

**To be published online only**

**A Cascade of Exclusion:**

**Administrative Burdens and the Access to Citizenship – The Case of Argentina's National Identity Document**

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**Methodological appendix**

***1. Overview interviews***

The interviews for the DNI case and the illustrative application (AUH case) were conducted both in the city and province of Buenos Aires between February and May 2019 and in January 2020.

The transcripts and field notes of the interviews are available upon request.

*Interviews for DNI case*

Public officials (3):

February 21, 2019:

1. DNI official stand at DOT Shopping mall, Vedia 3600, Buenos Aires, Argentina (this place was chosen because it is located on the border of the city and the province of Buenos Aires and has a stand where people can obtain the DNI).

May 20 and 22, 2019:

- 2+3. Laura Calvelo, specialist on registration at RENAPER, Ministry of Interior (*2 interviews*).

Expert (1)

May 20, 2019:

4. Jorge Álvarez, Director of IADEPP. Human Rights non-profit organization that promotes access to identity documents of Argentines not registered at birth: <http://iadepp.org/><sup>1</sup>

Citizens (16):

Citizen interviewee profiles DNI case				
Name	Age	Location	DNI status	Interview date
Paola Luna	30 years old	Hurlingham, Province of Buenos Aires	Children without DNI	January 2020
Alejandro Fernández	42 years old	La Matanza, Province of Buenos Aires	Mother without DNI	January 2020
Ricardo Fernández	25 years old	La Matanza, Province of Buenos Aires	Mother without DNI	January 2020
Brenda Ledesma	20 years old	Malvinas Argentinas, Province of Buenos Aires	Expired DNI	January 2020
Gustavo Gamarra	42 years old	José C. Paz, Province of Buenos Aires	Migrant	January 2020
Karen Fogolín	26 years old	José León Suarez, San Martín, Province of Buenos Aires	Without DNI	January 2020
Marisol Alarcón	23 years old	La Matanza, Province of Buenos Aires	Expired DNI, mother without DNI	January 2020
Brenda Rodríguez	27 years old	Trujui, Moreno, Province of Buenos Aires	Without NID	January 2020
Jeremías Ruíz	29 years old	San Isidro, Province of Buenos Aires	With DNI (multiple losses)	January 2020

<sup>1</sup> This interview was used to obtain data for both the DNI and the AUH case. It is therefore included in the interview overview of both case studies, but it is the same interview from May 20, 2019.

Mariano Ávalos	32 years old	San Isidro, Province of Buenos Aires	Expired DNI	January 2020
Jorge Chamorro	51 years old	San Isidro, Province of Buenos Aires	Migrant from Chile, without DNI	January 2020
Paola Barrientos	58 years old	San Isidro, Province of Buenos Aires	Niece without DNI	January 2020
Melany Rivas	30 years old	La Matanza, Province of Buenos Aires	Expired DNI, children without DNI	January 2020
Belén González	23 years old	Vicente López, Province of Buenos Aires	Without DNI	January 2020
Stella Peralta	29 years old	Vicente López, Province of Buenos Aires	Expired DNI	January 2020
Karen Arroyo	28 years old	Vicente López, Province of Buenos Aires	Expired DNI of her child	January 2020

### *Interviews for AUH case*

Public officials (4):

February-May 2019:

1. Magali Yance - Coordinator of the direction of childhood and adolescence at ANSES, which is in charge of the AUH.
2. Mauricio Molinero - Chief of ANSES in Luján (province of Buenos Aires), 2010-2015.
3. Juan Manuel Cerezo - Chief of ANSES in General Las Heras (province of Buenos Aires), 2013-2016.
4. Juan Ignacio Torreiro - Chief of ANSES in both Avellaneda and Wilde (both in province of Buenos Aires), 2014-2015.

Expert (1)

May 20, 2019:

4. Jorge Álvarez, Director of IADEPP. Human Rights non-profit organization that promotes access to identity documents of Argentinean not registered at birth: <http://iadepp.org/>

Citizens (11):

<b>Citizen interviewee profiles AUH case</b>					
<b>Name</b>	<b>Age</b>	<b>Family status</b>	<b>Location</b>	<b>AUH status</b>	<b>Interview date</b>
Blanca	17 years old	Single mother with two children and pregnant	Barrio Amancay	Without AUH	February 16 2019
Ana	42 years old	Mother of six children	Barrio Amancay	Without AUH	February 17 2019
José	28 years old	Single father with two children	Barrio Amancay	Without AUH	February 17 2019
Sabrina	21 years old	Single mother with two children and pregnant	Barrio Los Cachorros	Without AUH	February 22 2019
Mariela	33 years old	Single mother with two children	Barrio Obejero	Without AUH	February 25 2019
Rosa	47 years old	Nine children	Barrio Nuevo Amancay	Without AUH	February 25 2019
Julio	47 years old	Nine children	Barrio Nuevo Amancay	Without AUH	February 25 2019
Carlos	45 years old	Single father with six children	Barrio Los Cachorros	Without AUH	February 26 2019
Milagros	16 years old	Single mother with two children	San Fernando	Without AUH	May 26 2019

Ernestina	43 years old	Married and with two children	San Fernando	Without AUH	May 27 2019
Andrea	27 years old	Single mother with two children	San Isidro	Without AUH	May 28 2019

## ***2. Interview protocols***

### *Protocol for DNI case – civil servants/expert*

1. Could you describe how the application procedure for the DNI works? Is the procedure written down in an internal manual?
2. How long have you worked here?
3. How many hours do you work per day?
4. Which level of education do you have? In case of university degree, ask for specialization.
5. What sort of problems do you encounter with citizens that come to apply for their DNI and with what frequency?
6. What do you do when a citizen comes without necessary documentation for the application?
7. What do you do when a citizen does not understand what they have to do or do not know how to read or write?
8. Do you have written procedures for attending people with extreme vulnerability of with disabilities? How do you solve complicated or special cases, for which no protocols are in place?
9. How does communication with the hospitals take place? And with RENAPER?
10. Do you have information systems and procedures to access the birth information to facilitate the coordination?
11. What do you do when a citizen came to start the procedure but never came back to finalize it? Do you contact him/her in any way?
12. What is the work environment like in the citizen attention centers? Do they have good working conditions, such as clean toilets, kitchen, air conditioning, heating?
13. Do you feel there are differences between the way the citizen attention centers work in the

capital and in the rest of the country?

14. Do you consider the application procedure for the DNI to function well? What sort of problems do you identify?

15. Are there any thoughts you want to share about the functioning of the citizen attention center where you work?

*Protocol for DNI case – citizens*

1. Do you have the DNI?

2. The other members of your household have the DNI?

3. Why don't you have the DNI? Did you have it at one point?

4. Did you try to obtain the DNI? Why (not)?

5. *In case interviewee has tried to obtain the DNI:* How was your experience and why were you unsuccessful in obtaining the DNI?

*In case interviewee has NEVER tried to obtain the DNI:* Why have you never applied for the DNI? What do you know about the application procedure? Where did you get this information from?

6. Does not having the DNI cause you problems? Could you give examples of the problems you encounter?

7. Would you like to have the DNI? What would you need in order to obtain the DNI?

8. Would you like to add or clarify anything else?

*Protocol for AUH case – civil servants*

1. We found in the government's ENAPROSS database that there is a significant percentage of citizens eligible for the AUH who, however, do not have it. Why do you think that is?

2. What do you think can explain why the citizens who need it most do not try to obtain the AUH benefit?
3. What do you think is your perception of the State in terms of being reliable to approach, provide personal information, etc.?

(Open discussion)

*Protocol for AUH case – citizens<sup>2</sup>*

Introduction: “Hello, we are trying to see what people think about government social programs. Especially, in this case, about the AUH. The responses are anonymous. It is for a research project at a university in Mexico.”

Questions:

- 1) Are you aware of the Universal Child Allowance provided by ANSES to everyone with children under 18 and unemployment and / or informal work?
- 2) Do you have it or did you have it? If they lost it, ask why. If they answer “No” →
- 3) Why don’t you have it? If they do not answer, provide examples: “Lack of time”, “documentation problem”, “mistrust”, etc.
- 4) Is there anything else you want to mention that you feel makes it difficult for you to obtain the monetary aid from the AUH?

End: Thank you very much and do you know someone else in the same situation so you can refer them to me.

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<sup>2</sup> The interviews conducted according to this protocol were part of a broader research project. Only the interviewees in which people mentioned they did not have access to the AUH because of documentation problems were included in the findings for this article – which accounted for 12 of the 36 interviews (non-representative sample).



### ***3. Data analysis***

The research question for the DNI case study was: what is the role of administrative burdens in explaining vulnerable people's non-take-up of the DNI? Following the logic of an abductive research strategy (Ashworth et al., 2018), the interview data was collected with very few theoretical preconceptions. The emphasis was on inviting citizens and civil servants to give their own explanations of non-take-up of the DNI. In the analysis of the interview data, more explicit theoretical notions were included. Following the notion of 'deductive coding' (Miles et al., 2014: 81), codes were derived from an existing conceptual framework. More specifically, Moynihan and others' (2015) operationalization of the administrative burden concept was used for the coding of the interview data:

- Learning costs: references by interviewees to learning about the DNI, its administrative requirements and the application procedure.
- Psychological costs: references by interviewees to stress, stigmatization or loss of autonomy in the process for obtaining the DNI.
- Compliance costs: references by interviewees to paperwork, waiting times, financial costs and other access requirements.

A similar strategy was followed for the AUH case study. The research question was: what are the consequences of not having the DNI for the AUH and other social benefits? Here too, interviews were conducted with limited theoretical preconceptions, except for the hypothesis that exclusion from the DNI would also trigger exclusion from the AUH and other services and benefits and, thereby, contribute to further marginalization. This follows the logic of selecting the AUH as a critical illustration of the consequences of administrative exclusion from the DNI, as explained in

the article section on case selection (3.1). The analysis of the interview data – again, in the form of transcripts (for interviews with civil servants) and field notes (for interviews with citizens) – was done according to the notion of ‘hypothesis coding’ (Miles et al., 2014: 78) based on the hypotheses developed in the article (see paragraphs 1 and 2.3) regarding the ‘feedback mechanisms’ and ‘trickle-down effects’ of systemic exclusion:

- Feedback mechanisms: references by interviewees to the consequences of exclusion from the DNI for access to the AUH and other services or benefits.
- Trickle-down effects: references by interviewees to the consequences of exclusion from the DNI for the implementation and success of social policies.

These strategies of theoretically-driven coding of the interview data in both case studies follows the idea that abductive research is focused on seeking a theory or meaningful rule (Reichertz, 2014).<sup>3</sup> The aforementioned operationalization of administrative burdens and assumptions regarding the consequences of systemic exclusion were used to group together similar interview responses (Maxwell and Miller, 2008). In a process of iteration between theory and data, data segments were labeled according to these categories into an explicit theoretical framework (Maxwell and Chmiel, 2014). The risks of decontextualization were mitigated by conducting all interviews with citizens in similar social contexts and by making the vulnerable living conditions part of the analysis.

The coding of the interview data, in the form of transcripts and field notes, was done manually because of the relatively limited number of interviews and, in the case of interviews with citizens, because of their relatively short length (max. 20 minutes) and use of field notes rather than

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<sup>3</sup> Whereas deduction searches for predictions and induction searches for facts (Reichertz, 2014).

transcripts. In order to allow for a systematic analysis of the data, coding took place in two stages (cf. Kaufmann et al., 2019). In the first stage, both authors coded the data independently. Codes were assigned to data segments to detect recurring patterns (Miles et al., 2014: 73). After comparison of the first cycle coding, a final categorization was agreed upon by both authors in a second collective coding cycle (ibid.: 86). Finally, authors validated this categorization independently by going back to the original data. Following the coding, an initial draft of the presentation of the findings was made with a selection of representative quotes for each established category.

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