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Rodrigues da Silva, Marcelo
Vicentin, Ivan Carlos

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Systematic Mapping of recent Scientific Production in Public Governance

Mapeamento Sistemático da Produção Científica recente em Governança Pública

Mapeo Sistemático de la Producción Científica reciente en la gobernanza pública

Marcelo Rodrigues da Silva
Instituto Federal do Paraná
marcelo.silva@ifpr.edu.br

Ivan Carlos Vicentin
Universidade Tecnológica Federal do Paraná
vicentin@utfpr.edu.br

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Abstract

Research objective: This article conducts a systematic mapping of scientific production, a form of bibliometric study, on the topic of public governance, from articles in the Scopus and Web of Science databases, covering the period from 2018 to 2022.

Theoretical framework: Systematic mapping of scientific production - bibliometric analysis on public governance.

Methodology: Submission of search strings in the databases, generation of files with bibliometric data; merging of data from the databases and removal of duplicate data to generate a bibliometric report. Analysis regarding the year of article publication, country of origin, number of citations per country and per article, number of collaborations among authors from different countries, number of articles per country, per author, and per journal, author's impact index, co-occurrence of keywords, and co-citation networks.

Results: The field of public governance shows a growth trend, is a theme present in researches around the world, with intense collaboration among countries in North America, Europe, Asia, and Oceania. The co-occurrence of keywords allowed the identification of clusters indicating research subfields such as innovation, public policy, networks, and co-production. Regarding co-citation networks, it was possible to identify that the author Osborne is the main reference in the field.

Originality: Public governance encompasses different approaches and understandings, which generate diverse research themes. No bibliometric studies of the systematic mapping type were identified on this topic.

Theoretical and practical contributions: This article contributes to the critical development of the public governance area by assisting researchers in defining paths for future studies based on the results of systematic mapping.

Keywords: Public Governance, Public Administration, New Public Management, Co-production.

Resumo

Objetivo da pesquisa: Este artigo realiza um mapeamento sistemático da produção científica, uma modalidade de estudo bibliométrico, sobre o tema governança pública, dos artigos das bases Scopus e Web of Science, no período de 2018 a 2022.

Enquadramento teórico: Mapeamento sistemático da produção científica – análise bibliométrica sobre governança pública.

Metodologia: Submissão de *string* de busca nas bases, geração de arquivos com dados bibliométricos; mescla de dados das bases e retirada de dados duplicados visando gerar relatório bibliométrico. Análise quanto ao ano de publicação do artigo, país de origem, número de citações por país e por artigo, número de colaborações entre autores de países

diferentes, número de artigos por país, por autor e por revista, índice de impacto do autor, coocorrência de palavras-chave e redes de cocitação.

Resultados: A área de governança pública apresenta tendência de crescimento, é uma temática presente em pesquisas ao redor do mundo inteiro, com intensa colaboração entre países da América do Norte, Europa, Ásia e Oceania. A coocorrência de palavras-chave permitiu identificar *clusters* que indicam subáreas de pesquisa como inovação, política pública, redes e coprodução. Em relação às redes de cocitação, foi possível identificar que o autor Osborne é a principal referência na área.

Originalidade: Governança Pública comporta diferentes abordagens e entendimentos o que gera temáticas diversas de pesquisa. Não se identificou estudos bibliométricos do tipo mapeamento sistemático sobre este tema.

Contribuições teóricas e práticas: Este artigo contribui para o desenvolvimento crítico da área de governança pública ao auxiliar os pesquisadores a definir caminhos de estudos futuros a partir dos resultados do mapeamento sistemático.

Palavras-chave: Governança Pública, Administração Pública, New Public Management, Coprodução

Resumen

Objetivo de investigación: Este artículo realiza un mapeo sistemático de la producción científica, modalidad de estudio bibliométrico, sobre el tema de gobernanza pública, de los artículos de las bases de datos Scopus y Web of Science, en el período de 2018 a 2022.

Marco teórico: Mapeo sistemático de la producción científica – análisis bibliométrico sobre la gobernanza pública.

Metodología: Envío de *cadena* de búsqueda en las bases de datos, generación de archivos con datos bibliométricos; fusión de datos de las bases de datos y eliminación de datos duplicados para generar informe bibliométrico. Análisis del año de publicación del artículo, país de origen, número de citas por país y por artículo, número de colaboraciones entre autores de diferentes países, número de artículos por país, por autor y por revista, índice de impacto del autor, co-ocurrencia de palabras clave y redes de co-citación.

Resultados: El área de gobernanza pública muestra una tendencia creciente, es un tema presente en investigaciones de todo el mundo, con una intensa colaboración entre países de América del Norte, Europa, Asia y Oceanía. La co-ocurrencia de palabras clave permitió la identificación de *clusters* que señalan subáreas de investigación como innovación, políticas públicas, redes y coproducción. En relación a las redes de co-citación, se pudo identificar que el autor Osborne es el principal referente en el área.

Originalidad: La Gobernanza Pública abarca diferentes enfoques y comprensiones, lo que genera diferentes temas de investigación. No se identificaron estudios bibliométricos del tipo mapeo sistemático sobre este tema.

Contribuciones teóricas y prácticas: Este artículo contribuye al desarrollo crítico del área de gobernanza pública, ayudando a los investigadores a definir caminos de futuros estudios basados en los resultados del mapeo sistemático.

Palabras clave: Gobernanza en el sector público, Administración Pública, Nueva Gestión Pública, Coproducción

1 Introduction

Public governance has proven to be of vital importance in the context of the crisis caused by the COVID-19 pandemic, given the economic, health, and social repercussions that have resulted in territorial interdependence in decision-making at all levels of government (local, regional, national, and global) and among different state and non-state actors (Girao, 2021). In this scenario of changes, in which a new role of the state is demanded, combined with a new vision of public administration, public governance is established (Silva & Vicentin, 2018).

Many relevant issues related to public governance remain unanswered since the implementation of an innovative idea in a real situation differs from its conception (Broccardo et al., 2019). Goshovska et al. (2021) observe that many public authorities still use a form of bureaucratic government, causing problems for public governance. Within public governance, communication and coordination problems generate costs and impact different actors and stakeholders (Brender et al., 2017). The literature has focused on how citizens can be involved in the provision of services and devoted less attention to other forms of communication between government and citizens (Barbera et al., 2016).

The objective of the article is to analyze scientific production in public governance from 2018 to 2022, through a systematic mapping of scientific production, a form of bibliometric study, conducted in the Scopus and Web of Science databases.

The study of public governance is justified by promoting the efficiency of the public apparatus, reducing waste of public resources, contributing to economic development, and improving the quality of life and well-being of society (Santos & Rover, 2019). Although interest in ideas stemming from public governance can be observed in various countries, their application in local governments may be particularly interesting (Radzik-Maruszak, 2016). Bibliometric studies can contribute to the critical development of the area of research by assisting researchers in defining paths for future studies based on past studies (Lopes Junior et al., 2022).

The article is structured as follows: Chapter 2 addresses the theory of public governance; Chapter 3 reports the methodological aspects of the mapping study; Chapter 4 analyzes the results; and finally, Chapter 5 discusses the final considerations followed by the references.

2 Public Governance

The discussion on governance dates to the 1930s, a time when it was identified that the separation between ownership and control of companies led to agency conflicts - when the objectives of owners and managers do not coincide. Since then, governance structures have been created and principles developed to minimize agency conflicts (Teixeira & Gomes, 2019). Public governance was developed from corporate governance, initially as an attempt by national and international entities to adapt corporate governance principles to the public sphere (Silva & Vicentin, 2018). The concept of public governance has been the object of study by various Brazilian and international authors, as well as entities around the world over the years - for a conceptual review of Public Governance see Teixeira & Gomes (2019); for definitions of Public Governance by national and international authors see Silva & Vicentin (2018); for definitions of Public Governance by international institutions see Nakazato et al. (2021).

This article has as its theoretical framework the Editorial "The New Public Governance?" from the Public Management Review journal elaborated by Stephen P. Osborne (2006), in which the conceptual structure of New Public Governance is presented, arguing that public administration has undergone three dominant models - the traditional Public Administration, from the late 19th century

to the late 1970s and early 1980s; a second model, New Public Management - NPM, until the early 21st century; and a third emerging model, New Public Governance, hereinafter referred to as Public Governance.

The Traditional Public Administration model is inspired by Weberian principles, and through the separation between private and public ownership, bureaucratic specialists make the necessary decisions for the functioning of the public sector based on scientific knowledge, while non-specialist citizens participate only through elections that produce governments (Osborne, 2006). In turn, the NPM model, as described by Hood (1991), sought public sector reforms aimed to horizontalize, decentralize, and open to the societal participation using market logic and importing managerial processes from private companies into public administration.

Based on criticisms and adaptations of the traditional public administration and NPM models, and seeking to maintain participatory mechanisms focused on the government's capacity to produce better social outcomes, Osborne (2006) addresses public governance from organizational sociology and network theory, emphasizing a plural and pluralistic nature of the State, with a focus on processes and service outputs established in trust contracts through continuous relationships.

Subsequently, Osborne (2010) edited a book with the same title as the 2006 editorial, in which various authors discuss the theme of public governance in five parts: (i) theoretical perspectives on public governance; (ii) governance and interorganizational partnerships for the provision of public services; (iii) governance of contractual relationships; (iv) governance of interorganizational networks; and (v) governance of policy networks. The underlying theme of Osborne's (2010) book is that Public Governance captures the challenges of delivering public services within fragmented systems, and that these challenges encompass the entire world, although they may not be the same in all parts of the globe. Furthermore, the author does not argue that Public Governance is the "best way" to implement policies and deliver public services, but rather that the challenges posed can be addressed within the fragmented, interorganizational, and contested space of the public sector.

Public Governance can be seen as a theory that became predominant alongside NPM in the 2000s (Grossi & Pianezzi, 2018). The perspective of NPM sought to reverse the excess bureaucracy, hierarchy, and centrality found in public administrations, thus bringing in business principles of efficiency, effectiveness, cost reduction, and decentralization, culminating on the part of the State with public spending control, revision of public administration responsibilities, privatization, and adoption of information technology (Oliver-Mora & Iñiguez-Rueda, 2016). Greve and Pedersen (2017) further emphasize that this type of management was based on achieving market results and values. The citizen came to be seen as a customer, and this made institutions focus on the quality-of-service provision and to seek positive outcomes in the public sector, as they were responsible for meeting the demands of the population (Fanelli & Lanza, 2017).

However, the practical implementation of NPM assumptions did not clearly improve the functioning of the public sector in many countries (Radzik-Maruszak, 2016). According to Bao et al. (2013), the government structure was not yet conducive to this type of management, generating conflicts that allowed the entry of Public Governance as a model focused on meeting the real needs of citizens. According to Kissler and Heidemann (2006), the advancement of the public governance discussion occurred due to the unsatisfactory conditions of the models adopted by public administrations until then, which, with little room for addressing social issues and restriction of citizen participation in decision-making processes, favored the efficiency and quality of management.

Public governance gains strength in a scenario where various crises of global proportions, in which a significant portion of countries was unable to finance bureaucracy and provide public

services simultaneously, caused states to change their ways of acting to ensure the well-being of society through economic development, competitiveness, and efficiency of national markets (Silva & Vicentin, 2018).

In the last 40 years, in the face of criticism due to the decline of the welfare state model and the increasing complexity of public goods to be provided, Western governments have sought to implement reforms in the public service (Brender et al., 2017), with public governance being the most recent reform (Rhodes, 2016) and aiming to respond to fiscal constraints arising from the challenges of globalization and the growing distrust of citizens in democratically elected governments (Sørensen & Torfing, 2017), so that the modern state increases transparency in public administration and provides support for the protection of various spheres of its citizens' lives, such as health, education, economic and social issues (Akimova et al., 2020).

Based on Silva and Vicentin (2018), it can be inferred that public governance is based on three central ideas: (i) the state's capacity to implement public policies; (ii) reformulation of the relationships between the state and other social actors; (iii) reforms in government structure and management to consider interactions between the state and various social actors.

Public governance positively impacts long-term economic growth since its implementation can affect the dynamics of business activity, directly influencing the economic environment through infrastructure development and support for research and innovation generation (Bayar, 2016; Lobonç et al., 2021). In the Weberian tradition, public governance is based on efficient action, without delays, corruption, or other distortions by state actors, in other words, public governance relates to the government's behavior in protecting the public interest (Jia et al., 2019).

In public governance, the individual is not seen merely as a customer interested in the provision of public services but as a citizen demanding a direct involvement in government decision-making processes (Radzik-Maruszak, 2016). According to Osborne (2010), public governance is a response to the complexity and fragmentation of public policies and the provision of services in the 21st century, thus making it increasingly important to include stakeholders in the decision-making process, from defining objectives to deciding how to achieve them.

In this regard, Girao (2021) defines public governance as cooperation and coordination relationships through mixed, public, and private networks among state and non-state actors to achieve the common good. Thus, an essential aspect of public governance is participation, whether from individuals or organized groups - homogeneous or heterogeneous in terms of social characteristics, aiming to improve the quality of decision-making (Noreikienė & Žilinskas, 2017).

Consequently, governments are no longer alone in the decision-making process but operate within a broader environment that includes a plurality of actors, with governments playing an active role in leading the process to meet diverse expectations or a passive role being compelled by circumstances to adopt a certain course (Fanelli & Lanza, 2017). Citizens' participation is influenced by individual civic awareness - high awareness views participation as a duty while low civic awareness believes they cannot influence public governance - and by the difficulties imposed on participation, such as the time dedicated and financial costs (Noreikienė & Žilinskas, 2017).

Public governance is distinguished from other models by its own dimensions: (i) guiding values: deliberative democracy, public value of decisions, and decision co-production; (ii) structure: power shift, networks, and coordination; and (iii) processes: efficiency and effectiveness, and accountability (Pereira & Ckagnazaroff, 2021). In the same line, Buta and Teixeira (2020, p. 389), understand public governance as "arrangements of a public nature that allow the participation of all stakeholders, under state coordination, in solving common problems, thus enabling the delivery of quality public services, as well as social control".

Just as the concept of public governance is comprehensive, numerous principles are linked to public governance. In Brazil, Silva and Vicentin (2018) identified that the main principles of public governance are transparency, accountability, integration, equity, responsibility, compliance with laws, ethics, legitimacy, and efficiency. In addition to these, it can be verified that other principles are also explored by foreign governmental institutions, such as risk control, leadership spirit of managers, innovation, and strategic vision of administration (Nakazato et al., 2022).

Good governance, according to Almeida-Santos et al. (2018, p. 229), "is the key to understanding the economic growth and social well-being of developing countries" and, among the indicators of good governance, the authors highlight communication, information, and access to public information. On the other hand, poor governance and corrupt practices become one of the main reasons why governments of developing countries fail to translate public spending, even in high volumes, into high-quality public service (Setyaningrum et al., 2017).

An essential prerequisite for good governance is trust (Taylor et al., 2020). In research that correlated public governance, corruption, and the quality of public services, Setyaningrum et al. (2017) demonstrated that good public governance is associated with lower corruption; and the reduction of corruption is associated with high-quality public service. Furthermore, the authors showed that transparency and accountability principles are the most important for reducing corruption since the lack of transparency creates an opportunity for the misuse of public resources for personal gain.

It can be stated that good public governance refers to effective arrangements put into practice, such as political, economic, social, environmental, and administrative arrangements, to ensure that intended results for stakeholders are defined and achieved (Taylor et al., 2020). Thus, public governance is oriented towards the social and environmental impacts of organizations' decisions and actions, with the government playing a central role in the networks where stakeholders seek to influence the outcomes of public policies (Ma et al., 2017).

3 Methodological aspects

Systematic mapping of scientific production can present great potential for researchers and professionals interested in the topic by providing a comprehensive view of different topics in the field of study from scientific publications (Kitchenham et al., 2010). The publication in scientific journals indexed in international databases represents the body of knowledge produced by researchers in a specific area (Menezes & Caregnato, 2018; Sousa & Fontenele, 2019). Mapping allows to establish connections between published articles and thus helps the field of study to understand new topics and trends, and establish new research paths (Carvalho et al., 2019; Zupic & Čater, 2015).

Systematic mapping is a bibliometric survey, therefore a secondary study, which aims to identify studies in a particular area to identify contributions and gaps in the theme and increase understanding of knowledge production in a specific field (Dias et al., 2020; Klock, 2018; Moro dos Santos & Alves, 2020). For Kitchenham et al. (2010), systematic mapping presents, among others, the following characteristics: (i) a generalist research question, which seeks research trends, which researchers, what activity, and what types of studies; (ii) research process by area; and (iii) results present a set of articles from the field in various categories.

In a systematic mapping, the research stages are: planning, execution, and analysis of results (Klock, 2018). In planning, the following criteria are defined: (i) search string; (ii) document type; (iii) publication year; and (iv) databases to be consulted.

In the present systematic mapping, the following search string was used: "public governance" OR "governance in the public sector" OR "governance in public sector" OR "*governança pública*" OR "*governança aplicada ao setor público*" OR "*governança no setor público*". The only accepted document type to compose the systematic mapping was peer-reviewed articles (Dias et al., 2020; Kitchenham et al., 2010).

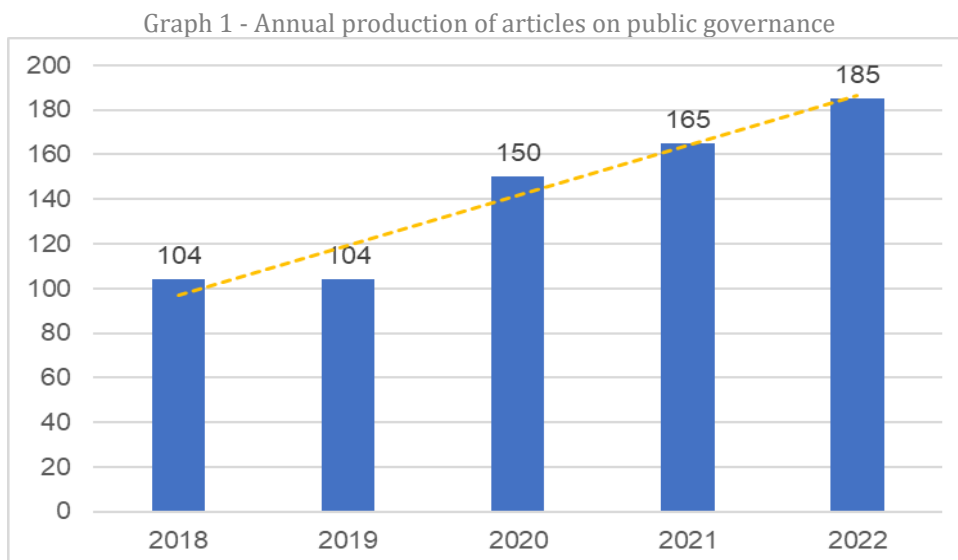
Regarding the publication year, the last five years were chosen to identify recent scientific production - from 2018 to 2022. Regarding the databases used, given the coverage in Applied Social Sciences, as well as allowing the export of complete bibliometric data files for processing in software, the Scopus and Web of Science databases were chosen (Carvalho et al., 2019; De Abreu et al., 2021; Lopes & Farias, 2020; Quevedo-Silva et al., 2016; Sousa & Fontenele, 2019).

The execution followed the protocol proposed by Baldam (2021), namely: generation of files with raw data in the databases; merging data from databases, removing duplicate data, generating a bibliometric report, and proceeding with the analysis. For this last step, the Bibliometrix support software with the Biblioshiny interface was used (Aria & Cuccurullo, 2017). The survey was conducted in January and February 2023.

The analysis was carried out considering the following variables: publication year of the article, country of origin, number of citations per country and per article, number of collaborations among authors from different countries, number of articles per country, per author, and per journal, author's impact index among the articles composing the sample, keyword co-occurrence, and co-citation networks.

4 Analysis of results

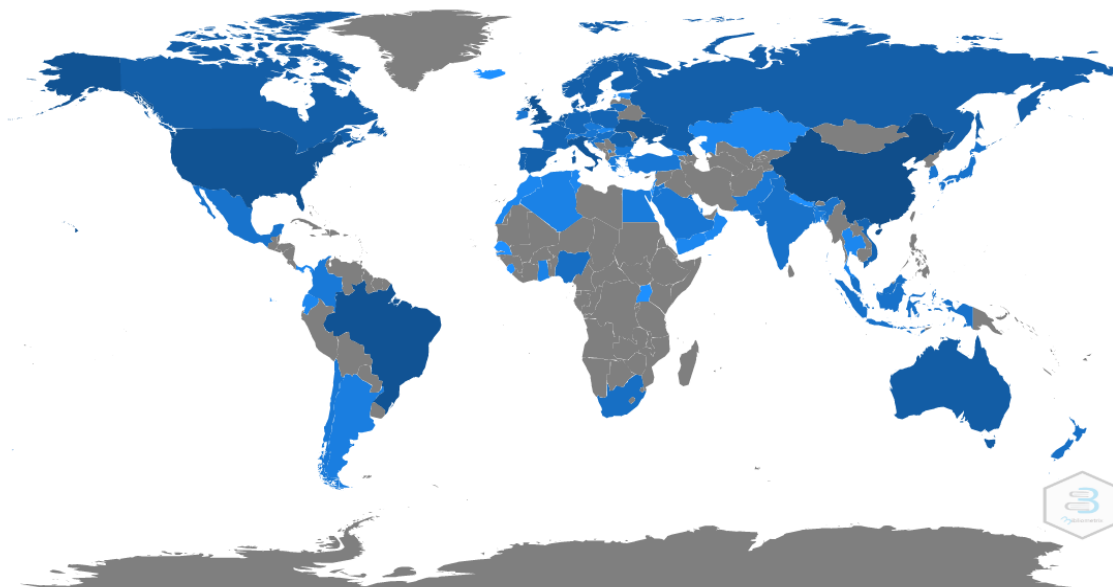
The application of the search string in the Scopus database returned 571 documents, whereas 589 documents were returned in the Web of Science (WoS) database. After eliminating duplicate articles (452 documents), a total of 708 documents remained, which composed the analyzed sample. The annual production of articles on the topic of public governance, within the researched period, is displayed in Graph 1.



Graph 1 allows us to infer that the area of public governance presents a consistent number of articles during the period, with over a hundred articles in all the surveyed years. The trend line (dashed line in orange) indicates that the theme is growing.

From the perspective of scientific articles production by country, Figure 1 identifies, on the world map, which countries published works during the researched period.

Figure 1 - Scientific production in public governance by country



Source: Own authorship (2023) using Bibliometrix software

A total of 67 countries that produced articles in public governance are shown in blue, and the darker the blue, the higher the number of articles produced. By visualizing the map in Figure 1, it is understood that all continents research public governance, indicating it as a globally relevant topic.

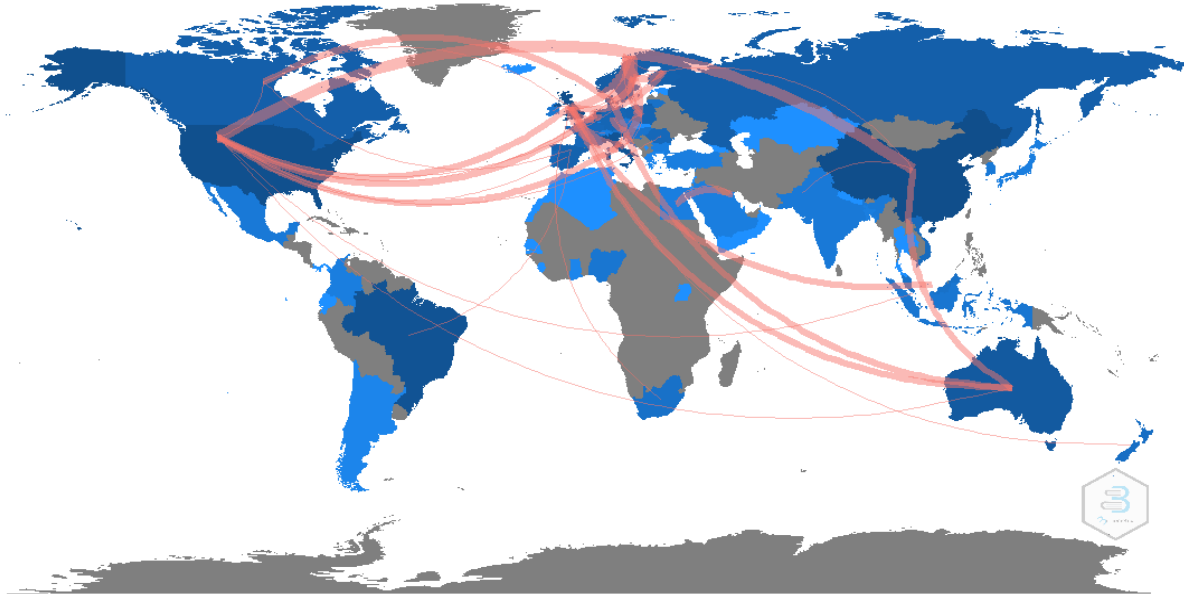
However, the ten countries with the highest number of publications – China (68), United Kingdom (45), Brazil and United States (44), Italy (36), Netherlands (27), Denmark and Ukraine (26), Australia (21), and Russia (19) – account for 50.28% of the world's production on the topic, indicating a high concentration of production in some countries.

In terms of the number of citations, 60 countries received at least one citation in their mapped documents, considering a total of 3,613 citations. There is a high concentration of publications in some countries: if we consider the six countries with the highest number of citations – United States (398), China (373), Netherlands (301), Italy (300), United Kingdom (290), and Denmark (242) – these countries accumulate 52.70% of the citations. If it is to be considered the ten countries with the most citations – adding Spain (180), Singapore (151), Australia (145), and Ukraine (95) to the previous list – it amounts to 68.50% of the total citations in these countries.

Brazil ranks as the 3rd largest producer of scientific articles in public governance (44), but it only appears in 21st place in terms of citations (40), indicating that, although the national scientific production is considerable, it does not result in a high impact in the scientific community. One possible factor for Brazil's absence among the first positions could be the issue of the Portuguese language, which acts as a limiting factor, given that English is the predominant language in international science.

The last result regarding countries relates to collaboration among authors from different countries: in the selected sample, there were 293 collaborations involving a total of 75 countries. The collaboration among authors, also known as co-authorship, opens possibilities for research with different approaches, greater rigor, and density, as stated by Hilário, Grácio and Guimarães (2018). In Figure 2, collaboration flows between countries with at least two occurrences are highlighted on the world map, with the thickness of the flow indicating a higher number of collaboration episodes between the countries.

Figure 2 - Collaboration between countries in public governance







Source: Own authorship (2023) using Bibliometrix software

The highest frequencies of collaboration occur between European countries: Denmark and Norway; Netherlands and Belgium; and the United Kingdom and Italy – 6 collaborations between the mentioned countries. The United Kingdom and the United States are the countries that establish the most collaborations with other countries. Brazil appears with only one flow in Map 2, carried out with France; however, it also established collaboration with Argentina, Spain, Italy, New Zealand, and Sweden (not shown in Map 2 as it is only a co-authorship with each cited country). The non-collaboration between different countries tends to overlook different realities and may impair the impact of articles published by Brazil.

Regarding the authors of articles on public governance within the conducted mapping, it is noted that the set of surveyed articles had 1,631 authors, with 180 in single-author documents and 1,451 authors in multiple-author documents. Table 1 indicates the most productive authors, that is, those who produced the most articles in the surveyed period, with a cutoff criterion of having published at least 5 articles in the period, individually or in co-authorship. Also in Table 1, the impact is indicated, a relevant notion in bibliometrics that relates the number of citations received by the author to the number of published works (Sousa & Fontenele, 2019), through the h-index and the number of citations of the same.

Table 1 - Most productive authors on public governance

Position	Author	Country	Articles	h-index	Citations
1	Torfin, Jacob		8	5	186
2	Kovač, Polonca		7	4	25
3	Ravšelj, Dejan		7	3	9
4	Sørensen, Eva		6	4	164
5	Aristovnik, Aleksander		6	3	18
6	Grossi, Giuseppe		5	3	34
7	Umek, Lan		5	3	9

From Table 1, it can be observed that the area of public governance shows low concentration in terms of the number of articles relative to authorship, meaning no author has a high number of articles to concentrate the area's production. Jacob Torfin, author from Denmark, is the most productive and has the highest impact, considering both the h-index and the number of citations. The production from Slovenia stands out, specifically from the University of Ljubljana, where authors Polonca Kovač, Dejan Ravšelj, Aleksander Aristovnik, and Lan Umek originate.

Brazil does not have any authors in the list of the most productive in the field of public governance, despite being the third country in the world in terms of article production.

From the perspective of the most cited articles, Table 2 lists the most cited articles in the conducted mapping, considering a cutoff line of at least 50 citations.

Table 2 - Most cited articles on public governance

Position	Title	Authors	Year	Citations
1	<i>Transforming the public sector into an arena for co-creation: barriers, drivers, benefits, and ways forward</i>	Torfin, J., Sørensen, E., & Røiseland, A.	2019	127
2	<i>Public governance, corporate governance, and firm innovation: an examination of state-owned enterprises</i>	Jia, N.; Huang, K. e Zhang, C.	2019	126
3	<i>Preparedness of countries to face COVID-19 pandemic crisis: Strategic positioning and factors supporting effective strategies of prevention of pandemic threats.</i>	Coccia M.	2022	85
4	<i>Improvement of the methodological approach to assessing the impact of public governance on ensuring the economic security of the State</i>	Akimova, L. et al.	2020	69
5	<i>(Re)defining public-private partnerships (PPPs) in the new public governance (NPG) paradigm: an institutional maturity perspective</i>	Casady, C. B. et al.	2020	64
6	<i>Public Governance and Corporate Fraud: Evidence from the Recent Anti-corruption Campaign in China</i>	Zhang, J.	2018	63
7	<i>AI governance in the public sector: Three tales from the frontiers of automated decision-making in democratic settings</i>	Kuziemski, M. e Misuraca, G.	2020	61
8	<i>Implications of the use of artificial intelligence in public governance: A systematic literature review and a research agenda</i>	Zuiderwijk, A.; Chen, YC. e Salem, F	2021	61
9	<i>Understanding co-production as a new public governance tool</i>	Sorrentino, M., Sicilia, M., e Howlett, M.	2018	51

From the set of most cited articles, Table 3, it is shown that the area of public governance encompasses different approaches, such as those related to the economic sphere (Akimova et al., 2020); the relationship between the public and private sphere (Casady et al., 2020; Jia et al., 2019; Zhang, 2018); the use of artificial intelligence in the public sector (Kuziemski & Misuraca, 2020; Zuiderwijk et al., 2021); forms of implementing public governance – co-creation (Torfing et al., 2019) and co-production (Sorrentino et al., 2018); and also the relationship between public governance and addressing the COVID-19 pandemic (Coccia, 2022).

In the most cited article, Torfing et al. (2019) begin by listing the failures that New Public Management (NPM) was unable to address in Public Administration and question which theory would support a new approach to the public sector. They argue in the sense that the theory known as New Public Governance, elaborated by Stephen Osborne (2006, 2010), is a promising and well-described alternative that, although empirically tested in advanced liberal democracies, does not present adherence from public sector professionals. However, the authors identify that the notion of co-creation captures fundamental aspects of NPG and thrives in many countries, especially at the local level. The article aims to explore to what extent co-creation offers a viable path for the public sector in the coming years.











The concept of co-creation advocated is a process through which two or more public and private actors attempt to solve a shared problem, challenge, or task through a constructive exchange of different types of knowledge, resources, competencies, and ideas that enhance the production of public value in terms of visions, plans, policies, strategies, regulatory frameworks, or services, either through continuous improvement of outputs or results or through innovative changes that transform the understanding of the problem or task in question and lead to new ways of solving it (Torfing et al., 2019).

The second most cited article investigates the relationship between innovation and agency risk, which is impacted by corporate governance and public governance. Jia et al. (2019) focused their research on the moral risk of agents seeking innovation that is more easily captured by objective metrics (such as patent counts) rather than seeking innovation that can bring greater competitive advantages as well as long-term organizational survival, and how corporate and public governance tools reduce this risk. The theory was verified in Chinese state-owned companies. Public governance is treated in the article as a characteristic of the political system, within the Weberian perspective of rational and legal public administration (as opposed to a patrimonial system). In this sense, high-quality public governance would imply state-owned company directors (agents) more diligently fulfilling the role of the state (principal), thus reducing agency risk.

The third most cited article is also the most recent on the list and deals with the issue of the COVID-19 pandemic. Coccia (2022) assessed the preparedness of European countries to face the crisis generated by the disease using two indices: resilience (composed of the indicators 'average mortality', 'hospital occupancy', and 'ICU occupancy') and preparedness/prevention (composed of the indicators 'doses of vaccines administered' and 'total vaccinated per 100,000 people'). The results suggest that countries with better performance in dealing with the COVID-19 pandemic crisis have smaller population sizes and better public governance, associated with high healthcare system spending.

Regarding scientific journals with greater relevance in terms of the number of articles published on the topic of public governance, out of a total of 461 different sources, the top 10 journals with the highest production are listed in Table 3.

Table 3 - Most relevant scientific journals on public governance

Position	Journal	Country	Articles
1	International Review of Administrative Sciences		16
2	Sustainability		16
3	International Journal of Public Administration		12
4	Public Management Review		12
5	Public Money & Management		12
6	Public Policy and Administration		11
7	Public Administration Issues		10
8	International Journal of Public Sector Management		9
9	Public Administration		8
10	Public Administration & Social Management		7

In Table 3, it is possible to observe the predominance of journals related to the area of public administration, but journals from the areas of sustainability, public policy, and economics also appear. Regarding the geographical distribution of the journals, most are in Europe (Belgium, Switzerland, United Kingdom, and Russia), with only two outside Europe, one in the United States and one in Brazil.

With the objective of understanding the research themes published in the Brazilian Journal of Public Administration & Social Management - APGS, Chart 1 was constructed.

Chart 1 - Topics covered in the articles of the Public Administration & Social Management Journal

Article	Theme addressed
Almeida-Santos <i>et al.</i> (2018)	The authors discuss the effect of the quality of public governance on the population's sense of trust in the government institutions in Latin American countries. The results indicate that the better the quality of public governance, the greater the trust of citizens in government institutions.
Alves de Souza Matos, Amaral, and Iquiapaza (2018)	The authors propose a governance indicator using budgetary and financial variables to assess government performance of Brazilian states.
Rodrigues and Rodrigues (2019)	The authors analyzed the relationship between public governance and municipal re-elections in the State of Minas Gerais in 2016 and concluded that the possibility of re-election does not influence mayors to adopt good governance practices; however, mayors who adopt good governance practices tend to be re-elected.
Pascoal and Oliveira (2019)	The authors evaluated the practices of public governance adopted by the bodies of the Brazilian Federal Public Administration through applied research by the Federal Court of Accounts of Brazil and concluded that the bodies of the BFPA are taking the first steps in adopting better governance practices.
Rosa Filho, da Fonseca, and Soares (2020)	The authors investigated the relationship between the Municipal Governance Index, adopted by the Federal Council of Administration (FCA), and the credit rating classification in Brazilian municipalities, calculated through the methodology developed by the National Treasury Secretariat (STN), and identified a positive influence between governance and credit rating classification in Brazilian municipalities.
Fernandes and Spohr (2020)	The article deals with the administration of immigration in Brazil and does not directly relate to the theme of public governance, with the term only mentioned once as a keyword in the article.

Cavalcante and Pereira (2022)	The authors explore the results from research conducted by IPEA and Stanford University called Governance Project to assess the dimensions of state capacity in relation to government outcomes.
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From Table 1, Brazilian research published in the APGS journal focuses on municipalities and states in Brazil, the Brazilian Federal Public Administration, and Latin American countries.

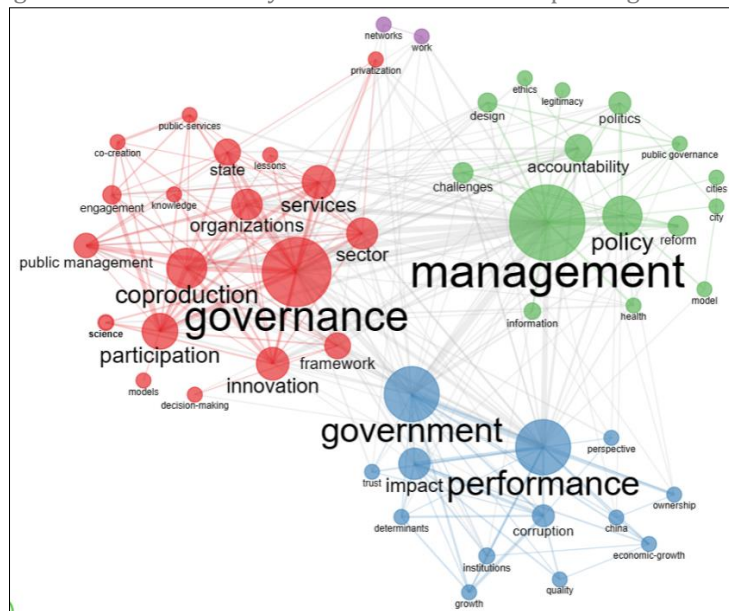
The articles seek to relate public governance to other topics, such as trust in government institutions, the possibility of mayoral re-election, and better credit classification for municipalities.

It is also noteworthy the development and application of governance indicators.

Thus, although it is reiterated that research in public governance is conducted worldwide and that Brazil has one of the most important journals in the field, publication in journals still occurs mostly in Europe, with a highlight on the United Kingdom.

By analyzing the entire group of researched articles, it is possible to identify, graphically, the network of keyword co-occurrence, allowing the identification of the structure of ideas, interactions, networks of concepts, and research trends (Sousa & Fontenele, 2019), as shown in Figure 3.

Figure 3 - Network of keyword co-occurrence on public governance

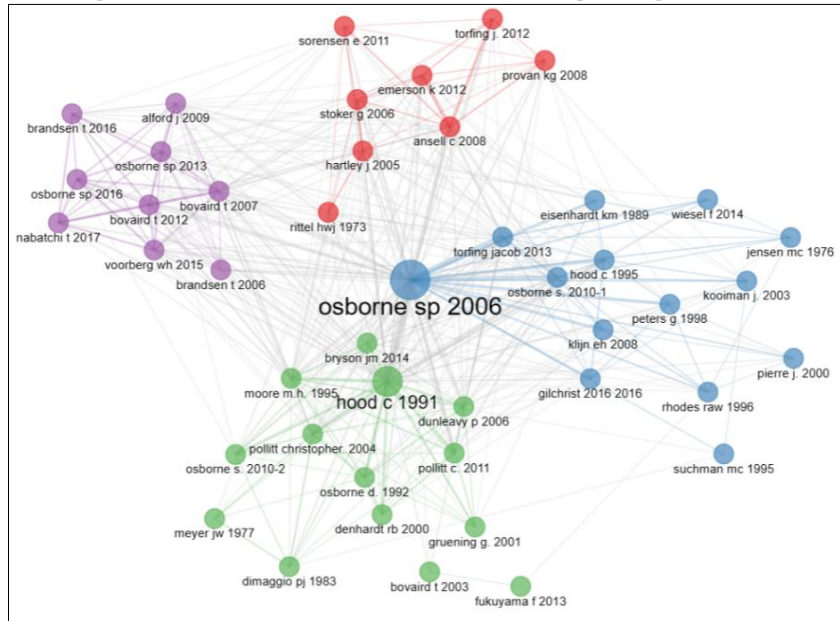


Source: Own authorship (2023) using Bibliometrix software

By analyzing the keyword co-occurrence shown in Figure 3, it can be observed the formation of four clusters, each with its own theme, with the main keywords of each core being: (i) management, public policy, and accountability - green cluster, (ii) governance, organizations, services, innovation, participation, and co-production - red cluster; (iii) performance, government, and impact - blue cluster; and (iv) work and networks - purple cluster. These clusters can be related to the dimensions of governance listed by Pereira & Ckagnazaroff (2021): (i) guiding values: deliberative democracy, public value of decisions, and co-production of decisions; (ii) structure: power shifting, networks, and coordination; and (iii) processes: efficiency and effectiveness, and accountability. Thus, it is observed that research on public governance, based on its constituent dimensions, unfolds into different themes, and encompasses multiple perspectives, characterizing the multidisciplinary nature of the area of study.

The last result of the recent production mapping on public governance deals with the co-citation network, which indicates the frequency of two references cited together, that is, it refers to a bibliometric measure that checks similarity (Zupic & Čater, 2015). Figure 4 shows the co-citation network generated from the analyzed articles.

Figure 4 - Co-citation network of authors on public governance



Source: Own authorship (2023) using Bibliometrix software

The main references used in the articles formed the co-citation network shown in Figure 4, where four clusters are identified. The main cluster is the blue one, consisting of 14 works, with Osborne (Osborne, 2006) being the central element. Therefore, the main topic of this cluster is related to New Public Governance and its antecedents.

The second cluster, in green, also comprises 14 works with Hood (1991) as the central element. The guiding discussion of this cluster revolves around the NPM paradigm. The third cluster, in purple, consists of 9 works, and the fourth cluster, in red, consists of 8 works. They discuss theories that make up public governance, such as the co-production of public services in Bovaird's work (2007), complementary theories like Ansell and Gash's work (2008), which addresses collaborative governance, as well as advances, limitations, and analyses on public governance.

Mapping the co-citation network is a way to connect the documents and indicate the most recurring references in the set of articles, seminal authors, and intellectual currents, providing insights into the patterns of the field of study (Carvalho et al., 2019). Osborne, the author, is present in three out of the four identified clusters, indicating that he is the main reference in the field.

5 Conclusion

Public governance has established itself as a model of public administration that encompasses a new role of the State in arrangements and networks involving citizens and other stakeholders. The article conducted a systematic mapping, a type of bibliometric study, on the topic of public governance, focusing on articles from the Scopus and Web of Science databases from 2018 to 2022.

The main findings of the systematic mapping indicate that the area of public governance has a high number of publications with a growth trend and is a topic present in research around the world, with intense collaboration among countries in North America, Europe, Asia, and Oceania. There were no authors that concentrate many publications; however, most of the authors identified as the most productive also have greater impact, considering the h-index. Brazil is one of the countries that produce the most articles on public governance but does not appear among the most cited and does not establish collaboration with other countries. The Brazilian scientific journal "Public Administration and Social Management" stands out as one of the most relevant on the subject.

The co-occurrence of keywords allowed the identification of clusters indicating the structure of ideas, interactions, networks of concepts, and research trends in public governance. It was verified that public governance unfolds in different themes and encompasses multiple perspectives, characterizing the multidisciplinary nature of the field of study, with a focus on innovation, public policies, networks, and co-production that relate to the dimensions that make up public governance: guiding values, structure, and processes. Regarding co-citation networks, it was possible to identify that the author Osborne is the main reference; however, given the different approaches and understandings of public governance, there are different concentrations of authors, confirming that the concept of public governance includes various themes.

The article contributes to the critical development of the field of public governance by helping researchers define future study paths based on the results of systematic mapping. The contribution of the article to the study of public governance for the Brazilian reality lies in indicating that, although there is a volume of production, there is a need to increase the global relevance of national research, with possible paths being preference for publication in English, collaborative research with other countries to explore diverse realities, as well as the use of national and international theoretical frameworks.

As future studies, it is suggested to expand the databases used, as well as to deepen the discussion of the clusters formed from the co-occurrence of keywords on public governance.

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