

## RESEARCH ARTICLE



# Strategic public value(s) governance: A systematic literature review and framework for analysis

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## Abstract

This article offers evidence-based understanding of public value creation in multi-actor collaborations by presenting the results of a systematic literature review of empirical studies published within the public administration field. Specifically, it focuses on two primary research questions: How do multi-actor collaborations generate public value(s)? What types of public value(s) are created by these collaborative endeavors? Our results shed light on 12 strategic governance components for enacting public value(s) governance (PVsG) in multi-actor collaborations, including six key public values to be considered for discerning and assessing processes of public value generation. We contribute to theory and practice by providing a unifying framework to PVsG which updates the public value strategic triangle combining Moore's managerial action-focused approach with Bozeman's policy or societally oriented public values approach.

## Evidence for Practice

- Public value creation in multi-actor collaborations happens because of several strategic governance practices, such as identifying a shared value proposition or defining an adequate collaboration design.
- The performance of public value creation in multi-actor collaborations should be framed and assessed in terms of public values generation.
- The public value(s) governance (PVsG) framework provides the space necessary to situate strategic practices for PVsG.
- Investments in developing integrative leadership and strategic management skills and capabilities within organizations can effectively guide collaborative efforts and enhance public value creation efforts.
- Public values should be conceived as an actionable element of strategic public governance to provide a public values foundation to policy analysis, design, and implementation.

## INTRODUCTION

At a time of planetary challenges such as climate change, economic and social inequalities, and technological changes, the importance of public values and the creation of public value calls on all sectors of society to take action and engage in problem solving (Stibbe & Prescott, 2020; Thabit & Mora, 2023). As such, public administration scholarship and practice recognize a shift in the role of

government and public organizations; they are increasingly required to engage with different types of organizations and citizen groups to address societal challenges (Bryson, Crosby, & Stone, 2015; Thomas, 2013).

Growing literature on co-creation, collaborative governance, co-production, and cross-sectoral collaboration, describes the emergence of a new portfolio of strategic activities in the mission of public organizations to enhance the creation of public value through collaboration

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(Douglas & Ansell, 2023). Yet, research within these domains is largely based on small samples, resulting in limited applicability of findings and a lack of comprehensive understanding of how multi-actor collaboration affects public value creation (e.g., Page et al., 2015).

This article seeks to address this gap with a systematic literature review that examines existing empirical studies in the field of public administration, to answer the following research questions: How do multi-actor collaborations generate public value(s)? What types of public value(s) are created by these collaborative endeavors?

By focusing on public value(s) governance (PVsG) in multi-actor collaborations, our findings inform public managers and policymakers on how to design and lead collaborative efforts to deal with wicked problems and societal challenges. Conceptually, we also build a bridge between the academic debates on public value (Moore, 1995) and public values (Bozeman & Jørgensen, 2007). Based on the public value strategic triangle developed by Moore, and more recently adapted to a multi-actor world (Bryson et al., 2017), we advance strategic guidance for the governance and operationalization of the instrumental (process-oriented) and prime (output-oriented) public values conceptualized by Bozeman.

The article is organized as follows. The next section provides our theoretical backdrop. The third section describes the methodology and all the steps taken to conduct our systematic literature review. Findings are presented in the fourth section, which details the main elements of PVsG, including what type of public values are created in multi-actor collaborations. A unifying framework for PVsG is presented and discussed in the fifth section of the article, followed by the final concluding remarks.

## THEORETICAL BACKDROP

The concept of public value is foundational to public administration (Wallmeier et al., 2018), and since the nineties of the last century, it has gained increasing popularity within and beyond the public administration field (e.g., Mazzucato & Ryan-Collins, 2022). It has emerged as a response to New Public Management ideas and to claim the distinctive nature of the value generated by public organizations (Moore, 2013). What is considered as public value and by whom, who is co-creating it (considering issues of inclusion, representativeness, and value capture), and how public value is produced are indeed crucial questions for public administration (O'Flynn, 2021). There are at least four main approaches to public value theorizing (Bryson, Crosby, & Bloomberg, 2015; Hartley et al., 2019; van Gestel et al., 2024): a managerially focused concept of creating public value (e.g., Moore, 1995); a policy and societally focused conception of public values (e.g., Bozeman, 2007); a psychological theory of basic human needs and objectified values (e.g.,

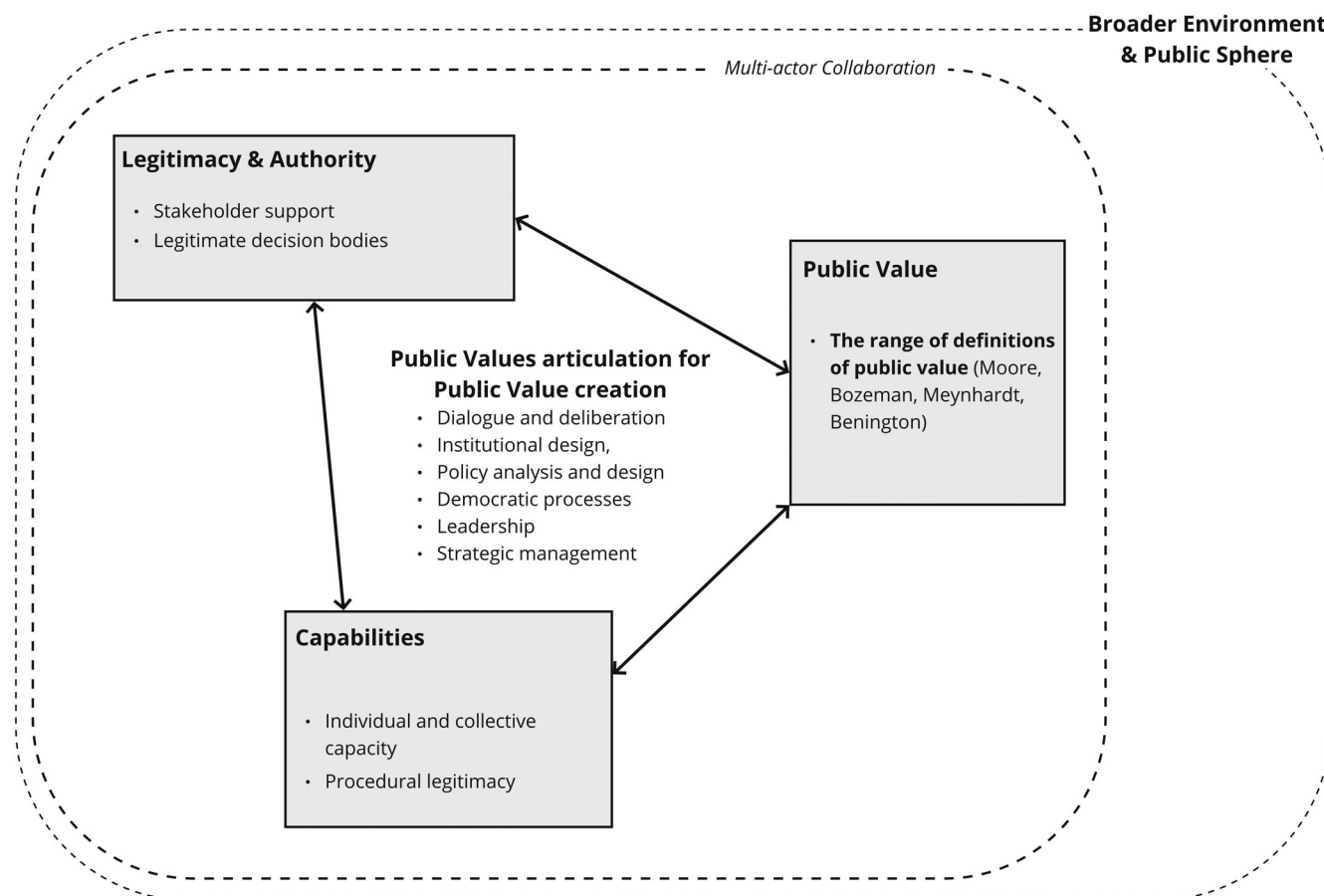
Meynhardt, 2009); and a focus on the public sphere where public value(s) become an aspect of contested democratic practice (e.g., Benington & Moore, 2011).

Whatever the approach taken, recent developments in the theory of public value have recognized that its development is no longer a duty that public managers can perform in an isolated manner; the creation of public value is a shared responsibility of all societal sectors (Sancino, 2022). For modern public administration, a “holistic” and multi-actor view of public value should prevail over the “efficiency” and “inward oriented” mentality of the New Public Management approach (Bryson et al., 2017). As “public value is rooted, ultimately, in society and culture, in individuals and groups, and not just in government” (Bozeman & Jørgensen, 2007, 374), a range of actors, including social entrepreneurs, third sector organizations, citizens, and volunteers, are increasingly responding to public demands. Together, these multiple actors provide new ways to deal with social challenges and provide public services that respond to the need of creating public value at various levels (Osborne et al., 2022).

The acknowledgment of the multi-actor nature of public value creation fostered the emergence of public value governance as a new approach to public administration (Bryson et al., 2014). Thus, building on Moore's research, scholars have started to adapt the strategic triangle to a multi-actor world. The main rationale behind this conceptual move is the following: if the three main dimensions of the strategic triangle (obtaining legitimacy and authorization, ensuring operational capabilities, and defining public value) are still valid, they need to be adapted to a multi-actor world. Accordingly, multi-actor collaborations and coalitions should be put at the center of the triangle, and a range of governance practices should be considered to address societal and wicked challenges (Bryson et al., 2017; de-Jong et al., 2021, see Figure 1).

However, the public value literature has been suffering from two main limitations. First, the difficulty in developing accepted tools and frameworks for the empirical assessment of public value creation. Second, the rare attempts of connecting two leading voices in the public value theorizing: Moore's managerial action-focused approach and Bozeman's policy or societally oriented public values (Bryson, Crosby, & Bloomberg, 2015).

Our exploration of PVsG in multi-actor collaborations is closely aligned with and influenced by the literature on collaborative governance and networked governance. The roots of collaborative governance research can be traced back to the seminal contributions of Ansell and Gash (2008) and Emerson et al. (2011), while network governance emerges from studies on policy networks and inter-organizational collaborations (e.g., Kickert et al., 1997). All these approaches share a common philosophy of public administration that situates public organizations, along with their procedures, tools, and mechanisms, within the broader context of society and of



**FIGURE 1** Public value governance triangle, adapted from Bryson et al. (2015).

a plural and pluralist State (Osborne, 2006). In essence, the collaborative governance stream focuses more on the organizational implications and philosophical underpinnings of collaborative processes through the lens of pragmatism and a logic of evolutionary learning by the actors involved in collaborative endeavors (Ansell, 2011), whereas network governance concentrates on the structures necessary for facilitating public value governance (e. g., Provan & Brinton Milward, 2001; Provan & Kenis, 2008).

Our perspective on PVsG in multi-actor collaborations acknowledges the conceptual foundations of the vast range of literature on networked and collaborative governance, but it places emphasis on the outcomes of collaborative governance processes by integrating Moore's strategic triangle with key frameworks for the assessment of public value and public values. On the one hand, we draw on the framework developed by Page et al. (2015) to assess public value creation in cross-sector collaborations (Table 1). This framework classifies three main dimensions of public value in line with Moore's triangle, and provides a set of public value attributes for assessment (see Figure 1). On the other hand, we bring Bozeman and Jørgensen (2007) rationale about causal reasoning ("instrumental values") and moral reasoning

("prime values") as a necessary approach to identifying and measuring public value.

Our main inspiration from Bozeman (2007) is based on his dynamic approach to public values, which captures both process-embedded values and output-oriented values. According to Jørgensen and Bozeman (2007), "prime values are those that are ends in themselves [...]" whereas an instrumental value is valued for its ability to achieve other values (which may or may not themselves be prime values)" (p. 373). Therefore, we consider instrumental values as processual public values, given that the creation of public value crucially depends on the processes through which this materializes, and we see prime values as the ultimate goals of any operationalization of a public value proposition.

This perspective provides an opportunity for integration with the more managerial (and process-oriented) approach of Moore. Drawing upon this theorizing, we integrate the differentiation between instrumental and prime public values from Bozeman into the strategic triangle adapted to cross-sector collaborations. Then, we test this unifying theoretical perspective to investigate the nature and the type of public value(s) created in multi-actor collaborations, considering the results of

**TABLE 1** Public value creation by cross-sector collaborations: Attributes framework. Adapted from Page et al. (2015).

Public value dimension	Public value attribute	Definition
Democratic accountability	Vertical democratic accountability	Extent to which decisions and implementation are legal and responsive to authorizers
	Horizontal democratic accountability	Extent to which decisions and implementation respond to collaboration partners and other stakeholders
Procedural legitimacy	Procedural rationality	Extent to which decisions are based on technically and administratively sound data, analysis, and planning
	Procedural justice	Extent to which stakeholders perceive collaboration decisions and activities to be fair and transparent
	Operational control	Extent to which collaboration uses requirements, budgets, and schedules to oversee projects and activities
Substantive outputs	Effective performance	Extent to which collaboration achieves its goals
	Efficient performance	Extent to which collaboration achieves its goals at reasonable costs
	Equity of benefits	Extent to which benefits of collaboration are spread appropriately among stakeholders and the public
	Equity of payment	Extent to which costs of collaboration are spread appropriately among stakeholders and the public
	Problem-solving capacity	New behaviors or norms that increase the potential to address complex problems

empirical studies focused on this topic and published in the public administration field.

## METHODOLOGY

### Literature search and filtering process

The present systematic literature review consolidates findings from previous empirical research (Thome et al., 2016) focused on public value creation in multi-actor collaborations. The analysis is guided by two primary questions: How do multi-actor collaborations generate public value(s)? What types of public value(s) are created by these collaborative endeavors?

To answer these questions, the review assesses empirical research published in peer-reviewed journals within the field of public administration (Ospina et al., 2018),

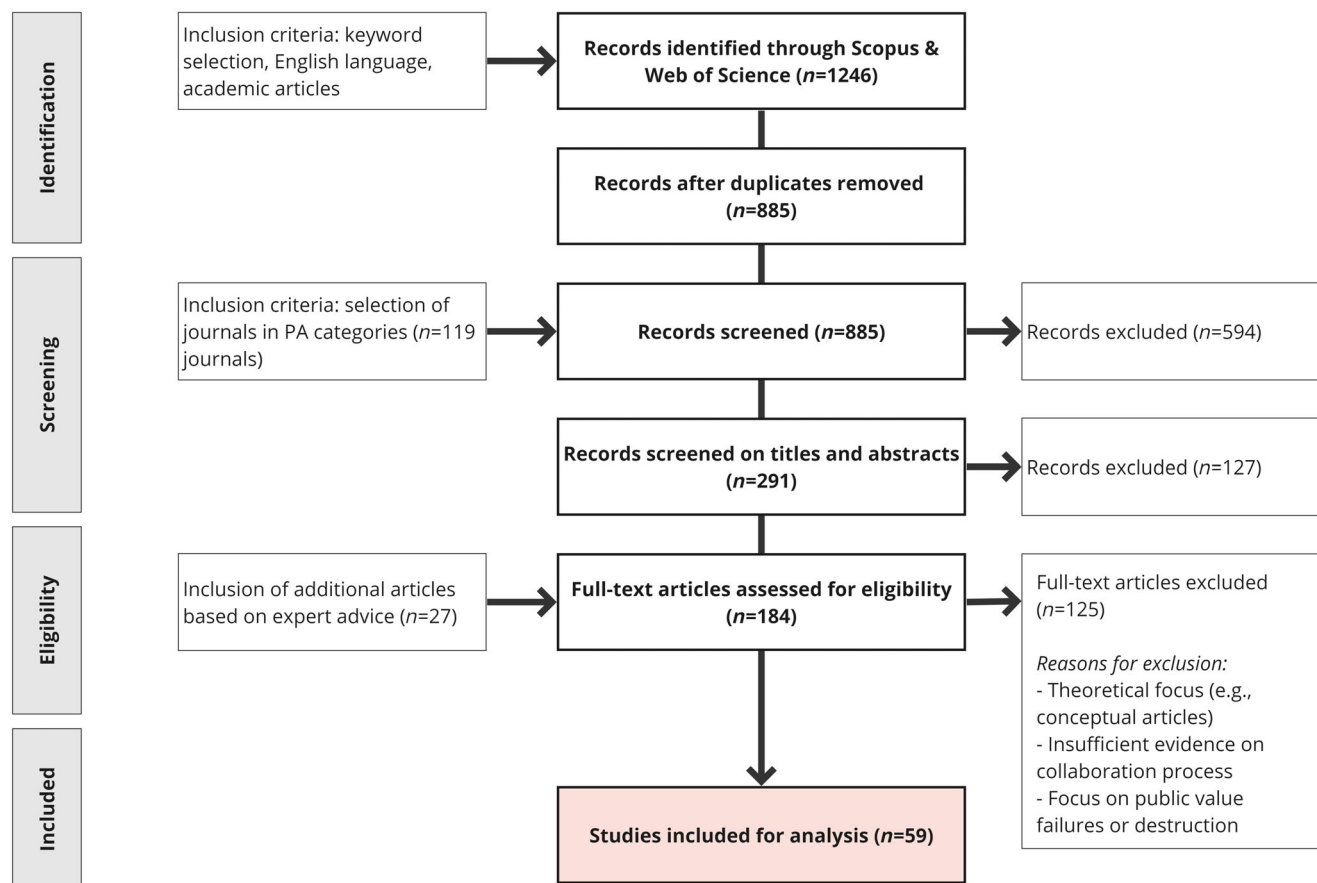
targeting on collaborations that had a focus on public value creation. Following the PRISMA methodology, we applied two search strategies (Ruijter et al., 2023). First, we considered literature written in English, which was retrieved from Scopus and Web of Science (Paul & Criado, 2020). No restrictions on the publication date were set. The search terms were left deliberately broad to encompass the variety of articles to multi-actor collaborations and public value in existing research. Second, to ensure a comprehensive review, 10 experts were consulted to identify potentially overlooked articles (Hansen & Tummers, 2020). Further details of the search terms and eligibility criteria are provided in Appendix A.

The initial search resulted in 291 studies, which were screened for relevance (Figure 2). Titles, abstracts, and keywords were analyzed to ascertain alignment with the inclusion criteria, resulting in the exclusion of 127 records. The full text of the remaining 184 studies was then examined. During this phase, 125 studies were removed due to three main reasons. First, nonempirical articles were excluded, as the goal was to construct an evidence-based understanding of public value creation (Voorberg et al., 2015). Second, articles that did not provide any information on the governance practices, dynamics, actions, or outcomes described in the previous section were removed. Third, a total of 22 articles that focused on public value failures were also excluded, since the focus of the research question was limited to types of public value(s) successfully generated, and the governance practices that led to their achievement.

Throughout the selection process, internal reliability checks were conducted periodically among the authors (Muka et al., 2020). Any disagreements about the eligibility of studies were resolved through discussion and consultation, and documented through written explanations on the reasoning and alignment with inclusion and exclusion criteria (Thome et al., 2016). The final samples of selected articles consisted of 59 publications, which are listed in Appendix B.

### Data collection and analysis

Since the evidence collected from the articles was qualitative, we conducted the analysis by using thematic coding (Linnenluecke et al., 2019). Before commencing the thematic coding, we initiated a calibration phase, involving all co-authors of this study. The primary aim was to align our interpretations with the theoretical framework outlined in Section 2 of this article. During this phase, we collectively reviewed and practiced coding on the full texts of six articles, encompassing 10% of the entire sample. This preliminary exercise was instrumental in achieving intercoder reliability and conducted in alignment with Campbell et al. (2013) recommendations. The calibration phase served to synchronize our understanding of the data, mitigate subjective biases, and ensure consistent



**FIGURE 2** PRISMA diagram of the literature review process.

application of coding standards across coders (MacQueen et al., 1998).

Subsequent to the calibration phase, we adopted an iterative coding approach (Saldaña, 2013). This involved independent coding of data by multiple coders, followed by collective discussions to address and reconcile any differences, thereby enhancing the coding scheme's refinement and validity. The lead author took the responsibility for coding all 59 articles, while the remaining two co-authors independently coded 50% of the sample each, ensuring dual coding for each article. Regular meetings were convened to resolve coding discrepancies, refine the coding framework, and cultivate a shared understanding among coders. In instances of disagreement, the co-author that was not directly involved in the coding of the article under scrutiny, was consulted to facilitate a collaborative resolution. This iterative and collaborative approach bolstered the internal validity of our analysis and the reliability of our findings.

Equal engagement with both empirical data and extant theoretical knowledge was ensured by adopting an abductive approach to the analysis (Thompson, 2022). This approach enabled the identification of new concepts, while still being guided by the theoretical dimensions defined in the theoretical framework for this study (see section Theoretical Backdrop). The journey from articles

to first-level coding followed an inductive approach through the coding of any type of governance practice, action, dynamic, outcome, or value in the cases studied. A process of recoding and recategorizing led to the identification of 37 key concepts. Subsequently, an in-depth analysis of key theoretical frameworks (see previous section, Theoretical Backdrop) guided the definition of higher-level coding resulting in 13 components, six themes, and one aggregate dimension, as shown in Table 2.

The following two sections illustrate the findings from the analysis of the data extracted in the thematic coding, and provide further explanation of the novel framework suggested, respectively. In addition, Appendix C provides further information about the categorization of the data with reference to the articles selected in the systematic literature review.

## FINDINGS

### Engagement and authorization

The “Engagement and authorization” theme refers to the active engagement and legitimate support of legal authorizers and relevant stakeholders and individuals (Bryson,



**TABLE 2** Data structure: Overview of themes, components, and key concepts.

Aggregate dimension	Theme	Component	Key concepts
Strategic public value(s) governance	Engagement and authorization	Meaningful participation and engagement	Spaces and channels for engagement Empowerment of actors and community groups Number and type of stakeholders
		Dialogue and negotiation	Dialogue and deliberation Negotiation and decision making
		Shared value proposition	Joint value definitions Value tensions and coping strategies
	Operational capabilities and assets	Individual and collective assets and resources	Individual assets and resources Collective assets and resources Capacity mixes
		Integrative leadership and strategic management	Integrative leadership capabilities Strategic management capabilities
		Institutional and collaboration design	Flexibility and autonomy levels Hierarchy and (de)centrality levels
			Formality levels
	Broader environment and public sphere	Broader political and social context	Broader administrative architecture Legislative and policy context Historical and cultural context
	Instrumental public values (process-oriented)	Procedural legitimacy	Procedural rationality Procedural justice Operational control
			Trust
		Relational value	Social networks and social capital Social cohesion
	Instrumental and prime public values	Democratic accountability	Vertical democratic accountability Horizontal democratic accountability Equal representation and inclusion
		Equity and reciprocity	Equity of benefits Equity of payment
	Prime public values (output-oriented)	Performance value	Efficient performance Effective performance Durable solutions
			Behavioral shifts
		Problem-solving capacity	Innovation Skills development and learning Increased knowledge and awareness
			Data and information

Crosby, & Bloomberg, 2015). Its main components comprise aspects on *meaningful participation and engagement* (i.e., spaces and channels for engagement, empowerment of actors and communities, number and type of stakeholders), the importance of *dialogue and negotiation* to allow collective decision making (Ansell & Gash, 2008), and the creation of a *shared value proposition* based on collective agreements and the strategic alignment of competing value logics (Klijn & Koppenjan, 2020).

## Meaningful participation and engagement

Forging the engagement of relevant stakeholders and individuals has emerged as a key topic across most of the empirical cases studied in this review. A variety of spaces and channels for engagement across all phases of the collaboration are needed to reach different population groups and bring in organizations (Sicilia et al., 2016). When working with lay actors, both online tools (e.

g., social media platforms) and face-to-face encounters (e.g., neighborhood meetings) may serve as spaces for engagement. However, the latter are shown more effective to ensure active participation and strengthen trust relationships. Similarly, the engagement with broad stakeholder groups is encouraged in neutral, in-person spaces, such as full-day workshops, while in intra-organizational institutional environments, spontaneous meetings and activities outside regular settings reinforce horizontal relationships across different departments, facilitating collaboration (Sorensen & Torfing, 2022).

Additionally, the empowerment of collaborating actors constitutes a key factor to encourage stakeholders in voicing their opinion and providing genuine support. Building long-term trust and mutual esteem are central elements to motivate participation and facilitate legitimate authorization, as “all participants [can] express themselves without fear” (Peso et al., 2020, 6).

Regarding the number and type of stakeholders needed to ensure a legitimate process, high variations are found among the cases studied. Some articles affirm that securing the support of a broad and heterogenous group of stakeholders enhances the credibility of collaboration outputs. However, Cristofoli et al. (2022) demonstrates that the creation of both legitimacy and accountability values does not merely depend on the number and type of stakeholders engaged. Rather, these public values are a result of various conditions; for example, when a large group of heterogenous actors collaborate with both a distributed leadership structure and the establishment of clear rules.

## Dialogue and negotiation

Dialogue and negotiation practices provide a space for individuals to express concerns, offer support, and reach agreements on key issues of the collaboration (Clark, 2021). They stand as key practices to guide accountable and legitimate decision making that is responsive to stakeholders, authorizers, and lay actors (Page et al., 2015).

Several cases in our sample illustrate the importance of facilitator and leadership roles to bridge and connect stakeholders, empower participants, and manage difficult conversations. In addition, they play a critical role in exposing competing value logics, and addressing confrontation through the moral power given by their authority and reputation (Bolden et al., 2020). Likewise, leadership capabilities of political astuteness are shown instrumental to navigate diverse and competing interests towards a common goal (Parker et al., 2021).

Dealing with paradoxes is part of the negotiation process, where “integration does not mean everyone agrees with each other all the time” (Morse, 2010, 241), and “agreeing to disagree” is often needed to create unanimous acceptance (Ospina & Saz-Carranza, 2010, 416).

Decision-making structures based on consensus highly depend on trust as the main driver to achieve success. In addition, they usually imply long time and additional resources. Despite their complexity, consensus agreements have been the main approach followed by most of the cases in our study. The second most cited approach focuses on centralized decision making by project leads or experienced facilitators. This modality allows for greater autonomy and faster decision-making processes, but should be informed by the input from partners and collaborators (Haug & Mergel, 2021).

## Shared value proposition

Ultimately, achieving legitimate support relies upon the common understanding of what is being supported and authorized, that is, the clear articulation of a shared value proposition (Moreno-Serna et al., 2021). Research on collaborative governance showcases the foundational importance of collectively assessing what collaborators value since the formation phase, such as, for example, what behaviors and goals are important, unimportant, right, or wrong (Susha, 2020). Governance practices should enable the pluralism of values to be surfaced in a collaboration and capitalize on them to generate support and acceptance of partners to commit to the collaboration, reinforcing its long-term sustainability.

Value congruence is also a result of the deliberation and negotiation processes described in the previous section. Being aware of diverse coping and balancing strategies can allow collaborators to opt for various conflicting values to be upheld at the same time (Jaspers & Steen, 2018). Individual attributes of curiosity, humility, and generosity are also required to mutually recognize each party's value priorities. Successful experiences report that “boundary objects” (e.g., formal agreements), “boundary experiences” (e.g., joint activities), and “boundary spanners” (e.g., facilitators), help negotiate between competing value logics, and bring partners together around a shared challenge (Bolden et al., 2020; Mariani et al., 2022; Morse, 2010). Thus, the notion of shared value proposition is underpinned by the achievement of a collaborative advantage by the parties involved (Bryson et al., 2016; Huxham & Vangen, 2000). In this respect, for the public organizations involved the development of a shared value proposition should balance the use of collectively owned assets and associated financial and social costs with the achievement of collectively valued social outcomes as illustrated by Moore in the public value account (Moore, 2013).

## Operational capabilities and assets

The second theme of the review comprises the collective mobilization of *operational capabilities and assets*. Its

definition connects key capacity elements identified by collaborative governance frameworks (i.e., procedural arrangements, leadership, knowledge, and resources) (Emerson et al., 2011), and the literature from public sector innovation, which frames operational capabilities as “the key role of strategic management in appropriately adapting, integrating, and re-configuring internal and external organizational skills, resources, and functional competencies toward changing environment” (Kattel & Mazzucato, 2018, 15). As a result, the conceptualization of this theme embraces three main components: *individual and collective assets and resources, leadership and strategic management, and institutional and collaboration design*.

## Individual and collective assets and resources

In our sample, individual relational skills such as active listening, empathy, curiosity, humility, generosity, and charisma, are the most highlighted personal capabilities for public value creation. Furthermore, credibility, neutrality, and social prestige constitute key collective assets in collaborations, as they help incentivizing and maintaining productive relationships, overcoming conflicts, and creating trust (Page et al., 2021). In addition, previous experience in collaborations and network connections are decisive social skills for bringing partners together and developing trusting relationships (Patel et al., 2017).

As multi-actor collaborations pool together various types of knowledge, skills, and resources, a suitable blend is needed to enrich the exchange of ideas while improving the feasibility of solutions. A mix of technical and institutional capacities is often required, as well as a combination of both specialized expertise and citizens' life experiences (Jaspers & Steen, 2021). Within this capacity mixture, geographic proximity has appeared as a key asset to ensure public value creation (Torfing et al., 2024). In addition, the collective access to financial and material resources, and the ability to execute policies, have been shown crucial to enable effective performance (Scupola & Mergel, 2022).

## Integrative leadership and strategic management

Multi-actor collaboration requires a wide range of managerial and leadership skills and abilities. Although public value leadership is often associated with public officials, it is exercised by actors from all sectors and groups. Particularly, integrative leadership and strategic management have appeared as the main approaches for public value generation in multi-actor collaborations (Ongaro et al., 2021).

Our sample reveals that process management skills are key to manage networks, facilitate joint work, and

ensure partners accountability. Likewise, sufficient autonomy vis-à-vis policy makers is important for strategic managers to successfully exercise their role (Sorensen & Torfing, 2022).

In addition, leaders require the capacity to mobilize partners and collective resources, the ability to cultivate trusting relationships, and communication and negotiation skills (Morse, 2010). Political astuteness and integrative abilities stand as key leadership capabilities for public value creation in complex collaborative environments (Parker et al., 2021). Finally, substantial knowledge and experience has also appeared as an important leadership skill in several collaborations.

## Institutional and collaboration design

Regulative structures, organizational configurations, and collaborations designs directly shape actors' collective capacity to create public value (Bryson et al., 2015). Sufficient flexibility in collaborative and institutional structures appears as one of the key elements to achieve innovative solutions and sustain public value creation over time. Likewise, bottom-up autonomy and freedom of decision making are highlighted as enablers of successful collaboration in several cases (Haug & Mergel, 2021).

However, the compromise between flexibility-control, and autonomy-accountability must be considered. Several cases show a combination of central and decentralized collaboration structures, where formal delivery and monitoring mechanisms are used to balance more flexible and autonomous bottom-up joint action (Scupola & Mergel, 2022). In the cases where non-hierarchical and bottom-up structures are dominant, impartial facilitators, distributed leadership structures, and monitoring and transparency instruments are used to hold actors accountable.

The levels of formality of collaborations also vary. Some collaborations deliberately choose to remain informal, aiming at more room to negotiate, higher flexibility, and increased focus on objectives rather than contract targets (Bano, 2019). Nonetheless, several collaborations tend towards formalization and institutionalization to mitigate risks, reinforce long-term continuity, and consolidate collective agendas.

## Broader environment and public sphere

Public value(s) governance is, nonetheless, situated within specific democratic contexts and environments (Bolden et al., 2020; Sancino, 2022). Our review defines the theme of “Broader environment and public sphere” in relation to macro-level administrative and institutional architectures, existing legal frameworks and policies, and historical and cultural contexts.



## Institutional, political, and social context

The broader administrative architecture, existing institutions, legislative frameworks, and policies in place, shape the environment where public value collaborations operate. Higher levels of devolution of decision-making power to local entities such as municipalities and neighborhood councils evidence greater engagement of lay actors in public governance (Sørensen & Torfing, 2016; Sancino et al., 2022). Legislation reforms towards less-market driven, and more partnership-based public management, are another key factor to spur collaboration initiatives. Furthermore, the existence of institutionalized platforms or collaboration programs has appeared as a precondition to enable some of the collaborative cases in our study (Morse, 2010).

Several collaborations identified their alignment with local, national, regional, and even global policy frameworks and agendas, as a driver of the collaboration success. Other key factors relate to the presence of political support, along with social pressure and sectoral demands to address an urgent societal problem (Susha, 2020). Moreover, public demand from a variety of partners and the community has evidenced to secure collaborative efforts over changing political interests.

Finally, historical and cultural context has been another aspect highlighted in collaborations. Collaboration is shown more effective “when there is a history, culture and an ecosystem oriented to active participation and engagement” (Ongaro et al., 2021, 18). Similarly, organizational culture towards inclusiveness, trust, and transparency allows the successful implementation of distributed leadership approaches, as well as the participation and engagement of diverse actors.

## INSTRUMENTAL PUBLIC VALUES

The findings of our study show that certain public values are not pursued as an end in themselves, but for their ability to realize other values. “Instrumental Public Values” are, therefore, understood as a vehicle to achieve other outcomes, regardless whether they are also instrumental or prime values (Bozeman & Jørgensen, 2007). These values comprise the themes of *procedural legitimacy* (including operational rationality, justice, and control), and *relational value* (trust, social networks, and social cohesion).

### Procedural legitimacy

This public value component comprises aspects of procedural rationality, procedural justice, and operational control. In our analysis these values are generally approached

as instrumental values; they are employed as means or tools to enhance the creation of other dimensions of public value, such as democratic accountability, efficiency, and equity.

Procedural rationality implies the collection and analysis of information to understand the multiple realities influencing a collaboration. Diverse types of information are relevant in this process, such as community-sourced knowledge, scientific advice, and expert input (Sedgwick et al., 2022). Rationally grounded approaches are instrumental to achieve more equitable solutions, and facilitate dialogue and consensus practices in authorization and legitimation processes (Waardenburg et al., 2019).

Procedural justice refers to “the extent to which a decision is seen as fair and transparent” (Page et al., 2015, 719). It can be a vehicle to spur collaborations efficiency, as it encourages actors to share resources and information, and positively impact relational value by increasing trust and positive perceptions. Procedural rationality and procedural justice can be mutually reinforcing too. For example, enabling public access to partnership-related information enables stakeholders to evaluate whether operations and decisions are undertaken in a fair manner (Onyoin & Bovis, 2022). However, transparency of operations is not a necessary condition to achieve procedural justice. Reputation and credibility values also increase partners’ perception of legitimacy, and can be highly effective when collaborations lack transparency tools (Hong & Ryu, 2019).

Lastly, operational control focuses on the degree to which collaborators follow jointly planned solutions and activities, and are closely connected with democratic accountability values. Particular relevance has been found around the role of data and digital technologies, which are “both an object and a tool for control” (Klievink et al., 2018, 382) but also hold great potentials to increase transparency, reduce information asymmetry, and improve the quality of evidence-based decision making. Additionally, setting clear rules from the onset is a mostly unanimous condition to hold partners accountable, and a motivation for collaborators to get involved (Cristofoli et al., 2022). Nonetheless, collaborations often struggle with the trade-offs that rigid control instruments cause to partners’ autonomy and agile implementation. More flexible and innovative approaches, such as intermediary entities, have been shown as alternative instruments to ensure control and accountability while allowing more autonomy and adaptation.

### Relational value

Although relational public value was not part of the public value framework from Page et al. (2015), it has emerged as a central component in most cases of this

review, reinforcing linkages with collaborative governance (Ansell & Gash, 2008) and cross-sector collaboration (Bryson, Crosby, & Stone, 2015).

Our definition of relational value brings together three main concepts. First, the acknowledgment of the relational dimension among individuals or organizations highlighted by leadership studies—embracing, for example, trusting relationships and mutual respect (Uhl-Bien & Ospina, 2012). Second, the existence and creation of social networks and social capital from collective-action theories (Ostrom & Ahn, 2011), and third, the concept of social cohesion as the bond that unite various individuals in a society (Bozeman & Jørgensen, 2007).

The creation and consolidation of long-lasting trust appears as a key condition to enable actors' genuine engagement, manage conflicts, and encourage resource and information sharing in a collaboration (Agusdinata, 2022). Trust-based collaborations create a virtuous cycle where relational value is progressively enhanced, as stakeholders get to know each other and perform joint activities, ultimately leading to build and maintain high levels of commitment and ownership over time (Clark, 2021). Furthermore, trust reinforces mutual respect and recognition among public, private, and community stakeholders, advancing reputational and credibility gains of both institutional and non-institutional actors.

Relational public value is also related to the creation of social capital and social cohesion outcomes (Jaspers & Steen, 2018). The active collaboration of lay actors can enhance the empowerment of vulnerable and community groups, as they feel comfortable to express their voice with other collaborators, and develop a purpose and feeling of belonging. In addition, collaborative endeavors spur the creation of new networks and meaningful connections across various societal groups, setting the foundations for subsequent successful collaborations.

## Instrumental and Prime Values

Certain values analyzed in our review have been identified as both “Instrumental and Prime Values.” While they are explicitly established as a desired outcome of collaborations, they also constitute a means to achieve effective and efficient implementation. These themes comprise *democratic accountability* (vertical accountability, horizontal accountability, and equal representation) and *equity and reciprocity* (equity of benefits and equity of payments).

### Democratic accountability

Democratic accountability is usually understood as a prime value in collaborations; a prerequisite to guarantee that a collaboration is responsive to democratic institutions, stakeholders, and individuals. However, it also

constitutes a means to effective implementation (instrumental value), as several cases evidence how it increases credibility and reinforces implementation.

On the one hand, vertical accountability addresses the levels at which a collaboration is responsive to authorizing laws and organizations (Page et al., 2015). Several collaborations approached it beyond the minimum legal requirements, and opted to engage various public administration entities and authorities from different tiers. In those cases, evidence shows the creation of additional public values related to credibility gains and effective implementation (Ospina & Saz-Carranza, 2010).

On the other hand, horizontal accountability focuses on responding to the needs and preferences of non-authorizing actors such as citizens and non-public organizations. It has been found as a driver for other values such as problem-solving capacity, learning, and effectiveness, and a vehicle to develop a genuine sense of responsibility and purpose. Listening to the needs of broad stakeholders and community members “can lead to a better end result” (Jaspers & Steen, 2021, 635), as more relevant solutions are identified, and services meet the needs and preferences of the population.

However, not all processes enable true participation, and power imbalances and inefficient engagement strategies can undermine the realization of horizontal accountability. Equal representation, inclusion, and empowerment emerged as additional instrumental values closely related to horizontal accountability. As such, they enhance democratic accountability by bringing voice to underrepresented groups, and setting spaces where all relevant stakeholders interact under equal conditions (Clark, 2021).

### Equity and reciprocity

Equity of benefits and equity of payment are often defined as *prime values* of collaborations. However, they also constitute a vehicle to allow feasible partnerships, engage stakeholders, and achieve more efficient results.

A collaboration where “everybody benefits” presents an appealing motivation for stakeholders to join and share their resources (Parker et al., 2021). The distribution of benefits should be tailored to the capacities and needs of the various collaborators, ensuring that hierarchical and power structures do not undermine a fair compromise. Yet, when partners have competing priorities, deliberation processes, and coping strategies can be used to achieve reciprocity and equally distributed benefits (Page et al., 2018).

Similarly, sharing costs among partners is a commonly used approach to leverage the resources needed for implementation and create long-term sustainability based on local ownership (Scupola & Mergel, 2022). Equity of payment can consist of the sharing of financial contributions, human resources and specialist knowledge, and materials and hands-on work.

## Prime values

Lastly, “Prime Values” are those that are pursued for their own sake, recognized as primary objectives for most collaborations. Most of the cases analyzed identify *performance value* (effectiveness, efficiency, and durability) as one of the most highlighted outcomes of a collaboration; the extent to which collaborations deliver long-lasting positive results at a reasonable cost. Similarly, several cases pursue enhanced *problem-solving capacity* to tackle future wicked problems: from behavioral shifts to innovation methods, skills development and learning, increased knowledge and awareness, and improved data and information.

## Performance value

This public value component constitutes a pursued end in itself; a prime value that seeks the achievement of long-lasting positive impacts at a reasonable cost. It comprises three main aspects: effectiveness, efficiency, and durability.

Effectiveness refers to the accomplishment of collaboration goals, is influenced by various instrumental values. The participation and support of a large number of actors (democratic accountability) can increase the effectiveness of a collaboration and is notably leveraged by the presence of trust and long-standing relationships (relational value) (Waardenburg et al., 2019). Rational processes (procedural legitimacy) are also related to this public value dimension, where feedback mechanisms and continuous evaluation also increase group efficacy.

The concept of durability appeared during the review as an additional aspect of performance value, as collaboration efforts based on continuity are more able to adapt to new conditions and deliver long-lasting solutions (Klievink et al., 2018). Long-term collaborative action can be sustained through institutional arrangements. However, the creation of long-term relationships, trust, and a collaborative mentality are also relevant factors.

Efficiency concerns the costs required to achieve intended outcomes of a collaboration. Relevant insights were found around the links between (vertical) centralized decision making and efficiency gains, the use of technology to save time and build upon economies of scale, and the importance of a “low cost” mentality to enable successful co-production efforts with communities (Sørensen & Torfing, 2016).

## Problem-solving capacity

Page et al. (2015, 722) define the value of problem-solving capacity as the “new behaviours or norms that increase the potential [of individual and collective actors] to address complex problems.” It represents the ability of collaborations to make future desired changes in the long

run. Most collaborations of our study report public value gains within this component, with particular emphasis on behavioral shifts, innovation approaches, skills development and learning, increased knowledge and awareness, and creation and sharing of data and information.

Positive collaborative experiences foster behavioral shifts towards more collaborative and innovative approaches, and often turn into spin-off collaborations as an outcome of the process (Torfing et al., 2024). New problem-solving approaches such as of co-creation, co-production, and collective experimentation have become more widely accepted among partners and administrators, and sometimes integrated in organizations ways of work. Additionally, several cases show innovation outcomes as a result of collective approaches to address complex problems (Hansen & Fuglsang, 2020).

Direct engagement with other actors also evidenced learning outcomes in a high number of collaborations. Collaborations can act as “laboratories of learning” (Con-teh & Harding, 2021, 16) where collaborators develop skills and capabilities as a result of their active participation in cross-sector projects. Likewise, the increased awareness of knowledge gaps related to relevant issues is a common outcome in several cases.

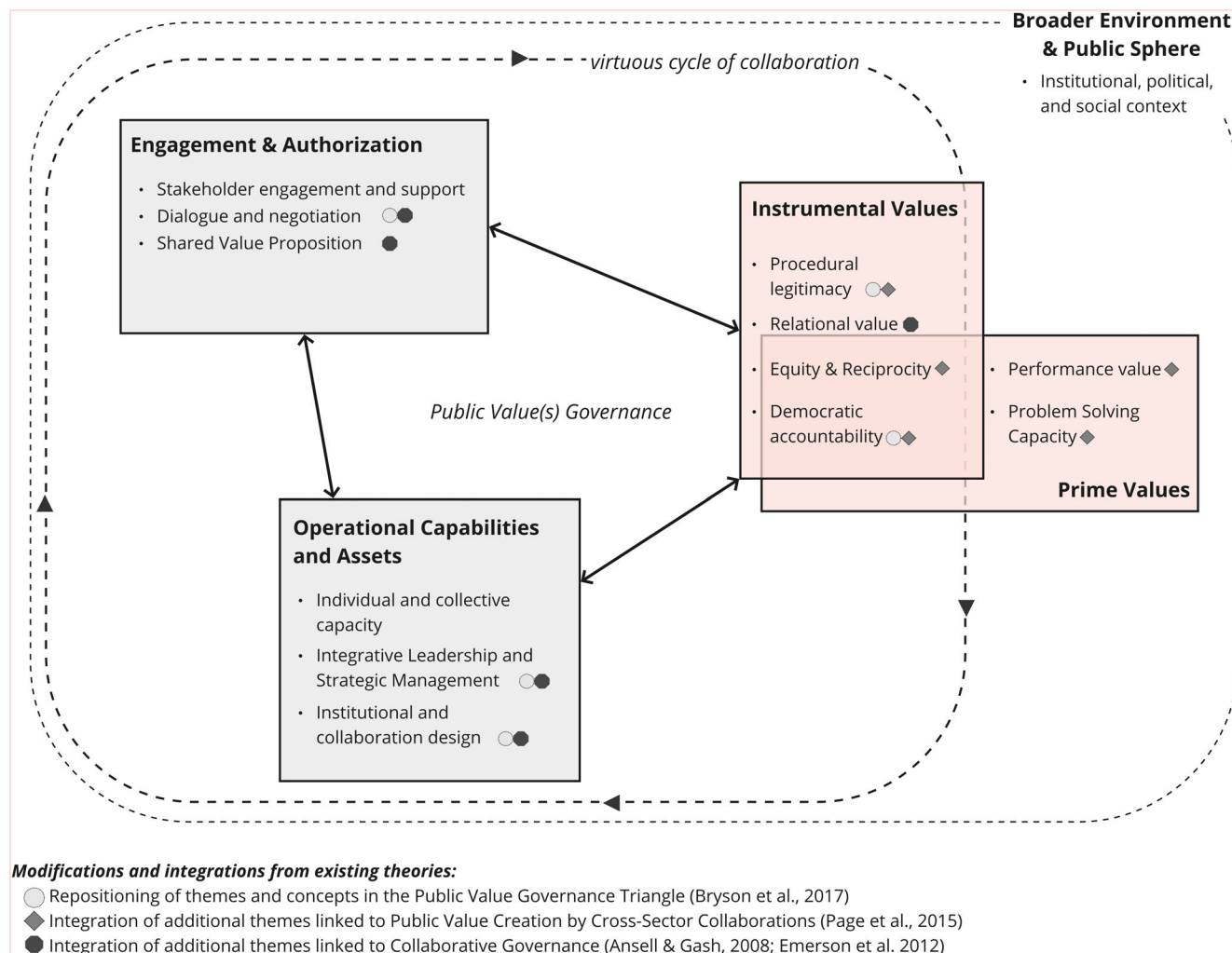
Finally, the creation and release of relevant information has appeared as an additional capacity asset for problem solving and collective agency (Scupola & Mergel, 2022). Valuable data are often a recognized outcome of collaborations, while strengthening information sharing practices improve long-term collaboration to solve social problems.

## DISCUSSION: AN INTEGRATIVE APPROACH TO STRATEGIC PUBLIC VALUE(S) GOVERNANCE

Our study marks a step forward for public value theory. Drawing on existing empirical research, we provide a comprehensive overview of documented practices of public value creation in multi-actor collaborations, and integrate two main views that have characterized public value research in the last decades: public value (Moore, 1995) and public values (Bozeman & Jørgensen, 2007). This section discusses the main theoretical and practical contributions of the analysis and introduces a novel unifying framework for strategic PVsG (Figure 3).

## From public value to public value(s) governance: A unifying framework

Despite growing efforts to develop a consolidated theory for public value, there is still no explicit integration of Moore’s managerial approach and Bozeman’s public values (Bryson, Crosby, & Bloomberg, 2015, 13). By building on our findings, we developed a unifying framework



**FIGURE 3** Unifying framework for strategic public value(s) governance.

that brings together these perspectives and advances theorizing on the strategic governance of public value.

This novel framework for PVsG is based on the strategic triangle designed by Moore and recently adapted to a multi-actor world (Bryson, Crosby, & Bloomberg, 2015). However, we re-conceptualized the “pillars of the triangle” by drawing on research from public value governance (Bryson et al., 2017; Bryson, Crosby, & Bloomberg, 2015; Sancino, 2022), collaborative governance (Ansell & Gash, 2008; Emerson et al., 2011), and strategic public management (Bryson et al., 2023; George et al., 2019). As a result, the novel PVsG framework responds to a twofold purpose: offering strategic guidance to the governance of multi-actor collaborations, while enabling the study and operationalization of the plurality of public values.

### Integrating the plurality of public values

The first and most important contribution of the novel PVsG framework is the explicit integration of the public

values approach defined by Bozeman, from a dynamic and process-view perspective. To do so, it introduces the concepts of instrumental values (e.g., incorporated in the process) and prime values (e.g., focused on final outputs) (Bozeman & Jørgensen, 2007) in a “two-folded pillar” of the public value triangle.

The recognition of both instrumental and prime public values facilitates the integration of existing research on public value assessment frameworks—such as the one provided by Page et al. (2015)—and enables the implementation of the Public Value Mapping tool to identify public value failures and successes (Welch et al., 2015). Moreover, this novel approach situates public values in the context of strategizing; every decision made, and every outcome achieved, is part of a continuum of public values that is not limited to the final output, but rather a process of (strategically) creating public value(s).

Under this perspective, public values are conceived as an actionable element of public governance instead of a passive outcome of collaboration. The concept of instrumental values, in their ability to attain other values, brings a values-driven causal reasoning to strategic public



management (Bozeman & Jørgensen, 2007), while reinforcing the idea of collaboration as a “virtuous cycle” (Ansell & Gash, 2008). In accordance, forthcoming research upon the PVsG triangle could unfold relationships of mutually beneficial (or detrimental) public value dynamics, providing a public values foundation to policy analysis, design, and implementation.

However, the classification between prime and instrumental values in this study is not normative; it merely showcases the findings from the empirical analysis of the gathered data. The authors, rather, favor a context-dependent approach to prime values where “even with the most fundamental public values, one should not expect universal assent or immutable self-evident truths” (Bozeman & Jørgensen, 2007, 373). Further research would therefore be needed to explore the extent to which other aspects (e.g., the goals and context of a collaboration) influence these classifications.

### Repositioning and integration of themes and concepts in public value(s) governance triangle

The second main theoretical contribution aims at both repositioning themes from the adapted triangle by Bryson et al. (2017), and integrating relevant concepts from collaborative governance theories, from an overarching approach highlighting strategizing; interconnecting practices to (re)align multi-actor aspirations and (re)consider the existing or new capabilities needed to authorize and operationalize the creation of public value (Bryson et al., 2023; Bryson & George, 2020).

To this date, research efforts to adapt Moore’s triangle to collaborative contexts (e.g., Bryson et al., 2017; de-Jong et al., 2021) have primarily led to the addition of new elements at the center of the triangle (see Figure 1). While our study acknowledges the importance of these contributions, it takes a crucial step towards integration and simplification. Following the “strategic spirit” of the original triangle, we reposition these central elements by expanding the first two pillars of the triangle (engagement and authorization, and operational capabilities and assets) as presented below.

“Engagement and Authorization” is reconceptualized to emphasize the ideas of principled engagement—including spaces for engagement, representation, and empowerment, collective decision making, deliberation, and consensus making and negotiation (Emerson et al., 2011). Furthermore, the notion of shared value proposition is integrated as a necessary element to construct mutual understanding, identify common values, and cope with tensions and divergences to achieve collaborative advantage (Ansell & Gash, 2008; Bryson et al., 2016; Huxham & Vangen, 2000). Finally, the notion of “legitimacy” is repositioned as an instrumental value, connecting to the whole cycle of collaboration (see Figure 3).

Similarly, “Operational Capabilities and Assets” opens the space for two additional elements that have been central in current debates and theories: leadership and organizational factors. While integrative leadership and strategic management have been largely recognized as necessary capabilities for public value creation (Crosby et al., 2017; Emerson et al., 2011; Sørensen et al., 2021), capacity for joint action is also determined by procedural arrangements related to the institutional and collaboration design—such as formal and informal rules and processes, flexibility and autonomy, and levels of hierarchy and centrality (Bianchi et al., 2021).

Finally, the “Broader Environment and Public Sphere” brings together the system context (Emerson et al., 2011) and the connection with prime values, which directly influence, and are influenced by the public sphere (Bryson, Crosby, & Bloomberg, 2015). The reference to the public sphere is, furthermore, instrumental in establishing a connection with the scholarship of Benington (e.g., Benington & Moore, 2011), which offers another important approach to public value theorizing.

### CONCLUSIONS AND FUTURE RESEARCH

This article presents a unifying framework for strategic PVsG and advances practical and theoretical contributions to current theorizing on the field of public value and multi-actor collaborations. Our study underscores the potential to integrate several theoretical approaches, such as for example collaborative and networked governance, with a focus on public values to assess multi-actor collaborations, avoiding assessing them from a merely managerial point of view focused on performative rather than transformative effects. Moreover, it sheds light on the importance of recognizing that within multi-actor collaborations, there exist dynamics of power and varying common objectives among different actor constellations (Bianchi et al., 2021). These dynamics necessitate strategic governance to guide, align, and secure commitment among the diverse actors involved (Bryson et al., 2023; Ysa & Greve, 2023). However, there remains a need for complementary studies that address the integration of instrumental and prime public values in the context of strategic management and public value governance.

The limitations of this study pave the path for future research. First, our sample was limited to peer-reviewed articles in English, suggesting the need for a more extensive review of literature in other languages. Additionally, our focus was solely on practices linked to public value creation. Future research should include studies on public value destruction (Cui & Osborne, 2021), and advance empirical research on the various trade-offs that public values hold among themselves.

Additional research should focus on the governance practices behind each particular type of public values, and how the plurality of public values can be strategized.



For example, analyzing whether specific collaborative assets and resources, collaboration designs, or engagement practices, would lead to equity and reciprocity outcomes, while creating democratic accountability and performance value. Further analysis is required on the instrumental and prime values that are valued by users and publics of various levels of public service ecosystems (Ongaro et al., 2021; Osborne et al., 2022), and how a multi-level view of PVSG can connect with more grounded theories of change (Bryson et al., 2023).

Moreover, future research on the interrelationships among different public values is strongly needed. While our findings provide a preliminary understanding of instrumental and prime values, further practical and theoretical insights should strengthen this conceptualization. Shedding light on the positive and negative effects within multiple value constellations will also contribute to a better understanding of how to formulate and implement strategies to help address the public value(s) creation challenges that cross-sector collaborations confront (Bryson et al., 2023).

The concept of public value has gained increasing popularity in other fields such as innovation, business management, and organization studies (Mazzucato & Ryan-Collins, 2022; Meynhardt et al., 2019), especially as a response to New Public Management ideas and the dominance of private economic logics (Bozeman, 2007). While the current study has merely taken another step in the long journey of public value theorizing, further integration of findings from other fields beyond public administration become necessary towards an actual theory for public value(s) creation in a multi-actor world.

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## APPENDIX A: Inclusion and exclusion criteria

This review selected the studies that met the following eligibility criteria:

### A.1. | Inclusion

- Inclusion of articles that offer empirical evidence around collaboration practices for public value creation.
- Inclusion of articles that focus on any type of cross-sector or same-sector collaboration (e.g., formal partnerships, informal collaborations, small or large number of partners) and their contribution to public value creation.
- Inclusion of articles that focus on value creation processes among multiple actors (e.g., how democratic value was enacted, value controversies) with specific mention to collaboration mechanisms.

### A.2. | Exclusion

- Exclusion of books, book chapters, conference proceedings, theses, articles not written in English.
- Exclusion of articles published in journals non-related to the public administration field.
- Exclusion of articles whose focus is not on specific collaborative mechanisms for public value creation, either in action or observed within its configuration. For example, articles that focus on general topics around collaboration without a description of specific mechanisms for PV, or those that focus on general approaches for PV creation without specific mention of collaboration mechanisms.
- Exclusion of theoretical articles that do not offer empirical evidence about collaboration mechanisms for public value creation.

The search strategy considered a first consultation in Web of Science and Scopus databases. A broad definition of search terms was chosen to embrace the variety of references to "multi-actor collaborations" and "public value" in existing research. The keywords used are described in Table A1. As a result, a total of 885 records were identified.

As a next step, the identified 885 records were filtered to select those published in journals related to the public administration field. The identification of relevant journals in the topic of public administration was based on three sources: Web of Science, Scopus, and Scimago. Based on these three databases, we extracted the journals belonging to the following categories:

- Sociology and Political Science
- Public administration
- Political Science
- Political Science and International Relations

In total, 119 journals were identified as part of the public administration field. The records that did not belong to these journals were excluded ( $n = 594$ ), summing up a total of 291 records selected in the search.

Screening of titles and abstracts was carried out for those 291 records, to ensure the eligibility criteria set at the beginning. This process resulted in 127 records excluded and 164 included for full-text reading. To ensure that all relevant articles to the topic were selected, the authors contacted several experts in the field and gathered recommendations on additional articles to consider. This step added 27 more records to the sample, making a new total of 184 articles for full-text reading.

During this last step, 125 articles were excluded. The main reasons were the lack of empirical evidence, and the lack of focus on public value creation. As a result, 59 articles were selected as the final sample for analysis.

**TABLE A1** Search terms for initial screening.

Search theme	Search terms	Academic articles, WoS	Academic articles, Scopus	Total without duplicates
Multi-actor collaborations	"cross-sector* partnership*" OR "cross-sector* project*" OR "cross-sector* collaboration*" OR "multi-sector* partnership*" OR "multi-sector* project*" OR "multi-sector* collaboration*" OR "multisector* partnership*" OR "multisector* project*" OR "multisector* collaboration*" OR "collaborative* governance*" OR "multi-agenc*" OR "multi-actor*" OR "multiactor*" OR "co-creation" OR "cocreation" OR "co-production" OR "coproduction"	682	564	885
[AND], Public value	"public value*" OR "public interest*" OR "public benefit*" OR "public good*" OR "common interest*" OR "common good*" OR "collective value*" OR "collective interest*" OR "collective good*" OR "societ* value*" OR "societ* goal*" OR "development goal*" OR "public* sphere*" OR "democr* value*" OR "democr* interest*" OR "democratic* accountabil*" OR "project* outcome*" OR "project* result*"			



## APPENDIX B: List of publications considered in the systematic literature review

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20. Haug, N., and I. Mergel. 2021. "Public Value Co-Creation in Living Labs-Results from Three Case Studies." *Administrative Sciences*.
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**APPENDIX C: Public value(s) governance framework: Data categorization and information sources)**

(Table C1).

**TABLE C1** Strategic public value(s) governance: Information sources by components and key concepts.

Theme	Component	Key concepts	# References (Appendix B)
Engagement and authorization	Meaningful participation and engagement	Spaces and channels for engagement	R1, R2, R4, R5, R8, R9, R11, R12, R13, R14, R17, R18, R19, R20, R22, R24, R25, R29, R31, R33, R34, R35, R37, R38, R39, R40, R41, R42, R43, R44, R45, R47, R48, R49, R50, R51, R54, R56, R59
		Empowerment of actors and community groups	R6, R9, R10, R14, R18, R19, R20, R22, R24, R28, R29, R33, R37, R38, R45, R49, R50, R51, R56
		Number and type of stakeholders	R9, R16, R18, R31, R45, R51
	Dialogue and negotiation	Dialogue and deliberation	R1, R2, R3, R5, R7, R8, R9, R10, R12, R13, R14, R15, R16, R17, R18, R23, R24, R26, R29, R29, R30, R31, R32, R33, R35, R36, R37, R38, R39, R40, R43, R45, R48, R49, R50, R51, R54, R56
		Negotiation and decision making	R2, R9, R11, R14, R16, R18, R19, R20, R21, R26, R27, R29, R29, R30, R35, R40, R41, R43, R45, R46, R47, R48, R53, R57
	Shared value proposition	Joint value definitions	R2, R7, R8, R9, R10, R11, R12, R13, R14, R16, R19, R21, R22, R23, R24, R27, R28, R29, R29, R31, R33, R34, R35, R37, R38, R40, R41, R42, R43, R46, R47, R48, R49, R51, R52, R53, R54, R55
		Value tensions and coping strategies	R3, R8, R10, R11, R14, R22, R23, R35, R41, R56, R57
Operational capabilities and assets	Individual and collective assets and resources	Individual assets and resources	R1, R6, R9, R12, R18, R29, R33, R43, R47, R49, R57
		Collective assets and resources	R6, R8, R10, R11, R20, R26, R32, R33, R34, R35, R38, R44, R46, R47, R48, R49, R52, R54, R55
		Capacity mixes	R4, R11, R14, R23, R29, R33, R34, R44, R54, R55
	Integrative leadership and strategic management	Integrative leadership capabilities	R6, R7, R8, R10, R11, R16, R20, R29, R30, R33, R35, R37, R38, R40, R43, R46, R49, R50, R51, R54, R56, R57
		Strategic management capabilities	R8, R10, R11, R31, R35, R38, R40, R43, R49, R50, R51, R55
	Institutional and collaboration design	Flexibility and autonomy levels	R1, R3, R6, R9, R10, R11, R14, R15, R18, R19, R20, R21, R22, R26, R28, R29, R29, R30, R32, R33, R34, R35, R38, R40, R41, R43, R44, R46, R47, R48, R50, R51, R52, R53, R55, R56, R57, R59
		Hierarchy and (de) centrality levels	R10, R11, R17, R27, R30, R31, R37, R47, R49, R50, R54
		Formality levels	R6, R11, R13, R15, R16, R28, R33, R34, R46, R47, R50, R54, R59
	Broader environment and public sphere	Broader political and social context	Broader administrative architecture
Legislative and policy context			R9, R10, R15, R16, R17, R21, R27, R28, R31, R38, R39, R46, R50, R51, R54, R55, R57
Historical and cultural context			R3, R7, R9, R10, R28, R29, R38, R50, R57
Instrumental public values	Procedural legitimacy	Procedural rationality	R1, R2, R3, R6, R7, R8, R12, R13, R14, R16, R19, R20, R23, R26, R28, R29, R30, R32, R34, R35, R38, R39, R41, R42, R43, R44, R45, R46, R48, R57, R59
		Procedural justice	R1, R2, R7, R8, R9, R10, R13, R15, R16, R19, R20, R21, R23, R26, R29, R32, R37, R39, R40, R43, R45, R47, R48, R52, R53, R56, R59
		Operational control	R1, R2, R3, R6, R11, R13, R14, R16, R17, R18, R26, R27, R28, R29, R30, R33, R34, R35, R37, R38, R39, R41, R42, R43, R44, R47, R49, R51, R53, R54, R57
	Relational value	Trust	R1, R6, R7, R8, R9, R10, R13, R14, R16, R17, R18, R20, R21, R23, R24, R26, R28, R29, R29, R33, R34, R35, R37, R45, R46, R48, R49, R50, R52, R54, R56, R57
		Social networks and social capital	R5, R6, R10, R14, R18, R20, R22, R23, R24, R25, R29, R35, R44, R45, R48, R50, R54, R55, R56

(Continues)

TABLE C1 (Continued)

Theme	Component	Key concepts	# References (Appendix B)
<i>Instrumental and prime public values</i>	<b>Democratic accountability</b>	Social cohesion	R4, R5, R14, R20, R23, R29, R31, R33, R40, R43, R49, R50, R56
		Vertical democratic accountability	R1, R2, R8, R15, R16, R20, R23, R26, R29, R30, R35, R39, R40, R41, R44, R47, R49, R51, R57
		Horizontal democratic accountability	R1, R3, R4, R7, R8, R11, R12, R13, R15, R16, R18, R19, R20, R22, R24, R26, R27, R29, R32, R33, R34, R35, R37, R38, R39, R40, R41, R42, R43, R45, R48, R50, R51, R55
	<b>Equity and reciprocity</b>	Equal representation and inclusion	30, R10, R11, R13, R14, R16, R19, R22, R26, R29, R29, R37, R40, R41, R45, R46, R48, R49, R56
		Equity of benefits	R1, R5, R8, R10, R12, R17, R20, R21, R22, R23, R27, R28, R29, R29, R30, R31, R33, R35, R37, R38, R41, R43, R44, R45, R46, R50, R51, R52, R53, R54
		Equity of payment	R1, R6, R7, R8, R9, R15, R16, R17, R18, R21, R22, R23, R26, R27, R29, R31, R33, R34, R35, R41, R43, R46, R47, R49, R51, R54, R55, R59
<i>Prime public values</i>	<b>Performance value</b>	Efficient performance	R6, R8, R10, R17, R20, R27, R30, R31, R32, R33, R39, R42, R43, R46, R47, R50, R51, R52, R59
		Effective performance	R1, R3, R4, R6, R7, R8, R9, R10, R11, R12, R14, R15, R18, R20, R21, R22, R23, R24, R26, R27, R28, R29, R29, R30, R31, R33, R35, R36, R37, R38, R39, R40, R42, R43, R46, R47, R49, R50, R51, R52, R53, R56, R57, R59
	<b>Problem-solving capacity</b>	Durable solutions	R1, R6, R10, R11, R14, R18, R20, R24, R28, R29, R32, R38, R43, R50
		Behavioral shifts	R6, R10, R17, R20, R25, R31, R35, R38, R39, R43, R44, R46, R48, R49, R50, R51, R55
		Innovation	R5, R7, R11, R14, R15, R17, R18, R19, R20, R27, R28, R31, R32, R33, R34, R42, R47, R49, R50, R51, R54, R56, R57
		Skills development and learning	R1, R3, R4, R10, R15, R18, R19, R20, R25, R29, R31, R33, R34, R39, R44, R49, R50, R55, R56, R57
		Increased knowledge and awareness	R1, R4, R8, R15, R17, R19, R20, R26, R28, R29, R30, R31, R32, R34, R35, R45, R48, R49, R50, R51, R52, R54, R56, R57
		Data and information	R20, R27, R28, R32, R39, R44, R47, R48, R51, R52, R54, R57