Juana Torres Cierpe

Precarity among Tertiary Educated Civil Servants

The Case of Chilean Honorarios
Labor and Globalization
Edited by Prof. Dr. Christoph Scherrer

Volume 21
Juana Torres Cierpe

Precarity among Tertiary Educated Civil Servants

The Case of Chilean Honorarios
This research was supported by a scholarship of the International Center for Development and Decent Work (ICDD).

The Deutsche Nationalbibliothek lists this publication in the Deutsche Nationalbibliografie; detailed bibliographic data are available on the Internet at http://dnb.d-nb.de

a.t.: Dissertation zur Erlangung des akademischen Grades der Doktorin der Wirtschafts- und Sozialwissenschaften (Dr. rer. pol.), Universität Kassel, Fachbereich Gesellschaftswissenschaften, 30. Oktober 2019

Original title: “Identity factors among Honorarios employees in the Chilean public sector”

ISBN 978-3-98542-003-2 (Print)
978-3-95710-290-4 (ePDF)

British Library Cataloguing-in-Publication Data
A catalogue record for this book is available from the British Library.

ISBN 978-3-98542-003-2 (Print)
978-3-95710-290-4 (ePDF)

Library of Congress Cataloging-in-Publication Data
Torres Cierpe, Juana
Precarity among Tertiary Educated Civil Servants
The Case of Chilean Honorarios
Juana Torres Cierpe
193 pp.
Includes bibliographic references.
ISBN 978-3-98542-003-2 (Print)
978-3-95710-290-4 (ePDF)

Edition Rainer Hampp in der Nomos Verlagsgesellschaft

1st Edition 2021
© Nomos Verlagsgesellschaft, Baden-Baden, Germany 2021. Overall responsibility for manufacturing (printing and production) lies with Nomos Verlagsgesellschaft mbH & Co. KG.

This work is subject to copyright. All rights reserved. No part of this publication may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording, or any information storage or retrieval system, without prior permission in writing from the publishers. Under § 54 of the German Copyright Law where copies are made for other than private use a fee is payable to “Verwertungsgesellschaft Wort”, Munich.

No responsibility for loss caused to any individual or organization acting on or refraining from action as a result of the material in this publication can be accepted by Nomos or the author.
ACKNOWLEDGEMENTS

I want to begin by thanking Professor Christoph Scherrer for all his support. Professor Scherrer not only accepted me as a member of the ICDD, but he gave me all his confidence, believing in my academic abilities beyond language barriers. From the Master to the present, his support has been crucial in my studies in Germany. He helped me obtain funding from the ICDD for the research fieldwork and the thesis writing's final year.

I want to show my most significant appreciation to Professor Martin Kronauer for accepting me as his student and guiding me through my Master and doctoral theses. His advice has always been precious and thanks to you for sometimes giving those recommendations with a Käsekuchen. Without his guidance and persistent help, this thesis would not have been possible.

Special thanks to the members of the ICDD, mostly Christian, Martin, Simone, and my doctoral colleagues from the GLU network. Thank you very much for all the fun moments we had during so many of our network activities in different parts of the world.

Above all, a thousand thanks to my family. To my mom Guillermina and dad Luis for their infinite love and support always. Despite the physical distance, your encouragement has been invaluable. Thank you so much for being the best parents and believing in all my projects. Thanks to my brother Pablo and my sister Laura for your emotional backing and companionship at a distance.

Polito, a few words of gratitude with much love, because you were my partner throughout this process. I want to express the most profound appreciation to you for listening to me, accompanying me, distracting me, and loving me. The memory of my doctorate will always evoke your company.

Thanks to de Robillard family, my life in Europe would not have been so easy without you. Thank you for integrating me and always treating me with love.
My deepest and heartfelt appreciation goes to my friends in the three countries I have made my life. In Chile, I want to thank Claudia, Maca, Javi, Lei, Chapa, Muri, Nadia, Copi, Carlitos. To my adorable lifelong friends, Maca R., Dani R., Mary Joe, Dani D. In Germany, to Sonja, Nora, Lars, Luis, Irina, Fede, and Javi. In France, to Miño, Nati, Male, Fran, María, Flo, Suomi, Caroli, Karin, Claudio, Sofi, Cris, Pau, Coni, Dani, Nico, Negro, Julito, and Antoine. All of you have been incredibly supportive through this time.

I also want to dedicate this work to my two beloved and new little friends in this edition: Adela and Maite.

I want to offer my special thanks to the people who supported my fieldwork. I have greatly benefited from all those who participated in the expert interviews phase. Mostly, I appreciate Cristian González and Sandra Leiva’s feedback. Special thanks also to Eduardo Toro. I want to thank Feña for her valuable corrections in English. Finally, I owe a significant debt to all the 60 respondents who participated in my research. Without your participation, this thesis would not have materialised.

I owe my deepest gratitude the Program of the National Commission for Scientific and Technological Research (CONICYT). This research was funded by the Programa Formación de Capital Humano Avanzado, Doctorado en el Extranjero, Becas Chile, 2013.
Table of contents

Introduction 1
Methodology 10
Problematisation and research question 11
Hypotheses 12
Objectives 14

CHAPTER I 16
THEORETICAL GROUNDS IN IDENTITY. TOWARDS A COMPREHENSION OF THE POTENTIAL COLLECTIVE IDENTITY IN HONORARIOS EMPLOYEES 16

INTRODUCTION 17
1. Identity as a process: how to face identity concept in contemporary word of labour? 18
   1.1. Classical approaches to identity: towards the relevance of this concept in the world of labour. 18
   1.2. Process of identity construction: from the individual to the collective. 23
   1.3. The Chilean discourse to describe the experience of non-recognition based on the ideal of rights. 30
2. Precariousness understood from the family regime: inputs from Paugam’s theory. 34
   2.1. Strategy based on the lineal (family) bond. 34
   2.2. The development of trade unions as a strategy based on the organic bond. 38
   2.3. Factors of common identity and collective identity: a brief debate 41

CHAPTER II 44
HONORARIOS EMPLOYEES IN THE CHILEAN PUBLIC SECTOR. UNDERSTANDING THE PRECARIOUSNESS THAT SURROUNDS THEM. 44

Introduction 45
1. Historical review of the public sector transformations in Chile. 46
   1.1. The historical roots of the dismantling process of the Chilean state and its public sector 47
   1.2. Democracy arrival and its continuities with the dictatorship 53
2. Honorarios statute: The labour relationship in disguise 57
   2.1. The different methods of hiring employees in the public sector. 57
   2.2. Regulation of the Honorarios agreement and its consequences. 60
3. Honorarios employees and other workers 62
   3.1. Honorarios public employees and Honorarios private workers 62
   3.2. Public Honorarios employees compared to civil servants in the central Administration 64
   3.3. Honorarios employees in Municipalities 67
4. Statistics of Honorarios employees in the public sector. 71
   4.1. Individual characterisation of Honorarios employees in the public sector 72

https://www.nomos-shop.de/isbn/978-3-98542-003-2

@ Rainer Hampp Verlag. Alle Rechte vorbehalten.
4.2. The working conditions of Honorarios employees in the public sector: A comparison to civil servants.

CHAPTER III

HONORARIOS EMPLOYEES: THE SOCIAL FACTOR DETERMINING THEIR POSITION IN THE SOCIAL LABOUR DIVISION.

Introduction

1. Higher education in Chile and reproduction of social inequality. The case of public Honorarios employees.
   1.1. Brief review of the Chilean higher education system as a reproducer of social inequality
   1.2. Distribution of respondents in the social division of labour according to their socio-educational background.

2. Perceptions about labour, university studies and being a professional.
   2.1. Meanings of having gone through higher education.
   2.2. Meanings of being professional
   2.3. Meanings of labour in the lives of Honorarios employees.

CHAPTER IV

EXPERIENCE OF NON-RECOGNITION IN HONORARIOS EMPLOYEES OF THE PUBLIC SECTOR.

Introduction

1. Denial of labour rights. The common experience of all Honorarios
   1.1. The lack of labour rights: perceptions around it.
   1.2. The relationship between Honorarios employees and their fellow civil servants.

2. Self-esteem: consequences in the perception of oneself Honorarios employees
   2.1. The recognition as a public employee.
   2.2. Is there a willingness on the Chilean state to recognise Honorarios as public employees?
   2.3. Meanings associated with having a formal employment contract.
   2.4. The labour circle of Honorarios: the social-esteem promoters

3. Honorarios and precariousness: their fears and uncertainties

CHAPTER V

THE HONORARIOS' STRATEGIES AGAINST PRECARIOUSNESS.

Introduction

1. The strategies against precariousness deployed in the private sphere
   1.1. Strategies based on the self
   1.2. Strategies linked to lineal bonds.

2. Creating the organic participation bond
2.1. Honorarios trade unions panorama 153
2.2. The Honorarios unionisation strategy on the shop floor. 157
2.3. The boss role in the provision of rights 162

Conclusion 166

Bibliography 171

Annexes 177
Annexe N°1: The methodological techniques to address the study subject 177
Annexe N°2: Guideline Interview 182

List of tables and charts

TABLE 1: CHARACTERISTICS OF CONTRACTS IN THE CHILEAN PUBLIC SECTOR. ..................60
TABLE 2: TOTAL NUMBER OF PUBLIC EMPLOYEES PER CONTRACT BETWEEN 2006-2017 ...65
TABLE 3: PERCENTAGE OF HONORARIOS WORKING IN MUNICIPALITIES IN RELATION TO
THE TOTAL OF HONORARIOS IN PUBLIC INSTITUTIONS........................................69
TABLE 4: TIMELINE- AGE OF HONORARIOS EMPLOYEES ON AVERAGE ......................74
TABLE 5: TIMELINE- WORKING DAY DISTRIBUTION ON AVERAGE. PUBLIC EMPLOYEES ......75
TABLE 6: SALARIES DISTRIBUTION ON AVERAGE IN U.S. DOLLARS. HONORARIOS PUBLIC
SECTOR ........................................................................................................................................77
TABLE 7: SALARIES DISTRIBUTION ACCORDING TO GENDER AND EDUCATION LEVEL.
PUBLIC EMPLOYEES UNDER HONORARIOS AGREEMENT ........................................79
TABLE 8: CHILEAN UNIVERSITIES CLASSIFICATION ........................................................86
TABLE 9: LEVEL OF PRECARIOUSNESS IN THE PUBLIC ADMINISTRATION. THE CASE OF
HONORARIOS .........................................................................................................................90
TABLE 10: CHILEAN SOCIAL CONTRIBUTION DISTRIBUTION ........................................110
TABLE 11: PROFESSIONAL INTEGRATION AND ITS DEVIATION FORMS ..........................152

Chart 1: GROWTH RATE OF PUBLIC EMPLOYEES IN CENTRAL ADMINISTRATION- PERIOD
2006-2017 ............................................................................................................................66
Chart 2: TIME-LINE DISTRIBUTION. PUBLIC EMPLOYEES UNDER HONORARIOS AGREEMENT
IN MUNICIPALITIES ............................................................................................................68
Chart 3: TIME-LINE DISTRIBUTION. PUBLIC EMPLOYEES UNDER HONORARIOS AGREEMENT
IN MUNICIPALITIES ............................................................................................................68
Chart 4: TIMELINE- GENDER DISTRIBUTION ON AVERAGE. PUBLIC EMPLOYEES UNDER
HONORARIOS AGREEMENT ..............................................................................................70
Chart 5: TIMELINE- EDUCATION LEVEL DISTRIBUTION ON AVERAGE. PUBLIC EMPLOYEES
UNDER HONORARIOS AGREEMENT .................................................................................73
Chart 6: TIMELINE- SOCIAL WELFARE AVERAGE. PUBLIC EMPLOYEES ..........................74
Chart 7: SALARIES DISTRIBUTION IN DOLLARS ACCORDING TYPE OF CONTRACT ..........76
Chart 8: SALARIES GENDER DISTRIBUTION IN DOLLARS. PUBLIC EMPLOYEES UNDER
HONORARIOS AGREEMENT ..............................................................................................79
Chart 9: SOCIO-EDUCATIONAL BACKGROUND AND CURRENT JOB POSITION OF
HONORARIOS EMPLOYEES .................................................................................................91
Chart 10: TOTAL NUMBER OF ACTIVE HONORARIOS UNIONS PER YEAR: TOTAL NUMBER
OF HONORARIOS UNIONS PER YEAR .............................................................................154
Chart 11: PERCENTAGE OF TOTAL ACTIVE UNIONIZED HONORARIOS BY PUBLIC AREA ....155