

# Management of Public Policies in the Context of Public Value in Peru

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## Abstract:

The present work aims to carry out the analysis of a critical factor of government, such as the management of public policies in the context of public value, with the purpose of understanding how the decisions and actions of the rulers generate public value in the society. For data collection, the Analysis-Synthesis method was used in order to critically recognize the context of public policies and public value, likewise, the Bibliographic Review to obtain theoretical information relevant to the subject of study, the same one that was taken mainly from scientific journals indexed in recognized databases. As a result, it was determined that government authorities face increasing challenges and complexities, therefore, the policies and strategies designed from the public sphere demand greater and greater institutional and technical capacities. In this context, it is concluded that the transparency portals, planning, and organization, as well as the budget and investment projects are related to public value in local governments, with the role of the concerted development plan and the plan being noteworthy. institutional strategy in the management of said value.

**Keywords:** State, government, management, public policies, public value.

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## 1. Introduction

In the middle of the last decade, the Inter-American Development Bank carried out various evaluations of public policies in Latin America, from which it was possible to learn that Chile, for example, continues to be a regional leader in terms of public policy formulation, with an effective civil service, where meritocracy prevails in the appointment of management positions. On the other hand, countries such as Brazil, Argentina, Mexico or Colombia have been able to experience significant transformations since then, related to growing autonomy, as well as changes in the Latin American region that have strengthened in most cases the capacities of governments.

For its part, the Central American region has demonstrated its effort to overcome economic difficulties and limitations, as well as risks to public security. However, in this reality, a new agent of great importance is presented, such as the international community, where the participation of the European Community and multilateral development organizations that promote or condemn policies is noteworthy.

The development of a country is the consequence of intentional actions by the same state actors and the private sector, of territorial conditions and of the external environment. In recent years, Peru's development has averaged 4.4%. Having experienced public management above all with a budgetary and administrative orientation, rather than directed to a long-term strategic perspective.

There is still a rural-urban divide, which can influence the opportunity for people to improve their quality of life. In the face of this, an effective prioritization of society's expectations for the future will be impossible or at least very complicated, if the minimum conditions of autonomy are not ensured and it is not possible to strengthen the institutional framework and the technical and human capacity; as well as the commitment of the productive business sectors.

Over the last twenty years, the analysis of public policies has been consolidated as a topic of importance for political science. This delay could be explained by its late constitution as a discipline with autonomy in university programs; this analysis is very important since these

policies materialize in projects and actions that States propose and execute through their governments in order to satisfy various requirements of citizens, therefore, these policies are constituted by the State's responses to face problematic contexts for society (Martínez, 2017).

For Gilio (2016), states face increasingly complex challenges and environments, especially those derived from new schemes of socioeconomic exclusion. For this reason, each policy or strategy designed from the public sphere with the aim of having a favorable impact on reducing the economic and social gap requires an increasing number of technical and institutional capacities. On the other hand, the level of demand and expectations of citizens in relation to their governments become higher, due to a greater management of information that empowers people and motivates them to press for public services and goods with higher quality standards. In this order of ideas, it can be deduced that a good government manages to differentiate itself from others insofar as it is able to demonstrate effectiveness in its results, which are measurable and therefore objectively (Haefner & Gutiérrez, 2019).

In the case of Peru, since the 1960s, there has been an attempt to have a planning body and, in compliance with the National Agreement, the National System of Strategic Planning was created. While in 2011 the Bicentennial Plan was approved, which aims to politically guide the development of the country. In terms of public policies, Peru has, for example, public policies aimed at the decontamination and conservation of aquatic bodies, however, to date it has failed and there is a perceived lack of effectiveness and even interest on the part of various regional governments in the country, with negative results in practice.

According to the National Institute of Statistics and Informatics INEI (2020), Peru has 32,625,948 inhabitants, of which 20.2% are in a condition of monetary poverty and 2.9% in extreme poverty. While 79.3% live in urban areas and 20.7% in rural areas. As for the demographic distribution of the population, more than 34% are infants and young people up to 19 years of age, identifying three main problems in this regard: 12.2% of infants up to five years of age suffer from malnutrition and 13.1% are anemic; on the other hand, 14.6% of adolescent girls already have at least one child. This reality is linked to regional production models for food security and youth and female inclusion at the regional level.

In the interior of the country, regional and local governments have Concerted Development Plans, which include the characterization of territorial systems: population, relational, environmental, productive and patrimonial. They also include prospective and strategic analysis systems where they specify their development visions, strategic objectives, strategic actions, indicators, goals and regional strategic routes.

On the other hand, they have strategic plans and institutional policies, which are oriented to critical aspects such as improving universal accessibility to health for citizens, achieving a quality education system with equity, improving the quality of life of the inhabitants, guaranteeing the sustainability of ecosystems and the safety of citizens, among others, generating environments that favor the development of economic and productive sectors, proposing policies of regional scope.

Likewise, these governments have executing units responsible for each strategic objective in the prioritization analysis of the strategic route, such as: managements, offices and regional directorates. However, even though Peru is the sixth largest economy in Latin America, it shows limited human development that positions it in tenth place on the continent (United Nations Development Programme, 2019).

In this context, it is necessary to promote factors such as: developing regional and local planning systems, articulating them with national decentralized planning systems, integrating the main public and private actors; development of public management that is articulated at the different levels of government; development of the regional information system in order to make effective and timely decisions; promotion of productive infrastructure such as roads, airports, ports, water, electricity, etc., as well as social capital, especially in education, sanitation and health, promotion of sustainable employment of all natural resources, guaranteeing the use of the canon to provide and recover production and employment capacity in the region, and others, which should obey public policies not only proposed in formally approved documents but also effectively implemented, executed and evaluated within the framework of a responsive public management that generates real public value in society and in the regional or local government institution itself.

From the above, it can be inferred that in Peru an effective implementation of public policies is required, since progress is still slow, not being able to consolidate fluidity in the

relationship with civil society. Therefore, the objective of this article is to analyze a critical factor of government, such as the management of public policies in the context of public value, with the purpose of understanding how the decisions and actions of rulers generate public value in society, contributing not only to the resolution of specific problems but also establishing the bases for the sustainable development of the country.

## **2.Literature Review**

The concept of public value, as introduced by Mark Moore (1995), has increasingly influenced public administration discourse, particularly in Latin America. In Peru, the shift from traditional bureaucratic governance to a value-driven approach has prompted academics and policymakers to explore the effectiveness and legitimacy of public policy interventions. Public value emphasizes outcomes that go beyond efficiency and performance, encompassing citizen trust, democratic engagement, and social equity. Scholars such as Rivas (2018) and Cueva (2021) argue that this perspective is crucial for addressing the structural challenges in Peru, including institutional corruption, social inequality, and lack of transparency.

Studies on Peruvian public policy management reveal a tension between centralized decision-making and the decentralized needs of diverse local populations. According to Díaz-Albertini and Tuesta (2019), there is a notable gap between policy design and implementation, often due to fragmented intergovernmental coordination and insufficient stakeholder participation. The introduction of results-based budgeting and strategic planning tools by the Ministry of Economy and Finance aimed to align public spending with social outcomes. However, research by Paredes & Grompone (2020) suggests that these reforms have only partially succeeded in generating public value, largely because of inadequate monitoring systems and weak institutional capacity.

From a public value lens, citizen engagement emerges as a central component in legitimizing policy processes. Peruvian scholars like Vélchez and Gutiérrez (2020) have highlighted participatory budgeting and regional dialogue mechanisms as promising tools for fostering inclusive governance. Nevertheless, challenges persist due to limited access to information and persistent socio-political exclusion of rural and indigenous communities. These limitations restrict the full realization of public value, particularly in sectors such as health,

education, and environmental policy, where disparities in access and quality remain entrenched.

Moreover, empirical research underscores the need for adaptive governance and agile leadership within Peru's public institutions. For instance, Montes and García (2022) advocate for a "policy entrepreneurship" model that equips public managers with the capacity to innovate and respond to rapidly changing social demands. This model aligns with Moore's framework, which positions public managers as key agents in mediating between political mandates, operational capacity, and public legitimacy. The Peruvian experience, especially during the COVID-19 pandemic, has revealed both the potential and the shortcomings of public institutions in delivering public value under pressure.

In conclusion, the literature on public policy management in Peru, viewed through the public value framework, reflects a growing awareness of the need to move beyond technocratic solutions. While reforms have introduced performance-based approaches and participatory practices, deeper institutional and cultural changes are required to embed public value at the heart of policy-making. Future research should focus on evaluating how specific policy sectors integrate public value principles and the role of civic engagement in sustaining democratic governance.

### **Conceptual Framework: Towards a Public Value-Oriented Policy Management in Peru**

To construct a conceptual framework for understanding public policy management in Peru through the lens of public value, it is essential to integrate three interrelated dimensions: strategic capacity, legitimacy, and citizen-centric outcomes. These dimensions are adapted from Moore's Strategic Triangle (1995), which emphasizes the alignment of public value creation, authorizing environment, and operational capability. In the Peruvian context, this triangle must be contextualized within the country's socio-political dynamics, characterized by institutional fragility, political volatility, and deeply rooted inequality. Strategic capacity refers to the ability of public institutions to define and prioritize value-based goals; legitimacy involves ensuring policies are grounded in citizen trust and participatory processes; and outcomes must reflect equitable improvements in social welfare.

This framework also draws from governance theories that prioritize networked governance and collaborative policy-making. In fragmented societies like Peru, where centralized

institutions often struggle to reflect diverse regional interests, incorporating multi-stakeholder engagement becomes a critical mechanism for legitimizing public decisions. Public value in this sense is co-produced—not only delivered by the state but also shaped through interactive processes with civil society, regional governments, and private actors. For instance, participatory budgeting exercises, though uneven in implementation, provide a model for how policy legitimacy and public value can be strengthened through deliberative governance.

Finally, the framework incorporates performance management tools as enablers—but not substitutes—for public value. Traditional results-based management models in Peru often focus on quantitative indicators, yet these may overlook qualitative dimensions such as equity, satisfaction, and long-term capacity building. Therefore, public value management requires a hybrid approach: using performance metrics to monitor progress, while also embedding mechanisms for reflexive learning and stakeholder feedback. In this way, policy management evolves as a dynamic, iterative process rather than a linear cycle, with continuous recalibration based on societal values and contextual feedback.

### **Public Policy Management**

The social and solidarity economy has gained importance in recent decades due to the potential of its contribution to the generation of employment, inclusion and development of society. Its real capacity to make these objectives viable, however, is conditioned by the vision that a State maintains with respect to the social and solidarity economy and the role that public policies give it in the strategy against social exclusion and unemployment (Castelao, 2015).

Since the inclusion of the citizen participation factor as an indicator of public policy, it has been attributed the possibility of achieving fairer management with greater levels of efficiency and legitimacy. Evidence has shown various results, however, and despite this, citizen participation is consolidated as an issue that requires the investment of resources and that will have to be consolidated over the following years (Díaz, 2017).

Castillo (2017) points out that the imminent transformation of the State is due to the fact that, from the current perspective of governance, it has the necessary knowledge and resources to unilaterally solve the problems of a country, which is why it is essential that opportunities are

taken advantage of efficiently, being necessary the generation of innovative forms of government hand in hand with other actors. among them and mainly, the citizenry. Thinking about the role of citizen participation requires the necessary reflection on public policies, as a place where individuals can make their participation effective, considering that public policies are the means that can promote and strengthen governance.

The management of public policy, understood as a decision and action aimed at solving public problems, demands skills and knowledge on the part of decision-makers, and, therefore, of public managers. This characteristic should accompany public policy during the transversality of its processes. However, from this point of view, we must not lose sight of the primordial role played by the political factor in the development of politics itself and its transcendence in the aforementioned processes (Benites & Hurtado, 2018).

The study of public policy has implied, in general, analysing the decision-making process in which a significant number of civil servants intervene in order to respond to a given public problem. Therefore, it is essential to focus on the search for technical instruments that help to face public decisions and to categorize a given problem as public in nature, as well as to select the most suitable strategies to solve these problems, also generating know-how in the successful implementation of programs for the benefit of society.

It is assumed that public policies constitute a group of responses and initiatives, which make it possible to infer as to the predominant position of a government in relation to issues that concern significant factors in the community (Loray, 2016).

Analysing public policies is a fundamental activity to promote correct decision-making in governments. In this regard, it should be noted that, during classical liberalism, there was a clear boundary between the private and the public, which translated into a minimum participation of the State in the affairs of the citizenry in general; its main functions are justice, public order and defense.

Public policies demand to be publicly scrutinized for the following reasons: the frequent influence of private interest in government; the proposal of policies that are not always of public interest, therefore they have to be subject to evaluation; policies need analysis considering the complexity caused by the increase in the size of the public sector; Different alternatives usually coexist, so the political class and the public itself should have information

about which alternatives are considered. It is important to mention that the OECD itself states that in many cases, policy analysis is carried out in the initial part of the process of each public policy, both when the policy is being identified and designed and when the respective decision-making is appropriate with respect to it. A policy can also be evaluated when know-how is generated during or after it is implemented.

During the last decades, citizen participation has been linked to innovative processes in the management of public policy, as well as to a better provision of public services in a more demanding and more complex environment (Diaz, 2017). Over time, the involvement of citizens in different stages of the process of managing public policies has been institutionalized and governments have seen the need to generate policies and programs that include participatory elements.

Public policies can establish the decisions and actions that will be executed to govern a State, in order to benefit the interest of society; These policies can be policies of national scope, regional policies and policies of local scope, the latter two in accordance with the political, economic and administrative autonomy within the scope of the territorial jurisdiction of the authorities; in order to generate or strengthen local development, therefore, these actions should be prioritized in order to efficiently and effectively meet citizen demands.

Public policies, therefore, are strategic tools through which governments and other public entities coordinate and link the behaviors of different actors, through intentional actions, which seek to create representativeness in effective decision-making, framed in collectively relevant objectives.

In Peru, public policy is regulated within the framework of a clear structural hierarchy, in which the main actor is the Executive Branch, so that no public institution at any level can ignore it. Such is the case that Article 4 of Law No. 29158 – Organic Law of the Executive Branch establishes that the Executive Branch has exclusive competence to design and supervise policies of national and sectoral scope, which must be complied with by state agencies at all levels of government, in order to efficiently and effectively solve even various conflicts generated within the population, which must be prioritized (Benites & Hurtado, 2018).

Public policies in Peru are divided into national policies and sectoral policies. National policies are framed within State policies, responding to the identification of needs or problems faced by society, which must be prioritized in the public agenda. Each ministry designs, establishes, executes and supervises national and sectoral policies, which govern all levels of government.

National policies establish first-order objectives, guidelines, the main content of each public policy and the provision of services that must be achieved and supervised to guarantee the normal development of public and private activity. These national policies are the components of the general policy of a government.

Sectoral policy, on the other hand, is the group of national policies that affect a certain social or economic activity of a private or public nature. Each national and sectoral policy must consider the general interest of the State and the diverse reality of each region and locality, in accordance with the decentralized, but also unitary spirit of the national government. To be formulated, the Executive Branch must establish different coordination strategies with governments at the regional or local level or other entities, according to what is required or that corresponds to the nature of the policy itself. Therefore, compliance with all national and sectoral policies of the State is a matter of responsibility of each authority of the national, regional and/or local government.

Governments must face, on a daily basis, a complex context of decisions, this being one of the main challenges of public administration, which must provide institutional and legal security to society to achieve its development. In Peru, the State is made up of several organizations, each with specific characteristics and functions. For example, the central public sector is made up of bodies constituted on the basis of the Constitution, such as the Congress of the Republic, the Presidency of the Republic and the Supreme Court. The decentralized public sector is made up of territorial entities: regional, provincial and district governments, as well as municipalities, which have decision-making power on issues related to their territory.

Although all three elements are fundamental, managers are responsible for the overall direction of organizations, that is, for the formulation, execution, monitoring, and evaluation of state policies. On the other hand, the officials are in charge of the operational administration, those who are closest to the citizen and carry out the work of attention.

The Civil Service Law defines civil servants as people who can make policy changes in a specific area, while state managers are more generalists. Although, both must develop a political vision, since they work for the State. However, managers must take into account aspects such as the public interest, the latter referring to the need for state managers to be aware that they must work for the benefit of the country, and not for the benefit of their own interests. This implies the moral responsibility to comply with values and principles established in the law, without falling into acts of corruption.

It can be inferred, then, that public policy develops in a complicated and changing context, in which many interests that often disagree must be considered. In this way, it is important that state managers understand this and have strategies to find solutions that satisfy the common interests in the midst of a changing and, therefore, complex context, where public managers play a fundamental role in making decisions that affect all citizens of a country and that seek to improve the quality of life of the population.

Public problems are the starting point of public policy and are, by nature, complex and multi-causal, which is why they require multisectoral interventions that consider different dimensions to improve the quality of life of citizens. These modern problems are complex and cannot be solved in a single way or in isolation from other areas or sectors.

Governments, therefore, must take a holistic and cooperative view to address such problems, taking into account all institutions, sectors and levels of the State. Working in a common direction instead of each organization acting individually, the solution to the problems should be a shared responsibility among all those involved, seeking proposals that are more global and taking into account multiple perspectives, in order to achieve positive and coherent results, especially when the construction of public policies for the promotion of higher levels of political inclusion of different populations must begin with the recognition of the diversity of these (Sonnleitner, 2020).

It should be noted that in 2020 the pandemic was able to reveal in Peru the poor management of growth based on primary export models that prevailed in the country in the last two decades. As a result, the mining bonanza has not been able to translate into the development of infrastructure and society such as that required by Peru (Paredes & Encinas, 2020).

## 1. Public value

In this context, the concept of public value is developed, which together with related factors such as interest, spaces and public goods have been widely debated since ancient Greece. However, what prompted the discussion regarding public value in the context of public management was Moore's original work, *Creating Public Value: Strategic Management in Government*.

The concept of public value has ancient philosophical roots but has taken on renewed significance in contemporary public administration. Mark Moore's seminal work reframed public management as a strategic practice focused on delivering socially recognized value through public institutions. In Peru, this framework is gaining traction amidst efforts to reform governance, increase accountability, and promote equity.

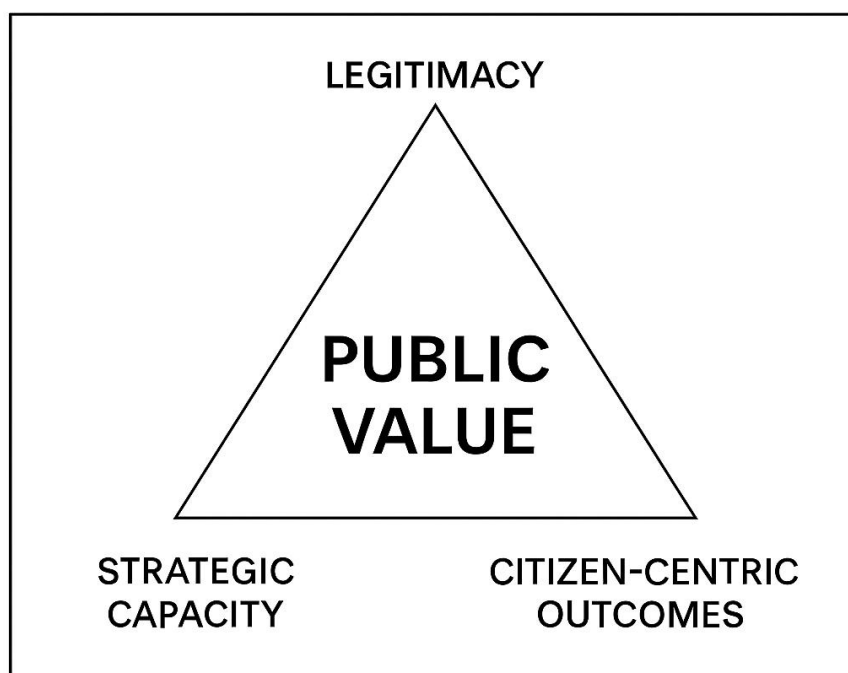


Figure 1. Moore's Strategic Triangle/Public Value Concept

It is worth remembering that public value is an abstract concept that Moore defined as the ability of a government, its institutions and public managers to pay attention to the aspirations and desires of citizens, in order to establish a society where justice, efficiency and accountability of public agencies prevail. This value is finally established by the population

itself as soon as it is recognized that the service received represents adequate responses to relevant needs or problems, or substantial contributions to the consolidation of equity, citizenship or social capital.

Moore's Strategic Triangle highlights the need to align strategic capacity, legitimacy, and citizen-centric outcomes. This triangular relationship forms the basis for effective public value creation, requiring public leaders to balance operational capability with public expectations and legal mandates.

From its origin, the concept of public value has rejected the idea that society and government were antagonistic; discarding the approach that what is gained by one implies the loss of the other. On the contrary, the theory of public value highlights the idea that the two should always form an alliance (Fernández-Santillán, 2018).

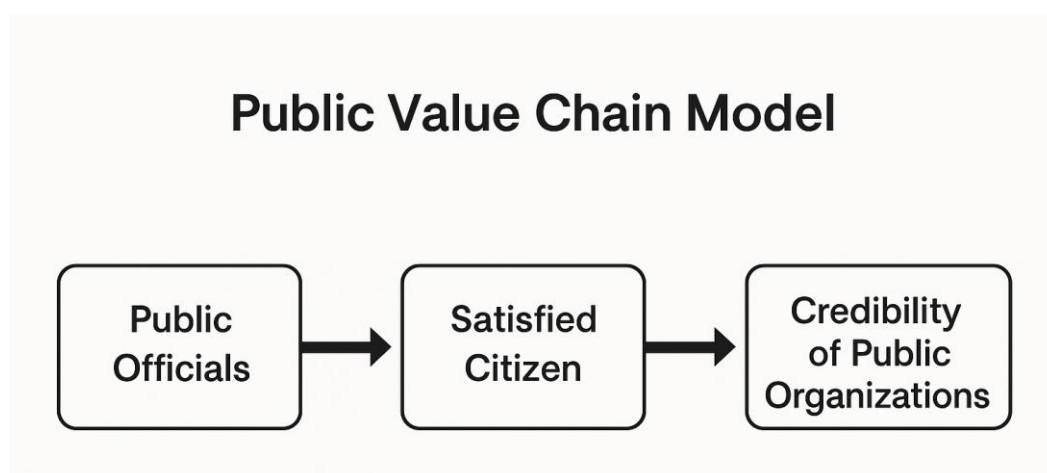


Figure 2. Public Value Chain Model

This updated Public Value Chain Model shows a clear, sequential relationship: committed public officials lead to satisfied citizens, which ultimately reinforces the credibility of public organizations. Each element is interdependent and plays a role in sustaining effective, trusted governance.

The Public Value Chain Model visualizes the process by which public value is generated through human and institutional dynamics. It demonstrates how committed public officials contribute to citizen satisfaction, which subsequently enhances the credibility and legitimacy of public institutions.

The idea of public value has helped to understand the governance framework and to search for new forms of government administration, evaluating and making use of results. The idea of public value has reached various levels with great influence, from international development agencies, government institutions and non-governmental organizations. It has served to innovate in processes and create new frameworks, and has impacted the vision and conception of how governments can achieve expected achievements through innovation. By making use of the idea of public value, governance has also begun to focus on quality, as well as efficiency, which are key aspects in modern government management.

In his research, Moore identified analogies in the management of private companies that produce value, with the activity of public institutions, which generate – or should generate – something socially valuable, given that they use both fiscal resources and also exercise the authority of the State, in accordance with a socially accepted mandate in democratic environments.

The strategic purpose of a government should be the creation of public value. This implies an effective administration of public elements in the provision of each public service or product, through choices determined as a public value by citizens.

This means that it is not enough to only ensure a good result in the efficient allocation of inputs, but to ensure that this result represents what citizens consider really valuable, ensuring the public interest in the long term.

Therefore, public value aims to promote the discussion regarding how a government can be more efficient if it combines modernization measures and also improvements and solutions to society's demands. This is a new way of thinking about public governance, a more collaborative, sustainable and inclusive form of governance.

It is important to mention the public value chain, which was generated from the private sector, under the name of the chain of services and benefits, identifying the relationship between employee and customer satisfaction, and between customer satisfaction and the development of this sector.

Likewise, this chain reveals the relationships between development, user satisfaction and user loyalty, along with the creation of value for each product or service. After that, the value chain for public service emerged, as a model to provide support for the planning and

implementation of government actions aimed at strengthening the credibility of public organizations.

This public value chain could be summarized in the phrase: a committed public official leads to a satisfied citizen, who in turn gives credibility to state entities. This model is based on three dimensions, which must be prioritized by each public leader: the first, public servants; the second, the services rendered; and the third, the credibility of the organizations. All these dimensions are interrelated, since the success of the action of one dimension could imply the success of the action of other dimensions.

It can also be mentioned that the difference between the private and public perspectives is based on the nature of the expected result, since, in the private sector, the expected results are growth and profitability; while, in the second of them, the final result refers to the credibility of public organizations.

In this context, public value proposes the idea of a citizenry that must analyze the place that the government has in society and also decide which social factors should be addressed as a collective with public responsibility to later deal with it with the government. The public value approach highlights the innovative potential as a mechanism to improve the accountability and effectiveness of public institutions.

This leads public managers to pay greater attention to changes in political, economic and social conditions that could give way to new demands from citizens. The same approach to public value, from its inception, valued the idea that society and government could be strategic allies, requiring, therefore, an authentic and deep commitment from the authorities.

In New Zealand, a country where corruption was confronted by intervening in the three administrative systems of the public sector, the construction of public value is a primary basis, which can be seen in the different mechanisms they carry out to achieve it; on the other hand, in realities such as Peru's, it is noted that given the low complexity of the administrative system that responds to the demands of society, the search for public value could lead to conflicts with citizens due to factors such as inclusion (Zirker, 2017; Aschhoff & Vogel, 2018; Ingrams, 2019).

On the other hand, the construction of public value is linked to the interacting dynamics between the individual and organizational capacity of one or more actors in an organization,

as well as the performance of the leader when assuming different roles and having the knowledge to achieve its generation (Cavenago et al, 2019).

Contradictorily, the lack of public value could delegitimize institutions and generate their weakening, deepening the gaps between the shortcomings generated and the satisfaction of citizens (Canales & Romero, 2016). Therefore, the primary objective of public management must be to satisfy the shortcomings of citizens, it is there where the preponderance of generating public value is created.

Among the factors that make up public value, the value of trust stands out, which is a central part of the relations between the State and citizens, which becomes more important in terms of services such as safety and health, which influence the well-being and development of people (García, 2015).

On the other hand, public value is only viable through better governance capacities; efficient administrative teams with high responsibility, as well as a style of public management that knows how to process citizen demands and respond to them with effective solutions (Uvalle, 2014).

As can be seen, the public value approach can strengthen the results-oriented management approach, a strategic factor for the generation of public value compared to any other conventional approach more focused on management. This approach provides public policy with a strategic approach that seeks to prioritize citizen demand, as well as the maintenance of legitimacy and trust when providing quality services and goods.

Consequently, public value is the value that a State can generate through law, services, regulations and other actions, meeting the demands and requirements of the population, providing quality public services.

In this order of ideas, an analysis of cases in Peru regarding the management of public policies in the context of public value was carried out, finding the case of the Regional Government of Lima, where it is not yet possible to consolidate a decentralized management of public services, constituting the generation of public value in a critical reality. given the high unmet demand, the perception of poor quality of the public service provided, as well as the influence of indications of corruption that negatively affect the legitimacy and credibility of the authorities and officials of the institution.

Within local governments, the case of the Provincial Municipality of Cusco can be mentioned, where strategic planning generates public value, with a very high level of relationship between the two. Likewise, other elements that contribute to public value in this local government are intra-institutional coordination, the strategic plan and municipal operational plans.

On the other hand, in the Provincial Municipality of San Martín, it was found that, the greater the municipal public investment, the greater the value that the community gives to the work carried out. However, there are limited results in areas such as sanitation, transportation, security and order, and the values of legitimacy and trust are also low.

While in the Provincial Municipality of Ucayali Contamana the application of municipal law in administrative management generates significant public value, substantially improving the efficiency and effectiveness of this management. Likewise, quality and productivity experience improvements thanks to the application of municipal law.

In the context of district governments, there is the case of the District Municipality of Huariaca-Pasco where public value is a priority factor in the relationship of this local government with the community, for this reason it is necessary to improve the administrative processes that significantly impact the participatory budget. To this end, the team of technicians must be sufficiently trained, since the success of the workshops they will conduct will depend on them, on the other hand, a well-trained citizenry will be in a better condition to better structure their proposals, contributing more effectively to the participatory budget.

Meanwhile, in the District Municipality of Carabayllo, Lima, it is intended to generate greater public value through knowledge management, from the perspective that a government that decides to emphasize its own knowledge management will achieve greater public value, with the consequent satisfaction of the community. In this sense, it is intended to revalue the obtaining, generation, appropriation and application of knowledge to generate greater public value, which will contribute to the well-being of citizens.

It is clear that institutional learning is one of the main purposes of public policy. Without this, it is very difficult to achieve an impact that transcends society. This learning is essential to achieve the improvement of internal and external processes and services aimed at responding more effectively to the expectations and needs of citizens.

Public policies must, therefore, serve in practice to generate responses from institutions, officials, public servants and the population, which make it possible to improve living conditions, within a perspective where institutional, collective and individual approaches converge pragmatically, towards the generation and maintenance of public value.

## **Methodology**

This systematic review explores the theoretical foundations and empirical applications of public value frameworks in public sector governance, with a focus on the Peruvian context. Through an analysis of Moore's Strategic Triangle and the Public Value Chain Model, the review identifies key enablers and barriers to public value generation. Drawing upon academic literature, government documents, and regional case studies, the study highlights the relevance of strategic alignment, citizen engagement, and institutional credibility in modern public management. The findings underscore the need for integrative approaches that combine managerial capacity with participatory governance to sustain long-term public value.

The study also incorporated comparative analysis techniques to evaluate how different municipalities have implemented public value principles. Emphasis was placed on identifying patterns of success and challenge, as well as institutional mechanisms that facilitate or hinder public value creation. Diagrams were constructed to visualize conceptual relationships and enhance understanding of the models applied.

Data were collected through a review of academic literature, government reports, and case studies focused on the operational and strategic dimensions of public value in Peru. Key sources included publications by Peruvian governance institutions, municipal planning documents, and peer-reviewed articles on public administration reform in Latin America.

This study employed a qualitative, exploratory approach to examine the application of public value frameworks within the context of Peruvian public administration. The analysis draws from existing theoretical models—primarily Moore's Strategic Triangle and the Public Value Chain—and integrates them with empirical insights from Peruvian regional and local governments.

## Review Protocol

This review followed a structured protocol to ensure comprehensiveness and transparency. The inclusion criteria focused on sources that addressed theoretical and applied aspects of public value, specifically those involving Moore's Strategic Triangle or the Public Value Chain in Latin American or Peruvian public sector settings. Databases such as Scopus, Google Scholar, and regional public administration journals were searched using keywords including 'public value', 'strategic management in government', 'Moore triangle', 'Peru public policy', and 'citizen engagement'. Articles published between 2000 and 2024 were included.

## Results and Discussion

The frameworks presented—Moore's Strategic Triangle and the Public Value Chain—offer complementary lenses for evaluating public policy outcomes. Moore's model emphasizes the dynamic balance public managers must maintain between three forces: legitimacy (political and legal support), operational capacity (resources and efficiency), and citizen-valued outcomes. If any of these components are weak or misaligned, the ability to generate sustainable public value diminishes. This strategic interplay is particularly relevant in governance contexts like Peru, where political instability and institutional fragmentation pose ongoing challenges.

On the other hand, the Public Value Chain Model underscores a more relational and procedural path to building value. It simplifies the creation of public value into an observable chain reaction: committed officials → satisfied citizens → institutional credibility. This linear relationship is instructive for local and regional governments seeking measurable, grassroots-level improvements. For example, evidence from municipalities like Cusco and Ucayali demonstrates how effective administrative procedures and responsive governance correlate strongly with positive public perception.

Both models highlight that trust, engagement, and responsiveness are essential metrics of success—not just efficiency or cost-effectiveness. In resource-constrained

environments, public officials must balance short-term service delivery with long-term strategic goals. The strategic triangle pushes decision-makers to consider whether policy goals are legitimate and publicly endorsed, while the value chain reminds them that every interaction—from a single government form to a major public works project—can build or erode trust.

The application of these frameworks in Peru also brings attention to the structural and administrative deficiencies that hinder public value creation. Decentralized efforts, such as participatory budgeting or localized knowledge management, show promise but often suffer from uneven execution due to capacity limitations or political interference. Thus, fostering public value is not only a matter of managerial alignment but also of institutional culture, integrity, and the depth of democratic engagement.

In summary, the integration of Moore's Strategic Triangle and the Public Value Chain Model offers a robust conceptual and practical foundation for enhancing the effectiveness, legitimacy, and societal impact of public policies. These models jointly illustrate that public value is not merely about delivering services efficiently but about fostering trust, achieving socially meaningful outcomes, and sustaining democratic legitimacy. For governance systems like Peru's—marked by decentralization, resource challenges, and varying levels of institutional capacity—these frameworks can guide more strategic, participatory, and citizen-oriented public management approaches.

The experiences from regional and local governments in Peru suggest that while progress is possible, the consistent generation of public value requires a shift in administrative culture, improved managerial capabilities, and deeper civic engagement. Public institutions must transition from reactive service delivery to proactive value creation, aligning their missions with the long-term aspirations of the population. By doing so, they not only meet present needs but also build

sustainable governance systems grounded in legitimacy, responsiveness, and public trust.

## CONCLUSIONS

In Peru, public policies are designed and executed under a legal structure that establishes the responsibilities and competencies of each level of government. The Executive Branch is the main actor in this structure, since it has the authority to design and implement policies at the national and sectoral levels, through all State bodies. These policies, at all their level and application, must be implemented by public bodies, according to the scope and level applied of each particular policy.

Public value is defined through the capacity of the government, its institutions and managers to meet the aspirations of citizens in order to establish an efficient, fair society where public accountability prevails. On the other hand, public value is perceived by citizens as soon as it is recognized that the services received represent adequate responses to relevant needs or problems, or to the construction of equity, citizenship or social capital.

The perspective of public value has served to reinforce the paradigmatic framework of governance, to seek new forms of public management and evaluate results, which is why it is necessary to improve administrative processes that have a significant impact on the development of society.

The use of transparency portals, planning and organization, as well as budgeting and investment projects are related to public value in the context of the management of state entities. It also highlights the role of the institutional strategic plan and the concerted development plan in the creation of public value.

Knowledge management is positively related to the construction of public value, so any state agency that decides to emphasize knowledge management will contribute to generating greater public value, influencing greater citizen satisfaction.

The experiences from regional and local governments in Peru suggest that while progress is possible, the consistent generation of public value requires a shift in administrative culture, improved managerial capabilities, and deeper civic engagement. Public institutions must transition from reactive service delivery to proactive value creation, aligning their missions with the long-term aspirations of the population. By doing so, they not only meet present needs but also build sustainable governance systems grounded in legitimacy, responsiveness, and public trust.

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