

## CITIZEN PARTICIPATION AND ITS IMPACT ON PUBLIC MANAGEMENT IN PERU

<sup>1</sup>Patricia Silvia Huerta Vargas

<sup>1</sup>PhD student in Law from the Graduate School,  
Universidad San Ignacio de Loyola, Lima - Peru  
ORCID: <https://orcid.org/0000-0002-2412-3895>

patricia.huertav@epg.usil.pe<sup>1</sup>

### Abstract

The Office of the Comptroller General of Peru has established mechanisms for citizen participation, including the Citizen Oversight Monitors Program. Under the program's oversight, accredited citizens are empowered to engage in the auditing of works, goods, and services. This program has garnered international acclaim, having been recognized with prestigious awards, and it is regarded as a pioneering instrument for fostering citizen control. Its adoption by other nations seeking to cultivate active citizen participation is a viable prospect. The objective of this research is to explain the impact of the program on public management in Peru. To this end, a qualitative approach was employed, entailing a documentary analysis of information primarily sourced from the Executive Management Reports issued by the Comptroller General's Office of the Republic of Peru from 2017 to 2023. The findings indicate that the program has facilitated early detection and prevention of irregularities, promoted savings and optimization of public spending, strengthened the oversight role of the Comptroller's Office, and promoted citizen empowerment. Despite its positive impact, the program continues to face limitations, including the absence of constitutional and legal support, insufficient technical training, and inadequate protection mechanisms for the MCCs.

**Keywords:** Citizen participation; public management; social control

### I. Introduction

In recent years in Peru, citizen dissatisfaction with the misuse of public resources and the incompetence of their representatives has aroused a growing interest among citizens to become actively involved in the supervision of public management (Shack & Arbulú, 2021). This supervision is called citizen participation in its supervisory function. It implies that citizens, beyond being simple recipients of public policies, become active actors in the oversight of the proper use of public resources, promoting an environment of co-responsibility between officials and civil society.

In this context, the role of the Office of the Comptroller of Peru, as the highest supervisory body, is of utmost importance, not only because it is recognized as an autonomous body that supervises the legality of the acts of public institutions and exercises control over the State; but also because it has implemented and regulated at the regulatory level, various mechanisms for citizen participation in its oversight function.<sup>1</sup> One of the most outstanding is the ad honorem citizen volunteering program, called the Citizen Control Monitors Program (PMCC), which promotes the supervision of citizens of public works, goods and services, allowing the detection and reporting of non-compliance by the Entities.

This program is developed as a form of citizen oversight, whose purpose is to allow anyone, after being trained and accredited by the Comptroller of Peru, to visit the public works that are being carried out near their place of residence, as well as to

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<sup>1</sup> Among which we have: complaints, public hearings, the youth auditors program, the citizen control monitors program, and the citizen mentors program.

supervise other processes related to goods and services, in order to safeguard, following the guidelines established by the Comptroller of Peru, that these activities are carried out in accordance with current regulations.

The design of this program includes the use of technological tools that allow reporting the results of the monitoring, whose information is processed and evaluated by the Comptroller of Peru and, if applicable, the Entity is notified of possible non-compliances so that the owner can take preventive and corrective measures. In addition, the data provided by the monitors are used as an input to activate control services, thus supporting the inspection work carried out by the Office of the Comptroller of Peru (Barreto & Rubina, 2023).

The research is of great relevance, both theoretical and practical, and its scientific contribution is significant, since it seeks to explain the role played by citizens in the oversight of public management or what González (2020) calls "the co-comptroller character of public management that the people have", which allows citizens to be co-authors in the supervision of the national destiny and promoters of the improvement of public management.

## **II. Origin of the Citizen Control Monitors Program**

Traditionally, the Peruvian Comptroller's Office focused on carrying out post-use control of public resources. However, since 2017, preventive control mechanisms against corruption have been implemented. However, due to the limited resources of the entity, these actions were restricted to large public works projects, leaving out small projects, especially in rural areas of the country. To close this gap, the PMCC was created, which oversaw spending on low-cost public works and through local volunteers (Pierri and Lafuente, 2020).

Other authors argue that the creation of the PMCC occurred after Peru experienced a devastating phenomenon of "El Niño Costero", in the summer of 2017 (Comptroller General of the Republic, 2024b), which caused intense rains and the overflow of the main rivers of the Pacific slope, generating floods and serious damage to infrastructure, especially in the northern regions of the country. This natural disaster affected more than one million people and left 850 of the 1,850 districts in a critical situation, collapsing roads, bridges, and other essential structures (Flores, 2019).

Faced with this situation, the Peruvian government launched the "Reconstruction with Changes" (RCC) initiative, which covers more than 20,000 projects in 13 of the country's 24 regions, with an initial investment that exceeded 19,000 million soles (Flores, 2019). However, according to Guillen (2021) despite the efforts of the Comptroller of Peru to oversee these resources, deficiencies were detected, underlining the need to implement citizen participation in the monitoring of reconstruction works, which motivated the creation of the PMCC, and according to (Shack, 2022) they were focused on supervising the CCR program, although they later extended their scope to small public works projects.

In 2018, Directive No. 004-2018-CG/DPROCAL was approved, entitled "Voluntary Citizen Participation of Citizen Control Monitors in Reconstruction with Changes", to supervise works of up to S/ 2.4 million. In 2020, through Comptroller's Resolution No. 108-2020-CG, its scope was expanded to include procurement of goods and services. According to Arévalo (2022), that same year projects of up to S/ 10 million were supervised and on April 12, 2024, Directive No. 006-2024-CG/GPCS, "Citizen Participation Mechanisms", was issued, which currently regulates the PMCC.

### III. Contextualization of the Citizen Control Monitor Program

The PMCC initially responded to the need to increase the intervention of the Peruvian Comptroller's Office in public works that it could not audit due to the selective nature and materiality of the control<sup>2</sup>. However, the volunteer citizen has now been integrated as a strategic ally and protagonist in the fight against corruption and functional misconduct, in which the information and collective intelligence possessed by citizens is used to strengthen the effectiveness in the supervision of public resources (Office of the Comptroller General of the Republic, 2023c).

The PMCC plays a fundamental role in the supervision of works, goods and services, encouraging citizen participation in various regions of the country and promoting an inclusive approach. According to Infantas (2018), it has a positive impact on the planning and execution of public works, involving the supervision of public resources. This approach, as Cullanco (2021) points out, is a key element in optimizing the supervision of the execution of public works. Likewise, Valera (2022) highlights that the program seeks to raise the quality of public infrastructure, consolidating itself as a strategic tool to guarantee efficiency in projects.

For their part, Dassen and Lavín (2024) highlight the program for its preventive nature and its impact on reducing economic damage, strengthening public confidence by ensuring that works and services meet established standards. Gonzáles (2020) underlines its key role in the early detection of irregularities, the prevention of corruption, and support for government control in the execution of works and contracts. Likewise, Guillén and Torres (2023) emphasize that institutional control services are reinforced and respond to the social need for active supervision in public management.

Guillén (2021) highlights that the PMCC has made it possible to identify irregularities in the works, such as the absence of supervision, paralysis of projects, non-compliance with safety regulations and even cases of works reported as completed that were still in execution. This has made it easier for the Office of the Comptroller of Peru to notify the corresponding entities to take timely measures and avoid irreparable damage, including sanctions to contractors for non-compliance with contractual terms and the application of penalties.

The PMCC is characterized by the autonomy and independence of its participants, who do not have labor ties with the Comptroller's Office or with the supervised entities, guaranteeing objective observations free of pressure and in addition, they are not considered public officials, being exempt from administrative responsibility. MCCs receive specialized training that gives them the necessary tools for their oversight work and enter under strict selection requirements, including controls to avoid conflicts of interest, which ensures that this role falls to committed and ethical citizens.

This Program offers face-to-face and virtual modalities to supervise compliance with the regulations applicable to works, goods and services. The face-to-face modality

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<sup>2</sup> "Organic Law of the National Control System and the Office of the Comptroller General of the Republic – Law No. 27785

*Article 9.- Principles of Government Control*

(...)

*k) Materiality, which implies the power of control to concentrate its action on the transactions and operations of greater economic significance or relevance in the entity examined.*

*l) The selective nature of control, understood as that exercised by the System in the entities, their organs and their critical activities, which denote a greater risk of incurring in acts against administrative probity.*

(...)”

is carried out with the physical presence of the MCCs in the place designated by the Comptroller of Peru and the virtual modality, is developed through digital platforms, in which there is information of public or restricted access of the Entity. According to Mendiburu (2021), virtuality was essential to monitor the acquisitions made by municipalities in the provision of basic food baskets for people affected by the pandemic.

Since its implementation in 2018, this program has made significant achievements. In 2020, it was awarded first place in the Open Government Innovation category in the VIII Edition of the Inter-American Innovation Award for Effective Public Management, organized by the OAS, for promoting citizen participation in the supervision of public works and in contracting processes. In 2021, he was distinguished with the National Public Management and Innovation in Processes awards in the Business Creativity contest, organized by the Peruvian University of Applied Sciences (Parizaca, 2023).

#### **IV. Citizen Control Monitor Programs in Latin America**

The member countries of the Latin American and Caribbean Organization of Supreme Audit Institutions (OLACEFS) integrated citizens into public audit processes, encouraging them to go from being simple observers to essential collaborators, and to contribute with opinions, alerts, and observations during the planning and execution of audits (García, 2021).

The Office of the Comptroller of Chile initially had the Community of Citizen Comptrollers in 2018, aimed at people of legal age, who do not work in the public sector and complete a specialized course offered by the Center for Administration Studies (Gutiérrez, 2023), who after being certified would be integrated into an online platform similar to a social network. where information was shared, complaints and suggestions were presented (Office of the Comptroller General of the Republic, 2024b). However, Chile currently has the Citizen Control Network, which through a virtual platform promotes probity, transparency, the fight against corruption and the proper use of resources. Likewise, to disseminate knowledge about the functioning of the public sector and the role of the Chilean Comptroller's Office. To join, you must fill out a form with basic data, such as RUN, email, and not be a public official (Comptroller General of the Republic of Chile, 2023).

For its part, the Chamber of Accounts of the Dominican Republic has developed the Network of Community Auditors to train citizens to assume Social Control through citizen oversight and social auditing. Initially, they were trained in local public administration, transparency, accountability, techniques for social auditing, citizen auditor profile and reporting, carrying out field work supervised by experts. One of its main strengths is having constitutional support (Article 246), which makes it possible for citizens to participate in audit processes (Chamber of Accounts of the Dominican Republic, 2023).

In addition, the Office of the Comptroller General of Colombia develops oversight offices, health councils, surveillance boards and development committees. (Gutiérrez, 2022). The Office of the Comptroller General for Citizen Participation strengthens these mechanisms through coordination with internal control units and the promotion of a permanent dialogue between the State and citizens. Also noteworthy are the Articulated Audits, which allow civil society organizations to participate directly in official audits, provide technical information, propose new audits, and collaborate in the review of findings (Office of the Comptroller General of the Republic of Peru, 2024b).

Peru's PMCC stands out in Latin America for its wide territorial deployment, its capacity to adapt in complex contexts such as the pandemic, and the massive participation that it has managed to consolidate in a short time. Unlike other experiences, it combines an operational approach with an accessible strategy, allowing thousands of citizens to participate in face-to-face and remote oversights, generating real-time alerts on the execution of works, goods and services.

In Chile, the Citizen Control Network adopts a more formative approach, through a digital platform, where they develop collaborative, educational and co-creation activities, while the PMCC has executed more than 60,000 oversight services in 2023 alone, with a logic of direct and massive intervention. In the Dominican Republic, the Network of Community Inspectors represents an emerging model of social control, although it has constitutional support, it still does not reach the operational scale of the PMCC or the capacity for sustained citizen mobilization at the national level.

Colombia has institutionalized social control through articulated oversight and audits, with constitutional and legal backing, allowing civil society organizations to actively participate in official audits, provide technical information and collaborate in the follow-up of findings through agreements. Although this approach introduces a level of specialization and technical collaboration, the PMCC differs by democratizing access to government control, involving a greater number of citizens without the need for specialized knowledge, with a preventive approach and a strong social impact.

## V. Impact of the Citizen Control Monitors Program in Peru

The impact of the PMCC is analyzed in the Executive Management Reports issued by the Comptroller's Office of Peru during 2018 to 2023. Table No. 1 shows that in 2018 802 MCCs were accredited, in 2019 the MCC accredited increased by 172%, reaching the figure of 2,185. Likewise, in 2020 the number of MCCs increased by 316% compared to the previous year, registering 9,089 accredited MCCs, demonstrating the adaptation of the program to the COVID-19 pandemic, which redirected its efforts towards critical and urgent areas such as the distribution of basic baskets and the supervision of blended educational plans. In relation to 2021, 2022 and 2023, the MCCs were 4,086, 3,748 and 3,808 respectively, making a total of 23,718 MCCs.

Table 1. MCCs accredited

Accredited Citizen Control Monitors	Years						Total
	2018	2019	2020	2021	2022	2023	
	802	2,185	9,089	4,086	3,748	3,808	23,718

Source: Executive Management Report of the Office of the Comptroller General of the Republic for the years 2018 to 2023

From the annual results from 2018 to 2023, in Table No. 2 the PMCC increased its scope, going from verifying 21 regions in 2018 to covering the entire national territory (25 regions) in 2020.



Table 2. MCCs accredited, by year and region

Detail	Years					
	2018	2019	2020	2021	2022	2023
Regions	21	25	25	25	24	25

Source: Executive Management Report of the Office of the Comptroller of Peru for the years 2018 to 2023

Likewise, in Table No. 3, the number of monitored entities increased drastically, from 113 in 2018 to more than 3,000 in 2022 and 2023, which show a significant growth in coverage in the monitored entities, public works visited, oversight carried out, and simultaneous control reports. In relation to the public works visited, there is a decrease in the number after 2019, in which it reached 1,280 visits, in 2023 the number of supervised works was reduced to 191. Despite this decrease in visits, inspection activities in other processes experienced exponential growth. As for the oversight carried out, it increased from 281 in 2018 to 60,962 in 2023.

Likewise, in terms of the issuance of simultaneous control service reports, a significant increase is shown, going from 66<sup>3</sup> in 2019 to 4,551 in 2022 and 3,748 in 2023.

Table 3: Annual Results of the PMCC

Indicator	2018	2019	2020	2021	2022	2023
Monitored Entities	113	379	890	2,043	3,049	3,014
Public Works Visited	229	1,280	348	532	183	191
Oversight Carried Out	281	2,241	32,814	31,994	45,673	60,962
Simultaneous Control Reports		66			4,551	3,748

Source: Executive Management Report of the Office of the Comptroller of Peru for the years 2018 to 2023

From the analysis of the interventions carried out by the PMCC in 2018, Table No. 4 shows the capacity of the PMCC to identify irregularities in the early stages of execution of works, detecting technical and administrative deficiencies in works, representing 25% of the total interventions in 2018. Likewise, 25% of the total number of non-compliance situations related to the updating and legalization of the work notebook is reported. In addition, the detection of delays and lack of progress helped to avoid non-compliance with the work schedule. The lack of the certificate of acceptance of work was 6% of the total situations of non-compliance.

<sup>3</sup> According to the Semi-Annual Executive Management Report. July – December 2019, 50 control services and 16 complaints were activated.

Table 4. Interventions Carried out by the MCCs in 2018

Situation of non-compliance noted	Number of non-compliance situations
Technical Deficiencies in the Execution of Works	25%
The updated work notebook was not found	15%
There are no safety signs on site	4%
No work is carried out on site	8%
The legalized work notebook was not found	10%
No quality controls were carried out on site	6%
The work was completed outside the original construction deadline	10%
The certificate of acceptance of work was not found	6%
The entry corresponding to the completion of the work was not found	4%
The entity did not provide facilities to citizen monitors	4%
Other	4%

Source: Semi-Annual Executive Management Report – January – June 2018

The record of interventions in 2019, according to Table No. 5, was 5,749 situations of non-compliance, reporting 1,254 interventions on the absence of supervisors and residents of the work, which represents a risk to the quality and transparency in the execution of works, since without these professionals technical deficiencies, non-compliance with deadlines and irregularities in resources could occur. In addition, it limits the ability to identify and correct problems in a timely manner, which can lead to cost overruns, delays, and, in more serious cases, structural failures in works (Comptroller General of the Republic, 2020a).

The continuous monitoring of the updated information in the National Public Works System (Infobras), made it possible to identify timely errors in real time, registering 543 situations of non-compliance. The observation of deficiencies in occupational safety and the lack of facilities for the MCCs alerted the need for the prevention of occupational risks and an improvement in inter-institutional collaboration. In 2019, the MCCs reported the non-application of penalties to contractor companies for S/ 1,189,594.00.

Table 5. Interventions Carried out by the MCCs in 2019

Situation of non-compliance noted	Number of non-compliance situations
Absence of the Construction Supervisor	713
Safety regulations are not met during construction	661
Technical deficiencies	657
The work notebook was not found	623

The information in the Infobras System is not up to date	543
The construction resident was not found	541
Scheduled and/or executed progress was not checked	335
The amount of financial execution was not indicated	271
No technical file was found on site	240
Other	1165
<b>Total</b>	<b>5749</b>

Source: Semi-annual Executive Management Report. July – December 2019. Lima, Peru.

In 2020, Table No. 6 shows 32,529 alerts evaluated and 455 official guidance reports were issued on monitoring the distribution of basic baskets and investments through Form 12-B, which promotes that essential resources will reach those most in need and public investments are monitored in a structured manner. Cases such as the supervision of works with asphalt folders ensure that technical standards are met and cost overruns or deficiencies in quality are avoided. According to the Office of the Comptroller General of the Republic (2020b), the intervention of the MCCs in the first half of 2020 made it possible to warn of the non-application of penalties for S/ 37,083.00.

In 2020, 244 communications were also issued based on situations of non-compliance detected during visits to the works. During the Covid-19 pandemic, the MCCs carried out remote surveillance in 591 entities that acquired basic family baskets through direct contracting and detected 330 situations of non-compliance, giving rise to 262 ex officio orientations (Office of the Comptroller General of the Republic, 2020b).

Table 6 Interventions Carried Out by the MCCs in 2020

DESCRIPTION	MCC ALERTS EVALUATED	EX OFFICIO GUIDELINES
Public works	436	59
Basic Baskets	1,520	262
Contracts	432	0
Follow-up on the execution of investments (Format 12-B MEF)	25,704	60
National Public Works System (INFObras)	4,272	74
Attention to alerts from the Transparency and Surveillance Committees (CTVC)	71	0
Works with asphalt folders	82	0
<b>Total</b>	<b>32,529</b>	<b>455</b>

Source: Semi-annual Executive Management Report. January –July 2020

In relation to 2021, 45,167 face-to-face and remote visits were made to the execution of works, provision of services and acquisition of goods. Likewise, it was observed that the largest number of visits made by the accredited MCCs was in the Lima region, representing 27% of such visits (12,309), followed by 10% of the total visits in the Puno region (4,560), and Cusco and Arequipa with 2,336 and 2,152 visits, respectively.



There was also an adaptation of face-to-face interventions to virtual contexts, due to the COVID-19 pandemic. On the virtual level, the inspection of the asphalt layer and the updating of the Standard Transparency Portals (PTE) guarantee public access to relevant information. The update of the Road Maintenance System within the framework of DU No. 070-2020, and the publication of monthly advances in institutional portals are strategies that ensure constant real-time monitoring of investments in road infrastructure.

At the face-to-face level, the mega-operations in regions such as Huánuco and Piura, allowed the supervision of COVID plans to guarantee the continuation of activities without compromising the health and safety of workers. On the other hand, with the supervision of the blended provision of the educational service imposed by the pandemic, the continuity of learning was ensured while respecting the distancing measures. The supervision of the operability of video surveillance cameras in municipalities represents an effort to improve citizen security and ensure that local services function properly.

One of the most outstanding results of the PMCC is the operation carried out in February 2021, to supervise the updating of the PTEs, which was carried out through virtual oversights. The reports generated by the MCCs were essential for the Comptroller of Peru to prepare 1,415 control reports of subsequent ex officio action. In these reports, it was identified that many Entities had not updated their ETPs in accordance with current regulations, limiting citizen access to complete and updated information on public management.

As a result of the control carried out by the MCCs and the inputs provided to the Peruvian Comptroller's Office, a total of 2108 government control services have been generated, in the areas detailed in Table No. 7.

Table 7. MCC deployment in 2021

Type of monitoring	Type of Control Service	of Matters	Government Control Services
Virtual	Subsequent ex officio action	Updating the Standard Transparency Portals	1415
Virtual	Ex officio guidance	Asphalt layer	1
Virtual	Ex officio guidance	Road Maintenance System Update (DU No. 070-2020)	191
Virtual	Ex officio guidance	Publication of monthly advances in the Institutional Portals (DU No. 070-2020)	188
Face	Ex officio guidance	Execution of works and services (Mega Control Operations in Huánuco and Piura)	4
Face	Control Visit	Execution of works	53
Face	Control Visit	Implementation of the COVID Plan in works	91
Face	Control Visit	Blended learning service provision	4
Face	Control Visit	Operation of video surveillance cameras in municipalities	161
<b>Total</b>			<b>2108</b>

Source: Semi-annual Executive Management Report. January – June 2021.

On the other hand, the supervision of the operation of the video surveillance cameras of the municipalities, carried out between September 17 and November 25, 2021, showed a detailed analysis of the state of the video surveillance cameras in 161 municipalities nationwide (25 departments). According to Table No. 8, it was identified that, of a total of 6,468 cameras installed, 29% were not operational (1,907), important for local governments, which must guarantee constant monitoring and an effective citizen security service (Comptroller General of the Republic, 2022a).

Table 8. Monitoring of the operation of the video surveillance cameras of the municipalities

Operating Chambers	Inoperative Chambers	Total Monitored	Cameras
4,561	1,907	6,468	

Source: Executive Management Report 2021. Institutional Memory.

Table No. 9 shows that 137 local governments had at least one inoperative camera, representing 85% of the supervised municipalities, a situation that constitutes a violation of the Regulations of Law No. 27933, which obliges local and regional governments to keep video surveillance and telecommunications systems operational for security in public spaces. In addition, a breach was detected in the storage of recordings of 4,561 operational cameras in 148 municipalities. Likewise, 78% of the supervised municipalities, that is, 115 municipalities, did not keep the records of the cameras for the minimum period of 45 days established in the Regulations of Legislative Decree No. 1218, which affects the availability of the recordings to carry out investigations and consultations of citizens or competent authorities.

Table 9. Monitoring of the operation of the video surveillance cameras of the municipalities

Cameras	Municipalities Supervised	
	Number of Municipalities	Percentage
Operating chambers	24	15%
Inoperative cameras	137	85%
<b>Total</b>	<b>161</b>	<b>100%</b>

Source: Executive Management Report 2021. Institutional Memory.

In the 2022 period, according to Table No. 10, the MCCs developed interventions such as Operation Qali Warma (January to May), which stood out for its focus on ensuring the correct distribution of school meals, helping the program to meet its objective of mitigating child malnutrition and that aid effectively reaches the most vulnerable populations. In the education sector, the National Operation "Good Start of the 2022 School Year" and the visits to the execution of works from March to September reflected an interest in ensuring that the educational infrastructure was in optimal conditions for students and teachers (Comptroller General of the Republic, 2022b)

Table 10. Interventions Carried out by the MCCs in 2022

Month	Action / Operational	Description / Support Area
January - May	Qali Warma Operation	General support in supervising the operation of the program.
February - March	Operation and maintenance of canals and drains	Support to OCI MIDAGRI in a concurrent control service.
March	National Operation "Good Start of the School Year 2022"	Support in control visits to educational institutions.
	Operation Bono Wanuchay	Concurrent control service within the scope of the OCI MIDAGRI.
	Operation "Provision of public cleaning service in municipalities 2022"	Support to the Sub-management of Control of the Agriculture and Environment Sector.
	Approval of the District Action Plan for Citizen Security	Supervision and follow-up of compliance with district plans.
	Visits to the execution of works	Initiation of supervisory actions, continued until September.
April	Implementation and operation of the Digital Parts Table	Supervision of the digitalization of administrative processes.
June	Implementation and operation of the complaints book	Monitoring of the operation of the system.
	Citizen oversight of markets	Inspection of compliance with regulations in local markets.
	Operation of video surveillance cameras	Verification of operability in municipalities.
August	ONPE/JNE Implementation	Supervision of the implementation of premises by ODPE and JNE.
September	Surveys - Violence - Performance Audit	Support to the Performance Audit Deputy Manager in data collection and analysis.
	Polling Place Implementation	Supervision and control prior to the electoral process.
September - October	Operation Publication of the ordinance that creates the Municipal Environmental Commission (CAM)	Regulatory and environmental compliance oversight.
	Operational Publication of the resolution of the deregistration of movable property classified as WEEE	Monitoring of the publication and resolution process.
November	Operation to verify the status of progress in INFOBRAS	Follow-up of progress reported in the INFOBRAS system.
	Accompaniment to auditors	Logistical and technical support in specific audits.
December	Operational to Form N° 12-B	Verification of status and compliance in the execution of public investments.
	Follow-up on the execution of investments	

Source: Executive Management Report 2022. Institutional Memory.

In the agricultural sector, the maintenance operations of canals and drains (February and March) and the follow-up to the Wanuchay Bond (March) made it possible to monitor the efficiency of the resources allocated to farmers, promoting the

sustainability of their activities and the strengthening of the rural sector. Likewise, the Operation "Provision of public cleaning service in municipalities" underscored the importance of favorable environmental and health management for the community. On citizen security issues, the approval of the District Action Plan for Citizen Security in March and the supervision of the operation of video surveillance cameras in June showed the need to strengthen security in public spaces, a central concern for local governments.

On the other hand, the digitization of processes, such as the implementation of the Digital Roundtable in April and the Complaints Book in June, marked an advance in administrative modernization, reflecting an effort to make public services more accessible and effective to citizens. The intervention in these processes by the PMCC marked a milestone in the modernization of administrative processes, seeking to reduce bureaucracy, increasing accessibility and equity in treatment, strengthening trust in public institutions. In the environmental field, operations such as the publication of the ordinance that creates the Municipal Environmental Commission (CAM) and the resolution on goods classified as WEEE (September and October) strengthened municipal actions in terms of sustainability.

Due to their relevance and scope, we will develop the results of the operations carried out at the national level "Good Start of the School Year 2022" and "Provision of public cleaning service in municipalities 2022". In the first operation, the Peruvian Comptroller's Office visited 5,662 public educational institutions throughout the country, identifying that more than half had serious deficiencies in infrastructure and lack of basic services. These conditions, added to the limited implementation of biosecurity measures against COVID-19, generated significant risks for the safe return to face-to-face or blended classes of thousands of students who began the school year in March.

Among the main deficiencies detected in infrastructure are serious problems in doors (62.4%), ceilings (61%), windows (60%), walls (59.6%), floors (53.4%), sports slabs (44.4%) and perimeter fences (43.9%). These conditions not only represented a danger to the physical integrity of students and teachers, but also hindered the development of the teaching-learning process.

In terms of basic services, the absence of telephone in 86.5% of the institutions, lack of maintenance or replacement of toilets and sinks in 55.6%, lack of internet in 51%, and absence of solid waste collection in 29.8% were found. Likewise, more critical problems were identified, such as lack of sewage service (17.3%), drinking water restrictions (12.7%). These shortcomings compromise not only the quality of education, but also the health and well-being of the educational community. The operation had the participation of 1,348 auditors and MCCs, who supervised a representative sample of 6,173 primary and secondary educational institutions, which concentrate more than 1 million 134 thousand students, and whose results offer a level of confidence of 95%. This analysis made it possible to make visible the generalized problems that affect the 82,461 public educational institutions nationwide.

The findings were consolidated in Report No. 172-2022-CG/EDUC-SOP, which was sent to the Ministry of Education and the corresponding Regional Directorates or Managements of Education, the summary of which is detailed in Table No. 11.

Table 11. Results of the national operation "Good Start of the School Year 2022"

ASPECTS EVALUATED	KEY INDICATORS		RISK TO EDUCATIONAL MANAGEMENT
	DETAIL	PERCENTAGE	
Infrastructure deficiencies - High risk due to poor condition of doors, roofs, windows and perimeter fence.	Doors	62.4%	High risk of accidents, landslides and the entry of strangers. Exposure to climatic hazards and serious accidents.
	Ceilings	61.0%	
	Windows	60.0%	
	Walls	59.6%	
	Floors	53.4%	
	Sports slabs	44.4%	
	Perimeter Fencing	43.9%	
Lack of basic services	Drinking water restriction	12.7%	Interruption and low quality of educational service
	No drain	17.3%	
	No internet	51.0%	
	No phone service	86.5%	
	No solid waste collection	29.8%	
	Lack of SSHH Maintenance	55.6%	
Lack of teachers, educational material and inoperative tablets	Lack of workbooks	76.7%	Direct impact on learning and educational quality
	Lack of teachers	38.4%	
	Inoperative tablets	29.4%	
Risk of contagion and spread (COVID-19)	Lack of signage	58.3%	Impact on the health of the educational community
	Ventilated environments	9.8%	
	Washing stations	21.8%	
Absence or instability of the highest authority in the IIEE	No director appointed	18.9%	Lack of leadership and coordination in educational institutions
	Vacation or Leave Directors	32.3%	
Lack of psychologists, without preventive actions against bullying	Lack of psychologists	85.0%	Increase in cases of violence and bullying

Source: Semi-annual Executive Management Report. January – June 2022.

Likewise, in the Operation "Provision of public cleaning service in municipalities 2022", the Peruvian Comptroller's Office supervised 696 provincial and district municipalities in the country, identifying risks in the processes of collection, transport and final disposal of solid waste. In addition, deficiencies were detected in the allocation of public resources, management of cleaning personnel, management of critical points of garbage accumulation and inspection functions. These situations could generate negative impacts on the health of the population and cleaning workers, in addition to compromising environmental quality, the efficiency of the service, and its economic sustainability (Office of the Comptroller General of the Republic, 2022b).

Among the main findings, a generalized lack of actions to improve the final disposal of waste and guarantee the safety of public cleaning personnel was observed. More than 50% of the supervised municipalities presented an accumulation of garbage, while the high levels of delinquency in the payment of taxes threaten the financial viability of the service. On the other hand, it was identified that 35 municipalities are not adopting measures to implement Law No. 31254, which prohibits outsourcing and labor intermediation in public cleaning services, whose adaptation period expired in July 2022.

The operation involved the participation of 594 auditors and MCCs, who evaluated a representative sample that included 91% of the municipalities with more than 500 urban homes. In Metropolitan Lima and the Constitutional Province of Callao, 100% of the districts were covered. Table No. 12 shows the results contained in Consolidated Report No. 3583-2022-CG/AGR-SOP.

Table 12. Results of Operation Public Cleaning

ASPECTS EVALUATED	KEY INDICATORS		RISK TO EDUCATIONAL MANAGEMENT
	DETAIL	PERCENTAGE	
Final disposal of solid waste	Municipalities that do not have sanitary landfills and use dumps	76.0%	Health risk, environmental contamination and deterioration of service quality
	Municipalities that do not implement minimum actions	42.3%	
Occupational health and safety	Does not check medical exams	71.0%	Affects the health and safety of cleaning staff
	Does not have a tetanus vaccine	55.0%	
	No Supplemental Risk Insurance	63.9%	
Critical Point Management	There is an accumulation of garbage in public spaces	68.0%	Increased health risks and deterioration of the urban environment
	It does not apply measures to eradicate it	38.7%	
Management of public cleaning taxes	Has a delinquency rate of more than 40%	58.0%	Difficulties in financing the cleaning service
	No ordinance approving taxes for 2023	57.9%	
Supervision and supervision	No ordinances for supervision	42.4%	Low effectiveness in



	No rules to supervise and sanction	31.9%	the regulation of solid waste management
Management tools	Lacks solid waste management plans	38.1%	Limitation in the planning and improvement of waste management

Source: Semi-annual Executive Management Report. January – June 2022.

The interventions carried out in the virtual and face-to-face modality, during the first half of 2023, are detailed in Table No. 13, which covered various strategic sectors, such as works, document management, accessibility and educational infrastructure.

Table 13 . Interventions Carried out by the MCCs in 2023

Virtual Interventions	
<ul style="list-style-type: none"> <li>● Implementation of the Document Evaluation Committee (CED-2023)</li> <li>● Implementation of the Digital Workbook (COD-2023)</li> <li>● Format 12B Review (F12B-2023)</li> <li>● Review of the Progress of the Execution of Works in INFOBRAS (INFOBRAS-2023)</li> <li>● Standardized Administrative Procedures</li> <li>● Implementation of the Visitation Registry (RDV-2023)</li> </ul>	
Face-to-face interventions	
<ul style="list-style-type: none"> <li>● Verification of compliance with universal accessibility conditions in areas of public service Execution of Works</li> <li>● Emergency Lease Bond Review (BAE-2023 - Leased)</li> <li>● Emergency Lease Bond Review (BAE-2023 - Collapsed)</li> <li>● Implementation of the Complaints Book</li> <li>● Standardized Administrative Procedures</li> </ul>	

Source: Executive Management Report 2023.

In the field of works, the status of progress was verified through the INFOBRAS platform and the implementation of the Digital Work Notebook (COD-2023), which allowed agile and accurate monitoring of the construction stages, the strengthening of the traceability of the projects, minimizing corruption risks and ensuring the efficient use of public resources. In addition, the operation focused on the "Execution of Public Works" between March and June made it possible to evaluate in person the compliance with technical standards and the physical progress in projects.

In the field of document management, the supervision of the composition of the Document Evaluation Committee (CED-2023) and the implementation of standardized administrative procedures, such as the Register of Visits (RDV-2023), are essential to ensure that archival documents are rigorously managed, contributing to timely access to information for citizens and auditors.

Educational infrastructure received special attention with the "School Infrastructure" operation in April 2023, which highlighted the need to guarantee safe, functional and adapted spaces for students and teachers. This effort is in addition to the commitment to improve learning conditions, which is essential for the comprehensive

development of schoolchildren. Likewise, the supervision of universal accessibility in areas of customer service was included, which shows an inclusive perspective by ensuring that spaces are suitable for people with disabilities.

In the social sphere, the reviews related to the Emergency Rental Bond (BAE-2023) made it possible to evaluate the effectiveness and impact of this measure aimed at families affected by emergencies. These interventions, both in collapsed and rented homes, ensured that resources will reach vulnerable populations efficiently, mitigating the adverse effects of crisis situations. Finally, the operation on the implementation of the Complaints Book in public entities underscored the importance of generating effective spaces for interaction between citizens and institutions.

Consequently, the remarkable growth of the PMCC is not only quantitative, but also reflects a real institutionalization of mechanisms of deliberative citizen participation, where citizens cease to be passive observers and become active watchdogs of the use of public resources, which, according to Ramírez Alujas and Cruz Rubio (2015), underline the transition towards a more horizontal and inclusive governance. From open governance, the PMCC is configured as an institutional channel that combines transparency, participation and collaboration, as INAI (2012) states, true open government goes beyond mere digitalization: it implies opening data, co-creation and responding to citizen demands. The national deployment of the PMCC, integrating all regions of Peru, and the use of digital platforms make this approach tangible and ensure that citizens have access to information in real time and exercise public control.

The PMCC generates public value by optimizing the use of resources, preventing irregularities, and improving trust in institutions. ECLAC (2017) links this type of citizen control with the strengthening of the State, by improving institutional efficiency and legitimacy. The PMCC illustrates that, when citizens participate in a structured way, transparency becomes operational and accountability becomes a tangible process that, in addition, installs a stronger culture of democratic surveillance and an open State with the capacity to respond and adapt continuously.

Despite its obvious positive impact and territorial expansion, the PMCC faces limitations, as it does not have constitutional or legal support, which prevents it from building a cross-cutting public policy of citizen participation in oversight and leaves it in a situation of high vulnerability to political changes, administrative reorganizations or budgetary decisions. Unlike in the Dominican Republic, which has constitutional backing, and in Colombia, where citizen oversight bodies have constitutional and legal recognition, in which an integrated regulatory and technical ecosystem has been developed, which articulates oversight bodies, articulated audits, development committees, and community councils, in Peru the PMCC is developed as an operational program, with regulatory regulation.

Another important limitation of the PMCC is that while training is offered to MCCs, it is not complemented by technical training. This means that many MCCs make observations without technically evaluating complex aspects such as work contracts, budget execution or public procurement processes, and although university students participate, they are not guided by their teachers, which limits giving valid information to the Comptroller's Office. In contrast, the Colombian model has progressively integrated technical training spaces, particularly in the framework of articulated audits, where civil society organizations collaborate with the Comptroller's Office in the preparation, execution, and validation of public audits.

In addition, the PMCC in Peru shows unequal territorial and digital coverage. Although the program has managed to be deployed in the 25 regions of the country,

there are disparities in interventions, such as in rural areas where there is low digital connectivity, which limits its action. In terms of institutional articulation, another weakness of the program is that the alerts generated by the MCCs do not oblige the entities to issue responses or take corrective actions, since the Comptroller's Office must previously validate the information. In Colombia, although there are also challenges in institutional response, the constitutional and legal framework imposes greater obligations to attend to oversight bodies and recognizes their role within the system of democratic participation.

Likewise, the PMCC faces the absence of mechanisms for the protection and accompaniment of the MCCs, who, by alerting to possible irregularities, could suffer political reprisals, pressures or threats. In Colombia, although oversight bodies also face similar risks, it has a constitutional and legal framework that offers support. Another aspect to consider is that the PMCC still lacks systems for monitoring and evaluating the real effectiveness in terms of public savings, improvement of services, reduction of corruption risks or strengthening of institutional confidence, which limits the possibility of adjusting the program, disseminating good practices or legitimizing its permanence.

In this scenario, the PMCC faces several fundamental challenges. The first, without a doubt, is its regulatory institutionalization, which requires a constitutional and legal framework that recognizes it. Second, the programme should move towards progressive technical training that will enable MCCs to specialise in critical sectors and raise the quality of their contributions. Similarly, protection and recognition protocols should be created for MCCs, including legal advice. Finally, an external and independent evaluation model of the program should be promoted, which not only measures quantitative results, but also analyzes their impact on public management.

In this sense, this study provides a novel and little-explored approach in the field of citizen participation in Latin America, which shows results in terms of coverage, operational impact and capacity for citizen mobilization, but which paradoxically has not been sufficiently recognized either in the academic field or in the design of public policies. Compared to other models, the PMCC is revealed as one of the most massive and innovative experiences of social control in Latin America, which makes it a case study of high value for governments in strengthening democratic oversight.

At the international level, its relevance lies in the fact that it demonstrates that it is possible to implement a model that generates alerts so that the Comptroller of Peru can issue reports identifying irregularities. In a global context where the crisis of trust in institutions is growing, and where corruption continues to be a structural obstacle to development, the experience of the PMCC offers a practical and replicable alternative to empower citizens in the control of power and move towards more accountable, accessible and effective governments.

Along the same lines, PMCC is directly aligned with the Sustainable Development Goals (SDGs), especially SDG 16, which seeks to promote effective, accountable, and inclusive institutions, promoting goals such as strengthening institutional transparency through citizen oversight (Goal 16.6) (Office of the Comptroller General of the Republic, 2023c), promoting participatory decisions with the inclusion of various social sectors (Goal 16.7), and public access to information (target 16.10). Indirectly, it contributes to other SDGs, such as SDG 4, by monitoring key aspects of the education system; SDG 6, through the monitoring of sanitation services; SDG 11, by supervising municipal services; SDG 9, by monitoring infrastructure works; and SDGs 5 and 10, by promoting the participation of women, persons with disabilities and rural communities in the inspection processes.

## Final considerations

### Global comparison and theoretical schemes

The PMCC in Peru offers a revolutionary approach to citizen engagement in public oversight, distinguished by its large-scale reach and ability to mobilize society. This model differs from the procedures applied in other Latin American nations. In Colombia, citizen oversight bodies have legal and constitutional support that requires institutions to respond to their findings, and are complemented by articulated audits that enable the specialized technical intervention of civil society (Gutiérrez, 2022).

In Chile, the Citizen Control Network focuses on continuing education, digital cooperation, and co-creation, operating as an online educational community rather than a direct operational intervention system (Comptroller General of the Republic of Chile, 2023). As for the Network of Community Auditors, which is endorsed by Article 246 of its Constitution, the Dominican Republic offers training to citizens in social auditing and community control, with a smaller territorial presence than the PMCC (Chamber of Accounts of the Dominican Republic, 2023).

From a theoretical perspective, the PMCC is situated in the context of the deliberative participation of citizens, as an institutional means that facilitates citizens' participation in the supervision of public spending. Within the context of open governance, it manifests the foundations of transparency, cooperation, and co-creation proposed by Ramírez-Alujas and Cruz-Rubio (2015) and INAI (2012). In addition, it constitutes a palpable tool of responsibility, by converting democratic supervision into effective and operational procedures (ECLAC, 2017).

Table 14. Comparison of the PMCC with other regional models

Aspect	PMCC (Peru)	Colombia	Chile	Dominican Republic
<b>Legal support</b>	It has no constitutional backing, no regulatory regulation.	Clear constitutional and legal support.	Regulatory regulation without constitutional status	Constitutional support (art. 246)
<b>Territorial coverage</b>	National (25 regions, urban and rural)	National, with an articulated regulatory ecosystem	National, with a more educational and digital approach	National, with an emphasis on local communities
<b>Scale of participation</b>	Massive, more than 60,000 annual oversight (2023)	Limited to specific oversight and committees	Community, collaborative, less operational	Emerging, training in social auditing
<b>Participant training</b>	Basic training, without specialized technical training	Progressive technical training in articulated audits	Basic training and self-training	Initial training in social control and auditing
<b>Protection of citizens</b>	It does not have specific protection mechanisms	Greater protection by the legal framework	Limited to codes of ethics and confidentiality	Backed by constitutional framework

<b>Use of technology</b>	Alto (apps, platforms, virtual oversights)	High articulated audits in	Digital educational and interaction platform	In development, use of reporting platforms
<b>Impact on public management</b>	Preventive, early warning, cost overrun reduction	Specialized, technical, collaboration with audits	Educational, co-creation of knowledge	In training, community and preventive approach

Source: Prepared by the authors based on the Office of the Comptroller General of the Republic (2024a, 2024b); Chamber of Accounts of the Dominican Republic (2023); Gutiérrez (2022); Gutiérrez (2023).

### **Constraints and challenges**

Despite its progress, the PMCC faces structural constraints:

- The regulation of the PMCC is found in regulatory standards, it has no legal or constitutional support (Arévalo, 2022), which makes it susceptible to political and budgetary modifications, as opposed to the models of Colombia and the Dominican Republic.
- The current training of MCCs refers to knowing the role and competencies of the Comptroller's Office (Shack, 2022) does not include specialized technical courses, which limits their ability to supervise complex elements such as contracts or work budgets.
- It maintains an inequitable digital and territorial coverage, restricting its influence in rural areas with poor connectivity.
- The alerts issued by the MCCs are validated by the Comptroller's Office (Comptroller General of the Republic, 2023c). which prevents Entities from passing observations in a timely manner, which reduces the cycle of responsibility.
- MCCs have personal protection insurance against accidents or kits (Dassen & Lavín, 2024) but not with protection measures when they are pressured or threatened for reporting irregularities.

Short-term challenges include institutionalizing regulations, developing gradual technical training, establishing protection and recognition protocols, implementing an independent impact assessment system, and strengthening institutional articulation.

### **Suggestions for Government Policy**

It is proposed:

1. Promote a legal and constitutional framework that strengthens the PMCC as a public structural policy.
2. Implement gradual technical training programs, related to strategic sectors.
3. Implement security and support systems for MCCs.
4. Implement an external assessment mechanism, which evaluates results and learning.
5. Improve the link between the PMCC and public institutions, ensuring that alerts produce immediate responses and corrective measures.

### **Global importance and relationship with the Sustainable Development Goals (SDGs)**

The PMCC represents an avant-garde model that can be replicated on a global scale, as it shows that the management of public power can be democratized through participation mechanisms without requiring sophisticated technical skills (Dassen &



Lavín, 2024). In a global environment in which trust in institutions is in crisis, the PMCC proposes a feasible option to strengthen public accountability and integrity, with the capacity to motivate reforms in other nations (ECLAC, 2017).

The programme has a direct connection to SDG 16 (Peace, justice and strong institutions), by promoting:

- Objective 16.6: Building efficient, accountable and clear institutions.
- Objective 16.7: Implementation of decisions that are inclusive and representative.
- Objective 16.10: Ensuring public access to data.

Indirectly, the PMCC contributes to Sustainable Development Goals 4 (high-quality education), Sustainable Development Goals 6 (clean water and sanitation), Sustainable Development Goals 9 (industry and infrastructure), Sustainable Development Goals 11 (sustainable cities), and Sustainable Development Goals 5 and 10 (gender equality and reduction of inequalities). promoting inclusion.

## VI. Conclusions

1. The PMCC has revolutionized citizen participation in the oversight of public management, by allowing "ordinary citizens" and direct beneficiaries of works, goods and services, to become active agents of supervision of State resources, reinforcing their sense of co-responsibility with the Comptroller's Office of Peru and incorporating a more inclusive and participatory supervision.
2. The PMCC significantly strengthens the oversight work of the Comptroller's Office by expanding its territorial scope and oversight capacity in various critical areas of public management. Through the active participation of citizens, transparency and the efficient use of public resources are promoted, helping to prevent cost overruns and ensure regulatory compliance. This collaborative approach reinforces the work of the Comptroller's Office and optimizes state management for the benefit of the population.
3. The PMCC has proven to be an effective mechanism for the early detection of irregularities in the execution of public works and services, allowing the identification of technical and administrative deficiencies in initial stages, which not only facilitates their timely correction, but also minimizes risks such as non-compliance with schedules, cost overruns and structural failures. By alerting irregularities, processes are optimized and the quality of the results is improved, directly benefiting the beneficiary population.
4. The impact of the PMCC on savings and the optimisation of public expenditure is evident, as its intervention has made it possible to avoid economic inefficiencies and bad practices in the use of resources. The penalties imposed on contractor companies for non-compliance, as well as the correction of irregular situations before they materialize, have generated savings for the State, reinforcing a perception that public resources are being rigorously supervised and used more efficiently.
5. The participation of the MCCs has empowered civil society by allowing it to play an active role in the supervision of public resources, strengthening transparency and public trust in institutions, since people perceive that they have a legitimate and effective channel to contribute to the control of public management and by being trained and accredited. They acquire skills and knowledge that enable them to act as agents of change in their communities.



6. The PMCC has established a revolutionary model of citizen participation in Peru, replicable at the regional and international levels, which enables thousands of citizens to take a proactive role in the supervision of works, goods and services, promoting shared responsibility and creating public value through the early identification of anomalies, the reduction of corruption risks and the conservation of public funds. At the regional level, the PMCC is characterized by its massive, preventive and operational nature, surpassing in its territorial implementation examples such as the oversight bodies of Colombia, the Citizen Control Network of Chile and the Network of Community Inspectors of the Dominican Republic. However, the PMCC encounters structural obstacles that put its viability at risk, such as the absence of constitutional and legal support, the lack of technical and specialized training, the lack of protection of MCCs, the weak institutional articulation that prevents entities from being obliged to respond to the alerts generated and the lack of indicators to measure their impact on public management. In response, it is crucial that the PMCC move from an operational program to a public policy with legal and constitutional backing, protection mechanisms, specialized technical training, and an autonomous evaluation system. This is fully aligned with SDG 16 and, indirectly, contributes to SDGs 4, 5, 6, 9, 10 and 11, by enhancing transparency, inclusion and efficiency in public administration. This model manifests itself as an experience that can be imitated on a global scale to progress towards more open, responsible and efficient nations.

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