

Public value management and new public governance as modern approaches to the development of public administration

La gestión del valor público y la nueva gobernanza pública como enfoques modernos para el desarrollo de la administración pública

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Abstract

The article studies Public Value Management and New Public Governance — two new approaches to the management process in the public sphere. It is established that they arose in response to modern challenges of the global world. Applying dialectical, theoretical and empirical methods of scientific research, in particular the method of analogy, classification, generalization, we identified the main factors that influenced the emergence of new approaches to management and policy making, and described each approach. The analogy of the traditional model of management and governance with the newest one is drawn. It is determined that according to the traditional model of public administration and governance, only the state has a monopoly on decision-making and centrally forms public policy. In turn, the modern approach involves networking, involvement of partners and interaction of all parties at each stage of policy making and decision-making. It is determined that scholars still continue to discuss new approaches, namely their effectiveness, and argue that their application is controversial. Some scholars point out that new approaches are a necessity in current conditions of social development, others — that these approaches are doomed to failure. Based on the analysis of foreign scientific literature, the author revealed the content and essence of the approaches of Public Value Management and New Public Governance in the development of public administration are, as well as formulated the definition of the concept of Public Value Management. It is determined that the mentioned approaches are current and promising. The importance of further study of the best world, in particular European experience in the field of public administration in terms of modern approaches to this process is substantiated.

Keywords: Public Value Management, New Public Governance, Public Administration, Governance, Values, Networking, Partnership.



Resumen

El artículo estudia la Gestión del Valor Público y la Nueva Gobernanza Pública, dos nuevos enfoques del proceso de gestión en la esfera pública. Está establecido que surgieron como respuesta a los desafíos modernos del mundo global. Aplicando métodos dialécticos, teóricos y empíricos de investigación científica, en particular el método de analogía, clasificación, generalización, identificamos los principales factores que influyeron en el surgimiento de nuevos enfoques de gestión y formulación de políticas, y describimos cada enfoque.

Se dibuja la analogía del modelo tradicional de gestión y gobernanza con el más nuevo. Se determina que de acuerdo con el modelo tradicional de administración y gobernanza pública, solo el Estado tiene el monopolio de la toma de decisiones y forma centralmente las políticas públicas. A su vez, el enfoque moderno implica la creación de redes, la participación de los socios y la interacción de todas las partes en cada etapa de la formulación de políticas y la toma de decisiones.

Se determina que los académicos aún continúan discutiendo nuevos enfoques, a saber, su efectividad, y argumentan que su aplicación es controvertida. Algunos académicos señalan que los nuevos enfoques son una necesidad en las condiciones actuales de desarrollo social, otros, que estos enfoques están condenados al fracaso.

A partir del análisis de la literatura científica extranjera, el autor reveló el contenido y esencia de los enfoques de Gestión del Valor Público y Nueva Gobernanza Pública en el desarrollo de la administración pública, así como formuló la definición del concepto de Gestión del Valor Público.

Se determina que los enfoques mencionados son actuales y prometedores. Se fundamenta la importancia de seguir estudiando el mejor mundo, en particular la experiencia europea en el campo de la administración pública en términos de enfoques modernos de este proceso.

Palabras clave: Gestión del Valor Público, Nueva Gobernanza Pública, Administración Pública, Gobernabilidad, Valores, Trabajo en Red, Alianza.



Introduction

The rapid development of the world requires an immediate response from every country, every individual. The dynamics of change, which affects all spheres of public life, impresses and encourages the adoption of urgent modern decisions, as well as their practical implementation. The reorientation of values affects the sphere of public administration the most.

The modern world dictates modern forms and formats of work, methods, approaches to management, the need to form new skills in public administrators, new values of management, the development of new policies. The world is beginning to talk about a new movement — New Public Governance, where the government acts as a guarantor of public values, while citizens, as well as business, NGOs are important participants in actively addressing problems that arise in the public sector. While the main task of traditional public administration was to ensure efficiency, the main tasks of the new public administration are not only to ensure efficiency, but also to achieve good results. Values that go beyond efficiency and effectiveness are considered, discussed, and evaluated within a new approach (Bryson, Crosby & Bloomberg, 2014; Chouinard & Milley, 2015).

The above determines the need to modernize the content of public administration and approaches to public governance. The world is beginning to actively use such approaches as Public Value Management and New Public Governance.

When we talk about new governance, we usually mean e-government, e-governance. E-governance is designed to simplify communication between the state and citizens. However, there are a number of reasons why this does not fully work. But this is, for the most part, the technical side of the problem.

Another issue is the attitude of officials to their duties. Are the activities of both state bodies and civil servants who work in those bodies meaningful, what values they embed, what example do they demonstrate?

Now the format of work is changing. E-governance does exist, online briefings and conferences are held, but the content and approaches to work remain outdated for some reason. These provisions imply that this research issue is quite urgent.

Literature review

The world-renowned scholars studied theoretical and practical aspects of values in public administration, as well as new governance.

American researcher Mark Moore mentions Public Value for the first time. His most famous scientific works in the field of public administration are *Creating Public Value: Strategic Management in Government* (1995), *Public Value: Theory and Practice* (2011), *Recognizing Public Value* (2013). In his book *Creating Public Value: Strategic Management in Government*, Mark Moore argues that the purpose of management in the public sector is to create Public Value, just as the purpose of management in the private sector is to create private value (Meynhard et al., 2017). It was this researcher who laid the foundations for further research on Public Value Management.

Later, in 2007, Bozeman, the American scholar, author of such scientific papers as *Public-Value Failure: When Efficient Markets May Not Do* (2002), *Public Values and Public Interests: Counterbalancing Economic Individualism* (2007), *Public Value Mapping and Science Policy Evaluation* (2011) and others, unlike his colleague Mark Moore, interpreted Public Value as values that provide a normative consensus on the rights, benefits, and privileges to which citizens should (and should not) be entitled. These are the responsibilities of citizens to society, the state and to each other, the principles which governments and policies should be based on. The scholar notes that neither the market nor the state provide the necessary results and conditions to achieve Public Value. That is why he focuses more on the values that exist in society, and on whether they are adhered to (Meynhard et al., 2017; Bojang, 2020).

Other scholars note that the concept of Public Value is most often used in prescriptions for changes and improvements in public sector areas such as culture, criminal justice, education and professional training, employment, higher education and health care (Williams & Shearer, 2011; Hartley et al., 2019). Indeed, the authors identified key areas, where it is so important to follow this approach. The state must act not mechanically, but taking into account the value system of all participants.

Based on the literature review, we can say that every scholar sees the problem through the prism of his/her scientific interests.

Objective

The objective of this research is to reveal the essence of modern approaches to Public Value Management and New Public Governance in the development of public administration. In order to



achieve this objective, it is necessary to fulfil the following items:

- determine the content of new approaches;
- analyse the views of scholars on the outlined scientific problem;
- study the current state and trends of public administration and governance in the world.

Results

The values that govern the state are introduced into society. So what values are subject to further discussion?

The scientific work Public Value Inventory describes 72 key values of public administration, including efficiency, effectiveness, self-development of employees, fairness, equal treatment, ethical awareness, honesty, camaraderie, decency, proper working environment, willingness to cooperate, democracy, dialogue, human dignity, impartiality, innovation, integrity, legality, accountability, adaptability, balancing of interests, friendliness, business approach, collective search, political stability, citizen involvement, competitiveness, continuity, attention to public opinion, moral norms, neutrality, openness, productivity public interest, etc.

The authors of the study grouped the described values as follows:

- Values related to the contribution of the public sector to the development of society.
- Values related to the transformation of interests into decisions.
- Values related to the relationship between public administration and policy.
- Values related to the relationship between public administration and its environment.
- Values related to the internal organizational aspects of public administration.
- Values related to the behaviour of public sector employees.
- Values related to the relationship between public administration and citizens (Jørgensen & Bozeman, 2007; Dickinson, 2016).

The essence of Public Value Management is that in a democracy, public administration should be based on a set of values and guided by them, as well as laws in the conduct of its activities, and that a great role is given to involving citizens in decision-making. According to this approach, bureaucratic processes take a back seat, while the above-mentioned values come to the fore.

Public Value Management is the way that indicates the development of public administration and

managers who must demonstrate high moral and ethical values, constantly expand their knowledge and horizons, be able to work in a team, know how to build networking, etc.

In the article Public Value Summary Background Paper, researchers compare Traditional Public Administration, New Public Management and Public Value (see Table 1).

Table 1. Characteristics of the development of public administration by the main criteria

<i>Traditional (classic) Public Administration</i>	<i>New Public Management</i>	<i>Public Value</i>
by key objectives (author's development)		
Control over the provision of services through bureaucratic supervision	Resource management and results in a way that saves time and responds quickly to the needs of service consumers	Transition from providing services to full support of the whole system
by the role of managers (Grant et al., 2014)		
Ensuring compliance with established rules and procedures	Assistance in determining and achieving the objectives	Play an active role in managing discussion processes, maintaining the overall capacity of the system

At this stage of our study, it is necessary to define two management approaches, Public Value Management and New Public Governance.

The article What is Public Value? How Can It Be Created and Sustained collected several variants of the definition of Public Value, which are offered by different scholars. In particular, it is a normative theory of public administration that provides a conceptual framework to inform and inspire for reformation and improvement of the delivery of public services. In particular, it is a normative Value that is brought into the public sphere by any activity, service or relationship, any investment in human, financial or technical resources. A narrower definition is values created by the government through laws, regulations, services and other actions (Essay Sauce, 2019; Douglas & Meijer, 2016).

In the Public Value Management paradigm, public administrators have many tasks that, in addition to achieving performance targets, address such aspects



as network management, building and maintaining trust, as well as responding to the collective needs of citizens in addition to the needs of other participants to the process. Such tasks are best embedded in the idea that managers' focus shifts from results to interaction in the Public Value Management paradigm.

In the outlined paradigm, managers pursue large-scale goals, not forgetting the narrower ones — quality and timely service delivery, good results, building and maintaining trust and legitimacy. Such paradigm shifts necessitate changes in accountability models from narrow-purpose to more sophisticated systems.

Public Value Management recognizes that a more pragmatic approach to selecting public service performers will create more room to reinforce public values. Such a radical change entails large, far-reaching implications for public sector governance and managers. This partly reflects the placement of policy at the heart of the Public Value Management paradigm as opposed to the previous management model.

Under the new approach, managers engage in dialogue and interact with a variety of audiences. It is their responsibility to bring negotiations to the fore. Just as the management system operates in the private sector, in the public sector managers must work diligently and hard on the objective of developing public administration, in particular the task of identifying enterprises which maintain and generate management values. Moreover, they must be prepared to adapt and reshape their institutions to the values and policies of these enterprises, without forgetting about other work that must be carried out continuously and flawlessly (Ingram, Piotrowski & Berliner, 2020).

Such changes in management create new challenges. They are due to the complexity of the new management paradigm and its efforts to overcome the destruction and fragmentation that have arisen within the new management, as managers have only been encouraged to pursue the specific goals of the institutions in which they work, rather than more broadly demonstrate a vision of the problem and ways to solve them. Public Value Management recognizes that the activities of institutions are interconnected and interdependent, and require joint efforts to achieve results.

To address complex issues, public leaders must be able to initiate joint action not only within their institutions but also among other stakeholders with different competing views. This means that

traditional models of organizational leadership have limitations, they can help make public institutions more efficient and focused on the needs of service consumers, but this is not enough to solve the problems of fragmented government involvement (Criado & Gil-Garcia, 2019).

We did not find a definition of Public Value Management in the literature, so we formulate it based on the information we obtained by analysing scientific sources. From our point of view, Public Value Management is an approach in public administration, according to which the state develops a system of values for the long term and is guided by them, as well as the provisions of regulations in its activities to ensure the best results. The state has a great influence on society, so public administrators are a kind of influencers that inspire others with their example, their values must dominate over paperwork (Kuitert, Volker & Hermans, 2019).

The transformations caused by the globalization processes of the 21st century can be interpreted as the modernization of public administration, strengthening democratic governance, the emergence of new forms of governance and public institutions, such as networking of institutions at different levels, strengthening citizen participation in governance.

In order to better understand the changes taking place in public administration, growing conflicts, goals and objectives of public administration reform, it is necessary to be able to identify, describe, evaluate and predict their further development, to have decision-making tools in public administration.

Globalization has become the main context through which public policy analysis is viewed. While it has caused much controversy over its scale and nature as a phenomenon, it is interpreted as an economic, ideological, political and institutional project operating through a technological revolution, ideological and political revolution, strengthening the role of international financial institutions, changing the geopolitical landscape.

Increased competition in global markets, pressure from international institutions, domestic policy decisions aimed at reducing national barriers to international economic operations, combined with the interaction of new technologies have created favourable conditions for globalization. Globalization has led to a stronger and more influential institutional, transnational and supranational element of a new social order that extends beyond a single state.



An important component in understanding the relationship between globalization and governance is the recognition that, despite the obvious differences, governance is best perceived and understood not only as a universal phenomenon reflected at different levels — national, regional, global, but also as an integrated, dialectical system. Although global public policy is different from the national policy-making process, it is not separate from it.

At the same time, national government agencies are no longer the only organizing center for policy in the context of networks. A separate state in no case retreats. Most likely, government power can be dispersed and restored under new conditions, supplemented by new strategies and technologies (Osborne, 2010; Lapuente & Van de Walle, 2020).

Public managers coordinate and support production-oriented actions within their organizations, they work end-to-end and in an interdependent environment, being a network to support and improve decisions, connecting or replacing network members to improve policy enforcement, or even using persuasion and bargaining, their ability to change the nature of interdependent joint actions. Such efforts of managers, especially if they are put with skill, can be a form of organizational social capital, which can be important for the implementation of these decisions in today's political environment.

Significant evidence suggests that management networks can increase public interest in developing appropriate programs and create more networks to achieve greater and better results. But the question arises whether the quality of management services changes as well. In our opinion, it does.

The top management, which we are talking about later, are relatively mobile people who, in competition in the labour market, have a large amount of information, in particular about salaries, and the results of whose activity are influential. In such a situation, the annual salary may be determined by the relevant board and is expected to include some assessment of the quality of the administrator's work.

Decent salaries for administrators are an incentive that can affect the quality of decisions made. The administrator's salary should be determined on the basis of a set of factors that strongly correlate with it (area size, investment in human capital, preliminary results, etc.), and use the difference between projected and actual salaries as management's assessment of the quality of public

administration (Mulgan, et al., 2019; Wauters, 2019).

A really important paradigm of modern public services is the focus on the interaction of participants in the policy development process and the presence of a number of inter-organizational and network participants to ensure the effectiveness of public services.

Public administrators who try to act effectively in solving socially significant problems must look for ways to interact with the community. For example, create forums in which all stakeholders could participate. Thus, it is possible to create public values through joint efforts. The lack of international governance entities is seen as a major obstacle on this path.

Creating public opinion that could legitimize joint action to solve problems without an international government to help determine how well the solution meets the needs is a challenge. However, more power is transferred to the government. Many aspects remain for arrangements that can be made between governments, businesses, and volunteer organizations to accept and share responsibility for effective social action.

The ability to engage governments with international NGOs and global business can be an important part of building and strengthening the capacity of these governments to address global challenges (Alford et al., 2016; Robinson, 2015).

Global changes, the development of information and communication technologies and tools, the influence of world organizations, their support create new opportunities for public policy makers, decision-makers to apply world best practices implementing new modern approaches.

The current model of governance in the context of global change and the development of public administration is subject to revision. We have just started talking about e-governance, good governance, but it is time for a new approach — New Public Governance, which is the subject of research not only in the United States but also in Europe. Among scholars in the field of public administration, Fessler, Lee, Kotier, Becker, Osborne and others studied this problem. Researchers noted that the goal of New Public Governance in terms of policy development and implementation is to find ways to help make it more productive (Patapas, Raipa & Smalskys, 2014; Vignieri, 2020).

It can become more productive provided interaction between government, community and business,



cross-sectoral cooperation, strategic planning, cooperation with world organizations, governmental competence, and this list is not exhaustive.

Discussion

Foreign scholars are debating this approach. Some say it is a "breath of fresh air" for democracies, while others say it is doomed to failure, in particular because of its intra-organizational focus on an increasingly pluralistic world and its desire to apply outdated private sector techniques in the implementation of public policy and the provision of public services (Osborne, 2010). Thus, the New Public Governance envisages the adoption of methods of work from the private sector, which may not be acceptable or effective for established views on governance, but global development requires the introduction of radically new approaches in the public sector.

New Public Governance provides for:

- Use of democratic theories and political network, applying positivism.
- Networking.
- Availability of partners, public sector, private sector, people who can participate in policy making and share responsibilities in government and public services.
- Public services are mutually provided as a network to enable citizens and network partners to participate in the policy and implement it simultaneously with monitoring the evaluation of results.
- Availability of management staff that will adhere to the networking mechanism, which is aimed at collaboration, goal setting, achieving them, as well as joint activities.
- Responsibility for the public interest in compliance with ethical norms.
- Networks can be autonomous as needed, but they must be controlled and transparent.
- Government and the role of public servants are adapted to network partners through mechanisms that allow the public sector, the private sector and others to participate in governance.
- Addressing the problem of insufficient citizen participation in governance and social inequality (Sriram et al., 2019; Panagiotopoulos, Klievink & Cordella, 2019).

On this basis, we see that modern governance, in terms of its philosophy and organization of activities, is similar to the private sector and requires new skills, thinking.

The need to revise the governance model and the emergence of New Public Governance is due to a number of factors:

- Changes in society;
- Changes in the nature of political problems;
- Changes in the nature of governance and public relations (Koppenjan, 2015; Runya, Qigui & Wei, 2015).

This approach involves the interaction of all links at all stages, which means a set of interactions aimed at solving social problems and creating opportunities for society, and involves the formulation and application of principles that determine this interaction and ensure the functioning of these institutions as a whole.

Interaction is determined as certain forms of activity that are used to remove obstacles and help move forward in a new direction, where the identification of a problem or certain opportunities depends on the position and understanding of the subject of interaction, who acts as an observer.

The subject of interaction can be any social unit that has the appropriate authority and power to act accordingly. Individuals, associations, non-governmental and public organizations, leaders of the state, firms, services, and international bodies can act as subjects of interaction. This interactive approach to management shows that the management conditions of any system change in response to external and internal challenges.

We can also argue that New Public Governance inherently requires more interaction with the public policy and public service environment than before. Public administration is certainly a reality in our modern fragmented public policy and public service environment. New Public Governance is a more sophisticated approach, and probably the model that needs to be developed and put into practice.

Our goal was to explore the essence of two modern approaches to management and governance, and we can say that they really deserve further theoretical research and future practical implementation. In summary, we will demonstrate only a few, but significant, positions that distinguish the new approach to governance from the outdated one (see Table 2).

Table 2. Comparison of classical and modern approach to governance

<i>Existing style of governance</i>	<i>New style of governance</i>
The state has a monopoly on	Networking. Interaction and cooperation of all



decision-making	stakeholders in decision-making
Bureaucracy	Innovations
Centralization	Autonomy

Source: author's development

Conclusions

The development of public administration is due to globalization processes. New approaches to public administration are being actively researched and implemented in the world. Public administration is divided into three parts — traditional public administration, Public Value Management and New Public Governance.

Traditional public administration, against the background of the development of two other approaches to management, looks inefficient, bureaucratic, closed, where only government agencies have a monopoly on decision-making and public policy making.

Public Value Management provides that the system of public administration carries out its activity not only on the basis of regulatory legal acts and laws, but on the basis of values which it professes in its activity and translates to the whole society.

In the 21st century, foreign scholars have begun to talk about the emergence of a new approach — New Public Governance — in public policy making and justify its importance.

At the current stage, the issue of the effectiveness of new approaches remains open and debatable. However, we believe that Public Value Management and New Public Governance are strategic approaches to changing the paradigm of public administration and governance in the world. Based on the results obtained, we can formulate prospects for further research on in-depth study of the best practices of European countries in the field of public administration and governance.

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