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Understanding Public Value Through Its Methods

Abstract

Objectives: The article has two main purposes. On the one hand, it shows how public value is defined and through what management tools it is created. On the other hand, it presents how representatives of various scientific disciplines describe the desired features of instruments creating public value and, based on this, how they evaluate the existing tools.

Research Design & Methods: We apply multiple factor analysis (MFA) on data collected from scholars from different scientific disciplines. The dimensions of various groups of methods described by the respondents made it possible to reveal the similarities and differences in their perceptions.

Findings: The study demonstrates that a scientific disciplinal background can influence perceptions of the benefits of management methods to deliver public value. Knowledge of background can make public managers aware of prejudices towards particular tools as well as it helps identify the most adequate one for each dimension of public value.

Contribution / Value Added: Our paper contributes to the body of knowledge of public value by showing how different perspectives can be integrated and helpful for describing diversified sets of tools. We outline how the respondents perceive the delivery of public value through management methods and, from this perspective, how they evaluate various tools.

Article classification: research article

Keywords: public value, management methods, instruments, multiple factor analysis, public value creation

JEL classification: H11, H83, C38

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Introduction

The practical implementation of guidelines derived from the public value theory is associated with activities performed in a certain way and using certain means. Public managers seeking to create public value have to select the right tools for the right jobs, which raises the question of choosing the correct instrument. Scholars who have analysed the meaning of the term "public value" have concluded that it is somewhat ambiguous and vague, and that it is applied in various contexts and described in very general terms (Meynhardt, 2009; Rhodes & Wanna, 2007; Rutgers, 2015; Van der Wal, Nabatchi, & de Graaf, 2015). It is thought that the idea makes it possible to connect a number of points of view arising from fields such as public policy, management, economics, and political science (Smith, 2004, pp. 68–69). Yet, to understand it intuitively is insufficient for the needs of operationalisation, both with regard to research design and measures directed at creating public value. This paper contributes to the body of knowledge of public value by showing how different scientific disciplinary perspectives can be integrated and helpful for describing a diversified set of methods used to deliver public value. It is our view that the contexts of political science, public policy, public administration, management studies, and place marketing are natural and obvious perspectives from which to understand public value. The objective of this study is to describe an impact of the perception of the representatives of different scientific disciplines on the delivery of public value through management methods. In order to show this, we apply a mixed approach that includes multiple factor analysis performed on data collected from academics working in the above-mentioned disciplines.

The article begins by presenting analyses linked to the existing definitions of the term "public value" in the subject literature. It then explains the assumptions behind the typologies of methods related to the creation and management of public value that were adopted as the basis for the conducted analyses. The article concludes by presenting the findings about the expected impact of particular public management method groups.

Literature review

Understanding public value – a review of the definitions

In order to identify the public value management method, it is required to describe main features of the pivotal term, i.e. public value. Looking through its key dimensions allows for searching for more specific spots, enabling the authors to link a management tool with a given component. The presented literature review aims at identifying the main interpretation of PV and examining what the researchers consider as the most relevant papers.

It was Mark Moore (1995) who first attempted to explain what 'public value' is. It is worth mentioning, though, that he paid more attention to its implications for managers of public organisations than to elucidating a precise definition of the concept. What he emphasised, therefore, was that the fundamental goal of the work undertaken by public managers is to create public value. By this he meant achieving outcomes valuable to society that meet citizens' needs and expectations, such as keeping the streets clean, ensuring that people feel safe and secure, and providing education, while at the same time explaining and justifying the resources allocated this way (Moore, 1995, pp. 29, 52). In his explanation of public value, Moore referred to the experiences of the private sector, which led to the conclusion that it corresponded with private value in the private sector (Benington, 2015, p. 41). Thus, rather than providing a strict definition of public value, Moore left the concept open to interpretation from diverse points of view, making it possible to form its definition in terms of paradigms, models, theories, narratives, and tools, which is what Rhodes and Wanna point out (2007, p. 408). This confusion results from Moore's lack of clarity when he talks about public value, seemingly identifying it with public goods, but also

with non-rivalrous and non-excludable services or public interest (Meynhardt, 2009, p. 195).

Table 1 contains a review of the definitions of public value that appear in the literature. The analysis of the meaning of the term 'public value' in publications from the years 1969–2012 revealed that few authors provide a definition of it (Van der Wal et al., 2015). Furthermore, the number of uses of the terms suggests the dissipated and fragmentary nature of public value research (Van der Wal et al., 2015, p. 24). Nevertheless, attempts are being made

to systematise and synthesise our understanding of public value. For this reason, the terminology proposed by Meynhardt (2009) and Rutgers (2015) should be noted. Their definitions derive from an analysis of the existing meanings and they are among very few authors who have conducted an analysis while specifying the meanings of the words "public" and "value" separately.

The work that Jørgensen and Bozeman (2007) carried out to clarify the scope of the concept of public value in academic literature led to

Table 1. Selected definitions of public value

Author/s	Definition
(Kelly et al., 2002, p. 4)	Public value refers to the value created by the government through services, regulation of laws, and other actions.
(Blaug et al., 2006)	Public value is what the public values.
(Meynhardt, 2009, pp. 204, 206)	Public value is about values characterising the relationship between an individual and 'society,' defining the quality of this relationship. Public value is what impacts values about the 'public'.
(Coats & Passmore, 2007, p. 4)	Public value is the analogue of the desire to maximise shareholder value in the private sector.
(Bozeman, 2007, p. 13)	A society's 'public values' are those providing normative consensus about (a) the rights, benefits, and prerogatives to which citizens should (and should not) be entitled; (b) the obligations of citizens to society, the state, and one another; and (c) the principles on which governments and policies should be based.
(Try & Radnor, 2007, p. 658)	[T]he contribution made by the public sector to the economic, social, and environmental well-being of a society or nation; can be generally defined as what sacrifices of money and freedom the public is willing to make.
(Mendel & Brudney, 2014, p. 29)	The holistic, full, positive, long-term consequence of doing good for a larger community.
(Rutgers, 2015, p. 40)	Public values are enduring beliefs in the organisation of – and activities in – a society that are regarded as crucial or desirable (positively or negatively) for the existence, functioning, and sustainability of that society. They can be instant or distant (the well-being of its members), direct or indirect, and present and/or future, e.g. in reference to an (implicit or explicit) encompassing normative ideal of the human society (the Good Society, the Common Wealth, the General Interest). All of these give meaning, direction, and legitimation to collective action, as they function as arguments in the formulation, legitimation, and evaluation of such collective actions, be it merely proposed or actually executed.
(Benington, 2015, p. 39)	Public value can be thought of in two main ways: First, what the public values; Second, what adds value to the public sphere.
(Papi, Bigoni, Bracci, & Deidda Gagliardo, 2018, p. 3)	[T]he public administration's ability to achieve and maintain an equilibrium between the satisfaction of a community's needs (e.g. a decrease in unemployment) and the public administration's needs (i.e. balanced revenues and expenditures), as mediated by political priorities.

Source:

the emergence of a number of groups of values associated with:

1) the public sector's contribution to society, which is expressed in ideas of the common good and of the public interest, altruism, sustainability and the voice of the future, and regime dignity (of the public authorities);

2) the transformation of interests into decisions, which encompasses values associated with majority rule, democracy, and the protection of individual rights and the rights of minorities;

3) the relationship between public administrators and politicians: the former carry out tasks in accordance with political decisions and they are accountable and responsive as well as display political loyalty;

4) the relationships between the public administration and its environment, which are connected with openness, neutrality, and cooperation;

5) the intra-organisational aspects of political administration, which concerns robustness, innovation, and productivity;

6) the behaviour of public-sector employees, e.g. with regard to their accountability and professionalism;

7) the relationships between public administration and the citizen as expressed through legality, equity, dialogue, and user orientation.

This overview reveals the thematic content of public value. It can be divided into two groups. The first one comprises a set of public values related to the environment and to society, while the second one is linked with a public sector entity itself, its organisation, personnel, leadership, and contact with users.

In the analyses of the concept of public value, a direct reference is made to axiology and psychology (due to the needs theory) when considering its subjectivity (Meynhardt, 2009). A good example in this context is the definition adopted by British researchers who state that "public value is what the public values" (Blaug, Horner, Lekhi, & Kenyon, 2006). The meaning of public value adopted by Moore is also defined as "a combination of efficiency, social effectiveness, politically-sanctioned outcomes, and fairness and honesty in the context of democratic governance" (Bryson, Crosby, & Bloomberg, 2015, p. 3). Yet, because public value is defined by deliberative democracy, its contents cannot be unequivocally determined (Alford & Hughes, 2008, p. 131). Though in most cases public value is produced by a public sector organisation, it is, in fact, consumed collectively by society, which decides whether a value is public or not (Alford & Hughes, 2008, p. 131).

The stakeholder theory addresses the question of the disparate expectations formulated by different groups of people from the perspective of organisation management. As Kelly, Muers and Mulgan note (2002), value arises as a response to the expectations of residents and citizens; the authors also take into account the fact that citizens offer something in return. The examples they give include disclosing personal data in exchange for more personalised information or services, or the time citizens might give up to serve as school governors. This is not, however, a view that is widely accepted in the subject literature.

Public value is created by the work of public organisations, which mainly means services, but also legal regulation (Kelly et al., 2002). For example, Kalambokidis (2014) discusses its creation through tax policy. We are, therefore, referring to operations management which, in the context of public organisations, concerns the management of public services. In a broader context, public value is also created by businesses and non-governmental entities, whose opportunities to be included in this process depend on public leaders (Benington, 2015).

Moore argued that the key role in the contribution made by public sector entities to providing public value is played by their leaders. The basic premise for the development of this idea was an attempt to combine two critical issues for public managers: the goals to be achieved and the tools, such as money or authority, that could be used to attain them. Closer analyses have shown that

it is middle-level managers who are responsible for creating public value (Diefenbach, 2011). Public managers are responsible for carrying out the policies that had been approved and adopted in their operational areas. Moore drew on case studies of employees working in public libraries, municipal cleaning, youth services, housing offices, environmental protection agencies, and for the police. However, the range of posts he took into account was relatively broad, which is emphasised in the literature (Rhodes & Wanna, 2007). One of Moore's criteria was that of influence on the actions of government (1995, p. 2), by which it is implicit that, although they possess no formal remit to carry out public tasks for a specific organisation, the leaders of interest groups, judges, and even leaders of private companies performing public tasks are also to be recognised as public managers. Philanthropic leaders should also be included in this group (Mendel & Brudney, 2014).

In the above-mentioned division of values, politicians are also mentioned. This division can be described as follows: politicians define what needs to be done and public managers concentrate on putting it into effect under changing conditions. In other words, the former decide what actions are appropriate and proper, and the latter put them into effect accordingly. It was with these categories in mind that Moore devised the strategic triangle as an aid to everyday operations and as a tool to guide their efforts. It should be added that public value as an idea that focuses attention and action could also be useful to local communities and public-service providers (Smith, 2004). The latter do not have to be a part of the state or local government. Instead, they can act on behalf of these institutions as NGOs contracted to provide particular services.

In order to summarise the existing state of knowledge on the interpretation of the term 'public value' in the academic discourse, let us return to the analysis of the very words that are its constituent parts, i.e. 'public' and 'value'. In line with the adopted axiological interpretation, value is expressed in the preferences of individuals and entities, which underlines its subjective nature.

If value is located outside the organisation, it is the customers or users who decide what it is. Yet, the public element involves the collective perception of value, which is then expressed as the sum of individual expectations or preferences, but is also a generalisation of them. As a consequence, that which is valuable arrives *post factum* once the product or service has been used or consumed. In this vein, Spano explains that only satisfying the needs of citizens creates value, and the more this is done, the greater is the amount of public value created (2009, p. 330). The question of user participation in value assessment is about taking them into account not so much as consumers but, rather, as active participants in the creation process. This issue is the focus of a distinct field of enquiry in the subject literature (Bryson, Sancino, Benington, & Sørensen, 2016; Farr, 2016; Osborne, Radnor, & Strokosch, 2016).

In Moore's formulation, value is a conceptual category developed primarily for managers and, therefore, explicitly designed for reasons of pragmatism rather than research. It was of greater importance to him to specify the matters to which public managers should attend. For this reason, he devised the strategic triangle, which comprises organisational capacities, the implementation environment, and the authorising environment. The concept of public value makes it possible for public managers to describe and better understand the environment they operate in, to build a narrative of management initiatives, and to forge the rhetorical tools to justify them. Furthermore, it serves as a base for assessing the effectiveness of initiatives that is used in models for measuring public value.

The versatility of public value, which can be employed in the pursuit of disparate objectives, lends it considerable potential when applied to the requirements of the theory and practice of managing public organisations. The link between public value and other types of value is important in this regard. In the above-mentioned argument, the adjective 'public' is tantamount to society as a whole, but also, and more precisely, to the users of public services. The picture is incomplete,

however, if this identification is with the public sector alone. The guiding principle that makes it possible to attribute the feature of 'publicness' to value is that it is shaped by a group of people. Taking their perspective into account by introducing different management methods makes it possible to distinguish between contemporary systems for delivering public goods and services. These are characterised by the inter-organisational and interactive provision of public services, which is marked by a process-based and systemic approach (Osborne, Radnor, & Nasi, 2013). From the management standpoint, this means a focus on strategy, the marketing of services, coproduction, and operations management (Osborne, Radnor, & Nasi, 2013). It should be recalled that public values are also understood in the subject literature as good governance criteria, which differs from the concept discussed here (Alford, Douglas, Geuijen, & 't Hart, 2017; Bozeman, 2007; Nabatchi, 2018).

The interpretive approaches discussed in this section of the article demonstrate the complexity of the idea of public value management. The conducted analyses achieved their aim of identifying the main elements of the management of public value from the public manager's point of view as its creator. They follow from the strategic triangle, whose components formulate the respective management fields: public services, the environment (internal and external), and results. Each of these domains can be investigated independently, i.e. in isolation from the other two and as a distinct management focus. However, it is taking account of these domains together that makes the management of public value possible. This also means that the effects of the methods applied in each domain are felt in the other domains, too. Other public value frameworks in terms of measurement are discussed elsewhere by one of the co-authors of this article (Ćwiklicki, 2016).

Assumptions behind the typology of public value management methods

The set of methods that could be suitable for inclusion in a description of a given field of public value management is not only broad, but also, and more importantly, open-ended. This makes it difficult to unambiguously assign a given method to a group, because the individual tools can be applied to other areas. Aside from problematising the formulation of a typology of the main dimensions of the strategic triangle of public value, it leads to separate, partial analyses corresponding to the given domains. The diversity of interpretations of public value – such as the plurality of actors involved in public value creation – leads to specific management areas, e.g. stakeholder management and external communications. Yet, an approach of this kind confronts researchers or public managers with the difficulty of assigning a method to a field, which may affect the adequacy of its application, i.e. the best fit between the tool and the nature of the problem being solved. In order to avoid this awkwardness, this article references not specific methods, but groups of methods, which are named after fields of study. This way, it is possible to distinguish ten groups of public value management methods described in Table 2. The conceptualisation of these groups results directly from the strategic triangle dealing with three main topics: service management and operational capacity, operating environment (service delivery), and supporting environment (legitimacy for action). The assignment of groups of methods refers to the strategic triangle and the definitional dimensions described in the previous section. Based on the strategic triangle's parts, one can consider these three main groups as: (1) public-services-focused management methods; (2) environment-focused management methods; and (3) results-

based management methods (see Table 3). The proposed typology is a general approximation of classification based on the affinity of tools and a common purpose. However, overlapping can be observed as well as the boundaries are not clear-cut.

The above-mentioned methods are included in our analysis. We investigate how the respondents perceive delivering public value through the prism of the methods and whether there are differences in both the definition of a method's features and the assessment among representatives of different academic disciplines.

Public value management can be conceived of in three dimensions according to Moore's strategic triangle: public value, legitimation and support, and operational capabilities. Public value refers to the implementation environment and can be connected with ideas of public service management, while legitimation and support are linked to the legitimising environment and as such refer to environment-focused management. Meanwhile, operational capabilities is a category associated with the ideas of results-based management. This classification makes it possible to distinguish

Table 2. Description of public management methods

Group of methods for/of:	Description	Examples
examining user expectations of public services	Mainly linked to studies about service quality, as quality expresses the coherence of the services provided with customers' (citizens') expectations.	SERVQUAL, SERVPERF, Mystery Client
co-production of public value	An approach where a citizen is strengthened in service creation, design, production or initiation.	self-service, customer engagement, crowdsourcing
external communication	Refers to information exchange via different communication channels, with external entities being able to influence the realisation of public organisations' mission.	public relations, media relations, sponsoring, social communication by electronic means (e.g. online meetings), traditional media (e.g. printed newsletter), direct (e.g. press conference), and indirect (e.g. press office)
operations management	Focuses on resources and process management, performance management, decision-making for increasing effectiveness.	business process management, change management, benchmarking, capacity management, lean government
political management	Refers to political marketing and election marketing, periodically performed.	campaign management, entrepreneurial advocacy, negotiations, public deliberation, public relations, lobbying
organisational politics	Focuses on achieving the maximisation of own benefits by employing power and influence.	negotiation techniques, internal communication tools, influencing
managing relationships with stakeholders	Refer directly to the stakeholder relations management.	stakeholder analysis, power-interest matrix
planning for results	Refers to strategic management focusing on analysing the organisation and its environment.	stakeholder analysis, project cycle management, Critical Path Method, foresight, SWOT
monitoring for results	Similar to performance measurement, based on qualitative and quantitative measures.	public value scorecard, balanced scorecard, performance benchmarking, Citizen's Charter
evaluating for results	Evaluates policies with reference to the initial goals and assumption; evidence-based policy.	a variety of research methods used in social sciences, SWOT, mind mapping, desk research, Cost-Benefit Analysis

Source: Authors' own work.

Table 3. Characteristics of the major groups of public service management methods

	Groups of public service management methods	Field of public value	Dimension of Moore's strategic triangle	Field of impact
M1	Research methods for user expectations	Public service management	Public value	Implementation environment
M2	Methods of coproduction of public value			
M3	Methods of external communication			
M4	Methods of operations management			
M5	Methods of political management	Environment-focused management	Legitimation and support	Authorising environment
M6	Methods of organisational politics			
M7	Methods of managing relationships with stakeholders			
M8	Methods of planning for results	Results-based management	Operational capabilities	Organisation
M9	Methods of monitoring for results			
M10	Methods of evaluating for results			

Source: Ćwiklicki, 2019, p. 108.

between three groups of methods – each related to a particular component of the strategic triangle – and to assign public value management methods to various groups (Table 3).

Methodology[1]

Preparation of the study and collection of primary data

The entire study was based on an interpretive-constructionist paradigm and involved integrated qualitative research and quantitative data analysis. The data was elicited in a purposive sample of academics of a variety of scientific disciplines and sub-disciplines, who thus shared the same professional background. Because public value can be considered from a variety of disciplinary perspectives, especially from that of public management and its associated fields, representatives of the following disciplines were

included in the study: (1) economics; (2) public policy; (3) political science; (4) administrative law; (5) management; and (6) place (territorial) marketing. One representative from each of these disciplines was invited to participate in the study. Our aim was to present how they describe features that management methods should possess in order to create public value, and how they perceive their effectiveness. Holding a habilitation degree and having experience in conducting academic research were both adopted as additional selection criteria. The choice of academics for the respondents was dictated by several reasons. First of all, solutions developed at universities are very often the basis for the operation of companies. On the other hand, the activities of enterprises are subject to academic critical analysis. Designed research makes it possible to present how professional background influences the perceptions and, in consequence, the choice of a given public value management method.

The criteria for the typology of public value management methods were established on the basis of answers to the following question: "From the point of view of your discipline, what features

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[1] The data comes from a previous work of one of the co-authors (cf. Chapter 5 in Ćwiklicki, 2019). The current paper synthesises the results and develops the discussion of the findings.

should management methods (tools, instruments) possess so that they are conducive to the creation and delivery of public value?" It was explained in a note that this concept should be understood as the value created for society through the work of public organisations (services, legal regulations). Reference was thus made to the definitions discussed above. The responses were given by way of free association and were recorded in the course of the interview. They were then shown to – and discussed with – the respondent, which made it possible to determine the features that methods applied in public service management should have. This allowed for an exploration of the perception of – and ways to define – the characteristics of management methods that deliver public value.

It was the task of the respondents in the second stage of the study to assess the above-mentioned groups of methods (Table 3) on a seven-point scale in terms of the features they had spoken of in their responses to the said question. In other words, the respondents were deciding on the extent to which a given group of public value management methods satisfies – or is characterised by – a particular feature. This made it possible to tabulate the individual evaluations of the representatives of the said six disciplines for each group of methods. Six sets of data in a tabular form with different numbers of columns according to the number of features mentioned by the respondent in their response to the question – and ten rows corresponding to the various groups of methods – were obtained from the individual interviews. As a consequence, differences and similarities between the respondents' assessments could be captured. The data was collected between 25 November, 2018, and 7 December, 2018, in the form of direct individual interviews with each member of the purposive sample of representatives of the six disciplines. The average duration of the interviews was forty-five minutes. The calculations were made, and the graphs drawn, with the aid of the XLSTAT software.

The method of analysis

Multiple factor analysis (MFA), which was devised in the 1980s, was selected to investigate the data. The analysis consisted of three parts:
1) distinguishing the main factors by means of which it is possible to describe particular groups of methods; the factors were recognised on the basis of free associations provided by the respondents;
2) examining how particular methods are located by the respondents in the previously created space of factors;
3) examining the similarities and differences between the opinions of individual respondents.

The MFA makes it possible to perform a factor analysis on several datasets (variables) combined in a global matrix, and to identify the hidden variables in datasets that have the greatest number of colligations. The different measurement levels produce tables of variables, which are integrated by means of examining their interdependencies. This involves analysing the structure both within and between tables. As part of the procedure, the data is normalised so that it can be compared. This, in turn, involves dividing all of the elements of the table by what is known as the first singular value, which is the equivalent of the standard deviation for the matrix (Abdi & Valentin, 2007). The first singular value is the square root of the first singular value (eigenvalue) of the principal component analysis matrix. These values are then combined in a single, common matrix, on which a principal component analysis is performed again. The data for each of the cases is then projected onto the global space. This way, it is possible to compare the similarities and differences between them. The reason for using this particular method is positive verification in studies of the perception of certain phenomena, in which assessments are made by a number of respondents. The essence of the method is to integrate the interviewees' differing opinions so that they can be shown on

a single plane. Furthermore, in multiple factor analysis calculations are performed on data obtained from different sources on the theme of different groups of methods, for which the respondents formulate their own criteria (Abdi, Williams, & Valentin, 2013). The use of this method allowed the authors to identify factors based on the characteristics provided by individual respondents.

As a result, the analysis, which was carried out around three groups of methods (see Table 3), identified the major factors, differentiating between the individual methods for each of the three groups and explaining the variance of the variables. The MFA was performed for each of the groups of the distinguished methods. This, in turn, made it possible to identify the dimensions created by the given characteristics, to locate the methods on the plane of these dimensions in accordance with the respondents' evaluations, and to investigate the differences in the interviewees' perceptions of the various methods.

Results

The characteristics of the principal components

The analysis distinguished the principal components based on the characteristics and attributes provided by the respondents, which could help describe the groups of methods. All the characteristics formulated by the respondents were discussed with them during the survey. This allowed for a better understanding of the statements

and enabled us to name their expressed points of view as factors. The principal components analysis for *public service management methods* established three explanatory factors. Out of these, two can be described as major explanatory factors. They explain 73% of the entire variation, with F1 accounting for 39% and F2 accounting for the remaining 34%. The analysis of *environment management methods* identified two explanatory factors for the investigated methods. The first one (F1) explained 63% of the variation and the second one (F2) explained the remaining 37%. The results of the analysis distinguished two factors for the *results-based management methods group*. The first one (F1) explained 74% of the variation and the second one (F2) explained the remaining 26%. The results are presented in detail in Table 4.

When attempting to define a set of features with high loading (above 0.863) for the various groups of methods, the first major factor for *public service management* would be 'providing justified benefits to society' or, more succinctly, 'delivering significant social benefits'. This set comprises the following features: productivity, fact-based use case, offering measurable benefits, taking symbolic action, naming, values, attractive to society, dependent on the environment, simplicity of use. After the selection of loadings above 0.844, the right term for the second major factor is 'comprehensive efficiency', which is to be understood not only in the narrow sense of economic effectiveness, but also as denoting holistic solutions. The set for the second factor comprises characteristics such as: the option to select contractors, systems thinking,

Table 4. Eigenvalues for the public-service-management-methods groups

	Public Services			Environment		Results-based	
	F1	F2	F3	F1	F2	F1	F2
Eigenvalue	4.027	3.577	2.797	5.216	3.043	5.484	1.950
Variation (%)	38.716	34.396	26.889	63.154	36.846	73.771	26.229
Cumulative (%)	38.716	73.111	100.000	63.154	100.000	73.771	100.000

Source: Authors' own work.

efficiency, and effectiveness. These terms will be used in the remaining sections of the analysis.

In the case of the group of methods associated with *environment-focused management*, the first factor can be defined as 'an efficient tool enabling rapid action'. Values above 0.974 have the following features: economic efficiency, sustainability of value delivery, strong tool multiplier, and speed of the delivery of effects. Two sets of features with very high (above 0.9) or slightly lower (above 0.8) loading can be used to describe the second factor. The first group comprises the following features: value carrier, creating a framework for value delivery, identification of needs and wants, environmentally-dependent, and short time of value delivery to user. The second group comprises productivity, adequacy with regard to needs, and low number of veto players. Both supplement the context of 'rapid creation and delivery of value appropriate to the social needs identified'.

Referring to the *results-based management methods group*, an analysis of the loadings makes it possible to describe the first factor as 'effectiveness in delivering value appropriate for society'. We selected features with loadings above 0.990: creating a framework for value delivery, economic efficiency, formal justification of use, efficiency, effectiveness, sustainability of value delivery, user engagement, and understanding social needs.

Meanwhile, the second factor can be described as the 'overall relevance of value delivery'. We were guided by the highest loadings (above 0.860) when selecting features, which were: the relevance of intervention, the selectivity of measures, and a holistic understanding of the problem.

The analysis enabled us to distinguish the main factors in relation to particular groups of methods by which the respondents described the desired characteristics for public value management tools.

Evaluation of the groups of methods from the perspective of the principal components

The next step in the analysis was to map the various methods identified within the framework of each of the three major groups onto their corresponding principal component spaces. The results are presented in Figure 1.

The first dimension in the public value management methods group differentiated most clearly the methods focused on the environment of the organisation – i.e. researching user expectations (M1), coproduction of public value (M2), and external communication (M3) – from the operations management methods group (M4). The second dimension, however, differentiated all the methods to an equal degree. Figure 1. demonstrates that methods of external communication (M3) attracted high assessments on both axes and that
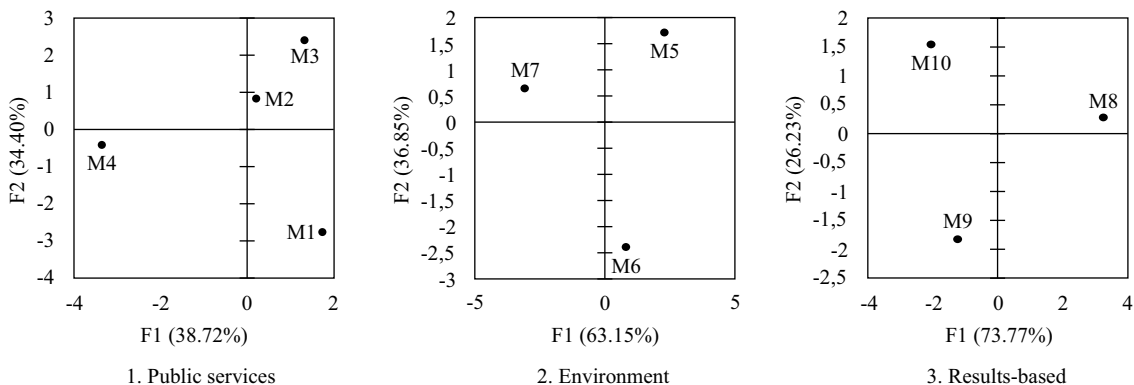

Figure 1. Groups of public value management methods in the global principal component analysis space

Source: Authors' own work.

the evaluations of this method and the coproduction of public value (M2) were similar. It was researching user expectations (M1) that stood out the most from other methods in this group. This difference is explained by the second factor, i.e. the holistic efficiency of the method, which in the case of researching user expectations is without doubt lower when compared to the remaining methods. However, the positioning of methods with regard to the 'delivering significant social benefits' factor adequately reflects the nature of operations management, where the emphasis placed on this aspect is weaker than in other methods.

The analysis conducted for the group of methods associated with environment-focused management indicated that both factors, i.e. the efficiency of the method applied and the delivery of value in accordance with expectations, fully reflect and describe – in the opinions of the respondents – the specificity of political management (M5). The first factor, however, corresponded with the methods of organisational politics, while the second one corresponded with the methods of managing relationships with stakeholders. It can be concluded that the respondents evaluate the methods of political management and the methods of organisational politics as more effective, while they see the methods of political management and the management of relationships with stake-holders as enabling the swift creation as well as the delivery of value relevant to the diagnosed social needs.

In the results-based management methods group, the factor associated with the effective delivery of value for society differentiated methods of planning for results from methods of implementation and evaluation. However, the second of the factors explaining the variation in the presented dataset, namely the relevance of overall value delivery, highlighted the differences in perception between methods of planning and evaluation for results on the one hand and methods of monitoring for results on the other.

As has been presented above, such an approach allowed us to examine the perception of individual methods in the space of dimensions that were identified in the first part of the analysis. We emphasised that one of our objectives was to investigate how the represented academic discipline affected the perception of creating public value. In the next section, we present how the opinions of individual respondents were similar to each other and how they differed with regard to the subject under scrutiny.

Comparison of the respondents' evaluations

Based on Figure 2, it is possible to specify the degree of convergence of the respondents' evaluations in relation to the various groups. Especially with the second factor taken into account, namely holistic efficiency, economists diverged the most in their statements on the management of public services. The evaluations made by the exponents of management, political science, and administrative law were relatively similar.

Based on the results of the analyses concerning environment-focused management, it can be stated that this group of methods best reflects the evaluations of the exponents of management, political science, and administrative law. While the presence of management and political science raises no major doubts with regard to the environment-focused methods, the evaluation of the representative of administrative law is interesting. This can be explained by the fact that, out of the features he indicated, the strongest association was with the second factor – i.e. adequacy with regard to requirements – which fully corresponds with the feature indicated by the representative of place marketing, i.e. the identification of needs and wants.

With respect to the results-based management methods group, we can conclude that the evaluations of all the respondents were relatively similar due to the 'efficient tool' factor. This similarity can be explained by a comparatively similar understanding of the effectiveness of the application of the tool. In this group of assessed methods, it is, nevertheless, necessary to point out that
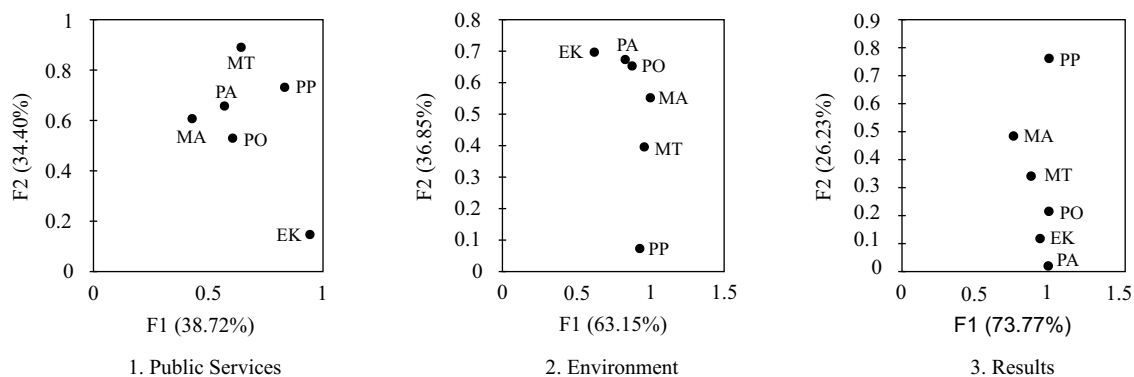
Legend: representatives from: economics (EK), administrative law (PA), place marketing (MT), public policy (PP), political science (PO), and management (MA).

Figure 2. Projection onto the global space of the data tables of various respondents for groups of methods of public value management

Source: Authors' own work.

the evaluations of the public policy representative were noticeably different.

It is also worth noting that the obtained results and differences in perception may result from a conflict of interest. This can be the case in connection with various goals of activity as well as values which are most important from the point of view of the disciplines represented by the respondents.

Concluding remarks

With respect to both the respondents' evaluations and the groups of methods, the use of MFA made it possible to collectively capture the obtained results. The analysis shows that in the respondents' perception, the public service management group of methods delivers significant social benefits and holistic effectiveness, and that this group is best described primarily by the features formulated by the representative of public policy. The second group, i.e. that of environment-focused management methods, is characterised by the effective application of tools enabling rapid action as well as the swift creation and delivery of value relevant to the identified social needs. The features that

fit this group most fully are those formulated by the representative of management sciences. The final group of methods – results-based management – is characterised by the effectiveness in delivering value appropriate for society and the relevance of overall value delivery. As in the case of the first group, the strongest concordance here was shown in the evaluation made by the representative of public policy discipline. The representative of management sciences occupied second place in this respect.

What the analysis made possible to assess was the extent to which the various groups of methods display the characteristics – or meet the expectations – articulated in the assessments that had formed the base for the dimensions describing the various groups. In the public-service-management-methods group, then, the methods of external communication were evaluated as characterising the delivery of social benefit and effectiveness to the greatest extent. In the environment-focused management methods group, the methods of political management were assessed as most associated with, first, the effective application of tools to facilitate a productive action and, second, the delivery of value appropriate to

the identified needs. In the results-based group, in turn, planning for results was evaluated as the method most likely to deliver a comparatively relevant value appropriate to society.

As noted in the introduction, the term 'public value', and thus the management of public value, can be defined in a number of ways. The dimensions the respondents used to describe the various groups of methods made it possible to recognise the similarities and differences in the perceptions. Therefore, it became apparent that taking into account the perspectives of different disciplines results in a different perception of the methods used to manage public value. We should emphasise that using MFA allowed us to present an integrative view of public-value tools. However, as this paper shows, only a researcher's/scholar's point of view and empirical perspective can be valuable.

The limitations of the study and recommendations for future research

This article focuses on one of the interpretations of PV referring to the active role of public manager without including the civic engagement stream. The reason for this results from thematic public value management methods, which are associated with public managers. Also, we discuss in a rather limited manner the mandate of public managers in terms of their possibilities to create public value in different administrative arrangements. Moreover, it should be noted that this is an exploratory analysis and, as a consequence, the obtained results cannot be treated as representative in the statistical sense for the problem under investigation. It should furthermore be stressed that although all of the respondents were chosen as part of a purposive sample, they all work for the same university. Therefore, it would be cognitively and methodologically stimulating to conduct research among respondents from different universities and research institutes in order to demonstrate differences in understanding the meaning of public-value tools. Moreover, the inclusion of scholars from abroad would make it possible to capture

the differences in the perception and definition of the investigated term in a variety of national contexts. Additionally, a new line of enquiry would be to investigate actual public managers, i.e. persons who are more practice-oriented. It would enable researchers to, first, confront academics' point of view with the individuals' professional experience and, second, acquire data about the actually used and preferable public-value-management tools. Additionally, as was noted, a conflict of interest may arise due to the different values and ways of acting that are considered as the most important in the public value creation process by representatives of different disciplines. It would be cognitively interesting to design research that would focus on this issue, too.

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