

Institutional Change and Transparency Practices in the National Audit Office of Peru

Yvette Maria Vanessa García Torres

Master's Thesis

University of Helsinki

Faculty of Social Sciences

Global Politics and Communication/

Governance, Organization and Communication

track

May 2021



Tiedekunta – Fakultet – Faculty		Koulutusohjelma – Utbildningsprogram – Degree Programme	
Faculty of Social Sciences		Global Politics and Communication	
Tekijä – Författare – Author			
Yvette Maria Vanessa Garcia Torres			
Työn nimi – Arbetets titel – Title			
Institutional change and transparency practices in the National Audit Office of Peru			
Oppiaine/Opintosuunta – Läroämne/Studieinriktning – Subject/Study track			
Governance, Organization and Communication			
Työn laji – Arbetets art – Level		Aika – Datum – Month and year	Sivumäärä – Sidoantal – Number of pages
Master's thesis		05/2021	70 p. + appendixes 5 p.
Tiivistelmä – Referat – Abstract			
<p>This study aims to analyze institutional change and transparency practices of the National Audit Office of Peru (NAO), whose job is to promote accountability in public administration but paradoxically faced an accountability crisis in 2017.</p> <p>This study analyzes the combination of logics of explanation that fostered the changes in the NAO during 2010 to 2020, and the role of transparency practices in institutional change. This study answers two research questions about the logics of explanation that were decisive to promote institutional change and the role of transparency in institutional change at the National Audit of Peru during the ten-year study of 2010-2020. In that regard, this theory-based qualitative research is based on institutional change theories and the four logics of explanation proposed by Vivien Schmidt: institutional design, evolutionary, appropriateness, and communication, the perceptions of seven decision-makers, managers, authors, or participants who worked during the time of the study frame of ten years, plus the analysis of statistical data.</p> <p>Since only one logics of explanation cannot explain the changes, a combination of the four logics of explanation were necessary. Each of the logics of explanation merge with thematical axis proposed after coding the interviewees' perspectives to explain how the changes were produced and the role of the transparency practices that fostered the changes within an accountability public institution between 2010 2020. Moreover, theories of accountability, trustworthiness, transparency and communication are presented to answer the research questions.</p> <p>This study uses the content analysis method and other qualitative research tools such as document review, website review, and information from the organization, which is of public domain. Finally, the conclusions of this study show that the combination of the four logics of explanation was crucial for the changes at the National Audit Office, and the practices of transparency were effects of those changes.</p>			
Avainsanat – Nyckelord – Keywords			
Institutional change; Transparency; Accountability; Trust; Communication, Audit Office			
Ohjaaja tai ohjaajat – Handledare – Supervisor or supervisors			
Tero Erkkilä			
Säilytyspaikka – Förvaringställe – Where deposited			
Helsingin yliopiston kirjasto, Helsingfors universitets bibliotek, Helsinki University Library			
Muita tietoja – Övriga uppgifter – Additional information			

Table of contents

TABLES AND FIGURES	iii
LIST OF ABBREVIATIONS	iv
1. INTRODUCTION	1
1.1. Research questions	3
1.2. Structure of the thesis	5
2. THEORETICAL FRAMEWORK.....	6
2.1. Introduction	6
2.2. The role of the Supreme Audit Institutions (SAIs).....	6
2.3. Institutional change	8
2.4. Transparency	11
2.4.1. From openness to transparency	11
2.4.2. Defining transparency.....	13
2.4.3. Communication as a mechanism of transparency	14
2.5. Accountability	15
2.6. Summarizing the theory.....	18
3. METHODOLOGY AND DATA COLLECTION	20
3.1. Research frame	20
3.2. Data collection.....	22
3.3. Data analysis.....	23
3.4. Ethics	25
4. CONTEXT	26
4.1. Peruvian context	26
4.2. National Audit Office of Peru in a nutshell.....	28
4.3. Issues faced by the NAO	31
5. ANALYSIS	33
5.1. Institutional change and the logics of explanation that promoted it.....	36
5.1.1. Leadership influence.....	36
5.1.2. Crisis and trust.....	41
5.1.3. Internal and external communication	43
5.1.4. Internationalization.....	45
5.2. The role of transparency in institutional change.....	46
5.2.1. Accountability and institutional change	47
5.2.2. Citizen participation	52
5.2.3. Access to information.....	53

5.2.4. Quality of information	54
5.3. Summary of the analysis.....	55
6. CONCLUSION	58
7. REFERENCES	64
APPENDIX 1: Peru: Trust perception of public institutions.....	71
APPENDIX 2: List of Interviewees	72
APPENDIX 3: Access to public information form	73
APPENDIX 4: Interview	74

TABLES AND FIGURES

List of tables

Tabla 1: Different types of accountability	16
Tabla 2: Logics of explanation and interviewees perceptions	33

List of figures

Figure 1: Peru's rankings positions according to the Corruption Perception Index 2012-2020.....	27
Figure 2: Peru's score according to the Corruption Perception Index 2012-2020	28
Figure 3: Trust evolution of the National Audit Office from June 2017 to March 2020	32
Figure 4: Amount of reports issued 2010-2020.....	38
Figure 5: Press releases during the period 2017-2020.....	39
Figure 6: Declarations of Financial Assets and Income 2010-2020, obtained from the NAO's website.....	48
Figure 7: Declarations of Financial Assets and Income 2010-2020, obtained through Access to public information	49
Figure 8: Declaration of Conflict of Interests for the period 2018-2020.....	50

LIST OF ABBREVIATIONS

API	Access to public information
CPI	Corruption Perception Index
EFS	Entidades Fiscalizadoras Superiores - The same as SAI
FOI	Freedom of Information
ICB	Institutional Control Bodies
ICT	Information and communication technologies
IDIGI-EFS	Institutional Management of Supreme Audit Institutions
IFAC	International Federation of Accountants
INEI	National Institute of Statistics and Informatics (Instituto Nacional de Estadística e Informática)
INTOSAI	International Organization of Supreme Audit Institutions
ISSAI	International Standards of Supreme Audit Institutions
NAO	National Audit Office of Peru
NAOF	National Audit Office of Finland
NCS	National Control System
NPM	New public management
OECD	Organization for Economic Co-operation and Development
OLACEF	Organization of Latin American and Caribbean Supreme Audit Institutions
RENEC	National Registry of Identification and Civil Status (Registro Nacional de Identificación y Estado Civil)
SAI	Supreme Audit Institutions
SEACE	Electronic State Contracting System (Sistema Electrónico de Contrataciones del Estado)
SIAF	Integrated Financial Administration System (Sistema Integrado de Administración Financiera)
SUNAT	National Superintendency of Customs and Tax Administration (Superintendencia Nacional de Aduanas y Administración Tributaria)
WTO	World Trade Organization

1. INTRODUCTION

National Audit Offices' core function is to promote accountability in public administration; however, paradoxically these institutions themselves can have accountability issues. This study analyzes institutional change in the National Audit Office of Peru that faced an accountability crisis in 2017. The particular focus of the research is to analyze the logics of explanation that fostered the changes, and the role of transparency practices in the institutional changes, exploring how transparency, accountability, trust, and communications are impacting this public organization, and how this is perceived within the organization. This study uses a combination of the logics of explanation to understand the changes that happened between 2010 to 2020.

Peruvian public institutions have a long history of corruption and distrust among their organizations and politicians. Over time, some corruption practices have lasted or been inherited, especially in weak societies like many Latin American countries. In Peruvian culture, a predominant mode of corruption has been linked to the executive branch: the illegal profits and spoils of patronage carried out by viceroys, caudillos, presidents, and dictators (Quiroz Norris, 2013, p. 47). Although this particular study will not focus on the executive branch, it provides evidence that the Peruvian Government has issues of integrity, accountability, and trust.

Corruption has been the main problem in Peru for many years, even displacing crime (Carrión, Zárate, Boidi, & Zechmeister, 2020; INEI - Oficina técnica de difusión, 2017; Transparency International, 2020). Another big issue is distrust in public institutions according to the technical report “Peru: citizen perception about governance, democracy and trust in public institutions” (INEI, 2020), most of the institutions analyzed are recognized by citizens as distrustful. Only the National Registry of Identification and Civil Status (RENIEC¹) exceeds 50% trust over other public institutions (see Appendix 1).

Institutional change theories provided a framework to analyze the changes at the National Audit Office of Peru (NAO) because it helps to understand how human interaction shapes institutions (Tang, 2012, p. 3) follow by rules and conventions. This study is focused on Vivien Schmidt's (2006) four logics of explanation of institutional change. The institutional design

¹ Acronym due to its name in Spanish, Registro Nacional de Identificación y Estado Civil.

logic explains how actors are motivated by their interests and motivations. The evolutionary logic explains the process of evolution in the institution over time with a focus on juncture events that fostered the changes. Appropriateness logic of explanation refers to shared rules that lead to human action. The last logic of explanation is communication which is related to the ideational and discursive communication that guides the changes. Each of these logics merge with the framework of transparency and openness, which defines freedom of information (Berliner, 2014; Forssbäck & Oxelheim, 2014) and how communication has become a transparency mechanism (Christensen, 2002). Moreover, theories about accountability (Erkkilä, 2012) and trustworthiness and its effects in auditing (Dobrowolski & Sułkowski, 2020) are presented to shape concepts that respond to the research questions.

In that regard, this case study of the National Audit Office of Peru (NAO)² will explain how the process of change is shaped by new ideas inside a Peruvian public organization that faced an accountability crisis in 2017 (Erkkilä, 2012, p. 28), using a combination of logics of explanation to address the changes. The crisis of 2017 happened when the former Comptroller General or General Auditor, besides other things, presumed an asset imbalance when he was the head of the office in 2016-2017 (Barboza Quiroz, 2021; Hidalgo Bustamente & Villarroel Zurita, 2017). It is also alleged that he made irregular payments to a treasury worker at the office he had a relationship with (Redacción RPP, 2017).

Even though Peruvian society is usually facing crisis, many other public institutions worldwide had faced accountability issues. Lately, the National Audit Office of Finland (NAOF)³ reported that the Auditor General was involved in an expenses scandal. According to Yle-News, she spent thousands of euros on travel, earning flight points that she does not want to explain. Also, she spent money on beauty services. Moreover, it is reported that, during the time the Auditor General was in office, many audit services or activities decreased (Yle News, 2021).

Moreover, this study explores how transparency practices could foster institutional change. In order to analyze these changes, the study uses a time frame of ten years (2010-2020). The timeframe would help see the development of the institutional changes having as a turning point a crisis, leading to an increase and facilitate the rapid reforms in the NAO. Their changes are clearly showed in the rise of audit controls from 2014 with a pick in 2017. Besides the

² Also known as the Comptroller General of the Republic of Peru (CGR-Peru)

³ Valtiontalouden tarkastusvirasto (VTV) in Finnish.

diffusion of information to the public, and the use of technological elements and tools in their everyday work, among others.

Currently, the National Audit Office of Peru produces annual management reports where they explained the progress of the National Control System and the National Audit Office, mechanisms of corruption prevention about their governmental control process, and transparency and good governance (Contraloría General de la República, 2020). Moreover, regionally the Supreme Audit Institutions of Latin America and the Caribbean prepare annual indexes of access to information (Sánchez Coca, Jiménez Mora, & Velásquez Leal, 2019). However, no further research on elements that produced institutional changes and the role of transparency during the period of study exists.

This qualitative case study utilizes methods such as document review retrieved from the website and access to public information, which allowed producing graphics to use when interviewing. Besides, in-depth digital semi-structural interviews with professionals that have worked during 2010-2020 or still working at the National Audit Office of Peru. Digital semi-structural interviews help to obtain participant's perspectives about the changes within the organization. Additionally, content analysis was used to define and shape the data to be analyzed.

The analysis of institutional change and transparency about an Audit Office brings valuable information to the Latin American context and provide insights to the global political environment on the topics addressed. The rapid changes inside the institution impacted the fulfillment of their goals; therefore, it is important to organize, highlight, and document the information of the study case. Moreover, the study could foster further analysis for comparing different Latin American countries. Finally, facts and data could be used to create better practices to improve organizational processes.

1.1. Research questions

The generalized corruption in the public administration has boosted distrust and uncertainty among Peruvian citizens. According to the Corruption Perception Index (CPI) 2020 (Transparency International, 2021), Peru ranks 94 out of 180 countries assessed. It has not changed much since the previous year it was ranked 101 (Transparency International, 2020) due to the lack of trust and confidence in political leaders and democracy.

The various political crises, including corruption, has damaged public organizations over the years, and the National Audit Office of Peru was no exception. The National Control System presented low levels of trust because they did not accomplish their official duties of preventing, detecting, investigating, and sanctioning functional misconducts and corruption (Shack Yalta, 2018). Moreover, their levels of transparency and accountability were damaged by the problems mentioned above. Therefore, these difficulties became a paradox for an institution that should be a role model in promoting accountability, integrity, and transparency. Considering that, two research questions are addressed to understand the NAO's work in tackling the problem of institutional change.

This study aims to analyze the institutional change and the role of transparency practices inside a Peruvian institution whose core is to promote accountability but paradoxically faced an accountability crisis in 2017. Besides, understand if transparency practices are promoting those changes within the institution.

- What logics of explanation were decisive to promote NAO's institutional change in 2010-2020?

This question analyzes which are the logics of explanation that produced institutional change. Based on Vivien Schmidt's four logics of explanation about new institutionalism theories, interviewees' perceptions are studied. "There are three main new institutionalism – rational choice, historical, and sociological institutionalism – plus a fourth newer 'new' institutionalism-discursive institutionalism. Each has different objects, goals, and standards of explanation with regard to the state, and each has different advantages and disadvantages with regard to analyses of the state" (V. Schmidt, 2006, p. 99). Which are used to shape the different variants of change within the institution.

- What was the role of transparency in institutional change within a Peruvian public organization that fosters accountability?

This question analyzes how transparency practices have an active purpose in the changes that happened at the National Audit Office when they faced an accountability problem. It is important to address that this question, the same as the previous one, is

based on interviewees' perceptions when they worked at the institution. Both questions use the logics of explanation of Vivien Schmidt.

1.2. Structure of the thesis

This study has been divided into six chapters. The first chapter presents the introduction of the research, followed by the problem and research questions of the study. The second chapter consists of the theoretical framework that encompasses the basis of the research. In this chapter, the literature is focused on institutional change with an emphasis on public organizations. Transparency is one of the main topics presented and its relation to communication and trust; likewise, accountability rules the theoretical framework.

After introducing the literature review in chapter two, the next chapter presents the methodology and research design used for the study. Moreover, chapter three explains the tools used for data collection and how the analysis was performed. It also discusses the ethics of the study. Chapter four is an overview of the Peruvian context. It addresses the work of the National Audit Office of Peru and the situation of Peruvian society. Chapter five's core is the analysis of the data obtained via different methods such as semi-structured digital interviews and data analysis. Finally, chapter six summarizes the study's main findings and provides ideas for further studies.

2. THEORETICAL FRAMEWORK

2.1. Introduction

Previous studies about transparency, access to information, accountability, crisis, and trust around the world had been developed in the literature. Many studies were focused on the relationship of transparency and trust, transparency and accountability, transparency and communication within public institutions. Since transparency is also a matter of public policy, further studies according to regulations were addressed in different socio-economic contexts, such as Spain with legislative offers about transparency and access to public information (Guichot Reina, 2011). Or like the Paraguayan case where they did not have access to public information laws (Vel, Marlene, & Mart, 2008).

Other studies have an emphasis on financial accountability, primarily about accounting firms. For instance, new public management reforms within Anglo-American nations are the most common, specifically the sponsorship scandal in Canada (Free & Radcliffe, 2009). Studies about trust within organizations are usual too (Grimmelikhuijsen, Porumbescu, Hong, & Im, 2013; Mueller, Carter, & Whittle, 2015), especially publishing information and the issues that could appear on data protection (Sutherland, 2020). Study cases of Peru related to transparency and trust among public and private sectors were also a guide to developing my research (Valeriano Ortiz, 2019).

This study has a focus on transparency, accountability, and institutional change, including trust issues. A specific look into the work of an audit office from a Southern American country, such as Peru, and their practices provides attractive assets to the transparency and accountability field.

2.2. The role of the Supreme Audit Institutions (SAIs)

A Supreme Audit Institution (SAI) is an independent national or supranational organization responsible for auditing the government revenue and spending (INTOSAI, n.d.-b; Stapenhurst & Titsworth, 2002, p. 1). Supreme Audit Institutions are considered the government's chief auditors (World Bank, 2020, p. 305). SAIs' purpose is "to oversee the management of public funds and the quality and credibility of governments reported financial data" (Stapenhurst & Titsworth, 2002, p. 1) with a crucial role of helping to ensure transparency and accountability. The National Audit Office of Peru is consider as a Supreme Audit Institution.

There is a classification of three auditing systems of supreme audit institutions in the literature: the Napoleonic, the Westminster, and the Board. The Napoleonic system is widespread among Latin European countries, Latin American countries, and francophone African countries. This classification has “both judicial and administrative authority and is independent of the legislative and executive branches. Such institution is an integral part of the judiciary, making judgments on government compliance with laws and regulations as well as ensuring that public funds are well spent” (Idem). This case study analyzes the National Audit Office of Peru which is part of the Napoleonic system. The Westminster system is common in Sub-Saharan African countries, Caribbean countries, and the Commonwealth countries. The auditor general reports directly to the parliament as an independent body. As the Napoleonic classification, it presents financial statements and reports of public institutions; however, they do not give much emphasis on legal compliance. The Board system is predominant in Asian countries, they possess an audit commission and the general executive bureau, which both are part of the audit board (Ibid, pp. 1-2).

Supreme audit institutions are part of the International Organization of Supreme Audit Institutions (INTOSAI). The INTOSAI was created in 1953 during the I Congress in Havana, Cuba, as an international association with 34 SAIs and partner organizations. Nowadays is an autonomous, independent, professional, and nonpolitical organization (INTOSAI, n.d.-b). It comprises 195 full members (SAIs members of the United Nations Organization or their Specialized Agencies and SAIs from supranational organizations like the European Court of Auditors). Five associate members (international, professional, and other organizations such as the World Bank) and one affiliate member (SAIs of overseas or dependent territories, the only one is Guam) (INTOSAI, n.d.-a).

INTOSAI’s role is to foster the exchange of experiences and knowledge between supreme audit institutions, international organizations, and stakeholders who work in the government auditing field (INTOSAI, n.d.-c). Moreover, they provide SAIs with high-quality international standards for the public sector (INTOSAI, n.d.-b) to deliver effective audit reports and promote good governance (World Bank, 2020, p. 305).

2.3. Institutional change

Institutional change is a relevant topic among social sciences. Therefore, various theories focus on “why” and “how” institutional change happens. For the study, I will present a relevant framework that helps us examine the modes of institutional change.

Firstly, it is relevant to address what is understood by institutions as this study focuses on a public institution. Many authors propose different definitions. According to Douglass North (in Tang, 2012, p. 3), “institutions are humanly devised constraints that shape human interaction.” This means a group of social rules, either formal (mainly laws and constitutions, and international regimes) and informal (conventions and norms) where human beings communicate and collaborate. Whereas others define it as a system of shared rules, norms, and beliefs that shape social behavior (Coccia, 2018; Kingston & Caballero, 2009; Tang, 2012a). Therefore, if the basis of social life is institutions (Campbell 2004: 1), then social change is driven by institutional change (Tang, 2012, p. 1). In that sense, it is appropriate to define institutional change and the theories that support it.

Maggetti (2014) synthesized the theories of Streeck, Thelen, and Mahoney about modes of institutional change in regulatory states. He proposes four modes of gradual institutional change, layering, displacement, drift, and conversion. Layering is a gradual change where new components develop in the organization that might appear small. Still, those components might completely change the organization when new rules are established along with older ones (Mahoney & Thelen, 2010, p. 15). The second mode happens when the integration of new models or foreign models is adopted in the organization, and traditional elements are displaced; this mode is Displacement. The drift mode is when components of the organization became obsolete and they start disappearing due to an unactive maintenance. According to Maggetti, most of the changes happen because of political strategies of non-decision to reduce institutions. The fourth mode is Conversion, which can appear due to the impugnation of political actors to the design of the organization. This can lead to the shift of power favoring new actors (Maggetti, 2014, pp. 279-280; Mahoney & Thelen, 2010, pp. 14-18).

Moreover, Vivien Schmidt defines four types of new institutionalism: Rational Choice, Historical, Sociological, and Discursive institutionalism, which explains how institutions are brought back to the explanation of politics and society (Schmidt, 2006, p. 98). For Schmidt, Rational choice institutionalism describes when rational actor’s reasons are identified by their

interests and motivations within their institutional environment. It is also seen as self-enforcing equilibria of institutions, where its behavior is caused internally (Streeck & Thelen, 2005, p. 8). Historical institutionalism is related to the evolution of institutional processes over time, focusing on political change juncture or moments when events happened. It could also include cultural elements and coordinating roles institutions perform (Mahoney & Thelen, 2010, p. 7). Historical institutionalism is based on the equilibrium of policies over time (path-dependency) until it is interrupted by an intense moment that shifts that path to a new equilibrium (Peters, Pierre, & King, 2005, p. 1289). For Thelen in Schmidt (2006, p. 106) the institutional evolution may include mechanisms of change, adding new elements into the institutional environment or including new goals.

Sociological institutionalism refers to shared norms that guide human action, influence interests, and affect problems and solutions. It refers to the actor's perspective and understanding of rules and what they define as good and right (March & Olsen, 2009, p. 4). For Mahoney & Thelen (2010, p. 5), actors replicate a similar institutional logic in various spheres, like copying the same institutional structure in new institutions, which is not necessarily efficient. Finally, Discursive institutionalism, also known as ideational institutionalism, refers to how ideas will be communicated through discourse. Not only communicating norms and narratives but more dynamic ideas, thoughts, and actions. In a sense, this fourth type of institutionalism explains the dynamic of change through ideas and discursive communication (Schmidt, 2006, pp. 102-113). Discursive institutionalism differs from the other three new-institutionalism because it is not based on actors. The other three institutionalism focus the changes on actors. However, it seems as ideational or discursive abilities (logic of communication) created by agents who preserve institutions. The logic of communication enables agents or actors to think, speak, and act freely about their institutional norms and rules to change them or continue the same way (V. A. Schmidt, 2008, p. 314). Therefore, this type of institutionalism helps to understand how communication and discourse could be used to produce changes inside a public organization like the National Audit Office of Peru.

Moreover, other authors also outline literature on institutional change. Coccia presents a historical perspective and definitions of institutional change related to the conceptualizations proposed by Kingston and Caballero and Shipping Tang. In that sense, three different approaches to describe institutional change are presented. The first approach is a designed-based theory where political entities (community or state) conduct rules for individuals and

organizations to participate in collective actions and negotiations with the purpose to change the rules for their own benefit (Coccia, 2018, p. 338; Kingston & Caballero, 2009, p. 4). Because self-interested agents want to obtain social outcomes that benefit them but produce by institutions (Tang, 2012, p. 25), some scholars argue that exogenous parameters (rules that govern day-to-day interaction) are the force that generates institutional change. Other authors consider that institutional change occurs after a minimal coalition (a group of people with hierarchical rank and decision-making power) accepts the expected costs and benefits of institutional change, previously calculated by everyone (Ibid, p. 5). This approach reflects the changes in high-level rules and the effects caused on decision-makers (Coccia, 2018, p. 338).

The second approach is the evolutionary theory of institutional change that proposes human actions as the force to produce institutional change, which means that the process of change is due to the evolution, mutation, selection, and inheritance process. This theory differentiates from the other because rules emerge and adapt in socioeconomic environments. Therefore, institutional change is an evolutionary process where competitive pressure discards inefficient forms of organization (Coccia, 2018, p. 339; Kingston & Caballero, 2009, pp. 8-9). Other scholars like Veblen claim that institutional change can occur due to changes in the population and technology because institutions are in a continuously evolving situation. Therefore, institutions will not maintain an 'efficient configuration' because a constantly changing world allows this evolution and adaptation within institutions (Ibid, p. 14).

The third approach is the equilibrium perspective of institutions. This approach considers that changing rules is not how institutional change is formulated, as the other perspectives showed. In this theory, institutional change is due to changing expectations. "It treats formal and informal rules within a unified framework by shifting the focus from the rules governing behavior to the behavior itself" (Coccia, 2018, p. 340). Hence, endogenous forces foster institutional change.

It is important to understand that changes might happen due to exogenous or endogenous forces (Buitelaar, Lagendijk, & Jacobs, 2007, p. 896; Tang, 2012, p. 40). Shiping Tang (2012) argues that abrupt and slow institutional changes can carry significant changes to institutions, but not all of them would come as a crisis. After an accumulation of changes by the time, they can be either internal or external. Some of them can occur due to a technological or social idea (Tang, 2012, pp. 40-41). This is important to remark because the National Audit Office of Peru faced a crisis in 2017. If changes are internally motivated, it is due to gradual pressure from within the

institution or stakeholders that proposes re-designing the institution or generating incremental change (Buitelaar et al., 2007, p. 896).

Vlados & Chatzinikolaou consider that institutions should continuously develop managerial and technological strategies; therefore, it fosters their potential and produce institutional innovation, which can be a way to overcome a crisis (Vlados & Chatzinikolaou, 2019, p. 62). Tang (2012) argues that even improvements in institutional change could be challenged by new ideas that promise better things. (Tang, 2012, p. 38). This is due to the fast and constant evolution of the world. However, it is vital to consider that history matters because institutions are today shaped by their history (Buitelaar et al., 2007, p. 893). Thus, each previous and new step will define the new institutional path.

Many theories explain how institutional change could happenend. However, for the analysis of the case study of the Peruvian National Audit Office, the four theories of new institutionalism will be used to describe the changes during the ten years time frame. Since only one theory of institutionalism is not enough, the combination of Rational Choice, Historical, Sociological, and Discursive institutionalism complement each other to explain many changes. Moreover, the theory of crisis also provides sufficient arguments to explain the impact of the crisis the National Audit Office faced in 2017.

2.4. Transparency

2.4.1. From openness to transparency

The term transparency in the public sector appeared with the idea of openness or open Government, which is related to opening up archives, public sessions of representative bodies, and the publication of government documents (Meijer, 2014, p. 1). Many authors agree that transparency is both an old and new concept (Erkkilä, 2020; Guichot Reina, 2011; Meijer, 2014) rooted in the idea of publishing government information in order to transparent the darkness that could be inside the Government.

Access to information became a principle of transparency because, in a democratic society, citizens require information from their public organizations. Access to information in the public sector has also helped to open the secrecy among Governments. However, it was not implemented worldwide until the late 1990s. The first countries regulating access to public information from a democratic perspective were led by Scandinavian countries and by the

United States and the countries in its English-speaking area of influence (Guichot Reina, 2011, p. 8). The history of transparency dates back to the 18th century when Sweden in 1766 adopted access to information legislation (Erkkilä, 2012, p. 6). The Swedish case goes according to a new printing technique and the right to publish state information and government documents (Erkkilä, 2020, p. 2). In 1951 Finland was the second country to enact transparency legislation with the Act on the Publicity of Government Records (Erkkilä, 2014, p. 75). Later, between the late 1970s and early 1990s, it spread among Western European countries, like France in 1978, Greece in 1986, Italy in 1990, and Spain in 1992. In the late 1990s and early 2000s, there has been an increase in the adoption of transparency and access to public information laws in Eastern European countries, followed by Central America and South America, Asia, Africa, and Oceania (Guichot Reina, 2011, p. 8). Peru adopted the Law of Transparency and Access to Public Information in 2002.

It is true that most politically, socially, and economically developed countries acted firstly, but nowadays, many countries from all continents have adopted new laws related to access to public information. Access to information can increase transparency because it can either show what different institutions are doing and it also empowers citizens and journalists to expose possible corruption cases. According to Daniel Berliner (2014, p. 479.), Freedom of Information (FOI) laws, also called Access to Information or Right to Information laws, "institutionalize transparency by creating legal guarantees of the right to request government information." It provides citizens and interested people the right, a democratic right, to access documents held by the Government without any legal interest.

Despite the increase and adoption of information-access laws, it does not always fulfill the original motivations. Sometimes the implementation of transparency is used for economic means that might be beneficial. Still, they might not work properly when there are no solid political rights and civil society organizations (Erkkilä, 2012, pp. 18-19).

Transparency and access to public information offers an overview of how the law was introduced to public management and the way to use it. In that regard, this mechanism of access to public information will provide the access to the National Audit Office's information in order to analyze it. The law allow one to retrieve information: documents, statistical data, reports, among others, to use them. In this case, the information retrieved is for the analysis of the case study.

2.4.2. Defining transparency

When someone thinks about transparency, the first idea that pop-ups in one's mind are translucent, crystal clear, and with no color. We are not far from defining the concept that researchers and politicians suggested to government transparency and its relation to accountability. Transparency emerged as part of the term openness and freedom of information (FOI) laws. Nowadays, there are several definitions of transparency, despite its background in openness that goes back to the 18th century. Forssbäck & Oxelheim (2014, p. 6) refer to the OECD concept of budget transparency as "the full disclosure of all relevant fiscal information in a timely and systematic manner." They also mention the definition that the World Trade Organization (WTO) used in their glossary. Defining transparency as the "degree to which trade policies and practices, and the process by which they are established, are open and predictable" (Idem). As we see, reflections about transparency became more robust with the globalization of markets and the need for better information on their functioning. Therefore, the OECD and the World Bank were the leading promoters of the best practices in transparency (Naessens, 2010). For Erkkilä (2012, p. 3) transparency involves an economic understanding of government information access because there was a shift from publicity to transparency, highlighting efficiency.

According to Guerrero Gutierrez in Naessens (2010, p. 2120), other concepts indicate that transparency can be used as a subject's attribute, referring to a person's moral quality or government acts related to a particular set of rules and conducts standards. It can also be an attribute of a group (for instance, a political party, a union, a trade union, or a government), when they make public, or delivers to any interested person, information on its internal operations and procedures on the administration. For Pertuzé Fariña (2003, pp. 22-23), transparency is related to the population's active participation because people and the public opinion take into account all of politicians and public authorities' decisions. The active involvement of the public sphere is one of the edges of transparency and accountability.

Transparency is a broad concept that is present along this case study. The term and its meaning will be used to explain the role that transparency has in institutional change. The way the National Audit office utilizes the whole sense of transparency. Moreover, the connection with accountability of public servants, and how citizen participation is also seen as part of transparency.

2.4.3. Communication as a mechanism of transparency

Nowadays, organizations are under pressure to continuously stand out and present updated and clear messages to its public. Many authors agree that organizations need to show their information and express themselves coherently and legitimately (Christensen, 2002, p. 163).

According to Christensen (2002), digitalization has been one of the facts that facilitated the openness of organizational information; another reason is related to public relations. In organizational communication literature, more specifically in public relations theory, the role of communication and its practices could increase transparency and trust because clear and honest communication is crucial for building trust relationships (Fairbanks, Plowman, & Rawlins, 2007, p. 25). Trust is a key element for the analysis of institutional change in the National Audit office of Peru. Moreover, it has been a common practice since 1890 because some scholars have argued that publicity could curb corruption in corporations (Idem). In that sense, transparency had been a pivotal condition for organizations to validate their corporate purposes.

Heise and Putnam (Fairbanks et al., 2007, p. 23) suggested that poor communication between the government and the public fostered low levels of trust because they were poorly informed. Therefore, some authors recommend using public relations tools to increase compliance among the organization, which simultaneously enhances their stakeholders to be informed (Ibid, p. 24). As a summary, this mechanisms of public relations and transparency facilitate to shorten the gap between organizations and the public.

Christensen (2002) argues that there are three assumptions about external communication concerning transparency. First, citizens claim more and more information. Second, communication means pure information, and organizations do not understand that external audiences or the public are limited to information and even limited to process that information. Third, more information helps to have a better idea of the organization (Christensen, 2002, p. 165), which is related to organizational trust. Although he recognizes that these assumptions shape how the organization portrays its information, he also remarks that some audiences are not interested in consuming every piece of information that organizations show.

In the case of Supreme Audit Institutions', like the National Audit Office of Peru, trust is a fundamental concept because if an institution of accountability lacks trust, society and governments will live in uncertainty. Dobrowolski & Sułkowski (2020) state that "the audit is more effective when it is conducted in a trust-based environment" because it increases the effectiveness of audits (Dobrowolski & Sułkowski, 2020, p. 3). Hence, trust becomes essential.

According to the Cambridge Dictionary, trust means: "To believe that someone is good and honest and will not harm you, or that something is safe and reliable" and continues "to have confidence in something, or to believe in someone" (Cambridge Dictionary, n.d.).

For Levi & Stoker (2000) trust is relational because individuals can make themselves exposed or vulnerable to another individual or institution that could harm one. Also, it could be conferred to a particular person or institution in a specific field (Levi & Stoker, 2000, p. 476).

Furthermore, trust is fundamental for policy success that depends on public responses. Moreover, it preserves social cohesion (OECD, n.d.). In that regard, communication plays an important role in enhancing trust in organizations to increase public understanding of the organization and promote accountability (Fairbanks et al., 2007, p. 26).

Trust theory is relevant for the analysis due to the fact that it will explain the crisis of 2017 that the National Audit Office faced. Moreover, trust has a strong relation with communication because without communication would be hard to build trust. Furthermore, internal and external communication are part of the thematical axes that interviewees commented on; therefore, the mechanism of communication exists and is relevant to explain the process of change.

2.5.Accountability

The term accountability had its roots in England when royalty requested a count of property holders, and those were listed in a book named Domesday Book. (Bovens, 2009, p. 182; Erkkilä, 2012, p. 10). Some authors define accountability as an obligation of a person or agency to account to some authority for their actions or to explain or justify conduct (Bovens, 2009, p. 184; Erkkilä, 2007, p. 5; Mulgan, 2000, p. 555). According to Mulgan (2000, p. 565), Audit

offices, Ombudsmen, and Administrative Tribunals could be considered a good example of “institutions of accountability” because their core is to call public servants to account. However, this is a restricted view because, currently, all public institutions should account for citizens.

Over time the word accountability has evolved towards authorities being accountable by citizens, “accountability as responsiveness” as Mulgan defines it (2000, p. 556), and good governance. In the beginning, when it was first coined, it was used by the financial sphere and adopted more visibility with the New Public Management (NPM) doctrines (Erkkilä, 2007, p. 22). Nowadays, there are diverse definitions of accountability, which are deployed in different administrative contexts. (Bovens, 2009, p. 183; Erkkilä, 2012, p. 10). Accountability is also related to the concepts of democracy and legitimacy because those who govern (elected or appointed) have to respond to the general public; if not they could be replaced in democratic elections (Erkkilä, 2007, p. 10).

Erkkilä points out accountability as a process that refers accountable *for what, to whom, and how?* For this study, the most important is *how* because is perceived as a mechanism for transparency and accountability (Erkkilä, 2020, p. 10). He also discusses and proposes different types of accountability with their varying mechanisms (see Table 1).

Table 1

Different types of accountability

Type of accountability	Mechanisms of accountability
Political accountability	Democratic elections, chain of accountability
Bureaucratic accountability	Rules, regulations, supervision
Personal accountability	Culture, values, ethics
Professional accountability	Expert scrutiny, peer review, professional role
Performance	Competition, self-regulation, transparency
Deliberation	Public debate, openness, transparency

Source: Erkkilä 2012, p. 11

The present study's focus is political accountability, professional accountability, personal accountability, and the relation of accountability with performance and deliberation. Political accountability is related to representatives' (elected or appointed) responsibility for their decisions and actions. Salminen (2006, p. 175) differentiates between top-down and bottom-up

bureaucratic accountability. The former refers to civil servants' responsibility to account to politicians, whereas bottom-up bureaucratic accountability refers to the responsibility to account to citizens. On the other hand, the term accountability has moved beyond "to call someone to account;" there is the presence of behavioral matters (Mulgan, 2000, p. 570), such as personal accountability, which connects to personal values and ethics as guides for the public interest (Erkkilä, 2007, p. 15, 2012, p. 12). It is also linked with their personal integrity and responsibility to act according to rules, discretion, among others (Salminen, 2006, p. 176). Moreover, it is important to address that personal accountability is associated with the ethics and values of public service culture (Erkkilä, 2007, p. 15). This is relevant for this study because the crisis faced in 2017 was produced by an ethical issue of the head of the office.

Professional accountability fits here in a sense because, with time, this mechanism has increased experts' influence, involving a more significant academic community but decrease openness in decision making. Leading to create a result-oriented type of management but also could foster an environment where experts are accountable to each other and no longer to the public reducing public debate and excluding a larger public from decision making (Erkkilä, 2007, pp. 17-18; 2012, p. 13).

Although, performance and deliberation are not types of accountability because they do not provide accountability mechanisms (Erkkilä, 2012, p. 12). Performance intertwines to market and client-oriented nature, which is present in NPM reforms (Erkkilä, 2007, pp. 19-20). Deliberation interconnects to political accountability and the idea of transparency, access to public information, and public debate or dialogue that can foster accountability (Erkkilä, 2007, pp. 23-24). Even though they are not mechanisms of accountability, they can be seen as elements of democracy that influence organizations' accountability structure (Erkkilä, 2007, p. 27; 2012, p. 12).

The mechanisms of accountability are an integral part of transparency because its combination creates a tool to improve integrity in public service that could become the next step in institutional reforms reducing abuse of power, corruption, nepotism, and so forth (Bovens, 2009, p. 193; Erkkilä, 2007, p.29).

Since concepts of accountability and transparency are related, it is central to address the importance of organizations communicating transparently and responsively to the public, organizations, and other actors (Stirton & Lodge, 2001). As Florini (2004) states, transparency

contributes to effective governance because it incorporates feedback channels where different stakeholders, including citizens, evaluate and regulate policies and adjust them properly (Florini, 2004, p. 18). These concepts of accountability, transparency and its relation to communication are basic to understand the changes in the role of transparency in institutional change at the National Audit Office of Peru. Accountability is a significant mechanism that will be used to interpret how public servants are being accountable

2.6. Summarizing the theory

This study case of the National Audit Office of Peru (NAO), whose core job is to promote accountability in the public administration but paradoxically faced an accountability crisis in 2017, will analyze the role of transparency in institutional change and the logics of explanation that promote institutional change during 2010 to 2020. Therefore, the theoretical framework presented earlier helps to understand the main analysis through different theories that will become the basis of the changes produced at the NAO.

Section 2.2 contextualize what an Audit Office is and the role of all Supreme Audit Institutions. Audit institutions face challenges on how to show their work to the public, which in a sense is related to the idea of transparent the information contained in their reports and make it available to everyone (Kayrak, 2008, p. 63). The International Supreme Audit Institutions (INTOSAI), through their regulations (ISSAI 20: Principles of Transparency and Accountability and ISSAI 21: Principles of transparency – Good Practice), had developed mechanisms that can help every Supreme Audit Institution, such as the National Audit Office of Peru to promote and provide a better understanding of their functions to the public (González-Díaz, García-Fernández, & López-Díaz, 2013). With the approval of INTOSAI's Communication Policy in 2007, every SAI organization had to adapt and align. All members share and divulge their activities according to the principles and guidelines of Transparency and Accountability (INTOSAI, 2019b, 2019a), in addition to their regulations.

In section 2.3, the theories of institutional change are the most significant frame because it explains the logics of explanation that will be used to answer both research questions. It is important to address that even though many theories of institutional change could be relevant for the study, the main focus in this particular case are the approaches of new institutionalism presented by Vivien Schmidt. Thus, since only one logic of explanation could not explain the whole process of change in the NAO, a combination of the four logics of explanation helps to

understand and analyze how the changes would be produced at the NAO. Moreover, theories of transparency in section 2.4 and accountability in section 2.5 provides the basis to understand the role of transparency in institutional change.

Section 2.4.1. explains the law of transparency and access to public information that was introduced in the early 2000's in Latin American countries and how to utilize this right. This is vital for the analysis because the usage of the this right of access to public information would allow to obtain public data from the National Audit Office. Section 2.4.2. defines what is transparency, this section will also set the bases to start describing the role of transparency in institutional change. This part will help to understand the thematical axis result from the analysis of the interviewees perceptions. In section 2.4.3. it is define the relation of communication with transparency. Further in the analysis, communication would be disaggregated as a mechanism of transparency. Communication is a vital element because is close related to the logics of explanation. Finally 2.5. section of accountability is essential to this research because it explains the differet types of accountability that match the case of the National Audit Office. Moreover, is a mechanism that is immerse in the role of transparency in institutional change.

3. METHODOLOGY AND DATA COLLECTION

In this chapter, the methodology of the study is presented to justify the analysis. The present work is a theory-driven and qualitative analysis of a case study. It is categorized as a descriptive study because it aims to develop a complete depiction of a phenomenon (Schwandt & Gates, 2018, p. 346). More specifically, it is an explorative case study emphasizing a theoretical background that examines the phenomenon of institutional change and the role of transparency practices over the years in a Peruvian public organization that promotes accountability. The descriptive study case requires different methods, such as document review, in-depth interviews, to understand the perspectives of situations and events (Idem).

Data collection concentrates on documents and information obtained from the NAO website and other records provided by the institution through Access to Public Information (API). All the documents are classified as primary public documents. All of them were written by professionals who witnessed the events or had a strong presence during the study's time frame. Moreover, documents are public because they are open to the public, published, or by request via API (Silva, 2012, p. 141).

Moreover, semi-structured interviews were conducted with decision-makers, managers, authors, or participants who worked during the time study frame of ten years or continue working in the institution nowadays. The main reason for my sampling is related to their position at the NAO, meaning in which Office they work, how long they are part of the institution, and if they are part of the changes associated with transparency practices.

3.1. Research frame

The methodology chosen for the present case study is one of the most common methodologies used in social sciences research: content analysis. The content analysis identifies and defines themes and characteristics of communication content where language, communication techniques, and specific events are indicated. Moreover, it helps to group, categorize, and analyze large amounts of data in a synthesized manner (Drisko & Maschi, 2015, p. 26).

The work is focused on literature review, which provides the grounds to develop a code framework used to analyze the data. Content analysis provides the tools to code the material or

data in order to be categorized and later be interpreted by the coder (Drisko & Maschi, 2015, p. 22).

My research tools are: documents, information retrieved from the website, information obtained through the access to public information (API), and semi-structured digital interviews. API comes from the information access laws that Finland and other countries have adopted since 1950 (Erkkilä, 2012, p. 5). API Law was implemented in Peru in 2002.⁴ Digital elite interviews enable understanding a phenomenon from interviewers' perspectives (Taylor, Bogdan, & DeVault, 2015, p. 18) and exploring specific political issues (Beamer, 2002, p. 87) during the time frame of the study.

Conducting semi-structured interviews provided me with a window to dialogue with participants and detail about some issues or following up on other angles that an interviewer needed (Brinkmann, 2018, p 579). Hence, having a dialogue with the participants helped to understand their perspectives over the changes they saw or were part of them over the years. The proposed questions for the semi-structured digital interview focused on the interviewees' perspectives about the work of the National Audit Office and how they perceive institutional change, transparency, accountability, and trust.

The interviews were classified into five sections. The first section was an introduction to get a background of the participants. The second section was related to transparency, so they could explain if audit work was related to transparency or achievements and challenges in the development of transparency. In the third section, statistical data about the number of audit reports issued and different declarations were shown to interviewees to capture their opinions and comments. The fourth section was about the motivation of change within the organization. The last section was related to accountability and trust.

As a support tool for the interviews, statistical data was presented to participants. On the one hand to have an evidence of how the institution has changed throughout the years and provide support to the questionnaire. On the other hand, it helped to contrast the statistical data with the knowledge of the interviewee.

⁴ Law 27806 Transparency and Access to Public Information law. Public organizations have 10 business days to respond the information request. If they could not assist provide the information requested on time because it is difficult to obtain that information, they have another 2 business days from the day after you submitted your request to inform when is possible to have it available. Public organizations must explain the reasons why it cannot assist you within the term (Gobierno del Perú, n.d.).

3.2.Data collection

Since the National Audit Office is situated in Lima-Peru, the data collection was carried out entirely online. Information was available on the web or by request to access to public information. Interviews were held by video call platforms, such as Zoom.

My interview sample was composed of seven participants who worked at the National Audit Office during the period of the study. The selection factors were working period, department, and position. Firstly, I looked for the working period of possible interviewees, for instance, during the ten years frame or between those ten years because they could provide substantial information on the job they conducted. Secondly, if the working period factor was fulfilled, I continued to the department, which is the type of work or office/area where the participant was in charged o had worked. Thirdly, their position (leader, manager, advisor, etc.) was another key element for the selection. After matching all factors with some profiles, I had twelve possible interviewees. All of them were contacted via corporate e-mail or by an external person that provided me their phone number. Seven of them agreed to participate in the study.

All interviews were conducted between January and February 2021. Even though I had the opportunity to travel to Peru, everything was handled online through Zoom video. On the arranged day, I started presenting the topic and addressing the purpose of the study. Next, I asked for their permission to record the conversation to transcribe it. Later we moved forward to the questionnaire conversation. Finally, I transcribed all the interviews, code and analyze them. The advantage of being in Peru was that I had the same time zone, which facilitated the communication without arranging impossible hours for the interviewees and me as a researcher.

Moreover, the data obtained through Access to Public Information (API) was used to present to my interviewees to contrast it with their knowledge and as part of the analysis. The data was requested through the NAO's API website⁵. The information was retrieved from November 2020 to January 2021 and was related to the total amount of Declarations of Financial Assets and Income presented during the last ten years, from January 2010 to December 2020. The total amount of Declarations of Conflict of Interests published since the law was approved in 2018

5

https://www.contraloria.gob.pe/wps/wcm/connect/CGRNew/as_contraloria/Participacion_Ciudadana/Transp_y_acceso_a_la_inf_publica/FormularioAcceso/

until June 2020. The total amount of Press releases published from 2017 to 2020.⁶ And the total amount of Reports published from 2010 to 2020 specifying the type of report, issue date, publication date, and location where the report was issued. NAO delivered the information in excel sheets via e-mail. My task was to process and summarize the data into statistical graphics to make them more understandable for the interviewees and the study.

Additionally, documents of the NAO such as management reports, annual reports, internal regulations, and regulations about audit and control were collected from the main website;⁷ and via the Transparency Portal⁸ in a period of four months from October 2020 to January 2021.

3.3.Data analysis

Data analysis was done using the content analysis process of the documents obtained through the website, through Access to Public Information (API), and interviews. Firstly, I analyzed the data obtained through API and different reports gathered on the web by organizing it in excel spreadsheets to create later charts that could offer me a better perspective of the trends.

Moreover, I used them to present to the interviewees to obtain their perspectives on the issues. The charts obtained were about trends of 10 years period or less depending on the availability of information. They also allowed me to visually identify those moments or milestones where disruptive changes occurred since the case study is related to the institutional change in a Peruvian public organization that fosters accountability.

Moreover, all interviews were transcribed on the support that facilitates text analysis (Seid, 2016, p. 3) rather than just use oral expressions. After transcribing them, the next step was to create a matrix where my research factors of institutional change, based on Vivien Schmidt's theories of institutionalism, could merge with the other topics of transparency and accountability. Later, the thematical axis and research factors could be compared (Ibid, p. 6). Since the interviewees provided me with significant information about their perceptions of the influence of transparency in institutional change, more thematical axis arose, which I include with the main topics. Thematical axis was coded and labeled as:

⁶ When the information was requested (November 2020) the NAO claimed that before 2014 they did not possess the information due to a change of website. However, it was not possible to access to 2014-2016 press releases. The data of 2020 was updated by January 13th, 2021.

⁷ www.contraloria.gob.pe

⁸ <http://doc.contraloria.gob.pe/transparencia/>

- Leadership
- Audit
- Crisis
- Trust
- External communication
- Internal communication
- Internationalization
- Accountability
- Lack of compliance
- Participation
- Access to information
- Quality of information

Transparency was expanded and separated into (internal and external communication, quality of information, access to information, and participation) to have a narrow view of each thematic. Moreover, the thematical axis was designated in relation to the existing literature included in this work, plus others derived from the own coding process.

The literature used to classify the perspectives of the interviewees was taken from Vivien Schmidt's institutionalism logics of explanation. She explains the four types of new institutionalism: rational choice, historical, sociological, and discursive institutionalism. For effects of this study, the four logics of explanation's denominations are modified, but the meaning and content would remain the same. The purpose of changing the names is to explain better the context of the Peruvian case. The new names are Institutional Design instead of Rational Choice Institutionalism because it goes along with the idea of how the institution was shaped. Evolutionary logic of explanation as an alternative for Historical institutionalism because a process of evolution is more present. Appropriateness as an alternative for Sociological Institutionalism because the adaptation of external practices is portrayed. Communication as an alternative for Discursive Institutionalism because communication is the explanation of ideas and discourses. In that sense, these new names are used in the analysis of the present work.

3.4.Ethics

The decision to study the National Audit Office of Peru was because I was part of the Communications team at the NAO for a few years. Besides, while working, I could witness the first stages of institutional change. My work was related to internal communication; therefore, the events we hold had the purpose of motivating and fostering the changes inside the NAO.

My positionality as a researcher is not affected by the fact of being an ex-worker. My obligation is to reflect interviewees' perspectives who participated in the research (Bourke, 2014, p. 3). The position that I am assuming is as a researcher, and it cannot be taken it lightly. The main purpose is to present a case study of institutional change and transparency practices with all the facts that played in the process.

I never meant to promote or deteriorate the work they perform. Even though I might know some people who continued working in the institution and were there when they faced the accountability crisis, I never took advantage of my ex-worker position.

With regards to ethical concerns, no negative or positive impact was caused to specific individuals. The informed consent was presented to the participants of the study via e-mail or text message, explaining to them in detail the purpose of the study and the invitation to participate as interviewees (Crow, Wiles, Heath, & Charles, 2006, p. 84). The communication with them was in the Spanish language because the study is from a Spanish spoken country. All the information collected was retrieved from the website such as documents, reports, and statistics. The contact with interviewees was by their corporate e-mail to ask for permission to converse, or by text message, because some of them were people I knew from before, or a third person gave me their number after consulting permission with them. On the interview day, every participant was explained again about the research and asked for permission to use the information provided during the conversation. An Additional consideration is confidentiality of participants, although they all agreed that the information provided was their own perspective, I will use their current or previous position at the NAO when referring them (Ogletree & Kawulich, 2012, pp. 68-70).

4. CONTEXT

In this chapter, an overview of the Peruvian political context and role of the National Audit Office is presented to set the basis of the analysis.

4.1. Peruvian context

Over time, corruption involved significant economic, social, and institutional costs and influenced Latin America's policy design. Peru is a classic case of a country severely affected by administrative, political, and systematic corruption since its distant past and in its most recent years (Quiroz Norris, 2013, p. 54).

One of the most famous corruption crises was in 2000 with the "Vladivideos"⁹ during former president Alberto Fujimori's period (1990-2001). From 2015 and onwards, other crises impacted Peruvian society. It included elected officials, officials of all levels of public administration (branches of Government: executive, legislative and judicial,¹⁰ regional and local governments), and managers of private companies in the construction sector.¹¹ This situation has originated and severely impacted the country's political, economic, and social development (Valeriano Ortiz, 2019, p. 32).

Corruption was considered the main problem in Peru in the last five years. It is reflected in the last edition of the Americas Barometer¹² in Peru. The population surveyed perception increased from 10% in 2014 to 36% in 2019 (Carrión, Zárate, Boidi, & Zechmeister, 2020, pp. 69-70), due to distrust of politicians, institutions, or the people who lead the country. Distrust is reflected in many spheres of public administration; therefore, this issue will be analyzed as part of the crisis faced by the National Audit Office.

⁹ A series of videotapes recorded clandestinely by the former presidential adviser Vladimiro Montesinos of former president Alberto Fujimori. The videotapes showed Mr. Montesinos bribing political leaders, plotting against government opponents, agreeing to rig elections. Also, important businessmen, media managers and local governors making themselves available for the government.

¹⁰ The Port's White Collars case: "group accused of allegedly having committed corruption crimes and influence peddling within the justice administration institutions, such as Callao Superior Court and the National Council of the Magistracy (CNM) —now renamed National Justice Board" (Redacción Andina, 2019).

¹¹ Odebrecht case: a Brazilian construction company that was implicated in bribing politicians of different countries in the Latin American region in exchange for lucrative construction contracts over decades.

¹² It's a survey of democratic public opinion and behavior that covers the Americas. It is conducted by the Latin American Public Opinion Project (LAPOP).

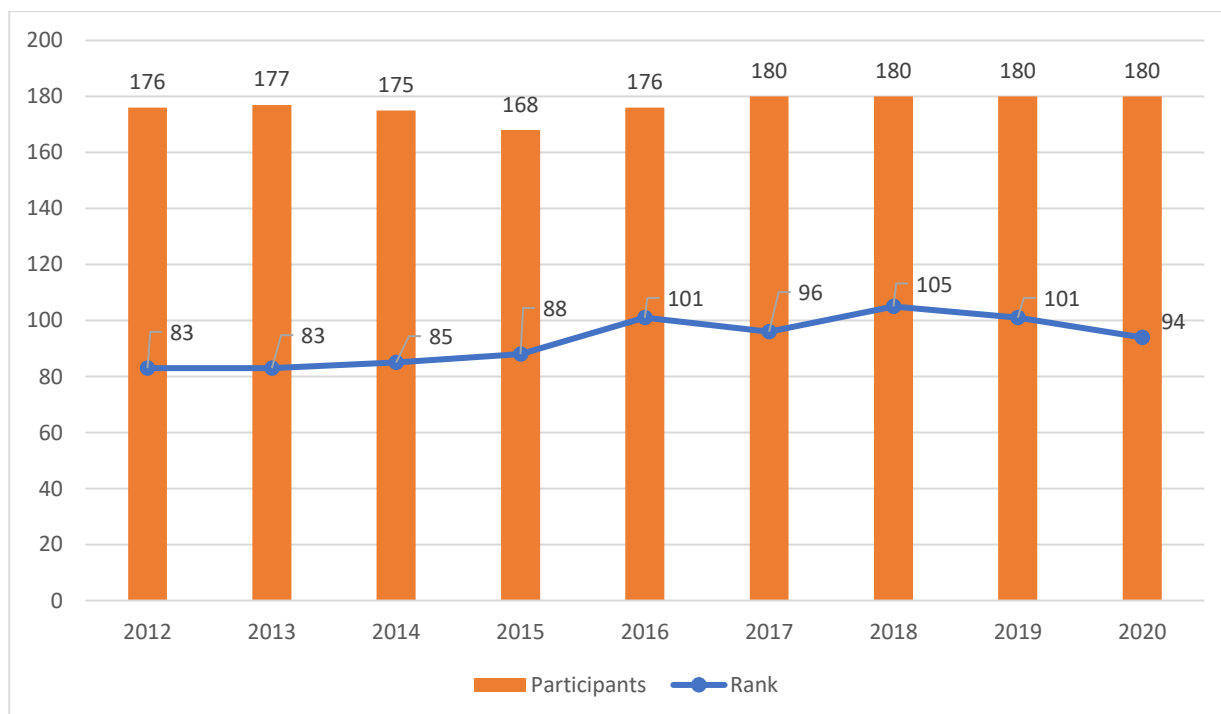
It is a big issue that needs to be tackled from different perspectives, and one of them is making institutions more trustworthy. The study of practices and processes of transparency and accountability among the Peruvian Government is essential to understand and evidence the ethical practices and the fight against corruption. This study about the National Audit Office as an accountability institution presents the different practices they are accomplishing to prevent corruption.

In Figures 1 and 2, we can observe the evolution of the rankings and scores allocated to Peru in the Corruption Perception Index (CPI). Graph 1 shows smaller variations in the position ranking of Peru over the years. Starting in 2012 in 83 position out of 176 countries, reaching its lowest point in 2018 raking 105 out of 180 countries participating in the index. In 2020, Peru ranked with a better position, 94 out of 180 countries. However, it is noticeable that these problems had affected different institutions, and the NAO was not the exception.

Figure 1

Peru's Rankings Positions According to The Corruption Perception Index

2012-2020



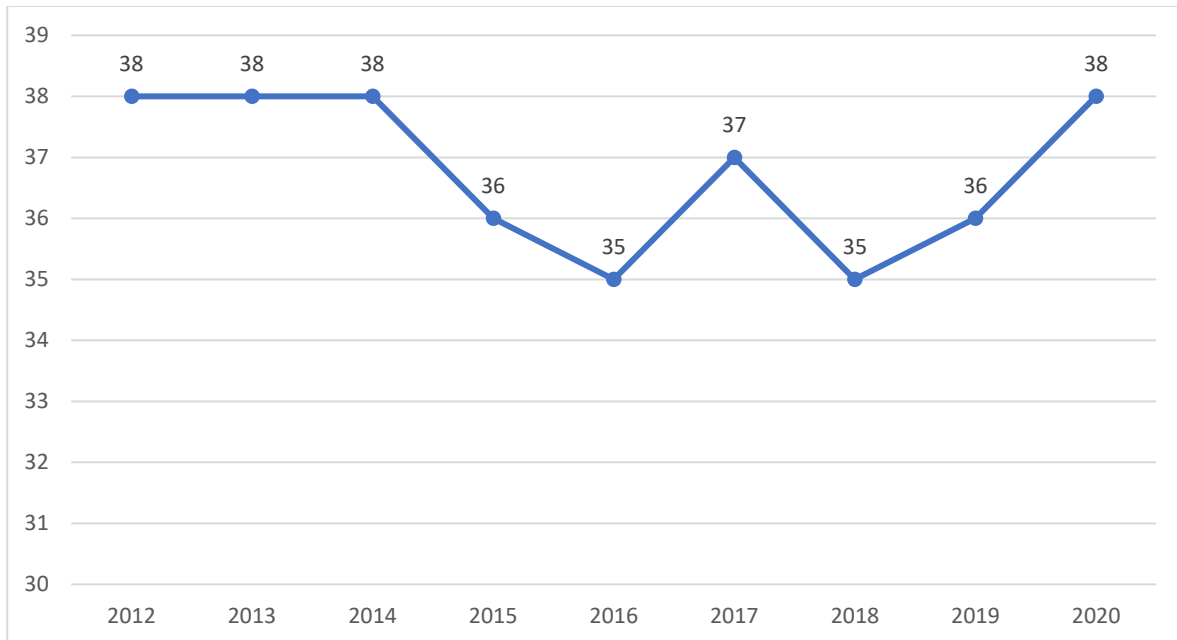
Source: Transparency International. Corruption Perception Index compilation of years.

Own creation.

Figure 2

Peru's Score According to The Corruption Perception Index

2012-2020



Source: Transparency International. Corruption Perception Index compilation of years.
Own creation.

Figure 2 portrays the scores over eight years of study. The numbers are related to the ranking position the country obtained. It is noticeable that in 2016 and 2018 obtained the lowest scores in relation to other years. Although the country's score remains without much variation, it fluctuates from 38 points to 35 points.

The corruption perception index shows how the country has been perceived over the years. The CPI provides a reference point to understand the many issues Peruvian society needs to tackle. In that regard, this study will present perceptions of participants who were close to issues and developments the National Audit Office faced.

4.2. National Audit Office of Peru in a nutshell

The National Audit Office of Peru is a decentralized and autonomous public entity (OECD, 2016, p. 130). It is the highest authority of the National Control System. Its functions are to supervise, monitor, and verifies the correct application of public policies and the use of

resources and assets of the state. To perform its tasks efficiently, it has administrative, functional, economic, and financial autonomy (Contraloría General de la República, n.d.).

Among their activities are:

- The supervision and recommendation compliance derived from control reports issued by the organization's part of the system.
- Issue provisions or procedures to operatively implement measures and actions against administrative corruption through government control, promoting a culture of honesty and probity of public management. As well as the adoption of mechanisms of transparency and integrity within organizations, considering citizens' competition and civil society organizations.
- According to the law, issuing a prior binding opinion on acquisitions and contracting of goods, services, or construction has the character of military secrecy or internal order exempted from public tender or award a contract without binding.
- The promotion of citizen participation, through public hearings and supervision systems in institutions, in order to assist in government control (Contraloría General de la República, 2019).

The NAO of Peru works according to Peruvian laws and international regulations and good practices of governmental control and auditing from the International Organization of Supreme Audit Institutions (INTOSAI) and the International Federation of Accountants (IFAC). In 2014 the National Audit Office approved the General Standards of Governmental Control¹³ and rescinded the previous Auditing Governmental Standards¹⁴ (Contraloría General de la República, 2014). The new auditing rules classified the governmental control regarding who exercises it (internal or external control) and, depending on the moment of its exercise, prior control, simultaneous control, or subsequent control (Contraloría General de la República, 2014, p. 5).

For governmental control, it is necessary to have a group of processes (control services) that products can satisfy governmental control needs. There are three types of governmental control (Ibid, p. 6). The first type is prior control service which authorizes additional work budgets and more supervision services, reports on operations that, in any way, compromise the financial

¹³ Approved on May 13th, 2014 by Resolution N° 273-2014-CG.

¹⁴ Approved on September 22nd, 1995 by Resolution N° 162-95-CG. Normas de Auditoría Gubernamental – NAGU.

capacity of the Government. Additionally, prior control gives an opinion on military secrecy contracts and some other established by express regulations. The second type, simultaneous control service,¹⁵ includes concurrent control, control visit, ex officio control, and others established by the NAO. The last type is the subsequent control service,¹⁶ which consists of four Audit services (Financial audit, Performance audit, Compliance audit, other established). Besides, specific control service for alleged irregularities, subsequent ex officio action, and any other established.

The International Organization of Supreme Audit Institutions (INTOSAI) proposed principles of transparency and accountability for the Supreme Audit Institutions (SAI) in order to lead by example in their governance and practices (González-Díaz et al., 2013). Therefore, following the guidelines, principles 7 and 8 recommend reporting the results of audits and conclusions regarding overall government activities publicly and communicating timely and widely their activities and audit results through the media, websites, and other means (INTOSAI, 2019, pp. 9-10). Moreover, the approval of the INTOSAI Communication Policy, adopted by the XIX INTOSAI congress of 2007. It highlights members' obligations to share and divulge info about their activities through their websites, journals, newsletters, reports, and other publications (González-Díaz et al., 2013, p. 587). This case study of the National Audit Office of Peru will analyze many of these publications to understand the changes and its relation to the role of transparency.

Furthermore, according to Law 30742¹⁷ Law to strengthen the NAO of Peru and the National Control System (NCS¹⁸) indicates that once the control service is completed (the audit service), the report can be published integrally on the website (Contraloría General de la República, 2018). Also, the Law 27658 Framework Law for the Modernization of State Management and the National Policy for the Modernization of Public Management with a focus on Electronic Government, and its updates and modifications, supports the modernization of the Peruvian state using ICTs in order to improve the services offered to citizens, guide the effectiveness of

¹⁵ Approved on March 30th, 2019 by Resolution N° 115-2019-CG which modified literal b of numeral 1.17 of Resolution N° 273-2014-CG

¹⁶ Approved on March 5th, 2020 by Resolution N° 089-2020-CG which modified literal c of numeral 1.17 of Resolution N° 273-2014-CG.

¹⁷ Approved on March 28, 2018. The law 30742 modifies part n) of article 9 of the Law 27785.

¹⁸ Sistema Nacional de Control - SNC is the acronym in Spanish.

public management and increase the levels of transparency and citizen participation¹⁹ (Congreso de la República del Perú, 2002).

4.3. Issues faced by the NAO

The National Control System (NCS) presented low levels of trust, and the National Audit Office of Peru (NAO) was ranked 26 out of 32 institutions less trustworthy on a national scale (Shack Yalta, 2018, p. 5); also, due to the ethical and accountability crisis faced in 2017. It is presumed during 2016-2017 the Comptroller General²⁰ was involved in an asset imbalance (Barboza Quiroz, 2021; Hidalgo Bustamente & Villarroel Zurita, 2017). The comptroller general used to buy and sell cars, but he never presented a declaration of these transactions even when being a public server. Moreover, he was accused of having recorded conversations he held with ministers about the NAO budget and the audit report of airport works in Cuzco city. Also, the alleged crime of money laundering, making irregular payments to a treasury worker benefitting her because they had a relationship, among others (Redacción RPP, 2017). All these issues increased distrust of the Office. Consequently, strong reforms were taken to change the Office's perception and improve transparency to decrease the institution's corruption levels. The effects of the accountability crisis of 2017 in institutional change will be analyzed in this study case of the National Audit Office of Peru.

Other studies about trust perception, such as the National Household Survey (see Figure 3) show the evolution of trust perception of the National Audit Office over the years. From 2017 to 2020, every level of trust has not changed much. It fluctuated from 14.8% in 2017 to 14.0% in 2020. It reached its lowest peak in 2018 with a 11.0% showing that citizens do not believe in their authorities' work. There is above 15% of no opinion, indicating that people do not know what the National Audit Office is. Since figure 3 is people's perceptions in a national survey, it is most likely that many people are not aware of the national audit office's work. Even due to all the generalized crisis of those years in Peru, people's perceptions could have been influenced. Higher numbers of distrust show that citizens either do not believe in the institution for different reasons of corruption or bad performing of their work.

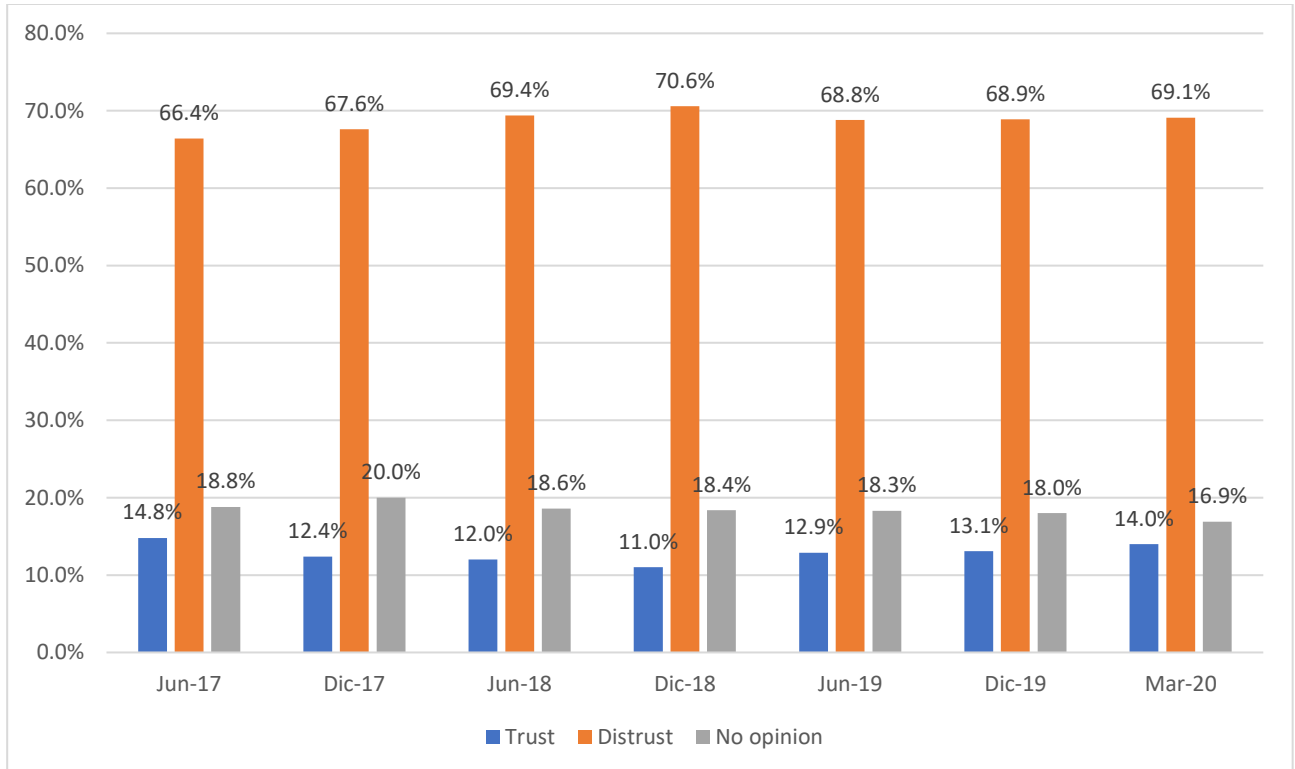
¹⁹ According to part f) of article 5 of the Law 27658.

²⁰ Also known as Audit General.

Figure 3

Trust Evolution of The National Audit Office from June 2017 to March 2020

(Percentage)



Source: National Institute of Statistics and Informatics – National Household Survey. Section: Governance, Transparency, and Democracy - Own creation

Since trust has affected many public institutions in Peru and the National Audit Office is not the exception this study will analyze how an accountability institution paradoxically faced an accountability issue in 2017. This issue damage even more the perception of trust citizens and workers had about the institution. As mention before, not knowing about the institution might also affected the perception. The citizen disinformation will also be analyzed as part of the role of transparency in institutional change.

5. ANALYSIS

In this chapter, the information provided by the interviewees' perspectives is analyzed to answer both research questions. It is important to remember this study aims to explore institutional change and the role of transparency practices at the National Audit Office of Peru (NAO). The first research question is about the logics of explanation that provoke NAO's institutional change from 2010 to 2020. Seven thematical axis, arose from the process of codification of the interviewees perspectives, are grouped into four subtopics to explore how they impacted institutional change. These four subtopics are related to the thematical axis of: leadership, crisis and trust, internal and external communication, and internationalization that are analyze individually by the logics of explanation. Furthermore, the second research question on the role of transparency in institutional change is addressed in four subtopics, similarly the subtopics arose from the process of codification of interviewees perspectives, which explained how the mechanism of accountability, lack of compliance, participation, access to information, and quality of information are essential to the role of transparency.

For this analysis, I will be referring to the four logics of explanation of institutional change theory by Vivien Schmidt that were elaborated on the literature. As mentioned in the research frame, the four approaches' names were adapted to meet the needs of Peruvian institutional context. The approaches are (i) institutional design to explain how the institution was molded; (ii) evolutionary approach that explains the evolution process of change within the public institution; (iii) appropriateness meaning how external practices were adapt into the institution over the years; (iv) communication referring to discourse and ideas and how they are communicated from the institution.

It is important to address that these four logics of explanation shaped the institutional changes of the National Audit Office from 2010 to 2020. All the logics of explanation are essential to explain how changes were developed. In the following sections, both research questions about the interviewees' perceptions are described according to Vivien Schmidt's theory. I pinpoint that the whole study is based on interviewees' perceptions during the time they were working in the institution. Table 2 shows the classifications of the four logics of explanation and a summary of the perceptions provided by the interviewees.

Table 2

Logics of Explanation and Interviewees Perceptions

Thematical axis	Institutional design	Evolutionary	Appropriateness	Communication
Leadership	Management produces changes; new leaders and new views; leader's vision; hierarchical organization; new staff.	New vision of 10-15 years; technology improvement; evolution.	International audit regulations; long-term plans; influence of the big-four private companies.	Public servants afraid of the NAO; leadership communication; new discourse of audit work; new leader's view and ideas; simultaneous control maximized.
Audit	Processes are slow due to hierarchy; NAO is autonomous; leader's decision has guided the openness; less time in audits and the creation of reports.	Citizens demands; new technological tools in auditing and publication of information; changing regularions; sense of being observed; old services under new labels.		Press releases after audit works; openness; promotion and diffusion of auditing; new discourses of auditing; faster process in auditing; public interest relevant; preventive position in control.
Crisis		Crises as opportunities; new regulations; radical changes; distrust; feeling of illegitimate to work; lower sense of pride.		
Trust	Perception of pushing public servants; fear and distrust of providing inadequate information.			Communication and actions produces trust; individualism reduces trust; more information helps trust. Citizens' distrust government
External communication		Communicate results; technological tools are essential; sensibilization; available information; social networks helps be informed; citizens unaware of NAO's work; disinformation and no interest.		Support on journalist and communications; public hearings incorporated; citizens could express themselves; communications team edits audit reports.
Internal communication				Messages about change; auditors had a voice before; new leader new start; demotivation within the organization; bad internal communication; alisnment with HHRR.
Internationalization			Recommendations, experiences, methodologies and practices from international organizations.	

Own creation based on Vivien Schmidt logics of explanation and perceptions of interviewees.

Thematical axis	Institutional design	Evolutionary	Appropriateness	Communication
Accountability	Transparency helps accountability; public officers' annual reports are mandatory.	Big data tools improve accountability; improvement with declarations of public officers.	Foreigner practices may not necessarily work; misused of accountability tools.	
Lack of Compliance	Revise that every public organization is following the regulations NAO provides.	Informality in the government; declarations are not presented; audit recommendations not implemented.		
Participation				Citizen overseer/inspector as a new program; involving citizens in the process; people can speak up.
Access to information		Interconnection problems in public institutions; norms that require autoregulation; technology development to provide information; transparency inside and outside the organization.		Visible actions; accountability to citizens; stakeholders informed; audit reports available; organization wants to change citizens' perceptions.
Quality of information				Quality and relevant information; clear audit recommendations; friendly transparency portal; better social control when information is clear and relevant; use of common language.

Own creation based on Vivien Schmidt logics of explanation and perceptions of interviewees.

5.1. Institutional change and the logics of explanation that promoted it

This section will analyze the first research question about what logics of explanation were decisive to promote NAO's institutional change in 2010-2020. To answer which logics promoted the change, I proposed thematic axes that are the result of the analysis of the interviewees' perceptions. In that sense, the thematic axes are grouped to explain how they merge with the logics of explanation. Therefore, the logics of explanation are present during the whole analysis of the thematic axes. Each of the logics of explanation are present to some extent in every thematic axis, some of them are more strong than the others. In that regard, I will determine which logics of explanation foster the institutional change.

5.1.1. Leadership influence

Diverse comments of interviewees about leaders' influence belong to all the logics of explanation in relation to institutional change. All interviewees agreed that changing the head of the Office²¹ had affected the NAO. This perception includes the leaders' view, management, plans, fears, ideas, and so on. These perceptions are strongly oriented towards the institutional design logic of explanation because the conception is internally oriented, the leaders show their interest and motivations to the institution. The presence of hierarchy and some authority in rules are adopted. Without the head of the institution's command, it would have taken longer to mutate. According to one of the interviewees, manager 2 said, "changes had been carried out by the management." This is also portrayed in other comments from other participants.

Each manager gives a different approach to the National Audit Office. That makes a lot of changes, so many on the auditing subject or the institutional one. Such as, institutional communication was a subject very well worked before with [the former Comptroller General], now I think that part is not worked at all (Auditor 1).

I feel that the NAO is extremely hierarchical. If the head of management breathes, everyone breathes, and if he doesn't, nobody does. In this type of organization, work goes to the rhythm of the head. If the head wants to

²¹ Comptroller General is appointed every seven years and dismissed by the Congress in accordance with the Constitution. The current Comptroller was appointed in 2017. The previous one remained in office for one year and was dismissed due to an accountability issue.

renovate and do things, the whole body moves. If you don't want to move and remain still, then no one moves (Advisor 1).

All of them agreed that it was part of the management the National Audit office changed over the years. In addition to that, the head's orientation towards simultaneous control during the last years has fostered substantial changes. However, this idea of change towards simultaneous control fits better in the Communication logic of explanation (Discursive institutionalism), which also has a strong presence when merging thematical axis with logics of explanation. This refers to the expression of ideas and context through discourse (V. A. Schmidt, 2010, p. 4). The comptroller general started to use a different discourse in order to promote simultaneous control, making it the most important product at the National Audit Office. According to the information collected, simultaneous control has increased exponentially since 2014, and from 2017 with the new management, it has grown even more. Interviewees in their assessments confirmed those changes besides the validation of data.

From my point of view, it is not a regulatory issue but a view of what is wanted as an institution, and above all, the current management has opted for simultaneous control. It is a matter of decision (Manager 2).

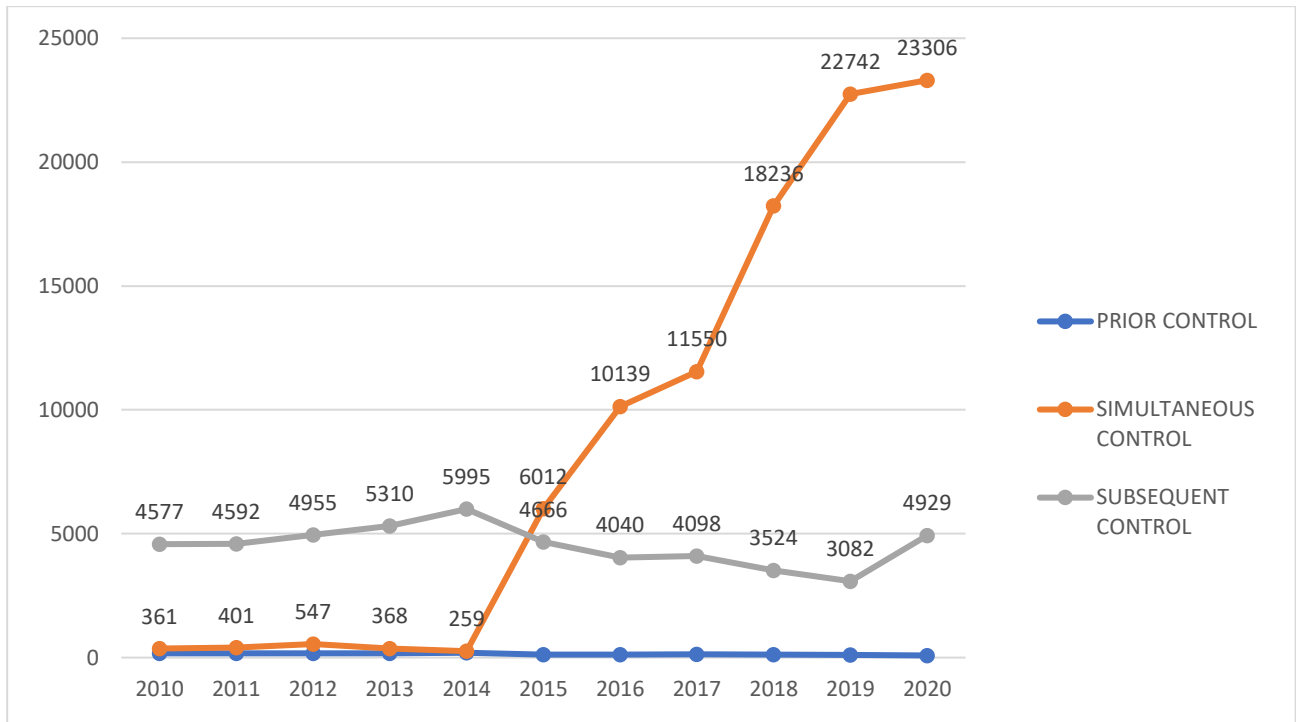
[The current Comptroller General] was trying to shorten, simplified, and make more precise control actions before the hiring process or the beginning of the control activity and not waiting for the activity to finish but act before. I felt a break there, a change. That was the view he wanted to give to the National Audit Office (Manager 1).

Moreover, participants mentioned that the latest changes in simultaneous control were due to the idea of accompany the public servant in the process of works, for example, so the auditor could help or advise what to change and improve before the job is finished. As one can see, Figure 4 represents those changes. There is a pick in simultaneous control starting in 2014 that goes from 259 to 11 550 reports issued in 2017. Interviewees commented that in 2014 different audit products gain more interest. Simultaneous control specifically because it alerted other public organizations that something was not working well at that moment and could become a problem if they did not improve. Hence, decision-making and

discourse communication were key elements for the changes. The leader's idea to accompany the public servant on the control process was a breaking point of change.

Figure 4

Amount of Reports Issued between 2010-2020



Source: National Audit Office.

Obtain through Access to public information²². Own creation

The explanation for the second-high increase in 2017 is also related to the leader's management. Figure 4 presents the second rise from 2017 to 2020, going from 11 550 to 23 306. According to participants, changes of Comptroller General and his ideas pushed the orientation of the whole organization. By reducing the execution time of simultaneous control,²³ it increased the number of simultaneous control audits performed. Moreover, the leader's view was portrayed on the National annual control plan²⁴ of 2017, and for the upcoming years, they continued increasing the number of audits.²⁵ Thus, there is a clear focus on ideational communication management in every new head or comptroller general that arrives at the National Audit Office (NAO). As one can see, the other types of control

²² Information requested in November 2020 and updated in January 2021.

²³ Approved by NAO's Resolution N° 432-2016-CG, modified by NAO's Resolution N° 405-2017-CG.

²⁴ Approved by NAO's Resolution N° 176-2017-CG.

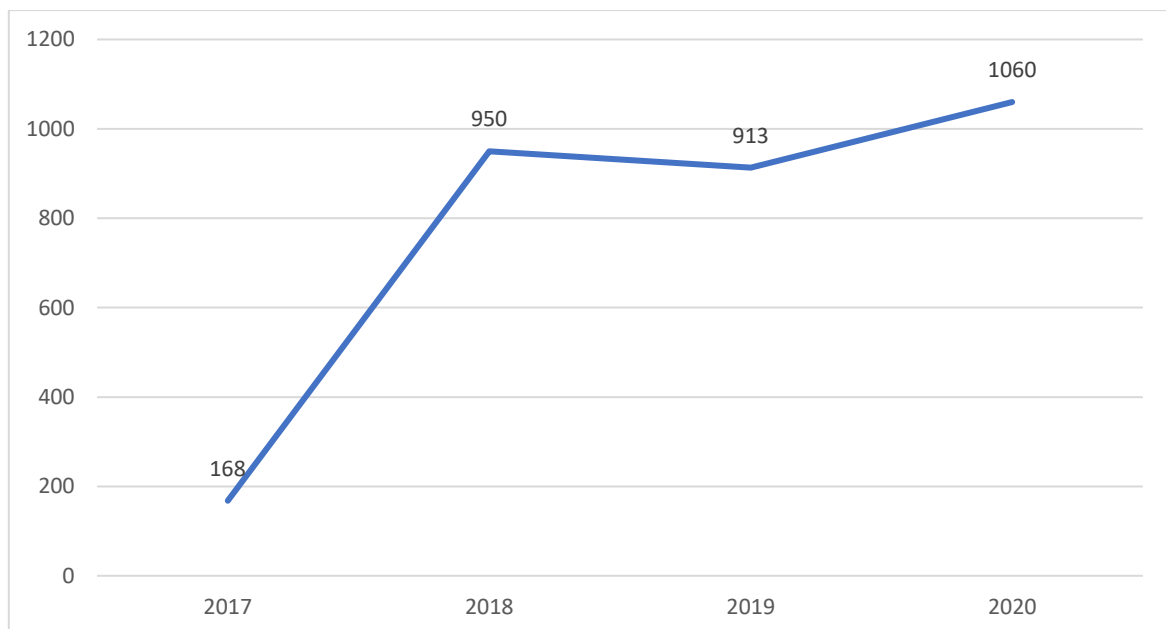
²⁵ According to the NAO National annual control plan for 2020 (approved by NAO's Resolution N° 408-2019-CG), they planned 20 513 simultaneous control audits and they surpassed the number.

had a more balanced tendency over the years. Subsequent control shows a pick in 2014 of 5 995 reports issued and a lower point in 2019 with 3 082 reports issued.

According to interviewees, a significant improvement, which comes with the leader's communication, was the openness to audit reports. The current leader decided that after finalizing a control process, the auditor would prepare the report, issued and would communicate to the corresponding authority, and after that, the document becomes public, a press release could be paired. Public interests are a priority in the current management. That is portrayed in the number of press releases in the last years. Figure 5 shows the rapid increase since the new Comptroller General started in Office. Since 2017 the dissemination of press releases and public relations tools was more intense, looking to increase compliance within the organization (Fairbanks et al., 2007). It started with 168 press releases in 2017, presenting a rose of 782 releases reaching 950 in 2018. In 2020 the number of press releases reached 1 060 compared to 2019 that had a lower point getting 913 press releases.

Figure 5

Press Releases During the Period 2017-2020



Source: National Audit Office.

Obtain through Access to public information²⁶ and the NAO website. Own creation.

²⁶ Information requested in November 2020 and updated in January 2021.

Advisor 1 commented, “I think since 2017 publishing audit reports have become much more intense. It is almost a requirement to close an audit with an audit report. All control services are now public; it seems to be a very successful measure.” This confirms that communicating their actions has fostered more significant changes. Moreover, manager 2 mentioned the current comptroller general did not see much relevance to subsequent control.

[The Comptroller General] got fully into simultaneous control. In this sense, the National Audit Office will have a preventive control approach to help in management, like counseling or to alert, which began to give strength to simultaneous control with alerts and not so much to the other types of control (Manager 2).

Therefore, prevention was a change of discourse in the National Audit Office too. When these ideas are expressed through the comptroller general discourse, it produced a flip of the whole organization. Previously, before 2017 changes happened, but many of them were more static. However, the changes proposed by the last comptroller general were more dynamic.

The third strong logic of explanation manifested by the interviewees in their comments was the evolutionary logic when they mention that some of the changes came from an endogenous processes that are part of a continuous improvement cycle from the organization. They think evolution is inherent to organizations and the National Audit Office was not the exception. Intrinsic to evolution was creating digital tools to distribute audit reports from all areas or bodies inside the organization. Advisor 1 mentioned that the evolution process should be done orderly and never believe that everything the organization does is perfect because they would not perceive what needs improvement.

The effort of trying to modernize as all organization does is to evolve permanently. The worst mistake of organizations, especially like ours, is to stand still and believe that everything one does is correct. It would be a tremendous mistake. I always believe that organizations should be pointing at how they modernize, how to improve their processes. The only thing that must be sought is that these modernization or reform processes are ordered (Advisor 1).

Additionally, participants consider that, over the years, most of the products have changed a bit but not entirely. They are the same with a different label or name. Some of them that were strong at that moment and are not considered anymore. This is due to the evolution process of technology as well. However, it is important to remark that newer tools or improvements of older tools help optimize the audit process and deliver better results to citizens.

Some interviewees believe that the modernization process should be an organized process with a plan of ten or fifteen years so that the work can develop over time without being affected by new coming authorities; otherwise, up and downs will continue happening within the organization. Even though technology is an important asset for change, the organization should continuously adapt its mindset to new orders.

Finally, the appropriateness logic of explanation is displayed as part of the institutional change in relation to adapting processes from other countries because the Peruvian National Audit Office follows international audit regulations. Moreover, it has also influence from the “big four,” which are the biggest auditing firms: this means that private companies do the financial audits. This is an instance of private companies in auditing market influence. The private audit firms can also propose new regulations in their field that help to improve the work the NAO does. Even though, there is a presence of the appropriateness logic of explanation, it is not as strong as the other three: institutional design, evolutionary and communication logics. It is important to pinpoint that the four logics of explanation are part of the leadership and audit thematic axis but not all of them had impacted in the same way.

5.1.2. Crisis and trust

The institutional crisis was a question that interviewees commented on. In general, they consider crises are part of a transitory improvement of the organization, which happened to the National Audit Office because they were pushed to change abruptly. Tang (2012) argues that some institutional changes could occur due to slow or abrupt changes but not necessarily become a crisis. Although, in this case of the NAO of Peru, the change was abrupt, creating a crisis and influencing how actors moved and developed. In that sense, the accountability crisis is strong in the evolutionary logic of explanation because it happened at a juncture of political change (V. Schmidt, 2006, p. 105).

The crisis affected the organization internally and externally. Internally because “institutional pride was undermined” (Auditor 1). Auditors and other public servants inside the NAO trusted their organization, and they were proud to work there. However, circumstances turned trust into distrust among workers, which affected their feelings towards the institution and how citizens and other institutions saw them. According to Advisor 1, the issues of 2016-2017 influenced, especially on trust.

We are part of the chain against corruption, but clearly, we are not everything. We could not do it, and we would not have arms to be able to change this situation. That is where citizen’s trust is disrupted. Undoubtedly, there were events in 2016/2017 that unfortunately affected the image and the perception that citizens have about the organization (Advisor 1).

Dobrowolski & Sułkowski (2020) argue that the performance of audits would be more effective if they are conducted in trust-based environments, which did not happen to the NAO. Auditors did not feel legitimated to perform control services because their stakeholders did not trust them. It let to destabilize social cohesion because citizens thought the NAO and its workers were not good and honest (Levi & Stoker, 2000; OECD, n.d.).

On the other hand, trust is strong in the institutional design and communication logic of explanation, because it is something that the organization builds over the years. Trust and image are hard to build, it may take a long time to create it, but only a few minutes to destroy it. Therefore, trust is an asset that organizations should encourage and preserve as part of their internal mechanism. However, communicating their actions can show better results to the population. Leader 1 comments, “trust is generated when you make your actions transparent and show the results to citizens. I trust someone who shows me a serious job, a job that gives me results and does not stay on paper” (Leader 1).

Interviewees also think that providing access to information and reveal their reports or just informing their decisions, would create more trust towards citizens and other stakeholders. In a way, the increase of access to information to all public would enhance trust and even may curb corruption in organizations (Christensen, 2002; Fairbanks et al., 2007) because more informed people could oversee their performance.

Distrust emerges in the interviews yet; in this case, it is more related to institutional design. Participants mentioned that distrust comes from the NAO's workers. In other words, public servants are suspicious when giving access to information, which is contradictory because if they support transparency, they should provide the information without problems. However, they are not secure or confident when handing information and include obstacles that sometimes citizens must overcome. For instance, a citizen needs specific data that the National Audit Office has and when they deliver it is unreadable or in a format that is hard to access. Interviewees strongly believe that is a generalized problem within the Peruvian public sector. Still, it might change over time, and having solid leaders with a different mentality may foster those changes.

Also, the perception of fear other institutions' public servants has in relation that the National Audit Office punish. Leader 1 claims that "Public officials feel that there has been a great fear for the NAO because of the idea that the NAO does not guide you, it punishes you." The conception of punishment is because in audit reports they present irregularities that civil servants may commit. Therefore, the idea of punishment exists. Here again, distrust merges with the communication logic of explanation because punishment as an idea was largely communicated over the years. But with the entrance of a new leadership, the discourse changed, as is explained in 5.1.1.

It is clear that the logic of explanation that dominates the thematical axe of crisis is the evolutionary logic. In relation to trust there is a strong presence of the institutional design and the communication logics of explanation. When analyzing the comments of the interviewees, these three logics of explanation received more importance.

5.1.3. Internal and external communication

One of the interviewees commented on internal communication. In his perspective, it has influenced the process of change. He believes internal communication in the last years has declined in comparison to prior management. The last crisis hit older workers in a way that they felt discourage and a lack of empathy towards them, which in a sense it is related to trust within the organization. If workers are not feeling confident with their work or the working environment, and it probably manifests in their daily job. From that point of view, the lack of internal communication is strong in the communication logic of explanation due to the dynamic of the discursive communication. Communication is a relevant mechanism

to enhance trust both to the internal and external public. The lack of communication or its omission is also a form of discourse. The way the ideas are expressed or not expressed is part of the communication logic of explanation. It is clear the way of thinking of each leader that promoted different ideas. Leader 2 expresses how communication was carried during the period of 2009-2016.

With the former comptroller general, the communication was focused on the message, a message by mail, or a message at an event explaining ‘changes coming soon’ or ‘we are going to incorporate new changes’ or ‘we are going to strengthen Infobras,²⁷’ and so on. I think that communicationally it was important (Leader 2).

Moreover, discursive communication logic of explanation is present when Auditor 1 commented that during the former comptroller general management, the auditor's opinion was taken into consideration despite the hierarchical nature of the organization. “The auditor’s opinion was important. Many times, the auditors did not have an opinion, the management team decided. It is like in public policy; top-down decisions were taken. New leadership does not go down and ask what the auditor wants, what they need” (Auditor 1). In a sense, discursive communication had varied from management to management. According to Vivien A. Schmidt (2010, p. 15), communication is a dynamic process in institutional change.

Concerning external communication, interviewees observed that beyond access to information, still a need for awareness and dissemination of information towards citizens. Besides, a poorly informed public could increase levels of distrust (Fairbanks et al., 2007). External communication is between the evolutionary and communication logics of explanation. One explains how the process had evolved over the years with the help of technology and social media; the other the dynamic of the process and how the actors promoted this change.

Interviewees agree that many Peruvian citizens are unaware of the work the National Audit Office (NAO) does. Hence the NAO must use different channels to communicate their activities. Technology has become an ally to display NAO’s work, for instance, the use of

²⁷ Platform to register, articulate, and monitor public works. Website: <https://apps.contraloria.gob.pe/ciudadano/>

social media, the press, TV, radio, the website, and so on. Manager 2 claims about the work the NAO performs that “There are components not well developed such as awareness and dissemination of information as a leader (...) I believe that there is a limitation for that change” (Manager 2). Although the institution must be mindful and adapt to all public because not everyone in Peru has access to the internet or other resources; therefore, the National Audit Office should not limit their information to one platform nor to a specific public. They must adapt to all means, citizens, and other stakeholders. Interviewees believe, despite some limitations, the NAO had incorporated new human resources in the communications areas around Peru. The idea was to change the discourse presented until 2016. The new management team hired journalists to help with the presentation language of audit reports that were delivered to the mass media.

The logics of explanation that has a strong influence in the thematical axis of internal and external communication are the evolutionary and communication logics. It is clear that the communication logic of explanation is the one that prevails in both thematical axis. However, to some extent the evolutionary logic of explanation is present. Therefore, one cannot separate the logics, those two logics are the main core of the communicational thematical axis.

5.1.4. Internationalization

There is a strong influence of international trends at the NAO. This is because they are part of bigger international organizations, and they follow international regulations. In that regard, the appropriateness logic of explanation explains this perspective because the process of change happened progressively adapting to rules and practices that Supreme Audit Institutions (SAI) suggested. Actors from the Peruvian National Audit Office try to replicate similar logics from other organizations that perform the same tasks. The National Audit Office was always looking at how other SAIs were working and improving, so they could align to the trends. Interviewees commented that incorporating good practices and feedback from international organizations was a motivation to continue improving.

Many topics, now and before, were given by OLACEFS.²⁸ They impart standard methodologies to be applied in different countries. (...) I think there is

²⁸ Latin American and Caribbean Organization of Supreme Audit Institutions. In Spanish, Organización Latinoamericana y del Caribe de Entidades Fiscalizadoras Superiores

a lot to import from good practices in this regard, from other regions' SAIs (Manager 2).

Much was born of international experiences. We were always looking at what our peers were doing. We always tried to stay at that level. It was a motivation to push ourselves based on what our peers have been doing in the world. Then participating in OLACEF, participating in INTOSAI was permanent feedback that made us reflect (Advisor 1).

However, interviewees consider that good practices exist worldwide; they cannot apply to Peruvian reality because societal and technological issues may not allow them to be developed. These practices would need to be evaluated and adapted to the Peruvian environment so they could impact adequately. According to Auditor 1, it is vital to study what could be relevant to the NAO.

I believe that the product should be properly studied. Also, other countries' experiences are not always the best to incorporate. We must adapt them to our reality. Some might work, and others will not because we are not at the same level of technology, progress, or social responsibility. I think one has to assess which products work and the impact they will have, without neglecting successful products that can be improved (Auditor 1).

The logic of appropriateness refers to the adaptation of norms and ideas more static than dynamic, into the organization where the collectivity accepts and understands what is right and good for them (March & Olsen, 2009, p. 4; V. A. Schmidt, 2010, p. 13). Therefore, incorporating new rules or new practices of international environments shapes the idea of how the institution works and what they accept as favorable for them.

5.2. The role of transparency in institutional change

This section will analyze the second research question about the role of transparency in institutional change in the National Audit Office, an institution that fosters accountability. To analyze this question, again I proposed thematical axis result of the interviewees perceptions, presented as subtitles in this section, to explain how transparency practices actively produced

changes. Here again the logics of explanation are merged with the thematical axis and serve as a frame to understand the changes.

5.2.1. Accountability and institutional change

Interviewees consider that accountability is a mechanism of transparency because officials and public servants have two ways of being accountable in public service. One is related to the regulations that public service follows: to present annual accountability forms or declarations, for instance, the declarations of financial assets and income, and the declaration of conflict of interest. Both declarations follow regulations, and public servants and officials must obey them. A second one is where they voluntarily present their declarations to fulfill their duties of being accountable. This is related to ethics and personal accountability (Erkkilä, 2007, p. 15). One can see the presence of institutional design logic of explanation because actors' interest is explained by their behavior. Public servants are intended to follow directions. Therefore, the purpose of incorporating this regulation mechanism was part of the interest of the NAO actors.

On the other hand, there is a strong presence of the evolutionary logic of explanation on the interviewee's perspectives. They commented that presenting declarations has been an important asset of being accountable, which is part of a cultural element of auditing institutions and their development in institutional change (V. Schmidt, 2006). This started more than ten years ago, and it has been evolving to make it more available to all the stakeholders the National Audit Office (NAO) has. Moreover, participants commented that the introduction of modern technological tools such as big data promotes that new patterns of control could be developed to continue to transparent information.

The issue of registered information must be analyzed, monitored, or verified because that is where its wealth lies. If it's just an unused data repository, it doesn't help much. I understand that [the NAO workers] are working harder to be able to use the latest big data tools to try to take advantage of all this registered information and to be able to find some patterns that can activate the control mechanisms (Advisor 1).

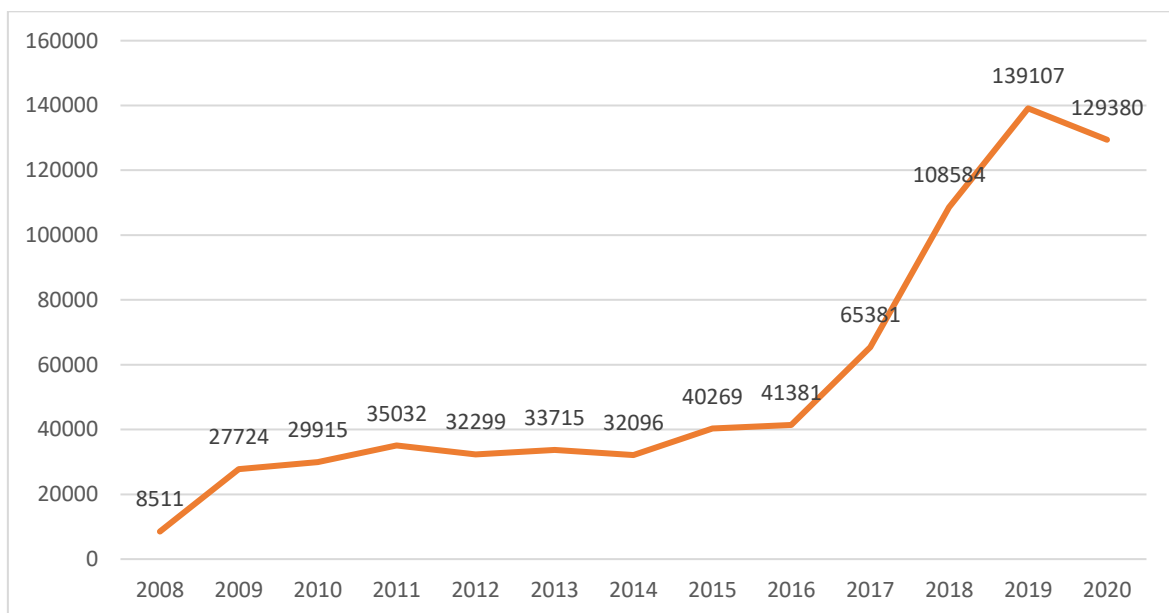
Besides technological improvements, one of the interviewees commented that the NAO lacks mechanisms to revise if public servants are honest in their declarations, which is related to other topics such as the deficiency of interconnected technological tools between

public institutions or within the same organization. This relation of interconnected tools is because Peruvian public service does not integrate a system or systems that could be used with one password or ID. Instead, public organizations have several tools and apps that are developed and constantly change because leaders' management change or think that it should not be longer used. It is similar within the same institution because sometimes, one app has registered some data, and another app registered different data of the same topic. Therefore, lack of interconnection between technological tools makes it difficult for the information to be audited and reviewed on a single platform, causing waste of time trying to exchange information in different tools.

Figure 6

Declarations of Financial Assets and Income

2010-2020



Source: National Audit Office website. Own creation

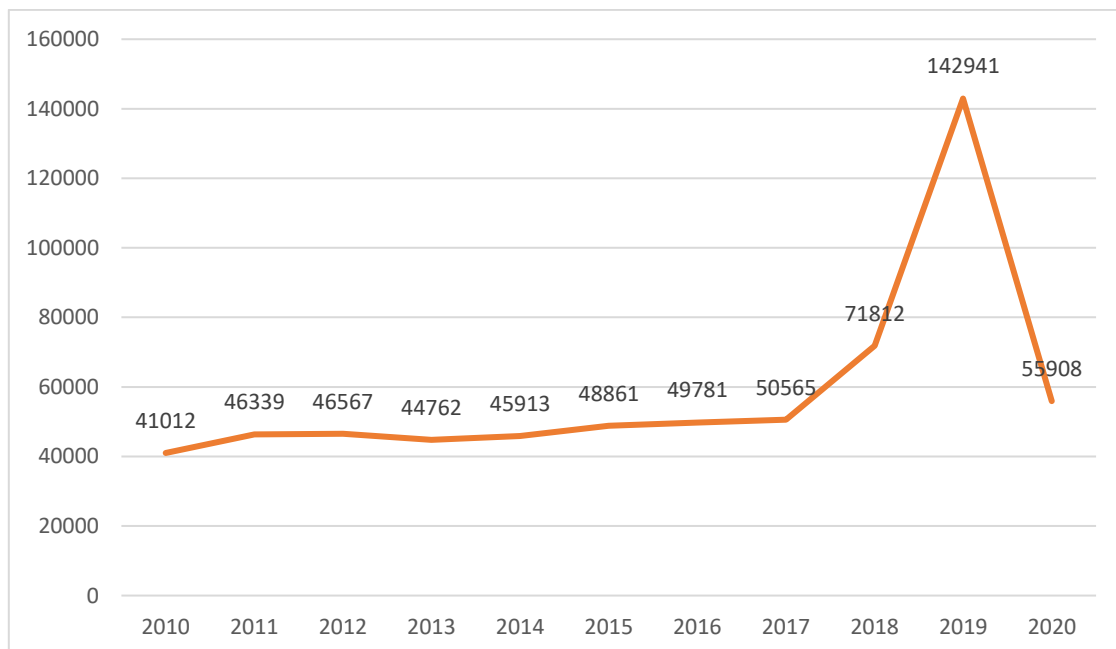
For instance, figures 6 and figure 7 presents the declarations of financial assets and income, but the data was obtained from different sources of the same institution. The former was retrieved from the NAO's website, and the latter was obtained through NAO's access to public information. Both graphs show the interconnection of technological tools within the same institution and lack of compliance. On the one hand, the deficiency of interconnection between platforms at the NAO is obvious because diagrams 6 and 7 display different numbers per year. Graph 4 shows an increasing trend between 2008 to

2016 of 3.8 times. In 2008 starts with 8 511 declarations were presented and increased until 41 381 in 2016. From 2016 to 2019, there was a rise in the number of declarations. It goes from 41 381 declarations to 139 107 declarations. However, graph 7 illustrates a small increase from 2017 to 2018. The more significant growth is in 2018-2019, when it rose from 71 812 to 142 941 declarations. Moreover, figure 4 depicts a slight decrease of declarations in 2019-2020, going from 139 107 to 129 380, but figure 7 shows a more significant fall going from 142 941 to 55 908.

Figure 7

Declarations of Financial Assets and Income

2010-2020



Source: National Audit Office. Obtain through Access to public information²⁹. Own creation

It confuses because organizations should not show nonidentical data providing erroneous information to all public. On the other hand, lack of compliance is due to the absence of processed information. Figure 6 shows data presented by the obligated declarant,³⁰ and figure 7 displays processed information³¹ which is the outcome of the declaration. In other words, figure 7 is the actual information that citizens could use. The gap between the data

²⁹ Information requested in November 2020 and updated in January 2021.

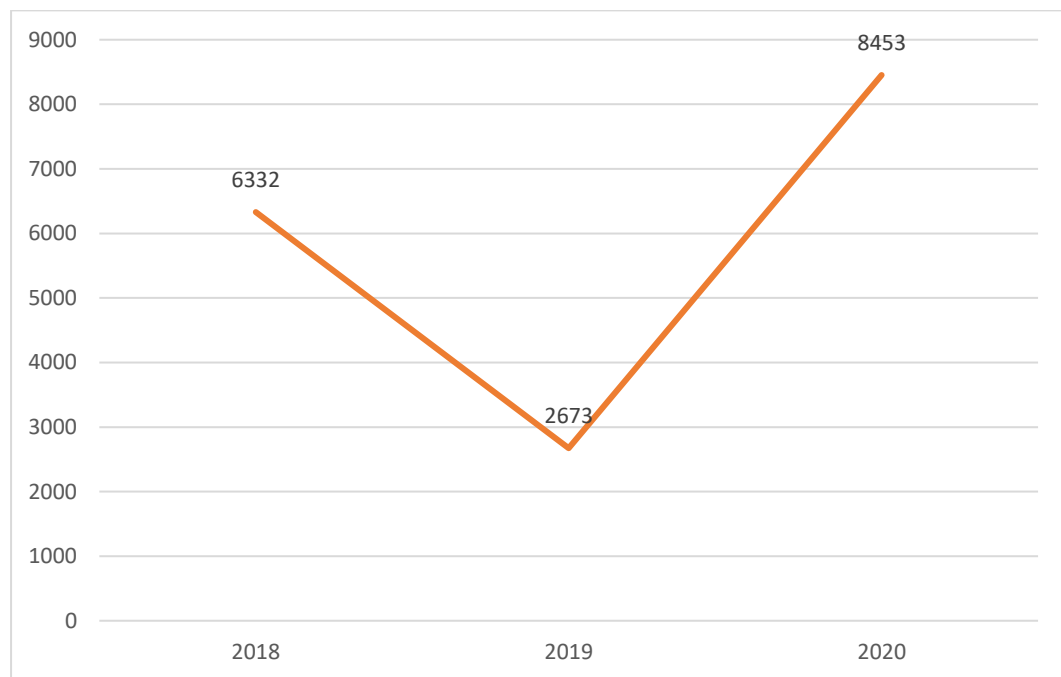
³⁰ Declarants have 15 days after entering, finalizing, or completing a year of duties to present the declarations.

³¹ Every public organization have a responsible area or office in charge (could be Human Resources or Administration) to approve the declarations and send them to the NAO. When the NAO receive declarations, they process the data.

clearly shows that there has been a lack of compliance because auditors are not confirming presenting declarations' process. This could also be due to the problem of not having interconnected technological tools.

Figure 8

Declaration of Conflict of Interests for the period 2018-2020



Source: National Audit Office. Obtain through Access to public information³². Own creation

Another example is the declarations of conflict of interests (Figure 8), a mechanism of transparency introduced to the National Audit Office (NAO) to make visible information of public officials and other public servants for the detection and prevention of conflicts of interest. Although the NAO implemented these declarations in 2018, other public organizations were using them before. The graph shows a drop in the number of declarations presented in 2019, 2 673 declarations presented compared to 6 332 declarations presented in 2018, and 8 453 declarations in 2020. According to interviewees, there is a lack of compliance because public servants must follow the regulations and

³² Information requested in November 2020 and updated in January 2021.

present their declarations every year.³³ However, participants mentioned that they are not accomplishing their duty, which is something that the institution should control.

(...) 2018 and 2019 should have the same data. Why would be more joining and dismissing? So, there is an issue that is not being met with the annual declaration. In 2019 you should have the same number because there is a yearly obligation (Auditor 1).

The increase in the number of declarations in 2020 is due to the joining of new workers to the Institutional Control Bodies (ICB)³⁴ that had to present their entry's declaration. Clearly, inside the institution are not controlling this mechanism of transparency which could go beyond the interconnection of digital tools.

To a lesser extent, the appropriateness logic of explanation manifests when adopting certain behaviors and actions fosters the changes (March & Olsen, 2009, p. 3). For instance, in a critical way, an interviewee manifested that certain instruments of accountability had been disrupted due to some people who want to manipulate the information and used it inappropriately. Advisor 1 said, “the most important document for accountability, which is the General Account of the Republic,³⁵ has given no importance” (Advisor 1). This accountability mechanism has been left behind because certain political actors do not want to give it the importance needed. Instead, public organizations present their financial statements because it is mandatory and not because they believe that it is an important instrument for decision-making.

In this regard, accountability thematic in relation to institutional change has influence, on the one hand, rules and obligations. On the other hand, it is due to the own development that had happened through years and technology.

³³ Public servants and officials from the National Audit Office of Peru are required to present their declarations of conflict of interests in three periods of time, at the beginning and end of their duties and yearly (NAO's Resolution N° 480-2018-CG).

³⁴ Órgano de Control Institucional – OCI in Spanish.

³⁵ The General Account of the Republic is the financial statement of the Peruvian Government.

5.2.2. Citizen participation

Interviewees pinpoint that participation of citizens in the audit was a significant change in the transparency work. Citizen participation merges with the communication logic of explanation that Vivien Schmidt present as discursive institutionalism. In that sense, it refers to how the idea of citizen participation is communicated and adapted to institutional rules and everyday work. The adoption of a communication logic helps to foster the idea of participation and construct the discourse that would provide a strong transparency mechanism.

Interviewees consider that implementing a citizen overseer program or the pure participation of citizens in control could strengthen the audit work. Citizens become more concerned about the progress in their communities and management of their government, which relates to the third assumption of communication and transparency. According to Christensen (2002), by having more information, people will have a better idea of the organization. Therefore, if citizens are more involved in developing their communities and gathering more information to carry them out, as an effect, they would get a better idea of NAO's work.

Moreover, leader 2 commented that “it is a challenge to try to involve the population to be overseers, to give their opinion, and try to demand to their authorities more transparency on their expenses. More transparency on the money authorities receive monthly or annually by the government.” Although, is not an easy job, part of the logic of communication permit actors to get involved and promote change. Interviewees agreed that this type of citizen participation is based on rules and leaders' view on the matter and the constant evolution of regulations and technology that pushed forward these innovations. Therefore, it goes beyond the institutional design and evolutionary logic of explanation because of the way the idea is communicated matters in the discourse.

The last changes in the National Audit Office promoted the incorporation of citizens' participation. For instance, the creation of Infobras in 2012, a platform that allows registering, articulate, and monitor public works, was one of the first online tools that integrated citizen participation. Citizens could follow the progress of public works, like building a bridge in their cities and towns. Another important program was Youth Auditors, where young children monitor the works and improvements in their public

schools. These types of citizens' implications help to have better control over authorities' jobs.

Although the best scenario is where all citizens participate, it does not happen. Citizens do not want to get involved, which is a contradiction in the development of transparency, but according to interviewees, it is a process and a challenge that they are facing nowadays.

5.2.3. Access to information

Access to information thematical axis refers to the mechanism of publishing and promoting information the National Audit Office possesses. Interviewees agree that a change had happened due to innovation in their regulations of control reports. They included transparency aspects in their regulation which changed their secretive and discreet ways into more open. Therefore, every audit report nowadays finalized with a press release, something that never happened before, which they perceive as a significant achievement. Also, the NAO started thinking more about their public and stakeholders when they decided to make visible their audit reports.

This transparency mechanism merges with the evolutionary and communication logic of explanation due to its dynamic way of expressing the information and how it has evolved over the years. It was because of the development of transparency mechanisms within the country and around the world and the fast evolution of technological tools that allowed more citizens to access internet platforms to obtain information limited before.

In relation to the communication logic, interviewees' perspectives were related to how the NAO manages its actions and how they communicate them. Leader 2 mentioned that "the National Audit Office is making its actions more visible. It is being accountable to citizens by making visible its control reports. This did not happen before" (Leader 2). Also, Manager 2 claimed, "the fact of incorporating aspects of transparency has allowed individuals to know what the institution does. It changed from being a little more hermetic and reserved, to opening the reports" (Manager 2). Therefore, changing the discourse from being hermetic to more open is helping to promote the job they perform.

According to Christensen (2002), access to information and openness was due to digitalization; therefore, it has been part of institutions' evolution. Even though digitalization has not reached every corner of Peru, it helped people that had more trouble

obtaining information. Leader 1 commented, “we have efforts both in the local and regional level in Latin America and the world to provide government digital services to people. To prevent them from moving from their homes to the government offices and interacting with public institutions in the cloud, on the internet” (Leader 1). This means that the evolution in Peru and around the world, in relation to technological processes, is collaborating to provide more access to people.

As mentioned before by the interviewees in 5.2.1. the lack of interconnected technological tools between different public institutions is a constant issue. Every public institution creates an app or their platforms never communicate between them, generating inconveniences to all the public. One has to know how to use the platform from institution A. Because it is not connected with the platform from institution B, it is impossible to handle. “The problem is the lack of connection, each of us has created their information systems with its own codes. For the NAO, it is one code; for SUNAT it is another; for SEACE it is another; for SIAF it is another. When you want to link them, you can't” (Advisor 1). This interviewee refers to the lack of interconnection tools between institutions. He claims that it is impossible to have one only code to interact and log in to all technological platforms.

Moreover, if there is no communication between public institutions and citizens due to technological obstacles, the public would not be informed. Consequently, trust issues may arise (Fairbanks et al., 2007). Therefore, participants believe that mechanisms of transparency could be enhanced if there was an interconnection between technological tools.

5.2.4. Quality of information

Participants believe that the first step in transparency which is making information available to citizens or providing access to information has been accomplished over the years. However, some changes need to be implemented. Their perspectives mixes with the communication logic of explanation. Even though further steps in transparency still in process, the logic of communicating the information with a focus on its quality changed the dynamic of only providing information. Interviewees notice the importance of providing updated and readable information to the public because communication practices

increase transparency, and organizations could mold trust when using clear and honest communication (Fairbanks et al., 2007).

If you deliver quality information, timely and readable by the citizen, that will improve social control, which is given through transparency. But if the information does not arrive in time or is not clear, or is not of interest, you will have problems. One does not understand it; therefore, do not use it. Then it will not have a positive impact (Manager 1).

Additionally, as manager 1 and other interviewees mention, it is not enough to give information only as this information must be readable, with good quality, and clear to understand. Presented in readable formats to process for anyone, such as PDF, Excel, Word, etc. Comments on user experience (web-based) were mentioned because the transparency portal is not user-friendly or even contains information hard to find. “It is crucial that the transparency portal is as simple to use as possible so that the common citizen can access without any difficulty” (Auditor 1). Once again, if public organizations do not provide useful, clear, and timely information, citizens and other stakeholders would decrease interest in that organization and even increase levels of distrust.

Moreover, participants reflect that audit reports or other types of audit recommendations are difficult to understand. The auditor does not think about the public who read the report. Interviewees consider the work with communication professionals and journalists helps them to make it more understandable. Public relations and other communication tools could be a solution to continue maintaining stakeholders informed. In that regard, different communications tools foster the role of transparency in institutional change when considering the clarity, quality and usefulness of information.

5.3. Summary of the analysis

When looking into Peruvian history, many crises about political legitimacy, corruption, integrity, trust, hit the socio-political environment (Quiroz Norris, 2013, p. 48; Carrión *et al.*, 2020, p. 21). Even public organizations like the Peruvian National Audit Office whose core job is to supervise and execute control over public institutions for the efficient and transparent use of public resources (Contraloría General de la República, 2020) had faced an accountability issue that produced employees and public to distrust their work in 2017. This research explains

through a case study of the National Audit Office of Peru the logics of explanation that promote institutional change within that public organization between 2010 and 2020, and what was the role of transparency in those changes.

The analysis presented in sections 5.1 and 5.2 is based on the theoretical arguments of Vivien Schmidt about the logics of explanation in public institutions. She proposed four logics of explanation that could foster institutional change. In the case of the National Audit Office of Peru, only one logic is not enough to explain the changes that happened during the timeframe of study; however, a combination of the four logics of explanation guided the changes within the organization.

According to the literature presented earlier, institutional change could happen due to different logics of explanation: institutional design, evolutionary processes, appropriateness of other institutions, and communication (V. Schmidt, 2006). This study shows that these four logics of explanation appear in the National Audit Office of Peru (NAO). Interviewees' perspectives mention that rational behavior, historical structures, rules, and the leader's view (in relation to his ideas and objectives) have pushed changes in the organization. NAO's leaders had specific purposes to develop the organization. The discourse was constructed to communicate the changes. Besides, regulations have changed because of their decision-making.

The evolutionary logic of explanation and the communication logic of explanation have a powerful influence on institutional change at the National Audit Office of Peru. To pinpoint, human actions, decision-making, moments, and events produced the process of evolution (Mahoney & Thelen, 2010; V. A. Schmidt, 2010). Moreover, the progress in technology had helped to provide more access to information and increase the scope. Even though some changes still need to be implemented in different settings, the institution continues evolving over the years. Hence, changes in processes over time and the evolution of the transparency phenomenon have produced institutional change in the Nation Audit Office (V. Schmidt, 2006, p. 105).

The accountability crisis is part of the evolutionary logic of explanation because the change was due to the NAO's evolution and the inner behavior of the leader that caused the crisis. It is important to address that crisis change behaviors (Tang, 2012a), but it was not the crisis in itself that produced the change; it was beyond the own crisis at the NAO. It was a mixture of elements that fostered the changes. Moreover, internal and external communication share the evolutionary and the communication logics of explanation because technological tools have

being essential to foster the changes. The diffusion of social networks have kept citizens more informed. However, on the other hand since some technological tools do not reach every public, some public still is not aware of the NAO's work. In relation to the communication logic of explanation, the change in the discourse of including communication professionals improved the way the reports are presented. However, internal communication in former management was better than the current one. The presence of the logic of appropriateness is in the internationalization thematical axis because the NAO adopted recommendations, experiences and methodologies from other SAI or international organizations, but sometimes it could not be replicated in the Peruvian context.

In relation to the role of transparency in institutional change, accountability and declarations are the most important tool. This is due to the fact that employees communicate in a transparent and approachable way to the public and other actors (Stirton & Lodge, 2001). That is because of the existence of regulations that compel employees to fulfill them. Furthermore, the idea of including other actors in the process of transparency. The changes in discourse in relation to adding the participation of citizen in control. Leaders' ideas and more actors involvement dispose of creating a feedback channel to communicate with the organization (Florini, 2004).

The logics of explanation also explain the role of transparency in institutional change. Similarly, the evolutionary and the communication logics are the most strong when referring to the role of transparency. Institutiona design and appropriatness has a lesser presence but they also are important in the institutional change.

The NAO and its leaders had developed mechanisms to make citizens participate in different activities with two purposes. First, they involve improving their communities, and second, they acquire knowledge of the organization, which is related to communication and trust. If citizens gain knowledge from the public organization, trust issues could be reduced (Christensen, 2002). Therefore, the communication and evolutionary logics of explanation have strong institutional change incidence. Sometimes, one might be stronger than the other, but their mixture had produced the most relevant changes.

6. CONCLUSION

In this chapter, the results of the case study about the National Audit Office of Peru are presented. Findings discussed in the analysis of the first research question about the logics of explanation that were decisive to promote NAO's institutional change between 2010 to 2020 and the second question about the role of transparency in institutional change in the National Audit Office of Peru, are displayed as a summary in this section. Finally, more relevant topics for further studies are introduced.

Both research questions were answered using four logics of explanation (institutional design, evolutionary, appropriateness, and communication) theories of institutional change, proposed by Vivien Schmidt. However, the first research question answers specifically what logics of explanation were decisive for the changes. The results are explained using four group thematic axes: leadership influence, crisis and trust, internal and external communication, and internationalization. The second question explained what the role of transparency in institutional change was. In the same way as the first question, this was subdivided into four thematic axes: accountability, citizen participation, access to information, and quality of information as mechanisms of transparency. These explained the role of transparency in institutional change.

In relation to my first research question about the logics of explanation that promoted the changes at the National Audit Office, the analysis results' showed that in the thematic axis of leadership the four logics of explanation were present and influencing the changes in the organization. Three of them: the institutional design, evolutionary and communication logics had a stronger presence than the appropriateness logic. That was portrayed when interviewees agreed that the National Audit Office cannot work or move forward without the leader's view and plans and because the NAO has a hierarchical administration. According to the results, currently the NAO's leader is pushing the organization to be more accessible to the public, and in relation to auditing, simultaneous control is the king. Therefore, combining the leaders' views and the changes in their discourse of promoting simultaneous control and making their information more accessible explains that the logics of explanation of communication with evolutionary and institutional design were decisive in relation to the thematic axis of leadership and audit. The appropriateness logic was present too, to a lesser extent because the National Audit Office follows international regulations from other SAI.

Other elements and thematic axes endorse changes, such as the accountability crisis that affected the NAO of Peru. The thematic axis of crisis was dominated by the evolutionary logic of

explanation. It is explain when within the institution, employees lost their pride towards the NAO and did not feel legitimate to perform audits, which also affected the image they portrayed to citizens and stakeholders. According to the results, the crisis influenced trust too; therefore, the thematical axis of trust has a strong presence of the logics of explanation of communication and institutional design. In relation to institutional design, the results shown that NAO's employees distrust their work which reflects when providing information to citizens. Citizens encounter obstacles that personnel includes for them. The communication logic of explanation has a strong presence in relation to trust as well, because citizens will trust the NAO if they communicate their actions and results properly.

The thematical axis of trust correlates with the thematical axis of internal and external communication as well, because trust affects internally to the employees if the communication is limited between the managers and subordinates. In relation to the results, both of these thematical axis are explained by the logics of explanation of communication and evolutionary. To a broader extent, internal communication thematical axis is explained with the communication logic of explanation because the discourse influence. The results showed the way the ideas were express or not express affected NAO's internal communication which was also a result of the leader's view. Concerning external communication, the evolutionary and communication logics of explanation were stronger. On the one hand, the evolutionary logic of explanation because the evolution of technology and social media within the institution had foster the changes. On the other hand, the communication logic of explanation was also solid due to actors that promoted the changes, specifically leaders, and the own dynamic of the processes because discourses are dynamic and varied from leader to leader. However, the results showed that there is still a need for diffusion of information to public and they have to continue working to promote their work as an institution of accountability.

In relation to the thematical axis of internationalization, the logic of explanation that explained the changes in the National Audit Office was appropriateness. A relevant finding is that, even though the National Audit Office of Peru tries to adapt good practices from other Supreme Audit Institutions in the region, not all of them could be adjusted to Peruvian reality. According to the results, this happens because Peru lacks technology, or the socio-economic environment would not allow these practices to develop fully.

Summarizing the answer for the first research question, the four logics of explanation were decisive to explain the institutional changes in the NAO during 2010 to 2020. It is not possible to only use one of the logics, because the combination of the four promoted the institutional changes.

Moving towards the second research question about the role of transparency in institutional change, interesting results were presented. Firstly, it is important to mention that the four logics of explanation were present in each of the thematical axis that were proposed to answer about the role of transparency in institutional change within an organization that promotes accountability.

In relation to the thematical axis of accountability, the strongest logics of explanation are institutional design and evolutionary. To a lesser extent, appropriateness logic appears but still necessary to explain the role of transparency. The results showed that public servants considered to be accountable are either when they follow regulations like different declarations that they present or voluntarily present them. Since declarations are an important asset for the National Audit Office work, there is a relationship between the idea of been accountable and the declarations. Results demostate that been accountable is when a public servant presents its declaration. They see the declaration as a mechanism to show or be transparent to everyone because they present their information.

The evolutionary logic of explanation was present when explaining that the use of technology has been an important tool to become transparent, although there is a need to continue developing and improving. A relevant result in relation to this logic was the lack of interconnection between technological tools which is also related to the thematical axis of access to information. This could happen between different institutions or within the same organization. The lack of interconnection goes beyond the National Audit Office. It is a generalized issue in the Peruvian public government. The results showed that this problem in auditing leads to waste time when auditors revise different platforms in order to obtain information. Having an integrated platform among the public sector would avoid duplication of work and facilitate auditing work and many other administrative tasks.

The lack of compliance is also explained with the institutional design logic of explanation and evolutionary because according to the results, NAO's auditors are not confirming declarations' presentation either internally or at some part of the process. Having different data about the same topic confuses citizens and stakeholders because it could have biased information when analyzing it. This issue could also be tackled if technological tools are well developed and integrated within institutions to narrow down the duplication of information.

The appropriateness logic of explanation that only exists in the accountability axis also explains the role of transparency in institutional change. The results demonstrated if certain behaviours and actions are implemented, it could promote changes. Which was the case of the General Account of the Republic that has no given importance but its use could be fruitful for the development of the organization.

Transparency includes factors that have promoted the institutional change at the National Audit Office (NAO). For instance, active involvement of citizens in the work of auditing helped to strengthen control. The NAO created programs that included citizen participation to make the population more concerned and aware of their authorities' job. All the programs created to oversee or involve citizens were developed by different leaders who command those changes. Therefore, the communication logic of explanation has a strong presence in the thematical axis of participation.

Another factor in the role of transparency in institutional change, is access to information. Results showed that opening and publishing NAO's audit reports was a significant change the organization accomplished. Even though it has an influence on the leader's ideas, view, and perspectives, changes also happened due to technology innovation. Therefore, both evolutionary and communication logics of explanation had a strong presence. The organization developed more tools to reach more citizens, and internet connection had a greater range. Although digitalization is not a reality in the whole country, according to the results access to information regarding sharing information with everyone has progressed.

Quality of information is one of the most important assets when one refers to transparency. It is clear that the communication logic of explanation has a strong presence in the thematical axis of quality of information. Results showed that providing clear, good quality, readable and understandable, and honest information helps foster transparency and enhance trust in the organization. Moreover, platforms where the information is published should also contain clear and user-friendly environments for public access easily and unimpeded. Since the audit is a complex topic for most public, the way audit reports are presented should be written in a simple way so that stakeholders who use them could understand and comprehend them more easily. Here communications topic becomes relevant because when applying public relation tools and the joint work with communication professionals and journalists could help to provide clear messages to all public.

Communication is a constant in transparency. Communication helps citizens and different stakeholders to be informed and knowledgeable about the organization. Besides, enhancing trust. According to results, communicating audit reports, publishing, sharing information and data, making it accessible and understandable, increase transparency levels. If the public has more information about an organization either because they publish it, advertise it, or distribute it, it could improve the idea of the institution. Therefore, if the public has a better idea of an organization, levels of distrust could reduce.

Furthermore, additional studies analyzing internal communication at the organization could provide insights into how the mechanisms of trust and leadership are also influencing their communication. Since auditors are working in different public institutions by the command of the NAO, deeper analysis on the communication from the headquarters towards those outside of the NAO, might give another perspective on leadership, trust, and communication.

As the results showed, there is a lack of compliance among some of the elements that foster transparency, such as the declarations that officials and civil servants present. This study raised the issue of declarations. Further analysis and revision on the compliance process should be addressed to fulfill the requirements the law expresses.

The study provided a broad view of the changes produced at the National Audit Office of Peru and which elements were the triggers to develop them. An in-depth assessment of the leadership role and the logics of explanation that foster that perspective could be a starting point to continue understanding the process of change. Or the possibility of assessing if the influence of the leader among other Supreme Audit Institutions in the region is similar. Comparing and analyzing similar cases of hierarchical leadership could provide a different view in diverse cultural contexts. Even comparing if different SAIs share the combination of logics of explanation in the institutional changes they have been through, could be part of a further analysis.

Also, studying the influence and impact of international organizations as a mechanism that propels institutional change with the appropriateness logic of explanation; but in relation to the good practices, not only in the audit job but also in other administrative jobs. For example, adapting and incorporating the communications plan or social media plan of the National Audit Office of Chile would help reach other public and provide them with more information about the organization (Christensen, 2002). The NAO of Chile has developed characters, stories, and different components in their social media, to offer more knowledge and reach more public about the work they perform.

To summarize this chapter, the combination of the four logics of explanation promoted institutional change in the NAO. These logics of explanation merged with the thematical axis proposed out of interviewees perspectives provided an useful overview of the changes during the ten years. The evolutionary and communication logic of explanation in overall where the strongest in the whole study. It was also clear that the leader's view, ideas and decisions, the accountability crisis they faced, and trust issues towards the organization fostered the changes. Moreover, the innate evolution of technology generated the changes to happened faster. The effects of those changes are expressed in the transparency practices. These effects are related to communications, more access to information, accountability, and the quality of the NAO's information should provide. The key element of the changes was definitely the leader's ideas. Transparency practices were only an effect of the change.

7. REFERENCES

- Barboza Quiroz, K. (2021). Edgar Alarcón: claves de la denuncia constitucional por presunto enriquecimiento ilícito. Retrieved April 25, 2021, from El Comercio website: <https://elcomercio.pe/politica/congreso/edgar-alarcon-claves-de-la-denuncia-constitucional-que-pesa-sobre-el-congresista-y-excontralor-congreso-upp-union-por-el-peru-noticia/?ref=ecr>
- Berliner, D. (2014). The political origins of transparency. *Journal of Politics*, 76(2), 479–491. <https://doi.org/10.1017/S0022381613001412>
- Bourke, B. (2014). *Positionality : Reflecting on the Research Process*. 19(33), 1–9. Retrieved from <https://nsuworks.nova.edu/tqr/vol19/iss33/3>
- Bovens, M. (2009). Public Accountability. In E. Ferlie, L. E. Lynn Jr., & C. Pollitt (Eds.), *The Oxford Handbook of Public Management*. Retrieved from <http://oxfordhandbooks.com/view/10.1093/oxfordhb/9780199226443.001.0001/oxfordhb-9780199226443-e-9>
- Brinkmann, S. (2018). The Interview. In N. K. Denzin & Y. S. Lincoln (Eds.), *The Sage Handbook of Qualitative Research* (pp. 576–599). Los Angeles: SAGE.
- Buitelaar, E., Lagendijk, A., & Jacobs, W. (2007). A theory of institutional change: Illustrated by Dutch city-provinces and Dutch land policy. *Environment and Planning A*, 39(4), 891–908. <https://doi.org/10.1068/a38191>
- Cambridge Dictionary. (n.d.). Trust. Retrieved November 26, 2020, from <https://dictionary.cambridge.org/dictionary/english/trust>
- Carrión, J. F., Zárate, P., Boidi, F., & Zechmeister, E. J. (2020). *Cultura política de la democracia en Perú y en las Américas, 2018/2019: Tomándole el pulso a la democracia*. Retrieved from https://www.vanderbilt.edu/lapop/ecuador/AB2018-19_Ecuador_Country_Report_V2_W_02.03.20.pdf
- Christensen, L. T. (2002). Corporate communication: The challenge of transparency. *Corporate Communications: An International Journal*, 7(3), 162–168. <https://doi.org/10.1108/13563280210436772>
- Coccia, M. (2018). An introduction to the theories of institutional change. *Journal of Economics Library*, 5(4), 337–344. <https://doi.org/10.1453/jel.v5i4.1788>

- Congreso de la República del Perú. (2002). *Ley 27658 Ley Marco de Modernización de la Gestión del Estado*. Lima: Diario El Peruano.
- Contraloría General de la República. (n.d.). Quiénes Somos. Retrieved November 27, 2020, from Conoce la Contraloría website:
https://www.contraloria.gob.pe/wps/wcm/connect/CGRNew/as_contraloria/as_portal/Conoce_la_contraloria/conoceContraloria/QuienesSomos/
- Contraloría General de la República. *Normas Generales de Control Gubernamental*. , (2014).
- Contraloría General de la República. (2016). *Memoria de la gestión 2009-2016*. Lima.
- Contraloría General de la República. (2018). Ley N° 27785 Ley Orgánica del Sistema Nacional de Control y de la Contraloría General de la República. *Congreso de La República Del Perú*, pp. 1–33. Lima, Peru.
- Contraloría General de la República. Estructura Orgánica y Reglamento de Organización y Funciones. , Contraloría General de la República § (2019).
- Contraloría General de la República. (2020). *Memoria Anual 2019* (pp. 1–140). pp. 1–140. Lima.
- Crow, G., Wiles, R., Heath, S., & Charles, V. (2006). Research ethics and data quality: The implications of informed consent. *International Journal of Social Research Methodology: Theory and Practice*, 9(2), 83–95. <https://doi.org/10.1080/13645570600595231>
- Dobrowolski, Z., & Sułkowski, Ł. (2020). Competitive Role of Supreme Audit Institutions in Building Trustworthiness for Customers. *35th IBIMA Conference*, (April), 1–16.
- Drisko, J., & Maschi, T. (2015). Basic Content Analysis. In *Content Analysis* (pp. 22–56). <https://doi.org/10.1093/acprof:oso/9780190215491.001.0001>
- Erkkilä, T. (2007). Governance and accountability: A shift in conceptualisation. *Public Administration Quarterly*, 31(1), 1–38.
- Erkkilä, T. (2012). *Government transparency: Impacts and unintended consequences*. Retrieved from <http://link.springer.com/10.1057/9781137035547>
- Erkkilä, T. (2014). Nordic Openness in Finland: European Integration, Ideational Transfer, and Institutional Traditions. In *The Paradox of Openness* (pp. 73–90). <https://doi.org/10.1163/9789004281196>
- Erkkilä, T. (2020). Transparency in Public Administration. *Oxford Research Encyclopedia of*

- Politics*, (June), 1–22. <https://doi.org/10.1093/acrefore/9780190228637.013.1404>
- Fairbanks, J., Plowman, K. D., & Rawlins, B. L. (2007). Transparency in government communication. *Journal of Public Affairs*, 7(1), 23–37. <https://doi.org/10.1002/pa.245>
- Florini, A. (2004). Behind closed doors: governmental transparency gives way to secrecy. *Harvard International Review*, 26(1), 18–21.
- Forssbäck, J., & Oxelheim, L. (2014). The Multifaceted Concept of Transparency. In J. Forssbäck & L. Oxelheim (Eds.), *The Oxford Handbook of Economic and Institutional Transparency* (pp. 1–30). <https://doi.org/10.1093/oxfordhb/9780199917693.001.0001>
- Free, C., & Radcliffe, V. (2009). Accountability in Crisis : The Sponsorship Scandal and the Office of the Comptroller General in Canada. *Journal of Business Ethics*, 189–208. <https://doi.org/10.1007/s10551-008-9681-8>
- Gobierno del Perú. (n.d.). Acceso a la información pública. Retrieved March 9, 2021, from Plataforma digital única del Estado Peruano website: <https://www.gob.pe/432-acceso-a-la-informacion-publica>
- González-Díaz, B., García-Fernández, R., & López-Díaz, A. (2013). Communication as a Transparency and Accountability Strategy in Supreme Audit Institutions. *Administration and Society*, 45(5), 583–609. <https://doi.org/10.1177/0095399712438376>
- Grimmelikhuijsen, S., Porumbescu, G., Hong, B., & Im, T. (2013). The effect of transparency on trust in government: A cross-national comparative experiment. *Public Administration Review*, 73(4), 575–586. <https://doi.org/10.1111/puar.12047>
- Guichot Reina, E. (2011). *Transparencia y acceso a la información pública en España: análisis y propuestas legislativas*. España: Fundación Alternativas.
- Hidalgo Bustamente, M., & Villarroel Zurita, A. (2017). Compras sin frenos: los vehículos del contralor Edgar Alarcón. Retrieved April 25, 2021, from El Comercio website: <https://elcomercio.pe/politica/compras-frenos-vehiculos-contralor-edgar-alarcon-427725-noticia/?ref=ecr>
- INEI. (2020). Informe Técnico: Percepción ciudadana sobre gobernabilidad, democracia y confianza en las instituciones Octubre 2019-Marzo 2020. *Instituto Nacional de Estadística e Informática*, 1–43. Retrieved from https://www.inei.gob.pe/media/MenuRecursivo/boletines/informe_de_gobernabilidad_may202

0.pdf%0Ahttps://www.inei.gob.pe/

INEI - Oficina técnica de difusión. (2017). La corrupción desplaza a la delincuencia como principal problema que afecta al país. *INEI*. Retrieved from

<http://m.inei.gob.pe/media/MenuRecursivo/noticias/nota-de-prensa-n123-2017-inei-2.pdf>

INTOSAI. (n.d.-a). INTOSAI – Members. Retrieved November 25, 2020, from About us website:

<https://www.intosai.org/about-us/members>

INTOSAI. (n.d.-b). Overview. Retrieved November 25, 2020, from About us website:

<https://www.intosai.org/about-us/overview>

INTOSAI. (n.d.-c). What we do. Retrieved November 25, 2020, from What we do website:

<https://www.intosai.org/what-we-do>

INTOSAI. (2019a). *Guid 9040: Good practices related to SAI Transparency* (pp. 1–18). pp. 1–18.

INTOSAI. (2019b). *INTOSAI-P 20 Principles of Transparency and Accountability* (pp. 1–11). pp. 1–11.

Kayrak, M. (2008). Evolving challenges for supreme audit institutions in struggling with corruption. *Journal of Financial Crime*, 15(1), 60–70.

<https://doi.org/10.1108/13590790810841707>

Kingston, C., & Caballero, G. (2009). Comparing theories of institutional change. *Journal of Institutional Economics*, 5(2), 151–180. <https://doi.org/10.1017/s1744137409001283>

Levi, M., & Stoker, L. (2000). Political trust and trustworthiness. *Annual Review of Political Science*, 3, 475–507.

Maggetti, M. (2014). Institutional change and the evolution of the regulatory state: Evidence from the Swiss case. *International Review of Administrative Sciences*, 80(2), 276–297.

<https://doi.org/10.1177/0020852313514517>

Mahoney, J., & Thelen, K. (Eds.). (2010). A Theory of Gradual Institutional Change. In *Explaining Institutional Change*. New York: Cambridge University Press.

March, J. G., & Olsen, J. P. (2009). The Logic of Appropriateness. *The Oxford Handbook of Public Policy*, (January 2004), 1–28. <https://doi.org/10.1093/oxfordhb/9780199548453.003.0034>

Meijer, A. (2014). *Oxford Handbooks Online Transparency Transparency as the New “ Religion . ”* (June 2018), 1–21. <https://doi.org/10.1093/oxfordhb/9780199641253.013.0043>

- Mueller, F., Carter, C., & Whittle, A. (2015). Can Audit (Still) be Trusted ? *Organization Studies*, 36(9), 1171–1203. <https://doi.org/10.1177/0170840615585336>
- Mulgan, R. (2000). “Accountability” an ever expanding concept? *Public Administration*, 78(3), 555–573.
- Naessens, H. (2010). Ética pública y transparencia. *XIV Encuentro de Latinoamericanistas Españoles: Congreso Internacional*, 2113–2130.
- OECD. (n.d.). Trust in Government. Retrieved November 27, 2020, from <https://www.oecd.org/gov/trust-in-government.htm>
- OECD. (2016). *OECD Public Governance Reviews: Peru: Integrated Governance for Inclusive Growth*. <https://doi.org/10.1787/9789264265172-en>
- Ogletree, T., & Kawulich, B. B. (2012). Ethical Considerations in Conducting Research. In C. Wagne, B. Kawulich, & M. Garne (Eds.), *Doing Social Research: A global context* (pp. 62–72). McGraw-Hill Higher Education.
- Pertuzé Fariña, C. (2003). Nuevos tiempos para la gestión pública: potenciando la transparencia. *Revista Enfoques: Ciencia Política y Administración Pública*, 1(1), 19–27.
- Peters, B. G., Pierre, J., & King, D. S. (2005). The politics of path dependency: Political conflict in historical institutionalism. *Journal of Politics*, 67(4), 1275–1300. <https://doi.org/10.1111/j.1468-2508.2005.00360.x>
- Quiroz Norris, A. W. (2013). Historia de la corrupción en el Perú. In *Hispanic American Historical Review* (Primera, Vol. 96). Lima: IEP Instituto de Estudios Peruanos.
- Redacción Andina. (2019). Peru Attorney General: Port’s White Collars criminal organization does exist. *Andina*. Retrieved from <https://andina.pe/ingles/noticia-peru-attorney-general-ports-white-collars-criminal-organization-does-exist-738917.aspx>
- Redacción RPP. (2017). Por estas 4 razones el contralor Edgar Alarcón fue removido del cargo. *RPP Noticias*. Retrieved from <https://rpp.pe/politica/actualidad/estas-son-las-cuatro-razones-por-las-que-el-contralor-puede-ser-vacado-noticia-1060652>
- Salminen, A. (2006). Accountability, values and the ethical principles of public service: The views of Finnish legislators. *International Review of Administrative Sciences*, 72(2), 171–185. <https://doi.org/10.1177/0020852306064608>

- Sánchez Coca, S. L., Jiménez Mora, L. D., & Velásquez Leal, L. F. (2019). *Índice de disponibilidad de información a la ciudadanía sobre la gestión institucional de las Entidades Fiscalizadoras Superiores*.
- Schmidt, V. (2006). Institutionalism. In C. Hay, M. Lister, & D. Marsh (Eds.), *The State Theories and Issues*. Palgrave MacMillan.
- Schmidt, V. A. (2008). Discursive institutionalism: The explanatory power of ideas and discourse. *Annual Review of Political Science*, 11, 303–326.
<https://doi.org/10.1146/annurev.polisci.11.060606.135342>
- Schmidt, V. A. (2010). Taking ideas and discourse seriously: Explaining change through discursive institutionalism as the fourth ‘new institutionalism.’ *European Political Science Review*, 2(1), 1–25. <https://doi.org/10.1017/S175577390999021X>
- Schwandt, T. A., & Gates, E. F. (2018). Case Study Methodology. In N. K. Denzin & Y. S. Lincoln (Eds.), *The Sage Handbook of Qualitative Research* (pp. 341–358). Los Angeles: SAGE.
- Seid, G. (2016). Procedimientos para el análisis cualitativo de entrevistas. Una propuesta didáctica. *V Encuentro Latinoamericano de Metodología de Las Ciencias Sociales, 16 Al 18 de Noviembre de 2016, Mendoza, Argentina*, 24.
- Shack Yalta, N. (2018). *Informe ejecutivo semestral de gestión: agosto 2017 - enero 2018* (Contraloría General de la República, Ed.). Lima.
- Silva, A. S. F. (2012). Document Analysis. In C. Wagne, B. Kawulich, & M. Garner (Eds.), *Doing Social Research: A global context* (pp. 140–149). McGraw-Hill Higher Education.
- Stapenhurst, R., & Titsworth, J. (2002). Features and functions of supreme audit institutions. In *Findings*. Retrieved from <http://www.worldbank.org/afr/findings>
- Stirton, L., & Lodge, M. (2001). Transparency Mechanisms: Building Publicness into Public Services. *Journal of Law and Society*, 28(4), 471–489. <https://doi.org/10.1111/1467-6478.00199>
- Streeck, W., & Thelen, K. (2005). Introduction: Institutional Change in Advanced Political Economies. In *Beyond Continuity: Institutional Change in Advanced Political Economies* (p. 312). USA: Oxford University Press.
- Sutherland, R. S. (2020). Trust and Accountability in a Digital Age. *The Royal Institute of*

Philosophy, 95(October 2019), 3–17. <https://doi.org/10.1017/S0031819119000457>

Tang, S. (2012a). *A general theory of institutional change*. London: Routledge.

Tang, S. (2012b). Toward a general theory of general intelligence. In *A General Theory of Institutional Change* (pp. 23–33). Routledge.

Transparency International. (2020). *Corruption Perceptions Index 2019*. Berlin.

Transparency International. (2021). *Corruption Perceptions Index 2020*. Retrieved from <https://www.transparency.org/en/cpi/2020/index/>

Valeriano Ortiz, L. F. (2019). Transparencia en la gestión pública y privada del Perú frente a la crisis de valores que afectan el desarrollo del país. *Gestión En El Tercer Milenio*, 22(43), 31–43.

Vel, A. E., Marlene, N., & Mart, P. (2008). Experiencias De Políticas Públicas De Transparencia Y Una Propuesta Para El Caso De Paraguay. *Investigación Administrativa*, 37(102), 64–80.

Vlados, C., & Chatzinikolaou, D. (2019). Crisis, institutional innovation and change management: Thoughts from the Greek case. *Economic Science and Political Economy*, 6(1), 58–77.

World Bank. (2020). Enhancing Government Effectiveness and Transparency: the fight against corruption. In *Enhancing Government Effectiveness and Transparency*. <https://doi.org/10.1596/34533>

Yle News. (2021). Committee chair calls for answers over auditor general's expenses. Retrieved April 25, 2021, from Yle website: https://yle.fi/uutiset/osasto/news/committee_chair_calls_for_answers_over_auditor_generals_expenses/11869130

APPENDIX 1: Peru: Trust perception of public institutions

Peru: Trust perception of public institutions
October 2018 – March 2019 / October 2019 – March 2020
(Percentage)

Nowadays, do you trust institutions? such as:

INSTITUTION	TRUST IN INSTITUTIONS		VARIATION (PERCENTAGE POINTS)
	OCT. 2018 – MAR. 2019	OCT. 2019 – MAR. 2020	
National Registry of Identification and Civil Status (RENIEC)	52,0	55,1	3,1
Catholic Church	46,8	46,4	-0,4
Education Ministry	35,1	36,6	1,5
Armed Forces	30,3	32,6	2,3
Radio and TV	24,9	22,9	-2,0
Ombudsman	20,3	21,6	1,3
National Superintendency of Customs and Tax Administration (SUNAT)	18,3	21,4	3,0
National Office of Electoral Processes (ONPE)	19,6	20,8	1,2
Police	17,6	19,0	1,4
National Elections Jury (JNE)	15,7	15,5	-0,1
District Municipality	13,7	14,8	1,1
Public Ministry - Public Prosecutor's Office	13,0	14,5	1,5
Press	17,0	14,4	-2,7
National Audit Office of Peru	12,1	14,0	2,0
Regions Municipalities	12,5	14,0	1,5
Anti-Corruption Commission	11,5	13,9	2,3
Anti-Corruption Attorney	12,4	12,7	0,3
Judiciary	10,4	11,9	1,5
Regional Government	9,5	10,7	1,2
Congress of the Republic	4,7	4,3	-0,3
Political parties	3,5	3,0	-0,5

Source: National Instituto of Statistics and Informatics – National Household Survey. Section: Governance, Transparency, and Democracy (INEI, 2020, p. 7).

APPENDIX 2: List of Interviewees

Position	Department	Work(ed) since
Advisor 1	Operations / Manager	1990 – present
Manager 1	Prevention and Detection	2018 – present
Leader 1	Office of Institutional Integrity and Access to Public Information	2018 – present
Manager 2	Internal Control	1999 – 2021
Leader 2	Institutional image and protocol / Communications	2010 – 2017
Leader 3	Infobras / Innovation for control (Auditor)	2008 – 2016
Auditor 1	Products	2014 – 2016

Own creation.

APPENDIX 3: Access to public information form

LA CONTRALORÍA
GENERAL DE LA REPÚBLICA DEL PERÚ

PORTAL LA CONTRALORÍA **PARTICIPACIÓN CIUDADANA** SERVIDORES PÚBLICOS PRENSA Portal de **Transparencia** estándar

INICIO >

FUNCIONARIOS RESPONSABLES >

FORMULARIO DE ACCESO >

BASE LEGAL >


CÓMO Y DÓNDE PRESENTAR LA SOLICITUD DE ACCESO A LA INFORMACIÓN PÚBLICA >


COSTOS DE REPRODUCCIÓN Y LUGAR DE ENTREGA DE INFORMACIÓN SOLICITADA >


PREGUNTAS FRECUENTES >

TRANSPARENCIA Y ACCESO A LA INFORMACIÓN PÚBLICA

FORMULARIO DE ACCESO

 Descargar Formulario EN FORMATO PDF

 Descargar DIRECTIVA N° 009-2019-CG/GCOB R.C. N° 226-2019-CG

 Descargar Resolución de Contraloría N° 027-2021-CG

1. PERSONA QUE SOLICITA

Tipo de Persona : Natural Jurídica

Documento de Identidad N° Doc (DNI/CE) * Fecha Emisión DNI *

DNI

Nombres Apellido Paterno Apellido Materno

Correo Electrónico * N° Celular y/o Teléfono *

Domicilio Actual *

Departamento * Provincia * Distrito *

-Seleccione-


2. INFORMACIÓN SOLICITADA

Descripción de la solicitud *(máximo 500 caracteres)

500 caracteres

3. ENTREGA DE INFORMACIÓN

Medio de entrega *

Correo Electrónico  A715

Ingrese el texto mostrado *

** Campo obligatorio*

Retrieve from the NAO of Peru website

APPENDIX 4: Interview

INTERVIEW

Introduction

1. Could you tell me about your educational background?
2. Could you tell me about your role at the National Audit Office of Peru?
3. How long do/did you work(ed) at the NAO? Which years?

Transparency and institutional change

4. Transparency has been important to the NAO. How do you think this relates to the audit work? And how is it related to trust towards the organization?
5. During the past 10 years there have been many changes, such as the creation of new products (Infobras, complaints system, youth auditors, eCasilla-CGR, Declarations of interests, and so on). How are they related to transparency?
6. What are the main achievements and challenges for the development of transparency at the NAO? And what would the next steps be?
7. Major institutional changes have taken at the NAO such as the implementation of new rules of auditing, could you mention other changes?

ORIGINAL INTERVIEW IN SPANISH

Introducción

1. ¿Me podría comentar un poco sobre tu background educativo?
2. ¿Me podría comentar sobre su rol en la CGR?
3. ¿Cuánto tiempo trabaja en la CGR? ¿Durante que años?

Transparencia y cambio institucional

4. La transparencia ha sido importante para la CGR. ¿Cómo crees que esto se relaciona con el trabajo de auditoría? ¿y cómo se relaciona con la confianza hacia la organización?
5. En los últimos 10 años ha habido muchos cambios, tales como la creación de nuevos productos (Infobras, sistema de denuncias, auditores juveniles, actualmente el Sistema de Notificaciones y Casillas Electrónicas (eCasilla-CGR), Sistema de Mesa de Partes Virtual, Declaraciones Juradas de Gestión de Intereses, entre otros) ¿cómo se relacionan con la transparencia?
6. ¿Cuáles han sido los principales logros y retos en el desarrollo de la transparencia en la CGR? ¿Cuáles serían los próximos pasos?
7. Grandes cambios se han realizado en la CGR con relación a la implementación de nuevas normas de auditoria, ¿podrías mencionar otros cambios relevantes?

Statistical data

8. I collected some graphics. Could you tell me what you think?

Context and motivation of change

8. What would you say has been the main motivation that generated major institutional changes at the NAO?
9. To what extent did the 2017 crisis influence those changes?
10. Where did the ideas for new institutional practices come from – own organization, other national institutions, international organizations/other international influences? How were they adopted

Accountability and trust

11. In which way could transparency assure accountability?
12. How about trust in government and institutions? How does transparency influence this?
13. How about citizens' trust in the NAO? What would be the reason for low levels of trust towards the NAO?
14. Is there something you would like to add?

Datos estadísticos

8. Le muestro los datos estadísticos que he recopilado para que me comente lo que piensa al respecto.

Contexto y motivación al cambio

9. ¿Cuál crees que ha sido la principal motivación que ha generado el mayor cambio institucional?
10. ¿Hasta qué punto crees que la crisis del 2017 ha influenciado los cambios institucionales?
11. ¿De dónde vienen las ideas para las nuevas prácticas institucionales – de la propia organización, otras instituciones a nivel nacional, organizaciones internacionales/otra influencia internacional? ¿Cómo fueron adoptadas?

Rendición de cuentas y confianza

12. ¿De qué manera la rendición de cuentas puede asegurar la transparencia?
13. ¿Y la confianza en el gobierno y las instituciones? ¿De qué manera la confianza influencia la transparencia?
14. ¿Y la confianza del pueblo hacia la contraloría? ¿cuál sería el motivo por el cual hay tan bajos niveles de confianza en la CGR?
15. ¿Le gustaría agregar algo más?