

## Impact of Open Government on Municipal Management Effectiveness: A Study in the San Martín Region, Peru

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### Abstract

*The main objective of the research was to determine the relationship between open government and the effectiveness of municipal management in the region of San Martín (Peru). It is basic research because it sought to expand knowledge of the two variables, with a quantitative approach because it sought to demonstrate whether there is a relationship, a non-experimental design because the variables were not manipulated, descriptive correlational and cross-sectional because the instruments were applied at a single point in time. The population consisted of 926,000 citizens between 23 and 65 years of age who have had the experience of using the services of provincial municipalities and who, therefore, can offer a better criterion for evaluating open government and the effectiveness of municipal management. The sample consisted of 1537 people. The technique used was the survey, and two questionnaires were used as instruments, one for each variable, which made it possible to collect information from the ten provincial municipalities in the region. The results obtained were that the degree of open government was fair with 67% and the degree of effectiveness of municipal management was fair with 68%. It was concluded that there is a high and significant positive relationship between open government and municipal management effectiveness, as Spearman's Rho was 0.824 (high positive correlation) and a p-value equal to 0.000 (p-value ≤ 0.01). Furthermore, 74% of the variability between open government and municipal management effectiveness is due to other factors.*

**Keywords:** *Transparency, Citizen Participation, Accountability, Effectiveness, Management.*

### Introduction

The advance of technology has led many States to try to reorganize management by implementing mechanisms, tools, strategies, techniques, etc., so that they can be implemented and applied by national and subnational governments (according to the IDB) to be efficient and of quality, responding to the demands and requirements of a modern country and a globalized world. But it is not just about issuing regulations, but also about allocating a budget to improve infrastructure, information and communication technologies, resources humans, among other aspects that limit municipalities or equivalent institutions when it comes to reflecting modern management in the public sector and greater democratic participation.

While it is true that initiatives to promote and strengthen open government have gained significant attention worldwide, focusing on the principles of transparency in information, citizen and stakeholder participation in management, accountability of each mayor and efficiency in public management using the resources available to meet their objectives. However, local and regional bodies face challenges such as the lack of effective mechanisms for implementing and monitoring open government practices. Many countries face bureaucratic obstacles, limited resources and a lack of political will, which makes it difficult to successfully integrate each open government principle into daily operations. This global problem highlights the need

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for better strategies and commitments to ensure that open government leads to tangible improvements in governance and the delivery of public services. Added to this is the low effectiveness demonstrated in municipalities, as Bruce (2021) states when indicating that government expenditures are not reflected in management effectiveness.

In Peru, this problem is similar because, despite the fact that the Government established mechanisms to strengthen the relationship between the State and citizens, these are not being fulfilled and good open government is not being carried out that demonstrates the transparency of information, the integrity in the conduct of public officials, the accountability that must be carried out periodically, as established by law, nor the participation of citizens and interested parties in order to have a more satisfied population and intervene in electoral processes, challenges or goals of government policies. Regarding transparency, few local governments disseminate information and data in a timely manner; in other cases, there is information that is not publicly accessible. In this regard, the MINJUSDH (2018) stated that only 61% of public institutions complied with implementing standard transparency portals; of these, the provincial municipalities located in the department capitals only did so in 48%. Regarding integrity, not all rulers enter a municipality to serve their people by working honestly, but many seek personal interests and self-benefit. This is the reason why most authorities are denounced for corruption or improper acts, and why they are prosecuted for years and will generate an economic loss for Peru. In this regard, Shack (2022) states that in 2021 unethical management based on corruption in public administration generated an estimated economic damage of 24,262,964,827 soles to Peru. The Comptroller General of the Republic (2022) stated in its report that 9 out of 10 Peruvian entities have problems with corruption issues. Therefore, there is no democratic strengthening, nor is there a perceived fight against corruption, nor is social inclusion promoted in order to gain the trust of citizens.

San Martín region has ten provincial municipalities and the budget allocation is not the same in all of them. In fact, in the last five years the purchase of computers has increased by 8.9%, as well as machinery, personnel and others (INEI, 2022). On the other hand, there are few mayors who demonstrate efficient management that contributes to the development and growth of their province. They spend a lot of money, but the results are minimal. This is reflected, above all, in investment projects or public works contracts that, on many occasions, are overvalued and are put out to tender only to comply with the procedure because that work already has its own name. This problem would be reduced if there was greater participation by citizens with the capacity to analyze, propose and question their authorities, which shows the lack of openness for democratic participation in which citizens can get involved and regain confidence in their authorities. Therefore, the importance of this research lies in knowing how open government is being carried out and the effectiveness of management in provincial municipalities, focusing on the principles of open government.

### *Development*

Numerous studies have conducted on open government, but very few focus on principles. For example, Laurenc (2022) states that the accumulation of policies is a natural result of the government's ability to respond to social problems. However, it can have unintended consequences, such as increased complexity and administrative burdens that make policy implementation difficult. According to Matheus, Janssen, and Janowski (2021), creating digital transparency is an essential challenge for governments in power, since making data available does not automatically guarantee digital transparency and can overwhelm those seeking to analyze it. To achieve digital transparency, a transparency window must be designed that allows different aspects and perspectives to be examined within the organization.

Kempeneer, Pirannejad, and Wolswinkel (2023) concluded that Open Government Data (OGD) laws do not provide a direct answer on the impact they have on OGD practices. This complexity stems from the multidimensional nature of the laws and the lack of a definitive answer, which also arises from the diverse responses of the authorities involved in OGD practices, as regulation is seen as an influential driver in certain contexts, while it is considered ineffective in others. For Valencia (2022), the concept and theories of public management effectiveness become more important when it comes to measuring results, with parameters established through indicators incorporated into the institution's strategic plan.

Machin , et al. (2019) stated that it is very necessary to have a democratic participation of citizens in management, in order to strengthen the relationship with the State through its local representatives, the citizen and institutional relations. Díaz-Canel (2018) stated that the development of platforms should allow the Cuban citizen to interact with the Government and other institutions to have the information they need and establish new forms of governance in the government-citizen relationship, which guarantee an efficient and effective service. Regarding open government, it is a culture of governance that seeks to strengthen access to information, the integrity with which public officials must act, periodic accountability and the participation of citizens and those interested in management in order to achieve inclusive growth (OECD, 2021). The principles that are intended to be promoted are the following: a) Transparency: disclosure of important government information and data that is provided in a timely manner and in an accessible, understandable and reusable manner by the institution. b) Public sector integrity: the actions of public officials based on ethical values, principles and standards to protect and prioritize public interests over private interests. c) Accountability: the right and duty of the government, state entities, public officials and decision-makers to provide information in a transparent manner and assume the consequences of their actions. Furthermore, citizens and interested parties have the right and duty to have access to this information, as well as the capacity for constructive critical analysis to question the government. In this way, the government is rewarded or sanctioned through electoral, institutional, administrative and social channels . d) The participation of citizens and interested parties is encouraged through mechanisms that allow information, consultation and active participation in the policy cycle, as well as in the design and delivery of services. For this reason, Peru has made efforts to involve citizens in the decision-making process, allowing them to contribute to the development of policies, budget allocation and monitoring of public projects. Mechanisms such as public consultations, participatory budgets and social audits have been introduced to ensure meaningful citizen participation and improve the quality of decision-making. It should be noted that the interaction of the State with civil society, academia and the non-state sector is a key activity that requires resources and must be ongoing. Therefore, it is necessary that the principles of open government be promoted from national levels (PCM, 2021).

This study specifies that open government is a culture of governance. The OECD (2021) emphasizes that to talk about open government, a cultural change in governance is necessary, where principles contribute to better decision-making. That is, it goes beyond mere technicalities and aims to transform the general culture of governance, empowering citizens to audit their governments and participate in decisions that directly affect them. This is particularly crucial for underrepresented groups, whose interests may be overlooked in traditional government structures. For a government to be open, it is necessary to respond to citizens' requests and adapt daily operations to meet their needs. However, achieving openness requires collective action by inhabitants and stakeholders, along with administrative efforts. To foster a culture of open government in state institutions and society, it is important to culturally transform state institutions and society.

According to the OECD, open government contributes to strengthening good governance and promoting inclusive economic growth (PCM, 2021). Open government is subject to the effectiveness demonstrated by public institutions in meeting their objectives, as well as the resources and skills that public officials have to satisfy citizens and stakeholders. In this sense, Sánchez (2003) states that the achievement of results in public management depends on the efficiency of State institutions, which are responsible for fulfilling the objectives and missions assigned to them. Furthermore, for Gunn (1996), the results of public administration are significantly influenced by the political process and the policies it produces.

In terms of effectiveness, it can be defined as the ability to achieve the desired or expected effect. This level is used to achieve the established objectives (Mokate , 2001). For Chiavenato (2010), effectiveness is the correct use of an institution's materials to achieve its objectives in a given sector, as well as the positive result of the execution of a means to fulfill a given end. Effectiveness in public management is the characteristics that must be taken into account to carry out quality and effective management, which allows for citizen satisfaction (Chiavenato, 2010). According to Law No. 29158, administrative systems aim to control the use of resources in institutions administered by the State in order to achieve effectiveness and efficiency.

Regarding the dimensions of public management effectiveness, the following elements are taken into account:

a) Information and communications technologies: includes installed and operational fixed and mobile telephone connections, functioning computers, internet access, office equipment, computer systems implemented by the State used by the municipality and computer systems established directly by the municipality, as well as the standard Transparency Portal. b) Human resources: includes people employed in the various categories and work situations within the institution, including staff deployed in the different service locations, employees with disabilities, retirees, as well as technical support and training provided to municipal staff. c) Competencies and functions of the municipality: are the capacities, abilities and skills that a public official has to function in a State institution and fulfill the responsibilities assigned in order to contribute to management. d) Local public services: focuses on the services provided to the community, such as environmental sanitation and health, education, culture, sports and recreation, social services, health, citizen security, disaster risk management, promotion of local economic development, protection and conservation of the environment and neighborhood participation.

Within municipalities, it is important to ensure: a) the strengthening of internal order, that is, the actions that are applied to guarantee the regulatory compliance of the municipality. b) the speed of the execution of the strategies. A set of indicators that is taken into account to achieve frequencies, compliance and supervision, but quickly. c) Optimization of resources. As indicators, physical and human resources are taken into account, as well as the execution of the plans: capacities, investment, supervision, execution and assignment. In addition, in order to guarantee the effectiveness of public management, it is necessary to work in accordance with the objectives, goals set, activities, resources, timing, and those responsible who have the necessary skills to carry out the activities.

Generally speaking, the most important and current theories related to municipal management effectiveness can be found in: 1. Albert Bandura's self-efficacy theory, self-efficacy refers to a person's belief in his or her own ability to execute tasks and achieve assigned goals. In addition, some aspects such as motivation, resilience, and success play an important role. It suggests that people with higher self-efficacy are more likely to face challenges, persevere in the face of setbacks, and ultimately achieve desired outcomes. 2. Martin Fishbein and Icek 's expectancy-value theory Ajzen focuses on how people's beliefs about the probability of success (expectancy) and the subjective value of a particular outcome (value) influence their behavior. Thus, higher levels of expectancy and value lead to greater effort and persistence, resulting in greater effectiveness.

## Material and Method

Basic research, non-experimental design, quantitative, cross-sectional, descriptive and correlational. The population is made up of 926,000 citizens between 23 and 65 years of age from the San Martín region who have had the experience of using the services of the provincial municipality, as well as having a greater criterion to evaluate an open government, as well as the effectiveness of the municipal management that is being provided. The sample is 1,537 citizens. The survey was considered as a technique and, as an instrument, two questionnaires. The instruments were submitted to the opinion of experts to be validated by Ayken 's V and to measure reliability, the Cronbach alpha statistical test was used, which was applied to 30% of the pilot sample. In addition, the ethical principles of the right to the opinion of the participants and of not generating maleficence were respected, always seeking the benefit in favor of the subjects of study, as well as free participation at any time during the study.

## Results

**Table 1.** The Degree of Open Government in the San Martín Region

Level	Range	No.	%
Poor	24 - 56	332	22 %
<b>Fair</b>	<b>57- 88</b>	<b>1033</b>	<b>67 %</b>

Good	89 - 120	172	11 %
Total		1537	100 %

Note: Questionnaire applied to citizens.

**Table 2.** The Degree of Effectiveness of Municipal Management in the San Martín Region

Level	Range	No.	%
Poor	26 – 60	220	14 %
<b>Fair</b>	<b>61-96</b>	<b>1048</b>	<b>68 %</b>
Good	97 - 130	269	18 %
Total		1537	100 %

Note: Questionnaire applied to citizens.

**Table 3.** Relationship Between Open Government Dimensions and Effectiveness of Municipal Management

			Transparen cy	Public sector integrity	Accoun tability	Citizen and stakeholder participation	Manage ment effectiv eness
Spearman's Rho	Transparency	Correlation coefficient	1,000	,613 **	,709 **	,593 **	,623 **
		Bilateral significance	.	,000	,000	,000	,000
		N	1537	1537	1537	1537	1537
	Public sector integrity	Correlation coefficient	,613 **	1,000	,717 **	,594 **	,666 **
		Bilateral significance	,000	.	,000	,000	,000
		N	1537	1537	1537	1537	1537
	Accountability	Correlation coefficient	,709 **	,717 **	1,000	,785 **	,797 **
		Bilateral significance	,000	,000	.	,000	,000
		N	1537	1537	1537	1537	1537
	Citizen and stakeholder participation	Correlation coefficient	,593 **	,594 **	,785 **	1,000	,737 **
		Bilateral significance	,000	,000	,000	.	,000
		N	1537	1537	1537	1537	1537
	Effectiveness of management	Correlation coefficient	,623 **	,666 **	,797 **	,737 **	1,000
		Bilateral significance	,000	,000	,000	,000	.
		N	1537	1537	1537	1537	1537

\*\* The correlation is significant at the 0.01 level (bilateral).

Note: Data obtained from Spss V.26



**Table 4.** Relationship Between Government and Effectiveness of Municipal Management in the San Martín Region

			Open Government	Management effectiveness
Spearman's Rho	Open Government	Correlation coefficient	1,000	,824 **
		Bilateral significance	.	,000
		N	1537	1537
	Management effectiveness	Correlation coefficient	,824 **	1,000
		Bilateral significance	,000	.
		N	1537	1537

\*\*). The correlation is significant at the 0.01 level (bilateral).

Note: Data obtained from Spss V.26

## Discussion

Regarding the degree of open government, it was observed that the majority was average with 67%, followed by poor with 22% and good with 11%; that is, of the 1,537 citizens, 1,033 have a perception that open government in the San Martín region was average, which implies that not all local governments have a well-implemented transparency portal with updated information. Not all municipal workers demonstrate good integrity in the management they carry out, nor do they make the accountability reports twice a year, as established by Law 31433. There is also no good participation of citizens and interested parties (representatives of: professional colleges, glass of milk, popular dining rooms, peasant patrols, sports and cultural clubs, etc. With these results, it can be indicated that, although the Peruvian State regulates mechanisms for its compliance in the management of public institutions, such as municipalities, however, these are not occurring to their full extent. This could mean that a country that, despite implementing policies so that management responds to latent problems, is failing to comply. With these results, it can be indicated that, although the Peruvian State regulates mechanisms for its compliance in the management of public institutions, such as municipalities, however, these are not occurring to their full extent, which implies that a country that, despite implementing policies so that management responds to latent problems, would be failing to comply. But these would be only a collection of rules, as established by Laurencó (2022), who states that the implementation of policies seeks to solve social problems, but this is not always the case, since they can be very bureaucratic, complete and ambiguous, which makes their agile implementation difficult. Therefore, citizens can not only demand the implementation of policies to supposedly solve problems, but effective mechanisms of articulation between different areas and sectors must also be analyzed, evaluated and implemented to solve and contribute to the improvement of management.

As for the degree of effectiveness of municipal management, of the 1,537 citizens surveyed, 1,048 have a regular perception of it, with 68%, followed by good, with 18%, and poor, with 14%. This means that provincial mayors do not have good equipment or information and communication technologies in their organizations, which prevents them from providing a better service to citizens. There are also not enough human resources within the organization, that is, there are not enough approved positions to be able to hire the necessary staff. Some managers do not have the necessary skills to carry out good management, which impacts the fulfillment of the functions of the municipality. While it is true that hard skills are important, it is also essential to have soft skills such as leadership, teamwork, assertive communication, emotional intelligence, decision-making and others that allow them to be applied in their daily work. In summary, it can be deduced that the local public services provided are not very good at offering an efficient service to the user. In this regard, Valencia (2022) expresses the importance of the conceptualizations and theories of public management effectiveness, which become more important when it comes to measuring results, with parameters established through indicators incorporated into the institution's strategic plan. The authors have outlined the disparities between effectiveness and efficiency in public management. These concepts have been approached from various perspectives and are neither superior nor inferior to each other, since public management demands both effectiveness and efficiency at different times. Efficiency is particularly associated with public spending. As organizations face new challenges, they must improve and optimize their services by adopting new technologies and providing quality service. This requires a thorough

examination of structures and possible process reengineering. Not only processes need to be modified and evaluated, but also managers and officials, who must be open to constant change and continuous improvement.

A positive and significant, but moderate, relationship was shown between the dimensions of open government and the effectiveness of municipal management, since the Spearman Rho was 0.623; 0.666; 0.797 and 0.737 (moderate positive correlation) and a p-value equal to 0.000 ( $p\text{-value} \leq 0.01$ ). These results led to rejecting the null hypothesis and accepting the research hypothesis, concluding that there is a positive and significant, but moderate, relationship between the dimensions of open government and the effectiveness of municipal management in the San Martín region in 2023. That is, transparency, public sector integrity, accountability, and citizen and stakeholder participation have an impact on the (0.01), which led to rejecting the null hypothesis and accepting the research hypothesis, concluding that there is a moderate and significant positive relationship between the dimensions of open government and the effectiveness of municipal management in the San Martín region, 2023, that is, transparency, public sector integrity, accountability, and citizen and stakeholder participation have an impact on the effectiveness of management carried out by provincial municipalities. Therefore, it is important to comply with the laws that contribute to the modernization of the State with the active participation of citizens, which contributes to efficient and effective management. Finally, it was determined that there is a high and significant positive relationship between open government and the effectiveness of municipal management, since the Spearman Rho was 0.824 (high positive correlation) and a p-value equal to 0.000 ( $p\text{-value} \leq 0.01$ ), with these results the null hypothesis was rejected and the research hypothesis was accepted, concluding that there is a high and significant positive relationship between open government and the effectiveness of municipal management in the San Martín region for the year 2023. The determined coefficient ( $R^2 = 0.7421$ ) indicates that the effectiveness of municipal management depends on 74% of open government in the San Martín region. This should make local authorities reflect on the importance of transparency, public sector integrity, accountability and the participation of citizens and stakeholders to ensure citizen satisfaction, who should perceive better management that contributes to the growth and development of their province, region or country.

## Conclusions

There is a positive and significant relationship between open government and the effectiveness of municipal management, since the Spearman Rho is 0.824 (high positive correlation) and a p-value equal to 0.000 ( $p\text{-value} \leq 0.01$ ), with these results the null hypothesis is rejected and the research hypothesis is accepted, concluding that there is a positive and significant relationship between open government and the effectiveness of municipal management in the San Martín region in 2023. Furthermore, the dependence is 74%; therefore, it is concluded that open government has a great impact on effective management in local governments.

The predominant degree of open government is regular, with 67%, which implies that provincial mayors do not comply with the laws that regulate the implementation of management, which is monitored and evaluated by citizens.

The degree of effectiveness of municipal management is average, at 68%, which means that citizens are not very satisfied with the management carried out by provincial mayors.

There is a moderate and significant positive relationship between the dimensions of open government (transparency, public sector integrity, accountability, and citizen and stakeholder participation) and municipal management effectiveness, since the Spearman Rho was 0.623; 0.666; 0.797 and 0.737 (moderate positive correlation) and a p-value equal to 0.000 ( $p\text{-value} \leq 0.01$ ), with these results led to reject the null hypothesis and accept the research hypothesis, concluding that there is a moderate and significant positive relationship between the dimensions of open government and the effectiveness of municipal management in the San Martín region, 2023.

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