

**DEMSTAR – Kyrgyzstan – The presidential Administration**

**Questionnaire for head of departments, deputies (or other  
top level officials) in the presidential administration of  
Kyrgyzstan**

**(Final version)**

**Questions about policy-initiation and formulation**

**The role of the bureaucracy**

**1. Does the following description fit the role of your department?**

*This indicator tries to capture the strength of the particular department in terms of deciding its own policy.*

- |   | Agree                    | Disagree                 |
|---|--------------------------|--------------------------|
| (1) The department itself initiates the political proposals | <input type="checkbox"/> | <input type="checkbox"/> |

**Interviewer: If the respondent agreed, proceed to question 2.**

**1a. If you disagree: Who formulates policies?**

- |  |                          |
|--|--------------------------|
| (1) The President / President's office           | <input type="checkbox"/> |
| (2) The Prime Minister / Prime Minister's office | <input type="checkbox"/> |
| (3) The Cabinet of Ministers                     | <input type="checkbox"/> |
| (4) Political Parties                            | <input type="checkbox"/> |
| (5) Interest organizations                       | <input type="checkbox"/> |
| (6) International organizations                  | <input type="checkbox"/> |
| (7) Other – please specify                       | <input type="checkbox"/> |

**2. How would you characterize the legislation initiated by your department?**

- |   |                          |
|---|--------------------------|
| (1) Mostly general and open statements/frameworks with wide margins for bureaucratic discretion | <input type="checkbox"/> |
| (2) More general and open statements/frameworks than precise formulations                       | <input type="checkbox"/> |
| (3) More precise formulations than general open statements/frameworks                           | <input type="checkbox"/> |
| (4) Mostly precise formulations on individual rights and obligations                            | <input type="checkbox"/> |

**2a. Please comment on your answer, especially in relation to the international context (harmonization with international laws etc.).**

---

---

---

**3. In most cases could/can you trust your departmental officials to provide reliable and intelligent information?**

*This indicator is to capture the nature of the work of departmental officials and the extent to which departmental heads use their departmental officials for political advice.*

- (1) Yes, mostly
- (2) Yes, sometimes
- (3) Rarely
- (4) No, not at all

**3a. Does this also apply to political advice? (Open answer)**

---

---

---

**4. If you needed external advice, whom would you prefer to rely on, or have you relied on, to get the information you need?**

- (1) Political advisors
- (2) Political Parties
- (3) Academic specialists
- (4) NGO specialists
- (5) Others: (specify)

**4a. To what extent are external advisors used in the policymaking process?**

- (1) Always
- (2) Often
- (3) Sometimes, concerning important issues
- (4) Rarely

**4b. Please provide examples (when and in which cases did your department use external advisors, and if so, who were the advisors?)**

---

**5. Concerning departments in the presidential administration, would you say that the quality of civil servants has improved or declined since 1991 regarding ability to provide advice?**

*By quality we refer to education, but also to the independent problem solving ability, the attitude to responsibility and efficiency.*

- (1) Significant improvement
- (2) Some Improvement
- (3) No change
- (4) Declined

**5a. Interviewer: If the respondent did not mark “declined”, proceed to question 6a.**

**6. If declined, what are the main reasons?**

- (1) They are not qualified to handle new tasks
- (2) They have second jobs for economic reasons
- (3) The best have left for jobs in the private sector
- (4) The best have left for jobs in international organizations or are working abroad
- (5) They are not motivated to perform a good job
- (6) Other:

**6a. If you think that the quality of civil servants has improved or did not change, please explain why?**

---

---

**7. In your own department, is/was it common practice that departmental officials have close working relationships with significant organizations (business, NGO, or state) within the field of the department?**

- (1) Yes :
- (2) No :

**7a. If “yes” or “no”, why?**

---

**8. Is/was this a common practice in other departments?**

- (1) Yes :
- (2) No :
- Do not know :

**12. Departmental officials should advise:**

- On technical matters? (1) Agree  (2) Disagree
- On political strategy? (1) Agree  (2) Disagree

**13. In your opinion, it is better if the departmental heads themselves can appoint their officials?**

*(Interviewer: pause before you mention the last category)*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**14. In your opinion, should officials in one department be allowed to provide information to other ministries or departments without prior permission?**

*(Interviewer: pause before you mention the last category)*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**14a. Interviewer: If the respondent disagreed or did not know, proceed to question 16.**

**15. If you agree, was/is this a common occurrence between yours and other departments?**

- (1) Yes :
- (2) No :

**The influence of outside actors**

**16. Name the three most influential domestic political players (organizations and/or persons) in Kyrgyzstan before and after 1991 (for example: representatives of the legislature, executive power field, political parties, "Grey Cardinals", private business etc.)**

*Interviewer: When writing surname (and post), pay special attention to the peak of career or popularity of the named persons.*

Before 1991:

After 1991:

(1)

(1)

(2)

(2)

(3)

(3)

**17. Name the three most influential political actors in your field of responsibility as head of department after independence. (reflect upon current or latest post)**

*Interviewer: When writing surname (and post), pay special attention to the peak of career or popularity of the named persons.*

(1)

(2)

(3)

**18. Which department in the presidential administration do you consider to be the core department in terms of influence on decision-making in other departments?**

---

**19. If other departments and/or ministries try to influence proposals in your own department, causing you to lose competence or resources, how would you perceive it?**

(1) Generally acceptable :

(2) Generally not acceptable :

**20. In cases where other departments, ministries or parliamentary committees tried to influence proposals in your own department, who did it most frequently?**

- (1) Which ministry? \_\_\_\_\_
- (2) Which department? \_\_\_\_\_
- (3) Which parliamentary committee \_\_\_\_\_
- (4) Other \_\_\_\_\_

**21. From your point of view, when other departments, ministries or parliamentary committees interfered in your business, could it be that a third party outside the realm of politics has interfered in the decision-making?**

- (1) Agree :  \_\_\_\_\_ If you agree, give an example of who this third party may be:
- (2) Disagree :
- (3) Do not know :

**22. During your time in the department, did foreign actors (governments, international organizations) try to influence policy and regulations in your department?**

- (1) Yes :
- (2) No :

**22a. Interviewer: if the respondent answered "no", proceed to question 23.**

**22b. Name the three most important international actors.**

- (1) \_\_\_\_\_
- (2) \_\_\_\_\_
- (3) \_\_\_\_\_

**23. In general, in cases when foreign actors did have influence, would you say that their influence on the decisions to be made had a positive or negative effect on the solutions of domestic problems?**

- |                     | (1) Always               | (2) Most cases           | (3) Rarely               | (4) Never                |
|---------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| (A) Positive effect | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (B) Negative effect | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| (C) No effect       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

**23a. If possible, please comment:**

---

---

---

**24. Have you ever felt under pressure from outside actors (non-state organizations, peak level business, etc.) to initiate new legislation?**

- (1) Often
- (2) Often, but not concerning really important issues
- (3) Sometimes
- (4) Rarely
- (5) Never

**Interviewer:** *if 1-3 proceed to question 25,*  
*if 4-5 proceed to question 26*

**25. If often, did you feel that this pressure was positive or negative for the country?**

- (1) Always Positive  (2) Mostly Positive  (3) 50/50  (4) Mostly Negative  (4) Always Negative

**25a. If possible, please comment on your answer (from the perspective of the society, economy, government, international position etc.)**

---

---

**26. Do the civil servants of your department have close working relationships with major interest organizations within the department's resort?**

*"Working relationship" understood as cases in which organizations are invited to comment on policy proposals or when they assist by contributing information on the specific policy area in question.*

- (1) Yes, most of the time :
- (2) Yes, but only concerning important issues :
- (3) No :

**27. Concerning lobbying, that is when outside interests attempt to influence the political process, would you in most cases agree or disagree with the following statements?**

- |  | (1) Agree                | (2) Disagree             |
|--|--------------------------|--------------------------|
| (A) Lobbying is positive because it provides the information you need to make the right decision | <input type="checkbox"/> | <input type="checkbox"/> |
| (B) Lobbying is negative because the information you receive is biased                           | <input type="checkbox"/> | <input type="checkbox"/> |
| (C) Lobbying is positive because you get support from the concerned groupings                    | <input type="checkbox"/> | <input type="checkbox"/> |
| (D) Lobbying is negative because it erodes the impartiality of the department                    | <input type="checkbox"/> | <input type="checkbox"/> |

**27a. If possible, please comment on your answer and provide examples of negative or positive lobbying:**

---

---

**28. Do you believe that decisions are improved when concerned interests are incorporated or heard in the process of formulation?**

- |                     |                          |
|---------------------|--------------------------|
| (1) Yes, mostly     | <input type="checkbox"/> |
| (2) Yes, sometimes  | <input type="checkbox"/> |
| (3) No, only rarely | <input type="checkbox"/> |
| (4) No, worse       | <input type="checkbox"/> |

**Your comments:**

---

---

**28a. In which form is/was the concerned interests incorporated or consulted in the process?**

- |  |                          |
|--|--------------------------|
| (1) We have an Institutional forum for discussion and co-operation.      | <input type="checkbox"/> |
| (2) Institutional forums are formed on an ad hoc basis.                  | <input type="checkbox"/> |
| (3) There can be informal forums depending on the character of the case. | <input type="checkbox"/> |

## ***Decision-making process***

**29. Try to rank the most important formal decision-makers affecting decisions in your department: for example, yourself, the President, the Prime Minister, ministers, vice ministers, formal ministerial advisers, administrative advisers, departmental directors, chairmen of parliamentary committees, individual members of parliament.**

*The list contains only suggestions. The respondent should be encouraged to reflect upon his/her own experience.*

(1) \_\_\_\_\_

(2) \_\_\_\_\_

(3) \_\_\_\_\_

(4) \_\_\_\_\_

(5) \_\_\_\_\_

(6) \_\_\_\_\_

**30. Try to rank the following fora with regard to decision-making of relevance for your department: the President, the cabinet, the council of ministers, cabinet committees, parliamentary committees, courts.**

(1) \_\_\_\_\_

(2) \_\_\_\_\_

(3) \_\_\_\_\_

(4) \_\_\_\_\_

(5) \_\_\_\_\_

(6) \_\_\_\_\_

**31. Name the most important informal decision-making forum affecting your department.**

---

**36. Based on your experience, what are the three most important issues that complicate decision-making in your department?**

(1) \_\_\_\_\_

(2) \_\_\_\_\_

(3) \_\_\_\_\_

**37. If solutions to problems are not applicable due to current legislation, what do you believe to have been the general response in various departments?**

- (1) To solve the problems by administrative measures, regardless of current legislation
- (2) To solve the problem by administrative measures, and at the same time initiate revision of the relevant legislation
- (3) To initiate a change of legislation before addressing the problem
- (4) Other. Please comment:

### ***Implementation***

**38. Were you generally confident that decisions made in your department would be implemented as intended by your staff?**

- (1) Yes :
- (2) No :

**38a. Please, indicate, whether situations often arise, that make it necessary to control the work of your departmental staff so as to ensure that decisions are implemented in accordance with the political intentions?**

- (1) Yes, often
- (2) Seldom
- (3) Practically never

**39. Some people claim that there are many obstacles to implementing a policy effectively and efficiently. I am now going to read out some of these obstacles. Please specify whether you have experienced these in your department:**

- (1) Inadequate resources (time and finances)
- (2) Lack of understanding and agreement on objectives by the involved officials
- (3) Poor policy design (no or inappropriate relation between cause and effect)
- (4) Lack of co-ordination and information
- (5) Lack of monitoring and evaluation activity on decision-making process and implementation
- (6) Tasks were insufficiently specified
- (7) Outside interference in the program (please specify)
- (8) Staff insufficiently motivated

**39a. If possible, please provide other examples (open answer).**

---

---

**39b. Some people claim that regional interests are a major obstacle to implementing a policy effectively and efficiently – what is your opinion?**

- (1) Agree
- (2) Disagree

**Please, elaborate:**

---

---

---

**40. In cases where either implementation or a policy-program faced difficulties, did you or the management of the department take political responsibility?**

- (1) Yes
- (2) No

**41. To what extent do you agree with the following proposition?**

**To ensure compliance in the process of implementation, it is better when organizations, private business or other concerned interests assist in formulating the implementation design.**

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**41a. If you strongly agree or agree, please provide examples:**

**41b. If you disagree, please explain why:**

**42. To what extent do you agree with the following proposition?**

***Powerful non-state actors (companies, individuals etc.) can escape regulatory measures.***

*Please evaluate the above statement in the case of the following actors:*

*a) individuals*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*b) interest organizations*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*c) business actors*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*d) other; please specify*



**The attitude and role of the public**

**45. What role should the public primarily play in politics?**

**(Only one mark)**

- (1) The public should elect representatives and let them run the country.
- (2) The public should take an interest in politics and communicate their views to the representatives.
- (3) The public should become actively engaged in parties, associations, local government, etc. in order to gain greater influence on politics.

**46. During your time in the department, did you experience attempts to bribe you into favoring specific groups or individuals?**

- (1) Often
- (2) Sometimes
- (3) A few times
- (4) Never
- (5) No answer

**46a. During your time in the department, have you heard of such attempts in other departments?**

- (1) Yes
- (2) No

**47. During your time in the department, did you receive threats from non-state actors (peak level business, interest groups, etc.)?**

- (1) Often
- (2) Sometimes
- (3) A few times
- (4) Never
- (5) No answer

**Interviewer: if the respondent answered "never" or "no answer", proceed to question 48.**

**47a. If you did receive threats, then in which cases? (Give examples)**

**47b. If you did receive threats, please specify which type:**

- (1) Threats from party donors to cut finances
- (2) Political sanctions
- (3) Other, please specify

**48. If such pressure was applied in any department, did it, in your opinion, affect decisions or implementation?**

*(Open answer)*

---

---

---

---

**49. Do you agree that misuse of status positions is common in Kyrgyzstani politics?**

*Interviewer: pause before you mention the last category*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**50. At which level of government do you think that the phenomenon of misuse is most common?**

*Interviewer: Multiple marks allowed*

- (1) Top level
- (2) Ministers
- (3) Intermediate level
- (4) Lower level officials
- (5) Parliament
- (6) Do not know

**51. During your time in the department, did you obtain any knowledge about persons engaged in irregular activities on the governmental level?**

*This question tries to establish a picture of the prevalence of this phenomenon.*

- (1) Yes, in my own department
- (2) Yes, in other departments
- (3) No, but I assume so
- (4) No, not at all

**Your comments:**

---

---

---

**52. In your opinion, are current laws sufficient for combating corruption?**

*(Open answer)*

---

---

---

---

**52a. In your opinion, are the law-enforcement agencies effective in the battle against corruption?**

- (1) Yes
- (2) Yes, more or less
- (3) Yes and No
- (4) Rather not
- (5) No

**53. In your opinion, what are the main cause(s) of corruption in the state administration?**

*(please rank these options, if possible)*

- (1) Salaries too low
- (2) Low moral quality of civil servants
- (3) Legacy of the soviet system  
(nomenclature networking)
- (4) Illegal organizations (Mafia)
- (5) Other (please comment).

**53a. From your point of view, do clan-structures have any influence on the level of corruption in the Republic of Kyrgyzstan?**

- (1) The clan structures pave the way for corruption.
- (2) The clan structures do not have any significant influence on the level of corruption in the country.

**54. Which other country in the world do you think Kyrgyzstan resembles most?**

**Now:** \_\_\_\_\_ **In 10 years:** \_\_\_\_\_

**Why?**

## ***Background Questions***

**55. Have you ever been elected to a political post (parliament member, local government)? Please specify.**

---

**56. Were/are you a party member? - If so, which party.**

---

**57. What was/is your position in this party?**

---

**58. What was your occupation before 1991?**

---

**60. If Kyrgyzstani resident before 1991:**

**Were you member of a party ?**

- (1) Yes, the Communist Party
- (2) Yes, the Young Communist League
- (3) Yes, other party/movement  
Which one \_\_\_\_\_
- (4) Non-member

**61. What is your education?**

- (1) Primary
- (2) Secondary
- (3) Secondary, special
- (4) University (please specify below)
- (5) Bachelor
- (6) Master
- (7) Ph.D.
- (8) Doctoral
- (9) Academic position

**62. In which field were you educated?**

---

**63. Have you supplemented your education after 1991?**

Yes:

No:

**If yes, then which type?**

---

**64. Where were you educated, before and after 1991?**

- | Before 1991  | After 1991  |
|--|---|
| (1) Kyrgyzstan <input type="checkbox"/>              | (1) Kyrgyzstan <input type="checkbox"/>                       |
| (2) Other communist country <input type="checkbox"/> | (2) Other previous communist country <input type="checkbox"/> |
| (3) Western Europe <input type="checkbox"/>          | (3) Western Europe <input type="checkbox"/>                   |
| (4) USA <input type="checkbox"/>                     | (4) USA <input type="checkbox"/>                              |
| (5) Other: (specify) <input type="checkbox"/>        | (5) Other: (specify) <input type="checkbox"/>                 |
- \_\_\_\_\_

**65. What is your age?** \_\_\_\_\_(years)

**65a. Sex:** 1. Male ( ) 2. Female ( )

**66. What is your marital status?**

---

**67. What is your ethnic background?**

---

**68. If married, what is the ethnic background of your spouse?**

---

**69. In which country (republic) were you born?**

---

**69a. Please, indicate where you were born (county, city, region).**

---

**69b. In what language do you mainly speak:**

**At home**

- (1) Kyrgyz
- (2) Russian

**At work**

- (1) Kyrgyz
- (2) Russian

***Interviewers remarks***

**70. Has the respondent been charged with or sentenced in matters of corruption during his/her time in the department?**

---

**71. Did you generally consider his/her answers reliable?**

---

**72. If not, which answers in particular do you think were unreliable? (Please refer to the number of the question).**

---

---

---

---

**73. Which questions did you perceive to be the most difficult for the respondent to understand? (Please refer to the number of the question).**

---

---

---

---

**74. Did you feel that some of the questions went too far terms of violating the discretion of the respondent? (If yes, please specify).**

---

---