

Survey of Public Officials  
2020  
Global Education Policy Dashboard





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## Introduction

The Survey of Public Officials collects information about the capacity and orientation of the bureaucracy, as well as political factors affecting education outcomes. This survey is a streamlined and education-focused version of the civil-servant surveys that the Bureaucracy Lab (a joint initiative of the Governance Global Practice and the Development Impact Evaluation unit of the World Bank) has implemented recently in several countries. The survey includes questions about technical and leadership skills, work environment, stakeholder engagement, impartial decision-making, and attitudes and behaviors. The survey takes 40-60 minutes per public official and is used to interview Ministry of Education officials working at the central, regional, and district levels in each country.

It was put together by staff of the World Bank under the auspices of the Bureaucracy Lab, a joint initiative between the Development Research Group and Governance Global Practice. The Bureaucracy Lab stands at the center of the World Bank's research and operational work on public administration reform. The Lab works to develop the evidence base for public sector reform by understanding the characteristics of public officials and the systems and organizations in which they work, bringing together its work on the design and operation of public sector organizations.

For further information on these initiatives, please contact Lida Bteddini ([lbteddini@worldbank.org](mailto:lbteddini@worldbank.org)), Zahid Hasnain ([zhasnain@worldbank.org](mailto:zhasnain@worldbank.org)), and Daniel Rogger ([drogger@worldbank.org](mailto:drogger@worldbank.org)).

This version of the instrument was designed for broad distribution and thus excludes the specific scoring criteria for each question as to maintain the effectiveness of the overall Survey of Public Officials. To provide a sense of the scoring, we have used a common coding framework for the answers. This framework aims to apply a common grading scheme to all questions, with 1 representing low effectiveness in that topic, 5 representing high effectiveness, with intermediate scores representing intermediate steps.

We are not interested in what happens in theory (say in the public service rules) but what really happens in practice. This can only be achieved by asking probing questions to get at the realities of management in the organization and asking for examples. The interview process requires a wide range of skills including questioning ability and a deep understanding of the survey concepts.

This semi-structured interview methodology requires the enumerator to analyze the practices that are being related to them by the respondents and score them themselves without letting the respondent know that they are being scored. Officials may feel that we want to hear particular answers (such as the service rules). Rather, the aim is for you to make the respondent feel comfortable that we are simply noting down their practices.

### GENERAL GUIDELINES ON INTERPRETING THE ANSWERS AND SCORING THE INTERVIEW

1	2	3	4	5
Nothing	Reactive	Process with Weakness	Proactive	Best Practice

## Section 0: Pre-Interview

**Enumerator Note:** Complete these questions at the start of the interview.

Answers marked as preloaded will be automatically filled by the survey app after assigning the survey to the enumerator.

### Cover Sheet

#	Question	Answers	Skips
Q1	Respondent ID	<i>Preloaded</i>	
Q2	Interviewer ID(s)	<i>Preloaded</i>	
Q3	Date of interview	<i>Automatically loaded</i>	
Q4	Time interview started	<i>Automatically loaded</i>	
Q5	Tier of government	<i>01=Central (or equivalent) 02=Regional (or equivalent) 03=District (or equivalent)</i>	
Q6	Organization name or code	<i>Preloaded dropdown list</i>	
Q7	Organization location	<i>Preloaded dropdown list</i>	

### Consent

**Enumerator Note:** Please read the following disclaimer

We are conducting a survey on service delivery issues in primary education in selected communities in the country in order to improve education in Peru. This study is conducted by the World Bank, with the support of the Education Ministry.

What you will do in this research: We would like to ask you a few questions about your background and experience with the school system.

Time required: Your interview will take approximately 60 minutes.

Risks: No risks are anticipated.

Benefits: This is a chance for you to tell your experience with the education system. The Ministry of Education hopes that what they learn from this research will help them improve the learning experience of our country's children.

Confidentiality: Your responses to interview questions will be kept confidential. Research staff will protect your personal information closely, so no one outside the global research team will be able to identify that the responses are coming from you. The data you share with us may be used as the basis for publications or presentations in the future, but we will never use your name or information that would identify you. Your colleagues and superiors will not see your responses.

Participation and withdrawal: Your participation in this study is completely voluntary, and you may refuse to participate or withdraw from the study at any time. You may skip any question during the interview. Your relationship with any school or the Ministry of Education will not be affected by your decision to participate or not.

For further details, please see the World Bank's Personal Data Privacy policy guiding this research.

#	Question	Answers	Skips
Q1	Do you agree to be interviewed?	<i>0 = No 1 = Yes</i>	

## Section 1: Demographic Information

#	Question	Answers	Skips
Q1	What is your occupational category? <b>Prompt respondent with codes. Select one only.</b>	1 = Professional service 2 = Sub-professional 3 = Administrative 4 = Other (specify) 98 = Don't know 99 = Refused to answer	
Q2	What is your position?		
Q3	What is your salary grade?		
Q4	Which of the following activities is your division responsible for, if any? <b>Select all that apply.</b>	1 = Finance and planning 2 = Hiring of principals and teachers 3 = Monitoring of school performance 4 = None of the above 98 = Don't know 99 = Refused to answer	
Q5	Which of the following activities are you responsible for, if any? <b>Select all that apply.</b>	1 = Finance and planning 2 = Hiring of principals and teachers 3 = Monitoring of school performance 4 = None of the above 98 = Don't know 99 = Refused to answer	
Q6	What is your age?	Number	
Q7	How many years have you been in your current position? <b>Enter zero if less than one year</b>	Number	
Q8	How many years have you been in your current organization?	Number	
Q9	How many years in total have you been in the civil service?	Enter number	
Q10	In how many public sector organizations have you worked in your career (including your current organization)?	Answer must be numerical.	
Q11	On what type of contract are you employed?	1 = Permanent contract/pensionable 2 = Short-term/Temporary/Contractor 98 = Don't know 99 = Refused to answer	
Q12	Which of the following best describes your rank and responsibilities?	1 = Management, direction and supervision: you are formally in charge of managing staff and budgets 2 = Technical and/or professional responsibilities 3 = Administrative support and assistance 97 = Other 98 = Don't know 99 = Refused to answer	
Q13	How many full-time staff members that you manage directly report to you??	Enter number	
Q14	What is your monthly net salary?	Enter number 98 = Don't know 99 = Refused to answer	
Q15	Have you ever worked in the private sector?	0 = No	

		1 = Yes 98 = Don't know 99 = Refused to answer	
Q16	What is the highest educational qualification you have attained? [Notes to enumerators/translators: Country-specific equivalent options should be provided but should stick closely to this categorisation.]	1 = Primary school 2 = Middle school 3 = Secondary school 4 = Diploma/Another post-high-school certificate 5 = Undergraduate degree 6 = Master's degree 7 = PhD 97 = Other (don't specify) 98 = Don't know 99 = Refused to answer	
Q17	Would you like to move into the private sector in the next two years?	0 = No 1 = Yes 98 = Don't know 99 = Refused to answer	
Q18	If your total public sector wage is represented as 100, what relative number would you expect to earn in the private sector? For example, 10% more would be 110, and 10% less would be 90.	Number	
Q19	Which of the following issues are most likely to make you want to change jobs?  Show showcard 1.	1 = Wage 2 = Conditions of service apart from wage (e.g. holiday allowance or leave, health insurance provision, or transportation allowance) 3 = Culture 4 = Office space/working environment 5 = Work is not interesting 6 = Role does not match skill set 7 = Poor training and development opportunities 8 = Limited promotion opportunities 9 = Limited responsibility 10 = Limited opportunity to have impact 11 = Political interference 97 = Other (don't specify) 98 = Don't know 99 = Refused to answer	
Q20	[DO NOT ASK RESPONDENT] What is the gender of the respondent?	1 = Male 2 = Female 98 = Don't know	

## Section 2: National Learning Goals

This module collects information on the extent to which valid learning goals exist throughout the education system along four margins:

- **NLG1: Targeting:** The extent to which there are targets derived from these goals, and the internalization of these targets in the daily work of administrators.
- **NLG2: Monitoring:** Whether there is systematic monitoring of the achievement of these targets.
- **NLG3: Incentives:** Whether achievement of targets impacts resourcing and personnel decisions along the service delivery chain.
- **NLG4: Community engagement:** Whether administrators are engaging communities in the achievement of these targets.

### NLG1: Targeting

#	Question	Options	Skips
NLG1.1	Does your organization have a clear set of performance indicators and targets that are aligned with and contribute to achieving learning goals at the national level?	<i>Scoring Omitted</i>	
NLG1.2	Do you think your organization's targets are measurable?	<i>Scoring Omitted</i>	
NLG1.3	To what extent are your daily tasks derived from, and consistent with, your organization's targets?	<i>Scoring Omitted</i>	
NLG2.1	Does your organization track how well districts are performing towards achieving these targets overall?	<i>Scoring Omitted</i>	
NLG2.2	Do you regularly have access to a functioning (electronic or equivalent) integrated Management Information System (MIS) or other data system?	<i>Scoring Omitted</i>	
NLG2.3	How is the overall performance of regions and districts reviewed (using MIS data or other means)?	<i>Scoring Omitted</i>	
NLG3.1	Does your unit/department receive rewards (financially or non-financially, such as through prizes or certificates) for high performance?	<i>Scoring Omitted</i>	
NLG3.2	Does your organization reward its employees (financially or non-financially, such as through a prize or certificate, or through promotions) for excellence in contributing towards national learning goals?	<i>Scoring Omitted</i>	
NLG3.3	Does information on region/district performance inform the ultimate budgets (or more broadly resources, such as the allocation of teachers) for the regions/districts?	<i>Scoring Omitted</i>	
NLG4.1	What is the most common means through which you or your organization receive feedback from parents and community leaders to discuss school performance and their children's learning?	<i>Scoring Omitted</i>	
NLG4.2	To what extent is feedback from schools/other stakeholders used in evaluating the performance of school districts?	<i>Scoring Omitted</i>	
NLG4.3	To what extent is feedback from schools/other stakeholders used in making decisions on region/district budgets?	<i>Scoring Omitted</i>	



## Section 3: Accountability & Mandates

This module aims to measure the extent to which the mandates are clear regarding the allocation of responsibilities. It assesses this issue through four indicators:

- **ACM.1: Coherence:** How frequently do authorities' accounts of the de facto experience of implementing government policy indicate a lack of coherence between state actors?
- **ACM.2: Transparency:** Are organizational and staff responsibilities made public?
- **ACM.3: Accountability of public officials:** Is there formal accountability among management for delivery of the organizational and individual mandates?

#	Question	Options	Skips
ACM1.1	In your experience, is the organizational responsibility for student learning assessments clear?	<i>Scoring Omitted</i>	
ACM1.2	In your experience, is the organizational responsibility for teacher supervision and coaching clear?	<i>Scoring Omitted</i>	
ACM1.3	In your experience, is the organizational responsibility for procuring inputs clear?	<i>Scoring Omitted</i>	
ACM2.1	Does your organization make public its achievements of its performance targets?	<i>Scoring Omitted</i>	
ACM2.2	How committed would you say your organization is to making its activities transparent to the public?	<i>Scoring Omitted</i>	
ACM2.3	To what extent do you think transparency is beneficial? Do the benefits outweigh the costs?	<i>Scoring Omitted</i>	
ACM3.1	What would happen if an official reported false information about a region/district's learning assessments?	<i>Scoring Omitted</i>	
ACM3.2	What would happen if an official helped hire a teacher for private gain rather than public good?	<i>Scoring Omitted</i>	
ACM3.3	What would happen if an official distorted the procurement process for private benefit?	<i>Scoring Omitted</i>	

## Section 4: Quality of Bureaucracy

This module aims to assess the quality of bureaucracy, which is the implementing machinery of the government for achieving National Learning Goals, along four margins:

- **QB1: Knowledge and skills:** Both technical and leadership skills on core functions necessary for achieving national learning goals.
- **QB2: Work environment:** Whether public officials undertake their daily work in an enabling environment.
- **QB3: Merit:** The extent to which merit is used in the selection and promotion of public officials.
- **QB4: Motivation and attitudes:** Whether administrators have the motivation and mission orientation to deliver on their core functions.

#	Question	Options	Skips
QB1.1	What percent of their time do you think teachers are absent without providing justification?	<i>Scoring Omitted</i>	
QB1.2	What is the average class size in a typical 4th-grade class?	<i>Scoring Omitted</i>	
QB1.3	To what extent do you agree that any gaps in your knowledge and skills are being adequately addressed through trainings or other related capacity building?	<i>Scoring Omitted</i>	
QB2.1	In your view, how often do employees of this organization trust one another to fulfill the commitments they make?	<i>Scoring Omitted</i>	
QB2.2	If a member of the public offered an officer a large amount of money or an expensive present for solving their problem should the officer welcome it as a token of thanks?	<i>Scoring Omitted</i>	
QB2.3	How does your organization encourage innovation and the adoption of new practices in its day-to-day operations?	<i>Scoring Omitted</i>	
QB3.1	Which of the following methods were used in the selection process for your current position?	<i>Scoring Omitted</i>	
QB3.2	How would you characterize recent promotions into your organization?	<i>Scoring Omitted</i>	
QB3.3	To what extent do you feel that the financial or non-financial (e.g. recognition or certificate) rewards given to employees in your organization is fair?	<i>Scoring Omitted</i>	
QB4.1	To what extent would you say you are satisfied with your experience of working in the government?	<i>Scoring Omitted</i>	
QB4.2	Imagine that when you started your motivation was 100. What number would you say your motivation was now relative to that?	<i>Scoring Omitted</i>	
QB4.3	How often do employees of this organization feel that no matter how well they do their job it will not make a difference in student achievement?	<i>Scoring Omitted</i>	
To what extent do you agree with the below statements?			
QB4.4a	It is acceptable for a teacher to be absent if the assigned curriculum has been completed.	<i>01 = Strongly Disagree</i> <i>02 = Disagree</i> <i>03 = Neither agree nor disagree</i> <i>04 = Agree</i> <i>05 = Strongly Agree</i> <i>98 = Don't know</i>	
QB4.4b	It is acceptable for a teacher to be absent if students are left with work to do.		
QB4.4c	It is acceptable for a teacher to be absent if the teacher is doing something useful for the community.		
QB4.4d	Students deserve more attention if they attend school regularly.		
QB4.4e	Students deserve more attention if they come to school with materials.		
QB4.4f	Students deserve more attention if they are motivated to learn.		

QB4.4g	To be honest, students can't really change how intelligent they are.	99 = <i>Refused to</i>	
QB4.4h	Students can always substantially change how intelligent they are.	<i>answer.</i>	

## Section 5: Impartial Decision-Making

This module aims to assess the extent to which public officials implement policies in an impartial way that is free from political clientelism or trade unions' undue protectionism. We have four indicators for different aspects of decision-making:

- **IDM1: Politicized personnel management:** The extent to which politicians try to influence the hiring of administrators, principals, and teachers; and the extent to which senior officials are transferred or dismissed because of political factors.
- **IDM2: Politicized policy-making:** The extent of political influence in the choice of facilities and expenditure allocation.
- **IDM3: Politicized policy-implementation:** The extent of political influence in the implementation of key education-related policies.
- **IDM4: Employee unions as facilitators:** Whether employee unions are a bottleneck to the accountability and performance of the bureaucracy and schools.

#	Question	Options	Skips
IDM1.1	To what extent would you agree that hiring decisions in your organization are more likely to be based on political connections than on merit?	<i>Scoring Omitted</i>	
IDM1.2	To what extent would you agree that promotion decisions in your organization are more likely to be based on political connections than on merit?	<i>Scoring Omitted</i>	
IDM1.3	In general, in what proportion of cases is the underperformance of teachers and mismanagement of schools misreported as a result of political influence? For example, through misreporting school inspections.	<i>Scoring Omitted</i>	
IDM2.1	How are policy decisions taken on where to build more schools or which schools to renovate?	<i>Scoring Omitted</i>	
IDM2.2	How much would you say politics affects the design and development of the school curriculum? For example, in the subjects taught or the language they are taught in.	<i>Scoring Omitted</i>	
IDM2.3	How are policy decisions on how many teachers to hire taken?	<i>Scoring Omitted</i>	
IDM3.1	In the past 12 months, on what proportion of the programs or projects at your organization have you observed others breaking the public service rules?	<i>Scoring Omitted</i>	
IDM3.2	In the past 12 months, on what proportion of contracts issued by your organization (e.g. for the construction of schools or other buildings) has contracting been adversely affected due to political influence?	<i>Scoring Omitted</i>	
IDM3.3	In your organization, what proportion of public procurements is subject to political influence?	<i>Scoring Omitted</i>	
IDM4.1	To what extent would you say that being a union member affects a teacher's ability to get a job in a school?	<i>Scoring Omitted</i>	
IDM4.2	To what extent would you say that public servants who are members of a union receive preferential treatment (e.g. promotions, placements, transfers) over those teachers who are not members of a union?	<i>Scoring Omitted</i>	
IDM4.3	Suppose government wanted to introduce improved pedagogical practices, for example to introduce teacher evaluations as a way of improving pedagogical practices. How would the education union respond?	<i>Scoring Omitted</i>	

## Section 6: Human Resources Questionnaire

This module is to be asked to a single respondent of each organization whose role is closest to the director of human resources. This individual should have a strong understanding of the current state of personnel and their capacity across the organization. By organization, we mean the physical environment in which the education administration is embedded, and thus may encompass a larger entity than just the education team.

#	Question	Options	Skips
ORG1.1	In the past year, has there been a change in the following officials?		
	Head of the Education Ministry/Department	0 = No 1 = Yes 98 = Don't know 99 = Refused to answer	
	Finance director		
	Planning director		
	School supervision director		
	M&E director		
ORG1.2	What are the main reasons for these director-level officials leaving the organization?		
	Head of the Education Ministry/Department	0 = No 1 = Yes 98 = Don't know 99 = Refused to answer	
	Finance director		
	Planning director		
	School supervision director		
	M&E director		
ORG1.3	Are the following positions in the administration currently filled?		
	Head of the Education Ministry/Department	0 = No 1 = Yes 98 = Don't know 99 = Refused to answer	
	Finance director		
	Planning director		
	School supervision director		
	M&E director		
ORG1.4	How long have the following officials been in their current position?		
	Head of the Education Ministry/Department	0 = No 1 = Yes 98 = Don't know 99 = Refused to answer	
	Finance director		
	Planning director		
	School supervision director		
	M&E director		
ORG1.5	How many vacancies are open for non-director positions?	Number	
ORG1.6	How long do non-director vacancies usually stay open for before they are filled?	Number	
ORG2.1	During a typical working day (8 hours from 9am to 5pm), how many hours is there electricity (grid or generator)? _____ hours	Answer must lie between 0 and 8	
ORG2.2	Out of the five [5] working days, how many days is the phone network working for 50% of calls or more?	Answer must lie between 0 and 5	
ORG2.3	Out of the five [5] working days, how many days is their internet access good enough to check e-mail?	Answer must lie between 0 and 5	
ORG2.4	Out of every ten [10] officers, how many have access to a computer (desktop or laptop)?	Answer must lie between 0 and 10	
ORG2.5	Out of every ten [10] officers, how many can use a computer to write a memo?	Answer must lie between 0 and 10	
ORG2.6	Out of every ten [10] officers, how many can use a computer to create a PowerPoint presentation?	Answer must lie between 0 and 10	

ORG2.7	Out of every ten [10] officers, how many can use a computer to create an Excel spreadsheet?	<i>Answer must lie between 0 and 10</i>	
ORG2.8	Out of every ten [10] officers, how many have access to a vehicle (privately owned or otherwise) that can be used for work?	<i>Answer must lie between 0 and 10</i>	
ORG3.1	Is there someone monitoring that all basic inputs are available to the students in the regions/districts? Basic inputs include: functioning blackboard, chalk, pens, pencils, textbooks, exercise books in 4th grade classrooms, basic classroom furniture, and at least one computer in the schools.	<i>0 = No</i> <i>1 = Yes</i> <i>98 = Don't know</i> <i>99 = Refused to answer</i>	
ORG3.2	Who has responsibility for monitoring basic inputs to regions/districts?	<i>Record answer.</i>	
ORG3.3	Is there someone monitoring that all basic infrastructure is available in regions/districts? Basic infrastructure includes: functioning toilets, electricity, drinking water, and accessibility for people with disabilities.	<i>0 = No</i> <i>1 = Yes</i> <i>98 = Don't know</i> <i>99 = Refused to answer</i>	
ORG3.4	Who has responsibility for monitoring basic infrastructure in regions/districts?	<i>Record answer.</i>	
ORG4.1	Is the organizational responsibility for student learning assessments clearly defined in legislation?	<i>Scoring Omitted</i>	
ORG4.2	Is the organizational responsibility for teacher supervision and coaching clearly defined in legislation?	<i>Scoring Omitted</i>	
ORG4.3	Is the organizational responsibility for the procuring school inputs and maintaining infrastructure clearly defined in legislation?	<i>Scoring Omitted</i>	
ORG5.1	What are the three most important sources of information you use to find out about the state of service delivery in your jurisdiction?	<i>1 = Informal interactions e.g. through co-workers</i> <i>2 = MIS</i> <i>3 = Formal field visits</i> <i>4 = Reports from the frontline</i> <i>5 = Information from higher tiers</i> <i>6 = Formal interactions with lower-tier institutions;</i> <i>7 = Formal citizen / user interactions</i> <i>8 = Media sources</i> <i>9 = Other</i> <i>98 = Don't know</i> <i>99 = Refused to answer</i>	

## Section 7: Post-Interview

**Enumerator Note:** To be filled by the enumerator at the end of the interview.

#	Question	Answers	Skips
Q1	Calculate the total duration of the interview.	<i>Hours &amp; Minutes</i>	
Q2	Where was the interview conducted?	<i>1 = Dedicated survey room;</i> <i>2 = Interviewee's office;</i> <i>3 = Other [don't specify]</i>	
Q3	Was the interview completely private, or was there somebody else in the room during the interview (aside from members of the survey team)?	<i>1 = Completely private;</i> <i>2 = Other people in the room;</i> <i>3 = Sometimes private, sometimes other people</i>	
Q4	Did the respondent appear knowledgeable about the work environment, and their organization as a whole? Select one response only.	<i>1 = Some knowledge of their own working environment, but not about the organization as a whole;</i> <i>2 = Expert knowledge about their working environment, but not about the organization as a whole;</i> <i>3 = Expert knowledge about both their own work and about the organization as a whole.</i>	
Q5	To what extent was the respondent willing to reveal basic and confidential/sensitive information? Select one response only.	<i>1 = Very reluctant to provide more than basic information;</i> <i>2 = Provided all basic information and some confidential/sensitive information;</i> <i>3 = Willing to provide both basic and confidential/sensitive information.</i>	
Q6	During the interview, did the respondent seem patient? Select one response only.	<i>1 = Little patience – wanted to run through the interview as quickly as possible;</i> <i>2 = Some patience – willing to provide richness to answers but also time constrained;</i> <i>3 = Lots of patience – willing to talk for as long as required.</i>	
Q7	How do you think the interview went? Select one response only.	<i>1 = Very badly</i> <i>2 = Somewhat badly</i> <i>3 = Somewhat well</i> <i>4 = Very well</i>	
Q8	Note any particular challenge encountered whilst conducting the interview. Note all relevant responses.		