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A look at the quality of service based on the modernization of public management: an emerging situation in Peru

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ABSTRACT

Public management in Peru presents serious deficiencies, especially in the field of human resources. It is a priority to resume improvement processes in order to move towards a modern State that serves the citizen. The COVID 19 pandemic continues to wreak havoc in the country. Many of the problems that have arisen as a result of the pandemic could have been addressed much more satisfactorily if the State had better management skills. Public management is understood as the ability to properly and efficiently manage the resources of the State in order to meet the needs of the citizenry. While one of the issues that citizens in general complain about the most is the various procedures that one has to go through to access a public service, they consider that there is a lot of bureaucracy and that it prevents their needs from being met. For this reason, this article analyzes the impact of the implementation of the latest reform policies on the service provided by the public sector in our country. In order to identify to what extent the modernization of public management has led to an increase in the quality of the service provided by state institutions.

KeyWords: *public management; public servant; service quality; public policies.*

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Una mirada a la calidad del servicio a partir de la modernización de la gestión pública: una situación emergente en el Perú

RESUMEN

La gestión pública en el Perú presenta serias deficiencias, especialmente en el campo de los recursos humanos. Es prioritario retomar los procesos de mejora para avanzar hacia un Estado moderno al servicio del ciudadano. La pandemia del COVID 19 sigue causando estragos en el país. Muchos de los problemas que han surgido a raíz de la pandemia se podrían haber abordado de manera mucho más satisfactoria si el Estado hubiera tenido una mejor capacidad de gestión. Se entiende por gestión pública la capacidad de administrar adecuada y eficientemente los recursos del Estado para satisfacer las necesidades de la ciudadanía. Si bien uno de los temas que más se quejan los ciudadanos en general son los diversos trámites que se deben realizar para acceder a un servicio público, consideran que existe mucha burocracia y que impide que se satisfagan sus necesidades. Por ello, este artículo analiza el impacto de la implementación de las últimas reformas políticas en el servicio que presta el sector público en nuestro país. Con el fin de identificar en qué medida la modernización de la gestión pública ha significado un incremento en la calidad del servicio que brindan las instituciones del Estado.

Palabras clave: *gestión pública; servidor público; calidad de servicio; políticas públicas.*

INTRODUCTION

The pandemic has revealed the limits of a disjointed public administration that functions as an archipelago unable to coordinate at the minimum to respond to the needs of the population. This is not necessarily a legal or regulatory problem; it is basically a management challenge. In 2013, the Secretariat of Public Management of the PCM published the "National Policy for the Modernization of Public Management to 2021". It identifies eight reasons that explain the main shortcomings of public management in Peru; these are: (i) Absence of an efficient planning system and problems of articulation with the public budget system; (ii) Deficient design of the organizational structure and functions; (iii) Inadequate production processes of public goods and services; (iv) Insufficient infrastructure, equipment and logistics management; v) Inadequate human resources policy and management; vi) Limited evaluation of results and impacts, as well as follow-up and monitoring of inputs, processes, outputs and results of projects and activities; vii) Lack of information and knowledge management systems and methods; and viii) Weak intergovernmental and intersectoral articulation.

Almost a decade has passed since the publication of this valuable document and little or no progress has been made in resolving the aforementioned deficiencies. In some cases, there has been regression. The issue of human resources is probably the most dramatic. According to the Peruvian Ministry of Economy and Finance (2015) the modernization of public management is understood as a process of constant transformation in order to improve what public entities do and thus generate public value.

It can be said then, that it seeks to achieve an efficient and effective administration, that is, an administration that meets the real needs of citizens at the lowest possible cost, favoring for this purpose the introduction of competition mechanisms that allow the choice of users and in turn promote the development of higher quality services. All this surrounded by control systems that grant full transparency of the processes, plans and results, so that on the one hand, perfect the election system, and on the other hand, favor citizen participation.

Thus, in this systematic review article, the objective has been to analyze and synthesize, by way of reflection, the experiences carried out in the public sector on the

modernization of public management and the quality of service provided in State institutions at the national and international levels. Previously, the main theories that support this emerging paradigm will be analyzed, which will allow to understand the reason for each of the policies or changes that have taken, have taken or will take place in the administrations.

METHODOLOGY

A systematic literature review was conducted of refereed papers located in specialized databases such as Scopus, SciELO and Dialnet, of studies elaborated with quantitative (cross-sectional and/or longitudinal panel studies) and qualitative (comparative studies and essays) methodologies that analyze national reforms of public management modernization and the quality of service perceived by users in different state institutions. All search strategies collected articles written between 2010 and 2020. For an adequate selection of the information, filters were applied such as: the descriptor "Public management" and "Quality of service", the criterion of public management policies was also selected among the social sciences, then the search was limited to reports in English and Spanish. Thus, out of 29 open-access articles related to education, only 14 were directly related to the topic analyzed.

All the articles were reviewed individually in order to extract each of the results shown and to obtain a clear idea of the state of the art in relation to the topic being addressed.

RESULTS

Public administration in Peru presents a series of problems ranging from insufficient levels of professional preparation of personnel to a lack of interest in resolving bureaucratic obstacles quickly.

On the quality of service

As has been shown, the evolution of the concept of quality in organizations, as well as the conceptual approaches to it, are diverse. According to the Royal Spanish Academy of Language, quality is defined as "Property or set of properties inherent to something, which allow its value to be judged" (R.A.E., 2002), while the American Society for Quality Control defines quality as the set of functions and characteristics of a product, process or service that give it the necessary capacity to satisfy the needs of a given user. It follows that quality in service has to do with many aspects of the person, professional, public

servant, businessmen and others, who from their respective functions and roles build the image of the organization or institution of which they are part; this being a reflection of their own individual processes, which may or may not be of quality and, therefore, the results that they intend to obtain will depend on a high percentage of the performance, efficiency and responsibility they possess, from the point of view of personal and professional qualities or traits.

Dimensions of service quality:

Understanding the user

Wellington (2011) argues that it is the effort to get to know the client or user and meet their needs; it is the courteous treatment, friendly dialogue, as well as consideration and respect for the client. It is the credibility and honesty generated in the user by the service received.

To this extent, I can reaffirm that public servants have the commitment to use all our skills and professional functions to provide a service that generates wellbeing in the user. It is not a matter of attending to the user just to fulfill a function, but of mentalizing that we are dealing with a person who expects to receive good attention, which by right corresponds to him/her, so that when this does not happen, he/she feels frustrated and this generates a negative image of the institution.

Responsiveness

According to Wellington (2011) it is the willingness of the collaborator to help and provide prompt service to the client. It is the availability of trained professionals to provide timely services; it is the timely fulfillment of the required services. It is the possibility that customers or users have to contact the employee to answer their questions and requirements. Nowadays, most organizations have means and channels that make it possible to respond to users or customers. For example, the Internet, telephone and direct contact are some of them, as long as there is a willingness to provide a timely response.

Service reliability

This is the ability to deliver the service offered in a reliable and secure manner; it is the ability to inspire credibility and trust, also evidenced in the service provided by

employees. For example, when a company promises to do something in a certain time, it must do it, under the standards offered (Wellington, 2011).

Along the same lines as the author, I consider that service reliability is the capacity of an institution to comply with the services or products offered, which must be fulfilled as agreed; however, when a service is not provided according to the terms established, this generates harm not only for the user but also for the institution, since the image it projects is affected by the negative comments made by dissatisfied users.

Tangible elements

These are the physical assets that the company has and makes available to users in order to achieve quality of service. It is the ability to provide adequate spaces, distribution of areas and subareas in the company, as well as equipment, comfortable physical facilities (furniture, equipment, modules, etc.) in the user service, as well as materials that make the service viable (Wellington, 2011, n.p.).

It should be noted that if Wellington's theory were to guide our institutional philosophy, the reality would be different, since from the managers to the cleaning and security personnel, we would try to offer a quality service, providing a friendly treatment to the user, offering adequately distributed areas of movement, as well as comfortable facilities for the time of attention provided to each user, with signage to find the areas and the entrance or exit areas when the organization is large.

On the modernization of public management in Peru

According to Supreme Decree N° 004-2013-PCM of 2013, the national policy of modernization of public management in Peru must be results-driven, understanding this as a management in which public officials are concerned with understanding the needs of citizens and organize both operational or missionary processes and support or support processes, in order to transform inputs into goods and services that result in the greatest satisfaction of citizens, guaranteeing their rights and at the lowest possible cost.

According to Dassen (2013), there is much to be done from the professional level to revolutionize the state apparatus that organizes our country. Talking about the context in which public management takes place makes it necessary to talk about the economic deficit generated by state officials involved in corruption and malpractice.

Consequently, public management is a means that is linked to the values of public institutions, so that effectiveness is not only the result of technology and technical means, but also the result of institutional orientation to consolidate the implementation of quality of life and common welfare.

It is understood then that quality in public administration is the level or degree of response given by employees, officials or public servants to the demands and needs of the citizen-user. It represents, at the same time, the correct usefulness. Therefore, resources are fundamental to determine the direct relationship between the quality of public policies and usefulness in the economic and social spheres that structure the lifestyle of modern society.

Dimensions of public management modernization:

Strategic and operational plans.

Strategic planning starts by considering the priorities of the country and its central, regional and local government levels. It is also a process in which each institution, in addition to considering political commitments and the mandates of government plans, rigorously reflects on environmental issues (Presidency of the Council of Ministers, 2013). The issues on which national entities must focus their strategic plans are: i) on the opportunity or necessary state intervention, and the risk of public sector malfeasance; ii) on the macroeconomic, legal, political and institutional environment; iii) according to the requirements of citizens in which they must participate; iv) how the organizational society addresses these citizen requirements; v) on how the country meets these needs, what policies and strategies the institutions involved adopt, their results and impacts, and the lessons they have learned from the past.

As a result of this process, the strategic plan should contain both the government's goals and the entity's overall goals, which are manifested as the results it wishes to achieve in relation to citizens' needs.

Management by processes, administrative simplification

According to the Presidency of the Council of Ministers (2013), management by processes becomes a management at the service of the citizen that must necessarily change the traditional model of functional organization and migrate towards an organization by processes contained in the value chains of each entity, which ensure that the public goods

and services under its responsibility generate results and positive impacts for the citizen, given the available resources.

It could be said that a process is a series of activities in which income or inputs (requests for goods and/or services) are converted into a final product (delivery of goods and/or services) with an added value at each stage of the chain, such as quality, price, speed, welfare, convenience and other better conditions.

Budget by results

Regarding budgeting for results, the Presidency of the Council of Ministers (2013) states: A modern State at the service of the citizen, in addition to clear objectives, requires that its budgets are also allocated with a results orientation, i.e., based on the products that citizens expect to receive to satisfy their demands. Above all, considering that resources are scarce, it is necessary to prioritize. In this process, transparency and accountability are extremely important in the processes of allocation and evaluation of the destination of resources (p. 30).

This leads to cooperate with a results-oriented management, and it is possible to achieve great changes in public management, from an administration accustomed to examine itself in the budget process and its passivity to achieve better results for citizens. This will help reduce the gap in the quality and coverage of its infrastructure and public services, thus increasing economic efficiency, maintaining fiscal balance and strengthening the links between all public entities of the State.

Meritocratic civil service

State servants are subject to public scrutiny and must exercise their responsibilities with integrity and neutrality, also ensuring as a result the greatest possible public value for the benefit of the people, which adds complexity to the definition of their profiles and the evaluation of their performance (Presidency of the Council of Ministers, 2013, n/p).

The motive of public management is to serve the citizenry. This means that the State and its entities must determine their priorities and interventions based on the needs of the citizenry, and establish management functions and processes on this basis, allowing them to use their existing resources and capacities to better respond to these needs all the time. In other words, moving from a supply model, limited by the rationality of the State,

its organization and servants, to a demand model that starts from the needs and preferences of citizens and seeks to increase the public value of all State interventions.

Management follow-up, monitoring and evaluation

An essential element of results-based management is a continuous process of data collection and analysis designed to track and monitor inputs, processes and output indicators, as well as to analyze the results and impact of activities and plans. Projects developed by entities that are aimed at improving or guaranteeing the provision of products or services to citizens (Presidency of the Council of Ministers, 2013, p.45).

In this way, an attempt is made to measure the performance of the organization through the fulfillment of resource allocation goals based on its strategy, operational plan and budget priorities established at the functional and regional level.

This is why it focuses on transparently measuring the efficiency in the execution of objectives, the use of resources and the quality or degree of satisfaction perceived by citizens. Consequently, this information will allow us to obtain sufficient knowledge to permanently improve the quality of the country's actions to serve its citizens.

Some studies conducted in Latin America

Auad (2017) with the thesis entitled "Modernization and improvement of management in the public sector: a look from participatory innovation" conducted to opt for the degree of master in public policy at the Universidad del Desarrollo de Chile, reveals the results of the pilot program initiated by the Ministry of Finance in 2012 and 2014, which included the participation of 168 public sectors. This gave birth to an innovation competition aimed at identifying room for improvement within the organization, thus increasing resource efficiency and optimal quality service to citizens on the part of the State. The conclusion that has been drawn is: With respect to the modernization of public management in the country, it is obvious that the modernization mechanism established today is subject to and restricted by issues other than its original function, such as salary requirements for state officials. Consequently, a program born to modernize state management is faced with this type of salary failure, and so it has deviated from its objective and has become an entrenched management tool in the country. Being an important issue for public administration the date to eliminate it.

Sosa (2015) presented the thesis entitled: "Democracy, decentralization and change in public administrations in Mexico (1982-2010)" research conducted to opt for the degree of doctor at the Complutense University of Madrid in the Faculty of Political Science and Sociology, being one of its specific objectives to provide a broad perspective on the evolution of the administrative system in Mexico from 1982 to 2012, using documented analysis techniques. The research work has a simple descriptive level, in which it reflects Mexico and the public policies adopted. The research is based on the fact that changes in public administration in that country occurred in three simultaneous processes: 1) the democratization of Mexico's political system; 2) the decentralization of government functions and resources in a state that enjoys power throughout the 20th century, and 3) the acceptance of some values and management practices included in the overall public administration reform process. The conclusion he reaches is that after some isolated and disconnected attempts between the 1970s and 1990s, the federal government, in the new century, is improving its performance and accountability, evaluating performance and results-based management, as well as partnering with international organizations such as the IDB, the WB and the OECD.

For their part, Lira and Romero (2017) in their research entitled: "Modernization of Public Management: Estudio del proceso de Modernización de la Dirección del Trabajo 2015-2018", carried out at the Universidad Academia de Humanismo Cristiano, states that in the Chilean case, the arrival to government of the administration led by President Michelle Bachelet (2014-2018), incorporated within its program a package of reforms; among them, tax reform, education reform and labor relations reform, which seek to generate profound changes; in particular, an inclusive development of Chilean society. Historically, reforms have been carried out at propitious moments to promote changes in public agencies that are involved in some way in their implementation; without going any further, the last tax reform brought about a change in the organic structure of the Internal Revenue Service (SII), where a new plant law and civil servant career policies were generated.

Some studies conducted in Peru

Cardenas (2018) conducted a research entitled "Modernization of public management and compliance with auditable environmental obligations applicable to mining-OEFA,

2017" during his graduate studies at Universidad César Vallejo. The general objective of the study was to determine the relationship between the modernization of public management and compliance with auditable environmental obligations applicable to mining-OEFA, 2017. The sample consisted of 113 collaborators working in the different directorates (Evaluation, Supervision and Oversight, Sanction and Enforcement of Incentives) of the mining sector of the Environmental Evaluation and Oversight Agency (OEFA). The technique applied was the survey and the data were collected through two questionnaires applied to civil servants and public servants. It was concluded that there is a positive and moderate relationship between the modernization of public management and compliance with auditable environmental obligations applicable to mining - OEFA, 2017 (Bilateral sig. = 0.000 < 0.01, Rho = 0.550**). García (2018) with the thesis entitled "The role of knowledge management in the modernization process of Peruvian public management (2011-2016)" sustained at the Faculty of Letters and Human Sciences of the Pontificia Universidad Católica del Perú, set out to understand what is sought with knowledge management policies in the Peruvian public administration; a topic little researched. In particular, it documents how knowledge management, as discourse and practice, was incorporated into the agenda and design of the National Policy for the Modernization of Public Management in the period 2011 - 2016. Through a case study, the research describes the expectations of those who designed the referred policy when introducing the concept of knowledge management as part of the guidelines. In addition, the progress in the implementation of the related management instruments was analyzed. The researcher was able to recognize the introduction of knowledge management as a novel idea in the development of a results-oriented framework to improve the management of Peruvian public institutions; however, he found that there was no concrete implementation for the availability of tools and protocols to introduce knowledge management in the direct operation of public entities.

And how to improve corruption in the country's public management?

The corruption that exists in public management is not of recent years and is far from being extinguished. But what are we doing against it? Are public officials and public servants prepared to face acts of corruption? Where are the public ethics? Where are the values?

The renowned historian Quiroz (2013) in his book "History of Corruption in Peru" defines corruption as the misuse of bureaucratic political power by officials colluding with petty private interests to obtain economic or political advantages contrary to the goals of social development through embezzlement or diversion of public resources and distortion of policies and institutions. In this article, we will analyze the root of this problem in the country's public management.

One of the main deviations, in short, is in public ethics, which although it is found in the letter, that is, in the rules and regulations, it is not rooted in the officials of public institutions or in those in charge of directing State entities, who often do not have a clear understanding of the national and institutional objectives of their work centers. Given this reality, how can we think of improving public management in the country?

To avoid acts of corruption we must have public servants, officials and authorities truly full of values and ethical principles that allow them to be clear that they are only people who are in charge of the public resources of the State and that their positions are temporary. Likewise, there must be clear, transparent and public information at all times. Regulations such as the Law on Transparency and Access to Information, or the Code of Ethics of the Civil Service, to cite two examples, cannot be a dead letter. Likewise, it is important that there is a social control that is at all times attentive to the acts of possible deviations that could affect the transparency of public management, which in recent years has given revealing results of acts of corruption.

CONCLUSIONES

The quality of the service is reflected in the satisfaction of the people as users or clients of the service, but it can also be evidenced through the satisfaction of the personnel (officials, employees, managers, administrative staff) for the tasks or functions they perform to provide such service. The fact that public sector workers or human resources are the main input in the provision of services gives significant importance to their management, constituting the factor of greatest strategic value that administrations have to operate and adapt to change. This makes it necessary to implement a new, more decentralized human resources management system, which would prevent problems from becoming distant from the centers of responsibility, thus preventing the production of adequate responses and hindering the effective and efficient management of public

services; at the same time, it would make it possible to enhance the opportunities and capabilities of workers by eliminating the rigidity of the traditional public model.

The OECD points out that the institutional support unit to the Peruvian high government is a structure that does not provide consistency to control government management processes. Basically, this unit is centered in the Presidency of the Council of Ministers which, despite what may be believed, is a small entity, with a reduced team of collaborators and administrative instances, which operates as the classic organization of a ministry, but whose functions are transcendental, since it must support the Prime Minister, the Presidency of the Republic and the decisions of the Council of Ministers. It is a public entity that should follow up and help support the central directives of government management and the implementation of multisectoral policies, activating and articulating the work of all sectors.

The process of modernization of the State is, by nature, an exercise of continuous improvement that seeks to respond to the growing and increasingly sophisticated needs of citizens. Therefore, timely attention to the demand for public services requires an administrative apparatus with sufficient flexibility to respond to the changes and priorities of society. This obliges the State to reinforce the benchmarks, criteria and values that guide its modernization process. Today, for example, it is argued that public management modernization processes are aimed at delivering services to citizens, not only under criteria of efficiency and effectiveness, but also under values linked to transparency and ethics.

In recent decades, public administrations in most developed countries have been immersed in regeneration processes with the aim of achieving a more efficient and agile administration that can adapt to the needs of citizens, without resulting in an increase in the tax burden, but even tending to contain or reduce public spending.

The quality of the service is reflected in the satisfaction of the people as users or clients of the service, but it can also be evidenced through the satisfaction of the personnel (civil servants, employees, managers, administrative staff) for the tasks or functions they perform to provide such service. In this sense, State servants are subject to public scrutiny and must exercise their responsibilities with integrity and neutrality, also ensuring, as a

result, the greatest possible public value for the benefit of the people, which adds complexity to the definition of their profiles and the evaluation of their performance.

With regard to barriers to the implementation of reforms in modern public management, two groups have been identified: the first refers to the "strategic barriers" produced by the application of isolated and discontinuous reforms that are not efficiently applied in State institutions; the second refers to the "institutional barriers" produced by the fragility of bureaucracies penetrated by partisan, clientelistic and informal social practices.

Finally, another of the most relevant changes in all public administrations has been the incorporation of technological innovation in both internal and external processes of public action. With regard to internal processes, these are aimed at promoting the implementation of information systems that simplify planning, management and control processes. With regard to external information systems, such as the Internet, automatic consultation points, e-mail, etc., it has been understood that the aim is to facilitate citizens' access to their files without the need to travel and without waiting. These are the new telematic challenges oriented to an online public management that allows the population to speed up their procedures from wherever they are.

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