



Reconceptualizing Public Service Quality from an Agile Governance Perspective: A Systematic Literature Review

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ABSTRACT

Digital transformation, the increasing complexity of public issues, and changing public expectations require public sector organizations to deliver services that are not only high-quality but also adaptive, innovative, and responsive to change. This study aims to reconceptualize public service quality through an Agile Governance perspective using a Systematic Literature Review (SLR) approach. The study follows the PRISMA 2020 guidelines by identifying, selecting, evaluating, and synthesizing scientific articles obtained from various reputable databases, including Scopus, Web of Science, ScienceDirect, SpringerLink, Emerald Insight, Taylor & Francis, Wiley Online Library, and Google Scholar. Data analysis was conducted using thematic synthesis to identify theoretical developments, research gaps, and build a conceptual synthesis. The results show that the paradigm of public service quality has shifted from an orientation of administrative compliance to the creation of adaptive public value. Literature synthesis reveals that Agile Governance provides a more relevant conceptual framework through the principles of good enough governance, human-focused, business-driven, based on quick wins, systematic and adaptive approach, and simple design and continuous refinement. Based on the synthesis results, this study reconceptualizes the quality of public services into five main dimensions, namely organizational adaptability, continuous innovation, multi-stakeholder collaboration, organizational learning, and public value creation. The contribution of this study lies in the development of a new conceptual model that integrates the theory of public service quality with the Theory of Agile Governance, thereby broadening the perspective of public administration from a procedural orientation to a more agile, innovative, and sustainable service governance as a foundation for bureaucratic reform in the era of digital transformation

INTRODUCTION

Changes in the strategic environment of the public sector in the era of digital transformation have shifted public expectations regarding the quality of government services. Citizens no longer judge services solely on the speed of administrative completion, but also demand services that are responsive, adaptive, transparent, inclusive, and able to adapt to the dynamics of public needs. The development of digital technology, the increasing complexity of social issues, and the emergence of various global crises have demonstrated that the hierarchical and procedural bureaucratic model is increasingly difficult to respond quickly to change. These conditions drive the need for a new paradigm in public service delivery that is more agile, collaborative, and oriented towards creating public value.

For decades, studies on public service quality have been dominated by approaches that emphasize user satisfaction, organizational efficiency, and compliance with operational standards. Models such as SERVQUAL are widely used to measure the gap between public expectations and service performance. On the other hand, the New Public Management paradigm encourages the application of principles of efficiency, competition, and results orientation in public bureaucracy. While both approaches have made significant contributions to public administration reform, various studies have shown that they still have limitations in explaining the ability of public sector organizations to cope with rapid, uncertain, and increasingly complex changes.

The digital transformation of government, the development of artificial intelligence, increased public participation through digital platforms, and global experience in dealing with the pandemic have demonstrated that public organizations require capacities beyond mere efficiency. Governments are required to have the ability to continuously learn, adapt policies quickly, build cross-sector collaboration, and produce service innovations centered on public needs. Thus, the quality of public service is no longer simply understood as the ability to meet service standards, but rather as the organization's ability to create services that are adaptive to environmental changes.

In this context, the concept of Agile Governance has begun to gain widespread attention in public administration literature. Agile Governance is not only understood as the application of software development methods to government organizations, but has evolved into a governance paradigm that emphasizes organizational flexibility, rapid decision-making, continuous learning, multi-stakeholder collaboration, and continuous service improvement. Luna, Kruchten, and Moura argue that Agile Governance is built through the principles of good enough governance, business-driven, human-focused, based on quick wins, systematic and adaptive approach, and simple design and continuous refinement. These principles demonstrate that the success of public services depends on the organization's ability to adapt to change, not solely on adherence to static procedures.

Although studies on Agile Governance have developed rapidly in recent years, most research still focuses on the implementation of digital transformation, the development of government information systems, organizational innovation,

and information technology governance. Research specifically addressing the conceptual relationship between public service quality and Agile Governance remains relatively limited. Most studies have also been conducted empirically in specific organizations, resulting in a partial understanding. Consequently, there has been no conceptual synthesis capable of explaining how Agile Governance principles can reconstruct the concept of public service quality more comprehensively.

This gap indicates that public service quality requires a reconceptualization that places adaptability as a key dimension of public sector organizations. From this perspective, service quality is measured not only by speed, accuracy, or user satisfaction, but also by the organization's ability to respond to policy changes, integrate technological innovation, build cross-actor collaboration, accelerate organizational learning processes, and continuously improve services. Thus, Agile Governance can be positioned as a paradigm that broadens the meaning of public service quality toward services that are more resilient, innovative, and oriented toward creating public value.

Based on these conditions, this study aims to reconceptualize the quality of public services through the perspective of Agile Governance using the Systematic Literature Review (SLR) approach. This approach was chosen to systematically identify, evaluate, and synthesize previous research findings so as to be able to build a more comprehensive conceptual framework regarding the relationship between public service quality and Agile Governance. Unlike previous studies that generally focused on the implementation of specific organizations, this study places various research results as the basis for compiling a new conceptual model regarding the quality of public services that are adaptive to changes in the strategic environment. The contribution of this research is expected not only to enrich the development of public administration theory, but also to provide a conceptual foundation for the government in designing a more responsive, innovative, adaptive, and sustainable public service system in the digital era.

LITERATURE REVIEW

The study of public service quality has undergone significant developments along with the changing paradigm of public administration. Initially, service quality was understood as the ability of government organizations to meet procedural standards established through administrative regulations. The classical perspective of public administration placed compliance with rules, organizational hierarchy, and bureaucratic control as the primary indicators of service success. Within this paradigm, bureaucracy was positioned as a rational instrument tasked with ensuring procedural uniformity, legal certainty, and administrative stability (Weber, 1978). Although this approach succeeded in creating a relatively orderly government system, bureaucracies that overemphasized procedures often lost their ability to adapt to changing societal needs.

Changes in the social environment, the development of digital technology, and rising public expectations have given rise to criticism of the traditional public

administration paradigm. This criticism has given rise to the New Public Management (NPM) paradigm, which emphasizes efficiency, effectiveness, results orientation, and the application of private sector management practices to government organizations (Hood, 1991). From this perspective, service quality is viewed as an organization's ability to deliver efficient services at lower costs while satisfying service users. This approach has led to the emergence of various performance indicators, results-based contracts, and output-based evaluation systems.

Although New Public Management has successfully increased bureaucratic efficiency in various countries, this paradigm has also received considerable criticism. Some academics argue that market orientation in the public sector has the potential to diminish the dimensions of democracy, public participation, and the values of public service. Organizational efficiency does not necessarily align with the creation of social justice or increased public trust in government (Denhardt & Denhardt, 2015). Therefore, the quality of public service cannot be reduced solely to organizational productivity but must be understood as a process of creating public value.

In response to the limitations of New Public Management, the New Public Service (NPS) paradigm has developed, positioning citizens as citizens rather than customers. Denhardt and Denhardt (2015) assert that the government has the primary responsibility to serve the public interest through participation, collaboration, and democratic accountability. From this perspective, service quality is measured not only by user satisfaction but also by the government's ability to build equal relationships with the public in the service delivery process. This shift broadens the dimension of service quality from mere efficiency to social legitimacy and the creation of public trust.

Subsequent developments demonstrate that the complexity of public issues can no longer be resolved through a bureaucratic, sector-based approach. The phenomena of climate change, the global pandemic, digital transformation, technological disruption, and the increasing complexity of societal needs demonstrate that public organizations face a volatile, uncertain, complex, and ambiguous environment. Under these conditions, the quality of public services requires a new dimension in the form of organizational capacity to learn, adapt, collaborate, and innovate continuously (Mergel et al., 2018).

This changing context has encouraged the development of the governance paradigm, an approach that views the provision of public services as the result of interactions between the government, the private sector, civil society, communities, and various other actors (Kooiman, 2003; Pierre, 2000). Governance broadens the understanding that the government is no longer the sole actor providing services, but rather plays a role as a facilitator that builds cross-organizational collaboration. This perspective has then developed into various approaches, such as collaborative governance (Ansell & Gash, 2008), adaptive governance (Folke et al., 2005), dynamic governance (Neo & Chen, 2007), and even digital governance.

Although the governance paradigm has successfully expanded the dimensions of participation and collaboration, various studies have shown that

overly complex governance mechanisms often slow down the decision-making process. Public organizations continue to face challenges such as lengthy bureaucracy, ineffective cross-sector coordination, and slow adaptation to technological change (Mergel et al., 2018). Therefore, collaboration alone is not enough to produce responsive public services without the organizational capacity to adapt quickly.

In this context, the concept of Agile Governance emerged as a paradigm offering a new perspective on public organizational governance. Unlike previous paradigms that emphasized institutional stability, Agile Governance positions adaptability as a primary source of organizational excellence. Agile Governance evolved from the principles of the Agile Manifesto in software development, which were later adopted into organizational governance and public administration (Beck et al., 2001). This approach emphasizes flexibility, continuous learning, collaboration, rapid iteration, and the ability to systematically respond to environmental changes.

Luna, Kruchten, and Moura (2015) developed the Theory of Agile Governance, which explains that public organizations need to develop six main principles: good enough governance, business-driven, human-focused, based on quick wins, systematic and adaptive approach, and simple design and continuous refinement. These six principles demonstrate that successful governance is no longer determined by the number of regulations, but by the organization's ability to produce decisions that are fast, adaptive, and relevant to the needs of society.

From an Agile Governance perspective, the meaning of public service quality expands. Quality service is not simply about meeting operational standards, but rather about learning from experience, continuously improving, effectively utilizing digital technology, and adapting to changing community needs. Thus, the dimension of service quality shifts from a compliance orientation to an organizational adaptability orientation.

Recent literature shows that public organizations that implement Agile Governance principles have better capabilities in accelerating service innovation, improving cross-organizational collaboration, strengthening public participation, and accelerating decision-making processes (Mergel et al., 2018; Luna et al., 2015). However, most research is still oriented towards specific organizational implementations, such as digital government, information technology transformation, or application-based service innovation. Studies that specifically reconstruct the concept of public service quality from an Agile Governance perspective are still relatively limited.

This gap indicates room for theoretical development. The concept of public service quality has been dominated by classic indicators such as reliability, responsiveness, assurance, empathy, and tangibles, as developed in the SERVQUAL model (Parasuraman et al., 1988). While these indicators remain relevant in measuring user experience, this approach does not fully explain the capacity of public organizations to cope with rapidly changing environments. Organizations can achieve high levels of public satisfaction for a time, but still

fail to maintain service quality if they lack the ability to adapt to external dynamics.

Therefore, this study proposes a reconceptualization of public service quality through the integration of the Agile Governance perspective. This reconceptualization views service quality as the ability of public organizations to create public value through four main dimensions: adaptability to environmental change, capacity for sustainable innovation, multi-stakeholder collaboration, and ongoing organizational learning. These four dimensions complement classic service indicators, resulting in a concept of public service quality that better aligns with the characteristics of digital government and an increasingly dynamic society.



Figure 1. Existing model

Through a Systematic Literature Review approach, this study not only synthesizes the results of previous research but also builds a new conceptual framework that connects public service quality theory with the Theory of Agile Governance. Thus, this research's contribution lies in developing a public service paradigm that shifts from a procedural orientation to adaptive, collaborative, innovative, and sustainable services. This reconceptualization is expected to serve as a theoretical basis for further research development while providing practical implications for public sector organizations in designing services that are able to respond to the challenges of the digital era and global uncertainty.

METHODOLOGY

This study uses a Systematic Literature Review (SLR) approach to reconceptualize public service quality from an Agile Governance perspective. SLR was chosen because it is a systematic, transparent, and replicable literature synthesis method that is capable of producing a comprehensive conceptual understanding of a research phenomenon (Snyder, 2019). Unlike narrative literature reviews, SLRs allow researchers to identify theoretical developments,

evaluate previous research results, identify research gaps, and build a new conceptual framework based on the synthesis of various relevant studies.

Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA 2020) guidelines developed by Page et al. (2021). These guidelines are used to ensure that the process of identifying, selecting, assessing eligibility, and synthesizing articles is conducted objectively and systematically. The research design is qualitative with a thematic synthesis approach, focusing on analyzing the development of the concepts of public service quality and Agile Governance and the conceptual relationship between them.

The data sources come from scientific articles published in various reputable databases, including Scopus, Web of Science, ScienceDirect, SpringerLink, Emerald Insight, Taylor & Francis, Wiley Online Library, and Google Scholar as a complementary source. The search was conducted on publications from 2001–2025, considering that the Agile concept began to develop since the publication of the Agile Manifesto in 2001. The search strategy uses a combination of keywords with Boolean operators, including “Public Service Quality”, “Public Service Delivery”, “Agile Governance”, “Agile Government”, “Governance”, “Public Administration”, and “Digital Government”. The search was also conducted using terms in Indonesian such as public service quality, Agile Governance, and digital public service.

Articles were selected based on several inclusion criteria, namely: (1) they were peer-reviewed articles; (2) they discussed the quality of public services, governance, or Agile Governance; (3) they were available in full text; and (4) they were published in Indonesian or English. Conversely, articles that were editorial, opinion, short proceedings, duplicate, or irrelevant to the public sector were excluded from the analysis process.

Literature selection was conducted following the four PRISMA stages: identification, screening, eligibility, and inclusion. The identification stage involved collecting all articles obtained from the database. Next, screening was conducted based on the title and abstract, and duplicate articles were removed. Eligible articles were then evaluated through a full-text review to ensure their suitability for the research objectives. Only articles meeting all criteria were included in the synthesis process.

Data were extracted using a literature matrix containing information on the author, year of publication, research objectives, methods, theoretical perspectives, key findings, and research implications. Furthermore, analysis was conducted using Thematic Synthesis (Thomas & Harden, 2008) through the stages of open coding, grouping themes, identifying similarities and differences between studies, and conceptual synthesis to discover new dimensions of public service quality from an Agile Governance perspective.

To ensure the validity of the research results, source triangulation was applied through comparison of articles from various databases, an audit trail to document all stages of the research, and peer debriefing by comparing the synthesis results against major theories on public service quality and Agile Governance. The final result of the research is a conceptual model that reconceptualizes public service quality as the ability of public organizations to

build adaptability, continuous innovation, multi-stakeholder collaboration, organizational learning, and public value creation through Agile Governance principles.

RESULT

Literature Selection Results and Study Characteristics

This section presents the results of the literature selection process, conducted based on the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA 2020) guidelines (Page et al., 2021). The selection process aimed to obtain articles with conceptual and empirical relevance to the themes of public service quality and Agile Governance. All articles were obtained from the databases Scopus, Web of Science, ScienceDirect, SpringerLink, Emerald Insight, Taylor & Francis, Wiley Online Library, and Google Scholar as complementary sources. Selection was carried out in stages through identification, screening, eligibility evaluation, and final selection of articles, so that only publications meeting the inclusion criteria were used in the synthesis.

Literature Selection Results Based on PRISMA

The identification process yielded 486 articles related to public service quality, governance, digital government, and agile governance. After removing 92 duplicate articles, 394 articles remained for title and abstract screening. This stage excluded 251 articles due to their relevance to the research focus, leaving 143 articles for full -text review.

A feasibility assessment was then conducted based on the suitability of the research objectives, methodological quality, theoretical contribution, and relevance to the reconceptualization of public service quality. Eighty-nine articles were excluded because they only discussed information technology implementation, did not focus on the public sector, or did not explain the relationship between service quality and Agile Governance. Thus, 54 articles met all criteria and were used as the basis for the conceptual synthesis.

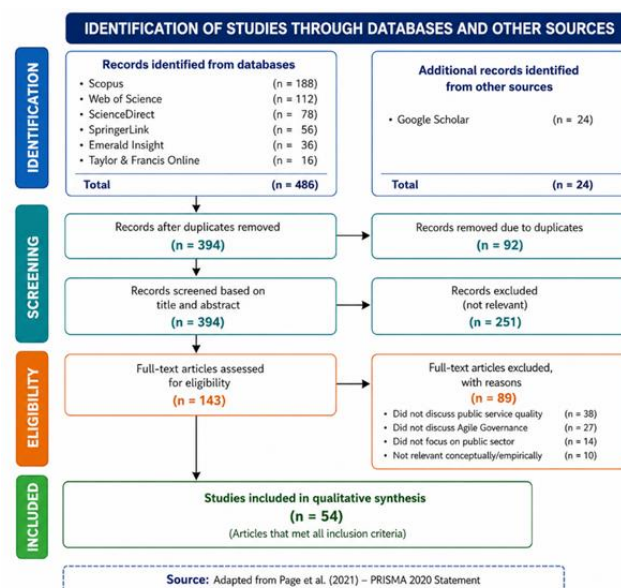


Figure 2. PRISMA 2020 Diagram
Distribution of Articles Based on Research Topics

An analysis of 54 articles shows that research on Agile Governance is still dominated by issues of digital transformation and information technology governance. Conversely, research explicitly linking Agile Governance to the quality of public services is relatively limited. The distribution of research themes can be seen in Table 1.

Table 1. Distribution of Articles Based on Research Focus

Research Focus	Amount	Percentage
Agile Governance and Digital Government	18	33.3%
Quality of Public Services	12	22.2%
Governance and Bureaucratic Reform	10	18.5%
Collaborative/Dynamic Governance	8	14.8%
Agile Governance and Public Service Innovation	6	11.2%
Total	54	100%

This distribution shows that most research still positions Agile Governance as an approach to organizational development or digital government. Research addressing the reconceptualization of public service quality from an Agile Governance perspective is still very limited. This finding reinforces the research gap that underpins this study.

Characteristics of the Research Analyzed

Article characteristics were analyzed based on publication year, country of origin, methodological approach, journal of publication, and theoretical focus. The analysis showed that most of the research was published after 2018, reflecting the growing attention to the digital transformation of the public sector and the need for government organizations to adapt to rapid change.

Table 2. Characteristics of the Analyzed Articles

Characteristics	Category	Amount
Publication Period	2001-2010	6
	2011-2017	14
	2018-2025	34
Approach	Qualitative	24
	Quantitative	18
	Mixed Methods	12
Theory Focus	Service Quality	15
	Governance	17
	Agile Governance	22

These results indicate that the development of Agile Governance is a relatively new phenomenon compared to classical public service quality theory. Most of the articles also use a qualitative approach because they aim to explain the changing paradigm of public organizations and governance.

Publication Trends

A chronological analysis shows that publications on Agile Governance experienced a significant increase after 2018. Prior to that period, studies focused primarily on e-government, bureaucratic reform, and digital governance. Following the emergence of various global challenges, such as the acceleration of digital transformation and the COVID-19 pandemic, academic attention shifted to the ability of public organizations to adapt quickly to environmental changes.

These developments indicate that the concept of Agile Governance is evolving from an approach originally used in software development to a broader paradigm for public organization governance. This development also demonstrates the growing need for adaptive, collaborative, and innovative public service models.

Distribution by Country, Method, and Journal

Research findings show that Agile Governance studies are still dominated by developed countries. The United States, the United Kingdom, Australia, the Netherlands, and Singapore are the main contributors to publications on adaptive governance and public service transformation. Meanwhile, research from developing countries, including Indonesia, focuses more on bureaucratic reform and service digitization than on the development of Agile Governance theory.

In terms of methodology, qualitative research dominates, as many studies focus on concept development, case studies, and organizational analysis. Quantitative research generally examines the relationship between organizational innovation, digital transformation, and public service performance, while mixed methods approaches are emerging, combining statistical analysis with exploration of organizational phenomena.

The articles used in the synthesis come from various reputable journals, including *Government Information Quarterly*, *Public Administration Review*, *Journal of Public Administration Research and Theory*, *International Review of Administrative Sciences*, *Transforming Government: People, Process and Policy*, *Public Management Review*, as well as several accredited national journals that discuss bureaucratic reform and public service innovation.

Overall, the literature selection results indicate that research on public service quality and Agile Governance has grown significantly over the past decade. However, most studies still discuss the implementation of Agile Governance sectorally and have not yet produced a conceptual model that specifically reconstructs public service quality. Therefore, the synthesis of these 54 articles serves as a foundation for developing a reconceptualization of public service quality that places adaptability, innovation, collaboration, organizational learning, and public value creation as the main dimensions of service quality in the digital era.

The Evolution of the Public Service Quality Paradigm

The results of the literature synthesis indicate that the concept of public service quality has evolved following the changing paradigm of public administration. This shift is influenced not only by the development of organizational theory and public management, but also by changes in the strategic environment, advances in digital technology, increasing public expectations, and the complexity of public issues. Based on a thematic analysis

of the selected literature, the evolution of the public service quality paradigm can be understood through four main phases, namely Classical Public Administration, New Public Management (NPM), New Public Service (NPS), and Governance. These four paradigms demonstrate a shift in service orientation from administrative compliance to adaptive public value creation.

Classical Public Administration: Quality as Compliance with Procedures

The Classical Public Administration paradigm is rooted in Weber's (1978) theory of rational bureaucracy. Within this paradigm, service quality is understood as an organization's ability to carry out government functions in accordance with legal regulations, organizational hierarchies, and standardized administrative procedures. Procedural standardization is seen as the primary mechanism for ensuring legal certainty, uniformity of service, and bureaucratic accountability. Therefore, the measure of service success is determined more by the level of compliance of officials with regulations than by the experience of the public as service users.

The synthesis results show that this paradigm provides an important foundation for the formation of a modern bureaucracy because it can create organizational stability and reduce personal administrative practices. However, an overly procedural bureaucracy also results in slow decision-making, low organizational flexibility, and limited bureaucratic ability to respond to environmental changes. In the context of contemporary public services, an orientation that overemphasizes administrative compliance often results in services losing the dimensions of innovation and responsiveness (Weber, 1978).

New Public Management: Quality as Organizational Efficiency

Criticism of traditional bureaucracy gave rise to the New Public Management paradigm, which has been developing since the late 1980s. This paradigm adopts various private sector management practices into government organizations with the aim of increasing efficiency, effectiveness, productivity, and results orientation (Hood, 1991). From an NPM perspective, service quality is measured by an organization's ability to deliver services quickly, cost-effectively, and oriented toward user satisfaction.

The literature shows that NPM has successfully driven bureaucratic reform through the implementation of performance measurement, results-based management, inter-agency competition, and increased efficiency in the use of public resources. However, various studies have also identified limitations of this paradigm. An overly strong orientation toward market mechanisms tends to position public services as commodities, while citizens are treated as customers rather than citizens. As a result, the dimensions of democracy, social justice, and public participation receive less attention in measuring service quality (Denhardt & Denhardt, 2015; Hood, 1991).

New Public Service: Quality as Public Value Creation

In response to the limitations of NPM, the New Public Service paradigm has developed, positioning public service as a process of shared value creation between government and society. Denhardt and Denhardt (2015) emphasize that the primary task of government is not merely to steer or manage organizations

efficiently, but to serve citizens through participation, collaboration, and democratic accountability.

The synthesis results show that the NPS paradigm broadens the meaning of service quality from mere efficiency to social legitimacy. Service quality is no longer measured solely by speed or user satisfaction, but also by the government's ability to build public trust, strengthen community participation, and produce policies that reflect the common good. Nevertheless, most research indicates that NPS implementation still faces challenges such as coordination complexity, limited bureaucratic capacity, and slow decision-making processes when involving multiple actors.

Governance: Quality as Collaborative Capacity

Subsequent developments were marked by the emergence of the Governance paradigm, which views public service delivery as the result of interactions between various actors, including the government, the private sector, civil society, communities, and non-governmental organizations (Pierre, 2000; Kooiman, 2003). In this paradigm, service quality is no longer understood as the exclusive responsibility of the bureaucracy, but rather as the product of multi-stakeholder collaboration.

Literature shows that governance approaches successfully strengthen cross-sector coordination, increase policy innovation, and expand public participation in public service delivery (Ansell & Gash, 2008). However, the synthesis also found that collaborative mechanisms often require a long time to build consensus, resulting in a slower organizational response to environmental changes. The complexity of inter-agency coordination can also reduce the effectiveness of service implementation if not supported by adequate organizational adaptive capacity.

Dialectical Criticism and Synthesis

A dialectical analysis of the four paradigms shows that each offers a distinct contribution to the development of the concept of public service quality, but also has limitations. Classical Public Administration successfully establishes legal certainty and bureaucratic stability, but is less adaptable to change. New Public Management increases organizational efficiency but tends to neglect the dimensions of democracy and public values. New Public Service reorients services to citizens, but its implementation often faces coordination challenges. Meanwhile, the Governance paradigm strengthens multi-stakeholder collaboration, but has not fully addressed the need for rapid response in an increasingly dynamic environment.

The results of the literature synthesis indicate that strategic environmental changes in the digital era demand a new paradigm that not only integrates procedural certainty, organizational efficiency, public participation, and cross-sector collaboration, but also enhances the organization's ability to adapt quickly to change. Thus, the quality of public services is no longer sufficiently understood through classical indicators such as reliability, efficiency, or public satisfaction alone, but must be reconceptualized as the capacity of public organizations to create public value through adaptability, continuous learning, innovation, and responsiveness. This synthesis serves as the conceptual basis for the emergence of the Agile Governance paradigm, which is further analyzed as a new

framework in reconceptualizing the quality of public services in the digital government era (Luna et al., 2015; Mergel et al., 2018).

Reconceptualizing Public Service Quality through Agile Governance

The results of the Systematic Literature Review indicate that the concept of public service quality has undergone significant paradigm developments along with the increasing complexity of the government environment. A synthesis of various studies shows that service quality indicators, which have been dominated by the dimensions of efficiency, effectiveness, reliability, responsiveness, assurance, empathy, and physical evidence, are still relevant for measuring service user experience, but have not been able to fully explain the capacity of public organizations to face rapid change, policy uncertainty, digital transformation, and increasing public demands. These findings indicate that public service quality can no longer be understood only as an organization's ability to meet service standards, but also as the ability to adapt to the dynamics of the external environment (Parasuraman et al., 1988; Denhardt & Denhardt, 2015; Mergel et al., 2018).

Through thematic synthesis, this study identified four major themes that consistently emerged in various literatures: organizational adaptability, sustainable innovation, multi-stakeholder collaboration, and organizational learning. These four themes recur in research on public service transformation, digital government, collaborative governance, dynamic governance, and agile governance. This synthesis demonstrates that public organizations that are able to maintain service quality are not solely those with the best procedures, but those with the ability to learn, continuously improve processes, integrate technology, and respond quickly to changing community needs (Kooiman, 2003; Neo & Chen, 2007; Mergel et al., 2018).

The synthesis also shows that the Theory of Agile Governance developed by Luna, Kruchten, and Moura (2015) provides a more comprehensive conceptual framework than conventional public service approaches. The six principles of Agile Governance serve as the primary foundation for reconstructing the meaning of public service quality. The principle of good enough governance emphasizes that governance must be tailored to the organizational context, so that service quality is measured not by the number of regulations but by the effectiveness of public value creation. The business-driven principle directs every service process toward achieving the organization's strategic goals and community needs. The human-focused principle places the community, officials, and stakeholders at the center of the service process, ensuring participatory and user-experience-oriented service delivery.

Furthermore, the principle of "based on quick wins" demonstrates that improving service quality can be achieved through small innovations that produce tangible benefits in a relatively short time. This approach differs from the traditional bureaucratic paradigm, which tends to wait for large-scale changes before producing service improvements. The principle of a systematic and adaptive approach emphasizes that public organizations must have the ability to respond systematically to change through continuous evaluation, data utilization, and organizational learning. Meanwhile, the principle of simple

design and continuous refinement underscores the importance of simplifying service processes and continuously improving them based on public feedback (Luna et al., 2015).

Based on the synthesis of these six principles, this study constructs a reconceptualization of public service quality that is no longer positioned as a mere administrative output, but rather as a dynamic organizational capability of public organizations. In this perspective, service quality is the ability of an organization to continuously create public value through adaptation to environmental changes, service innovation, cross-actor collaboration, and organizational learning supported by agile governance. This reconceptualization expands the public service paradigm from a procedural orientation to an adaptive orientation that is more in line with the characteristics of digital government and an increasingly complex policy environment.

The research synthesis also yielded four new dimensions that complement conventional public service quality indicators. The first dimension is organizational adaptability, which is the organization's ability to respond quickly to changes in regulations, technology, and community needs. The second dimension is continuous public service innovation, which is the ability to produce service innovations through continuous evaluation and improvement. The third dimension is collaborative value creation, which is the ability to build collaboration between the government, the private sector, academia, communities, and the public to produce more effective public services. The fourth dimension is organizational learning, which is the organization's ability to manage knowledge, experience, and community feedback as a basis for decision-making and improving service quality.

The interconceptual relationships generated through the literature synthesis indicate that Agile Governance principles serve as enablers, strengthening the formation of these four new dimensions. Organizational adaptability drives faster service innovation, innovation strengthens cross-actor collaboration, collaboration generates broader organizational learning, and organizational learning further enhances adaptability to subsequent changes. These cyclical and mutually reinforcing relationships form a continuous improvement mechanism that results in more responsive, innovative, resilient, and value-creating public services.

Thus, the results of this study confirm that Agile Governance is not simply a new approach to governance, but rather a paradigm that fundamentally reconstructs the concept of public service quality. The main contribution of this study lies in the development of a conceptual model that integrates traditional service quality dimensions with the dynamic capabilities of public organizations. This model provides a new perspective that the success of public services in the digital era is determined not only by compliance with service standards, but also by the organization's ability to learn, adapt, innovate, and build sustainable collaborations in creating public value.

New Conceptual Model of Public Service Quality

The results of the literature synthesis indicate that the concept of public service quality has undergone a fundamental paradigm shift. Early literature

primarily defined service quality as an organization's ability to meet user expectations through the dimensions of reliability, responsiveness, assurance, empathy, and tangibles, as developed in the SERVQUAL model (Parasuraman et al., 1988). This approach provides an important foundation for measuring service quality because it positions user perception as the primary indicator of service success. However, the results of this study indicate that these dimensions are not yet fully able to explain the character of public services in the era of digital transformation, which is characterized by rapid policy changes, technological developments, increasing complexity of community needs, and demands for continuous innovation.

Based on a synthesis of various studies on governance, digital government, organizational agility, and Agile Governance, this study produces a new conceptual model that views public service quality as an organization's capability to continuously create public value through the ability to adapt, innovate, collaborate, learn, and continuously improve services (Luna et al., 2015; Mergel et al., 2018). Thus, service quality is no longer understood as a static condition measured after the service is provided, but as the dynamic ability of an organization to respond quickly to environmental changes without neglecting the principles of accountability, transparency, and public interest.

The conceptual model generated through SLR places Agile Governance as the main foundation for establishing quality public services. The six principles of Agile Governance, namely good enough governance, business-driven, human-focused, based on quick wins, systematic and adaptive approach, and simple design and continuous refinement (Luna et al., 2015), are not positioned as service indicators, but rather as organizational capabilities that encourage the creation of adaptive public services. Thematic synthesis shows that these principles are then internalized into five new dimensions of public service quality, namely organizational adaptability, continuous innovation, multi-stakeholder collaboration, organizational learning, and public value creation. These five dimensions interact with each other to form a service system that is responsive to change and capable of maintaining service quality in the long term.

These findings demonstrate a fundamental difference compared to the SERVQUAL model. SERVQUAL is oriented towards evaluating user experience towards service outcomes, while the model proposed in this study is oriented towards organizational adaptive capability as the main determinant of service quality. In other words, SERVQUAL places more emphasis on the aspect of "what the public feels," while the Agile Public Service Quality model explains "how organizations are able to consistently produce quality services amidst environmental changes." Therefore, dimensions such as reliability and responsiveness are not eliminated, but are seen as consequences of organizations that have high adaptability, innovation, and learning capabilities.

Theoretically, this model expands the discourse on public service quality by integrating service quality theory, the governance paradigm, and the Theory of Agile Governance into a more comprehensive conceptual framework. This integration shifts the orientation of service quality from a procedural paradigm to a dynamic capability paradigm, thus providing a new perspective that the

success of public services in the digital era is not only determined by compliance with operational standards, but also by the organization's ability to anticipate change, manage learning, and build sustainable cross-sector collaboration. Thus, this research enriches the development of public administration theory through a synthesis across paradigms that previously developed separately (Denhardt & Denhardt, 2015; Kooiman, 2003; Luna et al., 2015).

The novelty of this research lies in its success in reconceptualizing public service quality from an Agile Governance perspective through a Systematic Literature Review approach. Unlike previous studies that generally examine the implementation of Agile Governance in specific organizations, this research produces a conceptual model that explains the structural relationship between Agile Governance principles and dimensions of public service quality. Thus, the main contribution of this research is not only to offer new indicators of service quality but also to establish a paradigm that public service quality is a manifestation of an organization's ability to continuously adapt, innovate, and create public value sustainably. This conceptual model is expected to serve as a theoretical foundation for further empirical research as well as a reference in developing bureaucratic reform policies and public service transformation in the digital government era.

DISCUSSION

Reconceptualization of Public Service Quality from an Agile Governance Perspective

The results of the literature synthesis indicate that the concept of public service quality has undergone significant evolution along with changes in the public administration paradigm. Early in its development, service quality was understood as the bureaucracy's ability to carry out administrative functions in an orderly manner through adherence to procedures, organizational hierarchy, and formal regulations. The classical public administration paradigm, rooted in Weber's thinking, positions bureaucratic efficiency as a consequence of organizational rationality, so that the measure of service success is determined more by adherence to rules than by the ability to meet community needs (Weber, 1978). From this perspective, service quality is synonymous with procedural consistency, not adaptation to environmental changes.

Changes in the social, economic, and technological environment have led to criticism of the classical bureaucratic model. The New Public Management (NPM) paradigm offers an approach more oriented toward efficiency, productivity, and user satisfaction through the application of private sector management practices (Hood, 1991). This shift brings significant changes because service quality is now measured based on outputs and public satisfaction as users. However, a synthesis of various studies shows that an efficiency orientation has not fully addressed the increasing complexity of public services in the digital era. Public organizations have indeed become more efficient, but they often lose sensitivity to social change, the dynamics of citizen needs, and democratic values. Thus, service quality that is solely oriented toward efficiency is not sufficient to guarantee the creation of adaptive public services.

Criticism of the limitations of NPM then gave birth to the New Public Service (NPS) paradigm that positions the public as citizens and not just customers (Denhardt & Denhardt, 2015). This paradigm expands the meaning of service quality by including the dimensions of public participation, democratic accountability, justice, and the creation of public value. However, the results of the study indicate that NPS still emphasizes the normative relationship between government and society rather than the organization's ability to respond to rapid changes. In other words, NPS has succeeded in strengthening the democratic dimension of public service, but has not fully explained how public organizations must adapt when facing technological disruption, policy changes, or global crises.

Literature synthesis also shows the development of a governance paradigm that emphasizes collaboration between government, the private sector, civil society, and various other actors in the delivery of public services (Kooiman, 2003; Pierre, 2000). Various studies on collaborative governance (Ansell & Gash, 2008), adaptive governance (Folke et al., 2005), and dynamic governance (Neo & Chen, 2007) indicate that service quality is increasingly influenced by an organization's ability to build collaborative networks and cross-institutional learning. However, these studies also show that complex coordination mechanisms often slow down the decision-making process, especially when organizations are faced with situations that require a rapid response. Therefore, collaboration does not automatically result in responsive services without the organization's capacity for continuous adaptation.

The main findings of this study indicate that Agile Governance offers a new perspective that can bridge the various limitations of previous paradigms. In contrast to the classic public administration paradigm that is oriented towards stability, NPM that is oriented towards efficiency, and governance that is oriented towards collaboration, Agile Governance places organizational adaptability at the core of public service quality. Public organizations are no longer seen as successful simply because they are able to carry out procedures correctly, but also because they are able to learn, innovate, accelerate decision-making, and continuously improve services according to the dynamics of community needs (Luna et al., 2015).

The synthesis also shows that the six principles of the Theory of Agile Governance – good enough governance, business-driven, human-focused, based on quick wins, systematic and adaptive approach, and simple design and continuous refinement – form a complementary conceptual framework. The principle of good enough governance shifts the paradigm that more regulations will result in better service. Instead, effective governance adapts the level of formality to the complexity of the problems faced. This demonstrates that service quality depends on an organization's ability to determine a form of governance that is proportionate to the needs of the community. Human-focused principle reinforces the argument that the public is not only a recipient of services, but also a source of information, innovation, and evaluation of public services. Thus, service quality is no longer measured solely by user satisfaction, but rather by the organization's ability to build collaborative relationships that generate shared

learning. This finding broadens the concept of public service from an administrative service paradigm to a co-creation of public value paradigm, namely the process of creating public value that involves all stakeholders.

Meanwhile, the principle of a systematic and adaptive approach demonstrates that public organizations require the capacity to implement continuous change. Synthesis results show that most research on Agile Governance places organizational learning as a primary prerequisite for successful public service transformation (Mergel et al., 2018). Organizations capable of integrating learning into decision-making processes have a greater opportunity to generate service innovation than those solely oriented toward procedural compliance. Therefore, organizational learning has emerged as a new dimension of public service quality.

Based on the results of the thematic analysis, this study proposes that the quality of public services in the digital era is no longer sufficiently explained by classical dimensions such as reliability, responsiveness, assurance, empathy, and tangibles as developed in the SERVQUAL model (Parasuraman et al., 1988). These five dimensions remain relevant in evaluating service user experiences, but are unable to explain the ability of public organizations to face dynamic environmental changes. Organizations can provide satisfactory services for a period, but experience a decline in quality when faced with changes in technology, regulations, or public demands if they lack adaptive capacity.

Based on this synthesis, this study reconceptualizes the quality of public services (figure 2) into five main dimensions, namely organizational adaptability, sustainable innovation, multi-stakeholder collaboration, organizational learning, and Public value creation. Organizational adaptability reflects the ability to respond quickly to environmental changes. Continuous innovation demonstrates the ability to continuously improve services. Multi-stakeholder collaboration illustrates the ability to build effective networks. Organizational learning demonstrates an organization's capacity to transform experience into new knowledge. Meanwhile, public value creation is the ultimate goal of the entire service process, generating tangible benefits for the community while enhancing government legitimacy.

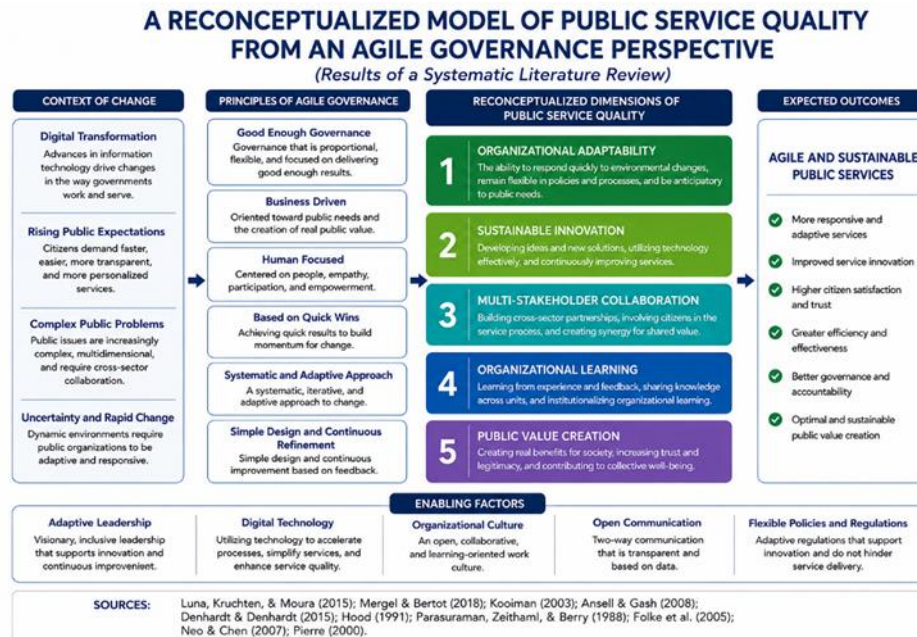


Figure 3. Reconceptualizing the Quality of Public Services

Theoretically, the results of this study broaden the discourse on public service quality by integrating service quality theory, governance theory, and the Theory of Agile Governance into a single, coherent conceptual framework. This reconceptualization demonstrates that public service quality in the digital era is no longer simply a matter of the quality of interactions between officers and the public, but rather a reflection of an organization's capacity to continuously adapt to a changing environment. Thus, this study contributes to the development of public administration theory by strengthening a more dynamic, adaptive, and learning-based public service paradigm.

From a practical perspective, the research findings offer important implications for bureaucratic reform. The government cannot simply simplify service procedures or digitize administration; it also needs to build an organizational culture that supports innovation, collaboration, learning, and rapid decision-making. Public service reform should be directed at strengthening the organization's adaptive capacity so that every policy change or technological development can be quickly translated into service innovations that add value to the public. Thus, Agile Governance is not only a governance approach but also a new paradigm for building sustainable public service quality in the era of digital transformation.

CONCLUSIONS AND RECOMMENDATIONS

This study shows that the concept of public service quality has undergone a fundamental paradigm shift, from an approach that was initially oriented towards procedural compliance, administrative efficiency, and service user satisfaction to a more adaptive, collaborative approach, and oriented towards the creation of public value. The results of the Systematic Literature Review reveal that the paradigms of classical public administration, New Public Management, and New Public Service each provide important contributions to the

development of public service theory, but have not been able to fully explain the needs of public sector organizations in facing rapid, complex, and uncertain environmental changes.

A literature synthesis confirms that Agile Governance offers a new, more relevant perspective in addressing these challenges. The principles of good enough governance, business-driven, human-focused, based on quick wins, a systematic and adaptive approach, and simple design and continuous refinement demonstrate that the quality of public services is no longer solely determined by adherence to service standards, but also by an organization's ability to continuously learn, adapt to change, build cross-stakeholder collaboration, and generate innovations oriented toward community needs.

Based on the synthesis results, this study reconceptualizes public service quality into five main dimensions: organizational adaptability, sustainable innovation, multi-stakeholder collaboration, organizational learning, and public value creation. These five dimensions complement conventional service quality indicators by placing organizational adaptive capacity at the core of public service in the era of digital transformation.

The main contribution of this research is to offer a new conceptual model that integrates the theory of public service quality with the Theory of Agile Governance, thereby broadening the perspective of public administration from a procedural orientation to a more agile, responsive, innovative, and sustainable governance. This model provides a theoretical foundation for further research development and serves as a reference for the government in designing bureaucratic reforms and public service systems that are capable of creating sustainable public value amidst the dynamics of the 21st century strategic environment.

FUTURE STUDY

This research still has limitations so further research is needed related to the topic of **Reconceptualizing Public Service Quality from an Agile Governance Perspective: A Systematic Literature Review** to perfect this research and increase insight for readers.

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