

Public Value Creation in Local Government Context: A Bibliometric Analysis

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ABSTRACT

The purpose of this study is to identify the development of the public value creation's concept in the context of local government in the last twenty years (2002 – 2022). The 177 scientific publications in the form of articles and conference papers that were selected from the Scopus Database were further analyzed using bibliometric analysis, which combined performance analysis and science mapping techniques. The analysis results show an increase in the number of publications dominated by western countries which can be categorized into five research clusters: e-government, smart city, public governance, co-creation, and public management. The researcher recommends fifteen research topics that can be explored further in future research.

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INTRODUCTION

Public Value Theory was first introduced by Mark Moore in his book "Creating Public Value: Strategic Management in Government" published in 1995. Since then, public value has received much attention from academics and practitioners in recent decades (Fukumoto & Bozeman, 2019). In its development, the study of public values has become a new movement in the study of public administration (Bryson et al., 2014), and it has provided a new construction in governance theory. The development of public value studies inspires and adopted as an alternative governance development concept to fill the shortcomings of a new public management paradigm (Sami et al, 2018). The public value concept presents a new framework in public management, especially regarding the role of government and policy. More studies exploring various points of view are necessary to enrich public value research across settings and contexts.

Public value studies are developing quite rapidly and are diverse. Based on the Scopus database, from 1995 – 2022, there were 2,993 documents with titles, keywords, and abstracts containing the phrase "public value". Public value theory has expanded along with many other studies. The initial concept of public value relates to the role of public managers in providing value to governance activities in the public sector (Moore, 1995). Various dynamics and debates color the development of the public value concept, and there are various conceptual debates with the ambiguity of the implementation of

public values in real life. Conceptual ambiguity occurs, especially concerning the measurement of public value in practice, and this has become a topic of study that colored the early development of public value studies. Furthermore, the study of public values has stagnated, so researchers have developed the concept of public values through the expansion of meaning, not only relating to public managers but also to public organizations, policy makers, society, and various areas that have a consensus on public values (Huijbregts et al., 2021). In its development, the study of public values is divided into two streamlines: the first relates to public value creation carried out by public managers, and the second is the public value from the perspective of organizations, citizens, society and politics (Fukumoto & Bozeman, 2019).

One of the early comprehensive literature studies discussing public value was conducted by Jørgensen & Bozeman (2007). In their study, Jørgensen & Bozeman focuses on the conceptual development of public values, especially those related to causality, hierarchy, and proximity of public values. Subsequent studies focus on studying frameworks for measuring public value (Faulkner & Kaufman, 2018; Williams & Shearer, 2011). The literature study conducted by Hartley et al. (2017) mapped out the research agenda based on empirical studies of public values. Specifically, a systematic study of public values also discusses e-government (Twizeyimana & Andersson, 2019). Today, the latest literature study on public values discusses the measurement of public values in practice, which integrates the context of practitioners, practices, and praxis (Huijbregts et al., 2021). Most of these public value studies discuss the context of the management area and practical operationalization of public values. However, few of them have discussed public value creation in local government settings (Grant, 2021).

Public value studies in the context of local government are still understudied. Grant (2021) conducted a study to seek the suitability of public value operationalization in the context of local government from the perspective of general managers. Several recent studies on public values have not described how public values are relevant to local government context. These studies have a large research gap, especially in how to find out more about the development of public value studies in the context of local government. By looking at the gaps in this study, this paper aims to provide an overview of the latest studies on public values from 2002 to 2022. This study is expected to provide information to researchers to discover the mapping of studies and the growing research space regarding public values.

This study was conducted using the bibliometric analysis method through various relevant literature to answer the questions: 1). What are the research trends on public values in the local government context; 2). Which channels (journals, articles, and countries) are influential in research on public values in the local government context; 3). What are the opportunities and future research agenda of public value in a local government context? The bibliometric analysis that was carried out was not only limited to the quantitative aspect but also an interpretive analysis. The use of quantitative analysis is useful for clarifying findings that are specific to the context being discussed (Marques, 2021). These two analyses are expected to comprehensively explain the concept of public value in the context of local government.

This study has three contributions to the development of the public value concept. First, identify the development of public value studies in the context of local government in the last 20 years (2002-2022). The results of this study can be used to find information

on study themes that are still rarely researched by scholars. Second, it provides new insights about the direction of public value research, as well as providing scope information to expand research in the future. Third, the results of the analysis are provided in the form of research clusters that are most in demand and influential in research on public values in local government.

METHOD

This study employs a combination of quantitative and qualitative analysis methods. Marques (2021) suggests combining these methods to gain a deeper understanding of the issue through quantitative analysis. The use of qualitative analysis is beneficial in addressing the basic limitation of bibliometric analysis, which cannot fully capture the specificities of each analyzed article (Pradana et al, 2022). In contrast to the qualitative analysis, which emphasizes the utilization of interpretation method to examine the study content and to categorize into clusters or research streams, the quantitative analysis uses the bibliometric analysis method to describe the intellectual structure and trends that emerge in a topic or field of research (Donthu et al, 2021).

The employment of bibliometric techniques within quantitative analysis is divided into two categories: performance analysis and science mapping. First, performance analysis aims to evaluate groups of scientific actors (countries, universities, departments, researchers) and the impact of their activity based on bibliographic data (Cobo et al, 2011). Second, science mapping analyzes the relationship between research constituents and a field's intellectual structure (Baker et al, 2021).

As the basis for conducting quantitative analysis, this study collected all relevant data from the Scopus database accessed on December 30, 2022. The data search process was then carried out using the systematic literature review (SLR) model shown in Figure 1. Article selection was carried out in three stages. First, starting with setting research objectives and conceptual limitations, the focus of the discussion in this study is to examine the development of public value studies in the context of local government studies so that the conceptual boundaries of this study are "public values" and variants of local government namely local, city, municipality, region, urban, village, province, rural, and sub-national. From the disbursement process, 378 articles that discussed public values in local government in 20 years were obtained. Second, the selection is made based on inclusion and exclusion criteria. The search was limited to documents sourced from journals in the form of articles and reference papers in English within 20 years (2002-2022). The keywords used in searching this data are "(TITLE-ABS-KEY ("Public Value") AND TITLE-ABS-KEY (local OR city OR municipality OR regional OR urban OR village OR province OR sub AND national OR rural OR government))". Based on the results of the document selection, 177 documents that matched the predetermined criteria were obtained, then coding and content analysis were carried out. Third, researchers code and process data for analysis and discuss appropriate approaches for data visualization and research flow analysis.

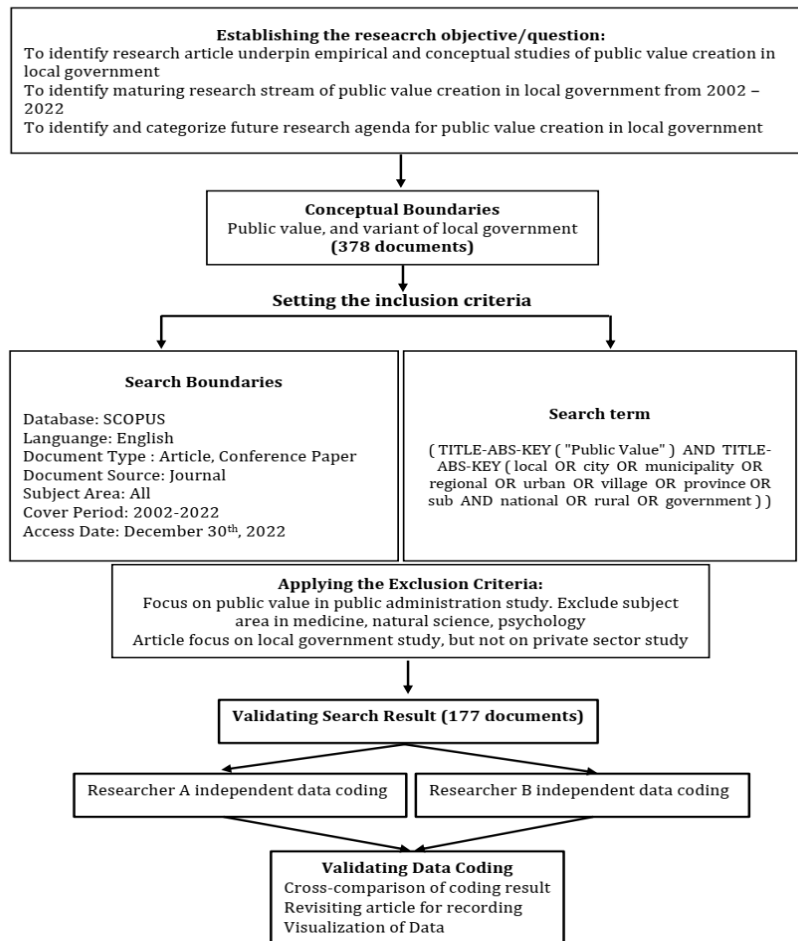


Figure 1: SLR Process, adapted from (Nolan & Garavan, 2016; Pradana et al., 2022)

Data processing and visualization done using the VOSviewer program version 1.6.18. This program can be used to display and visualize bibliographic mapping with various units of analysis (Aswin et al., 2022). The type of visualization analysis used in this research is co-authorship, co-occurrence, and citation analysis. This type of analysis describes the mapping of the unit of analysis from various trends in research constituencies, such as country trends, keywords used, and networking of journal authors.

Qualitative analysis was carried out based on the data obtained from quantitative analysis. This qualitative analysis aims to identify several research streams as seen from the author's relationship, keyword mapping, and influential articles. The qualitative analysis in this paper is not intended to produce new concepts or theories but rather to identify the contents of documents and gaps that can be used as references for further research agenda as suggested by Da Silva et al (2021). Qualitative analysis was carried out using the content analysis method, which discussed and evaluated the research objectives, methods, findings, and future research questions in more detail (Pradana et al., 2022). Qualitative analysis, which discusses previous studies that focus on one particular study, will enrich the discussion and analysis of the studies currently being conducted (Apriliyanti & Alon, 2017).

RESULTS AND DISCUSSION

Publication Trend

Based on the results of an analysis of 177 articles indexed by Scopus (journal and conference papers) over the past two decades (2002-2022), studies on public value creation in local government have mostly been carried out in 2022 (29 articles). Rapid growth in this study has occurred since 2017. Based on Figure 2, in the first ten years (2002-2012), the study of public values in local government received less attention, as seen from the relatively small number of publications. However, in the second half of the decade, this study experienced a significant increase, reaching a peak in 2022.

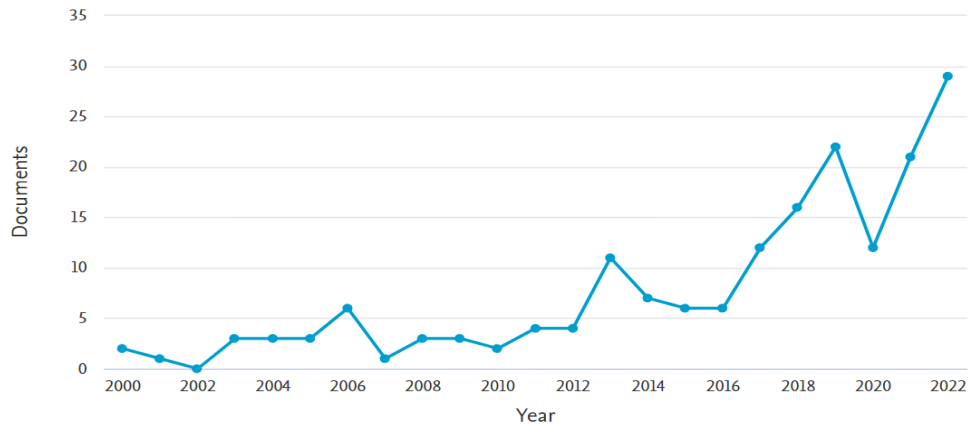


Figure 2. Publication Trend (document by year)

The Influential Countries of Publication

Of the 47 countries that have published studies on public value in local government, the United States is the most productive country, with 47 documents and 1,121 citations. Based on the list of the top 10 most influential countries of publication in Table 1, only China and South Korea are the publishing countries from Asia, and almost all of the top 10 countries are developed countries. The Netherlands has document productivity number 4 but has the second largest citations with 1010 citations, followed by Spain with 5 documents and 780 citations.

Table 1. The Top 10 most Influential Country of Publication

Based on Numer of Document				Based on Numer of Citation			
Rank	Country	Document	Citation	Rank	Country	Document	Citation
1	USA	47	1121	1	USA	47	1121
2	UK	29	580	2	Netherland	15	1010
3	Australia	22	395	3	Spain	5	780
4	Netherland	15	1010	4	UK	29	580
5	China	11	60	5	Australia	22	395
6	Belgium	6	146	6	Belgium	6	146
7	Italy	6	86	7	Turkey	2	106
8	Denmark	6	54	8	Italy	6	86
9	South Korea	6	28	9	Canada	4	84
10	Spain	5	780	10	China	11	60

Source: Scopus, 2022, Processed by Author

Based on the VOSviewer visualization results, eight connected clusters from 47 countries published studies on public value in local government. Based on Figure 2, the United States of America, the United Kingdom, and the Netherlands are three countries that have a major influence on publication networks in other countries.

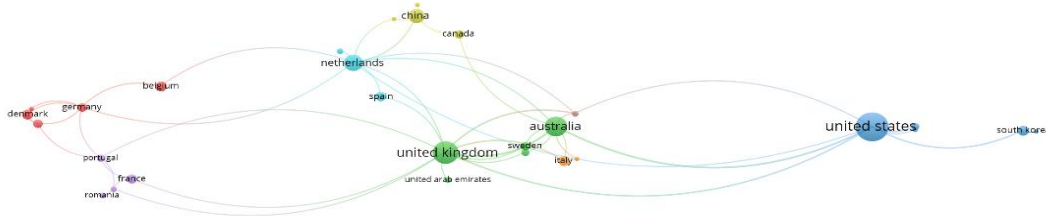


Figure 1. Network Visualization of Most Influential Countries in Publishing "Public Value Creation in Local Government"

The Influential Journal of Publication, Author, and Top Cited Article

Public Value in Local Government is a field of research that is rarely researched. Of the several Scopus-indexed journals, the Government Information Quarterly journal is the journal that has published the most research on public value in local government, with a total of eight articles. Followed by the Journal of Sustainability with six articles, the next rank is the International Review of Administrative Science and Cities with five articles. Based on data from Table 2, many reputable journals publish public values in local government, although in small quantities.

Table 2. The Top 10 Most Influential Journal of Publication

No	Journal	Document	CiteScore 2021	Scopus Quartiles*
1	Government Information Quarterly	8	14.5	Q1
2	Sustainability Switzerland	6	5.0	Q2
3	Cities	5	9.4	Q1
4	International Review of Administrative Science	5	4.5	Q2
5	International Journal of Public Sector Management	4	3.2	Q2
6	Public Management Review	4	7.7	Q1
7	Administration and Society	3	4.5	Q1
8	Administrative Science	3	3.4	Q2
9	Environmental Management	3	6	Q2
10	Innovation Journal	3	0.9	Q3

*based on <https://www.scimagojr.com/>, 2022

Source: Scopus, 2022, Processed by Author

Of the 177 articles analyzed, Walravens, N, Torfing, J, and Luna-Reyes, L.F. are prolific writers on this theme, with three articles. Based on the results of the VoSViewer analysis (figure 2) in mapping the 12 authors with the greatest influence in this study, most of the authors produce one document with quite large citations. Analysis of the author's influence in a particular field of study can be seen from the productivity of the articles and the number of citations. The bigger the article is cited, the more it shows the influence of the article on the development of the field of public value science.

Next, figure 2 shows the author's density visualization with many documents and citation levels. The brighter the color, the more documents and citations will be produced. Then in Table 3, details are displayed about the order of the authors based on their citations.

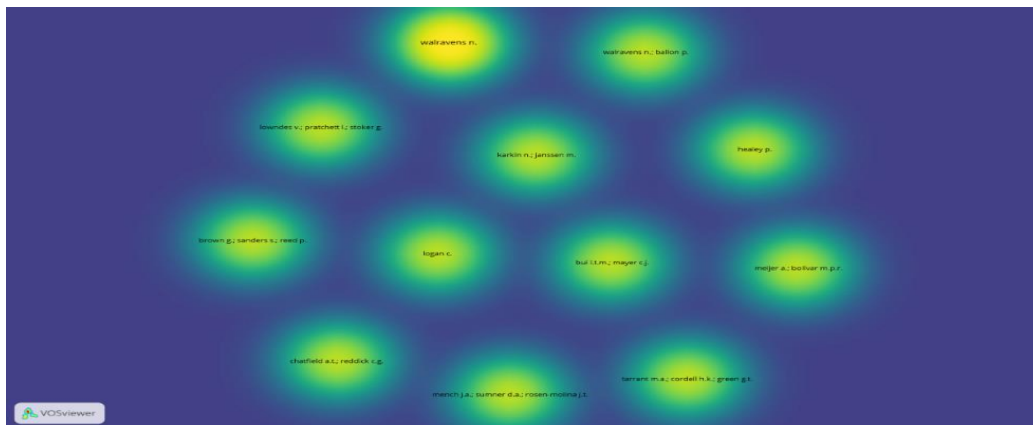


Figure 2. Density Visualization of Most Authors of "Public Value Creation in Local Government"

Based on Table 3, the authors with the most citations are Meijer, A., Bolívar, M.P.R. 722 citations from one document. Followed by Walravens N, who produced two articles with 123 citations. Not many articles about public value creation in local government have been written independently, but on the other hand, they have quite a large number of document citations. The large number of citations means that research on public value creation in local governance has a major impact on similar studies.

Table 3. The Top 10 Most Influential Author

No	Author	Documents	Citations
1	Meijer A, Bolivar M.P.R	1	722
2	Walravens N.	2	123
3	Lowndes V, Pratchett I, Stoker G.	1	110
4	Walravens N, Ballon, P	1	104
5	Karkin N, Janssen M	1	103
6	Mench J.A, Sumner, D.A, Rosen-Molina J.t	1	95
7	Logan, C	1	83
8	Bui L.T, Mayer C.J	1	75
9	Chatfield A.T, Reddick, C.G	1	75
10	Brown G, Sanders S, Reed P.	1	60

Source: Scopus, 2022, Processed by Author

Apart from the authors' influence, several articles have a major influence on the field of public value in local governance studies. Articles with many citations mostly discuss the use of technology in local government, such as smart cities, smart governance, and e-government. Based on Table 4, the most cited articles were articles written by Meijer, A., Bolívar, M.P.R in 2016, which the International Review of Administrative Sciences published, which has been cited 722 times. Substantially, the article emphasizes that smart cities are not just a matter of technology but rather a complex process of institutional change as an approach to economic growth and public value (Meijer & Bolívar, 2016).

Table 4. Top 10 Most Cited Article

No	Article Title	Author	Source	Year	Citations
1	Governing the Smart City: a Review of the literature on smart urban governance	Meijer, A., Bolívar, M.P.R.	International Review of Administrative Sciences	2016	722
2	Local political participation: The impact of rules-in-use	Lowndes, V., Pratchett, L., Stoker, G.	Public Administration	2006	110
3	Platform Business models for Smart Cities: From Control and Value to Governance and Public Value	Walravens, N., Ballon, P.	IEEE Communication Magazine	2013	104
4	Evaluating Website from a Public Value Perspective: A Review of Turkish Local Government Website	Karkin, N., Janssen, M.	International Journal of Information Management	2014	103
5	Sustainability of egg Production in the United States-the Policy and Market Context	Mench, J.A., Sumner, D.A., Rosen-Molina, J.T.	Poultry Science	2011	96
6	The Roots of Resilience: Exploring Popular Support for African Traditional Authorities	Logan, C.	African Affairs	2013	83
7	A framework for Internet of Things-enabled smart government: A case of IoT cybersecurity policies and use cases in U.S. federal government	Chatfield, A.T., Reddick, C.G.	Government Information Quarterly	2019	76
8	Regulation and capitalization of environmental amenities: Evidence from the toxic release inventory in Massachusetts	Bui, L.T.M., Mayer, C.J.	Review of Economics and Statistics	2003	76
9	Qualitative indicators for smart city business	Walravens, N.	Telecommunications Policy	2015	64

	models: The case of mobile services and applications				
10	Civil Society Enterprise and Local Development	Healey, P.	Planning Theory and Practice	2015	61

Source: Scopus, 2022, Processed by Author

Conceptual Mapping And Future Research Agenda

One of the conceptual mapping of public value in local government studies can use keyword network analysis. A keyword analysis is a unit of analysis in Co-occurrence Analysis in Vosviewer. Keyword analysis describes a conceptual mapping that relates to a particular study and makes it possible to observe the study's development and opportunities for future research concepts (Roziqin et al., 2022). Based on the identification results of 177 articles using co-occurrence analysis with a minimum number of occurrences of a keyword of 3 items, 26 keywords were obtained, and 23 items had a relationship between keywords. This relationship shows that connections and discussion relations will be clustered. Conceptual clustering is carried out based on the strength of the relationship between items and from 79 items 11 concept clusters can be arranged as shown in Table 5.

Table 5. A Cluster of Concepts by keyword

	Keyword	Occurrences
Cluster 1	Aesthetics, Attitudes, Biodiversity, Ecosystem Service, Local Government, Partnership, Public Perception, Recreation, Social Capital, Social Media, Values	11
Cluster 2	Australia, Forest Policy, Forest Value, Participation, Paticipatory Mapping, ppgis, Public Enggagement, Public Participation, Public Service, Smart City, Vgi	11
Cluster 3	Co-production, e-governance, good governance, governance, legitimacy, local authorities, performance, publicness, value	9
Cluster 4	Citizen Engagement, citizen participation, democracy, privacy, public value creation, public values, smart cities, urban law	8
Cluster 5	Accountability, Corporate social responsibility, e-government, leadership, outsourcing, strategy, trust, urban governance	8
Cluster 6	Business Model, Covid-19, Mobile Service, Public Administration, public governance, system dynamics	6
Cluster 7	Contingent Valuation, Cultural Policy, Cultural Value, Local Governance, Public Management, Willingness to pay	6
Cluster 8	Decision-Making, Environment, Evaluation, Public Invlovement, Public Policy, Sustainability	6
Cluster 9	Ethics, Local Government, Open Data, Outcomes, Public Value	5
Cluster 10	Co-creation, Innovation, Platform, Political Leadership, university	5
Cluster 11	Cities, Job Crafting, Public Service Motivation, Vietnam	4

Source: Scopus, 2022, Processed by Author with VOSviewer.

Keyword clustering and the strength of the relationship between keywords are visualized in Figure 3. Each cluster is visualized in various colors. Nodes and lines that have cluster colors indicate a relationship between keywords. More lines connecting the nodes indicate that the keyword is related to the discussion in one of the keywords.

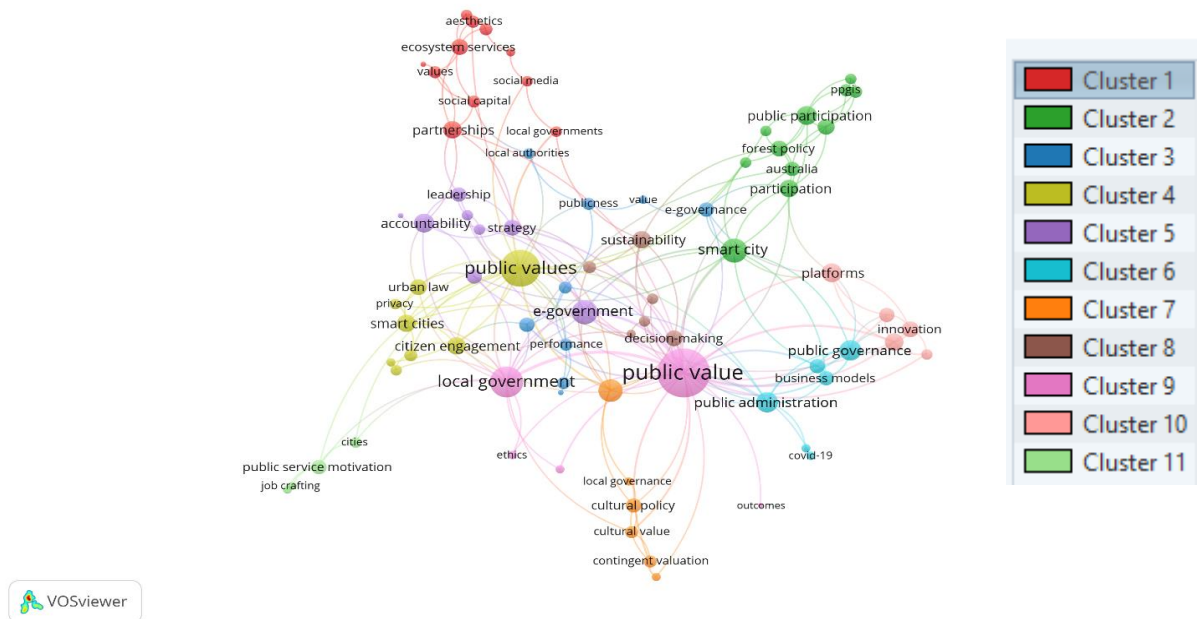


Figure 3. Network Visualization of Keywords in Public Value Creation in Local Government

A keyword mapping visualization is carried out, as shown in Figure 4, to discover the novelty of research on a particular theme. This visualization shows that the brighter the nodes on a particular keyword indicate the novelty of the keyword used in the research. Based on Network Visualization and Overlay Visualization, various themes can be formulated for future research agendas.

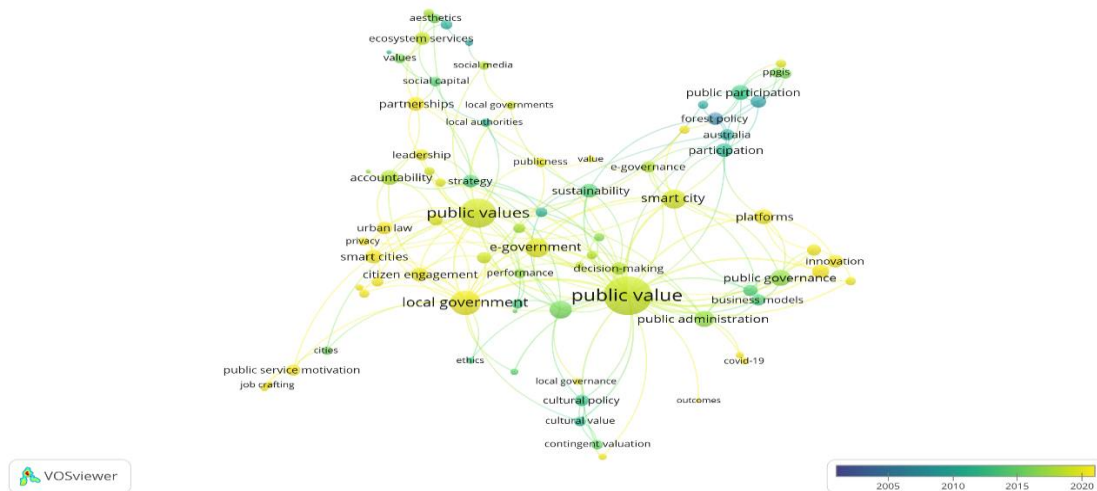


Figure 4. Overlay Visualization of Keywords in Public Value Creation in Local Government

Based on the results of clustering various keywords, several keywords have the highest relationship, meaning that these keywords are widely used and related to other keywords. On the other hand, several keywords have weak connectivity and a small value of occurrences. From the results of the overlay visualization, it is known that various

keywords are used in some of the latest research. To map the various themes used in enriching research on public value creation in local government, various keywords that have the strongest and weakest strength links are ranked, except for "public value(s)" and "Local Government", because the two keywords are part of the unit of analysis in this study.

Table 6. The High and Low Total Link Streght and Occurences of Keyword

Keyword with High Strenght Link				Keyword with Low Strenght Link		
Rank	Keyword	Occurences	Link Strength	Keyword	Occurences	Link Strength
1	E-government	10	19	m-government service	2	0
2	Smart City	7	17	Public Value Capture	3	1
3	Public Governance	4	14	Outsourcing	2	1
4	Co-Creation	4	12	Outcomes	2	1
5	Public Management	4	12	Legitimacy	3	1
6	Platform	2	9	Climate Change	2	1
7	Public Administration	3	9	Attitude	2	1
8	Accountability	3	8	Value	2	2
9	Business Models	2	8	System Dynamics	2	2
10	Innovation	2	8	Recreation	2	2

Source: Scopus, 2022, Processed by Author with VOSviewer

Several keywords have an occurrences value of 2 and a total link strength of 2, including public investment, local governance, ethics, democracy, and covid-19. In addition, based on the results of keyword mapping by year, there are several keywords used in the last three years, such as 'partnership', 'public engagement', 'democracy', 'citizen participation', 'privacy', 'urban law', 'public motivating services, 'job crafting', 'willingness to pay', 'covid-19'. Keywords with high-strength links are concepts that are often used and have a relationship with several concepts that will become a trend in public value research in local government. Based on the mapping results, a stream of concepts about e-government, smart city, public governance, co-creation, and public management is obtained.

The Future Research Agenda for studying public value creation in local government can be divided into two categories. The first category is the future research agenda based on research topics that are rarely researched and research themes used in the last three years. Various research themes that can be used as topics in future research include m-government services, public value capture, outsourcing, outcome, legitimacy, climate change, attitude, values, system dynamics, recreation, public engagement, democracy, citizen participation, privacy, urban law, public service motivation, job crafting, willingness to pay, and covid-19.

One concept that has great opportunities in this study is public value research using system dynamics. Two articles discuss system dynamics, namely (Forliano et al., 2020) and (Costanza, 2022). These two studies describe system dynamics analysis in

creating public value in local governance. Based on the results of their study, [Forlianom et al. \(2020\)](#) recommends expanding the study into the context of economic and social performance and simulating applications with different stakeholder engagement and policies. Similarly Forlianom, [Costanza \(2022\)](#) recommends expanding the study not only to the public sector or public institutions but, expanding to parties that are related, connected, and getting services from the public sector.

The newest topic still rarely used in the context of public values in local governance, is m-government service. Studies on m-government services are always associated with smart cities, but specifically, articles discussing m-governance are only found in two studies in 2022. The m-government studies were conducted by [\(Alkaabi et al., 2022\)](#) and [\(Alkaabi & Sidek, 2022\)](#). These two studies discuss the factors that influence the sustainability of m-government services. This study emphasizes how m-government services can create public value and be trusted by the public. One of the factors that determines the sustainability of the m-government program is the existence of public trust, which is formed from public satisfaction. Furthermore, in this scope, studies related to public participation in m-government programs and how local governments maintain or develop m-government programs can be expanded to increase community satisfaction.

The second categorization is the suggestion of a future research agenda based on the research stream. The research flow is determined based on the most used keywords (occurrence) and the keywords that have the most relationships with other keywords (total link strength) on the theme of public values and local governance. The analysis in this determination uses a qualitative method that analyzes the contents of various selected articles according to the research stream and maps relevant research questions for the future research agenda.

Table 7. Suggested Research Question

Research Topic	Future Research Question/Author
e-government	<ul style="list-style-type: none"> • How can public value be created through e-government, which is able to reach marginal groups through a public-private partnership scheme? (Mossey et al., 2019) • Using a connective intelligence and network dynamics framework, how can the co-creation of public value be realized through a digital platform scheme in local government? (Meijer & Boon, 2021) • What is the influence of public perceptions of e-government implementation and perceptions of public service capacity on efforts to create public value? (Salmoria et al., 2021)
Smart City	<ul style="list-style-type: none"> • How is the development of a 'smart city' business model to create public value by using stakeholder mapping and networking between local governments around it? (Walravens, 2015) • An exploratory study with surveys on how local government views assess the impact of collaboration in realizing smart cities and how to map the roles of stakeholders in collaboration, as well as who are the actors who initiate and act as smart city 'drivers' that have a big impact on creating public value? (Neumann et al., 2019) • How to develop a smart city that has value for the public beyond technological innovation (e.g., mobility, governance, environment, and energy)? (Soe et al., 2022)

Public Governance	<ul style="list-style-type: none"> • How does the governance of public organizations affect private organizations that collaborate to create public value, and what are the influential factors in efforts to re-design public organizations to accelerate networking between government and local stakeholders? (Walravens, 2015) • By Using collaboration between the public sector and universities, how can a public organization's governance be designed to allow it to become a platform for co-creation with knowledge institutions? (Torfing et al., 2021) • How can the public sector and knowledge institutions share knowledge and insights and involve local stakeholders to create public value, find solutions to problems sustainably, and be something that is needed by the public? (Torfing et al., 2021)
Co-creation	<ul style="list-style-type: none"> • How can co-creating public value outcomes create interactive political leadership in an empirical study, and what are the variables and indicators for creating interactive political leadership that have the potential to generate public value from a 21st-century leadership perspective? (Torfing & Sørensen, 2019) • What is the impact of co-creation in policymaking on local government governance, democratic legitimacy, and trust in government? And what are the obstacles to regional governance that affect co-creation in policymaking to create public value (Bentzen et al., 2020) • How to design a co-creation platform to increase public value from a local government perspective? (Meijer & Boon, 2021)
Public Management	<ul style="list-style-type: none"> • By using the four pillars of local public governance (Values, governance that represents civil society, Managerial Dimension, Expertise) How to measure the effectiveness of programs and efforts to create public value in local government? (Tabi & Verdon, 2014) • What are the advantages of formal decision-making and risk analysis in e-government, focusing on public value creation? (Sundberg & Larsson, 2017) • Why is the management of cultural institutions and the role of local government important in realizing public values and how are public values defined between the point of view of public management and cultural elements, and who has the right to evaluate them? (Rius-Ulldemolins & Klein, 2021)

Source: Obtained from primary data, 2023

The development of research themes in public administration heavily influences the development of creating public value in local government. In the last 20 years, the issue of public value creation has been dominated by themes related to the use of technology in the public sector (e-government, smart city, m-government, etc.). However, classic themes such as politics and bureaucracy are still widely discussed using new approaches, such as co-creation, to produce relevant public values as part of the embodiment of democracy (Bentzen et al., 2020; Torfing & Sørensen, 2019). Public value studies focus on the context of public management (Bennington, 2011; Moore, 1995), although studies outside public administration adopt most. However, the colors and nuances of public management are always present in any discussion of public values.

The results of conceptual mapping reveal that public value creation in local government is largely influenced by information technology interventions such as e-

government smart cities, and there are still very few studies that discuss the creation of public value from local values. Moreover, several research attempts to portray public value creation using local or traditional values. For example, research on public value creation based on the socio-cultural values of communities in the north-west and south-east of England (O'Brien, 2005), a study of traditional Chinese public values that influence the political landscape and public values changes in China (Lu, 2015), a study about public values of traditional authorities in Africa which are maintained as a symbol of identity, unity, sustainability and stability in local government (Logan, 2013) and a study about framework for smart city platforms by considering local values to accommodate the need for a new kind of knowledge-service creation in the form of local public-interest technology (Ranchordás & Goanta, 2020). However, existing literature has not yet comprehensively described the stages or processes of adopting local values to become values that influence regional and global governance. The limitations of studies on adopting local values in creating public value could become a research agenda in the future.

This study produces two approaches to creating public value in local government: public management through collaboration and co-creation and optimizing the use of information technology (e-government, smart city, etc.). Both approaches can be used to develop public management direction at the local level. Local government is a public management entity facing various general factual problems and demands for public services that directly deal with the community. It is trapped between expectations and limited resources to solve problems and meet public demands (Bentzen et al., 2020). In its development, local government faces problems of legitimacy and central-regional relations and must be called upon to focus on creating public value. The results of the literature review in this article suggest local managers to overcome limited supporting capacity in creating public value at the local level through public involvement and co-creation in producing various innovations to solve various community problems as also suggested by Torfing et al (2021). The study on public value creation in local government is expected to inspire stakeholders in developing strategies to institutionalize various best practices sustainably. The results of mapping study themes and several suggested research questions can be served as the first step to develop and expand future studies on creating public value in a local government context.

CONCLUSION

The study of public values has been widely studied by public administration scientists and has experienced significant developments. Generally, studies on public value focus on theoretical debates and the ambiguity of public value measurement as part of public management. As a public management entity close to the public, local government has an important role in developing public value theory. This study aims to explore research topics and themes related to public value creation in local governance from the SCOPUS database in the last twenty years (2002-2022). This study is expected to produce various scientific mappings, classification of research themes, and several questions for future research.

The findings of this study identify that most of the studies on public value creation in local governance are carried out in Western countries and developed countries. Only some studies use the perspective of developing countries or the local wisdom of a

community in creating public value. Studies with many situations mainly discuss creating public value through innovation and communication technology interventions (e-government, smart cities, digital platforms). Public value studies are very closely related to the concept of co-creation. Various empirical studies indicate that public value can be achieved if the government involves various stakeholders, including the public, to implement government through a co-creation framework in public innovation, public service, and public policy. This involvement shows that the direction of general management development in local government is not limited to the concept of collaboration. More than that, it can create space for joint creation to achieve goals and public interests.

This study resulted in a mapping of various keywords that can be developed into a research theme to expand the study of public values in local government. Research themes that can be developed include m-government services, public value capture, outsourcing, outcome, legitimacy, climate change, attitude, values, system dynamics, recreation, public engagement, democracy, citizen participation, privacy, urban law, public service motivation, job crafting, willingness to pay, and covid-19. The bibliometric results also show several research streams based on widely used keywords and connect with various other research themes, including e-government, smart city, public governance, co-creation, and public management. Finally, based on the results of content analysis calcification in articles related to stream research, around 15 research questions were obtained, which can later be developed to expand the study of public value creation in local governance.

This study has some limitations. First, this study does not cover articles with low citations and keywords with an "occurrence" value in Vosviewer of less than 2, so various keywords are not included in the scope of analysis. Second, bibliometrics analysis is only sourced from the Scopus database and is limited to journals and conference papers. The implication is that it does not capture many articles published in journals that Scopus do not index. Third, the data search focused on keywords, abstracts, and titles of articles, and the search was not extended to the substance of the study in articles that discussed public value creation in local government.

Therefore, this study provides some suggestions for future studies. First, expand the database used in bibliometrics analysis, for example, you can use Google Scholar, Web of Science, or other journal databases because there are many studies on public values published outside of Scopus-indexed journals. Second, conducting a meta-analysis of the issues developing in the study of public values in local government, for example, by adding the issues of smart cities, e-government, and co-creation. Third, the analysis should be broadened to map based on keywords, map the development of public value studies, and formulate an analytical framework to study public value creation in local governance.

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