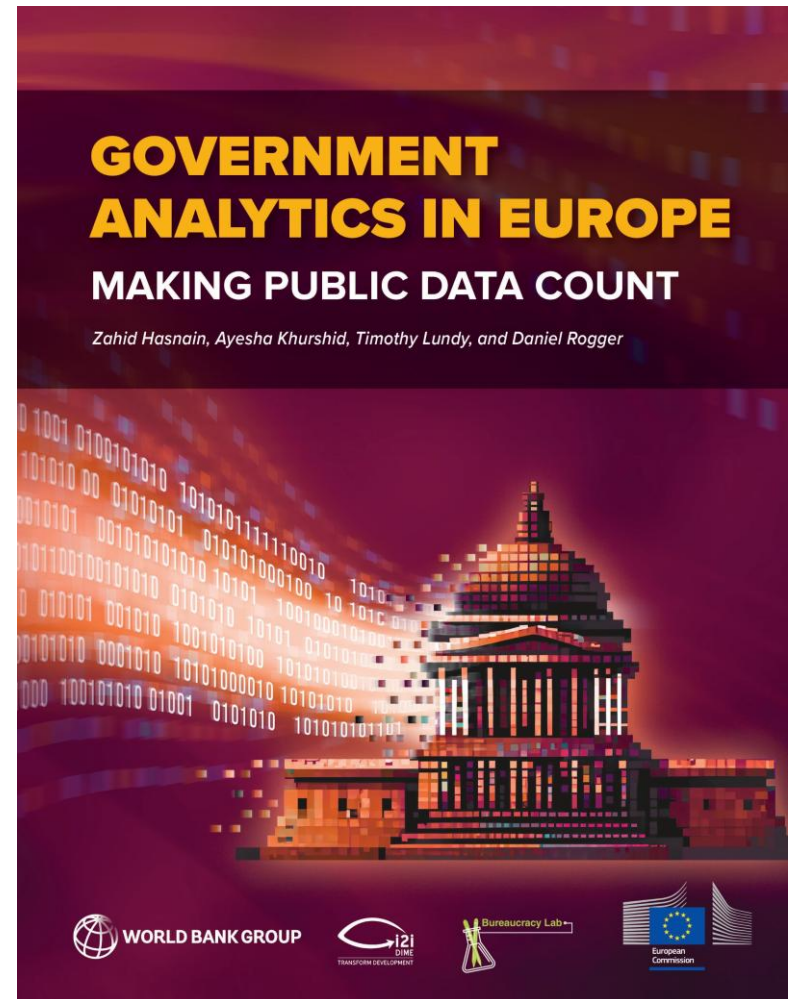
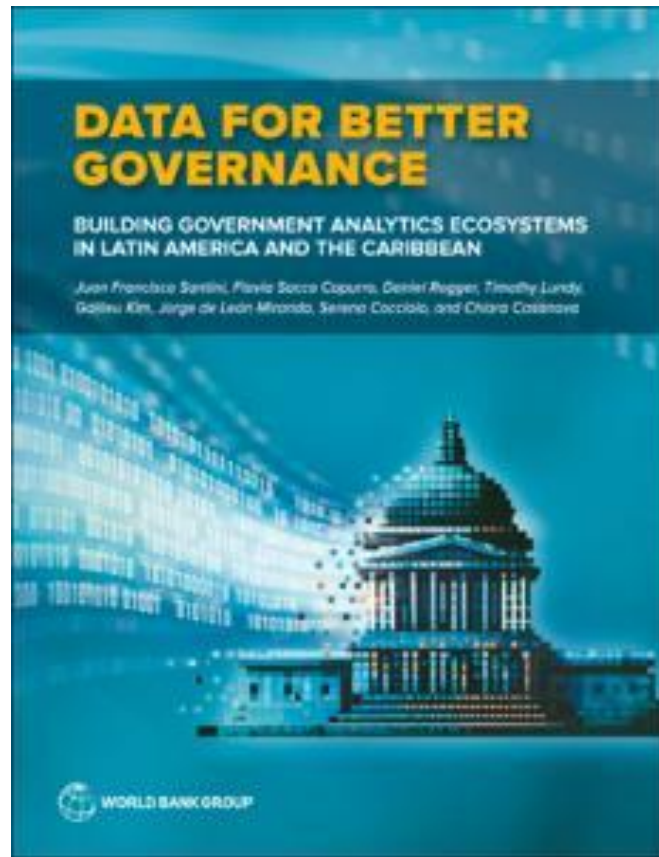
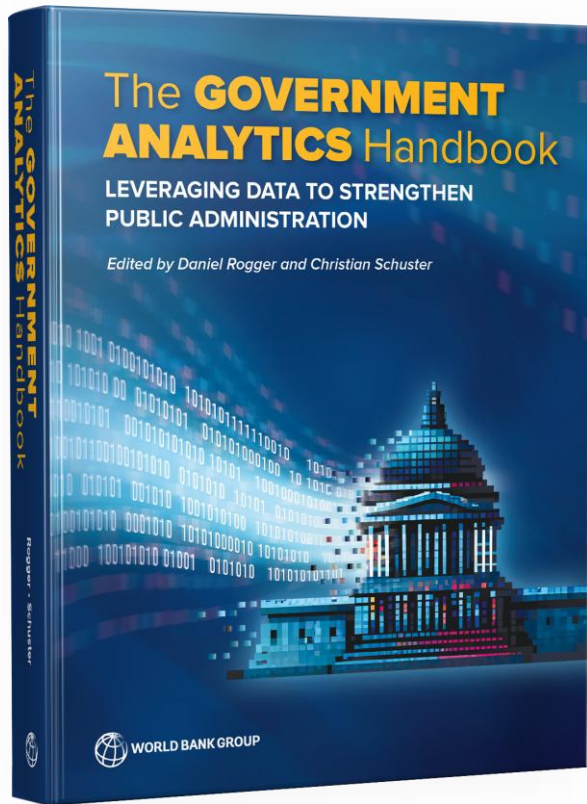
Empower local leaders to take on development challenges

- A distinct approach to state reform based on 'What are we doing for the median public official?'
- **Problem-driven development:** 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).
- **Bank operations as catalysts for leaders:**
 - Using Bank projects and financing as conduits for building the capabilities of public administration leaders and adapting to their localized findings.
 - Providing officials with inspiration, tools and comparative data to help them make better choices in their local environment.
 - Working hand in hand on making them better analysts of public policy and of its implementing environment #Bureaucracy_Scientists #Bureaucracy_Labs



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



WWW.WORLDBANK.ORG/GOVERNMENTANALYTICS