2.2. METHODOLOGY [1]
Methodology for the Analysis of Ministerial Profiles

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[1] Seguimos a codebook do projeto LATINUS

2.2. METHODOLOGICAL STRATEGY

Our approach to studying ministerial competences is characterized by the following features.

First, it analytically distinguishes between types of competences that has been treated together or interchangeably. This allows us to break down and examine in greater detail the factors that shape ministers' skills to rule. On the political side, we differentiate between strictly partisan competence sand broader political competences. While these may be closely related, they remain analytically distinct. Partisan competences refer to activities and roles directly tied to the organization and functioning of a political party, such as internal leadership positions, campaign strategies, and ideological formation. This type of experience implies an organizational relationship that can specifically influence a minister's behavior in government. In contrast, political competences include broader involvement in the public sphere and service roles within the state, which may or may not be connected to party affiliation. This differentiation enables us to assess the relative weight of party affiliation versus broader political competences that encompasses aspects of public governance and administration. On the expertise side, we distinguish between academic background and job experience, which has beem also often considered together under the label of "profession". Here, too, we believe that, while they may go hand in hand, they are distinct. Academic background provides a theoretical foundation and a set of technical skills essential for specialization in specific subjects. Professional experience, on the other hand, involves practical work in relevant areas, offering applied understanding and problem-solving skills critical for effective governance. Additionally, we introduce management experience a third dimension of expertise. Although less frequently addressed in the literature, some authors have noted it as key for executive roles. Management experience translates into organizational leadership and administrative skills, essential for those who hold high-responsibility positions and must oversee teams and manage resources.

Second, we apply a systematic operationalization of those competences relying on the notion of career path, or *cursus honorum*. We conceptualize the acquisition of each kind of competences as an experience process involving the entry into a given ***arena of activity*** (partisan, political, professional, academic, or managerial) and the gradual advancement from lower to higher-ranking positions. In other words, we view the adquisition of competences as a set of experiences that unfolds over time, with progress in terms of responsibility and influence at each level. To observe and evaluate this process, we focus on three key attributes: (i) entry into the arena through occupying a position within it, (ii) the duration of involvement in the arena, and (iii) acquired relevance within the arena. This approach moves beyond standard binary assessments, which only identify the presence or absence of experience, by also considering the intensity and quality of that experience, allowing us to capture nuances and specificities. On the other hand, this approach facilitates the systematic aggregation of data, which is crucial for ensuring comparability across competencies and enabling generalized analysis. Regarding aggregation, we prioritize the use of a trichotomous measurement scale, distinguishing between ministers who have not entered an arena (absence of all three attributes), those who have entered recently and/or without yet achieving relevance (presence of the first attribute), and ministers with significant experience in a particular arena (presence of all three attributes).

Third, building on the above two elements, our approach enables a flexible yet systematic development of typologies for ministers' profiles. This will be discussed in detail in Chapter 8.

Additional Characteristics of Our Approach are the following.

Unit of Observation: our unit of observation is ministers, classified by government and portfolio. For instance, if the same individual is appointed as a minister in three different governments, this generates three distinct units of observation. This approach allows for the analysis of changes in each minister's profile and role across different governmental contexts.

Evaluation at the Time of Appointment: variables are coded based on the attributes of the minister at the time of their appointment. This means that an individual appointed as minister more than once may display different values across several profile dimensions. For example, the same person might be considered an expert in one portfolio but not in another, depending on the policy area of each appointment.

Qualitative-Guided Quantitative Assessment: our measurements incorporate numerical references, which are ultimately subject to the coders' final evaluation. This approach combines objective indicators with the coders' expert judgment. Coders are required to be thoroughly familiar with both the conceptual definitions used and the socio-demographic and biographical details of the cases studied. The goal is to ensure controlled flexibility, blending quantitative thresholds with qualitative judgment so that each case is interpreted accurately within the study's conceptual framework.

Measuring Time in the *Cursus Honorum*: The temporal threshold used to determine if an individual has gained enough experience in a given arena of activity to be considered a "high-ranking" actor is equivalent to serving for more than two legislative terms. The underlying logic is that competing and being elected in three elections reflects sufficient consolidation and relevance in the field. To maintain consistency, we extrapolate this logic, which is specific to the political arena, to other areas of performance. However, in ambiguous or specific cases, coders have the flexibility to decide if an individual meets this classification, even if they do not strictly fulfill the numerical criterion.

Multifaceted Positions: Some positions simultaneously involve multiple relevant types of experience. In these cases, a single job position can reflect experience across different arenas. For example, the position of Secretary of State in an area related to the portfolio later administered as minister is considered an indicator of experience in the political, professional, and managerial arenas. Considering multifaceted positions avoids a reductionist view of individuals' profiles and facilitates a more comprehensive interpretation of their suitability for ministerial roles.

Multiple Options for a Single Variable: there are situations where multiple coding options exist for a single variable. For instance, an individual may hold several positions simultaneously. In these cases, we apply the criteria of pertinence and predominance, selecting the position that is most representative of the individual's core experience within the framework of the variable being coded. This prioritizes the position that carries the greatest interpretive weight concerning the individual's experience and resources.

Coding Reliability: the reliability of coding in this project is ensured through a comprehensive approach that combines qualitative procedures with structured reviews to guarantee consistency and accuracy. The coding process involves coders who have a high level of familiarity with both the study's core concept and the detailed biographies of the observed cases. This expertise is complemented by ongoing interaction with project coordinators, who provide guidance and

consistency criteria for each dimension of analysis. This continuous dialogue fosters a shared understanding of the coding criteria and ensures alignment in interpretative processes.

Additionally, we have implemented two complementary reliability review procedures:

- **External random coding check**: For each government, randomly selected cases are reviewed by a second or third coder. This independent review helps identify discrepancies and refine criteria for similar cases. Additionally, authors using these data are also requested to perform random checks of extreme cases, covering both minimum and maximum values and representative cases. This process ensures that the most critical cases are thoroughly reviewed to prevent biases or inaccurate interpretations.

- **Sequential coding review**: In this procedure, each subsequent coder reviews the existing coding previously produced and verified by another coder. This sequential review process allows coders to adjust or validate data as the analysis deepens, establishing a continuous validation chain that reinforces reliability and accuracy in each case's coding.

Below, we offer details on the operationalization of the five performance arenas, along with two classic socio-demographic variables, and distinctions regarding ministerial portfolios.

MINISTERIAL COMPETENCES

In comparative studies, partisanship is often measured dichotomously—determining whether a minister is affiliated with a political party or not. By incorporating the temporal dimension and the minister's position within the party hierarchy (attributes ii and iii), we expand this measurement into three distinct categories:

a) **Ministers with no prior party affiliation**: Ministers who have not been previously affiliated with any political party, thus lacking partisan identification.

b) **Ministers affiliated with a party but with limited tenure or rank**: Ministers who are members of a political party but have either a short tenure or hold a relatively insignificant position within the party's structure.

c) **Ministers with party affiliation, substantial tenure, and high party relevance**: Ministers who are long-standing members of a political party, and are highly influential within the party hierarchy.

We define **party relevance** as meaningful influence within the party—a partisan with substantial decision-making power on appointments, policy, or voting matters (following Muller & Strom, 1999).

In the Portuguese context, this includes members of the party executive committee or figures who, while potentially outside formal structures, maintain considerable influence.

To complement this measurement, we add an open categorical variable that captures relevant subtypes. This variable includes standard and, non standard variants and it is open to new variants that coders may deem relevant. Standard variants include:

- **Leader Partisan**: The official leader of the party.
- **High-Rank Partisan**: A party heavyweight with established long-term membership.
- **Low-Rank Partisan**: A standard party affiliate with lower rank.
- **Non-Partisan**: An individual without any party affiliation.

Non-standard partisan types includes

- **Fast-High Partisan**: An individual who rose to a high rank within the party exceptionally quickly.
- **Shadow Partisan**: A non-affiliated individual who consistently acts on behalf of a specific party.

Through this categorization, we successfully identified and quantified *shadow partisans* in Portugal.

POLITICNESS

Using the three career attributes, we operationally define a relevant politician as an individual who has held political office for an extended period and attained high-ranking positions. The thricotomous ordinal categorization for this dimension is the following:

a) Ministers who have not held any political office before their appointment.
b) Ministers who have held political positions for a short period or at a low rank.
c) Ministers who have held political offices for a long time and reached a high rank.

For the Portuguese case, the following positions are considered significant political roles: **m**inister or secretary of state at the national level; member of the Assembly of the Republic or Member of the European Parliament; and mayor of Lisbon or Porto (the two largest cities in Portugal).

To further refine political experience, we distinguish the arena in which this experience was gained (executive or legislative) and the level at which it occurred (national, European, or local). This results in six variables, categorized according to both the duration and type of positions held.

APÊNDICE

Algumas notas referentes às opções de codificação e relativas à experiência política que foi codificada no pol_OBS.

Nota prévia sobre Câmara Corporativa
Procuradores à Câmara Corporativa (Estado Novo): para simplificar, a experiência foi codificada como experiência parlamentar nacional. Casos: Manuel Jacinto Nunes, António Manuel Maldonado Gonelha, Maria de Lurdes Pintassilgo, Adérito Sedas Nunes, Diogo Freitas do Amaral, João Morais Leitão, André Gonçalves Pereira, João Salgueiro e João Maria Leitão de Oliveira Martins. Alguns são ministros mais do que uma vez.
Conselho Municipal (Estado Novo): Como os conselhos municipais tinham funções muito similares às Assembleias Municipais essa experiência foi codificada como leg_loc (caso de Fernando Monteiro do Amaral).
Pol_OBS: outras posições políticas não abrangidas pelas seis variáveis e que foram codificadas com some ou ample na coluna pol_OBS.
Conselho de Estado: Henrique de Barros, Diogo Freitas do Amaral, Carlos Mota Pinto (Soares III), Leonardo Ribeiro de Almeida, João Soares, Paulo Portas, José Sócrates, Pedro Passos Coelho, António Costa.
Governadores civis: Alberto Marques Oliveira e Silva (Soares II); Eurico de Melo (Sá Carneiro I, Cavaco I e II), Manuel Dias Loureiro (Cavaco II e III), Carlos Eugénio Pereira de Brito (Cavaco II)
Governos e Assembleias Legislativas Regionais (Açores e Madeira)
Álvaro Monjardino (Mota Pinto): Presidente da Assembleia Legislativa Regional dos Açores (1976/78).
Luís Amado (Sócrates I e II): deputado Assembleia Regional da Madeira.
Carlos Costa Neves (Lopes e Passos Coelho II): secretário regional dos Assuntos Sociais (1981/88) e Secretário regional da Administração Interna (1988/1991) no governo regional dos Açores. Foi deputado à Assembleia Legislativa Regional dos Açores (1980-).
Governo de Macau:
 António Vitorino (Guterres): Secretário Adjunto da Administração e Justiça do Governo de Macau (1986/87)
Francisco Luís Murteira Nabo (Guterres): Sectário-Adjunto para a Educação, Saúde e Assuntos Sociais (1987/89), Secretário-Adjunto para os Assuntos Económicos (1989, encarregado do Governo do Território de Macau (1990/91).
Jorge Coelho (Guterres): Secretário-Adjunto Governo de Macau (1988/91)
Outros
 António Baptista Cardoso foi vogal do Conselho Legislativo de Angola durante o Estado Novo (1973/74).

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Our approach to coding educational background incorporates two traditionally analyzed aspects: the educational field (e.g., Law, Economics, Engineering) and the educational level (undergraduate vs. postgraduate). For operationalizing these variables, we adapted and streamlined existing codebooks from the literature.

In addition, we introduce a nuanced dimension rarely operationalized in similar studies: the relevance of a minister's educational background to their portfolio. This allows us to assess ministers not only by their field of study but by how directly their training aligns with their ministerial responsibilities. We define three levels of relevance:

- **No connection**: The education field is unrelated to the portfolio.
- **Partial connection**: The field provides general relevance but not a direct match (e.g., a law degree with potential applicability across multiple roles).
- **Direct connection**: A clear alignment exists, such as an economist serving as Minister of Finance.

Our criteria for aligning educational fields with portfolio fields reflect the extent to which specific academic backgrounds equip ministers with relevant skills for their responsibilities. The rationale applied to each portfolio type is as follows:

- **Economic Portfolios**: Economic roles (e.g., Ministry of Economy or Finance) benefit directly from an economics background, which aligns with the required competencies. Ministers with an economics degree in these portfolios are coded as "direct" matches.
- **Political Portfolios**: Political roles demand a diverse skill set, and no single educational background fully satisfies this. Thus, no degree is coded as a "direct" match. However, some backgrounds offer partial relevance:
  - **Law**: A law degree, traditionally associated with political careers, provides essential knowledge of state structure and operations, making it a partial match.
  - **Social Sciences**: Degrees in Political Science, International Relations, Sociology, and Anthropology provide foundational knowledge relevant to political responsibilities and are categorized as "partial" matches.
- **Public Administration Portfolios**: Law degrees offer knowledge of state functions, making them suitable for public administration roles and therefore coded as "partial" matches.
- **Social Portfolios**: Social sciences generally provide relevant expertise for social roles and are coded as "direct" matches in the absence of contrary evidence. Law, however, has limited applicability unless focused on social contexts, such as family, welfare, or human rights law. Without demonstrated expertise in these areas, a general law background is insufficiently specialized for social portfolios.

Table 2 provides a structured summary of this coding scheme, illustrating how educational backgrounds are matched to portfolio requirements based on assumed or explicitly demonstrated connections between a minister's education and their role's demands.

Finally, we aggregated these variables into a three level measures (expertise_Acad):

a) **No Academic expertise**: Ministers with no related education.
b) **Some Academic Expertise**: Ministers non-post-graduated related education
c) **Ample Academic Expertise**: Ministers with non-post-graduated related education.

Table 2: Guidelines for Linking Portfolio Fields to Education Fields

PORT_FIELD	EDU_RELATED (education field related to portfolio field)				
HoG	law (some)			social sc. [some]	
ViceHoG	law (some)			social sc. [some]	
cabinet_chief	law (some)			social sc. [some]	
cabinet	law (some)			social sc. [some]	
wP	law (some)			social sc. [some]	
finance_M		ECONOMICS			
finance		ECONOMICS			
foreign_M	law (some)			social sc. [some]	
foreign	law (some)			social sc. [some]	
defence_M					MILITARY
defence					MILITARY
interior_M	law (some)			social sc. [some]	
interior	law (some)			social sc. [some]	
justice_M	LAW				
justice	LAW				
administration	LAW	MANAGEMENT		Social Sc. *	
economy_M		ECONOMICS			
industry		ECONOMICS	ENGINEERING		
energy		ECONOMICS	ENGINEERING		
agriculture NAT-RES		ECONOMICS	ENGINEERING		
economy		ECONOMICS	ENGINEERING		
publicW_M		ECONOMICS	ENGINEERING		
transport		ECONOMICS	ENGINEERING		
publicW		ECONOMICS	ENGINEERING		
labour_M	law *	ECONOMICS			
labour	law *	ECONOMICS			
education_M	law *			SOCIAL Sc. ^^	FORMAL Sc.
education	law *		engineering (some)	SOCIAL Sc. ^^	FORMAL Sc.
health_M	law *				MEDICINE
health	law *				MEDICINE
welfare_M	law *			SOCIAL Sc. ^^	
groups	law *			SOCIAL Sc. ^^	
culture				SOCIAL Sc. ^^	HUMANITITES
welfare	law *			SOCIAL Sc. ^^	
	* Evidence of specialization is required. ^^ specialization is assumed (when there is no evidence of no-speciazliacion)				

Professional expertise is classified into three levels based on the duration and rank of prior job experience related to the policy area of the ministerial portfolio:

a) **No Relevant Experience**: Ministers who have never held a job directly related to their current portfolio.
b) **Limited Relevant Experience**: Ministers who have held short-term job or jobs of limited significance or rank in related fields.
c) **Extensive Relevant Experience**: Ministers with long-term experience in senior or high-impact jobs directly relevant to their ministerial portfolio.

Relevant job positions include those held in ministries or secretariats connected to the current portfolio, related professions, and high-ranking roles within areas aligned with the ministry's field.

To add precision to this measure, we distinguish different types of job experiences [TO DEVELOP]

MANAGERIAL EXPERTISE

Managerial expertise is classified into three levels based on the duration and rank of managerial positions held prior to the ministerial appointment:
a) **No Managerial Experience**: Ministers who have never held a managerial position with significant responsibility.
b) **Limited Managerial Experience**: Ministers who have held short-term managerial positions or roles of limited significance or rank.
c) **Extensive Managerial Experience**: Ministers with long-term experience in senior or high-impact managerial roles.

Cases of Managerial Positions include
- top political executive positions, such as Minister (in any area, excluding ministers without portfolio), State Secretary, Prime Minister, Regional Governor, President of the Senate, President of the European Parliament;
- management positions in public or private organizations, such as Director of a National Department, Rector of a large public university, Director of a major public hospital, CEO of a large corporation, Rector of a prestigious private university, or President of a national-level professional association; and
- top party executive positions.

To add precision to this measure, we distinguish between public and private managerial expertise:
a) p**ublic managerial expertise,** including experience at government agencies, public universities, and state-owned corporations; and
b) p**rivate managerial expertise**: including experience at corporations, private educational institutions, and influential private-sector associations.

<center>**PORTFOLIOS**</center>

In line with standard definitions in the literature, we define core portfolios as key ministries within the government that are responsible for strategic areas and/or hold greater political relevance.

In the case of Portugal, we identified ministries that have consistently played a central role over time, along with those whose strategic importance increased during specific historical periods. Ministries that have consistently held central roles can be organized into two groups:

a) *Sovereignty Ministries* ("pastas de soberania"), which include:

- *Deputy Prime Minister* (Vice-Primeiro-Ministro): Clearly recognized as the second-in-command, holding significant authority.
- *Ministry of State* (Ministro de Estado): Formally distinguished by the Prime Minister as having a status above other ministries.
- *Ministry of Finance*: One of the central ministries in any government, wielding substantial influence due to its control over the national budget. The Minister of Finance often plays a pivotal role in shaping government policy.

b) *Core Government Ministries*, also known as the "governing center" (centro governativo), which include:

- *Ministries of Parliamentary Affairs, the Presidency, and Adjunct Ministries* (Ministério dos Assuntos Parlamentares, Ministério da Presidência, and Ministérios Adjuntos): These portfolios are critical for interministerial coordination and are essential to the effective functioning of the government.

In turn, Portuguese ministries that gain strategic importance during specific historical periods are:

- *Ministry of National Defense* (Ministério da Defesa Nacional), from 1976 to 1982: This ministry held exceptional relevance during the democratic transition period, as the military retained significant political influence until the first constitutional revision in 1982. Notably, in the first five constitutional governments, the ministry was always led by a military figure, underscoring its strategic importance at the time.
- others?

We classify ministerial portfolios according to their policy area, aligning with predominant approaches in the scholarly literature and primarily drawing on a streamlined integration of two collaborative project codebooks: SEDEPE and the Presidential Cabinets Project.

To construct this variable, we began by identifying the most common policy areas within contemporary democracies. We then introduced three levels of categorization:

a) **Core Categories**: These designate ministries that serve as the central expression of a given policy area. For example, we assign "Economy" to the "Ministry of Economy," "Finance" to the "Ministry of Finance," and "Education" to the "Ministry of Education."

To refine these core categories, we added two types of subcategories:

b) **Specific Subcategories**: These include ministries closely related to a specific policy within a main policy area. For instance, the ministries of Trade, Industry, and Mining fall under specific subcategories within the "Economy" area.

c) **General Subcategories**: These cover "any other portfolio" within a particular policy area, even if they do not align with a specific subcategory. For example, portfolios classified within the "economy" area may include ministries that address economic issues more broadly without fitting into a specific subcategory.

In cases where a portfolio covers multiple policy areas, we applied the criterion of predominance, categorizing each portfolio based on its principal or most prominent policy area.

The list below summarizes the categories used in this study (core categories in bold, general subcategories in green):

Field	Description
HoG	Head of Government
cabinet_chief	Chief of Cabinet
cabinet	any other portfolio in the cabinet area
wP	Minister without Portfolio & Policy Area
finance_M	Minister of Finance
finance	any other portfolio in the finance area
foreign_M	Minister of Foreign Affairs
foreign	any other portfolio in the foreign area
defence_M	Minister of Defence
defence	any other portfolio in the defence area
interior_M	Minister of Interior
interior	any other portfolio in the interior area
justice_M	Minister of Justice
justice	any other portfolio in the justice area
administration	administration area
economy_M	Minister of Economy
industry	industry area
energy	energy area

agriculture	agriculture area
economy	any other portfolio in the economy area
publicW_M	Minister of Public Work
transport	transport
publicW	any other portfolio in the Public Work area
labour_M	Minister of Labour
labour	any other portfolio in the Labour area
education_M	Minister of Education
education	any other portfolio in the education area
health_M	Minister of Health
health	any other portfolio in the health area
welfare_M	Minister of Welfare
groups	any other portfolio in the social groups area
culture	any other portfolio in the culture area
welfare	any other portfolio in the welfare area
other	Other portfolio