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The control imperative

Nieto Morales, Fernando

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Summary

In the course of the last decades, global social and economic changes have brought about a more dynamic and unstable form of capitalism. Companies and governments all around the world have been forced to rethink their organizational models and adapt them to become more flexible, accountable and effective. But how exactly does this process work for organizations and managers?

This book studies reorganizations, that is, intentional changes in the structure and internal policies of organizations, in the wake of mounting globalization. It uses observations drawn from a multi-method study involving survey, archive and interview data from top managers and public officials from private companies and government agencies in the Netherlands and Mexico to understand some of the mechanisms behind contemporary reorganizations. It offers the thesis that control, that is, the active alignment of employees' capabilities to organizational and managerial goals, is a crucial factor to understand reorganizations.

Some of the questions addressed in the five empirical chapters of the book include: Why do some managers embark on reorganizations, whereas others avoid them? What does it take to implement reorganization if there is no budget for it? Did changes in the public sector really make these organizations more flexible and adaptive?

SUMMARY

Why is it that some managers readily embark on reorganizations, whereas others avoid them?

We advance a “managerial gattopardism” thesis, claiming that empowered managers are likely to avoid risky reorganization, unless it is useful to improve their position. In particular, we theorize that managers’ control position has an inverse relation with the occurrence of reorganizations. Evidence supporting this idea is found in a study involving two waves of survey data from a sample of 365 Dutch top managers of private establishments. Results from a structural model show a negative effect of managerial control on reorganization, as well as a positive (reinforcing) effect of control through time. This evidence suggests that managers do not necessarily embark on changes, as assumed in many popular textbooks, because they are “in control”, but probably because they are not.

Why do some managers decide to embark on structural changes such as massive layoffs and downsizing, whereas others chose reorganizations geared to the improvement of organizational capacity?

We examine the relationship between structural organizational conflict and the likelihood and type of reorganization. We theorize that different forms of structural conflict are related to different types of reorganization. Hypotheses are tested using data from 238 top managers of private establishments in the Netherlands. Statistical analyses show that sampled managers who recognize vertical conflict (clashes between superiors and subordinates) are also more likely to embark on quick and decisive structural change, such as downsizing. By contrast, those perceiving horizontal conflict (between laterally placed organizational subunits) are more likely to embark on changes aimed at increasing organizational capacity, such as training and process reengineering.

How do (public) managers attain and sustain control in order to implement an administrative reform?

Building enforcement capacity, that is, attaining and sustaining control to implement reorganization, is crucial for the success of public management reforms. However, this aspect does not receive much theoretical or empirical attention. We analyze the process of building enforcement capacity in the reform of the Mexican Professional Civil Service. Although it experienced complications (limited support, resources, and credibility), important goals were attained and some control was achieved. We study how officials gained control over implementation through the adaptive management of combinations of different control strategies (regulatory, normative, and procedural). The case study, focused on the analysis of in-depth interviews with the highest officials involved in the implementation of this reform, finds evidence for three combinations of strategies next to a general pattern characterized by a trade-off between compliance and coordination. This trade-off shows that the process of building enforcement capacity may have unintended consequences for public policy.

What does it take to implement governmental reorganization without a budget for it?

A traditional technocratic approach to public management reform stresses the need to commit large resource endowments to implement reform. Building on an institutional framework, we argue that public agencies with limited resource endowments have alternative pathways to compliant implementation. Our comparative study of 55 Mexican government agencies that were the object of the 2003 Civil Service Reform Act reveals the co-occurrence of both technocratic and institutional pathways to compliant implementation. The common denominator across

SUMMARY

pathways in organizations with low resource endowments was absence of strong oppositional norms (patronage) and presence of robust interpersonal trust. We conclude that the role played by resource endowments in compliant reform implementation is far from straightforward, and depends on different combinations of public organizations' characteristics.

Did reforms in the public sector really make organizations more flexible and adaptive?

Proponents of New Public Management (NPM) expect public organizations to be more flexible and adaptive after reform, effectively showing convergence with patterns of reorganization in the private sector. We test this "convergence argument" in a Dutch sample of 61 public and 61 private organizations. We study whether public organizations, after 20 years of NPM reform, change their organizational structures and internal policies in relation to competitive, regulatory and autonomy pressures, similarly to private organizations. Statistical analyses show that competition increases the incidence of change both in public and private organizations. High managerial autonomy and exposure to regulatory pressures relate to increased incidence of change in public organizations, but not in private ones. The results support the idea that NPM reform has made public organizations more similar to private organizations, but that some concrete differences persist between private and public management in the Netherlands.

Samenvatting

In de afgelopen decennia hebben wereldwijde sociale en economische veranderingen gezorgd voor een meer dynamische en instabiele vorm van kapitalisme. Over de hele wereld zagen bedrijven en overheden zich gedwongen om hun organisatiemodellen te heroverwegen en zodanig aan te passen dat ze flexibeler, verantwoordelijker en effectiever zijn. Maar hoe werkt dat proces precies voor organisaties en managers?

Dit boek bestudeert reorganisaties (d.w.z. intentionele veranderingen in de structuur en het intern beleid van organisaties) in het kielzog van toenemende globalisering. Het maakt gebruik van observaties uit een multi-method study onder managers en topambtenaren van zowel private ondernemingen, als overheidsdiensten in Nederland en Mexico. De data zijn afkomstig uit enquêtes, archieven en interviews en bieden inzicht in een aantal mechanismen onderliggend aan hedendaagse reorganisaties. De centrale stelling is dat controle een onmisbare factor is om reorganisaties te begrijpen, waarbij controle is gedefinieerd als een actieve afstemming van de capaciteiten van medewerkers met doelen van de organisatie en managers.

In de vijf empirische hoofdstukken van dit boek komen onder meer de volgende vragen aan bod: Waarom initiëren sommige managers reorganisaties, terwijl andere deze juist vermijden? Wat is nodig om een reorganisatie te door te voeren wanneer er geen budget voor bestaat? Hebben veranderingen in de publieke sector daadwerkelijk geleid tot meer flexibiliteit en een groter aanpassingsvermogen van deze organisaties?

Waarom beginnen sommige managers met enthousiasme aan een reorganisatie, terwijl anderen deze juist vermijden?

Wij poneren de “gattopardistische managers” stelling, welke beweert dat managers met goede machtsposities geneigd zijn om riskante reorganisaties te mijden, tenzij die hun positie kunnen verbeteren. In het bijzonder redeneren we dat de machtspositie van managers direct gerelateerd is aan het uitblijven van reorganisaties. Bewijs voor dit idee werd gevonden in een enquête onder 365 Nederlandse topmanagers in particuliere ondernemingen, afgenomen op twee tijdstipmomenten. De resultaten van een structureel model tonen aan dat de controlepositie van managers een negatief effect heeft op het voorkomen van reorganisaties en dat controle door de tijd heen een positief, zichzelf versterkend, effect heeft. Deze bevindingen impliceren dat managers niet, zoals verondersteld wordt in vele standaardwerken, beginnen aan reorganisaties omdat ze in controle zijn, maar juist omdat ze dat niet zijn.

Waarom besluiten sommige managers om structurele veranderingen (zoals massaontslag en downsizing) door te voeren, terwijl andere kiezen voor reorganisaties die zijn gericht op verbetering van de organisatorische capaciteit?

We onderzoeken de relatie tussen enerzijds structurele organisatorische conflicten en anderzijds de waarschijnlijkheid dat bepaald types reorganisatie plaatsvinden. We redeneren dat verschillende vormen van structurele conflicten zijn gerelateerd aan verschillende types reorganisaties. De hypothesen worden getoetst aan de hand van data van 238 topmanagers van private ondernemingen in Nederland. Uit statistische analyses blijkt dat managers die verticale conflicten ervaren (botsingen tussen superieuren en ondergeschikten) meer kans hebben om snelle en resolute veranderingen door te voeren, zoals massaontslag.

Daarentegen hebben managers die horizontale conflicten ervaren (conflicten tussen gelijkwaardige organisatorische onderdelen) meer kans om veranderingen te initiëren die gericht zijn op het vergroten van de organisatorische capaciteit, zoals training en process reengineering.

Hoe komt het dat ambtenaren controle verkrijgen en behouden om administratieve hervormingen door te voeren?

Het creëren van handhavingscapaciteit, d.w.z. het verkrijgen en behouden van controle om reorganisaties door te voeren, is cruciaal voor succesvolle hervormingen van het openbaar bestuur. Dit aspect krijgt echter maar weinig theoretische en empirische aandacht. We analyseren het proces waarmee handhavingscapaciteit werd gecreëerd tijdens de professionalisering van het Mexicaanse ambtenarenapparaat. Hoewel de hervorming op verscheidende problemen stuitte (te weten: beperkte middelen, draagvlak en geloofwaardigheid), zijn belangrijke doelen behaald en is een zekere mate van controle bereikt. We bestuderen hoe ambtenaren controle over de implementatie verkregen door gebruik van adaptief management, bestaande uit combinaties van verschillende types controlestrategieën (regulerend, normatief en procedureel). De case study omvat diepte-interviews met topambtenaren die betrokken waren bij de invoering van de hervorming. Het onderzoek toont aan dat drie combinaties van strategieën gebruikt werden, in aanvulling op een algemeen patroon gekenmerkt door een trade-off tussen naleving en coördinatie. Deze trade-off laat zien dat het creëren van handhavingscapaciteit onbedoelde gevolgen kan hebben voor publiek beleid.

Wat is nodig om een reorganisatie van de overheid door te voeren, wanneer er geen budget voor bestaat?

Een traditionele technocratische benadering van hervormingen van het openbaar bestuur benadrukt de noodzaak van het inzet-

ten van grote hoeveelheden financiële middelen om een hervorming door te voeren. Vanuit een institutioneel kader beargumenteren we dat er alternatieve trajecten bestaan voor overheidsdiensten met beperkte middelen om hervormingen door te voeren. Onze studie vergeleek 55 Mexicaanse overheidsdiensten die zijn aangewezen in de Wet Hervorming Openbaar Bestuur 2013. De resultaten laten zien dat er zowel technocratische als institutionele trajecten zijn die leiden tot implementatie. De gemeenschappelijke noemer voor organisaties met weinig middelen was de afwezigheid van sterke oppositionele normen (patronage) gekoppeld met de aanwezigheid van robuust interpersoonlijk vertrouwen. We komen tot de conclusie dat de rol van financiële middelen in de zorgvuldige uitvoering van hervormingen verre van eenvoudig is en bovendien afhankelijk is van combinaties van kenmerken van publieke organisaties.

Hebben veranderingen in de publieke sector daadwerkelijk geleid tot meer flexibiliteit en een groter aanpassingsvermogen van deze organisaties?

Voorstanders van New Public Management (NPM) verwachten dat publieke organisaties door hervormingen flexibeler worden en beschikken over een groter aanpassingsvermogen, analoog aan reorganisaties in de private sector. We testen dit “convergentie argument” onder een steekproef van 61 publieke en 61 private organisaties in Nederland. We onderzoeken of de organisatiestructuren en het intern beleid van publieke organisaties, twintig jaar na de NPM hervorming, zijn veranderd in relatie tot competitieve, regulerende en autonome prikkels (gelijk aan particuliere organisaties). Statistische analyses laten zien dat reorganisaties vaker voorkomen bij toenemende competitie, hetgeen geldt voor zowel publieke als particuliere organisaties. Hogere autonomie van managers en blootstelling aan regeldruk zijn gerelateerd aan meer veranderingen in publieke organisaties, maar niet in particuliere ondernemingen. De resultaten ondersteunen

het idee dat de NPM hervorming ertoe heeft geleid dat publieke organisaties meer zijn gaan lijken op particuliere ondernemingen, maar dat er concrete verschillen blijven bestaan tussen privaat en openbaar bestuur in Nederland.

Síntesis

En el curso de las últimas décadas, cambios sociales y económicos han dado lugar a una forma más dinámica e inestable de capitalismo. Corporaciones y gobiernos alrededor del mundo se han visto obligados a repensar sus modelos de organización y adaptarles para ser más flexibles, responsables y eficaces. Sin embargo, ¿cómo exactamente funciona este proceso para organizaciones y gerentes?

Este libro estudia reorganizaciones, es decir, cambios intencionales en la estructura y las políticas internas de las organizaciones, dados cambios globales en la sociedad y economía. Observaciones extraídas de encuestas y entrevistas con altos directivos y funcionarios públicos, así como información de empresas privadas y agencias gubernamentales en los Países Bajos y México son usadas para comprender relaciones teóricas y dar respuestas a problemas empíricos. El libro ofrece la tesis de que el control, es decir, la alineación de las capacidades de los empleados a los objetivos organizacionales y de gestión, es un factor crucial para entender los procesos de reorganización.

Algunas de las preguntas abordadas en los cinco capítulos empíricos del libro son: ¿por qué algunos gerentes deciden iniciar reorganizaciones, mientras que otros las evitan?, ¿qué se necesita para implementar una reorganización si no hay presupuesto para ello?, ¿acaso tendencias contemporáneas de reforma del sector público han hecho a estas organizaciones más flexibles y adaptables?

¿Por qué es que algunos gerentes deciden iniciar reorganizaciones, mientras que otros las evitan?

Proponemos la tesis del “gatopardismo gerencial”. Dicha tesis afirma que los gerentes que se perciben a sí mismos en control son más propensos a evitar reorganizaciones, incluso si éstas podrían ayudarle a mejorar su control sobre la organización. En particular, teorizamos que el control gerencial tiene una relación inversa con la incidencia de las reorganizaciones. Evidencia de un estudio de 365 altos directivos de establecimientos privados en los Países Bajos apoya esta idea. Los resultados de un modelo estructural muestran un efecto negativo del control gerencial sobre la incidencia de reorganizaciones, así como un efecto positivo (reforzante) del control gerencial en sí mismo a través del tiempo. La evidencia sugiere que los gerentes no necesariamente deciden, como sugieren varias referencias populares, reorganizar sus organizaciones porque están “en control”, sino porque probablemente no lo están.

¿Por qué algunos gerentes deciden iniciar cambios estructurales tales como despidos y reducción de personal, mientras que otros optan por reorganizaciones orientadas a la mejora de la capacidad organizacional?

Examinamos la relación entre el conflicto organizacional y la probabilidad y el tipo de reorganización. Proponemos que distintas formas de conflicto organizacional están relacionadas con distintos tipos de reorganización. Nuestras hipótesis son examinadas con datos de 238 gerentes de establecimientos privados en los Países Bajos. Los análisis estadísticos muestran que los gerentes que perciben conflictos verticales (conflictos entre superiores y subordinados) son también más propensos a embarcarse en reorganizaciones estructurales rápidas y decisivas, tales como reducción masiva de personal. Por el contrario, los que perciben conflictos horizontales (conflictos entre departamentos

o colegas en el mismo nivel jerárquico) son más propensos a iniciar reorganizaciones orientadas a mejorar capacidades organizacionales a través, por ejemplo, de capacitación y reingeniería de procesos.

¿Cómo es que los gerentes (públicos) logran y mantienen control con tal de implementar una reforma administrativa?

La capacidad de ejecución, es decir, la capacidad de lograr y mantener control con el fin de implementar una reorganización, es crucial para el éxito de las reformas de la gestión pública. Sin embargo, este aspecto de las reformas no recibe mucha atención teórica o empírica. Nosotros analizamos el proceso de construcción de la capacidad de ejecución para el caso del Servicio Profesional de Carrera en México. Aunque esta reforma experimentó varias complicaciones (por ejemplo, apoyo limitado, recursos escasos y falta de credibilidad), se alcanzaron metas importantes y se logró un cierto control. Estudiamos cómo los funcionarios encargados de implementar esta reforma lograron control sobre la implementación a través de la utilización adaptativa de tres diferentes tipos de estrategias de control (gestión de las reglas, gestión de las normas informales y gestión de los procedimientos). El estudio de caso se centra en el análisis de entrevistas con los funcionarios encargados de la implementación del Servicio Profesional de Carrera. Encontramos evidencia de tres combinaciones de estrategias, junto a un patrón general caracterizado por un equilibrio frágil entre el cumplimiento y la coordinación. Este equilibrio muestra que el proceso de construcción de la capacidad de ejecución tiene consecuencias no previstas para implementación de políticas públicas.

¿Qué se necesita para implementar reorganizaciones en el gobierno si no hay presupuesto para ello?

El tradicional enfoque tecnocrático sobre la reforma de las organizaciones gubernamentales hace hincapié en la necesidad de comprometer dotaciones de recursos y sentar bases de control gerencial con tal de implementar cambios. Con base en lecciones del nuevo institucionalismo sociológico, argumentamos que existen vías alternativas para la implementación de cambios en organizaciones gubernamentales con una dotación limitada de recursos. Nuestro estudio comparativo de 55 agencias gubernamentales mexicanas que fueron objeto de la Ley del Servicio Profesional de Carrera revela la coexistencia de "recetas de implementación" tecnocráticas e institucionales. El común denominador en las organizaciones con dotaciones limitadas de recursos pero que tuvieron éxito en implementar dicha reforma fue la ausencia de normas de clientelismo administrativo, así como la presencia de confianza entre superiores y subordinados. Concluimos que la importancia de contar con recursos para implementar una reorganización depende de distintas combinaciones de características organizaciones de las organizaciones públicas.

¿Acaso las reformas en el sector público realmente han hecho a estas organizaciones más flexibles y adaptables?

Los defensores de la Nueva Gerencia Pública (NGP) esperan que las organizaciones públicas se muestren más flexibles y adaptables después de las reformas, mostrando en todo caso convergencia con patrones de reorganización comparables a los del sector privado. Estudiamos este "argumento de convergencia" en una muestra de 61 organizaciones privadas y 61 organizaciones públicas en los Países Bajos. El punto es ver si las organizaciones públicas, después de 20 años de reformas inspiradas en la NGP, introducen cambios en sus estructuras y políticas internas dadas presiones competitivas, cambios en la regulación y mayor auto-

SÍNTESIS

nomía de gestión, de manera similar a las organizaciones privadas. Los análisis estadísticos muestran que la competencia aumenta la incidencia del cambio en organizaciones públicas y privadas. Mayor autonomía de gestión y presiones regulatorias se relacionan con una mayor incidencia de cambio en las organizaciones públicas, pero no en las privadas. Los resultados apoyan la idea de que la NGP ha hecho a las organizaciones públicas holandesas más similares a su contraparte privada, pero que algunas diferencias concretas sin embargo persisten.

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Appendix

Code book for interview transcripts

Code family 0

Identification codes

| | <i>Tag</i> | <i>Key construct / Meaning</i> | <i>Rules for coding</i> | |
|---|------------|---|--|---|
| | | | <i>When to use</i> | <i>When not to use</i> |
| 1 | GENERO | Gender | | |
| 2 | EDAD | Age | | |
| 3 | PUESTO | Current hierarchical position | Identification codes are only to be used for the headers of transcripts. | |
| 4 | EXPSECTOR | Years of experience working for the public sector | | Do not use to code any part of the actual interview text. |
| 5 | EXPORG | Years working for the Civil Service Unit (after 2003) | | |

Code family 1

Stakeholders

| | | | | |
|---|------------|---------------------------------------|---|--|
| 6 | SECRETARIA | Ministry of the Public Service | Reference to the Ministry or the office of the Minister | When concrete units or departments of the Ministry are explicitly referred |
| 7 | UNIDAD | Unit of Human Resources Policy (UHRP) | Reference to the Unit or any of its departments | When concrete individual actors (esp. executive director) are referred |

| | | | | |
|----|---------------|---|---|---|
| 8 | DEPENDENCIA | Agency/Ministry | Reference to any of the agencies or ministries that form part of the Civil Service Network or references to any of the "Professionalization committees" | When the quotation explicitly and only refers to the Ministry of Finance |
| 9 | HACIENDA | Ministry of Finance | Reference to the Ministry of Finance (or any of its units/departments) | When the quotation refers to the (former) Civil Service Unit. In this case code as "UNIDAD" |
| 10 | PRESIDENTE | President of Mexico | Reference to the President of Mexico or to his office | |
| 11 | CONGRESO | National congress | Reference to the National Congress or the Senate | |
| 12 | INTERNACIONAL | International actors | Reference to a foreign government or any international organization (e.g., OECD) | |
| 13 | A1 | Executive director of the Civil Service Unit A1 | Reference to A1 | |
| 14 | A2 | Executive director of the Civil Service Unit A2 | Reference to A2 | |
| 15 | A3 | Executive director of the Civil Service Unit A3 | Reference to A3 | If unsure mark as "UNIDAD" |
| 16 | A4 | Executive director of the Civil Service Unit A4 | Reference to A4 | |
| 17 | SUBSECRETARÍA | Deputy Minister of Public Administration | Reference to the (current or former) Deputy Minister of Public Administration | If quotation refers to other unit/department of the Ministry, mark as "SECRETARIA" |
| 18 | CONSEJO | Civil Service Council (Assembly of all Chief Administrative Officers) | Reference to the Civil Service Council | |

APPENDIX

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|----|-------------|--|--|---|
| 19 | OFICIALES | Chief Administrative Officer (CAOs) | Reference to one or more CAOs or equivalent | |
| 20 | DIRECTORH | Directors of Human Resources and Organization | Reference to Directors of Human Resources or equivalent | When the quotation refers to any of these actors <i>as part of</i> a “professionalization committee”. Then, mark as “DEPENDENCIA” |
| 21 | OIC | Auditing offices of the Ministry of Public Administration in each agency/ministry (OICs) | Reference to one or more OICs | |
| 22 | AUDITORIA | Congressional Office of the Comptroller | Reference to the Congressional Office of the Comptroller or any of its reports | When the quotation explicitly refers to auditing activities carried out by OICs |
| 23 | FUNCIONASPC | Career Civil Servants | Reference to Career Civil Servants or when the quotation refers to the exemplary case of a single Career civil servant | When the quotation refers to a public official but it is unclear whether he, she or they belong to the SPC system. In this case, code as “OTROSACT” |
| 24 | SECTPUBLICO | Civil Servants (generic) | Generic reference to the entirety of Federal public officials | When the quotation refers to Career Civil Servants, specific positions (e.g., CAOs), or organizations (e.g., ministries) |
| 25 | OTROSACT | Other stakeholders | Reference to any stakeholder not listed in this table | |

Code family 2
Systems and structures

| | | | | |
|----|---------------|---|--|---|
| 26 | PLANEACION | SPC planning subsystem | Explicit reference to Planning or to any of the following processes: a) Registry of bureaucratic structures b) Registry of personnel data c) RUSP d) Creation/suppression of positions of the SPC system | When the quotation refers to generic processes of information processing or data analysis, or explicit references to the RHnet platform. In these cases, mark as "INFO" or "FLUJO", correspondently (see below) |
| 27 | INGRESO | SPC recruitment subsystem | Explicit reference to recruitment or to any of the following processes: a) Personnel selection b) Hiring | |
| 28 | ART34 | Article 34 of the SPC Law (it allows to circumvent recruitment procedures for up to 10 months) | Reference to Article 34 of the SPC Law | |
| 29 | LIBREDESIGN A | Free appointment positions in federal agencies/ministries (positions that do not belong to the SPC) | Reference to free appointment positions | When quotation refers to positions that cannot be linked to the SPC system |
| 30 | DESARROLLO | SPC professional development subsystem | Explicit reference to professional development or to any of the following processes: a) Career planning b) Exchange c) "Lateral movements" | |

APPENDIX

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|----|--------------|---|--|---|
| 31 | CAPACITACION | SPC Training subsystem | Explicit reference to training or to competence certification procedures | When the quotation refers to generic processes of training that cannot be linked to the SPC system, or when the quotation refers to the concept of "competencies". In this last case, mark as "CAPACIDAD" |
| 32 | EVALUACION | SPC Performance evaluation subsystem | Reference to performance evaluation | |
| 33 | SEPARACION | SPC Severance subsystem | Reference to severance or to any of the following processes: a) Firing b) Severance of career civil servants | |
| 34 | PROGRAMA | SPC Operative program | Reference to current or former Civil Service Programs | Not to be confused with the Operative Programs that each organization develops. If this is the case, only mark as "DEPENDENCIA" |
| 35 | MANUALRH | Manual of Human Resource Management of the Federal Administration | Reference to the Manual of Human Resource Management of the Federal Administration | |
| 36 | META | Goals | Reference to an explicit goal of the SPC policy or UHRP | |

Code family 3

Rules and regulation

| | | | | |
|----|-------------|--|---|---|
| 37 | REGLAMENTO | SPC Administrative bylaws of 2005 and 2007 | Reference to any SPC bylaws (2005 or 2007) and/or their administrative guidelines NB. Mark year as note (2005 or 2007) | When the quotation refers to changes in the bylaw refer as "CAMBIOREGTO" and add year as note |
| 38 | LEY | SPC Law | Reference to the SPC Law of 2003 | |
| 39 | NORMAS | Regulation (generic) | Reference to any law, bylaw, administrative guideline or legal document other than the SPC law and bylaws | When the quotation refers to administrative guidelines of the SPC mark as "REGLAMENTO" |
| 40 | FACULTAD | Conferred power to an administrative unit or bureaucratic/political position | Reference to any legal power of the Unit or the Ministry of Public Administration regarding the SPC | When the quotation refers to legal powers exercised by other organizations (esp. Ministry of Finance). In this case, code according to code family 1 |
| 41 | TRAMITE | Administrative procedure related to any of the processes of the SPC | Reference to a concrete formal administrative procedure related to HRM | When the quotation can be linked to any of the subsystems of the SPC. In this case, use code family 2 |
| | <i>Tag</i> | <i>Key construct/meaning</i> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| 42 | CAMBIOREGTO | Changes to the SPC bylaw | Reference to any factual or intended change to the bylaws of the SPC (2005 or 2007) and/or their administrative guidelines | When the quotation refers to changes in procedures, structures or personnel. In these cases, then mark "CAMBPERSONA" or "CAMBESTRUCT" correspondently |
| 43 | ESTANDAR | Standardization | Reference to the concept of "standard" and/or processes or aspects of standardization | |

APPENDIX

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|----|---------|--------------------|--|
| 44 | SANCION | Formal sanctioning | Reference to any form of sanction applicable to any of the policy stakeholders (including those enforced or applied by the Unit or Ministry) |
|----|---------|--------------------|--|

Code family 4
Information

| | | | | |
|----|-----------|---|---|--|
| 45 | INFO | Information production/analysis | Reference to activities, aspects of processes related to obtaining, processing and/or analyzing operative data of the SPC system, or when the RHnet platform is mentioned | When the quotation refers to planning or to any of the following processes: a) Registry of bureaucratic structures b) Registry of personnel data c) RUSP d) Creation/suppression of positions of the SPC system. In these cases refer as "PLANEACION" |
| 46 | DESCONOCE | Lack of knowledge regarding any aspect of the SPC | Quotations that refer to situations when an actor or a number of actors do not know or are not familiar with regulation, procedures or aspects related to the SPC | |
| 47 | FLUJO | Data flows | Reference to the existence of a formal relation between actors, primarily characterized by data exchange, esp. between UHRP and agencies/ministries | When the quotation refers to generic activities of obtaining, processing and/or analyzing operative data of the SPC system, or when the RHnet platform is mentioned. In this case refer as "INFO" |

APPENDIX

Code family 5

Strategy and integration

| | | | | |
|----|-------------|--------------------|--|---|
| 48 | OBEDECE | Compliance | Reference to situations in which stakeholders comply with the goals and program of the SPC | |
| 49 | NOOBEDECE | Lack of compliance | Reference to situations in which stakeholders do not comply with the goals and program of the SPC | |
| 50 | FORTALEZA | Strength | Reference to aspects, processes or events, <i>internal</i> to the Unit or the SPC system, that are perceived as advantageous (currently or in the past) for the implementation of the SPC | When the quotation refers to aspects, processes or events, <i>external</i> to the Unit or the SPC system that are perceived as advantageous. In this case code as "OPORTUNIDAD" |
| 51 | OPORTUNIDAD | Opportunity | Reference to aspects, processes or events, <i>external</i> to the Unit or the SPC system, that are perceived as advantageous (currently or in the past) for the implementation of the SPC | When the quotation refers to aspects, processes or events, <i>internal</i> to the Unit or the SPC system that are perceived as advantageous. In this case code as "FORTALEZA" |
| 52 | DEBILIDAD | Weakness | Reference to aspects, processes or events, <i>internal</i> to the Unit or the SPC system, that are perceived as disadvantageous (currently or in the past) for the implementation of the SPC | When the quotation refers to aspects, processes or events, <i>external</i> to the Unit or the SPC system that are perceived as disadvantageous. In this case code as "AMENAZA" |

| | | | | |
|----|--------------|---------------------|--|--|
| 53 | AMENAZA | Threat | Reference to aspects, processes or events, <i>external</i> to the Unit or the SPC system, that are perceived as disadvantageous (currently or in the past) for the implementation of the SPC | When the quotation refers to aspects, processes or events, <i>internal</i> to the Unit or the SPC system that are perceived as disadvantageous. In this case code as "DEBILIDAD" |
| 54 | PROFESIONAL | Professionalization | Reference to the concept of "professionalization" or to processes that are characterized as "professionalizing" public employees | |
| 55 | CAPACIDAD | Competencies | Reference to generic processes of training that cannot be linked to the SPC system, or when the quotation refers to the concept of "competencies" | Explicit reference to training or to competence certification procedures of the SPC. In these cases, refer as "CAPACITACION" |
| 56 | RESTRINGE | Restrictions | Reference to any aspect (internal or external to the Unit and/or the SPC) that is perceived as a <i>restriction</i> (technical, cultural, legal, etc.) | |
| 57 | COMUNICACION | Communication | Reference to any internal or external process of communication, including "positioning" activities, "promotion of SPC" and "consultations" | When the quotation refers to exchange of information, refer instead as "INFO" When the quotation implies negotiation, refer as "NEGOCIAR" |
| 58 | FLEXIBLE | Flexibilization | Reference to the concept of "flexibility" and/or processes or aspects of flexibilization | |

APPENDIX

| | | | | |
|----|-----------------|-------------------|--|---|
| 59 | TIMING | Timing | Reference to the timing of a concrete action or event, provided that it is perceived as relevant for the implementation of the SPC | When the quotation only refers to dates or the importance of timing cannot be inferred from the text |
| 60 | CAMBPROCES O | Procedural change | Reference to any change (intentional or not) to a procedure of the SPC system or to internal procedures of the Unit | When the quotation refers to changes to the bylaw or to administrative guidelines. In these cases, refer as "CAMBIOREGTO" |
| 61 | CAMBPERSON A | Staff change | Reference to any change that involves the changing the composition of personnel within the Unit, or persons changing positions (internal and external to the Unit) | |
| 62 | CAMBESTRUC T | Structural change | Reference to any change (intentional or not) to the structure of the Unit, the Ministry or any of the organizations involved in the SPC system | When the quotation refers to changes in structure that implied changes in staff, then mark <i>both</i> as "CAMBPERSONA" and "CAMBESTRUCT" |
| 63 | DISENOSPC | Policy design | Generic references to how the SPC policy (or any of its components) was designed | When the quotation refers to the law or the bylaw, then use instead codes in code family 3 |
| 64 | LOGRO | Achievement | References to any kind of achievement by the SPC system or the UHRP | In case quotation refers to an accomplishment that damages the SPC, then code as "AMENAZA" |
| 65 | COORDINA | Coordination | Reference to situations in which stakeholders (esp. agencies or ministries) coordinate with the UHRP, SPC components or among themselves | |

| | | | |
|----|------------|----------------------|--|
| 66 | NOCOORDINA | Lack of coordination | Reference to situations in which stakeholders (esp. agencies or ministries) coordinate with the UHRP, SPC components or among themselves |
| 67 | DESCENTRAL | Decentralization | References to "decentralization", "devolution" or equivalent |

Code family 6

Norms and informal power

| | | | | |
|----|-----------|------------------|--|---|
| 68 | NEGOCIAR | Negotiation | Reference to any of the following activities: a) Negotiations within the Unit, b) Negotiations within the Ministry concerning aspects of the SPC or human resources policy c) Negotiations between the Unit and CAOs, directors, or agencies d) Negotiations in Congress e) Negotiations involving any of the actors related to the SPC | When the quotation refers to "positioning" activities, "promotion of SPC" and "consultations". In these cases, code as "COMUNICACION" |
| 69 | TRADICION | Traditions/Norms | Reference to the concept of "tradition" or to informal norms related to the implementation of the SPC | |
| 70 | LIDER | Leadership | Reference to the concepts of "leader", "leadership" | |

APPENDIX

| | | | | |
|----|--------------|-----------------------|--|--|
| 71 | PODER | Power | Reference to the concept of “power” or references to the capacity of stakeholders to affect SPC implementation | |
| 72 | CONFIANZA | Loyalty | Reference to situations related to “cronyism” or “loyalty” among actors or groups of actors | When the quotation refers to “building trust” code instead as “CREDIBILIDAD” |
| 73 | CREDIBILIDAD | Credibility and trust | Reference to the concepts or situations involving “trust” and/or “credibility”; attempts (successful or not) to be trustworthy, or activities intended to increase reliability and credibility | |
| 74 | CONFLICTO | Conflict | References to conflicts between stakeholders (mark stakeholders), esp. between agencies and UHRP | |

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About the author

Fernando Nieto Morales was born in Mexico City in 1984. He holds a B.A. in Politics and Public Administration (2007, El Colegio de México, Mexico), and a M.Sc. in Behavioral and Social Sciences (2010, cum laude; University of Groningen, the Netherlands). He has worked as public management consultant at the Center for Research and Teaching in Economics (CIDE) and as external consultant for Civicus Consultants in Mexico City. In 2010 he was appointed a doctoral researcher and lecturer and worked until 2014 at the ICS Graduate School, University of Groningen.

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