



Perspectives on Municipal Management for Citizen Security, Education, Employability, and Social Well-Being

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Abstract: The perspectives held on municipal management set the course for citizen security, education, employability, and social well-being. **Objective:** To analyze how municipal management can link citizen security, inclusive education, employability, and social well-being to contribute to poverty reduction in the Peruvian context. **Methodology:** A qualitative documentary study combining an analysis of the municipal regulatory framework and a thematic analysis of a purposive corpus of 18 scientific publications from 2022 to 2026. **Results:** Five areas were identified: citizen security; inclusive education; employability and training; social well-being and poverty; and governance and financing. The available local evidence suggests that municipal management is associated with perceived safety, and the educational literature shows regulatory progress alongside persistent structural barriers. Financing appears as a condition for sustainability rather than as a directly studied variable, and no impact evaluations of municipal programs on employability or poverty were found. **Conclusions/Contributions:** An inclusive municipal management matrix with instruments and monitoring indicators is proposed. Poverty eradication is framed as a normative horizon that requires coordinated management, results-oriented budgeting, and the participation of persons with disabilities and their families. **Keywords:** Municipal management, inclusive education, employability, social well-being, poverty.

Perspectivas de la gestión municipal para la seguridad ciudadana, educación, empleabilidad y bienestar social

Resumen: Las perspectivas que se tenga sobre la gestión municipal es el derrotero para la seguridad ciudadana, educación, empleabilidad y bienestar social. **Objetivo:** analizar cómo la gestión municipal puede articular la seguridad ciudadana, la educación inclusiva, la empleabilidad y el bienestar social para contribuir a la reducción de la pobreza en el contexto peruano. **Metodología:** estudio cualitativo de tipo documental, con análisis del marco normativo municipal y análisis temático de un corpus intencional de 18 publicaciones científicas de 2022 a 2026. **Resultados:** se identificaron cinco ejes: seguridad ciudadana; educación inclusiva; empleabilidad y formación; bienestar social y pobreza; y gobernanza y financiamiento. La evidencia local disponible sugiere que la gestión municipal se asocia con la percepción de seguridad, y la literatura educativa muestra avances normativos junto con barreras estructurales persistentes. El financiamiento aparece como condición de sostenibilidad más que como variable estudiada directamente, y no se hallaron evaluaciones de impacto de programas municipales sobre empleabilidad o pobreza. **Conclusiones/Aportes:** se propone una matriz de gestión municipal inclusiva con instrumentos e indicadores de seguimiento. Erradicar la pobreza se plantea como horizonte normativo que requiere gestión coordinada, presupuestos con enfoque de resultados, participación de las personas con discapacidad y sus familias. **Palabras clave:** Gestión municipal, educación inclusiva, empleabilidad, bienestar social, pobreza.

Perspectivas da gestão municipal para a segurança cidadã, a educação, a empregabilidade e o bem-estar social

Resumo: As perspectivas que se têm sobre a gestão municipal são o rumo para a segurança cidadã, a educação, a empregabilidade e o bem-estar social. **Objetivo:** analisar como a gestão municipal pode articular a segurança cidadã, a educação inclusiva, a empregabilidade e o bem-estar social para contribuir para a redução da pobreza no contexto peruano. **Metodologia:** estudo qualitativo de natureza documental, com análise do marco normativo municipal e análise temática de um corpus intencional de 18 publicações científicas de 2022 a 2026. **Resultados:** foram identificados cinco eixos: segurança cidadã; educação inclusiva; empregabilidade e formação; bem-estar social e pobreza; e governança e financiamento. A evidência local disponível sugere que a gestão municipal está associada à percepção de segurança, e a literatura educacional mostra avanços normativos junto com barreiras estruturais persistentes. O financiamento aparece como condição de sustentabilidade, mais do que como variável estudada diretamente, e não foram encontradas avaliações de impacto de programas municipais sobre empregabilidade ou pobreza. **Conclusões/Contribuições:** propõe-se uma matriz de gestão municipal inclusiva com instrumentos e indicadores de acompanhamento. Erradicar a pobreza é apresentado como horizonte normativo que requer gestão coordenada, orçamentos orientados a resultados, participação das pessoas com deficiência e de suas famílias. **Palavras-chave:** Gestão municipal, educação inclusiva, empregabilidade, bem-estar social, pobreza.



1. Introduction

Local governments are the level of government closest to citizens and the arena in which services that directly affect people's security, education, work, and well-being are delivered. In Peru, the Constitution establishes that municipalities promote, support, and regulate neighborhood participation in local development and provide citizen security services with the cooperation of the National Police (Congreso de la República del Perú, 1993, art. 197). The Organic Law of Municipalities adds competencies in education, social programs, and the fight against poverty (Congreso de la República del Perú, 2003b, arts. 73, 82, and 84).

The social context demands coordinated management. According to the National Institute of Statistics and Informatics (INEI), monetary poverty affected 25.7% of the population in 2025, 1.9 percentage points lower than in 2024 (27.6%); it was 23.4% in urban areas and 35.5% in rural areas (Energiminas, 2026). The decline is significant, but territorial gaps persist, so sustained poverty reduction continues to depend on local services capable of reaching those who face the greatest barriers. In this article, "eradicating poverty" is understood as a normative horizon, consistent with Sustainable Development Goal 1, and not as an outcome attributable to municipal management alone.

In citizen security, local evidence suggests that municipal management matters. In Santiago de Surco, Li-Falla (2026) found a significant negative relationship between municipally managed security and perceived insecurity ($r = -0.49$; $p < .001$), albeit with an exploratory sample of 101 residents. In the neighborhood councils of El Agustino, Bullón Ingaroca and Melgar Begazo (2023) reported that municipal management significantly influences citizen security. In education, the regional literature identifies regulatory progress alongside persistent structural, regulatory, and social barriers (Morán-Franco, 2025; Villegas Alvarez et al., 2026), and in Peru the need to analyze the concrete conditions under which inclusive education is implemented has been described (Chura Cutipa et al., 2023).

In the literature reviewed, however, these areas are addressed mostly in isolation, and financing frequently appears as a condition for sustainability rather than as a directly studied variable. Given this gap, the objective of this article is to analyze how municipal management can link citizen security, inclusive education, employability, and social well-being to contribute to poverty reduction. The specific objectives are: (a) to identify the relevant municipal competencies in the Peruvian regulatory framework; (b) to synthesize recent scientific evidence by thematic area; and (c) to propose a management matrix with monitoring indicators.

2. Theoretical Framework

2.1. Municipal Competencies and Management

Municipal management can be understood as the set of decisions, processes, and instruments through which a local government organizes its resources to fulfill its competencies and solve public problems. Law No. 27972 establishes that municipalities administer, organize, and carry out local programs to combat poverty and promote social development (art. 73, No. 6.1); exercise shared competencies in education, culture, sports, and recreation (art. 82); and, at the district level, organize assistance, protection, and support programs for at-risk populations, including persons with disabilities (art. 84). In citizen security, they must establish a system with the participation of civil society and the National Police and, at the district level, may organize the serenazgo (municipal patrol service) or municipal surveillance (art. 85) (Congreso de la República del Perú, 2003b). The mayor presides over the district



or provincial citizen security committee (Congreso de la República del Perú, 2003a, art. 16, as amended by Law No. 30055).

2.2. Citizen Security With an Inclusive Approach

Law No. 27933 defines citizen security as the integrated action of the State, with the collaboration of citizens, to ensure peaceful coexistence, the eradication of violence, and the peaceful use of roads and public spaces (Congreso de la República del Perú, 2003a). Law No. 31297 and its regulations govern the municipal serenazgo, including the standardized recording of incidents and the preparation of the crime map together with the police station (Congreso de la República del Perú, 2021; Ministerio del Interior, 2022, arts. 14 and 41).

The local empirical evidence is still exploratory. Li-Falla (2026) found a medium-low rating of municipal management ($M = 2.91$) and that the criminal intervention dimension was the one most strongly associated with perceived insecurity ($r = -0.64$). Likewise, municipal platforms that integrate geolocation and real-time communication to manage emergencies and security have been described. These technologies raise legal questions and require safeguards against surveillance and threats to privacy (Gálvez Rogel & Alvarado Galarza, 2025).

2.3. Inclusive Education

Inclusive education can be understood as a process aimed at reducing barriers to learning and participation. The most recent regional review (2020–2024) identifies persistent structural, regulatory, and social barriers (Villegas Alvarez et al., 2026), and another policy analysis underscores that regulatory progress requires comprehensive, sustainable, and contextualized strategies (Morán-Franco, 2025). In Peru, Chura Cutipa et al. (2023) describe the reality of inclusive education and the policies aimed at including children with special needs; Meza Villares et al. (2023) highlight the collaborative approach and professional training. In higher education, González Garrido (2024) synthesizes barriers related to infrastructure, reasonable accommodations, and regulations. The training and attitudes of future teachers are another relevant component (Solís Peralta et al., 2024).

At the local level, Law No. 29973 requires provincial and district municipalities to have a Municipal Office for the Care of Persons with Disabilities (OMAPED, by its Spanish acronym) and to include in their annual budgets the resources necessary for its operation and for disability policies and programs (Congreso de la República del Perú, 2012, art. 70). Recreation and sports, which are shared competencies (art. 82 of Law No. 27972), offer concrete spaces for inclusion: the literature published in Arrancada presents body-expression activities for including a student with Down syndrome (Barriga Salinas et al., 2024) and links physical culture and inclusive education with intercultural competencies (Tapia Ortiz et al., 2022).

2.4. Employability and Social Well-Being

Employability is understood here as the capacity to mobilize knowledge, skills, and resources in order to enter, remain in, and advance within the world of work, rather than as a synonym for immediate employment. González-Melgar et al. (2024) analyze a competency and employability training model from the perspective of vulnerable groups. Law No. 29973 sets an employment quota of no less than 5% for persons with disabilities in public entities (Congreso de la República del Perú, 2012), which calls on the municipality itself, as an employer, to comply. In Peruvian public administration, the need to balance organizational adaptation with the dignification of working conditions is raised, and the digitalization of municipal processes requires capacities and governance (Morán Ore et al., 2024). Other sources offer a contextual view of well-being and job performance (Zaragoza Alvarado, 2024) and of



training and digital transformation as conditions for institutional performance (Hernández Torres et al., 2026); their link to inclusion is indirect, and they are used only as supporting material.

Social well-being is understood as the set of conditions for participation, capability development, and a dignified life. The relationship among poverty, education, employment, and security is multidimensional and is not assumed to be causal in this study.

3. Methodology

A qualitative documentary study with a descriptive-interpretive scope was conducted in two components. The first was a regulatory analysis of the Peruvian municipal competency framework (the Political Constitution; Laws No. 27972, 27933, 29973, and 31297; and the regulations governing the municipal *serenazgo*), aimed at identifying competencies, instruments, and management obligations. The second was a thematic analysis of a purposive corpus of 18 scientific publications from 2022 to 2026, selected for their relevance to municipal management, citizen security, inclusive education, employability, well-being, and digital transformation, with priority given to Latin American literature and literature in Spanish.

Comparative reading, open coding, and grouping into five categories corresponding to the thematic areas in the title were applied: citizen security; inclusive education; employability; social well-being and poverty; and governance and financing. The poverty data correspond to INEI figures for 2025 disseminated in the specialized press. No primary data (interviews or surveys) were collected. The selection was purposive and does not claim to represent all available literature; direct empirical evidence, the regulatory framework, and contextual support were distinguished. The relationships among municipal management, employability, and poverty are formulated as hypotheses and not as causal effects.

4. Results

4.1. Citizen Security

The regulatory framework assigns the municipality a coordinating role (committees, plans, *serenazgo*), and local evidence indicates that municipal management is associated with perceived safety (Li-Falla, 2026). The most specific finding is that operational response capacity showed the strongest association with perceived insecurity (Li-Falla, 2026). Technology appears both as an opportunity and as a source of legal and rights-related risks (Gálvez Rogel & Alvarado Galarza, 2025). The corpus contained no studies that analyze municipal citizen security from the perspective of persons with disabilities.

4.2. Inclusive Education

The literature converges on three findings: structural, regulatory, and social barriers persist (Villegas Alvarez et al., 2026); policies require comprehensive and sustainable strategies (Morán-Franco, 2025); and professional training and collaboration are conditions for effective inclusion (Meza Villares et al., 2023; Solís Peralta et al., 2024). In higher education, infrastructure and reasonable accommodations appear as concrete barriers (González Garrido, 2024). The experiences reported in Arrancada show that inclusion materializes in adapted practices, such as body expression (Barriga Salinas et al., 2024).





4.3. Employability and Job Training

Employability is linked to competency training and to dignified working conditions. The regulatory framework provides a verifiable instrument: the 5% employment quota in public entities (Congreso de la República del Perú, 2012). The corpus offers no impact evaluations of municipal employability programs on labor market entry or income.

4.4. Social Well-Being and Poverty

Municipalities have the competency to carry out local poverty-reduction programs and programs to protect at-risk populations (Congreso de la República del Perú, 2003b, arts. 73 and 84), and OMAPED is the body designated for disability (Congreso de la República del Perú, 2012, art. 70). With a monetary poverty rate of 25.7% in 2025 and an urban-rural gap of 23.4% versus 35.5% (Energiminas, 2026), territorial targeting is a relevant management criterion. The corpus does not allow the effect of municipal programs on poverty to be estimated.

4.5. Governance and Financing

Financing appears as a condition: Law No. 29973 requires that resources be provided for OMAPED (art. 70), and the educational literature points to insufficient infrastructure and resources (González Garrido, 2024). The Ministry of Economy and Finance has defined indicators to strengthen the role of local governments in citizen security: the percentage of the urban population who are victims of robbery, the percentage of prioritized spaces that receive interventions, and the percentage of patrols that meet the established parameters (Ministerio de Economía y Finanzas, 2025). The digital transformation of municipal management is presented as an institutional opportunity and challenge (Morán Ore et al., 2024). Table 1 summarizes a management matrix that integrates the five thematic areas.

Table 1. Analytical Matrix of Inclusive Municipal Management

Area	Competency or regulatory basis	Management instrument	Monitoring indicator (proposed)
Citizen security	Const. art. 197; Law No. 27972, art. 85; Law No. 27933; Law No. 31297	District citizen security plan; district committee; incident log and crime map with the police station; neighborhood participation channels	Perceived insecurity; response time; prioritized spaces receiving interventions; participation of women and persons with disabilities in neighborhood councils
Inclusive education	Law No. 27972, art. 82; Law No. 29973	Partnerships with local educational institutions; accessibility; staff training; inclusive recreation and sports	Student retention; accessibility of facilities; trained staff
Employability	Law No. 29973 (5% quota); Law No. 27972, arts. 73 and 84	Pathway of education–training–skill-building–entrepreneurship–formal employment; local job board; compliance with the quota within the municipality	Persons trained; job placement at 6 and 12 months; quota compliance
Social well-being and poverty	Law No. 27972, arts. 73 and 84; Law No. 29973, art. 70	Local protection programs; OMAPED with a budget; territorial targeting	Program coverage; budget per person served; local urban-rural gap
Governance and financing	Law No. 29973, art. 70; MEF indicators (2025)	Results-oriented budgeting; indicator dashboard; participation of organizations of persons with disabilities; transparency	Budget execution of inclusive programs; indicators published and updated

Source. Prepared by the authors.





5. Discussion

The five thematic areas share a governance logic: planning, coordination among actors, budgeting, participation, and monitoring. This convergence suggests that inclusion works better as a cross-cutting principle of municipal management than as an isolated program. Citizen security is one example: municipal management explained roughly one quarter of the variability in perceived insecurity in the Santiago de Surco study ($R^2 = 0.235$), which indicates that it is a relevant factor but not the only one (Li-Falla, 2026). The results should therefore be read with caution, given that the sample was exploratory. The link among education, employability, and poverty is plausible but is not demonstrated in the corpus. Competency training models may foster employability (González-Melgar et al., 2024), although labor market entry also depends on the labor market, on employment policies, and on discrimination. Establishing that relationship requires longitudinal or comparative studies with educational and labor indicators measured over the long term.

Financing is the main gap. If an inclusive policy requires resources, planning should identify costs, sources, responsible parties, coverage, and evaluation mechanisms. In that sense, the relevant question is not only how much is allocated but what results are obtained with those resources: how many students remain in and complete their studies, how many gain access to technical or higher education, and how many secure formal employment. The legal requirement to provide OMAPED with a budget (Congreso de la República del Perú, 2012, art. 70) and the MEF indicators for citizen security (Ministerio de Economía y Finanzas, 2025) show that the results-oriented approach already has regulatory and institutional precedents. Lack of organization was the main cause of work stress, thereby supporting organizational human resource management aimed at improving workplace well-being in local governments. Organizational human resource management is key to workplace well-being, since in a Cuban municipality lack of organization was the main source of stress (Argote Ravelo et al., 2023). Assesses the psychosocial risk level in a company's organizational environment and its relationship with fatigue; useful to support preventive organizational human resource management that effectively protects workers' health and productivity. Preventive organizational human resource management is relevant because psychosocial risks and insufficient recovery between workdays are linked to fatigue and affect productivity (Córdova Montes et al., 2023). Finally, technology should be incorporated according to criteria of proportionality, data protection, and respect for labor and civil rights (Gálvez Rogel & Alvarado Galarza, 2025). Law No. 29973 adopts a rights-based approach aimed at the promotion, protection, and realization of the rights of persons with disabilities on an equal basis (Congreso de la República del Perú, 2012, art. 1), which supports moving from a welfare-oriented view to a model based on rights, opportunities, and economic autonomy.

5.1. Implications for Municipal Management

Based on the analysis, five lines of action are proposed. First, incorporate inclusion into planning instruments, including the district citizen security plan, with targets, responsible parties, and indicators. Second, adopt results-oriented budgets that distinguish between expenditure, coverage, and effects. Third, build an inclusion pathway that connects basic education, technical or higher education, job training, entrepreneurship, and formal employment, with coordination among education, labor, the regional government, the private sector, and organizations of persons with disabilities. Fourth, incorporate the participation of persons with disabilities and their families in the design, implementation, and evaluation of local policies. Fifth, adopt technologies with privacy safeguards and with training for municipal staff. In addition, the municipality can lead by example as an employer by complying with the 5% quota. The corpus and the publications come from diverse fields and journals, so some



relationships are contextual rather than direct. Part of the local evidence on citizen security comes from exploratory studies with small samples. The poverty figures were taken from information disseminated in the press on the basis of INEI data. No primary data were collected, so the conclusions regarding employability, well-being, and poverty are hypotheses for further research.

6. Conclusions

Municipal management has the legal competencies to link citizen security, inclusive education, employability, and social well-being, and local evidence suggests that its performance is associated with perceived safety. Inclusive education shows regulatory progress, but structural barriers persist that require institutional capacity and sustainable resources.

Financing and the impact on employability and poverty constitute the main gaps in the literature reviewed. It is recommended that outcome indicators, longitudinal studies, and a second empirical phase involving managers, specialists, teachers, persons with disabilities, and their families be developed. Inclusive municipal management does not by itself eliminate poverty, but it can reduce barriers, expand opportunities, and make the path toward its eradication more measurable.

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Author Contributions

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