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Summary

The National Institute of Statistics and Geography (INEGI) of Mexico has undergone a profound transformation since the year 2006, when the amending of the Mexican Constitution, in Article 26 Fraction B, led to the creation of the Act of the National System of Statistical and Geographic Information (SNIEG) and provided INEGI with a new legal status as an autonomous body of the Mexican government.

The SNIEG Act established the characteristics of the National Information System (NIS) since its publication in April 2008, including the rights, obligations and participation of Informants of the System, consisting of State Units (SU) of the three levels of government; as well as definitions of the organization and operation of the new INEGI. Both aspects led to the organizational restructuring of the Institute to meet the new tasks assigned to various areas, considering the operation of the NIS based on the Act.

The new legal form, organization and operation of the INEGI, has required the definition and development of new policies, standards, procedures and manuals, attending the normal operation of the Institute to meet the commitments for the systematic publication of information of national interest and derivatives of existing processes, such as the National Population Census 2010, the economic census and the agricultural census, among others, and at the same time, the development of new products such as the National Statistical Directory of Economic Units, the National Survey of Government, Public Safety and Justice and new services, such as the development of georeferenced statistics maps and surveys.

This article describes the experience from the perspective of Human Resource Management, so far, of this intensive process of transformation at INEGI, which has a workforce of around 15,000 people. It describes in particular the issues undertaken like the new Professional Civil Service system (PCS) developed, the implementation of the Performance Evaluation System (PES) in place, the working environment survey undertaken and some aspects of Wage Policy, training and staff development, among others.
1 Introduction

1.1 Location and context of Mexico

Mexico has an area of nearly 2 million square kilometers, located in North America, bounded on the north exclusively with the United States, with a border of over 3,000 km; to the south by Guatemala and Belize; and a large maritime territory in its more than 9,300 km of coastline in the Pacific, Gulf of Mexico and Caribbean Sea.

In the last 2010 Population Census, the population of Mexico reached 112.3 million inhabitants, with 51.2% of women as seen in the graph.

The Mexican population is the largest among Spanish-speaking countries, the second in Latin America, after Brazil and the eleventh in the world. Throughout the twentieth century the Mexican population increased from 13.6 to 97.5 million inhabitants, growing at rates around 3% per year between 1940 and 1980.

This growth rate, widespread in developing countries in that period, was described as population explosion and led to the adoption of a policy of birth control since the seventies. Although this trend has decreased and the average annual growth rate during the last years has been less than 1.50% demographic transition is still in progress, and Mexico has a lot of young people.
The indigenous language with the largest number of speakers is the Nahuatl (2.5% of the total population, or 2.8 millions), followed by the Yucatec Maya (1.8%, little more than 2.0 million). In Mexico City and other major cities, after the migration flow from rural to urban areas, there are large districts where indigenous languages are spoken.

Mexico's economy is based on the open market-oriented exports. It is the 2nd largest economy in Latin America, and is the 3rd largest economy in the Americas, only after the U.S. and Brazil. According to 2009 data from the IMF, the gross domestic product, measured in purchasing power parity (PPP) exceeds a trillion dollars, making the Mexican economy the 11th largest in the world, although in 2001 it was the ninth.

1.2 Brief History of the country

Mexico's history goes back about 14,000 years when it is estimated that the first settlements of sedentary people occurred. Before the Spanish conquest in the sixteenth century (1500), what is Mexico now was inhabited by many people with advanced cultures, which interacted with each other intensively. At that time the most outstanding cultures were the Olmec, Toltec, Teotihuacan, Maya, Nahuatl or Aztec, Totonac, Zapotec, Mixtec, the Tarascan, among others.

On arrival of the Europeans, Mexico was a mosaic of different people and cultures that were conquered based on technological advancement, especially arms, and the transmission of "old world" contagious diseases. After the conquest, for 300 years of colonialism and racial mixing, a country was left with some degree of homogeneity and common features. In the early nineteenth century with independence (1810) from the Spanish empire, the final integration process begins which gives rise to contemporary Mexico. Throughout the nineteenth century wars and intestine disputes happen, and several attempts of subjugation by foreign powers. At that time Mexico lost nearly half its territory (current states of Texas, New Mexico, Arizona and California) under pressure and invasion of the United States of America, after which it began its consolidation as a nation.

At the beginning of the twentieth century, the Mexican Revolution (1910) occurred, which was a bloody social movement which laid the political, legal and social aspects of contemporary Mexico. During most of this century the nation was at peace living a learning and self-correction process, both in institutional and social and economic aspects. After cutting crises fundamentally economic and political, the nation evolves and establishes a better democracy. The first decade of the XXI century (2010), marks 200 years of independence from Spain and 100 years of its revolution.

1.3 Current situation

To this date, Mexico is a developing country with a growing modern economy, the 11th by value worldwide, just behind Italy, with a democracy in consolidation and mostly young and urban population (almost 80%), with mean age of 27 years, ranked eleventh in world population after Japan. Its main products are oil (7° above producer UAE) and manufactures. It is visited by more than 22 million tourists annually, ranking tenth in global tourism.
1.4 Population registers

Population censuses were done in Mexico since pre-Hispanic period. The first census count done in Mexico since pre-Columbian time, was during the second migration of the tribes Chichimecas to the Valley of Mexico in the year 1116 AD. As stated in codices and monuments, at that time were 3.2 million people. During the Aztec Empire records of provinces and towns were also made in order to control the payment of taxes.

According to recent studies, the indigenous population before the arrival of the Spanish could be counted in about 4,500,000 people, although other sources estimate about 9 million.

Following the conquest the indigenous population decreased considerably, so that in 1600 was estimated at only 2.5 million people and, for 1650, in only 1,500,000. This had a lasting effect on colonial society.

The indigenous population of the New Spain was affected by constant epidemics, famines, floods and mass transfers. There are no reliable data on the size of the population in the early years of the colonial period. Sudden decreases among indigenous peoples are known by the reasons mentioned; the recovery began to occur at the beginning of the 18th century, when it is calculated that there were two million.

However these data does not take into account the transfer of people from one place to another within the territory, indigenous who inhabited areas of Aridoamerica and groups of mixed race who took refuge in the indigenous towns.

The Group of Spaniards increased with the arrival of new migrants, also the Europeans were more resistant to the diseases that had brought, their foods was better and were not subject to heavy work as the indigenous.

In 1750 it is estimated that in the country there was a population of 600,000 whites, mainly distributed in the central region and the real miners in the North. The mestizo population increased, as did the other mixtures, called "castes", which were distributed almost throughout the territory of the colony.

By the end of the 18th century there are already more reliable data about the population of the Viceroyalty and its distribution in the territory, where an increase of the population in general is perceived, although the distribution was extremely uneven; the northern lands were almost depopulated, while in the Centre and Southeast of the country lived almost 90% of the population. The areas densely populated were Guanajuato, Puebla, Mexico, Oaxaca and Michoacán. In Oaxaca and Chiapas the population was mainly indigenous, although there were also small populations where Spaniards and criollos lived.
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The demographic growth in the northern part of the country is due to the discovery of new silver mines, the rebirth of mines that were believed to be exhausted and the arrival of foreigners. There were migratory movements to these places and the population of the New Spain extended to Alta California and Texas. The settlements were small villages that rarely had more than thousand inhabitants and had little communication with the centre of the country, so they had to be self-sufficient. The Yucatan peninsula was almost depopulated due to its climate, their remoteness from the Center and it’s unsanitary.

To 1792, three hundred years after the discovery of America, the group of the Peninsular (Spaniards born in the Iberian Peninsula), was the smallest; the Creoles were approximately 16% of the total population; 22% castes and indigenous and mestizo 60%. The percentage remaining, was 2% formed by various groups.

During colonial times (17th century) two censuses of population were built (1614 and 1625) and five demographic counts (1654, 1662, 1664, 1665 and 1667). Then the information was considered State secret, so the results are not preserved. However, it is assumed that these counts were incomplete and rudimentary. It stands out the Revillagigedo Census conducted between 1790 and 1791, of which 40 volumes are preserved in the nation files.

In the independent Mexico, notable for its importance is the Census of Valdes, conducted by Don Antonio de Valdes in 1831; the statistics General of the Republic, made by Don José Maria Perez Hernandez and the works of Garcia Cubas and Lucas Alaman. These population counts developed efforts to quantify agricultural and industrial production in each region, with the purpose of determining tax policies.

The General Statistics Division was established in 1882 and issued its rules of procedures in 1883. That document established that a general census of the inhabitants of the country must be done every ten years.

A pilot population census, known as Peñafiel Census was held in the city of Mexico in 1892. The experience of that census was the base to perform the first statistical national effort in 1895.

Thereafter the nation has arranged regularly the systematic statistical information that has provided knowledge of the conditions of life of the Mexican population. Since then except in 1920, time of the Mexican Revolution, censuses have been made on population and housing every 10 years. To date, 12 have been lifted included the 2010 census.
2 Instituto Nacional de Estadística y Geografía (INEGI)

2.1 INEGI’s Recent History

January 25, 1983, nearly 100 years after the creation of the General Directorate of Statistics, INEGI was created by presidential decree. The National Institute of Statistics, Geography and Informatics (INEGI), integrated into its structure the following entities:

- The General Statistics Division, in Office since 1882, when it belonged to the Secretariat of public works, colonization, industry and trade.
- The General Directorate of Geography established in 1968 attached to the Ministry of the Presidency.
- The General Directorate for Informatics Policy.
- The General Directorate of Information Analysis and Integration.

With its creation, INEGI modernized valuable tradition that the country had in the field of collection, processing and dissemination of information about the territory, population and economy at that time. In addition, it combined, since that date and with a visionary attitude into a single institution the responsibility of generating statistical and geographical information of Mexico, which currently is an undoubted requirement and a very valuable combination that very few countries have.

Since 1985, the Institute was decentralized and located its headquarters in the city of Aguascalientes, in the state of the same name, which gave it a special feature as part of the Central Government of the country, because it has been one of the few federal institutions that had its headquarters in the province, outside Mexico City since then.

2.2 Autonomy and powers of INEGI

In the year 2006 a significant transformation from INEGI started that involved modifications to the level of the political Constitution of Mexico, in article 26, related to democratic planning.

The changes in the fraction (b) of this article led to the creation of the Act or Law of the National System of Statistical and Geographical Information (NSSGI or SNIEG for the acronyms in Spanish), and to providing INEGI's with a new legal personality, as an autonomous body of the Mexican Government.

With the enactment of the Act or Law of the National System of Statistical and Geographical Information (ANSSGI or LSNIEG for the acronyms in Spanish) on April 16, 2008, the INEGI changed its legal personality, acquiring technical and managerial autonomy. Its new name is National Institute of statistics and geography, but retains the same acronym (INEGI).
The primary objective of the INEGI is to achieve that the National System of Statistical and Geographical Information (SNIIEG) provides to society and the State, information of quality that is relevant, accurate and timely, for the purpose of contributing to national development, under the principles of accessibility, transparency, objectivity and independence.

For this purpose, its powers are:

- Regulate and coordinate the development of the SNIIEG.
- Standardize statistical and geographical activities.
- Produce statistical and geographical information.
- Provide the public information service.
- Promote knowledge and use of the information.
- Keep the information.

In particular, the Institute has exclusive powers to conduct national censuses, integrate the system of national accounts and develop National Price Indexes.

According to the SNIIEG Act designations like National Census or National Accounts may not be used in the name or in the propaganda of registers, surveys or enumerations other than that practiced by the Institute.

INEGI is governed by a Governing Board or Council, which is its highest body of management. It is composed of the President or Chairman of the Institute and four Vice-Presidents or Vice-Chairmen, which are appointed by the President of the Republic with the approval of the Senate.

2.3 The National System of Statistical and Geographical Information (SNIIEG)

On April 16 of the year 2008 the decree which issued the Act or Law of the National System of Statistical and Geographical Information (LSNIEG) was published, which is regulatory of section B of article 26 of the political Constitution of the Mexico. It is of public order, social interest and overall observance throughout the Republic, and it regulates:

A. The System; B. Duties and Rights of informants; C. INEGI’s operation; D. administrative offences

The Institute coordinates the National System of Statistical and Geographical Information (SNIIEG), that generates the Information of National Interest (INI), which is put at the disposal of society for free through the Public Information Service (PIS), except when the users require it differently from what it is published.
The SNIEG is a set of units organized through subsystems, coordinated by the Institute and articulated through the National Information Network (NIN), with the purpose of producing and disseminating the information of national interest.

The system is formed by four subsystems, each coordinated by a Vice-Chairman of the Governing Board, with the aim of producing and integrating information of national interest in the following topics:

- **National economic information subsystem.** National accounts, science and technology, financial information, prices and labor.

- **National demographic and social information subsystem.** Population and demographic dynamics, health, education, employment, housing, poverty and income distribution.

- **National geographic information and environment subsystem.** In the geographic subject: limits coastal, international, State, and municipal; continental, insular and submarine relief data; cadastral, topographic, data of natural resources and climate, as well as geographical names. Environment: water, soil, flora, fauna, atmosphere, in addition to solid and hazardous waste.

- **National Government information, public safety and justice delivery subsystem.** Generate indicators on these same topics.

### 2.4 The INEGI as coordinator of the SNIEG

As described above, one of the main tasks of the INEGI is its role as coordinator of the SNIEG, involving the coordination of subsystems that form the system, as well as the support and direction of the National Consultative Council (NCC), which directs the SNIEG.

As part of the responsibilities of the INEGI in this area, there is also the development of the regulations, since it is the basis for coherence and promotes the operation and functioning of the system.

To do this, the SNIEG Act empowers INEGI to issue regulations in the fields of the Public Information Service, Coordination of the system and related technical areas.
2.5 Planning and coordination of the SNIEG

Great efforts and progress have been made in planning the SNIEG, embodied in the law of the national system of statistical information and geographic (LSNIEG), which establishes that the management and regulation of the activities necessary for the planning, programming, production and dissemination of information of national interest is carried out through three programs.

- **Strategic Plan of the SNIEG** (24 years)
- **National Plan of statistics and geography** (6 years)
- **Annual Plan of statistics and geography** (1 year)

Each Plan or program has a planning horizon ranging from the long to the short term. Once prepared and consulted the State Units on them, Strategic and National Plans were approved, published and became mandatory for State Units.

In this way, a true system was successfully formed involving State Units and has tools for the coordination of the participants, the programming of activities, regulations to be used, the formation of the national information network and the operation of the public information service.
2.6 INEGI as generator of statistical information

The Institute generates basic statistics, which is obtained from three types of sources: censuses, surveys and administrative records, as well as statistics derived, through which produces demographic, social and economic indicators and national accounts.

1. Censuses. Are data collection operations of the entire universe of study at a given time; the Institute raises three major censuses:

**Population and housing:** The first one made in modern times was in 1895; they are made every decade, in the years ending in zero, except for the year 1921. They are the source of basic information for demographic and social reality of the country. In 1995 and 2005 population and housing counts were carried out to produce information to the half of the census periods in order to improve the range of demographic and social information.

**Economic:** They are done every five years since 1930. They offer information on various aspects of the economic units engaged in fishing; mining; electricity, water and gas; construction; articles; trade, services and transport; In addition, they are – by their sectors, thematic and geographic coverage - the source of basic economic information comprehensive and whole of the country.

**Cooperative agricultural, fisheries and forestry:** These are carried out every 10 years from 1930 until 1991. The last one carried out was in 2007. It is the source of basic information to know what, when, where and who perform agricultural, fishing, livestock and forestry activities, as well as the characteristics of social property units.

2. Surveys. They are operations of data collection that capture information from a sample of the universe of study. Surveys are performed in homes and establishments to get updated data and with more depth on specific topics. They are classified into two types: regular and special, the first are part of the ongoing work of the Institute program and the latter are developed at the request of the public sector institutions to generate information on topics of interest:

**Home Surveys:**

- **Regular surveys (national):**
  - Occupation and employment (ENOE).
  - Consumer confidence (ENCO).
  - Income and household expenditure (ENIGH).
  - Availability and use of information technologies in households (ENDUTIH).

- **Special (national), for example:**
  - Population dynamics (ENADID).
  - On relations of households (ENDIREH).
  - Education, training and employment (ENECE).
  - Micro-business (ENAMIN).
  - Employment and Social Security (ENESS).
  - Child labor module
Surveys in establishments:

- Monthly regular:
  - Construction companies (ENEC).
  - Services (EMS).
  - Commercial establishments (EMEC).
  - Expanded Industrial (EIMA).
  - Business Opinion (EMOE).

- Annual regular:
  - Construction companies (EAEC).
  - Manufacturing (EAIM).
  - Trade (EAC).
  - Transport (EAT).
  - Non-financial private services (EASPNF).

- Special, for example:
  - Employment, wages, technology and training in the Manufacturing Sector (ENESTyC).
  - Manufacturing workers (ENTRAM).

3. Administrative records. INEGI produces statistical information that comes from data that is integrated into the administrative procedures and registers of public institutions. The statistics that are generated from these sources are:

- Vital: Births, General and fetal deaths, marriages and divorces.

- Social: Culture, health, industrial relations, suicide attempts and suicides, and judicial statistics in criminal matters.

- Economic: Livestock slaughtering in municipal traces, metal mining industry, foreign trade, the program of the industry manufacturing, Maquiladora and of export services (IMMEX), communications, transport, motor vehicles registered in circulation, traffic accidents, as well as State and municipal finances.

2.7 INEGI as generator of geographic information

To know our territory, the Institute develops geographic information of the relief, vegetation, climate, soil, water, and locations, among other topics. This information is presented through charts printed and digital cartography.

Information on the characteristics of the territory and the environment offered in printed charts and digital files are:

1. Geodesy: Set of data throughout the country that allow to link to a reference system in order to determine the shape, extension and national dimensions. It serves as a frame of reference of the cartographic products in the country and is the basis that allows photogrammetric to scale, guide, and reference features embodied in the aerial photographs.

2. Topography: Information on the location, shape and dimensions of the natural features and the deeds done by the man, that is, relief, streams and water bodies, localities and roads, among others.
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3. **Toponomy**: are geographical names in the country that allow locating places administrative and geographically; having reference in the topographic cartography.

4. **Natural resources**: Data on the distribution and characteristics of vegetation, soil types, surface and underground water, rocks and the climate.

5. **Urban cartography**: It is the graphic representation of all cities with more than 2,500 inhabitants, as well as the municipal capitals existing in the country, at the time of the realization of the different census events. It contains street names and location of the main services. It has information since 1990.

6. **Geostatistical Framework**: Used to geographically reference statistical information from censuses. It also provides the location of towns, municipalities and entities in the country, using geographical coordinates.

7. **Cadastre**: Recording characteristics of the sites via homogeneous data, structured, organized, and similar, whose ultimate purpose is the integration of a national cadastral mapping base. The Institute supports the Organization of the cadastre of the country in the different levels of Government and collaborates in the issuance of technical standards in this area.

**Remote sensing images**

**Aerial photography**: The INEGI has a wealth of analog photographs at different scales of scheduled and special areas of disaster, which offer the service of reproduction. We have a wealth of images available from across the country from 1970 to date.

**Digital orthophotos**: Images derived from aerial photographs which remove distortions caused by the camera lens and the displacement of the relief; it has, in addition, geographic reference.

**Satellite images**: INEGI processes these images, which, according to the existing regulations, are only distributed to institutions in the public sector.

To learn more in detail the products and services offered by the INEGI, as well as additional information on the Institute and Mexico, please visit the official website of the INEGI in the address:

3 Human resources at INEGI

3.1 INEGI’s General Organization

Presidency and Governing Board

The INEGI as an autonomous agency of the Mexican Government is governed by a Governing Board or Council, which is its highest body of management.

It is integrated by the President of the Institute and four Vice-Presidents, which, as mentioned above, are appointed by the President of the Republic with the approval of the Senate. Each Vice President coordinates one of the subsystems of the SNIEG.

General Directorates

For the implementation and operation of INEGI’s programs, the Institute has eight Directorates-General and one Internal Auditor. Three of the Directorates-General are aimed at the statistics of each subsystem and one more is oriented to the GIS and Environment subsystem. One Directorate General is focused on research, analysis, and integration and another is oriented toward the Public Service of Information and Public Relations, which also responds to international affairs.

The General Directorate of Coordination of the SNIEG, deserves special mention because one of its main functions is the coordination of the ten (10) Regional Directorates with which INEGI accomplishes its duties all throughout the country. Around three or four State’s Coordination or State’s Office depend on each Regional Directorate or Bureau, since INEGI has at least one Office in each of the 32 States in which the country is divided politically and geographically.
Finally, administrative support and control is accomplished by the Directorate General of Administration or Management, as well as the Internal Auditor.

The detailed functions of each area of the Institute and additional information can be found on the transparency site of the Institute at the following website: [http://www.inegi.org.mx/Inegi/Transparencia/default.aspx](http://www.inegi.org.mx/Inegi/Transparencia/default.aspx)

**Regional Directorates or Bureaus and State Coordination or Offices**

The Institute has ten (10) regional offices oriented to the operation of the programs at a national level, organized into geographic regions which bring together several States, between three and four, in each of which there is a State Coordination or State Office.

Currently, the Organization of the regional directorates responds to the operating areas of the INEGI. In this way, each Regional Bureau has a Statistics Division, a Geography Division and an Informatics Division; it also has an Administration or Management Division in each Regional. The State Coordination follows a similar structure, replicating the regional directorates, with levels of Deputies for each area.

It should be noted that, as a result of the autonomy of the INEGI and its transformation, the orientation of the work of the regional directorates and the State’s Coordination has also changed radically so that, in addition to serving the operational aspects of the programs of the Institute in their regions and States, all of them perform tasks of coordination and linkage between the various aspects required by SNIEG in the States and municipalities across the country.

This last aspect is of fundamental importance since the handling of statistical and geographical information at the State and municipal levels of Government used to be disconnected from the federal and national information from the administrative records to the process, consolidation and dissemination of information. Currently the process of linking and consolidating has started making very significant progress both in the handling of the information, and in the linking of all units of State in the process.

**Directorate General of Administration Management**

The General direction of Management aims: “Coordinate the management of human resources, materials, budget and financial of the Institute, and in the computer field and communications technology development, as well as providing legal advice to the administrative units, observing the laws, regulations and administrative provisions in the area of competence of the INEGI, establishing measures to ensure transparency in the exercise of the expenditure and the administrative modernization that comprise”.

It is the area of the INEGI that does throughout the central administrative work of the Institute and account for that with five Attached Deputies Directorates Generals, which include, in addition to the usual functions of the management functions, the functions of Informatics and telecommunications of the INEGI and the legal assistance to the Agency. For the performance of its functions it has little more than 1,400 employees.

The conduction of the process of transformation of the Institute already commented has mainly rested in this General Directorate, for all administrative aspects, including human resources management. In the process of change this area also has undergone significant transformations internally.

**The Deputy General Directorate of Human Resources**

The area that serves the requirements of the Institute's human resources is the Deputy General Directorate of Human Resources (DGARH), which depends on the General Directorate of Administration of INEGI. From the transformation of the INEGI in 2008, the own DGARH went through important changes.
Thus, joined DGARH functions those of Organizational Communication, and the functions of Training and Quality, who were in other areas of the Institute, and the Professional Civil Service area was created.

The fundamental objectives of DGARH are: "Conduct the management of the human resources of the Institute for the development of programs and institutional projects, noting the policies, guidelines and procedures approved by the Governing Council".

The DGARH currently has six directorates, with the following objectives:

- **Directorate of Personnel Management**: coordinate the administration of the organic structures and functional structures of the Institute, through the release of jobs/places templates and the operation of the movements of personnel through the Integral Management System (CIS-RH), in the human resources modules and integration and protection of records of staff members in the general staff archives in accordance with the provisions of the regulations and guidelines established at the Institute.

- **Directorate of Linking Labor and Personnel Services**: seek relations with the trade union representatives and workers of the Institute, verify that the formalization, modification or termination of the employment relationship are attached to law as well as coordinate the granting of benefits, services and institutional hygiene and safety measures laid down in the General conditions of work to contribute to a proper organizational climate.

- **Directorate of Salaries Management**: coordinate the implementation of the pay policy of the Institute, the institutional payroll issuance and operation of payment for personal services, as well as compliance with tax and social security of the Institute in its capacity as employer, in accordance with the legal provisions and regulations.

- **Directorate of Professional Civil Service**: direct the generation of the regulations for the operation of processes that derive from the Professional Civil Service Statute (PCSE) of the INEGI, in order to regulate its operation and follow-up as well as the application by all administrative units (AU) from INEGI, including the agreements reached on the sessions of the Committee of Professional Civil Service (CPSC) and the Technical Committee of Professionalization (TCP).

- **Directorate of Training and Quality**: conduct programs of training and quality in order to strengthen and develop the knowledge, skills, attitudes and values of all the personnel that demand processes.

- **Directorate of Organizational Communication**: create, promote and direct the system of internal communication that has the purpose of disseminating institutional information to the community and optimizing the climate and organizational culture.

Additionally the DGARH has two branches, computer support and Management Control. In total, the DGARH has approximately 300 employees, for the performance of its functions relating to the attention of more than 15,000 workers, which represents the less than of 2% of the total number of employees of the Institute.
Budget

As in most of the National Statistical Institutes (NSI) in the world, the budget relating to human resources (personal services) represents between 75% and 85% of the total budget of the institution annually.

In 2011 the total budget of INEGI amounted to nearly 4,800 million pesos (US $342 million), and the budget dedicated to human resources represented 77 per cent of the total budget, as shown in the box and figure attached, with the main items in which the budget is structured annually.

As you can see, the second budgetary item relates to General Services, which includes all the services contracted by the institution, from electricity, to surveillance and security.

3.2 INEGI’s Personnel Characteristics

The table below shows the distribution of the staff of the INEGI at the end of the year 2011.

It displays the information organized by administrative unit, with subtotals by Headquarters and regional offices, as well as two large groups, budgetary or permanent personnel and temporary personnel.

Each group of personnel is classified into:

Command Personnel or Managers (Mando): perform tasks and assume and run directly the powers established by the internal regulation and are responsible for the direct achievement of objectives and institutional projects, from heads of Department to senior management levels.

Liaison staff (Enlace): those who function as link and supervision between the command structure and operating personnel and are characterized by a basic knowledge of the disciplines, represented by a college education or advanced skills that have been reinforced with years of experience; and,

Operational staff (Operativo): those which performs basic support functions in not complex tasks, particularly in the areas of services or works whose knowledge requires some training like interviewers or staff to operate machinery or office equipment.

This information indicates a set of features that show the profile of the staff of the INEGI as an organization.
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By classifications

Thus, for example, may indicate that only 14% of the permanent staff are managers, 25% are liaison and 41% is operational.

Similarly, you can see that 20% of the staff is temporary, while 80% is permanent; also almost 39% of the staff is concentrated at Headquarters, while 61% is distributed in the regional offices.

Viewing the data by level, note that consistently, 61% of the management staff is located at Headquarters, as well as 44% of liaison staff, and only 27% of the operating personnel are at Headquarters.

On the other hand, considering the Presidency and Governing Council staff, the Internal Auditor staff and the General Directorate of Administration staff, as administrative staff, just slightly more than 10% of the total staff is dedicated to the management. The rest of the staff of the Institute is dedicated to substantive functions.

The Directorates-General involved in substantive activities at Headquarters represent the 23.3% of total personnel, nearly 3,900 employees, as the two Directorates-General aimed at research and public information service represent just over 4% (a little more than 700 employees). The General direction of coordination of SNIEG, which amounts to only 1% of the staff, must be added to the regional directorates that it coordinates and represent the 61.3% of the staff, to reach 100% of the distribution of the staff.
Finally, the staff of the Regional Directorates is distributed evenly, representing each between 5% and 7% of the total personnel; of the order of 800 to 1,200 people each, depending on the area or region of the country to which they should be addressed.

By seniority

On the other hand, it is important to note the composition of the staff by seniority, which is a parameter of relevance to a set of policies in human resources management.

The information is displayed in the attachment. As noted, almost 45% of the staff of the INEGI (7,441 employees) have 11-20 years working at the Institute. An additional 19% of the staff (3,133 employees) has from 21 to 30 years working for the Institute.

As in many organizations, including the National Institutes of Statistics (NIS) in the world, this large amount of staff within this age range, involves significant replacement of personnel processes in the medium term (5 years).

By gender

Finally, a chart shows the classification of personnel by gender.

As you can observe, there is a bit more men (54%), than women (46%) in the personnel great total.
3.3 The transformation from the Autonomy

The most important transformation performed at the Institute from the autonomy in 2008, was to adapt the entire organization for new functions assigned by the SNIEG in a new legal act, prompting a restructuring of the organization of the Institute and the creation of new regulations and standards in all aspects.

Restructuring of the Organization

The new functions assigned imply to restructure the entire organization, on one hand, in the existing General Directorates-oriented operation, to continue with the unique features assigned to the INEGI as a generator of statistical and geographical information that historically came performing, but in a new domain as part of the SNIEG.

On the other hand, the creation of new Directorates-General was required to directly meet the requirements of the SNIEG, both in its organization and in its day-to-day operation. This in fact required the adoption of a different culture in the Institute, providing a very important strength to the issues of coordination, linkage and internal and external team work.

The restructuring work was coordinated by the General Directorate of Administration within the Institute, requiring the participation of all areas of the Institute. So, name changes were made and adjustments of structure of dozens of areas in detail. Also, it required the redefinition of roles and profiles of positions/jobs, as well as the implementation of a significant number of staff movements.

Also, the process forced a redefinition of posts/jobs, standardizing functions and grouping types of activity. This led to a redefinition of the institutional catalogue of jobs that existed in the Institute. As in many organizations, and similarly in the national statistical offices, in several areas of the institution staff performs similar functions for different topics. So for example, the registry or the process of statistical procedures and standards for both on computer level and in new components as security and confidentiality.

Legal personality assigned by the autonomy to the INEGI also forced to create new regulations. Thus, it was developed from the Rules of Procedure of the Institute, based on the restructuring mentioned, through the new organizational Manual, and other manuals, policies and guidelines as well as the procedures and standards for the exercise of the budget, procurement, etc., including regulations relating to the management of information, both on computer level and in new components as security and confidentiality.
It was also necessary to develop new regulations for Human Resources Management, in various aspects, for example, the Manual of pay personnel, the General Terms of Work the guidelines to modify the organic structure, occupational and wage, the Manual of procedures for the management of the records of staff, among others.

In particular, according to established policies, and as part of new regulations an specific regulation was created for the Professional Civil Service (PCS), including the Statute of the Professional Civil Service of the INEGI, the Standards for Operation of the PCS, the Manual of integration and functioning of the Commission for the PCS and Manual of the Technical Committee of the PCS, among others.

3.4 Human Resources Policies

The mission and Vision of the SNIEG are:

The system mission: “To provide in a timely manner information of national interest to society through the coordination among members of the system and the widespread adoption of national and international standards”.

2034 Vision: “The national system of statistical and geographical information has a solid reputation, nationally and internationally and provides universal access to quality information, timely and relevant".

The strategic program of the SNIEG contemplates a series of trends that have been considered for the definition of the master strategies and the general policies of the system, and therefore, of the INEGI, which also define the Human Resources Management Policies. Because of its importance, general trends are summarized below:

General trends:

- Exponential growth of information and its complexity
  - Greater relevance of international affairs
  - Greater access to social networks
  - Greater relevance of the federal entities and municipalities
  - Greater disaggregation of the information
  - Greater opportunity of the information
  - Changes in the role of the State
  - Level of increasing education of users of the information
  - Growing informational gap
  - Increased demand for security and trust

- Changes in the information technology and communications (ICT).
  - Greater capacity and processing speed and storage
  - Growing information parallel processing.
  - Digital convergence.
  - Growing environment of computer intelligence.
  - Lower cost per unit of calculation and per bit transmitted
  - Nanotechnology.

- Variations in characteristics and processes related to information
  - Changes in the information of national interest.
  - Changes in the relative importance of the information.
  - Changes in the sources of information
  - Changes in the geographical level of information.
  - Changes in the modes of presentation of information
  - Changes in the retention of the information
  - Changes in the quality of the information

- Global requirements in the field of sustainable development
- Transparency and accountability
In the Strategic Program of the SNIEG, the Master Strategies are defined which are reproduced below.

Master strategies:

1. **Consolidation of the national system of statistical and geographical information (SNIEG):** driving to the functioning of a national system that is strongly committed to society, that is transparent and well coordinated so as to produce, disseminate, preserve and promote the use of statistical and geographical information;

2. **Production of information of national interest:** seeks to satisfy in time and form the needs of users of statistical and geographic information through efficient and effective mechanisms of production data such as exploitation of administrative records, censuses, surveys, geographical data and the environment, and derived statistics and geography;

3. **Contribution to the construction of an information and knowledge society:** develops and disseminates information with high aggregate value to enrich the knowledge and processes of decision-making in all segments of society, and thus contribute to the sustainable development of the country;

4. **Promotion of research and skills development:** sets and incorporates conditions to achieve excellence in training and education of the members of the system, and contributes to the creation, innovation and application of technical improvements and methodologies that solve critical problems of the system, and

5. **Coordinated participation of the three orders of Government:** establishes effective coordination between the three levels of Government for the production of statistical and geographical information.

Based on these strategies, a set of policies and guidelines have been defined for the system. Some of them, which particularly apply to human resources management refer to the professionalization and training, are as follows:

- Support the permanent program of training and upgrading of skills of public servants and state’s units with regard to new methodologies for the production and dissemination of information, as well as on comparative law and legislation on statistical and geographical information.

- Promote Professional Civil Service programs among geographical and statistical staff of the system.

**Policies for Human Resource Management (HRM)**

The main policies that have been implemented, based on the above, for Human Resource Management from the transformation of the Institute are:

- It will implement the regulations, and systems to create and operate the Professional Civil Service System of the INEGI. The selection processes and entry staff should be made through the standards established in the Professional Civil Service System and other processes related to staff work cycle.

- The training process is carried out within the norms established in the Professional Civil Service System, coordinated by the Directorate of Training and Quality, but identified and proposed by the various administrative units of the Institute.

- It will improve the level of staff perceptions improving their levels, especially for the lower levels, grouping categories and eliminating the lowest.
It will adopt new working hours for all staff.

It will improve and simplify the procedures related to change in organizational structures, staff movements, performance and records management through the development or updating of guidelines, rules and manuals, ensuring the systematic use of computer systems and processes.

### 3.5 The Professional Civil Service (PCS) from INEGI

#### 3.5.1 Legal framework

From the definition of autonomy of the Institute and subject to the strategies and policies mentioned above, work began on the creation of the Professional Civil Service (PCS) from INEGI, developing the regulations required.

Thus, the Board of Governors of INEGI released the following regulations on the PCS:

- **Statute of the Professional Civil Service** of the INEGI, published on May 8, 2009.

Note that special care was taken in the transition of employees from the situation before autonomy, to join the new Professional Civil Service career. For this purpose, the Institute issued a series of transitional rules regulating and specifying the process.

Also, as part of the legal framework and in compliance with the provisions of the Statute the following bodies that are responsible for the operation of the PCS were created and installed:

- The **Commission for the Professional Civil Service**, on June 29, 2009, which is the planning, coordinating, monitoring and implementation body of the PCS, and
- The **Technical Committee on Professionalism**, the July 6, 2009, which is the organ of resolution in the processes of entry, training, performance assessment, and separation of the Professional Civil Service Public Servants;

#### 3.5.2 PCS Implementation and Features

**PCS Processes**

The Professional Civil Service System (PCS) of INEGI is conceptualized in five processes: Entry, Training, Performance Evaluation, Incentive and Separation, which are related.

The Entry process is fully completed and operational. The performance evaluation process is already developed and initiated its operation. The other processes are at different stages of development.
Processes Development

The conceptualization and planning of the PCS, the basic regulations, bodies and the tools to operate it, were developed during 2009, so that the formal operation of the system began in 2010.

The Application or Entry Process to the PCS system is administrated via Internet, with access from the corporate website of INEGI, but located at the following address: http://www.inegi.org.mx/inegi/spc/default.aspx.

The Entry Process includes a specific evaluation system, which manages the test stage for admission. For the construction of questions for the library or database each Directorate-General appointed a panel of experts-specialists to identify and develop the knowledge specification tables by area.

The permanent staff of INEGI, considered likely to join the SPC was estimated at 11,818 employees, 89% of the total. It was also estimated that staff that would be "Free Designated", which represents the exception in the regulations of the CPS not to join it, was 568 employees, which added to the High Management (57) and Unionized Staff (890), give a total of 1,515 workers not participating in the SPC and represent 11%.

Regarding the Performance Evaluation Process its design and the elements for its implementation was conducted, and a pilot test, using a sample of 1,016 evaluations, was carried out from June 2011.

3.5.3 The Application or Entry Process

The Application procedure or Entry Process in the PCS of INEGI to compete in management, liaison and operational positions lets:

- Conduct an unlimited registration of applicants.
- Have an electronic record that guarantees equal status to the applicants.
- Maintain the anonymity of applicants registered on the entire process.
- Make available online registration 24hrs during the registration period established.
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For the selection of applicants to management or liaison positions three aspects are analyzed and evaluated: Ability, Knowledge and Experience.

Results for each candidate are registered through an organized process in three stages:

I. Curriculum assessment

II. Review of technical knowledge

III. Interview

Most of the process is done electronically, from the registration of candidates to subsequent communications. Thus, each stage or step of the process is recorded in INEGI’s databases and communication to users on each stage is made through the website of the Professional Civil Service.

The Technical Committee on Professionalism has the sole authority to designate a winner or, if necessary, declare void a vacancy convened at the end of the process.

The winner is issued for the appointment of “Candidate for Professional Career Public Servant” for a period of 1 year. Upon completion of the year an assessment is applied to the candidate, if the result is satisfactory or above, the permanent title of “Professional Career Public Servant” is issued. If the result is not satisfactory, the effect of the appointment stops.

The regulation provides for a number of situations, including the possibility of temporary appointments for a fixed period not exceeding one year and lateral movement, i.e. the possibility that an employee is transferred from one position to another with similar characteristics. Similarly, the regulation provides for the care and handling of complaints and claims of the participants through a “Request for review”.

In short, a solid and tightly controlled and integrated system is structured, which provides greater transparency and fairness to the process of PCS.

3.5.4 The Performance Evaluation Process

The Performance Evaluation Process (PEP) is a cornerstone of the PCS, which links to the rest of the processes involved in the PCS system.

Defined as “comprehensive process that allows, through a conceptual approach, a methodology of implementation, standardized tools and techniques, quantitative and qualitative assessment of results and behaviors made by a person in the performance of its functions and institutional goals, based on their skills, abilities or competencies.”
The Commission approved the PCS Model for Performance Evaluation from INEGI at the meeting of March 16, 2011.

The objectives of the Performance Evaluation Process (PED) are:

- Evaluate the performance of functions, goals and outcomes of training.
- Identify, where appropriate, the granting of incentives for outstanding performance.
- Identify training needs.
- Identify unsatisfactory performance and take corrective action.

The characteristics of INEGI’s PED developed are:

- Includes valuation factors, parameters, indicators, procedures for calculating the overall results and evaluation of each factor;
- Establishes objectives, functions or realistic goals related to Institutional task;
- Consider implementing an evaluation at least every two years;
- Trains in evaluating and promoting a culture of performance evaluation;
- Communicate results;
- Links the performance of public servants and processes in managing human resources;
- Consider the functional complexity and/or Regional Administrative Units and the specific conditions under which they carry out the duties of public servants, and
- Detects public servants who obtain outstanding results and unsatisfactory ones.

The assessment is mainly based on individual goals that are established between the public servants assessed and their immediate supervisor. These individual goals correspond to the functions and duties entrusted to them and let identify, objectively, scope and levels of achievement as scheduled.

The final grade shall be the sum of the scores of the assessment factors applied, not including the results of training, and locate the level of performance assessed shown in the chart.

### 3.5.5 Progress of the PCS

From the entry of the Rules governing the operation of the Professional Civil Service (May 2010), all vacancies or newly created positions, except those appointed as “Free Designation”, have been subjected to public open bidding.

With the competitive applications and examinations is intended that the principles of equality and transparency will select the best people to serve on INEGI’s greatest asset: its human resources.
Results for management and Liaison Positions

Until late 2011, 305 management and liaison positions have been offered for competition and 185 candidates were selected from more than 18 thousand participants in competitions at this level.

Of these, all who have won and met the year of work, as stipulated in the Statute, have been evaluated with positive results, and are now professional career public servants.

Notably, of the 185 winning candidates, 84% are internal, that is, fellow servants of the INEGI.

3.6 Training

As mentioned, the training process is conceptualized within the PCS and linked to the Performance Evaluation Process. The first performance evaluation process will conclude in 2012, so the results will allow implementing the training program with a solid foundation in 2013.

Note that the information structure will allow the Training Program 2013 to be organized individually and by Administrative Unit, both in technical fields and in such as human development that is required by staff. As conceptualized, each Administrative Unit will detect and determine the requirements of their area, while the Directorate of Training and Quality will coordinate and facilitate efforts to implement the program, assigning priorities according to the capacity and resources for training at INEGI.

Of course, during this time there have been many training activities, both technical and human, representing hundreds of courses and thousands of man hours of training, but have been executed as programs already established or are authorized according to the demand by case, checking only its relevance, timing and resources required.

Additionally, we have performed a measurement of organizational climate, based on a query, as detailed below, which has brought with reliable basis, some training activities, including workshops on Strengthening Management Skills.

3.6.1 Organizational Climate’s Query

As part of the 2010 work a comprehensive query or consultation on the organizational climate of the institution was made.

The consultation aimed to: "Capture the collective perception that workers have about the attributes and elements of their work environment, to identify the strengths and weaknesses that affect the productivity of human factor and the efficiency of the Institute."

To carry out the query it was felt that the organizational climate is conceptualized as the relationship between variables that are key success factors in the organization, structure, processes and attitudes, which are manifested through the prevailing organizational culture, according to the perception of workers as central to the human factor.
The questionnaire was composed of 68 questions corresponding to 17 variables of interest and 14 Validation and control questions. The INEGI staff was used as the target population in the program budget (13,742 people). The consultation was conducted from November 29 to December 10, 2010, attended by 11,865 people, representing 89% of the target population with a homogeneous distribution.

Once performed the analysis of information was obtained. The research focused on describing and understanding the phenomenon of organizational climate of the Institute, with a breakdown in the regional directorates. It is considered that it yielded a good reliability of the query, with results with a confidence level of 89%.

The overall results of the consultation process established to define an overall assessment of the organizational climate of the institution in 68%. As major strengths the query detected: the pride of belonging and knowing the process, staff self-assessment, and results orientation. Areas of opportunity were also identified and therefore need improvement: The managerial skills, the need for good leadership, and the desirability of strengthening teamwork.

3.6.2 National Strengthening of Management Skills

To some extent due to the results of the Consultation of Organizational Climate, various actions for strengthening workshops of management skills for middle managers and above were implemented from 2011 at a national level.

To improve content and refine the methodology for the national program for strengthening management skills a pilot test was started later in 2012.

As part of the logistics and the design and purpose of the workshop, it was decided to form heterogeneous groups, mixing various levels of management.

The workshop aims to work on the most important aspects of management skills.

The stated goal is to achieve: “The directors play its role more effectively and competitively, based on the identification of concepts, methodologies and tools to support employment growth of his staff, guiding efforts to corporate goals.”

Thus, is expected to achieve the following results:

- More effective action to direct staff to achieve corporate objectives;
- Involvement of workers in the projects and processes to improve organizational climate;
- Support the direct action of the entire structure of the Institute, through the implementation of a planned change process favoring uniformity of criteria and expected behaviors.
✓ Continuous Process Improvement.

The methodology followed is shown in the attached image.

As noted, the workshops will be based on case studies and real problems, performing analysis, group discussion and practical exercises to achieve learning. Additionally, it reinforces what is learned through reading, extra-class work and doing a project.

At the conclusion of the workshop participants will identify strategies for the management function, since the change of paradigms, in order to improve the organizational climate and greater achievements in the work processes and institutional projects.
4 Conclusion

4.1 General Conclusions

From the above, some general conclusions can be stated.

- The process of transformation of the Institute, initiated by the amendments to the Constitution and the enactment of the Act SNIEG have represented a paradigm shift in the INEGI's institutional life, but especially in the work on the statistical and geographical information the nation.

- Practically a new institution was created in the INEGI, with a mission and vision of much greater scope and contained entirely within the SNIEG. Having a strong legal framework of national scope was a necessary and absolute requirement.

- The SNIEG planning in its various programs long, medium and short term has led to clearly guide the processes and steps, not only for the INEGI, but for all units of state involved in the management of statistical and geographical information in the country.

- The transformation of the INEGI has been a huge effort, which involved a complete restructuring of the Institute and the creation of all relevant regulations. It has required the full participation of the entire organization and conduct of the purpose pursued.

- A fundamental aspect of the transformation process has been the careful planning of human resources management of the institution, which is its main asset. Within this process, the Professional Civil Service system has been the cornerstone on which has been built a modern and visionary administration and which has supported the rest of the processes of Human Resource Management.

- Building a Professional Civil Service is a process that takes several years of effort, with great detail and various aspects of care. A vital aspect of the process is the corresponding legislation, which must be carefully planned, developed and implemented.

So far, the actions show satisfactory results, with no major hiccups and fluidly. Much remains to be done, but we are confident of achieving a new culture and way of acting in the institution and the SNIEG as a whole for the benefit of statistical and geographical information that Mexico needs.

4.2 The INEGI in the context of the UNECE Workshop on Management and Training of Human Resources

To place this work within the context of the Workshop on Management and Training of Human Resources of the UNECE, we start with the excellent document prepared by Mr. WJ Van Muiswinkel, Statistics Netherlands, entitled "Contemporary Issues on HRM and Training in National Statistical Institutes"

It is presented graphically, literally and by a pyramid in the document a description of the different levels at which it is conceived the Human Resources Administration in Institutions participating in the UN. For quick reference, it is reproduced below.

As shown in the graph, the types of administration are divided into five levels, grouped into three categories: strategic, tactical and operational, with three typical approaches for: Proactive, Active and Reactive.

The definitions of levels or types of HR management are:
Basic HRM: At the bottom of the pyramid the basic level of Human Resources Management is described. Key elements of this first level are primary terms of employment (salary, working hours, work and rest times). In addition, basic HRM also comprises a collective bargaining arrangement between the employer and the unions.

Administrative HRM: The next level of development in HRM is what is called ‘Administrative HRM’. On this level all administrative procedures concerning HRM and Training are structured and well organized. This level is also characterized by mutual work relations between employer and employee. This is expressed by the awareness that in order to attract and retain good employees, secondary terms of employment should be arranged (such as holidays and other benefits).

Instrument based HRM and Training: This level is characterized by the use of HRM and Training instruments. These are used to reduce subjectivity in HRM and Training by standardizing working procedures. An example is the yearly ‘management cycle’, which starts with articulating the working contract between manager and employee (expected output) at mid-year followed by giving feedback, and finally, at the end of the year, evaluating the output. This instrument will help to articulate points of improvement in the current job. Specific training can be offered to improve work performance.

Policy based HRM and Training: This level is characterized by the need to anticipate on HRM and Training issues in the coming period (one or two years). HRM and Training activities are directed by an articulated policy within which HRM and Training instruments are put in place. Important issues are mobility policy for employees, a management-development program and training which can be focused on the current, but also on a future job.

Strategically HRM and Training: The top of the pyramid represents what we refer to as strategic HRM and Training. This level can only be reached if all underlying levels are in place and are operating well. Moreover, the focus of (top) management is on long-term development of business processes and personnel. Two strategic instruments are Strategically Personnel Planning, and knowledge management (this is ensuring the level of knowledge, taking into account the (external) mobility of personnel).

While the definition is excellent and we agree in this classification of levels of management, and related categories associated and approaches indicated, we believe that, at least in the case of the INEGI, the various levels of management occur simultaneously for different Human Resources management processes, as shown in the figure.

Thus, the image that would represent an evaluation of Human Resource Management at the INEGI would be a bar that goes across the pyramid to varying degrees at different levels.
To illustrate this concept, percentages have been assigned subjectively, as an exercise, to the composition of the different levels of administration that is considered currently occurred in the processes related to Human Resource Management at INEGI.

The result is shown in the table and accompanying figure.

This example was completed, since the procedure allows us to assign goals to be achieved in the mixture of management levels desired in the future.

The graph shows us how INEGI’s shape would be in 2012 with this management assessment on these concepts and how the shape will be achieved in future times.

The exercise also reveals that, if we assign a score to management levels, we could obtain a total score in points. For the illustrated case we can say that the current rating for INEGI is 1.78 points, but it aims to reach 2.0 in 2014 and 2.45 in 2020.

Of course more and deeper work must be done on the subject, to assign better and more detailed evaluation fundamental rates, based on a review of the processes that an institution has and its characteristics.

Also a revision is needed on the scale used. In the example, the management that is 100% Strategic Management would reach 3.00 points, which is the maximum, while purely basic management, would get a score of 1.00, which is the minimum.

Interestingly, such a methodology would allow a standardized assessment of Human Resources Management at the National Institutes of Statistics and then make objective comparisons of their situation and specify in a better detail the areas of improvement, similar to the ISO methodology.
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We propose this Forum to make this kind of exercise in the near future and follow the research on the theme.

JHSV / MAS

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