



# Governance problem in Citizen Participation in the district Municipality of San Martín de Porres

## Problemática de la gobernanza en la participación de la ciudadanía en la municipalidad distrital de San Martín de Porres

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### Abstract

This research explanation of governance and its problems in the participation of citizens in decision-making in the Municipality of San Martín de Porres through the rules and management and decision-making instruments which prevent it. The methodology there is a qualitative approach, because it identifies the nature of the realities as the system of relationships between governance and citizen participation. The results report that the management instruments prevent real citizen participation in a municipal mandate. In addition, a municipal mandate must be meticulous in making decisions in relation to the collaboration of the authorities and the civil community. In conclusion, there is no direct relationship between local government and citizen participation; this shows that there is no real governance.

**Key words:** Government, governance, governability, citizens, citizen participation.

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## Resumen

Esta investigación explica la gobernanza y su problemática en la participación de la ciudadanía en la toma de decisiones de la municipalidad de San Martín de Porres a través de las normas e instrumentos de gestión que la impiden. La metodología tiene un enfoque cualitativo, ya que identifica la naturaleza de las realidades como el sistema de relaciones entre la gobernanza y la participación ciudadana. Los resultados reportan que los instrumentos de gestión impiden la real participación ciudadana en un mandato municipal. Además, un mandato municipal debe ser minucioso en la toma de decisiones con relación a la colaboración de las autoridades y la comunidad civil. En conclusión, no hay una relación directa entre el gobierno local y la participación de la ciudadanía; esto evidencia que no existe una real gobernanza.

**Palabras clave:** gobierno, gobernanza, gobernabilidad, ciudadanos, participación ciudadana.

## Introduction

At present, a priority task for the Peruvian government is to increase the potential for the implementation of strategies through progress in improving governance, since there are historical and structural weaknesses of the Peruvian system that have not allowed effective attention to be overcome these weaknesses. Public institutions, through a coordinated work, led by the central government, which intervenes predominantly through public policies, are essential that they contribute to strategic planning, evidence-based policy design and the effective provision of services that benefit citizens. In Peru, the issue of active citizen participation has attracted the interest and attention of the State as well as civil organizations, being currently considered one of the Latin American nations with significant advances in its regulatory framework.

In the specific case of the district of San Martín de Porres, there is an underlying problem related to citizen participation, which begins in the normative aspects that mostly fail to fulfill the promoting function of renewing municipal representations, generating the continuity of municipal managers. Another aspect refers to the documentation of municipal management, in which the effective participation of public managers is not considered. The re-election of municipal authorities in recent years shows that they have been characterized by a limited

political will to consider the true participation of the residents in decision-making, this important function being relegated to being a beneficiary of social assistance, distorting their leading role of proposing, controlling and supervising in the management as representatives of the citizenship in reference to their needs and the management of the municipal budget. In accordance with the reality described, this research is the explanation of governance and its problems with the participation of citizens as continuous participants in decision-making. Also, the specific objectives are: existence of problems in governance around norms, management instruments and decision-making, which prevent real citizen participation in the municipality of San Martín de Porres.

Regarding the national background on this research we have Rivera (2017), who investigates the governance that does not allow the effective participation of citizens in a local government in the Southern Cone of Lima, concludes that this problem of municipal governance is consequence of the normative, documentary aspects of management and decision-making. For his part, Gregorio (2019) in his research on municipal governance of the district of Independencia, analyzed the impact of the urban governance approach in the public sphere and evaluated the changes in the different administrations in relation to the urban development process of the district, concluding that effective participation citizen is the fundamental impulse to propitiate in an articulated way the development and territorial growth.

On the other hand, Francia (2019) proposes an Open Government model for the promotion of governance in the levels of the Peruvian regions focused on two central aspects: the first, the context of the disseminated information, referring to its design categories and navigability, as well as utility; the second aspect refers to the informative content disseminated, referring to the categories to be transparent, participate, collaborate and to render accounts of the management of the authorities. Its results showed that Peru registers a gradual beginning of the implementation of transparency and development that is still incipient in accountability for the governance of regional governments.

Chocobar (2018), explains a governance model for the transformation of the State towards an electronic government linked to citizens, proposes a governance model that encourages the due use of technological components and change management models. In turn, he concludes that the proposal for the development of the country constitutes an urgent need, which would be implemented quickly and its success will depend on the political support that exists in digital material.

With reference to international antecedents we have Linares (2020) in Argentina, who in his research addresses decisions and planning in an environment related to the existing conditions between 2003 and 2015. The study explains the participation of citizens is focused in the decisions to be taken and under a specific methodology for the recognition of trends and changes based on qualitative information. He concludes that the significant advance in

democratic trends is evidenced in the debate on the communications law that ended with its institutional establishment in the state media. He considers that the existence of regulatory and implementation limitations seriously affected citizen participation.

Soria and Ojeda (2019) develop in Mexico an analytical investigation of citizen participation through popular expressions of direct democracy such as the referendum, the recall, the popular consultation in three Mexican communes. Based on its theoretical framework, it performs the casuistic-contracted analysis with Arnstein's ladder of civil participation and with Fung's democratic cube to support the theories of participation and direct democracy, establish the importance that its presence represents the social empowerment. The results show the reluctance of the ruling class in the face of citizen participation and the actions of control, manipulation and neutralization due to its vertical exercise of power. According to Ruvalcaba (2017), who carried out an investigation of citizen participation in the era of open government, perceptions of the scientific literature provides us with a scope of the study on citizen participation in the field and concluding with some reflections on the new characteristics of citizen participation in a context that is increasingly digitized and penetrated by social technologies to have a better government.

We will continue with the theories and scientific foundations of governance that will serve as scientific support for this research. For this reason, the Institute of Business and Public Governance presents the theories of organizational behavior related to the economic theories of transactional and institutional costs, the social aspects of management, financial theories on corporate governance and its regulatory norms, legal theories on societies and labor law, recent theories on human talent and leadership, economic philosophy, ethics in business relations, citizen participation, and corporate social responsibility, studies related to public policies and normative framework of the existing relations of the State with private organizations.

On the other hand, Suller (2008) identifies the instruments of municipal management as the set of actions, tactics and effective processes that make possible the development of this that transmits and projects to the commune the image of a local government that administers with responsibility, efficiency and effectiveness of public resources according to citizen needs. The management instruments constitute the documents that consolidate the set of activities that promote institutional development, transparency and democratization of management, as well as the social promotion and development of human talent. In public entities it is imperative to incorporate an institutional culture that not only focuses on improvement but also on the effective application of regulatory management instruments that are fundamental in public governance.

In reference to citizen participation, Linares (2016) points out that participation represents the public intervening in the management and administration of the media. Recognizing three levels identified as: production, decision-making choice and planning. The involvement of citizens

directly in the massification of messages, assuming decisions with the participation of citizens and their effective contribution in the design and development of communication policies.

This study has a theoretical justification that will allow us to fully understand the importance and meaning of governance. Basing itself mainly on the theories of authors who have studied the matter, allowing it to be described and defined. Likewise, it has a methodological justification that constitutes the adequate response to the purpose of the study, highlighting the scope and usefulness of the acquired knowledge, generating reliable and valid knowledge. In this way, the proposed methodology will be a useful reference for the consultation of interested parties who address or develop research purposes. On the other hand, it has a practical justification that will allow officials and managers of a municipality to understand citizen participation and governance in order to improve those with the highest risk factor in its different subcategories. Finally, the information and the results obtained are real data and taken in the same district to be able to be used later.

## Method

The research used a qualitative approach because it identifies the nature of realities, as well the system of relationships. In addition, Martínez (2010) points out that a hermeneutical design is established as a reply to the insufficient heuristic responses for research, since it is based on the extent of the difficulty of social uncertainty.

An exegetical method was used, according to Sánchez (2010) the development of the regulation of the legislator's vehemence is unique; therefore, the functions he has in power are those of resolve the purposes of the community and govern the practices of people.

The study scenario is the District of San Martín de Porres, located in the Northeast of the department of Lima, in the middle of Rímac river and Chillón river, having a population of 700178 inhabitants. Likewise, information was collected from the Municipality to respond to the objective of this investigation.

The instrument used is the document analysis technique, which allows obtaining information from technical and administrative documents related to the research topic. Also, documentary analysis was applied through axial coding, which forms a group of methods that regroup the data in new ways to later establish relationships between the categories.

## Results

The Concerted Development Plan of the District of San Martín de Porres 2017-2021 was analyzed, that presents a development approach with social equity, economic growth and

sustainable use of resources; it is also linked to the Strategic National Development Plan towards 2021, which indicates the situational diagnosis by Systems: population, relational, environmental, productive, asset, equipment, in addition to 24 strategic actions and 10 indicators; for this reason the projects and activities are programmed in the short, medium and long term according to strategic objectives, culminating with those responsible for implementing the monitoring and evaluation plan and actions. This plan presents us with 6 strategic axes, 9 strategic objectives and consists of 10 indicators; resulting in that the 30 % do not present updated annual information, as well as the strategic actions do not have indicators that allow measuring the expected progress.

The Electoral Committee of the District Coordination Council of San Martín de Porres as a coordinating and agreement body, has a main function to create proposals that benefit society. It is made up of the Mayor, Councilors and representatives of civil society organizations, elected to coordinate tasks required by development plans and participatory budgeting. File No. 09386-18 was reviewed, the result of which is to seek good government and strengthen democracy by proposing investment projects and local public services.

Governance for local development is the cornerstone of good governance and is made up of political procedures with which to apply and execute decisions. In addition, the district requests new ways to organize the different local governments, as well as the management of the companies that provide services. Likewise, local authorities are interpreters in building good urban governance. In synthesis, it was confirmed the obligation to add the actions aimed at local growth with reinforcement in the making of new decisions and having the objective of providing a better living condition of the inhabitants.

The strategic planning of local development was analyzed having the following strategic objectives: (i) to ensure social incorporation in favor of poor and weak residents; (ii) to improve the approach and condition of public services in the fringes and portions of the relegated population; (iii) to increase the magnitude of protection of the population; (iv) to increase the governance of the locality; (v) to renew the competitiveness of SMEs; (vi) to strengthen the local structure; (vii) to increase the magnitude of trafficability on the main roads; (viii) to reduce the insecurity of the inhabitants in the face of adversity; and (ix) to consolidate an appropriate environmental condition for the progress of the inhabitants.

Having the following results: (i) consent of the situation of the humble and weak inhabitants, for a development of their talent and thus access to a suitable job; (ii) reinforcement of the investigation, structure, disclosure, exercise and protection of the formative declaration, as well as the importance of the pedagogical benefits that are given in the institutions supporting the growth of citizenship; (iii) consolidation of the government of citizen security through of social programs; (iv) improvement of the articulation of the intervention project, verification, planning and management, as well as improvement in the performance of municipal institutions for

concerted management; (v) consolidation of production and competitiveness through the order of the district, the growth of manufacturing production and the promotion of business; (vi) decrease the deadlines to such a degree that the gap between the training proposal and the job requirement will be reduced, with signing the restrictions of honest occupation, as well as the fundamental organization of the trade benefiting the development of the population; (vii) promotion of a sustainable, infallible and inclusive movement that collaborates with the municipal and local organization; (viii) reduction of insecurity, gradually integrating the contingency governance as a factor of territorial activity; and (ix) support in restoration for the benefit of municipal ecosystems, safeguarding ecological development and reducing the effects of climate variation.

## Discussion

It was possible to detail the strategic interpreters of governance who act in the articulation of procedures in decision-making and dissolution of social disputes. In addition, the capital of power that the interpreters enjoy results from the use of positions reached in the local society. Gregorio (2019) showed that effective citizen participation achieves a fundamental impulse for the articulation of development and growth, this indicates that to reinforce municipal participation we must be updated in new models of development and decision-making. Consequently, in the municipal government, the members who have decision-making power tend to provide a first-class service, which strengthens the participation of the population in different ways.

When reviewing the regulations, we find different problems that involve the collaboration of mayors, councilors and the different authorities according to Law 26300 of the Political Constitution and constituted in the Organic Law of Municipalities No. 27972, this indicates the right of participation for management, in favor of increase the services and quality of the residents. All this shows us a government with many anomalies where some were elected as leaders of organizations without submitting to a prior election violating the rules. Also, we can see the little desire of the rulers to solve this reality and the ungovernability that exists in the municipal council whose function is to regulate the norms to ensure that the participation of the neighbors focuses on social problems and thus achieve proposed goals.

It was found that the District Local Coordination Council (DLCC) has had good results in local spaces in recent years, with contributions from the civil community and good political practices from local representatives, achieving notable developments in participation covering various aspects in participatory budgets, citizen security, social management, etc. By achieving renown in these practices, we recognize the right of participation in public management through the Law of Bases of Decentralization and the constitutional reform, which strengthen freedom and ensure good governance. In addition, the negativity of political interpreters in the good practices of this right was evidenced by means of the Organic Law of Regional Governments

and Municipalities. All this leads to restrictions in the articulation that integrates these laws that put the participation procedures into use.

Likewise, there are management documents created in the municipality whose problems involve citizen participation in the creation and fulfillment of the management instruments, the Concerted Development Plan and the Participatory Budget. All this overcomes a lack of political intention in the improvement and resolution of the impediments in agreement between the municipality and the civil community organizations which had questioned elections leading to internal disputes. Due to the few public meetings, it was not possible to solve the link between neighborhood organizations and community management. Likewise, the DLCC did not clarify the position due to the lack of interest from the municipality, nor did they achieve the objectives set in their schedule.

It was determined that the decisions that involve the inhabitant have a participatory aspect. As for the reality of the municipality, we have problems that make the residents responsible in the election of their representatives and based on the implication of the opinion in the administration of the municipality. It is worth noting the magnitude of the participation in setting and proposing precise decisions to achieve an increase and progress in the constituency. Therefore, good judgment and governance capacity is needed in the leaders who will occupy the following positions. Another problem that affects participation in resolutions is the oscillation and insecurity phase of the municipality's mandate, thus it was also possible to contemplate an inequality in the governors in illicit actions.

## Conclusions

Given the aforementioned, it is considered that there are problems in the governance around the rules, which prevent real citizen participation in a relevant municipal mandate where rules and statutes are created in accordance with the objectivity of the sector as well, as we also have the obligation to execute and abide the established norms. In addition, there is a lack of communication between the local government and the inhabitants, resulting in an adverse effect that is increasing in a relative way.

With regard to management instruments which prevent real citizen participation in a municipal mandate, it is considered to increase the practice of management instruments in accordance with the demands of the community that has relatively difficulty in intrusion of property, insecurity, etc. These setbacks have occurring over the years in past administrations which did not solve these problems. Then it is time for the leaders to resume the correct direction for the progress of the district and thus achieve an increase in the confidence of the residents for the creation of a good government.

Regarding the decisions which impede real citizen participation in a municipal mandate, it is necessary to be meticulous in making decisions in relation to the collaboration of the authorities of the legitimate civil community, given that they have the intention of assisting the profound obstacles between the different officials, councilors and mayor. So, we need the rulers to cooperate in decision-making, so they must be instructed and prepared, since the determination they make will be essential in the future of the district.

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