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From Digital Government to Public Value Reconstructing the Concept of Public Value in Technology-Enabled Government Service

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A B S T R A C T

The transformation of digital governance encourages the improvement of service efficiency, but its contribution to the creation of public value is still not conceptually integrated. This study aims to reconstruct the concept of public value in technology-based government services by identifying the main dimensions and their relevance in public administration. The study used a Systematic Literature Review (SLR) based on the PRISMA 2020 guidelines on 15 selected scientific articles from reputable databases. The data were analyzed through thematic synthesis and conceptual mapping. The results showed five dimensions of digital public value, namely service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and participatory co-creation. This study confirms that technology creates public value when supported by responsive and citizen-oriented governance, and offers a conceptual framework for the evaluation of digital government services.

INTRODUCTION

Digital transformation has changed the orientation of public administration from simply using information technology to improve internal efficiency to government administration that increasingly relies on digital platforms, data, automation, and services centered on people's needs. These changes make the success of digital government no longer adequate if it is only assessed based on the number of applications, process speed, or cost savings, but needs to be understood based on the value that is actually generated for society. Wirtz et al. (2021) emphasized that changing citizens' expectations require the government to develop digital services that are able to integrate user needs with organizational capacity to create public value. In line with that, Scupola and Mergel (2022) show that the digital transformation of public administration can produce multidimensional value, including value for citizens, administration, economy, and society. The urgency of this perspective shift is getting stronger because digital transformation has become the agenda of global government; The United Nations E-Government Survey 2024 shows the acceleration of the development of digital governance in various countries, but at the same time emphasizes that technological advances have not always produced equal benefits for all groups of society (United Nations Department of Economic and Social Affairs [UN DESA], 2024). Thus, the main issue in contemporary public administration is no longer solely whether the government has adopted technology, but how it generates public value in government services.

Indonesia's context shows dynamics that are in line with these developments. Based on the UN E-Government Survey 2024, Indonesia achieved an E-Government Development Index (EGDI) score of 0.7991 and is ranked 64th out of 193 countries, an increase of 13 positions compared to 77th in 2022 (UN DESA, 2024). At the same time, the government launched INA Digital as GovTech Indonesia to integrate government services that were previously spread across around 27,000 applications at central and regional agencies. This fragmentation shows that the abundance of technologies and applications does not automatically guarantee the creation of integrated, accessible, inclusive, and valuable public services for citizens. The findings of Rusmini et al. (2025) even show that the success of e-government in Indonesia is still influenced by inequality in socio-economic conditions, infrastructure capacity, and readiness between regions; Areas with stronger infrastructure and socio-economic development show better digitalization success than areas that face basic limitations. This condition shows that the government's digital transformation needs to be evaluated not only in terms of technological maturity, but also based on the ability of technology to create equitable benefits, improve service quality, strengthen public trust, and maintain the principle of public administration accountability.

Theoretically, the public value perspective provides a relevant foundation for understanding these shifts because it places social outcomes and benefits for citizens as the primary goal of government actions. In the digital context, public value is not formed only through the characteristics of technology, but through the relationships between technology, governance, users, and the social consequences it produces. Meijer and Boon (2021), for example, developed a layered model that shows that digital technologies, governance structures, user engagement, and social outcomes are interconnected in the process of co-creation of public value. Scupola and Mergel (2022) also found that stakeholder engagement in digital transformation is capable of generating value for citizens, administrative value, economic value, and social value. However, orientation to the user itself is not always synonymous with the creation of public value. Weigl et al. (2024) show that user-centricity can cause value conflicts in the form of issues of citizen representation, accountability, and pluralism, and can even increase the burden on users or deepen the digital divide. Similarly, Mesa (2023) found that the level of education and digital divide affect the use of electronic government services and trust in public administration. The literature shows that public value in technology-based services needs to be understood in a multidimensional manner, at least including service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and citizen participation or co-creation.

Although attention to public value in digital governance continues to increase, the literature shows an important conceptual gap. Wirtz et al. (2021) examine the creation of public value through digital business models and dynamic capabilities perspectives, while Meijer and Boon (2021) focus on digital platforms and co-creation. Scupola and Mergel (2022) describe value creation through co-production in the transformation of public administration in Denmark, while Mesa (2023) emphasizes the digital divide and trust in public services. In more recent technological developments, Hjaltalin and Sigurdarson (2024) found that government artificial intelligence strategies tend to highlight the values of efficiency, agility, and inclusion, while Roehl and Hansen (2024) show a trade-off between the automation of administrative decisions and the values of accountability, fairness, responsiveness, privacy, transparency, and the rule of law. Gascó Hernandez (2024) also emphasized the need for government digital transformation research to shift from technology orientation to public value creation analysis as a result of reform. Thus, previous research still tends to be fragmented based on the type of technology, service mechanism, organizational context, or certain value dimensions. There has not been a strong enough consolidation on how these various dimensions can be reconstructed into an integrated concept of public value that specifically explains technology-enabled government services. This gap is the main research gap in this research.

Based on these gaps, this study aims to reconstruct the concept of public value in technology-based government services by identifying its main dimensions and explaining the conceptual interconnectedness between these dimensions in the context of public administration. In particular, the research is directed to answer how the latest literature explains the shift from a technology-centered digital government orientation to a digital government oriented to public value creation, as well as how service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and participatory co-creation can be placed in an integrated conceptual framework. To obtain a transparent and replicable synthesis, the research used a Systematic Literature Review (SLR) with the guidelines of PRISMA 2020 as developed by Page et al. (2021). A total of 15 scientific articles that met the inclusion criteria were analyzed through thematic synthesis and conceptual mapping. The approach was chosen because it allows the research not only to summarize previous findings, but also to identify patterns, relationships between concepts, differences in perspectives, and theoretical gaps required in the process of reconstructing the concept of public value in technology-based government services.

This research is expected to make two main contributions. Theoretically, the research expands the literature on public value and digital government by shifting the understanding of technology from being just an instrument of improving administrative efficiency to part of a governance configuration whose value is determined by the impact on citizens and society. The resulting conceptual reconstruction is expected to integrate the dimensions of service effectiveness, inclusion and accessibility, transparency and accountability, public trust, and participatory co-creation into a more coherent digital public value framework. In practical terms, the framework can serve as a basis for governments and public service managers to evaluate digital transformation based on the public benefits generated, not just based on the level of technology adoption or the number of digitized services. Its relevance becomes even more important for Indonesia when the development of SPBE and GovTech through INA Digital is directed at the integration of government services. The public value-based framework allows policymakers to assess whether the integration truly improves the ease of service, expands access to different groups of people, strengthens transparency and accountability, builds public trust, and opens up space for citizen participation. Thus, this study places the creation of public value as a substantive measure of the success of digital government transformation.

LITERATURE REVIEW

Digital Government and the Shift to Public Value

Digital transformation in public administration shows a shift from technology orientation to evaluation of the substantive benefits generated by governments. Haug et al. (2024) explain that public sector digitalization not only results in technical changes, but also organizational and social changes that cumulatively can shape government transformation. From a public value perspective, this success must be seen from its impact on various stakeholders. MacLean and Titah (2022) show that the benefits of e-government are not only in the form of productivity and efficiency, but also service quality, user satisfaction, communication, and citizen trust. However, Zyzak et al. (2024) found that the relationship between public value management and digital transformation is still not sufficiently conceptually developed. These findings support the need to reconstruct public value as a multidimensional framework for the evaluation of technology-enabled government services.

Effectiveness and Quality of Service as Public Value

Service effectiveness is a basic dimension because technology only creates value if it is able to improve service experiences and outcomes for the community. Buyannemekh et al. (2024), based on a survey of 4,300 citizens in 32 Mexican states, found that system quality is an important predictor of the use and satisfaction of digital services, while the use and satisfaction are related to values in the form of convenience, flexibility, and simplification of processes. Thus, technological efficiency cannot be positioned as an end result, but as a mechanism that allows the creation of benefits for citizens. This perspective expands the concept of digital government success from system performance to the ability of digital services to produce public benefits that can be felt directly.

Accessibility, Inclusion, Transparency, and Accountability

The public value in digital services also depends on whether the benefits of technology can be accessed equitably and whether the service process can still be accounted for. Kim and Lee (2024) show that digitally vulnerable groups, including the elderly and low-income communities, still face limited access to various e-government services. Therefore, the expansion of digitalization without an inclusion strategy has the potential to create new inequalities. At the same time, Matheus et al. (2021) affirm that digital transparency requires a technological and institutional foundation, while Lourenço (2023) points out the importance of providing information that allows users to monitor and evaluate digital service processes. In the Indonesian context, Pribadi et al. (2024) found that transparency and accountability have a positive effect on the implementation of digital government services. These findings show that accessibility, inclusion, transparency, and accountability are substantive components, not just technical characteristics of digital services.

Public Trust as a Digital Government Outcome

Public trust occupies an important position because citizens evaluate digital governance not only based on the ability of technology to complete transactions, but also based on reliability, quality of interaction, transparency, and perception of the government as a service provider. MacLean and Titah (2022) identify increased government-citizen trust and communication as one of the important impacts of e-government. This indicates that trust can be understood as a public value outcome formed when services provide an effective, accessible, transparent, and consistent experience with citizens' expectations. Thus, the relationship between technology and public value is not direct; the quality of institutions and service experiences are mechanisms that bridge technological capabilities with public trust in the government.

Partisipasi, Co-production, dan Co-creation of Public Value

The development of digital government also transforms citizens from passive service recipients to actors who can participate in value creation. Mu et al. (2022) found that the design of technology systems influences the form and quality of value generated in digital co-production, so technology needs to be seen as part of the configuration of the relationship between government and users. Pauluzzo et al. (2024) reinforce this view by showing that digital technology is changing the way service users are involved in co-production and co-creation, but the literature still requires greater attention to public value creation, the entire service cycle, and the risks of digitalization. This means that digital participation is not sufficiently measured based on the existence of communication channels; public value is only formed when citizens have real access, capacity, and influence in the process of creating services.

Rekonstruksi Digital Public Value

The literature shows that public value in technology-based government services is multidimensional and is formed through the interaction between technological capacity, service quality, institutional characteristics, and citizen experiences. Based on this conceptual synthesis, this study positions service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and participatory co-creation as five interrelated dimensions in the formation of digital public value. This reconstruction rejects the assumption that digitalization automatically generates public value. Technology is more appropriately placed as an enabler, while public value is the result of the government's ability to transform digital capacity into services that are effective, equitable, accountable, trustworthy, and enable citizen involvement. This framework further becomes the basis for thematic categorization in the SLR of the 15 selected articles.

METHODOLOGY

Research Design

This study uses Systematic Literature Review (SLR) with a qualitative-interpretive approach to reconstruct the concept of public value in technology-based government services. The review procedure follows the guidelines of PRISMA 2020 to ensure a systematic, transparent, and replicable process (Page et al., 2021).

Data Sources and Search Strategies

Article searches were conducted on Scopus, Web of Science, ProQuest, and Google Scholar databases with a range of 2021-2025. Keywords used: ("digital government" OR "e-government" OR "digital public service*") AND ("public value" OR "public value creation" OR "digital public value") AND ("government service*" OR "public service*" OR "governance"). The search was conducted on titles, abstracts, and keywords according to the recommendations of PRISMA-S (Rethlefsen et al., 2021).

Inclusion and Exclusion Criteria

Inclusion criteria: (1) peer-reviewed international journal articles; (2) 2021-2025 publications; (3) discussing technology-based governance/public services; (4) analyzing public value or related concepts; (5) full text and English available. Exclusion criteria: proceedings, books, editorials, duplications, and articles that are not relevant to public values or government services.

Study Selection Process

The study selection was carried out following the stages of PRISMA 2020, including identification, screening, full-text feasibility assessment, and inclusion. Of the total 1,247 articles identified, after removing duplication and going through a gradual screening process, 15 articles were obtained that met all criteria.

Data Extraction and Quality Assessment

Data were extracted using a structured extraction sheet that contained authors, years, countries, objectives, contexts, methods, public value concepts, and key findings. The quality of the articles was assessed based on relevance, methodological clarity, and contribution to the research question.

Data Analysis

The analysis was carried out through thematic synthesis and conceptual mapping. The process included coding findings, grouping themes, and developing a conceptual framework for digital public values. Reference management using Zotero, Rayyan-assisted screening, and thematic analysis were carried out with NVivo. This approach is in line with methodological recommendations for SLR in the social sciences (Flemming & Noves 2021 Paul et al 2021).

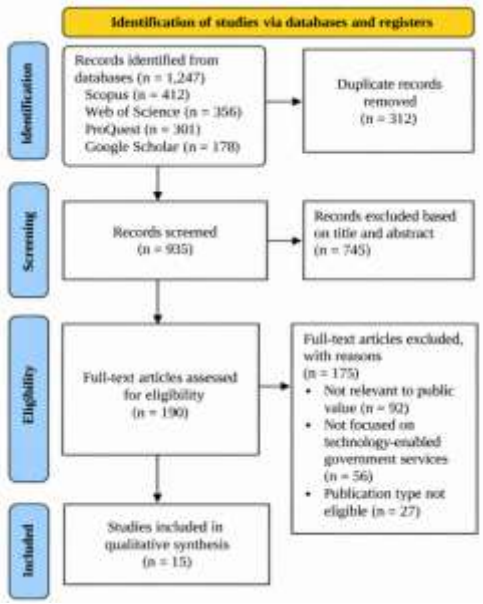


Figure 1. Conceptual Framework

RESEARCH RESULT AND DISCUSSION

Study Selection Results

The literature selection process followed the stages of PRISMA 2020, namely identification, screening, feasibility assessment, and inclusion. A total of 1,247 records were identified through Scopus (n = 412), Web of Science (n = 356), ProQuest (n = 301), and Google Scholar (n = 178). After 312 duplicate records were deleted, 935 articles entered the title and abstract screening stage. At this stage, 745 articles were removed because they did not meet the research focus, leaving 190 full-text articles to be assessed. Furthermore, 175 articles were removed because they were not relevant to public value (n = 92), did not focus on technology-based government services (n = 56), or had types of publications that did not meet the criteria (n = 27). Thus, 15 articles met all inclusion criteria and were used in the qualitative synthesis.

These results show that the literature that explicitly links government technology, public services, and public value creation is still relatively selective. Many digital government research emphasizes the implementation of technology or system performance, but does not directly explain the public value produced. This condition strengthens the basis for research not to view digitalization as the ultimate goal, but as an enabler whose value must be assessed based on benefits to citizens, public organizations, and society.

Table 1. Extraction of Article Data Included in SLR

Yes	Author (Year)	Focus/Context	Method	Key Findings	Dimensi *Public Value*
1	Wirtz et al. (2021)	Digital government business model	Konseptual/*framework development*	Digital capabilities and user integration support the creation of public value through adaptive government services.	Service effectiveness
2	Matheus et al. (2021)	Government digital transparency	Design study; 3 cases	Digital transparency requires a technological and institutional foundation as well as mechanisms of openness and feedback.	Transparency & accountability
3	Meijer & Boon (2021)	Digital platforms and public value creation	Conceptual analysis	Value creation is determined by the configuration of technology, governance, users, and social outcomes.	Participatory co-creation
4	Scupola & Mergel (2022)	Digital transformation of public administration, Denmark	Case study	Co-production in digital transformation generates citizen, administrative, economic, and social value.	co-creation; effectiveness
5	MacLean & Titah (2022)	Dampak *e-government*	SLR, 60 studi empiris	Key values include productivity, service quality, satisfaction, communication, and citizen trust.	Effectiveness; trust
6	Mu et al. (2022)	*Digital co-production*	SLR, 52 items	Technology design affects citizens' experience, service performance, citizen capacity, and administrative value.	Participatory co-creation
7	Table (2023)	*E-government*, kesenjangan digital, Italia	Survey, n = 3,000	Education and the digital divide affect the use of digital services as well as the relationship of trust with public administration.	accessibility; trust

8	Haug et al. (2024)	Digital transformation of the public sector	SLR, 164 studios	Digital transformation is an accumulation of organizational and service changes that can produce a wider societal impact.	Service effectiveness
9	Buyannemekh et al. (2024)	Government digital services, Mexico	National survey, n = 4,300; SEM	System quality increases usability and satisfaction; usage generates value in the form of convenience, flexibility, and process simplification.	Effectiveness; accessibility
10	Weigl et al. (2024)	*User-centric e-government* and public value	Systematic review	User orientation can improve services but also give rise to conflicts of representation, accountability, pluralism, and digital divides.	Inclusion; accountability
11	Hjaltalin & Sigurdarson (2024)	AI in the public sector	Analysis of 28 AI strategies	The use of AI is associated with efficiency, agility, information empowerment, equity, and inclusion.	Effectiveness; Inclusion
12	Roehl & Hansen (2024)	Automated administrative decisions	Systematic review	Automation generates synergies as well as *trade-offs* related to efficiency, transparency, accountability, fairness, privacy, and responsiveness.	Effectiveness; Accountability
13	Pauluzzo et al. (2024)	Digital technology in *co-production /co-creation*	Structured literature review, 128 records	Technology expands user engagement, but value creation must consider the entire service lifecycle and the risks of digitalization.	Participatory co-creation
14	Kim & Lee (2024)	Digitally vulnerable groups, South Korea	Analisis National E-Government Survey	Age and income still limit access to some types of government digital services, demonstrating the importance of inclusive service design.	Accessibility & inclusion
15	Pribadi et al. (2024)	Digital governance, Indonesia	Survei n = 424; PLS-SEM	Transparency and accountability have a positive and significant effect on the	Transparency & accountability

	implementation of digital government services.

The findings in the table show that the concept of public value does not emerge as a single construct. Studies on digital services emphasize effectiveness and user experience, studies on digital divide emphasize access and inclusion, while research on automation and governance places transparency and accountability as conditions for value creation. The co-production literature adds a participatory dimension, while trust emerges as a relational value formed from citizens' experiences of government services. These findings are consistent with MacLean and Titah (2022), who found that the impact of e-government includes productivity, service quality, satisfaction, communication, and trust, so the impact of digital government cannot be reduced to administrative efficiency alone. Wiley Online Library

Sintesis Tematik Digital Public Value

The thematic coding of the 15 articles resulted in five main dimensions, namely service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and participatory co-creation. A single article can contribute to more than one dimension because public values are interconnected.

Table 2. Thematic Synthesis of Digital Public Value Dimensions

Dimensions of synthesis results	**Number of related articles**	**Position in the reconstruction of *public value***
Service effectiveness	7	Instrumental value and direct benefits of the service
Accessibility and inclusion	5	Distributive value and equitable distribution of benefits
Transparency and accountability	4	Institutional value and legitimacy
Public trust	2	The value of the government-citizen relationship
Participatory co-creation	4	Participatory value and citizen capacity

This number is multi-coding, so the total frequency exceeds 15 articles. This actually shows that digital public value is a multidimensional concept: a service can simultaneously generate effectiveness, inclusion, accountability, trust, and participation.

Service Effectiveness: From Technology Efficiency to Benefits for Citizens

Service effectiveness is the most dominant theme in the synthesis. Wirtz et al. (2021), Scupola and Mergel (2022), MacLean and Titah (2022), Haug et al. (2024), Buyannemekh et al. (2024), Hjaltalin and Sigurdarson (2024), and Roehl and Hansen (2024) have shown differently that digitalization has the potential to improve service quality, speed, flexibility, productivity, and responsiveness. However, the results of the synthesis show that technological efficiency is not public value itself. Efficiency gains the status of a public value if it produces substantive benefits that can be felt by users.

The findings of Buyannemekh et al. (2024) are very clear in explaining the mechanism. Based on a national survey of 4,300 citizens from 32 states in Mexico, system quality is an important predictor of the use and satisfaction of digital services. Usage and satisfaction further shape public value in the form of convenience, flexibility, and simplification of processes. Thus, the relationship between technology and public value can be understood as a tiered process: the quality of technology → user experience → the benefits of services → public value.

This corrects the technocentric view that tends to measure the success of digital government from the availability of applications or the level of digitalization of processes. Haug et al. (2024) show that digital changes in the public sector are the result of the accumulation of changes in processes, organizations, and services, not just the implementation of technology. Taylor & Francis Online This means that a system with advanced technology cannot be categorized as successful if it does not produce substantive improvements in services.

Findings on AI and automation further clarify these boundaries. Hjaltalin and Sigurdarson (2024) found that government AI strategies highlight values such as efficiency, agility, and inclusion, but viewing AI only as an automation tool can narrow the potential for public value creation. ScienceDirect Roehl and Hansen (2024) even show that the automation of administrative decisions results in efficiency benefits, but at the same time presents trade-offs to accountability, fairness, privacy, responsiveness, and legal principles. DOI Thus, effectiveness in this research framework is not defined as "the more automated the better", but as the ability of technology to produce services that are reliable, precise, easy, responsive, and provide meaningful outcomes for citizens.

Accessibility and Inclusion: Public Value as an Equitable Distribution of Digital Benefits

The second dimension shows that public value depends not only on the magnitude of the benefits, but also on who can benefit from them. Mesa (2023), Buyannemekh et al. (2024), Weigl et al. (2024), Hjaltalin and Sigurdarson (2024), and Kim and Lee (2024) show that citizens' access and capacity to use digital services are not evenly distributed. Mesa (2023), based on a survey of 3,000 Italians, shows that education has an important influence on the use of digital public services and that trust in public administration is also related to the experience of using those services. The study reminds that groups with lower digital competencies are at risk of falling behind in service transformation. Frontiers. These findings are reinforced by Kim and Lee (2024). An analysis of digitally vulnerable groups in South Korea shows that age and income levels are still barriers to access to various e-government services. The elderly and low-income groups do not gain the same degree of inclusivity in a number of web-based services and applications. Taylor & Francis Online This shows that the presence of online services is not synonymous with accessibility.

The findings of this study therefore distinguish digital availability from digital accessibility. Availability means that services are technically available, while accessibility means that citizens with different social, economic, age, ability, or literacy conditions can use them effectively. At this point, inclusion is a distributive value: governments must not only create good services for users who already have digital capacity, but ensure that the benefits of services do not magnify existing inequalities. This difference also explains Weigl et al.'s (2024) critique of the user-centricity paradigm. A claimed user-centric approach can actually increase the burden on users and deepen the digital divide if "users" are imagined as homogeneous groups. The study found conflicts related to representation, accountability, and pluralism. ScienceDirect Thus, in the reconstruction of this study, inclusivity is not an additional attribute, but a normative requirement that public value must be enjoyed relatively fairly.

Transparency and Accountability: Digitalization as an Institutional Issue

The third dimension places transparency and accountability as the institutional foundation of digital public value. Matheus et al. (2021), Weigl et al. (2024), Roehl and Hansen (2024), and Pribadi et al. (2024) show that increasing technological capacity does not automatically increase openness and accountability. Matheus et al. (2021) identified that digital transparency requires a technological foundation as well as an organizational and institutional foundation. Transparency is not just the publication of information, but requires a design that allows information to be understood, used, and linked to accountability mechanisms. DOI These findings are important because digital governments can generate large volumes of data without actually increasing substantive transparency.

In the Indonesian context, Pribadi et al. (2024) provide empirical support for this relationship. Based on 424 respondents in four local governments and PLS-SEM analysis, transparency and accountability have a positive and significant effect on the implementation of digital government services. The study also shows that employee skills, leadership, regulation, infrastructure, and ICT make positive contributions. Wiley Online Library These findings strengthen the argument that digital capacity must be embedded in adequate governance structures.

However, automation also creates new challenges. When decisions are made or supported by algorithms, the questions of who is responsible, how decisions can be explained, and how citizens sue are at fault become more complex. Roehl and Hansen (2024) show that automation can generate synergies with transparency and efficiency on the one hand, but on the other hand create tensions over accountability, fairness, privacy, and responsiveness. Wiley Online Library

Therefore, the reconstruction of the concept in this study places transparency and accountability as governance safeguards. Technology is considered to produce public value when digital processes can still be traced, decisions can be explained, institutional responsibilities remain clear, and citizens have mechanisms to obtain information and make corrections.

Public Trust as a Relational Value

Trust appears explicitly in two major studies, MacLean and Titah (2022) and Mesa (2023), but the position is crucial because it links the experience of service to the legitimacy of government. MacLean and Titah (2022) show that the impact of e-government does not stop at productivity and quality of services, but extends to citizen communication and trust. Mesa's Wiley Online Library (2023) found that citizens who have used digital public services exhibit different patterns of trust, while digital education and experience also shape the relationship between citizens and public administration. The synthesis of this research indicates that trust has a different character from effectiveness. Effectiveness is the experience of "what the service does", while the trust is related to "how citizens judge the government" after interacting with the service. Thus, trust is a relational value formed through the accumulation of experience on reliability, openness, fairness, security, and responsiveness of services.

These findings also explain why efficient digitization does not necessarily strengthen legitimacy. Services that are fast but difficult to understand, not transparent, non-inclusive, or do not provide correction mechanisms can increase efficiency without increasing trust. Instead, a consistent, transparent, easy-to-use, and fair digital experience can be a trust-building mechanism. This is where the research results differ from an approach that places trust simply as an initial factor that determines technology adoption. Based on a synthesis of 15 articles, trust can also be seen as the result of public value creation. In other words, the relationship is dynamic: trust can drive the use of services, but positive or negative user experiences can then strengthen or weaken subsequent trust.

Participatory Co-creation: From Citizen as User to Citizen as Co-creator

The fifth dimension expands the concept of digital services from the provider-user relationship to a collaborative relationship. Meijer and Boon (2021), Scupola and Mergel (2022), Mu et al. (2022), and Pauluzzo et al. (2024) show that technology allows citizens not only to receive services, but to participate in their planning, design, delivery, and evaluation. Scupola and Mergel (2022), through the case of Denmark, identified the phases of co-planning, co-design, co-management, co-delivery, and co-assessment. These processes contribute to value for citizens, economic value, administrative value, and social value. ScienceDirect These findings are important because they show that value is not just generated by the government and then "given" to citizens, but can be created through government interaction with stakeholders.

Mu et al. (2022), through SLR of 52 articles, show that technology design directly affects the quality of digital co-production. Ease of use, government-citizen and citizen-citizen communication rules, integration of online and offline activities, and data collaboration play a role in the formation of various value categories. DOI Thus, digital platforms are not a neutral participation space; their architecture and design determine who can participate and how participation translates into value. Pauluzzo et al. (2024) expanded on this analysis. Based on 128 records, they found that the digital co-production/co-creation literature still requires greater attention to public value creation, the entire service cycle, comparative studies, and digitalization risk mitigation. Wiley Online Library The

findings of this study therefore do not equate the provision of feedback features with co-creation. Participatory co-creation requires the substantive influence of citizens on services, not just symbolic communication channels.

The Interdependence of the Five Dimensions of Public Value

The most important finding of this SLR is that the five dimensions do not stand alone. High effectiveness but not inclusiveness can create value for some citizens while also generating exclusion for others. Transparent but difficult to use services also do not produce optimal value. Conversely, co-creation without adequate representation can amplify the voices of groups that already have digital capacity, but leave vulnerable groups. The relationship can be summarized as follows.

Table 3. Interdependence of Digital Public Value Dimensions in Technology-Enabled Government Services

Dimensions	**Substantive meaning**	**Key digital mechanisms**	**Risks when ignored**	**Generated value**
Service effectiveness	The ability of the service to deliver results quickly, precisely, reliably, and easily	System integration, information quality, automation, interoperability	Technology is available but does not improve service	Efficiency, quality, convenience, responsiveness
Accessibility & inclusion	The ability of the entire group to benefit from the service	Accessible, multi-channel, literacy support, easy-to-use interface	Digital gaps and exclusions	Equality and equitable distribution of benefits
Transparency & accountability	Openness of process and clarity of responsibility	Open information, traceability, *trail audit*, explainability	Algorithmic opacity and weak accountability	Legitimacy, fairness, openness
Public trust	Citizens' confidence in the competence and integrity of services/government	Reliability, security, transparency, service experience	Distrust and low usage	Relational legitimacy
Participatory co-creation	Citizen involvement in service formation	Collaborative platforms, *feedback loops*, co-design,	Tokenism and representation bias	Responsiveness, empowerme

	two-way communication	nt, shared value

These results allow public value in technology-enabled government services to be reconstructed not as a single output, but as a multidimensional value architecture. Conceptually, the relationship can be described as:

Digital capability → Technology-enabled service → [Effectiveness + Accessibility/Inclusion + Transparency/Accountability + Trust + Participatory Co-creation] → Digital Public Value

The flow is not intended as a linear causal relationship that has been statistically tested, but rather as the result of conceptual mapping from 15 articles. Digital capability provides a technological prerequisite; technology-based services become the arena where value is generated; while the five dimensions are the substantive criteria for assessing whether the transformation really creates public value.

Reconstruction of the Concept of Public Value in Technology-Enabled Government Service

Based on the overall results, this study proposes that digital public value is a multidimensional public benefit that is formed when the government's technological capacity is translated into services that are effective, accessible, transparent and accountable, trusted by citizens, and enable citizen involvement in service formation. The definition contains three conceptual implications.

First, technology is an enabling condition, not the public value itself. The addition of applications, process automation, AI, or digital platforms only describes digital capacity. Public value is only formed when it produces real benefits. Evidence from Buyannemekh et al. (2024) shows that the quality of the system must be translated through use and satisfaction before producing benefits in the form of convenience and simplification. ScienceDirect

Second, public value contains aspects of outcomes as well as governance processes. Effectiveness and trust are closer to the results experienced by citizens, while transparency, accountability, inclusion, and co-creation also describe the quality of the value creation process. This distinguishes this research's approach from measuring the success of information systems, which mainly looks at technical performance.

Third, the creation of public value is conditional and can contain trade-offs. Weigl et al. (2024) show that user-centricity can clash with representation, accountability, and pluralism, while Roehl and Hansen (2024) show that automation can increase efficiency while creating issues of fairness, privacy, responsiveness, and accountability. ScienceDirect Thus, more technology does not necessarily mean more public value.

Comparison with Previous Research and Novelty

The findings of this study are in line with MacLean and Titah (2022) in rejecting a narrow understanding of the impact of e-government. However, MacLean and Titah classify various impacts based on the recipient and character of the impact, while the study specifically consolidates the cutting-edge literature into five evaluative dimensions for technology-enabled government services. Wiley Online Library

These results also extend Scupola and Mergel (2022), who identified citizen, economic, administrative, and social value through Denmark's digital transformation experience. ScienceDirect The synthesis of this study shows that when evidence from other contexts—Italy, Mexico, South Korea, Indonesia, as well as studies on AI and automation—is combined, the dimensions of inclusion, transparency-accountability, trust, and participation become increasingly important to explain how value is actually experienced and distributed.

Differences are also seen in the user-centric paradigm of digital government. The results of Weigl et al. (2024) show that user orientation is not always compatible with all public values because it can result in conflicts of representation and pluralism. ScienceDirect Therefore, this study does not equate citizen-centeredness with public value. Services can be very convenient for dominant users, but still have low public value if they exclude vulnerable groups or weaken accountability.

Thus, the conceptual novelty of the research lies in the shift from an approach that asks "how digital are government services?" to "what public value is generated by digitalization, for whom, through what mechanisms, and under what conditions of governance?". This reconstruction combines instrumental, distributive, institutional, relational, and participatory dimensions in a single digital public value framework.

Implications for Public Administration

Theoretically, the findings confirm that digital transformation needs to be placed in the theory of public administration, not just the literature of information systems. Technology affects efficiency, but at the same time the redistribution of access, accountability structures, trust relationships, and the position of citizens in the service process. Therefore, digital public value provides a bridge between the study of digital government and the normative principles of public administration.

In practical terms, the evaluation of digital government should not only use indicators of the number of digitized services, the number of users, or the speed of transactions. The government needs to simultaneously assess whether services: (1) truly solve the needs of citizens; (2) can be used by groups with different characteristics; (3) have traceable and accountable processes and decisions; (4) increase trust in the government; and (5) provide space for citizens to contribute to service improvement.

These implications are relevant for digital transformation in Indonesia. The findings of Pribadi et al. (2024) that skills, leadership, regulation, infrastructure, ICT, transparency, and accountability affect the implementation of digital government services show that the success of digital government is a combination of technological capacity and institutional capacity. Wiley Online Library This means that the integration of government services is not enough through the integration of applications and data; a governance design is also needed that ensures effectiveness, equal access, accountability, trust, and participation.

Overall, the results of the SLR show that the transformation from digital government to public value is a paradigm shift from digitalization as an administrative output to the creation of public benefits as a measure of success. Technology has value when it is able to improve the service experience without increasing exclusion, increase efficiency without weakening accountability, and expand participation without ignoring the representation of diverse community groups. Therefore, the success of technology-enabled government services is ultimately not determined by the sophistication of its technology, but by the government's capacity to transform the technology into effective, inclusive, accountable, trusted, and participatory public value.

CONCLUSIONS AND RECOMMENDATIONS

This study shows that the transformation from digital government to public value is not enough to be understood as a process of technology adoption, but as a change in orientation towards creating more substantive and multidimensional public benefits. Based on the synthesis of 15 articles, digital public value is formed through five main dimensions, namely service effectiveness, accessibility and inclusion, transparency and accountability, public trust, and participatory co-creation. These findings confirm that technology functions as an enabler that supports the creation of public value, while the success of technology-based government services is determined by the government's ability to translate digital capacity into effective, inclusive, transparent, accountable, trusted, and participatory services. Therefore, the evaluation of the government's digital transformation should not only focus on technical indicators, such as the number of applications, usage level, or speed of services, but also include equal access, quality of governance, level of citizen trust, and community involvement in the process of designing and improving services. With this approach, digital transformation can be directed more consistently at creating sustainable and citizen-oriented public value.

ADVANCED RESEARCH

The next research is suggested to empirically test the five-dimensional framework of digital public value through cross-regional surveys, comparative studies between countries, or mixed methods, as well as develop measurement instruments that are able to assess the relationship between digital capacity, governance quality, and public value perceived by citizens.

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